



Attachment A

FUTURE CONCEPTS

Rumrill Corridor Plan

September 19, 2024

DYETT & BHATIA
Urban and Regional Planners



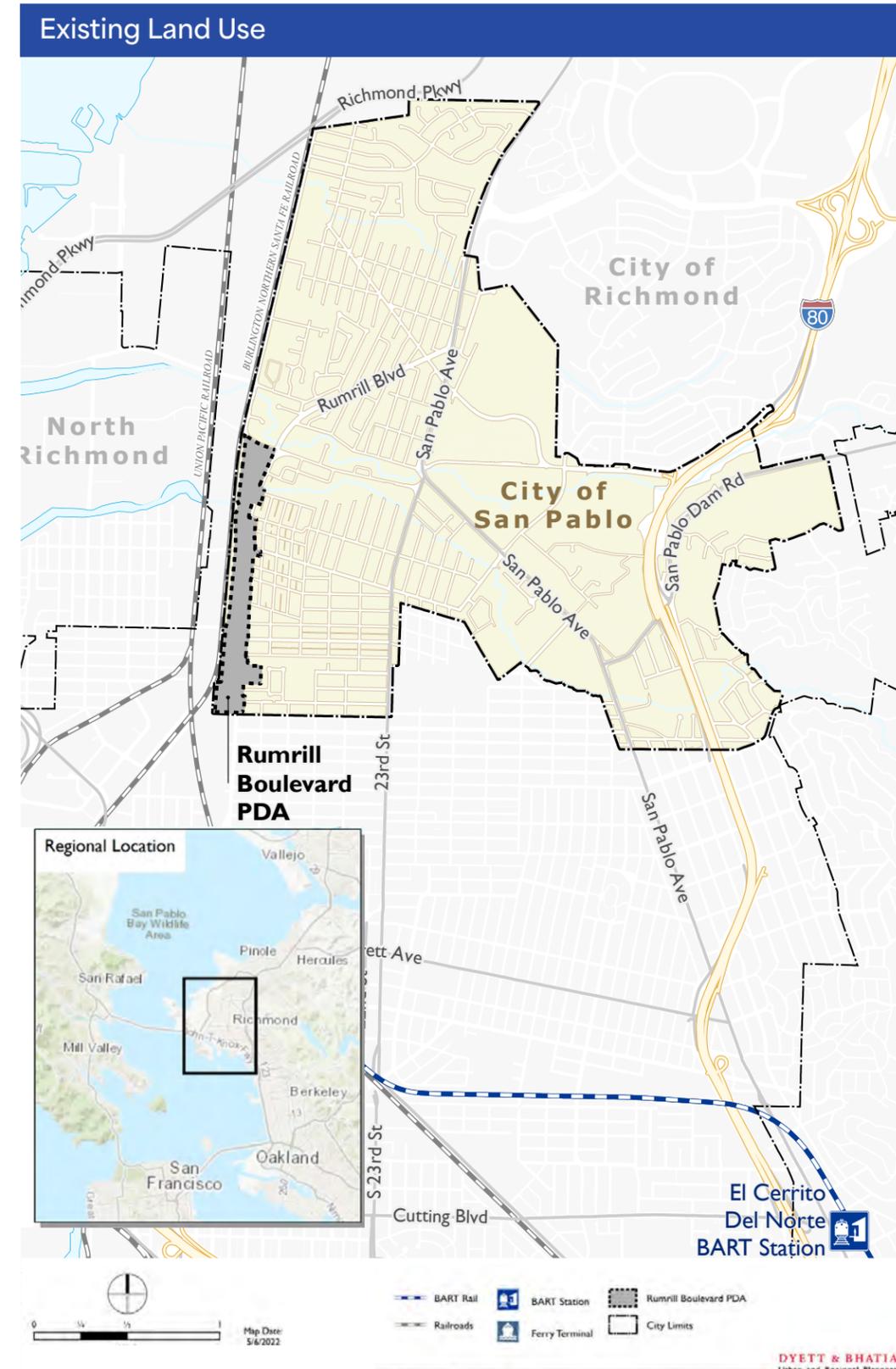
RUMRILL CORRIDOR PLAN - INTRODUCTION

With a grant from the Association of Bay Area Governments (ABAG), the City of San Pablo is preparing a Corridor Plan for a segment of Rumrill Boulevard that extends from Brookside to Costa Avenue at the southwestern City limit. This segment of the corridor is designated as a Priority Development Area (PDA), currently identified as an Employment Focus Area in Plan Bay Area 2050 and projected to see 22 new households and 194 jobs added by 2040. A predominantly Latinx area, major existing uses along the corridor include industrial yards, the Rumrill Sports Park, an older mobile home park, and the Rumrill Garden Apartments, together with a variety of auto-related uses, grocery stores, churches, restaurants, commercial services, and several underused and abandoned properties. While a Complete Streets Study for the corridor was completed in 2015 and related improvements were constructed in 2023, the corridor has never been studied as a whole with a view to establishing a coherent vision, land use and development strategy, or plan for revitalization.

The Rumrill Corridor Plan represents an opportunity to plan holistically for the area and develop a strategy that will lead to improved environmental conditions, economic opportunities, and housing development sites. Key objectives established for the project include:

- Integrating new housing into the corridor to meet community needs;
- Supporting existing businesses and attracting new ones to the corridor to expand job opportunities for local residents;
- Greening the corridor to moderate summer heat, improve air quality, and provide comfortable outdoor gathering spaces; and
- Improving neighborhood quality of life.

Early phase work included pop up outreach and a community-wide survey to establish priorities and preferences for the future of the Rumrill Corridor and preparation of a background report to document existing conditions and opportunities related to land use, development, employment, transportation, parks, public services, and environmental conditions. Building on the early phase work, this document outlines three alternatives for the Rumrill Corridor Plan that represent potential future concepts for the community to consider. In August and September 2024, community members are invited to share their feedback on these alternatives and help shape the content of the Rumrill Corridor Plan. Community feedback will be presented to the San Pablo Planning Commission in the autumn of 2024.



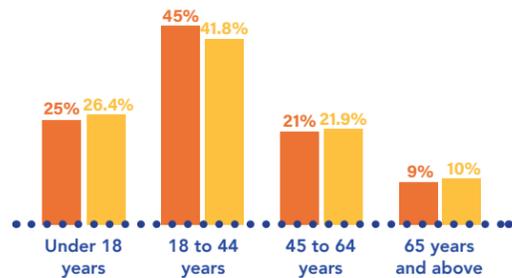
RUMRILL CORRIDOR PLAN - ALTERNATIVES

Reflecting the priorities and preferences identified through prior outreach activities, these alternatives represent different options for land use and economic development in the Rumrill Corridor Priority Development Area (Rumrill PDA). The alternatives focus on locations where change is foreseeable over the next 10-15 years and they seek to capitalize on current trends and opportunities. The alternatives will be the focus of the next phase of community outreach, including property owner meetings, pop up outreach in the PDA, a community workshop, and web and social media engagement. The objective is to build consensus around a preferred set of strategies to incorporate into the Rumrill Corridor Plan, which will ultimately combine various features from two or more of the alternatives.

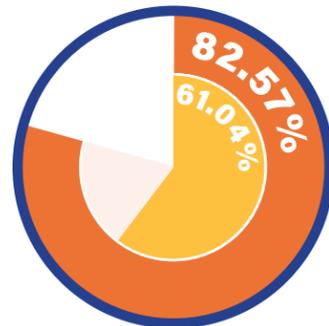
Key Considerations

- Rumrill PDA residents tend to be younger than the citywide average, with a higher share of PDA residents aged 18-44 and a lower share of families with children.
- There is a substantial rate of housing burden, with over 40 percent of PDA residents paying more than 30 percent of their income on housing, and a higher number of younger, unrelated adults living together in shared accommodation in the PDA than in the City as a whole, which suggests the need for studio apartments, live/work units, and other housing types that offer affordable options for young, single people.
- While housing affordability is an important priority, a full 48 percent of existing units in the PDA are subsidized. As such, promoting the construction of market rate housing should also be a focus of the Plan so as to avoid an over concentration of affordable units.
- Educational attainment levels are low, with only one third of PDA residents having completed high school and less than 7 percent of residents having some college education. Further, most residents are employed outside the PDA and they overwhelmingly commute to work alone in a car. Strategies to create jobs within the PDA and align workforce skills with the new jobs will help advance objectives related to economic development, sustainability, and quality of life.
- The Rumrill Sports Complex, which features three soccer fields, is a major attraction within the PDA. Parking supply and eating and dining options are limited for visitors to the Complex though. There is a need for a comprehensive parking management strategy not only for event days but also for residential parking along the corridor, especially in view of the fact that so many current residents commute to work by car and have off-peak shift work jobs that make use of transit infeasible.

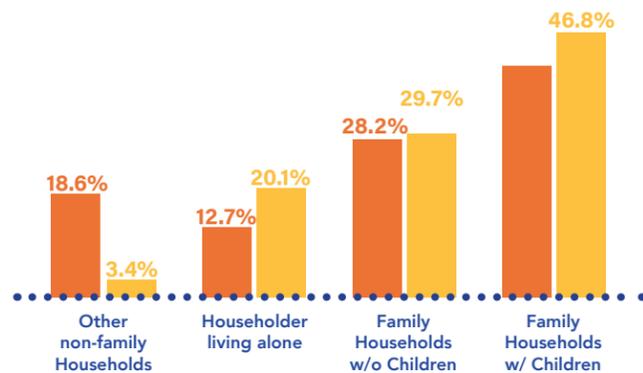
Age Demographics in Rumrill PDA versus City of San Pablo



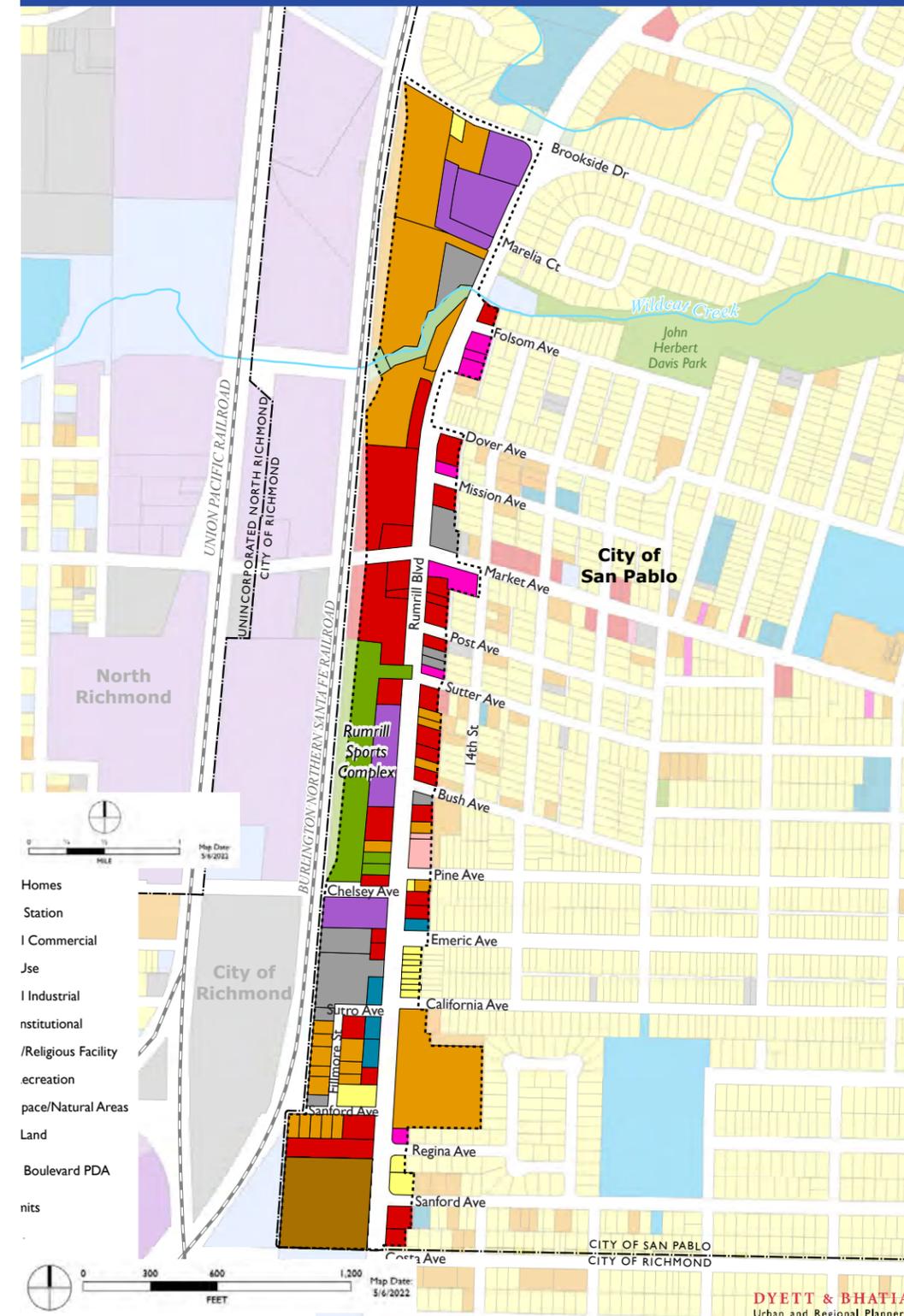
Hispanic Population in Rumrill PDA versus City of San Pablo



Household Structure in Rumrill PDA versus City of San Pablo



Existing Land Use



- In 2023, the City finished construction of the Rumrill Boulevard Complete Streets Project, which involved installation of protected bicycle lanes along the length of the corridor as well as high visibility crosswalks, lighting, landscaping, and trees.
- The PDA has good transit access, with direct connections to the Richmond and Del Norte BART stations as well as the Richmond Ferry Terminal. The area has no direct connections to the regional roadway network, although Market Avenue and Brookside provide indirect connections to the Richmond Parkway -an important regional thoroughfare- west of the PDA.
- The PDA has an active commercial sector comprised primarily of small and independently owned businesses in the following sectors: restaurant and food services; person and business services; auto repair and maintenance; manufacturing and wholesale. A full 85 percent of businesses in the corridor are locally-owned.
- While larger scale industrial and regional commercial uses are not viable in the PDA given land use and access characteristics, the Rumrill PDA presents opportunities for smaller commercial uses and industrial businesses seeking affordable spaces that do not require regional access. The Plan should seek to build on the nucleus of production, distribution, and repair-oriented businesses active in the PDA today, which include auto repair, apparel manufacturing, and food production.
- A cluster of underused properties at the prominent intersection of Market and Rumrill presents an important development opportunity at the heart of the PDA. Parcel size is relatively large on the west side of the intersection and ownership is less fragmented than elsewhere in the PDA. Market Avenue also connects through the City of Richmond, making this intersection a gateway to San Pablo. An affordable apartment complex is planned for construction on the northeast corner of this intersection. Land use and zoning standards should seek to incentivize high intensity development and gateway design at this location. AC Transit runs bus routes along both Market and Rumrill, presenting opportunities for transit-oriented development that reduces the need for private automobiles.
- Three adjacent City-owned parcels set back from Rumrill Boulevard near Sutro Avenue in the south of the PDA could

potentially serve as a catalyst site. Redevelopment of these parcels would need to be done in a manner consistent with the Surplus Lands Act, which requires that least 80 percent of the area be used for the development of housing with 40 percent of the units affordable to lower income households.

- A citywide survey of San Pablo residents found strong support for high density housing along the corridor, with 100 percent of respondents indicating support for new apartments and townhomes within the PDA. The City's adopted 2023-31 Housing Element envisions up to 354 new housing units in the Rumrill PDA by 2031. The Housing Element inventory has a healthy buffer at all income levels to ensure the City can navigate the "no net loss" provisions of State law in the event that sites develop at eyelids below those assumed in the Housing Element.

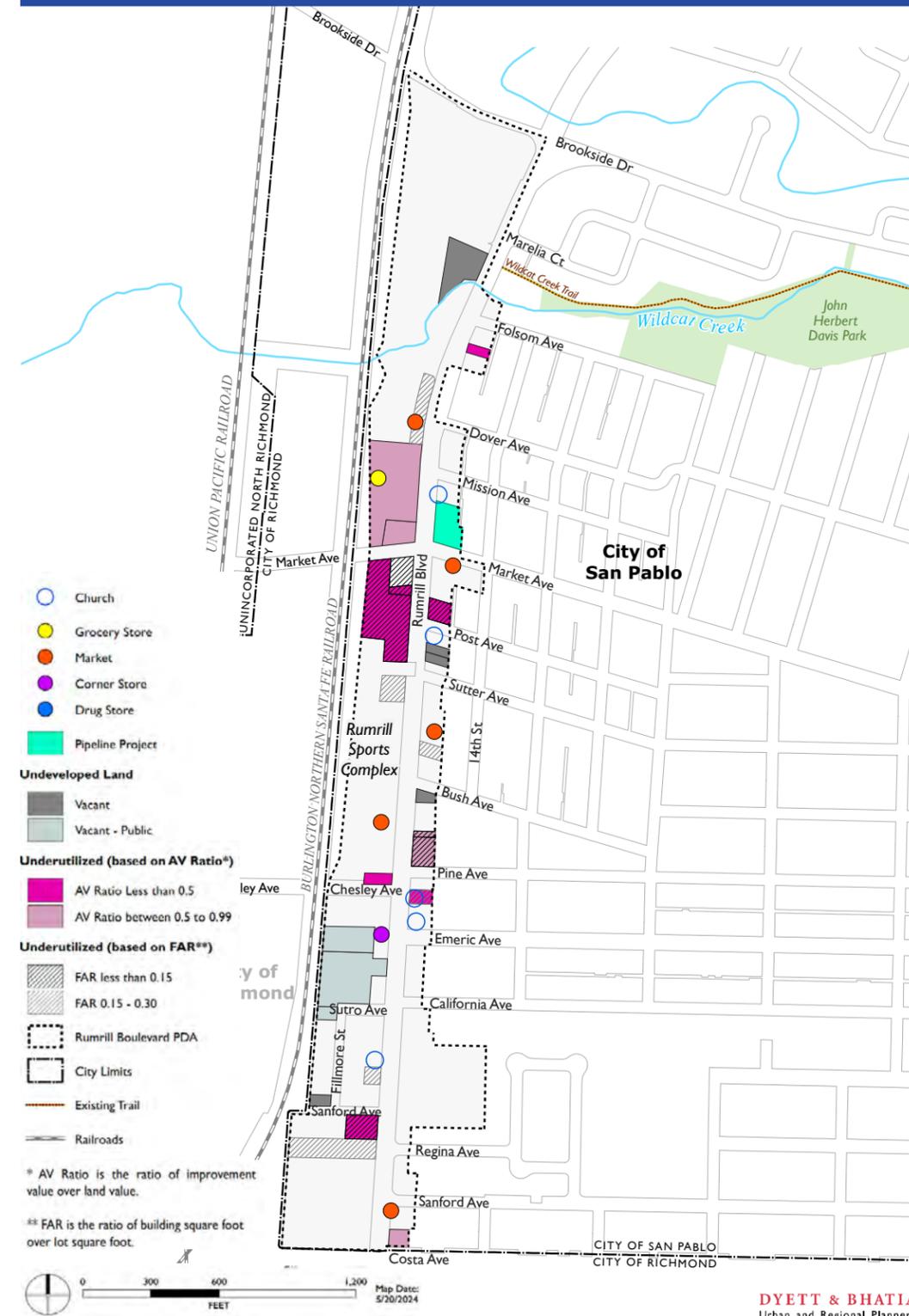


Local Food Vendor on S/W corner of Market St. and Rumrill Blvd



One of many locally-owned food stores in Rumrill PDA

Key Considerations



Alternative A: Housing Focus

Community outreach has indicated that increasing the range of housing opportunities in the Rumrill PDA is a priority for local residents. A citywide survey conducted in 2022 found strong support for new apartments, townhomes, and 4-plexes throughout the area, and subsequent outreach has confirmed this. The Housing Focus alternative responds to identified needs and priorities with a focus on new housing for the corridor. The emphasis is on promoting a mixed income housing on vacant and underused sites throughout the PDA. Overall, this alternative would result in more housing on more sites than envisioned in the Housing Element and help set the City up for the next Housing Element cycle.

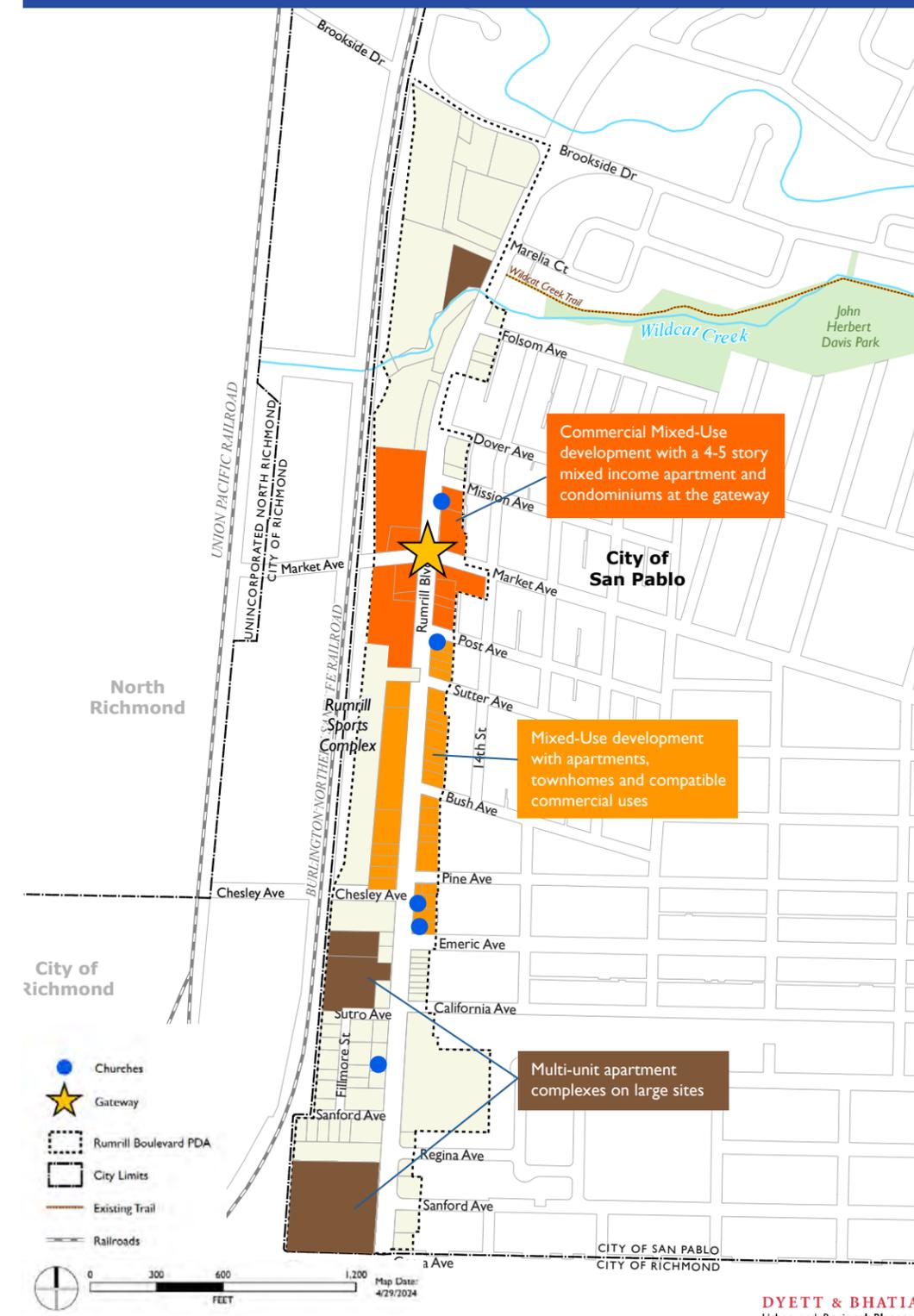


Mixed use development with ground floor retail and apartments above.

Key aspects

- The highest density and intensity of development would be focused at the Rumrill/Market gateway intersection, where taller buildings, distinctive architecture, branding and signage will help build the visual presence of this gateway into San Pablo. A mix of commercial and residential development in 4 to 5 story buildings is envisioned. Importantly, the existing supermarket at the northwest corner would remain and the site would be redeveloped to add housing.
- Land use and zoning for three larger sites - including a cluster of three adjacent parcels owned by the City - would incentivize development of high density multifamily housing, with a particular focus on studio and 1-bedroom units to address the needs of current residents. Such housing could also provide opportunities for students at Contra Costa College, located about 1.5 miles to the northeast of the PDA.
- On the smaller parcels that line both sides of the central part of the corridor, land use and zoning would promote redevelopment with a focus on mixed use and high-density residential development. Mixed use could involve multiple uses on the same parcel or a variety of uses within site distance of one another. A variety of housing types is envisioned, including apartments, townhomes, live/work units, and shopkeeper housing.
- Faith-based community housing could be developed through collaborations with the five churches in the PDA. Some of the church properties such as Iglesia Christiana Dios Con Nosotros Church and Renewed Hope Church have areas of surface parking that could be redeveloped, while others are adjacent to vacant and underused parcels that present opportunities. Program 1-H of the City's adopted Housing Element calls for zoning amendments to incentivize this affordable housing on properties owned by churches, synagogues, and mosques in San Pablo.

Housing Focus Alternative



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Alternative B: Maker Mixed Use Focus

The existing employment profile of the PDA includes a higher share of business activities related to production and repair. Notably, of a total of 69 businesses in the PDA, there are 21 businesses in the restaurant and food services sector and 14 businesses involved in repair, maintenance, and manufacturing. The Maker Mixed Use Alternative seeks to focus on growing existing businesses in the area and attract new ones in related sectors, while also integrating compatible new housing.



Live/work housing – Apartments for business owners above their stores

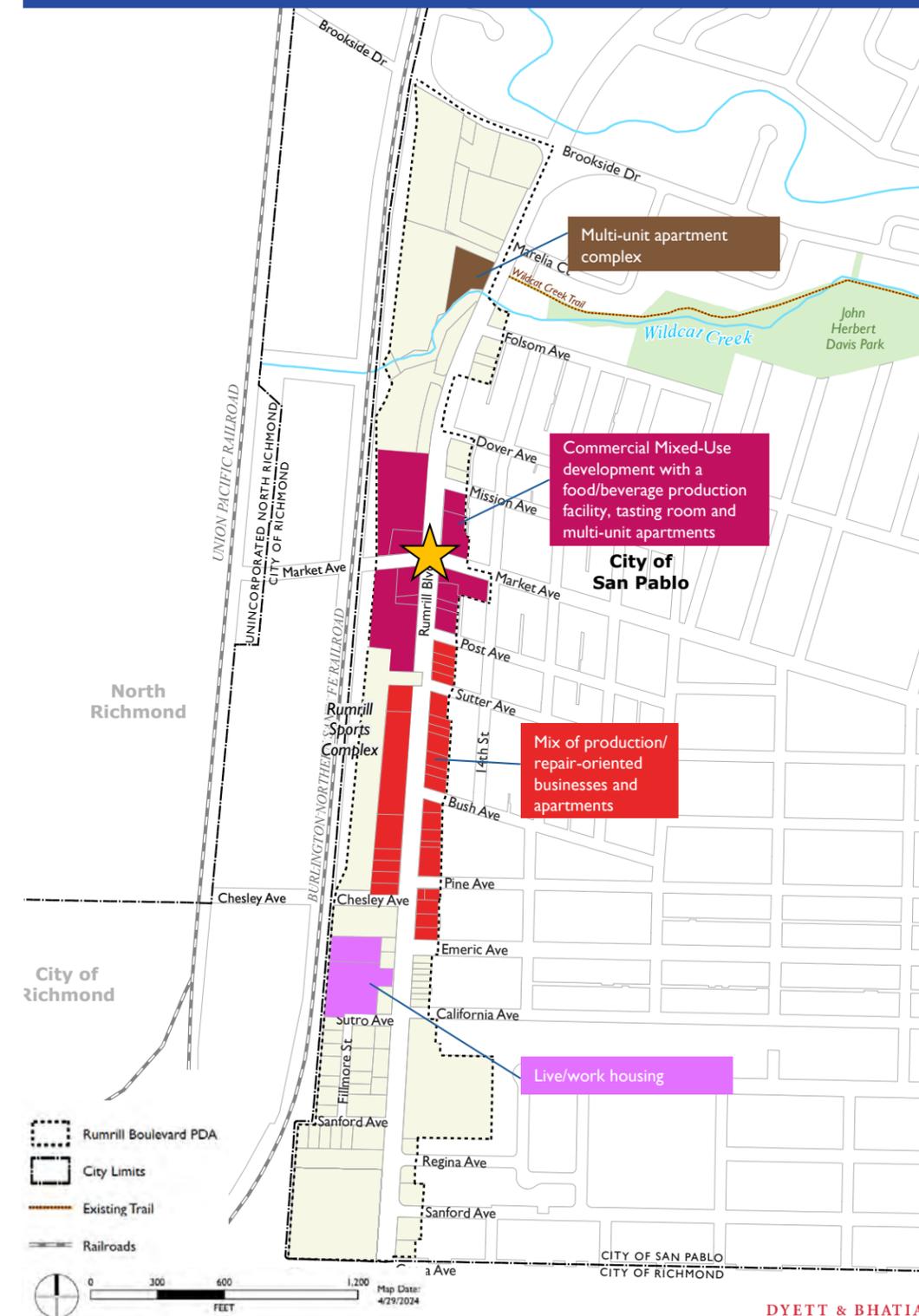


Mare Island Brewing Company – Brewery and tap room

Key aspects

- Attract a production facility with a gift shop or tasting room to one of the larger gateway sites. Such facilities typically need between 5,000 and 20,000 square feet of space, which could be accommodated on the larger sites on Market Avenue west of Rumrill.
- Land use and zoning standards would integrate new commercial and multiunit residential housing at the gateway as well, focusing the highest density and intensity of use at this location to build visual presence and create a focal point along the corridor.
- Mid-corridor, land use and zoning would promote a mix of production/repair-oriented businesses and apartments, reflective of existing uses in this part of the PDA. Live/work units and multi-unit workforce housing would be integrated on some vacant and underused sites, with standards to mitigate noise and land use compatibility issues.
- The three adjacent City-owned vacant parcels at Sutro Avenue, south of the Sports Complex would be developed with live/work housing to provide opportunities for home-based businesses and creative entrepreneurs. The development could include space for workforce development training and services provided by San Pablo Economic Development Corporation (EDC) to support local businesses owners and their employees.

Maker Mixed Use Focus Alternative



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Alternative C: Food and Culture Focus

Anchored by the Rumrill Sports Complex, popular food trucks, and a host of restaurants and food retailers, the Rumrill PDA is a distinct and vibrant district within San Pablo. This Alternative seeks to build on this character, making the PDA a destination for “food and fun” while nurturing new local businesses and providing housing opportunities for residents and employees.



Mitote Food Park in Santa Rosa has live music, a mezcal bar and a line-up of food trucks with specialties from Yucatan to Baja.

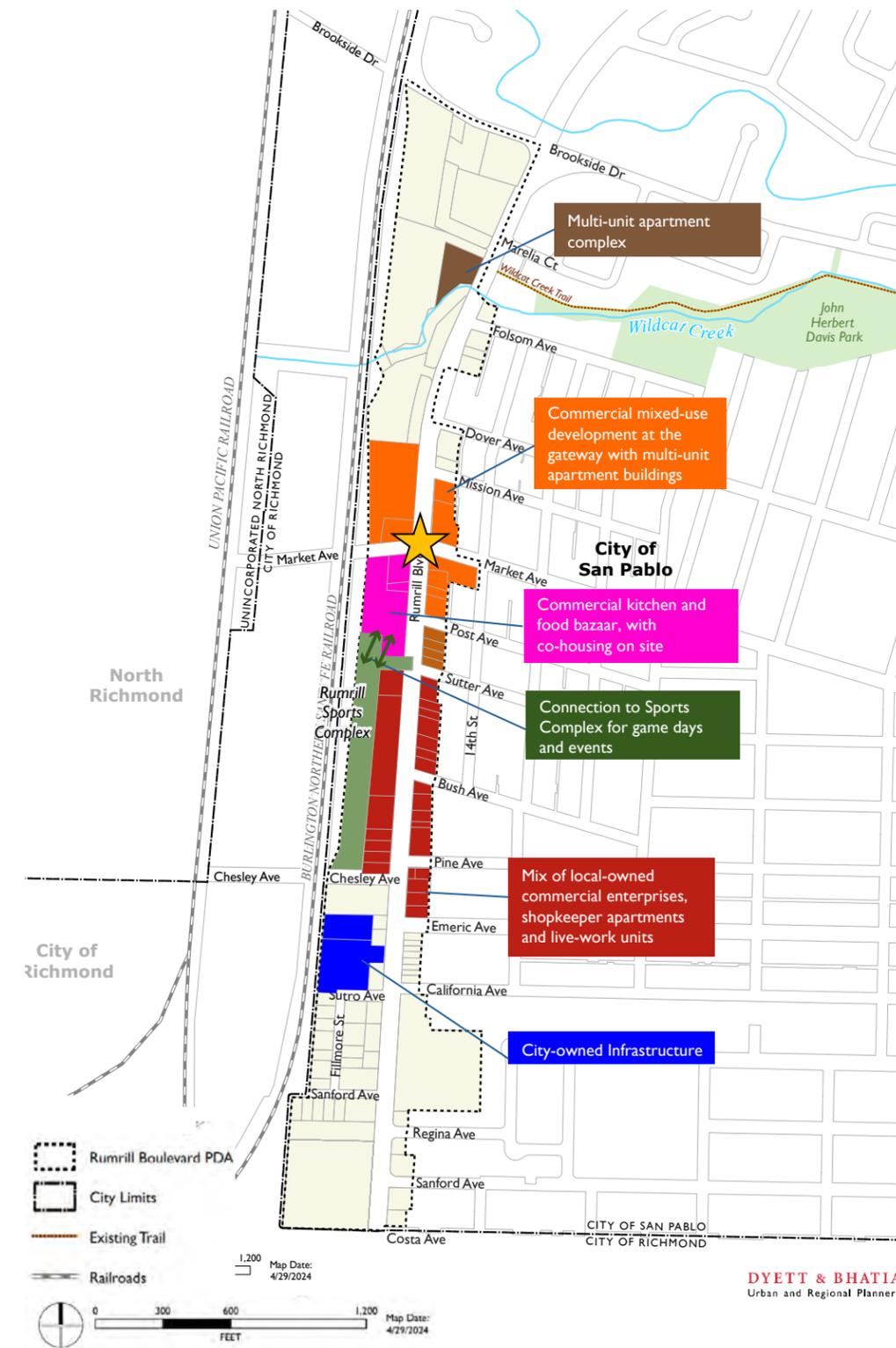


Swan's Market Co-housing (Oakland) offers rental and for sale units.

Key aspects

- One of the larger gateway sites could accommodate a food truck park with a variety of local food vendors and a commercial kitchen, offering a fully equipped prep kitchen rented out for shared use. This code-compliant community kitchen would serve as an incubator for small businesses, fully stocked with the equipment to save business owners start up and maintenance investment costs. If located adjacent to the Rumrill Sports Complex, a retractable fence/gate could be installed to allow easy access for hungry patrons on game days.
- Gateway sites could also accommodate housing with new rental and for sale housing opportunities that are more affordable than conventional housing developments. Examples could include co-housing or community land trusts. Co-housing communities offer independent living and private housing organized around shared spaces like kitchen and dining areas, laundry facilities, and recreational spaces. Under a co-op structure, there would be opportunities for local residents to own shares of units within the co-housing community, supported by the City-sponsored first-time homebuyer program (SPLASH). Community land trusts are local non-profit groups that own and operate housing in order to make sure it remains affordable and available to local residents over the long term. As with the other alternatives, land use and zoning standards for the gateway area would integrate new commercial and multiunit residential housing, focusing the highest density and intensity of use at this location to build visual presence and create a focal point along the corridor. The existing supermarket at the northwest corner would remain and the site would be redeveloped to add housing.
- The three adjacent City-owned vacant parcels at Sutro Avenue, south of the Sports Complex would be developed with public parking facilities to accommodate overflow parking on game days. These facilities could also provide parking for new multi-unit housing projects on the corridor through shared parking agreements. Public EV charging facilities would be provided to help provide a revenue stream.
- Mid-corridor, land use and zoning would promote a mix of local-owned commercial enterprises and shop keeper apartments and live-work units.
- Land use and zoning for two larger sites would incentivize development of high density multifamily housing, with a particular focus on studio and 1-bedroom units to address the needs of current residents.

Food and Culture Alternative



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STRATEGIES COMMON TO ALL ALTERNATIVES

Recognizing community priorities for the area, the following strategies will be central to the Rumrill Corridor Plan regardless of which alternatives concepts the community decides to move forward with:

- Corridor Beautification: Facade improvements, tree planting, and rubbish removal will all be central to the Plan. The intent is to create an inviting gateway into San Pablo and an attractive, livable neighborhood for area residents.
- Anti-Displacement Strategies: Many residents of the Plan area pay a high share of their monthly income on housing. To ensure that people who live in the area can stay in the area as new development happens, the Plan will incorporate anti-displacement strategies, which could include local hiring strategies, rental assistance, property rehabilitation incentives, and/or tenant rights protections.
- Workforce Development Strategies: Making sure the local residents have the skills and training needed for new jobs created in the Plan area will be a top priority. Strategies in the Plan will focus on efforts to connect area residents with jobs in collaboration with the San Pablo Economic Development Corporation (EDC).

SHARE YOUR THOUGHTS AND TELL US WHAT YOU THINK!

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