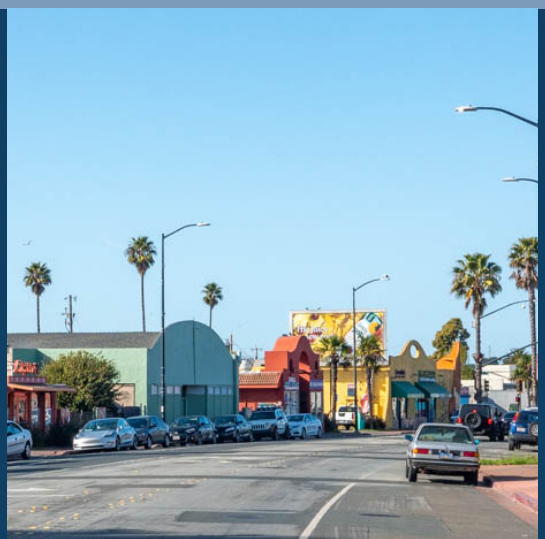
San Pablo General Plan 2035

Adopted July 7, 2025



San Pablo General Plan 2035

Adopted July 7, 2025

CITY OF SAN PABLO
City of New Directions

Prepared by
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Urban and Regional Planners

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INTRODUCTION

The San Pablo 2035 General Plan, as updated, is a policy document for the long-range development of the City of San Pablo. It provides the direction for the future growth of the city, and articulates a vision of what San Pablo aspires to be. The Plan draws its ideas from residents, business owners, elected officials, other stakeholders, and City staff, and translates these ideas into a set of policies and actions for present and future generations. As a policy document, the Plan provides the legal basis for all zoning, subdivision, and related actions. Italso provides the legal basis for City regulations and the initiationof public projects.

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

1.1 Purpose and Process

PURPOSE

The San Pablo General Plan is a policy document mandated by State law to address issues related to physical development and conservation of city resources. The Plan embodies the expressed goals of residents, business owners, elected officials, and other stakeholders and establishes concrete and achievable actions within the planning period. Broad objectives such as “create more jobs”, "promote quality of life" and "enhance neighborhood character" are translated into policies, maps, guidelines, and specific actions that are tangible and can be implemented. The Plan is designed for a range of users, from City staff to residents to visitors. It is written in simple language and covers a wide range of issues. Nonetheless, the General Plan cannot, and does not, aim

to be an all-inclusive document. Where greater specificity is needed, the City will rely on specific plans, the Zoning Ordinance, and subdivision and other regulations and standards to implement its policies.

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

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

WHY UPDATE NOW?

The City of San Pablo adopted the 2030 General Plan in 2011. Since then, the city has undergone a number of changes in its demographics and built form. The legal environment governing land use, environmental preservation, housing, and other planning issues has also changed. A revision of the Plan is therefore necessary to eliminate any obsolete information and policies, and ensure legal conformity. The 2024 -2025 General Plan Update has occurred in two stages, with the first one incorporating the Sixth Cycle Housing Element for 2023 – 2031, along with updates to the Health Element to create a new Community Health and Environmental Justice Element, and minor changes to the Safety Element. The second stage involves more minor changes to all the other Elements, including incorporation of a new Area Plan for the Rumrill Corridor and further minor updates to the Safety and Noise Element.

The General Plan aims to address a range of challenges such as the need to manage growth sustainably, enhance the city's economy, and protect San Pablo's environment resources:

- *Managing growth sustainably.* Sustainable development is defined as development that meets the needs of the present without compromising the ability of future generations to meet their own needs. As San Pablo's population grows, and development pressure increases, it is becoming more difficult to strike the balance between different land use needs. Policies in the Plan will help ensure that economic and residential development do not come at the expense of livability, equity, and environmental sustainability. The updated Community Health and Environmental Justice also will help achieve this goal.

- *Enhancing the city's economy and competitiveness.* Enhancing the city's ability to attract jobs and investment will be crucial for San Pablo to remain competitive with other cities that have successful economic development programs in place. This effort will involve building a diversified job base, expanding education and training, cooperating with other cities, and developing regional attractions. Plan policies will help City staff and decision makers outline a path to achieve these goals.

- *Preserving environmental resources.* To ensure new development contributes to environmental quality, the Plan includes policies to facilitate infill development and protect open space. Land use and growth management policies ensure incompatible land uses do not exist next to each other and new developments mitigate any adverse impacts they may impose on the environment.

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

PLAN PREPARATION PROCESS

Visioning, Collaboration, and Public Participation

The visioning phase of the 2035 General Plan process was initiated by the City of San Pablo in the Fall of 2008. The sharing of information and ideas between City staff, elected officials, consultants, and residents was central to the General Plan update process. The City Council appointed a General Plan Advisory

Committee (GPAC) to serve as representatives of the community during the preparation of the new Plan and provide input on evolving policies and products. At different stages of the plan-making process, residents, businesses, property owners, as well as non-profit groups and public agencies were invited to workshops and open houses to provide input and feedback.

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

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

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

Evaluating Choices

The second phase of the update process began with City Council meetings followed by a workshop to present two Alternative Concept Plans for consideration. The Alternative Plans illustrate a range of choices—visions of the city in 2035—inspired by the concepts and desires articulated during GPAC meetings and public forum. Following the City Council meetings, the *Alternative Plan Workbook* was prepared in June 2009, detailing the alternative concepts.

Establishing a Preferred Plan and General Plan Goals and Policies

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

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

The final step of the update process involved the preparation of this Draft San Pablo 2035 General Plan and Environmental Impact Report (EIR) for public review and adoption. The final EIR was prepared and certified on April 18, 2011. Documents, maps, and meeting agendas are available for public download via the City website.

San Pablo Avenue Specific Plan

On September 19, 2011, the City adopted a Specific Plan for the San Pablo Avenue Corridor. This detailed document has guided the successful redevelopment of the Circle S area around the current City Hall and has helped to encourage new housing and commercial development elsewhere along the corridor.

2015 – 2022 Housing Element Update

As required by State Law, the City adopted a new Housing Element on April 6, 2015 that superseded the Housing Element prepared at the time of the 2035 General Plan. The 2015 -2022

Housing Element has now been superseded by the 2023-2031 Housing Element, which was adopted on March 18, 2024, and certified by the Housing and Community Development Department on May 20, 2024.

2024 – 2025 Housing Element and General Plan Updates

In 2020, the City began work on its Sixth Cycle Housing Element Update for 2023 – 2031, along with a number of updates to the General Plan, including the addition of a new Area Plan for the Rumrill Corridor, the addition of an Environmental Justice Element (consolidated with the Health Element to form the Community Health and Environmental Justice Element), required revisions and updates to the Safety and Noise Element, and minor revisions and updates throughout all the elements. The Land Use and Physical Design Element was also updated to incorporate the Rumrill Corridor Plan and updates to selected locations to better encourage housing development and job growth in San Pablo. The 2007 Specific Plan for 23rd Street will be superseded with this Land Use Element update as the Specific Plan no longer provides sufficient guidance for the development of this important commercial corridor. An extensive public engagement effort was undertaken for the Housing Element, General Plan Update, and Rumrill Corridor Plan, including community workshops, focus groups, surveys, pop-ups, and public presentations. These efforts are documented on the City's webpage and in the companion planning documents. The environmental effects of these updates were documented in two comprehensive addenda to the 2030 General Plan Environmental Impact Report.

For the 2024-25 update, a multifaceted, bilingual (English-Spanish) community engagement strategy was implemented to proactively engage local residents and businesses in the process. A dedicated project page was established on the City's website to serve as a one-stop portal for information on the process, and opportunities to participate in the process were promoted with fliers distributed at community events and via e-mail blasts and social media. The General Plan Update and Rumrill Corridor Plan were informed by a range of community engagement activities, including pop-up event outreach, a citywide survey, property/business owner forums, a block party and community meeting, and "reel polls" conducted via the City and the Police Department's social media channels. Additionally, a Technical Advisory Committee (TAC) composed of City staff from various departments and representatives of partner agencies met three times in the process to advise on technical aspects of the Corridor Plan, including

transportation, utilities, public services, and economic development.

1.2 Planning Context

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

REGIONAL LOCATION

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

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

PLANNING BOUNDARIES

City Limits

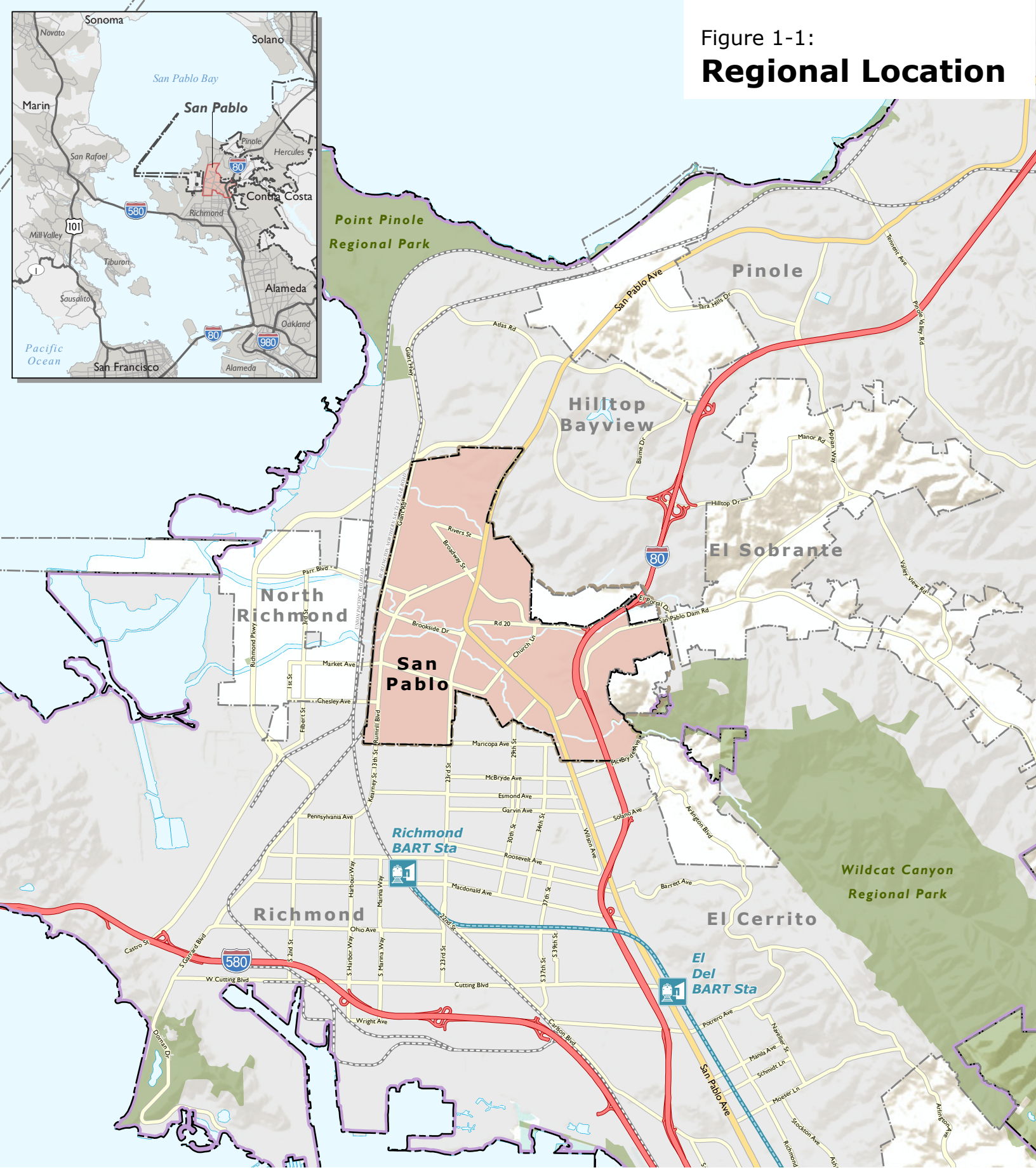
San Pablo's city limits encompass approximately 1,667 acres (2.6 square miles) of incorporated land or 87 percent of the Planning Area (**Figure 1-2**). The existing city limits include residential, commercial and industrial developments as well as public facilities, including parks and schools.

Sphere of Influence

The Sphere of Influence (SOI) is a planning boundary outside of an agency's jurisdictional boundary (that is city limit line) that designates the agency's probable future boundary and service area. The Contra Costa County Local Agency Formation Commission (LAFCO) has jurisdiction over defining San Pablo's SOI and acts on annexations and approval of service contracts outside city limits. The purpose of the SOI is to ensure the provision of efficient services while discouraging urban sprawl and the premature conversion of agricultural and open space lands by preventing overlapping jurisdictions and duplication of services. In November

Figure 1-1:

Regional Location



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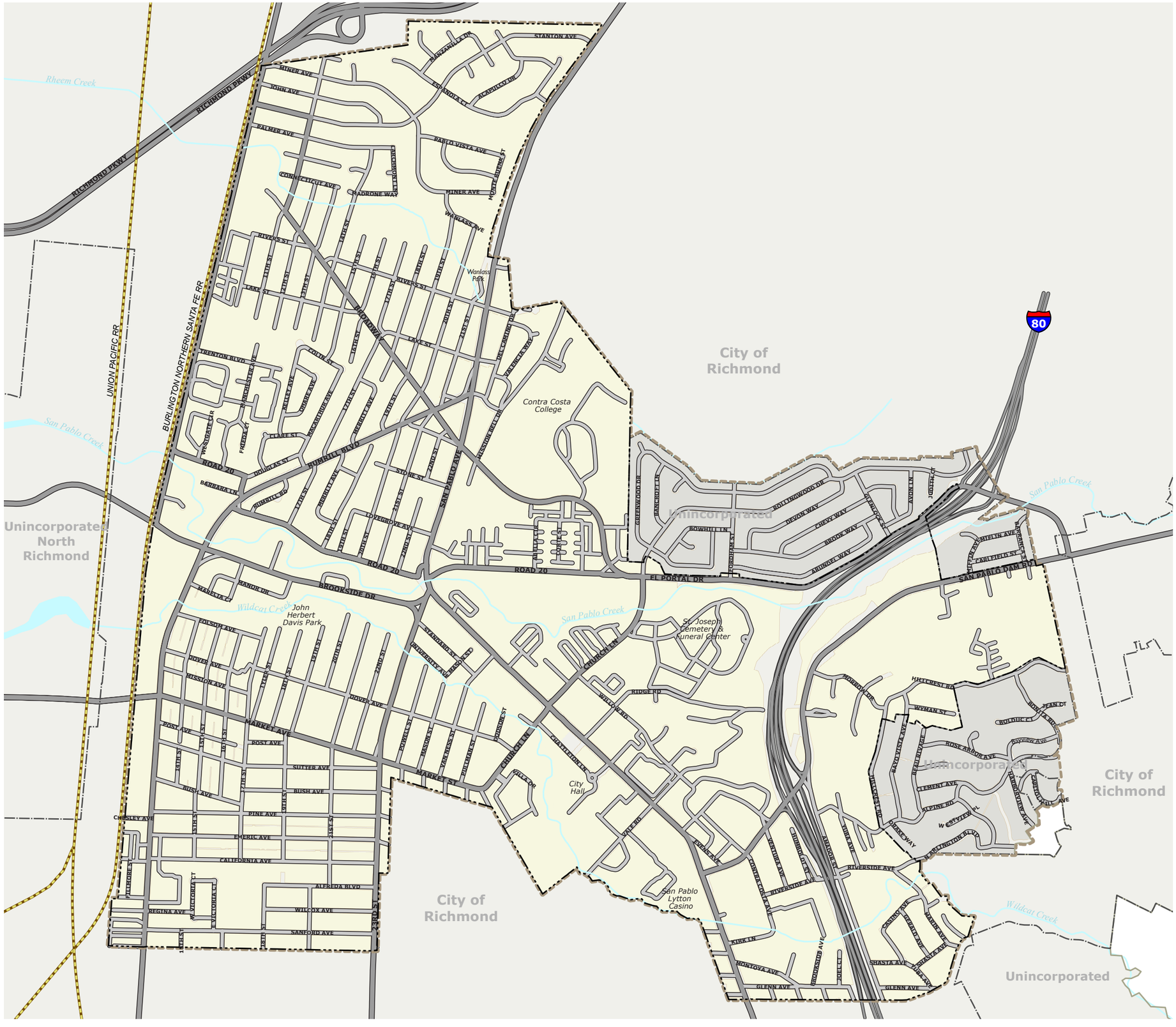
- City of San Pablo
- Sphere of Influence
- Urban Limit Line
- Urbanized Land
- Open Space
- Interstate Highway
- San Pablo Avenue
- Major Road
- BART Rail
- Railroad

SOURCE: City of San Pablo, 2024; Contra Costa County GIS, 2024; Dyett & Bhatia, 2024

Figure 1-2:

Planning Area Boundaries


City of Richmond
Unincorporated North Richmond
Unincorporated
Unincorporated
Unincorporated
City of Richmond
City of Richmond
City of Richmond
Contra Costa College
John Herbert Davis Park
St. Joseph Cemetery & Funeral Center
City Hall
San Pablo Lytton Casino
Wanlass Park
Rheem Creek
San Pablo Creek
Wildcat Creek
RICHMOND PKWY
UNION PACIFIC RR
BURLINGTON NORTHERN SANTA FE RR
80
STANTON AVE
MINER AVE
JOHN AVE
PALMER AVE
PABLO VISTA AVE
CONNECTICUT AVE
MADRONE WAY
WANLASS AVE
RIVERS ST
LAKE ST
TRENTON BLVD
MACDONALD AVE
CLEARE ST
DOUGLAS ST
RUMRILL BLVD
ROAD 20
BARBARA LN
STONE ST
EDGEGROVE AVE
BROOKSIDE DR
MANOR DR
MARIETA CT
DOLSON AVE
DOVER AVE
MISSION AVE
POST AVE
MARKET AVE
SUTTER AVE
BUSH AVE
PINE AVE
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2009, the Contra Costa Local Agency Formation (LAFCO) adopted a new SOI for the City of San Pablo in conjunction with the Municipal Services Review report. The city's SOI boundary now incorporates an additional 228 acres, including the Rollingwood residential area located along El Portal Drive and I-80 at the city's northeastern border, and the Hillside neighborhood, which is adjacent to the northern boundary of Alvarado Park at the eastern edge of the city. Urban and Built-up land is the most common land category found within the City SOI.

Urban Limit Line

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

Planning Area

According to State law, the City can establish a Planning Area that consists of land within the city and, "any land outside its boundaries which, in the planning agency's judgment, bears relation to its planning." The San Pablo Planning Area encompasses approximately 1,895 acres, or about 2.96 square miles. (**Figure 1-2**). More specifically, the Planning Area extends north along San Pablo Avenue to Richmond Country Club, northeast to the Rollingwood residential area, east towards Alvarado Park near San Pablo Dam Road, west towards Giant Road and the Union Pacific Railway tracks, and south towards Costa Avenue. The Planning Area includes land that has relevance for long-term development or conservation. The Planning Area also includes open space on hillslopes next to San Pablo Dam Road and several creeks that traverses San Pablo from west to east. The Planning Area has been defined with the intention of focusing future growth on land contiguous to the city and encouraging urban infill. Being included in the Planning Area does not necessarily mean the City is considering annexation. The Rollingwood residential area comprising 85 acres of low-density residential land is within the City's Planning Area but outside of the city limits.

A BRIEF HISTORY OF SAN PABLO

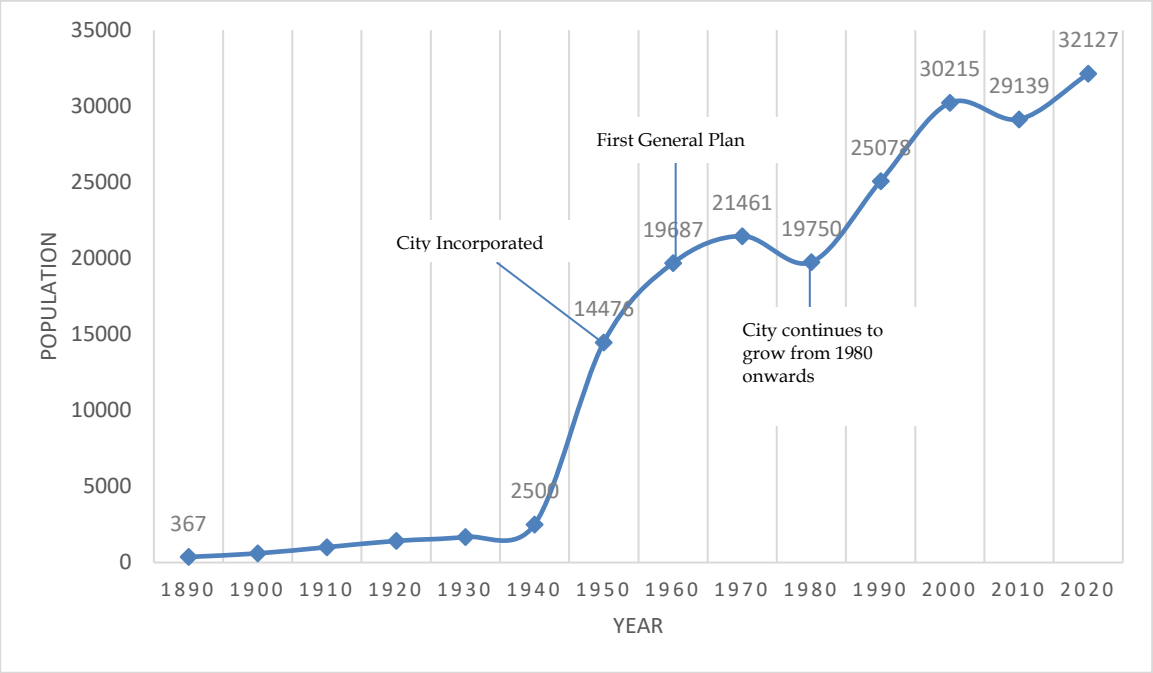
Today's San Pablo was originally occupied by the Cuchiyun band of the Ohlone indigenous people. Archaeologists have dated artifacts from the area to be at least three thousand years old. The Ohlone people who lived in the village at San Pablo called themselves the Huchuin.

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

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

In 1854, San Pablo was instituted as a township. An influx of Portuguese, Irish, Italian, and Japanese immigrants settled in the area. During this period, a well-developed agricultural and nursery industry flourished in the vicinity of San Pablo, along with a growing number of homes and businesses. By 1906, San Pablo looked like an established small town. There were Western Union Telegraph lines, saloons, a post office, a train station, and a school that stood on what is now the corner of Market and 21st Street. The town's population was still small compared to the numbers we know today, numbering less than 1,000 at this time.

Figure 1-3 San Pablo's population from 1890 to 2020



Source: Historical Population of California, Census 1990, 2000, 2010, 2020; Department of Finance, 2009.

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

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

In 1960, the first General Plan was adopted by the City. This plan divided the city into nine residential districts and identified development densities for each. During this decade, a large number of Mexican and Central American immigrants began to settle in San Pablo. This continued the rapid rise in population and consequent need for schools and other public services. By this time, the city had become mostly urbanized with the majority of the agricultural land replaced by urban uses.

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

The population growth in San Pablo began to slow down in the 1970s and 1980s even while the city continued to develop. In 1976, the city won the All American City award, a national award that was given in recognition of San Pablo's initiatives to improve the city. In part as a result of the 2030 General Plan, a second All American City award was granted to San Pablo in 2014, in recognition of its efforts to improve the health of its residents. By the time of the 2020 Census, San Pablo's population had grown to 32,127, with the addition of several new homes and apartments.

Today, San Pablo continues to attract new residents from all over the country. Its central location combined with affordable home prices and proximity to outdoor recreation areas and placement along I-80 make it one of the most desirable places to live in the San Francisco Bay Area.

1.3 General Planning Requirements

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

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

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

- *The General Plan Must Be Comprehensive.* This requirement has two aspects. First, the general plan must be geographically comprehensive. That is, it must apply throughout the entire incorporated area and it should include other areas that the City determines are relevant to its planning. Second, the general plan must address the full range of issues that affect the city's physical development.

- *The General Plan Must Be Internally Consistent.* This requirement means that the general plan must fully integrate its separate parts and relate them to each other without conflict. "Horizontal" consistency applies both to figures and diagrams as well as general plan text. It also applies to data and analysis as well as policies. All adopted portions of the general plan, whether required by State law or not, have equal legal weight. None may supersede another, so the general plan must resolve conflicts among the provisions of each element.

- *The General Plan Must Be Long-Range.* In order to avoid incremental planning decisions which may occur over many years, and may eventually conflict with each other, the General Plan must be long range. The General Plan is intended to take a long-term view of development and considers issues that may impact the community for the next ten or twenty years.

The City of San Pablo's 2035 General Plan includes the following elements required by State law: Land Use, Circulation, Conservation, Open Space, Noise, Safety, and Environmental Justice. It also includes a Growth Management Element, as mandated by Measure J passed by residents of Contra Costa County in 2004. Finally, several optional elements that address local concerns are included: Parks, Schools, Public Facilities and Utilities, and Community Health. The Housing Element is published as a separate document. **Table 1.3-1** outlines how the required elements and optional elements correspond with the Plan chapters.

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

Required Element	*General Plan Element*
Land Use	Chapter 3: Land Use & Physical Design
Growth Management	Chapter 4: Growth Management
Circulation	Chapter 5: Circulation
Open Space Conservation	Chapter 7: Open Space & Conservation
Environmental Justice	Chapter 8: Community Health & Environmental Justice
Safety	Chapter 9: Safety & Noise
Noise	Chapter 9: Safety & Noise
Housing	Contained in separate volume.

1.4 General Plan Themes and Key Initiatives

Key themes for the 2035 General Plan were identified and endorsed by the General Plan Advisory Committee (GPAC), based on input by the public, key stakeholders, and City staff. As the Plan took shape, these ideas were further refined. The maps and policies in the General Plan are structured around the following key initiatives:

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

- *Pedestrian and Bicycle-Friendly Community.* The creation of a pedestrian and bicycle-friendly community is a chief objective of the Plan. Plan policies aim to enhance San Pablo's urban character with diversified, mixed-use neighborhoods and pedestrian and bicycle access to parks, schools, and neighborhood retail.

- *Community Facilities.* The General Plan responds to community desires for family-oriented community facilities through new land use designations, such as Mixed-Use Center South that allows community uses to develop among residential and retail development, and direction for impact fees to fund improvements.

- *Health and Safety.* The Plan aims to improve community health and safety through greater cooperative efforts with the Police Department as well as through multi-modal transportation planning, encouraging healthy living through food strategies, equitable job and housing opportunities, and safety through community design.

- *Parks and Open Space.* Parks and open space are a critical part of the city's livability, but do not yet meet the needs of the city's population. The Plan calls for future parks and public open space throughout the Planning Area and the development of a network of trails along San Pablo, Wildcat, and Rheem creeks to provide recreational areas in close proximity to neighborhoods.

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

1.5 Development Under the General Plan

This section describes future "buildout" potential under the General Plan. Buildout refers to the hypothetical situation where all anticipated development under the General Plan has occurred. For this General Plan, the buildout year is 2035. What this means is that the General Plan has designated adequate land to accommodate anticipated housing and job needs in San Pablo through 2035. For a more detailed analysis of General Plan buildout, refer to the Land Use and Physical Design Element in Chapter 3.

METHODOLOGY AND ASSUMPTIONS

In order to determine the total housing, population, and additional employment expected by 2035, a detailed set of assumptions was developed, as presented in **Table 1.5-1**, and **Table 1.5-2**. These assumptions include the proportion of residential and non-residential mix in mixed-use areas; densities of residential districts; intensities of non-residential districts; and employment multipliers (i.e., square feet per job).

The estimate for additional low-density residential housing units includes both new units developed on infill sites as well as accessory dwelling units (ADUs) on existing single-family lots. The average household size is assumed to be 3.1 for an average household and 1.5 for an ADU.

Table 1.5-1 Population and Housing Assumptions

Land Use Category	*Gross Acreage of Opportunity Sites*	*Residential Mix*	*Housing Density (du/ac)*
Low Density Residential	4.8	100%	8.0
Medium Density Residential	3.2	100%	18.0
High Density Residential	17.3	100%	30.0
Mixed Use Center North	2.7	70%	60.0
Mixed Used Center South	16.1	20%	32.0
Mixed Use Center West	3.5	75%	60.0
Commercial Mixed Use	28.6	50%	20.0
Residential Mixed Use	25.6	65%	14.0
Employment Mixed Use	0.75	25%	12.0

[1] Average household size assumed to be 3.1 persons per household, with 1.5 persons per ADU household.

Source: Dyett & Bhatia, 2010 and 2025.

Table 1.5-2 Job Assumptions

Land Use Category	Gross Acreage of Opportunity Sites	Non-Residential Mix	Building Intensity (FAR) [1]	Employment Intensity[2] (Sq ft per Job)	Potential Buildup Space[3] (Sq ft)
Mixed Use Center North	2.7	30%	0.50	400	47,000
Mixed Used Center South	16.1	80%	0.70	400	491,900
Mixed Use Center West	3.5	25%	2.48	Various[4]	373,250
Commercial Mixed Use	28.6	50%	0.50	400	390,200
Residential Mixed Use	9.9	35%	0.20	345	74,800
Neighborhood Commercial	13.3	100%	0.32	430	13,600
Regional Commercial	25.6	100%	0.32	510	334,000
Entertainment District Overlay	10.1	100%	0.60	600	264,000
Employment Mixed Use	0.75	75%	0.60	700	27,660

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

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

[3] Calculated on a "net" basis, after deducting land uses for rights-of-way and easements.

4 Assumes 300 square feet per retail/restaurant job; 1,000 square feet per grocery store job; and 120 square feet per job in a 44,000 square-foot commercial kitchen.

Source: Dyett & Bhatia, 2010 and 2025.

POPULATION AND RESIDENTIAL UNITS

Table 1.5-3 summarizes buildout for the proposed General Plan by population, households, and housing units. Based on development trends, regional growth forecasts, and assumptions for future growth, it is estimated that the San Pablo Planning Area will accommodate approximately 34,950 people at buildout in 2035, an increase of about 8.5 percent over the 2010 population estimate of 32,200.[1] Residential growth is anticipated primarily within the City limits. Over a 20-year period, this represents an annual growth rate of 0.4 percent. The population increase will be driven primarily by regional economic growth and migration.

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

Table 1.5-3 Population, Housing Units, Households, and Jobs at Buildout (2035)[1]

	2010	*Additional*	*Buildout (2035)*	*Percent Annual Growth*
Population[2]	32,200	2,750	34,950	0.4
Households	9,680	940	10,620	0.5
Housing Units	10,520	990	11,510	0.5
Jobs	5,900	2,610	8,510	1.8

[1] Existing and projection numbers rounded to the nearest ten.

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

Source: Association of Bay Area Governments, 2009; City of San Pablo, 2010; Dyett& Bhatia, 2025.

As shown in **Table 1.5-3**, San Pablo's approximately 10,520 housing units (9,680 households) existed in the San Pablo Planning Area in 2010. The households increased to 9,847 in the 2020 Census, but the housing unit count had dropped to 9,941. The 2035 General Plan will accommodate an additional 990 housing units (940 households) beyond the 2010 level. Most of the new residential developments are expected to be developed along major roads, notably San Pablo Avenue, 23rd Street, and Rumrill Boulevard. In total, San Pablo is expected to have 11,510 housing units (10,620 households) by 2035.

JOBS

As shown in **Table 1.5-3**, San Pablo will add approximately 2,610 jobs to reach a total of 8,510 jobs at buildout. Over a 20-year period, this represents an average annual growth rate of about two percent.

The mix of new jobs by land use type during the planning period is shown in **Table 1.5-4**. The Mixed-Use Center South land use category (at the Circle S site around the current City Hall) would accommodate about 36 percent of these new jobs while the Commercial Mixed Use land use category would accommodate about 26 percent. The other land uses under the proposed General Plan would accommodate the remaining 38 percent of new jobs.

Table 1.5-4 Additional Jobs by Land Use Type		
Land Use Category	*Jobs*	*Percent of Total*
Mixed Use Center North	100	4
Mixed Used Center South	770	30
Mixed Use Center West	180	7
Commercial Mixed Use	700	27
Residential Mixed Use	140	5
Neighborhood Commercial	100	4
Regional Commercial	130	5
Entertainment District Overlay	440	17
Employment Mixed Use	50	2
Total	**2,610**	**100**

Totals may not add up due to rounding.

Source: Dyett & Bhatia, 2010 and 2025.

JOBS/EMPLOYMENT BALANCE

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

As shown in **Table 1.5-5**, the current jobs-to-employed-residents' ratio in San Pablo is 0.46, which means most working adults travel out of the city to work. During the planning period that runs through 2035, the General Plan will add more jobs than population. As a result of these projections, the jobs/employment ratio should improve to 0.51, with the potential for reducing commuting for work and ameliorating peak hour traffic congestion.

Table 1.5-5 Jobs to Employed Residents Ratios		
	2010	*Buildout*
Jobs[1]	5,900	8,510
Employed Residents[2]	12,880	16,630
Ratio	**0.46**	**0.51**

[1] Jobs here refer to local jobs only.

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

Source: ABAG 2009, Dyett & Bhatia 2010.

1.6 Plan Organization

This section describes the organization of the San Pablo 2035 General Plan and the structure of guiding and implementing policies. The Plan is organized as follows:

1. **Introduction.** This chapter includes the General Plan purpose, process, and key initiatives, planning context, State requirements, development projections, and requirements for administration of the Plan.

2. **Economic Development.** This chapter sets out goals and policies on job creation, marketing, improving business climate, maintaining fiscal health, and other efforts to enhance the city's economy.

3. **Land Use & Physical Design.** This chapter provides the physical framework for land use and development in the city. It also includes urban design policies to improve the city's visual quality and livability.

4. **Growth Management.** This chapter addresses the topic of sustainability and establishes policies to ensure new development pays its fair share of the costs associated with growth. The element is consistent with requirements under the Measure J Growth Management Program administered by the Contra Costa Transportation Authority.

5. **Circulation.** This chapter includes policies, programs, and standards to maintain efficient circulation. It identifies future street and traffic improvements, and addresses alternative transportation modes and parking to enable a multi-modal circulation system.

6. **Parks, Schools, Community Facilities & Utilities.** This chapter outlines policies relating to parks and recreation, schools, and community facilities. It also addresses local utilities, such as water supply, sewerage, solid waste management, and recycling.

7. **Open Space & Conservation.** This chapter includes policies relating to open space, land resources, habitat and biological resources, water quality, air quality, and historic and archaeological resources and conservation.

8. **Community Health & Environmental Justice**. This chapter describes the relationship between planning and the natural, physical, and social environment, public health, and quality of life; reviews current health conditions and determinants in San Pablo; and sets forth policies to improve the

environmental and social conditions for health and provide protection from environmental hazards.

9. **Safety & Noise**. This chapter addresses the risks posed by seismic and geologic hazards, flooding, and hazardous materials. It also includes policies on police, fire, and emergency services and policies to limit the impacts of noise sources throughout the city.
10. **Implementation & Monitoring.** This chapter includes details on the manner in which the Plan is implemented.

POLICY STRUCTURE

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

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

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

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

1.7 Administration of the General Plan

The General Plan is intended to be a dynamic document and the administration of the Plan reflects that. As such, it may be subject to more site-specific and comprehensive amendments over time. Amendments may be needed to conform to State or Federal law passed after adoption. They also may be a need to eliminate or

modify policies that may become obsolete or unrealistic over time due to changed conditions, such as the completion of a task or project, development on a site, or adoption of an ordinance or plan.

AMENDMENTS TO THE GENERAL PLAN

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

ANNUAL REPORT

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

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

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2 Economic Development

San Pablo is committed to economic development and the establishment of a long-term framework for employment growth. In fact, the outcome of other General Plan initiatives is, in many ways, tied to the City's economic success. The Economic Development Element of the 2035 General Plan Update integrates the policies and actions proposed in the City's Economic Development Strategy, which was adopted on June 17, 2024, into the General Plan framework. It provides a policy platform for implementing the eight major initiatives of the Economic Development Strategy: enhancing the city's image through marketing, expanding development capacity, improving community safety and amenities, developing local workforce talent and entrepreneurship, engaging the community in economic development, promoting health and wellness, collaborating regionally, and taking advantage of fiscal tools and financing opportunities to ensure the fiscal soundness of the City.

2.1 Economic Vision

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

2.2 Economy of San Pablo

The City of San Pablo is the 8th most populous city in Contra Costa County and has a population density of approximately two-thirds that of San Francisco.[2] The racial and ethnic composition of San Pablo is 15 percent White, 17 percent Asian, 12 percent Black, and 43 percent other. Nearly 57 percent classify themselves as being Hispanic.[3] Other economic indicators are presented in **Table 2.2-1**.

Table 2.2-1 The Economy of San Pablo	
Population between 18 and 62	58%
Population with a Bachelor's degree or higher	15%
Average household size	3.2 persons
Percent of ownership housing	42%
Median Household Income as a percent of Contra Costa County as a whole	60%

Source: U.S. Census, 2020; American Community Survey, 2022.

THE CURRENT ECONOMY

San Pablo has a diverse, yet limited economy largely due to its small size, as well as being built out. The economy is also limited by its supply of older professional office space and lack of access to a waterfront. The number of employed residents by industry group in 2010 and 2018 is summarized in **Table 2.2-2.5**.[4]

The largest and most important economic sectors, in terms of employment size, are 'Arts, recreation, and other services,' (a Census category that includes casino employment) and 'Education, health and social services' (a category that includes jobs at nearby medical centers and offices and at Contra Costa College in San Pablo). Together, these two sectors account for one third of all employed residents in the city. The major employers include Contra Costa College (about 900 jobs) and the Lytton Casino (about 421 jobs).[5] Retail-related jobs represented a substantial share of total employment, at 16 percent, but offer few high quality jobs, such as full-time employment at a living wage or better and providing benefits.

[2] US Census, 2020.

[3] American Community Survey, 2022.

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

[5] Source: City of San Pablo Comprehensive Annual Financial Report, 2019-2020; Dyett & Bhatia, 2021.

Table 2.2-2 Number of Employed Residents by Industry Group, 2010 to 2018				
Employed Residents by Industry	*2010*	*2018*	*Jobs Added*	*Percent Change*
Agriculture, forestry, fishing and hunting, and mining	0	0	0	0%
Construction	76	138	62	82%
Manufacturing	181	57	-124	-69%
Wholesale trade	187	59	-128	-68%
Retail trade	633	926	293	46%
Transportation and warehousing, and utilities	26	77	51	196%
Information	9	5	-4	-44%
Finance and insurance, and real estate and rental and leasing	166	112	-54	-33%
Professional, scientific, and management, and administrative and waste management services	153	176	23	15%
Educational services	1,077	1,072	-5	0%
Health care and social services	783	1,343	560	72%
Arts, entertainment, and recreation	596	632	36	6%
Accommodation and food services	416	772	356	86%
Public administration	217	237	20	9%
Other	446	235	-211	-47%
Total	**4,966**	**5,841**	**875**	**18%**

Source: US Census; California Employment Development Department

The Contra Costa College provides educational services and employment opportunities for San Pablo residents. (Photo: Contra Costa College)

The City's Competitive Advantage

To judge the relative strength of each industry in San Pablo, it is informative to compare these industries to data from a larger geographical entity, such as Contra Costa County. **Table 2.2-3** presents employment makeup in year 2018 for comparison. According to the analysis, San Pablo enjoys competitive advantages in the 'Educational Services' employment sector and the 'Arts, Entertainment, and Recreation' employment sector. The latter employment sector includes jobs relating to the casino industry.

Table 2.2-3 Number of Employed Residents in San Pablo and Contra Costa County, 2018

Industry	*City of San Pablo*		*Contra Costa County*		*Location Quotient (LQ)*
	Number of Jobs	*Percent of Total*	*Number of Jobs*	*Percent of Total*	
Agriculture, forestry, fishing and hunting, and mining	0	0%	1,937	1%	0.0
Construction	138	2%	28,750	8%	0.3
Manufacturing	57	1%	16,776	4%	0.2
Wholesale trade	59	1%	10,591	3%	0.4
Retail trade	926	16%	43,291	11%	1.4
Transportation and warehousing, and utilities	77	1%	9,142	2%	0.6
Information	5	0%	9,142	2%	0.0
Finance and insurance, and real estate and rental and leasing	112	2%	30,452	8%	0.2
Professional, scientific, and management, and administrative and waste management services	176	3%	59,388	16%	0.2
Educational services	1,072	18%	33,301	9%	2.1
Health care and social services	1,343	23%	69,969	18%	1.3
Arts, entertainment, and recreation	632	11%	7,223	2%	5.7
Accommodation and food services	772	13%	34,700	9%	1.5
Public administration	237	4%	14,144	4%	1.1
Other	235	4%	14,262	4%	1.1
Total	**5,841**	**100%**	**383,068**	**100%**	

Source: US Census Bureau Longitudinal Employer-Household Dynamics program, 2018; Dyett & Bhatia, 2021.

The sectors where San Pablo is relatively weak, in terms of employment, are 'Information' (a Census category that includes information technology and the high-tech industry), 'Finance and Insurance, and Real Estate and Rental and Leasing', and 'Professional, Scientific, and Management, and Administrative and Waste Management Services'.

ECONOMIC STRENGTHS AND CHALLENGES

To develop its economy successfully, San Pablo will have to build on its economic strengths, look for opportunities for growth, and address any economic threats facing the City, while also considering more equitable ways for its residents to participate in the local economy. Strategies to skill-up and attract industry that benefits from the inherent multi-lingual capacity of local residents are needed. The following section highlights the challenges facing San Pablo, based on an objective assessment of economic conditions.

Strengths

- *Location.* San Pablo's proximity to San Francisco and other major cities hosting globally recognized universities and vibrant service and technology-based industries in the San Francisco Bay Area is a highly desirable factor in terms of attracting businesses and jobs. Its location is readily accessible to local and regional markets, financial resources, a large diverse labor force, airports and seaports, major Amazon, USPS and UPS distribution centers and a diverse range of services. It is well positioned along the Interstate 80 corridor with connections to the Bay Bridge to the south and the Carquinez Bridge to the north, and includes multiple commercial corridors, including San Pablo Avenue, San Pablo Dam Road, 23rd Street, and Rumrill Boulevard. Several regional AC Transit lines run through the City and the Richmond BART station is just one mile to the south. The City's mix of urban and suburban features is also seen as desirable.

- *Competitive Land Values.* Compared to peer cities such as Emeryville, Pleasant Hill, Hercules, and others, San Pablo's land is competitively priced. Additionally, there is an availability of vacant or underutilized parcels that can be developed, and densification of development is seen positively in the city.

- *Ethnic Diversity.* San Pablo's cultural diversity provides a backdrop for celebrations, festivals, and gives the community a special character. This is an asset that can be used to attract businesses, as well as knowledge workers, and it contributes positively to residents' quality of life. As the healthcare industry expands, a community offering skilled professionals who make linguistically- and culturally competent care possible is a unique asset, attracting patients and lowering risks for operators.

- *Proximity to Higher Education.* The Contra Costa Community College is located within City borders, and San Pablo is minutes away from other well-known colleges, such as UC Berkeley, Cal State East Bay, and the College of Alameda. The Bay Bridge separates San Pablo from Stanford University, the University of San Francisco and San Francisco State University.

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

Weaknesses

- *Low-skilled Workforce.* San Pablo's labor force has traditionally suffered from having the lowest educational attainment and skill certification in the County. While community college and high school matriculation rates had been increasing, post-pandemic, high school graduation rates have suffered. This is reflected by the relatively low percentage of people (12 percent) employed in Management and Professional occupations. In part, the lower education is due to a higher rate of immigrants who settle in San Pablo whose opportunities to attain higher education levels are limited and whose degrees may not be recognized in the United States. This indicates that a sizable proportion of the labor force needs certification opportunities, qualification into the trades, and skills training in order to compete for higher-skill jobs and better wages. English language development courses are being retooled to focus on specific industry needs to fast-track the language skills needed in addition to job skills.

- *Low Aggregate Disposable Income*. San Pablo's household income is significantly lower than the County as a whole. The low aggregate income is a barrier to attracting major retailers or other retail or service-related businesses to the area, while also limiting the ability of residents to access wealth-building opportunities such as higher education and homeownership.

- *Lack of Large Vacant Parcels of Land for Development*. As a small, built-up city, large, vacant parcels on which to develop new buildings are not readily available in San Pablo. Because of its small lots and multiple ownerships in the central areas of the city, assemblage of individual parcels of land for coordinated development can be complex, time-consuming, and expensive.

- *Lack of Neighborhood Maintenance and Cleanliness*. Quality-of-Life factors are determined in large part by the quality of a city's neighborhoods. In San Pablo, an overall lack of property maintenance, relatively low median household incomes, and low home ownership rates have contributed to deterioration and lack of community pride. Litter and homeless encampments near major entrances to the city and along key commercial corridors further hurt San Pablo's image. These conditions also impede the attraction of some businesses. In recent years, the City has focused major efforts on community clean up , anti-dumping campaigns, and increased maintenance.

Opportunities

- *Low-skilled Workforce.* San Pablo's lack of college graduates can turn into an advantage when it comes to attracting employers that require entry-level workers, such as builders, manufacturers, or retailers.

- *Benefits from Regional Growth.* San Pablo has an opportunity to partner with neighboring cities on business attraction, as there are limited development opportunities within the city itself. New businesses within the region provide more high-paying jobs accessible to San Pablo residents and offer opportunities for spin-off businesses to locate in San Pablo.

- *Promoting Infill Development.* Mixed-use development is gaining momentum in the local market and can encourage reinvestment of older commercial properties. This presents an opportunity to create more desirable walkable neighborhoods and attract more businesses and residents in resource-rich areas.

- *Economic Development through Community Based Organizations (CBOs).* San Pablo hosts a nonprofit called San Pablo Economic Development Corporation (San Pablo EDC) whose work focuses on the education and training of workforce, businesses and aspiring homeowners. San Pablo EDC combines multiple funding sources and has an agreement with the Community College District to find and fund certified training opportunities for residents, including trades pre-apprenticeship. San Pablo EDC also serves as a conduit for businesses approaching the City and for the City to approach businesses to offer to skill-up the language-diverse workforce in the areas needed for that enterprise to thrive. Further, San Pablo EDC is focused on intergenerational wealth building through economic empowerment and homeownership. The City also works with Lao Family Community Development which is focused on getting the vulnerable workforce housing-stable and job-ready, and the City works with the College Foundation to fund scholarships, notably for San Pablo residents transferring to four-year schools.

Threats

- *Regional Profile.* The City of San Pablo has previously had a poor public image that has improved steadily but still lags in relation to its excellent crime statistics as compared to all neighboring cities. This image is primarily due to a historical perception that the area around San Pablo is not safe. While major positive changes in the city's safety level have occurred over recent decades, the stigma remains. Blighted areas exist in various city neighborhoods, and homelessness is highly visible in some areas. Laws passed during the pandemic inadvertently created an environment in which the nation experienced soaring petty crime rates at grocery, pharmacy and other retail stores, sparking many to shutter their doors in recent years. While these stores have stuck it out in San Pablo and worked well with the Police Department, the perceived lack of public safety may discourage new businesses and development from locating in San Pablo.

- *Challenges to Development*. New development is often financially infeasible in San Pablo due to a combination of regulatory requirements, high construction costs, and lower potential commercial and residential rents. Parking is a particular challenge in a fairly built-out city with small parcel sizes where building area needs to be maximized. These factors can make it difficult to attract developers to construct much-needed housing and revitalize blighted sites. On the plus side, the City has streamlined development reviews in its

Permit Center and has a reputation for high levels of customer service and expedited review times.

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

- *Population Growth Outpacing Housing Development*. Until recently, population growth had outpaced housing development, but new housing construction had begun to rebound as of 2019. As in other areas, this surge in development has been challenged by supply chain constraints, high interest rates, and lack of labor. The City has entitled hundreds of new housing units and is waiting for these projects to complete or commence construction.

THE FUTURE ECONOMY: PROJECTED EMPLOYMENT

Table 2.2-4 presents the future employment projections for the City of San Pablo, in relation to regional trends across Contra Costa County. The projection is based on extrapolating data from the ABAG's regional 2050 forecast, which is developed using information on Priority Development Areas (PDAs) that are expected to account for 70 percent of future growth in the city. The City of San Pablo is comprised of three PDAs: San Pablo Avenue, 23rd Street, and Rumrill Corridor. These are further described in Part D of Section 3.2 in the Land Use Element.

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

Table 2.2-4 Projected Number of Employed Residents, 2010 to 2050

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

Source: ABAG Employment Projections, 2024; Dyett & Bhatia, 2009.

RECOMMENDED TARGET INDUSTRIES

Based on analysis of recent growth patterns for key local sectors, several industries may be targeted, based on their fit with City strengths, past performance, and future growth potential. These industries are summarized below.

Health Care and Senior Services

The City of San Pablo is developing a growing sector in the areas of health care and senior services that can further be expanded and capitalized upon. The City has a number of advantages. It has multiple smaller medical facilities within City limits, including the West County Health Center, County Behavioral Health Center, Contra Costa County WIC Center, Lifelong Brookside, Vale Health Center, A&A Health Services, DaVita Dialysis Centers, and RotaCare West Free Clinic, with larger health facilities, such as Kaiser Permanente and Alta Bate Hospital available in Richmond and Berkeley to the south.

In terms of the growing demand for senior services, the population 65 and older is projected to grow faster than any other age segment in California. According to Census estimates, the population of senior citizens in California is projected to increase by 166 percent

between 2010 and 2060, while total population will only increase by only 30 percent. San Pablo can take advantage of this shift by positioning itself as a regional senior care location.

The City is home to three nursing homes with care facilities (San Pablo Healthcare and Wellness Center, Creekside Healthcare Center, and Vale Healthcare Center), and several senior living apartment complexes. The City could foster the development of senior care and related medical services, especially acute and specialty clinics, dental offices, pharmacies, medical supply firms, diagnostic labs, medical insurance companies, and other outpatient offices. Senior living facilities providing independent living, assisted living, and memory care can provide state-of-the-art services that will attract residents and adjacent businesses. While nursing homes and congregate care facilities themselves may not provide a great number of jobs, they attract other businesses related to healthcare and require retail and other services. Additionally, the development of senior facilities may also be eligible for State or Federal subsidies.

In addition, many of the jobs in the healthcare industry require highly skilled workers and can be well paying. These workers will spend a portion of their incomes in the City (on meals and daily goods and services), which will contribute to increased tax revenue, and they may choose to live in San Pablo as well. Partnerships with Contra Costa College could provide opportunities to locally train San Pablo residents for careers in the healthcare industry.

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

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

Green Technology

Industries centered around sustainable technologies and renewable energy present a growth opportunity in San Pablo. Solar, wind, e-battery production, and energy transfer and storage are playing a growing role in the energy sector, and can expect to see continued funding and future growth in California. Self-driving cars and trucks are also gaining traction and require new infrastructure for storage, maintenance, and manufacturing. San Pablo has a number of larger formerly industrial parcels that present opportunities for these sectors, as site contamination concerns prevent other types of development. Taking advantage of these sites for assorted green tech uses presents an opportunity to bring new jobs and investment into the City.

Biotechnology

San Pablo is well positioned regionally to take advantage of the Bay Area's biotech cluster. The city offers close proximity to areas where many biotech workers live, offering a more attractive setting for employers than current clusters in higher cost of living areas. Additionally, land for biotech and adjacent medical manufacturing uses can be acquired for much less than in competing submarkets, further positioning San Pablo as an attractive location for these types of businesses. These factors can lure businesses such as specialty biopharma manufacturers, durable medical equipment makers, and other semi-industrial uses that provide high-quality jobs and significant tax revenue.

Examples of businesses to target: Specialty biopharmaceutical companies and durable medical equipment (DME) providers in the life sciences area based in Marin County and South San Francisco (with a high-cost operational basis) would be excellent targets, especially those still in their private equity phases or that have recently gone public. The challenge for these companies is that their cost of operation is high. They also have a labor challenge given that their workforce tends to live in and come from the East Bay. Relocating to the East Bay, where they can find lower rent, better proximity to travel hubs, and strong access to a highly educated and well-trained regional workforce would improve their valuation.

Hotel and Gaming

San Pablo is well positioned to plan for and encourage the growth of the hospitality and gaming industry to complement existing entertainment activities occurring in and around the Casino. Careers in the arts and entertainment industry are often low-skilled and lower-paying, which makes them a good match for San Pablo, where only 15% of the population has a bachelor's degree or higher. San Pablo already has a well-established casino, which serves visitors from the Bay Area and beyond. The City could build on the casino's presence and add more family-friendly uses, which would draw in a greater variety of visitors and augment the City's image as an entertainment destination. Development of hotels and entertainment venues would also provide the City with an additional revenue source in the form of Transient Occupancy Tax. This would also serve to attract additional visitors from outside the immediate region and encourage visitors to the entertainment destinations to spend more time in the City.

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

Education Services and Training

Today, a compelling body of research links education and training to economic development and growth. This research recognizes people as a type of economic asset known as "human capital," and shows that increased investment in skills and knowledge provides future returns to the local economy through increases in labor productivity and competitiveness. Accordingly, every city eager to develop its economic base should promote the growth of businesses providing education services and training to equip today's and tomorrow's residents with the skills for success. San Pablo is well positioned to build its human capital through the ongoing efforts of the San Pablo EDC and its partners. Strategically, building human capital makes especially good sense for San Pablo, because the city has a large proportion of children and young adults and a low proportion of people with high school graduation certificates or college degrees. These conditions represent a latent demand for educational services in the form of after-school tutoring providers, job training programs, and art, technical and trade schools. Additionally, schools offering specialized, industry-specific language courses or continuing-education certificates may be popular with adults or new immigrants eager to increase their marketable skills or learn a new language. A concerted effort to target these businesses will produce even greater growth by increasing the education level and career opportunities available to San Pablo residents, thereby

raising incomes and setting off a virtuous cycle of economic growth.

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

Language and vocational schools are great businesses to attract to San Pablo because they provide new jobs as well as equip San Pablo residents with new skills (Photo: San Pablo EDC).

THE CITY'S ROLE IN ECONOMIC DEVELOPMENT

The City of San Pablo has taken a proactive approach to economic development. In 2024, the City of San Pablo adopted an Economic Development Strategy (EDS) prepared by the Natelson Dale Group, Inc and providing guided direction to ensuring the stability and growth of the city's finances and economy. The EDS identified eight key initiatives, summarized in the EDS Action Plan. These initiatives aim to expand economic opportunities for San Pablo's resident workforce, revitalize and diversify San Pablo's older commercial and industrial areas, promote expanded opportunities for homeownership, and strengthen the City's fiscal position. Furthermore, the San Pablo Economic Development Corporation (EDC) is active in promoting small business growth, career and educational opportunities, and homeownership for residents of the city.

The City intends to better leverage its membership in advocacy groups, such as the East Bay Economic Development Alliance (EBEDA) and Contra Costa Economic Partnership (CCEP). Both of these organizations get involved in county and regional economic development and funding efforts that lend themselves to development assistance, grants, etc., for specialized zones and regional efforts, such as the Green Empowerment Zone. The City is located in the Metropolitan Transportation Commission's

(MTC's) Priority Production Area and may be able to access further grant funding to realize or advance some of the goals under this plan.

The following section outlines the guiding and implementing policies for economic development, based on the existing work of the San Pablo EDC and the action items laid out in the Economic Development Strategy. Additional policies related to providing sufficient sites for economic purposes are in the Land Use Element.

2.3 Ensuring Strategic Readiness

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

GUIDING POLICIES

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

ED-G-2 *Pursue the Major Goals identified in the 2024 Economic Development Strategy, including the following:*

- *Expand economic opportunities for San Pablo's resident workforce*
- *Revitalize and diversify San Pablo's older commercial and industrial areas*
- *Promote expanded opportunities for home ownership*
- *Strengthen the City's fiscal position*

IMPLEMENTING POLICIES

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

ED-I-2 Actively work to implement the focus areas, programs, and action steps laid out in the City's Economic Development Strategy, including the following:

Focus Area 1. Marketing/Image Enhancement. The City will launch an economic marketing program to support the priorities laid out in the EDS.

Focus Area 2: Expanded Development Capacity. Within San Pablo's limited remaining land/development capacity (and opportunities for re-tenanting/repurposing existing underutilized buildings and commercial centers), City will focus its business development efforts on potential "signature" projects with image-enhancing characteristics and the likelihood of adding to the tax base.

Focus Area 3: Community Safety, Improvement, and Amenities. Through a combination of City investments and private sector incentives, the City will pursue a comprehensive improvement agenda addressing community-based public safety, issues related to homelessness in a holistic way, improving cleanliness and visual appeal, streetscape/gateway improvements, and facilitating reinvestment in commercial/storefront properties.

Focus Area 4: Leveraging Local Talent (Workforce and Entrepreneurial Development). Collaborate with local/regional partners to grow workforce development for San Pablo residents and build resources for supporting San Pablo entrepreneurs.

Focus Area 5: Ongoing Community Engagement in Economic Development. Formalize processes for civic and stakeholder engagement around the topic of economic development, including the use of surveys, forums, regular communications, and establishment of a "business ambassador" program.

Focus Area 6: Health and Wellness. Integrate economic development programming with a broader focus on community health and wellness.

Focus Area 7: Regional Collaboration. In addition to existing partnerships, the City will establish or reinforce partnerships/consortia focused on the following topics: Support for persons experiencing homelessness and related mental health issues; regional business attraction; education and workforce development; small business and entrepreneurial development.

Focus Area 8: Fiscal/Financial Tools and Funding Opportunities. The City will systematically review and strengthen key systems, policies, and tools relating to funding fiscally advantageous projects and enhancing tax revenues.

ED-I-3 Conduct an Employment Development Roundtable every two years to discuss employment training needs, collaboration opportunities, internship and apprenticeship opportunities, job and labor trends, and the educational performance of local schools, to come up with a list actions and strategies.

The Roundtable will involve City leaders, the San Pablo Economic Development Corporation, local business stakeholders, business owners, educators, and youth. It will also involve regional non-profit and private economic development or employment organizations, such as the East Bay Leadership Council, East Bay Economic Development Alliance, and the Contra Costa Community College District.

2.4 Sectoral Targeting

Sectorial targeting actively promotes economic development by bringing to San Pablo industries or businesses that would benefit the community the most. Based on a survey of existing conditions, the industries that are most compatible with San Pablo are those whose growth has the greatest potential for job and wage increases, provide training to workers, and whose development is compatible with the City's vision. Examples include Healthcare and Senior Services, Green Tech, Biotechnology, Hotel and Gaming, and Education Services and Training.

GUIDING POLICIES

ED-G-3 *Recruit community-serving retail, neighborhood-serving commercial, healthcare, and entertainment business and activities that meet the needs of residents.*

IMPLEMENTING POLICIES

ED-I-4 Attract new businesses, with a focus on those that:

- can realistically locate within San Pablo's limited locational opportunities;
- would see our location as advantageous to their business;
- generate net fiscal benefits to the City through increased tax revenues;
- provide opportunities for skill training;
- create higher-paying and/or higher-quality jobs for local residents;
- complement or augment existing goods and services in San Pablo;
- create minimal negative impact on the environment; and
- require minimal public investment.

ED-I-5 Create a list of incentives as part of a package to approach a "target list" of businesses in relocating to San Pablo.

Potential incentives may include labor support services through San Pablo EDC, expedited permit review and approval, and floor area bonuses.

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

Workforce development is a mid- to long-term economic development strategy because it focuses on cultivating a supply of

trained workers to attract new businesses. The City can take an active role in improving its supply of skilled labor through encouraging job training, workforce development, and life-long learning. This objective includes attracting non-resident professionals with local jobs to move to San Pablo. This can be accomplished through policies such as ensuring there are enough housing choices for professionals and their families, partnering with local schools to improve school quality, and ensuring there are enough retail, entertainment, and recreation facilities that cater to families.[8]

San Pablo EDC encourages on-the-job training hires which reimburse businesses for investment in local workforce. EDC helps local residents get pre-apprenticeship training and access to adult education to prepare for pre-apprenticeship and apprenticeship programs. In parallel, it is essential for the City to encourage local businesses to hire locally, making use of web and social media channels. If a business thrives, it hires more people and pays them better, generating a virtuous cycle.

San Pablo EDC and the City work in tandem to equip local residents with the skills needed to succeed in the job market and to encourage San Pablo businesses to hire qualified candidates locally.

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

GUIDING POLICIES

ED-G-4 *Provide employers with access to a skilled, educated, and well-trained resident work force.*

ED-G-5 *Attract professionals and skilled workers with local jobs to live in San Pablo.*

IMPLEMENTING POLICIES

ED-I-6 Create a partnership between Contra Costa College and the business community through the two-year Employment Development Roundtable. This will enable the College to offer training programs tailored to local business needs, including supervisory, teacher certification, healthcare, and technology training.

The City will promote student internships with local businesses to enhance education. To stay competitive, San Pablo must provide quality education. The College has transfer agreements with several universities and the highest UC transfer rate among similar institutions. The City should also co-sponsor the College's annual "Career Fair" to engage business leaders on job opportunities and training needs.

ED-I-7 Connect local businesses, through the San Pablo EDC, to mentoring opportunities, paid internships, and other work-based learning opportunities for work-aged youth.

ED-I-8 Provide a diversity of housing types including townhomes, studios, multifamily apartments and single-family homes at a range of prices and affordability levels to meet the housing needs of younger professionals and new families wishing to relocate to San Pablo.

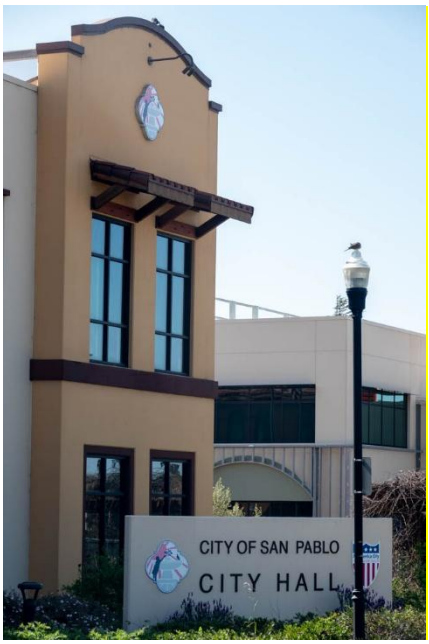
Other housing related policies and programs are included in the Housing Element.

2.6 Improving the Business Climate

A welcoming business climate allows businesses to conduct their affairs expeditiously while accessing high quality services and customers at reasonable costs. San Pablo should continue to facilitate and reduce the cost of doing businesses through policies that expedite permitting and other application procedures, reduce barriers to investment, and implement local assistance programs as needed.

GUIDING POLICIES

ED-G-6 *Preserve and enhance qualities that make San Pablo an ideal place to do business.*



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

IMPLEMENTING POLICIES

ED-I-9 Continue to offer high-quality customer service for all business needs.

The City will set goals for City staff response times and review existing permit and business license processes to remove duplicative and unnecessary paperwork, through on-line programs and other approaches.

ED-I-10 Establish a list of "shovel-ready" development sites in consultation with property owners and provide the list to interested developers and businesses seeking sites in the city.

This list should be updated regularly and distributed to the EDC, employment recruiters, the Real Estate Board, and local commercial bankers and developers, as well as posted on the City's website.

ED-I-11 Amend the Zoning Ordinance to remove unnecessarily burdensome regulations that can hinder development, and provide authority for fee waivers for targeted businesses locating in San Pablo.

ED-I-12 Create a one-stop web portal for economic development.

The website may include:

- Information on the permitting and licensing process and including a list of available business assistance programs.
- A secure portal for online applications and a searchable GIS inventory of available sites;
- A directory of San Pablo firms and the products or services they provide;
- A "Testimonial Page" by local businesses owners and City officials to encourage new businesses to locate in San Pablo; and
- Links to collaborative websites (including financial/loan resources), and links to websites of businesses and service providers within the city.

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

2.7 Working Regionally

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

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

GUIDING POLICIES

ED-G-7 *Work cooperatively with other agencies and cities to achieve regional development goals.*

IMPLEMENTING POLICIES

ED-I-13 Work with regional economic development organizations and surrounding cities to foster the economic health of the area.

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

2.8 Marketing and Promotion

Marketing a city is more than just a mere promotion of place. Effective Marketing and Promotion defines San Pablo's image and increases its visibility to potential investors and future residents. The City should work to create an improved and more effective print and digital presence through various media, such as its websites, social media, news stories, and video. Additionally, the City should maximize opportunities to promote itself, in partnership with the EDC, the East Bay Economic Development Alliance and other economic development partners.

GUIDING POLICIES

ED-G-8 *Promote a positive image of San Pablo as a desirable place to live, shop, visit and do business.*

IMPLEMENTING POLICIES

ED-I-14 Work with owners, managers, and employers in the shopping, entertainment, arts, dining, hotel, recreation, and nightlife sectors through the San Pablo EDC to explore cooperative ways of marketing and doing business in San Pablo.

ED-I-15 Promote regionally recognized events as a means of fostering a positive image of the City as a place to visit, reside, and conduct business.

Examples of community events that could draw visitors to the city include the annual Fiestas Patrias, Cinco de Mayo, and Fourth of July celebrations, as well as other city celebrations, festivals,and promotional sales.

ED-I-16 Establish San Pablo as a regional destination for shopping, entertainment, and medical care.

ED-I-17 Promote activities associated with the Lytton Casino, the nearby hotel, and other entertainment activities to be developed in the Mixed-Use Center and Entertainment District area.

- Provide clear signage on roads leading to points-of-interests such as the Casino and nearby shopping centers;
- Provide visitor information on the City's website; and
- Encourage the Casino and major retailers to invest their marketing in the most up-to-date methods of advertising to reach their desired audiences.

2.9 Supporting Local Businesses

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

GUIDING POLICIES

ED-G-9 *Support local businesses and foster a positive relationship between the business community and the City government.*

IMPLEMENTING POLICIES

ED-I-1 8 Encourage the formation or reconstitution of business organizations to represent businesses along 23rd Street, North San Pablo Avenue, South San Pablo Avenue, and Rumrill Boulevard.

ED-I-19 Support business retention by promoting the San Pablo EDC's Nano Revolving Loan Fund (RLF) program and through finding new opportunities to provide free or low-barrier funding for local businesses.

ED-I-20 Support community efforts to establish a Farmer's Marketplace or Food Truck event in the center of San Pablo.

This could be established at the corner of 23rdStreet and Brookside Drive or at a future development site. The Farmer's Market/Food Truck event could be a weekly, open-to-air gathering ofstalls offering food, clothing, and crafts from local producers/artisans, along with community servicesfor people who need them. It would have a festive atmosphere, possibly with live music.

ED-I-21 Strive for a balanced mix of local, regional, and national retailers that offer a diversity of product and pricing choices for residents.

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

ED-I-22 Undertake strategic initiatives to attract new retail and commercial development:

- Promote catalyst projects at key locations to stimulate private investment;

- Encourage quality retail and restaurant uses tolocate near existing successes; and
- Build on synergies that could occur betweencomplementary businesses.

The geographic concentration of certain types of uses can bring about positive spin-offs to surrounding businesses. For example, concentrating quality retail and restaurant uses can help increase convenience and create an identifiable "go-to" placein the mind of shoppers and diners. Locating additional medical offices near the current hub of health services at San Pablo Avenue and Vale Road would further expand this healthcare industry cluster towards a critical mass.

2.10 Maintaining Fiscal Health

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

GUIDING POLICIES

ED-G-10 *Foster a fiscally healthy City government and enlarge/diversify the City's revenue base as necessary tosustain and support the community.*

IMPLEMENTING POLICIES

ED-I-23 Require fiscal impact analyses for major development proposals requiring a General Plan Amendment to assess citywide impacts and to identify any burden such projects might create for the City.

ED-I-24 Continue to identify, pursue, and capture Federal, State, and other grants for economic development, marketing, and incentives to recruit new businesses.

2.11 Improving a City's Image

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

GUIDING POLICIES

ED-G-11 *Support and contribute to a clean, attractive, and safe environment for residents, business owners, employees, visitors, and shoppers.*

IMPLEMENTING POLICIES

ED-I-25 Adopt a city abatement program with a goal to assist property owners with graffiti removal, installation of more security lights, and litter abatement/dumping cleanup.

Graffiti and litter create the impression that crime exists within the community and negatively affects economic development opportunities. A citywide abatement program can go a long way in improving the City's image. The City has made tremendous strides in this direction through the Police Department's Priority Oriented Policing (POP) and the Public Works Department's San Pablo Shines program.

ED-I-26 Continue to support efforts to improve and upgrade older businesses along San Pablo Avenue, 23rd Street, and Rumrill Boulevard.

Loss of Redevelopment Authorities in California has eliminated an important source of beautification funds. The City and EDC should work together to identify support programs and resources to assist businesses, through such programs as Business Improvement Districts, Opportunity Zones, etc.

ED-I-27 Continue to promote streetscape improvements in commercial areas, such as along San Pablo Avenue, Rumrill Boulevard and 23rd in coordination with transportation improvement projects.

Major streetscape improvements have recently been installed along San Pablo Avenue and Rumrill Boulevard as a parr of grant-funded Complete Street improvements. The City should continue to seek grant funding to install these improvements along the major commercial corridors of San Pablo.

3 Land Use & Physical Design

The purpose of the Land Use and Physical Design Element of the General Plan is to enhance community character, improve how the city looks, and to present a framework to guide future land use decisions and development approved in San Pablo. The element forms the core of the General Plan and its policies articulate the community's land use and growth priorities through 2035, including the Land Use Diagram, land use classifications, standards for density/intensity, and limitations on development.

Policies focus on Urban Form, Community Design, Residential Neighborhoods, Priority Development Areas, and Commercial, Entertainment, and Industrial Uses. In addition, San Pablo Dam Road, a special planning subarea is addressed at the end of the chapter. Policies help define San Pablo's physical development and reinforce its commitment to balancing land use requirements with community needs.

3.1 Background and Context

EXISTING LAND USE PATTERN

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

Geographically, the city is divided into two parts—a western larger section and an eastern smaller section—separated by Interstate 80. The city's more active areas lie at its center, along the retail and commercial corridors of San Pablo Avenue and 23rd Street. Surrounding these corridors are residential neighborhoods and

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

In general, industrial and service commercial land uses are located in the western part of the city, along Giant Road and to a lesser degree along Rumrill Boulevard. Despite being planned for industrial uses, industrial activity not highly prevalent and is intermixed with other uses. Today, the area is occupied by a mix of storage facilities, automotive businesses, residential uses, and wholesalers.

Due to the city's urbanized nature and small size, open space and parkland are limited in San Pablo. Davis Park is the largest public park at 11.6 acres. Other smaller parks are scattered across the city, close to residential neighborhoods. Other recreational uses include Rumrill Sports Park along Rumrill and the planned McNeil Park adjacent to Contra Costa College on Moraga Road.

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

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

LAND USE CHARACTERISTICS

The existing land use pattern is shown in **Figure 3-1**. San Pablo is a largely built out city with relatively little vacant land, as shown on Table 3.1-1. Residential uses account for 45 percent of land within the City limit, predominantly in single-family residential neighborhoods. Commercial uses are primarily concentrated along major transportation corridors - San Pablo Avenue, San Pablo Dam Road, 23rd Street and Rumrill Boulevard, comprising almost 10 percent of land within the City limit. Public and Institutional uses account for about 11 percent of land, including, schools, churches, government facilities, and Contra Costa College. Office uses account for less one percent of land in San Pablo and parks and open spaces account for about four percent.

Table 3.1-1 Existing Land Use

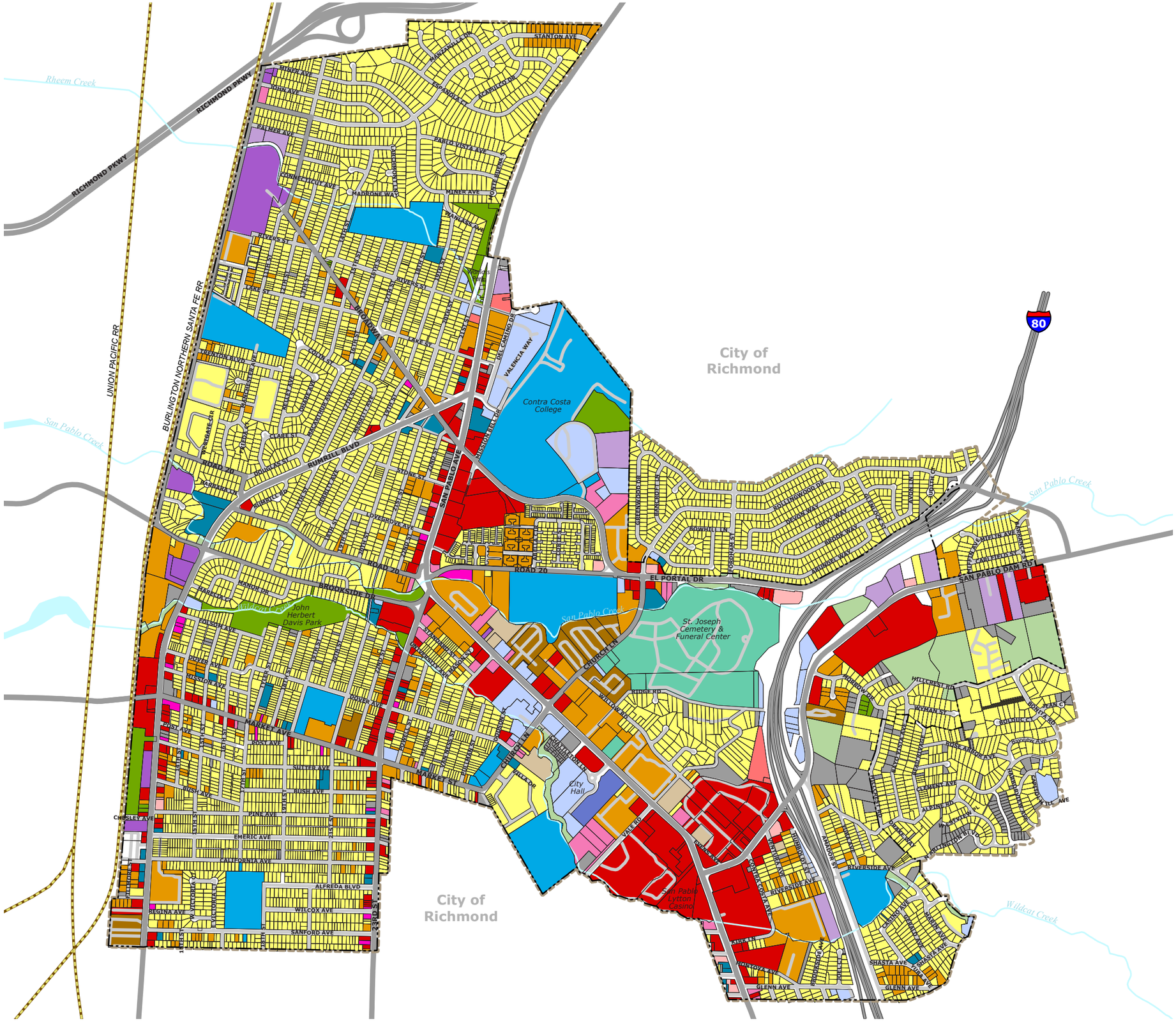
	City Limits		Sphere of Influence		Total	
Land Use	*Acreage*	*Percentage*	*Acreage*	*Percentage*	*Total Acres*	*Percent of Total*
Residential						
Single-Family Residential	594.5	35.7%	151.6	66.5%	746.2	39.4%
Multi-Family Residential	132.4	7.9%	2.4	1.0%	125	7.1%
Mobile Homes	23.2	1.4%	-	-	111	1.2%
Residential Subtotal	*750.1*	*45%*	*154.0*	*67.5%*	*904.2*	*37.7%*
Commercial						
Hotel, Motel, Lodging Commercial	4.0	0.2%	-	-	4.0	0.2%
Service Station	3.9	0.2%	-	-	3.9	0.2%
General Commercial	140.0	8.4%	-	-	140.0	8.4%
Office	13.6	0.8%	-	-	13.6	0.8%
Mixed Use	3.5	0.2%	-	-	3.5	0.2%
Commercial/Office Subtotal	*165.0*	*9.8%*	-	-	*165.0*	*9.8%*
Industrial						
Light Industrial	18.6	1.1%	-	-	19.5	1.2%
General Industrial	19.6	1.2%	-	-	19.6	1.2%
Industrial Subtotal	*39.1*	*2.4%*	-	-	*39.1*	*2.4%*
Public/ Institutional						
Church/Religious Facility	15.4	0.9%	0.2	0.1%	15.6	0.8%
Public/Institutional	44.5	2.7%	2.0	0.9%	46.5	2.5%
School/Educational Facility	116.5	7.0%	-	-	116.5	6.1%
Hospital	3.8	0.2%	-	-	3.8	0.2%
Assisted Living/Skilled Nursing Facility/ Residential Care	7.6	0.5%	-	-	7.6	0.4%
Public/ Institutional Subtotal	*187.9*	*11.3%*	*2.2*	*1.0%*	*190.1*	*10.0%*
Other						
Cemetery/Mortuary	51.5	3.1%	-	-	51.5	2.7%
Open Space/ Natural Areas	33.7	2.0%	-	-	33.7	1.8%
Parks/Recreation	29.0	1.8%	-	-	28.1	1.5%
Vacant	31.2	1.9%	10.7	4.7	41.9	2.2%
Vacant-Public	5.7	0.3%	0.1	0.1	5.8	0.3%
Roads/Row/Transportation/Other	374.8	22.5%	61.0	26.8	435.7	23.0%
Other Subtotal	*524.9*	*31.5%*	*71.8*	*31.6%*	*596.7*	*31.5%*
TOTAL	**1,667.0**	**100%**	**228.0**	**100%**	**1,895.0**	**100%**

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

Source: Contra Costa County,2008; City of San Pablo, 2009; Dyett & Bhatia, 2009; updated by City of San Pablo, 2025

Figure 3-1:

Existing Land Use



- Single Family Residential
- Multi Family Residential
- Mobile Homes
- Service Station
- Hotel, Motel, Lodging Commercial
- General Commercial
- Mixed Use
- Office
- Light Industrial
- General Industrial
- Assisted Living/Skilled Nursing Facility
- Public/Institutional
- School/Educational Facility
- Hospital
- Church/Religious Facility
- Cemetery/Mortuary
- Parks/Recreation
- Open Space/Natural Areas
- Vacant Land

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

SOURCE: City of San Pablo, 2025; Contra Costa County GIS, 2025; Dyett & Bhatia, 2025

RECENT DEVELOPMENT

Since 2010, major development projects in San Pablo have primarily been concentrated within the San Pablo Avenue Priority Development Area. These include Alvarado Gardens, a 100-unit affordable housing project at the old City Hall location on San Pablo Avenue and Church Street; Chattleton Place, which involves 20 for-sale townhomes with 8 accessory dwelling units; and the new Police Headquarters and Regional Training Center on Gateway Avenue. A 54-unit supportive housing project was constructed on El Portal Drive near Contra Costa College in 2024, as well single-family housing primarily in neighborhoods in the southwest of the city. The City has also approved several affordable housing projects, although in a climate of rising construction costs and interest rates, the financial feasibility of affordable housing remains challenging.

3.2 General Plan Land Use Diagram

LAND USE FRAMEWORK

The land use framework embodies the Community's vision for the future development pattern in the city and is designed to reflect the planning themes presented in Chapter 1. These include:

- *Economic Development and Jobs.* Together with the regional commercial and neighborhood commercial land use classifications, new mixed use designations provide development opportunities for small businesses as well as large commercial, office, and light industrial uses to flourish.

- *Mixed-Use Development.* A major initiative in the General Plan is to introduce the concept of "mixed-use" to San Pablo. This is a land use that allows more than one single use to occur, either on the same lot (such as residential units above a grocery store), or on lots that are next to each other along key corridors or in districts within the city. Mixed use developments bring jobs close to places where people live. In turn, this increases the convenience of shopping or going to work and reduces the need for automobiles.

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

Vacant and underused parcels such as those along Rumrill Boulevard will be gradually redeveloped with infill projects.

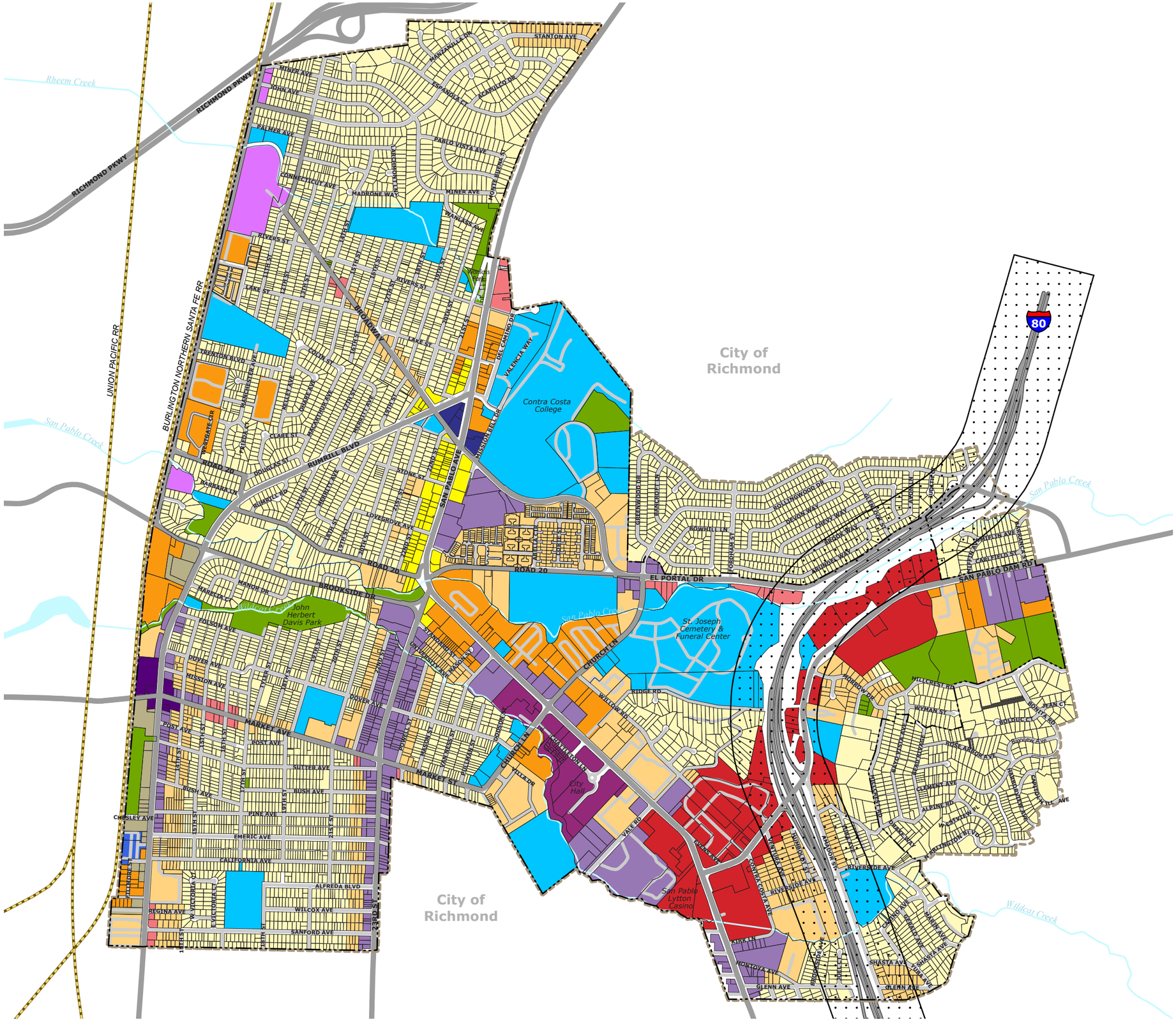
Medium to high density multifamily housing has been built along main roads such as San Pablo Avenue since the early 1990s.

THE LAND USE DIAGRAM

The General Plan Land Use Diagram (**Figure 3-2**) depicts the desired ultimate land use pattern for the City of San Pablo. The diagram is a graphic representation of land use classifications and locations, and should be used in conjunction with policies established in the Plan. The proposed general locations, distribution, and extent of land uses show the vision of development at buildout in 2035 and beyond. The Land Use Diagram includes a legend that shows land use categories whose densities and allowable uses are specified in the General Plan Land Use Classification section below. The Diagram is not parcel-specific, and uses on sites less than one acre in size are generally not depicted.

Figure 3-2:

General Plan Land Use


City of Richmond
City of Richmond
Contra Costa College
John Herbert Davis Park
St. Joseph Cemetery & Funeral Center
San Pablo Lytton Casino
City Hall
Rheem Creek
San Pablo Creek
Wildcat Creek
RICHMOND PKWY
UNION PACIFIC RR
BURLINGTON NORTHERN SANTA FE RR
80
RUMRILL BLVD
SAN PABLO AVE
SAN PABLO DAM RD
EL PORTAL DR
MARKET AVE
ROAD 20
ROAD 22
23RD ST
CHURCH LN
MACDONALD AVE
BROOKSIDE DR
STANTON AVE
MINER AVE
CONNECTICUT AVE
MADRONE WAY
PABLO VISTA AVE
RIVERS ST
LAKE ST
VALENCIA WAY
DEL CAMINO DR
MISSION BELL DR
CLARE ST
DOUGLAS ST
STONE ST
LOVERIDGE AVE
HARBOUR WAY
BOWHILL LN
RIDGE RD
WILLCREST RD
WILCOX AVE
SANFORD AVE
ALFREDA BLVD
REGINA AVE
CALIFORNIA AVE
EMERIC AVE
PINE AVE
BUSH AVE
CHESLEY AVE
POST AVE
DOVER AVE
FOLSOM AVE
RIVERSIDE AVE
GLENN AVE
SHASTA AVE
HORTOYA AVE
KIRK LN
VALE RD
ALPINE RD
CLEMENT AVE
ROSE ABERNA AVE
CARTER ST
CARTER AVE
CARTERET ST
CARTERET AVE
WILLOW AVE
WILSON AVE
WRIGHT AVE
WRIGHT ST
WILSON ST
WILLOW ST
WILLOW WAY
BRIDGE WAY
BRIDGE CT
BRIDGE LN
BRIDGE AVE
BRIDGE ST
BRIDGE PL
BRIDGE TER
BRIDGE DR
BRIDGE RD
BRIDGE CIR

DENSITY/INTENSITY STANDARDS

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

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

Residential neighborhoods are a fundamental part of the urban fabric of San Pablo and the General Plan seeks to enhance neighborhood quality of life. Single-family neighborhoods in the older parts of San Pablo west of I-80 are generally characterized by smaller lots sizes and those in the newer and hillier portions of the City are larger. The standard recommended minimum lot size is 5,000 square feet (6,000 square feet for a corner lot), but a lower minimum lot size of 2,500 square feet is recommended for the older parts of San Pablo. Establishing a smaller minimum lot size would help to enhance conformity with existing development patterns, allow improved redevelopment and infill potential and help to make housing prices more affordable.

Residential density in single-family neighborhoods in San Pablo ranges from 1 to 16 units per gross acre, with typical density at approximately 12 units per net acre. Densities are lowest in eastern and northern neighborhoods, with higher average densities in the older parts of the city where parcels are smaller.

San Pablo includes three Priority Development Areas (PDAs) (**Figure 3-3** Priority Development Areas in San Pablo), which are regionally targeted transit-rich areas that are planned for a higher intensity of residential and employment uses and have a strong potential for transit-oriented development. These PDAs include San Pablo Avenue, 23rd Street, and Rumrill Boulevard. Preparation of special or area plans for PDAs are encouraged to facilitate intensification of uses. A Specific Plan was prepared for San Pablo Avenue in 2011 and a Corridor Plan was completed for Rumrill Boulevard in 2025 and is included as a special Element of this plan (see Appendix A). As described in more detail below, the 23rd Street Specific Plan is envisioned for repeal and replacement with objective zoning standards following adoption of this General Plan.

LAND USE CLASSIFICATION

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

Residential

Low Density Residential. This designation is provides primarily for single family detached residential development. This designation provides for a range of lot sizes and allows up to 16 dwelling units per acre, with densities on the lower end of the range on larger lots and densities at the higher end of the range on small lots. In addition to single-family homes and accessory dwelling units (ADUs), other permitted land uses include schools, religious institutions, parks, and other community facilities appropriate within a residential neighborhood.

Medium Density Residential. This designation provides for a mix of housing types and may accommodate small lot single family, attached single family or townhomes, duplexes, triplexes, fourplexes, apartment buildings, or condominiums. Accessory Dwelling Units are also permitted in all residential districts. Permitted residential density for this designation ranges 13 to 24 units per gross acre.

High Density Residential. This designation is intended primarily for higher-density multifamily apartments, townhomes, and condominiums. Developments in this category are typically three to six stories high and located along major roads. Common area open space and shared amenities are required within a development. Permitted residential density for this designation ranges from 25 to 60 units per gross acre.

Figure 3-3:

Priority Development Areas in San Pablo

Opportunity Sites

- Vacant Sites
- Underused Sites

Priority Development Area (PDA)

- San Pablo Avenue PDA
- 23rd Street PDA
- Rumrill Boulevard PDA

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

0 0.1 0.2 0.4
Miles

SOURCE: City of San Pablo, 2025; Contra Costa County GIS, 2025; Dyett & Bhatia, 2025

Mixed Use

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

- *Mixed Use Center North.* Mixed use development on Mission Plaza, at the junction of Rumrill Boulevard, San Pablo Avenue, and Broadway Avenue, will be primarily residential with retail or other active commercial uses at the ground floor. The residential units will be small in size (averaging 600 square feet) to cater to students of the College and other smaller households. Typical height is expected to be four to six stories. The maximum permitted FAR is 2.5 for residential and non-residential uses combined. No separate residential maximum density is specified, to enable maximum use of FAR by smaller housing units geared to students.

- *Mixed Use Center South.* Mixed use development at the former Circle S site, bounded by San Pablo Avenue, Church Lane, and Wildcat Creek, includes retail, medical, residential, and public/institutional uses. Active uses that promote pedestrian activity are encouraged on the ground floor. Typical height is two to three stories, with up to six stories allowed in certain locations. The area is actively being developed, with several institutional uses, including the West County Health Center and San Pablo City Hall, as well as a Walgreens building already built, and active construction on a new police headquarters and training facility and new townhomes. The maximum permitted FAR is 2.5 and maximum permitted residential density is up to 60 units per gross acre prior to the application of any density bonus.

- *Mixed Use Center West.* Mixed use development at this prominent western gateway into San Pablo will include multiunit residential development with a permitted density of 30-60 units per gross acre and/or activity-generating commercial uses with a maximum FAR of 2.5 inclusive of residential uses. The maximum permitted density and FAR may be calculated over the total area of adjoining parcels if they are proposed for redevelopment together as part of a single project. A mix of uses is encouraged but not required on individual sites. Typical building height is expected to be four to five stories with mixed use in either a vertical or horizontal format. Desired commercial uses include a grocery store, restaurants, and community-serving shops and services. Other potential commercial uses include a food truck park with communal seating, a production facility with a tasting

room or retail sales point, and/or a commercial kitchen with on-site sales and dining. Residential developments that are "affordable by design" are encouraged, such as co-housing, micro-apartments, and modular construction. Bonus density and other regulatory incentives will be available for projects that provide public plazas, on-site recreational amenities, public art, and high-quality design features that build the visual presence of the Rumrill/Market gateway.

Commercial Mixed Use. This designation is intended to foster a mix of commercial, office, service retail, public and residential uses. A mix of uses is encouraged but not required on individual sites. Typical height is expected to be two to three stories. The maximum permitted FAR is 1.5. Residential uses are allowed only when the commercial FAR is 0.50 or greater. Permitted density is 20 to 40 units per gross acre.

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

Employment Mixed Use. This designation seeks to foster a range of production, distribution, and repair-oriented businesses, including food production and distribution; small-scale auto and appliance repair; apparel, electronics, and furniture manufacturing; and a host of other creative demonstration, showcase, and assembly uses. The intent is to provide opportunities for smaller scale commercial, office, industrial, and hybrid uses seeking affordable spaces that do not require direct access to the regional transportation network and to provide jobs with good wages that do not require a college degree for local residents. On-site live/work housing is also encouraged within this designation. On sites over 0.25 acres, multiunit housing is permitted where adequate buffering and noise mitigation is provided. Maximum permitted FAR for non-residential uses is 0.6.

Residential Mixed Use. This designation provides for a mix of uses that includes residential, office, and retail. Development that fronts onto San Pablo Avenue is encouraged to have active commercial or community-serving 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 that promote comings and goings. The typical height is expected to be two to three stories. The maximum permitted FAR is 1.5 for residential and non-residential uses combined.

Commercial/Industrial

Neighborhood Commercial. This designation provides for small-scale commercial uses that primarily provide convenience, personal services and social services such as retail and specialty shops, eating and drinking establishments, and commercial recreation that are convenient to those living nearby. It is designed to foster a pedestrian atmosphere along public streets. Residential uses are discouraged, unless they are incidental to the commercial use or part of a small-scale mixed use. The maximum permitted non-residential FAR is 1.0. On smaller parcels, additional FAR may be permitted to achieve the desired vision for the area.

Regional Commercial. This designation is intended for medium to large-scale commercial development that serves local, community, and regional needs. It is typically easily accessible by freeways and regional roadways, and contains a range of goods and services such as retail, eating and drinking establishments, hotels and motels. Multifamily residential uses are permitted at between 20 and 60 units per gross acre. The maximum permitted non-residential FAR is 0.75.

Entertainment District Overlay. This overlay district allows for intensification of an underlying commercial or mixed use designation. The entertainment district is easily accessed by freeways and regional roadways, and serves community and regional needs with a focus on entertainment, retail, health/medical, and recreation uses. This includes nightlife venues, various types of theaters, arcades/game rooms, and eating and drinking establishments. Typical height is expected to be three to five stories. The maximum permitted FAR is 0.6 above the FAR of the base district.

Industrial Mixed Use. This designation is intended for light manufacturing, distribution, sales and services with ancillary commercial and office space, including single and multi-story office, flex-space, and industrial buildings for single and multiple users, storage uses, and research and development activities. Uses

in this designation may require staging and support spaces, often outdoors. The maximum permitted FAR is 0.60.

Planned Development/Infill Opportunity. This designation is intended to promote high density residential and/or mixed-use development on a cluster of adjacent City-owned sites. Permitted residential density is up to 60 units per net acre prior to any density bonus and an affordable housing component is required, consistent with Gov. Code, §§ 54220-54234. Residential development should include a mix of unit types, including studios, one-bedroom units, micro-units and other smaller unit types suitable for singles and students as well as larger units for families. Live/work housing that provides opportunities for compatible home-based businesses is encouraged. The site may be developed with residential uses alone; however, complementary non-residential uses such as business incubator space, commercial recreational uses, or space for workforce development and training activities are also desired.

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

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

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

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

	Floor Area Ratio (FAR; includes all uses—non-residential and residential)		*Density (units per gross acre)*
Land Use Classification	*Minimum*	*Maximum*	*Range or Maximum*
Low Density Residential	-	-	up to 12
Medium Density Residential	-	-	12.1 - 24
High Density Residential	-	-	24.1 - 60
Mixed Use Center North	0.30[2]	2.5	up to 80[1]
Mixed Use Center South	0.50[2]	2.5	up to 60[1]
Mixed Use Center West	0.30[7]	2.5	30-60[1]
Commercial Mixed Use	0.40[2]	1.5	up to 50[1,4]
Employment Mixed Use[6]	-	0.6	up to 60 -
Residential Mixed Use	-.[5]	1.5	up to 50[1]
Neighborhood Commercial	0.30	1.0	-
Regional Commercial	0.30	0.75	-
Entertainment District Overlay		0.6 above base district maximum[3]	-
Industrial Mixed Use		0.60	-
Public Institutional	-	-	-
Planned Development/ Infill Opportunity	-	-	up to 60
Parks/Recreation	-	-	-

[1] Included within the FAR limit.

[2] The frontage of a site along San Pablo Avenue is required to be devoted to active uses.

3 Additional FAR available for entertainment uses only.

4 Residential uses only allowed when commercial FAR is 0.5 or greater, except on sites within the PDA overlay, where standalone residential projects are permitted.

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

6 Multiunit housing is permitted only for sites over 0.25 acres, where adequate buffering and noise mitigation is provided.

7 Minimum FAR applies to non-residential uses only. Exceptions may be permitted if the proposed non-residential use would generate substantial pedestrian activity and contribute to the desired vision for the area.

Source: City of San Pablo, 2010; Dyett & Bhatia, 2010 and 2025

GENERAL PLAN BUILDOUT

The term "buildout" refers to the hypothetical situation where all anticipated development under the General Plan has occurred. It should be noted that although the General Plan assumes a year horizon of approximately 20 years and anticipates buildout to occur in 2035, the actual timeline may be different. Additionally, the designation of a site for a certain use does not necessarily mean that site will be developed with that use. Market conditions and General Plan amendments and updates may affect what is ultimately developed.

As described in Chapter 1 and shown on **Table 3.2-2**, based on development trends, regional growth forecasts, and assumptions for future growth, it is estimated that the San Pablo Planning Area will accommodate approximately 34,950 residents, 11,510 housing units, and 8,510 jobs in 2035. This represents an increase of approximately 2,750 residents, 990 homes, and 2,610 jobs between 2010 and 2035. New development is projected to occur primarily in PDAs and new residential development would primarily be multifamily housing.

Table 3.2-2 Population, Housing Units, Households, and Jobs at Buildout (2035)[1]

	2010	*Additional*	*Buildout (2035)*	*Percent Annual Growth*
Population	32,200	2,750	34,395	0.4
Households	9,680	940	10,620	0.5
Housing Units	10,520	990	11,510	0.5
Jobs	5,900	2,610	8,510	1.8

[1] Existing and projection numbers rounded to the nearest ten.

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

Source: Association of Bay Area Governments, 2009; City of San Pablo, 2010; Dyett & Bhatia, 2025.

A. Urban Form

San Pablo's future land use development is guided by the community's vision of an urban community, with medium to high-intensity mixed-use development in PDAs and generally low- to mid-density small lot residential development in the neighborhoods. The policies in this section are intended to help San Pablo achieve growth within the PDAs, without compromising the predominantly low-density and low-rise single-family residential character of established neighborhoods.

GUIDING POLICIES

LU-G-1 *Promote a sustainable, balanced land use pattern that responds to existing and future needs of the City, as well as physical and natural constraints.*

LU-G-2 *Ensure planned land uses are compatible with existing uses and provide for appropriate transitions or buffers for new uses, as needed.*

IMPLEMENTING POLICIES

LU-I-1 Amend the Zoning Ordinance to:

- Implement General Plan land use designations;
- Implement the Sustainable Transit Oriented Development Master Plan;
- Promote Transit-Oriented Development (TOD) at appropriate locations; and
- Reduce minimum parcel size for multifamily development and incorporate development standards to facilitate high quality multifamily projects on opportunity sites in San Pablo.

LU-I-2 Establish incentives in the Zoning Ordinance for the consolidation of small, adjacent lots to create more developable parcels.

LU-I-3 Ensure that land use development occurs in an orderly fashion and in pace with the expansion of public facilities and services.

LU-I-4 Ensure appropriate transitions between single-family neighborhoods and higher intensity uses.

LU-I-5 Study the feasibility of annexing the Hillside area south of Hillcrest Road that is within the City's Sphere of Influence.

B. Community Design

This section contains urban design policies that provide direction and guidance for the development of the City's built environment. These policies seek to enhance San Pablo's image as a distinctive community with diverse architectural styles and to promote concepts such as pedestrian-oriented streets, landscaped streetscapes, and environmentally responsible design. Additionally, policies promoting crime prevention through environmental design (CPTED) and defensible space considerations are also included to respond to community priorities.

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

GUIDING POLICIES

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

IMPLEMENTING POLICIES

LU-I-6 Require design review of all new construction and visible exterior alterations of large non-residential buildings.

Any new non-residential construction or remodeling of an existing building where exterior work alters more than 50 percent of visible building façade,

including exterior improvements, such as new windows, doors or signage, should be subject to design review.

LU-I-7 Provide incentives for new pedestrian-friendly anchor retail or active commercial uses at high visibility intersections to attract retail and service clientele and maximize foot traffic.

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

LU-I-8 Apply Crime Prevention through Environmental Design principles in the design of new development and encourage the provision of adequate public lighting; windows overlooking streets or parking lots; and paths to increase pedestrian activity within private development projects and public facilities in order to enhance public safety and reduce calls for service.

LU-I-9 Continue to involve the Police Department in the development review process to ensure new buildings are designed with security and safety in mind.

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

LU-I-10 Enhance the City's unique identity and image by adopting a consistent or harmonious palette of landscaping, street trees, lighting, and signage within the public rights of way for neighborhood street improvements.

LU-I-11 Enhance and celebrate key entrances to the City with signs, landscaping, street trees, lighting, banners, gateway and/or entry features.

Street trees provide shade and also helps improve air quality.

C. Residential Neighborhoods

San Pablo is a city of neighborhoods. Residential land use accounts for nearly half of the land within the City limit, with single-family homes as the predominant housing type. San Pablo neighborhoods

typically feature single-story homes on smaller lots with some smaller scale multifamily developments interspersed. Neighborhoods east of Interstate 80 feature larger lots with some two story homes. Although San Pablo's neighborhoods are largely built out, increasingly, accessory dwelling units provide smaller, more affordable housing options in residential neighborhoods for relatives, friends, and renters. The City operates a robust residential health and safety program that helps ensure that existing housing complies with building, electrical, fire and plumbing code standards, ensuring that structures are safe for occupancy and that housing stock is adequately maintained. Most neighborhoods are within a 1/2 mile of shops and services, and the relatively flat terrain in most of the city makes walking and bicycling an easy option for residents.

In community engagement activities, participants emphasized the desire to expand the supply and affordability of housing, improve the safety and attractiveness of neighborhoods, protect the local character of San Pablo, and prevent displacement of existing residents. Reflecting this input, General Plan policies strive to promote infill development and expand the range of housing options within established neighborhoods, while ensuring appropriate transition in scales between high density and low-density areas. The Plan also seeks to promote the development of community-centric public spaces for recreation and amenities in housing developments, including private and public open space, landscaping, sidewalks, playgrounds, and other community-focused amenities.

GUIDING POLICIES

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

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

IMPLEMENTING POLICIES

LU-I-12 Allow for a range of residential development intensities throughout the community to cultivate a mix of housing types at varying sales price points and rental rates, provide options for residents of all income levels, and protect existing residents from displacement.

LU-I-13 Promote the development of a greater variety of housing types and sizes in existing neighborhoods to meet the needs of future demographics and changing household sizes, including single-family homes on small lots; accessory dwelling units; alley-facing units; townhomes; live-work spaces; duplexes; triplexes; fourplexes; bungalow courts; and senior and student housing.

LU-I-14 Facilitate the development of 3 and 4-bedroom homes and accessory dwelling units that cater to larger, multi-generational families.

LU-I-15 Promote the preservation, maintenance, and improvement of property through code enforcement to mitigate or eliminate deterioration and blight conditions, and to help encourage new development and reinvestment.

LU-I-16 Encourage building placement variations, roofline variations, architectural projections, and other embellishments to enhance the visual interest along residential streets.

LU-I-17 Allow small-scale non-residential uses that contribute to residential character or provide complementary services within the neighborhood, such as child care, neighborhood retail, and other stores.

LU-I-18 Ensure that new development in or adjacent to established neighborhoods is compatible in scale and character with the surrounding area by:

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

LU-I-19 Provide regulatory, process, and/or market-based incentives for housing that offers residents a range of amenities, including public and private open space, landscaping, and recreation facilities with direct access to commercial services, public transit, and community gathering spaces.

LU-I-20 Promote the development of public spaces that serve as a neighborhood square or "commons" for the surrounding neighborhood.

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

LU-I-21 Support residential infill on vacant and underused lots within existing neighborhoods.

Infill should be sensitive to the design elements (building elements, setbacks, and heights) of adjacent properties. Use of accessory dwelling units, by-right duplexes, and missing middle-density residential can help add housing and enhance affordable housing opportunities in existing neighborhoods.

LU-I-22 Encourage the use of innovative and cost-effective building materials, site design practices and energy and water conservation measures to conserve resources and reduce the cost of residential development.

LU-I-23 Require new senior and supportive housing to meet standards for accessibility.

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

LU-I-24 Provide relocation assistance to low-income residents if they are displaced due to redevelopment and for those in mobile home parks, if the park is redeveloped for another use.

D. Priority Development Areas

San Pablo's principal commercial corridors - San Pablo Avenue, 23rd Street, and Rumrill Boulevard - offer significant potential for redevelopment with residential and job-generating uses. Today, these corridors are typically lined with older buildings and low-slung strip mall developments with large areas of surface parking. Recognizing the potential for redevelopment to help further community priorities for economic development, housing choice, and improved quality of life, the City has designated three corridor segments as Priority Development Areas (PDAs), making them 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.

Shown on **Figure 3-3** above, 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. Since 2011, this PDA has been the primary focus of development activity in the city.

- *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 area has significant potential for new housing development, almost no construction has occurred since 2011. Regulatory barriers have contributed, and repeal of the specific plan is envisioned under this Plan. General Plan policy provides guidance for redevelopment within the 23rd Street PDA with the intent of fostering a vibrant, walkable mixed use area. Zoning standards will be updated as part of 2035 General Plan implementation.

- *Rumrill Boulevard PDA.* Rumrill Boulevard is a two-lane arterial 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. The area includes several large multi-family apartment complexes and a mobile home park, along with smaller multi-family and single-family residences. With a grant from the Metropolitan Transportation Commission, a Corridor Plan was prepared to guide revitalization of the Rumrill Boulevard PDA in 2025, incorporating strategies to foster transit-oriented development, enhance equity, and bring mobility, housing, and economic development opportunities to the area. The Rumrill Corridor Plan is included as Appendix C of this General Plan.

The 2035 General Plan seeks to focus new development primarily within PDAs, capitalizing on transit accessibility and integrating complementary non- residential and residential uses to foster the creation of vibrant mixed use districts. The overall intent is to accommodate growth while helping to reduce auto dependence; preserve open space; promote economic development; and increase housing opportunities. PDAs will feature employment generators, such as offices or retail shops, supported by medium and high density residential uses. Public amenities and facilities will also be an important part of the PDAs and may include urban open space, pedestrian-oriented walkways, and streetscape improvements.

Within the PDAs a range of uses, densities, and intensities is permitted, responding to the particular opportunities, constraints, and characteristics of the area. Overall, General Plan goals for PDAs support complementary uses, mitigate potential conflict, and promote pedestrian-oriented amenities.

GUIDING POLICIES

LU-G-6 *Focus new development primarily in San Pablo's Priority Development Areas to accommodate growth while helping to reduce auto dependence; preserve open space; promote economic development; and increase housing opportunities.*

LU-G-7 *Recognize the importance of the promoting mixed-use development within Priority Development Areas to the vitality and quality of life in San Pablo*

LU-G-8 *Promote site sensitive design and pedestrian-oriented activities in mixed-use developments.*

IMPLEMENTING POLICIES

LU-I-25 Integrate a vibrant mix of residential and commercial uses and promote redevelopment within Priority Development Areas (see **Figure 3.2**) to revitalize San Pablo's commercial corridors, support economic vitality, and foster new uses to serve the community.

LU-I-26 Encourage mixed use development and the co-location of residential and commercial uses within site distance of one another on the site to promote day and evening vitality.

LU-I-27 Facilitate the development of high density housing within Priority Development Areas to provide townhomes, apartments, and condominiums that cater to the needs of residents of all ages and stages of life. Encourage a mix of for sale and rental housing units.

LU-I-28 Encourage site designs that create an active street frontage and screen parking from the frontages of San Pablo Avenue, 23rd Street, and Rumrill Boulevard. Desired elements include public plazas, outdoor seating, public art, shade trees, landscaping, and other features that contribute to the pedestrian environment.

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

LU-I-29 Orient residential uses to the street and discourage the use of walls and fences. Employ a variety of techniques to buffer residential uses on the corridors from traffic and noise, including setbacks, landscaping, stoops, and raised entries.

LU-I-30 Encourage new mixed-use and commercial development to incorporate visual quality and interest in architectural design on all visible sides of buildings through the following approaches:

- Utilizing varied massing and roof types, floor plans, detailed planting design, or color and materials;
- Maintaining overall harmony while providing smaller-scale variety; and
- Articulating building facades with distinctive architectural features like awnings, windows, doors, and other such elements.

LU-I-31 Ensure that ground floor commercial uses are designed to incorporate transparency and promote pedestrian activity.

LU-I-32 Provide regulatory, process, and market-based incentives for residential and mixed use projects that are designed around open space, greenery, and/or recreational features for residents.

LU-I-33 Identify opportunities to provide publicly accessible open spaces and plazas and ensure clear connections to them.

LU-I-34 Encourage multi-family developments and live-work units in residential mixed use areas to provide housing options that are affordable for entrepreneurs, emerging industries, and home-based business operators.

LU-I-35 Screen and buffer nonresidential projects to protect adjacent residential property and other sensitive land uses when necessary to mitigate noise, glare and other adverse effects on adjacent uses.

LU-I-36 Work with property owners of commercial centers to facilitate redevelopment of underutilized parcels.

LU-I-37 Adopt regulations, mechanisms, programs, or incentives to facilitate the development or temporary active use of vacant buildings and property.

LU-I-38 Continue to require development on parcels adjacent to Wildcat Creek to use Best Management Practices to prevent erosion, sedimentation or spills into the creek, including a minimum setback of 25 feet from top of bank.

LU-I-39 Require reciprocal parking and access agreements between individual parcels where practical.

LU-I-40 Ensure that noise, traffic, and other potential conflicts that may arise in a mix of commercial and residential uses are mitigated through sensitive site planning, building design, and/or appropriate operational measures.

LU-I-41 Facilitate the relocation of existing non-conforming uses to appropriate sites where necessary.

LU-I-42 Support redevelopment or improvement projects that involve private partnership or mutual investment to optimize the use of remaining Local Successor Agency funding.

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

LU-I-43 Develop a distinct design theme with defined objective standards and guidelines for each of the special planning areas to foster an identifiable image for each area.

The San Pablo Avenue Specific Plan includes such standards and guidelines. Implementation of this policy will focus on other special planning areas.

LU-I-44 Use the development and design standards and guidelines established by the San Pablo Avenue Specific Plan for development review in the San Pablo Avenue corridor.

LU-I-45 Use the Rumrill Corridor Plan to guide the evolution of the Rumrill Priority Development Area into a highly livable corridor and a destination for "food and fun" that attracts San Pablo residents as well as visitors from around the region. The goal is to foster a vibrant neighborhood with a variety of housing choices for people of all ages and incomes, popular recreation and entertainment destinations, and

successful businesses that provide quality jobs for corridor residents as well as opportunities for local entrepreneurs can locate and thrive.

LU-I-46 Repeal the 23rd Street Specific Plan and replace with objective zoning standards to guide development and design of projects in the 23rd Street PDA.

E. Commercial, Entertainment, and Industrial Uses

COMMERCIAL AND ENTERTAINMENT USES

Commercial uses are primarily concentrated along San Pablo Avenue, 23rd Street, and Rumrill Boulevard within Priority Development Areas; however, there are some larger commercial uses on San Pablo Dam Road in the northeastern part of the city, as well as neighborhood serving commercial uses on Market Avenue, Broadway, and El Portal Drive. The largest concentration of commercial uses is at the intersection of San Pablo Avenue and San Pablo Dam Road, where San Pablo Lytton Casino and the city's major regional commercial centers are located. These regional shopping centers feature larger parcels and expanses of surface parking that present an opportunity for redevelopment with complementary uses to better serve the community. The San Pablo Avenue Specific Plan establishes an Entertainment Overlay Zone applicable in this area to facilitate this type of redevelopment, and General Plan policy seeks to foster a wider mix of uses in the area, including national or regional retail chains that will help create a vibrant entertainment and retail destination within walking distance of the Casino.

INDUSTRIAL AND SERVICE COMMERCIAL USES

Industrial and service commercial uses are generally located around the periphery of the city. There are industrial and service commercial uses on Rumrill Boulevard and Giant Road at the western edge of city near the Burlington Northern Santa Fe (BNSF) railroad tracks, and long San Pablo Dam Road close to Interstate 80. In particular, industrial and service commercial properties along Rumrill Boulevard may be attractive to smaller scale

manufacturing and repair-oriented businesses that seek more affordable space and do not require ready access to freeways and highways. The General Plan incorporates an Employment Mixed Use category applicable to these properties to help facilitate this type of development and the Rumrill Corridor Plan incorporates strategies to support the integration of this type of use into the fabric of the Rumrill PDA.

GUIDING POLICIES

LU-G-9 *Retain and enhance commercial, industrial, employment, and entertainment land use areas to strengthen San Pablo's economic base.*

LU-G-10 *Foster high quality design, diversity, and a mix of amenities in new commercial, industrial, employment and entertainment focused development.*

IMPLEMENTING POLICIES

Commercial and Entertainment Uses

LU-I-47 Support the continued viability of regional retail and entertainment uses in San Pablo and strengthen their role as destinations for San Pablo residents and visitors to shop, dine, and gather.

LU-I-48 Facilitate redevelopment and site improvements at existing regional commercial and entertainment centers that enhance business vitality, establish pedestrian-orientation, create more attractive buildings and public spaces, support transit service, and reduce vehicle trips.

LU-I-49 Encourage existing regional and neighborhood shopping centers to integrate amenities, events, and programming that strengthen their role activity hubs within the community. Features to integrate may include pedestrian amenities; electric vehicle charging; bicycle parking; plazas and public areas; shade trees; lighting; public art; and community events.

LU-I-50 Preserve and encourage neighborhood stores that enable shoppers to walk or bike for everyday needs, provide access to healthy foods, and promote a sense of community.

LU-I-51 Focus on attracting essential services, such as medical clinics, a grocery store, banks, and dry cleaners to shopping centers to provide for the needs of area residents and ensure the vitality of the shopping centers over time.

LU-I-52 Ensure that shopping centers and commercial developments are designed in a manner compatible with adjacent residential areas.

LU-I-53 Ensure that shopping centers conform to regulations limiting the size, location, and general character of signage and facades so as not to disrupt the residential character of the neighborhood.

LU-I-54 Work with existing business owners to promote the improvement and maintenance of facades of commercial uses.

LU-I-55 Amend the Zoning Ordinance and Map to incorporate the Entertainment District Overlay regulations and boundaries. The overlay is intended to promote compatible development through standards and bonus/incentive provisions.

LU-I-56 Establish design guidelines to assure high quality design and site planning for large commercial, and employment-based developments. The guidelines should address:

- Architectural finishes, coordinated color palette, massing, and hierarchy in scale;
- Pedestrian-scaled amenities, signage, and lighting;
- Site improvements, including parking lot landscaping, perimeter landscaping, foundation landscaping, street trees, walkways, and passageways.
- Ground floor transparency requirements along shopping streets and limitations on blank walls in these areas.

- Promotion of public art and community based outdoor space.
- Anti-theft glass on windows, instead of bars or roll-down metal screens, that are architecturally compatible with building design.

LU-I-57 Ensure the timely completion of necessary infrastructure to support new commercial, employment-based, or industrial development.

LU-I-58 Establish zoning standards, including maximum size and separation requirements, for any commercial land use type that could adversely affect adjacent residential areas or create health and safety impacts.

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

Industrial and Manufacturing Uses

LU-I-59 Focus industrial, manufacturing, and service commercial uses along major roadways in the western part of the city, subject to development standards that limit noise, odor and emissions beyond the boundaries of the site.

LU-I-60 Maintain sufficient land to accommodate a range of production, distribution, and repair-oriented uses, including manufacturing, repair, food production and distribution uses.

LU-I-61 As market conditions permit, facilitate the conversion of existing industrial and service commercial uses to production, distribution and repair-oriented spaces (ie. artist live/work, small scale manufacturing, production) that provide new jobs and comparable employment opportunities without the environmental impacts of traditional industrial uses.

LU-I-62 Allow secondary uses in light industrial and manufacturing developments, such as restaurants, gift shops, cafés, dry cleaners, day

care, and other complementary employee-serving uses, upon finding that such uses are compatible with the primary use.

LU-I-63 Allow for the introduction of compatible residential and commercial uses, such as live-work units, artisan shops/studios, brew pubs, coffee shops, and tasting rooms, in Employment Mixed-Use areas.

LU-I-64 Encourage the development and maintenance of well-designed industrial and light industrial properties and structures that meet adopted standards for visual quality and design.

F. Civic and Institutional

Civic and institutional uses, such as government facilities, hospitals schools, community centers, parks, and religious institutions; provide essential services to the San Pablo community. Sites allocated for these facilities are indicated on the General Plan Land Use Diagram and are spread throughout the city to ensure convenient access for all residents. Plan policies in this section pertain specifically to the land use needs of these facilities. Additional policies promoting their development and affecting their management are located in the Public Facilities and Utilities Element.

GUIDING POLICIES

LU-G-11 *Provide for the development of civic and institutional land uses to meet the educational, medical, social, economic, cultural, and religious needs of the community.*

LU-G-12 *Protect civic and institutional areas from incompatible uses that could affect their vitality and service to the community.*

IMPLEMENTING POLICIES

LU-I-65 Designate land for civic and institutional land uses, including parks and open spaces, health and medical facilities, emergency services, educational institutions, and other public services.

LU-I-66 Coordinate with Contra Costa College on the planning and design of the Mixed-Use Center North area so that this institutional facility will have strong physical and social connections to the surrounding neighborhood. Participate on future campus planning efforts to better integrate the College into the community and vice versa.

LU-I-67 Create community "hubs" by allowing civic uses to be mixed with retail and service uses, in appropriate locations.

The library, for example, can provide an anchor tenant for a community gathering area.

G. Special Planning Subarea

Located east of Interstate 80, the San Pablo Dam Road subarea is distinct from other parts of the city. It features steeper hillside terrain and is developed at a less-dense more suburban pattern than the rest of the city. Existing development consists of commercial uses, small shopping centers, and multi-family apartment and condominium complexes. The area contains properties with steep wooded slopes that are not suitable for development. The General Plan goal for this subarea is to retain and enhance its neighborhood identity and focus on residential land use patterns that will not disrupt the semi-rural quality of area. Future development should optimize freeway accessibility and encourage the use of the existing retail and commercial activities centered on Princeton Plaza. Pedestrian and bike access to the low-density residential uses in the hillside should be facilitated through multi-modal circulation improvements while existing open space in the east hills due to development hazards from wildfire and slope instability and as an important visual resource for future residents.

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

GUIDING POLICIES

LU-G-13 *Preserve and enhance the distinctive character of San Pablo Dam Road and the surrounding hillside neighborhoods.*

IMPLEMENTING POLICIES

San Pablo Dam Road

LU-I-68 Focus sub-regional and neighborhood commercial development, and other complementary uses within or adjacent to Princeton Plaza on San Pablo Dam Road.

LU-I-69 Protect the semi-rural character of the hillside area through the integration and balance of usable open space areas and residential uses.

LU-I-70 Improve pedestrian access within the hillside neighborhood, its connection to the regional park system, and connections to the Entertainment District across the I-80 overpass.

LU-I-71 Consider designating vacant parcels with limited access, steep topography, and irregular size for public open spaces uses, with adequate wildfire protection provisions.

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4 Growth Management

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

4.1 Background

MEASURE C

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

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

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

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

MEASURE J

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

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

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

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

As with Measure C, local jurisdictions are required to adopt and maintain a GME. By adopting this GME San Pablo is eligible to receive its share of the Local Transportation Maintenance and Improvement funds generated by the Measure J Sales Tax and is also eligible for Contra Costa Transportation for Livable Communities (CCTLC) Funds. Under Measure J, the new growth management program will remain in effect through year 2034. The City provides an update on its Growth Management progress to the Contra Costa Transportation Authority every two years in order to remain eligible for transportation funds that flow through the agency.

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

4.2 The Growth Management Element

AUTHORITY

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

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

RELATION TO OTHER PLAN ELEMENTS

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

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

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

REGULATORY FRAMEWORK AND DEFINITIONS

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

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

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

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

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

Action Plan. A document prepared by WCCTC for adoption by CCTA that includes: (1) a specific program for each designated Route of Regional Significance, consisting of traffic service objectives and actions and responsibilities for implementing them; (2) regional actions for reducing congestion such as land use policy changes and demand management strategies; and (3) a process for monitoring and review of activities that might affect the performance of the regional transportation system. The latest WCCTC Action Plan Update was completed in February 2023.

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

4.3 Urban Limit Line

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

In response to Measure J, the City has adopted the County's voter-approved ULL as the City's ULL to identify the City's planned urban area. Policies related to the Urban Limit Line are listed below.

GUIDING POLICIES

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

IMPLEMENTING POLICIES

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

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

GME-I-2 Allow the ULL to be amended by a vote of San Pablo's residents or by the City Council by a majority vote after holding a public hearing and making one or more of the following findings based on substantial evidence in the record:

- A natural or human-caused disaster or public emergency has occurred that warrants the provision of housing and/or other community needs on land located outside the ULL;
- An objective study has determined that the ULL is preventing the City from providing its fair share of affordable housing, or regional housing; as required by State law, and the City Council finds that a change to the ULL is necessary and the only feasible means to enable the City to meet these requirements;
- The change is minor, affecting no more than five acres in a given calendar year or 30 acres of land in total through January 1, 2035; the land subject to the change is immediately adjacent to developed land and water and sewer connections are available; there is no vacant land available within the ULL to accommodate the proposed development; and it is not reasonably feasible to accommodate the proposed development by re-designating land within the ULL; or
- The change is required to conform to applicable California or Federal law.

4.4 Development Review and Mitigation

Under Measure J, each jurisdiction in the County must consider, evaluate, and develop programs to mitigate the impacts of new development on automobile, pedestrian, bicycle, and transit facilities, both locally and regionally. Additionally, Measure J directs jurisdictions to establish and

adopt programs to ensure that new growth pays its share of the costs associated with that growth.

For projects that are anticipated to generate in excess of 100 net new peak hour vehicle trips, traffic studies are required to identify the project-specific transportation impacts on the local and regional street network. The City may set a different threshold for requirements of these studies. In addition to identifying project-related impacts and an estimate of vehicle miles travelled (VMT), traffic studies should provide a means for identifying mitigation measures, such as construction of roadway improvements or payment of a pro rata share of the cost to construct those improvements. General Plan programs that promote the use of transportation alternatives to the automobile may be incorporated by reference into the traffic study.

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

Following the passage of Measure C, to standardize the mitigation fees and collection programs in the CCTA area, the West County Subregional Transportation Mitigation Program (STMP) was developed with the participation and concurrence of local jurisdictions in determining the most feasible methods of mitigating regional traffic impacts.

In late 2016, WCCTC began the process of updating the STMP and its nexus study. The consultant team developed a series of technical memos program, reviewed West County existing conditions and growth projections, developed criteria for a project list and identified projects and determined the nexus between the projects and the maximum potential fee that could be charged.

During the first quarter of 2019, the City of San Pablo, as well as El Cerrito, Hercules, Pinole, Richmond, and the County of Contra Costa each adopted a new ordinance implementing the 2019 STMP update. These jurisdictions share a desire to assure that new development in West County pays its fair share toward regional circulation and transit improvements that are proportional to the traffic impact the new development will generate. The local fees collected in West County provide congestion relief to mitigate traffic on regional routes and through improved transit service.

The updated 2019 STMP program began on July 1, 2019. Fees are adjusted each year based on the Engineering News Record's February Construction Cost Index for the San Francisco Bay Area.

GUIDING POLICIES

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

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

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

IMPLEMENTING POLICIES

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

Under the development mitigation programs, the City collects fees to mitigate transportation impacts to both local and regional transportation facilities. This ensures new development contributes a fair amountto maintain or improve transportation facilities and services in proportion to the demand generated by project occupants and users.

IMPLEMENTING POLICIES

GME-I-4 Continue to require new development to pay its fair share of needed transportation improvements through impact fees, community benefit agreements, and other mechanisms, through use of the STMP fee developed by CCTA.

Under the development mitigation programs, the City collects fees to mitigate transportation impacts toboth local and regional transportation facilities. This ensures new development contributes a fair amountto maintain or improve transportation facilities and services in proportion to the demand generated by project occupants and users.

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

- No revenue from Measure J will be used to replace or provide developer funding that has or would have been committed to any mitigation project;
- The development project will fully fund public facilities and infrastructure as necessary to mitigate any incremental impacts arising from the newdevelopment; and
- The development project will pay mitigation fees for public facilities and infrastructure improvements in proportion to the development's impacts.

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

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

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

4.5 Transportation Planning

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

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

The City pursues funding from the Contra Costa Transportation Authority for roadway projects to maintain level ofservice standards.

GUIDING POLICIES

GME-G-4 *Promote mixed-use, high density infill development and support land use patterns that make more efficient use of the transportation system.*

GME-G-5 *Continue to support a cooperative inter-jurisdictional growth monitoring and decision-making process and coordinated planning between San Pablo and its neighboring cities, the County, and other public and regional agencies.*

GME-G-6 *Continue to support efforts to establish a regional approach to transportation and land use planning.*

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

IMPLEMENTING POLICIES

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

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

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

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

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

In no case will revenue from the CCTA Local Street Improvement and Maintenance Fund replace private developer funding for transportation projects needed to mitigate adverse impacts as a result of new development in new growth areas.

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

GME-I-13 Adopt and implement a Transportation Demand Management (TDM) policy or ordinance.

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

The traffic impact studies managed by City staff shouldbe prepared according to CCTA's Technical Procedures, and the Institute of Transportation Engineers' Traffic Access and Impact Studies for Site Development, Proposed Recommended Practice or similar resources. When the traffic study identifies significant impacts to pedestrian, bicycle and transit users as a result of a project, the study should identify appropriate mitigation measures to reduce impacts and /or make compensatory adjustments.

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

4.6 Housing Options

Improving existing housing stock and increasing access to high quality, affordable housing is critical in ensuring the safety, economic stability, and health of San Pablo residents. Keeping in line with the General Plan Housing Element, the City should continue to progress in providing housing opportunities for all income levels through policies that assist in tracking existing housing stock and meeting projected housing needs.

GUIDING POLICIES

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

IMPLEMENTING POLICIES

GME-I-16 Prepare an annual report summarizing San Pablo's progress in implementing the General Plan Housing Element, and submit copies of the report to CCTA biennially.

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

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

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

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5 CIRCULATION

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

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

5.1 Circulation Framework

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

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

Complete Streets

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

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

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

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

emissions, while improving the overall travel experience for road users.

The City has completed a number of Complete Street and Road Diet projects, including the San Pablo Avenue Complete Streets Project, the 23rd Street road diet, and the Rumrill Complete Streets Project.

The San Pablo Avenue Complete Streets Project focused on multimodal access, safety, and connections along San Pablo Avenue between Rumrill Boulevard and La Puerta Road. In 2012, the City of Richmond and the City of San Pablo began collaborating on a complete streets project for the segment of San Pablo Avenue located between Rivers Street and Hilltop Drive. In 2013, the San Pablo Avenue Complete Streets Study was prepared to identify the needs and priority improvements to facilitate auto, pedestrian, bicycle and transit trips within and through the corridor. Project improvements included Class II bike lanes in both directions of travel, added sidewalks, removal of an existing slip lane, installation of a new traffic signal at La Puerta Road, modification to existing traffic signals, and improvements to striping, street lighting, and landscaping. The project was completed in 2020. The improvements along San Pablo Avenue between La Puerta Road and Hilltop Drive will be further developed in a future project by the City of Richmond.

The 23rd Street Traffic Calming Project implemented a road diet along the length of 23rd Street from San Pablo Avenue south to the city limit. The project converted the existing four-lane roadway into a three-lane section with one through lane in each direction separated by a center two-way left-turn lane. The project was also intended to encourage increased pedestrian and bicycle travel, with the addition of a Class II bike lane along 23rd Street. The project was completed in 2012.

The purpose of the Rumrill Boulevard Complete Streets Project was to calm traffic, improve safety, increase the appeal of walking and bicycling, improve stormwater quality and enhance the appearance of the corridor for businesses, residents, and everyday travel. It improved sidewalks and added Class IV bicycle lanes in both directions of travel. It also implemented a road diet, reducing the number of travel lanes from four to two. The project was completed in 2025.

5.2 Roadway Network

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

ROADWAY TYPOLOGIES

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

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

Urban Arterial – Urban Arterials are similar in function to Auto Arterials, but different in character. They are two- or four-lane roadways that serve high volumes of regional motor vehicle traffic. However, they also provide access to adjacent neighborhoods and pedestrian-intensive commercial areas, and they better accommodate bicycle and pedestrian traffic. They provide primary connections within the city and have frequent intersection and points of access. The roadways include either a Class II or Class IV bike lane. Most importantly, Urban Arterials emphasize the pedestrian environment, in that they have continuous sidewalks with a minimum width of

eight feet; a continuous row of street trees, and well-delineated sidewalks.

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

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

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

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

Figure 5-1

Proposed Roadway System

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

T Major Transit Hub

- Pedestrian Priority Zone
- Green Street Overlay

- Planning Area
- City Limits
- Railroads

0 0.25 0.5
Miles

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

Table 5.2-1 Transportation Facilities Matrix

Facility	*Transit*	*Bicycles*	*Pedestrians*	*Trucks*	*Automobiles*
State Highway	□	✕	✕	□	□
Auto Arterial	□	□	○	■	■
Urban Arterial[1]	■	■	□	○	■
Mixed-Used Boulevard	■	□	■	□	□
Avenue	○	□	□	○	□
Local	○	□	□	✕	□

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

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

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

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

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

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

PLANNED IMPROVEMENTS TO ACCOMMODATE BUILDOUT

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

Table 5.2-2 Major Transportation Improvements

No.	*Project*	*Location and Description*
1	ADA Traffic Signal & Crosswalk Modifications	Traffic signal upgrades, crosswalk modifications and curb ramp upgrades to support accessibility.
2	Bicycle and Pedestrian Corridor Study	The San Pablo Bicycle and Pedestrian Corridor Study analyzes approximately 6 miles of key transportation corridors, gathers community feedback and produces concept designs for key segments identified in the City's 2017 *Bicycle and Pedestrian Master Plan.*
3	Broadway Avenue Cycletrack	Design and construction of bicycle and pedestrian safety improvements on Broadway Avenue, between 11th Street and San Pablo Avenue.
4	Church Lane Bridge: Safety Improvements at San Pablo Creek	Design and construction of bicycle and pedestrian safety improvements on Church Lane, between Willow Road and El Portal Drive, including: • Dedicated pedestrian pathway on the San Pablo Creek bridge, with associated bicycle lane improvements • Closure of the bicycle lane gap on Church Lane at El Portal Drive • Re-striping bicycle lanes on Church with improved signage and striping • Pedestrian crossing improvements at St. Joseph Driveway

Table 5.2-2 Major Transportation Improvements		
No.	*Project*	*Location and Description*
5	Church Lane Traffic Calming	Design and construction of Safe Routes to School traffic calming recommendations on Church Lane, between Market Avenue and Chattleton Lane.
6	Citywide Slurry Seal Project	Provide slurry sealing throughout the City to improve surface road conditions, Every year the City selects key areas for pavement repair, based on the pavement quality and the level of use of the street.
7	Church/Willow Highway Safety Improvement Program	Pedestrian crossing enhancements and general intersection improvements at a high crash rate intersection. Enhancements include improved pavement marking and signs, illumination, raised median islands and rectangular rapid flashing beacons (RRFBs).
8	Class 3 ("sharrow") bicycle facility installation	Class 3 ("sharrow") bicycle facility striping on approximately 6 miles of roadway.
10	Contra Costa College Mobility Hub Project	The Contra Costa College Mobility Hub Plan includes conceptual plans for infrastructure improvements for the broader area surrounding Contra Costa College in support of creating a mobility hub with transit-oriented development.
11	El Portal Drive Cycletrack	Design and construction of bicycle and pedestrian safety improvements on El Portal Drive, between San Pablo Avenue and Church Lane.
12	El Portal & Fordham Retaining Wall Stabilization	Stabilize retaining wall along El Portal & Fordham, which serves as a major access point to/from I-80.
13	El Portal/Mission Bell Highway Safety Improvement Program	Pedestrian crossing enhancements and general intersection improvements at a high crash rate intersection. Enhancements include improved pavement marking and signs, illumination, raised median islands and rectangular rapid flashing beacons (RRFBs).
14	Giant Road Bridge Maintenance	Repair existing three-lane bridge over San Pablo Creek at Parr Boulevard to Caltrans bridge standards.
15	Lake Street Traffic Calming	Design and construction of Safe Routes to School traffic calming recommendations on Lake Street, between Broadway Avenue and 10th Street.
16	Local Roadway Safety Plan	Includes analysis of bicycle and pedestrian collision date to identify crash trends, causes of fatalities and severe injuries; analysis of how different roadway and bicycle facility types affect cyclist and pedestrian safety, involves stakeholder collaboration.
17	Market Avenue Traffic Calming	Design and construction of Safe Routes to School traffic calming recommendations on Market Avenue, between Church Lane and Rumrill Boulevard.
18	Road 20 Cycletrack	Design and construction of bicycle and pedestrian safety improvements on Road 20, between San Pablo Avenue and El Portal Drive.
19	Rumrill Boulevard Complete Streets	Develop "complete street" that encourages multiple modes of transportation and supports future growth and active living; increased safety with improved lighting and additional pedestrian crosswalks; improved water quality, reduce minor flooding, and increase greening along the corridor; increase sustainability and economic vitality of the area.

Table 5.2-2 Major Transportation Improvements		
No.	*Project*	*Location and Description*
20	Safe Routes to School Improvements	Design and construction for striping, signage, sidewalk and crosswalk improvements based on the Safe Routes to School Master Plan
21	San Pablo Ave Bicycle Lane Gap Closures	Design and construction of the San Pablo Avenue bicycle lane gaps (from Glenn Avenue to Evans Avenue; 23rd Street to Rivers Street; at Church Lane)
22	San Pablo Ave Bridge Replacement and Intersection Improvement Project	Bridge replacement and intersection reconstruction at San Pablo Avenue, 23rd Street and Road 20. This is a multi-year project to replace a structurally deficient bridge and to improve safety and flow of motorists, transit, bicyclists, and pedestrians through the intersection.
23	San Pablo Dam Road/Hillcrest/Morrow Improvements	Design and construction of bicycle and pedestrian safety improvements on San Pablo Dam Road (between Amador Street and the existing bicycle lanes, in addition to pavement repairs on San Pablo Dam Road, Hillcrest Road and Morrow Drive.
24	Sidewalk Gap Closures	New sidewalks to close approximately 7-9 miles of gap closures.
25	Sustainable TOD Master Plan	The City's Sustainable Transit Oriented Development (TOD) Master Plan will create a strategy and guiding policies for future TOD in San Pablo. These efforts are intended to support regional housing and local/statewide greenhouse-gas reduction goals. The project identifies a citywide TOD priority area, a community TOD vision, concept designs for areas near transit, and recommendations for policies and strategies to facilitate TOD implementation.
26	Sutter Avenue Urban Greening	Historically, Sutter Avenue has been a high-flood risk area in San Pablo, as a result of a lack of stormwater infrastructure and flat topography. Additionally, Sutter Avenue lacks pedestrian facilities and has had many resident complaints of unsafe traffic speeds. In order to help reduce flooding in this area with limited stormwater infrastructure, the proposed green street retrofits would incorporate different types of green infrastructure including bioswales and suspended pavement systems. The green infrastructure facilities would be designed to also help slow traffic speeds, improve pedestrian safety, and support street tree growth.
27	23rd Street Traffic Calming	Design and construction of Safe Routes to School and additional traffic calming recommendations on 23rd Street, between San Pablo Avenue and City limits, including: • Re-striping the bicycle lanes and adding protective elements where feasible • Enhancing crosswalks throughout the corridor • Closure of the bicycle lane gap at Market Avenue
28	Yuba Avenue Modification	Design and construction of Yuba Avenue traffic calming recommendations (e.g., possible one-way configuration) to assist with school traffic flow.

Note: ROW = Right-of-Way acquisition.

Sources: City of San Pablo Capital Improvement Plan 2022-2027, and Public Works Department project listings at https://www.sanpabloca.gov/879/Public-Works-Projects

Figure 5-2:

Planned Improvements

- (#) Planned Improvements (see Table)*
- Schools
- 1,000 ft Radius for Schools**
- City Limits
- Sphere of Influence
- Major Roads
- Minor Roads
- Railroads

*Note: Citywide Projects (See Table for details)

(11) Rectangular Rapid Flashing Beacon Crosswalk Project

(12) Local Roadway Safety Plan

** Note: Traffic calming measures, sidewalk repairs, curb ramp installations, crosswalk lights, signage etc in the school zone generally 1,000 ft around existing schools

0 0.1 0.2 0.4
Miles

SOURCE: Kittleson, 2021; City of San Pablo, 2024; Contra Costa County GIS, 2024; Dyett & Bhatia, 2024

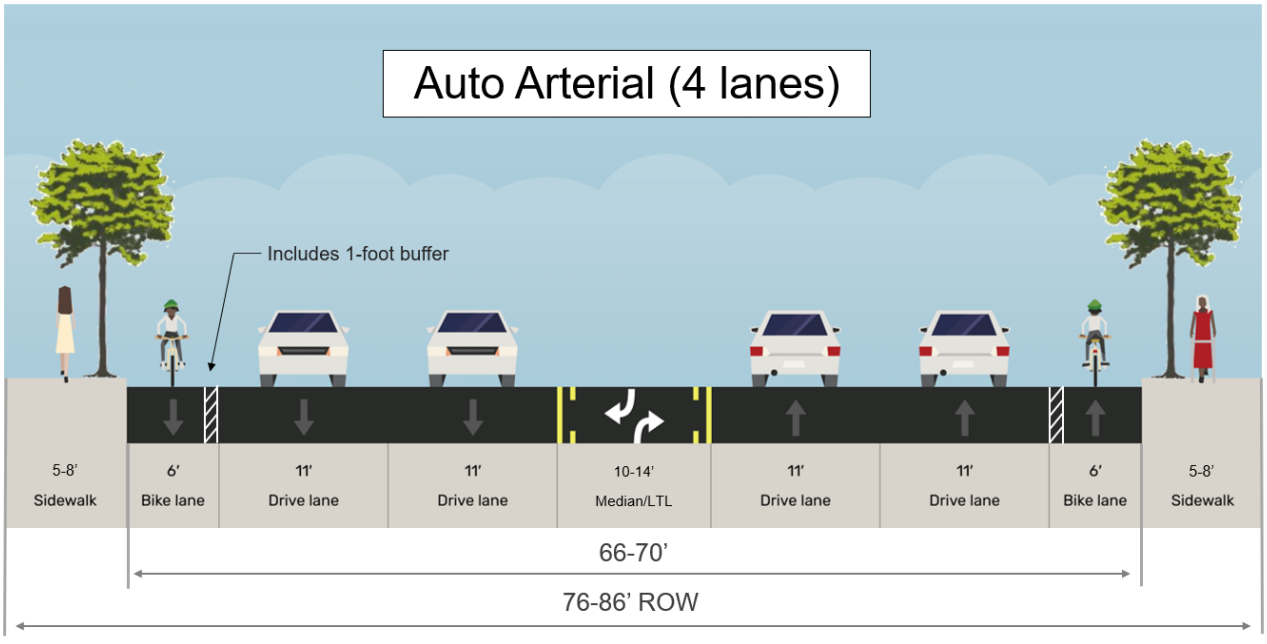
STREET DESIGN STANDARDS

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

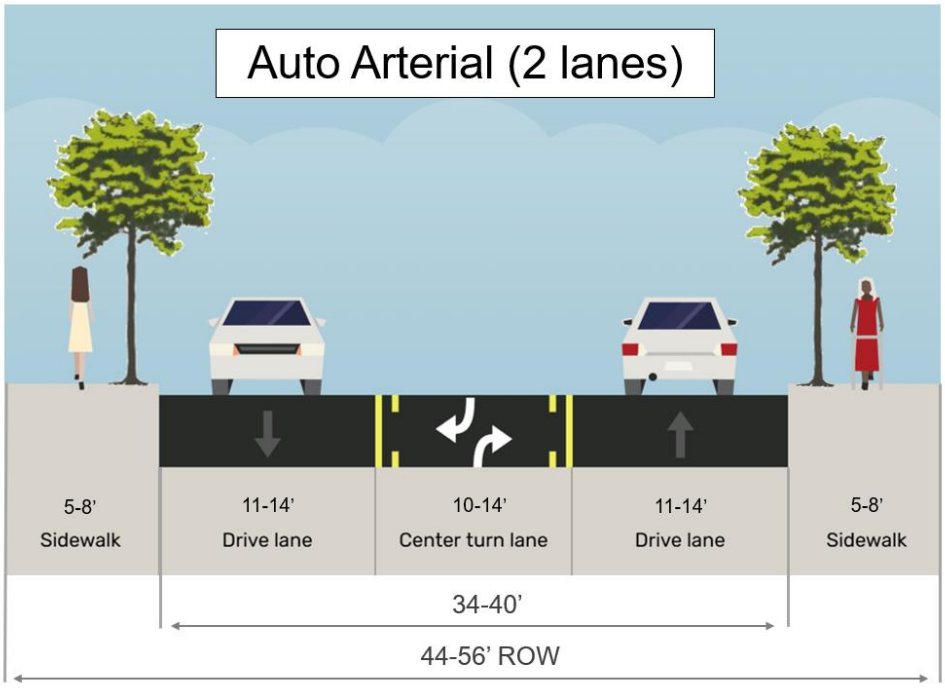
- Provide guidance for a system of complete streets that will implement General Plan policies.
- Ensure that streets have appropriate facilities and dimensions to fulfill their intended function, consistent with the General Plan, and to support multiple modes of travel.
- Ensure that streets have adequate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

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

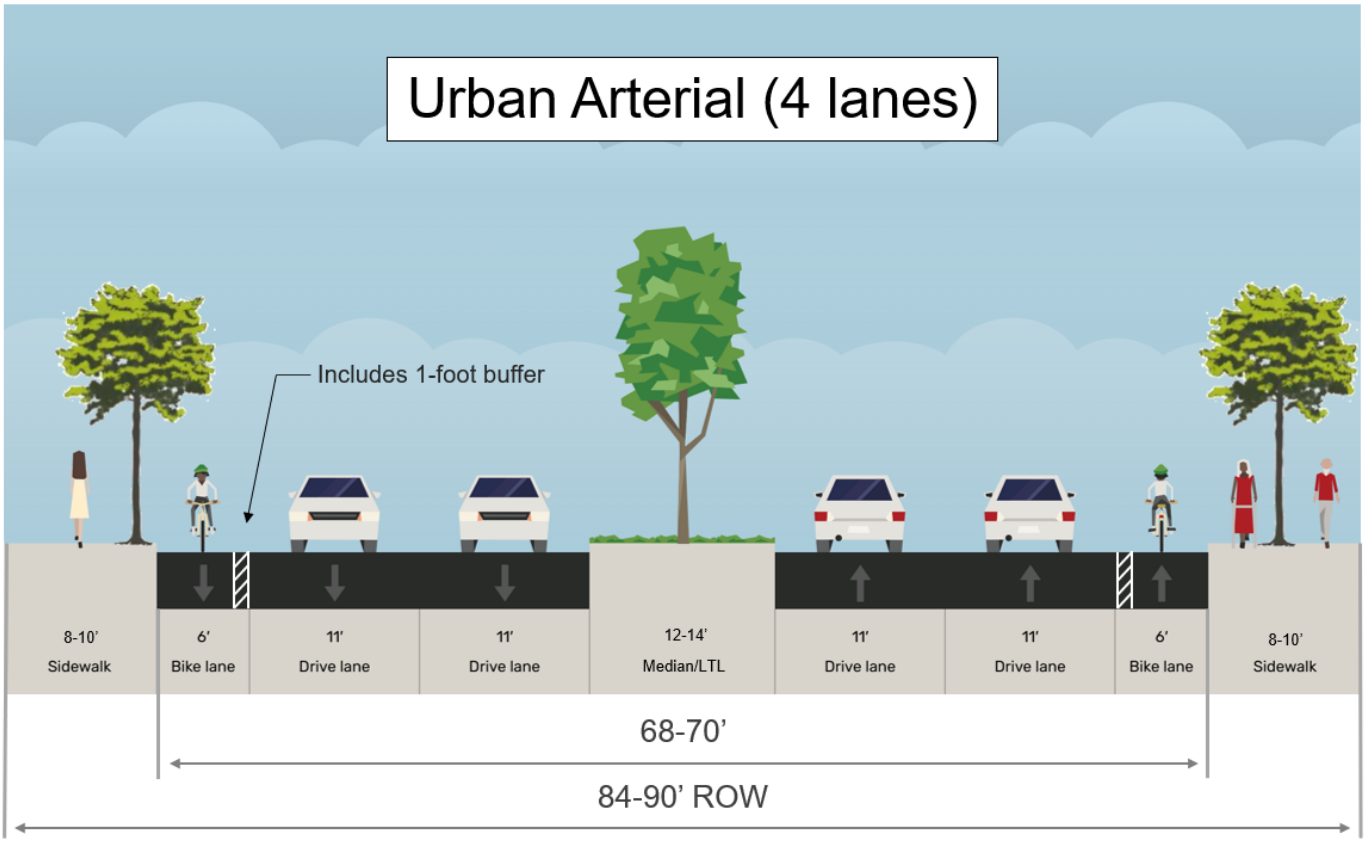
Figure 5-3 Typical Street Sections

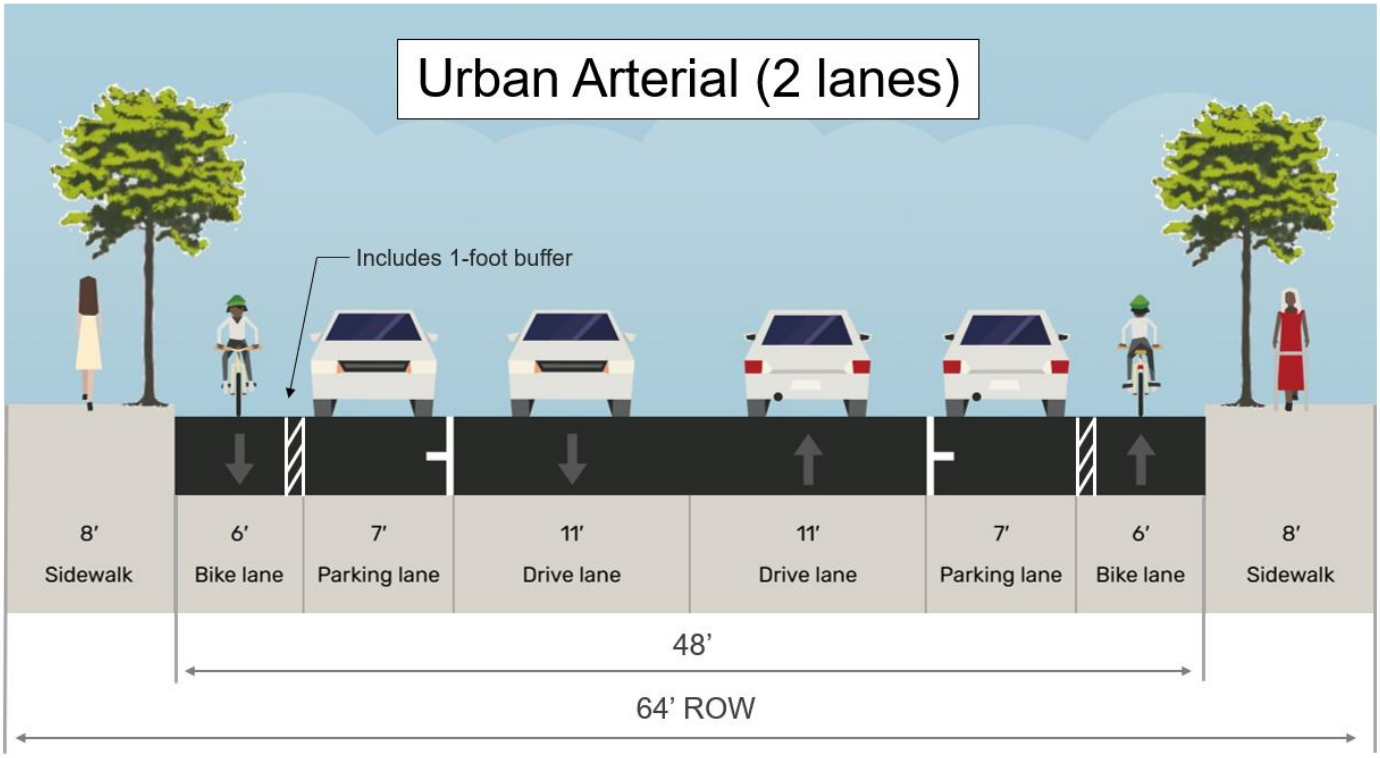


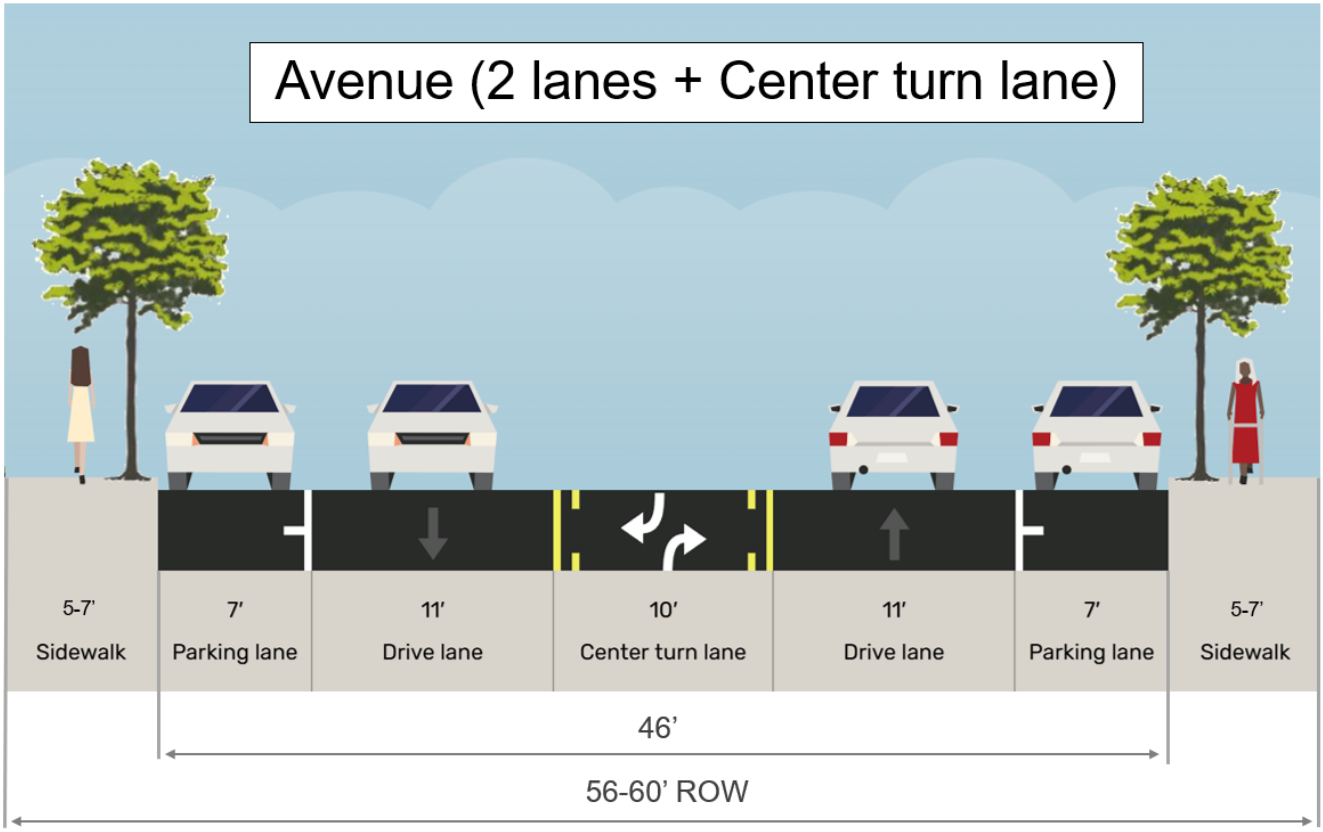
Note: Sidewalk where roadway is adjacent to uses and where ROW permits

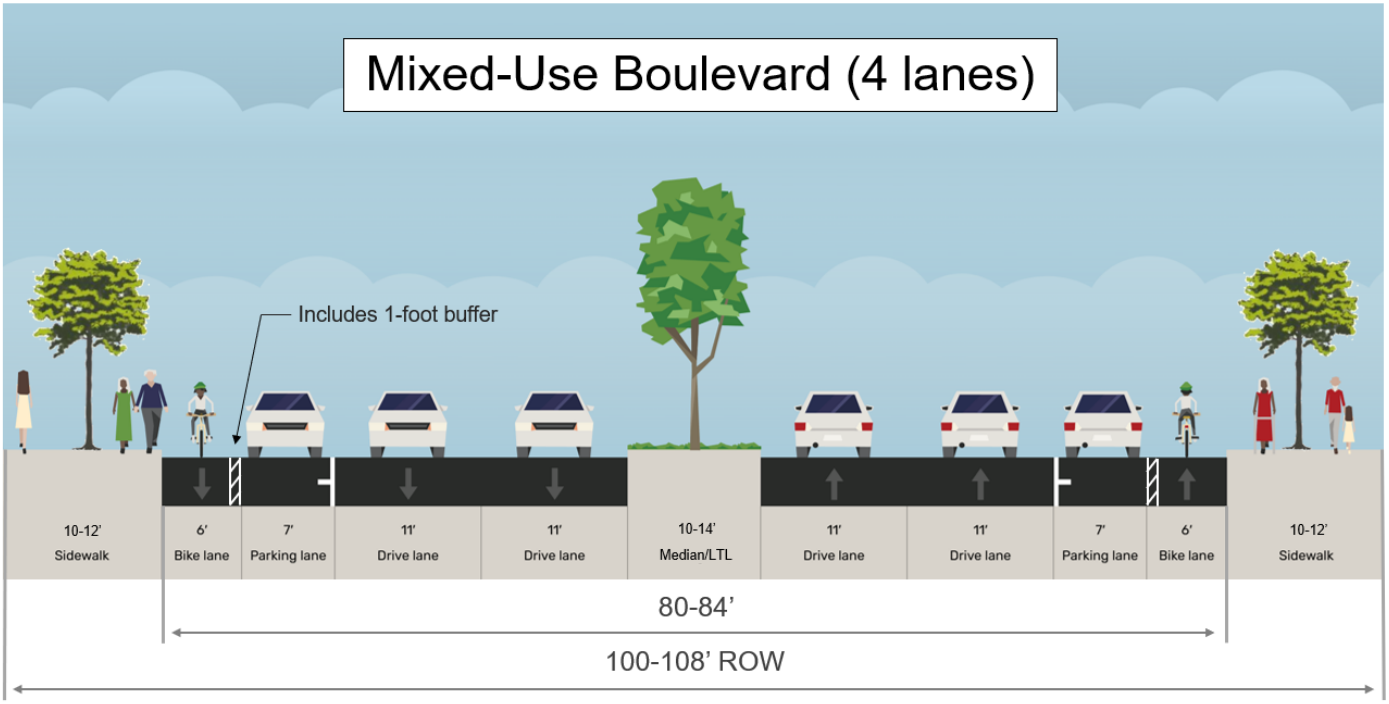


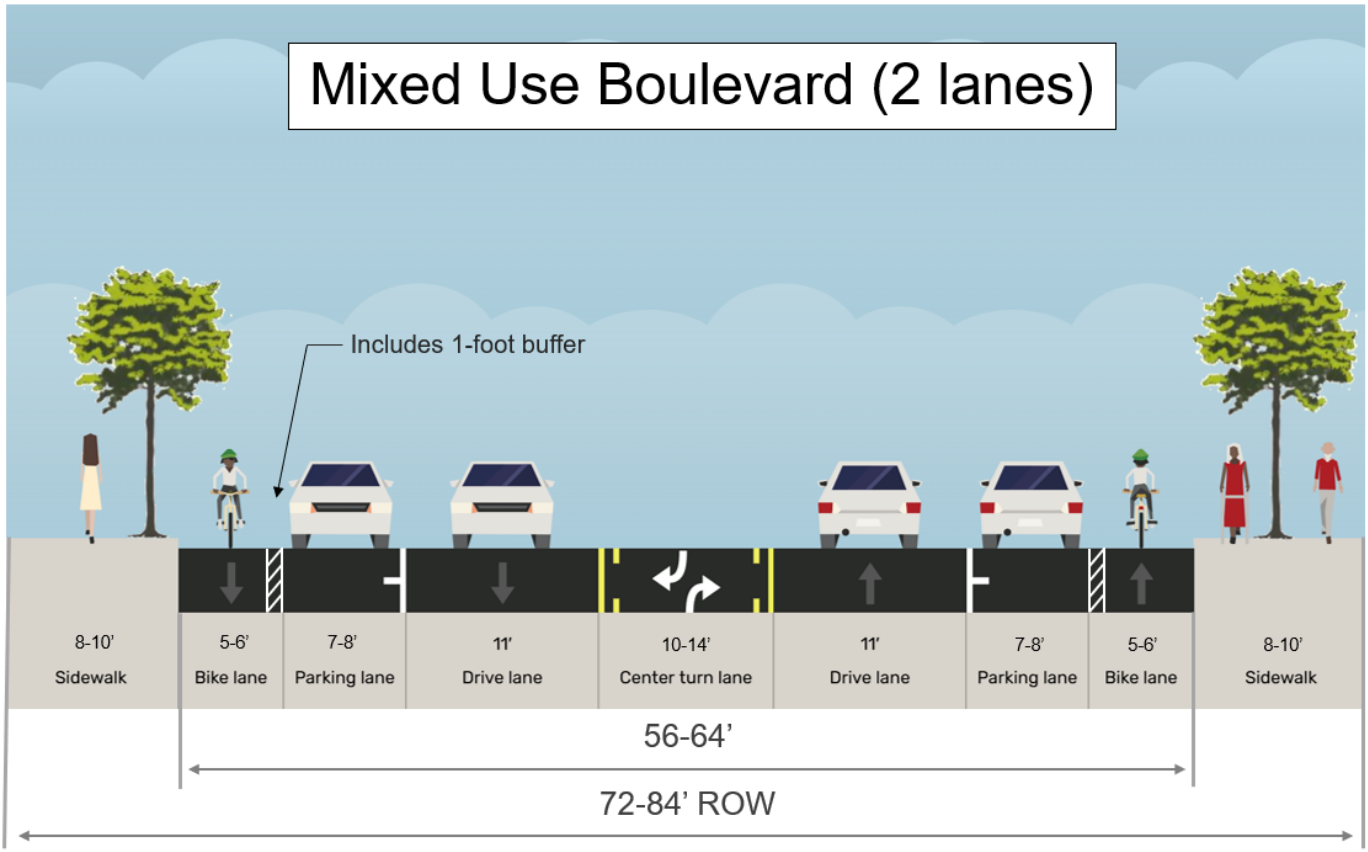
Note: Sidewalk where roadway is adjacent to uses and where ROW permits

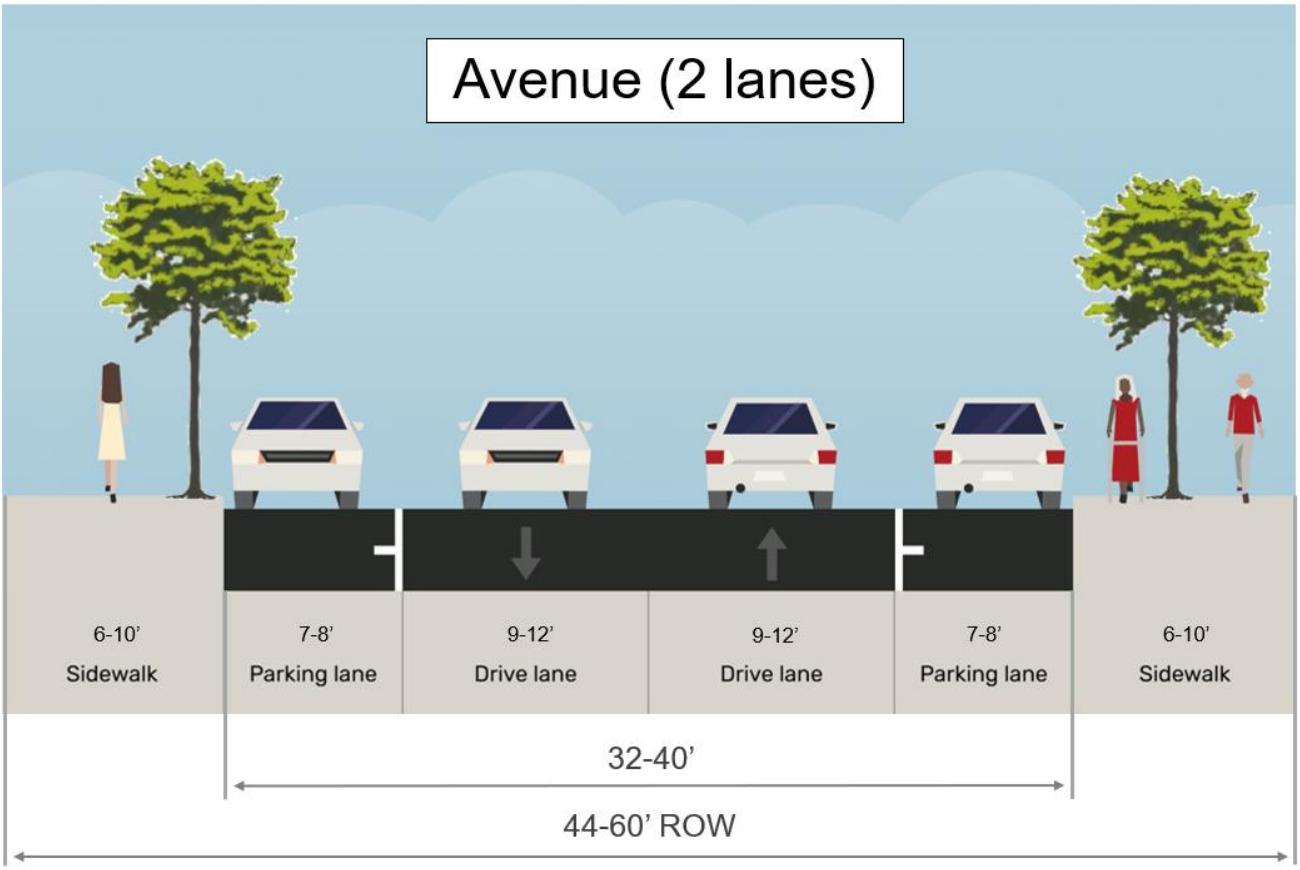


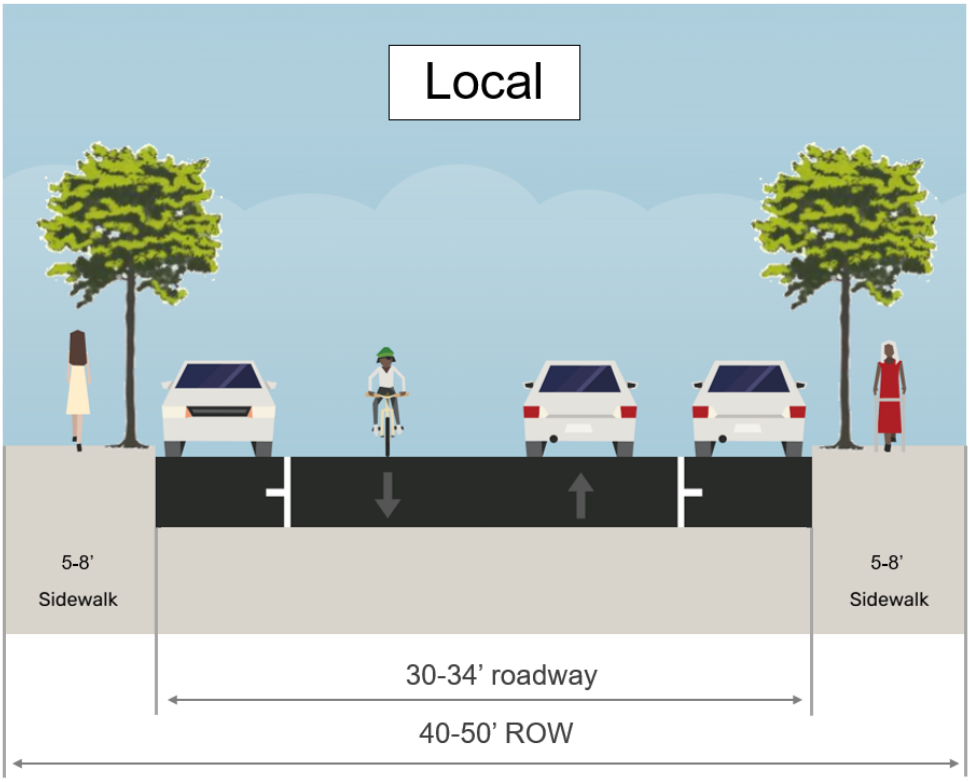

Urban Arterial (2 lanes)
Includes 1-foot buffer
8'
Sidewalk
6'
Bike lane
7'
Parking lane
11'
Drive lane
11'
Drive lane
7'
Parking lane
6'
Bike lane
8'
Sidewalk
48'
64' ROW


Avenue (2 lanes + Center turn lane)
5-7'
Sidewalk
7'
Parking lane
11'
Drive lane
10'
Center turn lane
11'
Drive lane
7'
Parking lane
5-7'
Sidewalk
46'
56-60' ROW


Mixed-Use Boulevard (4 lanes)
Includes 1-foot buffer
10-12' Sidewalk
6' Bike lane
7' Parking lane
11' Drive lane
11' Drive lane
10-14' Median/LTL
11' Drive lane
11' Drive lane
7' Parking lane
6' Bike lane
10-12' Sidewalk
80-84'
100-108' ROW


Mixed Use Boulevard (2 lanes)
Includes 1-foot buffer
8-10' Sidewalk
5-6' Bike lane
7-8' Parking lane
11' Drive lane
10-14' Center turn lane
11' Drive lane
7-8' Parking lane
5-6' Bike lane
8-10' Sidewalk
56-64'
72-84' ROW


Avenue (2 lanes)
6-10'
Sidewalk
7-8'
Parking lane
9-12'
Drive lane
9-12'
Drive lane
7-8'
Parking lane
6-10'
Sidewalk
32-40'
44-60' ROW


Local
5-8'
Sidewalk
5-8'
Sidewalk
30-34' roadway
40-50' ROW

AVERAGE DAILY TRAFFIC

Table 5-3 illustrates existing Average Daily Traffic (ADT) volumes at selected locations. The ADT for these locations is provided in **Table 5-3**. Data from 2016 and 2022 is presented to characterize conditions before and after the COVID-19 pandemic, which changed regional and local travel patterns as more people worked from home some or all of the time.

VEHICLE MILES TRAVELED

In 2013, Governor Brown signed Senate Bill (SB) 743 (Steinberg), which created a process to change the way that transportation impacts are analyzed under the California Environmental Quality Act (CEQA). Specifically, SB 743 amended the CEQA guidelines to state that automobile delay metrics (i.e., level of service or LOS) is no longer considered to be a significant impact under CEQA. The Governor's Office of Planning and Research (OPR, now known as the Governor's Office of Land Use and Climate Innovation) and the California Natural Resources Agency certified and adopted changes to the CEQA Guidelines that identify Vehicle Miles Traveled (VMT) as the most appropriate metric to evaluate a project's transportation impacts. In 2018, OPR released a "Technical Advisory" containing non-regulatory methodologies and thresholds for VMT. While LOS can no longer be used as the basis for determining transportation impacts under CEQA, the metric may still be useful for transportation planning purposes.

Table 5.2-3: Average Daily Traffic (ADT) Volumes for Select Locations

No.	*Location*	*2016 ADT*	*2022 ADT*
1	Broadway Ave from 15th St to 16th St	7,800	5,455
2	San Pablo Ave from Rivers St to Lake St	20,500	20,826
3	San Pablo Ave from Stone St to International Market Pl	16,500	n/a
4	Giant Rd from s/o Trenton Blvd to Parr Blvd/Rd 20	4,250	5,674
5	Rumrill Blvd from Rd 20 to Brookside Dr	15,000	16,080
6	San Pablo Ave from 23rd St to Campo Verde Circle	12,750	n/a
7	El Portal Dr from Mission Bell Dr to Castro Rd	15,500	11,571
10	23rd St from Pine Ave to Emeric Ave	18,000	14,849
11	San Pablo Ave from Church Ln to Pinewood	22,500	23,243
13	San Pablo Dam Rd from Morrow Dr to Mifflin Rd	21,250	18,274

Source: Kittelson & Associates, City of San Pablo, 2016 and 2022.

In 2020, Contra Costa County released Transportation Analysis Guidelines (TAG) to aid in the preparation of traffic analysis and establish a uniform approach to evaluate impacts on the County transportation system. VMT measures the number of miles traveled during a specified time within a specific region. VMT is estimated using the Contra Costa Transportation Authority (CCTA) model and is evaluated either on a per resident, per employee, or per service population (resident population plus employment) basis.

Table 5-4 presents VMT information from 2020 for multiple cities in Contra Costa County. San Pablo VMT per resident is about half of the County average and the VMT per employee is also less than the County average. San Pablo VMT per resident and per employee are also both less than the overall Bay Area Average VMT. These VMT estimates indicate that San Pablo is relatively accessible to key destinations and job centers, which contributes to a more efficient VMT for the area. San Pablo VMT per employee is notably higher than VMT per resident. According to data from the U.S. Census, 86.9 percent of people employed in the City live elsewhere and commute to San Pablo for work, primarily in single occupant vehicles.[1] Further, nearly 25 percent of people employed in the City commute more than 25 miles each way, which contributes to the higher VMT per employee metric. Creating more housing in San Pablo for those who work in the community can help to reduce VMT per employee, and creating more local jobs can help reduce total VMT per capita.

Table 5.2-4: 2020 San Pablo VMT Metrics

City/ Region	*Home-Based VMT per Resident*	*Commute VMT per Worker*
San Pablo	**8.7**	**13.6**
Countywide Average	17.3	14.9
Bay Area Average	13.3	15.6
Other City VMT for comparison purposes only		
Richmond	10.4	15.5
El Cerrito	11.2	14.9
Pinole	15.3	13.6
Hercules	18.5	15.9
West (Uninc)	14.6	17.5
Orinda	17.6	21.4

[1] U.S. Census On the Map, Inflow/Outflow Analysis within San Pablo, CA, accessed on December 17, 2024 at https://onthemap.ces.census.gov

Table 5.2-4: 2020 San Pablo VMT Metrics

City/ Region	*Home-Based VMT per Resident*	*Commute VMT per Worker*
Moraga	14.0	21.7
Lafayette	15.8	16.8
Martinez	15.9	17.3
Concord	13.5	13.4
Pleasant Hill	13.1	14.1
Walnut Creek	13.7	14.1
Clayton	23.4	15.1
Central (Uninc.)	15.2	15.3
Pittsburg	16.2	13.6
Antioch	21.6	10.9
Oakley	24.1	10.2
Brentwood	23.9	9.1
East (Uninc)	28.2	17.8
Danville	22.3	18.5
San Ramon	18.7	14.7
Trival (Uninc)	25.0	24.5

Notes: Estimates for the region were prepared using the CCTA Transportation Demand Model.

Source: CCTA, 2020

Recently Adopted Transportation Plans

The City has completed a number of transportation planning efforts over the last decade, with scopes that range from specific to city-wide.

Bicycle and Pedestrian Corridor Study (2022)
The San Pablo Bicycle and Pedestrian Corridor Study analyzed approximately six miles of key transportation corridors, gathered community feedback, and produced concept designs. These corridors were identified for future study in the City's 2017 Bicycle and Pedestrian Master Plan because they represent key opportunities to improve pedestrian and bicyclist accessibility and safety. The study included analysis of eight potential bikeway segments and two potential shared-use paths, with a focus on parking, traffic and/or other constraints. The study produced a concept design, feasibility analysis, and cost estimates for each segment.

Local Road Safety Plan (2023)
The Local Road Safety Plan (LRSP) provides a framework for organizing stakeholders to identify, analyze, and prioritize roadway safety improvements on local roads. The LRSP

analyzed data from a range of sources to identify bicycle, pedestrian and vehicle incidents and collisions, as well as to identify other traffic concerns. Starting in mid-2022, the LRSP is required for the City to be eligible to apply for Highway Safety Improvement Program (HSIP) funds for safety improvement projects. The 2023 LRSP included: an analysis of bicycle and pedestrian collision data to identify crash trends, causes of fatalities, and severe injuries; an analysis of how different roadway and bicycle facility types affect cyclist and pedestrian safety; and stakeholder collaboration to improve roadway safety.

Contra Costa College (CCC) Mobility Hub Plan (2023)

The City of San Pablo, sponsored by Contra Costa Transportation Authority's (CCTA's) Measure J Transportation for Livable Communities (TLC) Program, conducted the Contra Costa College Mobility Hub planning study ("Study") to identify challenges and opportunities to create a well-rounded multimodal hub in the vicinity of Contra Costa College, and to develop a set of recommendations to enhance mobility and sense of place for the existing and future residents and users of the area. The Study Area consists of the CCC campus, the area north of El Portal Drive, including the Moraga Road-Castro Road loop, the College Center Shopping Plaza, and the commercial area along San Pablo Avenue between Road 20 and Rivers Street. The Study reviewed and incorporated the City's visions as stated throughout the most recent guiding land use development and transportation policy documents. The Study findings support the cooperative transportation planning efforts for the surrounding area, accommodating the increased mobility needs and growing population generated by the planned future transit-oriented development (TOD).

Sustainable Transit Oriented Development (TOD) Master Plan (2024)

The City's Sustainable TOD Master Plan supports local and statewide sustainable transportation goals and ongoing efforts to integrate and improve development and transit service. It includes analysis and recommendations to facilitate equitable and climate-resilient TOD in San Pablo. The Master Plan builds on the existing condition and context of San Pablo, planning work that is currently underway, strategic direction, input from stakeholders and the public, and best practices in the field of transit-oriented community and development planning.

GUIDING POLICIES

Overall Transportation System

C-G-1 *Develop a transportation system that meets the needs of all segments of the community, including residents, businesses, visitors, and the region.*

C-G-2 *Protect the character of local residential streets.*

C-G-3 *Ensure that new development pays its fair share of the costs of new and improved transportation facilities.*

IMPLEMENTING POLICIES

Overall Transportation System Planning

C-I-1 Design and operate city streets based on a "Complete Streets" concept that enables safe, comfortable, and attractive access and travel for pedestrians, bicyclists, motorists, and transit users of all ages and abilities.

Complete Streets create a sense of place and improve social interaction, while generally improving the values of adjacent property. This policy is consistent with the California Complete Streets Act of 2008 (AB 1358) in September 2008.

C-I-2 Adopt a Complete Streets Policy and Develop Complete Streets Guidelines in accordance with the Metropolitan Transportation Commission's Complete Street guidance for incorporation into General Plans.[9]

On and off-street Parking Management

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

C-I-4 Continue to work with the Public Safety Committee of the San Pablo City Council in the review and recommendation of public right-of-way safety improvements.

[9] Metropolitan Transportation Commission (MTC). 2010. Update to General Plan Guidelines: Complete Streets and the Circulation Element. < https://mtc.ca.gov/sites/default/files/Update_GP_Guidelines_Complete_Streets.pdf>

C-I-5 Develop Neighborhood Traffic Calming Guidelines (including traffic calming devices such as signage, curb extension, chicanes, neighborhood traffic circles, etc.) and implement these improvements as needed and appropriate in existing neighborhoods.

Measurement Standards

C-I-6 Require proposed developments meeting trip generation thresholds to study the LOS impacts of the development and provide appropriate improvements to lessen their impacts. Engineering Division to approve study methodology.

C-I-7 Require proposed developments meeting CEQA thresholds to provide appropriate mitigation measures to lessen their Vehicle Miles Traveled (VMT). VMT study methodology should follow the CCTA Implementation Guide and VMT limits.

C-I-8 Schedule public transportation improvement projects in the Capital Improvement Program (CIP).

The City will continue to pay for street improvements through a combination of CIP funds, State and Federal grants, for improvements made in conjunctionwith private land developments, and other funds, as available.

5.3 Bicycle and Pedestrian Circulation

BICYCLE CIRCULATION

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

Figure 5-4:

Existing and Recommended Bicycle Routes

Existing Bikeways

- Class I - Shared Use Path
- Class II - Bike Lane
- Class III - Bike Route or Bike Boulevard
- Class IV - Separated Bikeway

Proposed Bikeways

- Class I - Shared Use Path
- Class II - Bike Lane
- Class III - Bike Route or Bike Boulevard

Proposed Studies

- Shared Use Path Study
- Corridor Study (Class II, III or IV)

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

0 0.1 0.2 0.4
Miles

SOURCE: City of San Pablo Bicycle & Pedestrian Plan, 2017; Kittleson, 2021; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

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

- Class I: Multi-use paths provide a completely separated right-of-way for the exclusive use of bicycles and pedestrians.
- Class II: Bike lanes provide an exclusive space for bicyclists in the roadway and are established by striping and markings on the roadway surface.
- Class III: Bike routes are designated with pavement marking and/or signage to indicate a shared lane environment between bicyclists and vehicles.
- Class IV: Separated bike lanes provide an exclusive space for bicyclists that is physically separated from motor vehicle traffic by a vertical element and that is distinct from the sidewalk.

San Pablo currently has a limited number of bicycle facilities. Class I bike paths are found along the northern edge of John Hubert Davis Park, and along Wildcat Creek between Church Lane and Vale Road. Class II bike lanes are found along San Pablo Avenue between 23rd Street and Evans Avenue, and along Rumrill Boulevard between Costa Avenue and Sanford Avenue. Class IV bike lanes are found along El Portal Drive between Rollingwood Drive and Fordham Street, and along Rumrill Boulevard between Sanford Avenue and San Pablo Avenue.

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

Bicycle and Pedestrian Master Plan (2017)
This plan was developed to help the City implement its General Plan by providing more detailed analysis and community input about bicycle and pedestrian opportunities in the area. This plan provides the vision, goals, and strategies needed to support increased walking, bicycling, and other active modes of transportation in San Pablo. The purpose of the plan was to identify existing routes and gaps in routes or sidewalks that are used by bicyclists and pedestrians for travel or recreational activity, and to be better able to compete for funds to invest in or enhance additional infrastructure.

Safe Routes to School Master Plan (2022)
The 2017 San Pablo Bicycle and Pedestrian Master Plan (BPMP) recommended that the City of San Pablo (City) establish a Safe Routes to School program. The purpose of the Safe Routes to School Master Plan (SR2S Plan) was to identify ways to make walking and bicycling safer, more comfortable, and more enjoyable for students, families, and school staff in San Pablo. During the SR2S Plan process, the Project Team evaluated safety and accessibility conditions around ten schools in San Pablo and made engineering, education, encouragement, and engagement recommendations. This evaluation was centered around virtual and in-person walk audits that allowed students, families, teachers, and principals to document their experiences walking and bicycling to school. In response to the COVID-19 pandemic, and to support virtual walk audits, the Project Team created an online engagement tool. The Project Team also implemented a temporary demonstration "pilot" of two engineering recommendations.

PEDESTRIAN CIRCULATION

Pedestrian flow patterns show similarities to the vehicular traffic stream. Speed, flow rate, and density are interrelated. Capacity and density for pedestrians are dependent on width of the walking facility and the type of walking facility (e.g., walkways, crosswalks, and street corners). For crosswalks, pedestrian capacity and waiting time is affected by turning vehicles, signal timing, pedestrian/vehicle right-of-way laws, and pedestrian platoons meeting in the middle of the street. Street corners at signalized intersections are holding areas as well and can be a critical location in the sidewalk network.

While sidewalk capacity is not an issue, in general, all areas should be designed to a scale that accommodates pedestrians. Street improvements in areas within the City that currently have undersized or no pedestrian facilities should be made a priority, so that the pedestrian system will be better connected and safer. The new mixed-use centers shown on the Land UseDiagram and the areas marked as "Pedestrian Priority Zones" in **Figure 5-1** should be designed with pedestrian comfort and access as a priority. In these areas, sidewalks should be a minimum of eight feet in width to accommodate increased flows. A variety of pedestrian amenities should also be provided near transit stops and adjacent to medium and higher density residential areas. The City should refer to the Safe Routes to School Master Plan and the Bicycle and Pedestrian Corridor Study for guidance on priority routes to make improvements to pedestrian safety and comfort.

GUIDING POLICIES

C-G-4 *Develop a safe and comprehensive bicycle and pedestrian network.*

IMPLEMENTING POLICIES

C-I-9 Expand and maintain a safe and comprehensive bicycle system that connects the City's neighborhoods to regional bicycle routes.

C-I-10 Acquire land for new bicycle routes along Wildcat Creek, as shown in **Figure 5-5**, only if landowners are willing to sell such land or provide easements for public access. If landowners object to route designations, seek alternative routes and amend Bicycle Map accordingly.

C-I-11 Require the provision of bicycle parking and related facilities in new employment-generating development to facilitate multi-modal commute choices.

The City will continue to enforce the Zoning Ordinance requirements for provision of secure bicycle parking facilities at large commercial and industrial employer sites, including racks and lockers that are integrated into the overall site and building design.

C-I-12 Evaluate required improvements for the following routes:

- For bicyclists, evaluate the routes shown on **Figure 5-5**, to determine necessary improvements.
- For pedestrians, evaluate streets within Pedestrian Priority Zones (e.g., San Pablo Avenue, 23rd Street). As shown on **Figure 5-1**, to determine necessary improvements.

C-I-13 Implement the City's adopted Bicycle and Pedestrian Master Plan (2017), Bicycle and Pedestrian Corridor Study (2022), Safe Routes to School Master Plan (2022), and Local Road Safety Plan (2022). Seek funding from various active transportation sources to fund and implement the designs recommended in the Bicycle and Pedestrian Corridor Study.

C-I-14 Create physical improvements to streets and neighborhoods that make walking and bicycling safer, more comfortable, and more convenient.

C-I-15 Generate enthusiasm and increased walking and bicycling by students through events, activities, and programs.

C-I-16 Provide students and the community with the skills to walk and bicycle safely, educating them about benefits of walking and bicycling, and teaching them about the broad range of transportation choices.

C-I-17 Host regular walk audits with school stakeholders to identify popular walking routes and safety issues

C-I-18 Develop Neighborhood Traffic Calming Guidelines.

C-I-19 Update the City's ADA Transition Plan

C-I-20 Implement a Traffic Safety Marketing and Outreach Campaign

C-I-21 Work with WCCUSD to implement a crossing guard program at each San Pablo school.

C-I-22 Implement a Bicycle and Pedestrian Safety Education Program

Instructional classes for youth and adults teach the rules of the road, how to safely ride a bike in different scenarios, and how to safely navigate streets. Explore partnership opportunities with Contra Costa College, and Bike East Bay to develop after-school education and bicycle maintenance programs. Seek support from the San Pablo Police Department to offer educational school assemblies.

C-I-23 Implement a Progressive Safety Enforcement Program

Police officers encourage safe behavior by all road users, focusing on the most common or serious traffic violations. Enforcement is conducted in three phases: first, educate and raise community awareness of the problem; second, warn people of actions that will be taken if violations occur and why; and third, issue citations after the warning period has expired.

C-I-24 Conduct Pre/Post Studies of New Infrastructure

Collect data at key locations prior to installing new pedestrian or bicycle infrastructure, and again after installation, to determine its impact on users.

C-I-25 Bicycle facility design will follow the California Manual on Uniform Traffic Control Devices (MUTCD).

C-I-26 The City will prioritize the development of Class I (shared-use paths) and Class IV (separated and protected) bicycle facilities.

C-I-27 Complete and enhance the pedestrian network with an interconnected system of walkways, continuous sidewalks on both sides of the street, and pedestrian crossings.

C-I-28 Establish a Citywide Safe Routes to School (SR2S) Program.

Following the recommendations of the Bicycle and Pedestrian Master Plan (2017) and the Safe Routes to School (SR2S) Master Plan (2022), the City will coordinate with Contra Costa Health Services to

establish a city-led SR2S program, to ensure that San Pablo schools receive regular, dedicated programming and that the program is sustainable in the long-term.

C-I-29 To maintain walkability and pedestrian safety, consider reducing curb-to-curb road widths and employing roadway design features such as islands, pedestrian refuges, and pedestrian count-down signals.

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

C-I-30 Provide pedestrian facilities that are accessible to persons with disabilities and ensure that roadway improvement projects address accessibility and universal design concepts.

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

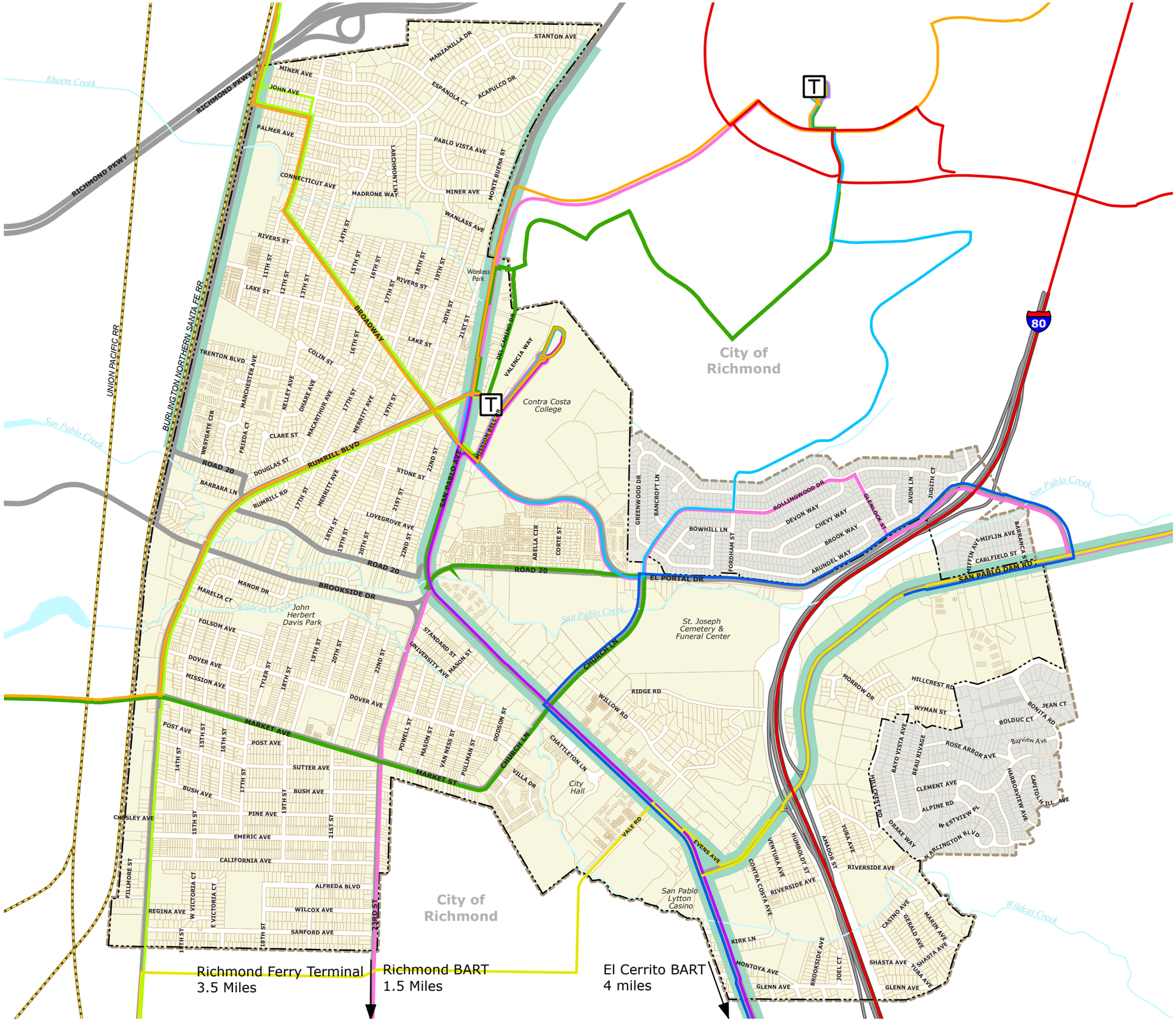
C-I-31 In mixed-use areas or other areas with high pedestrian traffic, provide mid-block pedestrian crossings, where feasible, to create more direct walking routes.

5.4 Public Transit

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

Figure 5-5:

Transit and Truck Routes



Local Transit Routes

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

Transbay Transit Lines

- L
- LA

T Public Transit Hubs

City Limits

Sphere of Influence

Major Roads

Railroads

0 0.1 0.2 0.4
Miles

SOURCE: Kittleson, 2021; City of San Pablo, 2024; Contra Costa County GIS, 2024; Dyett & Bhatia, 2024

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

AC TRANSIT

AC Transit serves 13 cities and adjacent unincorporated areas in Alameda and Contra Costa counties from Richmond/Pinole in the north, to Fremont in the south, to Castro Valley in the east, and west into and from San Francisco. It provides fixed-route bus service on weekdays, weekends, and holidays, linking San Pablo to major retail, institutional, and governmental activity centers located within the service area. There is a Major Transit Hub, known as the "Transit Center" established on the campus of Contra Costa College, near the Student Association Building and the Vocational Building. This stop is a "Timed Transfer Stop" which provides synchronized bus-to-bus transfers. The City is coordinating with AC Transit and West Contra Costa Transportation Commission (WCCTC) to explore the feasibility of Bus Rapid Transit (BRT) along San Pablo Avenue in San Pablo.

WESTCAT

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

BART/AMTRAK

The Bay Area Rapid Transit (BART) provides service to San Francisco as well as Contra Costa, Alameda, and San Mateo counties. The closest BART stations to San Pablo residents are the Richmond and El Cerrito Del Norte stations, which are about 1.5 miles and three miles to south, respectively. The stations are well connected via AC Transit bus routes from San Pablo. Customer parking is available at both stations.

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

Transit Oriented Development (TOD)

Transit Oriented Development or TOD is the combined, intentional planning of dense, mixed use land use that is served by a network of frequent transit and walkable services with a high standard of design in a compact area. TOD promotes a community design that offers housing and transportation choices to residents that are convenient, affordable, and create a high-quality environment and experience for people. TOD represents a necessary step and key strategy toward achieving a more sustainable future. In particular, TOD is critical to delivering on residents' expectations for housing choice, improved livability, and socially strengthened communities.

TOD is comprised of three ingredients, all of which should be coordinated to produce financially viable, technically feasible, and community supported plans that benefit the community. They are, following the acronym for T-O-D:

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

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

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

In 2024, the City adopted a Sustainable TOD Master Plan. The Plan provides analysis and recommendations to facilitate equitable and climate-resilient transit-oriented development in San Pablo. It identified four "Core TOD Priority Areas" in the City, as well as three "Outlying Corridors". The Core TOD Priority Areas are concentrated, connected, transit-serviced, and all on or near San Pablo Avenue. The Outlying Corridors are additional areas that create a supportive network without all of the functions of the Priority Areas.

GUIDING POLICIES

C-G-5 *Encourage the use and expansion of public transportation systems, including decreased peak hour headways on commuter routes, such as San Pablo Avenue.*

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

IMPLEMENTING POLICIES

C-I-32 Continue coordination efforts with public transit providers to maintain transit service that is safe and efficient with convenient connections to high use and activity intersections in the city.

C-I-33 Work with public transit providers to upgrade selected bus-stops with advanced traveler information systems (ATIS).

The installation of the ATIS system will increase bus schedule reliability and maintain traffic flow.

C-I-34 Work with public transit providers to advocate for increased transit frequency in underserved areas in the city.

C-I-35 Work with public transit providers to develop context-sensitive bus-stop designs to enhance passenger safety and transit efficiency along 23rd Street and San Pablo Avenue.

The City will work with AC Transit to develop bus bulb-outs for selected bus-stops along 23rd Street and San Pablo Avenue. Benefits include preventing buses from being delayed by having to pull back into traffic, reducing risk of accidents, and reducing sidewalk congestion whenpassengers are trying to board.

C-I-36 Coordinate with CCTA and the West Contra Costa Transportation Commission regarding the results of the feasibility study of Bus Rapid Transit (BRT) along San Pablo Avenue (underway as of 2025).

C-I-37 Review the existing 5-year paving plan for streets identified in the TOD Master Plan, the Bicycle and Pedestrian Master Plan, or other City and regional transportation plans, and ensure that planned bicycle, pedestrian, and transit improvements are included in repaving. Prioritize projects with a bike, pedestrian, and transit focus in the 5-year paving plan.

C-I-38 Require new development projects to improve adjacent sidewalk and trail facilities when they are developed, and to provide pedestrian and bicycle connections to their site.

C-I-39 **Incentivize Cyclist Facilities in New Development.** Initiate programs to offer incentives for new developments in the TOD Priority Area (as outlined in the TOD Master Plan) for provision of secure bike parking, cyclist-friendly entrances and exits, bike repair hubs, showers and locker rooms in new residential and employment developments. Continue to implement cyclist facilities as outlined in the policy recommendations supported by the Bicycle and Pedestrian Master Plan (2017) and explore improving the zoning ordinance to help incentivize cycling facilities.

C-I-40 Coordinate with El Sobrante and Contra Costa County to improve safe bicycle connections along San Pablo Dam Road east into unincorporated Contra Costa County.

C-I-41 Partner with the City of Richmond to ensure interjurisdictional bicycle, pedestrian, rideshare, and transit connections between the two cities, particularly San Pablo residents to the Richmond BART Station.

C-I-42 Work with Contra Costa County to ensure bicycle, pedestrian, and transit connections between San Pablo and unincorporated Contra Costa County, including the census-designated places of Rollingwood and North Richmond.

C-I-43 Partner with the Alameda County Transportation Commission (ACTC), AC Transit, and Contra Costa Transportation Authority (CCTA), and WestCat Transit to ensure that future high-quality rapid bus and Bus Rapid Transit Service extends north through San Pablo.

5.5 Truck Routes and Freight Rail

TRUCKS

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

FREIGHT RAIL

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

GUIDING POLICIES

C-G-7 *Balance commercial goods movement with the health and quality of life priorities of the community.*

IMPLEMENTING POLICIES

C-I-44 Continue to keep heavy truck traffic outside residential neighborhoods.

C-I-45 Promote safety at railroad crossings through the following measures, as necessary:

- Improvements to pedestrian warning devices at existing railroad crossings;
- Installation of additional warning signage and/or channelization;
- Improvements to traffic signaling at intersections adjacent to crossings;
- Prohibition of parking within 100 feet of crossings to improve the visibility of warning devices and approaching trains;
- Zoning setback and height standards to maintain the visibility of warning devices and approaching trains; and
- Rail safety awareness programs to educate the public about the hazards of at grade crossings.

5.6 Parking

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

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

GUIDING POLICIES

C-G-8 *Foster practical parking solutions to serve community needs while avoiding excessive amounts of surface parking that disrupt the urban fabric of the city.*

IMPLEMENTING POLICIES

C-I-46 Amend the Zoning Ordinance to establish "green" parking design standards that have multiple benefits, such as shared parking for mixed use projects, photovoltaic panels on parking structures to generate energy for parking lot lighting, landscaping and trees in surface parking, provision of Electric Vehicle (EV) charging stations, and use of pervious paving to improve groundwater recharge and promote innovative surface parking design that avoids the appearance of a "sea of asphalt" and reduces environmental impacts. Strategies include, but are not limited to:

- Require parking to be provided behind buildings, wherever feasible;
- Promote the use of time, motion-sensing, and/or solar powered parking lot lights or security lights, wherever feasible;
- Establish specific standards for perimeter landscaping, including the type and coverage required along the edges of surface parking areas adjacent to streets;
- Require a minimum number of trees per parking stall in surface parking areas (e.g. 1 per 8 stalls for double-loaded bays) to provide shade, and reduce urban heat island effects;
- Separate pedestrian pathways from car lanes where possible;
- Promote the use of porous paving and a variety of drainage features according to the site; and
- Restrict use of vacant lots as vehicle parking and outdoor storage of commercial equipment, construction equipment, and similar items unless screened from view from adjacent streets.
- Encourage tandem parking in residential neighborhoods to reduce the amount of pavement dedicated to parking.

C-I-47 Adjust parking requirements in the Zoning Ordinance to avoid over-parking and encourage shared-use of parking with compatible uses. Continue to allow for parking waivers and adjustments where warranted.

C-I-48 Prohibit excessive pavement in residential yards so that residential front yards do not become parking lots.

C-I-49 Conduct parking studies in congested areas and consider parking management strategies, such as permit parking, parking limitations, addition of public parking or other strategies.

C-I-50 Promote use of innovative parking technologies, such as parking lifts and automated parking.

C-I-51 Require convenient and accessible parking facilities for persons with disabilities, consistent with Americans with Disabilities Act (ADA) requirements.

C-I-52 Limit parking within the public right of way based upon considerations of safety, street width, visibility and access to properties.

C-I-53 Continue to enforce parking regulations and prevent spillover of parking from commercial areas into residential neighborhoods.

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

5.7 Transportation Demand Management

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

travelers make better decisions about how they travel, when they travel, where they travel, and which route they travel.

Since 1998, TDM is implemented regionally in Contra Costa County through the 511 Contra Costa program.

GUIDING POLICIES

C-G-9 *Promote efficient use of existing transportation facilities through the implementation of transportation demand management concepts.*

IMPLEMENTING POLICIES

C-I-54 Establish travel demand management programs to reduce peak-hour traffic congestion and help reduce regional vehicle miles traveled.

C-I-55 Allow new development projects to prepare and follow a Transportation Demand Management Plan in exchange for parking reductions or other incentives.

C-I-56 Raise awareness about requirements for businesses and information about the West Contra Costa Transportation Commission (WCCTC)/511 Contra Costa.

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

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6 Parks, Schools, Community Facilities & Utilities

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

6.1 Parks and Recreation

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

EXISTING PARKS AND RECREATION FACILITIES

As of 2024, San Pablo's Recreation Division maintains eight community and neighborhood parks. These parks range in size from the small (0.1-acre) 14th Street Park to the large (11.6-acre) Davis Park. All parks provide valuable recreation opportunities to San Pablo's residents. The types of parks in the city are classified as follows:

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

As shown on **Table 6.1-1,** the total amount of public parkland is approximately 26.5 acres. (This does not include parks that are located on school and college campuses.) The City has a joint-use agreement with West Contra Costa School District and Contra Costa College, allowing the use of their facilities for recreation purposes during non-school hours.

In addition to the parks listed below, two additional parks are in design as of 2025. These include the 4.8-acre McNeil Park, located near Contra Costa College, and a small open space that will be created as part of the San Pablo Avenue Bridge replacement project, which will also include a redesign of Kennedy Plaza. Additionally, a publicly-accessible 0.1-acre playlot is under construction as part of a private townhome development on Chattleton Lane. The completion of these park will bring the total park acreage in San Pablo to 31.4 acres, providing a park ratio of 1.02 acres of parkland per 1,000 residents.

In addition to the operation of the parks, the City also operates a community center co-located at the Helms Middle School. Additionally, the San Pablo Senior Center offers social services and recreational activities. Additional facilities are available at the Wanlass and Davis Park community halls, as well as Maple Hall, which is housed within the new City Hall. Together, these facilities offer a diverse range of services to meet the needs of the community.

Table 6.1-1 Existing Public Parks		
Name	*Type*	*Size (Acres)*
14th Street Park	Neighborhood Park	0.1
Brentz Lane Park	Neighborhood Park	0.8
Kennedy Plaza	Community Park	1.8
Wanlass Park	Community Park	4.6
Davis Park	Community Park	11.6
Wildcat Creek Trail	Linear Park	3.2
Rumrill Sports Park	Community Park	4.4
Happy Friday Park	Neighborhood Park	0.1
Total		**26.6**
Park Ratio (Acres per 1,000 residents)		**0.82**

Source: City of San Pablo, 2024.

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

PARK DEMAND

A major goal of this General Plan is to increase the amount of park and recreation areas in the city. Currently, San Pablo has a ratio of 0.82 acres of parkland per 1,000 residents, which is expected to increase to 0.98 acres per 1,000 residents in the near term, —but this is still far below the goal of three acres of parkland per 1,000 residents that is an industry standard and is referenced in the City's Subdivision Code. The process for determining future land uses for this General Plan specifically addresses this parkland

deficiency. **Figure 6-1** illustrates existing and planned parks and recreational spaces for the City of San Pablo. The number of new parks and open spaces allocated under the General Plan is intended to provide parkland not only to meet demand by new residents, but also to make up the existing deficiency in parkland for current residents. While the exact locations of all of the future parks cannot be determined at this point, seven potential generalized park locations are presented. These include:

1. Near the junction of Road 20 and Rumrill Boulevard;
2. At the junction of Bush Avenue and 17th Street in Old Town (now developed as Happy Friday Park);
3. Near the existing Fire Station along San Pablo Avenue;
4. At the proposed Mixed Use Center at the Circle S/New City Hall site (note that open spaces already developed at the North of Giant Trade Center along Giant Road;
5. Wildcat Creek trail and planned at Chattleton Townhomes lot);
6. On the hill behind Princeton Plaza; and
7. Rumrill Boulevard between Chesley and Market Avenue.

Successful development of parks or open spaces at all of these target locations will add about 24.4 new acres of parkland to the city (see **Table 6.1-2**). This potential development along with the 4.9 acres that are currently being planned or under construction at McNeil Park and Chattleton Townhomes will help increase the parkland ratio from the anticipated 0.98 acres of parkland per 1,000 residents to 1.74 acres of parkland per 1,000 residents. While the proposed future ratio is still lower than the goal established in the City's Municipal Code, it is an appreciable improvement over existing conditions and a more realistic goal for this planning period.

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

Table 6.1-2 Summary of Proposed Parks in San Pablo

Type	*Acreage*
Existing Parks	26.07
Parks in planning/construction	4.9
Proposed Parks	24.4
Total Parkland at Buildout	55.37
Park Ratio (Acres per 1,000 residents)	**1.74**

Source: Dyett & Bhatia, 2010, 2025

Figure 6-1:

Existing and Planned Parks and Recreational Facilities

Park Service Area

- Neighborhood Park
- Community Park
- Linear Park
- Sports Complex
- Open Space
- Planned Park
- Park Expansion/Improvements
- Existing Trail
- Parks Quarter Mile Service Radius
- Parks Half Mile Service Radius
- School/College
- City Limits
- Sphere of Influence
- Major Roads
- Railroads

SOURCE: City of San Pablo, 2024; Contra Costa County GIS, 2024; Dyett & Bhatia, 2024

LINEAR PARKS

In addition to new parks described above, the General Plan proposes a network of linear parks throughout San Pablo. This will be achieved by developing selected parts of Wildcat Creek and San Pablo Creek into green trails. Where possible, existing buffer areas surrounding the creeks will be expanded and provided with a creekside path. In some locations, currently covered creeks can be day-lighted and restored to their natural state. The goal is to help preserve this ecological resource and promote the enjoyment of the creeks. This has already happened at the Davis Park location, but the remaining location is under a shopping center parking lot and may not feasibly be uncovered.

In 2020, the City completed construction of the State and locally funded 2,200-foot-long Wildcat Creek Restoration and Greenway Trail Project, extending from Church Lane on the north to Vale Road to Vale Road on the south. Project benefits include refuge areas for fish, a modified floodplain to accommodate larger flow volumes, a widened creek corridor and the re-planting of native plants on the restored bank. In addition to the in-stream benefits of creating a more natural creek habitat, this project also provides a Class I shared-use path for cyclist and pedestrians.

Once completed, the linear park system will accommodate both pedestrians and bicyclists, and offer amenities such as benches, mileage markers, exercise stations, and/or water fountains. The linear parks will provide additional open space over and above the city's existing and proposed parkland.

COMMUNITY GARDENS

Another proposal in the General Plan is the creation of a system of community gardens. The goal is to provide residents with access to fresh vegetables and help instill a sense of community and connection to the environment. Two community gardens currently exist in San Pablo, with one located at Davis Park and one at Wanlass Park. The General Plan proposes to improve upon and expand this network. One possible community plot could be located at Contra Costa College, on a site to be determined jointly by the College and the City Council. Other gardens may be located on school sites.

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

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

GUIDING POLICIES

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

IMPLEMENTING POLICIES

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

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

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

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

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

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

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

PSCU-I-6 Provide security lighting to illuminate communal areas and pathways in all parks to ensure safety and where feasible, select DarkSky-compliant lighting fixtures that will not produce glare or illuminate the night sky.

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

PSCU-I-7 Continue joint-use park and recreation agreements with West Contra Costa Unified School District and Contra Costa College to improve the community's access to park and recreation facilities with minimal or no financial commitments by the City.

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

PSCU-I-8 Involve citizens, especially youth, in maintaining park areas through participating in park watches, resident-based graffiti watch, trash removal efforts, and clean up and repair. Coordinate with the San Pablo Shines program for implementation.

6.2 Schools and Community Facilities

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

PUBLIC SCHOOLS

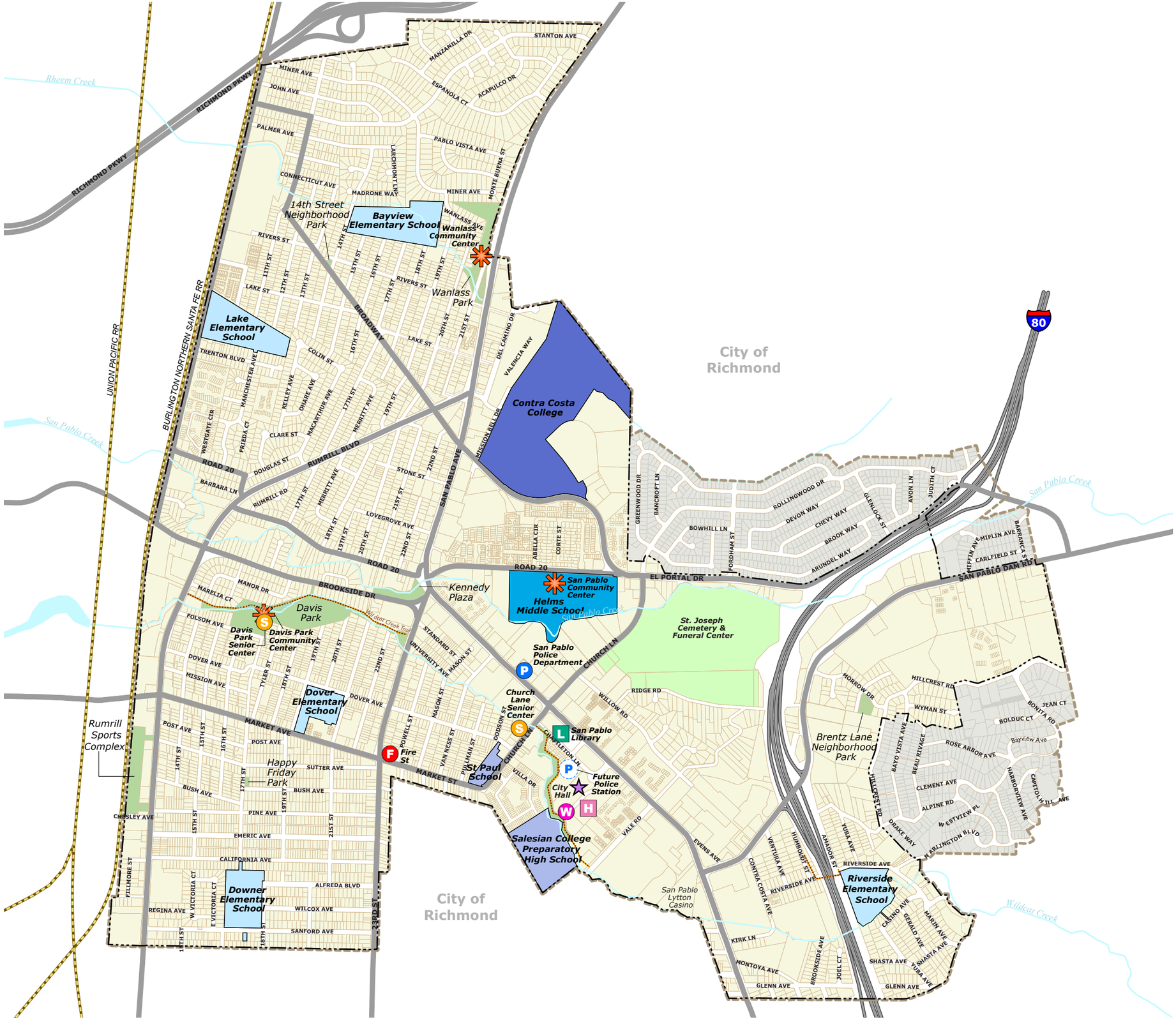
Downer Elementary is one of the seven elementary schools withattendance areas within San Pablo's Planning Area.

The City of San Pablo falls within the service area of the West Contra Costa Unified School District (WCCUSD). The WCCUSD is responsible for providing elementary, middle, and high school education in West Contra Costa County. It operates five elementary schools, one middle school, and one high school within the Planning Area. Outside the Planning Area, two other elementary schools and one high school have attendance areas that include portions of the city. **Figure 6-2** illustrates the locations of these schools.

The combined 2023-2024 enrollment of schools with attendance areas in San Pablo was 2,688 elementary school students, 579 middle school students, and 1,624 high school students. **Table 6.2-1** summarizes enrollment and capacity counts. Due to declining enrollments, all schools within the attendance area are under capacity.

Figure 6-2:

Educational and Community Facilities



Community Centers
City Hall
Existing/Future Police Station
Fire Station
Senior Center
Library
Hospital
Contra Costa County San Pablo WIC
Elementary School
Middle School
Private School
College
Existing Parks
Cemetery
City Limits
Sphere of Influence
Major Roads
Railroads

0 0.1 0.2 0.4
Miles

SOURCE: City of San Pablo, 2024; Contra Costa County GIS, 2024; Dyett & Bhatia, 2024

The WCCUSD is in the process of re-constructing Lake Elementary School, with the new main school building open as of Fall 2024. In recent years, Downer Elementary, Dover Elementary, Riverside Elementary, Helms Middle, and Ford Elementary schools have all undergone either full or partial modernization.

Table 6.2-1 Existing Public Schools in San Pablo

School	*2023-24 Enrollment*	*Total Capacity*
Elementary (K-6)		
Bayview Elementary	332	649
Dover Elementary	485	725
Downer Elementary	405	800
Lake Elementary	346	528
Riverside Elementary	345	380
Ford Elementary[1]	368	532
Highland Elementary[1]	407	637
Elementary School Subtotal	*2,688*	*4,251*
Middle (7-8)		
Helms Middle School	579	1,141
Middle School Subtotal	*579*	*1,141*
High School (9-12)		
Middle College	283	315
Richmond High[1]	1,341	1,853
High School Subtotal	*1,624*	*2,168*
Total	**4,891**	**7,560**

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

Source: West Contra Costa Unified School District, 2024; Education Data Partnership, 2024

St Paul's School, a parish school located on Church Lane, provides private elementary and middle school education in San Pablo. Salesian College Preparatory is a private, Roman Catholic, co-educational, college-preparatory high school, with part of its campus located within San Pablo. Additionally, Middle College, which is located at Contra Costa College is a highly rigorous academic program structured to provide successful and challenging experiences for high achieving students in the area. It is highly ranked and was a 2023 National Blue-Ribbon School, according to the U.S. Department of Education.

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

Table 6.2-2 Student Generation Factors

	Household Type	
Type	*Single Family*	*Multifamily*
Elementary School (K-6)	0.32	0.08
Middle School (7-8)	0.05	0.00
High School (9-12)	0.08	0.06
Total	**0.45**	**0.14**

Source: West Contra Costa Unified School District, 2016.

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

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

Table 6.2-3 shows the buildout student population and school demand in 2035. According to the projections, buildout of the General Plan in 2035 will add approximately 175 elementary school students, 75 middle school students, and 93 high school students. Since existing schools in the area are currently under capacity, they are expected to accommodate the new students. Therefore, no new schools are anticipated under the General Plan. This conclusion holds true in 2025 as well.

Table 6.2-3 Buildout Student Population and School Demand

Type	*Additional Students at Buildout*	*Current Students*	*Total Students at Buildout*	*Current Capacity*	*Percent Remaining Capacity*
Elementary School (K-6)	175	2,688	2,863	4,251	33%
Middle School (7-8)	75	579	654	1,141	43%
High School (9-12)	93	1,624	1,717	2,168	21%
Total	**344**	**4,891**	**5,234**	**7,560**	**31%**

Source: West Contra Costa Unified School District, 2008; Dyett & Bhatia, 2010; 2025.

CONTRA COSTA COLLEGE

Contra Costa College (CCC) is a regional community college located in San Pablo. The College encompasses 22 buildings on 80 acres of land, and had a student enrollment (both full-time and part-time) of over 5,800, as of 2022. Student enrollment has shrunk in recent years due to the region's high prices and funding constraints. Most students come from the cities of San Pablo, Richmond, El Cerrito, Hercules, Pinole, El Sobrante, and Rodeo. The CCC does not have dormitory facilities, and all students arrange their own housing. Under the CCC Facilities Master Plan Project, the College plans to create a new student commons and community building and a new maintenance and operations building, as well as to renovate several existing buildings. The Facilities Master Plan indicates that the college may explore building student and staff housing in the future, but no concrete plans are established at this time.

COMMUNITY FACILITIES

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

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

- *Community Centers.* These facilities are designed to meet the needs of the population for civic meetings, recreational activities, social gatherings, and cultural enrichment. The City owns and operates the new Community Center located next to Helms Middle School on Road 20, the former Senior Center and Multi-use Room at Davis Park, the San Pablo Senior Center on Church Lane, the Community Room at Wanlass Park, and the Maple Hall multi-purpose room at the new City Hall. It also has access to the Wildcat Creek Community Room at the San Pablo Library. When not being utilized for City activities, these facilities are made available to the public for meetings or small social gatherings.
- *Cultural Facilities.* These facilities house scientific and historical exhibits or offer space for artistic performances and presentations. San Pablo's Blume House and Alvarado Adobe are examples of these facilities. Both are administered by the San Pablo Historical Society.

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

- *Civic Buildings.* This category of facilities includes City administrative and public buildings. City Hall, located at 1000 Gateway Avenue, falls under this category. Under construction in 2025 is the new San Pablo Police Headquarters and Regional Training Facility, also on Gateway Avenue. Additional facilities house City's Public Works Maintenance Division.

- *Libraries.* These facilities house literary, artistic, and reference materials for public use and circulation. The newly constructed San Pablo Public Library also offers a meeting room, study room, public computers, and the Wildcat Creek Community Room. It has one of the highest visitor and circulation rates in the County.
- *Medical Facilities.* This category of community facilities includes hospitals, public and private clinics, residential care facilities, and medical offices. Lifelong Urgent Care and the West County Medical Center have been major providers of health services since Doctors Medical Center closed in 2015.
- *Religious Facilities.* Religious facilities include houses of worship and other related uses.

GUIDING POLICIES

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

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

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

IMPLEMENTING POLICIES

PSCU-I-9 Work to make improvements to the recently acquired Rollingwood Community Center, and to the community rooms at Davis Park, perhaps as an arts or cultural center to serve the entire community, subject to availability of funding.

The recently developed Community Center provides an important hub for community education, recreation, and the arts. Improvements to the newly acquired Rollingwood Community Center and renovations to the community room at Davis Park could provide further opportunities for the expansion

of a cultural and arts center or other community-serving goals. One goal of the new and renovated centers could be to serve as a liaison between the local multi-cultural community and the City in the translation and distribution of materials, the promotion of community building, and the advancement of local multi-cultural activities and events.

PSCU-I-10 Pursue funding to develop an indoor Sports Complex or gymnasium in San Pablo to meet the recreational needs of residents.

Additional recreational facilities could be built or renovated at Davis Park or in the Rollingwood Community Center. This may include indoor facilities as well as outdoorfacilities.

PSCU-I-11 Ensure equal access to City facilities and services and other buildings offering health and social services, consistent with Americans with Disabilities Act (ADA) requirements.

PSCU-I-12 Promote artistic and cultural activities—such as art exhibitions and dance performances—by facilitating the use of City venues for art performances by non-profit groups and encouraging community participation in these events.

PSCU-I-13 Create incentives, such as reduced fees or streamlined development review, to attract adult education and vocational schools to the city.

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

PSCU-I-15 Continue to work with West Contra Costa Unified School District and local schools to improve school quality and ensure continued upgrades to school facilities in San Pablo.

Coordinate with the school district to ensure school facilities continue to be upgraded as necessary.

PSCU-I-16 Continue to support initiatives to improve library services and residents' access to the library.

The City will continue to support the newly constructed and highly successful local library It will continue to help improve access and publicize library services by promoting library events on its website and in the City newsletter.

PSCU-I-17 Promote sustainable practices in the design, construction, and renovation of both public and private community-serving facilities.

PSCU-I-18 Facilitate high quality health care and equal access to health care services in San Pablo.

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

PSCU-I-19 Continue to support and assist in the efforts of local institutional and civic organizations to provide basic food, shelter, and clothing to residents in need.

PSCU-I-20 Facilitate the provision of safe, affordable, conveniently-located, and high quality adult care and child-care facilities with flexible hours.

The City will encourage the incorporation of new adult care or child care facilities as stand-alone projects or as part of major new development, and work with private and non-profit organizations to support theprovision of adult care and child care facilities.

PSCU-I-21 Prioritize the development of new, upgraded, or revitalized community facilities and infrastructure in neighborhoods that are currently underserved or where they can be put to maximum use.

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

6.3 Public Utilities

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

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

WATER SUPPLY AND DEMAND

Water supply to the Planning Area is provided by the East Bay Municipal Utility District (EBMUD), which derives its water source from the Mokelumne River in the Sierra Nevada. This water is transmitted, via aqueduct, to storage and treatment facilities throughout EBMUD's service area, and then distributed to customers. EBMUD operates five terminal reservoirs within the East Bay: Briones, Chabot, Lafayette, Upper San Leandro, and San Pablo.[10] The San Pablo Reservoir is located in a valley north of Orinda, south of El Sobrante and Richmond, and east of the Berkeley Hills.

The total capacity of the EBMUD water supply system is constrained by the inherent dependence on seasonal rainfall and collected snowpack in the Sierra Nevada watershed. On an average annual basis, approximately 90 percent of the water used by EBMUD comes from this source. The secondary source of water is the runoff from local watersheds at EBMUD's terminal reservoirs in the East Bay area. According to EBMUD's 2020-2021 Annual Report, the total average water production was 181 million gallons per day (mgd). San Pablo's estimated share of the total, calculated using proportionate share of the total service population, is only 4.2 mgd or about 2.3 percent of the total.

Water Quality

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

[10] EBMUD Urban Water Management Plan 2020, page 17

Projected Demand

The demand for water by East Bay communities is expected to increase over the next 30 years. According to EBMUD's 2020 Urban Water Management Plan, EBMUD required approximately 238 mgd of water to supply all its service areas in 2020. After taking into account conservation and other water recycling programs that each city is expected to adopt on their own, EBMUD still required 181 mgd of water to meet demand (see **Table 6.3-1**). By 2040, this demand is expected to increase by 16 percent to 277 mgd.

EBMUD evaluated several different scenarios to assess its need for water under potential future conditions. The results of evaluation indicate that under base condition assumptions, EBMUD can meet customer demand out to 2050 during normal years and single dry years; however, during multi-year droughts, even with customer demand reduction measures in place, EBMUD will need to obtain supplemental supplies to meet customer demands, including Central Valley Project water from the American River.

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

Table 6.3-1 Projected Water Demand and Supply in EBMUD Service Area[1]

	2020	*2030*	*2040*
Population			
EBMUD Service Area Population	1,405,000	1,542,000	1,704,000
San Pablo Population	32,127	33,580	34,950
Percent of San Pablo to EDMUD Population	2.3%	2.2%	2.1%
Demand			
Total EBMUD Water Demand (mgd)	238	254	277
Adjustment for Conservation (mgd)	-48	-58	-61
Adjustment for Recycled Water (mgd)	-5	-6	-9
EBMUD Planning Demand	181	190	201
San Pablo's Planning Demand[2] (mgd)	4.2	4.3	4.3

[1]EBMUD service areas include both incorporated and unincorporated areas in Alameda and Contra Costa counties.
[2] San Pablo-specific water demand data were not available from EBMUD. Therefore, San Pablo existing and future water demand was estimated to be proportionate to the city's share of total service area population. E.g. In 2020, San Pablo's population is 2.3 percent of the service area total, so water demand is also estimated to be 2.3 percent of the total demand.

Source: East Bay Municipal Utilities District, Urban Water Management Plan 2020; City of San Pablo, 2024.

Water Conservation

Water conservation and recycling measures are critical elements of EBMUD's water management plan. The agency takes a rigorous approach to water conservation, and expects to conserve and recycle about 66 mgd of water annually, equivalent to a 37.5 percent reduction of the annual demand by 2050. EBMUD promotes water conservation through education and outreach as well as offering water conservation programs that help residential and business customers save money and increase efficiency. Its water conservation programs include free water audits, rebates for water-conserving faucets, aerators, and showerheads, rebates for high- efficiency irrigation equipment upgrades, and grants for drought- tolerant landscaping in public areas. In addition to its residential and business customers, EBMUD also works directly with schools, civic groups, and cities to help them reduce water use and recycle.

While the City of San Pablo does not offer financial incentives as EBMUD does, it promotes water conservation through other means, including city regulations requiring new and remodeled homes to install high-efficiency toilets and showerheads, requiring drought-tolerant landscaping on new development projects, and incentives such as rebates for lawn conversions, irrigation equipment, and grey water usage amongst others. The City also regularly publishes water conservation and recycling information in its newsletters to promote the use of water recycling systems and remind residents of EBMUD rebate and grant programs.

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

WASTEWATER

Wastewater treatment and disposal services in the city are provided by the West County Wastewater District (WCWD). WCWD has a service area of 16.9 square miles which includes the City of San Pablo. The wastewater treatment plant located in North Richmond has a capacity of 12.5 mgd. The average influent flow is about 6.9 mgd, but some months approached plant capacity as summarized in Table 6.3-2. The sewer lines in the city are generally made from vitrified clay pipe and some ductile iron. Most of the collection system infrastructure is more than 50 years old, but the oldest pipelines are progressively being replaced or rehabilitated through the District's Priority Pipes Project.

According to WCWD's District Engineer, there are no current or anticipated problems with treatment quality or standards and the current infrastructure is sufficient to meet existing demands. However, because infrastructure is designed based on current zoning classifications (which allow lower density than what is anticipated at buildout); larger pipes will be required if new developments generate higher flows than anticipated. The WCWD is continuously updating its facilities and has been replacing and upgrading defective and deficient pipelines in the San Pablo Planning Area in accordance with its 2023 Collection System Rehabilitation and Replacement Plan.

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

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

mgd= million gallons per day

Source: West County Wastewater District, 2010.

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

STORM DRAINAGE

In San Pablo, storm water runoff is conveyed via a combination of natural and man-made drainage infrastructure. including creeks and drains. Rainwater is transported via overland flow, gutters, storm drain inlets, bioretention facilities, pipes and outfalls to one of three creeks (Wildcat Creek, San Pablo Creek, or Rheem Creek). . Creeks in San Pablo are prone to flooding due to their shallow bed and high water table. The City has limited control over the creek flow and capacity because large portions of the creeks are located on private property. In addition to creek flooding, the Old Town area of the City can be prone to flooding during the rainy season. To prevent flooding, the City encourages homeowners along the creeks to help keep the creeks clear of obstructions and to purchase flood insurance through the National Flood Insurance Protection program, in which the City is a participating jurisdiction. Also, all properties that are within the flood zone are required to design any construction projects to comply with the City's Flood Ordinance and federal and state requirements for floodproofing.

The City of San Pablo participates in the Contra Costa Clean Water Program, which assists countywide efforts in implementing the City's National Pollution Discharge Elimination System (NPDES) permit. The NPDES permit is issued by the San Francisco Bay Regional Water Quality Control Board to require actions that prevent the discharge of non-stormwater into the storm drain system and watercourse.

ELECTRICITY AND GAS

Pacific Gas & Electric (PG&E) currently provides gas and electric services to San Pablo homes and businesses. The utility company obtains its energy supplies from nuclear power plants, wind and solar farms, and other largely renewable sources in northern California and delivers electricity through high

voltage transmission lines. Electrical power is delivered to homes via various distribution feeders located throughout the city.

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

SOLID WASTE COLLECTION AND RECYCLING

Solid waste collection service is provided by Richmond Sanitary Services, a subsidiary of Republic Services, Inc. The solid waste collection services agreement is managed by the City of San Pablo. Solid waste post-collection services (i.e., the processing of waste material after collection for recycling, composting or landfill) is managed by the West Contra Costa Integrated Waste Management Authority (WCCIWMA), also known as RecycleMore.

RecycleMore is a joint powers agency created by the Member Agencies which include the cities of El Cerrito, Hercules, Pinole, Richmond, San Pablo and portions of unincorporated Contra Costa County (i.e., El Sobrante, North Richmond, Tara Hills, Rollingwood, East Richmond Heights, Bayview, and Montalvin Manor). Within its jurisdiction, the Authority provides waste processing management services of the franchised waste stream which includes the landfill, recyclables, composting, and Household Hazardous Waste (HHW). RecycleMore is also charged with implementing and making sure the region is in compliance with California State Laws such as AB 939, AB 1826, and SB 1383, which mandate reducing the amount of waste materials going to landfill.

Trash collection in San Pablo is provided by Richmond SanitaryServices.

Republic Inc. owns and operates a 21-acre site in Richmond including the West Contra Costa County Sanitary Landfill, the Golden Bear Transfer Station, a household hazardous waste facility, and an integrated resource-recovery facility.

Currently, the majority of West County's waste is brought to the Keller Canyon Landfill in Pittsburg. The Keller Canyon facility has a maximum capacity of 75 million cubic yards and has about 25 years of additional capacity.

While landfill capacity is not an issue, the service agreements between RecycleMore and Republic Services for solid waste disposal, recycling processing, and composting are due to expire on June 30, 2025. RecycleMore released an RFP in 2024 and is soliciting bids for post-collection services for the West County service area.

Recycling and Hazardous Wastes

Recycling and material sorting are carried out at the Richmond facility prior to sale and shipment to manufacturers. Richmond Sanitary Services currently offers weekly service for all collection carts. San Pablo has a three-bin sorting system with a comingled recyclable waste (blue cart), green/compost waste (green cart), and landfill waste.

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

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

Solid Waste Diversion

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

In 2022, the West County WMA had a residential per capita disposal rate of 4.2 pounds per person per day (PPD) and an employment per capita disposal rate of 15.5 PPD, which met the targets set for that year. In 2023, the West County WMA once again met and exceeded the targets by achieving the residential per capita and employment per capita disposal rates of 4.4 PPD and 16.3 PPD, respectively.

Table 6.3-3 West Contra Costa Integrated Waste ManagementAuthority Disposal Rates

	Population Disposal (PPD[2])		Employment Disposal (PPD)	
Year	Target	Annual	Target	Annual
2021	5.4	4.2	22.1	16.6
2022	5.4	4.2	22.1	15.5
2023	5.4	4.4	22.1	16.3

[2] PPD = Pound per person per day.

Source: CalRecycle, 2023.

GUIDING POLICIES

PSCU-G-5 *Continue to ensure the successful provision, maintenance, and operation of City-owned public infrastructure and utilities.*

PSCU-G-6 *Support the efficient use and conservation of water.*

PSCU-G-7 *Maintain a comprehensive storm drainage system to protect life and property.*

PSCU-G-8 *Enhance waste reduction and recycling in San Pablo.*

IMPLEMENTING POLICIES

Water Supply and Conservation

PSCU-I-22 Coordinate with East Bay Municipal Utilities District (EBMUD) to provide an adequate and clean water supply.

The City will work with EBMUD to update and support compliance with the District's Water Supply Management Program.

PSCU-I-23 Establish water saving and conservation standards for new development in compliance with CalGreen, the Water Efficient Landscape Ordinance (WELO) and other codes. Standards may include, but are not limited to, the following:

- Requiring new residential developments to install low-flush toilets and water saving shower heads;

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

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

PSCU-I-24 Reduce water use in municipal buildings and City operations.

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

PSCU-I-25 Consider adoption of a Water Conservation Ordinance to promote the conservation of water and reduce water waste in San Pablo, beyond the water conservation measures already included in Water Efficient Landscape Ordinance (WELO), adopted in 2020.

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

The Water Conservation Ordinance will establish restrictions on water uses such as lawn and landscape watering and the filling of fountains and swimming pools, as well as penalties for violations.

It also will establish consumption reduction measures to be adopted when State or countywide water rationing is in effect.

PSCU-I-26 Promote water conservation through public education, including but not limited to the following:

- Encouraging educators to include water conservation in their curriculums;
- Promoting the use of drought resistant plants and turf in yards and gardens;
- Highlighting the availability of EBMUD water conservation programs to residents, including the Lawn Conversion Rebate, the Landscape Design Assistance Program, the Flowmeter and Graywater Rebates, and other programs; and
- Providing tips to households and businesses on water conservation.

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

PSCU-I-27 Consult with EBMUD about starting a recycled water program for San Pablo to irrigate parks, recreational facilities, and landscaping.

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

PSCU-I-28 Provide educational materials to support the development of safe and effective on-site gray water systems for local homes and businesses, consistent with State codes and the California Plumbing Code.

Gray water is generally defined as untreated household waste water that comes from bath tubs, showers, bathroom wash basins, and clothes- washing machines. Not only does the re-use of graywater conserve treated tap water, but gray water can also benefit plants because it

often contains nutrients such as nitrogen and phosphorus. The most current California gray water standard established in the State Plumbing Code allows single fixture systems to be installed without permits. The City will let residents know thesesystems do not require permits.

PSCU-I-29 Provide educational materials to support the development of inexpensive and effective rainwater harvesting systems for local homes and businesses.

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

Wastewater and Stormwater

PSCU-I-30 Require, as a condition of project approval, stormwater drainage and sewer improvements in proportion to a project's impacts, including upgrades, replacements, or repairs to older stormwater collection systems, as necessary and as indicated by agency and City Engineer review.

PSCU-I-31 Maintain master storm drain system maps that identify locations where easements should be reserved for eventual installation of pipes and structures to ensure appropriate storm drainage management.

PSCU-I-32 Coordinate with the West County Wastewater District to address planning capacity and identify deficiencies in the waste water collection system.

PSCU-I-33 Update zoning standards to minimize storm water runoff rates and volumes, control water pollution, and maximize recharge of local groundwater aquifers. New development will be required to include features that reduce impermeable surface area and increase infiltration. Such features may include, but are not limited to:

- Canopy trees or shrubs to absorb rainwater;
- Grading that lengthens flow paths and increases runoff travel time to reduce the peak hour flow rate;
- Removing curbs and gutters from parking areas where appropriate to allow stormwater sheet flow into vegetated areas;
- Permeable paving and parking area design;
- Stormwater detention and retention basins to facilitate infiltration; and
- Integrated or subsurface water retention facilities to capture rainwater for use in landscape irrigation and other non-potable uses.

Other Utilities

PSCU-I-34 Continue to work with the Pacific Gas & Electric Company on undergrounding of electric lines where feasible.

PSCU-I-35 Encourage utility agencies to use existing transmission corridors for future power transmission line development.

PSCU-I-36 Review all new development for opportunities to incorporate high quality wiring, fiber optics, and adaptable systems, such as pre-wiring for photovoltaic and dual plumbing for recycled water use.

PSCU-I-37 Encourage telephone and communication system providers to upgrade and incorporate state of the art communication technologies, such as wireless internet technology, throughout the city.

Solid Waste Collection and Recycling

PSCU-I-38 Per California State Law, require adequate recycling collection services in all residential and non-residential buildings.

PSCU-I-39 Promote the importance of waste reduction and recycling, as well as the safe disposal of hazardous materials, to San Pablo residents and businesses owners.

Avenues of communication of waste reduction andconservation measures may include online outreach, articles in localnewsletters, , and the City website.

PSCU-I-40 In conformance with State Law, ensure that provisions for recycling are made part of the building design for new multifamily development

Require multifamily building property owners to provide recycling containers in refuse collection areas that are within buildings or screened so as notto be visible from public streets.

PSCU-I-41 Reduce construction waste in San Pablo by applying the State required Waste Reduction and Construction Debris Recycling measures under CalGreen that require developers to:

- Reuse building materials, or use materials with recycled content, to the maximum extent possible;
- Submit a 'Construction and Demolition Materials Management Plan' indicating the estimated volume or weight of project construction and demolition materials, by materials type, to be generated; the maximum volume or weight of materials the project will divert; the vendor or diversion facility; and the volume or weight of residual materials that would be transported for disposal in a landfill;
- Schedule time for deconstruction and recycling activities to take place during project demolition and construction phases; and

- Divert at least 65 percent of recyclable debris (such as paper-based boards, ceiling tiles, wood, or aluminum) generated from projects from landfill disposal to reuse or recycling options.

Construction and demolition materials constitute approximately 13 percent of the materials of the waste stream in the State and these materials have significant potential for waste reduction and recycling.

PSCU-I-42 Reduce waste production in all City operations by using post-consumer recycled paper and other recycled materials.

The City has an Environmentally Preferable Purchasing Policy in compliance with SB 1383 that requires specific post-consumer purchasing.

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7 Open Space & Conservation

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

7.1 Open Space Resources

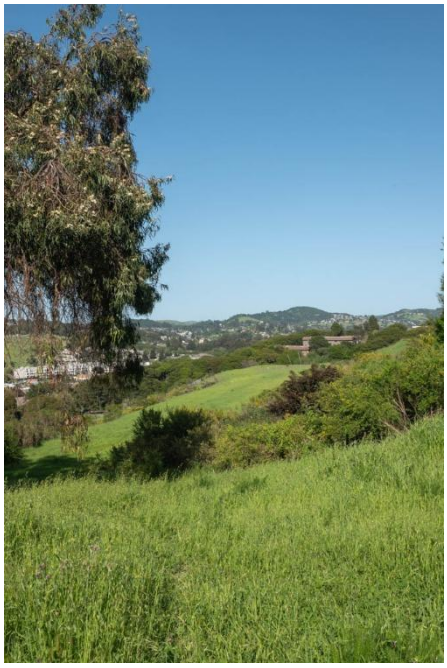
An open space is defined as any parcel of land or body of water that is essentially unimproved and undeveloped, including parks, ridges and slopes, creeks, unique natural areas, wildlife habitats, and areas suitable for nature study. State planning law (Government Code Section 65560) provides a structure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

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

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

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

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



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

EXISTING OPEN SPACE

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

According to the California Environmental Protection Agency (CalEPA) large portions of San Pablo are designated as a disadvantaged community. As such, it is important that residents have access to open space in a manner that considers social, economic, and racial equity.

The following policies address preservation and enhancement of open space generally.

GUIDING POLICIES

OSC-G-1 *Acquire, protect, and enhance open space, including hillsides, for the benefit of future generations.*

OSC-G-2 *Work to preserve undevelopable open space and hillside areas to meet multiple needs, including bike and pedestrian linkages, stormwater drainage, wildlife habitat, and active and passive recreation opportunities.*

OSC-G-3 *Strive to provide access to open spaces for all residents in a manner that considers social, economic, and racial equity.*

IMPLEMENTING POLICIES

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

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

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

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

7.2 Biological Resources

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

FLORA AND FAUNA

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

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

Figure 7-1:

Vegetation and Special Status Species

Vegetation Type

- Moderate Grasslands
- Non-Native / Ornamental Grass
- Non-Native / Ornamental Hardwood
- Coast Live Oak Forest / Woodland
- Central Coast Riparian Forests
- Blue Oak Forest / Woodland
- Eucalyptus
- Urban

Special Status Species (CNDDB)

- San Pablo Song Sparrow
- Western Bumble Bee
- Long-Styled Sand-Spurrey
- California Ridgway's Rail
- San Pablo Vole

Critical Habitat (USFWS)

- Alameda Whipsnake (Striped Racer)

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

0 0.1 0.2 0.4
Miles

SOURCE: Special Status Species, California Natural Diversity Database (CNDDB), 2025; Critical Habitat for Threatened & Endangered Species, US Fish & Wildlife Service (USFWS), 2025; City of San Pablo, 2024; Contra Costa County GIS, 2024; Dyett & Bhatia, 2024

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

Table 7.2-1 Habitat Types

Name	*Total Acres*
Urban	235
Coastal Oak Woodlands	18
Annual Grassland	125
Valley Foothill Riparian	79
Eucalyptus	9

Source: Environmental Science Associates, 2009.

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

Fauna found in the Planning Area are generally those species that have adapted to human habitation, such as starlings, golden crowned sparrows, and rock pigeons, or those species that use the habitat in San Pablo to forage or nest while on their migratory route, such as the San Pablo vole, salt-marsh harvest mouse, northern harrier, California clapper rail, short eared owl, white tailed kite, and salt marsh wandering shrew. Steelhead trout, Salmonid, and carp can also be found in San Pablo Creek, despite their inability to migrate up and down the creeks due to the presence of concrete box channels.[11] Besides fish, birds, and insects, there is little evidence of other species in the city. No large mammalian species or predators have ever been found in San Pablo due to the city's small natural habitat.

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

REWILDING

Rewilding is the process of restoring an area of land to its natural uncultivated state. Examples of rewilding in San Pablo could include opportunities to preserve, enhance, and expand an integrated network of open space to support beneficial uses, such as habitat, recreation, natural resources, historical and

[11] Carp is a non-native species to San Pablo. Their presence in San Pablo Creek isprobably the result of people releasing them into the Creek.

tribal resources, water management, and aesthetics. The recently completed Wildcat Creek Restoration and Greenway Trail is an example of a successful inner-city rewilding effort.

SPECIAL STATUS SPECIES

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

Table 7.2-2 Special Status Species

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

Source: California Natural Diversity Database, 2024; National Marine Fisheries Service,2005

GUIDING POLICIES

OSC-G-4 *Protect and enhance wetlands, creek systems, and rare and endangered species and their habitats.*

IMPLEMENTING POLICIES

OSC-I-4 Require protection of sensitive habitat areas and "special status" species through measures implemented in new development in the following order: 1) avoidance, 2) on-site mitigation, and 3) offsite mitigation, and require assessments of biological resources prior to approval for any development within a creek corridor.

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

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

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

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

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

OSC-I-7 Preserve and protect undeveloped hillside areas for their potential habitat value and as a visual and open space resource.

OSC-I-8 If site work or construction (i.e., ground clearing or grading, including removal of trees or shrubs) activities are to occur during the nesting or breeding season of protected animal species, the appropriate studies should be conducted prior to construction activities. The results/impacts of such studies should be followed to ensure compliance with pertinent regulations.

OSC-I-9 Explore opportunities for rewilding in San Pablo. This could include opportunities to preserve, enhance, and expand an integrated network of open space to support beneficial uses, such as habitat preservation, recreation, natural resources, historic and tribal resources, water management, and aesthetics.

OSC-I-10 Consider establishing a natural communities conservation plan to provide for coordinated mitigation of the impacts of new development.

OSC-I-11 For any development projects involving removal of mature trees and/or demolition of vacant buildings (both potential habitats for special-status bats), require a pre-construction survey by a qualified wildlife biologist to determine if bats are present using an acoustic detector. Require implementation of feasible recommendations of the biologist on removal of trees with signs of bat activity during a period least likely to adversely affect the bats, or the creation of a "no disturbance" buffer, if a viable alternative.

7.3 Water Resources

Water resources include groundwater and surface water resources. Groundwater refers to water found beneath the water table in the form of saturated soil. In some parts of northern California, groundwater may also be found in underground aquifers. Surface water refers to water collecting on the Earth's surface such as creeks or ponds. All surface water eventually percolates into the soil, evaporates into the air, or flows into the sea.

Aquifers are natural underground formations that are saturated with water, and from which water can be withdrawn.

GROUNDWATER BASIN

San Pablo is located atop the East Bay Plain Subbasin. The subbasin is a northwest trending alluvial plain bounded on the north by San Pablo Bay, on the east by the contact with Franciscan Basement rock, on the west by San Francisco Bay, and on the south by the Niles Cone Groundwater Basin. Several creeks, including San Pablo Creek and Wildcat Creek in the Planning Area, flow across the subbasin. Average precipitation in the subbasin ranges from about 17 inches in the southeast to greater than 25 inches along the eastern boundary, most of which occurs between the months of November and March.

According to the Department of Water Resources, the subbasin has an underground storage capacity of 2,670,000 acre-feet at a level of 350 feet above mean sea level, and extending to a depth of 1,000 feet below mean sea level. Over the years, the subbasin aquifer water levels have varied between 10 to 140 feet below mean sea level. The lowest recorded water level occurred in 1962. Water levels in the aquifers generally rise and fall in tandem with periods of abundant rainfall or drought. Since the majority of East Bay cities obtain their water from surface reservoirs or the Mokelumne River, extraction from wells only account for a fraction of the groundwater storage.[13]

GROUNDWATER QUALITY

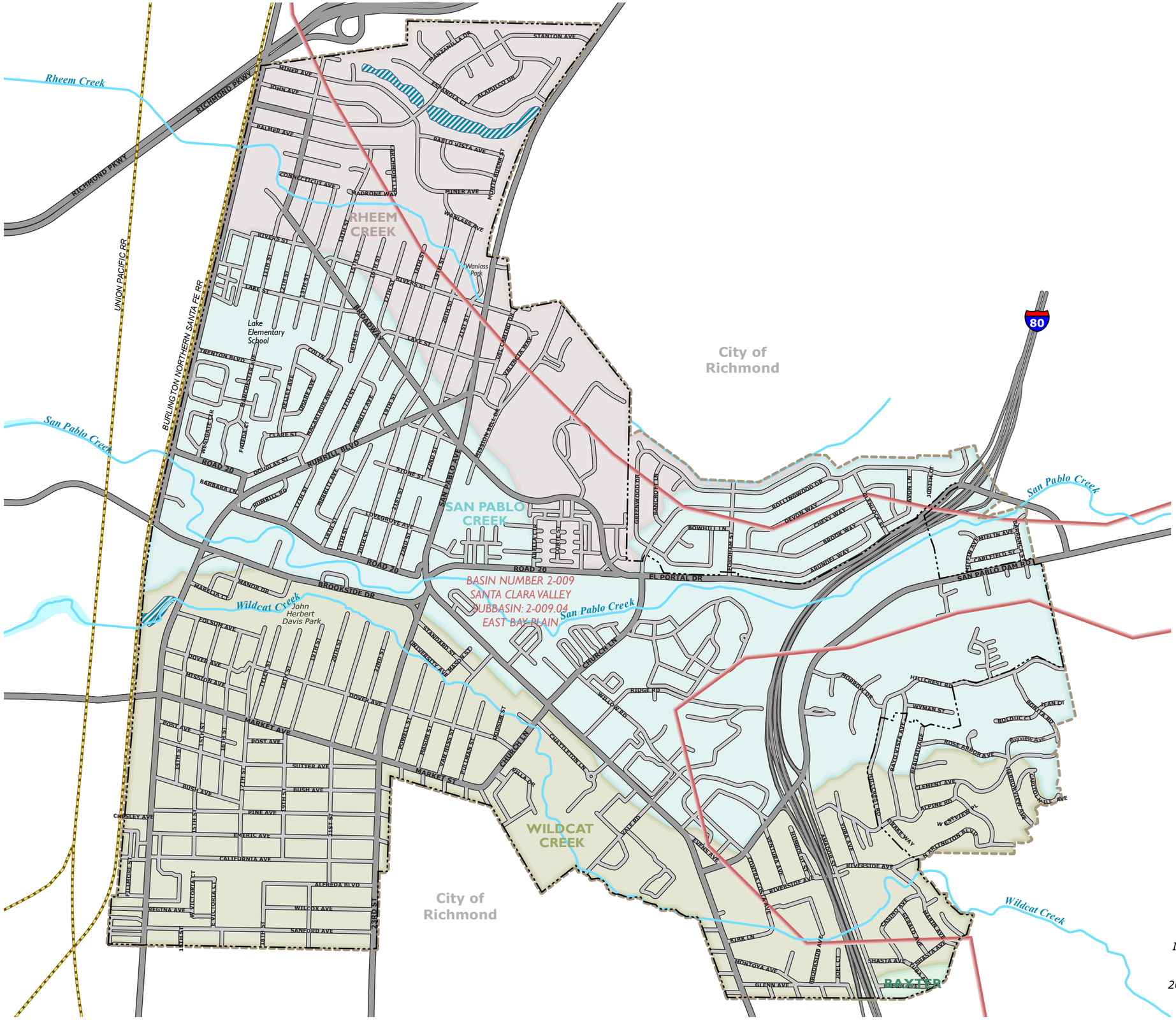
In general, groundwater throughout the subbasin is suitable for urban and agriculture use. The groundwater quality rarely exceeds the maximum contaminant levels recommended by the State Water Resources Control Board. However, 15 of 29 wells in the subbasin had Total Dissolved Solids greater than 500 milligrams per liter (the maximum) when they were tested in 2002. Similar results were found in 2022 East Bay Plan Subbasin Groundwater Sustainability Plan reported records of wells over 50 feet deep in the El Cerrito/San Pablo/Richmond area. As such, groundwater is generally not recommended for drinking.

Besides contaminant levels, groundwater use is complicated by other factors including high salt levels due to the proximity to San Francisco Bay, and the risk of contamination through the

[13] California Groundwater Bulletin 118, Santa Clara Groundwater Basin, 2004.

Figure 7-2:

Water Resources



- Creeks
- Wetlands

Watersheds

- Wildcat Creek
- San Pablo Creek
- Rheem Creek
- Baxter / Cerrito Richmond Drainages

Groundwater Basin Boundary

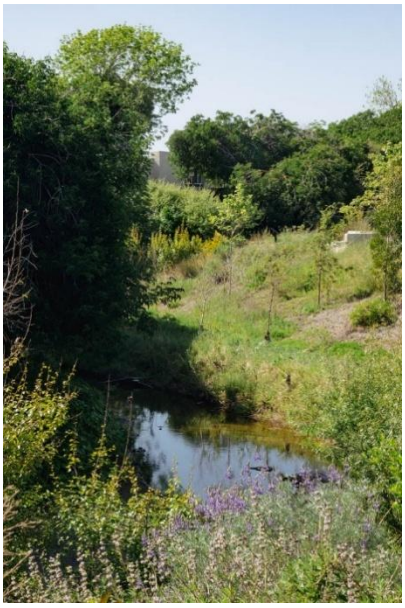
- Santa Clara Valley - East Bay Plain Subbasin

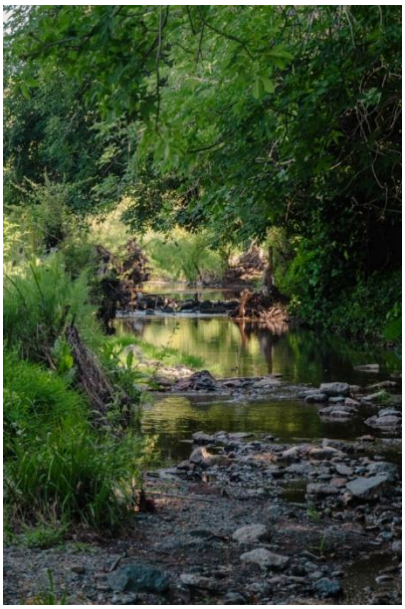
- City Limits
- Sphere of Influence
- Major Roads
- Minor Roads
- Railroads

0 0.1 0.2 0.4
Miles

SOURCE: National Hydrography Dataset, USGS, 2018; National Wetlands Inventory, USFWS, Data accessed 2021; Contra Costa County Watersheds, Contra Costa Clean Water Program at (https://www.cccleanwater.org/community/watersheds), 2009; CA Bulletin 118 Groundwater Basins, Department of Water Resources, 2020; City of San Pablo, 2024; Contra Costa County GIS, 2024; Dyett & Bhatia, 2024

release of fuels and solvents from East Bay factories. In part because of these factors, no groundwater wells exist in San Pablo. The City does not need to rely on groundwater since it receives all its water from the East Bay Municipal Utility District; which derives its water from the Sierra ranges. Drinking water supply is described in more detail in Chapter 6: Parks, Schools, Community Facilities, and Utilities.





Wildcat Creek is one of the three principal creeks running through San Pablo. Creek water is not potable due to the presence of dissolved pollutants and suspended materials.

SURFACE WATER

The City of San Pablo lies within the West County Major Watershed region – a geographic entity in West Contra Costa County that includes the peer cities of El Cerrito, Richmond, Pinole, and Hercules. The West County Major Watershed region is bounded by East Bay Hills to the east, the San Pablo Bay to the west, and Alameda County to the south. Watercourses in the region generally run from a south-east to north-west direction and empty into the San Francisco and San Pablo bays. Among these are Rheem Creek, San Pablo Creek, and Wildcat Creek. The watersheds for each creek are shown in **Figure 7-2**.

Rheem Creek is a small, intermittent stream with a watershed under two square miles confined to the northern portion of San Pablo. It is channelized in approximately half its length in San Pablo.

San Pablo Creek is a year-round watercourse and Wildcat Creek is an intermittent stream. Both creeks have their headwaters in the hills east of San Pablo. Of the two, San Pablo is the larger watercourse, draining an area approximately 10 square miles. It is regulated in the upper watershed by two dams: Briones Dam and Reservoir, and San Pablo Dam and Reservoir. Wildcat Creek is largely unregulated and has a drainage area of approximately 11 square miles.

SURFACE WATER QUALITY

Surface water quality is low in San Pablo's creeks owing to their location in the midst of an urban environment. The California State Water Board has listed San Pablo and Wildcat Creek on the Section 303(d) of the Federal Clean Water Act list for Diazinon, a chemical compound commonly used in insecticides. The Contra Costa Clean Water Program monitors the creeks in Contra Costa County through its annual Urban Creeks Monitoring and 5-Year Bioassessment reports as required by the National Pollutant Discharge Elimination System (NPDES) permit. The 2022 Urban Creeks Monitoring Report found a California Stream Condition Index (CSCI) Score of 'Very Likely Altered' for San Pablo and Wildcat Creek. The CSCI score indicates whether, and to what degree, the ecology of a stream is altered from a healthy state. A score of 'Very Likely Altered' indicates that the creek's chemistry and physical environment are heavily impacted, indicating low water quality.

A major culprit of low water quality is stormwater run-off from commercial and residential areas which transports pollutants—such as pet waste, fertilizers, oil and trash—into the creeks.[12] Although most of these pollutants are washed out into the San Pablo Bay, some materials may be trapped in the creek environment if they are caught in vegetation and debris jams. The condition of these creeks highlights the importance of controlling illegal dumping, reducing urban runoff, and promoting the use of runoff filtration systems.

GROUNDWATER RECHARGE AND STORMWATER MANAGEMENT

Being small in size, located inland, and heavily urbanized, the City of San Pablo does not possess large swaths of wetlands or marshes that can act as retention areas for storm or flood waters and natural groundwater recharge or filtration.

A further challenge is that the city's creeks and associated riparian systems (especially San Pablo Creek and Wildcat Creek) may accommodate water for groundwater recharge and stormwater management to a limited degree due to their constrained and at times discontinuous nature (portions of the creeks are carried on concrete channels or are hidden underground). The areas along the creeks most able to accommodate groundwater recharge and stormwater management are the natural riparian areas next to St Joseph Cemetery and Davis Park.

The following policies are designed to protect and enhance surface and groundwater quality in San Pablo.

GUIDING POLICIES

OSC-G-5 *Ensure both access and ecological functionality of the creek system in San Pablo.*

OSC-G-6 *Protect water supply and quality through conservation and good stormwater management practices.*

[12]NPS San Pablo Creek and Wildcat Creek Water Quality Conditions (CCA Volume #97 and #101), State of the Critical Coastal Areas Reports, California Coastal Commission, 2006.

IMPLEMENTING POLICIES

OSC-I-11 Maintain, protect, and enhance San Pablo's creeks, including Rheem, San Pablo, and Wildcat creeks, as local environmental and aesthetic resources, with approaches including, but not limited to:

- Establishing a Creek Improvement Program to widen, day-light (where possible), and improve San Pablo and Wildcat creeks for the enjoyment of residents;
- Strengthening stormwater management requirements for properties adjacent to the creek areas by applying techniques that maintain or restore nature character;
- Enforcing restrictions on the planting of invasive species near creek areas;
- Identifying and working with property owners to take advantage of unique opportunities where human active use (e.g., through trail development) would enhance creek appreciation without disrupting ecological function;
- Working with developers to "daylight" portions of creeks that have historically been channelized underground under existing paved areas (e.g. parking lots); and
- Requiring minimum setbacks of at least 25 feet from the top of the creek bank for development proposed adjacent to creeks, in keeping with City development regulations and Best Management Practices.

OSC-I-12 Develop a mechanism whereby property owners with properties adjacent to creeks to participate in the cost of creek improvement maintenance. Any property owner maintenance efforts should require City approval to ensure integrity of the waterway and minimize any upstream or downstream impacts.

OSC-I-13 Continue to work with the Regional Water Quality Control Board (RWQCB) to protect and improve ground- and surface-water quality in the region.

Additional policies to control stormwater and reduce urban runoff are in the 'Wastewater and Stormwater' section of the Parks, Schools, Community Facilities, and Utilities Element.

7.4 Land Resources

Land resource policies relate to the conservation of soils and other resources that are in the earth, and the prevention and control of soil erosion.

SOILS

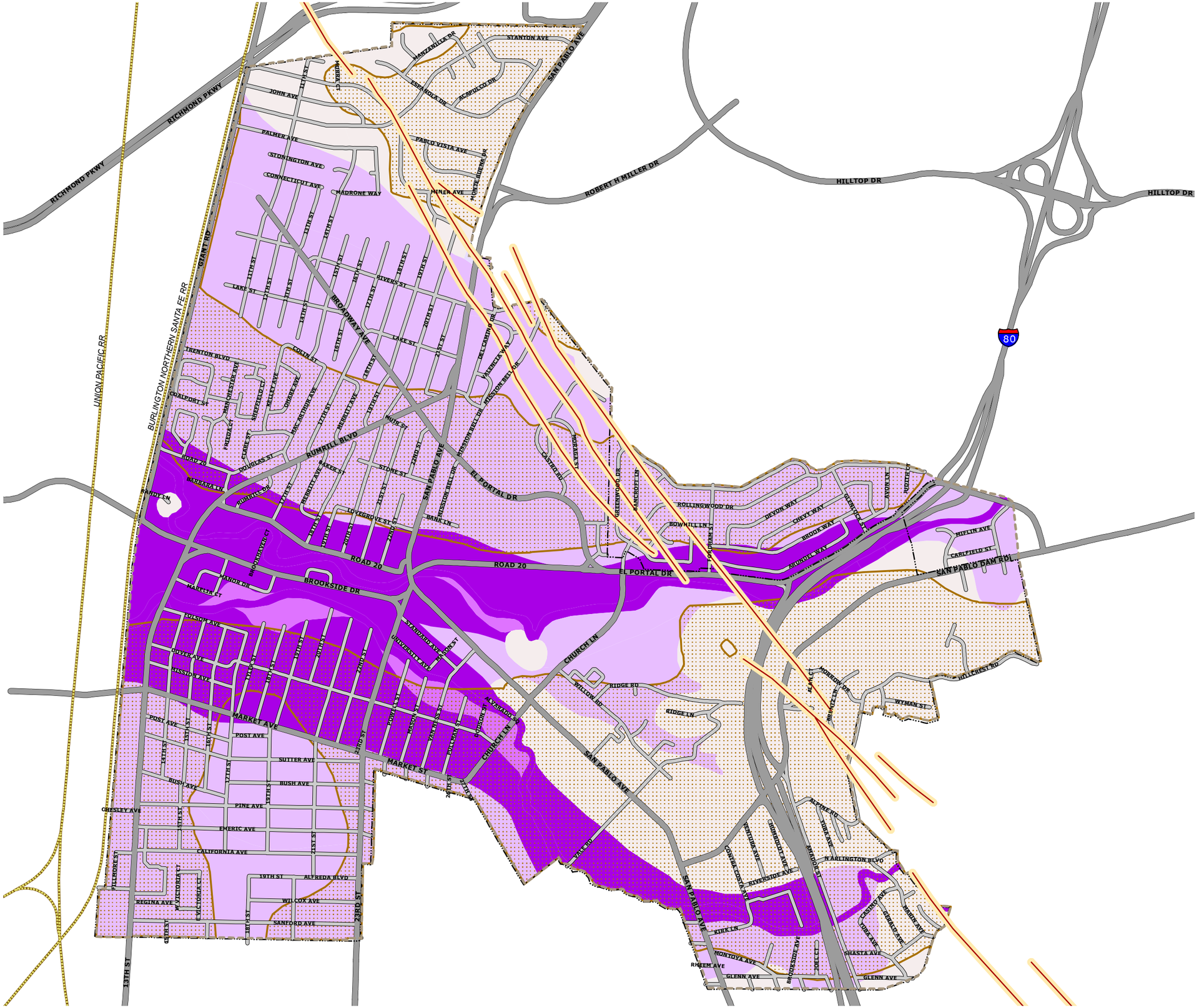
Nine soil types have been mapped by the U.S. Department of Agriculture in the San Pablo Planning Area. They are summarized in **Table 7.4-1** and their characteristics are shown in **Figure 7-3**. Due to the range of soil types located in the Planning Area—with soil properties resulting in flooding, shrink- swells (expansive soils, described below), and excess wetness — various building site development restrictions exist in the Planning Area and affect land development costs. On average, Conejo clay loam has the most favorable properties for development, while cut and fill land has the least favorable properties. Conejo clay loam is naturally occurring and native to the area, while cut and fill land is the result of mechanical manipulation of upland areas for urban use.

Soils with only slight or moderate development restrictions comprise 728 acres or 30 percent of the Planning Area. These soils are concentrated in the middle portion of the Planning Area near the vicinity of Brookside Drive and Road 20. Much ofthe upland areas contain soils with more severe building site development restrictions.

None of the soils in the Planning Area comprise a significant direct health or safety hazard to residents.

Figure 7-3

Liquefaction Susceptibility and Shrink-Swell



Liquefaction Susceptibility

- Very Low
- Low
- Moderate
- High
- Very High
- Water

- Hayward Fault
- Alquist-Priolo Zone
- Severe Shrink-Swell Potential
- Planning Area
- City Limits
- Major Roads
- Minor Roads
- Railroads

0 0.25 0.5
Miles

SOURCE: ABAG, 2009; NRCS, 2008; USGS 2005; Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

Table 7.4-1 Soils within the Planning Area

Map Symbol/ Soil Name	*Building Site Development Restriction*[1]	*Erosion*	*Runoff*	*Percent of Planning Area*[2]
BaA/ Botella clay loam, 0 to 2 percent slopes	Moderate	None to slight	Very slow to slow	0.5%
Cc/ Clear Lake clay	Severe	None	Very slow	41.2%
CeA/ Conejo clay loam, 0 to 2 percent slopes	Moderate	None	Slow	19.0%
CkB/ Cropley clay, 2 to 5 percent slopes	Severe	Slight	Slow	2.8%
CnE/ Cut and fill land-los osos complex, 9 to 30 percent slopes	Severe	High	Rapid	9.4%
CoE/ Cut and fill land-millsholm complex, 9 to 30 percent slopes	Severe	High	Rapid	0.1%
GcF/ Gilroy clay loam, 30 to 50 percent slopes	Severe	Moderate to high	Medium to rapid	0.2%
LhF/ Los osos clay loam, 30 to 50 percent slopes	Severe	Moderate to high	Medium to rapid	5.6%
TaC/ Tierra loam, 2 to 9 percent slope	Moderate	Moderate	Medium to rapid	21.2%
W/ Water	NA			0.1%
TOTAL				**100.0%**

[1] Indicates development restrictions due to shrink-swell potential. Soils with shrink-swell rating of 0.5 are given a moderate rating while those with 1.00 are given a severe rating as it indicates the greatest negative impact on use.

[2] Totals may not add up due to rounding.

Source: US Department of Agriculture, Natural Resources Conservation Service, 2008.

EROSION

Soil erosion is a process whereby soil materials are worn away and transported to another area, either by wind or water. Soil erosion is important to the community because the erosion of topsoil can cause landslides. The rate of soil erosion can vary depending on the soil material and structure, placement, and human activity. Soils containing high amounts of silt can be easily eroded, while sandy soils are less susceptible. In terms of building site restrictions, excessive soil erosion can damage building foundations and roadways. In the case of open space uses, erosion potential is reduced with vegetative coverage.

Table 7.4-1 provides an overview of the different soil types' susceptibility to erosion in San Pablo. Generally, soils with faster infiltration rates are less likely to be carried away by rain or runoff. Soils high in clay, such as Clear Lake clay, have slow runoff rates because they are resistant to detachment. Mixed textured soils, such as the cut and fill soils, are moderately susceptible to detachment and they produce moderate runoff.

Slope gradient is another factor[13] Naturally, the steeper the slope of a field, the greater the amount of soil-loss from erosion by water. In this respect, the upland areas of San Pablo near San Pablo Dam Road and Stanton Avenue are more prone to erosion than those areason flat ground.

MINERAL RESOURCES

The California Surface Mining and Reclamation Act of 1975 requires that all cities incorporate into their general plans mapped mineral resources designations approved by the State Mining and Geology Board. While some mineral resources can be found in Contra Costa County including aggregate and stone for commercial, industrial, and construction uses, none of these are found within the Planning Area. According to State Office of Mine Reclamation, as of April 2010, there were no regulated mine facilities and no known mineral resources in San Pablo.

Policies that relate to the protection of land resources are in Section 9.1 Geologic and Seismic Hazards, in the Safety and Noise Element.

7.5 Cultural Resources

In terms of long-range conservation planning, cultural resources are typically historic, archaeological, or Native American sites and structures protected under local, State, or federal law. These resources are protected because of their contribution to understanding and appreciating the past.

Historic resources are defined as structures of historic or aesthetic significance. Architectural sites dating from the Spanish Period (1529-1822) through the post-World War II period (1945- 1955) are generally considered for protection if they are determined to be historically or architecturally significant. Sites dating after the post-World War II period may also be considered for protection if they could gain significance in the future. Historic resources are often associated with archaeological deposits of the same age.

[13] Soil Survey of California, Contra Costa County, 1977.

Archaeological resources are places where human activity has measurably altered the earth or left deposits of physical remains. Archaeological resources may be either prehistoric (before the introduction of writing in a particular area) or historic (after the introduction of writing). The majority of such places in this region are associated with either Native American or Euro-American occupation of the area.

Contemporary Native American resources, also called ethnographic resources, can include archaeological burial sites, rock art, and the prominent topographical areas, features, habitats, plants, animals, and minerals that contemporary Native Americans value and consider essential for the preservation of their traditional values.

The Teixeira House (established 1890) is a building of historical significance in San Pablo.

HISTORICAL RESOURCES IN SAN PABLO

According to an inventory search conducted by the Northwest Information Center at Sonoma State University, the Planning Area contains important historical resources, including 49 historic buildings and structures listed by the Office of Historic Preservation's Historic Property Directory. San Pablo's historic resources are illustrated in **Figure 7-4** and listed in more detail in **Table 7.5-1**. Review of historical literature and maps indicate the city has seen a long development history dating back through the Mexican period, and into the American period. Numerous buildings survive from these time periods and provide a visual history to the historic-era development of San Pablo.

Table 7.5-1 Buildings of Historic Significance

No.	*Address*	*Year Built*	*Historical Name*
1	3200 11th Street	1949	-
2	3409 11th Street	1954	-
3	1816 14th Street	1924	-
4	1614 15th Street	1935	-
5	1875 15th Street	1952	-
6	2759 15th Street	1951	-
7	1740 16th Street	1934	-
8	1881 16th Street	1953	-
9	1958 16th Street	1946	-
10	2721 18th Street	unknown	-
11	2972 19th Street	1953	-
12	2024 20th Street	1948	-
13	2996 20th Street	1954	-
14	2331 22nd Street	1929	-
15	Alvarado Square	1905	Blume House
16	Alvarado Square	1890	Teixeira Home
17	2900 Arundel Way	1943	-
18	2445 Bancroft Lane	1943	-
19	1300 Brookside Avenue	1949	-
20	1811 Bush Avenue	1940	-
21	1825 Church Lane	1863	St Paul's Catholic Church & Graveyard
22	1901 Church Lane	1875	Old Rectory
23	1501 Colin Street	unknown	-
24	930 CR 20	1884	Rumrill Helms House
25	2009 CR 20	1951	-
26	2022 CR 20	unknown	Stanley Alter Home
27	1401 Dover Avenue	1948	-
28	2418 Dover Avenue	1943	-
29	1514 Emeric Avenue	1941	-
30	1807 Emeric Avenue	1935	-
31	2201 Emeric Avenue	1930	-
32	1108 John Avenue	1942	-
33	1601 Manor Drive	1943	-
34	2650 Market Avenue	1906	1906 Earthquake Camp Site
35	1830 Mason Street	1951	-
36	5739 McBryde Avenue	1911	-
37	2634 O'Hare Avenue	1943	-
38	1919 Pine Avenue	1951	-
39	1841 Pullman Street	1875	Pullman Street Rectory
40	918 Randy Lane	1900	Andrade House
41	2009 Road 20	1950	-

Table 7.5-1 Buildings of Historic Significance

No.	*Address*	*Year Built*	*Historical Name*
42	2778 Rollingwood Drive	1943	-
43	2797 Rollingwood Drive	1943	-
44	2807 Rollingwood Drive	1943	-
45	13831 San Pablo Avenue	1978	Alvarado Adobe Replica of 1826 house
46	14006 San Pablo Avenue	1875	Mello Residence
47	1230 Sanford Avenue	1950	-
48	1914 Sanford Avenue	1940	-
49	1748 Sutter Avenue	1944	-

Source: Office of Historic Preservation, Northwest Information Center, Sonoma State University, 2008.

ARCHAEOLOGICAL RESOURCES IN SAN PABLO

San Pablo is located within the historic territory of the Huchiun, speakers of the Costanoan/Ohlone language. The Huchiun (the word Huchiun simply means 'people') lived high in the western hills of West Contra Costa County. Native American cultural resources in this part of the region have been found near sources of water including perennial and intermittent streams and springs, on mid-slope terraces, and elevated knolls above the flood plain, and near ecotones and other productive environments. In fact, the Planning Area contains at least seven recorded Native American cultural resources. All of these resources represent habitation sites, three of the seven have recorded burials, and one site is a contributor to a district determined eligible for the National Register by consensus. The environmental features, coupled with the number of record habitation sites, suggest it is likely that unrecorded Native American cultural sites exist in the Planning Area.

Unlike historic sites, the location of archaeological sites is restricted by the federal Archaeological Resources Protection Act (ARPA) in order to prevent looting, vandalism, and destruction of archaeological resources. As a result, they are not indicated on **Figure 7-4**.

The following policies are designed to appreciate, protect, and preserve known and unknown cultural resources in San Pablo.

Figure 7-4:

Historical and Cultural Resources

- California Historical Landmark
- Buildings of Historic Significance
- City Limits
- Sphere of Influence
- Major Roads
- Minor Roads
- Railroads

0 0.1 0.2 0.4
Miles

SOURCE: California Historic Landmarks, Office of Historic Preservation, California State Parks, 2024; City of San Pablo, 2024; Contra Costa County GIS, 2024; Dyett & Bhatia, 2024

GUIDING POLICIES

OSC-G-7 *Identify and preserve the cultural resources that are found within the City of San Pablo.*

IMPLEMENTING POLICIES

OSC-I-14 Establish and maintain a register of historic and potentially historic resources in San Pablo.

A historic preservation register is the primary planning tool used to identify, record, and evaluate historic properties within a community, neighborhood, project area, or region. The City may use the list of historical buildings in the General Plan as a starting point to create a register of sites/buildings San Pablo may wish to designate as landmarks and/or important historical resources. The register can form an important component of the local preservation program, and can ultimately contribute to community knowledge of local history.

OSC-I-15 Preserve and build upon the historic and multicultural identity of the Alvarado District as a defining element of the city.

OSC-I-16 Help to ensure that new development analyzes and avoids potential impacts to historic, archaeological, and paleontological resources by:

- Requiring a records review for development proposed in areas that are considered archaeologically or paleontologically sensitive;
- Requiring pre-construction surveys and monitoring during any ground disturbance for all development in areas of historic or archaeological sensitivity;
- Implementing appropriate measures as a condition of project approval—measures such as avoidance, preservation in place, excavation, documentation, and/or data recovery—in order to avoid any identified cultural resource impacts.

In the event that historical, archaeological, or paleontological resources are discovered during construction, grading activity in the immediate area

shall cease and materials and their surroundings shall not be altered or collected. A qualified archaeologist or paleontologist must make an immediate evaluation and avoidance measures or appropriate mitigation should be completed, according to CEQA Guidelines. TheState Office of Historic Preservation has issued recommendations for the preparation of Archaeological Resource Management Reports that may be used as guidelines.

OSC-I-17 Work with local Native American Tribes to protect recorded and unrecorded cultural and sacred sites, and to educate developers and the community-at- large about the connections between Native American history and the environmental features that characterize the local landscape.

Native American resources in the Planning Area have been found near sources of water including perennial and intermittent streams and springs, on mid-slope terraces and elevated knolls above the floodplain, and near ecotones and other productive environments. There is a high likelihood that additional unrecorded Native American cultural sites also exist in the Planning Area.

7.6 Air Quality and Climate Change

The City of San Pablo cares about protecting and improving air quality for two major reasons: 1) certain kinds of air pollutants are directly harmful to human health and the health of the natural environment (water quality, plant and animal life), and 2) other kinds of air pollutants are believed to contribute to broad and long-term environmental changes that may pose health and safety risks to humans and ecosystems in the future.

This section provides a brief description of Bay Area air pollutants and their health effects, air quality in San Pablo and sources of air pollution, San Pablo's contributions to greenhouse gases (GHGs), and the potential effects of global climate change on the local community and wider region. Policies in this section aim to reduce air pollution, reduce exposure to air pollutants, reduce greenhouse gas emissions, and increase communitywide resilience to the anticipated long-term effects of climate change on San Pablo and the Bay Area.

Policies in other parts of the General Plan, including the Land Use and Physical Design Element, Circulation Element, Parks, Schools, Community Facilities, and Utilities Element, and Community Health & Environmental Justice Element, also contain policies designed to reduce air pollution, emissions of greenhouse gases, and community vulnerability to climate change impacts.

AIR POLLUTANTS AND HEALTH EFFECTS

When it comes to direct human health effects, there are two main categories of air pollutants regulated in California: criteria pollutants and toxic air contaminants.

Criteria Pollutants

Criteria air pollutants are pervasive in the urban environment and the U.S. Environmental Protection Agency (EPA) has regulated them by developing specific public health- and welfare- based criteria as the basis for setting permissible levels. The six criteria pollutants are ozone (O3), carbon monoxide (CO), nitrogen dioxide (NO2), sulfur dioxide (SO2), particulate matter (PM), and lead (Pb). Regulation of criteria pollutants is achieved through both national and State ambient air quality standards and emissions limits for individual sources of air pollutants. The EPA has established National Ambient Air Quality Standards (national standards), and California has adopted more stringent standards for most of the criteria air pollutants (State standards).

The EPA classifies air basins or portions thereof, as either "attainment" or "nonattainment" for each criteria air pollutant based on whether or not the national standards have been achieved. Air basins also receive designation as "attainment" or "nonattainment" for State standards. Thus, California has two sets of attainment/nonattainment designations: one with respect to national standards and one with respect to State standards. The following **Table 7.6-1** summarizes the Bay Area attainment status.

Table 7.6-1 State and National Criteria Air Pollutant Standards, Bay Area Attainment Status, Sources, and Effects

Pollutant	Averaging Time	California Standard	Bay Area Attainment Status	National Standard	Bay Area Attainment Status	Major Pollutant Sources	Pollutant Health and Atmospheric Effects
Ozone	1 hour	0.09 ppm	N	---		On-road motor vehicles, other mobile sources, solvent extraction, combustion, industrial and commercial processes.	High concentrations can directly affect lungs, causing irritation. Long-term exposure may cause damage to lung tissue.
	8 hour	0.07 ppm	N	0.07 ppm	N		
Carbon Monoxide	1 hour	20 ppm	A	35 ppm	A	Internal combustion engines, primarily gasoline-powered motor vehicles.	Classified as a chemical asphyxiant, carbon monoxide interferes with the transfer of fresh oxygen to the blood and deprives sensitive tissues of oxygen.
	8 hour	9.0 ppm	A	9.0 ppm	A		
Nitrogen Dioxide	1 hour	0.18 ppm	A	---	U	Motor vehicles, petroleum refining operations, industrial sources, aircraft, ships, and railroads.	Irritating to eyes and respiratory tract. Colors atmosphere reddish brown.
	Annual Average	0.03 ppm		0.053 ppm	A		
Sulfur Dioxide	1 hour	0.25 ppm	A	0.075	U	Fuel combustion, chemical plants, sulfur recovery plants, and metal processing.	Irritates upper respiratory tract, injurious to lung tissue. Can yellow the leaves of plants, destructive to marble, iron and steel. Limits visibility and reduces sunlight.
	24 hour	0.04 ppm	A	0.14 ppm			
	Annual Average	---		0.03 ppm			
Particulate Matter (PM-10)	24 hour	50 mg/m^3	N	150 mg/m^3	U	Dust- and fume-producing industrial and agricultural operations, combustion, atmospheric photochemical reactions, and natural activities (e.g. wind-raised dust and ocean sprays).	May irritate eyes and respiratory tract, decreases lung capacity and increases risk of cancer and mortality. Produces haze and limits visibility.
	Annual Average	20 mg/m^3	N	---			
Particulate Matter (PM-2.5)	24 hour	---		35 mg/m3	N	Fuel combustion in motor vehicles, equipment and industrial sources; residential and agricultural burning. Also formed from photochemical reactions of other pollutants, including NOx, sulfur oxides, and organics.	Increases respiratory disease, lung damage, cancer and premature death. Reduces visibility and results in surface soiling.
	Annual Average	12 mg/m3	N	12 mg/m3	U/A		
Lead	Monthly Average	1.5 mg/m3	A	---		Present source: lead smelters, battery manufacturing and recycling facilities. Past source: combustion of leaded gasoline.	Disturbs gastrointestinal system, and causes anemia, kidney disease, and neuromuscular and neurologic dysfunction.
	Calendar Quarter	---		1.5 mg/m3	A		

Notes: A=Attainment; N=Nonattainment; U=Unclassified; ppm=parts per million; and mg/m3=micrograms per cubic meter

Source : http://hank.baaqmd.gov/pln/air_quality/ambient_air_quality.htm. Accessed May 21, 2010, updated 2017 and accessed in 2025.

Toxic Air Contaminants

Toxic air contaminants (TACs) are air pollutants that may cause or contribute to an increase in mortality or in serious illness, or that may pose a present or potential hazard to human health, but for which no ambient air quality standards have been established. TACs are less pervasive in the urban atmosphere than criteria air pollutants, but are linked to short-term (acute) or long-term (chronic and/or carcinogenic) adverse human health effects. There are many different types of TACs, with varying degrees of toxicity. Sources of TACs include industrial processes, commercial operations (e.g., gasoline stations and dry cleaners), and motor vehicle exhaust. The current list of TACs includes approximately 200 compounds. Regulation of TACs is achieved through federal or State control over individual sources. Two particular TACs of importance to San Pablo's planning include:

- **Diesel particulate matter (DPM).** Diesel PM has been identified by the California Air Resources Board (CARB) as a TAC and represents about 70 percent of the known potential cancer risk from air toxics in California. Diesel PM is an important contributor to particulate matter air pollution. Particulate matter exposure is associated with premature mortality and health effects such as asthma exacerbation and hospitalization due to aggravated heart and lung disease.

- **Asbestos.** In 1986, CARB identified asbestos as a TAC based on its classification as a known cancer-causing pollutant. In that process, CARB found that no threshold exposure level could be identified below which adverse health effects would not be expected. Asbestos occurs naturally in certain kinds of rock (not known to occur in San Pablo), and may also be found in older structures as a building material.

AIR QUALITY IN SAN PABLO

The Bay Area Air Quality Management District (BAAQMD) regulates emissions in the Bay Area and monitors air quality conditions throughout the region. San Pablo has one monitoring station (located at 1865 Rumrill Boulevard) that measures criteria pollutants, including ozone, carbon monoxide, nitrogen dioxide, and sulfur dioxide.

According to the latest available annual air pollution summary at the San Pablo station (2019), there was one instance exceeding the one-hour Ozone standard, two instances of exceeding the 8-hour National and State standard for Ozone, and one instance of exceeding the 24-hour PM2.5 standard in

that year.

The maximum 8-hour Ozone level was 79 parts per billion (ppb), one of the highest of the Bay Area stations. The highest daily 8-hour carbon monoxide one-hour maximum measured at the Rumrill Boulevard station in 2019 was 1.8 parts per million (ppm. The highest one-hour level of Sulfur dioxide was 17.6 ppb. The maximum 24-hour PM10 was 16.5 ug/m3 and the maximum 24-hour PM 2.5 was 35.9 ug/m3, the latter measurement being the highest of all the Bay Area stations for 2019.

San Pablo is among those communities "of high concern" identified by the BAAQMD's Community Air Risk Evaluation (CARE) program, in particular, because of community exposure to high diesel PM emissions, a significant TAC in the Bay Area.

AIR POLLUTION SOURCES

In San Pablo, as in many urban areas, motor vehicles—including automobiles, trucks, buses, trains, and others—are major contributors to air pollution.

Most mobile source air pollution within San Pablo comes from the I-80 corridor and the railroad. Smaller sources within San Pablo include facilities such as auto body shops, dry cleaners, and light industrial uses. Industrial sources of air pollution include a petroleum refinery, a chemical plant, a coal and petroleum, coke terminal, organic liquid storage and distribution facilities, wastewater treatment plants, a landfill, organic waste metal facilities, and industrial and manufacturing plants of various sizes Contra Costa County is home to other refineries operated by Shell, Tesoro, ConocoPhillips, and Valero. These refineries, as well as the Pittsburg Power Plant—the fourth largestpower plant in California—are located downwind of San Pablo, but they have an impact on regional air quality as a whole. Likewise, air pollution from the I-580 corridor and Oakland-San Francisco metropolitan area to the south also contributes to regional air quality problems.

Path to Clean Air: Community Emissions Reduction Plan

In response to AB 617 (C. Garcia, Chapter 136, Statutes of 2017), the California Air Resources Board (CARB) established the Community Air Protection Program (CAPP or Program). The Program's focus is to reduce exposure in communities most impacted by air pollution. As a result, communities around the State are working together to develop and implement new strategies to measure air pollution and reduce health impacts.

San Pablo is part of the "Richmond - North Richmond - San Pablo" Community Emissions Reduction Plan (CERP) area, which covers over 160,000 people in Richmond, North Richmond, and San Pablo. A Community Steering Committee, which includes San Pablo staff and resident representation, has been working with the Bay Area Air Quality Management District (BAAQMD) and the California Air Resources Board (CARB) since 2021 to develop strategy recommendations for reducing emissions and improving health with the release of the Path to Clean Air: Community Emissions Reduction Plan.

The San Pablo community suffers negative health impacts from a combination of high industrial, rail, marine, and truck pollution, and 75% of the City's census tracts are considered to be in the top 10% for asthma statewide. The Richmond - North Richmond - San Pablo CERP includes strategies that can help reduce the highest impact, focusing particularly on the emissions that are strongly linked to chronic health problems. The CERP provides an opportunity to reduce pollution significantly and to improve regulation and drive continuous reductions.

The CERP addresses key issues of community concern, including setting goals for reducing fine particulate matter (PM 2.5), nitrogen oxides, nickel, manganese, benzene, sulfuric acid, diesel particulate matter (DPM), formaldehyde, acrolein, arsenic, hydrogen cyanide, and hydrochloric acid emissions, as these appear to be the greatest contributors to chronic health problems in the community. Another important goal is to improve public education and community understanding of pollution-related health problems, local emission sources, and emission reduction goals and achievements. The CERP will also implement pollution reduction strategies and more comprehensive health and social services to help decrease pre-existing vulnerabilities and lower the community's burden of adverse health risks.

SENSITIVE RECEPTORS

Some people are more sensitive to air pollution than others. Heightened sensitivity may be caused by pre-existing health problems, proximity to the emissions source, and duration of exposure to pollutants. Occupants and visitors to land uses such as schools, children's day care centers, hospitals, and convalescent homes are considered to be more sensitive than the general public to poor air quality because the population groups associated with these uses have increased susceptibility to respiratory distress and other air quality-related health problems. Persons engaged in strenuous work or exercise also have increased sensitivity to poor air quality. Efforts to

improve air quality and reduce community exposure to air pollutants should give priority to regulations and land use design decisions that protect sensitive receptors.

Some people, such as children with asthma, are more sensitive to the effects of air pollutants than others.

CLIMATE CHANGE AND GREENHOUSE GAS EMISSIONS

Global Climate Change is a change in the average air temperature as measured by wind patterns, storms, precipitation, and temperature. In the past 10,000 years the Earth has experienced incremental warming as glaciers retreated across the globe. However, scientists believe we have observed an unprecedented increase in the rate of warming over the past 150 years, roughly coinciding with the global industrial revolution. Evidence suggests this enhanced global warming is caused by humans, through emissions of greenhouse gases as a result of activities such as electricity generation, vehicle fuel consumption, and even farming and forestry practices. Scientists expect that the resulting increase in global mean temperature from 1990-2100 could range from 2.0 to 11.5 degrees Fahrenheit, with the mostlikely scenario between 3.2 and 7.1 degrees.

Exhaust fumes from automobiles and trucks emit carbon monoxide,carbon dioxide, nitrogen oxide, and hydrocarbons.

Climate Change Impacts

Accelerating global climate change has the potential to cause a number of adverse impacts in California, such as: a shrinking Sierra snowpack that could threaten the state's water supply; public health risks caused by higher temperatures and more

smog; damage to agriculture and forests due to reduced water storage capacity, higher temperatures, increased salt water intrusion, flooding, and pest infestations; critical habitat modification and destruction; eroded coastlines; increased wildfire risk; and increased electricity demand.[14]

While all of these impacts may be felt to some extent in the Bay Area, of particular concern to San Pablo are water quality and water supply issues; increased temperature and extreme heat events; fire threat at the urban-wildland interface; an imbalance between electricity supply and demand; and indirectly, sea-level rise and increased storm surge with potential for intermittent flooding and gradual inundation of facilities nearby San Pablo. Climate resilience can be seen as a co-benefit of open spaces, and the City should explore ways to take advantage of climate resiliency through the use of open space.

Greenhouse Gas Emissions

San Pablo can combat climate change by reducing the community's contribution to Greenhouse Gases (GHGs) in the atmosphere. The six primary GHGs known to accelerate GCC are carbon dioxide (CO2), methane (CH4), nitrous oxide (N2O), hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), and sulfur hexafluoride (SF6). Though there are other gases that can contribute to global warming, these six are identified explicitly in California legislation. The City completed a Greenhouse Gas Inventory in 2011.

Climate Action Plan

In 2012, the City adopted a Climate Action Plan, which provides a policy framework to reduce the City's greenhouse gas emissions, while also promoting city improvements to increase livability, health and safety of the community. The City has begun implementation of a number of Climate Action Plan measures and will be tracking and reporting on their effectiveness on a continual basis. The Climate Action Plan is a living document that will be updated as new science and information becomes available.

[14] Office of the Attorney General, Global Warming Impacts in California.

GUIDING POLICIES

OSC-G-8 *Protect and improve the air quality in San Pablo.*

OSC-G-9 *Reduce emissions of greenhouse gases that contribute to global climate change.*

IMPLEMENTING POLICIES

OSC-I-18 Complete an update to the City's Climate Action Plan (2012) and continue implementation in the meantime.

OSC-I-19 Continue to work with the Bay Area Air Quality Management District on the implementation of the Community Emissions Reduction Plan prepared for the San Pablo-Richmond area in 2024 to address the exposure of sensitive populations to toxic air contaminant emissions in San Pablo.

The Bay Area Air Quality Management District's Community Air Risk Evaluation (CARE) Program identified the Richmond/San Pablo area west of I-80 (which encompasses most of San Pablo) as one of six "communities of high concern" in the Bay Area due to high levels of diesel particulate matter emissions which contribute to higher than average cancer risk levels. The Richmond-San Pablo CERP is an outgrowth of this effort.

Action steps in the CERP include the following:

- *Explore the ways that open space can further climate resilience*
- *Support State reparations efforts as they relate to Black residents in the Community Emissions Reduction Plan (CERP) Area and in Contra Costa County*
- *In collaboration with community groups, like Urban Tilth, hire and train community members for jobs in the green workforce, around tree planting and trail building. This would also include community education to better understand the importance of increasing neighborhood green infrastructure*

- *Incentivize plantings around commercial, affordable, mixed-use, multi-family development, light and heavy industry, logistics enter and other land uses likely to cause air pollution*

- *Provide enforcement to maintain landscaping of new development*

- *Implement heavy-duty truck management strategies (such as designating truck routes and installing design deterrents to prevent trucks from using residential streets*

- *Require more stringent review of industrial businesses proposed to be located near residential uses*

- *Update regulations to buffer residents from sources of pollution such as freeways and industrial uses (by requiring developers to install air filtration systems and locate windows, balconies, and plazas away from pollution sources)*

- *Plant trees in priority neighborhoods (near freeways and within the "fenceline" of industrial facilities)*

OSC-I-20 Maintain a 500-foot Air Quality Health Risk Overlay Zone on either side of Interstate 80 within the Planning Area to protect sensitive receptors from toxic air emissions. Within this overlay, avoid approval of new sensitive land uses, and for those projects permitted, require site-specific project design improvements (such as higher- performance windows and HVAC systems) in order to reduce public health risks associated with poor air quality in these locations.

Sensitive receptors refers to those segments of the population most susceptible to poor air quality, such as children, the elderly, and those with pre-existing serious health problems affected by air quality. Land uses where sensitive receptors are most likely to spend time include, but are not limited to, hospitals and other medical facilities, schools and school yards, senior centers, child care centers, parks and playgrounds, and higher-

density residential communities. In traffic-related studies, additional non-cancer health risk attributable to proximity was seen within 1,000 feet and was strongest within 300 feet. California freeway studies show about a 70 percent drop-off in particulate pollution levels at 500 feet.[15]

OSC-I-21 Require developers to use best management practices (BMPs) to reduce particulate emissions and dust associated with construction activities as a condition for approval of subdivision maps, site plans, and grading permits. These BMPs include, but are not limited to, regular materials and vehicle tire watering, covering, and dust prevention measures during clearing, grading, earth-moving, or excavation operations.

OSC-I-22 Continue to support the Bay Area Air Quality Management District's efforts to monitor and control air pollutants from stationary sources.

OSC-I-23 Continue to work with surrounding jurisdictions and agencies to establish parallel air quality programs and implementation measures, as necessary, to improve air quality standards.

OSC-I-24 Support non-polluting transportation modes and opportunities (i.e., pedestrian, bike, carpooling opportunities and public transit improvements) as specified in the Circulation Element.

OSC-I-25 Promote energy efficiency in architectural design for new construction including building orientation to take advantage of wind and sun, and site design features (such as clustering of uses), pre-wiring for optional photovoltaic or solar heating systems, etc.

[15] California Environmental Protection Agency, California Air Resources Board, "Air Quality and Land Use Handbook: A Community Health Perspective" , April 2005.

8 Community Health & Environmental Justice

The natural, physical, and social environment in which we live profoundly influences community health and quality of life. San Pablo has long recognized the link between planning and public health. The City was one of the first in the State to develop a Health Element for its General Plan, embracing the opportunity to bring health-related perspective to long-range planning with a broader definition of community wellbeing. This Community Health and Environmental Justice Element builds on the framework of the Health Element with a focus on actions the City can take to promote public health, provide protection from environmental hazards, and enrich the quality of life for all residents of San Pablo.

The Element sets forth guiding and implementing policies to improve the environmental and social conditions for health, particularly pertaining to transportation and physical activity; food access and equity; access to services and planning for people first; investments in health neighborhoods; crime reduction and perceived safety; and civic engagement and community participation.

8.1 Planning and Public Health

Modern city planning and public health practices emerged to protect communities from epidemic disease in rapidly growing and industrializing cities. But as the major epidemics subsided, the disciplines took separate paths: planning practice looked to improve quality of life through provision of housing, jobs, and tighter regulation of the built environment (such as separating

"incompatible uses"), while public health practice focused on disease treatment, education, and individual behavior as critical determinants of health outcomes. However, as an increasing number of Americans suffer and die from chronic diseases such as heart disease, cancer, diabetes, and asthma, the interrelationship between the built environment and health has appeared at the top of community and research agendas. Today, research correlates community design and environmental characteristics with physical activity levels, diet, pollution-related illnesses, unintentional injury rates, violent crime, and other health conditions. Increasingly, the effects of climate change on community health is also a focus of public policy, particularly as low income residents and communities of color are disproportionately affected.

This renewed focus on city planning and public health is fundamentally concerned with addressing the full range of factors affecting health — not only those which are related to the actions of individuals, such as health behaviors and lifestyle choices, but also factors such as income, education, employment and working conditions, access to health services, nutrition, and the quality of physical environments. The overarching idea for this General Plan is to put people, and their health, first and foremost so that all community members are empowered to reach their potential.

8.2 Environmental Justice and Disadvantaged Communities

Throughout California and beyond, low-income communities and communities of color have historically experienced discrimination, negligence, and political and economic disempowerment. As a result, these groups struggle today with a disproportionate burden of pollution and health impacts, as well as disproportionate social and economic disadvantages such as poverty or housing instability. This situation is considered environmental injustice, and it contributes to health disparities (e.g., disproportionate rates of asthma, lead poisoning, and obesity) among populations of different races, ethnicities, and socioeconomic status. Environmental justice aims to deter, reduce, and eliminate the pollution burdens for populations and communities experiencing the adverse effects of that pollution, so that the unique or compounded health risks of the pollution are not disproportionately borne by disadvantaged communities.

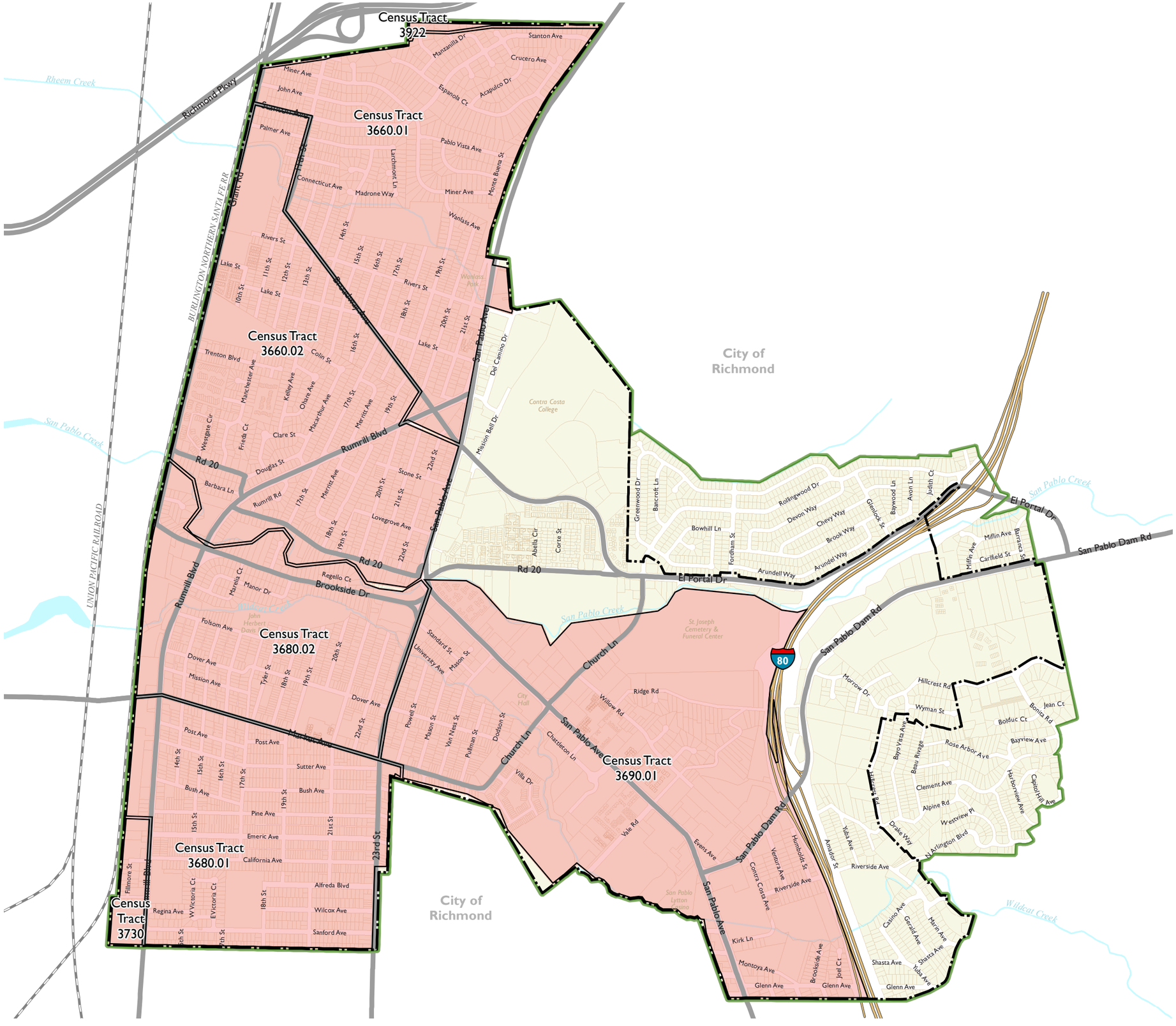
What Is Environmental Justice?

At its core, environmental justice is an affirmation that all people are entitled to live, work, and play in a clean and healthy environment regardless of race, gender, sexual orientation, age, ability, nationality, culture, or income

Under California law (SB 1000, The Planning for Healthy Communities Act), the General Plan must address environmental justice with policies for issues that affect disadvantaged communities (DACs) – areas within the city that experience disproportionate levels of pollution, socioeconomic stress, historic disinvestment, and adverse health outcomes. The responsibility for identifying DACs lies with the California Environmental Protection Agency (CalEPA). CalEPA has developed CalEnviroScreen, a methodology that helps identify areas that are most affected by many sources of pollution and where people are often especially vulnerable to pollution's effects. CalEnviroScreen uses data on 21 indicators of pollution, environmental quality, and socioeconomic and public health conditions, which are categorized into two main groups of indicators: pollution burden and population characteristics. An overall CalEnviroScreen score is calculated for each of the state's 8,000 census tracts based on their pollution burden and population characteristics scores. Census tracts are then scored and ranked based on publicly available data from a variety of federal, State, regional, and local sources. The scores are mapped so that different communities can be compared; an area with a high score is one that experiences a much higher burden than areas with low scores. Under SB 535, a DAC is defined as an area scoring in the top 25 percent (75th – 100th percentile) of all California census tracts for pollution burden and socioeconomic factors as measured in CalEnviroScreen. As shown on Figure 8-1, seven of the 10 Census tracts wholly or partially within San Pablo are designated as DACs. These tracts experience an elevated level of pollution exposure relative to the statewide average median, and their socio-demographic profile means the residents are more susceptible to adverse health outcomes. The DAC designation means the City is eligible for State funding to support projects that can improve community conditions and quality of life for the residents. Overall, socio-demographic factors contribute more toward the DAC designation than pollution exposure in San Pablo. Among planning area Census tracts, the median CalEnviroScreen percentile rank for pollution burden is 60.6, while the median percentile rank for population characteristics sensitivity is 84.9, indicating that, while certain pollution exposure factors are at play in some neighborhoods, public health measures that target factors that specifically benefit sensitive populations may be the most impactful in contributing to positive environmental justice outcomes.

SAN PABLO GENERAL PLAN UPDATE

Figure 8-1: DACs in San Pablo



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

0 750 1,500 3,000
FEET

SOURCE: CalEPA, 2022; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2022

DYETT & BHATIA
Urban and Regional Planners

In particular, factors at play in San Pablo include the prevalence of diseases such as asthma and cardiovascular disease, linguistic isolation, and socioeconomic characteristics such as poverty and low educational attainment. While DACs experience the highest combined cumulative burden from pollution and population sensitivity characteristics, other Census tracts in the planning area also experience relatively high levels of pollution exposure in comparison to the statewide average median or have higher concentrations of vulnerable residents, even though they may not be classified as DACs. Additionally, some issues, such as cleanup sites and hazardous waste facilities are more localized and should be addressed with targeted measures as needed, whether located in DACs or not.

8.3 Community Health Profile

In Contra Costa County and the state, the most common causes of death are Chronic diseases, including cancer, heart disease, stroke, and Alzheimer's disease, as shown on Table 8.1, which summarizes causes of death as reported by the California Department of Public Health, Center for Health Statistics in comparison those to California, the United States, and the Healthy People 2030 national objectives. Rows highlighted in orange in the table indicate areas where Contra Costa underperforms relative to national objectives, including: cancers, diabetes, drug-induced deaths, suicide, chronic liver disease, homicide, and female breast cancer. Rows highlighted in yellow indicate areas where Contra Costa County is close to the national objective including drug-induced deaths and motor vehicle traffic deaths. Contra Costa County surpasses the national objective for lung cancer, firearm-related deaths, and suicide, as shown in rows highlighted in green.

Table 8.1: Contra Costa County Mortality Statistics 2020

Health Status Indicator	Contra Costa Deaths Number	Contra Costa Death Rate	Statewide Death Rate	National Death Rate	2030 National Objective
All Causes	8801	757.9	814.9	1,027	a
All Cancers	1854	159.7	130.3	182.8	122.7
Coronary Heart Disease	1540	132.6	144.0	211.5	71.1
Cerebrovascular Disease (Stroke)	642	55.3	45.6	48.6	33.4
Lung Cancer*	347	24.8	22.4	41.3	25.1
Chronic Lower Respiratory Disease	343	29.5	32.9	36.4	a
Alzheimer's Disease	643	55.4	47.8	40.7	a
Accidents (Unintentional Injuries)	491	42.3	46.8	61	a
Diabetes	299	25.7	29.7	31	13.7
Colorectal (Colon) Cancer*	84	13.6	11.8	16.1	8.9
Influenza/Pneumonia	115	9.9	15.5	13	a
Female Breast Cancer*	141	18.5	18.4	25.3	15.3
Firearm-related Deaths	98	8.5	8.5	14.3	10.7
Drug-induced Deaths	251	21.8	21.8	29.4	20.7
Suicide	108	9.3	10.6	14	12.8
Chronic Liver Disease and Cirrhosis	133	11.5	15.7	15.7	10.9
Homicide	73	6.3	6.0	7.5	5.5
Prostate Cancer*	116	20.0	19.7	9.9	16.9
Motor Vehicle Traffic Deaths	120	10.4	9.5	12.4	10.1

Kaiser Health Needs Assessment Key Findings

Making use of local data and input from the community, Kaiser Permanente regularly conducts Community Health Needs Assessments (CHNAs) that provide insights into how social drivers of health — including financial opportunity, income and employment, housing, food, and transportation — affect communities. Key findings from the 2022 CHNA for the Kaiser Foundation Hospital Richmond Service area, which includes Crockett, El Cerrito, El Sobrante, Hercules, Pinole, Richmond, Rodeo, and San Pablo, are summarized in Table 8-2.

Table 8-2: Kaiser Permanente Community Health Needs Assessment for Richmond Service Area - Key Findings	
Healthy Transportation and Physical Activity	The rate of adult obesity in the service area is 24 percent, lower than the statewide average of 27 percent. However, there are notable ethnic disparities, with Black (36 percent) and Hispanic (30 percent) residents more experiencing higher rates than Asian (10 percent) and White 21 percent) residents. Notably, youth obesity is higher in the service area (23 percent) compared to the state average (20 percent) and a significantly smaller proportion of service area children/youth walk or bike to school (19 percent), compared to the state average (14 percent). Several contributing factors were identified, including a lack of safe public spaces and community centers where residents can recreate and exercise; lack of time to exercise as well as the expense of gym memberships and sports or exercise programs; concerns about air quality leading some residents to voluntarily limit physical activity; and long commutes and off-peak working hours requiring the use of a car.
Healthy Food Access and Equity	Access to healthy food is a major barrier to healthy eating, and 16 percent of the service area population does not live near a large grocery store or supermarket, in contrast to 13 percent in the rest of California. The cost of healthy food in comparison to processed foods and "fast food" is also a contributing factor, particularly for low income residents, as is convenience. Youth interviewed also expressed concern for the potential contamination of the water supply near oil refineries, citing a preference for sugar-sweetened beverages instead of water, which can contribute to obesity and tooth decay.
Access to Services and Care	Health care access and delivery are high priorities in the service areas, with availability, high cost, lack of insurance coverage, and lack of cultural competence on the part of providers cited as key barriers to receiving quality care. Many conditions that could otherwise be controlled through preventive care and proper management are left untreated. Data indicates that the rate of Federally Qualified Health Centers is 16 percent lower than the state average, and that significantly higher shares of Hispanic (20 percent) and Pacific Islander (24 percent) residents are uninsured than White residents (7 percent) in the service area. Immigrants may also be ineligible for Medi-Cal due to their immigration status, or fearful of being deported if they should access services for which they are eligible.
Crime Reduction and Perceptions of Safety	Crime in a neighborhood causes fear, stress, and mental health issues. Victims of violence also have a higher risk of depression, substance use, anxiety, reproductive health problems, and suicidal behavior, and those exposed to violence show a greater propensity to violent behavior themselves. In the service area, the rate of violent crime is 720.3 cases reported per 100,000 residents, compared to the state average of 402.7 per 100,000 residents. Domestic violence against women and youth bullying, particularly for Black, Native American, and Hispanic youth, are also issues of concern in the community. Data indicates that the rate of unintended injuries and deaths is better than the state average in the service area, but Black residents die in motor vehicle crashes at a disproportionately higher rate.

Source: https://about.kaiserpermanente.org/content/dam/internet/kp/comms/import/uploads/2019/09/Richmond-CHNA-2019.pdf

Poverty, Educational Attainment, and Health

Even as California enjoys among the longest life expectancy in the nation, economic disparities are evident. Residents of the highest-income census tracts in the state live more than 10 years longer than the lowest-income census tracts, and the gap grew significant during the Covid-19 pandemic. Differences in other health outcomes, including rate of injury and illness are also found between different groups of people. Causes of health disparities are numerous and complex, and social inequalities, such as poverty and discrimination, contributes in that they lead to greater stress levels, exposure to unhealthy physical and social environments, and less access to high-quality goods and services. San Pablo residents living in poverty are less able to afford basic food, shelter, and health care. These residents are more likely to be under additional stresses associated with paying bills, arranging for childcare, working multiple jobs, working in dangerous jobs, and experiencing fear of losing one's job. These San Pablo families are also less likely to own cars, own homes, or to have access to educational and recreational opportunities and access to health care. Each of these environmental factors is related to higher rates of injury, illness, and/or death.

In 2021, San Pablo had the second largest proportion of residents living in poverty of all cities in Contra Costa County, at 12.4 percent. Richmond was the highest, with over 13 percent of residents living in poverty, while county-wide the average was 8.2 percent. Table 8-3 provides more detail.

Table 8-3: Residents Living in Poverty, 2021

Jurisdiction	*Percent in Poverty*	*Number in Poverty*
San Pablo	12.4%	3,918
Richmond	13.4%	15,408
Pittsburg	10.3%	7,716
Concord	9.1%	11,380
Antioch	10.3%	11,722
Martinez	6.1%	2,224
Walnut Creek	5.4%	3,755
Contra Costa County	*8.2%*	*94,523*

Note: The U.S. Census Bureau uses a set of money income thresholds that vary by family size and composition to determine who is in poverty. If a family's total income is less than the family's threshold, then that family and every individual in it is considered in poverty. The official poverty thresholds do not vary geographically, but they are updated for inflation using the Consumer Price Index (CPI-U). The official poverty definition uses money income before taxes and does not include capital gains or noncash benefits (such as public housing, Medicaid, and food stamps) For example, in 2021 this poverty threshold ranged from $14,097 for a single individual under 65 to $27,479 for a family of four and $44,585 for a family of eight.

Census data show that throughout the country, the lowest income communities are also those with the highest proportions of people without a high school diploma. This could mean a number of things: low-income communities may have poorer quality educational systems and lack access to basic resources that would improve student performance; poverty may place greater pressure on students to leave school early in order to earn money; and low quality and incomplete education may make it harder to find well-paying employment, increasing the likelihood that these students grow up and continue to live in poverty. A high poverty rate may also relate to the fact that many residents are foreign-born and may have limited English-language skills, limiting their access to higher paying jobs. A correlation between poverty and educational attainment likely exists for San Pablo where, in 2021, 27.6 percent of the population 25 years of age or older lacked a high school diploma. This was a higher proportion than any other city in Contra Costa County, the County overall, and California overall. (See Table 8-4).

Table 8-4: Educational Attainment for Selected Jurisdictions, 2021

Jurisdiction	*Population 25 Years +*	*No High School Diploma*	*High School Diploma*	*Some College*	*College Graduate*	*Graduate School +*
San Pablo	19,918	27.6%	28.3%	20.8%	20.2%	3.0%
Richmond	79,667	20.6%	20.6%	19.3%	27.5%	12.0%
Pittsburg	50,599	20.7%	26.2%	23.2%	24.8%	5.1%
Concord	89,902	11.2%	19.7%	23.5%	34.1%	11.6%
Antioch	76,450	13.6%	27.4%	26.3%	26.7%	6.0%
Martinez	26,976	3.9%	16.6%	24.1%	40.4%	15.0%
Walnut Creek	55,029	2.6%	7.9%	13.5%	44.9%	31.1%
Contra Costa County	*805,020*	*10.3%*	*17.5%*	*19.9%*	*35.4%*	*16.9%*
California	*26,797,070*	*15.8%*	*20.4%*	*20.5%*	*29.9%*	*13.4%*

Note: "College Graduate" includes Associate's and Bachelor's degrees.

Source: U.S Census Bureau 2021 ACS 5-Year Estimates, Table S1501

Table 8-5 Health Indicators	
Indicator	*Desired Outcome*
General	
Proportion of population in poverty	Reduce
Proportion of population with a high school diploma	Increase
Rates of obesity and overweight among adults and children	Reduce
Healthy Transportation and Physical Activity	
Population within 1/4 mile of parks, schools, transit	Increase
Traffic accident rates, pedestrian and bicycle victims	Increase
Healthy Food Access	
Population within 1/4 mile of supermarket or grocery store	Increase
Population within 1/4 mile of fast food only	Reduce
Resilience to Urban Heat	
Citywide tree canopy coverage	Increase
Awareness of and access to community cooling centers	Increase
Crime Reduction and Perceptions of Safety	
Violent crime rates	Reduce
Streets, parks, and public places with adequate lighting	Increase

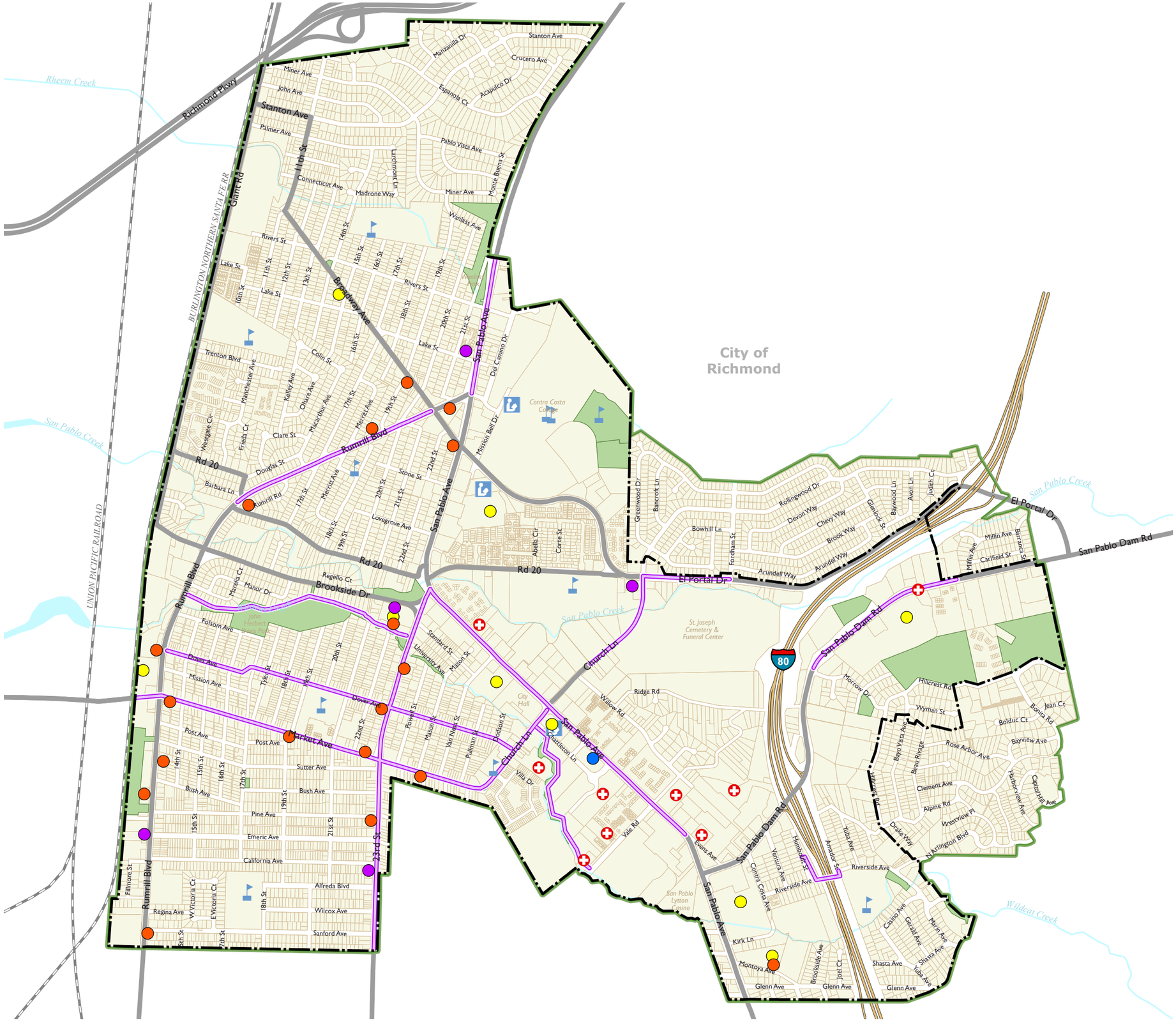
HEALTH INDICATORS

Health indicators will help the City measure future progress toward health goals against baseline conditions in San Pablo today. These indicators do not encompass all possible health conditions that may be monitored in San Pablo, but rather focus on a smaller set with more direct relevance to the General Plan. These indicators are "mappable" or already measured by the County and reflected in the health data reported in preceding tables. Figure 8-2 illustrates some of the health planning factors for which mapped data exist.

The following sections focus on the key priorities for community health and environmental justice in San Pablo. Each section begins with a brief description of the connection between the health element key theme and desired community health outcomes, followed by guiding and implementing policies designed to achieve the key theme. When applicable, each section closes with a cross-reference table indicating which policies in other elements also support the key theme and desired health outcomes.

SAN PABLO GENERAL PLAN UPDATE

Figure 8-2: Health Factors



Legend

- City Limits
- Sphere of Influence
- Major Highway
- Major Roads
- Railroads
- Grocery Store
- Market
- Corner Store
- Drug Store
- School
- Library
- Healthcare Facility
- Existing Bike Route
- Park

0 750 1,500 3,000
FEET

SOURCE: USDHHS, 2021; ESRI, 2019; Supermarket/Internet search, 2021; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

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8.4 Healthy Transportation and Physical Activity

Getting regular exercise can help reduce the risk of obesity and Type 2 diabetes, as well as cardiovascular disease, some cancers, and other physical issues. The General Plan strives to bring healthy physical activity into daily routines by making recreation facilities more accessible—dispersing them throughout the community and making programs affordable to low-income residents. It also focuses on pedestrian, bicycle, and transit improvements that decrease the need for car travel, particularly for day-to-day activities. Transportation and physical activity are related to health in a number of ways, for example:

- High-speed, unobstructed, and wide multi-lane roads are dangerous to pedestrians and bicyclists. Crash rates increase exponentially with street width, especially since drivers move faster on wider roads. Slowing traffic from 40 to 20 miles per hour can reduce a pedestrian's chance of being killed, if hit, from 85 percent to just 5 percent.

- When community design accommodates and integrates pedestrians and bicyclists, there are higher rates of walking and biking. And for each half mile walked per day, people are about 5 percent less likely to be obese (controlling for age, education, gender, and ethnicity).

- Almost one-third of Americans who commute to work via public transit meet their daily requirements for physical activity (30 or more minutes a day) by walking

GUIDING POLICY

CHEJ-G-1 *Ensure that all San Pablo residents have access to a variety of transportation and physical activity options that enhance health and that work for diverse lifestyles, incomes, and abilities.*

CHEJ-G-2 *Achieve more walkable, livable, neighborhoods by expanding the multimodal transportation system and creating a safe, pedestrian-oriented environment.*

CHEJ-G-3 *Work to achieve additional opportunities for access to parks and open space as well as recreational amenities that can enhance the health of all San Pablo residents.*

CHEJ-G-4 *Pursue policies to promote additional street tree planting along San Pablo roads and other greening opportunities that can improve health and create a healthier, cleaner environment.*

IMPLEMENTING POLICIES

CHEJ-I-1 Implement street design features that facilitate walking and biking in both new and established areas. Require a minimum standard of these features for all new developments.

CHEJ-I-2 Improve signage directing residents and visitors to public parks and recreational facilities from all parts of the community. Integrate parks signage with bikeway and pedestrian-oriented signage system throughout San Pablo.

CHEJ-I-3 Improve the conditions for youth walking and bicycling in the areas surrounding schools by working with the Contra Costa Health Services and the school district to implement the Safe Routes to School program and the projects identified in the 2022 Master Plan and future updates. Participate in the necessary assessments and prioritize identified Safe Routes to School infrastructure improvements in annual transportation improvements budgets.

CHEJ-I-4 The City should act as a model to other large employers by selecting and implementing a suite of transportation demand management (TDM) programs designed to reduce single-occupant vehicle trips and overall vehicle emissions generated by trips that start or end in San Pablo. Programs may include, but are not limited to:

- Installation of showers, lockers, and secure bicycle parking facilities in City-owned buildings;
- Designation of preferred parking spaces for carpools, carshare programs, and clean fuel vehicles;
- Provision of additional Electric Vehicle (EV) charging stations; and
- Provision of transit benefits that reduce direct employee public transportation costs.

CHEJ-I-5 Link park facility improvement priorities to a ranking system keyed to public health and recreational goals, and establish an incentive system to encourage additional land dedication and park development beyond the minimum City requirements. Incentives should target priority areas for parks development and may include density bonuses or increased building height at appropriate locations.

Unlike traditional capital improvements programs, a performance-based priority system establishes a ranking scale that measures each component (e.g. pool, court, bench, or trail) of its system against the scale related to public health. For example, it might be a one-to-three scale in which one is below expectations, two indicates that the component can meet its intended function for a given period of time, and three means that it exceeds expectations. An existing ranking tool that can be consulted is the Trust for Public Land's ParkScore. Work with interested community members and organizations to plan and develop an exercise circuit that takes advantage of existing parks, creeks, and other pedestrian infrastructure. The course should be clearly marked, and contain simple stations and diagrams for self-guided training.

Parks meet not only the physical, but also the social needs of the community.

CHEJ-I-6 Collaborate with the school district to update joint use agreements to enhance communitywide access to pools and sports/recreational facilities. *(See also joint-use policy PSCU-I-8 in Parks, Schools, Community Facilities & Utilities Element.)*

CHEJ-I-7 Encourage and support efforts by schools to develop new and improved curricula about the importance of exercise and good nutrition. Ongoing efforts include the City's Childhood Obesity Prevention program which offers annual grants for efforts to reduce childhood obesity, including education. These are reviewed and awarded by the Childhood Obesity Prevention Grant Program and Advisory Group (COPAG).

CHEJ-I-8 Coordinate with local businesses, organizations, Contra Costa College, and the school district to support a year-round calendar of community events that promote healthy lifestyles, food choices, and healthy work environments. Events may include health and fitness challenges, bike-to-work days, and sponsored after school events. Events should be geared toward families and youth, and contain components of physical activity, healthy food, arts, and music. (*See also ED-I-18 which suggests using community events as business marketing opportunities.*)

CHEJ-I-9 Explore opportunities to bring businesses to San Pablo which encourage fitness, such as gyms, yoga and dance studios, martial arts studios, and rock-climbing facilities. Encourage businesses or non-profit organizations to offer indoor recreational facilities and programs compatible with existing commercial structures.

These facilities and programs will help expand physical activity opportunities which are integrated into the existing city fabric. (See also PSCU-I-11 on possible funding for a sports complex, including indoor facilities.)

Other Policies that Address Healthy Transportation and Physical Activity	
Element	*Health-Relevant Implementing Policies*
Land Use & Physical Design	LU-I-19 (pedestrian oriented design)
Growth Management	GME-I-8 (balanced regional transportation to reduce impacts)
Circulation	C-I-1 (complete streets) C-I-3 (public ROW safety improvements) C-I-5 (implement traffic calming) C-I-14 (comprehensive bicycle system) C-I-16 (employer-provided bicycle facilities) C-I-18 (funding for bicycle master plan) C-I-19 (bicycle route striping) C-I-20 (link to Bay Trail) C-I-21 (connected pedestrian system) C-I-23 (ADA compliance) C-I-25 (maintain safe and efficient transit service) C-I-26 (improved bus stops and shelters)
Parks, Schools, Community Facilities & Utilities	PSCU-I-1 (parks standard) PSCU-I-3 (develop and upgrade facilities) PSCU-I-4 (fair share contributions) PSCU-I-6 (mini parks) PSCU-I-7 (park security lighting) PSCU-I-8 (joint-use policy) PSCU-I-9 (citizen participation in parks maintenance) PSCU-I-11 (sports complex)
Open Space & Conservation	OSC-I-1 (dedicate land for recreational OS) OSC-I-10 (creek improvements incl. active use)

8.5 Healthy Food Access and Equity

Lacking access to healthy food can lead to higher risks of obesity and diabetes, make it difficult to focus at school or work, and create additional economic stresses on at-risk households. Being able to access food that is affordable and nutritious within a reasonable distance of home contributes to community health and quality of life. The food environment is also correlated to health outcomes, given that:

- Residents in communities with a more "imbalanced food environment" (where fast food and corner stores are more convenient and prevalent than grocery stores) have more health problems and higher mortality than residents of areas with a higher proportion of grocery stores, when other factors are held constant.

- The presence of a supermarket in a neighborhood is linked to higher fruit and vegetable consumption and a reduced prevalence of overweight and obesity. In low- income neighborhoods, each additional supermarket has been found to increase residents' likelihood of meeting nutritional guidelines by one-third.

- In 2021, 10.2 percent of all U.S. households and 12.5 percent of households with children were "food insecure" at least some time during the year, including 3.8 percent of households that had very low food security. This is compared to about 9.3 percent of San Pablo residents aged 18 and older experiencing food insecurity, which is higher than the County rate of 3.9 percent. 12.5 percent of U.S. residents relied on the Supplemental Nutrition Assistance Program (SNAP) in 2021, while 15.2 percent of San Pablo households received CalFresh (federally known as SNAP) benefits in 2021 according to ACS 5-year estimates.

Figure 8-2 shows the location of grocery stores and food markets in the planning area. As shown, San Pablo is well supplied with groceries and food markets along its corridors, but the fully developed single-family residential areas may be outside of the walking area of these markets. According to the Food Access Research Atlas (2019), neighborhoods in the northwestern part of the city are considered "low-income and low-access" at a half-mile range, meaning a significant share of residents are considered low income and live more than a half-mile from the nearest supermarket. While food deserts indicate a lack of access to healthy food, food security indicates whether people have the economic means to purchase it on a regular basis. According to 2018 California Health Interview Survey data, 9.3 percent of San Pablo residents aged 18 and older are considered to be low-income food insecure, a higher share than in the county or the state as a whole. The City of San Pablo supports community members experiencing hunger, such as through a partnership with the West Contra Costa County Unified School District (WCCCUSD) that offered weekly pickups of five-day supply boxes of breakfast, lunch, snacks and supper at San Pablo

Library throughout 2021 and 2022. This partnership also provides free after-school meals—such as a sandwich or wrap, vegetable, and milk—on weekdays at the San Pablo Public Library for kids and teens ages 18 and under. Inexpensive food staples are also available at Joe's Cafe, a grocery store and coffee shop with outdoor seating that opened in December 2018 at the San Pablo

Public Library. The store aims to serve the community with fresh, affordable produce and coffee, including those participating in federal nutrition programs such as SNAP and WIC.

GUIDING POLICY

CHEJ-G-5 *Create a healthy, balanced, functional, and equitable food system for the entire San Pablo community, by:*

- Reducing barriers and increasing access to locally-grown fruits and vegetables;
- Increasing communitywide knowledge of healthy food choices and behaviors; and
- Encouraging San Pablo schools to take part in, and benefit from, healthy food initiatives.

IMPLEMENTING POLICIES

CHEJ-I-10 Continue to provide regulatory and process incentives for locating healthy food grocery stores within and easily accessible to neighborhoods and to increase communitywide healthy food access. Approaches may include:

- Provide expedited processing of development applications and building permits for healthy food grocery store development;
- Leverage City staff time and San Pablo Economic Development Corporation (EDC) assistance to help potential new healthy food grocers consolidate parcels and/or make necessary improvements;
- Encourage larger healthy food grocers to offer shuttle service and home delivery to residents with limited mobility; and

Healthy food grocers will be encouraged to stock organic foods, and City policy will focus on increasing access to affordable healthy foods for all community members regardless of income, and organic foods may be, but are not always, affordable.

CHEJ-I-11 Consider the establishment of a Health Commission to advise the City Council on issues relating to health and wellness, such as the promotion of physical fitness, access to healthy food, and identifying areas in need of

health services. The Commission will also help assess the effectiveness of City health policies and programs and act as an optional point of contact between the City, residents, and local health care providers.

The composition, duties, and powers of the Health Commission will be determined by the City Council. This new commission would work with the City Council's Community Services Standing Committee and the Childhood Obesity Prevention Advisory Group to establish policies and implement programs.

CHEJ-I-12 Work to increase community awareness of and participation in existing federal food assistance programs, such as the Women, Infants, and Children (WIC) nutrition program and the CalFresh Program (California's name for the Supplemental Nutrition Assistance Program (SNAP) formerly food stamps). Approaches can include, but are not limited to:

- Providing information in City newsletters and on the City's website and maintaining handouts at City Hall; and
- Explaining to merchants the incentive to registering to accept WIC and CalFresh payments (immediate expansion of market of potential customers).

CHEJ-I-13 Explore opportunities to expand the reach of food distribution programs for low income residents, such as the Senior Food Bank Program. Strategies may include the following:

- Exploring cost-effective options such as promoting the use of volunteers at food banks;
- Permitting extended hours at distribution points;
- Facilitating the siting of new distribution points;
- Helping to facilitate informal food distribution efforts in the community; and
- Supporting the efforts of public agencies and community organizations

CHEJ-I-14 Develop and implement a healthy food purchasing and vending policy for City facilities and operations that commits to selecting healthy, well-balanced meals and snacks for City-sponsored activities, meetings, and facilities.

CHEJ-I-15 Seek ways to partner with regional Community Supported Agriculture (CSA) as an alternative source of fresh and healthy fruits and vegetables for San Pablo residents, particularly those with limited mobility, limited income, or those furthest from existing grocery stores.

CSA boxes can be delivered directly to homes or to places of employment, they can be shared by neighbors (larger boxes being a better value for money), and they can be set up to serve low income families in particular by registering with the U.S. Department of Agriculture (USDA) to accept CalFresh (SNAP) payments.

CHEJ-I-16 Continue to offer community garden plots, garden boxes, and healthy food educational programming in City parks and seek to expand San Pablo's community garden eco-system through partnerships with West Contra Costa Unified School District (WCCUSD), Contra Costa College and Contra Costa County.

CHEJ-I-17 Help schools make the healthy food connection by working cooperatively with the school district and Contra Costa Health Services to:

- Establish higher nutrition standards for school breakfast and lunch menus;

- Work to incorporate culturally-sensitive options (vegetarian, kosher, halal) into available meal plans;
- Remove unhealthy food and drinks from vending machines on school property;
- Establish appropriate sites and programs for school gardens, to be used in curricula, after-school activities, and as a source of fresh produce for school meal plans; and
- Coordinate a "Farm to School" program that connects local farms to San Pablo schools and supplies the balance of fresh produce beyond what is available from the school gardens and the district's lunch program.

Farm to School programs connect schools with local farms with the objectives of serving healthy meals in school cafeterias, improving student nutrition, providing health and nutrition education opportunities, and supporting California's farmers.

CHEJ-I-18 Support home gardening efforts by ensuring that zoning does not prevent or restrict the use of front or back residential yards as vegetable gardens and provide residents with technical assistance opportunities in the form of online and library resources and workshops on gardening basics and cooking easy, healthy meals with fresh produce.

CHEJ-I-19 Participate in the countywide edible food recovery program pursuant to SB 1383, intended to reduce organic waste in the community and divert consumable food to those in need by collecting and redistributing unused food from commercial edible food generators such as grocery stores, supermarkets, big box stores, restaurants, corporate kitchens, and food wholesalers and distributors.

8.6 Access to Services and Planning for People First

Access to childcare and healthcare provides essential support services that enable individuals and families to lead healthier, more economically stable lives. Access to affordable childcare allows parents, especially single parents or those from low-income households, to enter or remain in the workforce, while childcare programs can provide children with a supportive environment for learning and development, setting them up for success in school and beyond. Access to healthcare services such as vaccinations, screenings, and regular check-ups can prevent illnesses or detect health issues early, reducing the likelihood of costly medical emergencies down the line. Particularly as low-income individuals experience higher levels of chronic physical and mental health conditions, access to care ensures they can manage these conditions effectively, improving their quality of life and reducing healthcare costs over time.

The perspective taken here is less about infrastructure and more about programming for the people in San Pablo—looking at community members' daily activities and needs and proposing policies and actions to meet these needs. While certain communitywide facilities and services are addressed in other elements of the General Plan, this section highlights policies related to the collection and use of health- related data, the provision of medical services and facilities in particular, the coordination and provision of youth programs and resources outside of school.

An important focus for San Pablo is on youth development programs and services. These programs can have a stabilizing effect on the lives of young people, providing a healthy outlet for their creativity and energy and a refuge for at-risk youth. Youth-focused programs are also demonstrated to build discipline, self-esteem, and leadership qualities, and studies have shown that children with serious behavioral disorders might fare better at school and act out less if they get exercise during the day.

GUIDING POLICY

CHEJ-G-6 *Promote health equity in San Pablo, including equal access to health facilities, goods, services, and economic and educational opportunities, helping to ensure wellbeing for residents of all ages, abilities, and incomes.*

CHEJ-G-7 *Create complete neighborhoods with access to a range of day-to-day goods and services within walking distance, including medical facilities, community services, youth programs, and employment opportunities, and to increase the sense of social cohesion among residents.*

IMPLEMENTING POLICIES

CHEJ-I-20 Collaborate with Contra Costa Health Services (CCHS) to monitor and maintain data related to San Pablo health outcomes and risk factors, and to use these data to inform new County and City programs to serve the San Pablo community.

CCHS specializes in health research and program planning and routinely pursues state and federal support for local health initiatives. Close coordination and collaboration with the CCHS on these issues will both improve CCHS local data and knowledge, as well as San Pablo community access to existing and future county programs and resources.

CHEJ-I-21 Seek opportunities to partner with public and private entities to provide community services that support families and meet the diverse needs of community members of all ages, backgrounds, and interests.

CHEJ-I-22 Identify regulatory and process incentives to encourage the development of reasonably priced, high-quality childcare and older adult care facilities and services in a variety of settings, including in residential neighborhoods and near work sites.

CHEJ-I-23 Whenever feasible, co-locate City facilities with other public facilities (schools, post offices, hospitals/clinics) so that multiple services may be delivered from a single location.

CHEJ-I-24 Explore the feasibility of a program of health clinics or workshops, run by medical service providers or Contra Costa Health Services, but hosted in local neighborhood facilities such as schools, parks, or even businesses or parking lots.

A rotating program could be advertised in multiple languages, in the local host facility and online, to encourage participation from households living nearby who may not be able to travel to County offices or the hospital for programming. The programs could cover health basics such as developing healthy family meal plans, understanding childhood illnesses and treatments, creative tricks to keep kids active, smoking cessation programs, diabetes prevention and treatment, and other subjects.

CHEJ-I-25 Use economic development efforts to recruit medical services to San Pablo, including dentists, pediatricians, family physicians, and clinics that provide drug and alcohol treatment and counseling.

CHEJ-I-26 Evaluate and make changes to the project review and permitting process to encourage and facilitate incorporation of universal, lifecycle design principles in new residential development, allowing community members to stay in their homes and neighborhoods longer, increasing community cohesion.

Lifecycle design allows people to live in the same house, and stay in the same community, even as they age and their physical abilities change. A life cycle house includes fixed accessible features (wider doors and halls, open floor spaces, clear traffic patterns, etc.), what many people understand to be "universal design" principles. Lifecycle housing also provides for adaptable features, such as wall reinforcement for later installation of grab bars, or removable base cabinets for future knee space, to accommodate wheelchairs.

CHEJ-I-27 Continue to encourage new businesses to give local residents preference in hiring decisions and develop incentives to support this effort.

CHEJ-I-28 Involve young people – particularly from disadvantaged communities – in the planning and implementation of youth-centered events that develop confidence and leadership skills while also building community connections. Coordinate with the City's Youth Commission for outreach.

Other Policies that Address Access to Services and People First

Element	*Health-Relevant Implementing Policies*
Economic Development	ED-I-6 (Employment Development Roundtable) ED-I-8 (local internship/apprenticeship programs)
Land Use & Physical Design	LU-I-15 (develop new public spaces) LU-I-17 (senior housing access to services and transit) LU-I-32 (designate land for medical/dental/eldercare)
Parks, Schools, Community Facilities & Utilities	PSCU-I-10 (community center) PSCU-I-12 (equal access to facilities and services) PSCU-I-13 (support arts and cultural activities) PSCU-I-17 (expand and improve library services) PSCU-I-19 (high quality health care and equal access) PSCU-I-21 (safe, affordable, quality elder care and childcare) PSCU-I-22 (better infrastructure in underserved neighborhoods)

8.7 Healthy Neighborhood Planning and Investment Prioritization

San Pablo is a city of livable neighborhoods with a vibrant cultural life. San Pablo neighborhoods offer some of the most affordable housing prices in the Bay Area and easy access to job centers like Oakland and San Francisco; however, lower property values mean less tax revenue available to fund public investments and as a result San Pablo residents enjoy fewer public amenities and services than some other Contra Costa communities. An important focus for San Pablo is on neighborhood planning strategies that can help build social cohesion, improve community health, and attract investment to further improve quality of life. Recognizing that safe and sanitary homes are the basic building blocks of healthy neighborhoods, policies in this section focus on actions to increase the range of housing options, encourage homeownership, and promote the preservation and rehabilitation of existing homes. These policies complement the goals, policies, and programs in the Housing Element.

GUIDING POLICY

CHEJ-G-8 *Promote place-based community revitalization strategies that improve the quality of life in San Pablo neighborhoods.*

CHEJ-G-9 *Provide safe and sanitary housing for residents of all ages, abilities, and income levels.*

CHEJ-G-10 *Increase public and private sector investment so as to benefit disadvantaged communities in San Pablo.*

IMPLEMENTING POLICIES

CHEJ-I-29 Promote a range of residential densities throughout the community to encourage a mix of housing types in varying price ranges and rents.

CHEJ-I-30 Promote mixed-income development and the inclusion of affordable housing units throughout the city.

CHEJ-I-31 Expand opportunities for homeownership including through first-time homebuyer assistance programs and by publicizing the availability of limited-equity cooperatives and location-efficient mortgages.

CHEJ-I-32 Use publicly available data on displacement to identify at-risk neighborhoods and target programs and resources to prevent homelessness.

CHEJ-I-33 Promote the preservation, maintenance, and improvement of property and the rehabilitation of substandard housing conditions through code enforcement to mitigate or eliminate deterioration and blight conditions, and to help encourage new development and reinvestment.

CHEJ-I-34 Work with existing business owners to promote the improvement and maintenance of facades of commercial uses.

CHEJ-I-35 Leverage available grant funding and target investments in public infrastructure, recreational facilities and programming, and air pollution control so as to benefit disadvantaged communities in San Pablo.

CHEJ-I-36 Require the use of Tier 4 construction equipment for multifamily residential and mixed use projects that would involve construction activities lasting two months or longer within 1,000 feet of sensitive receptors. Construction equipment fitted with Level 3 Diesel Particulate Filters and/or alternative fuel construction equipment that would substantially reduce harmful exhaust gases for diesel powered equipment may be permitted to satisfy this requirement. If construction equipment not meeting these standards is proposed, the project applicant shall perform a construction health risk assessment (HRA) and identify measures to ensure compliance with applicable BAAQMD thresholds.

CHEJ-I-37 Prepare 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 Priority Development Area (PDA).

8.8 Resilience to Urban Heat

Properties of the built environment including building materials, lack of greenery, and limited shade can increase the temperature of cities relative to rural surroundings – a phenomena known as the urban heat island effect. This is because surfaces such as pavement absorb and retain heat, many urban land uses such as transportation and industrial activities generate heat, and urban environments may have limited tree canopy that provides shade to reduce heat. Based on a combination of these factors, certain parts of San Pablo may be prone to becoming localized urban heat islands where the temperature is substantially hotter than other areas of the City. Given that the average annual maximum temperature in San Pablo is projected to rise as much as 7.1 degrees Fahrenheit (°F) with as many as 18 extreme heat days per year by the end of the century, the livability of outdoor environments within urban heat islands will be significantly impacted. This is especially true for populations vulnerable to heat-related illnesses such as older adults, young children, individuals with certain medical conditions, and outdoor workers. Households that lack air conditioning are also at risk, many of which may be low-income or renter households. Furthermore, increasing frequency and severity of high heat events could increase reliance on air conditioning, which can increase energy cost burdens on low-income households.

Figure 8-3 shows the five-year average (2018-2022) daytime land surface temperature of a day in August, representing a peak summer day in San Pablo, and highlights the areas where temperatures are hottest (in red) compared to those that are coolest (in blue) in the City. Figure 8-4 shows tree canopy coverage in San Pablo, which ranges between zero (no tree canopy) to 69 percent and is primarily located in the eastern portion of the City surrounding St. Joseph Cemetery and along San Pablo Creek. Tree canopy is also a climate equity issue because lower-income neighborhoods and communities of color that have experienced historical disinvestment tend to have less tree canopy and therefore less shade, making them more susceptible to the effects of extreme heat.

Figure 8-3: Urban Heat

City Limits

Sphere of Influence

Major Highway

Major Roads

Railroads

Daytime Land Surface Temperature

Degrees Fahrenheit

High : 111.4

Low : 81.6

This map shows the average daytime land surface temperature based on satellite imagery (USGS Landsat 8, Collection 2 - Level 2 products) of a day in August 2018-2022, intended to represent a peak summer day in San Pablo.

0 750 1,500 3,000

FEET

SOURCE: CalEPA, 2022; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2022

DYETT & BHATIA

Urban and Regional Planners

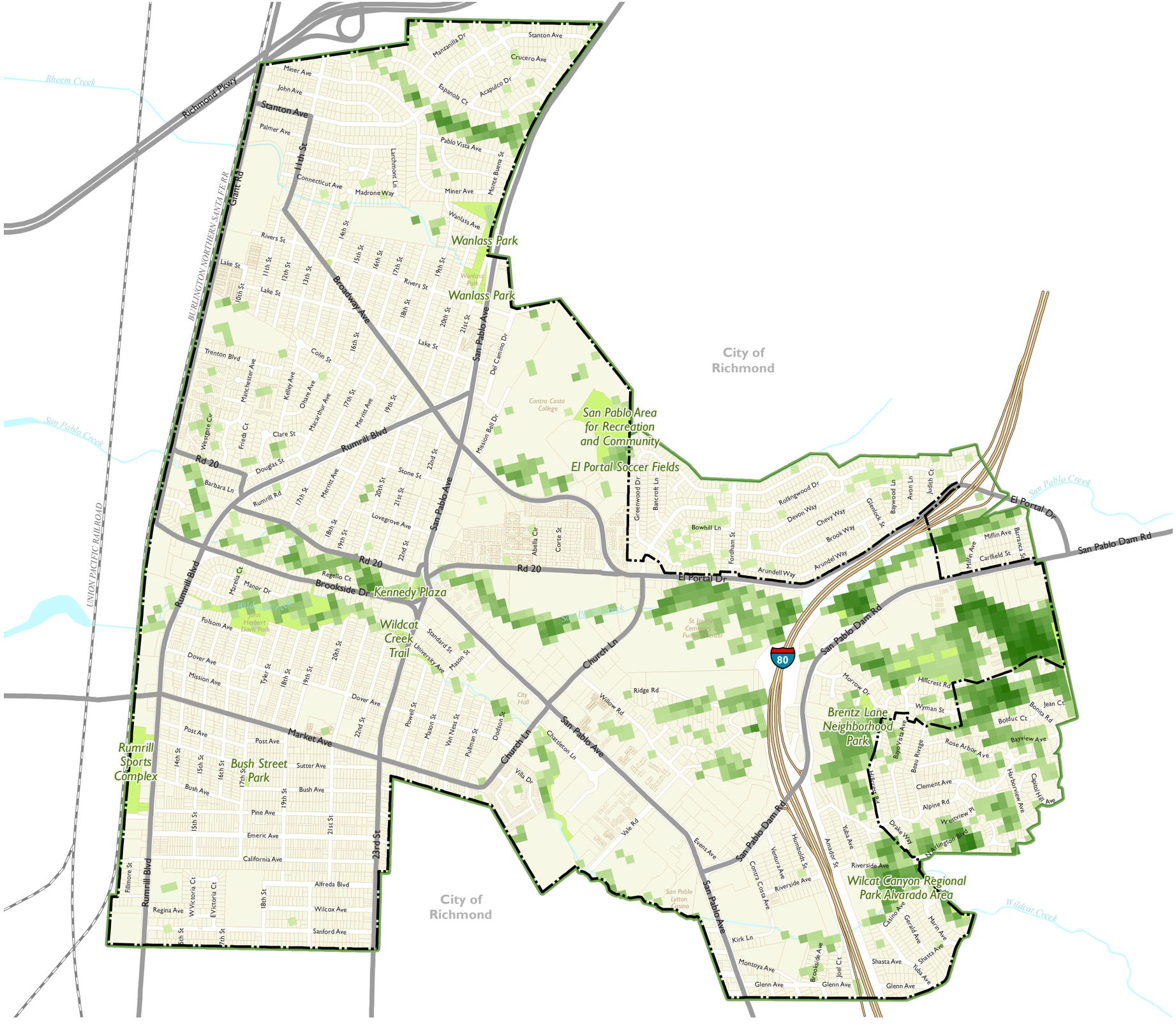
Figure 8-4: Tree Canopy

City Limits
Sphere of Influence
Major Highway
Major Roads
Railroads
Parks

Tree Canopy Coverage

High : 69%

Low : 1% (0% Not shown)



SOURCE: Multi-Resolution Land Consortium/National Land Cover Dataset (U.S. Forestry Service), 2019; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2023

DYETT & BHATIA
Urban and Regional Planners

GUIDING POLICY

CHEJ-G-11 *Build community resilience to the effects of urban heat with actions to:*

- *increase tree canopy, green spaces, and heat-reducing public amenities throughout San Pablo;*
- *expand access to information and services to help residents to manage heat.*

IMPLEMENTING POLICIES

CHEJ-I-38 Through design guidelines, informational materials, and other means, encourage the use of landscaping, building materials, and site design techniques that provide passive cooling and reduce energy demand. In particular, promote the use of voluntary measures identified in the California Green Building Code (Title 24, Part 11 of the California Code of Regulations) to minimize heat island effects, including hardscape and roof materials with beneficial solar reflectance and thermal emittance values and measures for exterior wall shading.

CHEJ-I-39 Partner with local community-based tree planting and urban greening organizations such as Groundwork Richmond or Richmond Trees to implement an Adopt-A-Tree program in San Pablo. The program should seek to foster a health urban forest by providing interested property owners with tree planting and tree care services, education, and permitting assistance.

CHEJ-I-40 Work with property owners and community members to identify and implement mitigation strategies to address localized urban heat islands.

CHEJ-I-41 Prioritize the installation of heat-reducing public amenities in areas with vulnerable populations most affected by urban heat. Amenities could include the following:

- Drinking water fountains or bottle refilling facilities in public parks, at community facilities, transit centers, or other appropriate locations.

- Splash pads, sprinklers, fountains, and other water features in public parks, where appropriate.
- Shade structures and shading elements in parks and public facilities, where appropriate.
- Additional trees planted in passive landscape areas in parks and public facilities.

CHEJ-I-42 Work with transit providers to study the feasibility of bus shelter design that offers protection and relief from heat, including the incorporation of drinking fountains and shade trees with drip irrigation.

CHEJ-I-43 Expand access to and awareness of cooling centers and resilience hubs, especially for outdoor workers, seniors, and the homeless and other vulnerable populations.

CHEJ-I-44 Employ best practices and protocols for outdoor safety to protect area employees and contractors during periods of extreme heat.

CHEJ-I-45 Collaborate with Contra Costa County Health Services and community organizations to provide information and services that help residents to manage extreme heat.

CHEJ-I-46 Identify additional locations for cooling centers and resilience hubs in San Pablo and ensure the locations develop backup power sources in the event of a power outage.

8.9 Crime Reduction and Perceptions of Safety

The last key theme addressed in this Health Element is that of crime reduction and perceptions of safety in San Pablo. Research points both to the challenges of crime prevention as well as the opportunities to reduce crime and increase perceptions of safety through changes in the built environment:

- San Pablo has the fourth highest rate of violent crime in Contra Costa County, preceded by nearby Richmond, Antioch, and Pittsburg (See **Table 8.6).**
- The physical features, layout, and design of many aspects of neighborhoods can influence crime prevention and other crime-related outcomes, such as neighborhood deterioration and residents' fear of crime.15
- Violent crime and property crime rates in California increased between 2020 and 2021 at a 6.7 and 3.0 percent increase respectively. However, in Contra Costa County specifically, violent crimes[16] followed the statewide trend and increased slightly between 2020 and 2021, while property crimes actually decreased between 2020 and 2021.
- In October 2022, Contra Costa Health was awarded $1.5 million for a Federal Violence Prevention Grant, which will focus on social services interventions for populations disproportionately affected by violent crime to improve outcomes, especially in the West County area.[17] A team will assess the causes of violent crime and work with partners to develop a strategic plan to reduce violence-related injury and death, improve health equity, and perceptions of safety and community partnerships.

[15] R. Taylor and A. Harrell. Physical Environment and Crime, presented to the National Justice Institute (1996).

[16] Office of the Attorney General. *Crime in California.* (2021)

[17] Contra Costa Health. Contra Costa Health Secures $1.5 Million Federal Violence Prevention Grant. (October 2022).

Table 8-6: Violent Crime in Contra Costa and Selected Cities (2021)

	Population	*All Violent Crimes*	*Per 1,000 Population*
Richmond	115,183	881	7.65
Antioch	114,902	728	6.34
Pittsburg	75,633	444	5.87
San Pablo	32,022	161	5.03
Concord	124,684	603	4.84
Martinez	37,213	77	2.07
Contra Costa County	1,161,238	4,001	3.45

Sources: California Department of Finance, 2021; California Department of Justice, Open Justice Data Portal, Crimes and Clearances, 2013-2022.

GUIDING POLICY

CHEJ-G-12 *Use the built environment and city planning tools to deter crime, increase respect for neighbors and property, and improve the public perception of safety throughout the community.*

CHEJ-G-13 *Encourage a sense of ownership, community pride and civic respect as a means of improving the safety and image of the City.*

IMPLEMENTING POLICIES

CHEJ-I-47 Incorporate *Crime Prevention Through Environmental Design* principles and best practices into the Zoning Ordinance and project review procedures for new development and major renovations. Guidelines and checklists should include concepts such as:

- **Natural Surveillance,** e.g. orient building and windows to provide maximum surveillance of exterior areas, and locate entryways such that they are visible to adjacent neighbors or passersby;
- **Natural Access Control,** e.g. use landscaping such as low hedges and flowerbeds to identify points of entry and movement on property, and use signage and symbolic barriers to direct vehicular and pedestrian traffic;
- **Natural Territorial Reinforcement,** e.g. use thorny or thick plant materials in perimeter landscape areas

to discourage cutting through parking areas, trampling vegetation, approaching ground floor windows or climbing fences and walls;

- **Maintenance,** e.g. make it easier to maintain property by recommending graffiti-resistant surface materials, vandal-proof lighting, and landscaping selected for durability and easy maintenance; and
- **Shared Facilities**, e.g. promote activity in public areas throughout the day by coordinating shared uses of facilities (parking lots, parks, sports fields).

CHEJ-I-48 Enforce property maintenance and environmental design regulations for businesses, especially "corner stores," including regulations for alcohol and tobacco advertisements. assist store owners in identifying low-cost solutions to maintenance issues and provide financial assistance to qualifying businesses.

CHEJ-I-49 Continue to enforce provisions in the municipal code to manage alcoholic beverage sales locations and hold store owners accountable for litter, graffiti, assault, prostitution, or other public nuisance connected to their stores.

CHEJ-I-50 Ensure that San Pablo has minimum illumination standards for streetlights and, if necessary, update the standards to reflect best practices for safety lighting.

CHEJ-I-51 Continue community policing and relationship-building programs, including educational and mentoring initiatives with schools.

The San Pablo Police Department should continue its practice of setting up safety tables at community events, staffed by police officers to offer information to residents and visitors about the services provided by the Police Department And to continue to host major events like the National Night Out and Fourth of July celebration.

CHEJ-I-52 Continue to involve residents in neighborhood improvement efforts, including issues concerning safety, neighborhood character, planning, and revitalization.

The City holds regular community workshops and/or meet with neighborhood-specific citizen committees to solicit feedback on planning activities for different neighborhoods. The Police Department has an active Neighborhood Watch program and Community Police Academy.

CHEJ-I-53 Enhance aesthetics and quality of the housing stock and remove blight by implementing policies and programs identified in the Housing Element.

CHEJ-I-54 Increase public awareness of youth program opportunities in and around San Pablo. Efforts may include, but are not limited to:

- Helping to create and maintain a central directory of youth programs serving Richmond, North Richmond, and the school district;
- Ensuring the directory is available online, as well as through school guidance counselors; and
- Targeting increasing participation in existing programs, and increasing subsidized program spots for low-income youth.

While studies have shown that most juvenile crime is committed between 2:00 and 8:00 p.m., with a spike occurring immediately after school,[18] an evaluation of youth programs across the country found that program participants were less likely to have committed a violent crime and less likely to have used or sold drugs in the past month than their peers.[19]

CHEJ-I-55 Work with interested organizations and residents to create a youth job development partnership – connecting local businesses to teens for after school and summer work, volunteer positions, and other skills development opportunities. *(See also policy ED-I-8 in the Economic Development Element.)*

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[19] U.S. Department of Education and U.S. Department of Justice. *Working for children and families: Safe and smart after-school programs.* Washington, DC: U.S. Government Printing Office (2000).

[19] Beckett, M. *Current-generation youth programs: What works, what doesn't work, and at what cost?* RAND Corporation (2008). Retrieved July 2010.

Other Policies that Address Crime Reduction and Perceptions of Safety	
Element	*Health-Relevant Implementing Policies*
Economic Development	ED-I-28 (adopt graffiti abatement program)
Land Use & Physical Design	LU-I-9 (development to foster day-night activity and visibility) LU-I-10 (involve police in development review)
Circulation	C-I-26 (usability of bus stops and shelters)
Parks, Schools, Community Facilities & Utilities	PSCU-I-7 (park security lighting) PSCU-I-9 (citizen participation in parks maintenance)
Safety & Noise	SN-I-26 (feasibility of new Rumrill/Market police station) SN-I-28 (school and youth law enforcement outreach) SN-I-29 (community engagement in crime prevention)

8.10 Civic Engagement and Community Participation

The active participation of the community in local government brings diverse viewpoints and values into the decision-making process and helps ensure that City actions benefit the broadest range of people possible. Inclusive, participatory processes lead to better informed solutions and build mutual understanding and trust between local government officials and the public they serve. Meaningful civic engagement can be successful through partnerships with community-based organizations, advocacy groups, and community leaders to help reach out to residents of DACs and co-create policies and actions to improve the physical environment so that it supports everyone's good health and quality of life. San Pablo has an active citizenry who are involved in the City's boards and commissions and who participate in extensive community service programs and facilities. The City sponsors several community-wide events, and publishes a quarterly newsletter called El Portal that is mailed to all residents and a weekly City Manager's E-newsletter is posted on social media and on-line. All these materials are produced in both Spanish and English.

In San Pablo, almost three out of four residents speak a language other than English, and nearly half of the population speaks English less than "very well," a significantly larger share than in Contra Costa County as a whole. Linguistic isolation is a challenge for increasing involvement in civic and community life, and it means that these residents may be more vulnerable, as linguistically-isolated households may not hear or understand important information when there is an emergency like a fire, earthquake, or extreme heat wave. The "digital divide" is also an issue in San Pablo, where a full 30 percent of households living in poverty lack home-based internet access. The City of San Pablo, along with the San Pablo Library and West Contra Costa Unified School District (WCCUSD), have aggressive connectivity goals for the community. The San Pablo City Council has adopted the San Pablo Environment for Everything Digital (SPEED) initiative as part of its work plan to improve access to high-speed broadband internet and data networks in the City. The San Pablo Library has an emphasis on providing connectivity services and offers free Wi-Fi systems for loan. Improved small- cell Wi-Fi access throughout the City is also a joint initiative of the City and WCCUSD.

GUIDING POLICY

CHEJ-G-14 *Encourage the active participation of local residents and businesses in civic life.*

CHEJ-G-15 *Consistent with the City's San Pablo Environment for Everything Digital (S.P.E.E.D.) Policy Framework for 2020-2030, expand access to and availability of a wide range of state-of-the-art telecommunication systems and services for households, businesses, institutions, and public agencies throughout the city.*

IMPLEMENTING POLICIES

CHEJ-I-56 Conduct inclusive, participatory City processes that emphasize the collaborative exchange of ideas by all segments of the community. Possible strategies may include:

- Holding public meetings and outreach activities at culturally appropriate neighborhood gathering places or community events when feasible.

- Employing a range of outreach methods and activities, including pop-up events, focus groups, community workshops and online surveys, in Spanish and other languages.
- Encouraging the participation of low income residents in civic processes by providing transportation vouchers, interpretation and translation services, childcare, food, or remuneration.

CHEJ-I-57 Collaborate with existing community organizations and culture brokers to reach and engage underserved populations.

CHEJ-I-58 Build the capacity of community members of all backgrounds, ages, and incomes to participate in local decision-making and engage meaningfully in planning efforts, including increased through representation on City boards and commissions and at City-sponsored activities and events.

CHEJ-I-59 Consider creating a Civic Academy which provides opportunities to learn how the City is managed and operated, discuss challenges facing the City, and learn about strategies used to address challenges.

CHEJ-I-60 Explore innovative strategies for increasing community involvement in civic processes and ownership of outcomes, such as participatory budgeting.

CHEJ-I-61 Ensure that all meetings, materials, and other engagement methods that use technology are mobile-friendly and provide non-digital communication options for residents as well.

CHEJ-I-62 In negotiating agreements for the use of public rights-of-way, work with providers to expand service to underserved communities and require adherence to the principal of net neutrality (unfiltered access to internet information) for all new agreements.

CHEJ-I-63 As feasible, incorporate state-of-the art telecommunication systems and services (e.g., internet) for public use in City-owned public buildings to increase opportunities for digital engagement in civic life for all community members.

9 Safety & Noise

Ensuring the safety of community members, through protection from hazards, is an essential service of public agencies and a critical priority for maintaining community health. The purpose of the Safety and Noise Element is to establish goals and policies to mitigate the potential impacts from natural and human caused safety and noise hazards that pose a threat to public health and safety. Specifically, this element addresses seismic and geologic hazards, flood, fire, hazardous materials, law enforcement, emergency preparedness, and coordinated response measures. In addition, this element evaluates the community noise environment and presents policies and standards to reduce, eliminate, or mitigate objectionable noise sources.

9.1 Seismic and Geologic Hazards

This section addresses regional geologic and seismic conditions and identifies potential seismic hazards, including surface rupture from faulting or seismically induced effects such as ground shaking and landslides as they might pertain to public safety in the Planning Area.

GEOLOGY

The topography of the Bay Area consists of north- to northwest-trending mountain ranges and intervening valleys that are characteristic of the Coast Range geomorphic province. The underlying geology is composed primarily of the Franciscan complex rock bounded on the east by the Hayward fault and on the west by the San Andreas fault. The Franciscan rocks are formed by pieces of former oceanic crust that have been accreted to North America by subduction and collision of the North American and Pacific Plates. These rocks are primarily deep marine sandstone and shale. However, chert and limestone are

also found within the assemblage. San Pablo sits on top of this geologic system.

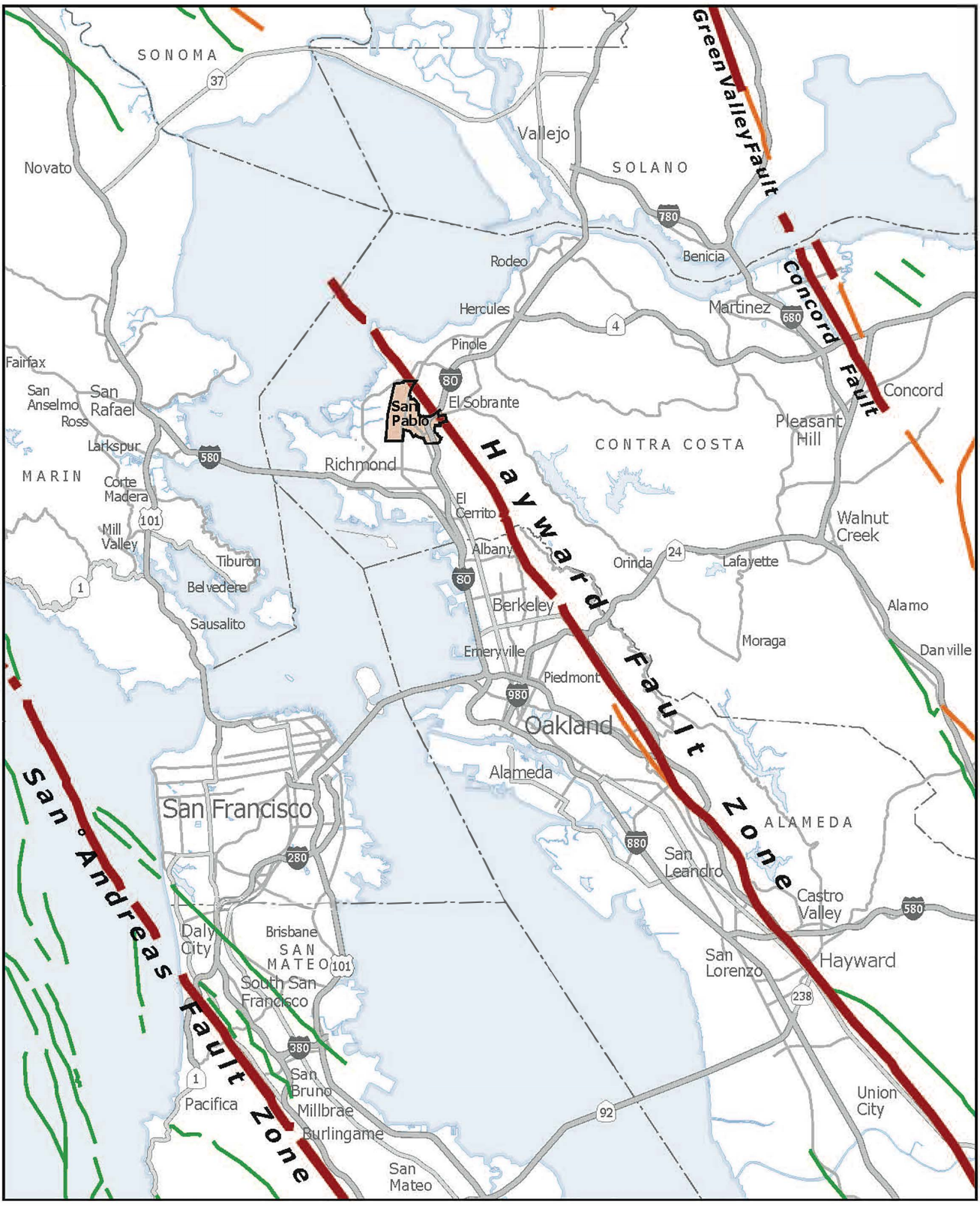
The lowland portion of the city is located on a broad plain and has a typical elevation of about 50 feet. Most of the lowland area is underlain by alluvial soils deposited on bedrock during the Quaternary period (i.e., the past one million years). The alluvium material consists of interbedded clay, silt, sand, gravel and coarse debris deposited by streams and weathering of the hills to the east. Local deposits of artificial fill can also be found scattered over the city. These are typically loosely compacted soil and organic materials that were laid over former lowlands and marsh lands over the last two centuries.

The "hillside zone" of the city is comprised of steep to moderate sloping hillside areas in two locations: (1) The eastern and southeastern portions of the city on the northwestern flank of San Pablo Ridge, generally above 100 feet in elevation, and (2) the northern portion of the city, generally above 60 feet in elevation. Most of the bedrock consists of non-marine sedimentary rocks, consisting of weakly consolidated pebble, conglomerate, sandstone, claystone and siltstone. The hills in San Pablo form part of a system of foothills that is ultimately connected to the Diablo Range south of the region.

SEISMICITY

The San Francisco Bay Area is one of the most seismically active regions of the United States. There are approximately 30 known faults in the region that are considered capable of generating earthquakes. The principal faults near San Pablo are the San Andreas Fault and the North Hayward Fault. The San Andreas Fault Zone is the predominant fault system in California and has generated some of the largest and most destructive earthquakes in history. The nearest location of the San Andreas Fault is about 15 miles west of San Pablo. The North Hayward Fault Zone passes directly underneath the eastern portion of the City and is considered a high earthquake hazard as any large movements would cause ground shaking and surface rupture in the area. These faults, as well as other less active faults in the region, are shown in **Figure 9-1**.

The region has historically experienced strong ground shaking from large earthquakes and will continue to do so in the future.



Active Fault with Historic (last 200 years) Displacement

Active Fault with Holocene (last 11,000 years) Displacement

Potentially Active Fault with Quaternary (last 1,600,000 years) Displacement

0 1 5 10
MILES

Figure 9-1
Regional Faults

A large-scale earthquake could have severe consequences for Contra Costa transportation systems, similar to those associated with the 1989 Loma Prieta earthquake which caused the collapse of a nearly 1.5-mile-long two-tiered elevated section of Interstate 880 in Oakland. In addition, permanent ground displacement, liquefaction, land sliding, lurching and other ground movement activities can also occur as a result of an earthquake. According to the United States Geological Survey, as of 2014, there is a 72 percent chance over the next 30 years of a magnitude 6.7 or greater earthquake in the Bay Area region. A link to the report can be found in Section 9.7.

Seismic forces can lead to ground ruptures and/or subsidence. (Photo by: Tubbi)

FAULT RUPTURE HAZARD ZONES

Earthquakes occur when forces underground cause the faults to rupture and suddenly slip. If the rupture extends to the surface, there is an observable displacement of the earth (surface rupture). Because faults are weaknesses in the rock, they tend to occur again in the same areas. Areas within San Pablo that are most likely to experience fault rupture are incorporated in the Alquist-Priolo Earthquake Zone depicted in **Figure 9-1**. The Alquist-Priolo Earthquake Zone was established by the California Geological Survey under the Alquist-Priolo Special Studies Zone Act of 1972. Developments in San Pablo that fall within this zone are strictly regulated. Developers must conduct special geologic studies before construction permits are issued and disclose surface

rupture hazards in real estate transactions. Because of fault rupture hazards, future development potential is limited within this zone.

GROUND SHAKING

Ground movement during an earthquake can vary depending on the overall magnitude, distance to the fault, focus of earthquake energy, and type of geologic material. The composition of underlying soils, even those relatively distant from faults, can intensify ground shaking. The strongest ground shaking anticipated to occur in San Pablo will be triggered by the North Hayward Fault, due to its immediate proximity. Damage in areas near the fault and those underlain by estuarine deposits near creeks and the shoreline to the west could be extensive. Earthquakes on other faults will produce lower intensities in the City.

SOIL HAZARDS

Soil properties have a significant bearing on land planning and development. The type of soil affects liquefaction, shrink swell potential, as well as landsliding. Liquefaction is the rapid transformation of saturated, loose, fine-grained sediment (such as silt and sand) into a fluid state as a result of severe vibratory motion. Most of the lowland areas of San Pablo are mapped by the California Division of Mines and Geology as potentially having liquefaction hazards.

The term "shrink swell" refers to the property of many clays to swell when wetted and shrink when dried. Soils with high shrink swell potential make them poor candidates for construction of tall buildings or basements.

Landslides generally occur in areas of unstable soil conditions. In San Pablo, this hazard is primarily located near the upland areas, along the creeks, and in the Bayview neighborhood near Hilltop. Sloping areas with greater than a 30-degree gradient on both sides of San Pablo Dam Road east of I-80 are especially prone to landsliding. The area north of Hillcrest Road is another example of a landslide active area. For safety reasons, the City has designated active landslide areas as Open Space in the General Plan Land Use Diagram and restricts development in those areas.

GUIDING POLICIES

SN-G-1 *Minimize risks of property damage and personal injury posed by geologic and seismic hazards.*

IMPLEMENTING POLICIES

SN-I-1 Amend the Zoning Ordinance to include provisions for a geologic hazard abatement district for hillside areas at risk of landslides in San Pablo. Work to encourage their adoption where appropriate.

The Geologic Hazard Abatement District is a potentially useful tool to effectively abate a landslide hazard that crosses property boundaries. It is a mechanism that responds to the physical realities of landslides and allows property owners to cooperate in solving a common problem. It removes much of the stigma of legal liabilities among adjacent landowners and allows them to cooperate rather than litigate. It also provides for a cost-effective solution, requiring only one geotechnical engineering firm and one plan to solve the problems of several landowners.

SN-I-2 Pursuant to the requirements of the Alquist-Priolo Earthquake Fault Zone Act, continue to review individual projects to prohibit the development of critical or habitable structures within the Fault Zone.

SN-I-3 Continue to maintain and enforce appropriate standards in the Building Code to ensure new developments are designed to meet current safety standards associated with seismic activity.

SN-I-4 Continue to identify and catalogue structures that may be subject to serious structural damage in the event of a major earthquake and provide information to property owners on ways to pay for rehabilitation of existing buildings, including available State and other financing resources.

SN-I-5 Support efforts by State and regional agencies to promote public awareness of potential geologic and seismic hazards.

SN-I-6 Require erosion prevention of hillside areas by re-vegetation or other acceptable methods.

9.2 Flood Hazards

FLOOD ZONES

Severe rainfall has caused parts of San Pablo to experience flash floods in the past, including University Avenue next to Wildcat Creek.

Flood-prone areas in San Pablo are generally located in topographically low areas and in areas close to creeks. Flood zone mapping done by the Federal Emergency Management Authority (FEMA) indicates that the area is most prone to flooding where San Pablo and Wildcat Creeks leave the city boundary on the west, as shown on **Figure 9-2**. In addition, there are flooding areas associated with Rheem Creek on the west side of the city. According to FEMA maps, a total of 180 acres of the total Planning Area is located within the 100-year flood hazard zone, meaning it is subject to a 1% annual chance of flood. Approximately 125 acres of the Planning Area lie within the 500-year flood zone, which describes lands subject to the 0.2% annual chance of a flood event, as shown in **Table 9.2-1**.

Table 9.2-1 Existing Flood Plains

Type	*Total Acres*
100-Year Zone Zone	180
500-year Flood Zone	125

Source: Federal Emergency Management Agency, 2023; Dyett & Bhatia, 2024.

Causes of Flooding

Over the years, continuous rains have saturated the watersheds in San Pablo and causes major flood events that inundate the western and central parts of the city. The City engaged a water hydraulics consultant to determine the causes of flooding for each flooded area. The resulting report found that, while undersized creek channels was one of the primary reasons that cause flood waters to overflow the banks of the creeks into city streets, residences and commercial areas, this was not the only reason for flooding. Many areas far away from the creeks were also flooded because the inverts of storm drain inlets on streets that drain into the creek were located below the high-water surface elevation in the creek.

Figure 9-2: Hazardous Materials and Flood Hazard Areas

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

FEMA Flood Hazard Zones

- 100 year flood zone
- 500 year flood zone

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

0 750 1,500 3,000
FEET

SOURCE: FEMA, 2020; Geotracker, State Water Resources Control Board, 2021; Envirostor, Department of Toxic Substances Control, 2023City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

DYETT & BHATIA
Urban and Regional Planners

When the creeks were at or above their high-water mark, not only were these pipes unable to convey any more water into the creeks, they channeled creek water back into areas that were far away from creek banks. Many areas, such as the area bounded by Folsom Avenue, Manor Drive, and Rumrill Boulevard, have flooded in this way.

The City also engaged a consultant in 2018 to map the City's storm drain system to understand its connectivity, to support hydrologic and hydraulic modelling, and to analyze the existing system. The storm drain network and modelling outputs were also used to provide information necessary to comply with the Water Resources Control Board's (WRCB's) required C.10 Trash Load Reduction of the Water Board's Monitoring and Reporting Plan (MRP) by delineating catchment areas within the City. Furthermore, using the modelling results helps identify capital improvement projects with a focus on Rumrill Boulevard.

Undersized box culverts along creeks also contribute to flooding problems and the study recommends their replacement or enlargement. Many culverts (Rumrill Boulevard, 23rd Street, and Church Lane) are unable to transmit flow volumes because they are designed at an angle to flow direction or inadequately sized.

The City Public Works Department has been working with the Contra Costa Flood Control District and other interested parties to address deficiencies and improve flow volume. Constructed in 2021, the Wildcat Creek Restoration and Greenway Trail Project is an example of recent drainage improvement projects. The project widened the creek bank on the eastern side between Vale Road and Church Lane. Past projects include: a Creek Embankment Stabilization project on San Pablo Creek at Road 20 and 17th Street, a widening of the Wildcat Creek channel at 23rd Street, and a reconfiguration of the Wildcat Creek channel at Rumrill Boulevard.

DAM INUNDATION

San Pablo Creek is a year-round watercourse and is regulated in its upper stream by two dams: Briones Dam and Reservoir, and San Pablo Dam and Reservoir. According to a Flood Study conducted by ABAG in 2007, 1,383 acres of land in the City of San Pablo are subject to flooding should both dams experience a catastrophic failure. The scenario may be triggered by a rupture of the Hayward fault, which lies partially under the city. If a magnitude 7.5 earthquake occurred on this fault, the study predicts that the San Pablo Dam would slump and decrease in

height, allowing water to flow over the top, resulting in flooding downstream. If such a disaster occurs, 51 miles of roadway and almost all schools and government buildings in the city would be inundated.[20] Policies and programs in this Element seek to reduce the possibility of this occurrence and mitigate its impact.

The State of California Division of Safety of Dams (DSOD) oversees flood and earthquake safety for the East Bay dams. As part of its emergency preparedness efforts, the East Bay Municipal Utility District (EBMUD) prepares inundation maps as guidance to emergency management and other public agencies. Inundation maps show the flooding that could result from a hypothetical failure of a dam or a critical appurtenant structure. The District's dams are considered safe, and failure of a dam is a highly unlikely event. Between February 2020 and May 2021, EBMUD updated and received State Department of Water Resources (DWR), Division of Safety of Dams (DSOD) approval for flood inundation maps for its DSOD-regulated dams. EBMUD has a comprehensive Dam Safety Program. The District proactively inspects upgrades and improves its dams and water supply structures as needed and in consultation with the regulatory agencies. Engineers monitor dams using instruments, monthly visual inspections and periodic dam safety reviews to prevent loss of life, personal injury and property damage from the failure of dams. The safety of each dam is reevaluated with advances in geotechnical, structural and earthquake engineering and also if there is evidence of seepage or ongoing ground movement. Most of these dams are under the jurisdiction of the State Department of Water Resources (DWR), Division of Safety of Dams (DSOD).

Like San Pablo Dam, Briones Dam also poses a flood risk to the Planning Area. However, the risk from this dam is comparatively less significant due to its greater distance from the city. Additionally, Briones Dam is a newer dam (constructed in 1964) compared to the San Pablo Dam (constructed in 1920), and its flood waters are expected to drain southward of its location as well as into San Pablo Dam in the case of dam failure.

MITIGATION OF FLOOD HAZARDS

The extent of damage from flooding can be mitigated in a number of ways, including the identification and avoidance of flood prone

[20] EBMUD Annual Report 2008 and EBMUD Summit Reservoir Replacement Project reports.

areas, planning emergency response, and implementation of long-term flood control projects.

Flood Damage Prevention Ordinance

The City adopted a Flood Damage Prevention Ordinance in 1987 in compliance with requirements of the National Flood Insurance Program (NFIP) and the Federal Emergency Management Agency (FEMA) for development in flood-plain areas. This Ordinance was amended in 2023 to reflect recent changes in FEMA's model ordinance. The stated purpose of the Ordinance is to promote public health, safety, and general welfare, and to minimize public and private losses due to flood conditions in specific areas.

The Municipal Code establishes controls on development in flood hazard areas, such as creek setback requirements and minimum floor elevations above the base flood elevation. The intent of the regulations is to avoid exposing new development to flood hazards and reduce the need for future flood control protective work. The Code is amended as needed to maintain compliance with state and federal regulations.

Floodplain Management and the Local Hazard Mitigation Plan

The City's Building Services Division is responsible for providing floodplain management for the Planning Area. Its responsibilities include ensuring compliance with the NFIP and maintenance and enforcement of the Flood Damage Prevention Ordinance. The City's Public Works Department is responsible for planning and construction of flood control projects. Additionally, the Department helps prepare and carry out policies in the Contra Costa County Multi-Jurisdictional Local Hazards Mitigation Plan (LHMP), which provides additional planning and direction for flood hazards in the city. The LHMP focuses on the assessment of identified risks and implementation of loss reduction measures to ensure critical City services and facilities survive a disaster. An update to the Contra Costa County LHMP was completed in 2024, with the San Pablo Annex adopted in April 2025.

Storm Drainage Management

The Public Works Department performs cleaning and maintenance activities on creeks, drainage channels, pipes and catch basins in City easements and rights-of-way in accordance with an established schedule and other standard operating procedures. The City encourages homeowners along the creeks to help keep them clear of obstructions and to purchase flood

insurance as a precaution. By way of City ordinance, it is illegal to dump trash, leaves, landscape debris, paint, grease, or any other material into any portion of the City's drainage system, and it is illegal to construct structures in the creek channels.

Emergency Flood Response

The first goal of the City's emergency response to flood events is to prevent the loss of life. The protection of physical property is secondary to this goal. Whenever a flood event is expected to occur, City officials typically have only hours to formulate a response, not days or weeks. As a result, the City's emergency response to flood emergencies includes a two-prong approach: 1) Monitor flood levels to determine the severity of the situation, and 2) Work with emergency services and dispatch emergency crews to problem areas if evacuation is required. This is a multistage process involving various City departments and agencies whose responsibilities and procedures are described in greater detail in the City's Emergency Operations Manual. Following the issuance of an order or warning to evacuate, evacuation routes and shelter sites are determined based on field observations and conditions of the flood event.

If a series of storms are forecast ahead of time by the National Weather Service or other agencies, sandbags are provided free of charge to San Pablo residents at the City Corporation yard located at 16th and Folsom Streets.

Wildcat Creek Watershed Restoration Action Plan

The Wildcat Creek Watershed Restoration Action Plan (WRAP) was adopted by the City in August 2010 as a guide to the planning and implementation of projects to reduce flood risk, enhance riparian habitat and develop recreational resources for the community.

The WRAP recommends the following strategies and actions:

1. Replacement of structures that constitute constrictions in the creek cross-section with structures that allow more water to pass through. For example, the culvert under Rumrill Boulevard could be replaced with a larger culvert better aligned with the creek or with a bridge structure to span the creek.

2. Construct floodwalls to contain flows in tight areas and where feasible acquire properties where flood flows can spread out over a larger area.

3. Make upgrades to the existing stormwater system, such as increased pipe sizes, and implement measures to reduce stormwater runoff.

4. Remove barriers to fish passage; for example, by "daylighting" the creek through Davis Park.

5. Connect gaps in the Wildcat Creek Trail.

City staff will continue to incorporate the recommended strategies and actions into its Capital Improvement Programming and will seek funding for these projects.

GUIDING POLICIES

SN-G-2 *Minimize the risks to property, life, and the environment due to flooding hazards.*

IMPLEMENTING POLICIES

SN-I-7 Continue to minimize the risk of flooding to development through the development review process. Require new development within a floodplain to comply with the City's Floodplain Management and Flood Damage Prevention Ordinance and to submit hydrologic studies, identify site development and construction methods, and implement appropriate mitigation measures to minimize surface water run-off.

Developers will be required to provide an assessment of a project's potential impact on the local storm drainage system as part of the development review process. If development is found to have a negative impact on storm drainage, mitigation measures, such as the creation of permanent or temporary detention or retention basins, provision of additional landscaped areas and green roofs, installation of pump stations, and the use of permeable paving in driveways, walkways and parking areas, may be required.

SN-I-8 Regularly review the Land Use Element to identify whether any additional areas subject to flooding have been defined in updated floodplain maps prepared by the Federal Emergency Management

Agency or the State Department of Water Resources and adopt amendments to the General Plan or the Zoning Ordinance, as warranted.

SN-I-9 Continue to participate in the National Flood Insurance Program and ensure that local regulations are in full compliance with federal standards.

SN-I-10 Periodically review National Flood Insurance Program maps to ensure that the City's zoning and building regulations reduce potential risks from flooding pursuant to the National Flood Insurance Program of 1968.

SN-I-11 Inform households and businesses located in flood-prone areas about opportunities to purchase flood insurance.

The City will regularly remind residents of the value of flood insurance for vulnerable properties through newsletters and other educational materials. Purchase of flood insurance is required for buildings in Special Flood Hazard Areas defined by the Flood Insurance Rate Map when a federally regulated lender holds the mortgage on the building.

SN-I-12 Site new essential public facilities outside of the 100-year flood plains, including hospital and healthcare facilities, emergency shelters, police and fire stations, and emergency communications facilities, to minimize exposure to 100-year floods.

SN-I-13 Cooperate with the County Flood Control District, California Department of Transportation, and the Army Corps of Engineers to mitigate potential flooding risks, including flood control projects on Wildcat and San Pablo creeks and the maintenance of drainage facilities and infrastructure.

Flood control projects will be designed to support the City's efforts to reestablish natural conditions in these creek corridors.

SN-I-14 Work with railroad operators to minimize downstream flooding related to limited number of culverts.

SN-I-15 Enforce local regulations regarding illegal dumping of unwanted materials into local waterways.

Additional policies to control stormwater and reduce urban runoff are in the 'Wastewater and Stormwater' section of the Parks, Schools, Community Facilities and Utilities Element.

9.3 Fire Hazards

Fires may be classified by their point of origin, the most common types being urban fires and wildland fires.

URBAN FIRES

Urban fires are fires that begin in a building in urban centers. They are typically localized but have the potential to spread to an adjoining building. In San Pablo, the risk of urban fires is highest where single-family homes, multifamily residences and business facilities are clustered close together, increasing the possibility of rapid spread to an adjoining building. As the city grows in population and becomes denser, the consequence of urban fires increases proportionately. The risk to life and property can be reduced by adopting fire protection policies, such as increasing fire service personnel and ensuring new buildings are built to include fire resistant features which conform to modern fire and building codes. General Plan policies addressing the threat of urban fires are established in the section on Safety Services and Emergency Response.

WILDLAND FIRES

Wildland fires are uncontrolled fires that spread through natural vegetation in areas like forests, grasslands, and brushlands. They can be caused by natural events like lightning or human activity and their potential for damage is dependent on the extent and type of vegetation, known as surface fuels, as well as weather and wind conditions. Urbanized areas are typically less at risk of wildfires than rural areas, although areas of wildland-urban interface where human development transitions to undeveloped wildland are at greater risk of catastrophic wildfire.

In general, residential neighborhoods in San Pablo have minimal surface fuels and therefore have a lower risk of wildland fires. However, as shown in **Figure 9-3**, areas in the southeast of San

Figure 9-3:

Wildfire Hazards

Responsibility Area

- LRA — Local Responsibility Area
- FRA — Federal Responsibility Area

Fire Hazard Severity Zone in LRA

- Very High
- High
- Moderate

- Police Station
- Fire Station

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

As of May 2025, this map is in Draft form pending adoption by Contra Costa County Fire Protection District.

0 0.1 0.2 0.4
Miles

SOURCE: Fire Hazard Severity Zones in LRA, CAL FIRE, February, 2025; City of San Pablo, 2024; Contra Costa County GIS, 2024; Dyett & Bhatia, 2024

Pablo, west of I-80 are classified as Very High Fire Hazard Severity Zones (VHFHSZ) by the California Department of Forestry and Fire Protection (CAL FIRE). Adjacent areas outside the City limit in Wildcat Canyon are also classified as VHFHSZ. Under State law, new construction and renovations in VHFHSZ must adhere to Wildland-Urban Interface (WUI) building codes, which focus on ignition resistance, and homeowners are required to maintain a buffer of "defensible space" around their homes as a barrier against the spread of wildfire, including an ember-resistant zone. Adjacent areas generally southeast of San Pablo Dam Road are also classified as High Fire Hazard Severity Zones. Emergency evacuation from this area is provided via Hillcrest Road, Morrow Drive, Alpine Road, North Arlington Boulevard, and Amador Street, which connect to San Pablo Dam Road, the primary access route for the area. Areas of High and Moderate fire hazard severity extend to the north of this area in hillside zones, which are served by evacuation routes on Hillcrest Road and Morrow Drive connecting to San Pablo Dam Road, and across I-80 into more densely populated neighborhoods, which are served by evacuation routes on San Pablo Avenue and San Pablo Dam Road via Ventura Avenue, contra Costa Avenue, Kirk Lane, and Glenn Avenue.

The Contra Costa County Fire Protection District (Con Fire) adopted Defensible Space Standards that are designed to help structures survive wildland fire events and also began a public education program aimed at raising awareness about fire hazards. Con Fire-works with property owners and provides information about wildfire prevention through its information division and enforces fire standards by notifying property owners of the need to cut vegetation that constitutes a fire hazard.

Firefighting capabilities in San Pablo have been enhanced by the opening of a new Fire Station 70 at 1800 23rd Street in 2021.

GUIDING POLICIES

SN-G-3 *Protect San Pablo residents and businesses from potential fire hazards.*

IMPLEMENTING POLICIES

SN-I-16 Continue to work with the County Fire Protection District (Con Fire) to make San Pablo more resilient to fire hazards.

The City's Planning Division will work with Con Fire to plan for, maintain, and expand local fire service activities. The City's Building Division will consult with Con Fire on new construction plan checking, building inspections, weed abatement and hazard mitigation activities, and public information resources. The City's Public Works and Planning Division will work with Con Fire to review hydrant locations, landscaping and other fire safety criteria. The City's Police Department will work with Con Fire to distribute fire safety information and coordinate public safety education in schools.

SN-I-17 Work cooperatively with Con Fire to promote public awareness of fire safety and emergency life support.

The City will work with Con Fire to hold annual Fire Prevention Month activities in the city every October, and to make available preventative fire safety information in City Hall.

SN-I-18 Review the Con Fire's fire hazard standards and annual report to determine if there should be any modification or additional types of services based on local population needs.

9.4 Hazardous Materials

A material is considered hazardous if it appears on a list of hazardous materials prepared by a federal, state, or local agency, or if it has characteristics defined as hazardous by such an agency. The California Code of Regulations defines a hazardous material as a substance that, because of physical or chemical properties, quantity, concentration, or other characteristics, may either (1) cause an increase in mortality or an increase in serious, irreversible, or incapacitating, illness or (2) pose a substantial present or potential hazard to human health or environment when improperly treated, stored, transported or disposed of, or otherwise managed. Hazardous materials have been and are commonly used in commercial, agricultural, and industrial applications and, to a limited extent, in residential areas.

Hazardous wastes are defined in the same manner. Hazardous wastes are hazardous materials that no longer have practical use, such as substances that have been discarded, discharged, spilled,

contaminated, or are being stored prior to proper disposal. Hazardous materials and hazardous wastes are classified according to four properties: toxic (causes human health effects), ignitable (has the ability to burn), corrosive (causes severe burns or damage to materials), and reactive (causes explosions or generates toxic gases).

HAZARDOUS MATERIALS SITES

Areas where historic or on-going activities have resulted in the known or suspected release of hazardous materials to soil and groundwater or to the air, as identified by the San Francisco Bay Regional Water Quality Control Board (RWQCB) and California Department of Toxic Substances (DTSC), are shown in **Figure 9-2.** Sites listed by the RWQCB include those that are from their Leaking Underground Storage Tank (LUST) program and other non-underground tank sites. There is only one active site within San Pablo that is overseen by the DTSC.

In San Pablo, sites with contamination are largely clustered around major roadways where light industrial and commercial uses are located, including Rumrill Boulevard, San Pablo Avenue, and San Pablo Dam Road. This contamination may be the result of underground storage tank (UST) releases, spills, accidental releases or other activities involving the use of hazardous materials. In general, the areas highlighted are industrial and manufacturing areas, although some represent gas stations, dry cleaners or other small businesses.

Releases, leaks, or disposal of chemical compounds, such as petroleum hydrocarbons, on or below the ground surface can lead to contamination of underlying soil and groundwater. Depending on the conditions and intensity of the release, groundwater contamination can migrate beyond the property boundary of the original release site. Disturbance of a previously contaminated area through grading or excavation operations could expose the public to health hazards from physical contact with contaminated materials or hazardous vapors. Improper handling or storage of contaminated soil and groundwater can further expose the public to these hazards, or potentially spread contamination through surface water runoff or air-borne dust. In addition, contaminated groundwater can spread down gradient, potentially contaminating subsurface areas of surrounding properties.

REGULATION AND ENFORCEMENT

Various State and federal agencies govern the proper storage, handling, and transport of hazardous materials. Contra Costa Health is the local agency responsible for hazardous materials management. It oversees the cleanup of contaminated sites originating from LUST systems as well as administers the California Accidental Release Prevention Program. The West Contra Costa Integrated Waste Management Authority is the local agency responsible for the safe disposal of household hazardous waste. It operates a permanent household hazardous waste drop-off facility located in Richmond that is available free of charge to any San Pablo resident and conducts mobile collection events throughout the year.

GUIDING POLICIES

SN-G-4 *Reduce the risk to the health of San Pablo residents from exposure to hazardous materials.*

SN-G-5 *Promote the reduction, recycling, and safe disposal of household and business hazardous wastes through public education and awareness.*

IMPLEMENTING POLICIES

SN-I-19 Require applicants for development in a potentially contaminated location to perform inspection and cleanup if the site is found to be contaminated with hazardous substances.

The City will require the project applicant to have the site inspected by a registered Environmental Assessor. Reports detailing the results must be submitted for City review. The level of remediation and cleanup must be in compliance with Federal and State standards.

SN-I-20 Continue to support West Contra Costa Integrated Waste Management District's Household Hazardous Waste Drop-off Program, and encourage residents and crime watch organizations to report unlawful dumping of hazardous materials.

SN-I-21 Ensure that the production, use, storage, disposal, and transport of hazardous materials conform to

standards specified in the County's Hazardous Materials Area Plan.

SN-I-22 Coordinate with Contra Costa Health, the Contra Costa County Fire Protection District, and other appropriate regulatory agencies in hazardous material emergency response and the review of all proposals that use hazardous materials, or those properties that may have toxic contamination, such as petroleum hydrocarbons, CAM 17 metals, asbestos, and lead.

9.5 Safety Services and Emergency Response

Police services within the Planning Area are provided by the City of San Pablo Police Department and fire protection and life safety services are provided by the Contra Costa County Fire Protection District (Con Fire). The locations of both City Police and County Fire stations are illustrated in **Figure 9-3**.

POLICE SERVICES

The San Pablo Police Department operates out of a central police facility located at 13880 San Pablo Avenue. In addition, there is a Police Building Annex Building at 13928 San Pablo Avenue and a leased training facility in the College Center shopping area. The Department is a full-service, community-based law enforcement agency with three divisions (Patrol, Investigations, and Support Services) managed by the Chief of Police. The Department has five patrol teams and more than seventy specialized assignments and/or programs. To maintain current operations and provide adequate public safety services to the San Pablo community, the Department's facility, equipment and budget would need to grow proportionately with any additional personnel.

The current level of service is 1.92 officers to 1,000 residents, which is lower than the national average of 2.5 officers per 1,000 residents.[21] One of the Department's most pressing needs is space. As of 2023, a new 42,000-square-foot facility is under construction

[21] U.S. 2003 Bureau of Justice Law Enforcement and Management Administrative Statistics.

to house the City's police personnel. Located on Gateway Avenue across from the City Hall, the facility will also feature a new state-of-the-art training center with an indoor shooting range and a virtual reality training room that will be available to the Police Department and by arrangement to other public safety agencies in the area. The Police Headquarters is expected to be occupied by mid-2025.

The Department does not have a response time mandate; however, according to 2023 records, arrival times in response to dispatched calls for service averaged less than 7 minutes for priority-one calls, 8 minutes for priority-two calls, and 9 minutes for priority-three calls.

FIRE PROTECTION SERVICES

Fire Safety Services in San Pablo are provided by the Contra Costa County Fire Protection District (Con Fire). Con Fire operates one fire station (Station #70) within the Planning Area located at 1800 23rd Street. (see **Figure 9-3)**.

The San Pablo Fire Station is actively staffed 24 hours a day, seven days a week, with two engine companies. Fire dispatch is handled through the Contra Costa County Regional Communications Center. Con Fire provides fire-fighting services, lift and elevator rescue services, and medical response. Additionally, Con Fire enforces fire-safety regulations by notifying property owners to cut vegetation that constitutes a fire hazard.

Con Fire establishes no staffing or service ratios for the San Pablo Fire Station, but in general, it aims to provide one fire station for each 26,000 residents. Currently, Con Fire has an Insurance Service Office (ISO) rating of 3, on a scale of 1 to 10 with 1 being the highest. District policy establishes a six-minute response goal from dispatch to arrival for fire service in the region.

Con Fire has a mutual aid agreement with the Richmond Fire Department to ensure quick and adequate response to any fire emergency. Richmond stations are located just half a mile away from San Pablo's Planning Area boundary.

Additional policies addressing wildland fires are in the Fire Hazards section.

Opened in April 2021, Fire Station 70 provides fire and emergency services from a central location on 23rd Street

EMERGENCY PLANNING

The California Emergency Services Act requires cities to prepare and maintain an Emergency Plan for natural, humanmade, or war-caused emergencies that result in conditions of disaster or in extreme peril to life. The San Pablo Emergency Operations Manual was adopted in 1999 and updated in 2020. Further revisions are anticipated for final approval in July 2024. The Manual outlines the City's response to different types of disaster situations, including seismic hazards, extreme weather conditions, and flooding. It establishes the chain of command, operational areas and responsibilities for different City departments as well as individuals and defines the City's response in four response and recovery phases: increased readiness, initial response operations, extended response operations, and recovery operations. The Manual is meant to work in conjunction with other disaster mitigation plans of the region, such as the Association of Bay Area Governments (ABAG) Local Hazard Mitigation Plan (see below) and the State Emergency Plan.

EVACUATION ROUTES & POTENTIAL SHELTER SITES

The City has identified several evacuation routes through San Pablo to be used in case of catastrophic emergencies. The names of the streets are known to emergency services but not publicly identified. The location, extent and the severity of a disaster will determine which routes and which direction people must take in order to escape or avoid the afflicted areas. Additionally, possible emergency shelter sites have been identified internally. The City does not publish these sites in advance of an emergency for fear of having people congregate at a site that would not be opened or placing them in harm's way. The type and severity of the emergency will determine which site will be opened.

In the event of a natural or human-made disaster, the City will coordinate with the Red Cross, Salvation Army, and State and federal agencies to provide emergency relief and disaster recovery.

LOCAL HAZARD MITIGATION PLANNING

The purpose of a Local Hazard Mitigation Plan (LHMP) is to reduce or eliminate long term risk to human life and property resulting from hazards, by identifying risks before they occur and putting together resources, information, and strategies for emergency response. In San Pablo, hazard mitigation planning is carried out collectively at the County level owing to the proximity

of different cities and their joint exposure to earthquakes and other regional hazards. Contra Costa County is the lead agency on the Local Hazard Mitigation Plan for the County and its participating jurisdictions. The LHMP for the Contra Costa County planning area was developed in accordance with the Disaster Mitigation Act of 2000 and followed FEMA's Local Hazard Mitigation Plan guidance. The LHMP incorporates a process whereby hazards are identified and profiled, the people and facilities at risk are analyzed, and mitigation actions are developed to reduce or eliminate hazard risk. The implementation of these mitigation actions, which include both short and long-term strategies, involve planning, policy changes, programs, projects, and other activities. Volume I of the 2024 Contra Costa County LHMP can be found in the References section of this chapter (Section 7.9).

As a participant in the multi-jurisdictional planning process, City staff helped in the development and review of the comprehensive list of mitigation strategies in the plan. The plan includes a San Pablo annex which lists information most relevant to San Pablo in the areas of health, infrastructure, housing, government, environment, and land use. The plan was adopted in April of 2025. A link to The San Pablo Annex of the 2024 Contra Costa County HMP can be found in Section 7.9.

The City's Emergency Operations Manual establishes procedures in case of emergencies.

GUIDING POLICIES

SN-G-6 *Provide a comprehensive, "urban" service approach for police services, composed of public education, outreach, and partnerships with the public.*

SN-G-7 *Foster an efficient and coordinated response to emergencies and natural disasters.*

SN-G-8 *Proactively advocate public safety services which respond to the emergency and rescue needs of San Pablo residents and employees.*

IMPLEMENTING POLICIES

Safety Services

SN-I-23 Continue to periodically assess the staffing, training, facility, and equipment needs of the Police Department to ensure they meet current and future community needs.

The City will ensure the staffing ratios and response times meet national standards, and hire additional police officers, support training programs, and retrofit police-related facilities and purchase equipment, as needed. The construction of the Police Headquarters and Regional Training Facility to be completed in 2025 will help to fulfill long-term facility goals for the Department.

SN-I-24 Require adequate access for emergency vehicles in all new developments, including adequate widths, turning radii, hard standing areas, and vertical clearance.

SN-I-25 Explore the feasibility of developing a small police station annex at Rumrill Boulevard and Market Avenue.

SN-I-26 Complete program expansions of new police and fire facilities. Specifically, the City will pursue the following:

- Develop a joint police and fire Emergency Operations Center (EOC) that will serve as the base of operations for the City and centralize communications and direction

in the event of an emergency as a West County Regional EOC.

An EOC is a place where city staff can come together during an emergency to coordinate response and recovery actions and resources. These centers may alternatively be called command centers, situation rooms, "war rooms", crisis management centers, or other similar terms. Regardless of the term, this is where the coordination of information and resources takes place. The EOC is not an incident command post; rather, it is the operations center where coordination and management decisions are facilitated. An EOC may serve a number of uses including operations, training, meetings and other uses. The new Police Headquarters and Training Facility includes space for a West County Regional EOC.

SN-I-27 Continue to share information and develop joint law enforcement efforts with adjacent jurisdictions and other public safety agencies.

The Police Department will continue to participate in regional cooperative efforts such as the West Contra Costa County (WCCC) Chiefs Committee, WCCC Narcotics, and WCCC Gang Intervention meetings.

SN-I-28 Continue to partner with schools and youth organizations in San Pablo to conduct law enforcement outreach and conflict resolution programs.

The Police Department will continue its Juvenile Education & Welfare Liaison (JEWL) Program, Gang Reduction Education and Training (GREAT), GREAT Summer Program, and other programs; work with schools to develop conflict resolution, peacemaking, and anger management training; and develop anti-crime curriculums.

SN-I-29 Continue to engage the community to formulate crime prevention and public safety strategies through public relations, community forums, and neighborhood based public safety programs.

The City has established community programs such as Neighborhood Watch, Business Watch, and the Community Police Academy that create opportunities for dialogue and perspective sharing to understand community priorities. These programs engage youth, ethnic communities, business community, the elderly, and other community members, incorporating community concerns and helping to identify consensus on community safety priorities and program approaches.

Additional policies related to fire protection are in the section 'Fire Hazards'.

Emergency Management

SN-I-30 Adopt and periodically update the City's Emergency Operations Plan.

SN-I-31 In consultation with the Police Department, the County Fire Protection District and other emergency service providers, develop an emergency evacuation map showing potential evacuation routes and maintain a list of emergency shelters to be used in case of catastrophic emergencies.

SN-I-32 Initiate periodic public information programs that explain the City's emergency preparedness programs and encourage each household to be self-sufficient for 72 hours after a human-made or natural disaster.

SN-I-33 Continue to participate in the multi-jurisdictional hazard mitigation planning process and implement policies in the latest multi-jurisdictional Hazard Mitigation Plan.

The federal Disaster Mitigation Act of 2000 requires that cities, counties, and special districts have a Local Hazard Mitigation Plan to be eligible to receive FEMA hazard mitigation funds. The City is part of the Contra Costa County multi-jurisdictional Local Hazard Mitigation Plan. .

SN-I-34 Develop effective mechanisms for a coordinated response to natural and man-made emergencies by:

- Conducting regular emergency planning meetings and disaster preparedness exercises with various City Departments, the Fire District, Police Department, Contra Costa Health, and other emergency service providers and relevant public agencies;
- Holding emergency drills that require all City staff to be adequately trained to handle different kinds of emergency scenarios; and
- Coordinating with the East Bay Regional Communications System Authority (EBRCSA) to continue to operate the P-25 compliant communications system with coverage in San Pablo.

SN-I-35 Ensure critical use facilities (City Hall, Police Department, Fire Station, public assembly facilities, transportation services) and other structures that are important to protecting health and safety in the community remain operational during an emergency. The EBRCSA was created as a Joint Powers Authority (JPA) on September 11, 2007, with the goal of developing and operating a state-of-the-art radio communications system to provide regional interoperability. This system was installed in 2012.

9.6 Noise

The purpose of the Noise Element is to identify the noise sources that exist within the City, and to mitigate their potential impacts through both preventative and responsive measures.

NOISE CHARACTERISTICS AND MEASUREMENT

Noise is commonly defined as undesirable or unwanted sound. Noises vary widely in their scope, source, and volume, ranging from individual occurrences, such as leaf blowers, to the intermittent disturbances of overhead aircraft, to the fairly constant noise generated by traffic on freeways. Noise is primarily a concern with regard to noise–sensitive uses such as residences, schools, churches, and hospitals.

Noise Measurement

Three aspects of community noise are used in assessing the noise environment:

Level (e.g., magnitude or loudness) of sound. Sound levels are measured and expressed in decibels (dB) with 10 dB roughly equal to the threshold of hearing. **Figure 9-4** shows the decibel levels associated with different common sounds.

Frequency composition or spectrum of the sound. Frequency is a measure of the pressure fluctuations per second, measured in units of hertz (Hz). The characterization of sound level magnitude with respect to frequency is the sound spectrum, often described in octave bands, which divide the audible human frequency range (e.g., from 20 to 20,000 Hz) into ten segments.

Variation in sound level with time, measured as noise exposure. Most community noise is produced by many noise sources that change gradually throughout the day and produce a relatively steady background noise having no identifiable source. Identifiable events of brief duration, such as aircraft flyovers, cause the community noise level to vary from instant to instant. A single number called the equivalent sound level or L_{cq} describes the average noise exposure level over a period of time.

Transient noise events may be described by their maximum A-weighted noise level (dBA) Hourly -L_{cq} values are called Hourly Noise Levels.

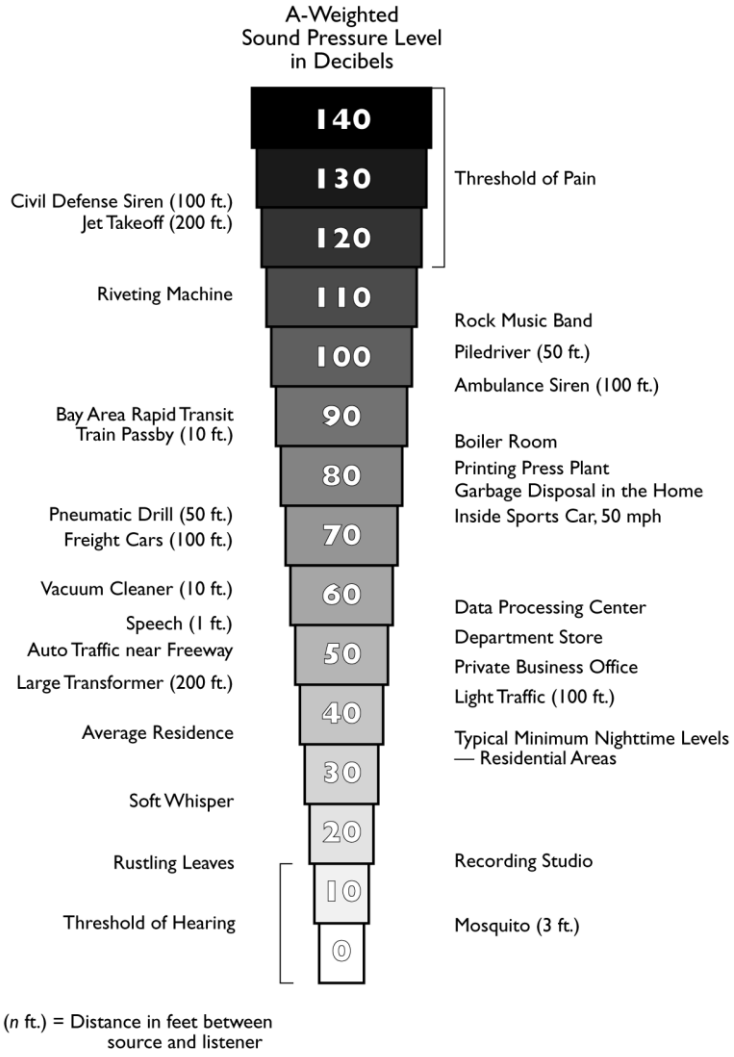
Reporting Noise Levels

Measuring and reporting noise levels involves accounting for variations in sensitivity to noise during the daytime versus nighttime hours. Noise descriptors used for analysis factor in human sensitivity to nighttime noise when background noise levels are generally lower than in the daytime and outside noise intrusions are more noticeable. Common descriptors include the Community Noise Equivalent Level (CNEL) and the Day-Night Average Level (DNL, symbol (L_{dn}). Both reflect noise exposure over an average day with weighting to reflect the increased sensitivity to noise during the evening and night. The CNEL descriptor is used in relation to major continuous noise sources, such as aircraft or traffic, and is the reference level for the Noise Element.

Knowledge of the following relationships is helpful in understanding how changes in noise and noise exposure are perceived:

- Except under special conditions, a change in sound level of 1 dB cannot be perceived;
- A 3 dB change is considered a just noticeable difference;
- A 5 dB change is required before any noticeable change in community response would be expected.
- A 5 dB increase is often considered a significant impact; and
- A 10 dB increase is subjectively heard as an approximate doubling in loudness and almost always causes an adverse community response.

Figure 9-4: Typical Sound Levels



NOISE SOURCES IN SAN PABLO

The major sources of noise in San Pablo are related to vehicular traffic, including automobile and truck traffic on arterial roads and Interstate 80, and rail operations along Giant Road. Schools, industrial areas and construction sites may also generate noise during the day. Existing noise contours are shown in **Figure 9-5.**

Traffic Noise

Traffic noise depends primarily on the speed of traffic and the percentage of truck traffic. The primary source of noise from automobiles is high frequency tire noise, which increases with speed. In addition, trucks and older automobiles produce engine and exhaust noise, and trucks also generate wind noise. While tire noise from cars is located at ground level, truck noise sources can be as high as ten to fifteen feet above the roadbed due to tall exhaust stacks and higher engines. Sound walls are not effective for mitigating such noise unless they are very tall.

Maximum noise levels of DNL 60 dB are considered "normally acceptable" for unshielded residential development. Noise levels from DNL 60 dB to 70 dB fall within the "conditionally unacceptable" range, and those in the DNL 70 to 75 dB range are "normally unacceptable."

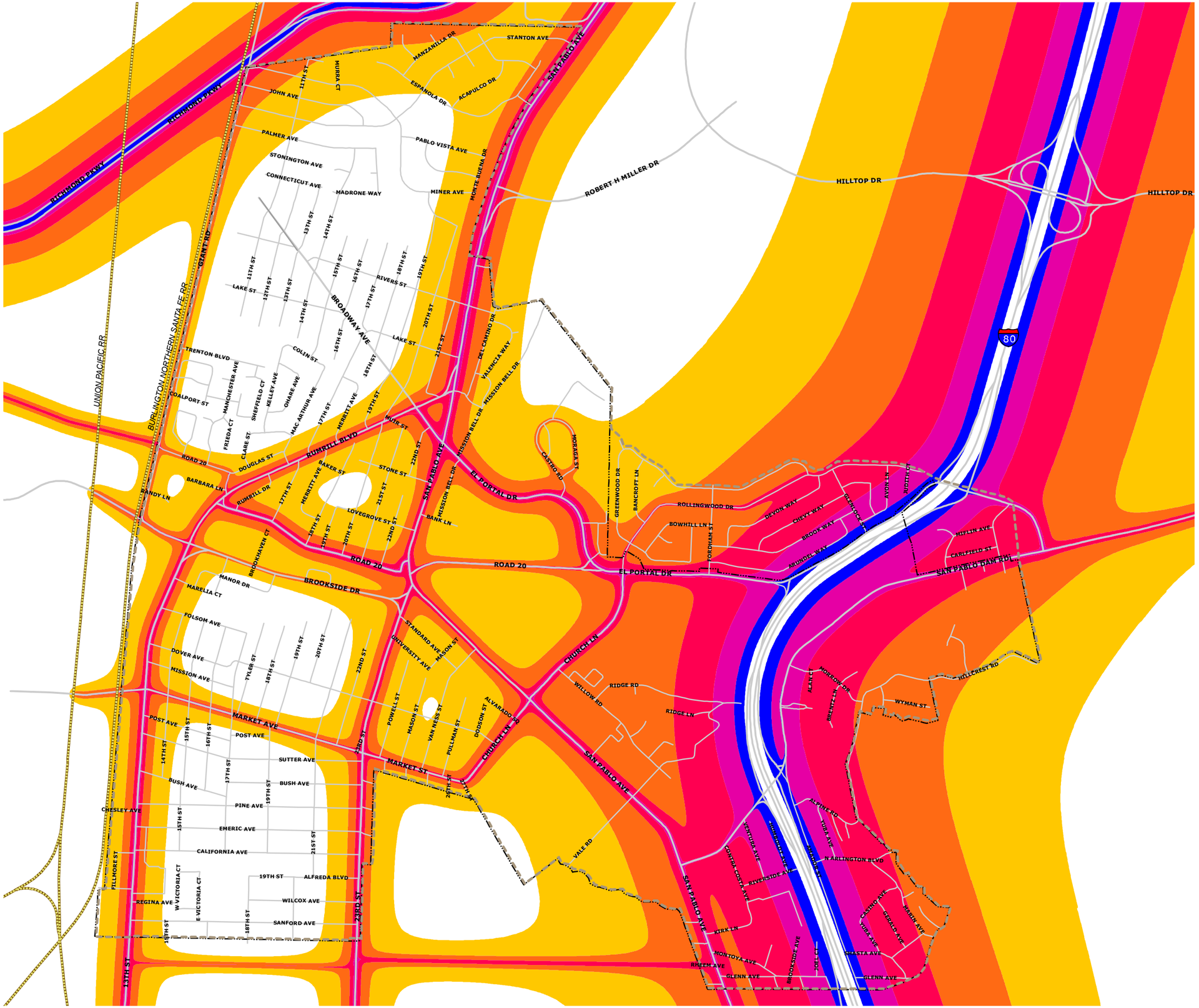
Noise exposure contours for San Pablo were modeled by applying the Federal Highway Administration's noise modeling procedure. These noise contours are conservative, meaning that the contours are modeled with no noise attenuation from natural barriers and buildings. Automobile traffic on Interstate 80 creates the highest amount of noise with noise levels exceeding 80 dB during peak hours at 100 feet from the highway. San Pablo Avenue, Rumrill Boulevard, and 23rd Street also produce a high amount of traffic noise, especially near intersections.

Noise from Trains along the BNSF Railroad

Rail operations contribute to the noise environment in San Pablo. The BNSF railroad corridor (formerly Burlington Northern Santa Fe) along Giant Road at the western edge of the Planning Area primarily carries freight trains. These trains generally travel at speeds of about 30 miles per hour and generate high noise levels when crossing roadways at-grade. Noise levels typically range from DNL 60 to 70 dB at 100 feet from the railroad tracks. Because train noise only lasts a few minutes every time and occurs only a few times a day, they are not considered as severe as noise from a construction site or Interstate 80.

Figure 9-5

Existing Noise Contours



- > 55 dB
- > 60 dB
- > 65 dB
- > 70 dB
- > 75 dB

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

0 0.25 0.5

Miles

SOURCE: Charles Salter Associates, 2009; Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

Noise from Industrial Zones

Two industrial clusters in San Pablo have the potential to cause noise impacts. The first is located south of Brookside Drive along the west side of Rumrill Boulevard, and the second at Giant Trade Center along Giant Road. The tenants in both of these areas consist primarily of salvage yards, warehouses, car repair shops and wholesalers. At full buildout of the General Plan, newer and cleaner industries are expected to be located in both areas, which would reduce noise impacts.

Noise from Construction Activity

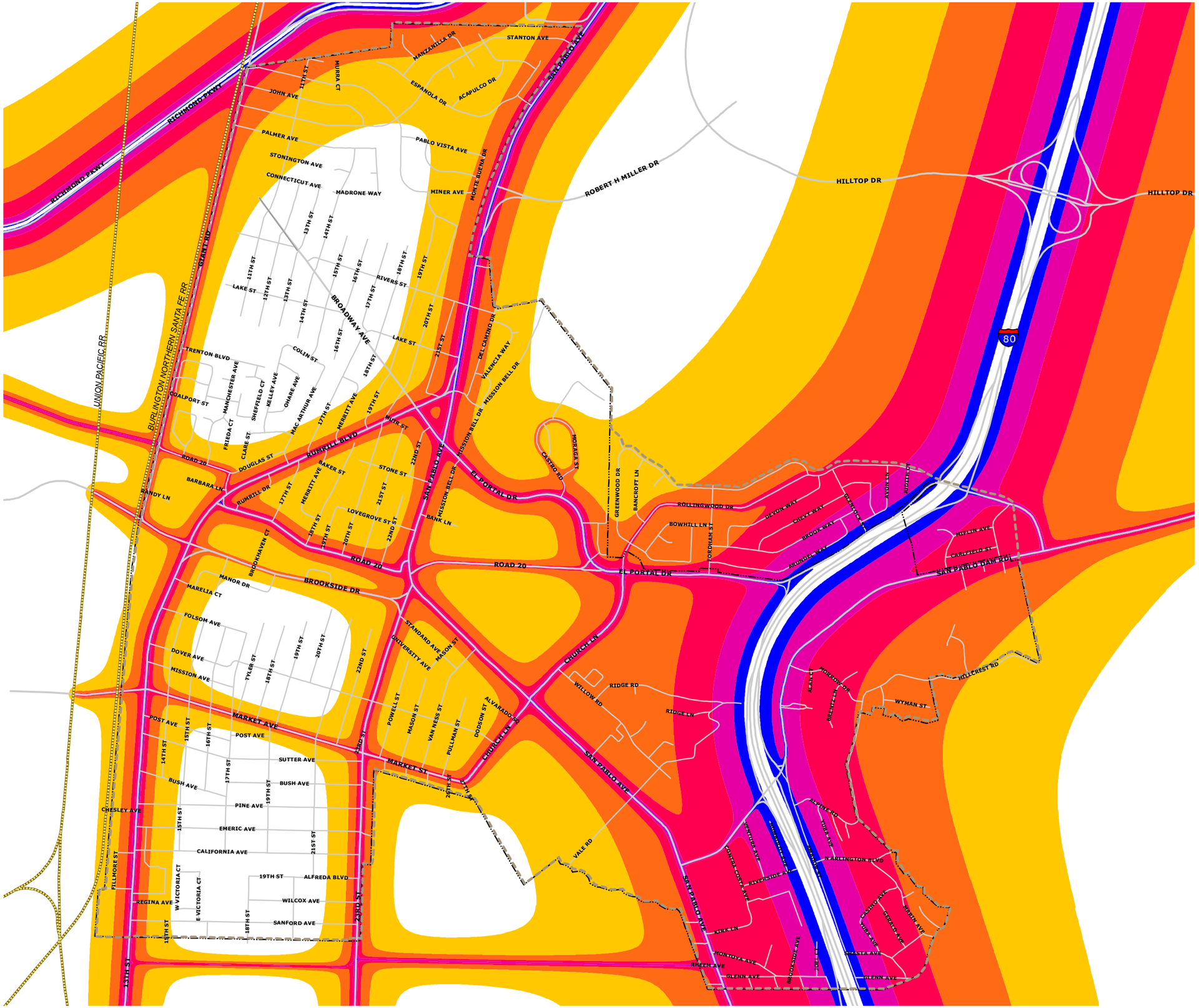
Noise from construction activity is created by the operation of heavy equipment used in grading and earth moving, including diesel engine machines, as well as activities such as piling, demolition, hammering, drilling, and other construction work. Construction noise is regulated in the City's Municipal Code, which limits noise from construction operations between 8 p.m. and 7 a.m. in residential areas on weekdays and Saturdays and between 10 pm and 6 am in commercial areas on all days, unless there is an emergency. No noise-generating construction is allowed in residential areas on Sundays. General Plan policies also require contractors to use best available control technology (such as noise attenuation fences, mufflers and engine shrouds) to reduce the amount of noise generated.

PROJECTED NOISE CONDITIONS

Higher traffic volumes, more commercial noise sources, and a larger population will all contribute to the noise environment in San Pablo in 2040 and beyond. Future noise contours are provided in **Figure 9-6**. Increases in traffic levels can be counteracted by the implementation of alternative forms of transportation and land use design that factor in noise concerns. Locating noise-sensitive uses away from high noise areas (e.g. San Pablo Avenue) and buffering noise levels through design and landscape features will help minimize future noise-related land use conflicts.

Figure 9-6

Future Noise Contours



> 55 dB
> 60 dB
> 65 dB
> 70 dB
> 75 db

Planning Area
City Limits
Major Roads
Minor Roads
Railroads

0 0.25 0.5
Miles

SOURCE: Charles Salter Associates, 2009; Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

Policies in this chapter establish review criteria for certain land uses to ensure that future noise levels will not exceed acceptable levels near noise-sensitive land uses.

GUIDING POLICIES

SN-G-9 *Protect public health and welfare by eliminating noise problems and maintaining an acceptable indoor and outdoor acoustic environment.*

IMPLEMENTING POLICIES

General Noise Policies

SN-I-36 Use the Community Noise Level Exposure Standards, shown in **Table 9.6-1**, as review criteria for new land uses. Require all new development that would be exposed to noise greater than the "normally acceptable" noise level range to reduce interior noise through design, sound insulation, or other measures.

SN-I-37 Require proposed industrial, commercial, and other uses with potential noise and vibration-producing activities to submit a noise study report identifying noise and vibration mitigation measures that would reduce the adjacent noise level to acceptable ranges based on the Community Noise Environment Standards.

SN-I-38 Require new, fixed noise sources (e.g. mechanical equipment) to use best available control technology to minimize noise and vibration.

Noise from mechanical equipment can often be reduced by applying soundproofing materials, mufflers, or other controls provided by the manufacturer.

SN-I-39 Establish standards for noise reduction for new housing exposed to DNL noise levels above 65 dB, including but not limited to, the following:

- All facades must be constructed with substantial weight and insulation;
- Sound-rated windows with enhanced noise reduction for habitable rooms;

- Sound-rated doors with enhanced noise reduction for all exterior entries at habitable rooms;
- Minimum setbacks and exterior barriers;
- Acoustic baffling of vents is required for chimneys, attic and gable ends; and
- Installation of a mechanical ventilation system affording comfort and fresh air under closed window conditions is required.

Alternative acoustical designs that achieve the prescribed noise level reduction may be approved, provided a certified Acoustical Engineer submits information demonstrating that the required reductions can be achieved and maintained.

SN-I-40 Work with Caltrans, AC transit and railroad operators to mitigate transportation-related noise impacts on residential areas and sensitive uses. Additionally, continue to limit hours for construction and demolition work to reduce construction-related noises.

SN-I-41 Explore the feasibility of establishing a Railroad Quiet Zone in San Pablo by working with the State Public Utilities Commission Rail Crossings Engineering Section, the City of Richmond, and regional freight train operators.

A quiet zone is a railroad grade crossing at which trains are prohibited from sounding their horns in order to decrease the noise level for nearby residential communities. The train horns can be silenced only when other safety measures compensate for the absence of the horns. The Federal Railroad Administration website provides guidance to cities wishing to create railroad quiet zones, Additionally, the City of Richmond has established six quiet zones and may be able to share their experience with the City of San Pablo.

SN-I-42 Require that all new residential building designs for sites where the DNL will exceed 65dBA achieve noise level reductions through acoustical design and construction of the building elements:

- Residential building designs must be based upon a minimum interior design noise level reduction of 35dB in all habitable areas (i.e., garages, storage areas, etc. are excepted). The 35dB criteria must provide a minimum constructed noise level reduction of 30dB; and
- Residential building designs must also be based upon a minimum design noise level reduction of 40dB in all bedrooms. The 40dB criteria must provide a minimum constructed noise level reduction of 35dB.

SN-I-43 Require that all residential building designs for sites where the DNL will exceed 65dBA include supporting information for City review and approval demonstrating that an acoustical design providing the necessary noise level reduction has been prepared by a Board-Certified Acoustical Engineer for each dwelling unit prior to construction. Elements of this acoustical review process shall include:

- A letter by a Board-Certified Engineer approving the acoustical design of each dwelling unit (or group of units, if identical), submitted to the City with building permit applications. This letter must be received and approved prior to the issuance of a building permit;
- Following construction, a letter by the Board-Certified Engineer showing noise level reduction test results for a minimum of two habitable areas within each dwelling unit (or group of units, if identical), submitted to the City for review and approval prior to the issuance of an occupancy permit.

Acoustical analysis pursuant to General Plan noise standards should be the financial responsibility of the project applicant. All acoustical engineering and measurement should be conducted under the direction of an Acoustical Engineer who is currently Board Certified by the Institute of Noise Control Engineering, USA. General review and approval of groups of buildings or prototype designs may be sufficient to meet these requirements.

SN-I-44 Construction contractors shall implement the following measures for construction activities conducted within the City. Construction plans submitted to the City shall include construction noise analysis and identify these measures on demolition, grading, and construction plans submitted to the City. The City of San Pablo Building Department shall verify that grading, demolition, and/or construction plans submitted to the City include these notations prior to issuance of demolition, grading and/or building permits.

- *Mufflers.* During excavation and grading construction phases, all construction equipment, fixed or mobile, shall be operated with closed engine doors and shall be equipped with properly operating and maintained mufflers consistent with manufacturers' standards.
- *Stationary Equipment.* All stationary construction equipment shall be placed so that emitted noise is directed away from the nearest sensitive receivers.
- *Equipment Staging Areas.* Equipment staging shall be located in areas that will create the greatest distance feasible between construction-related noise sources and noise-sensitive receivers.
- *Smart Back-up Alarms.* Mobile construction equipment shall have smart back-up alarms that automatically adjust the sound level of the alarm in response to ambient noise levels. Alternatively, back-up alarms shall be disabled and replaced with human spotters to ensure safety when mobile construction equipment is moving in the reverse direction in compliance with applicable safety laws and regulations.
- *Electrically-Powered Tools and Facilities.* Electrical power shall be used to run air compressors and similar power tools and to power any temporary structures, such as construction trailers or caretaker facilities, where feasible.
- *Noise Disturbance Coordinator.* The project applicant shall designate a "noise disturbance

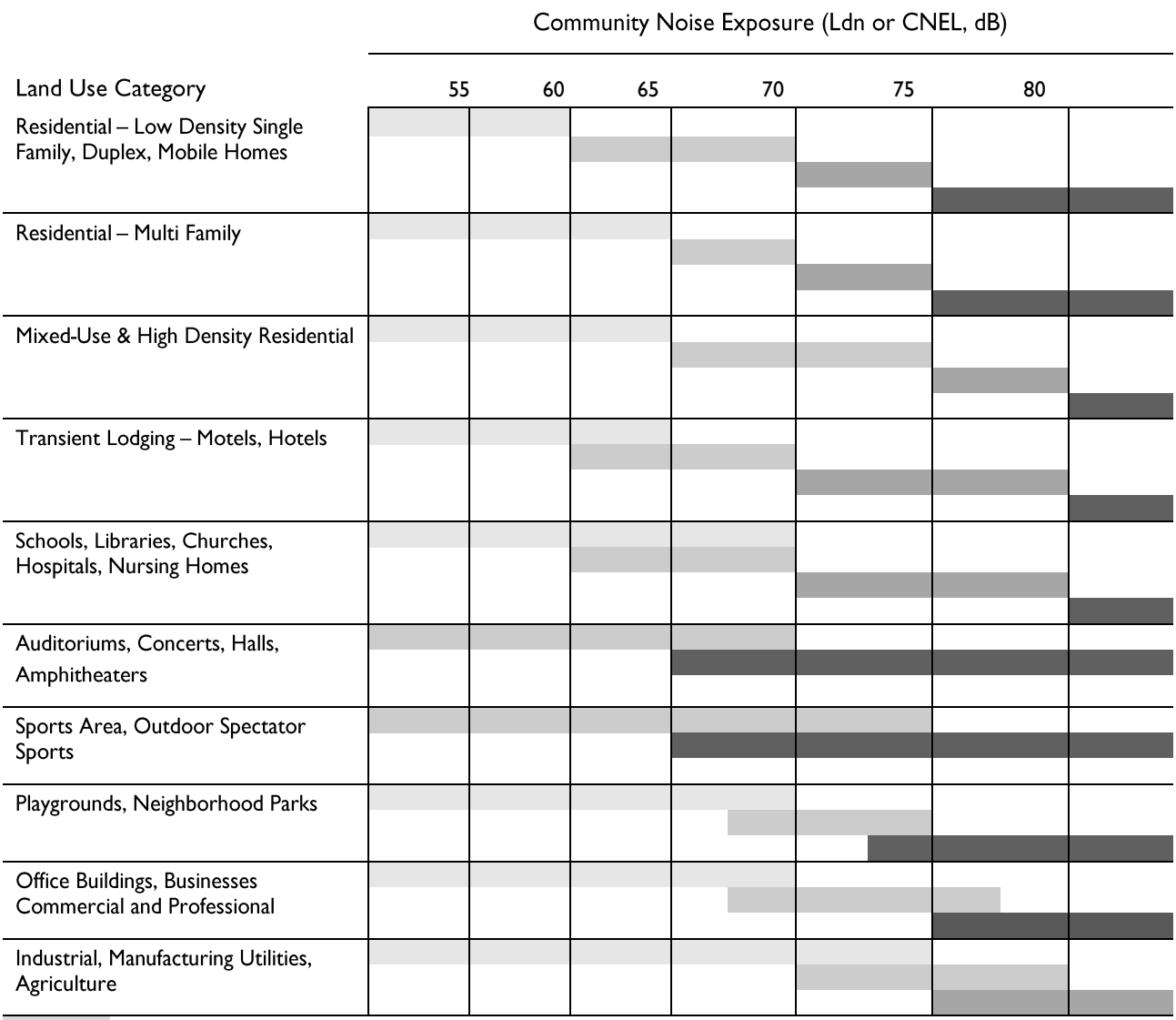
coordinator" responsible for responding to any local complaints about construction noise. The disturbance coordinator shall determine the cause of any noise complaint and shall require that reasonable measures be implemented to correct the problem. A telephone number for the disturbance coordinator and the City shall be posted at the construction site.

- *Temporary Noise Barriers.* Erect temporary noise barriers, where feasible, when construction noise is predicted to exceed the acceptable standards (e.g., 65 dBA at residences, schools, churches or other sensitive receptors and 70 dBA at commercial and industrial uses) and when the anticipated construction duration is greater than is typical (e.g., two years or greater). Temporary noise barriers shall be constructed with solid materials (e.g., wood) with a density of at least 1.5 pounds per square foot with no gaps from the ground to the top of the barrier. If a sound blanket is used, barriers shall be constructed with solid material with a density of at least one pound per square foot with no gaps from the ground to the top of the barrier and be lined on the construction side with acoustical blanket, curtain or equivalent absorptive material rated sound transmission class (STC) 32 or higher.

- Prior to issuance of a building permit for a project requiring pile driving during construction within 135 feet of fragile structures such as historical resources, 100 feet of non-engineered timber and masonry buildings (e.g., most residential buildings), or within 75 feet of engineered concrete and masonry (no plaster); a vibratory roller within 40 feet of fragile historical resources or 25 feet of any other structure; or a dozer or other large earthmoving equipment within 20 feet for a fragile historical structure or 15 feet of any other structure, the project applicant shall prepare a vibration analysis to assess and mitigate potential vibration impacts related to these construction activities. This vibration analysis shall be conducted by a qualified and experienced acoustical consultant

or engineer. The vibration levels shall not exceed FTA architectural damage thresholds (e.g., 0.12 in/sec Peak Particle Velocity (PPV) for fragile or historical resources, 0.2 in/sec PPV for non-engineered timber and masonry buildings, and 0.3 in/sec PPV for engineered concrete and masonry). If vibration levels would exceed this threshold, alternative uses such as drilling piles as opposed to pile driving, static rollers as opposed to vibratory rollers, and lower horsepower earthmoving equipment shall be used. If necessary, construction vibration monitoring shall be conducted to ensure Federal Transit Administration (FTA) vibration thresholds are not exceeded.

Table 9.6-1: Land Use Compatibility For Community Noise Environments



Normally Acceptable	Specified land use is satisfactory, based upon the assumption that any building involved is of normal conventional construction, without any special noise insulation requirements.
Conditionally Acceptable	New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.
Normally Unacceptable	New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and any necessary noise insulation features included in the design.
Clearly Unacceptable	New construction or development should not be undertaken.

Source: Adapted from Governor's Office and Planning and Research, General Plan Guidelines, 2003.

9.7 References

Field, Edward H. et al. (2015). "UCERF3: A New Earthquate Forecast for California's Complex Fault System". United States Geological Survey. < https://pubs.usgs.gov/fs/2015/3009/ >

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Contra Costa County, California (2024). "2024 Hazard Mitigation Plan. City of San Pablo Annex". < https://www.contracosta.ca.gov/DocumentCenter/View/82610/City-of-San-Pablo-Annex-2024-HMP >

10 Implementation & Monitoring

The General Plan provides specific policy guidance for implementation of Plan concepts in each of the Plan elements. This framework establishes a basis for coordinated action by the City, adjacent jurisdictions, Contra Costa County and other regional and local agencies or responsible parties. This chapter describes the process in general terms and the major actions to be undertaken by the City; the implementing policies in each element of the Plan provide details that will guide program development.

The major implementation process for the land use proposals will be administration of the Zoning Ordinance through the land use and development regulations contained within the Ordinance and in the use designations shown in the Zoning Map, as well as by pertinent State Law where it pre-empts local zoning authority (e.g., Accessory Dwelling Unit, Duplex (SB9), and density bonus requirements). As such, the Zoning Ordinance will need to be amended to be consistent with the General Plan's implementing policies. The Subdivision Ordinance, Sign Regulations, and other affected portions of the Municipal Code may also need to be amended to better reflect the policies contained within the Plan.

The City's Capital Improvement Program will be the primary means of scheduling and funding infrastructure improvements of Citywide benefit. The City's impact fees should also be updated based on the recommendations made in the General Plan.

In many areas, General Plan implementation will depend on actions of other public agencies and of the private sector, which will fund most of the development expected in the next 20 years. The General Plan will serve a coordinating function for private sector decisions; it also provides a basis for action on individual development applications, which must be found to be consistent with the General Plan policies if they are to be approved.

10.1 Responsibilities

The General Plan provides specific policy guidance for implementation of plan concepts. Implementing these policies will involve coordinated actions by the City Council, the Planning Commission, other City boards and commissions, and City departments. The City also will need to work with Contra Costa County and other public agencies to implement policies that involve cooperation or would affect the region. The principal responsibilities that City officials and staff have for Plan implementation are briefly summarized below; details on their powers and duties are provided in the San Pablo Municipal Code.

CITY COUNCIL

The City Council is responsible for the overall management of municipal affairs; it acts as the legislative body and is responsible for adoption of the General Plan and any amendments to the General Plan. The City Council selects a Mayor annually, who serves as presiding officer during all City Council meetings and study sessions. The City appoints the City Manager who is the chief administrator of the City and has overall responsibility for the day-to-day implementation of the General Plan. The City Council also appoints other boards and commissions established under the Municipal Code.

The City Council's role in implementing the General Plan will be to set implementation priorities and approve zoning map and text amendments, consistent with the General Plan, as well as to approve a Capital Improvement Program and budget to carry out the Plan.

Since the dissolution of Redevelopment agencies in California in 2012, the City Council sits as the oversight board of the Local Successor Agency.

PLANNING COMMISSION

The Planning Commission is responsible for preparing and recommending adoption or amendment of the General Plan, zoning and subdivision ordinances and other regulations, design guidelines, resource conservation plans, and programs and legislation needed to implement the General Plan. The Planning Commission also may prepare and recommend adoption of specific plans, neighborhood plans or special plans, as needed for Plan implementation.

PLANNING DIVISION

The Planning Division is responsible for the general planning and development review functions undertaken by the City.

Specific duties related to General Plan implementation include preparing zoning and subdivision ordinance amendments, design guidelines, reviewing development applications, providing advice to project applicants, conducting investigations and making reports and recommendations on planning and land use, zoning, subdivisions, development plans and projects. Among other responsibilities, the Planning Division reviews projects for compliance with the California Environmental Quality Act (CEQA), and is responsible for preparing environmental documents such as Negative Declarations, Mitigated Negative Declarations and Environmental Impact Reports. Finally, the Division has the primary responsibility for preparing the annual report on the General Plan and conducting the five-year review. These reporting requirements are described in Chapter 1 of the General Plan. Additional reporting requirements apply to the Housing Element, which is contained in a separate document from the remainder of the General Plan.

BUILDING SERVICES DIVISION

The Building Services Division of the Community Development Department (which also contains the Planning Division) is responsible for reviewing all development plans, reviewing plan checks, and issuing building permits for any remodeling or new construction. This Divisions also administers the City's Residential, Health, and Safety program, Flood Hazard Program, and Business License issuance. They are a key player in the City's Code Enforcement efforts.

HOUSING AND ECONOMIC DEVELOPMENT DIVISION

The Housing and Economic Development Division of the City Manager's office oversees the City's Local Successor Agency responsibilities and helps to promote housing development and resources in the City as well as economic development opportunities. They work closely with the Economic Development Corporation and the Community Development Department.

PUBLIC WORKS DEPARTMENT/ ENGINEERING DIVISION

The Public Works Department's Engineering Division provides overall administration and support for General Plan policies related to infrastructure. Engineering staff is responsible for providing assistance and guidance to the general public and developers in regard to requirements and regulations for street, sidewalk, storm drainage, paving, grading, and other capital improvements. Public Works is also charged with the task of maintaining and improving all City-owned street trees, park trees, and all other trees considered to be publicly owned trees. In addition to these responsibilities, Public Works provides building review and inspections, issues and monitors encroachment and grading permits, maintains traffic counts and speed studies on major arterial and collector streets throughout the city, and oversees the proper operation of the city-wide traffic signal system. This department also plans and administers municipal capital improvements, storm water pollution control, and pavement management programs within the City. To carry out the General Plan, Public Works is tasked with preparing the Capital Improvement Program. Other specific responsibilities are established in the Land Use & Physical Design, Circulation, Housing, and Public Utilities elements of the General Plan.

COMMUNITY SERVICES/RECREATION DIVISION

The Recreation Division of the Community Services Department is responsible for managing the City's recreation services, its parks and open spaces, and various public facilities such as the Community Center, Senior Center, Maple Hall, City-owned Historic Properties and others. It also manages youth activities and senior services. Specific implementing responsibilities are established in the Parks and Open Space Element of the General Plan.

POLICE DEPARTMENT

The San Pablo Police Department is responsible for the protection of life and property within the City. The Department is tasked with the preservation of peace and order, suppression of crime, regulation and control of traffic, and enforcement of State laws and local codes intended to reduce public hazards. Its specific responsibilities in the General Plan are established in the Community Health & Environmental Justice, Housing and Land Use elements of the General Plan.

OTHER COMMISSIONS, COMMITTEES AND BOARDS

City Council Standing Committees

The San Pablo City Council has four regular standing committees that meet regularly to discuss topical area issues prior to bringing them to the full Council for consideration. These include the Budget, Fiscal & Legislative Standing Committee, Public Safety Standing Committee, Community Services Standing Committee, and the Economic Development, Housing, and Project Management Standing Committee.

Youth Commission

The Youth Commission acts as an advisory body in matters of youth needs, concerns, problems and social awareness.

San Pablo Senior Advisory Board

The San Pablo Senior Advisory Board (SPSAB) was formed in 1979 and operates in cooperation with the City of San Pablo and a designated city representative. The purpose of the SPSAB is to provide social, recreational, civic, and educational activities for the senior population of the City of San Pablo and the surrounding area. The SPSAB, in cooperation with the City, works to identify programs that will meet the needs of the senior population. Volunteer SPSAB members meet monthly and participate in advocacy and fundraising efforts for the Senior Center. They invite public comment and suggestions for innovative and resourceful activities and services to integrate into the San Pablo Senior Center. Programing decisions are made by the SPSAB with City staff present at all meetings to provide feedback on feasibility. City staff work in collaboration with the SPSAB on program implementation and operation of the San Pablo Senior Center.

San Pablo Community Foundation Grant Program

The Annual San Pablo Community Foundation Grant Program (SPCFGP) aims to provide one-time financial assistance to local community service organizations and non-profit organizations for program services, activities, and special events that primarily benefit the residents of incorporated San Pablo.

Citizens Oversight Committee Measure S and K

The Committee reviews and reports on all revenues and expenditures received by the City of San Pablo from the transactions and use taxes imposed pursuant to Measures S (formerly Q) and K and to ensure that tax revenues are spent by the City in a manner consistent with the voter-approved measure, as well as any other voter-approved or council-approved priorities adopted to implement the provisions of Measure S (formerly Q). These funds have been used for public safety programs; job creation, placement, and training; local school-based programs for at-risk youth; mental health initiatives; and childhood obesity prevention programs.

San Pablo/ Manzanillo Sister City Committee

Since the early 1970s, the City of San Pablo maintains a Sister City International (SCI) designation, formerly established under the National Leage of Cities, with the City of Manzanillo, Mexico to engage in the promotion of international relations, good will and understanding; with a further emphasis on charitable giving, promotion of culture, and literacy and educational opportunities in partnership.

10.2 The Plan and the Regulatory System

The City will use a variety of regulatory mechanisms and administrative procedures to implement the General Plan. Overall responsibility for plan implementation is vested in the City Council and Planning Commission. Establishing and maintaining consistency between the General Plan and Zoning Ordinance and other planning documents is good planning policy and is called for in this General Plan. In fact, the consistency requirement is the keystone of Plan implementation. Without a consistency requirement, there is no assurance that Plan policies will be implemented and that environmental resources earmarked for protection in the Plan will be preserved. Other regulatory mechanisms, including subdivision approvals, building and housing codes, capital improvement programs, and environmental review procedures also will be used to implement Plan policies. All project approvals must be found consistent with the General Plan policies.

ZONING REGULATIONS

The City's Zoning Ordinance will translate plan policies into specific use regulations, development standards and performance criteria that will govern development on individual properties. The General Plan establishes the policy framework, while the Zoning Ordinance prescribes standards, rules and procedures for development. The Zoning Map will provide more detail than the General Plan Diagram.

The General Plan Update calls for a few new zoning districts to align with the new Rumrill Corridor Plan. These new districts include the Mixed-Use Center West, Employment Mixed-Use, and Planned Development Area/Infill Opportunity. Regulations for these districts will be established as part of a comprehensive zoning update being undertaken after the General Plan is adopted. The use regulations and development standards for existing zoning districts will need to be amended to conform to Plan policies. Density and intensity limits, consistent with the Plan's land use classifications, also should be established. For purposes of evaluating General Plan consistency, the density of proposed projects will be rounded up or down to the nearest whole number, as appropriate.

The City shall bring both the Zoning Ordinance and the Zoning Map into conformance with the General Plan within a reasonable time. When the General Plan is subsequently amended, the Zoning Ordinance and Zoning Map also may need to be amended to maintain consistency with the Plan.

SAN PABLO AVENUE SPECIFIC PLAN

The San Pablo Avenue Specific Plan was adopted in 2011 and provides detailed use, development, and design direction along the San Pablo Avenue corridor as it traverses the City in a North-South direction. The Specific Plan has been very successful in encouraging new development and intensification of development, particularly with the Circle S area, where the new City Hall is located. The San Pablo Avenue contains detailed implementation policies and will continue to serve as a planning and zoning document for this area for the foreseeable future.

23RD STREET SPECIFIC PLAN

The 23rd Street Specific Plan was adopted in 2007 and applies to the 23rd Street corridor from Pine Avenue north to

Brookside Drive. This entire corridor is designated as Commercial Mixed Use. The use, development, design and policy guidance provided in the document has become outdated and the Specific Plan is proposed for sunsetting as part of the 2025 General Plan Update process. The City has updated Specific Plan for 23rd Street in line with future trends.

SUBDIVISION REGULATIONS

No subdivision of land may be approved under California law and the City's subdivision regulations unless its design and proposed improvements are found to be consistent with the General Plan. Dedication of land for park facilities is required for subdivisions above a certain size, consistent with the policies and standards prescribed by the General Plan. The precise threshold will be established on a case-by-case basis and depends on whether there are neighborhood parks in the vicinity which can serve new residents. The subdivision regulations also can require dedication of land for riparian habitat and reservation of land for fire stations, libraries, bike paths, transit facilities, and other public facilities.

The City's subdivision regulations should be amended to better conform to Plan policies and explicitly require findings of consistency with the General Plan as a condition of approving for major and minor subdivisions. Reservation requirements for bus turnout or bulb-out facilities and bike and pedestrian facilities should be added to carry out Plan policies. The subdivision ordinance should require connection between new streets and existing streets, wherever possible, and allow for reduced right-of-way dimensions to maintain neighborhood character. Consideration of passive solar energy techniques in street and lot layout and landscaping should be required and the ordinance may require access easements in new subdivisions.

BUILDING AND HOUSING CODES

No building permit may be issued under California law (Gov. Code Section 65567) unless the proposed development is consistent with the City's open space plan and conforms to the policies of the Open Space and Conservation Element. To provide an administrative mechanism to ensure consistency, it applicants for building and grading permits should secure

zoning approval or other form of zoning clearance before these permits can be issued.

10.3 Capital Improvements Program

The Capital Improvements Program (CIP) includes a list of public works projects that the City intends to design and construct in coming years. Under California law, the Planning Division has responsibility for reviewing the CIP to determine whether it conforms to the General Plan. Specifically, the Government Code requires the Division to review for conformity with the General Plan any CIP projects requiring one or more of the following actions:

- Acquisition of land for public purposes;
- Disposition of land;
- Street vacations; and
- Authorization or construction of public buildings or structures.

The Planning Division has 40 days to comment on such actions, and under state law, these recommendations are advisory only; the City Council may make its own determinations of consistency.

The Planning Division also has the right to comment on CIPs prepared by San Pablo school districts and utility providers. These CIPs, and any annual revision proposed to them, are to be forwarded to the Commission at least 60 days prior to adoption for the Commission's review for consistency with the General Plan.

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GLOSSARY

100-Year Flood. The magnitude of a flood expected to occur on the average every 100 years, based on historical data. The 100-year flood has a 1/100, or 1 percent, chance of occurring in any given year.

500-Year Flood. The magnitude of a flood expected to occur on the average every 500 years, based on historical data. The 500-year flood has a 1/500, or 0.2 percent, chance of occurring in any given year**.**

Acre, Gross. Area of a site calculated to the centerline of bounding streets and other public rights-of-way.

Acre, Gross Developable. Area of a site, including proposed public streets and other proposed rights-of-way but excluding areas subject to physical or environmental constraints, which include creek corridors and floodways, and areas to be dedicated for greenways or habitat protection.

Acre, Net. Area of a site excluding land to be dedicated for required easements for vehicles and rights of way, either public or private; land dedicated to be hazardous and unbuildable; and land to be dedicated for schools and parks or other facilities dedicated for public use.

Affordable Housing. Housing capable of being purchased or rented by a household with very low (earning between 30 to 50 percent of the Contra Costa County area median income), low (earning between 50 to 80 percent of the Contra Costa County area median income), or moderate income, (earning between 80 to 120 percent of the Contra Costa County area median income) based on a household's ability to make monthly payments

necessary to obtain housing. Housing is considered affordable when a household pays less than 30% of its gross monthly income (GMI) for housing property taxes, insurance, and utilities.

Aquifer. A natural underground formation that is saturated with water, and from which water can be withdrawn.

Attainment Area. An area determined to have met federal or State air quality standards, as defined in the federal Clean Air Act or the California Clean Air Act. An area may be an attainment area for one pollutant and a non-attainment area for others.

Best Management Practices (BMP). The combination of conservation measures, structure, or management practices that reduces or avoids adverse impacts of development on adjoining site's land, water, or waterways, and waterbodies.

Bike Facilities. These include bike paths (Class I Facilities), bike lanes (Class II Facilities), and bike routes (Class III Facilities), following a classification system established in the Contra Costa County Regional Bicycle Plan.

Buffer. In terms of land use, a buffer is a transitional zone or piece of land between two different land uses.

Buildout. That level of development characterized by full occupancy of all developable sites in accordance with the General Plan; the maximum probable level of development envisioned by the General Plan under specified assumptions about densities and intensities. Buildout does not necessarily assume parcels are developed at maximum allowable intensities.

Carcinogenic. Any substance or agent that can cause or worsen cancer.

Capital Improvement Program (CIP). The multi-year scheduling of public physical improvements based on studies of fiscal resources available and the choice of specific improvements to be constructed.

Carbon Monoxide (CO). A colorless, odorless gas formed by the incomplete combustion of fuels, which is toxic because of its tendency to reduce the oxygen-carrying capacity of the blood.

CNEL (Community Noise Equivalent Level). The average equivalent A-weighted sound level during a 24-hour day,

obtained after addition of five decibels to sound levels in the evening from 7 p.m. to 10 p.m. and after addition of 10 decibels to sound levels in the night from 10 p.m. to 7 a.m.

Compatible. Capable of existing together without conflict or ill effects.

Community Based Organization. Typically a non-profit entity that operates within a specific community or geographical area, aiming to address local needs and improve the well-being of its residents. CBOs typically focus on issues impacting the community such as healthcare, education, social services, housing, and community development.

Conservation. The management of natural resources to prevent waste, destruction, or neglect.

Consistent. Free from variation or contradiction. Programs in the General Plan are to be consistent, not contradictory. State law requires consistency between a general plan and implementation measures such as the zoning ordinance.

Contra Costa Transportation Authority (CCTA). A public agency formed by Contra Costa voters in 1988 to manage the county's transportation sales tax program and to do countywide transportation planning.

Crude Death Rate. The number of deaths in the population divided by the average population (or the population at midyear). The crude death rate is usually given per 1,000, 10,000, or 100,000 population.

Cultural Facilities. Premises operated to accommodate cultural pursuits such as visual or performing arts, lectures, or exhibitions.

Curb Cut. The opening along the curb line at which point vehicles or other wheeled forms of transportation may enter or leave the roadway. Curb cuts are essential at street corners for wheelchair users.

dBA. The "A-weighted" scale for measuring sound in decibels; weights or reduces the effects of low and high frequencies in order to stimulate human hearing. Every increase of 10 dBA doubles the perceived loudness though the noise is actually ten times more intense.

Decibel (dB). A unit of measurement used to express the relative intensity of sound as heard by the human ear describing the

amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).

Dedication. The commitment by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are required by the city as conditions of approval on a development.

Dedication, in lieu of. Cash payments which may be required of an owner or developer as a substitute for a dedication of land, usually calculated in dollars per lot, and referred to as in lieu fees or in lieu contributions.

Density. The number of residential dwelling units per acre of land. Densities specified in the General Plan are expressed in units per gross developable acre. (See "Acres, Gross," and "Acres, Gross Developable.")

Density Bonus. The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location. Under California State Law, residential projects of three or more units that provide affordable housing may be entitled to a 35 percent increase of the underlying zone district.

Detention Area. A detention area is an area in the natural environment where rainwater runoff and stormwater naturally collects. Human activity and construction of homes have the effect of changing the size and shape of a detention area.

Detention Basin/Pond. Facilities classified according to the broad function they serve, such as storage, diversion or detention. Detention facilities are constructed to retard flood runoff and minimize the effect of floods.

Developer. An individual who, or business which, prepares raw land for the construction of buildings or builds or causes to be built physical building space for use primarily by others, and in which the preparation of the land or the creation of the building space is in itself a business and is not incidental to another business or activity.

Development. The physical extension and/or construction of urban land uses. Development activities include but are not limited to: subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetation cover (with the exception of agricultural activities). Routine repair and maintenance activities are not considered as "development."

Downwind. In the direction in which the wind is blowing.

East Bay Municipal Utility District (EBMUD). Public agency providing water supply to various jurisdictions throughout Contra Costa County and Alameda, including the City of San Pablo.

Easement. A right given by the owner of land to another party for specific limited use of that land. An easement may be acquired by a government through dedication when the purchase of an entire interest in the property may be too expensive or unnecessary. Easements are usually needed for utilities or shared parking.

Endangered Species, California. A native species or sub-species of a bird, mammal, fish, amphibian, reptile, or plant, which is in serious danger of becoming extinct throughout all or a significant portion of its range, due to one or more factors, including loss in habitat, change in habitat, over-exploitation, predation, competition, or disease. The status is determined by the State Department of Fish and Game together with the State Fish and Game Commission.

Endangered Species, Federal. A species which is in danger of extinction throughout all or a significant portion of its range, other than the species of the Class Insect determined to constitute a pest whose protection under the provisions of the 1973 Endangered Species Act, as amended, would present an overwhelming and overriding risk to humans. The status is determined by the US Fish and Wildlife Service and the Department of the Interior.

Environmental Impact Report (EIR). A document used to evaluate the potential environmental impacts of a project, evaluate reasonable alternatives to the project, and identify mitigation measures necessary to minimize the impacts. The California Environmental Quality Act (CEQA) requires that the

agency with primary responsibility over the approval of a project (the lead agency) evaluate the project's potential impacts in an Environmental Impact Report (EIR).

Environmental Justice. Environmental Justice refers to the fair treatment of all people – regardless of race, income, and religion – when implementing policies that affect housing and the environment. The federal and State government have policies that require agencies to identify and avoid placing a disproportionately large number of minority and low-income groups in certain geographical locations.

Equivalent Noise Level (Leq). A single-number representation of the fluctuating sound level in decibels over a specified period of time. It is a sound-energy average of the fluctuating level.

Erosion. The process by which material is removed from the earth's surface (including weathering, dissolution, abrasion, and transportation), most commonly by wind or water.

Expansive Soils. Soils which swell when they absorb water and shrink as they dry.

Fault. A fracture in the earth's crust forming a boundary between rock masses that have shifted. An active fault is a fault that has moved recently and which is likely to again. An inactive fault is a fault which shows no evidence of movement in recent geologic time and little potential for movement.

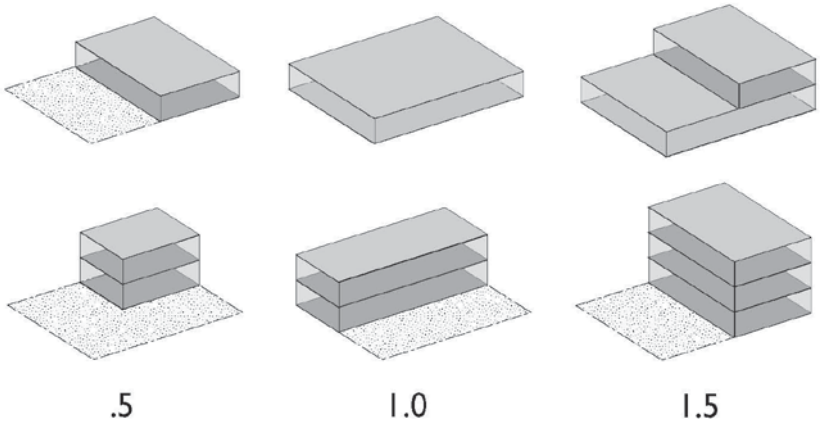
Findings. Findings are defined as the results of an investigation, carried out by an investigating team.

Floodplain. An area adjacent to a lake, stream, ocean or other body of water lying outside the ordinary banks of the water body and periodically inundated by flood flows. Often referred to as the area likely to be inundated by the 100-year flood.

Flood Zone. The relatively level land area on either side of the banks of a stream that is subject to flooding under a 100-year or a 500-year flood.

Floor Area Ratio (FAR). The ratio between gross floor area of structures on a site and gross site area. Thus, a building with a floor area of 100,000 square feet on a 50,000 square-foot lot will have a FAR of 2.0.

Examples showing the concept of FAR:



Floor Area, Gross. The total horizontal area in square feet of all floors within the exterior walls of a building, but not including the area of unroofed inner courts or shaft enclosures.

Flora and Fauna. Flora and fauna refer to plant and wildlife, respectively. The indigenous plant and wildlife of a geographical region is often referred to as that region's flora and fauna.

Graywater. Graywater is defined as the wastewater produced from baths and showers, clothes washers, and lavatories. Graywater may be recycled for irrigation, cooling, or other secondary uses after minimal treatment.

Green Building. A Green Building generally refer to one that is environmentally friendly in terms of energy consumption, or the waste they produce during its entire life-cycle. A Green Building will have little or no significant impact on the environment. Green buildings are scored by rating systems, such as the Leadership in Energy and Environmental Design (LEED) rating system developed by the U.S. Green Building Council, Green Globes from GBI and other locally developed rating systems. They also must conform to California Green Building Standards.

Greenhouse Gases. Greenhouse gases are gases in the atmosphere that absorb and emit radiation within the thermal

infrared range. This process is the fundamental cause of the greenhouse effect. Carbon dioxide, methane, and ozone are examples of greenhouse gasses.

Groundwater. Water under the earth's surface, often confined to aquifers capable of supplying wells and springs.

Groundwater Recharge. The natural process of infiltration and percolation of rainwater from land areas or streams through permeable soils into water-holding rocks that provide underground storage (i.e. aquifers).

Habitat. The natural environmental of a plant or animal.

Hazardous Material. A material or form of energy that could cause injury or illness to persons, livestock, or the natural environment. Some examples from everyday life include, gasoline, fertilizers, detergent, used cooking oil, mineral spirits, batteries, and paint.

Hazardous Waste. Waste which requires special handling to avoid illness or injury to persons or damage to property. Includes, but is not limited to, inorganic mineral acids of sulfur, fluorine, chlorine, nitrogen, chromium, phosphorous, selenium and arsenic and their common salts; lead, nickel, and mercury and their inorganic salts or metallo-organic derivatives; coal, tar acids such as phenol and cresols and their salts; and all radioactive materials.

Healthy Eating Active Living. A collaborative effort of the League of California Cities, the California Center for Public Health Advocacy and the Cities, Counties and School Partnership to foster implementation of healthy eating and active living interventions through a statewide infrastructure at the local community level.

Historic Resource. A historic building or site that is noteworthy for its significance in local, state, national, its architecture or design, or its works of art, memorabilia, or artifacts.

Historic Structure.A structure deemed to be historically significant based on its visual quality, design, history, association, context, and/or integrity.

Household. An occupied housing unit.

Impact Fee: A fee, also called a development fee, levied on the developer of a project by a city, county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. California Government Code § 54990 specifies that development fees shall not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.

Impervious Surface. Any material which reduces or prevents absorption of water into land.

Implementation. Actions, procedures, programs, or techniques that carry out policies.

Infill. The development of new housing or other buildings on scattered vacant lots in a predominantly developed area or on new building parcels created by permitted lot splits.

Infiltration. The introduction of underground water, such as groundwater, into wastewater collection systems. Infiltration results in increased wastewater flow levels.

Intersection Capacity. The maximum number of vehicles that has a reasonable expectation of passing through an intersection in one direction during a given time period under prevailing roadway and traffic conditions.

Infrastructure. Permanent utility installations, including roads, water supply lines, sewage collection pipes, and power and communications lines.

Intrusive Noise. That noise which intrudes over and above the existing ambient noise at a given location. The relative intrusiveness of a sound depends upon its amplitude, duration, frequency, time of occurrence, and tonal or information content as well as the prevailing noise level.

Jobs-Employed Residents Ratio. Total jobs divided by total employed residents (i.e. people who live in the area, but may work anywhere). A ratio of 1.0 typically indicates a balance. A ratio greater than 1.0 indicates a net in-commute; less than 1.0 indicates a net out-commute.

L_{10}. A statistical descriptor indicating the sound level exceeded ten percent of the time. It is a commonly used descriptor of community noise, and has been used in Federal Highway Administration standards and the standards of some cities.

L_{dn} (Day-Night Average Sound Level). The A-weighted average sound level for a given area (measured in decibels) during a 24-hour period with a 10 dB weighting applied to night-time sound levels (after 10 p.m. and before 7 a.m.). The L_{dn} is approximately numerically equal to the CNEL for most environmental settings.

L_{eq} (Equivalent Energy Level). The sound level corresponding to a steady sound level containing the same total energy as a time varying signal over a given sample period. L_{eq} is typically computed over 1, 2, and 8-hour sample periods. The L_{eq} is a "dosage" type measure and is the basis for the descriptions used in current standards, such as the 24-hour CNEL used by the State of California.

LEED. The Leadership in Energy and Environmental Design (LEED) Green Building Rating System™ is the nationally accepted benchmark for the design, construction, and operation of high performance green buildings.

Level of Service, LOS (traffic). A qualitative measure describing operational conditions within a traffic stream and the perception of motorists and/or passengers regarding these conditions. A level of service definition generally describes these conditions in terms of such factors as traffic volumes, speed and travel time, delays at traffic signals, freedom to maneuver, traffic interruptions, comfort, convenience, and safety.

Liquefaction. A sudden large decrease in the shearing resistance of a cohesion less soil, caused by a collapse of the structure by shock or strain, and associated with a sudden but temporary increase of the pore fluid pressure.

Location Quotient. The location quotient is the ratio established by comparing the degree of specialization of a local economy to a reference economy. The location quotient technique is commonly used in economic base analysis.

Maximum Contaminant Level. Are standards that are set by the Environmental Protection Agency for drinking water quality in Title 40 of the Code of Federal Regulations. The limit is usually expressed as a concentration in milligrams or micrograms per liter of water.

Median Strip. The dividing area, either paved or landscaped, between opposing lanes of traffic on a roadway.

Minerals. Any naturally occurring chemical element or compound, or groups of elements and compounds, formed from inorganic processes and organic substances, including, but not limited to, coal, peat, and bituminous rock, but excluding geothermal resources, natural gas, and petroleum.

Mitigation. A specific action taken to reduce environmental impacts. Mitigation measures are required as a component of an environmental impact report (EIR) if significant measures are identified.

Mitigation Measures. Action taken to avoid, minimize, or eliminate environmental impacts. Mitigation includes: avoiding the impact altogether by not taking a certain action or parts of an action; minimizing impacts by limiting the degree or magnitude of the action and its implementation; rectifying the impact by repairing, rehabilitating, or restoring the affected environment; reducing or eliminating the impact over time by preservation and maintenance during the life of the action; and compensating for the impact by repairing or providing substitute resources or environments.

Mixed Use. Describes a development project which includes two or more categories of land use such as residential and commercial, or commercial and professional office and the like For further discussion see the Land Use Element section on Mixed-use.

Nitrogen Oxides (NOx). Chemical compounds containing nitrogen and oxygen; reacts with volatile organic compounds, in the presence of heat and sunlight to form ozone. It is also a major precursor to acid rain.

Noise Attenuation. Reduction of the level of a noise source using a substance, material, or surface.

Noise Contours. Lines drawn about a noise source indicating equal levels of noise exposure. CNEL and L_{dn} are the metrics utilized herein to describe annoyance due to noise and to establish land use planning criteria for noise.

Open Space. Any parcel or area of land or water that is essentially unimproved. The General Plan designates rural and unimproved open space as well as parks as open space areas.

Ozone. A tri-atomic form of oxygen (O_3) created naturally in the upper atmosphere by a photochemical reaction with solar ultraviolet radiation. In the lower atmosphere, ozone is a recognized air pollutant that is not emitted directly into the environment, but is formed by complex chemical reactions between oxides of nitrogen and reactive organic compounds in the presence of sunlight, and becomes a major agent in the formation of smog.

PM_{10}, $PM_{2.5}$. The current standard for measuring the amount of solid or liquid matter suspended in the atmosphere ("particulate matter including dust"). Refers to the amount of particulate matter under 10 micrometers and 2.5 micrometers in diameter, respectively. Particulate matters can penetrate to the deeper portions of the lung, affecting sensitive population groups such as children and people with respiratory diseases.

Park Ratio. The amount of parkland in acres to 1,000 residents.

Peak Hour. The busiest one-hour period for traffic during a 24-hour period. The PM peak hour is the busiest one hour period of traffic during the evening commute period. The AM peak hour is the busiest one hour period during the morning commute.

Pedestrian-oriented Development. Development designed with an emphasis on the street sidewalk and on pedestrian access to the building, rather than an auto access and parking areas.

Performance Standards. A statement representing a commitment by a public agency to attain a specified level or quality of performance through its programs and policies.

Planning Area. The land area addressed by the General Plan, including land within and outside of the Urban Limit Line.

Priority Development Areas. Specific zones designated by local governments for future growth, typically near transit hubs and with good access to services and jobs. These areas are intended to absorb a significant portion of new housing and jobs, meeting regional growth targets

Rare or Endangered Species. A species of animal or plant listed in Sections 670.2 or 670.5, Title 14, California Administrative Code; or Title 50, Code of Federal Regulations, Section 17.11 or Section 17.2, pursuant to the Federal Endangered Species Act designating species as rare, threatened, or endangered.

Recycle. The process of extraction and reuse of materials from waste products.

Retention Area. A pond, pool, lagoon, or basin used for the storage of water runoff, which is not pumped to another location.

Right-of-Way. A continuous strip of land reserved for or actually occupied by a road, crosswalk, railroad, electric transmission lines, oil or gas pipeline, water line, sanitary storm sewer or other similar use.

Routes of Regional Significance. Routes of Regional Significance are major roadways that carry a significant amount of through traffic connecting two or more regions of a County. The routes are designated by CCTA based on recommendations from WCCTAC. In San Pablo, the following routes are designated as routes of regional significance: Interstate-80, San Pablo Avenue, 23rd Street, El Portal Drive, and San Pablo Dam Road.

Seismic. Caused by or subject to earthquakes or earth vibrations.

Sensitive Receptors. Persons or land users that are most sensitive to negative effects of air pollutants. Persons who are sensitive receptors include children, the elderly, the acutely ill, and the chronically ill. The term "sensitive receptors" can also refer to the land use categories where these people live or spend a significant amount of time. Such areas include residences, schools, playgrounds, child-care centers, hospitals, retirement homes, and convalescent homes.

Solid Waste. General category that includes organic wastes, paper products, metals, glass, plastics, cloth, brick, rock, soil, leather, rubber, yard wastes, and wood.

Specific Plan. A plan that provides detailed design and implementation tools for a specific portion of the area covered by a general plan. A specific plan may include all regulations, conditions, programs, and/or proposed legislation which may be necessary or convenient for the systematic implementation of any general plan element(s).

Special Status Species. Any species which is listed, or proposed for listing, as threatened or endangered by the U.S. Fish and Wildlife Service or National Marine Fisheries Service under the provisions of the Endangered Species Act. It also includes any species designated by the U.S. Fish and Wildlife Service as a "candidate" or "species of concern" implying potential danger of extinction.

Sphere of Influence (SOI). The ultimate service area of an incorporated city, as established by Contra Costa County LAFCO.

Stationary Source. A source of air pollution that is not mobile, such as a heating plant or an exhaust stack from a laboratory.

Storm Runoff. Surplus surface water generated by rainfall that does not seep into the earth but flows overland to a watercourse.

Threatened Species, California. A species of animal or plant is endangered when its survival and reproduction in the wild are in immediate jeopardy from one or more causes, including loss of habitat, change in habitat, over-exploitation, predation, competition, disease, or other factors; or when although not presently threatened with extinction, the species is existing in such small numbers that it may become endangered if its environment worsens. A species of animal or plant shall be presumed to be rare or endangered as it is listed in Sections 670.2 or 670.5, Title 14, California Code of Regulations; or Title 50, Code of Federal Regulations Sections 17.11 or 17.12 pursuant to the Federal Endangered Species Act as rare, threatened, or endangered.

Threatened Species, Federal. A species which is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

Total Dissolved Solids (TDS). Total dissolved solids comprise inorganic salts and small amounts of organic matter that are dissolved in water. The principal constituents are usually calcium, magnesium, sodium and potassium and the anions carbonate, bicarbonate, chloride, sulphate and, particularly in groundwater, nitrate (from agricultural use).

Toxic Air Contaminant. An air pollutant that may increase a person's risk of developing cancer and/or other serious health effects. Toxic air contaminants include more than 700 chemical compounds that have been determined to have potential adverse health impacts.

Transportation Demand Management. Measures to improve the movement of persons and goods through better and more efficient utilization of existing transportation systems (e.g., streets and roads, freeways and bus systems) and measures to reduce the number of single-occupant vehicles utilized for commute purposes.

Transit Oriented Development. A development or planning concept typified by the location of residential and commercial districts around a transit station or corridor with high quality service, good walkability, parking management and other design features that facilitate transit use and maximize overall accessibility.

Trip Generation. The number of vehicle trip ends associated with (i.e., produced by) a particular land use or traffic study site. A trip end is defined as a single vehicle movement. Roundtrips consist of two trip ends.

Urban Limit Line (ULL). A planning boundary, defined by voters, beyond which no urban land uses can be designated during the term of the General Plan. The primary purpose of an ULL is to limit the extent of urbanization.

Use. The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged as per the City's Zoning Ordinance and General Plan land use designation.

Vehicle Miles Traveled (VMT). A measure of both the volume and extent of motor vehicle operation; the total number of vehicle miles traveled within a specified geographical area (whether the entire country or a smaller area) over a given period of time.

View Corridor. The line-of-sight (identified as to height, width, and distance) of an observer looking toward an object of significance to the community (e.g., ridgeline, river, historic building, etc.).

Watershed. The total area above a given point on a watercourse which contributes water to the flow of the watercourse; the entire region drained by a watercourse.

Wetlands. Areas that are permanently wet or periodically covered with shallow water, such as saltwater and freshwater

marshes, open or closed brackish marshes, swamps, mud flats, and fens.

West Contra Costa County Transportation Advisory Committee. The West Contra Costa County Transportation Advisory Committee (WCCTAC) is one of four sub-regional transportation planning committees that advises the CCTA on Measure J expenditures and transportation concerns specifically related to the cities of San Pablo, Richmond, El Cerrito, Hercules, and Pinole as well as transit agencies serving these cities.

Wildlife Corridors. A natural corridor, such as an undeveloped ravine, that is frequently used by wildlife to travel from one area to another.

Zoning Ordinance. Chapter 17 of the San Pablo Municipal Code, which is a City ordinance, that divides incorporated city land into districts and establishes regulations governing the use, placement, spacing, and size of buildings, open spaces, and other facilities.

List of Acronyms

af/y: acre foot/year

ABAG: Association of Bay Area Governments

ACTC: Alameda County Transportation Commission

ADA: Americans with Disability Act, 1990

ADT: Average daily traffic

ADU: Additional Dwelling Unit

ARPA: Archaeological Resources Protection Act

BAAQMD: Bay Area Air Quality Management District

BACT: Best Available Control Technology

BART: Bay Area Rapid Transit

BMP: Best Management Practice

BPMP: Bicycle and Pedestrian Master Plan

CalEPA: California Environmental Protection Agency

CALTrans: California Department of Transportation

CalRecycle: California Department of Resources Recycling and Recovery

CARB: California Air Resources Board

CARE: Community Air Risk Evaluation

CBO: Community Based Organizations

CCC: Contra Costa College

CCCFPD: Contra Costa County Fire Protection District

CCEP: Contra Costa Economic Partnership

CCHS: Contra Costa Health Service

CCTA: Contra Costa Transportation Authority

CDFG: California Department of Fish and Game

CERP: Community Emissions Reduction Plan

CEQA: California Environmental Quality Act

CFCs: Chlorofluorocarbons

c.f.s.: Cubic feet per second

CGS: California Geologic Survey

CIP: Capital Improvement Program

CNDDB: California Natural Diversity Database

CNEL: Community Noise Equivalent Level

CMA: Contra Costa Congestion Management Agency

CRRP: Community Risk Reduction Plan

CSA: Community Supported Agriculture

CWMB: California Waste Management Board

dB: Decibel

dBA: Decibel A-Weighted

DMC: Doctors Medical Center

DME: Durable Medical Equipment

DNL: Day-Night Average Noise Level

DOF: State Department of Finance

DPM: Diesel Particulate Matter

DSOD: State Division of Safety of Dams

DTSC: State Department of Toxic Substances

du/ac: Dwelling unit per acre (which gives density)

DWR: Department of Water Resources

EBEDA: East Bay Economic Development Alliance

EBMUD: East Bay Municipal Utility District

EDS: Economic Development Strategy

EIR: Environmental Impact Report

EPA: Environmental Protection Agency

EV: Electric Vehicle

FAR: Floor Area Ratio

FEMA: Federal Emergency Management Act

GCC: Global Climate Change

GHG: Greenhouse gases

GIS: Geographic Information Systems

GME: Growth Management Element

GP: General Plan

GPAC: General Plan Advisory Committee

HEAL: Healthy Eating Active Living

HHW: Household Hazardous Waste

HISP: Highway Safety Improvement Program

LAFCO: Local Agency Formation Commission

LEED: Leadership in Energy and Environmental Design

Ldn: Day-Night Average Sound Level

LHMP: Local Hazards Mitigation Plan

LOS: Level of Service

LQ: Location Quotient

LRSP: Local Road Safety Plan

LUST: Leaking Underground Storage Tanks

MCL: Maximum Contaminant Level

Mgd: Million gallons per day (water or wastewater)

MJ-LHMP: Multi Jurisdictional Local Hazard Mitigation Plan

MUTCD: Manual on Uniform Traffic Control Devices

NAAQS: National Ambient Air Quality Standards

NAICS: The North American Industry Classification System

NFIP: National Flood Insurance Program

NPDES: National Pollution Discharge Elimination System

NWIC: Northwest Information Center at Sonoma State University

PDA: Priority Development Areas

PGA: Peak Ground Acceleration (Earth movements)

PG&E: Pacific Gas and Electric

PM-2.5: Suspended particulate matter 2.5 microns or less in diameter

PM-10: Suspended particulate matter 10 microns or less in diameter

ppb: Parts per billion

ppd: Pound per person per day

ppm: Parts per million (10^6) by volume or weight

POP: Priority Oriented Policing

PWD: Public Works Division

RLF: Nano Revolving Loan Fund

RMSD: Richmond Municipal Sewer District

RTIP: Regional Transportation Improvement Plan

RTPC: Regional Transportation Planning Committee

RWQCB: Regional Water Quality Control Board

SB: Senate Bill

SCI: Sister City International

SIP: State Implementation Plan (Air Pollution)

SNAP: Supplemental Nutrition Assistance Program

SOI: Sphere of Influence

SPCFGP: San Pablo Community Foundation Grant Program

SPSAB: San Pablo Senior Advisory Board

Sq. Ft.: Square Feet

SR: State Route

STMP: Subregional Transportation Mitigation Program

SWRCB: State Water Resources Control Board

TAC: Technical Advisory Committee

TAC: Toxic Air Contaminant

TAG : Transportation Analysis Guidelines

TAZ: Traffic Analysis Zone

TOD: Transit Oriented Development

TDM: Transportation Demand Management

TDS: Total Dissolved Solids

ULL: Urban Limit Line

USGS: United States Geologic Survey

UST: Underground Storage Tank

V/C: Volume to Capacity Ratio

VMT: Vehicle Miles Traveled

VPD: Vehicles per day

WCCC: West Contra Costa County

West County WMA: West Contra Costa Integrated Waste Management Authority, also known as Recyclemore

WCCTC: West Contra Costa Transportation Committee

WCCUSD: West Contra Costa Unified School District

WCWD: West County Wastewater District

WELO: Water Efficient Landscape Ordinance

WIC: A food assistance program for Women, Infant and Children

WWTP: Waste Water Treatment Plant

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APPENDIX A: RUMRILL CORRIDOR PLAN

CITY OF SAN PABLO

RUMRILL CORRIDOR PLAN

Adopted July 7, 2025

CITY OF SAN PABLO

RUMRILL CORRIDOR PLAN

Adopted July 7, 2025

Prepared by

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INTRODUCTION

PURPOSE AND CONTEXT

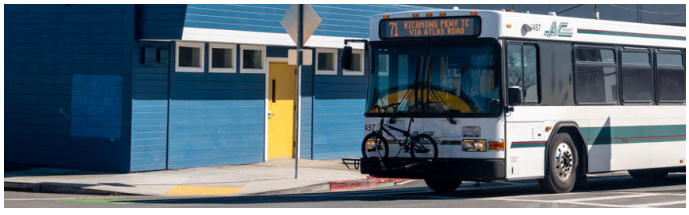
Rumrill Boulevard is a two-lane arterial corridor that extends north from San Pablo's southwestern City limit to connect with Broadway Avenue and San Pablo Avenue. The City has designated the southern portion of the corridor between Brookside Drive and Costa Avenue as a Priority Development Area (PDA), a designation for areas that are near public transit and planned for new homes, jobs, and community amenities. The Rumrill PDA is also identified as an Employment Focus Area in Plan Bay Area 2050, the regional sustainable growth strategy that coordinates housing plans, open space conservation efforts, economic development strategies, and transportation investments. A predominantly Hispanic neighborhood, major existing uses along the corridor include industrial yards, the City's Rumrill Sports Complex,

a mobile home park, and the Rumrill Garden Apartments, together with a variety of auto-related uses, grocery stores, churches, restaurants, commercial services, smaller apartment complexes, and several underused and abandoned properties. While a Complete Streets Study for the corridor was completed in 2015 and complete streets improvements were constructed in 2024, the corridor has never been studied as a whole with a view to establishing a coherent vision, land use and development strategy, and plan for revitalization.

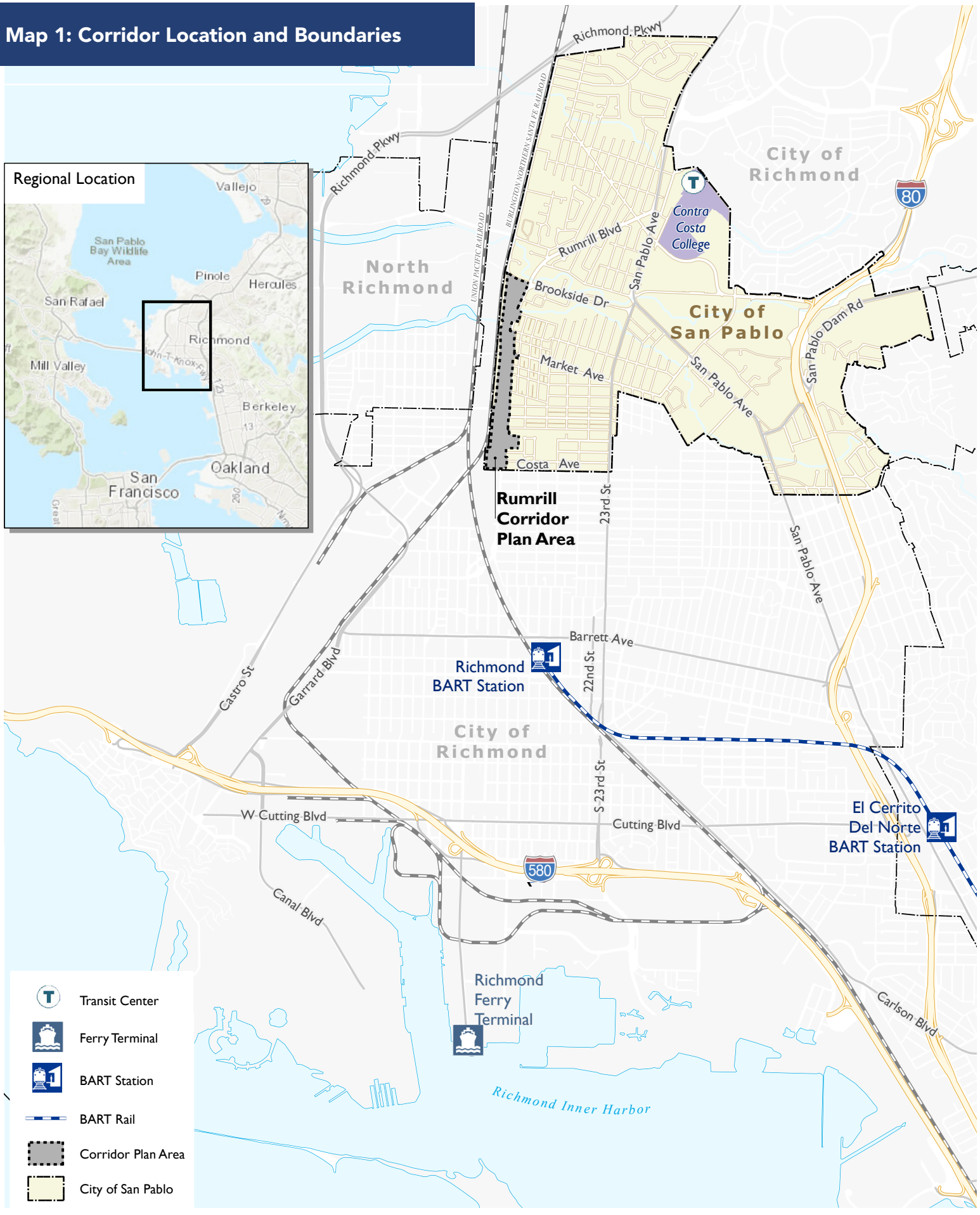
With a grant from the Metropolitan Transportation (MTC) in conjuction with the Association of Bay Area Governments (ABAG), the City of San Pablo has undertaken preparation of the Rumrill Corridor Plan to develop a shared vision for the Corridor and to identify a variety of policy tools to guide its evolution. The Corridor Plan seeks to expand the range of housing choices available in the Corridor and to improve environmental conditions and economic opportunities. It is designed to guide revitalization of the corridor with strategies to integrate a wider variety of housing types, stimulate economic development and job creation, enhance recreational and entertainment options, improve the visual quality of buildings and streetscapes, and enrich the quality of life for local residents.

CORRIDOR LOCATION AND BOUNDARIES

San Pablo is located within the western portion of Contra Costa County, inland from the eastern shore of San Pablo Bay. It is an enclave community, largely surrounded by the City of Richmond and bordered by the unincorporated communities of North Richmond to the west, Richmond and unincorporated Rollingwood in the north, and El Sobrante to the east. The City of Richmond lies to the south. The Rumrill PDA (Corridor) runs in a north-south direction along the southwestern perimeter of San Pablo, before curving northeastward to connect with Broadway Avenue and San Pablo Avenue in the central part of the city (**Map 1**). The Burlington Northern Santa Fe Railroad (within the City of Richmond) borders the Corridor to the west, and the unincorporated community of North Richmond lies just further west. The Corridor is one mile long, extending along Rumrill Boulevard from Costa Avenue at the City's southern border with Richmond north to Brookside Drive. It is located 1.8 miles west of Interstate 80, which has connections to Vallejo and Sacramento to the north and northeast; Richmond, Berkeley, and Oakland to the south; and on to San Francisco to the southwest. The Corridor is approximately three miles northeast of Interstate 580, which provides connections to Marin and Sonoma Counties via the Richmond Bridge. It is served by multiple Alameda-Contra Costa Transit District (AC Transit) bus routes, connecting the area to the Richmond Bay Area Rapid Transit (BART)/Amtrak Station (one mile south of the Corridor boundary) which provides access to San Francisco, various cities in the East Bay, San Jose, and beyond. AC Transit bus routes also connect the Corridor to the Richmond Passenger Ferry Terminal (three miles south of the PDA) with service to San Francisco and to the Contra Costa College Transit Center (1.3 miles to the northeast). These connections present opportunities for transit-oriented development that can help to reduce congestion, improve air quality, increase public health, and support a more sustainable urban environment by locating both housing and jobs in proximity to transit service.



Map 1: Corridor Location and Boundaries



SOURCE: City of San Pablo, 2024; Contra Costa County GIS, 2024; Dyett & Bhatia, 2024

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WHAT IS A CORRIDOR PLAN?

Relationship to the General Plan

The Rumrill Corridor Plan is a policy document that outlines a comprehensive approach for land use, economic development, transportation, and visual and environmental quality consistent with the San Pablo General Plan. As provided for in State law, it is adopted by resolution as an amendment to the General Plan, implementing Policy LU-G-11 of the General Plan Land Use Element by providing area-specific policy guidance for the Corridor. The Rumrill Corridor Plan and the General Plan share a uniform format for land use designations, terminology, and diagrams; however, the Corridor Plan provides greater policy-level detail on issues that particularly affect development within the Corridor. The General Plan addresses the eight required elements defined in State law (Government Code Section 65302) on a citywide basis. Accordingly, where conditions in the Corridor related to these required elements are otherwise adequately addressed in the General Plan, the Corridor Plan need not address them.

Uses of the Corridor Plan

The Corridor Plan is a guiding document with recommended actions to be implemented after adoption. Implementing actions are the key to executing the Corridor Plan. These actions are organized by timeframe and directly correspond to the strategies listed in the Corridor Plan. Factors that affect implementation timing include feasibility, funding, and level of City control over implementation. The Corridor Plan also serves as a tool to help San Pablo City staff, the Planning Commission, and the City Council make land use and public investment decisions. As development is proposed within the Corridor, City officials will confirm that these proposals are consistent with the policies and standards in both the Corridor Plan and the General Plan. Additionally, City staff from various departments will refer to the Corridor Plan in developing annual work plans and priorities for the Citywide Capital Improvement Program.

For local residents and businesses, the Corridor Plan provides a clear vision for the future of the Corridor. It indicates the general types of uses and activities that are permitted in the Corridor, the policies the City will use to evaluate development applications, and the investments and programs the City will undertake to help implement the Plan's vision.

PLAN ORGANIZATION AND STRUCTURE

The Corridor Plan is organized into the following chapters:

1 **Introduction.** This chapter outlines the purpose and uses of the Corridor Plan, describes its relationship to other City planning documents, and provides an overview of the Plan.

2 **Corridor Profile.** Drawing on the background reports prepared during the initial phase of work, this chapter describes the existing land use and development patterns, population characteristics, and economic activities in the Corridor to provide a profile of key conditions and trends with implications for the Plan.

3 **Vision and Planning Framework.** This chapter summarizes the planning process and the shared vision for the future of the Rumrill Corridor that has emerged from the planning process. It also includes a detailed General Plan Land Use map for the Corridor and provides descriptions of the General Plan land use designations that apply, including specific standards for the density and intensity of development.

4 **Goals, Policies, and Actions.** This chapter contains a framework of goals, policies and actions that, taken together, describe a vision for the Corridor and the steps needed to achieve it.

5 **Implementation and Monitoring.** This chapter summarizes the specific actions to be taken to carry out the Plan. For each action, the timing and priority for implementation is identified together with the responsible agency and department. It also identifies a series of indicators that can be used to track progress toward achieving the goals of the Plan.

Policy Structure

Chapter 4, "Goals, Policies and Actions" of this Plan, includes brief background information to establish the context for the policy direction it contains. This background discussion is followed by a listing of the goals, policies, and actions that will be used by the City to guide future land use, development, and environmental protection decisions within the Corridor. Within this structure, Goals describe more general desired results that the community seeks to create through the implementation of the Plan. The Policies and Actions establish the "who," "how," and "when" for carrying out the "what" and "where" of the Goals. Policies and implementing actions both support the Goals, and are described the summary below:

- A **goal** is a statement that describes a desired future condition or "end" state. Goals are intended to be broad statements of community aspirations.
- A **policy** is a clear and unambiguous statement that guides a specific course of action for decision-makers that can be taken to achieve a desired goal. Policies guide City staff and decision-makers in their review of land development projects and in decision-making about other City actions.
- An **implementing action** is a measure, procedure, or technique that is intended to implement one or more policies to help reach a specified goal. Typically, an action is a discrete item which is done once and then completed. For implementing actions, this Plan lists both the timeframe and the responsible department/agencies for implementation.

Milestone Documents

In preparing the Corridor Plan, several reports were produced that contain background information and technical analysis. Described below and included as appendices to this Plan, these reports do not represent adopted City policy but provide important background information that may be useful to consult to further one's understanding of the Corridor and the Corridor Plan.

- **PDA Profile**: This report documents conditions and trends related to population, housing, employment and commute patterns in the Corridor in order to provide a demographic and socioeconomic profile. It also describes existing land use, parks and recreational facilities, transportation facilities, public health and environmental factors, and any hazardous conditions or natural hazards in the Corridor to help set the context for Plan development.
- **Market Conditions and Trends Report**: This report presents an employment and industry profile for the Corridor, identifying existing industry concentrations, along with a real estate analysis that assesses the types of businesses that the City may be able to attract to the Corridor and the typical site and real estate requirements for these businesses.
- **Corridor Plan Alternatives**: This report presents three distinct alternatives for future land use and economic development along the Rumrill Corridor in order to highlight future choices and tradeoffs. The Alternatives were the basis for the Phase 2 outreach activities described in the Community Engagement Report and were designed to spark discussion of concepts that could potentially be included in Public Review Draft Corridor Plan.
- **Community Engagement Report**: This report summarizes outreach activities and community feedback that was received throughout the planning process. It documents key messages and highlights implications for the Corridor Plan as well as any notable differences in responses between neighborhoods and demographic groups.

2

CORRIDOR PROFILE

The Rumrill Corridor is a vibrant neighborhood located in the southwest portion of the City of San Pablo, and is home to an eclectic mix of homes, businesses, and community attractions. Rumrill Boulevard and Market Avenue (which intersects it in the northern part of the Corridor) are arterial roadways that connect the area with surrounding communities and positions Rumrill Boulevard as a gateway into San Pablo. The Rumrill Corridor is also a recreational destination that draws residents from around the city, who come for soccer tournaments and games at the Rumrill Sports Complex. Drawing on the background reports prepared during the initial phase of work, this chapter presents a profile of the Rumrill Corridor, describing conditions and trends related to land use and development, population characteristics, and jobs and the economy to help provide context for the Plan.

LAND USE AND DEVELOPMENT

Existing development along the Rumrill Corridor features low-slung commercial buildings, many involving auto-related uses; a variety of markets, shops, and restaurants; and small industrial businesses, together with multifamily apartments, single-family homes, and a large mobile home park (see **Map 2**). Commercial uses tend to front Rumrill Boulevard and are generally concentrated mid-corridor. Most existing commercial development was constructed prior to 1970 and the typical floor area ratio (FAR) is less than 0.35, reflecting the predominance of one-story buildings with a significant amount of land devoted to surface parking along the corridor. The age, condition, and relatively low FAR of existing non-residential development indicates a variety of opportunities for redevelopment with new uses to better serve community needs.

Low-rise commercial structures with underutilized parking surface

Residential uses occupy almost 45 percent of the land on the Corridor. The average density of existing housing is typically between 14 and 24 units per acre, although some newer multifamily developments along the Corridor have densities approaching 40 units per acre. Larger multifamily apartment complexes are located in the north and south of the Corridor, while single-family neighborhoods are adjacent and to the east of the Corridor.

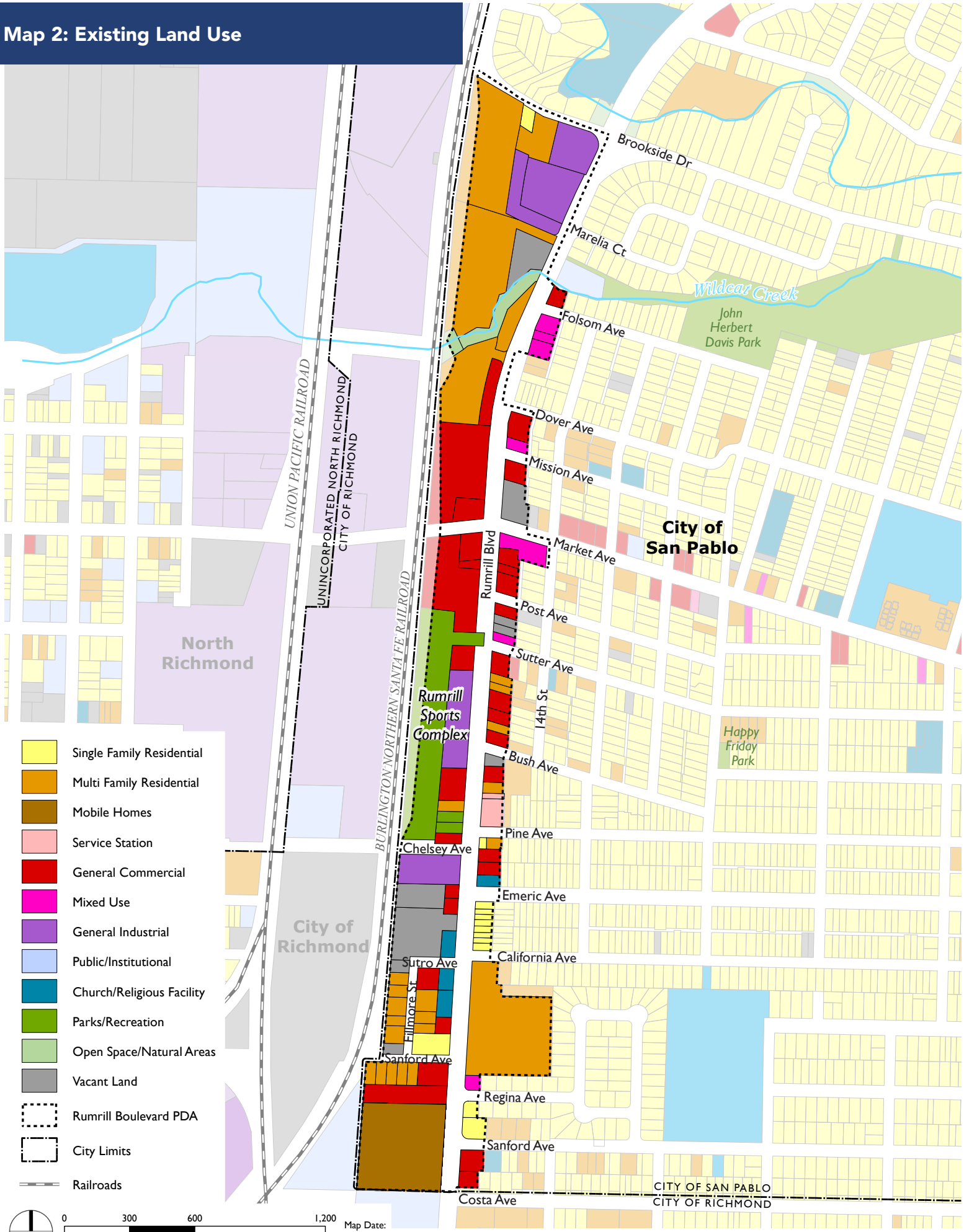
Multifamily apartments located in north of the Corridor

There are relatively few vacant parcels and, in general, parcel size in the Corridor is small (particularly on the east side of Rumrill) and ownership patterns are fragmented, which poses challenges for infill development. However, there are several clusters of adjacent parcels under common ownership which offer greater potential for redevelopment (see **Map 3**), particularly at the prominent intersection of Rumrill and Market Avenue. There is also a cluster of vacant City-owned parcels set back from Rumrill Boulevard near Sutro Avenue in the south of the Corridor that could potentially serve as a catalyst site were the City to pursue redevelopment through sale or a public-private partnership.

POPULATION CHARACTERISTICS

The Rumrill Corridor has a young and diverse population of approximately 1,400. Residents tend to be younger than the citywide average, with a high proportion of individuals aged 18-44 and fewer families with children. The majority of Corridor residents identify as Hispanic and more than 60 percent of residents speak Spanish at home. Many residents face a significant housing burden, with over 40 percent spending more than 30 percent of their income on housing. This has led to a higher prevalence of younger, unrelated adults

Map 2: Existing Land Use



SOURCE: City of San Pablo, 2024; Contra Costa County GIS, 2024; Dyett & Bhatia, 2024

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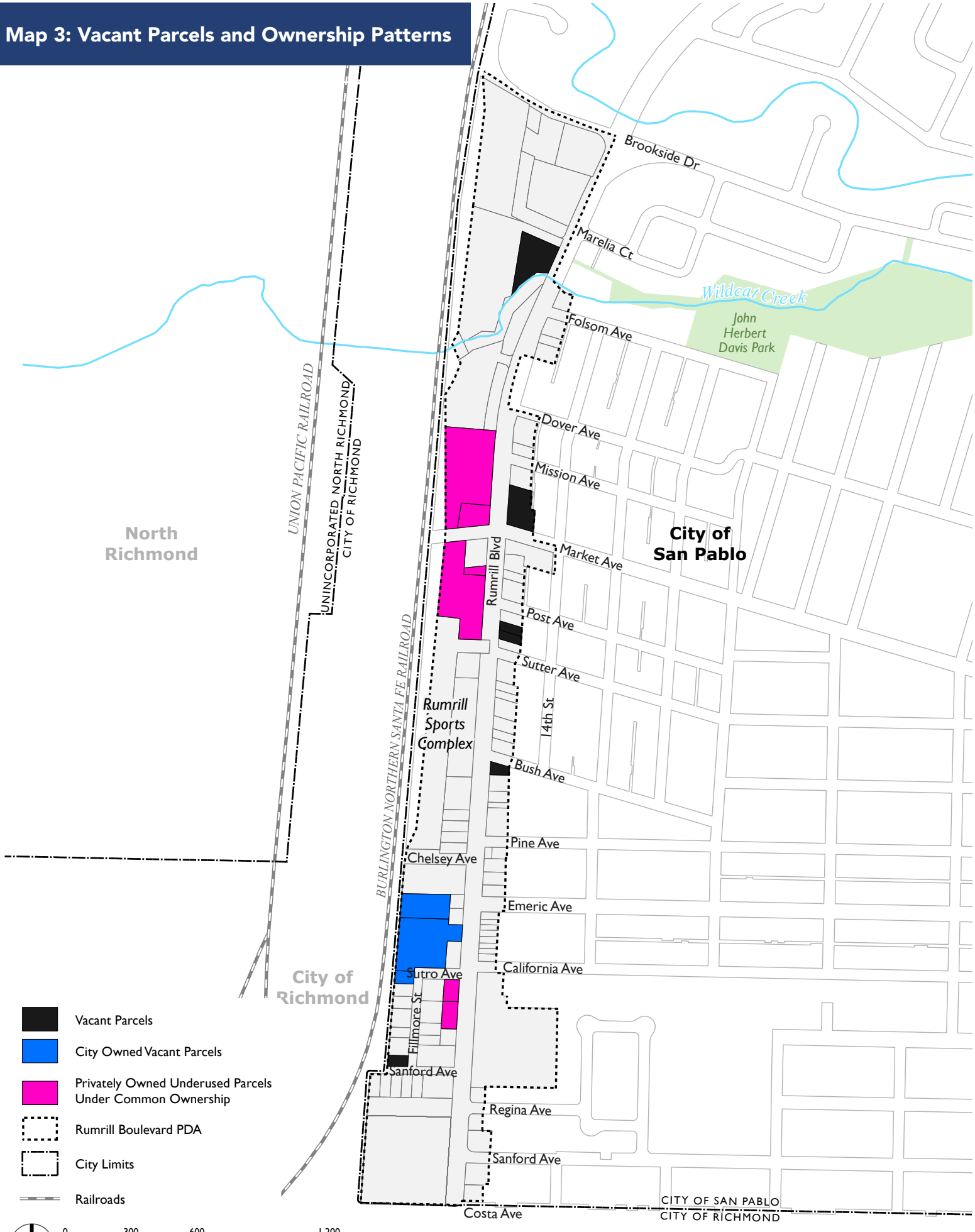
Map 3: Vacant Parcels and Ownership Patterns



SOURCE: City of San Pablo, 2024; Contra Costa County GIS, 2024; Dyett & Bhatia, 2024

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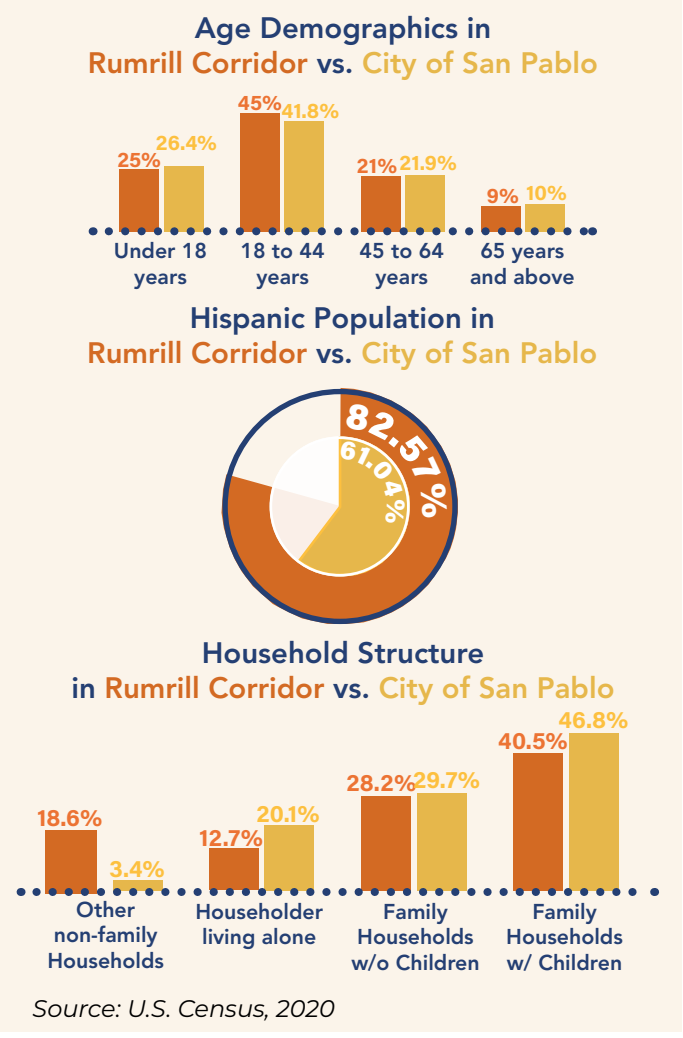
sharing accommodations, suggesting the need for studio apartments, live/work units, and other housing types that offer affordable options for young, single people. While affordability remains a key concern, nearly half of the existing housing units in the Corridor are subsidized, making it important to also promote market-rate housing to ensure a balanced mix of options along the Corridor.

Overall, educational attainment is relatively low along the corridor, with only a third of residents having completed high school and fewer than 7 percent having attended college. Residents are primarily employed outside of the Corridor in sectors such as healthcare and social assistance, retail trade, and hospitality and food services. Jobs in these sectors can involve irregular work hours, making commute by transit less viable. This is reflected in travel data which show that most residents commute to work alone by car.



Source: U.S. Census, 2020

EMPLOYMENT AND ECONOMY

The Rumrill Corridor has an active economy comprised primarily of small and independently owned businesses in the following sectors: restaurant and food services; personal care and business services; auto repair and maintenance; and manufacturing and wholesale. A full 85 percent of businesses in the Corridor are locally-owned. These locally-owned businesses employ approximately 220 people, primarily from outside San Pablo.

With relatively small parcel sizes and only indirect access to the regional highway and interstate network, larger scale industrial and regional commercial uses are generally not viable in the Corridor. However, these same attributes make the Corridor an 'inside location', which is attractive to smaller scale manufacturing and repair-oriented businesses that seek more affordable space and do not require ready access to freeways and highways. Such businesses may include food and beverage manufacturers, apparel and accessories manufacturers, creative "maker" businesses, and some limited advanced manufacturing, as well as automotive and electronic repair shops.

Existing food trucks in the Rumrill Corridor

3

VISION AND PLANNING FRAMEWORK

PLANNING PROCESS AND COMMUNITY ENGAGEMENT

In 2022, the City of San Pablo initiated preparation of the Rumrill Corridor Plan to develop a shared vision for the future of the Rumrill Boulevard Corridor neighborhood that will guide revitalization and promote new housing development together with improved environmental conditions and economic opportunities. This effort was funded by a generous Priority Development Area (PDA) grant from the Metropolitan Transportation Commission (MTC) and Association of Bay Area Governments (ABAG). Public engagement was

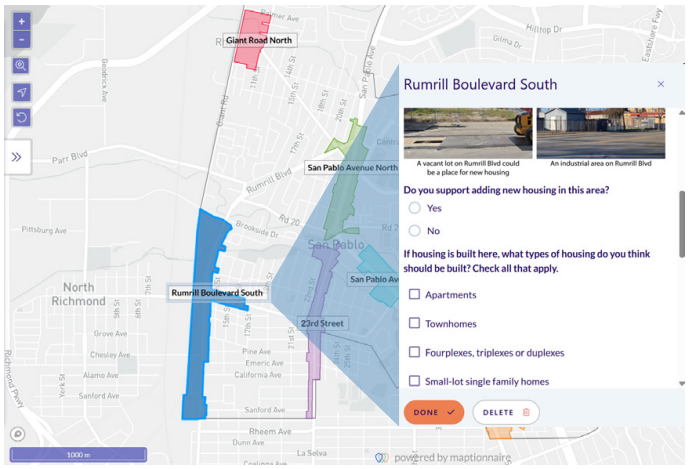
integral to the development of the Corridor Plan, and a multifaceted, bilingual (English-Spanish) community engagement strategy was implemented to proactively engage local residents and businesses in the process. A dedicated project page was established on the City's website to serve as a one-stop portal for information on the Corridor Plan, and opportunities to participate in the process were promoted with fliers distributed at community events, social media posts, door hangers left at homes and business along the corridor, email blasts, and mentions in the weekly City Manager's newsletter and in the City's quarterly El Portal newsletter. Opportunities for involvement included pop-up event outreach, a citywide survey, property/business owner forums, a block party and community meeting, and "reel polls" published on the City's social media channels. Additionally, a Technical Advisory Committee (TAC) composed of City staff from various departments and representatives of partner agencies met three times in the process to advise on technical aspects of the Corridor Plan, including transportation, utilities, public services, and economic development.

At each phase of the work, a variety of different methods was used to provide opportunities for discussion and meaningful input and build community ownership of the Corridor Plan:

- **Phase I: Issues and Opportunities Identification (Spring-Summer 2022).** This phase involved outreach to identify and understand stakeholder priorities and concerns as well as preparation of a Corridor Profile to document conditions and trends related to land use and development, transportation, environmental quality, and parks and public services in the Corridor. A citywide survey garnered over 260 responses, and an initial TAC meeting was held to review the Corridor Profile and to identify related issues and opportunities to address in the Plan.

Promotional Materials: Social media posts

Promotional Outreach Materials: Door hangers



Citywide Online Survey

- **Phase 2: Alternatives Exploration (Summer-Fall 2024).** This phase saw development of three distinct alternatives for land use and economic development that outlined different options for the future of the corridor, responding to the issues and opportunities identified in Phase 1. The TAC met a second time to help refine the alternatives for presentation to the community. More than 385 community members shared their input during this phase, participating in property/business owner forums, attending a block party and community meeting on the corridor, and responding to interactive video "reel polls" on Instagram.
- **Phase 3: Draft Plan Preparation (Winter 2024-Spring 2025).** Based on the preferred land use plan and key strategies that emerged from Phase 2, a draft plan was prepared and released for public review. The TAC met a final time to review and comment on the Draft Plan prior to public release. Environmental review was also completed during this phase.
- **Phase 4: Plan Finalization (Spring-Summer 2025).** The Corridor Plan will be presented to the Planning Commission and City Council for adoption at public hearings in May and June of 2025. It will be adopted as a component of the City's General Plan and associated land use map changes will also be approved at that time. Associated changes to the City's zoning map and development regulations will follow.

Rumrill Block Party and Community Meeting

Bilingual Interactive Instagram Reel Polls

VISION

The shared vision for the future that emerged from the planning process is for Rumrill Boulevard to be a **highly livable corridor and a destination for "food and fun"** that attracts San Pablo residents as well as visitors from around the region. It will be a vibrant neighborhood, with a variety of housing choices for people of all ages and incomes, and a place where successful businesses that provide quality jobs for corridor residents and opportunities for local entrepreneurs can locate and thrive.

It will also be a place where people come together for soccer games at the Rumrill Sports Complex, to enjoy a meal at a popular local restaurant or food truck, or to meet with friends in a new public plaza at the prominent intersection of Market and Rumrill or at other nearby open spaces. Attractive architecture, branded signage, and public art reflecting local heritage and culture will all contribute to a memorable sense of place.

CORRIDOR STRUCTURE

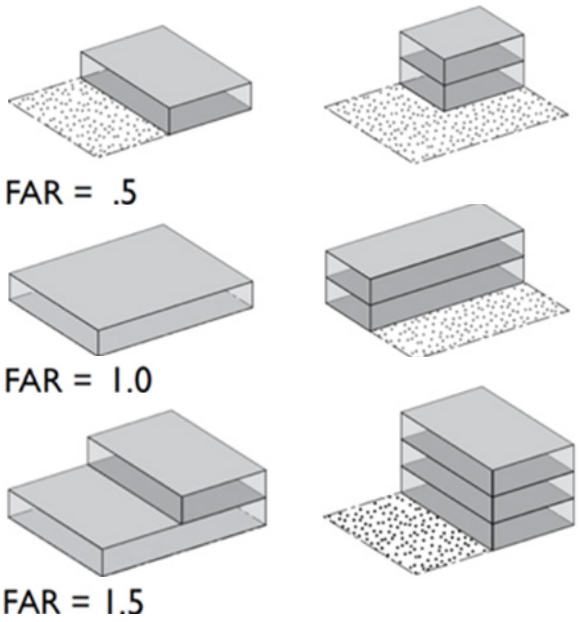
The Corridor Plan will be implemented incrementally over 10-15 years, guided by a land use framework to help make the vision a reality. That framework seeks to promote the following structuring elements, illustrated on **Map 4**:

- **A vibrant mixed use hub** with apartments, shops, and neighborhood services to create a focal point at the prominent intersection of Rumrill and Market;
- **Residential nodes** at the north and south ends of the corridor, located within easy walking distance of shops, transit, and neighborhood services;
- **Commercial and employment mixed-uses** focused mid-corridor that provide economic opportunities for employment and entrepreneurship together with compatible residential uses; and
- **Prominent gateway design features** such as distinctive people-oriented architecture, branded signage, landscaping, trees, and public art at entry points into the community that help to build a sense of place.

LAND USE FRAMEWORK

The Corridor Plan Land Use Map (**Map 5**) illustrates the long-term vision for redevelopment and revitalization in the Corridor, translating the structuring elements with land use designations that describe the character envisioned for each district. Each designation includes standards for density or intensity of use. Residential densities are expressed in terms of dwelling units per acre. Building intensities for non-residential uses are expressed in terms of floor area ratio (FAR), which is the ratio of gross building area (excluding surface parking areas) to net lot area (see **Figure 1**). FAR does not regulate building placement or form; it defines the total amount of development allowed on a given lot. In the designations below, FAR represents an expectation of the overall intensity of future development. The maximums assigned to the land use designations below do not constitute entitlements, nor are property owners or developers guaranteed that an individual project, when tested against the Plan's policies, will be able or permitted to achieve these maximums.

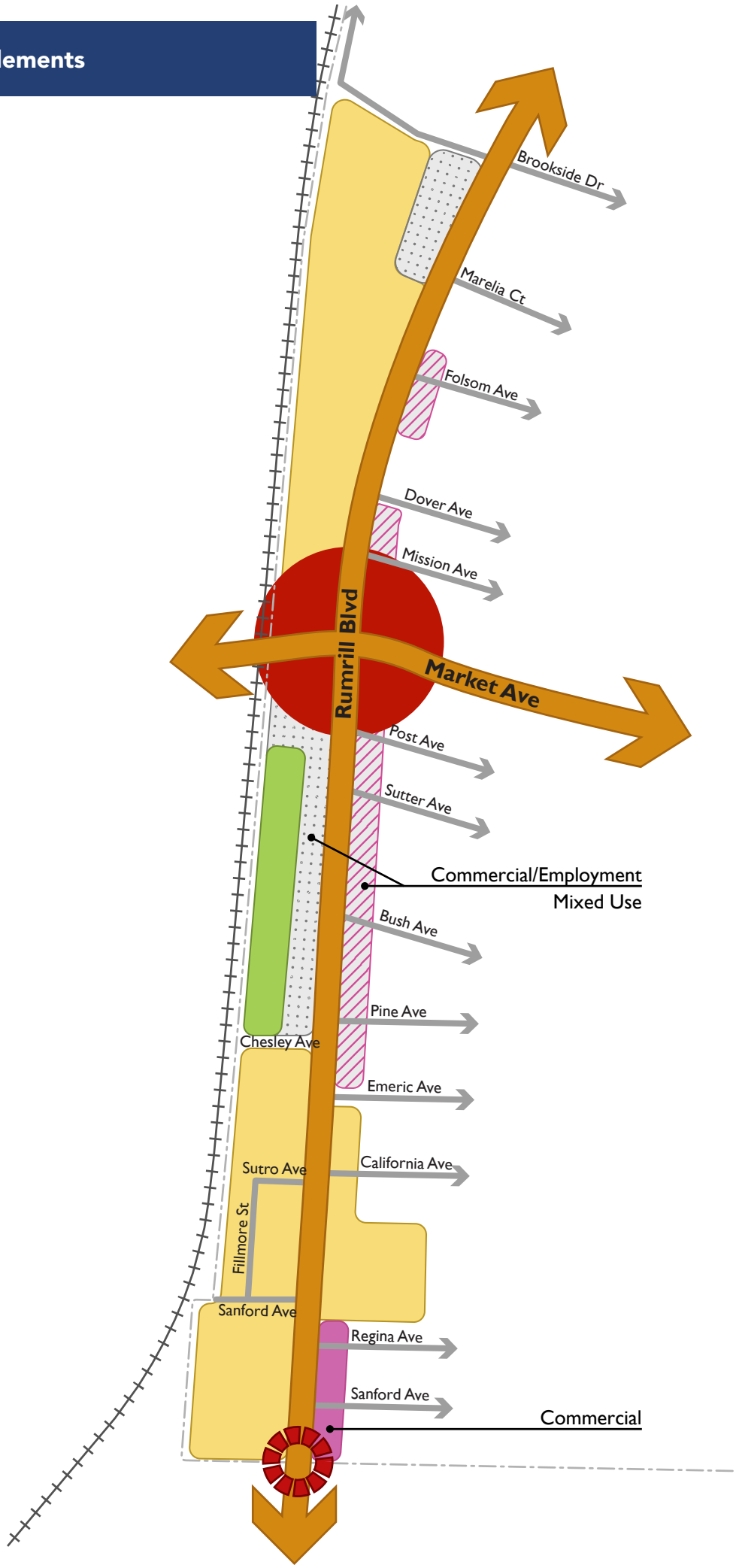
Figure 1: Illustration of Floor Area Ratio (FAR)



Mixed Use Designations

Mixed Use Center West. Mixed use development at this prominent western gateway into San Pablo will include multiunit residential development with a permitted density of 30-60 units per gross acre and/or activity-generating commercial uses with a maximum FAR of 2.5. The maximum permitted density and FAR may be calculated over the total area of adjoining parcels if they are proposed for redevelopment together as part of a single project. A mix of uses is encouraged but not required on individual sites. Typical building height is expected to be four to five stories with mixed use in either a ver-

Map 4: Structuring Elements



- Mixed Use Hub
- Gateways
- Residential
- Commercial
- Parks/Recreation
- Employment Mixed Use
- Commercial Mixed Use
- City Limits
- Railroads

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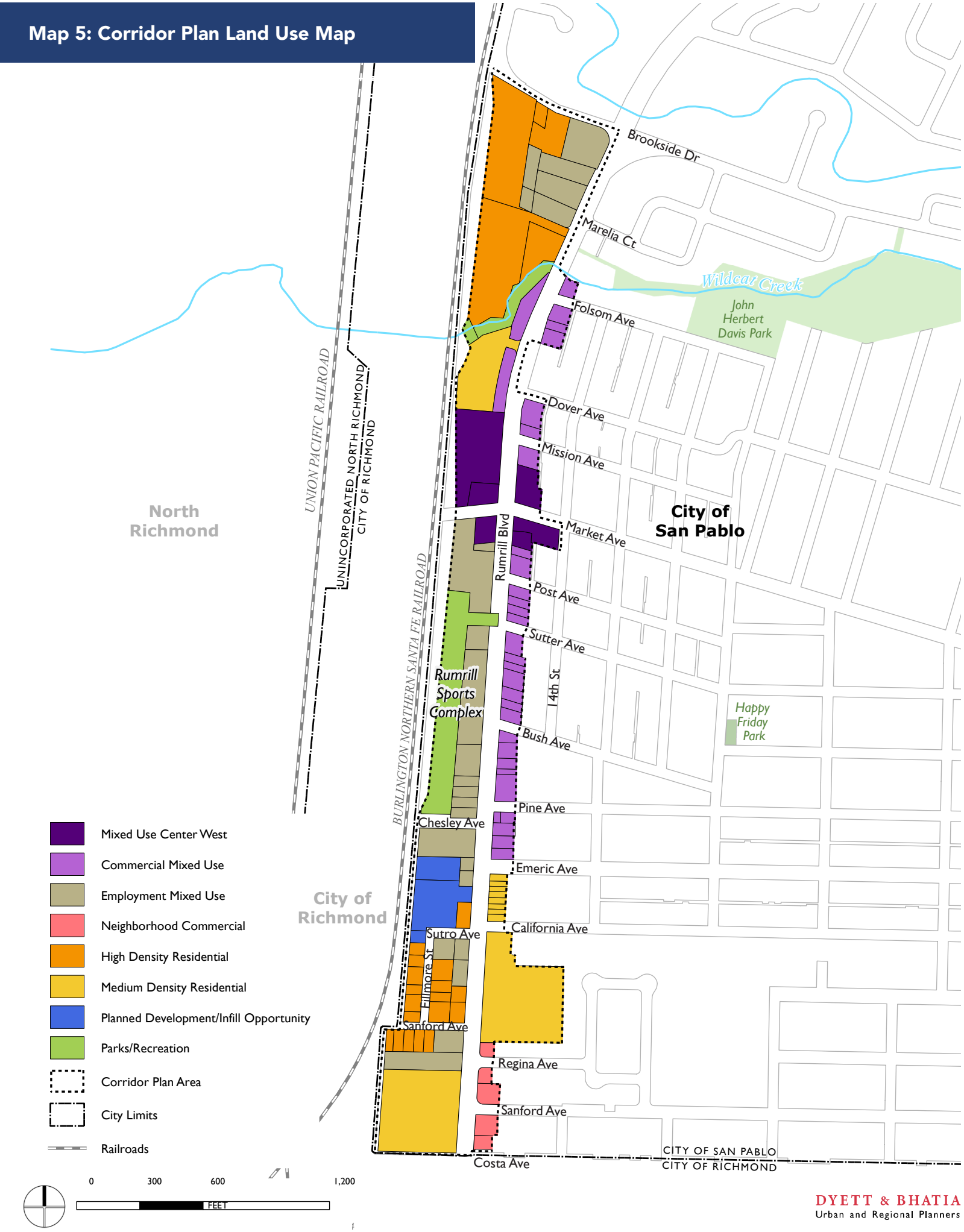
Map 5: Corridor Plan Land Use Map



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tical or horizontal format. Desired commercial uses include a grocery store, restaurants, and community-serving shops and services. Other potential commercial uses include a food truck park with communal seating, a production facility with a tasting room or retail sales point, and/or a commercial kitchen with on-site sales and dining. Residential developments that are "affordable by design" are encouraged, such as co-housing, micro-apartments, and modular construction. Bonus density and other regulatory incentives will be available for projects that provide public plazas, on-site recreational amenities, public art, and high-quality design features that build the visual presence of the Rumrill/Market gateway.

Employment Mixed Use. This designation seeks to foster a range of production, distribution, and repair-oriented businesses, including food production and distribution; small-scale auto and appliance repair; apparel, electronics, and furniture manufacturing; and a host of other creative demonstration, showcase, and assembly uses. The intent is to provide opportunities for smaller scale commercial, office, industrial, and hybrid uses seeking affordable spaces that do not require direct access to the regional transportation network and to provide jobs with good wages that do not require a college degree for local residents. On-site live/work housing is also encouraged within this designation. On sites over 0.25 acres, multiunit housing is permitted where adequate buffering and noise mitigation is provided. Maximum permitted FAR for non-residential uses is 0.6.

Commercial Mixed Use. This designation is intended to foster a mix of commercial, office, service retail, public and residential uses. A mix of uses is encouraged but not required on individual sites. Typical height is expected to be two to three stories. The maximum permitted FAR is 1.5. Residential uses are allowed only when the commercial FAR is 0.50 or greater. Permitted density is 20 to 40 units per gross acre.

Residential Designations

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

Medium Density Residential. This designation provides for a mix of housing types and may accommodate small-lot single-family, attached single-family or townhomes, duplexes, triplexes, fourplexes, apartment buildings, or condominiums. Accessory Dwelling Units are also permitted in all residential districts. Permitted residential density for this designation ranges 13 to 24 units per gross acre.

Other Designations

Planned Development/Infill Opportunity. This designation is intended to promote high density residential and/or mixed-use development on a cluster of adjacent City-owned sites. Permitted residential density is up to 60 units per net acre prior to any density bonus and an affordable housing component is required, consistent with Gov. Code, §§ 54220-54234. Residential development should include a mix of unit types, including studios, one-bedroom units, micro-units and other smaller unit types suitable for singles and students as well as larger units for families. Live/work housing that provides opportunities for compatible home-based businesses is encouraged. The site may be developed with residential uses alone; however, complementary non-residential uses such as business incubator space, commercial recreational uses, or space for workforce development and training activities are also desired.

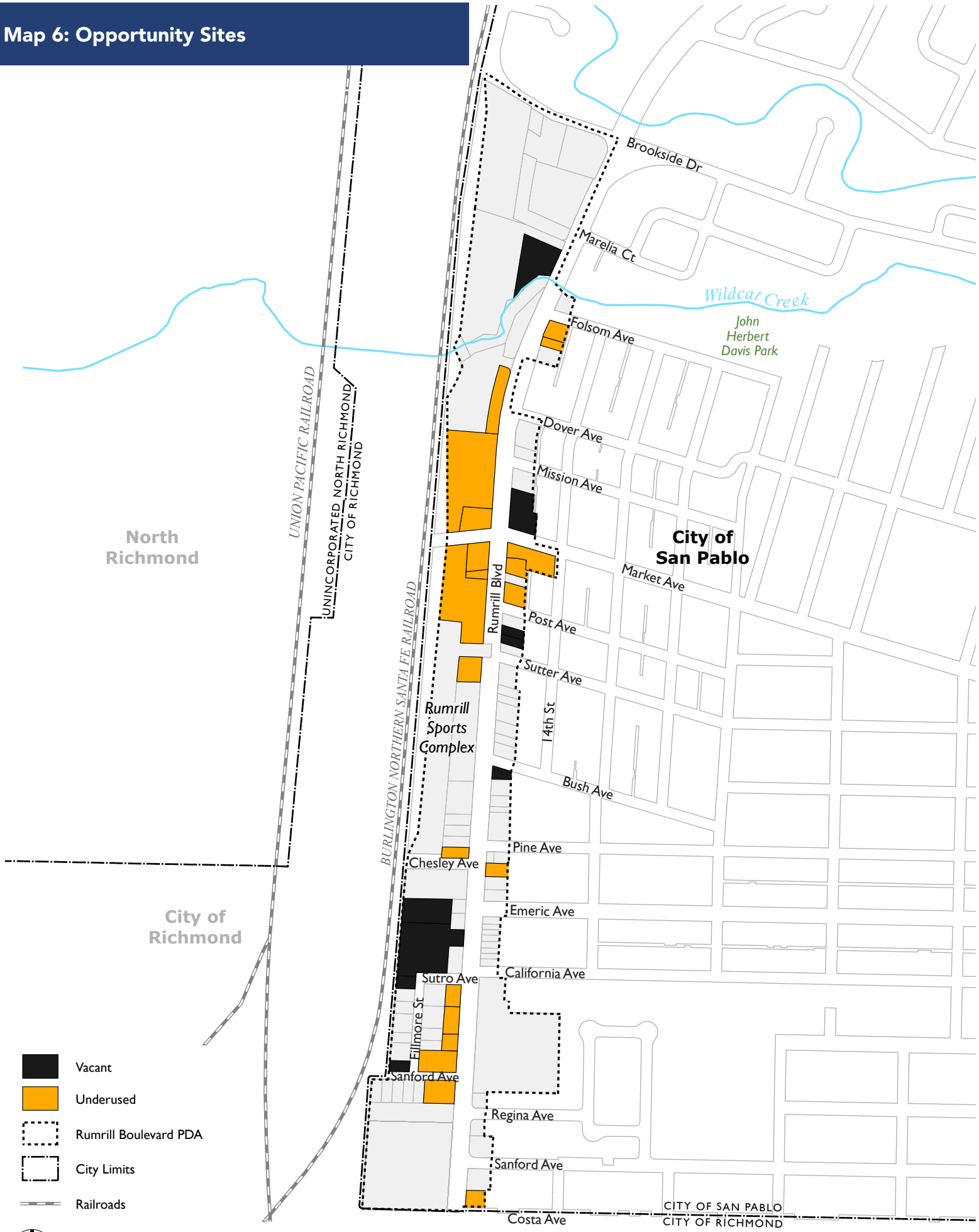
Neighborhood Commercial. This designation provides for smaller-scale commercial, office, and service uses that primarily provide convenience, personal services, and social services such as retail and specialty shops, eating and drinking establishments, and commercial recreation that are convenient to those living along and nearby the corridor. It is intended to foster a pedestrian atmosphere along public streets. Residential uses are discouraged, unless they are incidental to the commercial use or part of a small-scale mixed use. The maximum permitted FAR is 1.0. On smaller parcels, additional FAR may be permitted to achieve the desired vision for the area.

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

DEVELOPMENT POTENTIAL

With relatively few vacant parcels along the corridor, but with great revitalization/intensification potential, the vision for the Rumrill Corridor will be realized primarily through infill development and expansion on underused properties. Underused properties may be characterized by the value of the land being worth more than the buildings and structures on it, giving the owner an incentive to redevelop with new uses that command higher rents or sale prices. For example, a commercial site with vacancies and large surface parking lots could be considered underused and therefore redeveloped with other uses to serve community needs, such as housing that in turn would provide more customers for the other stores and restaurants in the area. Within the Corridor, sites with the most potential to accommodate new development over the next 10-15 years are shown as opportunity areas in **Map 6**. Overall, buildout of the Corridor Plan is projected to result in approximately 410 new housing units and 370 new jobs by 2035.

Map 6: Opportunity Sites



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

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4

GOALS, POLICIES, AND ACTIONS

This chapter outlines the specific goals, policies, and actions the City will undertake to achieve the shared vision for the Rumrill Corridor that emerged from the process. These goals, policies, and actions are intended to provide a framework that will guide planning and development along the Corridor, integrate new housing and employment opportunities, and strengthen sense of place and livability. The chapter is organized around eleven goals that correspond to key community priorities identified during the process, addressing land use and urban design; economic development; transportation and parking; and quality of life.

LAND USE AND URBAN DESIGN

GOAL-1

COHESIVE LAND USE FRAMEWORK.
Foster a vibrant mix of uses along the Corridor and a clear development pattern defined by a mixed use core, residential nodes, and opportunities. for retail, employment, and recreation.

POLICIES

RUM-1.1 Promote the redevelopment of underused sites along the Corridor to provide for community needs, capitalize on market opportunities, and foster prosperity.

RUM-1.2 Integrate new housing and employment-oriented uses along the Corridor to address affordability, increase economic opportunity, and support neighborhood vitality, while taking action to prevent the displacement of existing residents and businesses.

RUM-1.3 Foster distinctive gateways at key entry points into San Pablo to heighten sense of place and strengthen neighborhood pride.

GOAL-2

DISTINCTIVE GATEWAY.
Create an attractive, memorable gateway into San Pablo at the prominent intersection of Market and Rumrill.

POLICIES

RUM-2.1 Focus the highest intensity of development at the intersection of Market and Rumrill to create a distinctive mixed-use node and a focal point for the community that signals entry into San Pablo.

RUM-2.2 Foster a vibrant mix of residential and activity-generating commercial uses at this location to activate it throughout the day and evening.

RUM-2.3 Require a minimum of 30 units per net acre for any project with a residential component at the intersection of Market and Rumrill.

RUM-2.4 Build the visual presence of the gateway intersection with taller building heights, a public plaza, trees, public art/murals, and distinctive branding and signage. The public plaza should be designed for flexible use and activated with programming and amenities.

RUM-2.5 Orient new buildings to the street or public plaza, minimize setbacks along street frontages, and locate surface parking behind buildings to promote a walkable, pedestrian-friendly environment.

RUMRILL/ MARKET GATEWAY INTERSECTION

The intersection of Rumrill and Market represents a unique opportunity within the Plan Area. Parcel size at this prominent crossroads is among the largest on the Corridor, and there are clusters of adjacent parcels under common ownership, which present an important opportunity for redevelopment that can help catalyze the vision.

The intersection is served by three bus routes, positioning it for transit-oriented development, and it is also a major entry point into San Pablo from the Richmond Parkway, via North Richmond. The Plan focuses the highest density and intensity of development at this location to capitalize on this opportunity and foster creation a mixed use node, with a vibrant mix of residential and activity-generating commercial uses. Land use and development standards are structured to incentivize the provision of amenities such as public plazas, on-site recreational amenities, public art, and high-quality design features that contribute to an attractive, memorable gateway into San Pablo.

2025 Conditions

Illustration of potential 2035 conditions

RUM-2.6 Emphasize human-scaled design within larger developments and employ measures such as articulated massing, awnings, and landscape elements to break down the scale of buildings.

RUM-2.7 Ensure that commercial uses are designed to incorporate ground floor transparency and pedestrian activity.

RUM-2.8 Provide common, resident-serving uses such as lobbies, fitness centers, and common areas in visible, ground-floor locations within multifamily developments and mixed-use buildings to help activate the street level.

RUM-2.9 Work with AC Transit to incorporate a transit stop at the intersection with passenger waiting amenities such as a bus shelter, seating, lighting, trash cans, and schedule information.

RUM-2.10 Prioritize the use of funds from the City's Public Art Fund for a public art project at the Rumrill/Market gateway intersection

ACTIONS

RUM-2.a Update the zoning code to:

- Establish development standards for high intensity mixed use development within the Mixed-Use Center West designation;
- Clarify that the minimum required density for residential development in the Mixed-Use Center West designation is 30 units per net acre; and
- Provide a tiered program of bonus density and FAR offered in exchange for amenities such as public plazas, on-site recreational amenities, public art, and high-quality design features.

RUM-2.b Work with property owners and interested developers to retain a grocery store at this intersection and attract other essential services, such as medical clinics, banks, and dry cleaners to provide for the needs of area residents and ensure the vitality of the node over time.

RUM-2.c Establish a unified gateway design palette and guidelines that address streetscape design, signage, lighting, and building massing and setbacks to heighten sense of place both at the Rumrill/Market gateway and the southern gateway.

GOAL-3

HOUSING FOR ALL.
Promote a variety of housing types along the corridor and prevent displacement of existing residents.

POLICIES

RUM-3.1 Promote a range of residential densities and unit sizes throughout the Corridor to encourage a mix of housing types in varying price ranges and rental rates.

RUM-3.2 Encourage a mix of for-sale and rental housing units along the Corridor, including alternative ownership models such as fee-simple ownership, common interest developments, housing cooperatives, or community land trusts.

RUM-3.3 Facilitate the integration of new housing to meet community needs in the Rumrill Corridor by offering incentives that may include (1) processing incentives such as fast track permitting, expedited design review, and streamlined environmental review when possible ; (2) regulatory incentives such as density bonuses, parcel map waivers, or modification of development standards; and (3) fee reductions, waivers, or deferrals and other financial incentives for projects that create low- and moderate-income housing.

RUM-3.4 Encourage the use of innovative and cost-effective building materials and construction methods (such as modular construction), as well as site design practices as well as energy and water conservation measures to conserve resources and reduce the cost of residential development.

RUM-3.5 Promote the development of live/work units and compatible multi unit housing in commercial and employment mixed use areas along the Corridor.

RUM-3.6 Screen and buffer nonresidential projects to protect adjacent residential property and other sensitive land uses when necessary to mitigate noise, glare and other adverse effects on adjacent uses.

RUM-3.7 Require building placement variations, roofline variations, architectural projections, and other embellishments in residential and mixed-use development to enhance the visual quality and design appeal along the Corridor.

RUM-3.8 Preserve and expand affordable housing in the Corridor with the following actions:

- Through the Residential Health & Safety Program, continue to proactively inspect rental properties and promote rehabilitation of substandard units;
- Partner with Contra Costa County and non-profit groups to provide funds to renovate older buildings in exchange for rent restrictions;
- Provide regulatory, process, or fee-based incentives to encourage the integration of deed-restricted affordable units within housing developments; and
- Discourage the conversion of older rental apartments to condominiums.

RUM-3.9 Continue to engage the community in developing new and refining existing affordable housing and anti-displacement strategies.

ACTIONS

RUM-3.a Pursue development of high density residential and/or mixed-use development on the cluster of City-owned parcels in the south of the Corridor, near Sutro and Fillmore. Development of these properties should be used to help catalyze positive change in the Corridor and may be accomplished through sale, ground lease, or public-private partnership.

RUM-3.b Consistent with Housing Element Program 1-C, establish objective standards for live/work units so that they can be developed without the need for a conditional use permit.

RUM-3.c Study the feasibility of modifying the SPLASH program to support the creation of live/work housing and/or office condominiums on the Corridor.

RUM-3.d Work with Richmond LAND (Local Action in Neighborhood Development), Contra Costa's first Community Land Trust (CLT), to explore opportunities to increase the supply of permanently affordable housing options on the Corridor. The effort should consider opportunities to consolidate parcels and/or acquire and rehabilitate

existing multiunit rental housing. The City should consider contributing land, funds, and technical expertise to support the effort.

RUM-3.e Consistent with Housing Element Program 1-H, reach out to faith-based organizations that own property on the Corridor to gauge their interest in developing affordable housing and identify actions the City can take to support efforts.

RUM-3.f Review development standards in the zoning code to ensure they adequately provide transitions for higher density mixed use areas to adjacent low density neighborhoods, incorporating modifications as warranted.

RUM-3.g Implement Housing Element Program 3-F to minimize and resolve conflicts and disputes between landlords and tenants and promote tenant rights.

RUM-3.h Consider creation of a forum for ongoing dialogue on local housing issues and identification of strategies to address them. Include representatives of public agencies, affordable and for-profit housing developers, housing advocacy groups, and other community organizations.

RUM-3.i Monitor indicators such as change in share of low-income households, average rent and sales price, supply of affordable units, and evictions and foreclosures within the Corridor. Use this data to assess risk and target programs and resources accordingly.

GOAL-4

ENGAGING SPACES.
Activate the public realm and build visual character along the Corridor.

POLICIES

RUM-4.1 Using development regulations and design standards, facilitate development and streetscape improvements that help transform the visual and physical character of the Corridor to create a positive impact on the public realm.

RUM-4.2 Rely on strong landscape treatments, setbacks, sign controls, and, where feasible, underground utilities and street improvements to enhance design harmony and prevent visual chaos where businesses are competing for attention.

RUM-4.3 At key intersections, require that buildings be oriented to actively engage and enhance the public realm through techniques such as building orientation, build-to and setback lines, façade articulation, ground-floor transparency, and rear-of-lot location of parking.

RUM-4.4 Integrate public art/murals, distinctive branding, and signage to help build sense of place at the southern gateway (**Map 4**) and apply gateway design guidelines to new development at this location (see **Action RUM-2.c**).

RUM-4.5 Primary building entries, either individual or shared, should face a public street and be prominent and easy to identify.

RUM-4.6 Leverage City investments in infrastructure, public realm improvements, and amenities to attract private sector investments and new development to the Corridor.

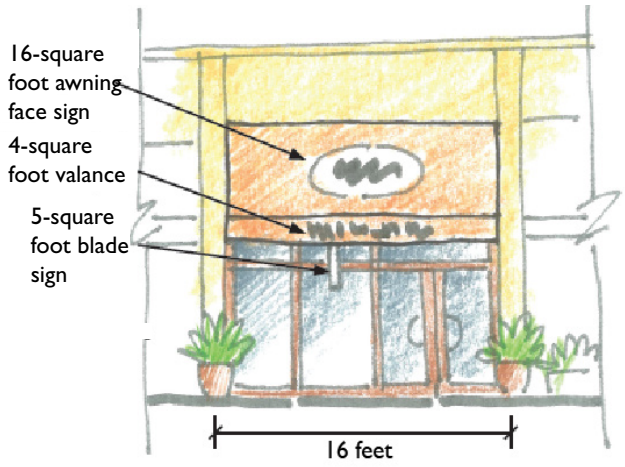
RUM-4.7 Pursue funding and programs to underground utilities and overhead wires where feasible.

ACTIONS

RUM-4.a Work with property and business owners to promote the improvement and maintenance of facades of commercial buildings.

RUM-4.b Investigate the feasibility of establishing a business improvement district, facade improvement program, or other mechanism to facilitate the renovation and rehabilitation of older commercial properties along the Corridor.

RUM-4.c Establish a master signage program with guidelines for the design, placement, and specifications for commercial signage to ensure consistency in visual appearance and help build a visual brand for the Corridor.



A Master Signage Program is a coordinated plan for signs placed on commercial properties that ensures consistent visual themes and adequate signage for tenants.

RUM-4.d Develop a branding and public art program for the Corridor that identifies a menu of tactical public realm improvements to foster an identifiable image for the area. The program should include elements such as murals, banners, utility box painting, string lighting, and blank facade wall treatments as well as potential funding sources.

ECONOMIC DEVELOPMENT

GOAL-5

THRIVING LOCAL BUSINESSES. Cultivate a vibrant mix of home-grown businesses and entrepreneurs while attracting new businesses to diversify and grow the local economy.

POLICIES

RUM-5.1 Focus business attraction and retention efforts to build on existing industry concentrations in the Corridor, including businesses in the following sectors: food production and sales; small-scale manufacturing; wholesale trade; repair and maintenance; and personal and businesses services.

RUM-5.2 Continue to partner with the San Pablo Economic Development Corporation (EDC) to offer technical assistance and funding to support the establishment and growth of businesses in target sectors.

RUM-5.3 Leverage the relatively affordable rents and sales prices available along the Corridor to attract new businesses.

RUM-5.4 Preserve and encourage neighborhood stores that enable shoppers to walk or bike for everyday needs, provide access to healthy foods, and promote a sense of community.

RUM-5.5 Ensure that zoning and other City regulations support a variety of home-based businesses along the Corridor.

RUM-5.6 Encourage the integration of commercial tenant spaces designed to accommodate small businesses within new developments.

RUM-5.7 Undertake and encourage placemaking and community development projects that enhance the Corridor as a desirable place to live, work, and visit.

ACTIONS

RUM-5.a Conduct outreach to local businesses and assess the viability of establishing a Business Improvement District in the Corridor to help coordinate and fund activities such as facade improvements, beautification efforts, coordinated marketing campaigns, and special events.

RUM-5.b Review City business license and sign permit requirements to identify revisions that can simplify procedures and reduce costs for businesses.

RUM-5.c Work to encourage that a range of occupiable sizes is provided in new developments, including smaller commercial tenant spaces designed to accomodate small, local businesses.

GOAL-6

QUALITY OF JOBS, EDUCATION, AND TRAINING.
Support workforce development initiatives and connect residents with local employment opportunities.

POLICIES

RUM-6.1 Proactively partner with the San Pablo EDC on strategies to develop a local labor force with skills to meet the needs of the Corridor's businesses.

RUM-6.2 Continue to support efforts to enhance primary and secondary education, increase high school graduation rates, and improve workforce-readiness for youth.

RUM-6.3 Work with the San Pablo EDC to develop and implement programs that help local businesses hire and train local trainees.

ACTIONS

RUM-6.a Collaborate with the San Pablo EDC and Corridor businesses to mount a "hire local campaign" that encourages businesses along the Corridor to hire workers who live in or near the area.

Image Source: San Pablo Economic Development Corporation

GOAL-7

DESTINATION FOR FOOD AND FUN.
Establish the Rumrill Corridor as a destination for recreation and entertainment within San Pablo.

POLICIES

RUM-7.1 Work with the San Pablo EDC and local businesses to raise the profile of the Corridor as a recreational and entertainment destination, through marketing campaigns and other promotional activities.

RUM-7.2 Attract complementary new food production and sales businesses to the Corridor and support the vitality of existing restaurants, bodegas, and food trucks.

RUM-7.3 Reinforce the Rumrill Sports Complex as the City's premier destination for recreational events and explore opportunities to partner with local businesses and community groups to host festivals and events in addition to sports and recreational programming.

ACTIONS

RUM-7.a Develop and market an inventory of sites along the Corridor that are suitable for a commercial kitchen, a food truck park, or other food/beverage production facility.

RUM-7.b Establish a zoning overlay or other mechanism to fast-track permits for food trucks and short-term events along the corridor.

RUM-7.c Prepare and publicize a map of restaurants and food trucks along the Corridor to highlight local businesses and promote patronage by San Pablo residents and visitors to the area.

RUM-7.d Work with property owners to facilitate the activation of vacant and underused sites with short-term uses bringing co-benefits for owners and the community. Such uses may include pop up markets; festivals and community events; short-term exhibit or gallery space; performance venues; or community gardens with raised planting beds.

TRANSPORTATION AND PARKING

There is strong community support for new multifamily housing along the Corridor; however, peak hour congestion and the limited availability of public parking along the Corridor are ongoing issues that will require focused attention to ensure that the addition of new housing enhances quality of life in the area.

Plan policy incorporates a robust suite of actions to optimize circulation through the use of technology and transportation demand management strategies that encourage the use of alternatives to single-occupant vehicles. Plan policy also outlines a comprehensive parking strategy for the area that seeks to optimize the use of space devoted to parking, balance the needs of businesses and residents, and effectively manage demand on game days at the Rumrill Sports Complex.

GOAL-8 **SAFE, EFFICIENT STREETS. Manage circulation and improve connectivity to and along the Rumrill Corridor to ensure safe, efficient mobility for all roadway users.**

POLICIES

RUM-8.1 Manage traffic and circulation along the Corridor to reduce congestion, optimize person throughput , and enhance roadway safety.

RUM-8.2 Employ a variety of strategies to optimize traffic flow on Rumrill Boulevard, particularly during peak hours. Strategies may include:

- Traffic signal timing optimization;
- Roadway layout, lane configurations, and intersection designs to facilitate smooth traffic flow; and
- Variable message signs and technology that provides real-time information.

RUM-8.3 Promote walking, cycling, transit and other non-motorized forms of transportation for local trips within the Corridor and surrounding neighborhoods.

RUM-8.4 Encourage all new multiunit residential developments to incorporate transportation demand management (TDM) strategies into project design and operations. Require that projects of 50 or more units incorporate TDM strategies, which may include:

- Participation in the AC Transit EasyPass program which provides discounted transit passes for residential communities;
- Membership in car share and bike share programs;
- On-site secure bicycle storage facilities;
- Connecting residents to E-bike grant and rebate programs.

RUM-8.5 Continue to engage the community in transportation planning and design decisions along the Corridor and periodically assess the need for adjustments and refinements to roadway design.

RUM-8.6 Support regional initiatives to connect San Pablo to the San Francisco Bay Trail, including completion of the Verde Avenue connector segment of the Wildcat Creek Trail planned to link the Plan Area to an existing segment to the west.

ACTIONS

RUM-8.a Pursue funding and prioritize completion of the traffic signal interconnect system and installation of a fiber line to enable synchronized traffic signal operation on the Corridor.

RUM-8.b Prepare a handout detailing TDM strategies available for multiunit residential developments; make it available at the planning counter and on the City's website.

RUM-8.c Collaborate with local businesses to develop and implement a campaign that encourages residents to walk and bicycle when shopping in or visiting the neighborhood. Through incentives and contests, the campaign should aim to encourage area residents to shop at stores and visit services along the Corridor while also promoting the public health benefits of active transportation.

RUM-8.d Study options and identify potential funding sources for the installation of high visibility crosswalks at key intersections along the Corridor, including the Rumrill/Market gateway intersection; the Rumrill/Sutter intersection at the entry to the Rumrill Sports Complex; and Rumrill/Sanford intersection. The study should engage area residents in determining priorities and design of improvements.

RUM-8.e Explore the feasibility of options for bringing on-demand shuttle service to the Corridor to enhance first/last mile connectivity to the regional transit faciltities and other key designations. Options may include expanding San Pablo Paratransit service to a wider range of riders and/or working with the City of Richmond to expand the Richmond Moves shuttle service area to include the Rumrill Corridor.

Image Source: Richmond Standard

GOAL-9

COMPREHENSIVE PARKING MANAGEMENT.
Strategically provide parking to meet the needs of existing and future residents and businesses

POLICIES

RUM-9.1 Strive for a balanced supply of parking along the Corridor that supports business vitality , walkability, and healthy air quality.

RUM-9.2 Promote the use of shared parking agreements that allow for common use of spaces between uses with different time of day needs and require reciprocal parking and access agreements between individual parcels where practical.

RUM-9.3 Allow for additional floor area ratio (FAR) above the maximum permitted in mixed use developments if the project proponent demonstrates it is needed to support the financial feasibility of wrapped or structured parking.

ACTIONS

RUM-9.a Develop and implement a parking management plan for events at the Rumrill Sports Complex. The Plan should be informed by parking counts on game days. Additionally, the plan should identify shared parking opportunities with neighboring property owners and incorporate TDM strategies and incentives for carpooling

RUM-9.b Consider establishing on-street parking time limits (2-3 hours) in commercial areas, including signage and follow-up enforcement.

RUM-9.c Monitor spillover parking into residential neighborhoods adjacent to the Corridor and establish a residential parking permit program if warranted.

RUM-9.d Review off-street parking standards and identify opportunities to optimize the use of space devoted to parking, updating the zoning code as appropriate. The exercise should consider reducing parking stall dimensions and expanding where tandem parking is permitted among other solutions.

RUM-9.e Continue and expand public education and outreach efforts to clarify where street parking is permitted in the Corridor and to discourage obstruction of bicycle lanes. Consider adding signage and markings to further clarify where parking is permitted.

Proposed On-street parking time limits in commercial areas

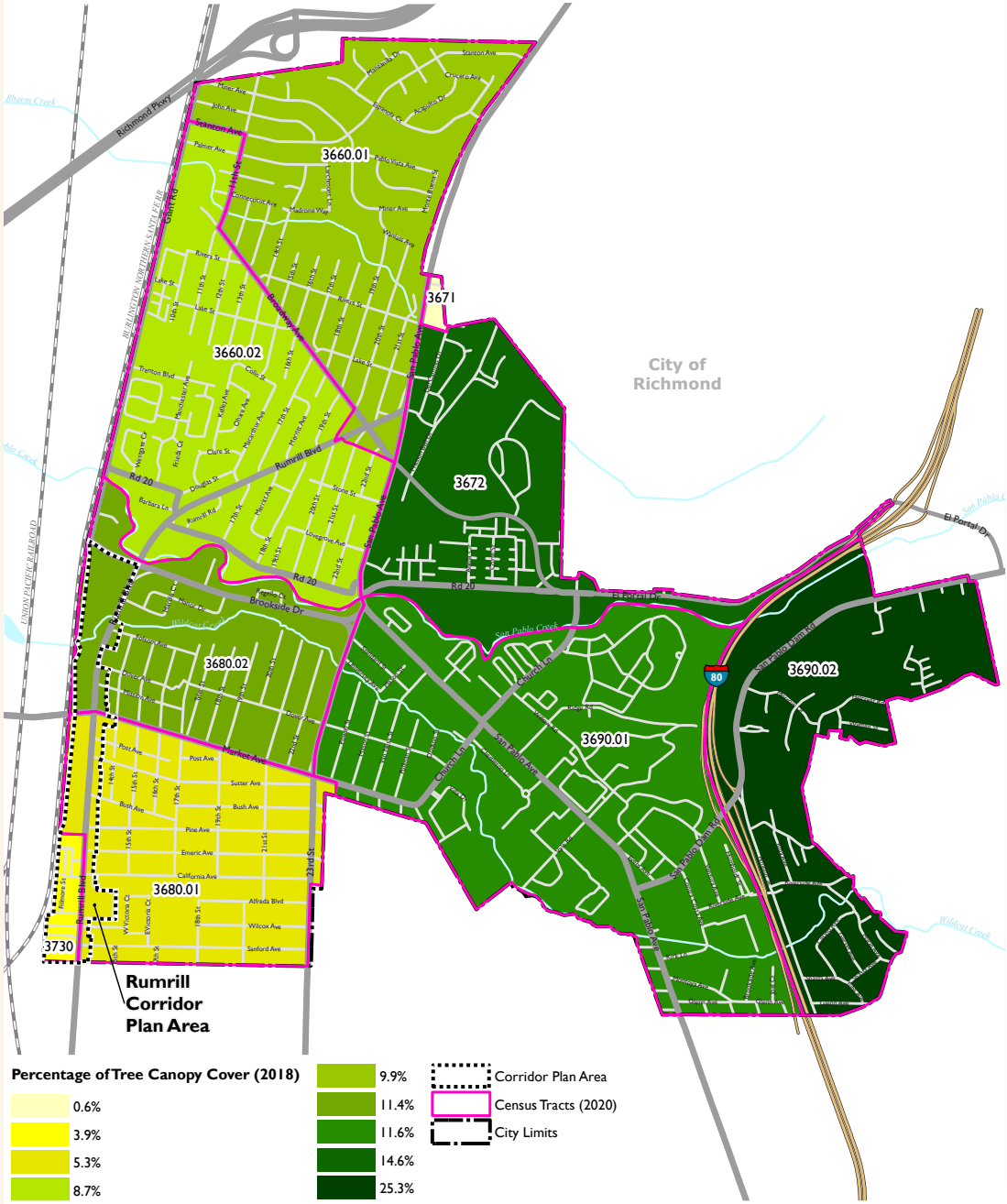
New separated bike lanes along Rumrill Boulevard

QUALITY OF LIFE

As older, underused properties on the Corridor are redeveloped, growth can be leveraged to improve environmental conditions in the Plan Area. The Corridor has among the lowest tree canopy coverage in San Pablo, and large areas of asphalt and concrete reflect heat in the summertime, leading to higher daytime temperatures. Average daytime temperatures are projected to increase as much as 7 degrees by the end of the century, which will contribute to higher temperatures and impact the livability of outdoor environments. New street trees were planted as part of the 2023 Rumrill Boulevard Complete Streets project, and the Plan incorporates additional urban greening strategies to integrate trees, shade structures and landscaping on properties throughout the Corridor as redevelopment occurs. These strategies complement policies in the Health and Environmental Justice Element and greening of the Corridor will also help improve air quality and reduce noise pollution.

Given the relatively low elevation of the Plan Area and prevailing drainage patterns, flooding during rain events is an issue in the area. Existing storm pipes are undersized, which compounds the issue and leads to localized flooding. With the Complete Streets improvements completed in 2023, known deficiencies in the storm drain system were addressed and conditions at the Rumrill/Market intersection have significantly improved. Plan policy and applicable development standards will also require the use of low impact design to manage the flow and velocity of stormwater runoff and help address flooding. Regionally, planned adjustments to the height and elevation of the outfall of Wildcat Creek to the San Pablo Bay as part of a project led by the Contra Costa County Flood Control District and the United States Army Corps of Engineers are also a critical part of the overall stormwater management strategy for the area.

Map 7: Urban Tree Canopy Cover



SOURCE: USDA Urban Tree Canopy Cover, 2018; Census, 2020; City of San Pablo, 2024; Contra Costa County GIS, 2024;

GOAL-10 **LIVABLE CORRIDOR. Enhance livability and environmental quality along the corridor.**

POLICIES

RUM-10.1 Promote healthy air and water quality and a safe, livable urban environment along the Corridor.

RUM-10.2 Facilitate remediation of industrial and service commercial sites within the Corridor consistent with federal, State, and local regulations and connect developers with resources, grants, and funding for cleanup.

RUM-10.3 Preserve and enhance biological and riparian resources along Wildcat Creek. Ensure that top-of-creek setback requirements of at least 25 feet are followed for new structures.

RUM-10.4 Require landscaping plans and the incorporation of low impact design techniques for development proposals and encourage site designs that include shade trees, living walls, rain gardens, use of native and drought-resistant plantings, permeable pavement, and green roofs to enhance environmental quality and mitigate urban heat along the Corridor.

RUM-10.5 Through the Residential Health & Safety Program, continue to proactively inspect rental housing; promote Code compliance of building, electrical, fire and plumbing code standards; and maintain the quality of housing stock along the Corridor.

RUM-10.6 Require developers to mitigate noise exposure to sensitive receptors from construction activities. Mitigation may include a combination of techniques that reduce noise generated at the source, increase the noise insulation at the receptor, or increase the noise attenuation as noise travels from the source to the receptor (e.g., through the incorporation of barriers).

RUM-10.7 Reduce vibration impacts associated with construction activities by requiring construction contractors to implement measures to help reduce vibration levels at nearby sensitive receptors. Measures to reduce vibration levels include, but are not limited to, the following:

- Operating heavy equipment as far as practical from residential uses; and
- Using smaller bulldozers (operating weight less than 20,000 pounds) when grading must occur within approximately 50 feet of residential uses or other vibration sensitive uses.

ACTIONS

RUM-10.a Identify drainage and stormwater management improvements to address localized flooding for the Southwest Flooding Area of Concern together with potential funding sources for implementation and update the Green Infrastructure Plan and Capital Improvements Program accordingly.

RUM-10.b Ensure that site design and planning for the redevelopment of the cluster of City-owned parcels near Sutro Avenue incorporates strategies to improve drainage and stormwater management conditions on and adjacent to the site.

RUM-10.c Update City standards to require shade trees and landscaping in surface parking lots and public plazas, considering the benefits for environmental quality and urban heat mitigation together with the financial feasibility of development projects.

RUM-10.d Update Table 17.50-A of the Noise Ordinance to establish appropriate and feasible limits for the Employment Mixed Use Designation, where production and repair-oriented businesses and compatible residential uses are envisioned.

Aerial view of City-owned parcels

GOAL-11

STRONG COMMUNITY BONDS. Strengthen connections between neighbors and encourage the active participation of residents and businesses in civic life.

POLICIES

RUM-11.1 Continue to engage with the community and provide opportunities for public input as development projects are proposed in the Corridor.

RUM-11.2 Use a variety of methods to invite community participation in City decision-making in both English and Spanish, including posters, email blasts, social media, newsletters, the City website, and community networks.

RUM-11.3 Continue to offer recreational programming and promote the Rumrill Sports Complex as a community focal point where residents and families come together.

RUM-11.4 Partner with local businesses, community organizations, and non-profits to sponsor and host festivals and events in the Corridor.

ACTIONS

RUM-11.a Raise awareness of the Rumrill Corridor Plan among residents, property owners, and business owners and periodically report on progress at relevant City events, via the City website, and in City communications.

RUM-11.b Identify opportunities to hold public meetings, such as Planning Commission and/or City Council meetings, in the Rumrill Corridor consistent with General Plan Policy CHEJ-I-56.

RUM-11.c Study the feasibility of a program to permit temporary street closures for block parties and neighborhood festivals in the Corridor.

RUM-11.d Explore opportunities to expand the Neighborhood Champions initiative with additional opportunities to involve Corridor residents and businesses in efforts to improve their community.

5

IMPLEMENTATION AND MONITORING

This Plan provides a clear vision and a comprehensive policy framework to guide the evolution of the Rumrill Corridor. Achieving the full development potential of the Plan will require a range of efforts and actions on the part of the City, property owners, developers and other partners over a number of years. This chapter summarizes key actions needed to implement the shared vision outlined in the Plan, organized into near-term, mid-term, and long-term priorities. It also presents a series of indicators that can be used to monitor progress.

IMPLEMENTATION MECHANISMS

The Plan is implemented through the decisions of the San Pablo Planning Commission and the City Council and through a variety of regulatory mechanisms and administrative procedures, which include the San Pablo zoning, subdivision, and sign ordinances the City's Capital Improvement Program (CIP), environmental review procedures, and building and zoning codes. As a living document with long-range applicability, mechanisms also exist to permit changes in the Plan as the need arises and to review the document periodically for successful performance.

Title 17 of the San Pablo Municipal Code, referred to as the Zoning Code, translates Plan policies into specific land use regulations and development standards that govern development on individual properties. As part of the General Plan, this Plan establishes the policy framework, while the Zoning Code prescribes standards, rules, and procedures for development. The Zoning Map will provide more detail than the General Plan Land Use Diagram. Consistent with State law and good planning practice, the City will bring both the Zoning Code and the Zoning Map into conformance with the General Plan Land Use Diagram within a reasonable time.

The Capital Improvement Program (CIP) is the primary means of scheduling and funding infrastructure improvements. Capital planning represents an ongoing investment in the City's future to ensure the timely repair and replacement of aging infrastructure, and the implementation of priorities to meet the demands of the community. The CIP is typically a comprehensive five-year plan, which identifies current and future fiscal requirements, thereby becoming the basis for determining annual capital budget expenditures. Capital improvements are either major projects or programs undertaken by the City for the procurement, construction, or installation of facilities or major assets/equipment that will meet regulatory requirements and will improve, preserve, maintain, enhance, or modernize the City's delivery of municipal services.

In many areas, Plan implementation will depend on actions of other public agencies and of the private sector, which will fund most of the development expected in the next 10-15 years. This Plan will serve a coordinating function for private sector decisions; it also provides a basis for action on individual development applications, which must be found to be consistent with the Corridor Plan and General Plan if they are to be approved.

IMPLEMENTATION TABLE

The following table (**Table 5-1**) presents implementing actions the City intends to undertake between 2025 and 2035 to help achieve the goals of the Plan. It describes the actions, identifies the City department/division responsible for implementation, and outlines the implementation timeframe. "Near-term" describes actions that are anticipated for completion within three years of adoption of the Plan; "mid-term" describes actions that are anticipated for completion within three to six years of adoption; and "long-term" describes actions that are anticipated for completion more than six years after adoption. Ongoing actions are those that continue or are periodically implemented through the life of the Plan. Some actions are already budgeted and ongoing, while the City Council will need to identify resources during future budget cycles in order to implement other actions.

Table 5-1: Implementation

Action #	*Action Text*	*Responsibility*	*Implementation Schedule*			
			Ongoing	*Near Term (2025-28)*	*Mid-Term (2029-32)*	*Long-Term (2033-35)*
REGULATIONS AND STANDARDS						
RUM-2.a	Update the zoning code to: • Establish development standards for high intensity mixed use development within the Mixed Use Center West designation; • Clarify that the minimum required density for residential development in the Mixed Use Center West designation is 30 units per net acre; and • Provide a tiered program of regulatory and process incentives offered in exchange for amenities such as public plazas, on-site recreational amenities, public art, and high-quality design features.	Planning		x		
RUM-2.c	Establish a unified gateway design palette and guidelines that address streetscape design, signage, lighting, building massing and setbacks to heighten sense of place both at the Rumrill/Market gateway and the southern gateway.	Planning		x		
RUM-3.b	Consistent with Housing Element Program 1-C, establish objective standards for live/work units so that they can be developed without the need for a conditional use permit.	Planning		x		
RUM-3.f	Review development standards in the zoning code to ensure they adequately provide for transitions from higher density mixed use areas to adjacent low density neighborhoods, incorporating modifications as warranted.	Planning		x		
RUM-4.c	Establish a master signage program with guidelines for the design, placement, and specifications for commercial signage to ensure consistency in visual appearance and help build a visual brand for the Corridor.	Planning/ Economic Development & Housing (EDH)			x	
RUM-10.c	Update City standards to require shade trees and landscaping in surface parking lots and public plazas, considering the benefits for environmental quality and urban heat mitigation together with the financial feasibility of development projects.	Planning/ Public Works				
RUM-10.d	Update Table 17.50-A of the Noise Ordinance to establish appropriate and feasible limits for the Employment Mixed Use Designation, where production and repair-oriented businesses and compatible residential uses are envisioned.	Planning		x		

Table 5-1: Implementation

Action #	*Action Text*	*Responsibility*	*Implementation Schedule*			
			Ongoing	*Near Term (2025-28)*	*Mid-Term (2029-32)*	*Long-Term (2033-35)*
RUM-5.b	Review City business license and sign permit requirements to identify revisions that simplify procedures and reduce costs for businesses.	Community Development		x		
RUM-5.c	Work to encourage that a range of occupiable sizes is provided in new developments, including smaller commercial tenant spaces designed to accomodate small, local businesses.	Planning	x			
RUM-7.b	Establish a zoning overlay or other mechanism to fast-track permits for food trucks and short-term events along the corridor.	Planning		x		
RUM-9.d	Review off-street parking standards and identify opportunities to optimize the use of space devoted to parking, updating the zoning code as appropriate. The exercise should consider reducing parking stall dimensions and expanding where tandem parking is permitted among other solutions.	Planning/ Engineering		x		
PLANS AND PROGRAMS						
RUM-3.c	Study the feasibility of modifying the SPLASH program to support the creation of live/work housing and/or office condominiums on the Corridor.	EDH/ San Pablo Economic Development Corporation (EDC)			x	
RUM-3.g	Implement Housing Element Program 3-F to minimize and resolve conflicts and disputes between landlords and tenants and promote tenant rights.	Housing		x		
RUM-3.i	Monitor indicators such as change in share of low-income households, average rent and sales price, supply of affordable units, and evictions and foreclosures within the Corridor. Use this data to assess risk and target programs and resources accordingly.	EDH	x			
RUM-4.d	Develop a branding and public art program for the Corridor that identifies a menu of tactical public realm improvements to foster an identifiable image for the area. The program should include elements such as murals, banners, utility box painting, string lighting, and blank facade wall treatments as well as potential funding sources.	Planning/EDH				x

Table 5-1: Implementation

Action #	*Action Text*	*Responsibility*	*Implementation Schedule*			
			Ongoing	*Near Term (2025-28)*	*Mid-Term (2029-32)*	*Long-Term (2033-35)*
RUM-10.b	Ensure that site design and planning for the redevelopment of the cluster of City-owned parcels near Sutro Avenue incorporates strategies to improve drainage and stormwater management conditions on and adjacent to the site.	EDH/Public Works				x
RUM-11.d	Explore opportunities to expand the Neighborhood Champions initiative to involve Corridor residents and businesses in efforts to improve their community.	Public Works/ Community Services				x
RUM-6.a	Collaborate with the San Pablo EDC and Corridor businesses to mount a hire local campaign that encourages businesses on the Corridor to hire workers who live in or near the area.	EDC/EDH			x	
RUM-7.c	Prepare and publicize a map of restaurants and food trucks on the Corridor to highlight local businesses and promote patronage by San Pablo residents and visitors to the area.	EDH/EDC		x		
RUM-7.d	Work with property owners to facilitate the activation of vacant and underused sites with short-term uses bringing co-benefits for owners and the community. Such uses may include pop up markets; festivals and community events; short-term exhibit or gallery space; performance venues; or community gardens with raised planting beds.	Planning/ EDH/EDC Community Services	x			
RUM-8.b	Collaborate with local businesses to develop and implement a campaign that encourages residents to walk and bicycle when shopping in or visiting in the neighborhood. Through incentives and contests, the campaign should aim to encourage area residents to shop at stores and visit services along the Corridor while also promoting the public health benefits of active transportation.	Planning/ Public Works/ EDC			x	
RUM-9.a	Develop and implement a parking management plan for events at the Rumrill Sports Complex. The plan should be informed by parking counts on game days. Additionally, the plan should identify shared parking opportunities with neighboring property owners and incorporate TDM strategies and incentives for carpooling.	Community Services/ Public Works/ Police		x		

Table 5-1: Implementation

Action #	*Action Text*	*Responsibility*	*Implementation Schedule*			
			Ongoing	*Near Term (2025-28)*	*Mid-Term (2029-32)*	*Long-Term (2033-35)*
STUDIES AND REPORTS						
RUM-4.b	Investigate the feasibility of establishing a Business Improvement District, facade improvement program, or other mechanism to facilitate the renovation and rehabilitation of older commercial properties along the Corridor.	EDH/EDC			x	
RUM-10.a	Identify drainage and stormwater management improvements to address localized flooding for the Southwest Flooding Area of Concern together with potential funding sources for implementation, and update the Green Infrastructure Plan and Capital Improvements Program accordingly.	Public Works			x	
RUM-11.c	Study the feasibility of a program to permit temporary street closures for block parties and neighborhood festivals in the Corridor.	Public Works/ Police Dept.			x	
RUM-8.b	Prepare a handout detailing Transportation Demand Management (TDM) strategies available for multiunit residential developments; make it available at the planning counter and on the City's website.	Planning/ Public Works		x		
RUM-8.d	Study options and identify potential funding sources for the installation of high visibility crosswalks at key intersections along the Corridor, including the Rumrill/Market gateway intersection; the Rumrill/Sutter intersection at the entry to the Rumrill Sports Complex; and the Rumrill/Sanford intersection. The study should engage area residents in determining priorities and design of improvements.	Public Works/ Planning			x	
RUM-9.c	Monitor spillover parking into residential neighborhoods adjacent to the Corridor and establish a residential parking permit program if warranted.	Police Dept./ Public Works	x			
STAKEHOLDER COORDINATION						
RUM-2.b	Work with property owners and interested developers to retain a grocery store at the gateway intersection and attract other essential services, such as medical clinics, banks, and dry cleaners to provide for the needs of area residents and ensure the vitality of the Market/Rumrill node over time.	EDH	x			

Table 5-1: Implementation						
Action #	*Action Text*	*Responsibility*	*Implementation Schedule*			
			Ongoing	*Near Term (2025-28)*	*Mid-Term (2029-32)*	*Long-Term (2033-35)*
RUM-3.d	Work with Richmond LAND (Local Action in Neighborhood Development), Contra Costa's first Community Land Trust (CLT), to explore opportunities to increase the supply of permanently affordable housing options along the Corridor. The effort should consider opportunities to consolidate parcels and/or acquire and rehabilitate existing multiunit rental housing. The City should consider contributing land, funds, and technical expertise to support the effort.	EDH			x	
RUM-3.e	Consistent with Housing Element Program 1-H, reach out to faith-based organizations that own property along the Corridor to gauge their interest in developing affordable housing and identify actions the City can take to support efforts.	EDH/Planning		x		
RUM-3.h	Consider creation of a forum for ongoing dialogue on local housing issues and identification of strategies to address them. Include representatives of public agencies, affordable and for-profit housing developers, housing advocacy groups, and other community organizations.	EDH		x		
RUM-4.a	Work with property and business owners to promote the improvement and maintenance of facades of commercial buildings.	Building Division/EDC/ EDH		x		
RUM-11.a	Raise awareness of the Rumrill Corridor Plan among residents, property owners, and business owners and periodically report on progress at relevant City events, via the City website, and in City communications.	City Manager	x			
RUM-11.b	Identify opportunities to hold public meetings, such as Planning Commission and/or City Council meetings, in the Rumrill Corridor consistent with General Plan Policy CHEJ-I-56.	City Manager		x		
RUM-5.a	Conduct outreach to local businesses and assess the viability of establishing a Business Improvement District in the Corridor to help coordinate and fund activities such as facade improvements, beautification efforts, coordinated marketing campaigns, and special events.	EDH/EDC			x	

Table 5-1: Implementation						
Action #	*Action Text*	*Responsibility*	*Implementation Schedule*			
			Ongoing	*Near Term (2025-28)*	*Mid-Term (2029-32)*	*Long-Term (2033-35)*
RUM-8.e	Work to encourage that a range of occupiable sizes is provided in new developments, including smaller commercial tenant spaces designed to accomodate small, local businesses.	Public Works/ Planning			x	
FINANCE AND MARKETING						
RUM-3.a	Pursue development of high density residential and/or mixed use development on the cluster of City-owned parcels in the south of the Corridor, near Sutro and Fillmore. Development of these properties should be used to help catalyze positive change in the Corridor and may be accomplished through sale, ground lease, or public-private partnership.	EDH		x		
RUM-7.a	Develop and market an inventory of sites along the Corridor that are suitable for a commercial kitchen, a food truck park, or other food/beverage production facility.	EDH/EDC		x		
RUM-8.a	Pursue funding and prioritize completion of the traffic signal interconnect system and installation of a fiber line to enable synchronized traffic signal operation on the Corridor.	Public Works		x		

PROGRESS INDICATORS

Indicators offer a way to measure progress toward the vision and the goals of this Plan. Regularly measuring progress on key indicators will help evaluate its effectiveness and provide insight for how the City might modify implementing actions to better achieve the desired objectives.

Table 5-2 identifies a series of indicators that can be used to measure progress in implementing the Plan. For each indicator, the table shows the baseline against which progress will be measured and the target(s) to be achieved. The table also indicates how the metric will be calculated. To be effective, indicators should be relevant, easy to understand, readily measurable, and obtainable.

The indicators set forth in **Table 5-2** are generally measured using publicly available data sources – including data from City departments, regional agencies, various State offices, and the U.S. Census Bureau. These indicators will be tracked on an annual basis.

Each year, the City prepares a General Plan Progress Report to highlight accomplishments, report on current challenges, and measure the success of the General Plan in guiding the City toward its vision. Incorporating updated information on these indictors into the Annual Progress Report can be an effective way to report out on progress to decision-makers and community members.

Table 5-2: Progress Indicators					
Indicator		***Why it Matters***	***How Its Measured***	***Baseline***	***Target***
	New Housing Units	The availability and affordability of housing in San Pablo is a critical community concern. Outreach activities indicate strong support for new housing opportunities along the Corridor to help address overcrowding and high housing costs.	Net new housing units constructed	2021: 465 existing units	410 new units by 2035
	Jobs per employed resident	The ratio of jobs to employed residents is an indicator of commute patterns and the economic health of a community. An even balance indicates a higher likelihood that people who live along the Corridor will work here as well, rather than commuting - often alone by car - to other communities. In turn, this brings environmental, economic, and social benefits as people drive less and spend more time in the community.	Jobs/ employed residents in Corridor census block groups based on US Census data	2019 jobs: 172 2019 employed residents: 519 2019 ratio: 1 job per 3 employed residents	Target ratio: 1 job per 2.5 employed residents 2035
	New non-residential development	The Plan seeks to increase local employment opportunities within the Corridor through the redevelopment of underused sites with uses that provide new jobs and entrepreneurial opportunities for residents of the Corridor and surrounding areas. This indicator complements the number of employed residents to help characterize progress toward economic development objectives.	Net new non-residential square footage	2024: 260,000 square feet	40,000 square feet of net new non-residential space by 2035
	Share of residents spending more than 30 percent of income on housing (housing burden)	High housing cost burden forces people to make trade-offs between paying the rent or mortgage and other daily essentials, like buying food, paying for medical care, transportation, and paying bills. This undermines their economic security and overall well-being. Renters, older adults, people with disabilities, and people of color are more likely to experience a high housing burden. Addressing housing security is foundational for building an equitable city.	US Census data (5-year ACS) for renters/owners	2020: 44 percent	20 percent reduction over 2020 level by 2035
	Share of locally owned businesses	Locally-owned businesses tend to work with other local suppliers, banks, and service providers, creating a strong network of interconnected economic activity. They are also more likely to invest in the community. A higher share of locally-owned businesses helps keep revenue in the community and promotes economic vitality. The Corridor currently features a high share if locally-owned businesses which the City should strive to maintain.	Percentage of Corridor businesses whose owners live in San Pablo, based on data from San Pablo EDC	85 percent	85 percent

Table 5-2: Progress Indicators					
	Indicator	***Why it Matters***	***How Its Measured***	***Baseline***	***Target***
	Area of new landscaping	Landscaping and mature tree canopy coverage has environmental, economic, and health benefits for residents. Particularly in view of projected average summertime temperatures, expanding the tree canopy is important for building community resilience to the effects of climate change. The southwestern part of San Pablo, including the Corridor has significantly less green space than other areas of San Pablo.	Tree canopy coverage and square footage of newly installed landscaping as documented in annual WELO compliance reports	2024: 3-5% canopy coverage	2035: 12% canopy coverage and 20% increase in landscape coverage
	Transit Ridership	The Corridor is served by three AC Transit bus lines that provide connections to the Richmond BART Station, the Richmond Ferry Terminal, and the Contra Costa Collage Transit Center in San Pablo. Increased transit ridership can help reduce traffic congestion and improve air quality. While many Corridor residents are employed in sectors that involve irregular work hours, making commute by transit less viable, the addition of new housing along the Corridor can help support more frequent transit service, which in turn can help boost ridership. Additionally, discounted transit passes are available for larger multifamily development projects and lower income residents.	Average daily ridership at AC Transit stops on the Corridor	TBC with AC Transit input	TBC with AC Transit input
	Parking complaints and parking tickets issued	Most residents are employed outside the Corridor in sectors that can involve irregular hours, making commute by car necessary. Outreach indicates that the availability of parking is an ongoing issue and many residents are concerned it could worsen as new housing is built. The Plan outlines a multi-pronged parking management strategy. These indicators will help measure its progress.	Annual number of complaints received, based on data from San Pablo PD) Annual number of parking tickets issued, based on data from San Pablo PD and civilian staff/ parking enforcement team)	2024 (Complaints): 66 2024 (Tickets): 85 Total: 151	50 percent reduction in complaints recieved and parking tickets issued over 2024 level by 2035

RUMRILL CORRIDOR PLAN

Adopted July 7, 2025

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