

# City of San Pablo General Plan 2025 Annual Progress Report

Prepared March 4, 2026



**CITY OF SAN PABLO**

*City of New Directions*

## Introduction

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

The General Plan is the City's official policy that guides decisions affecting future physical development and change within the City. San Pablo's current General Plan 2035 was first adopted on April 18, 2011, by Resolution 2011-046, as the General Plan 2030. The General Plan 2030 was subsequently amended on October 17, 2011 by Resolution 2011-015, on January 12, 2016 by Resolution 2016-001, on February 20, 2018 by Resolution 2018-025, and on April 16, 2018 by Resolution 2018-049. On July 7 2025, the plan was updated and renamed the General Plan 2035, adopted by Resolution 2025-097. The Housing Element was updated and adopted on March 18, 2024 by Resolution 2024-034, and certified by HCD on May 20, 2024. This Resolution also encompassed the incorporation of an Environmental Justice Element into an updated Community Health & Environmental Justice Element and amendments to the Safety & Noise Element.

The General Plan 2035 provided an update and refresh to the 2030 general plan, incorporating new information and changes to the City in the 15 years since the inception of the 2030 plan. Additionally, the Rumrill Corridor Plan was included as an annex to the General Plan. The General Plan 2035 contains the eight elements required by the state at the time of passage and two additional elements that were added as amendments, as follows: Economic Development, Land Use & Physical Design, Growth Management, Circulation, Parks, Schools, Community Facilities, & Utilities, Open Space & Conservation, Community Health & Environmental Justice, Safety & Noise, and the Housing Element, which was updated and approved separately in 2024.

This General Plan Progress Report summarizes the General Plan implementation progress for 2025. The City of San Pablo's 2025 General Plan Annual Progress Report will be presented to the San Pablo City Council for review and approval on March 16, 2026.

## General Plan Compliance

Government Code Section 65040.2 requires the Governor's Office of Land Use and Climate Innovation (LCI) to adopt and periodically revise the State General Plan Guidelines (GPG) for the preparation and content of general plans for all cities and counties in California. The San Pablo General Plan 2035 complies with the LCI's General Plan Guidelines of being comprehensive, internally consistent, and long-range. San Pablo's General Plan 2035 provides a vision for the future by establishing guidelines that reflect City policies, goals, and efforts while enhancing quality of life.

## General Plan Implementation Measures

The City of San Pablo has taken a range of measures to implement goals and policies from the General Plan. A number of projects, initiated across multiple departments, have furthered the goals of many of the elements of the General Plan, such as the Circulation Element, the Land Use and Physical Design Element, the Economic Development Element, and the Housing Element. These planning activities include the completion of the Sutter Green Street project, which aims to reduce flooding and improve pedestrian safety along Sutter Avenue, and progress towards the San Pablo Avenue Bridge Replacement, which will enhance traffic flow and bicycle and pedestrian safety while improving placemaking at a key intersection. Major planning work was done on a new park in 2025, as well. McNeil Park will bring playgrounds, basketball courts, a soccer field, and more on nearly 5 acres of land near Contra Costa College, helping increase access to recreation and parkland for San Pablo residents and meet the open space goals of the General Plan. A Marketing and Branding program is implementing the Economic Development Strategy by elevating San Pablo's identity, supporting economic development, and strengthening the visibility of our commercial districts. Three primary commercial corridors, San Pablo Avenue, 23<sup>rd</sup> Street, and Rumrill Blvd, are receiving a refreshed brand identity, with new logos and messaging tailored to the City's economic development goals.

The Planning Division has also completed several significant projects, most notably the General Plan 2035 Update and the Rumrill Corridor Plan. The Rumrill Corridor Plan created new zoning designations for the Rumrill Boulevard Priority Development Area (PDA), and provided a tailored template for future growth and development for the corridor within the General Plan. This corridor plan complements the recently completed Rumrill Complete Streets project by providing an additional policy framework aimed at improving housing and job opportunities along the corridor. Additionally, the Planning Division undertook several major zoning ordinance amendments in order to implement the General Plan and Housing Element. These text amendments included establishing the new zoning designations of the Rumrill Corridor Plan, streamlining the approval of several types of housing, reducing barriers to development, and further promoting Accessory Dwelling Units (ADUs).

In terms of affordable housing, the City adopted an Affordable Housing Strategy in 2020 and is actively promoting redevelopment of City owned parcels for affordable housing development, along with a number of other housing production initiatives. This strategy is further augmented by the policies and programs set forth in the 2023-2031 Housing Element, which was certified on May 20, 2024. Several affordable housing development projects made progress in 2025, and updates to the Zoning Code have helped further incentivize and streamline affordable housing production.

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

Table 1: General Plan Implementation Measures

<b>Planning Initiative</b>	<b>Description</b>	<b>Relevant General Plan Element(s)</b>	<b>Relevant General Plan Policies</b>
Rumrill Corridor Plan	Corridor Plan element of the General Plan Update encouraging jobs and housing production, along with enhancements to livability, along the Rumrill Boulevard corridor. Adopted July 2025.	Land use and Physical Design, Housing	<b>LU-G-3:</b> <i>Preserve and strengthen the City's overall image and create a safe, walkable and attractive urban environment for current and future generations of residents.</i> <b>LU-G-9:</b> <i>Retain and enhance existing commercial, industrial, educational and entertainment land use areas to strengthen San Pablo's economic base.</i>
Contra Costa College Mobility Hub	Conceptual plan identifying multi-modal mobility improvements for the area surrounding Contra Costa College in support of creating a mobility hub with transit-oriented development. Adopted November 2023. Currently pursuing funding.	Circulation, Housing	<b>C-I-33:</b> <i>Work with public transit providers to upgrade selected bus-stops with advanced traveler information systems (ATIS).</i> <b>C-G-4:</b> <i>Develop a safe and comprehensive bicycle and pedestrian network.</i> <b>C-I-27:</b> <i>Complete and enhance the pedestrian network with an interconnected system of walkways, continuous sidewalks on both sides of the street, and pedestrian crossings.</i>
Sutter Avenue Green Street	Street improvements to reduce flooding, improve street safety, and implement green infrastructure on Sutter Avenue.	Circulation, Open Space & Conservation, Safety & Noise	<b>C-G-4:</b> <i>Develop a safe and comprehensive bicycle and pedestrian network</i> <b>OSC-G-6:</b> <i>Protect water supply and quality through conservation and good stormwater management practices.</i>

	Project completed April 2025.		<b>SN-G-2:</b> <i>Minimize the risks to property, life, and the environment due to flooding hazards.</i>
McNeil Park	Planning underway for a new 4.9-acre park on Moraga Road near Contra Costa Community College. Designs and funding currently being finalized.	Parks, Schools, Community Facilities, and Utilities	<b>PSCU-G-1:</b> <i>Provide an expanded, high quality, and diversified park system which allows varied recreational opportunities for the entire community.</i> <b>PSCU-I-1:</b> <i>Seek to achieve a standard of 3.0 acres of parkland per 1,000 residents.</i> <b>PSCU-I-3:</b> <i>Develop new park and recreation facilities and continue to upgrade existing ones with universal accessibility, durability, and low maintenance in mind.</i>
San Pablo Ave/23 <sup>rd</sup> Street Bridge Replacement	Planning underway to replace a seismically unsafe bridge and revamp the intersection of several major arteries to improve multi-modal access and create active community spaces.	Circulation, Land Use and Physical Design	<b>C-I-1:</b> <i>Design and operate city streets based on a “Complete Streets” concept that enables safe, comfortable, and attractive access and travel for pedestrians, bicyclists, motorists, and transit users of all ages and abilities.</i> <b>LU-G-7:</b> <i>Recognize the importance of promoting mixed-use development within Priority Development Areas to the vitality and quality of life in San Pablo.</i>
General Plan Implementation Zoning Ordinance Amendments	2025 update to the Zoning Code to implement new land use designations and other changes put forth in the General Plan 2035 and the Rumrill Corridor Plan.	Land Use and Physical Design	<b>LU-G-9:</b> <i>Retain and enhance existing commercial, industrial, educational and entertainment land use areas to strengthen San Pablo’s economic base.</i> <b>LU-G-7:</b> <i>Recognize the importance of promoting mixed-use development within Priority Development</i>

			<i>Areas to the vitality and quality of life in San Pablo.</i>
ADU Ordinance Amendment	2025 Update to the Zoning Code to bring Accessory Dwelling Unit ordinance into line with current state law. A second 2025 Amendment Ordinance allowed ADUs to be sold separately as condominiums or tenants-in-common properties.	Land Use and Physical Design, Housing	<b>LU-G-5:</b> <i>Promote a variety of housing types and prices within neighborhoods to serve the economic needs of all segments of the community.</i> <b>Housing Element Policy 1-2:</b> <i>Promote development of a variety of housing types, sizes, and densities that meet community needs based on the suitability of the land, including the availability of infrastructure, the provision of adequate services and recognition of environmental constraints.</i>
Housing Element Implementation Zoning Ordinance Amendments	Changes to the Zoning Code to implement the policies of the Housing Action Plan of the Housing Element, including facilitation of new housing construction and reduction of barriers for unconventional types of housing.	Land use and Physical Design, Housing	<b>LU-G-5:</b> <i>Promote a variety of housing types and prices within neighborhoods to serve the economic needs of all segments of the community.</i> <b>Housing Element Policy 1-3:</b> <i>Identify and work to reduce or remove regulatory and process-related barriers to housing development in San Pablo.</i> <b>Housing Element Policy 1-5:</b> <i>Continue to encourage the provision of a variety of housing choices and types in the community, including innovative forms of housing.</i>
Marketing and Branding Program implementation	A comprehensive marketing and branding initiative aimed at elevating San Pablo’s identity, supporting economic development, and	Economic Development	<b>ED-I-2:</b> <i>Actively work to implement the focus areas, programs, and action steps laid out in the City’s Economic Development Strategy, including the</i>

	<p>strengthening the visibility of our commercial districts. Actions completed include conducting stakeholder interviews and community input sessions to capture perceptions and aspirations for San Pablo’s brand.</p>	<p><i>following:</i></p> <p><b>Focus Area 1. Marketing/Image Enhancement.</b>  <i>The City will launch an economic marketing program to support the priorities laid out in the EDS.</i></p> <p><b>ED-G-8:</b>  <i>Promote a positive image of San Pablo as a desirable place to live, shop, visit and do business.</i></p> <p><b>ED-I-18:</b>  <i>Encourage the formation or reconstitution of business organizations to represent businesses along 23rd Street, North San Pablo Avenue, South San Pablo Avenue, and Rumrill Boulevard.</i></p>
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## General Plan Modifications and Amendments

San Pablo completed a significant update to the General Plan in 2025. The City adopted its General Plan 2035 Update, including the Rumrill Corridor Plan annex, in July of 2025, marking the completion of a multi-year project to bring the document up to date with the current state of the City. As part of this project, the outdated 23<sup>rd</sup> Street Specific Plan was also repealed. The update included redesignating the land uses of 157 properties, including many in the Rumrill Corridor Plan Area, and the introduction of three new land use categories. Other changes included updating several elements to reflect major changes that have occurred in the City since the Plan’s original adoption in 2011, including the closure of Doctor’s Medical Center, the development of the Mixed Use Center South site, the redevelopment of the Old City Hall, new park and roadway projects, and overall changes in demographics and economic conditions. Additionally, the San Pablo Annex of the Contra Costa County Local Hazard Mitigation Plan was incorporated into the Safety Element. The Rumrill Corridor Plan annex established a vision for the future of the Rumrill Boulevard mixed-use corridor, laying out plans for housing and employment growth, along with improvements to livability for the neighborhood. The Corridor Plan also established three new land use designations, intended to promote mixed use, housing, and employment uses on certain sites within the plan area.

These efforts were completed with the assistance of local funds along with grants from the SB2, REAP, and PDA REAP grant programs. Dyett & Bhatia of Oakland, CA provided planning consultant services.

## Major Development Applications Processed

A number of major development proposals representing a range of project types have been processed under the current 2035 General Plan. These developments have helped advance several aspects of the Plan, including Housing Element goals and key Land Use and Physical Design policies. Table 2 below describes a selection of recent major developments that have been processed in the City of San Pablo.

Table 2: Major Development Applications Processed

Address	Description	Status	General Plan Relevance
2812 Chattleton Lane	20 units of townhouse-style attached single-family housing, 8 of which have accessory dwelling units	Under construction	Supports housing element goals by providing different options of housing types for different income levels. One unit will be affordable to a low-income household.
Alvarado Gardens (Former City Hall site)	100 units of affordable housing with 7,000 square feet of ground-floor commercial space	Phase 1 (50 units) completed; Phase 2 financing secured, construction to start in mid-2026.	Supports housing element goals by providing in-fill housing for low-income levels and supports the economic base of the city by providing a retail mixed-use component on the ground level.
1723 14 <sup>th</sup> Street	3 units of multifamily housing with 1,074 square feet of commercial space	Under construction	Supports Land Use and Physical Design goals by promoting infill housing and walkable neighborhoods.
1820 Rumrill Boulevard	40-unit 100% affordable multifamily development	Planning approved; undergoing revisions. Financing secured.	Supports housing element goals by providing infill housing for low-income residents.
San Pablo Police Headquarters and Regional Training Facility	New headquarters building for the San Pablo Police Department with attached regional training facility complex	Under construction	Supports safety element policies by improving the facilities and training opportunities for the Police Department.

2834 El Portal Drive	New 4-unit apartment building	Planning approved	Supports housing element goals by providing infill housing.
15332 San Pablo Avenue	5,158-square foot retail building	Planning approved	Supports land use element goals by adding small-scale retail in a walkable format.
1701 Rumrill Boulevard	New 25,549-square foot warehouse and manufacturing facility for Rudy’s Refrigeration	Planning approved	Supports economic development element policies calling for increased employment uses in sectors matching the skills of San Pablo’s residents.

## Housing Element Annual Progress Report

California Government Code Section 65400 requires general law cities to prepare and submit an Annual Progress Report (APR) to HCD, and the Governor’s Office of Land Use and Climate Innovation (LCI) describing the status of implementing the General Plan Housing Element. The APR includes information on the City’s progress in addressing the Regional Housing Needs Allocation (RHNA) and the status of housing policies/programs listed in the 2023-2031 City of San Pablo Housing Element. HCD provides forms and instructions for preparation of the APR. The APR provides a snapshot of housing unit production across affordability levels and includes an update on housing program implementation. The APR is required to be considered by the City Council at a public meeting, during which it should receive any public comments. Once accepted by the Council, the APR is sent to HCD and LCI.

The 2023-2031 City of San Pablo Housing Element was adopted on March 18, 2024 and certified by HCD on May 20, 2024, replacing the 2015-2023 Housing Element.

The 2025 APR (Attachment A, Table B) includes the number of housing units for which the City issued building permits, both in the aggregate and by affordability levels, according to State-defined income levels, during calendar year 2025. The APR also identifies progress made on implementation programs included in the City’s Housing Element. It should be noted that timelines assigned to the various implementation programs are estimates only, and are subject to resource availability and Council Priority Workplan conformance. As indicated on the report, during 2025, the City issued building permits for one non-deed-restricted Junior Accessory Dwelling Units which is in the low-income category; 16 Accessory Dwelling Units, which are in the moderate-income category; three new Single-Family homes, which are in the above-moderate income category and three Mobile Homes, which are in the low-income category, for a total of 23 new units.

According to the 2024 APR, the City had developed 179 units out of a total of 746 units expected to be produced by 2031 under the 6th Cycle Regional Housing Needs Allocation (RHNA), or 24% of the total allocation. San Pablo’s target goal of 746 units by 2031, include 173 at the very low-income level, 100 at the low-income level, 132 at the moderate-income level, and 341 at the above moderate-income level.

The 2025 report will increase the total number of units created to 202, leaving 544 units remaining to be produced by the end of the eight-year cycle in 2031. The new 6th Cycle accounts for the units permitted in 2023-2031, as well as any units permitted during the Projection Period of June 30, 2022 to January 30, 2023. The total units permitted to date for the new 6th cycle is 202 and the total remaining RHNA is 544.

## **Additional Information Provided**

### **Emergency Ordinances**

No emergency ordinances were passed by San Pablo City Council in 2025.

### **Interagency Coordination**

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

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

#### **ATTACHMENT:**

- A- 2025 Housing Element Annual Progress Report