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GROWTH MANAGEMENT ELEMENT

The purpose of the Growth Management Element (GME) is to establish the goals, policies, and actions intended to manage and mitigate the impacts of future growth and development within unincorporated Contra Costa County. This Element also complies with the requirements of the Measure J-2004 Growth Management Program (GMP), which includes the Contra Costa Transportation Sales Tax Expenditure Plan administered by the Contra Costa Transportation Authority (CCTA).

To provide context for the goals, policies, and actions that follow, this GME is divided into the following sections:

- The **Background** section describes the regulatory context for this Element.
- The **Intent** section describes the overarching goals of this Element.
- The **Authority** section defines the County's ability to include this Element in the locally-adopted General Plan.
- The **Relationship to Other General Plan Elements** section describes how this Element supports and interacts with the other Elements in this General Plan.

BACKGROUND

The Measure J GMP, approved by the voters of Contra Costa County in November 2004, took effect on April 1, 2009, and requires the County to satisfy the following six requirements:

- (a) Adopt a development impact mitigation program.
- (b) Address housing options.
- (c) Participate in an ongoing cooperative, multi-jurisdictional planning process.
- (d) Adopt a voter-approved Urban Limit Line (ULL).
- (e) Develop a five-year capital improvement program.
- (f) Adopt a Transportation Systems Management (TSM) Ordinance or Resolution (commonly known as Transportation Demand Management [TDM]).

The Measure J GMP is a 25-year extension (through March 31, 2034) of the previous Measure C Contra Costa Transportation Improvement and Growth Management Program approved by voters in 1988. Both programs include a 0.5 percent transportation and retail transactions and use sales tax intended to address existing major regional transportation problems. The Growth Management component of Measure J is intended to ensure that future residential, business, and commercial growth pays for the facilities required to meet the demands resulting from that growth.

Compliance with the GMP is linked to receipt of Local Street Maintenance and Improvement Funds and Transportation for Livable Communities Funds from the Contra Costa Transportation Authority (CCTA). Measure J eliminates the past Measure C requirements for local performance standards and level-of-service standards for nonregional routes.



INTENT

By adopting and implementing the GME, the County intends to establish a comprehensive, long-range planning program that will match the existing, emerging, and more dynamic demands for multi-modal transportation facilities, programs, and services generated by new development with plans, capital improvement programs, and development mitigation programs (e.g., impact fees paid by developers). The ULL is intended to promote compact development patterns and restrict extension of infrastructure into areas where urban development is neither planned nor desired.

AUTHORITY

The GME is adopted pursuant to the authority granted to each local jurisdiction by California Government Code Section 65303, which states:

The general plan may include any other elements or address any other subjects which, in the judgment of the legislative body, relate to the physical development of the county or city.

The GME is consistent with the requirements of Measure J, as amended by the CCTA.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The GME works closely in conjunction with the Land Use and Public Facilities and Services Elements to ensure that development proceeds in a manner that will not negatively affect facility and performance standards for existing land uses. New developments should be required to demonstrate compliance with these standards and recommend motorized and nonmotorized improvements to the transportation system when necessary.

By using the GME to responsibly manage new development proposals, the County ensures that each new development project bears its appropriate share of the burdens and impacts that they impose on public facilities, programs, and services. As a result, the GME must be carefully considered together with the Land Use Element and other Elements of this General Plan when assessing General Plan consistency.

The ULL and 65/35 Land Preservation Standard also work with the GME to ensure that growth occurs in a responsible manner and strikes appropriate balances between many competing values and interests, such as providing sufficient land for housing and jobs while preserving open spaces. By establishing an inter-jurisdictional land supply and development monitoring program, the GME coordinates implementation of this General Plan with the general plans of the county's 19 incorporated cities/towns.

Additionally, the GME contains programs for local implementation that encourage new development to promote the goals and objectives of the Conservation, Open Space, and Working Lands Element and Housing Element.

To carry out the goals and objectives of the Land Use and Transportation Elements of the General Plan, new development must demonstrate that the performance standards of the GME will be met to ensure the multi-modal transportation system can accommodate the new development. New growth will be required to remediate operational issues on the multi-modal transportation system through development fees and other exactions. Thus, the improvements needed to implement these Elements of the General Plan will in part be directly tied to, and dependent upon, locally led implementation of the GME.

Policies relating to this "Pay as you Grow" philosophy underpinning the GME can be found in the Transportation Element, Goal TR-1 and Policies TR-P1.1, TR-P1.2, TR-P1.4, and TR-P4.2. Related Land Use Element Goal LU-5 and

Policies LU-P2.5 and LU-P5.1 are also part of the policy framework that underlies the GME, and are integrally related to it.

Goal GM-1
New residential and nonresidential growth pay for the facilities required to meet the demands resulting from that growth.

Policies

GM-P1.1

Maintain in place a local program to mitigate development impacts on nonregional routes and other facilities to ensure that new growth pays its share of the costs associated with that estimated growth. Ensure revenue provided from this program is not used to replace private developer funding of any required improvements that have or would have been committed to any project.

GM-P1.2

Participate in a regional development mitigation program to establish fees, exactions, assessments, or other mitigation measures to fund regional or subregional transportation improvements needed to mitigate the impacts of planned or forecast development on the regional transportation system.

Actions

GM-A1.1

Require development projects to provide local mitigation or fees as established for proposed new development.

GM-A1.2

Require development projects to pay regional development mitigation fees established by the locally-applicable Regional Transportation Planning Committee(s) (RTPC) in accordance with the RTPC's adopted program and CCTA's policies.

- TRANSPAC (Central County): Subregional Transportation Mitigation Program (STMP)
- TRANSPLAN (East County): East Contra Costa Regional Fee and Financing Authority (ECCRFFA)
- SWAT (Southwest County): Lamorinda Transportation Improvement Program (LTIP)
- WCCTAC (West County): Subregional Transportation Mitigation Program (STMP)
- TVTC: Tri-Valley Transportation Development Fee Program (TVTDF)

GM-A1.3

Biennially prepare the seven-year Capital Road Improvement and Preservation Program (CRIPP) outlining capital projects sponsored by the County that are necessary to maintain and improve mobility and implement the transportation-related goals, policies, and actions of this



General Plan. The CRIPP must include approved projects and an analysis of the costs of the proposed projects as well as a financial plan, including funding sources, for providing the improvements.

Goal GM-2

Cooperative transportation and land use planning in Contra Costa County.

Policies

GM-P2.1

Participate in an ongoing and collaborative multi-jurisdictional planning process with other jurisdictions and agencies, the RTPCs, and the CCTA to create a balanced, safe, and efficient transportation system and manage the impacts of growth.

GM-P2.2

Work with the RTPCs and CCTA to develop, update, and implement Action Plans for the network of designated Routes of Regional Significance (Figure TR-1 in the Transportation Element), set Regional Transportation Objectives (RTOs) for those routes, and identify actions for achieving the RTOs. The Action Plans must also include a process for reviewing and monitoring the traffic impacts of proposed new developments.

GM-P2.3

Apply CCTA's travel demand forecasting model and *Technical Procedures* to the analysis of General Plan amendments affecting land use or circulation and development projects that generate more than 100 peak-hour trips to determine their effects on the regional transportation system, and compliance with the applicable Action Plan Multimodal Transportation Service Objectives/Regional Transportation Objectives.

GM-P2.4

Circulate traffic impact analyses to affected jurisdictions and the RTPCs for review and comment and cooperate in assessment and mitigation of traffic impacts in neighboring jurisdictions resulting from County actions.

GM-P2.5

Work with the appropriate RTPCs to develop the mitigation program outlined in GM-A1.2.

GM-P2.6

Participate in preparation of the CCTA's Countywide Comprehensive Transportation Plan and the ongoing countywide transportation planning process.

GM-P2.7

Help maintain the CCTA's travel demand modeling system by providing information on proposed land uses, planned and approved development and transportation projects, and proposed improvements to the transportation system, including those projects the County has adopted as part of its seven-year CRIPP, and long-range plans relative to the Association of Bay Area Government's (ABAG's) projections for households and jobs within the unincorporated area.



Actions

GM-A2.1

Work with the RTPCs and CCTA to help develop other plans, programs, and studies to address transportation and growth management issues.

GM-A2.2

Participate in the CCTA's established conflict resolution process as needed to resolve disputes related to development and implementation of Action Plans and other programs described in the GME and other applicable General Plan Elements.

Goal GM-3

Land use patterns that make more efficient use of the transportation system.

Policies

GM-P3.1

Consider the impacts that the County's land use development policies have on the local, regional, and countywide transportation system, including the level of transportation capacity that can reasonably be provided.

GM-P3.2

Through the development review process, support accommodation of transit, bicycle, and pedestrian access for new development by applying the County

Transportation Analysis Guidelines, Complete Streets Policy, Active Transportation Plan, and related best practices.

GM-P3.3

Demonstrate reasonable progress in providing housing opportunities for all income levels and demonstrate reasonable progress in meeting housing goals.

GM-P3.4

Incorporate policies and standards into the development approval process that support transit, bicycle, and pedestrian access in new developments.

GM-P3.5

Promote carpools, vanpools, other ridesharing, and park-and-ride lots by maintaining in place and enforcing a TDM ordinance that reflects best practices and, at a minimum, conforms to the CCTA's adopted model TDM ordinance or resolution.

GM-P3.6

Provide housing opportunities for all income levels by implementing the programs contained in the Housing Element.

Actions

GM-A3.1

Submit a biennial report to the CCTA on implementation of actions outlined in the Housing Element as part of the biennial GMP Compliance Checklist. The report will demonstrate reasonable progress in providing housing opportunities for all income levels using one of the following methods:



- (a) Comparing the number of housing units approved, constructed, or occupied within the unincorporated county over the preceding five years with the number of units needed on average each year to meet the housing objectives established in the Housing Element; or
- (b) Illustrating how the County has adequately planned to meet the existing and projected housing needs through adoption of land use plans and regulatory systems that provide opportunities for, and do not unduly constrain, housing development; or
- (c) Illustrating how the County's General Plan and zoning regulations facilitate improvement and development of sufficient housing to meet those objectives.

Measure J sales tax. Enforce the ULL as stipulated in the Land Use Element.

GM-A3.2

Implement the County's TDM Ordinance consistent with the GMP.

Goal GM-4

Infill and redevelopment in existing urban and brownfield areas.

Policies

GM-P4.1

Maintain a voter-approved ULL as defined in the Principles of Agreement to the Measure J GMP (as amended by CCTA Ordinance 06-04), through March 31, 2034, the end of the