



CITY OF SAN PABLO

RUMRILL CORRIDOR PLAN

Public Review Draft

APRIL 15, 2025



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INTRODUCTION

PURPOSE AND CONTEXT

Rumrill Boulevard is a two-lane arterial corridor that extends north from San Pablo's southwestern City limit to connect with Broadway Avenue and San Pablo Avenue. The City has designated the southern portion of the corridor between Brookside Drive and Costa Avenue as a Priority Development Area (PDA), a designation for areas that are near public transit and

planned for new homes, jobs, and community amenities. The Rumrill PDA is also identified as an Employment Focus Area in Plan Bay Area 2050, the regional sustainable growth strategy that coordinates housing plans, open space conservation efforts, economic development strategies, and transportation investments. A predominantly Hispanic neighborhood, major existing uses along the corridor include industrial yards, the City's Rumrill Sports Complex,

a mobile home park, and the Rumrill Garden Apartments, together with a variety of auto-related uses, grocery stores, churches, restaurants, commercial services, smaller apartment complexes, and several underused and abandoned properties. While a Complete Streets Study for the corridor was completed in 2015 and complete streets improvements were constructed in 2024, the corridor has never been studied as a whole with a view to establishing a coherent vision, land use and development strategy, and plan for revitalization.

With a grant from the Metropolitan Transportation (MTC) in conjunction with the Association of Bay Area Governments (ABAG), the City of San Pablo has undertaken preparation of the Rumrill Corridor Plan to develop a shared vision for the Corridor and to identify a variety of policy tools to guide its evolution. The Corridor Plan seeks to expand the range of housing choices available in the Corridor and to improve environmental conditions and economic opportunities. It is designed to guide revitalization of the corridor with strategies to integrate a wider variety of housing types, stimulate economic development and job creation, enhance recreational and entertainment options, improve the visual quality of buildings and streetscapes, and enrich the quality of life for local residents.

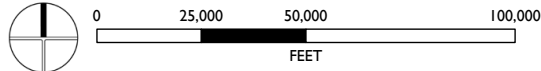
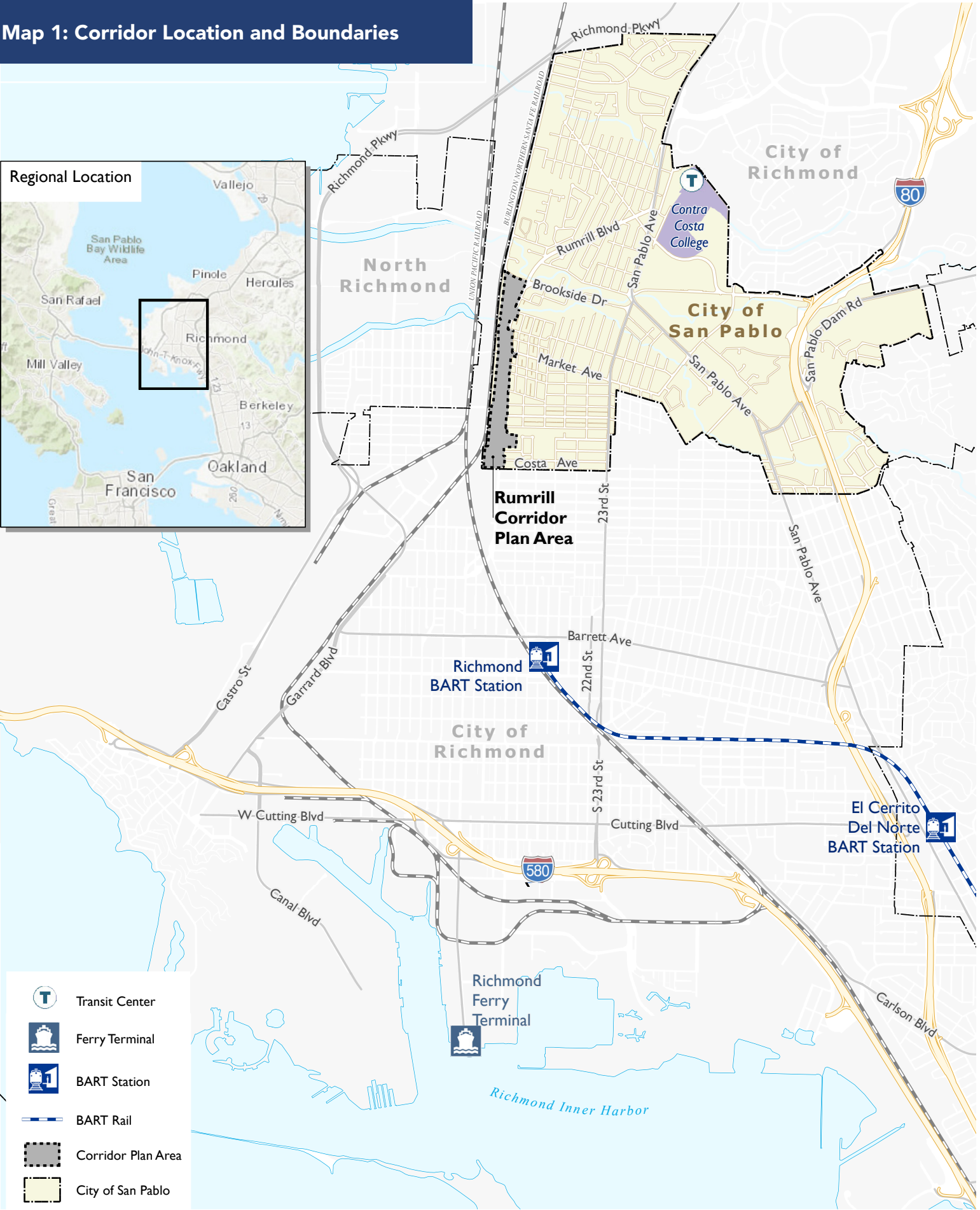
CORRIDOR LOCATION AND BOUNDARIES

San Pablo is located within the western portion of Contra Costa County, inland from the eastern shore of San Pablo Bay. It is an enclave community, largely surrounded by the City of Richmond and bordered by the unincorporated communities of North Richmond to the west, Richmond and unincorporated Rollingwood in the north, and El Sobrante to the east. The City of Richmond lies to the south. The Rumrill

PDA (Corridor) runs in a north-south direction along the southwestern perimeter of San Pablo, before curving northeastward to connect with Broadway Avenue and San Pablo Avenue in the central part of the city (**Map 1**). The Burlington Northern Santa Fe Railroad (within the City of Richmond) borders the Corridor to the west, and the unincorporated community of North Richmond lies just further west. The Corridor is one mile long, extending along Rumrill Boulevard from Costa Avenue at the City's southern border with Richmond north to Brookside Drive. It is located 1.8 miles west of Interstate 80, which has connections to Vallejo and Sacramento to the north and northeast; Richmond, Berkeley, and Oakland to the south; and on to San Francisco to the southwest. The Corridor is approximately three miles northeast of Interstate 580, which provides connections to Marin and Sonoma Counties via the Richmond Bridge. It is served by multiple Alameda-Contra Costa Transit District (AC Transit) bus routes, connecting the area to the Richmond Bay Area Rapid Transit (BART)/Amtrak Station (one mile south of the Corridor boundary) which provides access to San Francisco, various cities in the East Bay, San Jose, and beyond. AC Transit bus routes also connect the Corridor to the Richmond Passenger Ferry Terminal (three miles south of the PDA) with service to San Francisco and to the Contra Costa College Transit Center (1.3 miles to the northeast). These connections present opportunities for transit-oriented development that can help to reduce congestion, improve air quality, increase public health, and support a more sustainable urban environment by locating both housing and jobs in proximity to transit service.



Map 1: Corridor Location and Boundaries



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

WHAT IS A CORRIDOR PLAN?

Relationship to the General Plan

The Rumrill Corridor Plan is a policy document that outlines a comprehensive approach for land use, economic development, transportation, and visual and environmental quality consistent with the San Pablo General Plan. As provided for in State law, it is adopted by resolution as an amendment to the General Plan, implementing Policy LU-G-11 of the General Plan Land Use Element by providing area-specific policy guidance for the Corridor. The Rumrill Corridor Plan and the General Plan share a uniform format for land use designations, terminology, and diagrams; however, the Corridor Plan provides greater policy-level detail on issues that particularly affect development within the Corridor. The General Plan addresses the eight required elements defined in State law (Government Code Section 65302) on a citywide basis. Accordingly, where conditions in the Corridor related to these required elements are otherwise adequately addressed in the General Plan, the Corridor Plan need not address them.

Uses of the Corridor Plan

The Corridor Plan is a guiding document with recommended actions to be implemented after adoption. Implementing actions are the key to executing the Corridor Plan. These actions are organized by timeframe and directly correspond to the strategies listed in the Corridor Plan. Factors that affect implementation timing include feasibility, funding, and level of City control over implementation. The Corridor Plan also serves as a tool to help San Pablo City staff, the Planning Commission, and the City Council make land use and public investment decisions. As development is proposed within the Corridor, City officials will confirm that these proposals are consistent with the policies and standards in both the Corridor Plan and the General Plan. Additionally, City staff from various departments will refer to the Corridor Plan in developing annual work plans and priorities for the Citywide Capital Improvement Program.

For local residents and businesses, the Corridor Plan provides a clear vision for the future of the Corridor. It indicates the general types of uses and activities that are permitted in the Corridor, the policies the City will use to evaluate development applications, and the investments and programs the City will undertake to help implement the Plan's vision.



PLAN ORGANIZATION AND STRUCTURE

The Corridor Plan is organized into the following chapters:

- 1 Introduction.** This chapter outlines the purpose and uses of the Corridor Plan, describes its relationship to other City planning documents, and provides an overview of the Plan.
- 2 Corridor Profile.** Drawing on the background reports prepared during the initial phase of work, this chapter describes the existing land use and development patterns, population characteristics, and economic activities in the Corridor to provide a profile of key conditions and trends with implications for the Plan.
- 3 Vision and Planning Framework.** This chapter summarizes the planning process and the shared vision for the future of the Rumrill Corridor that has emerged from the planning process. It also includes a detailed General Plan Land Use map for the Corridor and provides descriptions of the General Plan land use designations that apply, including specific standards for the density and intensity of development.
- 4 Goals, Policies, and Actions.** This chapter contains a framework of goals, policies and actions that, taken together, describe a vision for the Corridor and the steps needed to achieve it.
- 5 Implementation and Monitoring.** This chapter summarizes the specific actions to be taken to carry out the Plan. For each action, the timing and priority for implementation is identified together with the responsible agency and department. It also identifies a series of indicators that

can be used to track progress toward achieving the goals of the Plan.

Policy Structure

Chapter 4, “Goals, Policies and Actions” of this Plan, includes brief background information to establish the context for the policy direction it contains. This background discussion is followed by a listing of the goals, policies, and actions that will be used by the City to guide future land use, development, and environmental protection decisions within the Corridor. Within this structure, Goals describe more general desired results that the community seeks to create through the implementation of the Plan. The Policies and Actions establish the “who,” “how,” and “when” for carrying out the “what” and “where” of the Goals. Policies and implementing actions both support the Goals, and are described the summary below:

- A **goal** is a statement that describes a desired future condition or “end” state. Goals are intended to be broad statements of community aspirations.
- A **policy** is a clear and unambiguous statement that guides a specific course of action for decision-makers that can be taken to achieve a desired goal. Policies guide City staff and decision-makers in their review of land development projects and in decision-making about other City actions.
- An **implementing action** is a measure, procedure, or technique that is intended to implement one or more policies to help reach a specified goal. Typically, an action is a discrete item which is done once and then completed. For implementing actions, this Plan lists both the timeframe and the responsible department/agencies for implementation.

Milestone Documents

In preparing the Corridor Plan, several reports were produced that contain background information and technical analysis. Described below and included as appendices to this Plan, these reports do not represent adopted City policy but provide important background information that may be useful to consult to further one's understanding of the Corridor and the Corridor Plan.

- **PDA Profile:** This report documents conditions and trends related to population, housing, employment and commute patterns in the Corridor in order to provide a demographic and socioeconomic profile. It also describes existing land use, parks and recreational facilities, transportation facilities, public health and environmental factors, and any hazardous conditions or natural hazards in the Corridor to help set the context for Plan development.
- **Market Conditions and Trends Report:** This report presents an employment and industry profile for the Corridor, identifying existing industry concentrations, along with a real estate analysis that assesses the types of businesses that the City may be able to attract to the Corridor and the typical site and real estate requirements for these businesses.
- **Corridor Plan Alternatives:** This report presents three distinct alternatives for future land use and economic development along the Rumrill Corridor in order to highlight future choices and tradeoffs. The Alternatives were the basis for the Phase 2 outreach activities described in the Community Engagement Report and were designed to spark discussion of concepts that could potentially be included in Public Review Draft Corridor Plan.

- **Community Engagement Report:** This report summarizes outreach activities and community feedback that was received throughout the planning process. It documents key messages and highlights implications for the Corridor Plan as well as any notable differences in responses between neighborhoods and demographic groups.





2

CORRIDOR PROFILE

The Rumrill Corridor is a vibrant neighborhood located in the southwest portion of the City of San Pablo, and is home to an eclectic mix of homes, businesses, and community attractions. Rumrill Boulevard and Market Avenue (which intersects it in the northern part of the Corridor) are arterial roadways that connect the area with surrounding communities and positions Rumrill Boulevard as a gateway into San Pablo. The Rumrill Corridor is also a recreational

destination that draws residents from around the city, who come for soccer tournaments and games at the Rumrill Sports Complex. Drawing on the background reports prepared during the initial phase of work, this chapter presents a profile of the Rumrill Corridor, describing conditions and trends related to land use and development, population characteristics, and jobs and the economy to help provide context for the Plan.

LAND USE AND DEVELOPMENT

Existing development along the Rumrill Corridor features low-slung commercial buildings, many involving auto-related uses; a variety of markets, shops, and restaurants; and small industrial businesses, together with multifamily apartments, single-family homes, and a large mobile home park (see [Map 2](#)). Commercial uses tend to front Rumrill Boulevard and are generally concentrated mid-corridor. Most existing commercial development was constructed prior to 1970 and the typical floor area ratio (FAR) is less than 0.35, reflecting the predominance of one-story buildings with a significant amount of land devoted to surface parking along the corridor. The age, condition, and relatively low FAR of existing non-residential development indicates a variety of opportunities for redevelopment with new uses to better serve community needs.



Low-rise commercial structures with underutilized parking surface

Residential uses occupy almost 45 percent of the land on the Corridor. The average density of existing housing is typically between 14 and 24 units per acre, although some newer multifamily developments along the Corridor have densities approaching 40 units per acre. Larger multifamily apartment complexes are located in the north and south of the Corridor, while single-family neighborhoods are adjacent and to the east of the Corridor.



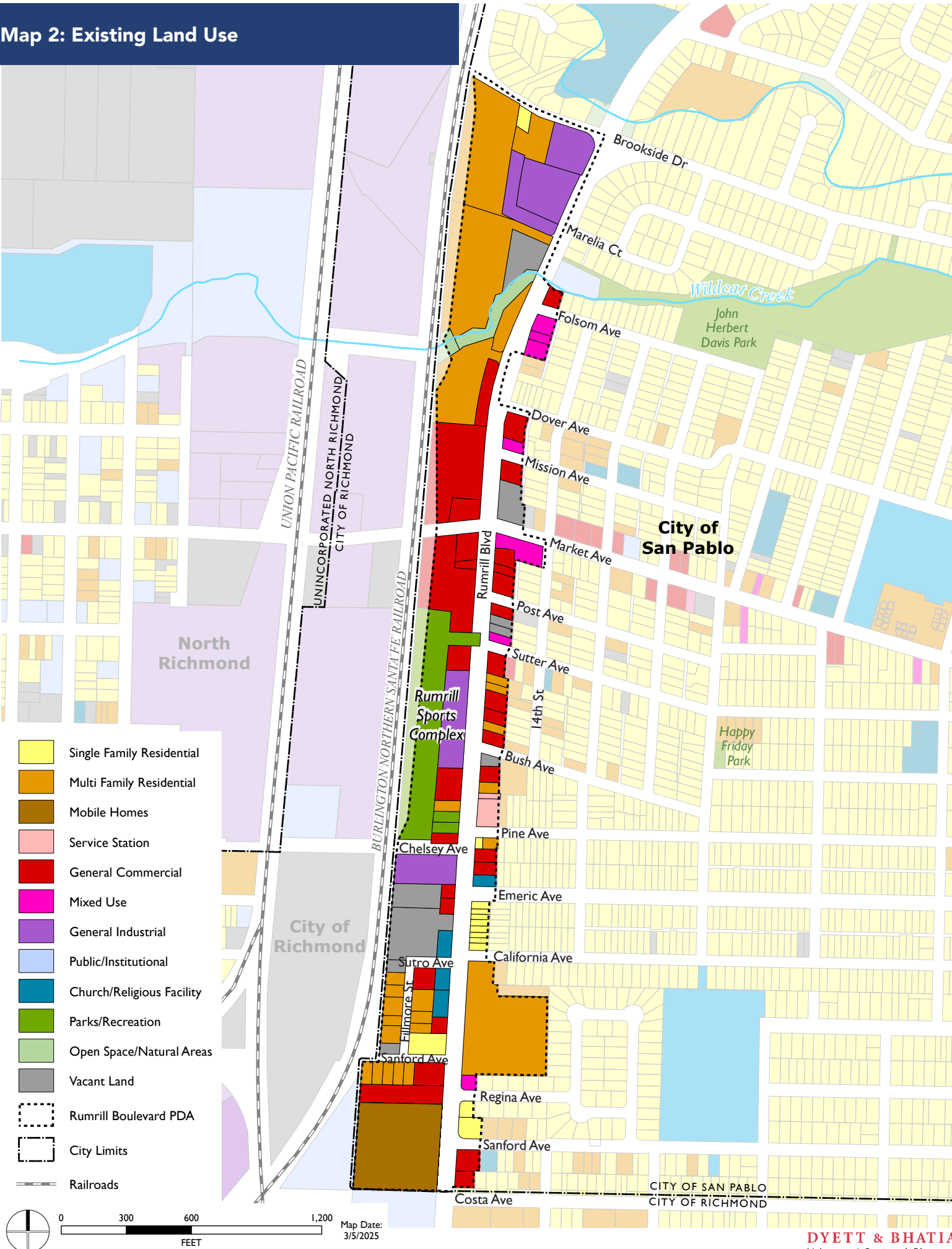
Multifamily apartments located in north of the Corridor

There are relatively few vacant parcels and, in general, parcel size in the Corridor is small (particularly on the east side of Rumrill) and ownership patterns are fragmented, which poses challenges for infill development. However, there are several clusters of adjacent parcels under common ownership which offer greater potential for redevelopment (see [Map 3](#)), particularly at the prominent intersection of Rumrill and Market Avenue. There is also a cluster of vacant City-owned parcels set back from Rumrill Boulevard near Sutro Avenue in the south of the Corridor that could potentially serve as a catalyst site were the City to pursue redevelopment through sale or a public-private partnership.

POPULATION CHARACTERISTICS

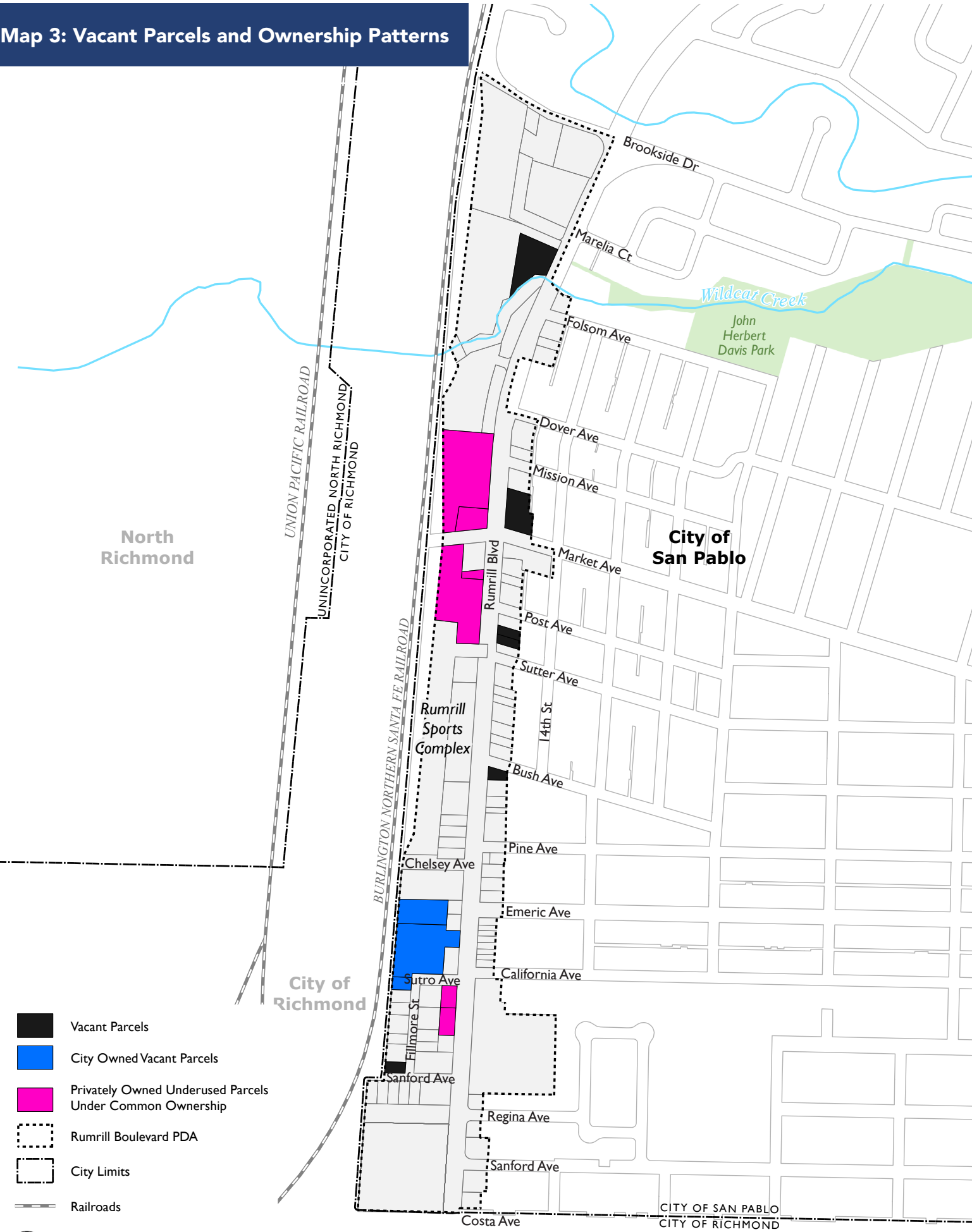
The Rumrill Corridor has a young and diverse population of approximately 1,400. Residents tend to be younger than the citywide average, with a high proportion of individuals aged 18-44 and fewer families with children. The majority of Corridor residents identify as Hispanic and more than 60 percent of residents speak Spanish at home. Many residents face a significant housing burden, with over 40 percent spending more than 30 percent of their income on housing. This has led to a higher prevalence of younger, unrelated adults

Map 2: Existing Land Use



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

Map 3: Vacant Parcels and Ownership Patterns



Map Date:
3/5/2025

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

sharing accommodations, suggesting the need for studio apartments, live/work units, and other housing types that offer affordable options for young, single people. While affordability remains a key concern, nearly half of the existing housing units in the Corridor are subsidized, making it important to also promote market-rate housing to ensure a balanced mix of options along the Corridor.

Overall, educational attainment is relatively low along the corridor, with only a third of residents having completed high school and fewer than 7 percent having attended college. Residents are primarily employed outside of the Corridor in sectors such as healthcare and social assistance, retail trade, and hospitality and food services. Jobs in these sectors can involve irreg-

ular work hours, making commute by transit less viable. This is reflected in travel data which show that most residents commute to work alone by car.

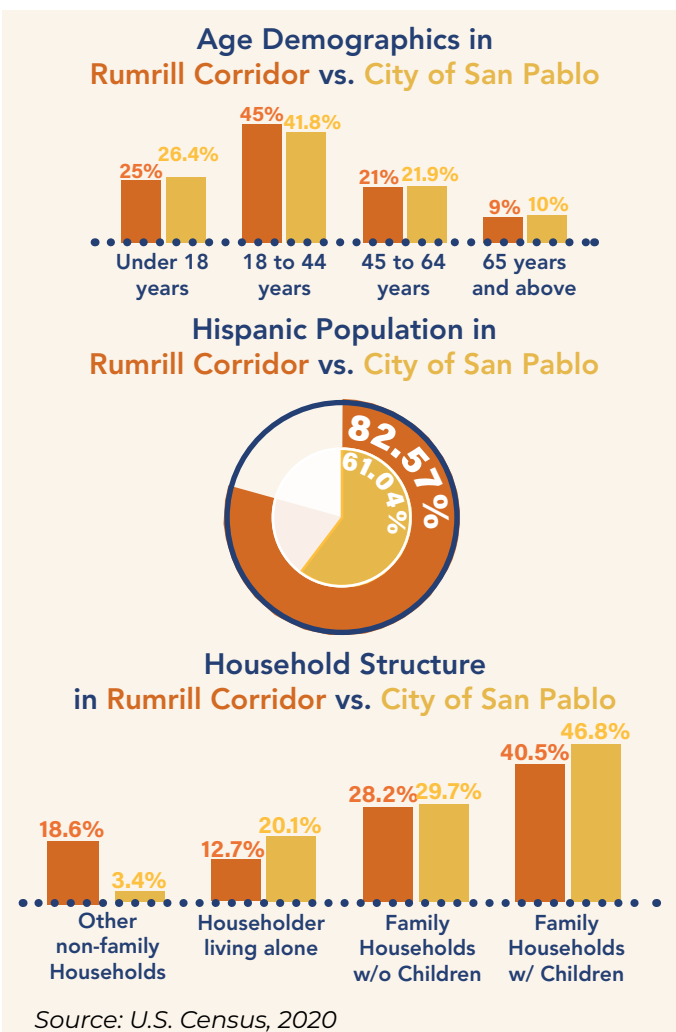
EMPLOYMENT AND ECONOMY

The Rumrill Corridor has an active economy comprised primarily of small and independently owned businesses in the following sectors: restaurant and food services; personal care and business services; auto repair and maintenance; and manufacturing and wholesale. A full 85 percent of businesses in the Corridor are locally-owned. These locally-owned businesses employ approximately 220 people, primarily from outside San Pablo.

With relatively small parcel sizes and only indirect access to the regional highway and interstate network, larger scale industrial and regional commercial uses are generally not viable in the Corridor. However, these same attributes make the Corridor an 'inside location', which is attractive to smaller scale manufacturing and repair-oriented businesses that seek more affordable space and do not require ready access to freeways and highways. Such businesses may include food and beverage manufacturers, apparel and accessories manufacturers, creative "maker" businesses, and some limited advanced manufacturing, as well as automotive and electronic repair shops.



Existing food trucks in the Rumrill Corridor





3

VISION AND PLANNING FRAMEWORK

PLANNING PROCESS AND COMMUNITY ENGAGEMENT

In 2022, the City of San Pablo initiated preparation of the Rumrill Corridor Plan to develop a shared vision for the future of the Rumrill Boulevard Corridor neighborhood that will

guide revitalization and promote new housing development together with improved environmental conditions and economic opportunities. This effort was funded by a generous Priority Development Area (PDA) grant from the Metropolitan Transportation Commission (MTC) and Association of Bay Area Governments (ABAG). Public engagement was

integral to the development of the Corridor Plan, and a multifaceted, bilingual (English-Spanish) community engagement strategy was implemented to proactively engage local residents and businesses in the process. A dedicated project page was established on the City's website to serve as a one-stop portal for information on the Corridor Plan, and opportunities to participate in the process were promoted with fliers distributed at community events, social media posts, door hangers left at homes and business along the corridor, email blasts, and mentions in the weekly City Manager's newsletter and in the City's quarterly El Portal newsletter. Opportunities for involvement included pop-up event outreach,

a citywide survey, property/business owner forums, a block party and community meeting, and "reel polls" published on the City's social media channels. Additionally, a Technical Advisory Committee (TAC) composed of City staff from various departments and representatives of partner agencies met three times in the process to advise on technical aspects of the Corridor Plan, including transportation, utilities, public services, and economic development.

At each phase of the work, a variety of different methods was used to provide opportunities for discussion and meaningful input and build community ownership of the Corridor Plan:

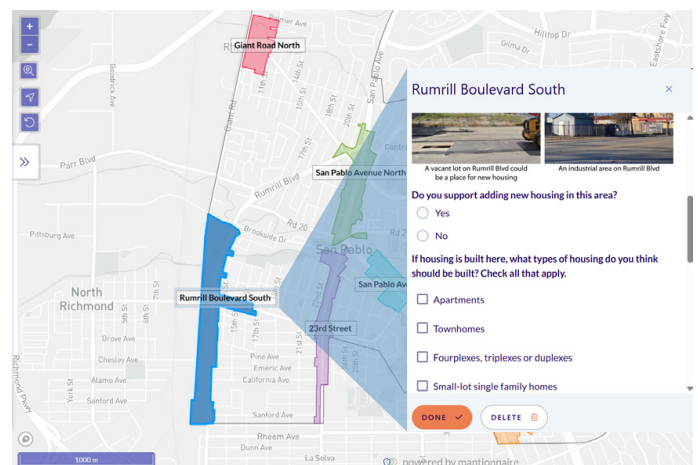
- Phase I: Issues and Opportunities Identification (Spring-Summer 2022).** This phase involved outreach to identify and understand stakeholder priorities and concerns as well as preparation of a Corridor Profile to document conditions and trends related to land use and development, transportation, environmental quality, and parks and public services in the Corridor. A citywide survey garnered over 260 responses, and an initial TAC meeting was held to review the Corridor Profile and to identify related issues and opportunities to address in the Plan.



Promotional Materials: Social media posts

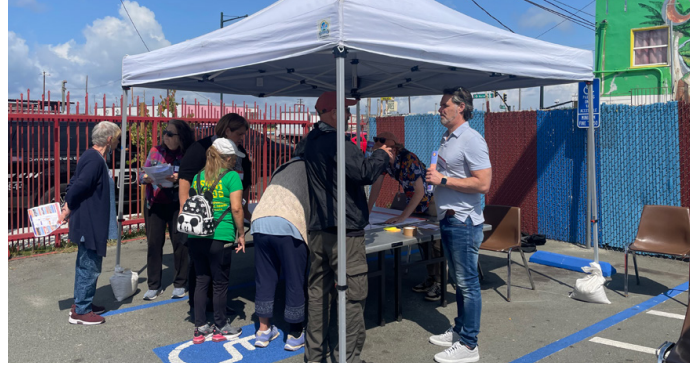


Promotional Outreach Materials: Door hangers

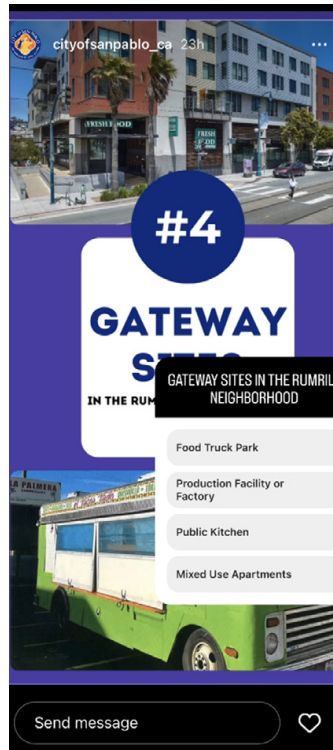


Citywide Online Survey

- **Phase 2: Alternatives Exploration (Summer-Fall 2024).** This phase saw development of three distinct alternatives for land use and economic development that outlined different options for the future of the corridor, responding to the issues and opportunities identified in Phase 1. The TAC met a second time to help refine the alternatives for presentation to the community. More than 385 community members shared their input during this phase, participating in property/business owner forums, attending a block party and community meeting on the corridor, and responding to interactive video “reel polls” on Instagram.
- **Phase 3: Draft Plan Preparation (Winter 2024-Spring 2025).** Based on the preferred land use plan and key strategies that emerged from Phase 2, a draft plan was prepared and released for public review. The TAC met a final time to review and comment on the Draft Plan prior to public release. Environmental review was also completed during this phase.
- **Phase 4: Plan Finalization (Spring-Summer 2025).** The Corridor Plan will be presented to the Planning Commission and City Council for adoption at public hearings in May and June of 2025. It will be adopted as a component of the City’s General Plan and associated land use map changes will also be approved at that time. Associated changes to the City’s zoning map and development regulations will follow.



Rumrill Block Party and Community Meeting



Bilingual Interactive Instagram Reel Polls

VISION

The shared vision for the future that emerged from the planning process is for Rumrill Boulevard to be a **highly livable corridor and a destination for “food and fun”** that attracts San Pablo residents as well as visitors from around the region. It will be a vibrant neighborhood, with a variety of housing choices for people of all ages and incomes, and a place where successful businesses that provide quality jobs for corridor residents and opportunities for local entrepreneurs can locate and thrive.

It will also be a place where people come together for soccer games at the Rumrill Sports Complex, to enjoy a meal at a popular local restaurant or food truck, or to meet with friends in a new public plaza at the prominent intersection of Market and Rumrill or at other nearby open spaces. Attractive architecture, branded signage, and public art reflecting local heritage and culture will all contribute to a memorable sense of place.



CORRIDOR STRUCTURE

The Corridor Plan will be implemented incrementally over 10-15 years, guided by a land use framework to help make the vision a reality. That framework seeks to promote the following structuring elements, illustrated on **Map 4**:

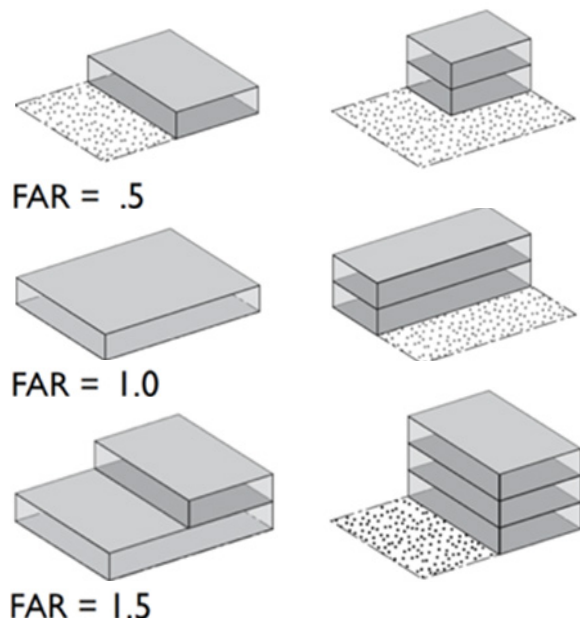
- **A vibrant mixed use hub** with apartments, shops, and neighborhood services to create a focal point at the prominent intersection of Rumrill and Market;
- **Residential nodes** at the north and south ends of the corridor, located within easy walking distance of shops, transit, and neighborhood services;
- **Commercial and employment mixed-uses** focused mid-corridor that provide economic opportunities for employment and entrepreneurship together with compatible residential uses; and
- **Prominent gateway design features** such as distinctive people-oriented architecture, branded signage, landscaping, trees, and public art at entry points into the community that help to build a sense of place.

LAND USE FRAMEWORK

The Corridor Plan Land Use Map (**Map 5**) illustrates the long-term vision for redevelopment and revitalization in the Corridor, translating the structuring elements with land use designations that describe the character envisioned for each district. Each designation includes standards for density or intensity of use. Residential densities are expressed in terms of dwelling units per acre. Building intensities for non-residential uses are expressed in terms of floor area ratio (FAR), which is the ratio of gross building area (excluding surface parking areas) to net lot area (see **Figure 1**). FAR does not reg-

ulate building placement or form; it defines the total amount of development allowed on a given lot. In the designations below, FAR represents an expectation of the overall intensity of future development. The maximums assigned to the land use designations below do not constitute entitlements, nor are property owners or developers guaranteed that an individual project, when tested against the Plan's policies, will be able or permitted to achieve these maximums.

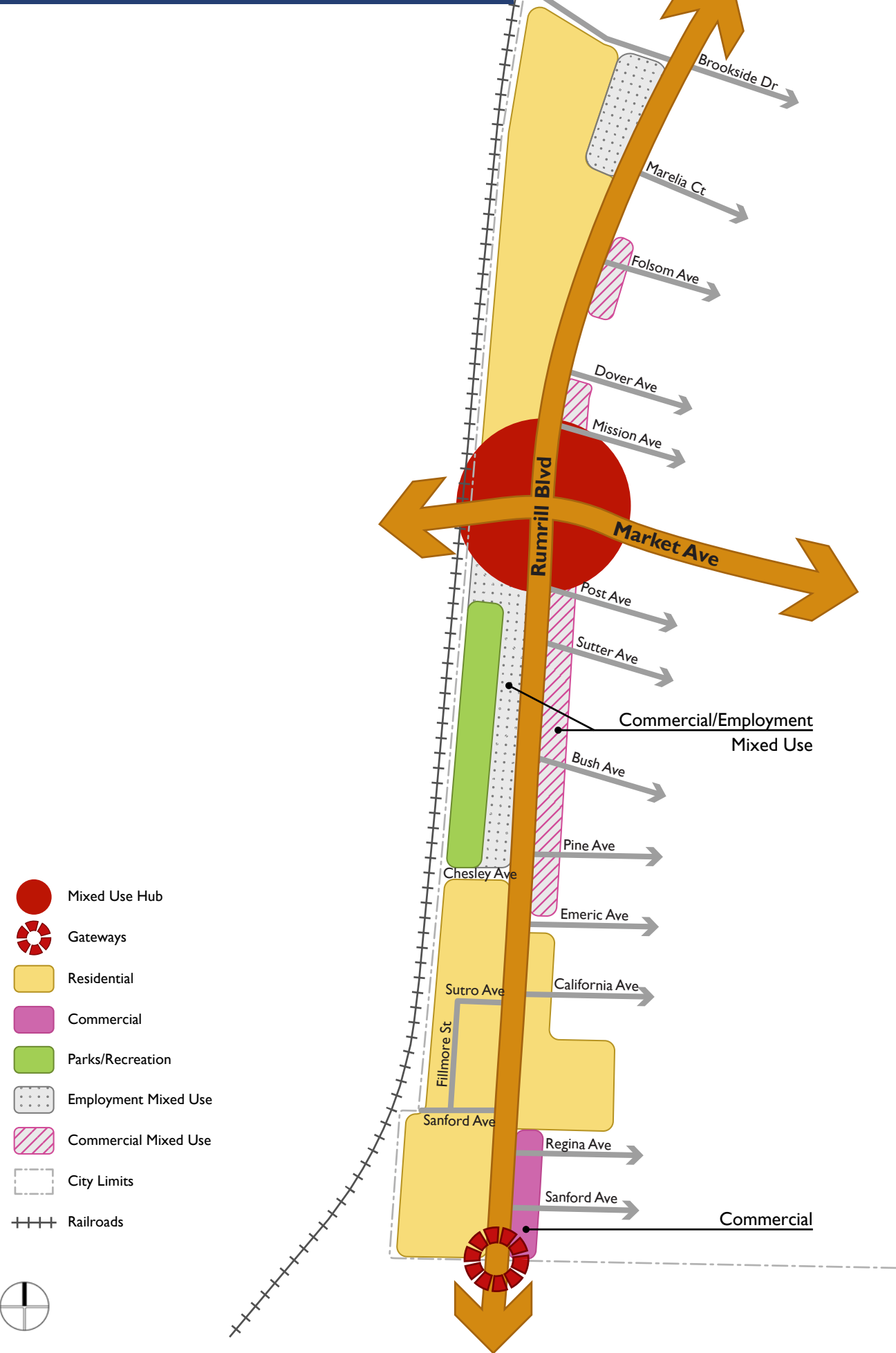
Figure 1: Illustration of Floor Area Ratio (FAR)



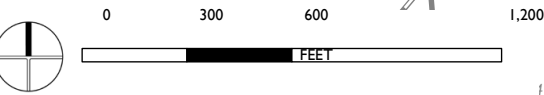
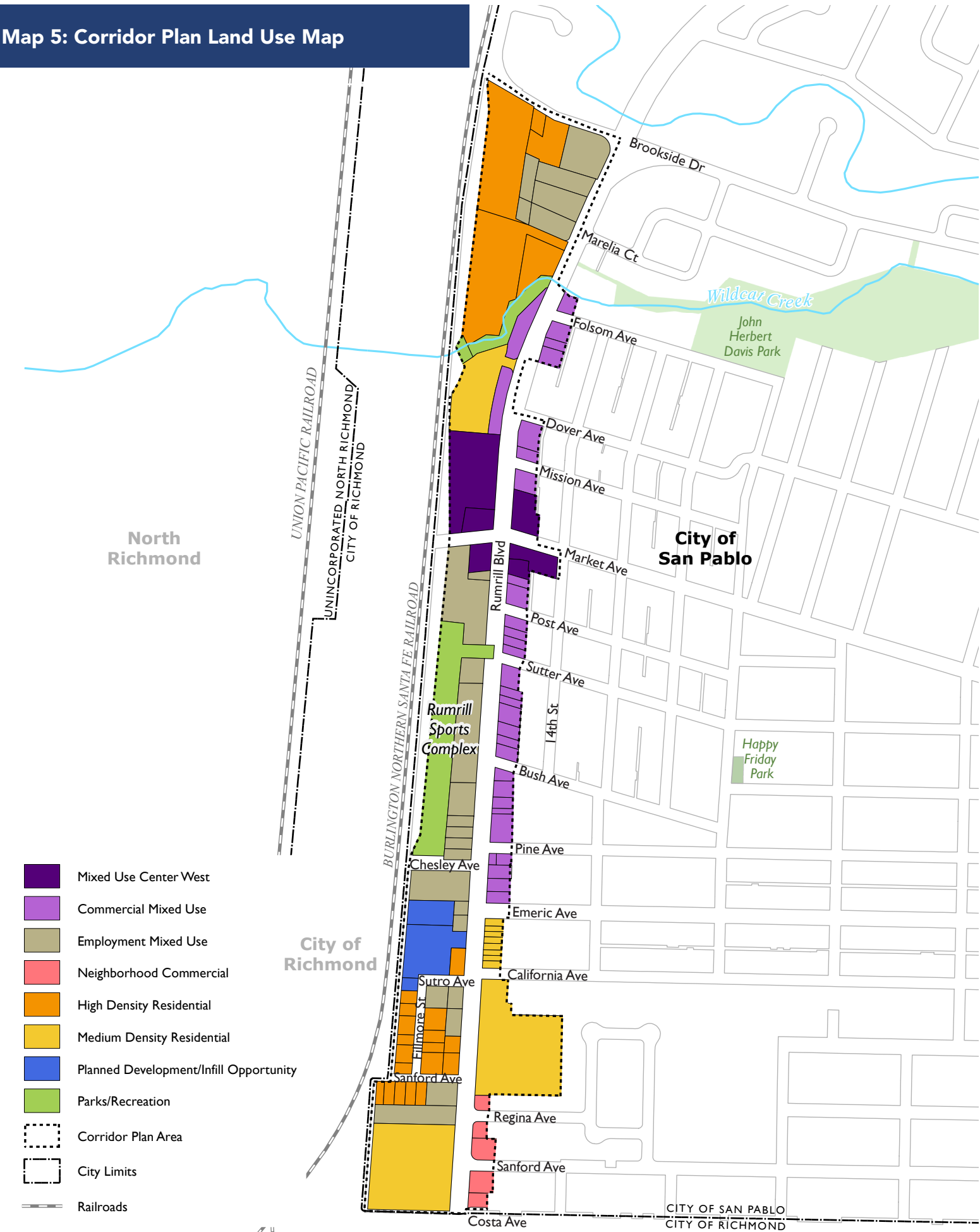
Mixed Use Designations

Mixed Use Center West. Mixed use development at this prominent western gateway into San Pablo will include multiunit residential development with a permitted density of 30-60 units per gross acre and/or activity-generating commercial uses with a maximum FAR of 2.5. The maximum permitted density and FAR may be calculated over the total area of adjoining parcels if they are proposed for redevelopment together as part of a single project. A mix of uses is encouraged but not required on individual sites. Typical building height is expected to be four to five stories with mixed use in either a ver-

Map 4: Structuring Elements



Map 5: Corridor Plan Land Use Map



tical or horizontal format. Desired commercial uses include a grocery store, restaurants, and community-serving shops and services. Other potential commercial uses include a food truck park with communal seating, a production facility with a tasting room or retail sales point, and/or a commercial kitchen with on-site sales and dining. Residential developments that are “affordable by design” are encouraged, such as co-housing, micro-apartments, and modular construction. Bonus density and other regulatory incentives will be available for projects that provide public plazas, on-site recreational amenities, public art, and high-quality design features that build the visual presence of the Rumrill/Market gateway.



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

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

Residential Designations

High Density Residential. This designation is intended primarily for higher-density multifamily apartments, townhomes, and condominiums. Developments in this category are typically two to four stories high and located along major roads. Common area open space and shared amenities are required within a development. The minimum lot size is 10,000 square feet. Permitted residential density for this designation ranges from 25 to 60 units per gross acre.



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

Other Designations

Planned Development/Infill Opportunity.

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



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

FAR may be permitted to achieve the desired vision for the area.

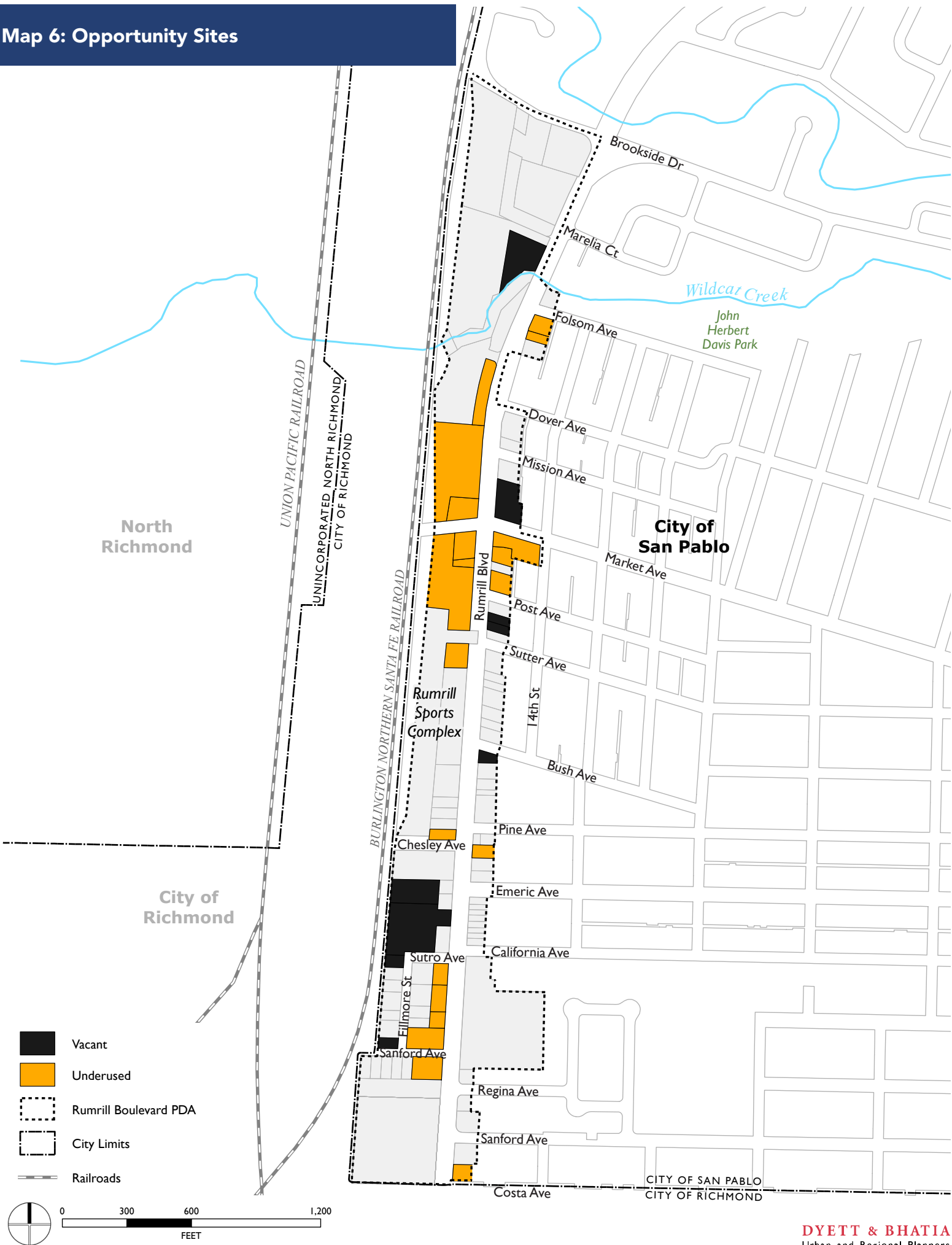
Parks/Recreation. This designation is intended for improved and unimproved park facilities, including neighborhood, community, and regional parks as well as recreational facilities that provide visual open space and serve the outdoor recreational needs of the community. No FAR is assumed.



DEVELOPMENT POTENTIAL

With relatively few vacant parcels along the corridor, but with great revitalization/intensification potential, the vision for the Rumrill Corridor will be realized primarily through infill development and expansion on underused properties. Underused properties may be characterized by the value of the land being worth more than the buildings and structures on it, giving the owner an incentive to redevelop with new uses that command higher rents or sale prices. For example, a commercial site with vacancies and large surface parking lots could be considered underused and therefore redeveloped with other uses to serve community needs, such as housing that in turn would provide more customers for the other stores and restaurants in the area. Within the Corridor, sites with the most potential to accommodate new development over the next 10-15 years are shown as opportunity areas in **Map 6**. Overall, buildout of the Corridor Plan is projected to result in approximately 410 new housing units and 370 new jobs by 2035.

Map 6: Opportunity Sites



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



4

GOALS, POLICIES, AND ACTIONS

This chapter outlines the specific goals, policies, and actions the City will undertake to achieve the shared vision for the Rumrill Corridor that emerged from the process. These goals, policies, and actions are intended to provide a framework that will guide planning and development along the Corridor, integrate

new housing and employment opportunities, and strengthen sense of place and livability. The chapter is organized around eleven goals that correspond to key community priorities identified during the process, addressing land use and urban design; economic development; transportation and parking; and quality of life.

LAND USE AND URBAN DESIGN

GOAL-1

COHESIVE LAND USE FRAMEWORK.

Foster a vibrant mix of uses along the Corridor and a clear development pattern defined by a mixed use core, residential nodes, and opportunities for retail, employment, and recreation.

POLICIES

RUM-1.1 Promote the redevelopment of underused sites along the Corridor to provide for community needs, capitalize on market opportunities, and foster prosperity.

RUM-1.2 Integrate new housing and employment-oriented uses along the Corridor to address affordability, increase economic opportunity, and support neighborhood vitality, while taking action to prevent the displacement of existing residents and businesses.



RUM-1.3 Foster distinctive gateways at key entry points into San Pablo to heighten sense of place and strengthen neighborhood pride.

GOAL-2

DISTINCTIVE GATEWAY.

Create an attractive, memorable gateway into San Pablo at the prominent intersection of Market and Rumrill.

POLICIES

RUM-2.1 Focus the highest intensity of development at the intersection of Market and Rumrill to create a distinctive mixed-use node and a focal point for the community that signals entry into San Pablo.

RUM-2.2 Foster a vibrant mix of residential and activity-generating commercial uses at this location to activate it throughout the day and evening.

RUM-2.3 Require a minimum of 30 units per net acre for any project with a residential component at the intersection of Market and Rumrill.

RUM-2.4 Build the visual presence of the gateway intersection with taller building heights, a public plaza, trees, public art/murals, and distinctive branding and signage. The public plaza should be designed for flexible use and activated with programming and amenities.

RUM-2.5 Orient new buildings to the street or public plaza, minimize setbacks along street frontages, and locate surface parking behind buildings to promote a walkable, pedestrian-friendly environment.

RUMRILL/MARKET GATEWAY INTERSECTION

The intersection of Rumrill and Market represents a unique opportunity within the Plan Area. Parcel size at this prominent crossroads is among the largest on the Corridor, and there are clusters of adjacent parcels under common ownership, which present an important opportunity for redevelopment that can help catalyze the vision.

The intersection is served by three bus routes, positioning it for transit-oriented development, and it is also a major entry point into San Pablo from the Richmond Parkway, via North Richmond. The Plan focuses the highest density and intensity of development at this location to capitalize on this opportunity and foster creation a mixed use node, with a vibrant mix of residential and activity-generating commercial uses. Land use and development standards are structured to incentivize the provision of amenities such as public plazas, on-site recreational amenities, public art, and high-quality design features that contribute to an attractive, memorable gateway into San Pablo.



RUM-2.6 Emphasize human-scaled design within larger developments and employ measures such as articulated massing, awnings, and landscape elements to break down the scale of buildings.

RUM-2.7 Ensure that commercial uses are designed to incorporate ground floor transparency and pedestrian activity.

RUM-2.8 Provide common, resident-serving uses such as lobbies, fitness centers, and common areas in visible, ground-floor locations within multifamily developments and mixed-use buildings to help activate the street level.



RUM-2.9 Work with AC Transit to incorporate a transit stop at the intersection with passenger waiting amenities such as a bus shelter, seating, lighting, trash cans, and schedule information.

RUM-2.10 Prioritize the use of funds from the City's Public Art Fund for a public art project at the Rumrill/Market gateway intersection

ACTIONS

RUM-2.a Update the zoning code to:

- Establish development standards for high intensity mixed use development within the Mixed-Use Center West designation;
- Clarify that the minimum required density for residential development in the Mixed-Use Center West designation is 30 units per net acre; and
- Provide a tiered program of bonus density and FAR offered in exchange for amenities such as public plazas, on-site recreational amenities, public art, and high-quality design features.

RUM-2.b Work with property owners and interested developers to retain a grocery store at this intersection and attract other essential services, such as medical clinics, banks, and dry cleaners to provide for the needs of area residents and ensure the vitality of the node over time.



RUM-2.c Establish a unified gateway design palette and guidelines that address streetscape design, signage, lighting, and building massing and setbacks to heighten sense of place both at the Rumrill/Market gateway and the southern gateway.

HOUSING FOR ALL.

GOAL-3

Promote a variety of housing types along the corridor and prevent displacement of existing residents.

POLICIES

RUM-3.1 Promote a range of residential densities and unit sizes throughout the Corridor to encourage a mix of housing types in varying price ranges and rental rates.

RUM-3.2 Encourage a mix of for-sale and rental housing units along the Corridor, including alternative ownership models such as fee-simple ownership, common interest developments, housing cooperatives, or community land trusts.

RUM-3.3 Facilitate the integration of new housing to meet community needs in the Rumrill Corridor by offering incentives that may include (1) processing incentives such as fast track permitting, expedited design review, and streamlined environmental review when possible ; (2) regulatory incentives such as density bonuses, parcel map waivers, or modification of development standards; and (3) fee reductions, waivers, or deferrals and other financial incentives for projects that create low- and moderate-income housing.

RUM-3.4 Encourage the use of innovative and cost-effective building materials and construction methods (such as modular construction), as well as site design practices as well as energy and water conservation measures to conserve resources and reduce the cost of residential development.

RUM-3.5 Promote the development of live/work units and compatible multi unit housing in commercial and employment mixed use areas along the Corridor.

RUM-3.6 Screen and buffer nonresidential projects to protect adjacent residential property and other sensitive land uses when necessary to mitigate noise, glare and other adverse effects on adjacent uses.



RUM-3.7 Require building placement variations, roofline variations, architectural projections, and other embellishments in residential and mixed-use development to enhance the visual quality and design appeal along the Corridor.



RUM-3.8 Preserve and expand affordable housing in the Corridor with the following actions:

- Through the Residential Health & Safety Program, continue to proactively inspect rental properties and promote rehabilitation of substandard units;
- Partner with Contra Costa County and non-profit groups to provide funds to renovate older buildings in exchange for rent restrictions;
- Provide regulatory, process, or fee-based incentives to encourage the integration of deed-restricted affordable units within housing developments; and
- Discourage the conversion of older rental apartments to condominiums.

RUM-3.9 Continue to engage the community in developing new and refining existing affordable housing and anti-displacement strategies.

ACTIONS

RUM-3.a Pursue development of high density residential and/or mixed-use development on the cluster of City-owned parcels in the south of the Corridor, near Sutro and Fillmore. Development of these properties should be used to help catalyze positive change in the Corridor and may be accomplished through sale, ground lease, or public-private partnership.

RUM-3.b Consistent with Housing Element Program 1-C, establish objective standards for live/work units so that they can be developed without the need for a conditional use permit.

RUM-3.c Study the feasibility of modifying the SPLASH program to support the creation of live/work housing and/or office condominiums on the Corridor.

RUM-3.d Work with Richmond LAND (Local Action in Neighborhood Development), Contra Costa's first Community Land Trust (CLT), to explore opportunities to increase the supply of permanently affordable housing options on the Corridor. The effort should consider opportunities to consolidate parcels and/or acquire and rehabilitate

existing multiunit rental housing. The City should consider contributing land, funds, and technical expertise to support the effort.

RUM-3.e Consistent with Housing Element Program 1-H, reach out to faith-based organizations that own property on the Corridor to gauge their interest in developing affordable housing and identify actions the City can take to support efforts.



RUM-3.f Review development standards in the zoning code to ensure they adequately provide transitions for higher density mixed use areas to adjacent low density neighborhoods, incorporating modifications as warranted.

RUM-3.g Implement Housing Element Program 3-F to minimize and resolve conflicts and disputes between landlords and tenants and promote tenant rights.

RUM-3.h Consider creation of a forum for ongoing dialogue on local housing issues and identification of strategies to address them. Include representatives of public agencies, affordable and for-profit housing developers, housing advocacy groups, and other community organizations.

RUM-3.i Monitor indicators such as change in share of low-income households, average rent and sales price, supply of affordable units, and evictions and foreclosures within the Corridor. Use this data to assess risk and target programs and resources accordingly.

GOAL-4

ENGAGING SPACES.

Activate the public realm and build visual character along the Corridor.

POLICIES

RUM-4.1 Using development regulations and design standards, facilitate development and streetscape improvements that help transform the visual and physical character of the Corridor to create a positive impact on the public realm.



RUM-4.2 Rely on strong landscape treatments, setbacks, sign controls, and, where feasible, underground utilities and street improvements to enhance design harmony and prevent visual chaos where businesses are competing for attention.

RUM-4.3 At key intersections, require that buildings be oriented to actively engage and enhance the public realm through techniques such as building orientation, build-to and setback lines, façade articulation, ground-floor transparency, and rear-of-lot location of parking.

RUM-4.4 Integrate public art/murals, distinctive branding, and signage to help build sense of place at the southern gateway (**Map 4**) and apply gateway design guidelines to new development at this location (see **Action RUM-2.c**).



RUM-4.5 Primary building entries, either individual or shared, should face a public street and be prominent and easy to identify.

RUM-4.6 Leverage City investments in infrastructure, public realm improvements, and amenities to attract private sector investments and new development to the Corridor.

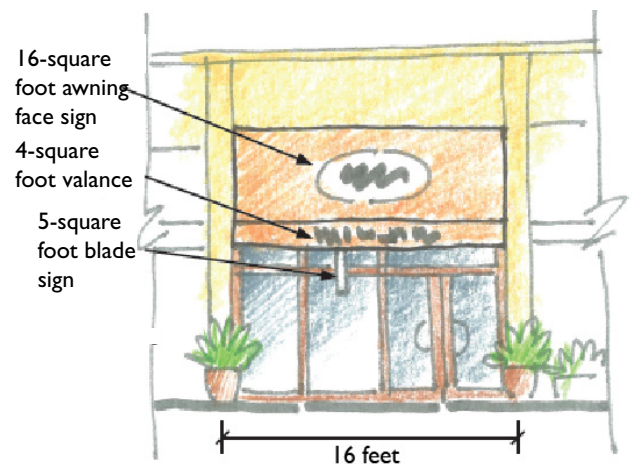
RUM-4.7 Pursue funding and programs to underground utilities and overhead wires where feasible.

ACTIONS

RUM-4.a Work with property and business owners to promote the improvement and maintenance of facades of commercial buildings.

RUM-4.b Investigate the feasibility of establishing a business improvement district, facade improvement program, or other mechanism to facilitate the renovation and rehabilitation of older commercial properties along the Corridor.

RUM-4.c Establish a master signage program with guidelines for the design, placement, and specifications for commercial signage to ensure consistency in visual appearance and help build a visual brand for the Corridor.



A Master Signage Program is a coordinated plan for signs placed on commercial properties that ensures consistent visual themes and adequate signage for tenants.

RUM-4.d Develop a branding and public art program for the Corridor that identifies a menu of tactical public realm improvements to foster an identifiable image for the area. The program should include elements such as murals, banners, utility box painting, string lighting, and blank facade wall treatments as well as potential funding sources.

ECONOMIC DEVELOPMENT

GOAL-5

THRIVING LOCAL BUSINESSES.
Cultivate a vibrant mix of home-grown businesses and entrepreneurs while attracting new businesses to diversify and grow the local economy.

POLICIES

RUM-5.1 Focus business attraction and retention efforts to build on existing industry concentrations in the Corridor, including businesses in the following sectors: food production and sales; small-scale manufacturing; wholesale trade; repair and maintenance; and personal and businesses services.



RUM-5.2 Continue to partner with the San Pablo Economic Development Corporation (EDC) to offer technical assistance and funding to support the establishment and growth of businesses in target sectors.

RUM-5.3 Leverage the relatively affordable rents and sales prices available along the Corridor to attract new businesses.

RUM-5.4 Preserve and encourage neighborhood stores that enable shoppers to walk or bike for everyday needs, provide access to healthy foods, and promote a sense of community.



RUM-5.5 Ensure that zoning and other City regulations support a variety of home-based businesses along the Corridor.

RUM-5.6 Encourage the integration of commercial tenant spaces designed to accommodate small businesses within new developments.

RUM-5.7 Undertake and encourage place-making and community development projects that enhance the Corridor as a desirable place to live, work, and visit.

ACTIONS

RUM-5.a Conduct outreach to local businesses and assess the viability of establishing a Business Improvement District in the Corridor to help coordinate and fund activities such as facade improvements, beautification efforts, coordinated marketing campaigns, and special events.

RUM-5.b Review City business license and sign permit requirements to identify revisions that can simplify procedures and reduce costs for businesses.

RUM-5.c Work to encourage that a range of occupiable sizes is provided in new developments, including smaller commercial tenant spaces designed to accommodate small, local businesses.

GOAL-6

QUALITY OF JOBS, EDUCATION, AND TRAINING.
Support workforce development initiatives and connect residents with local employment opportunities.

POLICIES

RUM-6.1 Proactively partner with the San Pablo EDC on strategies to develop a local labor force with skills to meet the needs of the Corridor's businesses.

RUM-6.2 Continue to support efforts to enhance primary and secondary education, increase high school graduation rates, and improve workforce-readiness for youth.

RUM-6.3 Work with the San Pablo EDC to develop and implement programs that help local businesses hire and train local trainees.

ACTIONS

RUM-6.a Collaborate with the San Pablo EDC and Corridor businesses to mount a “hire local campaign” that encourages businesses along the Corridor to hire workers who live in or near the area.



Image Source: San Pablo Economic Development Corporation

GOAL-7

DESTINATION FOR FOOD AND FUN.

Establish the Rumrill Corridor as a destination for recreation and entertainment within San Pablo.

POLICIES

RUM-7.1 Work with the San Pablo EDC and local businesses to raise the profile of the Corridor as a recreational and entertainment destination, through marketing campaigns and other promotional activities.

RUM-7.2 Attract complementary new food production and sales businesses to the Corridor and support the vitality of existing restaurants, bodegas, and food trucks.

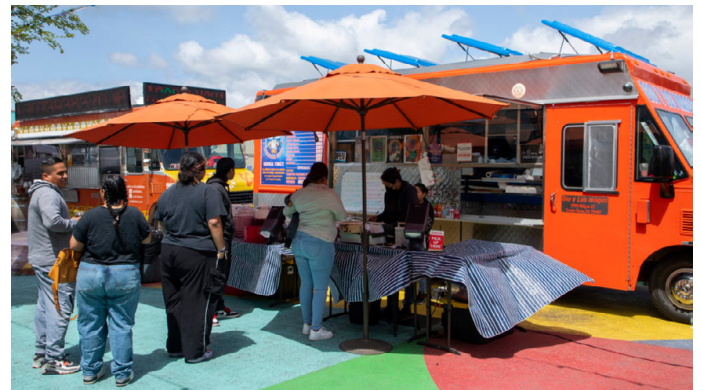
RUM-7.3 Reinforce the Rumrill Sports Complex as the City's premier destination for recreational events and explore opportunities to partner with local businesses and community groups to host festivals and events in addition to sports and recreational programming.



ACTIONS

RUM-7.a Develop and market an inventory of sites along the Corridor that are suitable for a commercial kitchen, a food truck park, or other food/beverage production facility.

RUM-7.b Establish a zoning overlay or other mechanism to fast-track permits for food trucks and short-term events along the corridor.



RUM-7.c Prepare and publicize a map of restaurants and food trucks along the Corridor to highlight local businesses and promote patronage by San Pablo residents and visitors to the area.

RUM-7.d Work with property owners to facilitate the activation of vacant and underused sites with short-term uses bringing co-benefits for owners and the community. Such uses may include pop up markets; festivals and community events; short-term exhibit or gallery space; performance venues; or community gardens with raised planting beds.

TRANSPORTATION AND PARKING

There is strong community support for new multifamily housing along the Corridor; however, peak hour congestion and the limited availability of public parking along the Corridor are ongoing issues that will require focused attention to ensure that the addition of new housing enhances quality of life in the area.

Plan policy incorporates a robust suite of actions to optimize circulation through the use of technology and transportation demand management strategies that encourage the use of alternatives to single-occupant vehicles. Plan policy also outlines a comprehensive parking strategy for the area that seeks to optimize the use of space devoted to parking, balance the needs of businesses and residents, and effectively manage demand on game days at the Rumrill Sports Complex.



GOAL-8

SAFE, EFFICIENT STREETS.
Manage circulation and improve connectivity to and along the Rumrill Corridor to ensure safe, efficient mobility for all roadway users.

POLICIES

RUM-8.1 Manage traffic and circulation along the Corridor to reduce congestion, optimize person throughput, and enhance roadway safety.

RUM-8.2 Employ a variety of strategies to optimize traffic flow on Rumrill Boulevard, particularly during peak hours. Strategies may include:

- Traffic signal timing optimization;
- Roadway layout, lane configurations, and intersection designs to facilitate smooth traffic flow; and
- Variable message signs and technology that provides real-time information.

RUM-8.3 Promote walking, cycling, transit and other non-motorized forms of transportation for local trips within the Corridor and surrounding neighborhoods.



RUM-8.4 Encourage all new multiunit residential developments to incorporate transportation demand management (TDM) strategies into project design and operations. Require that projects of 50 or more units incorporate TDM strategies, which may include:

- Participation in the AC Transit EasyPass program which provides discounted transit passes for residential communities;
- Membership in car share and bike share programs;
- On-site secure bicycle storage facilities;
- Connecting residents to E-bike grant and rebate programs.

RUM-8.5 Continue to engage the community in transportation planning and design decisions along the Corridor and periodically assess the need for adjustments and refinements to roadway design.



RUM-8.6 Support regional initiatives to connect San Pablo to the San Francisco Bay Trail, including completion of the Verde Avenue connector segment of the Wildcat Creek Trail planned to link the Plan Area to an existing segment to the west.

ACTIONS

RUM-8.a Pursue funding and prioritize completion of the traffic signal interconnect system and installation of a fiber line to enable synchronized traffic signal operation on the Corridor.

RUM-8.b Prepare a handout detailing TDM strategies available for multiunit residential developments; make it available at the planning counter and on the City's website.

RUM-8.c Collaborate with local businesses to develop and implement a campaign that encourages residents to walk and bicycle when shopping in or visiting the neighborhood. Through incentives and contests, the campaign should aim to encourage area residents to shop at stores and visit services along the Corridor while also promoting the public health benefits of active transportation.

RUM-8.d Study options and identify potential funding sources for the installation of high visibility crosswalks at key intersections along the Corridor, including the Rumrill/Market gateway intersection; the Rumrill/Sutter intersection at the entry to the Rumrill Sports Complex; and Rumrill/Sanford intersection. The study should engage area residents in determining priorities and design of improvements.

RUM-8.e Explore the feasibility of options for bringing on-demand shuttle service to the Corridor to enhance first/last mile connectivity to the regional transit facilities and

other key designations. Options may include expanding San Pablo Paratransit service to a wider range of riders and/or working with the City of Richmond to expand the Richmond Moves shuttle service area to include the Rumrill Corridor.

GOAL-9

COMPREHENSIVE PARKING MANAGEMENT.

Strategically provide parking to meet the needs of existing and future residents and businesses

POLICIES

RUM-9.1 Strive for a balanced supply of parking along the Corridor that supports business vitality, walkability, and healthy air quality.

RUM-9.2 Promote the use of shared parking agreements that allow for common use of spaces between uses with different time of day needs and require reciprocal parking and access agreements between individual parcels where practical.

RUM-9.3 Allow for additional floor area ratio (FAR) above the maximum permitted in mixed use developments if the project proponent demonstrates it is needed to support the financial feasibility of wrapped or structured parking.



Image Source: Richmond Standard

ACTIONS

RUM-9.a Develop and implement a parking management plan for events at the Rumrill Sports Complex. The Plan should be informed by parking counts on game days. Additionally, the plan should identify shared parking opportunities with neighboring property owners and incorporate TDM strategies and incentives for carpooling

RUM-9.b Consider establishing on-street parking time limits (2-3 hours) in commercial areas, including signage and follow-up enforcement.

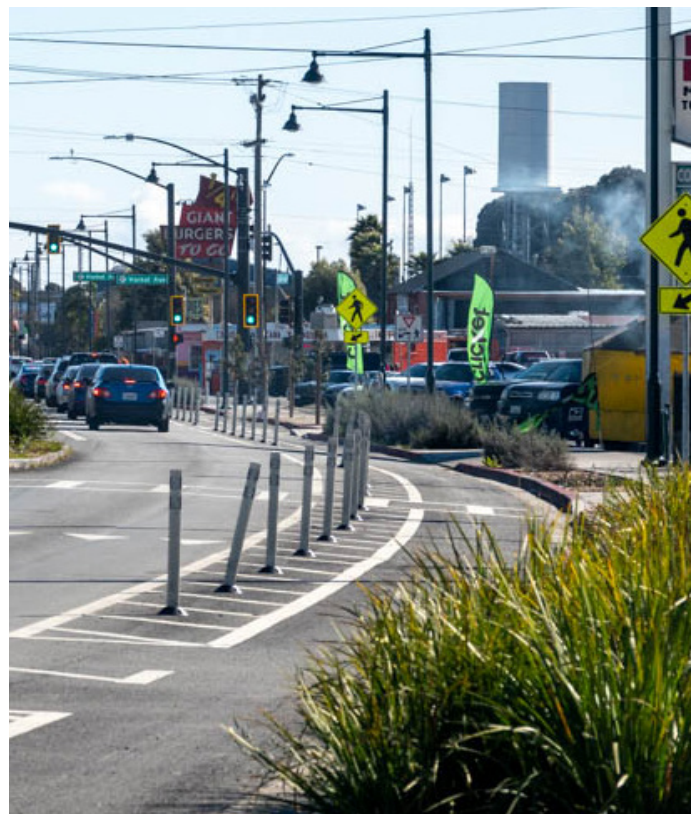
RUM-9.c Monitor spillover parking into residential neighborhoods adjacent to the Corridor and establish a residential parking permit program if warranted.

RUM-9.d Review off-street parking standards and identify opportunities to optimize the use of space devoted to parking, updating the zoning code as appropriate. The exercise should consider reducing parking stall dimensions and expanding where tandem parking is permitted among other solutions.

RUM-9.e Continue and expand public education and outreach efforts to clarify where street parking is permitted in the Corridor and to discourage obstruction of bicycle lanes. Consider adding signage and markings to further clarify where parking is permitted.



Proposed On-street parking time limits in commercial areas



New separated bike lanes along Rumrill Boulevard

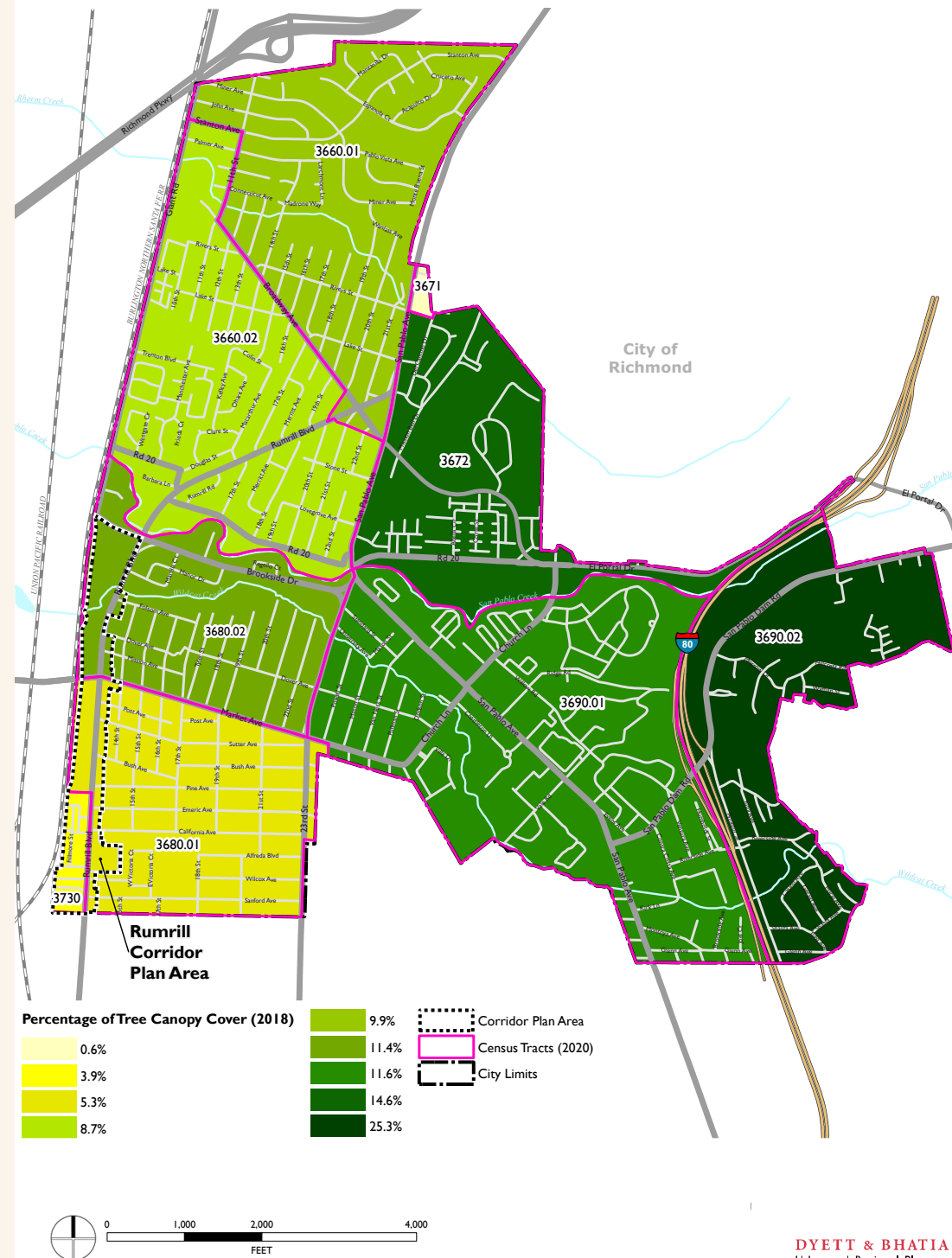
QUALITY OF LIFE

As older, underused properties on the Corridor are redeveloped, growth can be leveraged to improve environmental conditions in the Plan Area. The Corridor has among the lowest tree canopy coverage in San Pablo, and large areas of asphalt and concrete reflect heat in the summertime, leading to higher daytime temperatures. Average daytime temperatures are projected to increase as much as 7 degrees by the end of the century, which will contribute to higher temperatures and impact the livability of outdoor environments. New street trees were planted as part of the 2023 Rumrill Boulevard Complete Streets project, and the Plan incorporates additional urban greening strategies to integrate trees, shade structures and landscaping on properties throughout the Corridor as redevelopment occurs. These strategies complement policies in the Health and Environmental Justice Element and greening of the Corridor will also help improve air quality and reduce noise pollution.

Given the relatively low elevation of the Plan Area and prevailing drainage patterns, flooding during rain events is an issue in the area. Existing storm pipes are undersized, which compounds the issue and leads to localized flooding. With the Complete Streets improvements completed in 2023, known deficiencies in the storm drain system were addressed and conditions at the Rumrill/Market intersection have significantly improved. Plan policy and applicable development standards will also require the use of low impact design to manage the flow and velocity of stormwater runoff and help address flooding. Regionally, planned adjustments to the height and elevation of the outfall of Wildcat Creek to the San Pablo Bay as part of a project led by the Contra Costa County Flood Control District and the United States Army Corps of Engineers are also a critical part of the overall stormwater management strategy for the area.



Map 7: Urban Tree Canopy Cover



SOURCE: USDA Urban Tree Canopy Cover, 2018; Census, 2020; City of San Pablo, 2024; Contra Costa County GIS, 2024;

GOAL-10

LIVABLE CORRIDOR.
Enhance livability and environmental quality along the corridor.

POLICIES

RUM-10.1 Promote healthy air and water quality and a safe, livable urban environment along the Corridor.

RUM-10.2 Facilitate remediation of industrial and service commercial sites within the Corridor consistent with federal, State, and local regulations and connect developers with resources, grants, and funding for cleanup.

RUM-10.3 Preserve and enhance biological and riparian resources along Wildcat Creek. Ensure that top-of-creek setback requirements of at least 25 feet are followed for new structures.

RUM-10.4 Require landscaping plans and the incorporation of low impact design techniques for development proposals and encourage site designs that include shade trees, living walls, rain gardens, use of native and drought-resistant plantings, permeable pavement, and green roofs to enhance environmental quality and mitigate urban heat along the Corridor.

RUM-10.5 Through the Residential Health & Safety Program, continue to proactively inspect rental housing; promote Code compliance of building, electrical, fire and plumbing code standards; and maintain the quality of housing stock along the Corridor.



RUM-10.6 Require developers to mitigate noise exposure to sensitive receptors from construction activities. Mitigation may include a combination of techniques that reduce noise generated at the source, increase the noise insulation at the receptor, or increase the noise attenuation as noise travels from the source to the receptor (e.g., through the incorporation of barriers).

RUM-10.7 Reduce vibration impacts associated with construction activities by requiring construction contractors to implement measures to help reduce vibration levels at nearby sensitive receptors. Measures to reduce vibration levels include, but are not limited to, the following:

- Operating heavy equipment as far as practical from residential uses; and
- Using smaller bulldozers (operating weight less than 20,000 pounds) when grading must occur within approximately 50 feet of residential uses or other vibration sensitive uses.

ACTIONS

RUM-10.a Identify drainage and stormwater management improvements to address localized flooding for the Southwest Flooding Area of Concern together with potential funding sources for implementation and update the Green Infrastructure Plan and Capital Improvements Program accordingly.

RUM-10.b Ensure that site design and planning for the redevelopment of the cluster of City-owned parcels near Sutro Avenue incorporates strategies to improve drainage and stormwater management conditions on and adjacent to the site.

RUM-10.c Update City standards to require shade trees and landscaping in surface parking lots and public plazas, considering the benefits for environmental quality and urban heat mitigation together with the financial feasibility of development projects.

RUM-10.d Update Table 17.50-A of the Noise Ordinance to establish appropriate and feasible limits for the Employment Mixed Use Designation, where production and repair-oriented businesses and compatible residential uses are envisioned.



Aerial view of City-owned parcels

GOAL-11

STRONG COMMUNITY BONDS.
Strengthen connections between neighbors and encourage the active participation of residents and businesses in civic life.

POLICIES

RUM-11.1 Continue to engage with the community and provide opportunities for public input as development projects are proposed in the Corridor.

RUM-11.2 Use a variety of methods to invite community participation in City decision-making in both English and Spanish, including posters, email blasts, social media, newsletters, the City website, and community networks.

RUM-11.3 Continue to offer recreational programming and promote the Rumrill Sports Complex as a community focal point where residents and families come together.

RUM-11.4 Partner with local businesses, community organizations, and non-profits to sponsor and host festivals and events in the Corridor.

ACTIONS

RUM-11.a Raise awareness of the Rumrill Corridor Plan among residents, property owners, and business owners and periodically report on progress at relevant City events, via the City website, and in City communications.

RUM-11.b Identify opportunities to hold public meetings, such as Planning Commission and/or City Council meetings, in the Rumrill Corridor consistent with General Plan Policy CHEJ-I-56.

RUM-11.c Study the feasibility of a program to permit temporary street closures for block parties and neighborhood festivals in the Corridor.

RUM-11.d Explore opportunities to expand the Neighborhood Champions initiative with additional opportunities to involve Corridor residents and businesses in efforts to improve their community.





5

IMPLEMENTATION AND MONITORING

This Plan provides a clear vision and a comprehensive policy framework to guide the evolution of the Rumrill Corridor. Achieving the full development potential of the Plan will require a range of efforts and actions on the part of the City, property owners, developers and other partners over a number of years. This chapter

summarizes key actions needed to implement the shared vision outlined in the Plan, organized into near-term, mid-term, and long-term priorities. It also presents a series of indicators that can be used to monitor progress.

IMPLEMENTATION
MECHANISMS

The Plan is implemented through the decisions of the San Pablo Planning Commission and the City Council and through a variety of regulatory mechanisms and administrative procedures, which include the San Pablo zoning, subdivision, and sign ordinances the City’s Capital Improvement Program (CIP), environmental review procedures, and building and zoning codes. As a living document with long-range applicability, mechanisms also exist to permit changes in the Plan as the need arises and to review the document periodically for successful performance.

Title 17 of the San Pablo Municipal Code, referred to as the Zoning Code, translates Plan policies into specific land use regulations and development standards that govern development on individual properties. As part of the General Plan, this Plan establishes the policy framework, while the Zoning Code prescribes standards, rules, and procedures for development. The Zoning Map will provide more detail than the General Plan Land Use Diagram. Consistent with State law and good planning practice, the City will bring both the Zoning Code and the Zoning Map into conformance with the General Plan Land Use Diagram within a reasonable time.

The Capital Improvement Program (CIP) is the primary means of scheduling and funding infrastructure improvements. Capital planning represents an ongoing investment in the City’s future to ensure the timely repair and replacement of aging infrastructure, and the implementation of priorities to meet the demands of the community. The CIP is typically a comprehensive five-year plan, which identifies current and future fiscal requirements, thereby becoming the basis for determining annual

capital budget expenditures. Capital improvements are either major projects or programs undertaken by the City for the procurement, construction, or installation of facilities or major assets/equipment that will meet regulatory requirements and will improve, preserve, maintain, enhance, or modernize the City’s delivery of municipal services.

In many areas, Plan implementation will depend on actions of other public agencies and of the private sector, which will fund most of the development expected in the next 10-15 years. This Plan will serve a coordinating function for private sector decisions; it also provides a basis for action on individual development applications, which must be found to be consistent with the Corridor Plan and General Plan if they are to be approved.

IMPLEMENTATION TABLE

The following table (**Table 5-1**) presents implementing actions the City intends to undertake between 2025 and 2035 to help achieve the goals of the Plan. It describes the actions, identifies the City department/division responsible for implementation, and outlines the implementation timeframe. “Near-term” describes actions that are anticipated for completion within three years of adoption of the Plan; “mid-term” describes actions that are anticipated for completion within three to six years of adoption; and “long-term” describes actions that are anticipated for completion more than six years after adoption. Ongoing actions are those that continue or are periodically implemented through the life of the Plan. Some actions are already budgeted and ongoing, while the City Council will need to identify resources during future budget cycles in order to implement other actions.

Table 5-1: Implementation

Action #	Action Text	Responsibility	Implementation Schedule			
			Ongoing	Near Term (2025-28)	Mid-Term (2029-32)	Long-Term (2033-35)
REGULATIONS AND STANDARDS						
RUM-2.a	Update the zoning code to: - Establish development standards for high intensity mixed use development within the Mixed Use Center West designation; - Clarify that the minimum required density for residential development in the Mixed Use Center West designation is 30 units per net acre; and - Provide a tiered program of regulatory and process incentives offered in exchange for amenities such as public plazas, on-site recreational amenities, public art, and high-quality design features.	Planning		x		
RUM-2.c	Establish a unified gateway design palette and guidelines that address streetscape design, signage, lighting, building massing and setbacks to heighten sense of place both at the Rumrill/Market gateway and the southern gateway.	Planning		x		
RUM-3.b	Consistent with Housing Element Program 1-C, establish objective standards for live/work units so that they can be developed without the need for a conditional use permit.	Planning		x		
RUM-3.f	Review development standards in the zoning code to ensure they adequately provide for transitions from higher density mixed use areas to adjacent low density neighborhoods, incorporating modifications as warranted.	Planning		x		
RUM-4.c	Establish a master signage program with guidelines for the design, placement, and specifications for commercial signage to ensure consistency in visual appearance and help build a visual brand for the Corridor.	Planning/ Economic Development & Housing (EDH)			x	
RUM-10.c	Update City standards to require shade trees and landscaping in surface parking lots and public plazas, considering the benefits for environmental quality and urban heat mitigation together with the financial feasibility of development projects.	Planning/ Public Works				
RUM-10.d	Update Table 17.50-A of the Noise Ordinance to establish appropriate and feasible limits for the Employment Mixed Use Designation, where production and repair-oriented businesses and compatible residential uses are envisioned.	Planning		x		

Table 5-1: Implementation

Action #	Action Text	Responsibility	Implementation Schedule			
			Ongoing	Near Term (2025-28)	Mid-Term (2029-32)	Long-Term (2033-35)
RUM-5.b	Review City business license and sign permit requirements to identify revisions that simplify procedures and reduce costs for businesses.	Community Development		x		
RUM-5.c	Work to encourage that a range of occupiable sizes is provided in new developments, including smaller commercial tenant spaces designed to accommodate small, local businesses.	Planning	x			
RUM-7.b	Establish a zoning overlay or other mechanism to fast-track permits for food trucks and short-term events along the corridor.	Planning		x		
RUM-9.d	Review off-street parking standards and identify opportunities to optimize the use of space devoted to parking, updating the zoning code as appropriate. The exercise should consider reducing parking stall dimensions and expanding where tandem parking is permitted among other solutions.	Planning/ Engineering		x		

PLANS AND PROGRAMS

RUM-3.c	Study the feasibility of modifying the SPLASH program to support the creation of live/work housing and/or office condominiums on the Corridor.	EDH/ San Pablo Economic Development Corporation (EDC)			x	
RUM-3.g	Implement Housing Element Program 3-F to minimize and resolve conflicts and disputes between landlords and tenants and promote tenant rights.	Housing		x		
RUM-3.i	Monitor indicators such as change in share of low-income households, average rent and sales price, supply of affordable units, and evictions and foreclosures within the Corridor. Use this data to assess risk and target programs and resources accordingly.	EDH	x			
RUM-4.d	Develop a branding and public art program for the Corridor that identifies a menu of tactical public realm improvements to foster an identifiable image for the area. The program should include elements such as murals, banners, utility box painting, string lighting, and blank facade wall treatments as well as potential funding sources.	Planning/EDH				x

Table 5-1: Implementation

Action #	Action Text	Responsibility	Implementation Schedule			
			Ongoing	Near Term (2025-28)	Mid-Term (2029-32)	Long-Term (2033-35)
RUM-10.b	Ensure that site design and planning for the redevelopment of the cluster of City-owned parcels near Sutro Avenue incorporates strategies to improve drainage and stormwater management conditions on and adjacent to the site.	EDH/Public Works				x
RUM-11.d	Explore opportunities to expand the Neighborhood Champions initiative to involve Corridor residents and businesses in efforts to improve their community.	Public Works/Community Services				x
RUM-6.a	Collaborate with the San Pablo EDC and Corridor businesses to mount a hire local campaign that encourages businesses on the Corridor to hire workers who live in or near the area.	EDC/EDH			x	
RUM-7.c	Prepare and publicize a map of restaurants and food trucks on the Corridor to highlight local businesses and promote patronage by San Pablo residents and visitors to the area.	EDH/EDC		x		
RUM-7.d	Work with property owners to facilitate the activation of vacant and underused sites with short-term uses bringing co-benefits for owners and the community. Such uses may include pop up markets; festivals and community events; short-term exhibit or gallery space; performance venues; or community gardens with raised planting beds.	Planning/EDH/EDC Community Services	x			
RUM-8.b	Collaborate with local businesses to develop and implement a campaign that encourages residents to walk and bicycle when shopping in or visiting in the neighborhood. Through incentives and contests, the campaign should aim to encourage area residents to shop at stores and visit services along the Corridor while also promoting the public health benefits of active transportation.	Planning/Public Works/EDC			x	
RUM-9.a	Develop and implement a parking management plan for events at the Rumrill Sports Complex. The plan should be informed by parking counts on game days. Additionally, the plan should identify shared parking opportunities with neighboring property owners and incorporate TDM strategies and incentives for carpooling.	Community Services/Public Works/Police		x		

Table 5-1: Implementation

Action #	Action Text	Responsibility	Implementation Schedule			
			Ongoing	Near Term (2025-28)	Mid-Term (2029-32)	Long-Term (2033-35)

STUDIES AND REPORTS

RUM-4.b	Investigate the feasibility of establishing a Business Improvement District, facade improvement program, or other mechanism to facilitate the renovation and rehabilitation of older commercial properties along the Corridor.	EDH/EDC			x	
RUM-10.a	Identify drainage and stormwater management improvements to address localized flooding for the Southwest Flooding Area of Concern together with potential funding sources for implementation, and update the Green Infrastructure Plan and Capital Improvements Program accordingly.	Public Works			x	
RUM-11.c	Study the feasibility of a program to permit temporary street closures for block parties and neighborhood festivals in the Corridor.	Public Works/ Police Dept.			x	
RUM-8.b	Prepare a handout detailing Transportation Demand Management (TDM) strategies available for multiunit residential developments; make it available at the planning counter and on the City's website.	Planning/ Public Works		x		
RUM-8.d	Study options and identify potential funding sources for the installation of high visibility crosswalks at key intersections along the Corridor, including the Rumrill/Market gateway intersection; the Rumrill/Sutter intersection at the entry to the Rumrill Sports Complex; and the Rumrill/Sanford intersection. The study should engage area residents in determining priorities and design of improvements.	Public Works/ Planning			x	
RUM-9.c	Monitor spillover parking into residential neighborhoods adjacent to the Corridor and establish a residential parking permit program if warranted.	Police Dept./ Public Works	x			

STAKEHOLDER COORDINATION

RUM-2.b	Work with property owners and interested developers to retain a grocery store at the gateway intersection and attract other essential services, such as medical clinics, banks, and dry cleaners to provide for the needs of area residents and ensure the vitality of the Market/Rumrill node over time.	EDH	x			
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Table 5-1: Implementation

Action #	Action Text	Responsibility	Implementation Schedule			
			Ongoing	Near Term (2025-28)	Mid-Term (2029-32)	Long-Term (2033-35)
RUM-3.d	Work with Richmond LAND (Local Action in Neighborhood Development), Contra Costa's first Community Land Trust (CLT), to explore opportunities to increase the supply of permanently affordable housing options along the Corridor. The effort should consider opportunities to consolidate parcels and/or acquire and rehabilitate existing multiunit rental housing. The City should consider contributing land, funds, and technical expertise to support the effort.	EDH			x	
RUM-3.e	Consistent with Housing Element Program 1-H, reach out to faith-based organizations that own property along the Corridor to gauge their interest in developing affordable housing and identify actions the City can take to support efforts.	EDH/Planning		x		
RUM-3.h	Consider creation of a forum for ongoing dialogue on local housing issues and identification of strategies to address them. Include representatives of public agencies, affordable and for-profit housing developers, housing advocacy groups, and other community organizations.	EDH		x		
RUM-4.a	Work with property and business owners to promote the improvement and maintenance of facades of commercial buildings.	Building Division/EDC/EDH		x		
RUM-11.a	Raise awareness of the Rumrill Corridor Plan among residents, property owners, and business owners and periodically report on progress at relevant City events, via the City website, and in City communications.	City Manager	x			
RUM-11.b	Identify opportunities to hold public meetings, such as Planning Commission and/or City Council meetings, in the Rumrill Corridor consistent with General Plan Policy CHEJ-I-56.	City Manager		x		
RUM-5.a	Conduct outreach to local businesses and assess the viability of establishing a Business Improvement District in the Corridor to help coordinate and fund activities such as facade improvements, beautification efforts, coordinated marketing campaigns, and special events.	EDH/EDC			x	

Table 5-1: Implementation

Action #	Action Text	Responsibility	Implementation Schedule			
			Ongoing	Near Term (2025-28)	Mid-Term (2029-32)	Long-Term (2033-35)
RUM-8.e	Work to encourage that a range of occupiable sizes is provided in new developments, including smaller commercial tenant spaces designed to accommodate small, local businesses.	Public Works/Planning			x	

FINANCE AND MARKETING

RUM-3.a	Pursue development of high density residential and/or mixed use development on the cluster of City-owned parcels in the south of the Corridor, near Sutro and Fillmore. Development of these properties should be used to help catalyze positive change in the Corridor and may be accomplished through sale, ground lease, or public-private partnership.	EDH		x		
RUM-7.a	Develop and market an inventory of sites along the Corridor that are suitable for a commercial kitchen, a food truck park, or other food/beverage production facility.	EDH/EDC		x		
RUM-8.a	Pursue funding and prioritize completion of the traffic signal interconnect system and installation of a fiber line to enable synchronized traffic signal operation on the Corridor.	Public Works		x		

PROGRESS INDICATORS

Indicators offer a way to measure progress toward the vision and the goals of this Plan. Regularly measuring progress on key indicators will help evaluate its effectiveness and provide insight for how the City might modify implementing actions to better achieve the desired objectives.

Table 5-2 identifies a series of indicators that can be used to measure progress in implementing the Plan. For each indicator, the table shows the baseline against which progress will be measured and the target(s) to be achieved. The table also indicates how the metric will be calculated. To be effective, indicators should be relevant, easy to understand, readily measurable, and obtainable.

The indicators set forth in **Table 5-2** are generally measured using publicly available data sources – including data from City departments, regional agencies, various State offices, and the U.S. Census Bureau. These indicators will be tracked on an annual basis.

Each year, the City prepares a General Plan Progress Report to highlight accomplishments, report on current challenges, and measure the success of the General Plan in guiding the City toward its vision. Incorporating updated information on these indicators into the Annual Progress Report can be an effective way to report out on progress to decision-makers and community members.

Table 5-2: Progress Indicators

Indicator		Why it Matters	How Its Measured	Baseline	Target
	New Housing Units	The availability and affordability of housing in San Pablo is a critical community concern. Outreach activities indicate strong support for new housing opportunities along the Corridor to help address overcrowding and high housing costs.	Net new housing units constructed	2021: 465 existing units	410 new units by 2035
	Jobs per employed resident	The ratio of jobs to employed residents is an indicator of commute patterns and the economic health of a community. An even balance indicates a higher likelihood that people who live along the Corridor will work here as well, rather than commuting - often alone by car - to other communities. In turn, this brings environmental, economic, and social benefits as people drive less and spend more time in the community.	Jobs/employed residents in Corridor census block groups based on US Census data	2019 jobs: 172 2019 employed residents: 519 2019 ratio: 1 job per 3 employed residents	Target ratio: 1 job per 2.5 employed residents 2035
	New non-residential development	The Plan seeks to increase local employment opportunities within the Corridor through the redevelopment of underused sites with uses that provide new jobs and entrepreneurial opportunities for residents of the Corridor and surrounding areas. This indicator complements the number of employed residents to help characterize progress toward economic development objectives.	Net new non-residential square footage	2024: 260,000 square feet	40,000 square feet of net new non-residential space by 2035
	Share of residents spending more than 30 percent of income on housing (housing burden)	High housing cost burden forces people to make trade-offs between paying the rent or mortgage and other daily essentials, like buying food, paying for medical care, transportation, and paying bills. This undermines their economic security and overall well-being. Renters, older adults, people with disabilities, and people of color are more likely to experience a high housing burden. Addressing housing security is foundational for building an equitable city.	US Census data (5-year ACS) for renters/owners	2020: 44 percent	20 percent reduction over 2020 level by 2035
	Share of locally owned businesses	Locally-owned businesses tend to work with other local suppliers, banks, and service providers, creating a strong network of interconnected economic activity. They are also more likely to invest in the community. A higher share of locally-owned businesses helps keep revenue in the community and promotes economic vitality. The Corridor currently features a high share of locally-owned businesses which the City should strive to maintain.	Percentage of Corridor businesses whose owners live in San Pablo, based on data from San Pablo EDC	85 percent	85 percent

Table 5-2: Progress Indicators

Indicator	Why it Matters	How Its Measured	Baseline	Target
	Area of new landscaping	Landscaping and mature tree canopy coverage has environmental, economic, and health benefits for residents. Particularly in view of projected average summertime temperatures, expanding the tree canopy is important for building community resilience to the effects of climate change. The southwestern part of San Pablo, including the Corridor has significantly less green space than other areas of San Pablo.	Tree canopy coverage and square footage of newly installed landscaping as documented in annual WELO compliance reports	2024: 3-5% canopy coverage 2035: 12% canopy coverage and 20% increase in landscape coverage
	Transit Ridership	The Corridor is served by three AC Transit bus lines that provide connections to the Richmond BART Station, the Richmond Ferry Terminal, and the Contra Costa College Transit Center in San Pablo. Increased transit ridership can help reduce traffic congestion and improve air quality. While many Corridor residents are employed in sectors that involve irregular work hours, making commute by transit less viable, the addition of new housing along the Corridor can help support more frequent transit service, which in turn can help boost ridership. Additionally, discounted transit passes are available for larger multifamily development projects and lower income residents.	Average daily ridership at AC Transit stops on the Corridor	TBC with AC Transit input TBC with AC Transit input
	Parking complaints and parking tickets issued	Most residents are employed outside the Corridor in sectors that can involve irregular hours, making commute by car necessary. Outreach indicates that the availability of parking is an ongoing issue and many residents are concerned it could worsen as new housing is built. The Plan outlines a multi-pronged parking management strategy. These indicators will help measure its progress.	Annual number of complaints received, based on data from San Pablo PD) Annual number of parking tickets issued, based on data from San Pablo PD and civilian staff/parking enforcement team)	2024 (Complaints): 66 2024 (Tickets): 85 Total: 151 50 percent reduction in complaints received and parking tickets issued over 2024 level by 2035



RUMRILL CORRIDOR PLAN

Public Review Draft

APRIL 15, 2025