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GROWTH MANAGEMENT

The purpose of the Growth Management Element is to establish policies and standards for traffic levels of service, and to establish performance standards for parks, fire, police, sanitary facilities, water service, and flood control. This comprehensive, long-range Element balances the demands for public facilities generated by new development with plans, capital improvement programs, and development mitigation programs. The Growth Management Element is consistent with the current requirements of the Contra Costa Transportation Improvement and Growth Management Program (Measure C), approved by voters in 1988 and administered by the Contra Costa Transportation Authority (CCTA).

4.1 MEASURE C GROWTH MANAGEMENT PROGRAM

The existing Measure C Growth Management Program (GMP) focuses on ensuring that new growth provides adequate facilities before development occurs and providing regional guidance and coordination. Under Measure C, new growth must “pay its own way” through local and regional mitigation programs. While land use remains the responsibility of local jurisdictions, Measure C encourages regional planning and requires local jurisdictions to plan together for the future. Local jurisdictions receive 18 percent of Measure C sales tax revenues only if they comply with the GMP requirements. To qualify for these funds, each jurisdiction must:

- Adopt a growth management element, as part of its General Plan, that establishes level-of-service (LOS) standards for non-regional routes and performance standards for other public facilities;
- Adopt a development mitigation program that ensures that new development pays its fair share of the costs of additional facilities needed to support it;

- Participate in cooperative planning with other jurisdictions in Contra Costa;
- Develop a five-year capital improvement program to meet or maintain traffic service and performance standards;
- Adopt a transportation demand management resolution or ordinance; and
- Address the balance of jobs and housing within the jurisdiction.

The current GMP requirements are in effect until 2009 when Measure C sunsets. For this reason, no amendments are proposed to the City's current Growth Management Element because it conforms to CCTA's model element and thus qualifies the City to receive its fair share of the 18 percent "return to source" funds.

Measure J, approved by County voters in November 2004, authorized an extension of Measure C, with modifications to the GMP. The extension will raise a total of \$2 billion, which will help fund transportation improvements and transportation-related planning and growth management. Details are in CCTA's Countywide Transportation Plan (CTP), which is available on the CCTA website (www.ccta.net).

The new GMP does not require that the Growth Management Element in local General Plans include level of service (LOS) standards for non-regional routes and performance standards for other public facilities. However, it does impose two new obligations: 1) local jurisdictions must demonstrate reasonable further progress in providing housing opportunities for all income groups as identified in their housing elements, and 2) they must comply with a voter approved Urban Limit Line (ULL). This General Plan includes a ULL that is consistent with the "Principles of Agreement" established by the Authority and included in the CTP, which will be submitted to the voters for approval following Plan adoption.

The City will amend the Growth Management Element after new procedures have been adopted by CCTA.

4.2 GOALS, PRINCIPLES, AND POLICIES

GOAL GM-1: REDUCE TRAFFIC CONGESTION

Principle GM-1.1: Understanding Land Use and Transportation.

Policy GM-1.1.1: Develop an improved understanding of the relationship between land use and transportation through ongoing traffic impact analyses, participation in development of Regional Route Action Plans, and other programs implementing the growth management element.

Principle GM-1.2: Routes of Regional Significance.¹

Policy GM-1.2.1: Cooperate with TRANSPAC and the Contra Costa Transportation Authority in developing Action Plans for each of the Routes of Regional Significance.

Routes of Regional Significance are listed in Table 4-1.

Table 4-1: Routes of Regional Significance

Freeway/Arterial	From	To
1-680	Northern City Limit	Southern City Limit
SR 242	SR 4	1-680
SR 4	Western City Limit	Eastern City Limit
Kirker Pass Road	Northern City Limit	Clayton Road
Ygnacio Valley Road	Western City Limit	Clayton Road
Clayton Road	Treat Boulevard	Kirker Pass Road
Treat Boulevard	Western City Limit	Clayton Road

Source: Contra Costa Transportation Authority, 2006.

¹Routes of Regional Significance are designated by the Contra Costa Transportation Authority. In evaluating the appropriateness of the designation, the following criteria are used:

1. Connection of two or more “regions” of the country.
2. Connection across country boundaries.
3. Significant amount of through traffic.
4. Provision of access to a regional highway or transit facility (e.g. a BART station or freeway interchange).

Principle GM-1.3: Establish Basic Routes.²

Traffic on basic routes shall be keyed to levels of service in keeping with the land use type as specified by the Contra Costa Transportation Improvement and Growth Management Program.

Policy GM-1.3.1: Apply the following standards to signalized intersections on Basic Routes (all roads not indicated as Routes of Regional Significance):

Rural: LOS³ low-C (up to 74) v/c⁴

Semi-Rural: LOS high-C (75 to 79) v/c

Suburban: LOS low-D (80 to 84) v/c

Urban: LOS high-D (85 to 89) v/c

Central Business District: LOS low-E (90 to 94) v/c

Since the above classifications refer to areas of the community rather than streets passing through such areas, the City of Concord has established the following LOS standards for intersections dependent upon the largest street at each intersection.

Collector: LOS high-C (75 to 79 v/c)

(Generally collects traffic from residential and commercial areas and channels it to arterial streets.)

Minor Arterial: LOS low-D (80 to 84 v/c)

(Generally provides circulation between major activity centers and/or residential areas.)

²All roads not indicated as Routes of Regional Significance are basic routes.

³LOS is abbreviation of "Level of Service," measured as required by the Contra Costa Transportation Improvement and Growth Management Program. The concept of Traffic Level of Service is defined as a qualitative measure describing operational conditions within a traffic stream and the perception of motorists and/or passengers regarding these conditions. A level of service definition generally describes these conditions in terms of such factors as traffic volumes, speed and travel time, freedom to maneuver, traffic interruptions, comfort, convenience, and safety.

⁴v/c is the volume of vehicles divided by street capacity.

Major Arterial: LOS high-D (85 to 89 v/c)

(Generally provides circulation between major activity centers and/or residential areas for both local and regional traffic.)

Central Business District Streets: LOS low-E (90 to 94 v/c)

- Policy GM-1.3.2: Allow specific street improvements and required right-of-way widths to be determined by the City as part of plan implementation. These shall be kept current by reviewing right-of-way requirements as part of the annual Transportation Improvement Program review and through ongoing review of development projects for conformance with the Growth Management Element.
- Policy GM-1.3.3: In the event that any signalized intersection on a Basic Route does not meet adopted standards, take steps to attain the standards, including but not limited to changes to the Capital Improvement Program and/or land use policies or other relevant plans and policies. If such amendments are not possible or feasible, the City may prepare a request for findings of special circumstances as specified in the Contra Costa Transportation Improvement and Growth Management Program.
- Policy GM-1.3.4: Include capital projects by the City necessary to maintain and improve traffic operations in the five-year Capital Improvement Program (CIP). Funding sources for such projects as well as intended project phasing will be generally identified in the CIP.
- Policy GM-1.3.5: Continue to assist with multi-jurisdictional transportation planning by participating in activities of TRANSPAC including development of Action Plans for Routes of Regional Significance and cooperating in planning for intersections subject to Findings of Special Circumstances located in other jurisdictions when it is believed that local actions contribute to conditions at such intersections.

- Policy GM-1.3.6: Participate in the Contra Costa Transportation Authority’s conflict resolution process as needed to resolve disputes related to the development and implementation of Action Plans and other programs described in this Element.
- Policy GM-1.3.7: Following adoption of Action Plans for Routes of Regional Significance by TRANSPAC and the Transportation Authority, implement specified local actions in a timely manner, consistent with adopted Action Plans.
- Policy GM-1.3.8: For the purposes of reporting to the Contra Costa Transportation Authority on compliance with the Growth Management Program, complete and submit an annual compliance checklist. For monitoring compliance with adopted standards, a list of Reporting Intersections on Basic Routes will be prepared and maintained by the Public Works Department.
- Policy GM-1.3.9: For each development project estimated to generate 50 or more vehicle trips during one hour, require a traffic impact study prepared consistent with the Technical Guidelines published by the Contra Costa Transportation Authority. A trip generation study may be required for projects estimated to generate less than 50 trips during one hour, based on local conditions.
- Policy GM-1.3.10: Do not approve any development project expected to generate over 50 peak-hour vehicle trips unless the City has made Findings of Consistency with the Level of Service Standards in Policy GM-1.3.1. Findings of Consistency may be made only if a traffic impact study shows project approval is consistent with adopted Action Plans with respect to Routes of Regional Significance and will not result in violation of adopted standards at any Basic Route signalized intersection unless: 1) projects included in the City’s Capital Improvement Program will result in attainment of the standards, or 2) Findings of Special Circumstances including imposition of appropriate mitigation measures have been adopted by the City and the Contra Costa Transportation Authority.

Principle GM-1.4: Ensure that new development pays its fair share of costs for transportation facilities.

Policy GM-1.4.1: Establish a transportation management program to mitigate impacts of development projects on the transportation system.

Policy GM-1.4.2: Allow transportation projects intended to meet or maintain LOS standards, to implement Action Plans for Routes of Regional Significance and to provide mitigation for intersections subject to Findings of Special Circumstances to be funded through use of Local Street Improvement and Maintenance Funds allocated by the Contra Costa Transportation Authority. In no case will revenue from that source replace private developer funding for transportation projects determined to be required for new growth to meet or maintain standards.

GOAL GM-2: DEVELOPMENT MITIGATION

Under this goal, the City will ensure that new development pays for costs of service and does not have detrimental effects upon service levels for parks, fire, police, sanitary facilities, water, and flood control.

Principle GM-2.1: Establish performance standards for facilities.

Under this principle, the City will manage a comprehensive, long-range program balancing the demands for public facilities generated by new development with plans, capital improvement programs, and development mitigation programs.

Policy GM-2.1.1: Establish performance standards, to be maintained through capital projects, for the following facilities and service:

- a. *Parks. Five acres of parkland per 1,000 residents. See, also, Policy POS-1.1.1, Parks, Open Space, and Conservation Element.⁵*



- b. *Fire.* The Central Contra County Fire Protection District, which is governed by the County Board of Supervisors, provides fire protection for all residents and nonresidential developments in the Concord Planning area. The City supports the County's goals to provide fire safety to the community.
- c. *Police.* 200 square feet of station per 1,000 residents.
- d. *Sanitary Facilities.* The Central Contra Costa Sanitary District provides treatment for average daily effluent for all residents and nonresidential developments in Concord. The City supports the goals the District has established to meet Federal and State standards.
- e. *Water.* The Contra Costa Water District provides water to Concord. The City supports the goals the District has adopted to meet Federal and State standards.
- f. *Flood Control.* Flood control/drainage system capacity sufficient for the 50 year flood event (as determined by FEMA).
- g. *Public Education.* Mt. Diablo Unified School District provides public education services in Concord. The City supports the goals of the District pertaining to required instructional activities.

Policy GM-2.1.2: Require new development to contribute to or participate in the establishment and improvement of parks, fire, police, sanitary sewer, water and flood control systems in proportion to the demand generated by project occupants and users. The City will manage a development mitigation program that ensures new

⁵The General Plan contains both a broad parks policy (Park, Open Space, and Conservation Element Policy 1.1.1) which calls for parks acquisition and development at a ratio of 6 acres of park land per 1000 residents, and a specific park performance standard, Growth Management Element Policy 2.1.1, Standard a., which establishes a requirement of new development at the ratio of 5 acres per 1000 residents. The City's policy is to maintain the higher ratio of 6 acres of park land per 1000 residents through a combination of new park land provided by new development at the ratio of 5 acres per 1000 residents plus additional park lands paid for through other funding sources such as park land bonds.

development pays its share of the costs associated with the provision of facilities for parks, fire, police, sanitary facilities, water, and flood control.

Policy GM-2.1.3: Approve a development project only after making findings that one or more of the following conditions are met:

- a. *Participation in adopted mitigation programs assures performance standards will be achieved at the time of project occupancy;*
- b. *Because of the characteristics of the development project, project-specific mitigation measures are needed in order to ensure maintenance of standards, and such measures will be required of the project sponsor; or*
- c. *Capital projects planned by the City or special district(s) will result in maintenance of standards.*

Principle GM-2.2: Identify capital projects sponsored by the City and necessary to maintain levels of performance in the five-year Capital Improvement Program (CIP). Funding sources covering the complete cost of the projects as well as intended phasing shall be generally identified in the CIP and the Transportation Improvement Program (TIP).

GOAL GM-3: REDUCE COMMUTE TRIPS AND COMMUTE LENGTH

Under this goal, the City will seek to reduce commute trips and commute length through the policies and programs that address housing options and job opportunities in the City, the sub region and the county.

Principle GM-3.1: Strive to attain a balance between resident workers and jobs in Concord.

Policy GM-3.1.1: Evaluate the impact of proposed General Plan amendments on the availability of job and housing opportunities and the potential for reducing commute trips and average commute length.



Policy GM-3.1.2: Support Concord’s economic development programs and seek to attract high quality employment opportunities for local residents and others residing near local job centers.

Policy GM-3.1.3: Consistent with Housing Element policies, give priority in the City’s housing programs to providing opportunities for persons employed in local and nearby jobs.

Policy GM-3.1.4: Accommodate home business uses that do not create residential neighborhood disruptions due to excessive traffic, parking, noise, pollution, odors, or unsightly storage or activities not consistent with residential surroundings.

Principle GM-3.2: Strive to ensure the availability of affordable housing.

Policy GM-3.2.1: Ensure that implementation of growth management measures does not impede development of affordable housing.

Under this policy the City will consider a program to subsidize the cost of mitigation measures in connection with affordable housing developments. Funding sources may include but are not limited to tax increment funds from local redevelopment areas, State or Federal housing programs, and local capital improvement program funds.

Principle GM-3.3: Reduce the use of single occupant vehicles during peak hours by Transportation Demand Management (TDM).

Policy GM-3.3.1: Manage a Transportation Demand Management Program.⁶

⁶Transportation Demand Management is defined as: “Measure to improve the movement of persons and goods through better and more efficient utilization of existing transportation systems (e.g., streets and roads, freeways, bus systems, and BART) and measure to reduce the number of single occupant vehicles utilized for commute purposes.” Commute trips include trips to work as well as other routine trips such as trips to school.

GOAL GM-4: ESTABLISH AN URBAN LIMIT LINE

The City will establish an Urban Limit Line (ULL) that complies with the provisions of Measure J (2004), Contra Costa's Transportation Sales Tax Expenditure Plan. Concord's ULL is intended to be ratified by a vote of Concord's citizens and will be in force until March 31, 2034—the sunset date for Measure J. The ULL can only be changed by a subsequent vote of the City's electorate or the procedures set forth below.

Principle GM-4.1: Promote efficient and orderly growth and protect open space by establishing an Urban Limit Line.

Policy GM-4.1.1: Delineate an ULL in the General Plan Land Use Diagram that is an area within which urban development will occur. For purposes of this policy, “urban development” means development requiring one or more basic municipal services, including, but not limited to, water service, sewer service, improved storm drainage facilities, fire hydrants and other physical public facilities and services.

Until a local election is held, the City's adopted ULL is the same as Contra Costa County's ULL, which follows Concord's corporate boundaries. The City's preferred ULL is shown on Figure 3-2 in the Land Use Element Chapter 3, and includes the already developed portions of the CNWS-Tidal Area.

Policy GM-4.1.2: Allow the ULL to be amended only by a vote of Concord's citizens or by the City Council by a majority vote (three affirmative votes) after holding a public hearing and making one or more of the following findings based on substantial evidence in the record:

- a. *A natural or manmade disaster or public emergency has occurred that warrants the provision of housing and/or other community needs on land located outside the ULL;*

- b. An objective study has determined that the ULL is preventing the City from providing its fair share of affordable housing, or regional housing, as required by State law, and the City Council finds that a change to the ULL is necessary and the only feasible means to enable the City to meet these requirements of State law;*
- c. The change is minor, affecting no more than five (5) acres in any calendar year or thirty (30) acres of land in total through March 31, 2034; the land subject to the change is immediately adjacent to developed land and water and sewer connections are available; there is no vacant land available within the ULL to accommodate the proposed development; and it is not reasonably feasible to accommodate the proposed development by re-designating land within the ULL; or*
- d. The change is required to conform to applicable California or Federal law.*