



Rumrill PDA Profile

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Introduction

Rumrill Boulevard is a minor commercial and residential arterial running north-south that extends from the City of San Pablo's southwestern city limit to connect with Broadway and San Pablo Avenue to the northeast. The City and the Association of Bay Area Governments (ABAG) have 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. With the collaboration of local governments throughout the Bay Area, the Metropolitan Transportation Commission (MTC) estimates that about 80 percent of the region's future housing needs can be met within PDAs. In addition, by promoting compact, mixed-use residential and commercial neighborhoods in areas well-served by transit, Plan Bay Area 2050 seeks to reduce traffic congestion and air pollution and further statewide goals for climate action. The City of San Pablo has recently been awarded a grant from MTC for the preparation of a Corridor Plan for the Rumrill PDA that will provide a shared vision and policy tools to guide the evolution of the Rumrill PDA. While Plan Bay Area 2050 projections are not currently available, Plan Bay Area 2040 anticipated that the Rumrill PDA will see 22 new households and 194 jobs added by 2040.

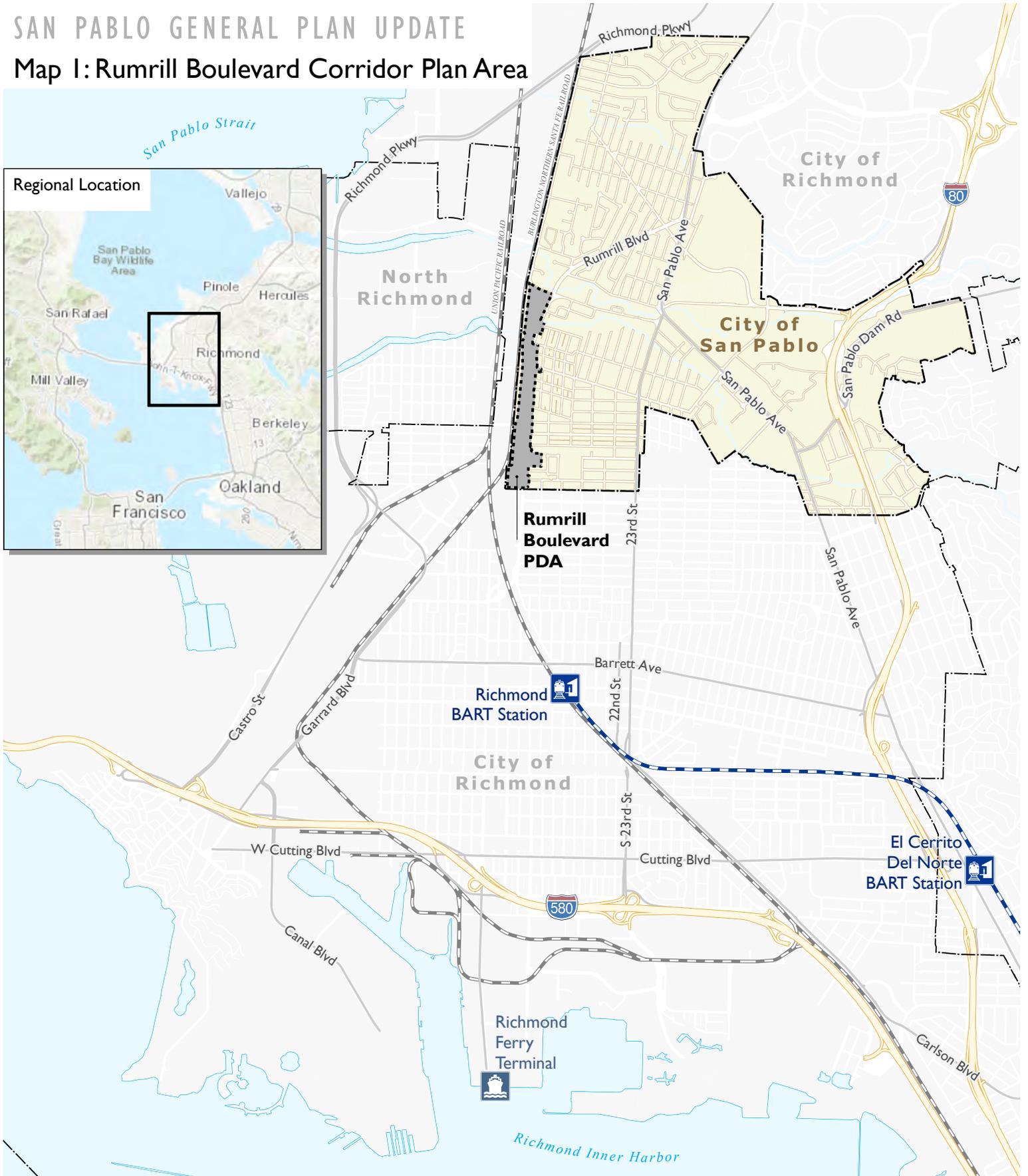
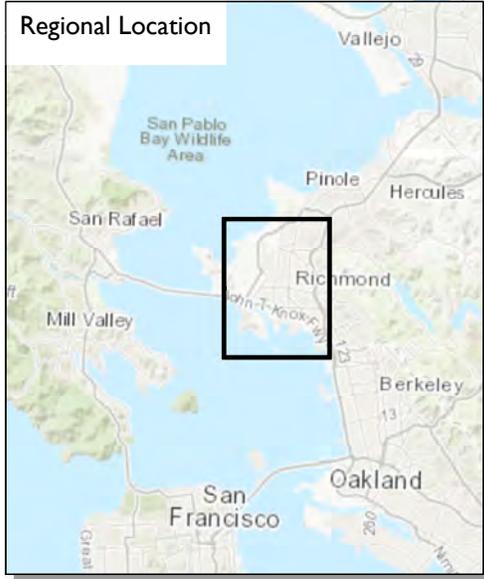
This report documents current conditions and trends related to population, housing, employment and commute patterns in the Rumrill PDA in order to provide a demographic and socioeconomic profile of the area. Additionally, the report describes existing land use, parks and recreational facilities, transportation, public health and environmental factors, hazardous materials, and natural hazards in the Rumrill PDA. The data and findings of this report will help to inform planning decisions for the Rumrill Boulevard Corridor Plan and for the City of San Pablo General Plan and Housing Element Update, proceeding in parallel with Corridor Plan preparation.

LOCATION AND BOUNDARIES

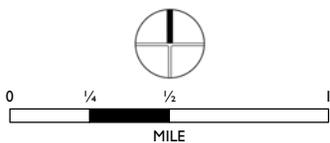
San Pablo is located within the western portion of Contra Costa County, inland from the eastern shore of San Pablo Bay. It is an enclave, largely surrounded by the City of Richmond and bordered by the unincorporated community of North Richmond to the west, Tara Hills to the north, and El Sobrante to the east. The Rumrill PDA runs in a north-south direction along the southwestern perimeter of San Pablo, before curving northeastward to connect with Broadway 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 PDA to the west, and the unincorporated community of North Richmond lies just further west. The PDA 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 PDA is approximately

SAN PABLO GENERAL PLAN UPDATE

Map I: Rumrill Boulevard Corridor Plan Area



-  BART Rail
-  Railroads
-  BART Station
-  Ferry Terminal
-  Rumrill Boulevard PDA
-  City Limits



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

three miles northeast of Interstate 580, which provides connections to Marin and Sonoma Counties via the Richmond Bridge. The PDA 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 PDA boundary) which provides access to San Francisco, various cities in the East Bay, San Jose, and beyond. AC Transit bus routes also connect the PDA to the Richmond Passenger Ferry Terminal (three miles south of the PDA) with service to San Francisco. These major transit connections emphasize the PDA's ideal positioning for transit-oriented development, pairing future housing and job growth with transit connectivity.

Report Methodology

To build a profile of the Rumrill PDA, this report uses the following data sources:

- Contra Costa County Assessor data for the City of San Pablo (2021)
- 5-year American Community Survey (ACS) Estimates (2016-2020)
- Longitudinal Employer Household Dynamics (LEHD) data (2019)
- The California Communities Environmental Health Screening Tool (CalEnviroScreen) 3.0 and 4.0 data (2018; 2021)

The most detailed level of data that the ACS provides for the Rumrill PDA is at the block-group level. The Rumrill PDA encompasses five *partial* census blocks, as shown on **Map 2**. To approximate household and population totals for the Rumrill PDA, the analysis uses the number of housing units in each partial block group as derived from Assessor's data. The accuracy of this approach was verified by comparing fully encompassed block group housing unit counts from Assessor data to housing unit counts in the ACS data. Total households for each partial block group were calculated using a proportional estimate of the full block group's ratio of housing units to number of households. The population for each partial block group was then calculated using the full block group's persons per household estimate. Once households and population were determined for block groups in the Rumrill PDA, proportional estimates for other characteristics (such as demographics, poverty, education, and others) were made. Each block group estimate was then added to produce summary statistics for the entire Rumrill PDA.

To summarize environmental and public health conditions in the PDA, this report relies on CalEnviroScreen data. Developed by the California Office of Environmental Health Hazard Assessment (OEHHA), CalEnviroScreen uses environmental, health, and socioeconomic information to produce scores for every census tract in the state, thereby identifying communities that are most vulnerable to pollution's effects. The score assigned to each census tract is a product of exposure to pollution, adverse environmental effects caused by pollution, presence of sensitive populations (i.e., those with asthma or cardiovascular disease), and socioeconomic factors that increase vulnerability (i.e., low household income, low educational attainment, and unemployment). As of May 2022, OEHHA has not yet finalized and formally adopted the June 2021 draft of the CalEnviroScreen 4.0 report and data. This version of CalEnviroScreen includes the most recent available data across all indicators, improving upon the way some indicators are calculated to better reflect environmental conditions or population vulnerability to pollution. However, as this

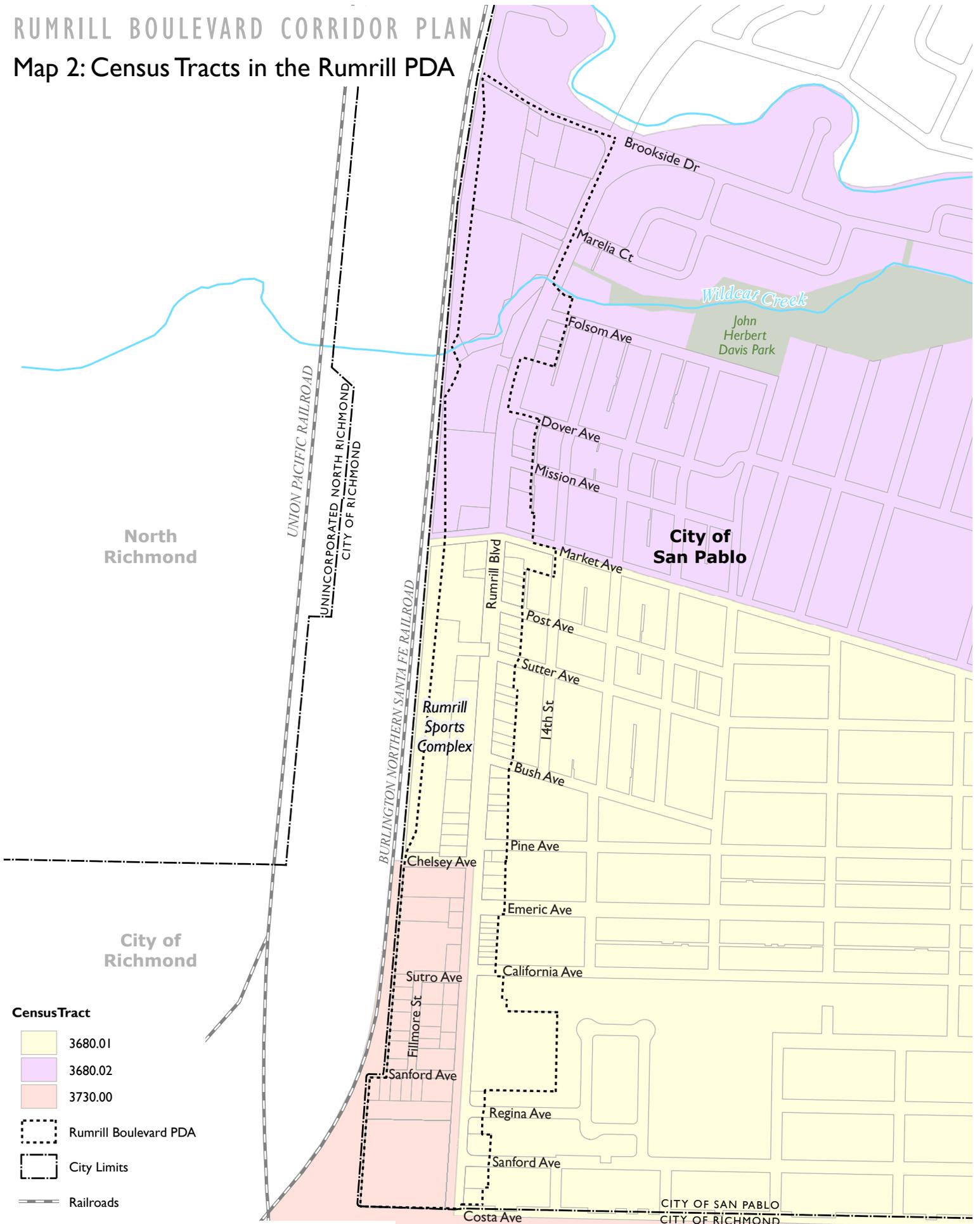
data was still in draft form at the time of this analysis, CalEnviroScreen 3.0 data—which was released in its finalized format in 2018—was also used in this report.

This report is divided into the following sections:

- Demographics
- Housing
- Employment and Commute
- Land Use and Zoning
- Transportation
- Parks and Public Facilities
- Historic Properties
- Environmental Justice and Public Health
- Safety
- Key Findings and Considerations

RUMRILL BOULEVARD CORRIDOR PLAN

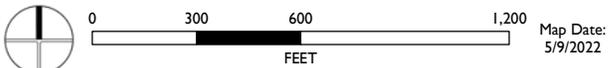
Map 2: Census Tracts in the Rumrill PDA



Census Tract

- 3680.01
- 3680.02
- 3730.00

- Rumrill Boulevard PDA
- City Limits
- Railroads



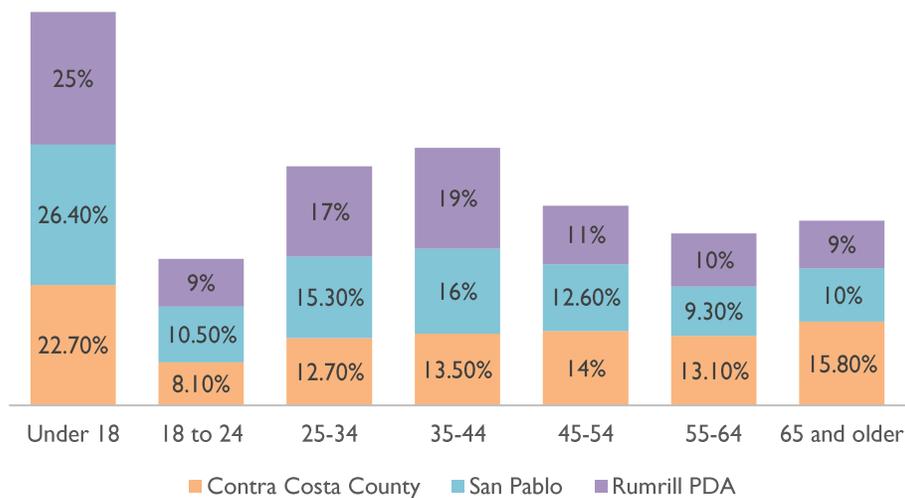
Map Date:
5/9/2022

Demographics

This section details the demographic and socio-economic characteristics of the Rumrill PDA, including population, age, ethnicity/race, language, household composition, income, disability, and educational attainment. All data in this section reflects American Community Survey (ACS) five-year estimates for 2020 unless otherwise noted.

The Rumrill PDA represents a small proportion of total citywide population, with an estimated 1,397 people living in the PDA in 2020 versus 32,127 people in the City of San Pablo as a whole and 1,165,927 people in Contra Costa County. Age distribution in the Rumrill PDA in 2020 reflects the age distribution in the City of San Pablo (**Figure 1**). In general, Rumrill PDA residents tend to be younger than residents of the County as a whole, with a comparable age distribution as that found in the City. The County, City and PDA all have a similar percentage of residents 18-24 years old, but the City and PDA had a greater percentage of adults 25-44 years old and children under 18 compared to the County, while the County has a greater percentage of adults 45 and older.

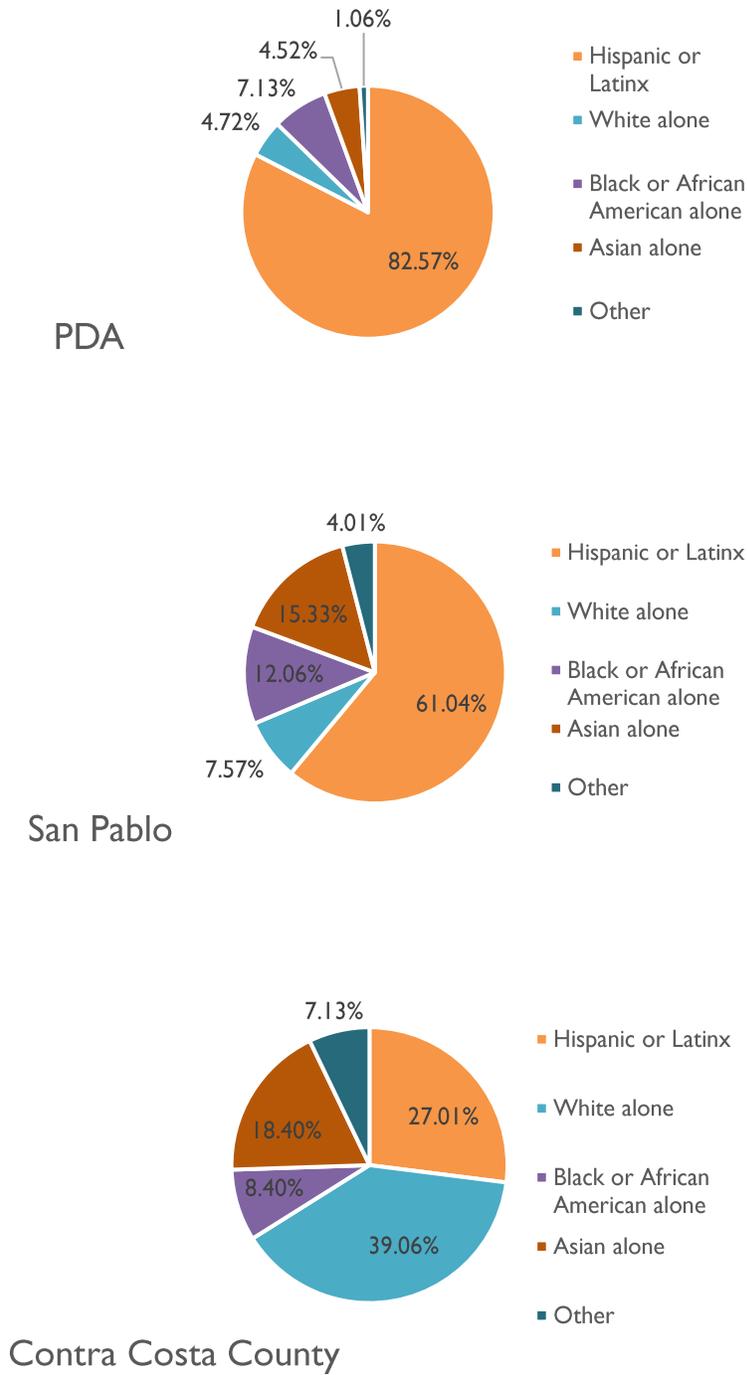
Figure 1: Age Composition



Source: ACS 5-Year Estimates, 2020

There are also notable ethnic and linguistic differences between Rumrill PDA residents and residents of the San Pablo as a whole and of the County. As indicated in **Figure 2**, in 2020 the Rumrill PDA had a much larger proportion of Hispanic/Latinx residents (82.57 percent) than the City of San Pablo (61.04 percent) and Contra Costa County (27.01 percent). Consistent with race/ethnicity data, a larger percentage of PDA residents spoke Spanish at home (69.5 percent), compared to the City (53.2 percent), and the County (18.1 percent), and a smaller percentage of PDA residents spoke English only (22.4 percent), compared to 31.6 percent in the City and 64.7 percent in the County.

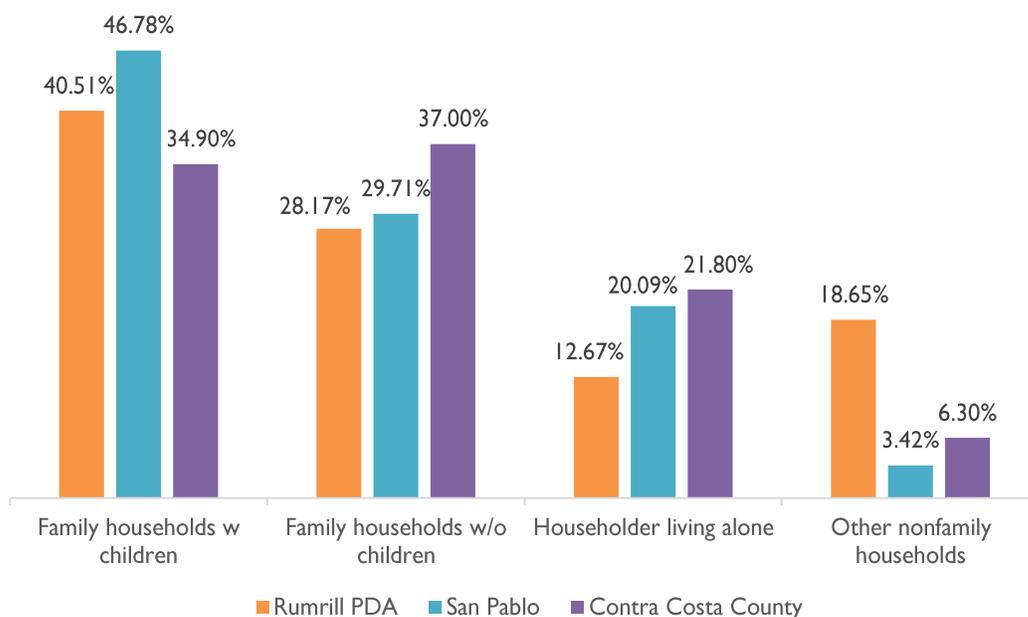
Figure 2: Race/Ethnicity Comparison



Source: ACS 5-Year Estimates, 2020

As **Figure 3** indicates, the percentage of family households with children in the PDA was slightly lower than in the City as a whole, but greater than in the County, while the percentage of family households without children in the PDA was similar to the City as a whole, and lower than the County. This is consistent with the age distribution across the three geographics: the PDA and City both had a larger share of children than the County, and the County had a larger share of older adults than the PDA and City. The PDA also has a lower percentage of householders living alone than does the City and County, but a much higher percentage of “other” nonfamily household arrangements (such as a group of unrelated individuals living together) than the City and County.

Figure 3: Household Structure



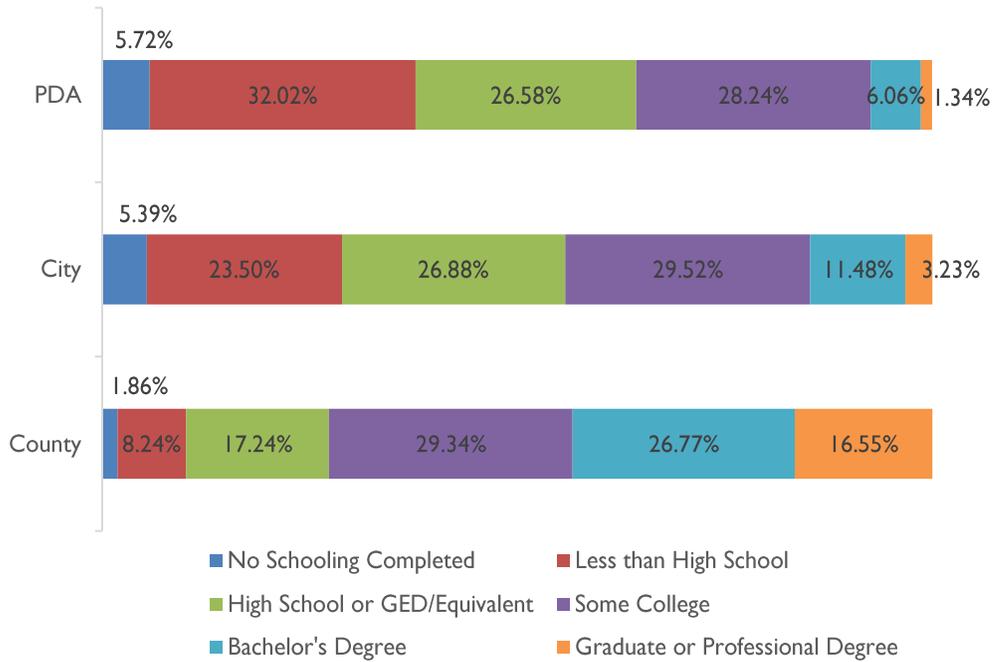
Source: ACS 5-Year Estimates, 2020

Median household income was slightly higher for the PDA (\$62,579) than for the City as a whole (\$60,819), but both were much lower than in the County as a whole (\$103,997). The percentage of individuals living in poverty in the PDA (9.5 percent) was lower than in the City (12.9 percent) and slightly higher than in the County (8.2 percent).

The percentage of the population 18 and older living with a disability in the PDA (22.1 percent) was notably higher than in the City as a whole (13.8 percent) and the County (13.4 percent). This is likely related to the high concentration of federally subsidized housing in the PDA, as the U.S. Department of Housing and Urban Development's (HUD) housing choice voucher program serves as an essential resource for many individuals with disabilities in securing stable and suitable housing. In general, Rumrill PDA residents 25 and older have a lower level of educational attainment than residents of the City and County as a whole. As indicated in **Figure 4**, a greater percentage of the PDA (32.0 percent) completed less than a high school degree compared to the City (23.5 percent), and a smaller percentage of the PDA completed a bachelor's degree (6.1 percent) compared with the City (11.5 percent) as a whole. In comparison, the County had a far

greater percentage of adults holding a bachelor’s degree or higher, consistent with its substantially higher median income in the County as a whole than in the City or the Rumrill PDA.

Figure 4: Educational Attainment for the Population 25 years and older



Source: ACS 5-Year Estimates, 2020

Housing

According to 2021 Assessor’s data, the Rumrill PDA contains a total of 465 housing units, including 12 single family units (three percent), 358 multifamily units (77 percent), and 95 mobile/manufactured homes (20 percent). There are four buildings with 5 to 12 units, two with 25 to 59 units, and two with 60 or more units. These buildings comprise of most of the multifamily housing in the PDA, but there are also 14 fourplexes and six mixed use buildings with 1 to 5 apartments each. The six mixed use commercial/residential buildings are one to two story buildings, all located on the eastern side of Rumrill Boulevard between Sutter Avenue and Folsom Avenue (with three directly next to each other at 1940-1962 Rumrill Boulevard). Furthermore, according to data from the HUD User portal, 48 percent of the total housing units in the PDA are subsidized by HUD or the low-income housing tax credit. This is significantly greater than the city as a whole, which stands at only 7.56 percent.¹ In San Pablo, 61 percent of housing units are renter-

¹U.S Department of Housing and Urban Development (HUD), Assisted Housing National and Local Data Sets: San Pablo City, 2023. HUD User Portal, Office of Policy Development and Research (PD&R) < https://www.huduser.gov/portal/datasets/assthsg.html#query_2009-2023 >

occupied according to 2020 ACS data. While proportional estimates of ACS data for the block groups composing the PDA indicate that only 57 percent of housing units in the PDA would be renter occupied, this is likely an underestimate. Multifamily buildings are heavily concentrated in the PDA compared to the rest of the compositional block groups, and the multifamily buildings in the PDA with 25 or more units contain over half of the total housing units in the PDA. Therefore, the true number of renter-occupied units in the PDA is likely higher than the 57 percent estimate and may exceed the 61 percent found in the City as a whole. However, Contra County Assessor data does not specify which units are renter occupied.

COST BURDEN AND AFFORDABILITY

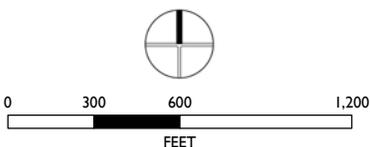
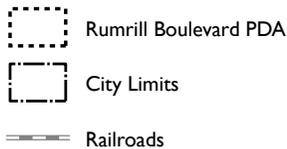
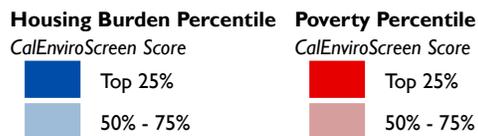
HUD considers those who spend over 30 percent of their income on housing costs to be burdened by the cost of housing. As housing costs grow to take up a greater share of the household's total income, it reduces the availability of household funds for schooling, childcare, groceries, transportation, and other necessary costs. **Map 3** shows how census tracts in the Rumrill PDA compare to those across the state in terms of their percentile rank in CalEnviroScreen 4.0 for the percentage of low-income households (both renters and owners) that are burdened by the cost of housing. All the PDA tracts rank in the top 50 percent statewide for poverty and housing burden, except one tract, 3680.01, between Market Avenue and Costa Avenue, which ranks in the top 25 percent for both (76.6 percent for poverty and 81.9 percent for housing burden).² At a more granular level, 2020 ACS data suggests that an estimated 41 percent of households renting in the PDA were cost burdened. While substantial, this number is lower than that of the City as a whole where approximately 56 percent of San Pablo renter households are cost burdened. The comparably lower percentage of housing cost burden in the PDA may be due to its relatively high percentage of subsidized housing in the PDA, as noted above.

According to Redfin, the median sale price of a home in San Pablo as of February 2022 was \$648,500, up 5.6 percent compared to one year prior. In contrast, the median sale price of a home in Contra Costa County was \$815,000, up 12.4 percent from one year prior. This suggests that homes in San Pablo are still more affordable compared to the County despite a cost increase in the past year. However, the median sale price for homes in the City is very high compared to median household income, indicating that most for-sale housing is likely out of reach for most worker households, particularly for those earning an annual income below \$150,000. This is true for both single-family and condominium sale prices. For instance, for a household with an annual household income of \$100,000, the maximum single-family home price is \$352,622, while the maximum condominium sale price is \$307,193. The maximum affordable home price for a household earning an annual income of \$150,000 is \$537,871 for a single-family home and \$492,542 for a condominium unit.

² <https://oehha.ca.gov/calenviroscreen/report/calenviroscreen-40>

RUMRILL BOULEVARD CORRIDOR PLAN

Map 3: PDA Household Poverty and Housing Burden Rates



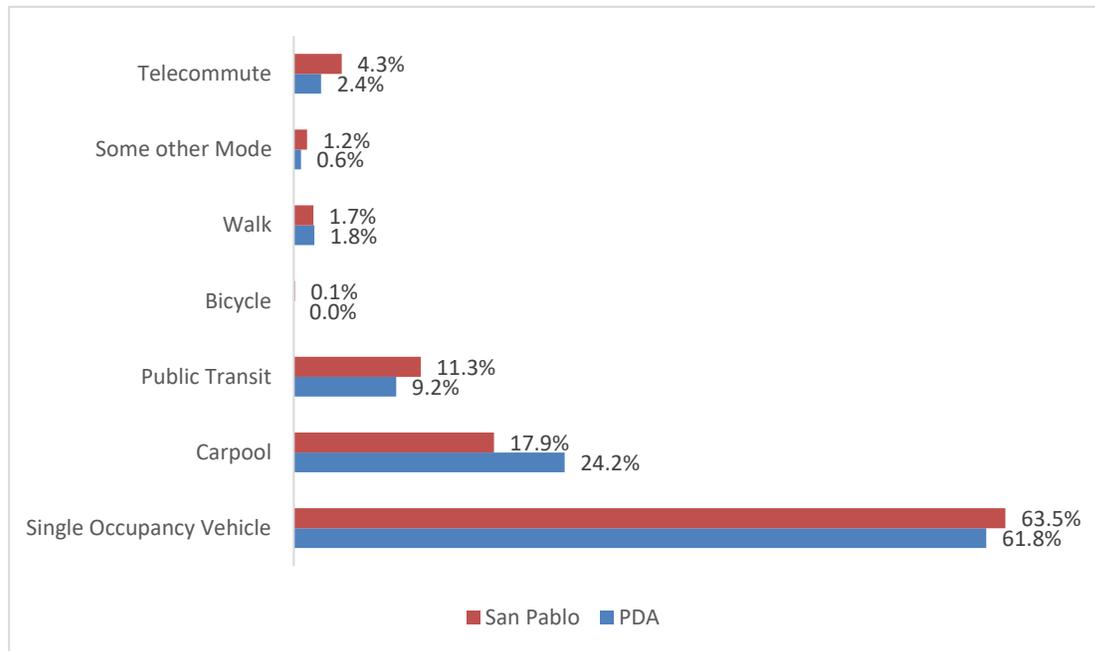
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Employment and Commute

In 2019, based on data from the US Census' Longitudinal Employer-Household Dynamics (LEHD) program, there were 172 jobs in the Rumrill PDA, which represents approximately 2.9 percent of the total 5,984 jobs in San Pablo. The retail trade sector accounted for the largest share of jobs in the PDA, representing 29.7 percent, followed by other services (excluding public administration) at 25 percent, with notably higher concentrations in these sectors than in the City as a whole. Comparatively, in San Pablo as a whole, healthcare and social assistance was the largest job category at 24.1 percent; this category made up the third largest share of jobs in the PDA at 16.3 percent. Jobs in the PDA primarily attract employees from outside San Pablo, with 80.2 percent of employees in the Rumrill PDA commuting from outside San Pablo. Commuters from Richmond account for 22.4 percent of employees in the PDA, 26.1 percent of employees commute from other cities in the Bay Area region within 25 miles of the PDA, and 31.7 percent commute from beyond 25 miles of the PDA. Only 1.2 percent of the employed residents living in the PDA worked in the PDA.

It is estimated that there were 519 employed residents (ages 25 and older) living in the Rumrill PDA in 2019, which represents approximately 4.4 percent of the citywide total of 13,513 employed residents ages 25 and older. PDA residents were primarily employed in the following sectors: healthcare and social assistance (16.8 percent), retail trade (11.9 percent), and accommodation and food services (11.2 percent). The unemployment rate for PDA residents in 2020 was approximately 7 percent, roughly equivalent to the citywide unemployment rate.

Most Rumrill PDA residents are employed outside the City and the PDA, and overwhelmingly commute to work alone in a car. The most common job destination for those living in the PDA was San Francisco (19.2 percent), followed by Richmond (13.9 percent). As shown in **Figure 5**, work commute mode share (2020) in the PDA was similar to San Pablo as a whole, though a higher percentage of the PDA carpooled to work, while a smaller percentage of the PDA commuted by public transit. Compared to San Pablo, fewer PDA residents telecommuted, and none biked to work. As noted, commuting via single occupancy vehicle (SOV) was the dominant mode in the PDA and in the City as a whole. Rates of SOV commuting are similar between the two geographies. When examining vehicle access relative to occupied housing units (2020), slightly more homes were without access to a vehicle in the PDA (9.1 percent) compared to the City as a whole (7.7 percent).

Figure 5: Work Commute Mode Share

Source: ACS 5-Year Estimates, 2020

Land Use and Zoning

EXISTING (ON THE GROUND) LAND USE

Within the Rumrill PDA

Existing land uses within the Rumrill PDA include a variety of multifamily apartment building and other residences, industrial yards, a large mobile home park, and the Rumrill Sports Complex, together with a variety of auto-related uses, grocery stores, churches, restaurants, commercial services, and vacant properties. **Table 1** and **Map 4** summarize the existing land uses in the Rumrill PDA, based on recent field surveys.

Over 76 percent of the land area in the Rumrill PDA is currently used for residential uses, with most of it located in the northwest and southern portions of the PDA. Although multifamily residential apartments represent the majority of housing units in the PDA, a mobile home park located in the southwest corner of the PDA represents the largest share of residential acreage (61.4 percent). Multifamily residential represents 14 percent of the PDA acreage, and single family residential, located primarily along the eastern side of Rumrill Boulevard, represents only 1.3 percent of the PDA acreage. Commercial uses represent nearly 11 percent of the PDA acreage. These include grocery stores, corner stores, service stations and some mixed-use sites (as mentioned in the Housing section), which feature 1 to 5 residential units in addition to a storefront. Commercial uses are most heavily concentrated in the middle of the corridor. The majority of the City's industrial land uses are located in the Rumrill PDA, which represents nearly 5 percent of the PDA's acreage.

Open space and recreation represent about 4 percent of the PDA acreage, mostly within the Rumrill Sports Complex site. Vacant land currently represents 3.4 percent of the PDA acreage. Finally, church/religious facilities, which are located in the southern portion of the PDA, comprise less than 1 percent of the PDA acreage.

Table 1: Existing Land Use Summary Table

<i>Category</i>	<i>Acreage</i>	<i>Percent of Total</i>
Residential	79.33	76.4%
Multifamily Residential	14.16	13.6%
Single-Family Residential	1.36	1.3%
Mobile Homes	63.81	61.4%
Commercial	11.29	10.9%
General Commercial	9.72	9.4%
Service Station	0.36	0.3%
Mixed Use	1.21	1.2%
General Industrial	4.92	4.7%
Open Space/Recreation	4.1	3.9%
Open Space/Natural Areas	0.81	0.8%
Parks/Recreation	3.29	3.2%
Public/Institutional	0.68	0.7%
Church/Religious Facility	0.68	0.7%
Vacant	3.57	3.4%
Total	103.87	100.0%

Source: City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2022.

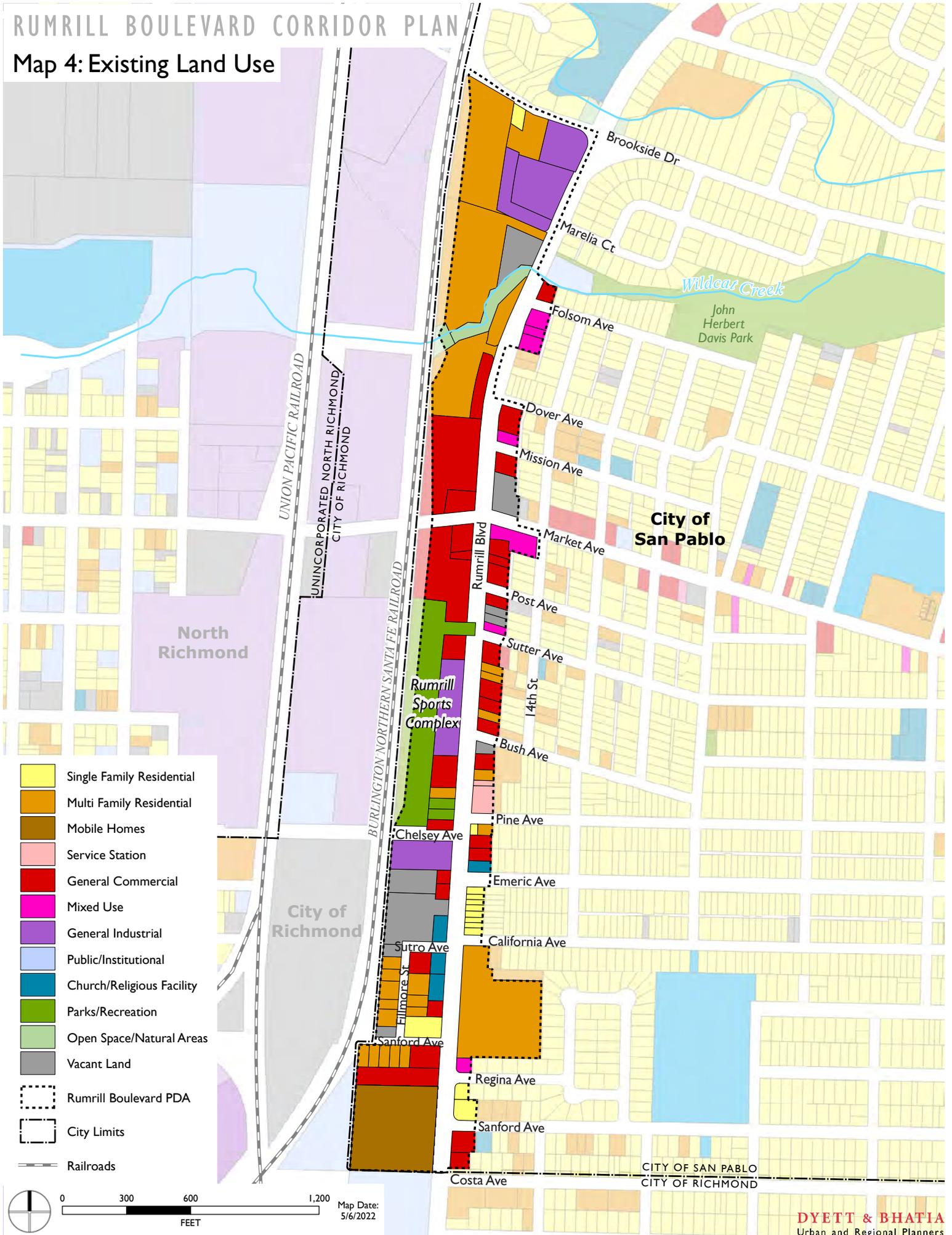
Adjacent to the Rumrill PDA

Existing land uses to the north and east of the PDA (within the City of San Pablo) are primarily single-family residential. Existing land uses directly south of the PDA in the City of Richmond are similar to those along Rumrill Boulevard within the PDA, including industrial, commercial, (primarily multifamily) residential, and religious facilities. BART’s Richmond Rail Yard is immediately adjacent to the southern boundary of the PDA at Rheem Ave and 13th Ave, which is the continuation of Rumrill Boulevard.

The Burlington Northern Santa Fe Railroad tracks are located adjacent to the western edge of the PDA. On the other side of the tracks in Northern Richmond, there are light industrial uses from Chesley Avenue north to the Wildcat Creek Area, where there is some open space, and from the creek area to Brookside Drive, there are heavy industrial uses, including tent fabrication, a pallet supplier, and a recycling center.

RUMRILL BOULEVARD CORRIDOR PLAN

Map 4: Existing Land Use



- Single Family Residential
- Multi Family Residential
- Mobile Homes
- Service Station
- General Commercial
- Mixed Use
- General Industrial
- Public/Institutional
- Church/Religious Facility
- Parks/Recreation
- Open Space/Natural Areas
- Vacant Land
- Rumrill Boulevard PDA
- City Limits
- Railroads



Map Date: 5/6/2022

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

Residential Density and Non-Residential Intensity

Residential density is defined by dwelling units per acre (du/ac). As indicated in **Map 5**, most of the existing residential land area in the PDA is medium density (17-24 du/ac) and located in the northern and southern parts of the PDA. In the southern part of the PDA, most of the residential area is either medium density (17-24 du/ac), characterized by small-lot single family homes and mobile homes, or high density (24-40 du/ac), characterized by fourplexes. The northern part of the PDA has mixed residential densities, from a low-density single-family home (<8 du/ac) to a high-density three-story apartment building (>40 du/ac). Housing with low-medium density (9-16 du/ac) is fairly uncommon in the PDA but is scattered throughout and is typically characterized by small-lot single family homes on corner lots. Residential density in the PDA is higher than in San Pablo at-large, as the City is primarily composed of neighborhoods in the <8 du/ac and 9-16 du/ac categories, characterized typically by small-lot single-family homes.

Non-residential development intensity is defined by floor area ratio (FAR), which refers to the ratio between a building's total floor area and the total area of the site. For instance, a one-story building occupying half a parcel has an FAR of 0.5, while a three-story building occupying the same half of a parcel has an FAR of 1.5. As shown in **Map 5**, all but one of the non-residential buildings in the PDA have a FAR less than 1.0. The one building that has a FAR greater than 1.0 is a two-story, mixed-use building with ground-level commercial and second-story apartments, built in 1962. This pattern reflects the predominance of one-story buildings with a significant amount of land devoted to parking along the corridor. Non-residential intensity in the PDA is consistent with the City of San Pablo as a whole.

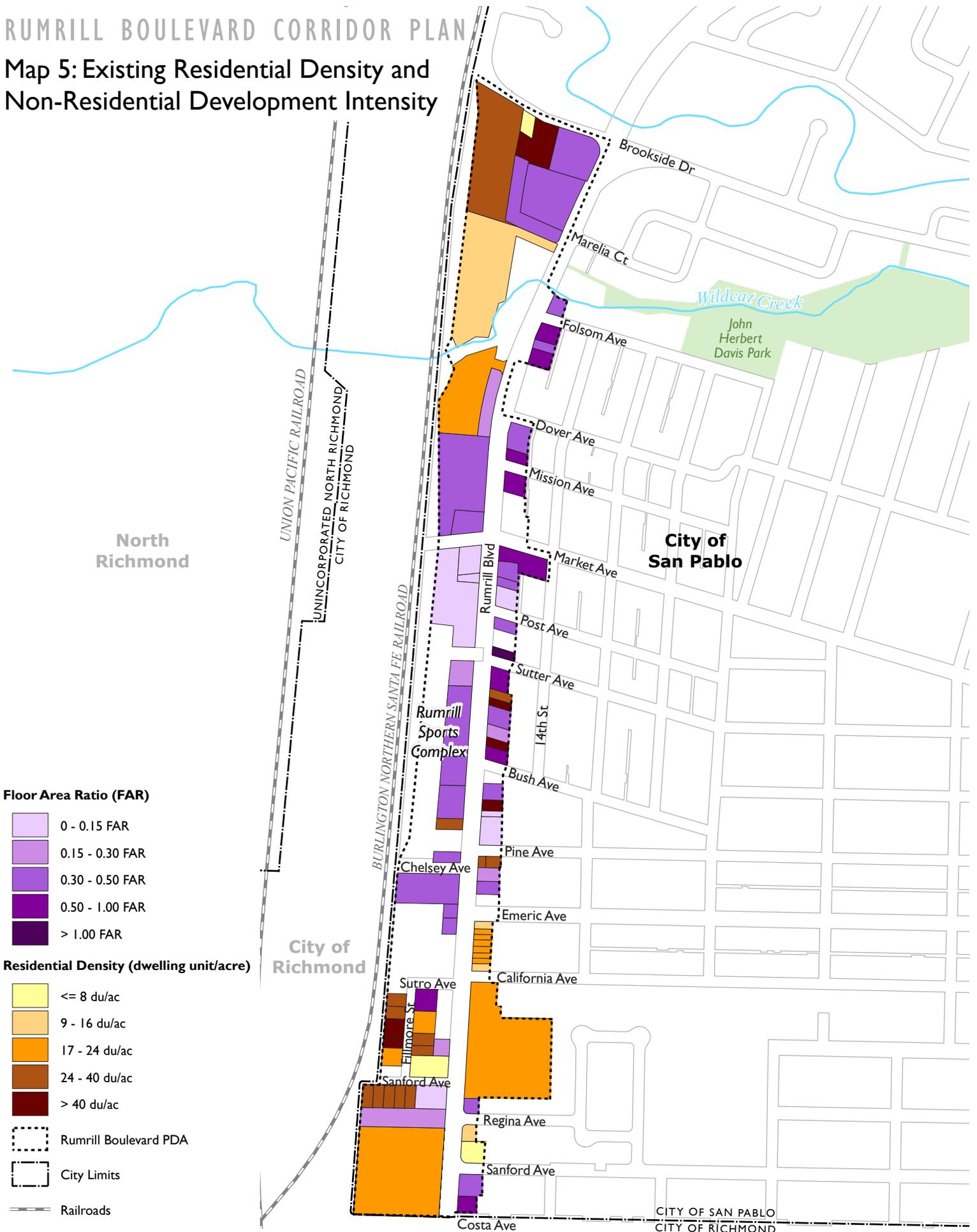
GENERAL PLAN LAND USE

General Plan Land Use designations reflect the desired distribution of future land uses, rather than the actual land uses that exist on the ground. General Plan land use designations are represented in **Map 6** and described in **Table 2**. 2030 General Plan residential land use designations for the Rumrill PDA include Medium Density Residential (northwest and southeast corners of the PDA) and Low Density Residential (eastern side of Rumrill Boulevard). Commercial designations include Neighborhood Commercial, Regional Commercial, and Commercial Mixed Use. The Commercial Mixed Use designation can include residential if the FAR is at least 0.5. Industrial Mixed Use makes up a large portion of land uses south of Market Avenue on the western side of Rumrill Boulevard, and the remaining land use designations include Parks/Recreation and Public/Institutional. Sites that are currently vacant are zoned Public/Institutional and Industrial Mixed Use.

The 2030 General Plan envisions the expansion of light industrial employment-oriented uses in the southwestern part of the City along Rumrill Boulevard and designates parcels on the west side of Rumrill south of Market as Industrial Mixed Use, where light manufacturing, distribution, sales and services are permitted with ancillary commercial and office spaces. However, the majority of parcels with the Industrial Mixed Use designation do not currently have an existing industrial use; most are developed with mobile homes, multi-family residential or general commercial use. As part of the General Plan Update, there is an opportunity to re-evaluate the Industrial Mixed Use designation in this part of the City and explore other options that may better suit community needs and market demands. Another

RUMRILL BOULEVARD CORRIDOR PLAN

Map 5: Existing Residential Density and Non-Residential Development Intensity

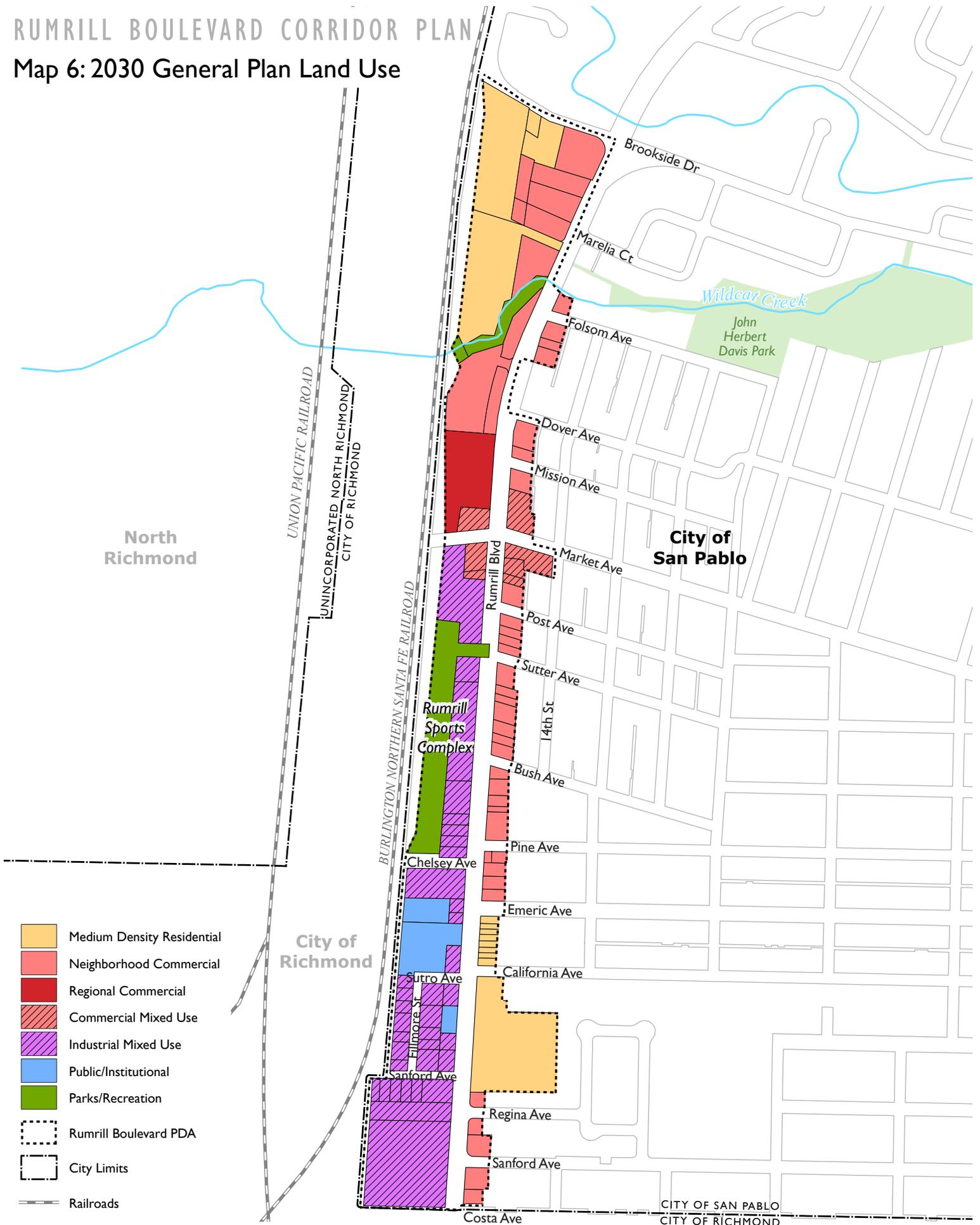


Map Date: 5/6/2022

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

RUMRILL BOULEVARD CORRIDOR PLAN

Map 6: 2030 General Plan Land Use



- Medium Density Residential
- Neighborhood Commercial
- Regional Commercial
- Commercial Mixed Use
- Industrial Mixed Use
- Public/Institutional
- Parks/Recreation

- Rumrill Boulevard PDA
- City Limits
- Railroads



Map Date: 5/6/2022

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

Table 2: General Plan Land Use Designations in Rumrill PDA

<i>General Plan Land Use</i>	<i>Description</i>	<i>Maximum Density</i>
Residential		
Low Density Residential	Single-family detached residential development. Minimum lot size is 5,000 sq ft.	Up to 12 units/acre
Medium Density Residential	Mix of housing types including small lot single family, attached single family and apartments, duplexes, triplexes, fourplexes, or townhomes. Minimum lot size is 7,000 sq ft.	12.1-24 units/acre
Mixed Use		
Commercial Mixed Use	Office, retail, commercial, and public uses. Typically two to three stories. Residential uses allowed only when commercial FAR is 0.50 or greater.	1.5 FAR, Up to 50 units/acre
Commercial		
Neighborhood Commercial	Small-scale commercial uses that primarily provide convenience, personal services, and social services. Designed to foster a pedestrian atmosphere along public streets. Residential not permitted.	1.0 FAR
Regional Commercial	Large-scale commercial development that services local and regional needs. Easily accessible by freeways and regional roadways, and contains a range of goods and services. Residential not permitted.	0.75 FAR
Industrial		
Industrial Mixed Use	Light manufacturing, distribution, sales, and services with ancillary commercial and office space. Retail not permitted.	0.60 FAR
Public		
Public/Institutional	Uses that serve a public purpose, including public/private schools, administrative offices, corporation yards, and public facilities such as hospital and medical centers, police stations, and fire stations.	N/A
Parks/Recreation	Improved and unimproved park facilities, including neighborhood, community, and regional parks; and recreational facilities that provide visual and open space and serve the outdoor recreational needs of the community.	N/A

Source: City of San Pablo General Plan, 2011.

category that should be re-examined is the Neighborhood Commercial category, which does not always reflect small-scale commercial opportunities, and also limits residential development potential.

EXISTING ZONING

The Zoning Ordinance is the primary implementation tool for the General Plan and establishes permitted land uses and development standards for each land use category. As with the General Plan land use designations, zoning designations do not necessarily coincide with existing land uses and as-built development intensities. **Map 7** shows the zoning districts established in the Municipal Code for the Rumrill PDA, and **Table 3** describes the standards for each district. A PDA Overlay District (D2) applies to the entire PDA, which promotes higher density and pedestrian-oriented uses in proximity to transit, consistent with the Plan Bay Area’s Sustainable Community Strategy. For mixed use and integrated developments that include residential uses, requirements include minimum densities between 20-60 dwelling units/acre or FAR between 0.5-2.5. The overlay allows for building heights up to 60 feet.

Table 3: Zoning Districts in the Rumrill PDA

<i>Zoning District Name</i>	<i>Abbreviation</i>	<i>Min Parcel Area (sf)</i>	<i>Min. Setback (ft)</i>	<i>Max. Height (ft)</i>
Multifamily Residential	R-3	10,000	15	48
Neighborhood Commercial	NC	2,000	None	30
Regional Commercial	CR	10,000	None	50
Commercial Mixed Use	CMU	5,000	None	50
Industrial Mixed Use	IMU	None	None	65
Institutional	I	None	None	27

Source: City of San Pablo Municipal Code

DEVELOPMENT PIPELINE PROJECTS

Currently, there is only one housing development project underway in the PDA at 1820 Rumrill Boulevard (approved in 2023) which is the site on **Map 8** located at the northeastern corner of Rumrill Boulevard and Market Avenue, a vacant City-owned site. As proposed, it would be 100 percent affordable, meaning all 45 apartment units would have rents that do not exceed 60 percent area median income (AMI).

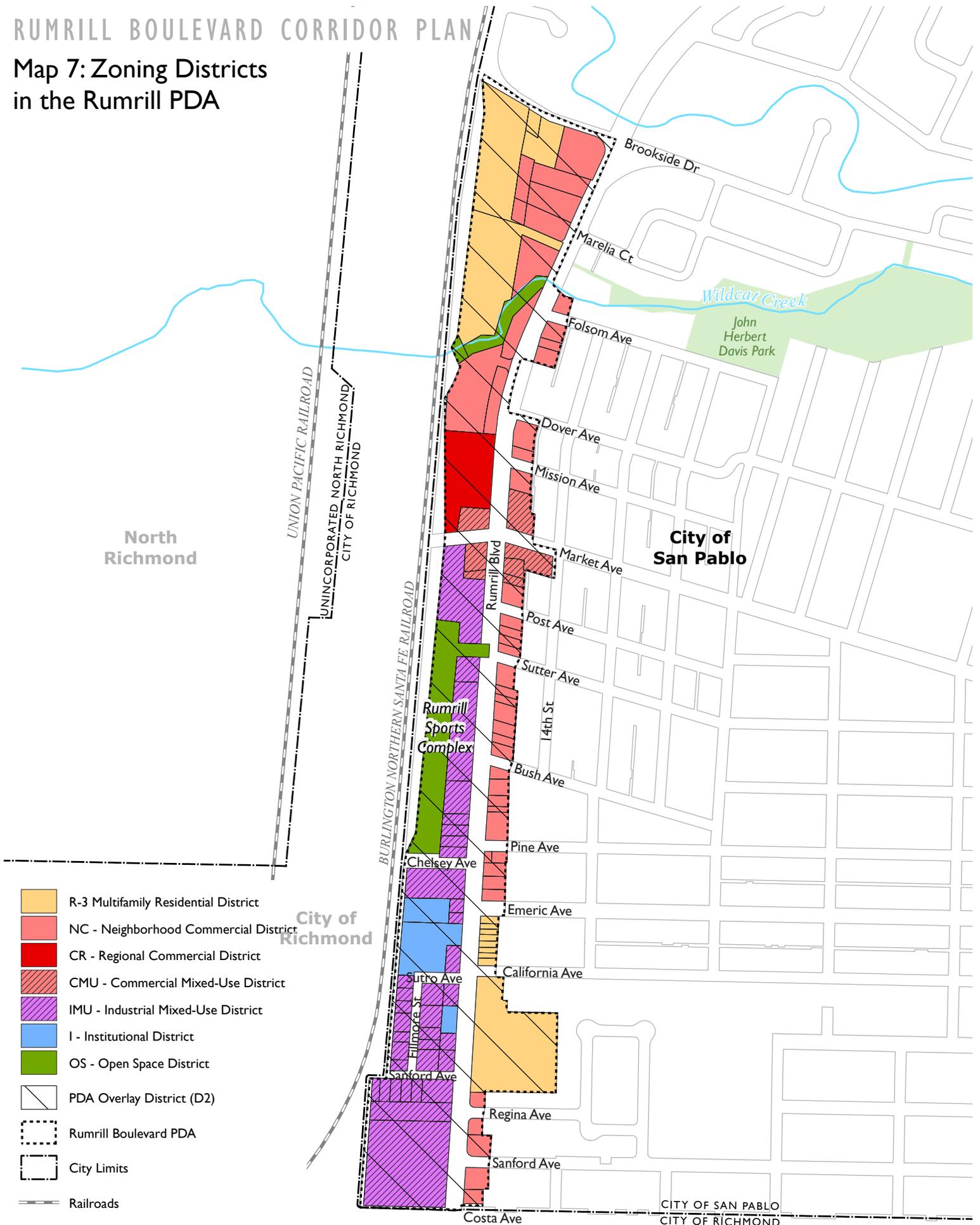
Lot Size and Ownership Patterns

Large parcels and clusters of smaller parcels under common ownership generally represent the best opportunities for redevelopment. However, most of the PDA is parceled into smaller, individually owned lots, while most of the larger lots (generally, 2-4 acres each) may not

Map 7 Zoning Districts in the Rumrill PDA

RUMRILL BOULEVARD CORRIDOR PLAN

Map 7: Zoning Districts in the Rumrill PDA



- R-3 Multifamily Residential District
- NC - Neighborhood Commercial District
- CR - Regional Commercial District
- CMU - Commercial Mixed-Use District
- IMU - Industrial Mixed-Use District
- I - Institutional District
- OS - Open Space District
- PDA Overlay District (D2)
- Rumrill Boulevard PDA
- City Limits
- Railroads

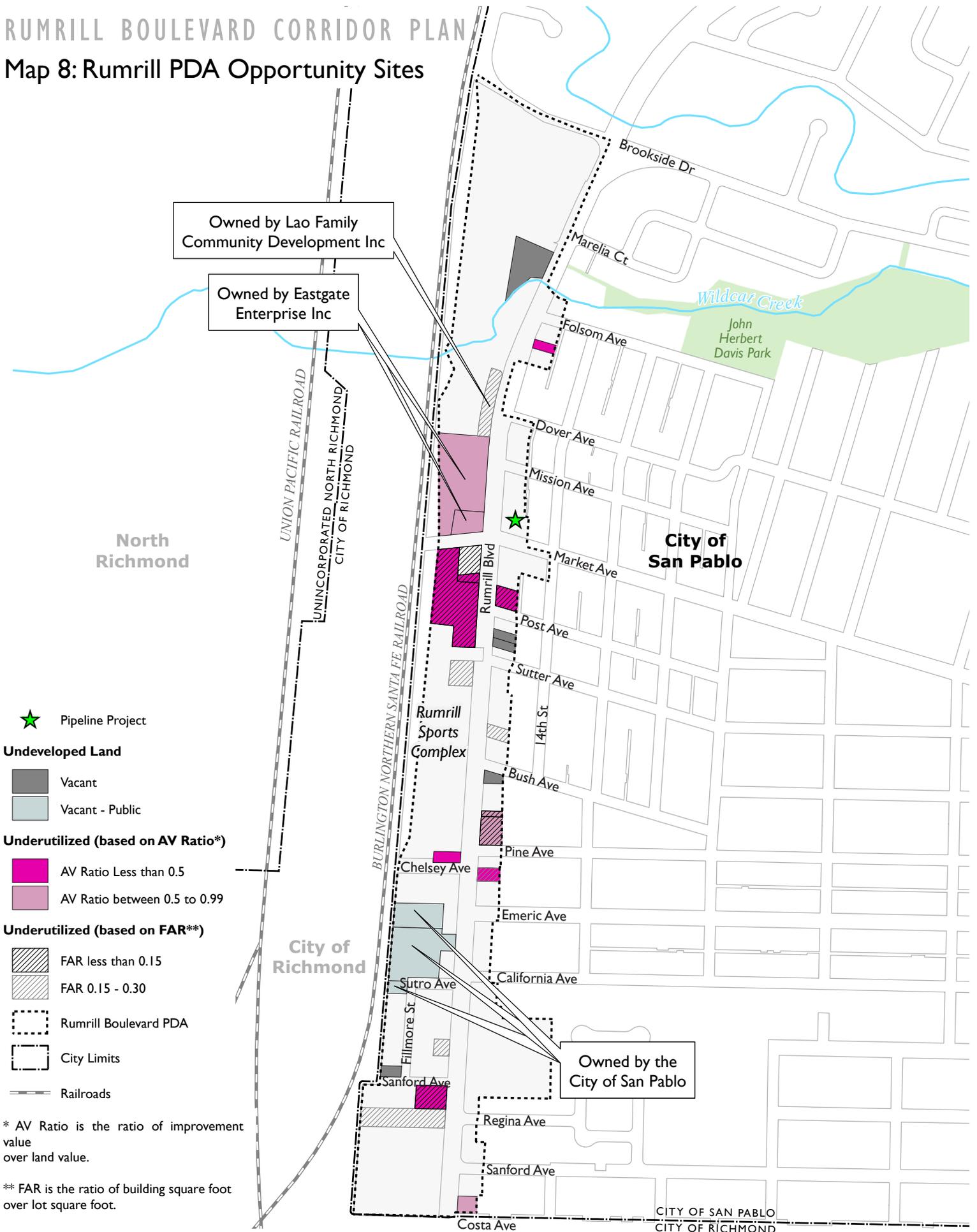


Map Date: 5/9/2022

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

RUMRILL BOULEVARD CORRIDOR PLAN

Map 8: Rumrill PDA Opportunity Sites

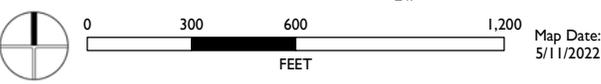


- ★ Pipeline Project
- Undeveloped Land**
 - Vacant
 - Vacant - Public
- Underutilized (based on AV Ratio*)**
 - AV Ratio Less than 0.5
 - AV Ratio between 0.5 to 0.99

- Underutilized (based on FAR**)**
 - FAR less than 0.15
 - FAR 0.15 - 0.30
- Rumrill Boulevard PDA
- City Limits
- Railroads

* AV Ratio is the ratio of improvement value over land value.

** FAR is the ratio of building square foot over lot square foot.



necessarily be options for redevelopment, such as the City-owned Rumrill Sports Complex, and the medium-to-high density residential sites owned by Rumrill Gardens CA LP (Rumrill Gardens Apartments), Andy Lin (Hacienda Mobile Home Park), and El Paseo Housing Investors (El Paseo Family Apartments). Otherwise, there are some clustered sites that offer redevelopment potential. These sites and ownerships are noted on **Map 8**. Eastgate Enterprise Inc owns Food Barn and the adjacent vacant lot at the northwestern corner of Rumrill Boulevard and Market Avenue, totaling 2.6 acres. Lao Family Community Development Inc/Lao Park Housing Cooperation owns three adjacent properties (1865, 1869 and 1883 Rumrill Boulevard) totaling 2.54 acres, which currently house multifamily apartments, a community development center, a grocery store, and a surface parking lot. There is one underutilized site noted on **Map 8** which corresponds to 1865 Rumrill Boulevard. A development proposal for a 45-unit affordable housing project on a vacant site at 1820 Rumrill Boulevard was approved in 2023. The City of San Pablo also owns three vacant parcels at 1411 Rumrill Boulevard, totaling 1.97 acres. Current plans are to potentially develop with a maintenance yard or electric vehicle charging facility, but the City could sell these parcels or pursue redevelopment through a public-private partnership.

OPPORTUNITY SITES

Opportunity sites are vacant or underused properties that have the greatest potential for land use or intensity change over the planning horizon. Underused properties are those where the value of the land is 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. Areas where vacant and underused properties are clustered present the best opportunities for redevelopment as they are locations that can accommodate significant physical change. The purpose of mapping opportunity sites is to understand where the greatest reuse or intensification possibilities exist, so that planning efforts can focus on these areas to establish the character and mix of uses the community prefers for each. Strategies to achieve that vision can then be incorporated into the Corridor Plan and General Plan.

Opportunity sites were identified by mapping vacant and underused land using data from the Contra Costa County Assessor. Underused land was determined by identifying parcels with a low assessed value ratio (AV ratio) and/or low floor area ratio (FAR). AV ratio is defined as the ratio of the value of existing permanent improvements (i.e., buildings) to the value of the land. Where this ratio is less than one, a parcel may be considered underutilized. In other words, the lower the value of permanent structures on a site relative to land value, the greater the propensity to change, especially if market conditions and zoning regulations allow higher development values to be realized. A ratio of less than 0.5 indicates even greater potential for redevelopment. Next, sites with low intensity existing uses were identified, as this provides another indication of potential for intensification in the future. Sites with FAR values of 0.3 or less were identified as having significant potential for redevelopment or expansion.

Sites with a low AV ratio, medium and low FAR, or both, along with vacant sites, are shown on **Map 8** as Opportunity Sites. These sites have been verified as potential opportunity sites based on windshield surveys, site visits, and input on development inquiries in the area from the City of San Pablo. Many sites are clustered together and concentrated in the southern and central parts of the PDA, particularly around the Market Avenue/Rumrill Boulevard intersection. Site locations taper off toward the northern part of the PDA. Most sites are redevelopment opportunities, but some are

vacant, most notably the City-owned cluster of three vacant parcels in the southern part of the PDA. As noted above, clusters of parcels under common ownership generally represent the best opportunities for redevelopment and these include the City-owned vacant lot cluster, the Eastgate Enterprise Inc parcels, and the Lao Family Community Development Inc parcel (which is adjacent to other parcels under the same ownership).

It is important to note that sites identified in this analysis as potential opportunity sites are simply development opportunities. These sites are likely to have greater propensity for change if the right set of land use designations and/or development incentives are provided. However, because development decisions will ultimately be made by the individual property owners, it is possible that some of these potential sites may not experience change over the next 20 years. Conversely, some sites not identified in this analysis may undergo redevelopment. This analysis is merely a tool to identify and quantify areas in San Pablo where future development is most likely to occur in the next 20 years. Possibilities for the future will be examined in further detail as part of the alternatives process for the Rumrill Boulevard PDA Plan.

Transportation

As it passes through the PDA, Rumrill Boulevard is a four-lane minor arterial with sidewalks on either side. South of Market Avenue there is on-street parking on either side of the road (with some exceptions), while north of Market Avenue there is a landscaped median and no on-street parking. Most major intersections along the corridor are controlled with traffic lights, while minor intersections typically have stop signs. Standard crosswalks (two parallel stripes) are located at most major intersections. There are few mature trees in the PDA and overall tree canopy is low, although new tree wells have recently been installed.

Completed in 2023, the entire corridor underwent a complete streets construction project, involving the installation of separated and protected Class IV bike lanes along the entire length; installation of safety improvements, including flashing beacons at crosswalks, improved lighting, ADA ramps, and median islands for crosswalks; enhanced pedestrian features including wider sidewalks, new trees and plants street greening, benches, and trash receptacles; improved storm drain infrastructure and bioswales; and road improvements including asphalt repair, slurry seal, and new traffic signal systems.

The Rumrill PDA is 1.8 miles west of Interstate 80, which provides regional 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 PDA is also approximately three miles northeast of Interstate 580, which provides connections to Marin and Sonoma Counties via the Richmond Bridge. There are no designated truck routes in the PDA, though, as noted in the 2015 Rumrill Boulevard/13th Street Complete Streets Study, truck volumes are high due to the industrial uses along the corridor, varying from 6 percent near Sanford Avenue to 15 percent near Pine Street.³

³ City of San Pablo; City of Richmond; Fehr & Peers et. al, Final Rumrill Boulevard/13th Street Final Complete Streets Study [Chapter 3: Existing Conditions], September 2015

TRANSIT

As shown on **Map 9**, the Rumrill PDA is directly served by three Alameda-Contra Costa Transit District (AC Transit) bus routes: 71, 76, and 376. Route 71, which connects to El Cerrito Plaza and Richmond BART Stations, runs through the entire Rumrill PDA corridor, while Route 376, a late-night service which connects to the El Cerrito del Norte and Richmond BART Stations, runs along the corridor north of Market Avenue. Route 76, which has triple the ridership of the other routes, bisects the PDA along Market Avenue, connecting riders to El Cerrito del Norte BART Station. Route 70, which connects to the Richmond BART Station, has a stop two blocks south of the southern edge of the PDA.

To access the Richmond Ferry Terminal by transit, riders must transfer from Route 71 to Route 74, or walk 0.6 miles to 23rd Street to catch the 74 directly. The Richmond Ferry provides service to downtown San Francisco with varying intervals and times between 6:30 am and 9:00 pm on weekdays; and four trips on weekends: one in the morning, one mid-day, and two evening trips. Bus headways and ridership data are summarized in **Table 4**.

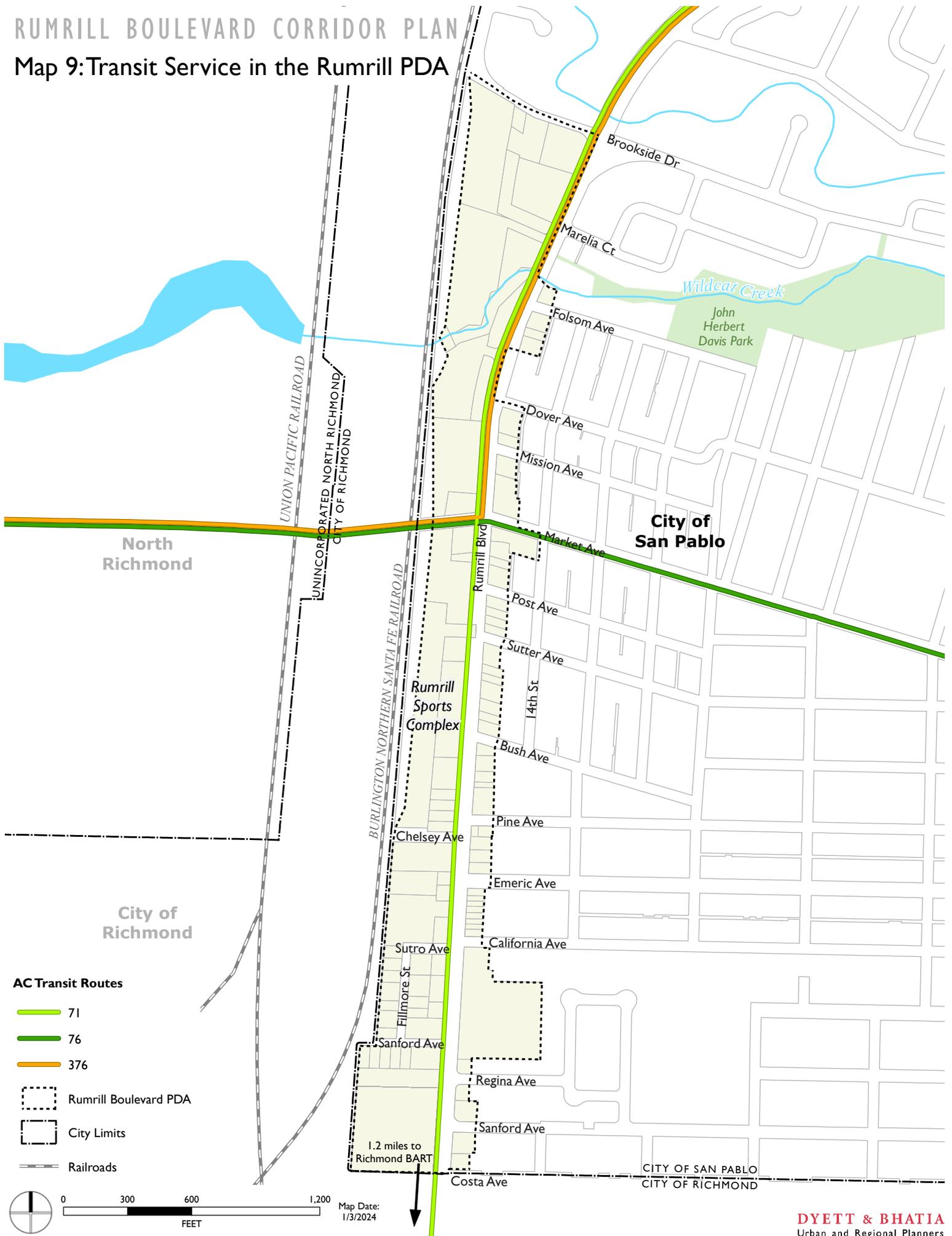
Table 4: AC Transit Service Summary

Line	Route	Weekday			Weekend		
		Hours	Headway	Avg. Daily Ridership	Hours	Headway	Avg. Daily Ridership
70	Richmond BART to Richmond Parkway Transit Center	6:35AM-9:06PM	10 minutes	956	6:36AM-9:06PM	10 minutes	458
71	Richmond Parkway Transit Center to El Cerrito Plaza BART	6:20AM-9:14PM	10 minutes	1,396	6:25AM-9:18PM	10 minutes	551
76	El Cerrito del Norte BART to Richmond Parkway Transit Center	5:17AM-8:15PM	30 minutes	2,524	6:17AM-8:14PM	30 minutes	1,477
376	El Cerrito del Norte BART to Pinole Ridge Shopping Center	8:23PM-3:18AM	30 minutes	268	8:22PM-3:17AM	30 minutes	281

Source: AC Transit Website, March 2022; AC Transit 2018 Ridership Report

RUMRILL BOULEVARD CORRIDOR PLAN

Map 9: Transit Service in the Rumrill PDA



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

BART provides rapid rail transit service to San Francisco as well as Contra Costa, Alameda, San Mateo, and Santa Clara counties from the Richmond BART/Amtrak station, located 1.2 miles to the south of the Rumrill PDA. BART operates in 15-minute intervals between 5:00 a.m. and midnight Monday through Friday; and 30-minute intervals on weekends between 6:00 a.m. to midnight on Saturdays and 8:00 a.m. to midnight on Sundays and major holidays. The Richmond BART station is also the connecting point for two California-based Amtrak routes. The Capitol Corridor, which serves Sacramento and Auburn to the east, and Oakland and San Jose to the south, operates 16 eastbound and 16 westbound trains on weekdays and 11 trains per direction on weekends. The San Joaquin, which serves the Central Valley corridor of Stockton, Fresno and Bakersfield, operates four trains per direction through the Richmond station on a daily basis. There are no private employer-sponsored shuttles that serve the PDA.

BICYCLE NETWORK

Prior to the Complete Streets project, there were no existing bicycle facilities along Rumrill Boulevard in the PDA. Class IV facilities have now been provided along the entire length of the corridor. In addition, two existing facilities intersect with Rumrill Boulevard including Class II bike lanes on Market Avenue and a Class I shared use path along Wildcat Creek. The Class IV (separated) bike lanes for Rumrill Boulevard, will extend from Costa Avenue north to connect with the existing Class II (striped) bike lane on Rumrill Boulevard at Road 20 (**Map 10**). The planned bike lanes will also connect with the existing Class II (striped) bike lanes on Market Avenue and the existing and planned segments of the shared use path along Wildcat Creek. Please see **Table 5** for a description of bikeway types used in San Pablo. Pedestrian Network. There are no sidewalk gaps on Rumrill Boulevard in the PDA but, as noted in the 2015 Complete Streets Study, sidewalks are less than five feet wide for the majority of the PDA corridor, and exceed five feet only in select places, mostly on the eastern side of Rumrill Boulevard. There are intermittent, landscaped traffic buffers separating pedestrians from 35 mile-per-hour vehicle traffic, though many of the trees planted in these buffers have been removed for construction of the Complete Streets project. There are also stretches of sidewalk with no traffic buffer at all. As described in the 2017 Bicycle and Pedestrian Master Plan, some of the side streets in the southwestern part of the PDA have sidewalk gaps, including Chesley Avenue, Regina Street, Fillmore Street and Sanford Avenue.

The 2017 Bicycle and Pedestrian Master Plan surveyed community members on their feelings about pedestrian safety across the City, and a variety of spots along Rumrill Boulevard in the PDA were identified as places where crossings felt unsafe, lighting was inadequate, or cars drove too fast. Additionally, Google Streetview images from 2019 and 2021 show that there are very few high-visibility crosswalks (crosswalks that include longitudinal lines, such as “ladder style”) in the PDA. One high visibility crosswalk, accompanied by a flashing pedestrian beacon and pedestrian refuge island, exists where Wildcat Creek Trail intersects with Rumrill Boulevard. The recently completed Rumrill Boulevard Complete Streets project, undertaken to better balance roadway space across all modes, improve bicyclist and pedestrian safety, and increase sustainability and economic vitality throughout the PDA, addresses many of the pedestrian network issues identified in this section.

RUMRILL BOULEVARD CORRIDOR PLAN

Map 10: Planned Bicycle Facilities in the Rumrill PDA



Map Date: 1/3/2024

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

Table 5: Bikeway Classifications

<i>Bikeway Type</i>	<i>Description</i>
Shared Use Paths (Class I)	Paved rights-of-way completely separated from streets; shared with pedestrians.
Bike Lanes (traditional) (Class II)	On-street bikeways that are delineated by painted pavement markings such as stripes and stencils.
Bicycle Routes (Class III)	Streets designated for bicycle travel and shared with motor vehicles.
Separated Bike Lanes (Class IV)	Space for bicyclists separated by parked cars, curbs, bollards, or planter boxes.

Source: San Pablo Bicycle and Pedestrian Master Plan, 2017

In addition to the installation of the planned separated bike lanes, improvements include:

- Bike racks.
- Flashing beacons at crosswalks, improved lighting, ADA ramps and median islands for crosswalks.
- Wider sidewalks, new trees and plants for street greening, benches, and trash enclosures.
- Improved storm drain infrastructure and bioswales to improve water quality and reduce flooding.
- Road improvements including asphalt repair, slurry seal, and new traffic signal systems.

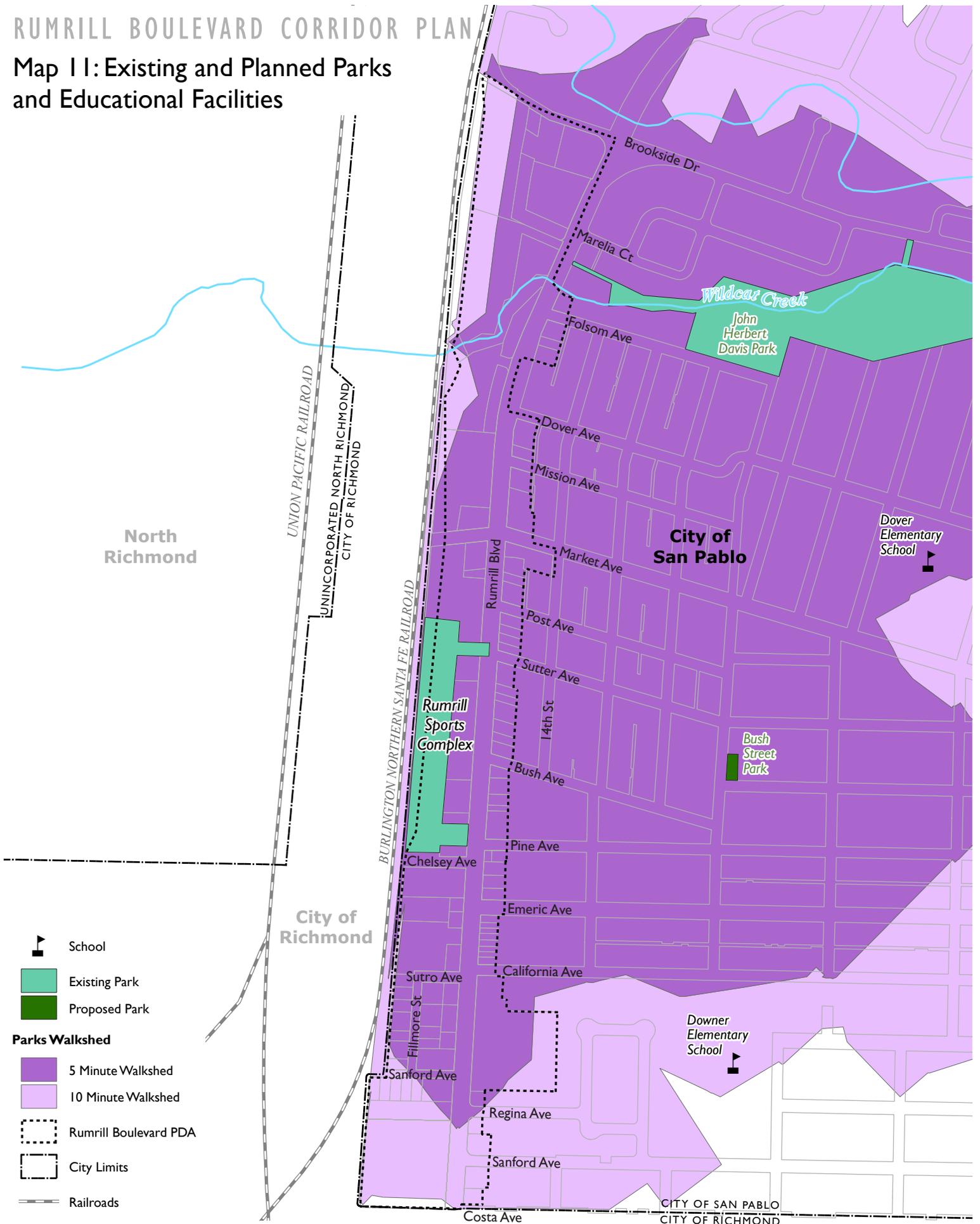
Parks and Public Facilities

There is one public park located within the PDA, the 4.3-acre Rumrill Sports Complex, which provides a small playground and three turf soccer fields for children (**Map 11**). Additionally, there is one existing and one planned park within easy walking distance from the PDA. A shared use path connects Rumrill Boulevard to John Herbert Davis Park, which is only a 0.2-mile walk from the PDA boundary. This park provides 11.4 acres of parkland plus access to a Multipurpose Room and Senior Center with City-sponsored programming. There is also a planned and fully-funded pocket park (0.1 acres) to be built at 17th Street and Bush Avenue, a five-minute walk from the PDA. This nature-themed park will feature a playground, native plantings, and fitness equipment. There are no parks in adjacent Richmond and North Richmond within a five-minute walkshed, but the Shields-Reid Park and Community Center is one within a 10-minute walkshed. As shown on **Map 11**, the entire PDA falls into a five-

Map 11 Existing and Planned Parks and Educational Facilities

RUMRILL BOULEVARD CORRIDOR PLAN

Map 11: Existing and Planned Parks and Educational Facilities



Map Date: 5/9/2022

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

minute (or approximately 0.25 miles) parks walkshed, except for the northwestern and southern edges, which fall into a 10-minute walkshed. The planned segment of the Wildcat Creek Trail along with adjacent linear parkland, passes directly through the northern portion of the PDA, and would complete a trail gap connecting John Herbert Davis Park to the North Richmond Ballfield.

There are no schools within the PDA. The nearest elementary schools to the PDA are Dover Elementary School, which is within a half-mile walk east of the northern half of the PDA, and Downer Elementary School, which is within a half-mile walk to the east of the southern half of the PDA. The nearest police station is on San Pablo Avenue, 1.3 miles to the east of the PDA; the closest fire station is Station 70 at 1800 23rd, just one-half mile to the east along Market Street, and the nearest clinic/hospital is the West County Health Center on San Pablo Avenue at Vale Road, 1.5 miles to the east of the PDA.

Historic Properties

Forty-eight properties in the PDA were built over 45-50 years ago and therefore may be age-eligible for historic designation. **Map 12** shows the age range of properties in the PDA as well as buildings of historic significance. Age-eligible buildings (built prior to 1978) are generally concentrated in the center of the PDA. According to a records search at the Northwest Information Center (NWIC) of the California Historical Resources Information System, there is one building of historic significance located in the PDA at 1230 Sanford Avenue (**Map 12**).

Environmental Justice and Public Health

This section describes current conditions in the Rumrill PDA related to environmental justice and public health. A healthy community is achieved through the availability of high quality and affordable housing, low rates of disease, a healthy economy, a clean environment, access to recreation, proximity to healthy food and services, and many other factors.

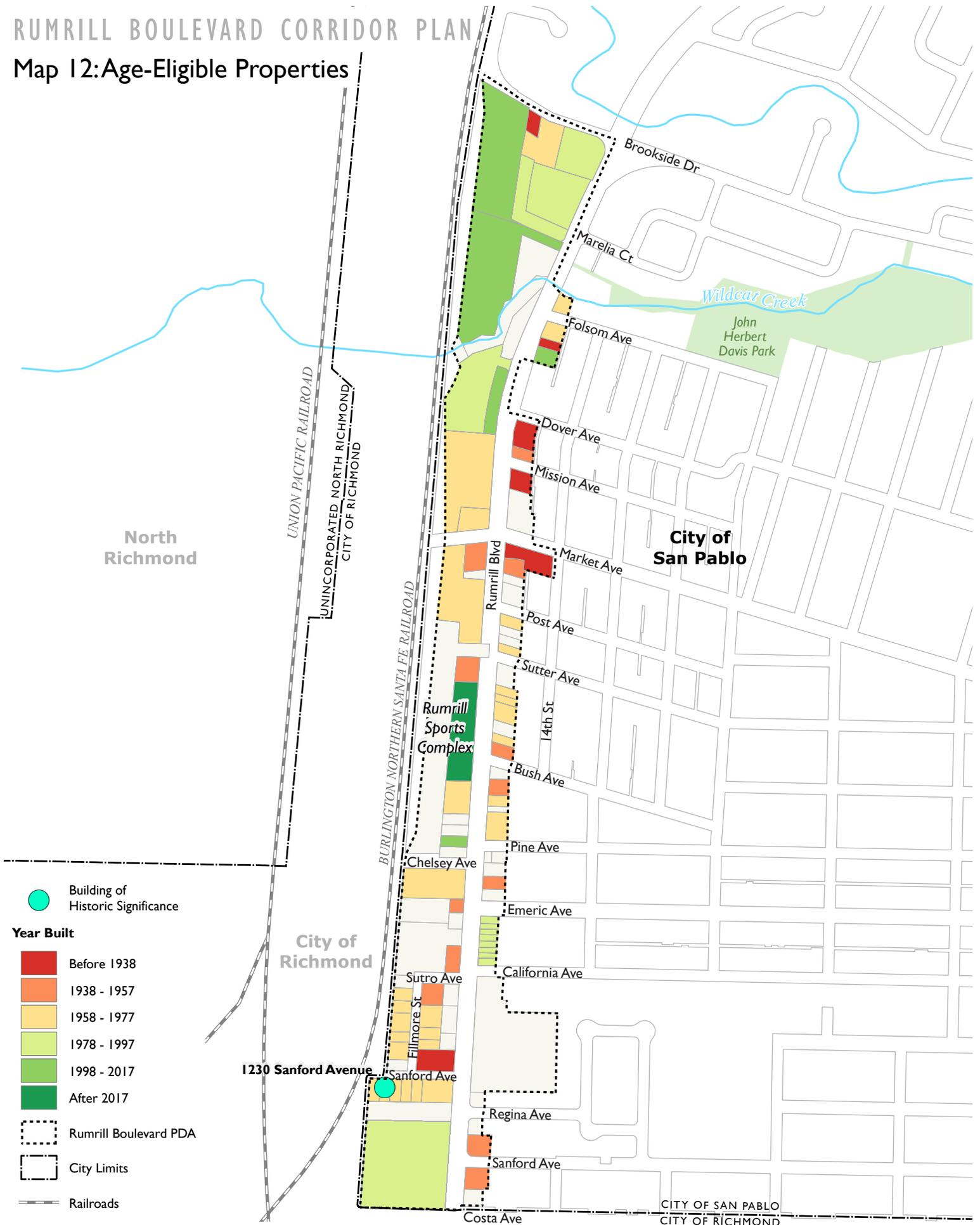
Socioeconomic factors that influence the health of those living in the PDA, such as poverty, housing cost burden, and lack of educational attainment, are discussed above. These social determinants of health can increase stress levels and/or make healthy living more difficult, which can increase sensitivity to pollution. There are a number of environmental health factors that particularly burden those living in the Rumrill PDA, as detailed below.

DISADVANTAGED COMMUNITIES

California Senate Bill (SB) 1000 defines a disadvantaged community (DAC) as “an area identified by the California Environmental Protection Agency ... or an area that is a low-income area that is disproportionately affected by environmental pollution and other hazards that can lead to negative health effects, exposure, or environmental degradation.” Low-income areas are defined as locations where household incomes are at or below 80 percent of the statewide median income, or below the threshold designated as low-income by the Department of Housing and Community Development’s list of State income limits.

RUMRILL BOULEVARD CORRIDOR PLAN

Map 12: Age-Eligible Properties

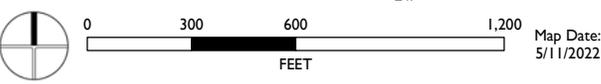


 Building of Historic Significance

Year Built

-  Before 1938
-  1938 - 1957
-  1958 - 1977
-  1978 - 1997
-  1998 - 2017
-  After 2017

-  Rumrill Boulevard PDA
-  City Limits
-  Railroads



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

CalEnviroScreen, described in the Methodology section of this report, is the primary screening method for identifying DACs. A DAC is a census tract that scores in the top 25th percentile of CalEnviroScreen's cumulative score when compared to census tracts statewide. CalEnviroScreen 3.0 was used to determine the location of official Disadvantaged Communities (DACs) within the planning area; the rest of the data in this section relies on CalEnviroScreen 4.0.

Map 13 shows DACs, pollution burden, and health factors in the Rumrill PDA. Based on CalEnviroScreen 3.0 criteria, most of the PDA (two of three census tracts) was identified as a DAC, except for the southwest portion. However, only the northernmost of these two tracts ranks above the 75th percentile for overall pollution burden according to CalEnviroScreen 4.0 data, with the other tract ranking above the 70th percentile. The southwestern portion of the PDA, which falls into a different census tract, ranks above the 65th percentile for pollution burden.

High-poverty neighborhoods tend to have limited options for healthy food and safe physical activity, which in turn can increase stress levels and make populations more sensitive to the effects of pollution. Conditions in the PDA, however, do not reflect these factors. **Map 13** highlights two factors that influence healthy living: access to grocery stores and bicycle routes. The PDA is well-served by grocery stores, and while existing bicycle routes are currently limited and only intersect with the PDA, the Complete Streets project has expanded the bicycle network in the PDA.

POLLUTION EXPOSURE

Pollution exposure occurs daily in virtually every community when people come into direct contact with air, food, water, and soil contaminants. These pollutants are often the result of incompatible land uses, polluting facilities, or other sources of exposure. Exposure to pollution can cause or worsen negative health outcomes and make people too sick to work, go to school or even go outside.

Air Quality and Related Health Conditions

Air pollution sources are generally mobile, such as from vehicles, or stationary, such as from industrial facilities. In the greater Bay Area, air pollutants of concern include ozone and particulate matter (notably fine particulate matter, PM_{2.5}) as the San Francisco Bay Area Air Basin exceeds federal and state permissible levels of these two pollutants.⁴ Ground-level ozone is typically produced by auto or industrial emissions reacting with ultraviolet (UV) light, while PM_{2.5} are very fine inhalable particles generated by fuel combustion. However, all PDA (and San Pablo) census tracts rank below the 50th percentile statewide for annual mean PM_{2.5} concentrations and below the 10th percentile statewide for the amount of daily maximum eight-hour ozone concentration. Diesel particulate matter (DPM), a subset of

⁴ Bay Area Air Quality Management District, 2017. *2017 Clean Air Plan: Spare the Air, Cool the Climate*. <https://www.baaqmd.gov/plans-and-climate/air-quality-plans/current-plans>, accessed May 2022.

RUMRILL BOULEVARD CORRIDOR PLAN

Map 13: SB535 Disadvantaged Communities (CES 3.0), Pollution Burden, and Health Factors



Disadvantaged Community

Supermarket and Corner Grocery Store

Rumrill Boulevard PDA

Pollution Burden Percentile

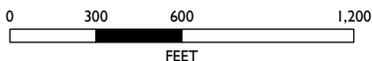
Top 25%

50% - 75%

Existing Bike Route

City Limits

Railroads



Map Date: 5/11/2022

PM2.5 produced specifically by diesel exhaust, is the pollutant of greatest concern in both San Pablo and the PDA. Residents and employees of the PDA are additionally impacted by the release of toxic pollutants from industrial activities. DPM is produced by exhaust from cars, trucks, buses, trains, ships, and other equipment with diesel engines. Exposure to DPM can lead to serious health conditions like asthma and respiratory illnesses and can worsen existing heart and lung disease, according to the California Office of Environmental Health Hazard Assessment (OEHHA). The entire PDA ranks above the 75th percentile for exposure to DPM. Likely DPM sources in the PDA are cars, trucks, and other traffic passing through the area. According to the 2015 Rumrill Boulevard/13th Street Complete Streets Study, truck volumes are high throughout the Rumrill corridor even though Rumrill Boulevard is not a designated truck route. The nearby Giant Road designated truck route plus the light to heavy industrial uses located on the west side of the corridor in between the two railroad lines likely contribute to truck volumes along the corridor.

Exposure to DPM can both produce and worsen respiratory and cardiac illnesses; this is of particular concern because the age-adjusted rates of emergency department visits for asthma and for heart attacks are high in the PDA compared to census tracts statewide. The entire PDA ranks above the 90th percentile for age-adjusted rates of emergency department visits for asthma. Most of the PDA is also affected by cardiovascular disease. The area north of Market Avenue ranks above the 75th percentile for cardiovascular disease, while the area south of Market Avenue (except for the southwest portion) ranks above the 70th percentile. This variation in cardiovascular disease across the PDA may be linked to variation in pollution exposure. Recalling **Map 13**, the area north of Market Avenue ranked above the 75th percentile for pollution burden, with the burden lessening towards the southwestern portion of the PDA.

Living near industrial facilities that emit toxic chemical releases into the air, either from production facilities or off-site incineration, can result in chronic exposure to contaminated air and acute exposure in the event of an accident at a facility. CalEnviroScreen 4.0 has mapped out toxic release-generating facilities in the U.S.⁵ There are nine facilities in the neighboring City of Richmond, most notably the Chevron Refinery, which is two miles from the PDA and the biggest local polluter according to U.S. EPA data.⁶ As such, the entire PDA ranks above the 75th percentile for exposure to releases from ongoing industrial activities, such as air pollutants released from a smokestack, as well as accidental releases.

In 2017, the California State Legislature passed Assembly Bill (AB) 617 to assist communities disproportionately impacted by pollution with air quality monitoring and air pollution reduction efforts. Richmond-San Pablo was one of the communities identified for a Community Air Monitoring Plan and Community Emissions Reduction Plan. This work is being led by the Bay Area Air Quality Management District in conjunction with local leaders and stakeholders, with input from the community.

⁵ <https://oehha.ca.gov/calenviroscreen/indicator/toxic-releases-facilities#:~:text=Why%20is%20this%20indicator%20included,are%20released%20during%20an%20accident.>

⁶ <https://www.epa.gov/toxics-release-inventory-tri-program>

Safety

HAZARDOUS MATERIALS

Hazardous chemicals, such as gasoline, diesel, solvents, and heavy metals, are often stored in containers on land or in underground storage tanks. Leaks from these containers and tanks can contaminate soil and pollute groundwater. Following a leak, the land and groundwater may take many years to clean up and resolve. People who live near contaminated groundwater may be exposed to chemicals moving from the soil into the air inside their homes or into drinking water, according to the California Office of Environmental Health Hazard Assessment (OEHHA).

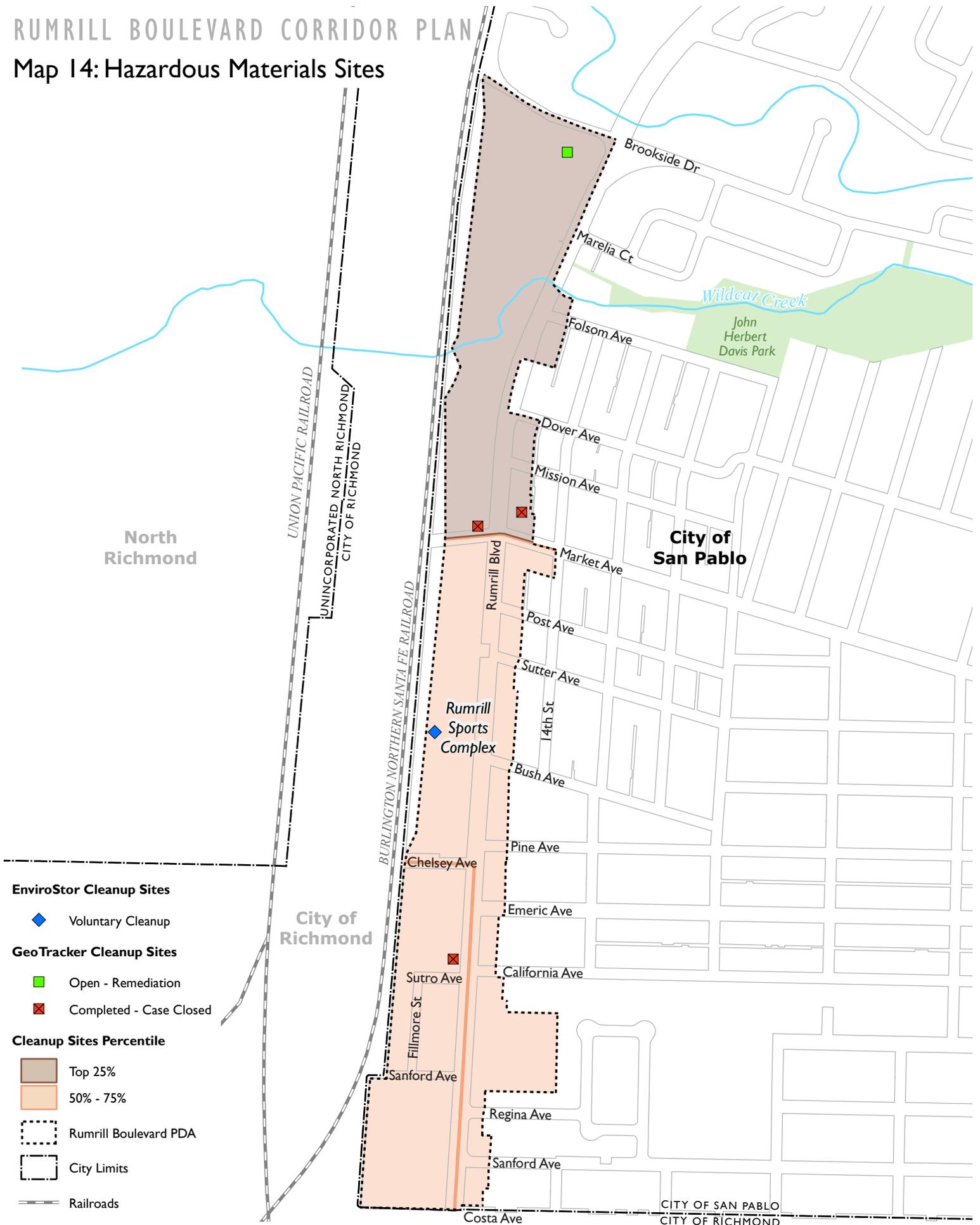
The California State Water Resource Control Board (SWRCB) maintains GeoTracker, a data management system that can be accessed by state boards, regional boards, and local agencies to acquire information regarding the location of underground storage tanks, leaking underground storage tanks, land disposal sites, as well as other areas that may require ground water cleanup. GeoTracker lists four locations within the PDA that have been identified as cleanup sites. Three of these sites have been remediated and are considered closed, while one remains open. The location of cleanup sites is shown on **Map 14**. The PDA south of Market Avenue ranks above the 50th percentile statewide for number of cleanup sites, while the PDA north of Market Avenue ranks in the top 25th percentile (**Map 14**).

At the active cleanup site near the intersection of Rumrill Boulevard and Brookside Drive, soil and groundwater beneath the site have been contaminated by tetrachloroethylene, also known as PCE or PERC, a contaminant from dry cleaning operations. Several environmental investigations have been conducted at the site since 2004. The investigation results indicate that the dissolved PCE plume has migrated off-site (to the west) beneath the adjacent apartment building. The site has remained open despite remediation efforts in 2011. As such, the property is under a covenant restricting development to industrial, commercial, or office space uses.

The California Department of Toxic Substances Control's EnviroStore database lists one additional voluntary cleanup site in the area at Rumrill Boulevard and Chesley Avenue, which is the site of a former railway maintenance facility that closed in the early 1980s. This site is located on the site of the Rumrill Sports Complex (**Map 14**). The soil was found to be contaminated with arsenic, lead, cadmium, pesticides, polychlorinated biphenyls, polynuclear aromatic hydrocarbons and diesel- and motor-oil range total petroleum hydrocarbons. Site remediation took place between September 2014 and June 2015, and the cleanup was certified in June 2017. A cap was installed to prevent residual contamination from leaching into underlying soil, and annual inspections are required. A land use covenant prohibits residences, schools, day care centers and hospitals from being established on site.

RUMRILL BOULEVARD CORRIDOR PLAN

Map 14: Hazardous Materials Sites



Map Date: 5/11/2022

SOURCE: EnviroStor, 2022; Geotracker, 2022; CES, 2021; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

NATURAL HAZARDS

In terms of natural hazards, the PDA is primarily susceptible to seismic and flooding hazards. The PDA is in a seismically active region as the North Hayward fault is located approximately one and a half miles east of the PDA, and the San Andreas fault is about fifteen miles to the west.

There are a number of aftereffects that may occur in the event of an earthquake and the PDA is most susceptible to liquefaction. Liquefaction occurs when earthquake-induced ground shaking causes water-saturated, loosely packed sandy or silty materials to lose strength and stiffness. This can cause buildings to collapse, pipes to leak, and roads to buckle. Soil layers in areas where the groundwater table is near the surface have higher liquefaction potential than those in which the water table is located at greater depths. Because soils with liquefaction susceptibility often swell when wetted and shrink when dried, special measures are needed for the construction of tall buildings or basements, which can add to development costs and pose challenges for project feasibility.

As shown on **Map 15**, due to the presence of Wildcat Creek and its impact on the surrounding water table, the area of the PDA around the Creek has very high liquefaction susceptibility. South of Market Avenue, liquefaction susceptibility is moderate. Portions of the PDA are in the 100- and 500-year flood hazard areas, as delineated by the Federal Emergency Management Agency (FEMA). The 100-year flood zone refers to areas that will be inundated by the flood event having a one percent chance of being equaled or exceeded in any given year. The 500-year flood zone refers to areas that will be inundated by the flooding event having a 0.2 percent annual chance of occurring. As indicated on **Map 15**, the risk of flooding is highest surrounding Wildcat Creek, with the immediate area located in a 100-year flood zone.

The City of San Pablo Municipal Code has established regulations for building in flood hazard areas. In addition to permit approval by the floodplain administrator, construction in a flood hazard area requires anchoring the structure to prevent floating, using specific flood-resistant building materials, construction methods to prevent water pooling in electrical and other service equipment, and elevation of the structure, among other requirements.⁷

⁷ For more information on building in flood hazard areas, see <https://www.codepublishing.com/CA/SanPablo/#!/SanPablo15/SanPablo1528.html#15.28.060>

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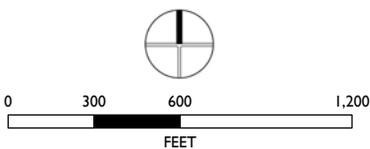
Map 15: Natural Hazards Susceptibility



FEMA Flood Hazard Zones
 100 year flood zone
 500 year flood zone

Liquefaction Susceptibility
 Very high
 Moderate

Rumrill Boulevard PDA
 City Limits
 Railroads



Key Findings and Considerations

The following is a summary of key findings and implications for the Rumrill Boulevard Corridor Plan, General Plan and Housing Element Update project:

Demographics

- Rumrill PDA residents tend to be younger than Contra Costa County residents, as are San Pablo residents on the whole; however, the PDA has a higher share of people ages 18 to 44 and a lower share of adolescents and children than does the City as a whole.
- There are fewer people living alone and fewer households with children in the PDA than in the City as a whole, but the share of non-family households is nearly six times greater in the PDA, which suggests a higher number of younger, unrelated adults living together in shared accommodation in the PDA than in the City as a whole. It also indicates a potential market for affordable studio and one-bedroom apartments as well as multi-bedroom units that can provide affordable shared accommodation as housing stock is increased in the area.
- An overwhelming majority - nearly 83 percent - of PDA residents identify as Latinx/Hispanic and a full 61 percent speak Spanish at home. These rates are substantially higher than in the City as a whole. This means that the PDA is a distinctly Latinx/Hispanic community within San Pablo, which is itself a majority-minority City.

Housing

- There is a mix of housing types in and adjacent to the PDA today. The existing stock along the corridor is primarily apartment buildings and fourplexes, although there is a small subdivision of single-family homes organized around a central driveway and there is a large mobile home community at the southern end of the corridor. Single-family neighborhoods are immediately adjacent to the PDA to the east.
- A full 48 percent of the housing units in the PDA are subsidized by HUD or by low-income housing tax credits.
- There is a substantial rate of housing burden in the PDA, with 41 percent of households devoting more than 30 percent of their income to housing costs. One of the three census tracts in the PDA ranks in the top 25 percent most burdened in California. Nevertheless, the average rate of housing burden in the PDA is less than in San Pablo as a whole, due to its high percentage of subsidized housing.
- While the average home sales price in San Pablo is substantially below that in Contra Costa County as a whole and the annual rate of increase was half that seen in the County, home purchase prices are still far beyond the financial means of most residents in the PDA.

Employment and Economy

- There are three times as many employed residents in the PDA as there are jobs. Employment in the PDA is primarily in the retail and service sectors. These jobs are generally filled by people living outside San Pablo, with nearly one third living more than 25 miles from the PDA.
- Most PDA residents are employed outside the PDA and they overwhelmingly commute to work alone in a car. They are primarily employed in the following sectors: healthcare and social assistance (16.8 percent), retail trade (11.9 percent), and accommodation and food services (11.2 percent). Jobs in these sectors can involve irregular work hours, which makes commute by transit less viable.
- Nearly one third of PDA residents have not completed high school and only seven percent have some college-level education or a degree. Levels of educational attainment are notably lower in the PDA than in the City as a whole or in the County as a whole, which indicates that proactive workforce development should be a particular focus of economic development activities on the corridor.

Land Use and Development

- The corridor features an eclectic mix of existing land uses. While existing land use in the PDA is predominantly residential (nearly 77 percent), the corridor also contains San Pablo's only existing industrial uses. Commercial uses tend to be concentrated mid-corridor. There is relatively little vacant land – just eight parcels in total, four of which are under City ownership, including 1820 Rumrill where an affordable housing project (approved in 2023) and a cluster of three in the southern part of the PDA.
- Surrounding uses outside the San Pablo City Limits include the Burlington Northern Santa Fe Railroad tracks, BART's Richmond Rail Yard, and industrial uses in North Richmond. Together with industrial and service commercial uses along the corridor, these uses present the potential for land use conflicts with existing and future sensitive residential uses.
- As-built residential densities in the PDA are on par with those seen in other parts of San Pablo, which are typically between 17 and 24 dwelling units per acre (du/ac), although some newer multifamily development in the north of the PDA have densities approaching 40 du/ac.
- As-built floor area ratios (FAR) are typically well below 1.0 FAR, as evidenced by the fact that the vast majority of non-residential properties along the corridor contain low-slung single-story buildings and large surface parking areas. There are a number of properties with an existing FAR of less than 0.3 that represent potential redevelopment opportunities, particularly where the assessed value ratio is less than 0.5.
- At the intersection of Market Avenue and Rumrill Boulevard, there is a cluster of underused parcels with low as-built FAR and assessed valuation (A/V) ratios that

represents an important redevelopment opportunity. Located at the heart of the PDA, this intersection is a prominent gateway into the community. A high density residential development project is proposed on a City-owned parcel on the northeast corner of the intersection, which would provide up to 45 affordable apartment units, priced for households making less than 60 percent of the area median income.

- In general, parcel size in the PDA 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. Through the planning process, the City should look to engage these owners in particular to explore redevelopment opportunities.
- There is also a cluster of vacant City-owned parcels set back from Rumrill Boulevard near Sutro Avenue in the south of the PDA that could potentially serve as a catalyst site were the City to pursue redevelopment through sale or a public-private partnership.
- A range of General Plan Land Uses provide for a mix of uses along the corridor and a PDA zoning overlay permits additional density, intensity and height to facilitate more intense development within the PDA. However, many existing land uses within the Industrial Mixed Use (IMU) designation are non-conforming. The IMU designation envisions light manufacturing, distribution, sales, and services with ancillary commercial and office space, but existing uses include mobile homes, multi-family residential or general commercial uses. This mismatch suggests the need to revisit the IMU designation. The City should also evaluate the Neighborhood Commercial sites in the PDA, as some of these properties are not well-suited to small-scale commercial and could more appropriately accommodate higher level commercial or mixed uses.
- A significant number of buildings in the PDA were built prior to 1977, which means they are over 45 years old and age-eligible for historic designation. Older buildings are generally concentrated in the center of the corridor. Prior to redevelopment, a survey may be required to determine historic significance, which can add to the cost of redevelopment.

Mobility and Transportation

- The PDA has good transit access. Three AC Transit bus routes serve the area and provide connections to the Richmond and Del Norte BART stations as well as the Richmond Ferry Terminal. The Richmond BART station is about one mile south of the PDA and the Richmond Ferry Terminal is about three miles to the south.
- Existing bicycle facilities include a Class II striped bike lane on Market Avenue and a Class I shared use path along Wildcat Creek. Planned Class IV bicycle facilities on Rumrill Boulevard were installed as part of the recent Complete Streets project for the corridor, which also included the installation of high visibility crosswalks, lighting and landscaping which will improve safety for pedestrians, cyclists and other more vulnerable roadway users.

- There are no designated truck routes in the PDA; however, existing industrial uses in and adjacent to the PDA generate high volumes of truck traffic. Addressing the potential for roadway conflicts and pollution exposure will be an important planning consideration.

Public Health, Safety, and Environmental Justice

- The PDA features excellent healthy food access, with an array of small and mid-sized grocery stores catering to the cultural preferences of area residents.
- The PDA offers relatively easy access to park and recreational facilities. Nearly all of the PDA is within five minutes' walk of a park facility. The Rumrill Sports Complex is located at the heart of the PDA and John Herbert Davis Park is connected to the northern portion of the PDA by the riparian Wildcat Creek trail. Additionally, a new pocket park is planned at 17th Street and Bush Avenue just east of the PDA.
- Along the corridor today, there is very little green space and few trees; however, the Complete Streets project involved tree planting and landscaping. Landscaping and the creation of plazas and open spaces as part of new development along the corridor can also help address issues associated with urban heat, air quality, and noise pollution.
- Pollution burden is a pressing concern in the area. Rates of exposure to diesel particulate matter from trucks and toxic pollution from industrial activities, most notably the Chevron Refinery in Richmond, contribute to some of the highest rates of pollution exposure in California. Development of a local air monitoring plan and emission reduction plan pursuant to AB 617 is ongoing to address these issues.
- Properties in the northern part of the PDA, generally in the vicinity of Wildcat Creek, are subject to flooding and liquefaction hazards. Addressing these hazards will add cost to proposed developments in these areas and is potentially a limiting factor for redevelopment.
- There are relatively few known hazardous materials sites in the area, in spite of the extent of industrial activities. One site in the northern portion of the PDA is undergoing active remediation for contamination by PCE (tetrachloroethylene) from prior dry cleaning operations. Remediation on three other sites is complete. Overall, hazardous materials contamination does not appear to be a constraint to development or a substantial risk to public health in the area.

