

## 2. PLANNING FRAMEWORK

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## 2. PLANNING FRAMEWORK

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### 2.1 INTRODUCTION

This chapter provides some background information on Contra Costa County and sets the stage for the following General Plan goals, policies, and implementation measures. The chapter describes the physical setting of the County and its place in the bay region; the political setting of the incorporated and unincorporated areas; the social and economic setting of the County residents. The chapter also summarizes as background, recent trends from 1980 to 2003 regarding population and housing growth within each of the 20 general purpose jurisdictions in the County.

### 2.2 PHYSICAL SETTING

Contra Costa County is adjacent to Alameda, San Joaquin, Sacramento and Solano counties in Northern California. The County stretches approximately 40 miles from west to east and approximately 20 miles from north to south. The County covers a total of 805 square miles, of which approximately 732 square miles (468,500 acres) are land, with the remainder consisting of water areas. In terms of how understanding this physical setting relates to the planning framework, it is important to keep in mind that the County has nominal control, if any, over growth and planning in adjacent counties and cities within the County. Nevertheless, growth and planning in these communities will impact the County and the realization of planning assumptions in this General Plan.

Contra Costa County contains a very diverse social and physical environment, although it is often perceived to consist of a series of affluent suburbs. While portions of western and central Contra Costa resemble many urban and suburban environments, the far eastern corner of the County more closely resembles the predominantly agricultural communities of the San Joaquin Valley.

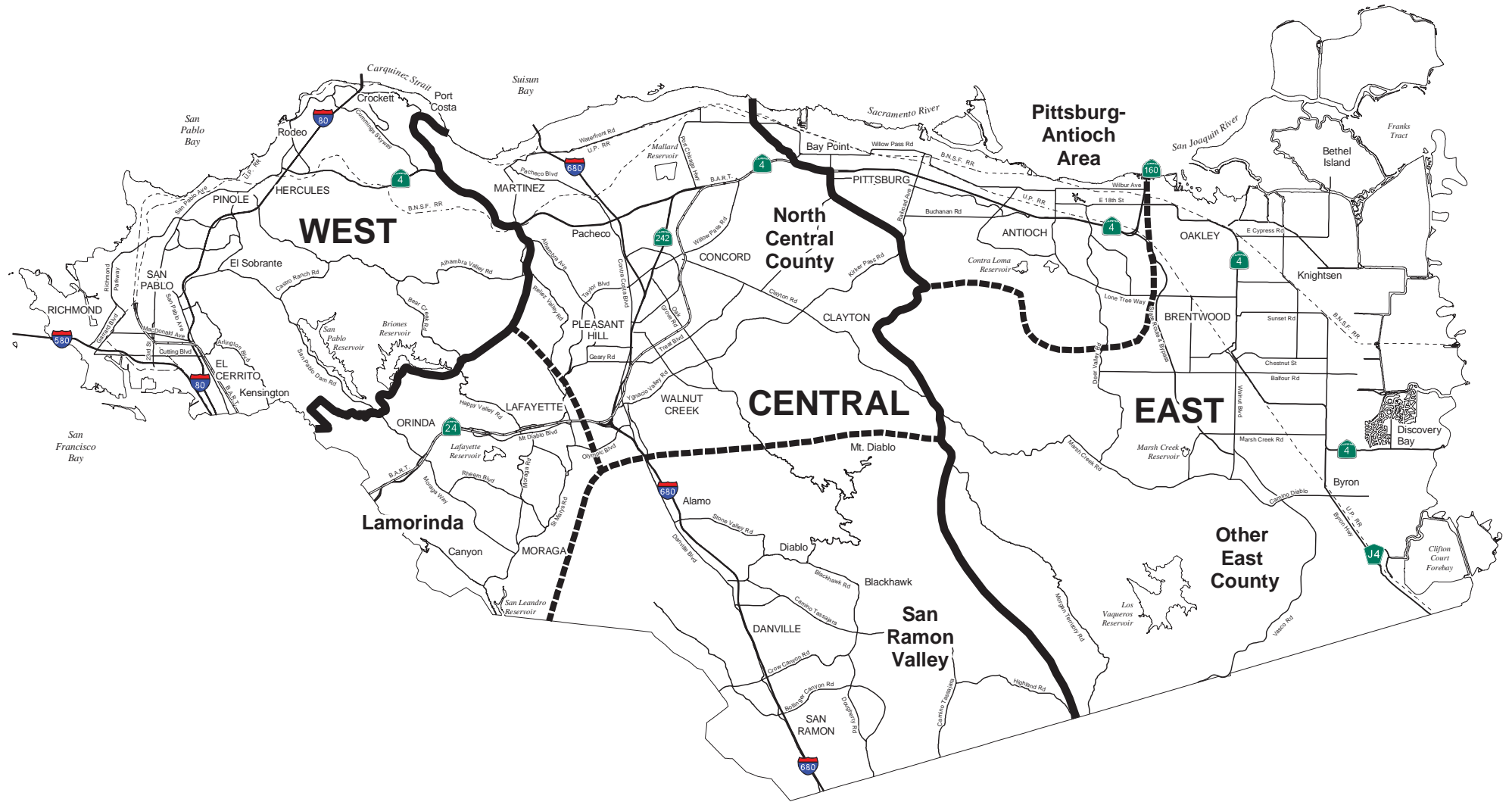
### GENERAL PURPOSE JURISDICTIONS

This Plan uses the common distinction made by residents to differentiate between the various geographic sub-areas of the County. Six different sub-areas of Contra Costa are illustrated in Figure 2-1. The County is usually considered as comprising three distinct areas: West County, Central County, and East County. Central County is further generally considered as comprising North Central County, Lamorinda, and the San Ramon Valley. East County is composed of the Pittsburg-Antioch area and "Other East County." Each of these areas is described below.

#### West County

The West County area includes the urbanized shoreline of the San Francisco and San Pablo Bays, which is separated from the rest of the County by the Briones Hills and the open space watershed lands owned by the East Bay Municipal Utility District. West County was among the first areas of the County to develop with medium density suburbs and industry. The western sub-area includes the cities of El Cerrito, Richmond, San Pablo, Pinole, and Hercules, as well as the unincorporated communities of Kensington, El Sobrante, Rodeo, Crockett, and Port Costa.

Figure 2-1 Sub-Areas of Contra Costa County



- |         |                      |       |                        |
|---------|----------------------|-------|------------------------|
| ANTIOCH | Incorporated Areas   | —     | Freeways and Highways  |
| Alamo   | Unincorporated Areas | —     | Major Roads            |
|         |                      | —     | Bay Area Rapid Transit |
|         |                      | - - - | Railroads              |

# CONTRA COSTA COUNTY

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 37.59:48.455N 122.06:35.384W



### Central County

The Central County area is the largest of the three areas, including ten of the nineteen cities in Contra Costa and over half of the total population. Central County is composed of mostly low density bedroom communities that have developed in the flat valleys between the East Bay Hills and the Diablo Range to the east, extending north and south of Mt. Diablo. The cities within this area are as follows:

- o Lamorinda: Lafayette, Moraga and Orinda, as well as the unincorporated area of Canyon;
- o North Central County: all of the cities and unincorporated communities along the northern Interstate 680 corridor - the cities of Walnut Creek, Concord, Clayton, Pleasant Hill, and Martinez and the unincorporated areas of Pacheco, Vine Hill, Clyde, the Pleasant Hill BART station, and Saranap;
- o San Ramon Valley: unincorporated Alamo, the cities of Danville and San Ramon, and the unincorporated Blackhawk and Tassajara area.

### East County

East County is the largest land area in the County and includes much of the hilly terrain of the Diablo Range:

- o Pittsburg-Antioch area, which stretches along Route 4 from the Willow Pass grade northeast of Concord to Route 84 near Oakley. The Pittsburg-Antioch area includes the two cities, as well as the unincorporated community of Bay Point.
- o "Other East County" refers to the remainder of the East County sub-area, which includes the cities of Brentwood, and Oakley and the unincorporated areas of Bethel Island, Knightsen, Byron, and Discovery Bay.

## 2.3 POLITICAL SETTING

This section first discusses as background, the political history of the unincorporated areas, and their involvement with the cities. Then the relationship between the County General Plan and the cities within the County is described. Finally, the section discusses the major local, regional and State governmental agencies and groups that make or affect planning decisions for the unincorporated areas.

### **POLITICAL HISTORY OF UNINCORPORATED AREAS**

The unincorporated area includes a variety of urban pockets within every County area. A number of physical and political factors have caused these geographic areas to remain unincorporated.

### Urban Areas

Historically, many property owners have preferred that their area remain under the County's jurisdiction (unincorporated) rather than be incorporated into a city because, before the passage of Proposition 13 in 1978, property taxes were appreciably lower. Additionally, many property owners preferred the less developed character of these areas.

Cities chose not to annex particular unincorporated pockets for a number of other reasons. Sanitary sewers, curbs, gutters, sidewalks, street lights and other standard improvements were not required by the County at the time many of the unincorporated pockets were developed. As a result, cities were hesitant to annex unincorporated pockets where major capital expenditures were required to bring them up to city standards. Today, these factors continue to discourage the annexation of already urbanized unincorporated pockets by adjacent cities.

### **Rural Areas**

Within Contra Costa County, the vast majority of unincorporated lands are located in rural (or non-urban) areas. These areas remain undeveloped or developed at very low densities. In the past, public policy has discouraged the annexation of the rural unincorporated areas to cities because most rural lands are located far from the boundaries of cities, often making the provision of urban services from cities physically impractical and economically unfeasible. It is for these reasons, as well as to discourage urban sprawl, that the Local Agency Formation Commission (LAFCO) has not assigned city spheres of influence for most unincorporated rural lands. This General Plan provides a framework for the interplay between growth management, the Urban Limit Line and the 65/35 Land Preservation Standard as General Plan policies affecting, among other things, growth in and the preservation of rural areas.

### **RELATIONSHIP BETWEEN THE COUNTY GENERAL PLAN AND THE CITIES**

Planning is a required function of local government in California. The Board of Supervisors and the Planning Commissions, with the assistance of the Conservation and Development Department, are responsible for planning for unincorporated areas. Likewise, each of the County's nineteen incorporated cities plans for lands within its own jurisdiction. Preparation of the General Plan required an understanding of the General Plans of these 19 cities and development and growth contemplated in those general plans. To develop that understanding, the County staff collected the city General Plans. Among other things, this effort noted differences between County and City Plans for city Spheres of Influence as well as differences in County and city schemes for classifying land uses. To construct a uniform Countywide land use data base, the City General Plans were translated into uniform County land use designations. The vacant lands within cities and the County were then "built out" to enable the County to develop estimates of population, jobs and housing in the County where specific actions have occurred, i.e. acquisition of land for parks or public facilities these actions were reflected using County land use categories.

### **Spheres of Influence and LAFCO**

A Sphere of Influence (SOI) boundary is adopted for each city and special district by the Local Agency Formation Commission (LAFCO) of Contra Costa County. The Sphere line includes lands outside the jurisdictional boundaries of the city or district, which are expected to be ultimately annexed and served by the agency.

### **Local Agency Formation Commission (LAFCO)**

The Local Agency Formation Commission was created by the Legislature in 1963 and is responsible for the discouragement of urban sprawl and the encouragement of the orderly formation and development of local governmental agencies. There is a LAFCO in each county in California except the City and County of San Francisco. LAFCO is a seven-member commission comprised of two city council members, two supervisor members, two special district members and one public member.

The Cortese-Knox-Hertzberg Government Reauthorization Act of 2000 empowers LAFCO to carry out its mandate. This law requires LAFCO to decide on proposals for: the incorporation of cities, the annexation or detachment of territory from a city, the consolidation of two or more cities, the formation of a special district, and the dissolution, reorganization, consolidation or merger of a special district.

## **2. Planning Framework**

In addition, the Commission has the responsibility of determining the sphere of influence, or ultimate service area boundary, of each city and special district in the County. In recent years, there have been a number of sphere of influence studies completed by LAFCO that have explored the ultimate service area boundaries for some of the major unincorporated areas.

### **City-County Development Procedures**

Development within a city's Sphere of Influence may be approved and constructed under County jurisdiction or in the alternative, a developer may request that a project involving property within the Sphere be approved and annexed into the city. A city must then adopt a General Plan designation for the property (if the city's General Plan does not already indicate a designation for it) and pre-zone the parcel (indicate what the zoning will be when it is annexed). The County LAFCO then votes on the annexation request.

Also, there is an increasing effort for the County and cities, in certain circumstances, to conduct joint planning. Figure 2-2 illustrates the relationship between a hypothetical incorporated territory, its Sphere of Influence and its extended planning area. Figure 2-3 illustrates all of the Sphere of Influence boundaries for the 19 cities and their unincorporated and incorporated limits. Due to the fact that these SOI boundaries often change, the reader should consult with LAFCO or the County to determine the most current SOI information.

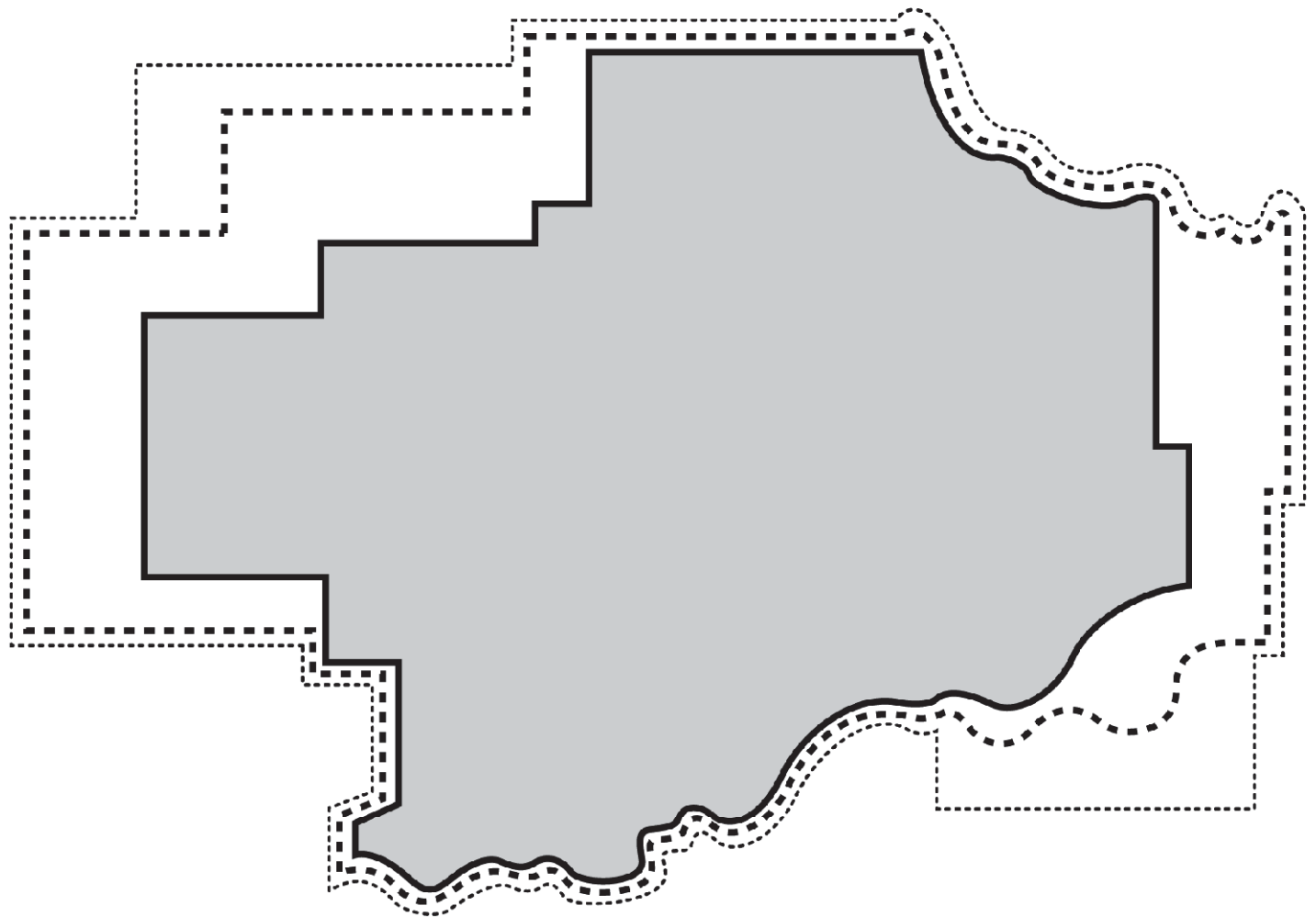
### **Trends In City Growth**

Over the last decade as unincorporated land areas adjacent to cities have been annexed and developed, and the incorporation of new cities has been approved, the County's role in approving and servicing new residential areas has shrunk dramatically. In 1980, approximately 44 percent of all the housing that was built occurred under County jurisdiction, with the remainder (56 percent) approved by the cities.

The cities' portion of residential growth climbed to 67 percent of the total in 1982, and reached 77 percent in 1984, following the incorporation of Danville and San Ramon. Since 1984, the portion of growth occurring in the County as compared with the cities has remained steady at a ratio of about three quarters of the new housing developed within the cities and one quarter built in the County. This illustrates that since the County has very little control over the type or extent of development that occurs within city boundaries, to a large extent it cannot control the growth which occurs within cities.

### **City-County Issues Related To Measure C - 1988**

Measure C - 1988 added one-half cent to the sales tax within the County for the purpose of funding needed transportation improvements. Approximately 18 percent of the approximately \$800 million collected through the 20-year term of the tax can be allocated to cities and the County if they have adopted Growth Management Elements in their local General Plans. The measure sets forth specific intersection traffic service levels keyed to land use type. In general, the lowest levels of service are allowed in the highest density areas (central business district) and highest in the lowest density areas (rural). Projects which would affect traffic service levels at intersections must include mitigation measures for the effects, or they cannot be approved. Additional standards for sewer water, storm drainage, police, fire, and parks must also be included in local General Plans, although the measure gives these services to the local agency.



**Current City Limits:**

Encompasses incorporated territory where land use is controlled by the city.



**City's Sphere of Influence:**

Adopted by the LAFCO, encompasses incorporated and unincorporated territory that is the city's ultimate service area.

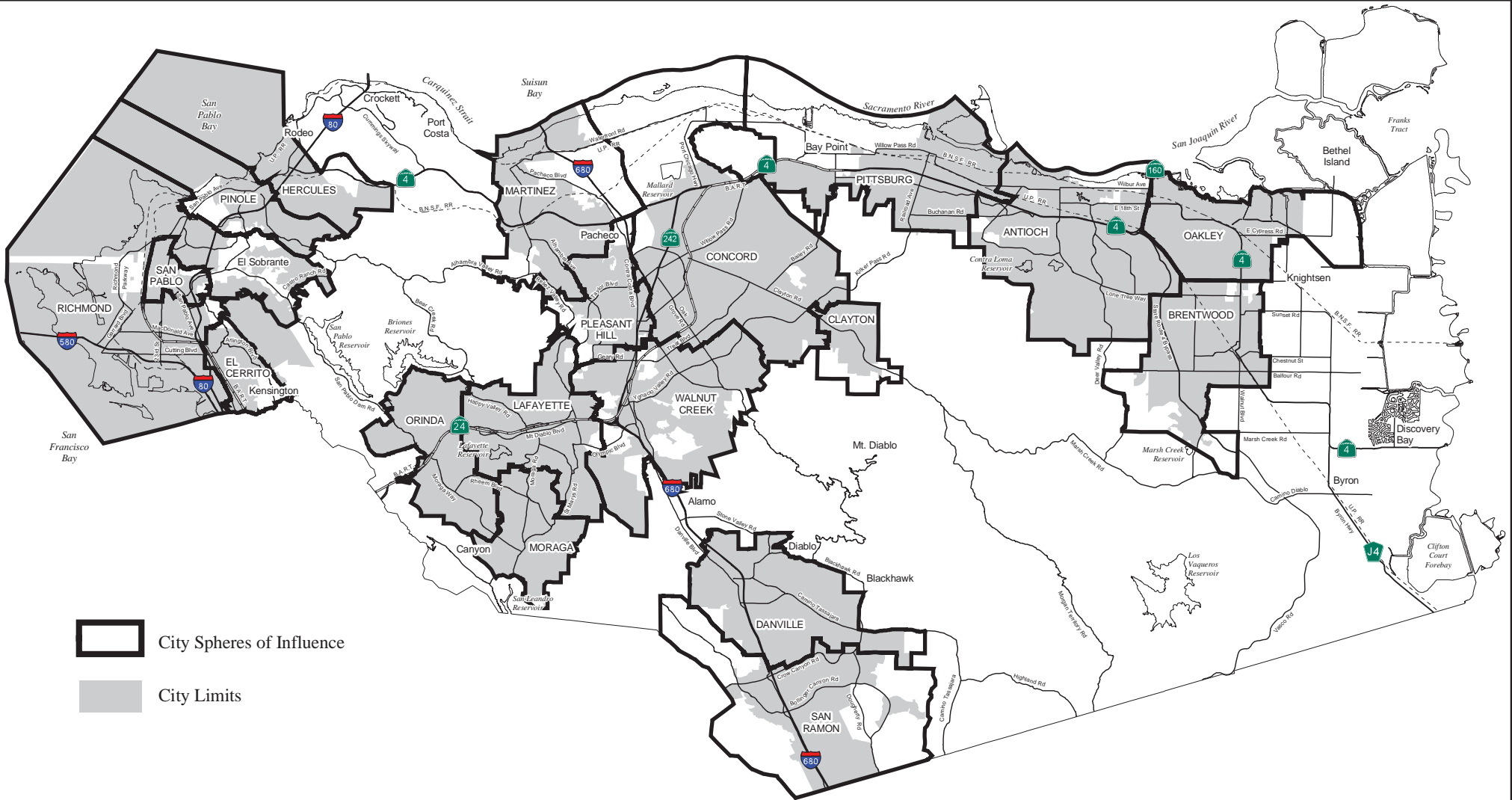




**City's Planning Area Boundary:**

Encompasses incorporated and unincorporated territory bearing a relation to the city's planning. The planning area may extend beyond the sphere of influence.







Figure 2-3 City Spheres of Influence



-  City Spheres of Influence
-  City Limits



ANTIOCH Incorporated Areas  
 Alamo Unincorporated Areas

-  Freeways and Highways
-  Major Roads
-  Bay Area Rapid Transit
-  Railroads

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### **City-County Issues Related to Measure C - 1990**

Measure C - 1990 established a 65/35 Land Preservation Standard which limits urban development to no more than 35 percent of the land in the County and preserves at least 65 percent of land in the County for agriculture, open space, wetlands, parks and other non-urban uses. The urban areas within cities (and the urban growth of cities in the County) is factored into this 35 percent ceiling for urban growth in the County. (See Land Use, Open Space Elements.)

Measure C - 1990 (and therefore this General Plan) also provides that the County shall, to the maximum extent feasible, enter into preservation agreements with cities in the County designed to preserve land for agriculture, open space, wetlands and parks.

This General Plan, in accordance with Measure C - 1990, also provides for County - City cooperation on growth policies through the annexation and incorporation process. (See Section 3, Land Use Element.)

### **ROLE OF THE BOARD OF SUPERVISORS, PLANNING COMMISSIONS, COUNTY ADMINISTRATOR, AND CONSERVATION AND DEVELOPMENT DEPARTMENT**

#### **Board of Supervisors**

The Board of Supervisors, a five-member body, has direct jurisdiction for land use in unincorporated areas. As the County's legislative body, it is the Board of Supervisors that ultimately adopts the General Plan and acts on zoning and subdivision matters for unincorporated areas.

#### **County Planning Commission**

The Planning Commission advises and makes recommendations to the Board of Supervisors on the General Plan, zoning, and subdivision proposals. Certain other decisions made by the Commission are subject to appeal by the Board of Supervisors. The Planning Commission consists of seven members, each appointed by the Board of Supervisors.

#### **Area Planning Commission\***

The County Board of Supervisors has established two area Planning Commissions: the East County Regional Planning Commission (five members) and the San Ramon Valley Regional Planning Commission (seven members). While the County Planning Commission reviews and recommends on matters of County-wide concern, the area planning commissions review entitlements within their respective jurisdictions.

#### **Zoning Administrator**

The Zoning Administrator holds public hearings on variance permits, development plans, minor subdivisions and some major subdivisions. The Zoning Administrator also may review and recommend environmental documentation under CEQA and make recommendations on development agreements.

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\* Effective, as of October 6, 2009, County Ordinance Code Section 26-2.1514 repealed Sections 26-2.1510 and 26-2.1512, which established the San Ramon Valley Regional Planning Commission and the East County Regional Planning Commission, respectively.

### **Conservation and Development Department**

The Conservation and Development Department advises the Planning Commission, carries out technical work on the General Plan, and prepares recommendations on current planning matters, such as development applications. In many cases, the Board of Supervisors has delegated the responsibility for day-to-day current planning matters to the staff of the Conservation and Development Department, subject to appeal to the Planning Commission and the Board of Supervisors.

### **ROLE OF ADVISORY GROUPS**

#### **Municipal Advisory Committees**

Municipal Advisory Committees are located in Alamo, Bay Point, Bethel Island, Byron, Diablo, Discovery Bay, El Sobrante, Kensington, Knightsen, North Richmond, Pacheco, Contra Costa Centre (formerly Pleasant Hill BART), and Rodeo. Duties of these groups are specified in the Government Code and by Board direction establishing the MACs.

### **REGIONAL PLANNING AGENCIES**

There are a number of agencies that are mandated by State law to prepare areawide plans, with which local general plans should be coordinated. Included in this category are the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC).

#### **Association of Bay Area Governments (ABAG)**

ABAG was created in January 1961. It was founded in recognition of the fact that the physical, economic and social well-being of the entire region and of its individual communities depends on continuing areawide cooperation and coordination. It provides a forum for addressing regional problems and for formulating and implementing regional development policies. ABAG's programs are financed by membership dues, special assessments, grants, other regional agencies, and the State and Federal governments. Its governing board is composed of elected city and county officials. ABAG's regional growth projections serve as the foundation of Federal and State mandated regional plans and review of Federally funded programs in the region. As the council of governments for the Bay Area, ABAG is sometimes required by State law to perform certain functions for the region. For example, ABAG is required to determine existing and projected housing need for the region and for each jurisdiction. In turn, local governments are required to use this information as a basis of the housing needs discussion required in the Housing Element. An explanation of the use of the ABAG projections in the County's projections is contained in the Land Use Element.

Since 1967, there has been a regional plan for the San Francisco Bay Area. Produced and maintained by ABAG, the Plan seeks to guide the economic, social, and environmental future of the nine-county region. Specifically, the Plan provides regional goals, objectives and policies on the following topics: (1) housing, (2) economic development, (3) environmental quality, (4) safety, (5) recreation, (6) transportation, and (7) health.

In addition to regional policies, the Plan also presents policies for subregions. These subregional policies determine what short-range actions are necessary to implement long-range regional policies.

The Regional Plan of Contra Costa County is divided into three subareas: (1) West County, (2) Central County, and (3) East County. There are no policies for the first subarea, while for the

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Central and East County there are very specific policies that ABAG and the Metropolitan Transportation Commission (MTC) will apply when evaluating important public service improvements (e.g., water, wastewater, and transportation) which need federal funding. These policies were originally developed as part of a planning study conducted by ABAG and MTC in 1984, and basically seek to coordinate the provision of public facilities with land use decisions in order to concentrate development in urban areas and to preserve natural and scenic resources.

### **Metropolitan Transportation Commission (MTC)**

MTC carries out comprehensive transportation planning for the nine-county, San Francisco Bay Area. MTC is required to prepare a Regional Transportation Plan and Transportation Improvement Program covering highways, selected mass transit, railroads and aviation facilities and services. All street, highway, and most mass transit projects supported by Federal and State transportation grants must be consistent with these plans and program.

### **STATE AGENCIES THAT EXERCISE DIRECT LAND USE CONTROL IN CONTRA COSTA COUNTY**

State agencies having direct control over land use in Contra Costa County include, without limitation, the Department of Parks and Recreation, which maintains parks on Cowell Ranch, Mt. Diablo and Franks Tract; the Department of Fish and Game, which regulates stream bank alteration; and Caltrans, which regulates freeway right of ways; the Bay Area Air Quality Management District which regulates air quality; and the Regional Water Quality Control Board which regulates water quality issues.

### **FEDERAL AGENCIES THAT EXERCISE LAND USE CONTROL IN CONTRA COSTA COUNTY**

Federal agencies having regulatory authority affecting land use and growth issues in Contra Costa County include, without limitation, the Environmental Protection Agency, the Army Corps of Engineers, and the Fish and Wildlife Service.

## **2.4 SOCIAL AND ECONOMIC SETTING**

### **POPULATION**

Contrary to some common misconceptions, Contra Costa County was not one of the fastest growing areas in California during the 1980's. During the period 1980 through 1990, California grew by almost 6.1 million residents or by 20.5 percent. More than half (59 percent) of this population growth, or about 3.7 million new residents, occurred in the five counties of Los Angeles, San Diego, Orange, San Bernardino, and Riverside in Southern California.

Only 13.8 percent of the State's population growth during the same period was in the San Francisco Bay region, which grew by about 840,000 persons between 1980 and 1990. In 1990 the Bay Area was home to 6 million residents scattered throughout nine counties. Four of the counties in the Bay region grew very slowly during the 1980's (Marin, 3.4%, Napa, 11.7% San Mateo, 10.6% and San Francisco, 6.6%). The two largest counties (Santa Clara, 15.6% and Alameda, 15.7%) grew at a steady rate that was less than the statewide average, while the remaining two northern counties (Solano, 44.6%, and Sonoma, 29.5) experienced higher growth rates, as they changed from a rural to suburban environment. Contra Costa's growth rate was 22.4%.

## 2. Planning Framework

Although Contra Costa's growth rate during the 1980 to 1990 period (22.4 percent) was higher than the regional average, it is interesting to note that in the East Bay, Alameda County added 15 percent more residents (173,803) in the decade than Contra Costa (147,352). The 1990 Contra Costa County population was at 803,732 as recorded in the U.S. Census. Table 2-1 shows the 1980 and 1990 demographic settings.

Between 1990 and 2000, of Contra Costa population increased from 803,732 to 948,816, an increase of 18.1 percent (Table 2-1). Although Contra Costa's growth rate during 1990 to 2000 period (18.1%) was higher than the regional average, (12.7%) it is interesting to note that in the East Bay, Alameda County added 15 percent more residents (167,039) in the decade than did Contra Costa (145,084) and Santa Clara County's population increased by 185,008 persons or 27.5% more than Contra Costa's population. Table 2-1 shows the 1980, 1990 and 2000 demographic changes in Contra Costa County.

The increase for the nine Bay Area Counties was 7.65 percent from 1990 to 1995. San Francisco had the lowest growth rate, 4.9 percent, and Sonoma and Solano Were the highest with 11.3 and 10.9 percent, respectively. The smallest numbers of growth occurred in Napa County (10,000) and the largest in Santa Clara (110,123).

### HOUSING

Contra Costa County added 64,252 units of new housing between 1980 and 1990, for an average of approximately 6,400 homes completed each year. The increase was 25.5%. During the decade from 1990 to 2000, residential units increased by 38,307 or by 12.1% which was an average of 3,830 new units per year. This was a 37% decrease from the number of units built between 1980 and 1990.

**TABLE 2-1  
DEMOGRAPHIC SUMMARY FOR CONTRA COSTA COUNTY  
(1980, 1990, 2000)**

	1980	1990	2000	1980 to Growth	1990 Change	1990 to Growth	2000 Change
<b>Population</b>	656,380	803,732	948,816	147,352	22.4%	79,658	18.1%
<b>Housing Units</b>	251,918	316,170	354,577	64,252	25.5%	20,268	12.1%
<b>Jobs</b>	201,237	305,140	361,110	103,903	51.6%	-8440	14.8%

**Sources:** 1980, 1990, and 2000 U.S. Censuses; ABAG's Projections '94 for 1980 estimate and Projections '02 for 1990 and 2000.

Table 2-2 shows the growth of residential units by county sub-areas. The area which has absorbed the most new housing during the 1980s, and the 1990s was the East County sub-area over 19,000 units in both decades. The North Central Area had an increase of 19,656 in the 1980s which fell to only about 6,800 units in the 1990's. Forty-three percent of the County's housing stock was located in the communities between Walnut Creek and Martinez along the north I-680 corridor and in Lamorinda in 1990. This fell to forty-one percent in 2000. In contrast, the growth in the San Ramon Valley in the 1980s was lower than the other three sub-areas of the County although the percentage of growth was 50 percent. In the 1990s the growth was 9,600 units (slightly fewer than the 11,000 in the previous decade). West County experienced only an increase of about 2,500 units in the 1990s which was 10,000 less than the number built in the 1980s.

Between 1990 and 2000, the housing in East County increased by 31.7 percent and accounted for 50 percent of the County's housing growth. The growth rate for San Ramon Valley was 33 percent and accounted for 25 percent of the County's increase. The percent of the growth in

## 2. Planning Framework

North Central County and West County were much lower, 4.9% and 2.9% respectively. (see Table 2-2)

**TABLE 2-2  
RESIDENTIAL GROWTH IN CONTRA COSTA COUNTY BY SUB-AREA  
(1980-2000)**

	Housing Units 1980	Housing Units 1990	Housing Units 2000	1980 - Growth	1990 % Change	1990 to 2000 Growth	1990 to 2000 % Change
<b>E. County</b>	39,385	59,206	78,762	19,821	50.3%	19,556	31.7
<b>N. Central</b>	119,149	138,805	145,578	19,656	16.5%	6,773	4.9
<b>S. Ramon</b>	21,956	32,936	42,549	10,980	50.0%	9,613	33.3
<b>West Co</b>	71,428	85,223	87,668	13,734	19.2%	2,465	2.9
<b>Total</b>	251,918	316,170	354,577	64,191	24.5%	38,407	12.1

Sources: 1980, 1990, and 2000 U.S. Censuses.

### THE TYPE OF HOUSING

Table 2-3 shows the types of housing in Contra Costa County in 1990 and 2000. Single family detached housing increased by almost 30,000 units and increased from 64.1% to 65.4% of the housing stock. Single family attached housing increased by 2,700 units and the proportion increased slightly (8.3% to 8.5%). Units in duplex, tri-plex and four-plex buildings increased only slightly while the number of units in 5-19 unit buildings decreased, as did mobilehomes and "other" category. The "other" category decreased dramatically which may be due to a change in the types of units in the classification. Apartment units in larger complexes (20 or more units) increased by approximately 7,000 units, a 30% increase. The housing amounts are for the entire county.

**TABLE 2-3  
HOUSING UNITS BY TYPE**

Type of Housing	1990		2000	
	# of Units	%	# of Units	%
<b>1 unit, detached</b>	202,523	64.1	232,050	65.4
<b>1 unit, attached</b>	26,269	8.3	29,976	8.5
<b>2-4 units</b>	23,227	7.4	24,930	7.0
<b>5-19 units</b>	29,377	9.2	28,307	8.0
<b>20+ units</b>	24,591	7.8	31,757	9.0
<b>Mobilehomes</b>	7,412	2.3	7,120	2.0
<b>Other</b>	2,771	.9	437	.1
<b>Total</b>	316,170		354,577	

### EMPLOYMENT

In terms of employment growth between 1990 and 2000, employment in the County grew by approximately 15 percent (See Table 2-4). Much of the job increase was in the service sector and wholesale trade and manufacturing category. The "services" sector had an increase of over 28,820 new positions.

**TABLE 2-4  
JOBS/HOUSING RATIO**

	2000	2010	2020
<b>East</b>	.41	.41	.45
<b>West</b>	.67	.64	.67
<b>Central</b>	.93	.93	.91
<b>Total County</b>	.75	.73	.73

Source: ABAG's Projections '02

## 2. Planning Framework

The manufacturing/wholesale trade sector increased by the largest percentage, 29.3 percent, for a total of 12,670 new jobs. Manufacturing and wholesale trade continue to be important employers as the numbers employed increased from 43,290 to 55,960 jobs.

Employment growth during the decade of the 1990's was much lower than in the 1980's. The number of jobs increased by 43,560 (14.8%) in the 1990's compared to 113,313 (56.3%) in the 1980's. The service sector remained the largest category followed by retail trade, and manufacturing/wholesale trade.

### JOBS/HOUSING RATIO

Growth policies of this General Plan will not significantly change the Countywide jobs/housing ratio. In 2000, the jobs/housing ratio was approximately 0.75 jobs per employed resident. In most areas of the County, recent and projected job growth will be matched by an equal amount of housing growth, so the ratio will remain roughly the same. In ABAG Projections '02 the projected ratio was .73 jobs per employed resident for 2010 and 2020.

According to ABAGs Projection 2002 the job/housing ratio will remain fairly stable throughout the County. In the fastest-growing areas of East County, the large amount of new housing planned and approved means that employment growth is anticipated to lag far behind. For every new job created in the East County area, two new workers are expected to move in and the lopsided jobs/housing ratio in the East County communities will continue through the early years of this century.

The projected jobs/housing ratio in eastern Contra Costa County should be improved, however, during the decades beyond the 15-year planning period of this General Plan. Based upon the market-driven construction trends in other parts of the County and region, the pattern of development in rural areas begins with the construction of suburban housing. As the influx of new residents creates the demand for new services, retail and other businesses follow the growing population base, although there can be a lag of five years or more between the construction of new housing and the creation of local jobs. This phenomenon occurred in the San Ramon Valley: the period of rapid suburbanization during the 1970s and the early 1980s has been followed by the location of numerous local and regional businesses in the valley during the 1980s. The lack of high-capacity routes serving East County will significantly affect how long the lag in job creation will be.

As noted previously, this jobs/housing analysis assumes that some of the job-generating land uses in the County and Cities' General Plans (the vacant land that is planned for commercial and industrial growth) will not be developed during the next 15 years, because there is too much of this type of land (especially in East County) set aside for the market to absorb during that period.

**TABLE 2-5  
EMPLOYMENT GROWTH BY INDUSTRIAL SECTOR  
(1980-2000) Change**

	<u>1980</u>	<u>1990</u>	<u>2000</u>	<u>1980 to 1990</u>		<u>1990 to 2000</u>	
				<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
Agriculture/Mining	3,567	3,810	3,590	83	2.3	-60	-1.7
Mfg./Wholesale Trade	33,778	43,390	55,460	9,512	28.2	12,670	29.3
Transportation/Communication/Utilities	10,918	21,500	25,180	9,272	87.7	4,690	22.9
Retail Trade	44,297	62,740	65,740	16,293	36.8	5,150	8.5
Services	59,844	101,150	139,230	51,566	87.6	28,820	26.1
Government	16,887	18,690	27,610	8,083	47.9	2,640	10.6
Other	<u>31,946</u>	<u>53,860</u>	<u>50,460</u>	<u>18,204</u>	<u>55.3</u>	-690	-1.3
<b>TOTAL</b>	201,237	305,140	361,110	113,313	56.3	46,560	14.8

Source: ABAG Projections '94 and ABAG Projections '02