



## **CONTRA COSTA TRANSPORTATION AUTHORITY**

# **Model Growth Management Element**

**FINAL – RELEASED ON 06-08-07**

### **PREFACE**

Measure J requires each jurisdiction participating in the Growth Management Program to adopt a Growth Management Element (GME) as part of its General Plan (GP). The adopted GME must:

1. Outline the jurisdiction's goals and policies for managing growth and
2. Show how the jurisdiction will comply with Measure J's requirements for a Growth Management Program.

In addition, Measure J encourages each jurisdiction to incorporate other standards and procedures into its GME to support growth management objectives.

Local jurisdictions that meet the requirements of the Growth Management Program, including adopting and implementing a GME that substantially complies with this Model, will receive its share of Local Transportation Maintenance and Improvement funds generated by the Measure J Transportation Sales Tax and be eligible for Contra Costa Transportation for Livable Communities (TLC) funds.

The Growth Management Program in Measure J focuses on four key objectives:

- Assure that new residential, business and commercial growth pays for the facilities required to meet the demands resulting from that growth.
- Require cooperative transportation and land use planning among Contra Costa County, cities, towns, and transportation agencies.
- Support land use patterns within Contra Costa that make more efficient use of the transportation system, consistent with the General Plans of local jurisdictions.
- Support infill and redevelopment in existing urban and brownfield areas.

Measure J has changed the specific requirements for the Growth Management Program from those set by Measure C, eliminating two requirements, adding one and clarifying or refining oth-

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ers. The requirements of the Measure J program, compared to those established by Measure C, are shown in the following table:

<b>Measure C Growth Management Program</b>	<b>Measure J Growth Management Program</b>
Adopt a Growth Management Element	Adopt a Growth Management Element
Adopt Traffic Level Of Service (LOS) Standards	<i>Not included in Measure J</i>
Adopt Performance Standards	<i>Not included in Measure J</i>
Adopt a Development Mitigation Program	Adopt a Development Mitigation Program
Participate in a Cooperative, Multi-Jurisdictional Planning Process to Reduce Cumulative Regional Traffic Impacts of Development	Participate In an Ongoing Cooperative, Multi-Jurisdictional Planning Process
Address Housing Options And Job Opportunities	Address Housing Options
Develop A Five Year Capital Improvement Program	Develop a Five-Year Capital Improvement Program
Adopt a Transportation Systems Management (TSM) Ordinance or alternative mitigation	Adopt a Transportation Systems Management (TSM) Ordinance or Resolution
<i>Not included in Measure C</i>	Adopt an Urban Limit Line

The GME may also include policies and standards that are in addition to Measure J or that are more stringent than those required by Measure J. (A detailed comparison of the Measure C and Measure J Growth Management Programs is included in Appendix A.)

This Model GME has been prepared for local jurisdictions, to illustrate the form and content of an element that responds to the mandates of Measure J. The Model GME outlines the key requirements and identifies the general purpose, goals, policies, and implementing programs that each jurisdiction’s GME should include to comply with the Measure J GMP. It provides examples of all required portions of a GME, but requires tailoring to fit each locality’s needs. It is not appropriate for adoption verbatim by each jurisdiction.

The basic requirements for the GME are established in this Model. The left-hand column, in roman type, is the Model Element text. The intent of each Model Element policy must be reflected in the local Element, though the language and organization of the policies may be altered. Some

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provisions are self-contained and might be adopted as stated. Most require incorporation of additional information pertinent to the individual jurisdiction, and policy decisions by the legislative body. The right-hand column, in italic type, provides explanation and comments to accompany Model GME policies and programs.

Local Growth Management Elements must substantially comply with the intent of this model element, but need not reflect its exact language or organization. Applicable policies that are contained in other elements of the jurisdiction's General Plan should also be referenced here within the Growth Management Element.

Several local jurisdictions in Contra Costa have elected to depart from the strict "elemental" construction of general plans. Rather than having distinct Elements, these plans use a "book" format – chapters and subsections – to delineate different areas of interest. This approach has accomplished two objectives: 1) it made the GP more reader friendly; and 2) It allows jurisdictions to change the GP's organization to emphasize policies of specific concern to the locality. To meet the legal requirement for including each of the General Plan elements, however, jurisdictions are still required to provide a correspondence table that clearly identifies which sections of the Plan constitute each required Element.

As noted above, the contents and organization of the GME need not be limited to the policies and standards required by Measure J. For example, jurisdictions may choose to carry forward the Measure C requirements for Level-of-Service (LOS) standards for non-regional routes, and performance standards for fire, police, parks, sanitary, water, and flood control. While these were mandatory components of the Measure C Model GME, they are no longer required for Measure J compliance. The LOS and performance standards, however, could continue to play a decisive role in assessing the impacts of proposed new development.

Other policies that could be included might address pre-existing limitations on growth, phased development, decision criteria on future development projects, exemptions to standards (as is the case with Infill Opportunity Zones (IOZs) in transit corridors, policies addressing local employment opportunities, requirements for planning studies, local growth control programs, or any other policy relating to future growth management deemed desirable by the local jurisdiction.

## MODEL GROWTH MANAGEMENT ELEMENT

### 1 INTRODUCTION

#### 1.1 Purpose

The purpose of this Growth Management Element (GME) to the General Plan is to establish the goals, policies and implementation programs that are intended to manage and mitigate the impacts of future growth and development within [the local jurisdiction].

This element is also intended to comply with the requirements of the Measure J Growth Management Program (GMP).

*The Introduction section may provide the setting for the GME and describe the relationship between the Growth Management Element and Measure J. The section may emphasize that the Element regulates the geographic extent of urban growth and the provision of transportation improvements and urban services and is not primarily a growth limiting mechanism. It should also reference the local jurisdiction's growth management efforts that are in addition to, but consistent with the Measure J GMP.*

#### 1.2 Background <sup>2</sup>

The Measure J GMP, adopted by the voters of Contra Costa in November 2004, requires each local jurisdiction to meet the six following requirements:

- Adopt a development mitigation program;
- Address Housing Options;
- Participate in an Ongoing Cooperative, Multi-Jurisdictional Planning Process;
- Adopt an Urban Limit Line (ULL);
- Develop a five-year capital improvement program; and
- Adopt a Transportation Systems Management (TSM) Ordinance or Resolution.

Measure J (2004) is a 25-year extension of the previous Measure C Contra Costa Transportation Improvement and

*The Background section can provide as much information as needed to inform the reader about the transition from Measure C to Measure J, and the local jurisdictions approach toward implementing that transition. For example, if a local jurisdiction elects to maintain performance standards and LOS standards for non-regional routes, that information can be stated here.*

<sup>1</sup> Local Growth Management Elements must substantially comply with the intent of this model element, but need not reflect its exact language or organization. Applicable policies that are contained in other elements of the jurisdiction's General Plan should also be referenced here within the Growth Management Element.

<sup>2</sup> Contra Costa Transportation Authority, Ordinance 06-02 Amending and Restating the Measure C Transportation Expenditure Plan to Make Non-substantive Changes and insert Specific Provisions Moved from Ordinance 88-01.

**EXAMPLE OF ELEMENT TEXT <sup>1</sup>****COMMENTARY**

Growth Management Program approve by the voters in 1988.

Both programs include a ½ percent transportation and retail transactions and use tax intended to address existing major regional transportation problems. The Growth Management component is intended to assure that future residential business and commercial growth pays for the facilities required to meet the demands resulting from that growth.

Compliance with the GMP is linked to receipt of Local Street Maintenance and Improvement Funds and Transportation for Livable Community funds from the Transportation Authority. The Growth Management Program defined by the original Ordinance 88-01 continues in effect along with its linkage to Local Street maintenance and improvement funds through March 31, 2009. Beginning on April 1, 2009, the Measure J GMP requirements take effect.

Measure J eliminates the previous Measure C requirements for local performance standards and level-of-service standards for non-regional routes. Measure J also adds the requirement for adoption of a voter-approved ULL.

**1.3 Intent**

By adopting and implementing this Element, the jurisdiction intends to establish a comprehensive, long-range program that will match the demands for multi-modal transportation facilities and services generated by new development with plans, capital improvement programs and development mitigation programs. The Urban Limit Line is intended to promote compact urban development patterns and restrict the extension of infrastructure into areas where urban development is not planned.

**EXAMPLE OF ELEMENT TEXT <sup>1</sup>**

**COMMENTARY**

**1.4 Authority**

The GME is 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, relate to the physical development of the county or city.*

The GME also is consistent with the requirements of Contra Costa’s Transportation Sales Tax Expenditure Plan (Measure J), approved by Contra Costa County voters in 2004, and as amended by the Contra Costa Transportation Authority.

*A statement of legal authority establishes the foundation upon which the Element rests.*

**1.5 Relation to Other General Plan Elements**

*[Refer to other elements.]*

*All General Plan Elements, whether required or optional, have equal status. Policies throughout the Plan, including the GME, must be internally consistent. This means that no set of policies supersedes others in the Plan, and no policies may be in conflict with each other. This section may discuss what is covered in other Elements if policies or standards are cited by reference or have a bearing on growth management in general (e.g. traffic level of service standards that may be in a Circulation Element).*

**1.6 Organization of Element**

The GME establishes goals, and policies in Section 2 and sets forth corresponding implementation programs in Section 3. All sections are numbered sequentially, with the first number referring to the section and the second number to the subsection.

*This section may discuss the organization of the GME. If optional sections are included they should be referenced in the order that they appear in the Element.*

**2 GOALS AND POLICIES**

*Measure J requires each participating jurisdiction to use its adopted GME to outline its goals and policies for managing growth and to show how it will comply with Measure J’s requirements for a Growth Management Program.*

**EXAMPLE OF ELEMENT TEXT <sup>1</sup>**

**COMMENTARY**

**2.1 Introduction**

*The introductory text should (1) describe the relationship of the goals and policies in the GME to the other elements of the General Plan, especially the policies in the Circulation and Land Use element, (2) define terms such as Action Plans, Routes of Regional Significance and Urban Limit Line, or refer to definitions in other parts of the Plan, and (3) present a general discussion of how the jurisdiction will comply with Measure J. Text may also be included that discusses the roles of other agencies in the attainment of standards, or other factors that relate to the success of the programs included in the Section.*

**2.2 Goals (Examples based on Measure J)**

- Assure that new residential, business and commercial growth pays for the facilities required to meet the demands resulting from that growth.
- Support cooperative transportation and land use planning in Contra Costa County.
- Support land use patterns that make more efficient use of the transportation system, consistent with the General Plans of local jurisdictions.
- Support infill and redevelopment in existing urban and brownfield areas.

*The jurisdiction may include any general goals relating to the objectives for growth management or more specific goals such as multi-modal transportation system objectives. For Routes of Regional Significance, the jurisdiction may adopt the multi-modal traffic service objectives included in Action Plans prepared by the Regional Transportation Planning Committee. The goal statement should acknowledge that attainment of multi-modal transportation service objectives for Routes of Regional Significance will require participation by other jurisdictions.*

**2.3 Policies**

*The jurisdiction should establish specific policies for each the six GMP policies and requirements of Measure J, including 1) Adopting a Development Mitigation Program, 2) Addressing Housing Options, 3) Participating in On-going Multi-Jurisdictional Planning Process, 4) Adopting an Urban Limit Line, 5) Develop a Five-Year Capital Improvement Program, and 6) Adopt a Transportation Systems Management (TSM) Resolution.*

The local jurisdiction intends to comply with the Measure J GMP. The following policies are intended to implement Measure J and achieve the goals of this element:

**2.3.1 Development Mitigation Program:** Adopt and maintain in place a development mitigation program to ensure that new growth is paying its share of the costs associated with that growth.

**2.3.1.1 Local Mitigation Program:** The local jurisdiction shall adopt a local program to mitigate development impacts on non-regional routes and other facilities. Revenue provided from this program shall not be used to replace private developer funding of any

*The intent of this provision is to avoid double-counting and ensure full-funding of development-related improvements.*

**EXAMPLE OF ELEMENT TEXT <sup>1</sup>****COMMENTARY**

required improvements that have or would have been committed to any project.

**2.3.1.2 Regional Mitigation Program:** The local jurisdiction shall participate in a regional development mitigation program to establish fees, exactions, assessments or other mitigation measures to fund regional or subregional transportation improvements needed to mitigate the impacts of planned or forecast development on the regional transportation system.

**2.3.2 Address Housing Options:** Demonstrate reasonable progress in provide housing opportunities for all income levels and demonstrate reasonable progress in meeting housing goals.

**2.3.2.1 Periodic Reports.** Prepare periodic reports to the Contra Costa Transportation Authority to demonstrate reasonable progress in providing housing opportunities for all income levels.

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

*This provision may be addressed elsewhere and cross-referenced here.*

**2.3.2.3 Incorporation into Development Approval Process.** Incorporate policies and standards into the development approval process that support transit, bicycle and pedestrian access in new developments.

**2.3.3 Participate in On-Going Multi-Jurisdictional Planning:** Participation in an on-going multi-jurisdictional planning process with other jurisdictions and agencies, the RTPC, and the Contra Costa Transportation Authority to create a balanced, safe, and efficient transportation system and to manage the impacts of growth.

**2.3.3.1 Action Plans.** Work with the RTPC to develop and update Action Plans for Routes of Regional Significance. For the network of designated Routes of Regional Significance, set Multimodal Transportation Service Objectives (MTSOs) for those routes, and identify actions for achieving the MTSOs. The Action Plans also include a process for monitoring and review of the traffic impacts of proposed new developments.

**2.3.3.2 Travel Demand Model.** Apply the Authority's travel demand forecasting model and *Technical Procedures* to the analysis of General Plan Amendments (GPAs) and developments exceeding specified thresh-

**EXAMPLE OF ELEMENT TEXT <sup>1</sup>**

**COMMENTARY**

olds for their effect on the regional transportation system, including the Action Plan MTSOs.

**2.3.3.3 Interagency Consultation.** Circulate traffic impact analyses to affected jurisdictions and to the RTPC for review and comment.

**2.3.3.4 Mitigation Program.** Work with the appropriate RTPCs to develop the mitigation program outlined in Section 2.3.1.2 above.

**2.3.3.5 Countywide Transportation Plan.** Participate in the preparation of the Authority’s Countywide Comprehensive Transportation Plan and the ongoing countywide transportation planning process.

**2.3.3.6 Travel Model Support.** Help maintain the Authority’s travel demand modeling system by providing information on proposed land use developments and transportation projects, including those projects that the jurisdiction has adopted as part of its five-year CIP.

**2.3.4 Adopt an Urban Limit Line (ULL):** The local jurisdiction shall adopt a ULL that has been approved by the majority of the voters within the local jurisdiction. The ULL may be either a MAC-ULL, a County ULL, or a Local Voter ULL as defined in the Principles of Agreement (Attachment A) to the Measure J GMP (as amended).

**2.3.4.1 Applicability.** A complying ULL shall be in place through March 31, 2034, which is the end of the Measure J sales tax extension

**2.3.4.2 Policies.** The ULL includes the following policy provisions:

*[List applicable policies here]*

**2.3.5 Develop a Five-Year Capital Improvement Program (CIP).** Annually or biennially, prepare and maintain a capital improvement program that outlines the capital projects needed to implement the goals, policies, and programs of this General Plan for the next five years. The CIP shall include approved projects and an analysis of the costs of the proposed projects as well as a financial plan for providing the improvements.

*The local jurisdiction’s ULL may include specific provisions regarding periodic review, as well as provisions for minor (less than 30 acres) nonconsecutive adjustments. Those provisions may be outlined here, or referenced in another element.*

*The key questions in the GMP Compliance Checklist that local jurisdictions will submit to the Authority to demonstrate compliance with a “yes” response will be: “Does the local jurisdiction have a voter-approved ULL?” and “Check “yes” to confirm that the local jurisdiction not submitted an annexation request to LAFCO that is outside of the local jurisdiction’s voter-approved ULL.*

*A CIP may cover more than a five-year time period if the local government chooses.*

**EXAMPLE OF ELEMENT TEXT <sup>1</sup>**

**COMMENTARY**

**2.3.6 Adopt a Transportation Systems Management (TSM) Ordinance or Resolution:** To promote carpools, vanpools, and park and ride lots, the local jurisdiction shall maintain in place an ordinance or resolution that conforms to the model TSM ordinance or resolution that the Authority has drafted and adopted.

**3. IMPLEMENTATION PROGRAMS**

*Alternatively, this section may be called “Implementation,” “Implementation Measures,” or “Implementing Actions”. The implementation programs generally follow the policies outlined above, but with specific reference to programs, measures, and actions that will be used to implement those policies.*

**3.1 Development Mitigation Program.**

The jurisdiction will adopt and implement a development mitigation program to ensure that new growth is paying its share of the costs associated with that growth. This program shall consist of both a local program to mitigate impacts on local streets and other facilities and a regional program to fund regional and subregional transportation projects, consistent with the Countywide Comprehensive Transportation Plan.

*Jurisdictions may choose to include other facilities and/or services in their development mitigation programs.*

*Jurisdictions that already have a development mitigation program in place may wish to include a policy relating to periodic review of fee schedules. The policy included may be more specific, identifying the type or structure of the mitigation programs or measures that have been adopted. Any mitigation program must comply with the requirements of Government Code 66000 et seq. Impacts to be mitigated may be on Regional Routes, local streets, or transit systems. Programs to be adopted and implemented will generally require mitigation of project impacts without regard for jurisdictional boundaries.*

**3.1.1 Local Mitigation Program – Required Mitigation or Fees.** The jurisdiction will require development projects to provide local mitigation or fees as established for proposed new development.

*Examples of findings that may be required as a basis for project approval may include one or more of the following conditions:*

- (1) No revenue from Measure J will be used to replace developer funding that has or would have been committed to any mitigation project;*
- (2) The development project will fund public facilities and infrastructure requirements as necessary to mitigate directly the impact of the new development; and*
- (3) The development project will pay mitigation fees for public facilities and infrastructure improvements in*

**EXAMPLE OF ELEMENT TEXT <sup>1</sup>****COMMENTARY**

**3.1.2 Regional Mitigation Program – Required Fees and Exemptions.** The jurisdiction will require development projects to pay regional development mitigation fees established by the RTPC in accordance with the RTPC’s adopted program.

*[List specific RTMP requirements here]*

**3.1.3** Analyze the impacts of land use policies and future development on the transportation system by evaluating General Plan Amendments and requiring preparation of traffic impact reports for projects that generate in excess of a specified traffic threshold.

**3.1.4 Use of Measure J Funds.** Measure J transportation improvement funds, including the 18% Local Street Maintenance and Improvement Funds, may be used for any eligible transportation purpose. In no case, however, will those funds replace private developer funding for transportation projects determined to be required for new growth to mitigate the impacts it creates.

*proportion to the development’s impacts.*

*The Authority has specified 100 peak hour trips as a threshold for requiring traffic impact reports for development projects, however, the jurisdiction may set a lower threshold. CCTA Resolution No. 92-03-G specifies the interim policy for notification of Regional Transportation Planning Committees (RTPCs) and affected jurisdictions of proposed projects and General Plan amendments that generate more than 100 peak hour trips [Adopted March 18, 1992]. The adopted Action Plans for Routes of Regional Significance include this notification policy as part of the process for monitoring and review.*

*Eligible uses are specified under Authority Resolution 91-03-A, and include most transportation project, program, and planning purposes consistent with State law. Furthermore, the expenditure of resources needed to meet the requirements of the Measure J GMP constitutes an eligible use of 18% Local Street Maintenance and Improvement Funds.*

## **3.2 Address Housing Options.**

To achieve reasonable progress in providing housing opportunities for all income levels, the local jurisdiction will:

*[List specific implementation programs here, or reference programs located in the Housing Element]*

**3.2.1** Prepare a biennial report on the implementation of actions outlined in the local jurisdictions Housing Element, for submittal to CCTA as part of the biennial GMP Compliance Checklist. The report will demonstrate reasonable progress using one of the following three options:

**3.2.1.1** Comparing the number of housing units approved, constructed or occupied within the jurisdiction over the preceding five years with the number of units

*A General Plan Annual Report or other report submitted to the State Department of Housing and Community Development to demonstrate Housing Element compliance may be submitted to the Authority to fulfill this requirement, provided that the report: a) includes the information required for the selected option; and b) addresses the specified reporting period.*

**EXAMPLE OF ELEMENT TEXT <sup>1</sup>**

**COMMENTARY**

needed on average each year to meet the housing objectives established in the jurisdictions Housing Element; or

**3.2.1.2** Illustrating how the jurisdiction has adequately planned to meet the existing and projected housing needs through the adoption of land use plans and regulatory systems which provide opportunities for, and do not unduly constrain, housing development; or

**3.2.1.3** Illustrating how a jurisdiction’s General Plan and zoning regulations facilitate the improvement and development of sufficient housing to meet those objectives.

**3.2.2** As part of the development review process, support the accommodation of transit, bicycle, and pedestrian access for new development.

*[List specific procedures]*

*The jurisdiction could list specific procedures used to support the accommodation of transit, bicycles, and pedestrians.*

**3.3 Multi-Jurisdictional Transportation Planning.**

The jurisdiction will participate in multi-jurisdictional transportation planning by participating in activities of the RTPC including development of Regional Route Action Plans and cooperating in the assessment and mitigation of traffic impacts in neighboring jurisdictions when it is believed that local actions contribute to conditions at such intersections.

**3.3.1 Action Plans for Routes of Regional Significance.**

The map/list on page ( ) shows Routes of Regional Significance that have been designated by the local jurisdiction in cooperation with the RTPC and the Contra Costa Transportation Authority. The jurisdiction will participate with both agencies in developing and implementing Action Plans for Routes of Regional Significance.

**3.3.2 Travel Demand Modeling.** The jurisdiction will apply the Authority’s travel demand model for analysis of General Plan amendments affecting land use or circulation and development projects that generate more than a specified threshold of peak hour trips to determine the effects on the regional transportation system and compliance with the Multimodal Transportation Service Objectives established in the Action Plan applicable to the jurisdiction’s planning area. The jurisdiction also will help maintain the Authority’s travel demand modeling system by providing information on proposed improvements to the transporta-

*As noted above, the Authority has set 100 peak hour trips as a threshold for analyzing development project impacts. Jurisdictions may choose to specify a lower number of peak-hour trips as a threshold.*

**EXAMPLE OF ELEMENT TEXT <sup>1</sup>**

**COMMENTARY**

tion system, planned and approved development within the jurisdiction, and long-rang plans relative to ABAG’s projections for households and jobs within the local jurisdiction.

**3.3.3 Other Planning and Implementation Programs.**

The jurisdiction will work with the RTPC and the Contra Costa Transportation Authority to help develop other plans, programs and studies to address transportation and growth management issues.

**3.3.4 Conflict Resolution.** The jurisdiction will participate in the Contra Costa Transportation Authority’s established conflict resolution process as needed to resolve disputes related to the development and implementation of Actions Plans and other programs described in this Element.

**3.4 Urban Limit Line (ULL).**

The jurisdiction will adopt either a Mutually Agreed-Upon Countywide ULL, a County ULL, or Local Voter ULL consistent with the requirements of the Measure J GMP (as amended by Authority Ordinance 06-04). Urban development is allowed within the line, subject to the policies and standards of the Land Use Element:

The ULL can only be amended by a subsequent vote of the electorate; minor adjustments of less than 30 acres may be approved by a majority vote of the local jurisdiction’s legislative body.

*Adoption of a ULL is necessary for the jurisdiction to be eligible to receive the 18% return to source funds or the 5% TLC funds.*

*The specific implementation programs, measure, or actions applicable to the local jurisdictions’ voter-approved ULL, along with related ULL programs adopted by the jurisdiction’s legislative body, should be stated here.*

*The jurisdiction may include either in this element or in the Land Use Element (by reference) a specific list of non-urban uses to facilitate implementation. Examples of non-urban uses may include but are not necessarily limited to rural and open space uses, parks and recreation facilities, transportation facilities and regional but not local-serving utilities.*

**3.5 Five-Year Capital Improvement Program.**

Capital projects sponsored by the local jurisdiction and necessary to maintain and improve traffic operations will be included 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.

*A CIP may cover more than a five-year time period if the local government chooses.*

**EXAMPLE OF ELEMENT TEXT <sup>1</sup>**

**COMMENTARY**

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**3.6 Transportation Systems Management.**

As part of this growth management program, the jurisdiction will adopt and implement [a Transportation Systems Management (TSM) ordinance] or [a TSM Resolution] or [an alternative mitigation program].

*The jurisdiction's ordinance or resolution should be consistent with the Authority's adopted Model TSM Ordinance or resolution.*

*Jurisdictions with a small employment base may adopt alternative mitigation measures, as permitted by Measure J, rather than to a TSM ordinance or resolution.*

**EXAMPLE OF ELEMENT TEXT <sup>1</sup>**

**COMMENTARY**

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**GLOSSARY**

*Terms that have a specific meaning as used in the Growth Management Element should be defined in a glossary. This is especially important for terms that are subject to interpretation.*

## Appendix A: Comparison of the Measure C and Measure J Growth Management Program

The following table compares the text from Measure C and Measure J that outline their respective Growth Management Programs.

<i>Existing Measure C GMP</i>	<i>New Measure J GMP</i>
<p><b>Introduction</b></p> <p>Consistent with and in furtherance of its role as the county’s designated Congestion Management Program Agency, while serving such role, the overall goal of the Growth Management Program is to achieve a cooperative process for Growth Management on a countywide basis, while maintaining local authority over land use decisions and the establishment of performance standards. The Growth Management and Congestion Management Programs functions shall, to the extent possible, be harmonized. To the extent they conflict, Congestion Management Program activities shall take precedence over Growth Management Program activities.</p> <p>The transportation retail transaction and use tax is intended to alleviate existing major regional transportation problems. Growth management is needed to assure that future residential, business and commercial growth pays for the facilities required to meet the demands resulting from that growth.</p> <p>It is the intent of the Transportation Authority to create a process that results in the maintenance of the quality of life in Contra Costa.</p>	<p><b>Goals and Objectives</b></p> <p>The overall goal of the Growth Management Program is to preserve and enhance the quality of life and promote a healthy, strong economy to benefit the people and areas of Contra Costa through a cooperative, multi-jurisdictional process for managing growth, while maintaining local authority over land use decisions. [FOOTNOTE: The Authority shall, to the extent possible, attempt to harmonize the Growth Management and Congestion Management Programs. To the extent they conflict, Congestion Management Program activities shall take precedence over Growth Management Program activities.]</p> <p>The objectives of the Growth Management Program are to:</p> <ul style="list-style-type: none"> <li>Assure that new residential, business and commercial growth pays for the facilities required to meet the demands resulting from that growth.</li> <li>Require cooperative transportation and land use planning among Contra Costa County, cities, towns, and transportation agencies.</li> <li>Support land use patterns within Contra Costa that make more efficient use of the transportation system, consistent with the General Plans of local jurisdictions.</li> <li>Support infill and redevelopment in existing urban and brownfield areas.</li> </ul>
<b>Adopt a Growth Management Element</b>	<b>Adopt a Growth Management Element</b>

*Existing Measure C GMP*

*New Measure J GMP*

Each jurisdiction is to develop a Growth Management Element of its General Plan to be applied in the development review process. The element must include sections 2 and 3 below, and jurisdictions must comply with sections 4-8 below. The Authority and the Regional Transportation Planning Committees shall jointly prepare a model element and administrative procedures to guide the local jurisdictions. Local jurisdictions shall develop their Growth Management Element within one year after receipt of the Authority's model element.

Each jurisdiction must adopt a Growth Management Element as part of its General Plan that outlines the jurisdiction's goals and policies for managing growth and requirements for achieving those goals. The Growth Management Element must show how the jurisdiction will comply with sections 2-7 below. The Authority shall refine its model Growth Management Element and administrative procedures in consultation with the Regional Transportation Planning Committees to reflect the revised Growth Management Program.

Each jurisdiction is encouraged to incorporate other standards and procedures into its Growth Management Element to support the objectives and required components of this Growth Management Program

**Adopt Traffic Level Of Service (LOS) Standards** keyed to types of land use:

**Rural:** LOS low-C

**Semi-Rural:** LOS high-C

**Suburban:** LOS low-D

**Urban:** LOS high-D

**Central Business District:** LOS low-E

Based on the categories established above, each jurisdiction shall determine how the Traffic Service standards are to be applied to their General Plan land use and circulation elements, and the land areas to be defined as Rural, Semi-Rural, Suburban, Urban, and Central Business District (as suggested in the Guidelines in Appendix A). Each jurisdiction shall comply with the adopted standards. Jurisdictions may adopt more stringent standards without penalty.

Level of Service (LOS) would be measured by Circular 212 or the method described in the most commonly used version of the Highway Capacity Manual. Any issues with respect to the application of the Highway Capacity Manual or measurement of level of service shall be

**[not included in Measure J]**

referred to the Authority's Technical Coordinating Committee for review and recommendation to the Authority. In the event that an intersection(s) exceeds the applicable Traffic Service standard, the Authority shall, jointly with local jurisdictions, establish appropriate mitigation measures or determine that a given intersection is subject to a finding of special circumstances.

Any intersection that presently exceeds the Traffic Service standard and which will be brought into compliance in the most current Five Year Capital Improvement Program (see section 6) shall be considered to be in compliance with the applicable standard.

The Authority, jointly, with affected local jurisdictions, shall determine and periodically review the application of Traffic Service Standards on routes of regional significance. The review will take into account traffic originating outside of the county or jurisdiction, and environmental and financial considerations. Local jurisdictions, through the forum provided by the Authority, shall jointly determine the appropriate measures and programs for mitigation of regional traffic impacts. (See Section 5)

Capital projects necessary to meet and/or maintain the Traffic Service standards are to be included in the required Five Year Capital Improvement Program. (see Section 6)

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**Adopt Performance Standards**, maintained through capital projects, for the following items, based on local criteria:

**[not included in Measure J]**

- a. fire
- b. police
- c. parks
- d. sanitary facilities
- e. water
- f. flood control

Jurisdictions may have already adopted performance standards for some or all of these items.

*Existing Measure C GMP*

*New Measure J GMP*

Performance standards shall be adopted for inclusion in each local jurisdiction's General Plan. Each jurisdiction shall comply with the adopted standards. The Performance Standards should take into account fiscal constraints, and how the standards are to be applied in each jurisdiction's development review process. To ensure the continued applicability of these standards, each jurisdiction may annually review and modify their adopted standards, in consultation with special districts where appropriate, and provide an opportunity for public comment.

Capital projects, exclusive of operating budgets, to achieve and/or maintain Performance Standards are to be included in the required Five Year Capital Improvement Program. (see Section 6)

**Adopt a Development Mitigation Program** to ensure that new growth is paying its share of the costs associated with that growth.

Local jurisdictions, for the most part, already impose fees for a variety of purposes including site specific traffic improvements. Only a few jurisdictions impose fees for regional traffic mitigation.

To meet the requirements of this Section, each jurisdiction shall:

- 1) Ensure that revenue provided from this measure shall not be used to replace private developer funding which has been or will be committed for any project.
- 2) Adopt a development mitigation program to ensure that development is paying its share of the costs associated with that development.

In addition, the Authority shall:

- 1) Develop a program of regional traffic mitigation fees, assessments or other mitigations, as appropriate, to fund regional and subregional transportation projects, as determined in the Comprehensive Transportation Plan of the Authority.
- 2) Consider such issues as jobs/housing bal-

**Adopt a Development Mitigation Program**

Each jurisdiction must adopt, or maintain in place, a development mitigation program to ensure that new growth is paying its share of the costs associated with that growth. This program shall consist of both a local program to mitigate impacts on local streets and other facilities and a regional program to fund regional and subregional transportation projects, consistent with the Countywide Comprehensive Transportation Plan.

The jurisdiction's local development mitigation program shall ensure that revenue provided from this measure shall not be used to replace private developer funding that has or would have been committed to any project.

The regional development mitigation program shall establish fees, exactions, assessments or other mitigation measures to fund regional or subregional transportation improvements needed to mitigate the impacts of planned or forecast development. Regional mitigation programs may adjust such fees,

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ance, carpool and vanpool programs and proximity to transit service in the establishment of the regional traffic mitigation program.

- 3) The development mitigation program will be implemented with the participation and concurrence of local jurisdictions in determining the most feasible methods of mitigating regional traffic impacts. Existing regional traffic impact fees shall be taken into account by the Authority.

exactions, assessments or other mitigation measures when developments are within walking distance of frequent transit service or are part of a mixed-use development of sufficient density and with necessary facilities to support greater levels of walking and bicycling. Each Regional Transportation Planning Committee shall develop the regional development mitigation program for its region, taking account of planned and forecast growth and the Multimodal Transportation Service Objectives and actions to achieve them established in the Action Plans for Routes of Regional Significance. Regional Transportation Planning Committees may use existing regional mitigation programs, if consistent with this section, to comply with the Growth Management Program.

**Participate in a Cooperative, Multi-Jurisdictional Planning Process to Reduce Cumulative Regional Traffic Impacts of Development.**

The Authority shall establish a forum for jurisdictions to cooperate in easing cumulative traffic impacts. This will be accomplished through the Regional Transportation Planning Committees, and be supported by an ongoing county-wide comprehensive transportation planning process in which all jurisdictions shall participate.

As part of this process, a uniform database on traffic impacts will be created, based on the countywide transportation computer model.

Use of the countywide transportation computer model provides an opportunity to test General Plan(s) transportation and land use alternatives, and to assist cities and the county in determining the impact of major development projects proposed for General Plan Amendments. This would provide a quantitative basis for inter-jurisdictional negotiation to mitigate cumulative regional traffic impacts. Input for the model shall include each jurisdiction's Five Year

**Participate In an Ongoing Cooperative, Multi-Jurisdictional Planning Process**

Each jurisdiction shall participate in an ongoing process with other jurisdictions and agencies, the Regional Transportation Planning Committees and the Authority to create a balanced, safe and efficient transportation system and to manage the impacts of growth. Jurisdictions shall work with the Regional Transportation Planning Committees to:

- A. Identify Routes of Regional Significance, and establish Multimodal Transportation Service Objectives for those routes and actions for achieving those objectives.
- B. Apply the Authority's travel demand model and technical procedures to the analysis of General Plan Amendments (GPAs) and developments exceeding specified thresholds for their effect on the regional transportation system, including on Action Plan objectives.
- C. Create the development mitigation

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Capital Improvement Program of transportation projects (see Section 6) and the projects of federal, state and regional agencies such as Caltrans, transit operators, the Metropolitan Transportation Commission, etc. In addition, the computer model database will include each local jurisdiction's anticipated land use development projects expected to be constructed within the next five years.

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programs outlined in section 2 above.

- D. Help develop other plans, programs and studies to address other transportation and growth management issues.

In consultation with the Regional Transportation Planning Committees, each jurisdiction shall use the travel demand model to evaluate changes to local General Plans and the impacts of major development projects for their effects on the local and regional transportation system and the ability to achieve the Multimodal Transportation Service Objectives established in the Action Plans.

Jurisdictions shall also participate in the Authority's ongoing countywide comprehensive transportation planning process. As part of this process, the Authority shall support countywide and subregional planning efforts, including the Action Plans for Routes of Regional Significance, and shall maintain a travel demand model. Jurisdictions shall help maintain the Authority's travel demand modeling system by providing information on proposed improvements to the transportation system and planned and approved development within the jurisdiction.

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**Address Housing Options And Job Opportunities**

As part of its Five Year Capital Improvement Program and pursuant to the state mandated housing element of its General Plan, each jurisdiction shall develop an implementation program that creates housing opportunities for all income levels.

Each jurisdiction shall also address land use information as it relates to transportation demand as well as a discussion of each jurisdiction's efforts to address housing options and job oppor-

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**Address Housing Options**

Each jurisdiction shall demonstrate reasonable progress in providing housing opportunities for all income levels as part of a report on the implementation of the actions outlined in its adopted Housing Element. The report will demonstrate progress by (1) comparing the number of housing units approved, constructed or occupied within the jurisdiction over the preceding five years with the number of units needed on average each year to meet the hous-

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tunities on a city, subregional and countywide basis.

ing objectives established in the jurisdiction's Housing Element; or (2) illustrating how the jurisdiction has adequately planned to meet the existing and projected housing needs through the adoption of land use plans and regulatory systems which provide opportunities for, and do not unduly constrain, housing development; or (3) illustrating how a jurisdiction's General Plan and zoning regulations facilitate the improvement and development of sufficient housing to meet those objectives.

In addition, each jurisdiction shall consider the impacts that its land use and development policies have on the local, regional and countywide transportation system, including the level of transportation capacity that can reasonably be provided, and shall incorporate policies and standards into its development approval process that support transit, bicycle and pedestrian access in new developments.

**Develop A Five Year Capital Improvement Program** to meet and/or maintain Traffic Service and Performance Standards (defined in Sections 2 and 3).

Each jurisdiction shall determine the capital projects needed to meet and/or maintain both its adopted Traffic Service and Performance Standards. Capital financial programming will be based on development to be constructed during (at a minimum) the following five year period. The Capital Improvement Program shall include approved projects and an analysis of the costs of the proposed projects as well as a financial plan for providing the improvements.

**Develop a Five-Year Capital Improvement Program**

Each jurisdiction shall prepare and maintain a capital improvement program that outlines the capital projects needed to implement the goals and policies of the jurisdiction's General Plan for at least the following five-year period. The Capital Improvement Program shall include approved projects and an analysis of the costs of the proposed projects as well as a financial plan for providing the improvements. The jurisdiction shall forward the transportation component of its capital improvement program to the Authority for incorporation into the Authority's database of transportation projects.

**Adopt a Transportation Systems Management (TSM) Ordinance** or alternative mitiga-

**Adopt a Transportation Systems Management (TSM) Ordinance or Resolution**

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tion.

To promote carpools, vanpools and park and ride lots, the Transportation Authority will draft and adopt a Model Transportation Systems Management Ordinance for use by local jurisdictions in developing local ordinances for adoption and implementation. Upon approval of the Authority, cities with a small employment base may adopt alternative mitigation measures in lieu of adopting a TSM Ordinance.

To promote carpools, vanpools and park and ride lots, each jurisdiction shall adopt a local ordinance or resolution that conforms to the model Transportation Systems Management Ordinance that the Transportation Authority has drafted and adopted. Upon approval of the Authority, cities with a small employment base may adopt alternative mitigation measures in lieu of a TSM ordinance or resolution.

**[not included in Measure C]**

**Adopt an Urban Limit Line**

[as amended by Authority Resolution 06-04 Adopted on 11/15/06]

Beginning on April 1, 2009, each jurisdiction must continuously comply with an applicable, voter approved ULL ("applicable UL") defined as one of the following:

- (i) A new mutually agreed upon Countywide ULL (MAC-ULL) approved by the voters countywide; or
- (ii) A Contra Costa County, voter approved ULL ("County ULL") that has also been approved by a majority of the voters voting on the measure in the local jurisdiction seeking to rely upon the line as the growth boundary for local development, provided that the local jurisdiction's legislative body has adopted the County ULL before or after the election at which the "County ULL" was approved; or
- (iii) A measure placed on the ballot and approved by a majority of the voters within a local jurisdiction fixing a local voter approved ULL ("LV-ULL") or equivalent urban growth boundary for the jurisdiction. A jurisdiction may establish or revise its LV-ULL with local voter approval at any time prior to or during the

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term of Measure J. The LV-ULL will be used as of its effective date to meet the Measure J GMP ULL requirement.

Each of the above options is more fully defined in the Principles of Agreement, which are attached and incorporated by reference as Attachment "A".

Submittal of an annexation request by a local jurisdiction to LAFCO outside the countywide voter approved ULL will constitute non-compliance with the Measure C Growth Management Program.

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