4. GROWTH MANAGEMENT ELEMENT

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4. GROWTH MANAGEMENT PROGRAM

4.1 INTRODUCTION

The purpose of this Element is to establish policies and standards for traffic levels of service and performance standards for fire, police, parks, sanitary facilities, water and flood control to ensure generally that public facilities consistent with adopted standards are provided. By including this Element in the adoption of the General Plan, the County intends to establish a long range program which will match the demand for public facilities to serve new development with plans, capital improvement programs and development impact mitigation programs. The intent is to ensure that growth takes place in a manner that will ensure protection of the health, safety and welfare of both existing and future residents of Contra Costa County.

The responsible management of growth in the County is key to preserving the quality of life for current and future County residents.

This Growth Management Element is the culmination of a process which was created by the Mayors' Conference and the County Board of Supervisors. The Contra Costa Transportation Partnership Commission was established as a Transportation Authority under State law (PUC Section 180000) to provide a forum for transportation issues in the County and to propose ways to manage traffic congestion. By approving Measure C - 1988, the voters established the Transportation Authority, added one-half cent to the County sales tax for the next 20 years to be used for transportation funding, and gave the Transportation Authority the charge to implement a Growth Management Program. That program requires the County and each city to develop a Growth Management Element as part of its General Plan in order to be eligible to receive local street maintenance and improvement funds generated by Measure C-1988.

This Growth Management Element complies with the model element developed by the Transportation Authority and includes the sections required by Measure C - 1988 to be part of this Growth Management Element. These sections (1) adopt traffic levels of service standards (LOS) keyed to types of land use, and (2) adopt performance standards maintained through capital projects for fire, police, parks, sanitary facilities, water and flood control. The Transportation Authority recognizes that facilities standards, as are discussed in this Element, establish performance standards to be applied in the County's development review process.

In addition to adopting this Growth Management Element as part of the General Plan under Measure C - 1988, the voters of the County, in Measure C - 1990, reaffirmed that growth management should be an integral part of this General Plan.

This Element is also adopted pursuant to the authority granted to local jurisdictions by Section 65303 of the Government Code of the State of California, which states:

"The General Plan may include any other elements or address any other subjects which, in the judgment of the legislative body, relates to the physical development of the county or city."

4.2 RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

As indicated in Section 3, Land Use Element, the Growth Management Element works closely in conjunction with the Land Use Element to ensure that development proceeds in a manner which will not negatively affect facility and traffic service standards for existing land uses. In this regard, it should be noted that developments which cannot satisfy the assurances required by these standards should not be approved. By utilizing this Growth Management Element to responsibly manage new development proposals, the County will ensure that new development projects will bear their appropriate share of the adverse burdens and impacts they impose on public facilities and services. As a result, the Growth Management Element must be carefully considered together with Land Use and other elements of this General Plan when assessing General Plan consistency. The timing of the potential physical development contemplated in the Land Use Element will in part be determined by the ability of developers to satisfy the policies and standards described in this Growth Management Element. The Urban Limit Line (ULL) and the 65/35 Land Preservation Standard also work together with the Growth Management Element to ensure that growth occurs in a responsible manner and strikes appropriate balances between many competing values and interests.

In addition, this Growth Management Element contains implementing programs which encourage new development to promote the goals and objectives of the Conservation Element; the Public Facilities and Services Element; and the Housing Element. Moreover, by establishing an interjurisdictional land supply and development monitoring program, the Growth Management Element coordinates the implementation of the County General Plan with those of the 19 cities in the County.

To carry out the goals and objectives of the Land Use and Circulation Elements of the Plan, new development must demonstrate that the level of service standards of the Growth Management Element will be met. Only in this way will the negative effects of such growth be avoided. While it is anticipated that new growth will be able to mitigate its potential impacts through development fees and other exactions, it is possible that the timing of project approvals may be affected by the inability of individual developments to carry its appropriate cost of full service increments needed to allow further growth in a given area of the County. Thus, the improvements needed to implement the Circulation and Public Facilities and Services Elements of the Plan will in part be directly tied to, and dependent upon, the implementation of the Growth Management Element. Similarly, implementation of the Land Use Element will only proceed when it can be demonstrated that the growth management standards can be met by new development.

Policies relating to this "Pay as you Grow" philosophy underpinning the Growth Management Element can be found in the Transportation and Circulation Element, Overall Transportation/Circulation Goals 5-E and 5-F, and in the Overall Transportation/Circulation Policies 5-1 through 5-4. Related Land Use Element Goals 3-F and 3-H and Land Use Policies 3-5 through 3-10 are also part of the policy framework which underlies the Growth Management Element, and are integrally related to it. In a similar fashion, each of the required growth management performance standards included in this Element is also included in the Public Facilities and Services Element under the applicable goals and policies listed for sewers, water, police, fire, parks and flood control.

4.3 TRAFFIC SERVICE STANDARDS AND FACILITIES STANDARDS

The basic unit of measurement of performance of an intersection or roadway segment is called a Level of Service (LOS). LOS is a measure of the ratio of the volume to capacity of a roadway or intersection and is expressed as a letter A through F. In general LOS A describes free flowing conditions, and F describes very congested conditions, with long delays. Routes of Regional Significance are those roadways which carry significant volumes of through traffic, which neither begins nor ends within the affected jurisdiction. They generally include Interstate Freeways and State Highways, as well as local roads which, due to their location between job and housing centers, carry significant volumes of intra-county trips. All other roadways are referred to in the Growth Management Element as Basic Routes. Basic routes, and their signalized intersections, are those to which LOS standards are applied in determining whether proposed projects may be approved. The methodology used in determining if projects exceed allowable LOS standards is the method established by the Contra Costa Transportation Authority in its Technical Procedures.

At present, most Basic Routes in the unincorporated area operate at or better than the LOS Standards specified in the Growth Management Element. Many Routes of Regional Significance are below these standards, however, reflecting the fact that the trips are not dependent upon land uses in unincorporated Contra Costa County, but are cumulative with traffic generated by land uses located outside of the unincorporated areas. Public Protection Facility standards contained in this plan are based upon the 1990 facilities to unincorporated population ratio. In the area of parks, for example, the current unincorporated population to park acreage yields a ratio of less than 1 acre per 1,000 persons. While certain developed areas of the County experience flooding in the event of the 100-year flood, the County Ordinance Code collect-and-convey requirements are applied to all new developments. Water and sewer services are generally adequate for existing development.

For the purposes of establishing a Public Protection Facility standard, several factors must be considered. Firstly, the unincorporated community of Kensington has established a Community Services District which provides the full range of police services in the area, and the Sheriff does not service this area. Secondly, the California Highway Patrol is responsible for enforcement of the Vehicle Code on highways and County roads throughout the unincorporated area. Thirdly, certain economies of scale enable the Sheriff to provide patrol and investigation services in physical facilities substantially smaller than a comparable series of cities would require, due to centralized administrative services, crime lab facilities and other similar functions which numerous cities would duplicate in each location. According to the Department, very little time is spent by deputies in the stations; nearly all is spent in the vehicles on patrol; no clericals are housed in the stations. In addition, the Sheriff also provides coroner services, incarceration and criminalistics services. For these reasons, direct comparisons between County facilities standards and standards that may be adopted by cities in the County are not advised, since such comparisons would be highly misleading.

The computation of a Sheriff facility standard in this General Plan includes only patrol and investigation services, adjusted for a marginal increase in centralized administrative services. As of January, 1991, the County provides approximately 155 square feet of floor area per thousand population in six locations throughout the County. In 1997, it became evident that the Sheriff's Office needed to include support facilities necessary to conduct patrol and investigation, which are now included in the calculation of new square footage.

It should be noted that implementation of the goals of this Plan's various elements depends not only upon the County's administration of the Growth Management Program described below, but upon the interplay of several levels of government. Federal and State funding for improvements to Basic Routes will be required to attain and maintain traffic levels of service at designated levels. Finally, the County, the 19 cities, the Contra Costa Transportation Authority, the Bay Area Rapid Transit District, and the California Department of Transportation will all have to work cooperatively in order to mitigate the negative impacts of growth upon the regional transportation system to achieve the levels of population, housing and jobs anticipated by this Plan.

4.4 GOALS, POLICIES AND IMPLEMENTATION MEASURES

GOALS

4-A. To provide for the levels of growth and development depicted in the Land Use Element, while preserving and extending the quality of life through the provision of public facilities and ensuring traffic levels of services necessary to protect the public health, safety and welfare.

4-B. To establish a cooperative interjurisdictional growth monitoring and decision making process in which each jurisdiction can share in the beneficial aspects of new growth, and avoid its potential negative effects.

POLICIES

4-1. New development shall not be approved in unincorporated areas unless the applicant can provide the infrastructure which meets the traffic level of service and performance standards outlined in Policy 4-3, or a funding mechanism has been established which will provide the infrastructure to meet the standards or as is stated in other portions of this Growth Management Element.

4-2. If it cannot be demonstrated prior to project approval that levels of service will be met per Policy 4-1, development will be temporarily deferred until the standards can be met or assured. Projects which do not, or will not, meet the standards shall be scheduled for hearing before the appropriate hearing body with a staff recommendation for denial, on the grounds that the project is inconsistent with the goals, policies, and objectives of the Growth Management Element of the County General Plan.

4-3. Table 4-1 shows the performance standards which shall apply to development projects. In the event that a signalized intersection on a Basic Route exceeds the applicable level of service standard, the County may approve projects if the County can establish appropriate mitigation measures, or determine that the intersection or portion of roadway is subject to a finding of special circumstances, or is a Route of Regional Significance, consistent with those findings and/or action plans adopted by the Contra Costa Transportation Authority pursuant to Measure C - 1988. Mitigation measures specified in the action plans shall be applied to all projects which would create significant impacts on such regional routes, as defined by the Authority in consultation with local agencies and as permitted by law. For the purpose of reporting to the Contra Costa Transportation Authority in compliance with the Growth Management Program, a list of intersections that will be reported on Basic Routes will be prepared and maintained by the Conservation and Development Department.

4-4. The County shall institute an ongoing growth management program process, as generally depicted in Figure 4-1.

4-5. For the purpose of applying the Traffic Level of Service standards consistent with Measure C - 1988 only, unincorporated areas subject to the growth management standards of this Element shall be characterized as Central Business District, Urban, Suburban, Semi-rural and Rural as depicted in Figure 4-2.

4-6. Conformity with the growth management standards will be analyzed for all development projects such as, subdivision maps, or land use permits. A general plan amendment is a long range planning tool and is not to be considered a development project or a project approval under the growth management program.

Traffic

LOS Standards will be considered to be met if:

- measurement of actual conditions at the intersection indicates that operations are equivalent to or better than those specified in the standard; or
- the County has included projects in its adopted capital improvements program which, when constructed, will result in operations equal to or better than the standard.

TABLE 4-1
GROWTH MANAGEMENT
PERFORMANCE STANDARDS

Traffic Levels of Service Keyed to Land Use Type

Rural Areas:	Peak Hour Level of Service of low C (Volume/Capacity Ratio= .70-.74)
Semi-Rural Areas:	Peak Hour Level of Service of high C (Volume/Capacity Ratio= .74-.79)
Suburban Areas:	Peak Hour Level of Service of low D (Volume/Capacity Ratio= .80-.84)
Urban Areas:	Peak Hour Level of Service of high D (Volume/Capacity Ratio= .85-.89)
Central Business: Districts (CBD):	Peak Hour Level of Service of low E (Volume/Capacity Ratio= .90-.94)

Note: These terms are used solely with reference to the Growth Management Element performance standards.

Water

The County, pursuant to its police power and as the proper governmental entity responsible for directly regulating land use density or intensity, property development and the subdivision of property within the unincorporated areas of the County, shall require new development to demonstrate that adequate water quantity and quality can be provided. At the project approval stage, (subdivision map, land use permit, etc.), the County may consult with the appropriate water agency. The County, based on information furnished or available to it from consultations with the appropriate water agency, the applicant or other sources, should determine whether (1) capacity exists within the water system if a development project is built within a set period of time, or (2) capacity will be provided by a funded program or other mechanism. Project approvals conditioned on (1) or (2) above, will lapse according to their terms if not satisfied by verification that capacity exists to serve the specific project ("will serve letters"), actual hook-ups or comparable evidence of adequate water quantity and quality availability.

Figure 4.1 Flow Chart of Growth Management Process

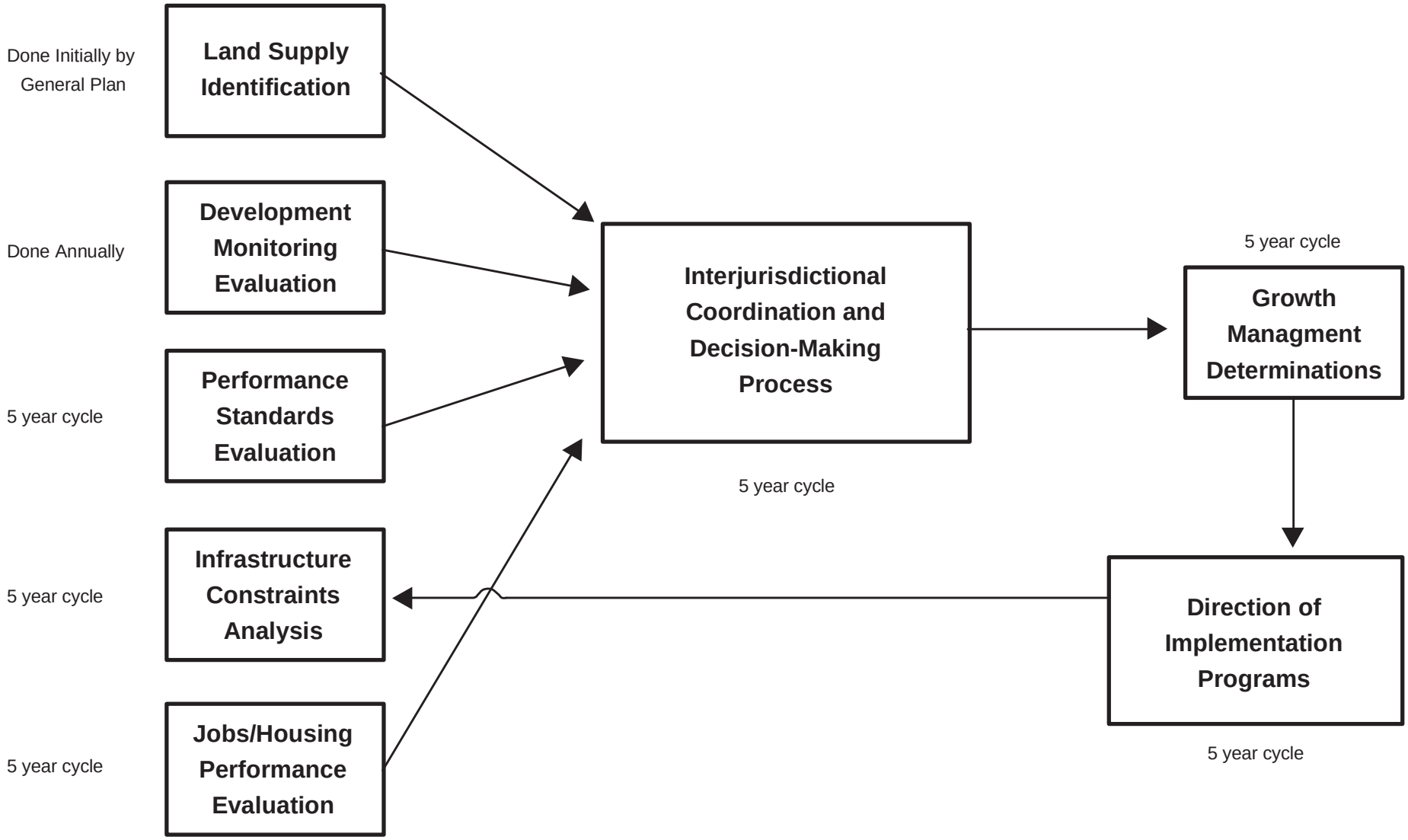
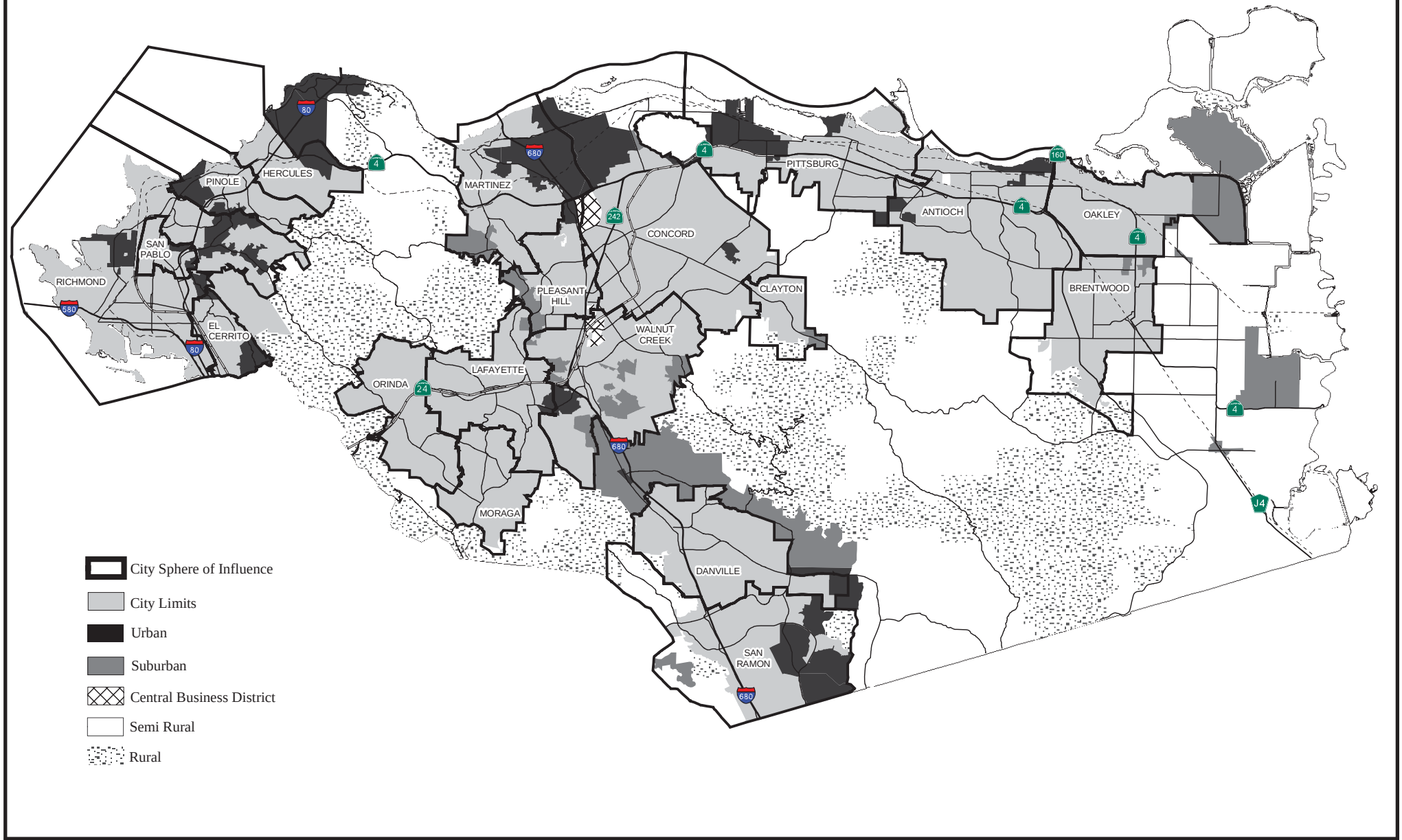


Figure 4-2 Level of Service Designations for Unincorporated Areas



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ANTIOCH Incorporated Areas

Alamo Unincorporated Areas

Freeways and Highways

Major Roads

Bay Area Rapid Transit

Railroads

CONTRA COSTA COUNTY

Map Created on December 9, 2004
Contra Costa County Community Development
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Sanitary Sewer

The County, pursuant to its police power and as the proper governmental entity responsible for directly regulating land use density or intensity, property development and the subdivision of property within the unincorporated areas of the County, shall require new development to demonstrate that adequate sanitary sewer quantity and quality can be provided. At the project approval stage, (subdivision map, land use permit, etc.), the County may consult with the appropriate sewer agency. The County, based on information furnished or available to it from consultations with the appropriate sewer agency, the applicant or other sources, should determine whether (1) capacity exists within the sewer system if the development project is built within a set period of time, or (2) capacity will be provided by a funded program or other mechanism. Project approvals conditioned on (1) or (2) above, will lapse according to their terms if not satisfied by verification that capacity exists to serve the specific project ("will serve letters"), actual hook-ups or comparable evidence of adequate sewage collection and wastewater treatment capacity availability.

Fire Protection

Fire stations shall be located within one and one-half miles of developments in urban, suburban and central business district areas. Automatic fire sprinkler systems may be used to satisfy this standard.

Public Protection

A Sheriff facility standard of 155 square feet of station area and support facilities per 1,000 population shall be maintained within the unincorporated area of the County.

Parks and Recreation

Neighborhood parks: 3 acres required per 1,000 population.

Flood Control and Drainage

Require major new development to finance the full costs of drainage improvements necessary to accommodate peak flows due to the project. Limit development within the 100 year flood plain until a flood management plan has been adopted and implementation is assured. For mainland areas along rivers and bays, it must be demonstrated that adequate protection exists through levee protection or change of elevation prior to development. Development shall not be allowed in flood prone areas designated by the Federal Emergency Management Agency until a risk assessment and other technical studies have been performed.

IMPLEMENTATION MEASURES

4-a Incorporate the performance standards outlined in Policy 4-3 into the review of development projects.

4-b Work cooperatively with the 19 cities and the Contra Costa Transportation Authority through each of the Regional Transportation Planning Committees to define action plans for mitigating the impacts of development on Routes of Regional Significance.

4-c Require traffic impact analysis for any project which is estimated to generate 100 or more AM or PM peak-hour trips based upon the trip generation rates as presented in the Institute of Traffic Engineers (ITE) Trip Generation, 6th edition, 1997, or the most current published edition.

4-d Require that during the review of development proposals, the traffic impact analysis shall determine whether a project could cause a signalized intersection or freeway ramp to exceed the applicable standard and shall identify mitigations/fees such that the intersection or ramp will operate in conformance with applicable standards. Development proposals shall be required to comply with conditions of approval detailing identified mitigation measures and/or fees. In no event shall Local Road Improvement and Maintenance Funds replace development mitigation fee requirements, pursuant to Measure C-88.

4-e Establish through application to the Contra Costa Transportation Authority, and in conjunction with the regional committees, a list of Routes of Regional Significance and Intersections proposed for Findings of Special Circumstances. Proposed projects affecting these routes and/or intersections will require alternate mitigation as specified in Action Plans to be adopted by the Transportation Authority, but in this respect only, shall not be subject to LOS Performance Standards. Map 4-3 shows the Routes of Regional Significance as adopted by the Transportation Authority in 2004. The County will assist in developing or updating Action Plans for these routes (and for other roads if the Transportation Authority revises the Routes of Regional Significance in the future.)

4-f In the event that any Basic Route does not meet adopted standards the County shall consider amendments to either its General Plan Land Use Element, Zoning, Capital Improvement program or other relevant plans or policies in order to attain the standards. If this is not feasible for the reasons specified in the Transportation Authority's "Implementation Guide: Traffic Level of Service Standards and Programs for Routes of Regional Significance" application for findings of special circumstances shall be made to the Transportation Authority. Such application shall include alternative proposed standards and mitigation measures.

4-g Capital projects sponsored by the County and necessary to maintain and improve traffic operations will be specified in a five year Capital Improvement Program (CIP). Funding sources for such projects, as well as intended project phasing, if any, shall be generally identified in the CIP.

4-h The County will participate in the Contra Costa Transportation Authority Conflict Resolution Process as needed to resolve disputes related to the development and implementation of Action Plans and other programs described in the Transportation Authority's Model Growth Management Element.

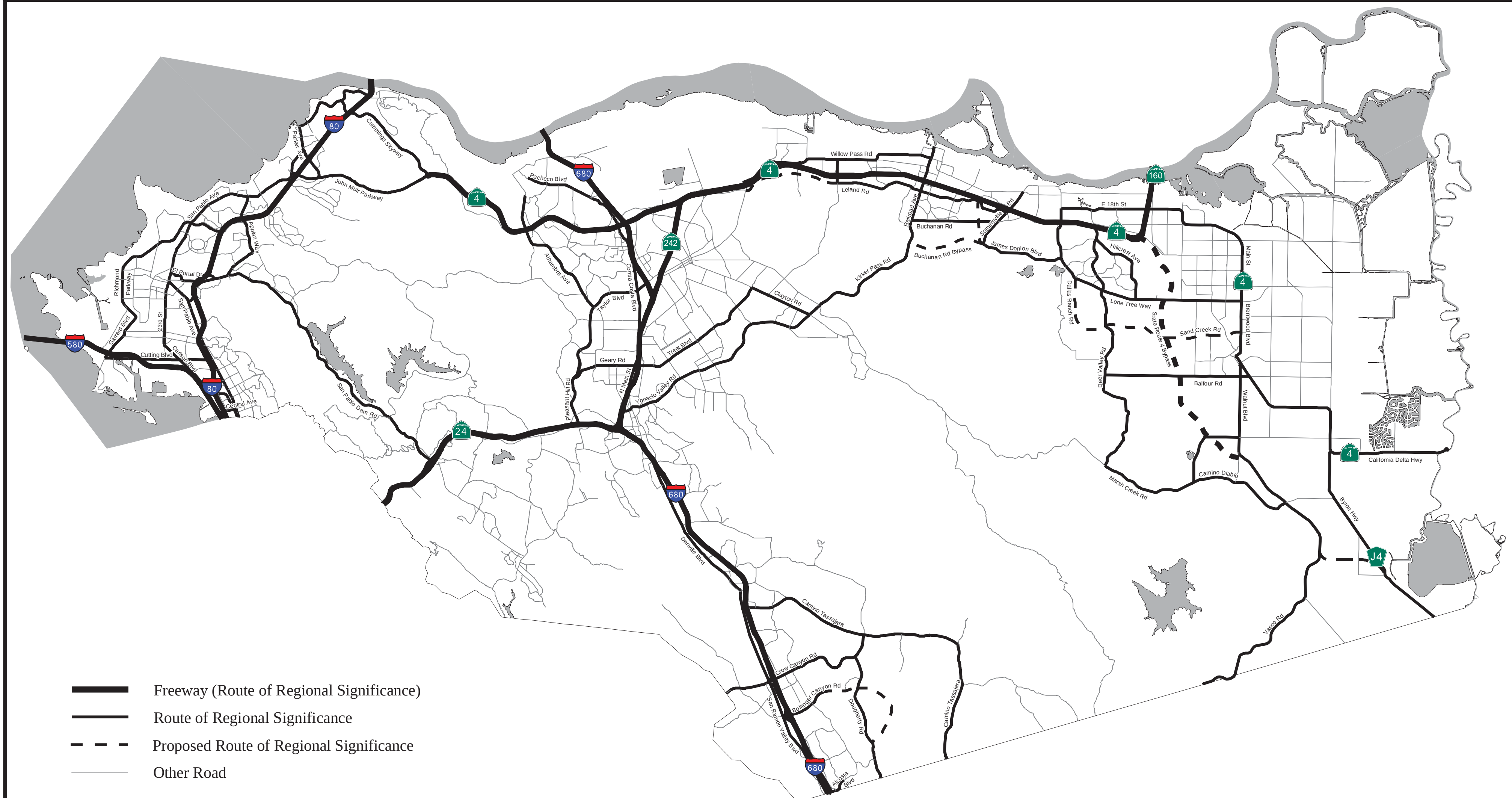
4-i The County will implement specified local actions in a timely manner, consistent with adopted action plans.

4-j As part of its program to attain Traffic Service levels, the County shall continue to implement its Transportation Demand Management Ordinance.

4-k No development project (subdivision map, land use permit, etc.) shall be approved unless findings of consistency have been made with respect to Policy 4-3.

4-l The County will adopt a development mitigation program to ensure that new development pays its fair share of the cost of providing police, fire, parks, water, sewer and flood control facilities.

Figure 4-3 Routes of Regional Significance



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CONTRA COSTA COUNTY

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4-m The County will only approve projects after finding that one or more of the following conditions are met:

(a) Assuming participation in adopted mitigation programs, performance standards will be maintained following project occupancy;
(b) Because of the characteristics of the development project, specific mitigation measures are needed to ensure the maintenance of standards, and these will be required as conditions of project approval; or,
(c) Capital improvements planned by the service provider will assure maintenance of standards.

4-n Capital Projects sponsored by the County and necessary to maintain levels of performance shall be identified in the five year Capital Improvement Plan (CIP). Funding sources for the complete cost of the improvements, and phasing, if any, shall also be identified.

4-o All new development shall contribute to, or participate in, the improvement of the parks, fire, police, sewer, water and flood control systems in reasonable proportion to the demand impacts and burdens generated by project occupants and users.

4-p The County shall develop and carry out a growth management/monitoring program as generally indicated in Figure 4-1, as follows:

(a) a land supply and development monitoring process;
(b) periodic review of performance standards and monitoring of infrastructure constraints;
(c) interagency coordination and decision-making to provide information for the first two tasks and successfully implement the overall growth management program;
(d) a jobs/housing performance evaluation to determine their relative balance within each sub-region of the County; and
(e) growth management determinations, a process which identifies growth areas capable and incapable of meeting performance standards, and directs resources to overcoming any constraints.

These components are described in detail below.

Adoption of Performance Standards

The first step in the growth management program process is completed upon the adoption of performance standards for public facilities and services in this Growth Management Element. Figure 4-1 shows the flow chart of the growth management process.

Land Supply/Development Monitoring Analysis

The second step in the growth management process, an analysis of land supply and development monitoring, will commence at the beginning of each calendar year. Annual status reports on the implementation of the General Plan and its Growth Management Element will be submitted to the Board of Supervisors and City Councils in June. This status report will fulfill the requirements of Government Code 65400 (b) in the State planning and zoning laws, which requires that every city and county must prepare an annual report to the City Council or Board of Supervisors and the State which summarizes the status of the General Plan and the progress that has been made in its implementation. The subsequent steps in the process, commencing with the performance standards evaluation, will occur on a five-year cycle.

The land supply and development monitoring process is a two-part component designed as the basis for the periodic re-examination of lands available in the County for urban development. The availability of developable lands is then contrasted against the actual rate of growth which has been measured over the most recent period. In essence, this component is a land supply and demand tracking process. This process is designed to work in tandem with the other four components (performance standards/infrastructure constraints analysis, interjurisdictional coordination, jobs/housing balance analysis, and growth management determinations) in order to obtain an updated, working perspective of the current capacity of the County to accommodate growth.

The land supply and development monitoring process is prepared in an objective fashion by staff, using a set methodology defined and agreed to by the jurisdictions involved (the County, the 19 cities, the Local Agency Formation Commission (LAFCO) and the individual service providers). The re-examination of the land supply (initially set by the General Plan Review Program) will occur on an annual basis, in concert with the State Population Certification program which is already conducted by the County and each city planning department.

Using a standard format and methodology should provide a high degree of confidence in the process and the established annual schedule should alert the development interests, city agencies, and special districts as to when their contribution will be critical. At the beginning of each annual cycle, formal notification will be given to each of the cities informing them that the land supply and development monitoring process is being initiated and requesting their active participation and cooperation.

The Land Use Information System (LUIS), developed in 1987, and the more recent Geographic Information System, provides the foundation for tracking overall land supply, land absorption, and changing land uses in the County. The specific questions that must be answered during this process with the use of the updated LUIS data system are:

- how many acres of vacant land in the County, specified by land use type, are identified as available for development?
- what changes have occurred in these numbers since the previous evaluation?
- how many acres of underutilized or previously developed land are available for redevelopment?
- how many acres of land County-wide have been identified as unavailable for development based upon environmental, health and safety, public resource, or other conditions? The County Conservation and Development Department staff will prepare a report which examines the absorption rate (i.e. approved development projects) and the General Plan Amendment requests that have been received. The report on the status of development areas will rely upon residential and commercial/industrial building permit and other project approval information from the cities. This permit approval and General Plan Amendment application information will then be compared to the expected rate of residential and job growth projected for the jurisdiction over the planning period by the respective General Plans. The annual report will be forwarded to decision-making bodies for use in reviewing further General Plan Amendments which would alter the land supply component.

Performance Standards Evaluation and Infrastructure Constraints Analysis

While the second component of the growth management program (land supply and development monitoring) will be prepared on an annual basis, the final four components will generally be performed only once every five years. Although these final four

components of the Growth Management Program will be comprehensively and formally evaluated every five years, circumstances may necessitate evaluating and modifying the standards during the annual review of the land supply and development component of this Growth Management Program. If circumstances so necessitate, the Board of Supervisors should consider all information before it, including the Land Supply/Development Monitoring Analysis, fiscal constraints, and other information obtained through consultation with the Contra Costa Transportation Authority, before modifying the standards. The data and analysis generated in the annual land supply and development monitoring reports will be aggregated for use in the tasks outlined in the following processes.

The intent of this third component of the growth management program, performance standards and infrastructure capacity evaluation, is to re-examine minimum allowable performance standards for development projects set in the General Plan, and to determine the remaining available capacities of certain infrastructure facilities.

The growth management program for the Contra Costa County General Plan mandates the establishment of infrastructure performance standards for several different services or facilities, including circulation (traffic), sanitary sewage, flood control and drainage, water supply, police and fire protection and emergency services, and parks and recreation. These standards and policies attempt to define a quality of life by setting benchmark indicators of the minimum levels of service required for specific urban services.

Every five years the performance standards would be reviewed by staff and the service providers by examining prior experience and ability to serve. In addition, service districts may be provided an opportunity to explain why certain standards are not being met and to explore measures to be taken to alleviate the situation. This information would then be used to evaluate whether the standards for the current review period were appropriate.

The second major task to be completed during this phase of the growth management program is an evaluation of the remaining infrastructure capacity in various areas of the County. Part of this evaluation will determine where and why certain existing urbanized areas are not being adequately served. The assumption is that adequate infrastructure capacities can be engineered and built to serve virtually any amount and location of urban growth within the ULL, but that opportunities exist to plan for cost-effective and efficient growth in areas particularly within the ULL, where underutilized infrastructure capacities already exist or where the extension of services is relatively unconstrained compared to other areas.

The basic data requirements of this portion of the process include:

- a determination of the remaining capacity for each facility or service provider based upon the defined performance standards, and identification of the geographic areas that could be served by the capacity;
- an itemization of funded infrastructure improvement projects, their location and expected date of completion, and the service area or population they are designed to serve;
- identification of urbanized areas with inadequate service, as defined by the adopted performance standards;
- an itemization of the major capital improvements not now funded but needed to bring existing areas into compliance with the performance standards;
- itemization of major capital improvements necessary to serve anticipated future development at the adopted service level, and the cost of these improvements;
- identification of major physical, economic and/or environmental constraints to the provision of service or facilities in a given area; and

- identification of possible sources of funding for the improvements.

The object of the data gathering is to illustrate where future growth can and cannot occur without major investment in new or improved infrastructure systems, and to identify the level and source of financing required. Additionally, the exercise will allow the preparation of estimates of future required capacity based upon the performance standards. One outcome of this process will be to provide up-to-date information concerning where future growth is expected to occur, thus assisting in capital facilities planning efforts.

To ensure that high density "leapfrog" growth does not occur, as a matter of policy, this growth management program mandates that new urban and central business district levels of development shall not be approved unless the development is within the ULL and near existing or committed urban or central business district levels of development.

Jobs/Housing Performance Evaluation

The purpose of this step is to provide a basis for assessing the jobs/housing balance within each section of the County for the current five year review cycle, to assist the jurisdictions in the sub-regions in determining preferred locations for residential and employment growth, and to assist in focusing the direction of implementation programs.

The jobs/housing balance evaluation is based upon the County's Land Use Information System data base, augmented by the information provided in the development monitoring evaluation. The evaluation considers growth in housing units and employment and housing and employment availability, relative affordability and commute patterns, and to the extent that the data are available, price of the units and wage levels of the jobs added.

The jobs/housing performance evaluation will be used to identify areas where jobs or housing should be stimulated and encouraged. It would also be used to provide information about areas in which infrastructure deficiencies need to be corrected in order to facilitate a better jobs/housing balance.

Interjurisdictional Coordination and Decision-Making

The growth management program outlined here will not succeed without the cooperation and active participation of the County, the Local Agency Formation Commission, the 19 cities, and the service providers. These agencies and cities may view cooperation with the County's growth management program as a threat to their local authority over land use or other growth issues. The County's efforts to achieve cooperation must be aimed at persuading the cities and agencies that the growth management program will ultimately enhance their ability to meet their own General Plan goals. In addition, the County will participate in the cooperative planning process established by the Transportation Authority for the purpose of reducing the cumulative regional traffic impacts of development.

Interjurisdictional cooperation would not require all of the cities and agencies to adopt the same goals, policies and implementation measures as will be included in the County's General Plan and growth management program. However, it would be desirable for the County to request that the cities and agencies adopt resolutions that specifically recognize and accept the growth management program and its premise.

A key commitment by the jurisdictions involves the dedication of a relatively small, but adequate, level of staff time to assist the County in gathering the required data for the necessary planning studies. Additional commitments must be made on the part of policy makers and staff to review the annual land supply and development monitoring reports, consider them when making important planning decisions, and to actively participate in the growth management determination process every five years.

Growth Management Determinations

Building upon the preceding components of the growth management program, the final aspect of the process involves using the reports that have been generated to make the important decisions about where future growth in the County should be encouraged in order to minimize infrastructure costs and to enhance the overall level of "quality of life." The process for making these determinations is as important as the determinations themselves. The process can help to achieve consensus among cities and the County (in consultation with service providers) as to appropriate amounts and locations of new residential, commercial and industrial growth in the County. The growth management determination process should include the following steps, several of which are based upon information developed in the previous components of the program:

- indicate on a County General Plan map the current city boundary lines, Spheres of Influence, the Urban Limit Line and current service areas for all of the major utilities/facilities;
- add to the base map information regarding improvements or extensions to service systems that have been completed since the last review period or improvements itemized in capital improvement programs, as well as constructed and approved development projects and adopted General Plan Amendments;
- identify lands that have been determined to be undevelopable;
- identify on the map the geographic areas with infrastructure constraints and the locations of development projects that have been unable to meet performance standards;
- review the annual land supply and development monitoring reports in conjunction with the performance standards and infrastructure constraints analysis reports to determine whether an adequate supply of vacant land is designated for urban use in the County and city General Plans, on both a Countywide and subregional basis, to allow the anticipated amount of urban development during the remainder of the twenty year period. This urban development must be subject to the 65/35 Land Preservation Standard. (See Section 3, Land Use Element.)
- Determine whether adjustment to the urban limit line is needed in order to provide sufficient land to accommodate anticipated needs.

Growth management determinations shall be made in consultation with the Transportation Authority. In addition, it is anticipated that these growth management determinations will be made in a series of joint meetings conducted on a subregional basis with representatives of the cities. The Local Agency Formation Commission (LAFCO) and the service districts should also be consulted. Staff will present the base map and accompanying reports to the County and City Planning Commissions, LAFCO and service district boards, with a request that the agencies review the recommendations and make formal comments. After this review period is complete and appropriate changes, if needed, have been made, the map and reports will be recirculated to all of the jurisdictions in the County. The final action will be to request that the cities, LAFCO

and service providers adopt resolutions in support of the recommendations and to initiate any General Plan Amendment hearings which may result from the review process.

Definitions of Terms

The following definitions apply to the geographic terms used with respect to the Growth Management Element only. The level of service designations for unincorporated County areas are shown in Figure 4-2.

Rural. Rural areas are defined as generally those parts of the County that are designated in the General Plan for agricultural, open space or very low density residential uses, and which are characterized by medium to very large parcel sizes (10 acres to several thousand acres). These areas have very low population densities, usually no more than 1 person per acre or 500 people per square mile.

Suburban. Suburban areas are defined as generally those parts of the County that are designated in the General Plan for low and medium density single family homes; low density multiple family residences; low density neighborhood- and community-oriented commercial/industrial uses; and other accompanying uses. Individual structures in suburban areas are generally less than 3 stories in height and residential lots vary from about one fifth of an acre (8,000 or 9,000 square feet) up to 2 or 3 acres. Population densities in suburban areas fall within a wide range, from about 1,000 to 7,500 persons per square mile (1.5 to 12.0 people per acre).

Urban. Urban areas are defined as generally those parts of the County that are designated in the General Plan primarily for multiple family housing, with smaller areas designated for high density single family homes; low to moderate density commercial/industrial uses; and many other accompanying uses. Urban areas usually include clusters of residential buildings (apartments and condominiums) up to three or four stories in height and single family homes on relatively small lots. Many commercial strips along major arterial road are considered urban areas.

Examples of urban areas in Contra Costa County are the older neighborhoods in Richmond, El Cerrito, Pittsburg, and Antioch and the downtown commercial districts in smaller cities such as Martinez, Danville, and Lafayette. Population densities in urban areas are usually at least 7,500 persons per square mile (12.0 people per acre). Employment densities in commercial areas may range up to about 15 jobs per acre.

Central Business District / Major Commercial Center. Central business districts or major commercial centers are defined as those areas designated in the General Plan for high density commercial and residential uses. They consist of either the downtown area of a major city in Contra Costa County (Concord, Walnut Creek, and Richmond) or a large business/office complex (such as Bishop Ranch or the Pleasant Hill BART station area). These areas are characterized by large concentrations of jobs and consist of clusters of buildings four stories or more in height. CBD's or major commercial centers generally have employment densities.