

City of San Pablo General Plan 2023 Annual Progress Report

Prepared March 4, 2024



CITY_{OF} **SAN PABLO**

City of New Directions

Introduction

Government Code Section 65400 requires Cities in California to prepare a report annually regarding the status of the City's General Plan/Coastal Land Use Plan (General Plan) and progress in its implementation (General Plan Progress Report) and to provide the General Plan Progress Report to the Office of Planning and Research (OPR) and the Department of Housing and Community Development (HCD). The General Plan Progress Report provides for the annual review of the General Plan to assess the level of implementation and effectiveness of the General Plan as a guide for orderly growth and development, preservation and conservation of open space land and natural resources, and the efficient expenditure of public funds. The General Plan Progress Report also provides information regarding the City's progress in meeting its share of regional housing needs.

The General Plan is the City's official policy that guides decisions affecting future physical development and change within the City. San Pablo's current General Plan 2030 was adopted on April 18, 2011, by Resolution 2011-046. The Housing Element was updated and adopted on April 6, 2015 by Resolution 2015-068. A required update to the Housing Element is currently underway, and will be presented to City Council on March 18, 2024 for formal adoption. After adoption, HCD will have 60 days to review and certify the updated Housing Element.

The 2030 general plan replaced the previous General Plan, which dated to 1996. The General Plan contains the seven elements that were required by the state at the time of passage and two additional elements, as follows: Economic Development, Land Use & Physical Design, Growth Management, Circulation, Parks, Schools, Community Facilities, & Utilities, Open Space & Conservation, Health, Safety & Noise, and the Housing Element, which was subsequently updated and approved separately in 2015. The City of San Pablo is currently undergoing an update to the General Plan, including the addition of the state-mandated Environmental Justice Element. The updated General Plan is estimated to be completed and adopted in early 2025.

This General Plan Progress Report summarizes the General Plan implementation progress for 2023. The City of San Pablo's 2023 General Plan Annual Progress Report will be presented to the San Pablo City Council for review and approval on March 4, 2022.

General Plan Compliance

Government Code Section 65040.2 requires the Governor's Office of Planning and Research (OPR) to adopt and periodically revise the State General Plan Guidelines (GPG) for the preparation and content of general plans for all cities and counties in California. The San Pablo General Plan 2030 complies with the OPR's General Plan Guidelines of being comprehensive, internally consistent, and long-range. San Pablo's General Plan 2030 provides a vision for the future by establishing guidelines that reflect City policies, goals, and efforts while enhancing quality of life. The General Plan was released prior to the issuance of recent guidelines, such as required consultation with Native American tribes, collaborative planning with military lands and facilities, and the inclusion of an Environmental Justice element. As a result, the plan is not consistent with these updated guidelines. However, the plan's Health element covers many of the topics that are mandated in the Environmental Justice element. An ongoing update to the General Plan

will incorporate the new state-mandated Environmental Justice Element, as well as appropriate consultation with all relevant outside parties.

General Plan Implementation Measures

The City of San Pablo has taken a range of measures to implement goals and policies from the General Plan. A number of projects, initiated across multiple departments, have furthered the goals of many of the elements of the General Plan, such as the Circulation Element, the Land Use and Physical Design Element, and the Housing Element. These planning activities include the Rumrill Complete Streets Project, which encourages multiple modes of transportation and supports future growth and active living, increases safety with improved lighting and additional pedestrian crosswalks, improves water quality, reduces minor flooding, increases greening along the corridor, and improves the sustainability and economic vitality of area. Similarly, the Sutter Green Streets project aims to reduce flooding and improve pedestrian safety along Sutter Avenue. Two new parks have also undergone significant planning work in 2023. The Bush Street Pocket Park will bring a small, neighborhood-scale playground to the Old Town neighborhood, while McNeil Park will bring a larger recreational facility with a soccer field to a site near Contra Costa College. These projects aim to expand the parkland area of San Pablo and promote active recreation in the community.

The City has also adopted two long-range transportation and development plans. The Transit-Oriented Development (TOD) Master Plan project creates a framework to center future growth and development around public transportation, bringing together the city's housing and climate goals and furthering the policies of the Housing, Land Use and Physical Design, and Circulation elements. The Contra Costa College Mobility Hub project was also adopted, laying out multi-modal transportation improvements in the area of Contra Costa College that will set the stage for potential future transit-oriented development in the area.

The Planning Division has also initiated the creation of a Priority Development Area (PDA) for the Rumrill corridor, to be included as part of the General Plan Update. This corridor plan will complement the ongoing Rumrill Complete Streets project, by providing an additional policy framework aimed at improving housing and job opportunities along the corridor. This PDA will update the zoning and land use regulations in the corridor to be in alignment with current development priorities and enhance economic development.

In terms of affordable housing, the City adopted an Affordable Housing Strategy in 2020 and is actively promoting redevelopment of City owned parcels for affordable housing development, along with a number of other housing production initiatives. This strategy will be further augmented by the policies and programs set forth in the 2023-2031 Housing Element, which is currently in Draft form expecting formal adoption on March 2024.

Recent planning activities and general plan implementation measures are enumerated in Table 1 on the following page.

Table 1: General Plan Implementation Measures

Planning Initiative	Description	Relevant General Plan Element(s)	Relevant General Plan Policies
Sutter Avenue Green Street	Street improvements to reduce flooding, improve street safety, and implement green infrastructure on Sutter Avenue.	Circulation, Open Space & Conservation, Safety & Noise	C-G-5: <i>Develop a safe and comprehensive bicycle and pedestrian network</i> OSC-G-5: <i>Protect water supply and quality through conservation and good stormwater management practices.</i> SN-G-2: <i>Minimize the risks to property, life, and the environment due to flooding hazards.</i>
Broadway - El Portal Bike Lane	New bicycle facilities planned along Broadway Avenue and El Portal Drive, in conjunction with the Contra Costa College Mobility Hub.	Circulation	C-G-5: <i>Develop a safe and comprehensive bicycle and pedestrian network.</i> C-I-14: <i>Expand and maintain a safe and comprehensive bicycle system that connects the City's neighborhoods to regional bicycle routes</i>
Contra Costa College Mobility Hub	Conceptual plan identifying multi-modal mobility improvements for the area surrounding Contra Costa College in support of creating a mobility hub with transit-oriented development; implementation planned in conjunction with the Broadway-El Portal Bike Lane.	Circulation, Housing	C-I-29: <i>Work with public transit providers, Contra Costa College, and property owners to identify and develop a future Major Transit Hub along San Pablo Avenue near Mission Plaza.</i> C-G-5: <i>Develop a safe and comprehensive bicycle and pedestrian network.</i> C-I-21: <i>Complete and enhance the pedestrian network with an interconnected system of walkways, continuous sidewalks on both sides of the street, and pedestrian crossings.</i>
Transit-Oriented Development Master Plan	Plan to create a strategy and guiding policies for future transit-oriented development in San Pablo, in support of	Circulation, Housing, Land Use and Physical Design, Growth Management	LU-G-1: <i>Promote a sustainable, balanced land use pattern that responds to existing and future needs of the City, as well as physical and natural constraints.</i>

	meeting regional housing needs and greenhouse gas reduction goals.		GME-G-4: Promote mixed-use, high density infill development and support land use patterns that make more efficient use of the transportation system C-G-7: Facilitate the use of public transportation in San Pablo by making it more comfortable and convenient
Bush Street Park	Planning and funding complete for a new park on Bush Street	Parks, Schools, Community Facilities, and Utilities	PSCU-G-1: Provide an expanded, high quality, and diversified park system which allows varied recreational opportunities for the entire community. PSCU-I-1: Seek to achieve a standard of 3.0 acres of parkland per 1,000 residents. 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-6: Acquire land for mini-parks in Old Town and other neighborhoods where parks are needed.
Rumrill Boulevard Complete Streets Project	The Rumrill Complete Streets Project is an overhaul of Rumrill Boulevard with the goals to: -Develop a "Complete Street" that encourages multiple modes of transportation and supports future growth and active living -Increase safety with improved lighting and additional pedestrian crosswalks	Land Use and Physical Design, Circulation	LU-G-11: Recognize the importance of the mixed-use areas along San Pablo Avenue, San Pablo Dam Road, 23rd Street, and Rumrill Boulevard to the vitality and quality of life in San Pablo. 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.

	-Improve water quality, reduce minor flooding and increase greening along the corridor -Increase the sustainability and economic vitality of area		
Rumrill Boulevard Priority Development Area	Corridor Plan element of the General Plan Update encouraging jobs and housing production along the Rumrill Boulevard corridor	Land use and Physical Design. Housing	LU-G-3: <i>Preserve and strengthen the City's overall image and create a safe, walkable and attractive urban environment for the current and future generations of residents.</i> LU-G-7: <i>Retain and enhance existing commercial, industrial, educational and entertainment land use areas to strengthen San Pablo's economic base.</i>
McNeil Park	Planning underway for a new park on Moraga Road near Contra Costa Community College	Parks, Schools, Community Facilities, and Utilities	PSCU-G-1: <i>Provide an expanded, high quality, and diversified park system which allows varied recreational opportunities for the entire community.</i> PSCU-I-1: <i>Seek to achieve a standard of 3.0 acres of parkland per 1,000 residents.</i> PSCU-I-3: <i>Develop new park and recreation facilities and continue to upgrade existing ones with universal accessibility, durability, and low maintenance in mind.</i>
San Pablo Ave/23 rd Street Bridge Replacement	Planning underway to replace a seismically unsafe bridge and revamp the intersection of several major arteries	Circulation, Land Use and Physical Design	C-I-1: <i>Design and operate city streets based on a "Complete Streets" concept that enables safe, comfortable, and attractive access and travel for</i>

	to improve multi-modal access and create active community spaces.		<i>pedestrians, bicyclists, motorists, and transit users of all ages and abilities.</i> LU-G-11: <i>Recognize the importance of the mixed-use areas along San Pablo Avenue, San Pablo Dam Road, 23rd Street, and Rumrill Boulevard to the vitality and quality of life in San Pablo.</i>
ADU Ordinance Amendment	Update to the Zoning Code to bring Accessory Dwelling Unit ordinance into line with current state law	Land Use and Physical Design, Housing	LU-G-5: <i>Promote a variety of housing types and prices within neighborhoods to serve the economic needs of all segments of the community.</i> H-3.3.1: <i>Promote second units. Continue to promote the development of second units as an affordable housing alternative in single-family areas, with reduced setback requirements.</i>

General Plan Modifications and Amendments

No amendments were made to the General Plan in 2023. The City of San Pablo is currently in the process of updating its general plan and housing element. The second draft of the Housing Element was completed in September 2022. Review comments from HCD were received on January 3, 2023. Following two previous submittals and a second review letter from HCD, the City has finalized the requested revisions and made a further revised second draft of the Housing Element update available on February 16, 2024. The second draft was presented to Planning Commission for adoption recommendation on February 27, 2024 along with the new Health and Environmental Justice Element including amendments to the Health Element of the General Plan and amendments to the Safety and Noise Element of the General Plan, and will be presented to City Council on March 18, 2024 for formal adoption. After adoption, HCD will have 60 days to review and certify the updated Housing Element. The General Plan Update will include a Master Plan for the Rumrill Boulevard Priority Development Area and a new Environmental Justice Element. The planning effort has completed preliminary reports and is currently completing additional public engagement, policy analysis, map preparation, and environmental assessment. An Existing Conditions report and a market study have been completed for the Rumrill corridor. These efforts are being completed with the assistance of local funds along with grants from the SB2, REAP, and PDA REAP grant programs. Dyett & Bhatia of Oakland, CA is providing planning consultant services.

Major Development Applications Processed

A number of major development proposals representing a range of project types have been processed under the current 2030 General Plan. These developments have helped advance several aspects of the Plan, including Housing Element goals and key Land Use and Physical Design policies. Table 2 below describes a selection of recent major developments that have been processed in the City of San Pablo.

Table 2: Major Development Applications Processed

Address	Description	Status	General Plan Relevance
2812 Chattleton Lane	20 units of townhouse-style attached single-family housing, 8 of which have accessory dwelling units	Under construction	Supports housing element goals by providing different options of housing types for different income levels. One unit will be affordable to a low-income household.
13717 San Pablo Avenue	91 units of multifamily housing (19 affordable) with 9,175 square feet of ground-floor commercial space.	Planning approved; plan check in progress	Supports housing element goals and provides a new mixed-use development that conforms with the goals of the San Pablo Avenue Specific Plan and Mixed-Use Center South Regulating Plan by providing commercial economic opportunity along with housing for a mixed income population.
2432-2442 22 nd Street	8 units of multifamily housing	Planning approved; plan check in progress	Supports housing element goals and provides a “missing middle housing” development opportunity for smaller infill sites.
2600 Moraga Road	125,159 square foot personal storage facility	Completed	Supports the natural constraints posed by the site and would be generally compatible with the other institutional uses in the vicinity. The project would also help to minimize the risks of property damage and personal injury posed by the seismic hazard on the

			site. A General Plan Amendment was completed in 2021 to adjust the land use designation on the site.
2555 El Portal Drive	54 units of microunit supportive housing	Adaptive building reuse, under construction	Supports housing element goals by providing 100% affordable permanent supportive housing
Alvarado Gardens (former City Hall site)	100 units of affordable housing with 7,000 square feet of ground-floor commercial space	Under construction	Supports housing element goals by providing in-fill housing for low income levels and supports the economic base of the city by providing a retail mixed-use component on the ground level.
2364 Road 20	64 units of multifamily housing, including 6 affordable units	Planning approved	Supports housing element goals by providing high density infill housing, including 6 units affordable to very low income households
1982-1988/1992 23 rd Street	Expansion of an existing mixed-use building containing a grocery store and 2 multifamily units, adding 7 new multifamily units and 4,462 square feet of new commercial space	Planning approved, plan check in progress	Supports housing element goals by providing infill housing with ground-floor commercial uses. Supports the goals of the 23 rd Street Specific Plan by expanding walkable commercial options in proximity to housing along the corridor.
WSS Shoes	New 10,000 square foot commercial building for a shoe store	Planning approved, plan check in progress	Supports Land Use and Physical Design goals by encouraging a safe, walkable environment along the San Pablo Avenue corridor.
1723 14 th Street	3 units of multifamily housing with 1,074 square feet of commercial space	Planning approved, plan check in progress	Supports Land Use and Physical Design goals by promoting infill housing and walkable neighborhoods.

1820 Rumrill Boulevard	40-unit 100% affordable multifamily development	Planning approved	Supports housing element goals by providing infill housing for low-income residents.
San Pablo Police Headquarters and Regional Training Facility	New headquarters building for the San Pablo Police Department with attached regional training facility complex	Under construction	Supports safety element policies by improving the facilities and training opportunities for the Police Department.

Housing Element Annual Progress Report

California Government Code Section 65400 requires general law cities to prepare and submit an Annual Progress Report (APR) to HCD, and the Governor's Office of Planning and Research (OPR) describing the status of implementing the General Plan Housing Element. The APR includes information on the City's progress in addressing the Regional Housing Needs Allocation (RHNA) and the status of housing policies/programs listed in the 2015-2023 City of San Pablo Housing Element. HCD provides forms and instructions for preparation of the APR. The APR provides a snapshot of housing unit production across affordability levels and includes an update on housing program implementation. The APR is required to be considered by the City Council at a public meeting, during which it should receive any public comments. Once accepted by the Council, the APR is sent to HCD and OPR.

The 2015-2023 City of San Pablo Housing Element was adopted on April 6, 2015 and certified by HCD on May 26, 2015. A required update to the Housing Element is currently underway as part of the General Plan/Housing Element Update project. The first draft of the City's 2023-2031 Housing Element update was made available on August 19, 2022 at <https://www.sanpabloca.gov/2804/General-Plan-Housing-Element-Update> and following public review and hearings by the San Pablo Planning Commission and City Council, it was submitted to HCD for review on September 30, 2022. Review comments from HCD were received on January 3, 2023. Following two previous submittals and a second review letter from HCD, the City has finalized the requested revisions and made a further revised second draft of the Housing Element update available on February 16, 2024. The second draft was presented to Planning Commission for adoption recommendation on February 27, 2024 and will be presented to City Council on March 18, 2024 for formal adoption. After adoption, HCD will have 60 days to review and certify the updated Housing Element.

The 2023 APR (Attachment A, Table B) includes the number of housing units for which the City issued building permits, both in the aggregate and by affordability levels according to State-defined income levels, during calendar year 2023. The APR also identifies progress made on implementation programs included in the City's Housing Element. It should be noted that timelines assigned to the various implementation programs are estimates only, and are subject to resource availability and Council Priority Workplan conformance. As indicated on the report, during 2023, the City issued building permits for 50 deed-restricted multi-family units which are in the low-income category; 13 accessory dwelling units, which are in the moderate-income category; 3 junior accessory dwelling units, which are in the low-income category, and 10 new single-family homes, which are in the above-moderate income category for

a total of 76 new units. Not shown on Table B is a new mobile home units that counts as a non-deed-restricted low-income unit.

According to the 2022 APR, the City had developed 164 units out of a total of 449 units expected to be produced by 2023 under the 5th Cycle Regional Housing Needs Allocation (RHNA). The 2023 report will increase this number to 240, leaving 209 units remaining to be produced by the end of the eight-year cycle in 2023. Because HCD has released the new 6th Cycle of Regional Housing Needs Allocation for the 2023-2031 period, San Pablo has a new target goal of 746 units by 2031, including 173 at the very low-income level, 100 at the low-income level, 132 at the moderate-income level, and 341 at the above moderate-income level. The new 6th Cycle accounts for the units permitted in 2023 as well as any units permitted during the Projection Period of June 30, 2022 to January 30, 2023. The total units permitted to date for the new 6th cycle is 137 and the total remaining RHNA is 609. Next year's Housing Element Annual Progress Report will include information on progress for the new Housing Action Plan included within the updated 2023-2031 Housing Element.

Additional Information Provided

Emergency Ordinances

No emergency ordinances were passed by San Pablo City Council in 2023.

Interagency Coordination

As part of the General Plan Update effort, and as a recipient of REAP funds from Bay Area Metro (ABAG/MTC), the City of San Pablo has been an active participant in a variety of training and interchange programs hosted by HCD, OPR, and Bay Area Metro. The City is a member of the Contra Costa Collaborative sponsored by ABAG, which involves a number of working groups and informational exchanges on key topics such as creating missing middle housing, use of public engagement mapping tools to identify housing sites, adopting VMT policies, Senate Bill 9, and fulfilling requirements for the Environmental Justice and Housing Elements.

The City also works closely with the Contra Costa Transit Authority to provide growth management reports pursuant to Measure J. The Community Development Director is a member of the Contra Costa Planning Directors group and an SB 9 study group hosted by CCTA and of the Sustainability Exchange hosted by Contra Costa County Department of Conservation and Development. City staff are also represented on the Community Steering Committee of the Community Emission Reduction Plan (CERP) for the Richmond-North Richmond-San Pablo Community, hosted by the Bay Area Air Quality Management District.

ATTACHMENT:

A- 2023 Housing Element Annual Progress Report