



**CITY OF SAN PABLO**  
*City of New Directions*

# **PUBLIC HEARING**

## **AMENDMENT TO ZONING ORDINANCE**

### **PLAN2507-0002**

ORDINANCE OF THE CITY COUNCIL OF THE CITY OF SAN PABLO AMENDING THE SAN PABLO ZONING CODE CHAPTER 17.26, ESTABLISHMENT OF ZONING DISTRICTS; CHAPTER 17.32, RESIDENTIAL DISTRICTS, ALLOWED USES, AND DEVELOPMENT STANDARDS; CHAPTER 17.34, COMMERCIAL AND INDUSTRIAL DISTRICTS, ALLOWED USES, AND DEVELOPMENT STANDARDS; CHAPTER 17.38, OVERLAY AND SPECIAL DISTRICTS; CHAPTER 17.54, PARKING AND LOADING; CHAPTER 17.60, SPECIAL RESIDENTIAL USES; CHAPTER 17.62, SPECIAL NONRESIDENTIAL USES; CHAPTER 17.68, UNIVERSAL TERMS; AND CHAPTER 17.70, USE CLASSIFICATION DESCRIPTIONS, TO IMPLEMENT THIRTEEN PROGRAMS OF THE HOUSING ACTION PLAN OF THE SAN PABLO 2023-31 HOUSING ELEMENT; IMPLEMENT THE LAND USE DESIGNATIONS OF THE GENERAL PLAN UPDATE 2035; AND UPDATE THE ACCESSORY DWELLING UNIT DEED RESTRICTION PROVISIONS

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**CITY COUNCIL MEETING**  
**NOVEMBER 17, 2025**



CITY OF SAN PABLO  
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# ZONING ORDINANCE AMENDMENTS

## BACKGROUND

### **3 parts to the proposed ordinance:**

1. Housing Element program implementation
2. Further implementation of recent General Plan update
3. State ADU law compliance



# ZONING ORDINANCE AMENDMENTS

## BACKGROUND

### **Housing Element program implementation**

- March 18<sup>th</sup>, 2024: City adopts 2023-2031 Housing Element
- May 20<sup>th</sup>, 2024: Housing and Community Development (HCD) certifies the Housing Element
- Housing element: State-mandated General Plan component, must be updated every 8 years
  - Includes Housing Action Plan (HAP), identifying goals, policies, and programs to implement the long-term housing objectives of the Housing Element
  - Goals include increasing housing options, removing barriers to construction, improving conditions of existing housing, and providing equal access opportunities to all residents
- Proposed text amendment implements thirteen of the 56 programs of the HAP



# ZONING ORDINANCE AMENDMENTS

## BACKGROUND

### **Housing Element programs**

**Program 1-D:** Revise Multifamily Minimum Parcel Size.

**Program 1-G:** Reduced Parking Standards.

**Program 1-H:** Faith-Based Community Housing.

**Program 1-I:** Shopkeeper Housing.

**Program 2-F:** Mobile Home Parks.

**Program 2-G:** Single-Room Occupancy Hotels.

**Program 3-B:** Emergency Shelters.

**Program 3-C:** Employee Housing.

**Program 3-D:** Zoning for Residential Care Facilities.

**Program 3-E:** Transitional and Supportive Housing.

**Program 3-J:** Low-Barrier Navigation Centers.

**Program 3-K:** Density Bonus.

**Program 3-M:** Definition of Family.



# ZONING ORDINANCE AMENDMENTS

## BACKGROUND

### Further General Plan implementation

- July 7th, 2025: City Council adopts General Plan Update 2035
  - Includes Rumrill Corridor Plan
  - New land use designations
  - Changes to the Zoning Code implement these new designations
- ORD2025-002, adopted by City Council on Aug 4th, 2025, began implementation of these General Plan changes
- Proposed text amendment further implements these changes throughout the code



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# ZONING ORDINANCE AMENDMENTS

## BACKGROUND

### **State ADU Law Compliance**

- Current State law prohibits deed restrictions for ADUs
- ADU section of Zoning code must be updated to comply with State law



# PROPOSED ZONING ORDINANCE AMENDMENTS

## **1. UPDATE ESTABLISHMENT OF ZONING DISTRICTS WITH NEW ZONES**

### **Zoning Code Section 17.26.030 Establishment of Zoning Districts – Establishment of Zoning Districts**

- New zones added to Table 17-26-A: Base Districts
  - Planned Development District (PD)
  - Mixed-Use Center West District(MUCW)
  - Employment Mixed-Use District (EMU)
- Reference to 23<sup>rd</sup> Street Specific Plan removed from Table 17.26-B– Overlay Districts and Specific Plans



# PROPOSED ZONING ORDINANCE AMENDMENTS

## 2. UPDATE RESIDENTIAL USE TABLE

### Zoning Code Table 17.32-A: Residential Districts – Use Standards

- New use classifications added to table
- Existing use classifications modified

Table 17.32-A—Residential Districts: Use Regulations

Land Use/Zoning District	R-1	R-2	R-3	R-4	RMU	PD	Special Provisions
<u>Residential Uses</u>							
<u>Low-Barrier Navigation Centers</u>	=	=	=	=	R	R	<u>Section 17.60.100</u>
<u>Residential Care Facilities (≤6)</u>	R	R	R	R	R	R	
<u>Shopkeeper Housing</u>	=	=	=	=	R	R	
<u>Employee Housing, 6 or Fewer</u>	R	R	R	R	R	—	
<u>Employee Housing, 7+</u>	=	=	=	=	U	=	
<u>Community Care Facilities, Large (7+)<sup>2</sup></u>	UR	UR	UR	UR	UR	UR	
<u>Community Care Facilities, Small</u>	R	R	R	R	R	R	



# PROPOSED ZONING ORDINANCE AMENDMENTS

## 3. UPDATE MINIMUM PARCEL DIMENSIONS

### Zoning Code Table 17.32-B: Residential Districts – Development Standards

- Reduced minimum parcel dimensions (R2, R3, R4, RMU)
- Reduced minimum parcel frontages
- 17.32.050 amended so that RMU district follows same substandard lot rules as R3 and R3

Table 17.32-B—Residential Districts: Development Standards

Land Use/Zoning District	R-1 (and Substandard Parcels in R-2, R-3, and R-4 Districts) <sup>1</sup>	R-2	R-3	R-4	RMU
<b>Parcel Dimensions<sup>1</sup></b>					
<b>Parcel Area, min</b>					
Interior Parcels	5,000 sf	76,000 sf	10,000 sf	7,500 sf	10,000 sf
Corner Parcels	6,000 sf	76,000 sf	10,000 sf	7,500 sf	10,000 sf
<b>Parcel Frontage, min</b>					
Interior Parcels	50 feet	760 feet	100 feet	75 feet	100 feet
Corner Parcels	60 feet	760 feet	100 feet	75 feet	100 feet



# PROPOSED ZONING ORDINANCE AMENDMENTS

## 5. UPDATE COMMERCIAL USE TABLE

### Zoning Code Table 17.34-A: Commercial Districts – Use Standards

- Use standards for new use classifications added
- Changes to where supportive housing, transitional housing, and emergency shelters are allowed

Land Use/Zoning District	NC	CR	CMU	IMU	EMU	MUCW	Special Provisions
Community Care Facilities, <u>Large (7+)</u>	U	U	U	–	R	R	
<u>Community Care Facilities, Small</u>	=	=	R	=	R	R	
Emergency Shelter	–	UR	–	–	U	U	Section <u>17.60.080</u>
<u>Employee Housing, 6 or Fewer</u>	=	=	R	=	R	R	
<u>Employee Housing, 7+</u>	U	U	U	U	U	=	
<u>Low-Barrier Navigation Centers</u>	R	R	R	R	R	R	Section <u>17.60.100</u>
<u>Residential Care Facilities (≤6)</u>	–	–	R	–	R	R	
<u>Shopkeeper Housing</u>	R	R	R	R	R	R	
Supportive Housing	–R	–R	–R	–R	R	R	
Transitional Housing	–R	–R	–R	–R	R	R	



# PROPOSED ZONING ORDINANCE AMENDMENTS

## 6. UPDATE OVERLAY AND SPECIAL DISTRICTS

**Zoning Code Section 17.38.010, Overlay and Special Districts – Purpose**

**Zoning Code Section 17.38.040, Overlay and Special Districts – Priority Development Area (PDA) Overlay District (D2)**

- References to 23<sup>rd</sup> Street Specific Plan removed



# PROPOSED ZONING ORDINANCE AMENDMENTS

## 7. UPDATE PARKING STANDARDS

### Zoning Code Section 17.54.020, Parking and Loading – Residential Off-Street Parking Requirements

- Community Care Facilities, Large: Requirement reduced from 1 space per 6 beds + 1 per employee to 1 space per 8 beds + 1 per employee. Moved from Commercial table to Residential table.
- Community Care Facilities, Small: Requirement reduced from two covered spaces plus one space per employee to one space per employee at the highest staffed shift.
- Multifamily dwellings: Requirement reduced from 2 covered spaces per unit. New requirement: 1 space per studio/1bd, 2 spaces per 2+bd unit, at least one space per unit must be covered
- Single-family dwellings and duplexes: Requirement reduced from 2 covered spaces to 2 spaces, one of which must be covered. Administrative approval requirement for tandem parking removed.
- Emergency shelters: One space per employee at highest staffed shift
- Employee housing: Two spaces, one of which must be covered, are required



# PROPOSED ZONING ORDINANCE AMENDMENTS

## 7. UPDATE PARKING STANDARDS

### Zoning Code Section 17.54.020, Parking and Loading – Residential Off-Street Parking Requirements

- Consolidates single-family parking requirements so that they are the same regardless of lot size, and no administrative review or administrative use permit is required for tandem parking on any size lot
- This edit is for clarity and consistency with new reduced covered parking requirements in accordance with HAP program 1-G



# PROPOSED ZONING ORDINANCE AMENDMENTS

## 7. UPDATE PARKING STANDARDS (cont.)

### Zoning Code Section 17.54.050, Parking and Loading – Parking Waivers and Reductions

- Additional 10% parking reduction for mixed-use projects
- Reduced standards for housing on properties owned by faith-based institutions, per state law:

J.

Faith-based community housing. Housing on properties owned by faith-based institutions that meets the criteria of Government Code Section 65913.16 shall provide off-street parking of up to one space per unit. No off-street parking is required if the site is within a half mile of either a high-quality transit corridor or a major transit stop, as defined in subdivision (b) of Section 21155 of the Public Resources Code, or within one block of a car-share vehicle.

- Subject to CUP, additional reductions may be granted for projects implementing TDM measures
  - E.g.: Transit pass subsidies, secure bike rooms, parking cash-outs or unbundled parking



# PROPOSED ZONING ORDINANCE AMENDMENTS

## 8. REVISE DENSITY BONUS ORDINANCE

### Zoning Code Section 17.60.020, Special Residential Uses - Density Bonus and Other Incentives

- Entire Density Bonus section removed
- Replaced with new, rewritten ordinance
- Based on ABAG Model Ordinance
- Includes additional sections:
  - More specific incentives
  - Additional incentives for projects consolidating small lots and providing larger bedroom counts



# PROPOSED ZONING ORDINANCE AMENDMENTS

## 8. REVISE DENSITY BONUS ORDINANCE

### Zoning Code Section 17.60.020, Special Residential Uses - Density Bonus and Other Incentives

c. Additional incentives. Additional incentives, beyond those established in State Density Bonus Law, may be awarded to the following types of projects:

- i. Projects that consolidate small or substandard adjacent lots as part of the development project.
- ii. Affordable housing projects which include a substantial portion (e.g., over 25%) of two and three-bedroom units in the overall bedroom mix.

b. Requested incentives. Incentives are those defined by State Density Bonus Law. The number of incentives that may be requested shall be based upon the number the applicant is entitled to pursuant to State Density Bonus Law. The following incentives, which may be in addition to those identified in State Density Bonus Law, are available:

- i. A reduction in setback and square footage requirements.
- ii. Reduced minimum lot setbacks.
- iii. Ratio of vehicle parking spaces that would otherwise be required and that results in identifiable, financially sufficient, and actual cost reductions.
- iv. Reduced minimum outdoor and/or private outdoor living area.
- v. Increased maximum building height and/or stories.
- vi. Reduced minimum building separation.
- vii. Increased maximum lot coverage.
- viii. Reduced street standards, such as reduced minimum street widths, subject to fire district approval



# PROPOSED ZONING ORDINANCE AMENDMENTS

## **8. ENHANCE MOBILE HOME PARK REGULATIONS**

### **Zoning Code Section 17.60.060, Special Residential Uses – Mobile Home Parks**

#### **§ 17.60.060 Mobile home parks.**

No land used as a mobile home park may be enlarged or extended to occupy a greater area than that occupied by such mobile home park at the time of the adoption of the ordinance codified in this title. As an important source of affordable housing, any reduction in or closure of mobile home parks shall comply with the Mobilehome Residency Law (Civil Code, §798 et seq. and Government Code §§65863.7, 65863.8), which sets minimum notice and relocation requirements for residents, and the Subdivision Map Act (Government Code §66410 et seq.), which requires local approval and a Condominium Conversion Ordinance for any conversion of a Mobile Home Park to condominiums. Maintenance of existing mobile homes and mobile home parks is required by the California Department of Housing and Community Development (HCD) Division of Codes and Standards and through regular exterior inspections conducted under the City's Local Enforcement Agency (LEA) agreement with HCD, adopted by the City on June 21, 2004, with Ordinance 2004-010. Relocation assistance to mobile home park rental residents required in the event of code violations shall be provided in accordance with Chapter 8.05, Tenant Relocation Assistance.



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# PROPOSED ZONING ORDINANCE AMENDMENTS

## 9. UPDATE ACCESSORY DWELLING UNIT (ADU) REQUIREMENTS

### Zoning Code Section 17.60.070, Special Residential Uses – Accessory Dwelling Units

- Reference to 23<sup>rd</sup> street specific plan removed
- Deed restriction section updated to clarify that deed restrictions are only required for JADUs, not ADUs



# PROPOSED ZONING ORDINANCE AMENDMENTS

## 9. UPDATE ACCESSORY DWELLING UNIT (ADU) REQUIREMENTS

### Zoning Code Section 17.60.070, Special Residential Uses – Accessory Dwelling Units

- Additional small changes in response to CalHDL comment letter addended to original packet:
  - **“ADU pursuant to Government Code section 66323(a)(4):”** an ADU with 4ft side and rear setbacks no more than 800sf in area that meets the height requirements of state law.
  - Tweaks front setback requirements to clarify that they do not apply to 66323 ADUS
  - Edits parking requirements to clarify when they do not apply to 66323 ADUs
  - Clarifies that 6 foot building separation to affirm that it does not apply to 66323 unit
  - Updates government code sections that are referenced to match new numbering scheme



# PROPOSED ZONING ORDINANCE AMENDMENTS

## 10. UPDATE EMERGENCY SHELTER REQUIREMENTS

### Zoning Code Section 17.60.080, Special Residential Uses – Emergency Shelters

- Requirement that emergency shelters must be at least 500ft away from one another is struck

## 11. UPDATE SINGLE-ROOM OCCUPANCY REQUIREMENTS

### Zoning Code Section 17.60.090, Special Residential Uses – Single-Room Occupancy (SRO)

- Language is amended to allow for SRO units to be occupied by up to 2 individuals



# PROPOSED ZONING ORDINANCE AMENDMENTS

## **12. INTRODUCE STANDARDS FOR LOW-BARRIER NAVIGATION CENTERS**

### **Zoning Code Section 17.60.100, Special Residential Uses – Low-Barrier Navigation Centers**

- Purpose: Encourage provision of accessible temporary shelter with access to services
- Defined as “a housing-first, low-barrier service-enriched shelter focused on moving people into permanent housing that provides temporary living facilities while case managers connect individuals experiencing homelessness to income, public benefits, health services, shelter, and housing.”
- “Low-barrier” may include allowing presence of partners (at appropriate shelter types), allowing pets, having places to store possessions, and having privacy
- Requirements: Must have connected services, a coordinated entry system, must comply with applicable State codes, and must have a Homeless Management Information System.



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# PROPOSED ZONING ORDINANCE AMENDMENTS

## 13. UPDATE ZONES FOR RETAIL CANNABIS

### Zoning Code Section 17.62.130, Special Nonresidential Uses – Regulation of Cannabis Activity

- Establishes that retail cannabis is allowed in the EMU and MUCW zones
- Removes reference to 23<sup>rd</sup> St Specific Plan



# PROPOSED ZONING ORDINANCE AMENDMENTS

## 14. NEW DEFINITIONS OF “FAMILY” AND “SINGLE HOUSEHOLD UNIT”

### Zoning Code Section 17.68.020, Universal Terms

#### - Universal Definitions

- Modernized definitions to be more inclusive of diverse household types

#### “Family.”

One or more individuals, related or unrelated, occupying a dwelling unit and living as a single household unit.

#### “Single household unit.”

~~The functional equivalent of a traditional family, One or more individuals whose members are an interactive group of persons jointly occupying a single dwelling unit, in a living arrangement that may include shared facilities, resources, and living expenses, such as rent or mortgage payments, food costs, and utilities, including the joint use of and responsibility for common areas, and sharing household activities and responsibilities such as meals, chores, household maintenance, and expenses, and where, if the unit is rented, all adult residents are parties to one written lease or rental agreement with joint responsibility for payment of rent.~~



# PROPOSED ZONING ORDINANCE AMENDMENTS

## 15. UPDATE RESIDENTIAL USE CLASSES

### Zoning Code Section 17.70.010, Use Classification Descriptions – Residential Uses

- “Community Care Facilities” and “Residential Care Facilities” replaced with “Community Care Facilities, Large” and “Community Care Facilities, Small”
  - Definitions tweaked
  
- New classes: “Employee housing, 6 or Fewer” and “Employee Housing, 7+”
  - Definitions based on state law

#### D.

Community care facilities, large. The community care facilities use class consists of providing twenty-four-hour nonmedical care in a residential setting for more than six persons in need of personal services, supervision, protection, or assistance for sustaining the activities of daily living. See also “community care facilities, ~~small~~residential care facilities” for six or fewer.

#### E.

Community care facilities, small. The small community care facilities use class consists of facilities providing twenty-four-hour nonmedical care in a residential setting for six or fewer people in need of personal services, supervision, protection, or assistance for sustaining the activities of daily living. See also “community care facilities, large” for seven or more.

#### M.

Employee housing, 6 or fewer. A dwelling unit or collection of dwelling units owned or operated by an employer, and maintained by such employer in compliance with the provisions of State Housing Law, wherein each dwelling unit is inhabited by a family that includes at least one permanent year-round employee of the employer who owns or operates the dwelling. This use class applies to housing for no more than 6 employees and their families.

#### N.

Employee housing, 7+. Any employee housing consisting of no more than 36 beds in a group quarters or 12 units or spaces designed for use by a single family or household.



# PROPOSED ZONING ORDINANCE AMENDMENTS

## 15. UPDATE RESIDENTIAL USE CLASSES

### Zoning Code Section 17.70.010, Use Classification Descriptions – Residential Uses

- New use class: Low-Barrier Navigation Centers
- New use class: Shopkeeper Housing
- Single-Room Occupancy modified to allow for 2 occupants per room

#### R.

Low-barrier navigation centers. A housing first, low-barrier, service-enriched shelter focused on moving people into permanent housing that provides temporary living facilities while case managers connect individuals experiencing homelessness to income, public benefits, health services, shelter, and housing.

#### U.

Shopkeeper housing. Shopkeeper units are dwelling units that are proximate but physically separated from a commercial space used for a business operated by the occupant of the associated residential unit. The shopkeeper units are typically located above or behind ground floor commercial or office spaces and may be owned or offered for lease to the owners and/or employees of the associated commercial spaces.

#### RV.

Single-room occupancy (SRO). The single-room occupancy use class consists of a multi-unit housing project for single-one or two persons typically consisting of single rooms and shared bathrooms and may include a shared common kitchen and activity area. SROs may be restricted to seniors or be available to persons of all ages.



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# PROPOSED ZONING ORDINANCE AMENDMENTS

## 16. UPDATE COMMERCIAL USE CLASSES

### Zoning Code Section 17.70.040, Use Classification Descriptions – Retail, service, and office use classes

- Reference to 23<sup>rd</sup> Street Specific Plan removed from “Specialty Food Retail” and “Specialty Goods Retail”



# GENERAL PLAN CONFORMANCE

## Supporting General Plan Policies

***LU-G-1: Promote a sustainable, balanced land use pattern that responds to existing and future needs of the City, as well as physical constraints.***

***LU-G-2: Ensure planned land uses are compatible with existing uses and provide for appropriate transitions or buffers for new uses, as needed.***

***LU-G-5: Promote a variety of housing types and prices within neighborhoods to serve the needs of all economic segments of the community.***

***LU-I-3: Ensure that land use development occurs in an orderly fashion and in pace with the expansion of public services and utilities.***

***LU-I-21: Support residential infill on vacant and underused lots within existing neighborhoods.***



# ZONING ORDINANCE COMPLIANCE

The proposed zoning ordinance amendments are consistent with the purposes of the Zoning Ordinance:

- ❖ Section 17.01.020, *“Purpose,” the purpose of the ordinance is to promote growth of the city in an orderly manner and to promote and protect the public health, safety, peace, comfort, and general welfare in conformance with the general plan.*

The proposed amendment helps to implement the 2023-31 Housing Element, which is designed to promote new housing development and the preservation and improvement of existing housing, and the changes required by General Plan Update 2035, which are designed to better promote the orderly and harmonious development of the City by establishing new zoning designations to better match existing and planned future conditions of the sites in question.



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# PUBLIC HEARING NOTICE

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- ❖ Public hearing notice published in the West County Times (West Contra Costa edition of East Bay Times) newspaper on Wednesday, October 28, 2025.



# ENVIRONMENTAL DOCUMENTATION

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- Housing Element environmental impacts analyzed under March 18, 2024 Addendum to 2011 General Plan EIR
- General Plan environmental impacts assessed under July 7, 2025 Addendum to General Plan 2030 EIR
- These addenda confirmed that the proposed zoning code changes associated with adoption and implementation of the Housing Element and General Plan Update would not result in any additional or more significant environmental impacts, and no further environmental analysis is required.
- ADU text amendments are statutorily exempt from CEQA pursuant to Public Resources Code Section 21080.17.
- Additionally, PRC section 21080.085 states that CEQA does not apply to rezonings that implement actions contained in an approved housing element.



# CONCLUSION

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- Updates Zoning Ordinance to implement Housing Action Plan programs, as well as further implement General Plan Update 2035 and align ADU ordinance with state law
- Assists in the use and administration of the Ordinance by providing updated zoning standards, new uses, and more
- Helps improve the orderly future growth and development of the City by implementing improved zoning designations and encouraging development that meets housing needs and goals
- Consistent with the goals of the General Plan and purpose of the Zoning Ordinance.



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# PLANNING COMMISSION RECOMMENDATION

- Proposed amendments were reviewed by the San Pablo Planning Commission at a duly noticed public hearing on Tuesday, October 28, 2025
- Planning Commission recommended adoption of the proposed Ordinance to City Council by a vote of 4 ayes, 1 absent



# STAFF RECOMMENDATION

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- Review proposed amendments, as set forth in proposed Text Amendment and summarized in the Staff Report
- Conduct a Public Hearing
- Adopt Ordinance Amending the San Pablo Zoning Code Chapters Code Chapter 17.26, Establishment of Zoning Districts; Chapter 17.32, Residential Districts, Allowed Uses, and Development Standards; Chapter 17.34, Commercial And Industrial Districts, Allowed Uses, and Development Standards; Chapter 17.38, Overlay and Special Districts; Chapter 17.54, Parking and Loading; Chapter 17.60, Special Residential Uses; Chapter 17.62, Special Nonresidential Uses; Chapter 17.68, Universal Terms; and Chapter 17.70, Use Classification Descriptions, to implement twelve programs of the Housing Action Plan of the San Pablo 2023-31 Housing Element, and to implement the land use designations of the General Plan Update 2035.



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# QUESTIONS?