



4 GROWTH MANAGEMENT

4.1 BACKGROUND AND CONTEXT

The purpose of the Growth Management Element is to provide guidance and specific actions to manage and mitigate the impacts of future urban growth and development within the City of Concord. The Growth Management Element has four key objectives:

- To ensure that new residential, business, and commercial growth pays for the facilities required to meet the demands resulting from that growth
- To support cooperative transportation and land use planning among Contra Costa cities, towns, and transportation agencies, including the City of Concord
- To support land use patterns within Concord that make more efficient use of the transportation system
- To support infill and revitalization in existing urban and brownfield areas.

This comprehensive, long-range Element establishes goals, principles, policies, and benchmarks for the City's transportation systems and public services. The intent is to balance the demands for transportation improvements and public facilities generated by new development with the plans of service providers, capital improvement programs, transportation improvement programs, and development mitigation programs.

New urban growth and development in the City will increase the need for transportation improvements and infrastructure. The City regards the performance standards and benchmarks in this Element as an important component in assessing and mitigating the impacts of this development. The Growth Management Element not only ensures that adequate transportation infrastructure and public facilities are provided as Concord grows, but also that the quality of life enjoyed by Concord's residents and businesses is preserved and enhanced.

The Growth Management Element responds to the requirements of the Measure J Growth Management Program, approved by Contra Costa County voters in 2004 and administered by the Contra Costa Transportation Authority (CCTA). Measure J authorized a 25-year extension of the previous Measure C Contra Costa Transportation Improvement and Growth Management Program (GMP) approved by the County's voters in 1988. The extension will raise a total of \$2 billion, which will help fund transportation improvements. The money is derived from a ½ percent transportation and retail transactions and use tax intended to address existing, major regional transportation problems. The funding is allocated to the 18 cities in Contra Costa County on a per capita basis.

Local jurisdictions receive 18 percent of Measure J sales tax revenues only if they comply with the GMP requirements. To qualify for these funds, each jurisdiction must:

- Adopt a Growth Management Element or Correspondence Table demonstrating compliance;
- Participate in an ongoing cooperative planning process with other jurisdictions in Contra Costa County;
- Adopt a development mitigation program that ensures that new development pays its fair share of the costs of additional facilities needed to support it;
- Disclose the impacts of local land use decisions on the transportation system;
- Adopt a transportation systems management resolution or ordinance;
- Address housing options to demonstrate reasonable progress in providing housing opportunities for all income groups; and
- Adopt an Urban Limit Line (ULL).

The Growth Management Element incorporates specific requirements of Measure J and augments them with additional policies and level of service (LOS) benchmarks. These benchmarks are consistent with those referenced in other elements of the 2030 Concord General Plan, including the Concord Reuse Project (CRP) Area Plan.

4.2 GOALS, PRINCIPLES, AND POLICIES

GOAL GM-1: ORDERLY AND EFFICIENT URBAN GROWTH

Under this goal, the City plans to provide for orderly and efficient growth within Concord's Urban Limit Line (ULL)¹. The ULL promotes a compact urban development pattern and protects open space resources. The City intends to ensure that new developments within the ULL will be served with adequate public infrastructure and that future services will be provided without impacting existing residents and businesses.

Principle GM-1.1: Promote orderly and efficient growth and protect open space by maintaining an Urban Limit Line.

Policy GM-1.1.1: Allow urban development only within the City's Urban Limit Line.

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, and storm drainage.

GOAL GM-2: AN EFFICIENT LAND USE PATTERN

The City is committed to achieving land use patterns that make more efficient use of the transportation system. The intent of the principles and policies below is to encourage infill development within the urban area, support alternative transportation modes, ensure the orderly development of the Concord Reuse Project site, and promote a balance between resident workers and jobs in Concord.

Principle GM-2.1: Support land use patterns that make more efficient use of the transportation system.

Policy GM-2.1.1: Support infill and revitalization in urban and brownfield areas, including the Concord Reuse Project site.

¹ On November 13, 2007, the City approved Resolution 07-80, thereby adopting Contra Costa County's voter-approved 'Measure L' ULL. The resolution included a provision that if the tidal portion of the Concord Naval Weapons Station is closed and becomes available for civilian or joint use under the City of Concord's planning jurisdiction, the City will initiate proceedings for a voter approved ULL.



Policy GM-2.1.2: Support transit-oriented mixed-use development.

Principle GM-2.2: Strive to attain a balance between resident workers and jobs in Concord.

Policy GM-2.2.1: 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-2.2.2 Give priority in the City’s housing programs to persons employed in local and nearby jobs.

Policy GM-2.2.3: 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.

GOAL GM-3: ADDITIONAL AFFORDABLE HOUSING OPTIONS

Under this goal, the Growth Management policies meet a specific requirement of the Measure J GMP to address housing options for all income levels in Concord. The Housing Element provides additional goals, policies and programs that promote a balanced supply of housing types, densities and prices to meet the needs of all income groups in Concord.

Principle GM-3.1: Strive to ensure the availability of affordable housing.

Policy GM-3.1.1: Promote housing opportunities for all income levels.

Policy GM-3.1.2: Ensure that implementation of Growth Management measures does not impede development of affordable housing.

The City’s progress in implementing the Housing Element will continue to be addressed in the annual report submitted by the City to the State Department of Housing and Community Development and will further be addressed in the biennial compliance checklist required by Measure J.

GOAL GM-4: REDUCE THE NUMBER AND LENGTH OF COMMUTE TRIPS MADE BY SINGLE OCCUPANT VEHICLES

Under this goal, the City seeks to reduce the number and length of commute trips by encouraging implementation of Transportation Demand Management (TDM) measures. These measures complement other General Plan policies supporting land use patterns that make more efficient use of the transportation system.

Principle GM-4.1: Promote reduced commute trips and lengths.

Policy GM-4.1.1: Encourage new development to develop and implement TDM measures which reduce commuting by single occupant vehicles and instead promote and encourage transit, ridesharing, bicycling, walking, and other measures for the journey to work.

The City's TDM measures are specified in the adopted "Concord Transportation Demand Management Program Ordinance." The Concord TDM Program serves to promote and encourage the use of alternatives to commuting by single-occupant vehicles. It supports regional efforts to relieve traffic congestion, thereby reducing noise, pollution and energy consumption. TDM measures may include but are not limited to promoting the use of transit, ridesharing, bicycling, walking, flexible work hours and telecommuting as alternatives to single-occupant vehicles.

Principle GM-4.2: Support transit, bicycling and walking.

Policy GM-4.2.1: Require new development to incorporate transit, bicycle and pedestrian access where feasible and appropriate, consistent with the General Plan Transportation and Circulation Element and the Countywide Bicycle and Pedestrian Master Plan.

See the Transportation and Circulation Element for additional policies on this topic.

**GOAL GM-5: A COOPERATIVE REGIONAL
TRANSPORTATION AND LAND USE
PLANNING PROCESS**

Under this goal, the polices meet specific requirements of the Measure J GMP that support a cooperative transportation and land use planning process in Contra Costa County. The City will participate in an ongoing process with other jurisdictions and agencies to create a balanced, safe and efficient transportation system and to manage the impacts of growth.

Principle GM-5.1: Support cooperative transportation and land use planning in Contra Costa County.

Policy GM-5.1.1: Continue to participate in multi-jurisdictional transportation planning efforts.

Policy GM-5.1.2: Adopt the Central County Action Plan process for notification and review of the traffic impacts of proposed new developments and work with TRANSPAC (Transportation Partnership and Cooperation) and CCTA to develop, implement and update local and regional actions specified in the adopted Central County Action Plan for Routes of Regional Significance as indicated in Figure 4.1 and listed in Table 4-1.

TRANSPAC is the Regional Transportation Planning Committee for Central Contra Costa County. It primarily (although not exclusively) operates under the umbrella of CCTA. Routes of Regional Significance defined by TRANSPAC in the Central County Action Plan include freeways and major arterials (listed in Table 4-1) serving heavy volumes of commute trips through the region. The City's participation in TRANSPAC activities include development and update of the Central County Action Plan and cooperating in the assessment and mitigation of traffic impacts in neighboring jurisdictions.

Figure 4.1: Routes of Regional Significance in Concord

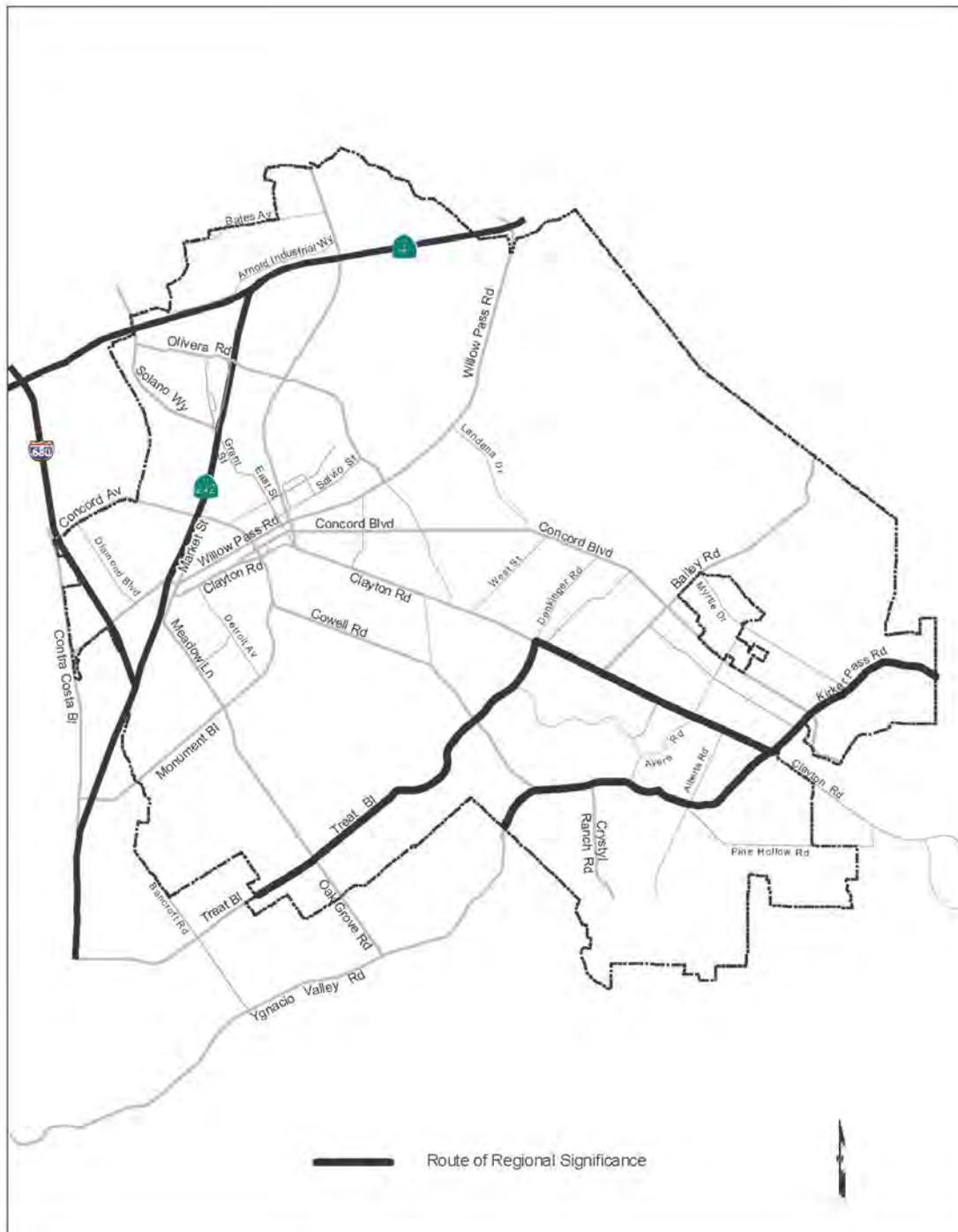


Table 4-1: Routes of Regional Significance

Freeway/Arterial	From	To
I-680	Northern City Limit	Southern City Limit
SR 242	SR 4	I-680
SR 4	Western City Limit	Eastern City Limit
Kirker Pass Road	Eastern 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, 2008.

Policy GM-5.1.3: Circulate traffic impact analyses to affected jurisdictions and to TRANSPAC for review and comment.

Policy GM-5.1.4: Work with TRANSPAC on future updates to the Subregional Transportation Mitigation Program (STMP).

The TRANSPAC STMP is intended to fulfill the requirement for a regional transportation mitigation program established by CCTA as part of each jurisdiction’s compliance with Measure J. The STMP creates a requirement for inter-jurisdictional agreements to mitigate the impacts of net new peak hour vehicle trips should a proposed development meet or exceed established thresholds for Routes of Regional Significance and result in significant cumulative traffic impacts on such Routes. The STMP process is described in detail in the Central County Action Plan for Routes of Regional Significance.

Policy GM-5.1.5: Apply the CCTA travel demand forecasting model and *Technical Procedures* for analysis

of General Plan Amendments and major development projects estimated to generate 100 or more net new peak hour vehicle trips. The model should be used to disclose and evaluate the potential impacts of new development on the local and regional transportation systems. When using the model, make findings of consistency with adopted Action Plans for Routes of Regional Significance or findings of special circumstances, including imposition of appropriate mitigation measures by the City and CCTA, in the event adopted standards for Routes of Regional Significance will be exceeded.

The impacts of development on Multi-modal Transportation Service Objectives (MTSOs) should be specifically evaluated. MTSOs have been established in the Central County Action Plan to ensure that Routes of Regional Significance continue to perform acceptably for multiple travel modes as future development occurs.

Policy GM-5.1.6: Assist CCTA in maintaining its travel demand modeling system by providing information on proposed transportation improvements, including those adopted as part of the City's ten-year Capital Improvement and Transportation Improvement Program (CIP/TIP), proposed land use changes and development projects, and ABAG's biennial projections for households and jobs within the City.

Policy GM-5.1.7: Participate in the preparation of the CCTA Countywide Comprehensive Transportation Plan (CTP) and work with TRANSPAC and CCTA on developing plans, programs and studies to address countywide transportation planning and growth management issues.

The CTP is CCTA's broadest policy and planning document and presents the Authority's vision and goals. It outlines

strategies for addressing transportation and growth management issues within Contra Costa County and also brings together the various Action Plans for Routes of Regional Significance.

Policy GM-5.1.8: Participate in facilitation efforts by the Contra Costa Transportation Authority to resolve disputes related to the development and implementation of Action Plans and other programs described in the Growth Management Element.

Policy GM-5.1.9: Prepare a biennial checklist for the purposes of reporting to CCTA on compliance with the Measure J Growth Management Program.

GOAL GM-6: MANAGE FUTURE TRAFFIC CONGESTION

Under this goal, the Growth Management Element incorporates principles and policies to manage future traffic congestion by incorporating level of service (LOS) benchmarks for City intersections and roadway segments. The benchmarks will be used by the City to determine appropriate mitigation measures for future projects, and to help inform land use planning and transportation investments. “Benchmarks” are used rather than “standards” so that the City has the flexibility to develop place-based transportation solutions. These solutions balance transportation goals with other General Plan goals related to land use and environmental sustainability.

Principle GM-6.1: Manage future traffic congestion by maintaining traffic level of service benchmarks for local roadways.

Policy GM-6.1.1: Use the level of service (LOS) benchmarks listed in Table 4-2 to describe the performance of the City's signalized intersections and roadway segments.

Table 4-2: Levels of Service Benchmarks for Signalized Intersections and Roadway Segments in Concord

Location	Level of Service (LOS)	Range of Volume/Capacity (v/c) Ratios
Central Business District ² , within one-half mile of a BART Station, or on transit routes ³ .	LOS E	Up to 1.00 v/c
Outside the Central Business District, outside one-half mile of a BART Station, and not on transit routes.	LOS D	Up to 0.90 v/c
Designated Congestion Management Plan (CMP) Routes:		
1. CMP Monitoring Intersections operating at LOS F in 1991 (per the CMP) ⁴ and roadway segments connecting to one or more of such intersections; and	LOS F	Greater than 1.00 v/c
2. All remaining CMP Monitoring Intersections and roadway segments ⁵ connecting to one or more of such	LOS E	Up to 1.00 v/c

² **Figure 4.2** provides an area map of the Central Business District. The Central Business District is generally defined as the area bound by Concord Avenue and Salvio Street to the north; Willow Pass Road, Clayton Road and Galindo Street to the south; Port Chicago Highway, Oakland Avenue and Mesa Street to the east; and I-680 to the west.

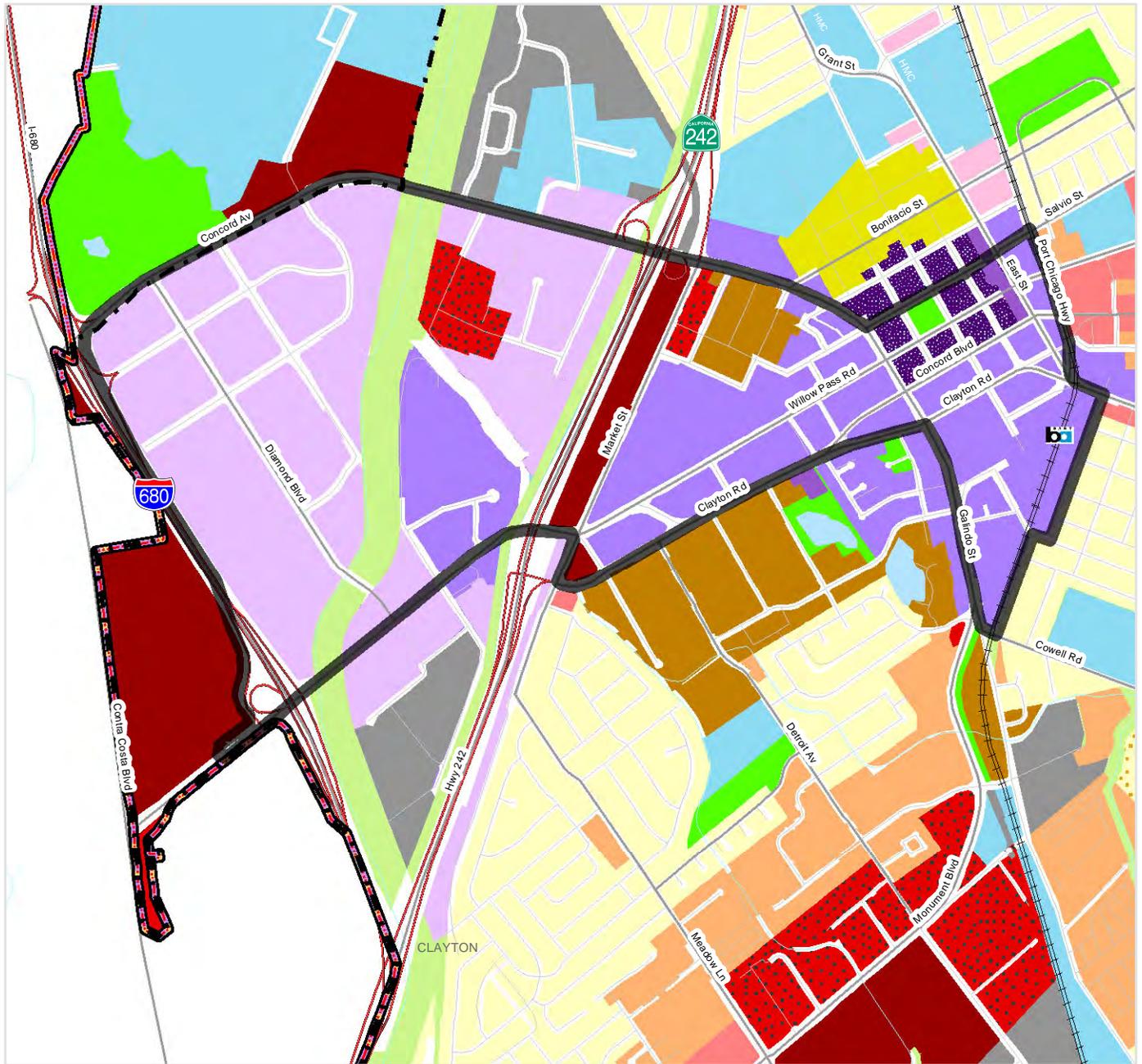
³ Transit routes are generally defined as serving two or more transit lines.

⁴ **Figure 4.3** provides an area map of CMP Monitoring Intersections.

⁵ LOS F if roadway segment is located between LOS E and LOS F Monitoring Intersections.

Figure 4-2

Concord 2030 General Plan Central Business District



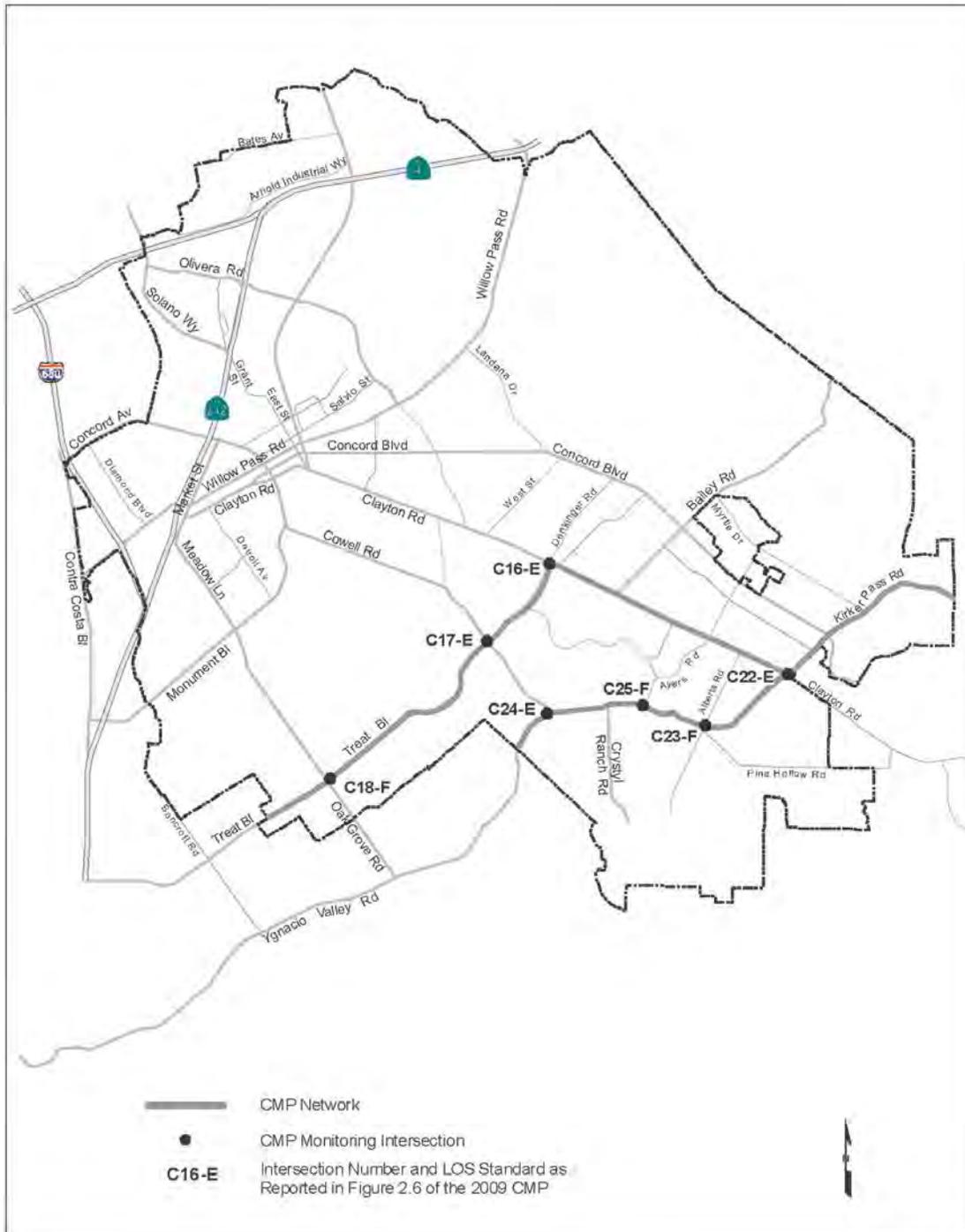
2030 General Plan Land Use



Sources: City of Concord, Dyett & Bhatia, Arup, 2011
Date: 04/11/2012

Path: S:\data\concord\arc_projects\planning\GPA\ARUP_reuse\GP\FIG4-2-NEW&x11.mxd

FIGURE 4.3 LOS for CMP-Monitored Intersections in the City of Concord





Policy GM-6.1.2: Require a traffic impact study for General Plan Amendments and major development projects estimated to generate 100 or more net new peak hour vehicle trips, based on local conditions.

All traffic impact studies will be consistent with the Technical Procedures published by CCTA. Trip generation review also may be required for new development projects and General Plan Amendments estimated to generate less than 100 net new peak hour vehicle trips, based on local conditions.

Policy GM-6.1.3: Identify City-sponsored capital improvement projects necessary to maintain acceptable levels of service, consistent with the City's CIP/TIP.

A financial plan listing funding sources for such projects as well as the intended project phasing shall be identified in the City's CIP/TIP.

GOAL GM-7: DEVELOPMENT MITIGATION

The City will continue to implement a comprehensive program which links the review and approval of new development to forecasts and plans for transportation improvements, public services, and public facilities.

Principle GM-7.1: Mitigate the impacts of new development on public facilities and services.

Policy GM-7.1.1: Continue to require new development to pay a local traffic impact fee based on its proportional share of the cost to construct citywide transportation improvements to mitigate development impacts.

The revenue provided from this program shall not be used to replace developer funding of any project-specific improvements that are required above and beyond the citywide improvements identified in this program.

Likewise, Measure J funds will not be used in lieu of developer funding for transportation projects deemed necessary to mitigate the impacts of specific development projects.

Policy GM-7.1.2: Participate in the TRANSPAC Sub-regional Transportation Mitigation Program to fund the regional transportation improvements needed to mitigate the impacts of new development on the regional transportation system.



Principle GM-7.2: Establish performance standards for public services and facilities.

Performance standards for public services and facilities such as parks, schools, and utilities have been established through other elements of this General Plan. For example, the Parks, Open Space, and Conservation Element establishes a standard of five acres of parkland per every 1,000 residents. Future developers must dedicate land or pay an in-lieu fee to ensure that this standard is met as new housing is constructed. The intent is to establish a clear linkage between future urban growth and the adequacy of community services and facilities.

Policy GM-7.2.1: 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 that development pays its share of the costs associated with the provision of these facilities, consistent with the policies in other elements of the General Plan.

Policy GM-7.2.2: Approve new development projects only after making findings that one or more of the following conditions are met:

- a. An adopted mitigation program will result in performance standards being achieved before or at the time of project occupancy;
- b. Implementation of project-specific mitigation measures are needed in order to ensure maintenance of performance standards, and such measures will be required of the project applicant; or
- c. Capital improvement projects planned by the City or a special district(s) will result in maintenance of the performance standards.

Policy GM-7.2.3: Identify City-sponsored capital projects necessary to maintain levels of performance in the City's CIP/TIP.

A financial plan listing funding sources for such projects as well as the intended project phasing is identified in the City's CIP/TIP. Life-cycle costs associated with capital improvements, including park and recreational improvements as well as transportation and infrastructure improvements, should also be considered in this process.

Policy GM-7.2.4: Review and update the City's development impact fee schedule to ensure that new development pays its proportional share of the costs associated with the provision of public facilities.