

# 3 GROWTH MANAGEMENT

This element establishes the goals, policies and programs intended to manage and mitigate impacts of future growth and development within the City. It provides policy framework to ensure that sufficient opportunities for housing are provided in the City and that facilities for motorists, bicyclists, pedestrians and transit are constructed in proportion to new urban development.

This element is intended to comply with the requirements of the Contra Costa County Transportation Sales Tax Expenditure Plan (Measure J). Measure J, adopted by County voters in 2004 and later amended by the Contra Costa Transportation Authority (CCTA), is a 25-year extension of the Contra Costa Transportation Improvement and Growth Management Program (Measure C) approved by voters in 1988. The Measure J Growth Management Program is intended to ensure that future development pays for the facilities required to meet the demands resulting from that growth. More particularly, it requires that each jurisdiction in the County:

- 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 ordinance or resolution.

In addition to the transportation planning goals and policies identified in this Growth Management Element, Chapter 7: Transportation, establishes goals and policies for traffic services and roadway improvements, bicycle and pedestrian movement, and Transportation Demand Management (TDM) programs. Chapter 13: Housing is also referenced in this Growth Management Element and includes an expanded list of policies and programs that describe the City's efforts to foster access to safe, quality housing for people of all income levels.

### **3.1 GROWTH AND EXPANSION**

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#### **CURRENT DEVELOPMENT PROJECTS**

The City has a substantial inventory of residential projects with development approvals, as well as several planned commercial and industrial complexes. The two largest residential projects – San Marco and Alves Ranch – are both located in the Southwest Hills subarea and would include over 4,000 housing units at buildout. Business and Community Commercial districts are also planned for the southeastern portion of the City along State Route 4 and within the Southwest Hills subarea. Two major industrial projects are located along the industrial waterfront area – Los Medanos Energy Center and Delta Energy Center.

To track current development projects, the City maintains a list of private development projects that have been recently proposed, approved or built within the City. This list of current projects is updated periodically by Planning staff and is an informational item available to the public.

#### **GROWTH AND ANNEXATION**

The Planning Area boundaries of this General Plan largely coincide with those of the City's last comprehensive update of the General Plan, which was adopted in 1988. The Planning Area boundaries are described in Chapter 1: Introduction. Since the 1988 General Plan was adopted, Pittsburg has witnessed eight major expansions of its City boundaries, totaling over 4,400 acres:

- *Northeast River subarea.* In 1990, 1,170 acres were annexed for industrial development;
- *West Central subarea.* In 1991, 190 acres were annexed for construction of a mobile home park;
- *Buchanan subarea.* In 1997, 160 acres of Highlands Ranch were annexed for residential development. In 2008, approximately 160 acres located south of Highlands Ranch were also annexed for the Sky Ranch residential development;

- *Southwest Hills subarea.* In 1990, 1,030 acres were annexed for the San Marco project. In 1992, 130 acres were annexed along the western municipal boundary. Then in 1996, 100 acres were annexed south of Oak Hills; and
- *Northwest River subarea.* In 2008, 1,467 acres were annexed, including the Mirant Power Generation Plant and adjacent wetland areas.

Full implementation of the land uses proposed in this General Plan will require additional annexations in the Woodlands, Buchanan, and Southwest Hills subareas. Policies also consider potential annexation of developable lands outside of the current Sphere of Influence (SOI) along the eastern and western edges of the City.

### **URBAN LIMIT LINE**

As part of the 1996 Contra Costa County General Plan, the County delineated an Urban Limit Line (ULL) to identify areas appropriate for urban expansion and to preserve open space in the southern hills. The County amended its ULL in 2000, removing several hundred acres of the southern hills from planned urban growth area.

This General Plan seeks to define appropriate limits for urban growth based on land use considerations and environmental and topographic constraints. In 2005, the voters approved the City of Pittsburg Voter Approved Urban Limit Line and Rezoning Act. This Act amended this General Plan to establish a Voter Approved Urban Limit Line that could not be changed without a vote of the voters. The Act also rezoned certain specified lands as a necessary first step in the process of annexing those lands to the City and provided that the rezoning could be changed by a vote of the voters or by a majority vote of the City Council.

The findings and purpose section of the City of Pittsburg Voter Approved Urban Limit Line and Rezoning Act specifically stated its intent to comply with the purposes of Measure J as follows:

Ensure the preservation and protection of identified non-urban land, including agricultural, open space, parkland, and other areas, by establishing a line beyond which urban development is prohibited;

Link land use decisions with the transportation investments in Measure J by channeling future growth to locations more suitable for urban development; and

Ensure that land use policies within the Voter Approved Urban Limit Line effectively promote appropriate development that accommodates the area's projected housing and job needs for the future.

**GOALS: GROWTH AND EXPANSION**

- 3-G-1 Manage the City's growth to balance development of housing options and job opportunities, protection of open space and habitat areas, construction of transportation improvements, and preservation of high quality public facilities.*
- 3-G-2 Realize the opportunities afforded by establishment of the Voter Approved Urban Limit Line to allow the City to grow in such a way as to diversify and expand the employment base, develop a range of housing opportunities, increase the depth of municipal fiscal resources, enhance the quality of urban life for all Pittsburg residents and prohibit urban development beyond the Voter Approved Urban Limit Line.*
- 3-G-3 Provide a range of development intensities, with the highest intensities in Downtown and in areas approximate to transit and services, and lower intensities in hillsides and at the City's southern edge.*
- 3-G-4 Maintain programs and provide incentives for use of vacant infill land and reuse and revitalization of underutilized sites. (Land Use Goal 2-G-6)*
- 3-G-5 Ensure that new residential, commercial and industrial growth within the Voter-Approved Urban Limit Line pays its share of the costs for the construction of facilities needed to serve that growth.*

**POLICIES: GROWTH AND EXPANSION**

- 3-P-1 Allow urban and suburban development only in areas where public facilities and infrastructure (police, fire, parks, water, sewer, storm drainage, and community*

*facilities) are available or can be provided.*

Prior to development approval, public service agencies and/or districts should be contacted and assurance gained that areas of urban expansion will have all necessary infrastructure.

*3-P-2 Prior to project approval, ensure that the existing and planned transportation system will have adequate capacity to accommodate new urban development.*

### **3.2 REGIONAL TRANSPORTATION PLANNING**

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Measure J requires each jurisdiction's participation in an ongoing process with other jurisdictions and agencies, the Regional Transportation Planning Committees and CCTA to create a balanced, safe and efficient transportation system and to manage the impacts of growth. The City must work with TRANSPLAN (east Contra Costa County's Regional Transportation Planning Committee) to:

Identify Routes of Regional Significance, establish Multimodal Transportation Service Objectives (MTSO's) for those routes, and develop Action Plans to achieve those objectives;

Apply CCTA's travel demand model and technical procedures to the analysis of General Plan amendments and developments exceeding specified thresholds for their impact on the regional transportation system, including effects on Action Plan objectives;

Create development mitigation programs for both local and regional transportation facilities to ensure that new growth is paying its share of the costs associated with that growth; and

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 must use the travel demand model to evaluate changes to local General Plans and the impacts of major development projects for their impacts on the local and regional transportation system and the ability to achieve the Multimodal Transportation Service Objectives (MTSO's) established in the Action Plans.

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

**GOALS: REGIONAL TRANSPORTATION PLANNING**

- 3-G-6 *Support efforts to establish a regional approach to transportation and land use planning.*
- 3-G-7 *Coordinate circulation system plans with other jurisdictions' and agencies' plans, including but not limited to Antioch and Concord, the Contra Costa Transportation Authority, and Caltrans (Transportation Goal 7-G-3).*

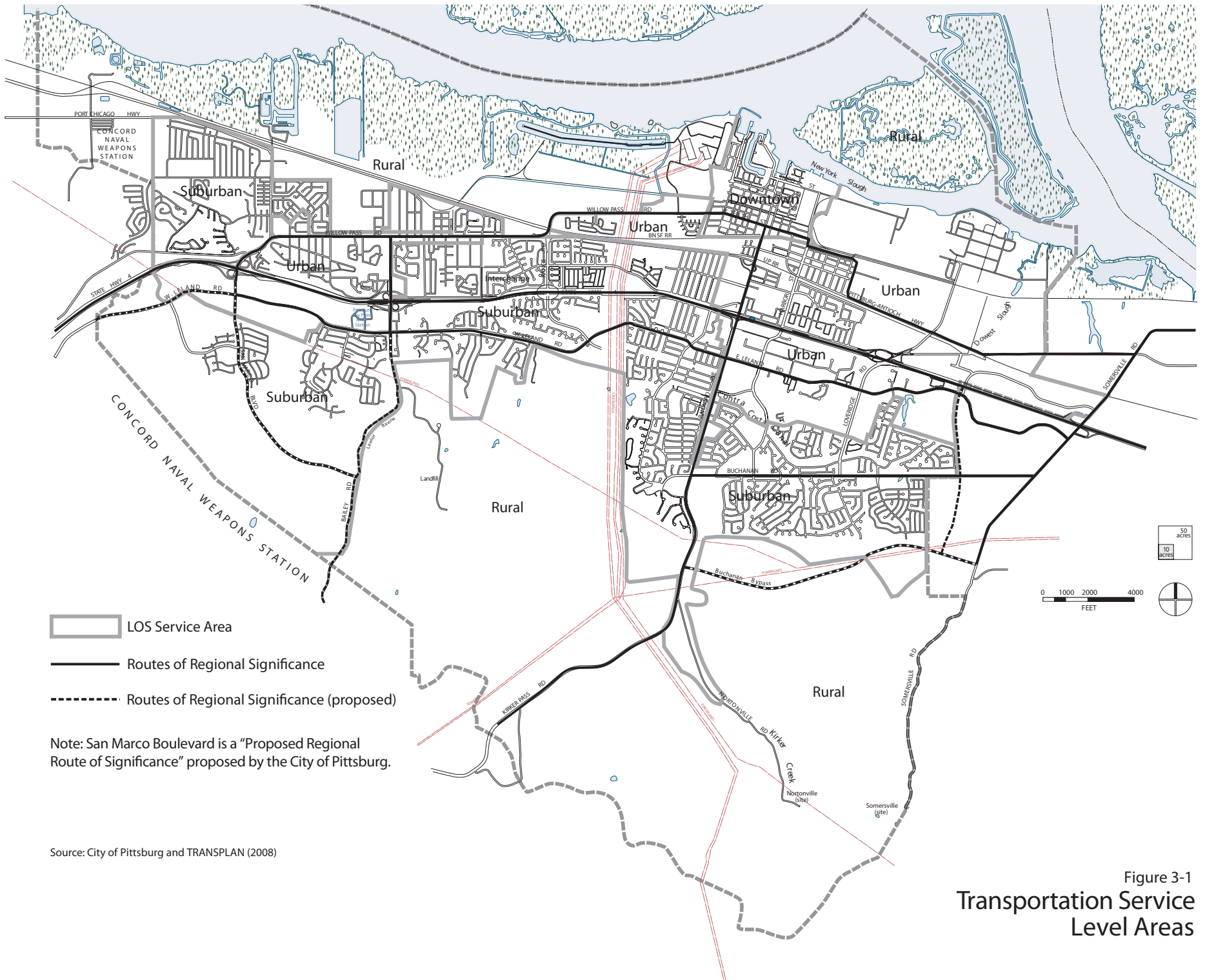
**POLICIES: REGIONAL TRANSPORTATION PLANNING**

- 3-P-3 *Work with Contra Costa Transportation Authority and TRANSPLAN (the transportation planning committee for East County) to develop and implement Action Plans for Routes of Regional Significance, as designated in Figure 3-1.*

The City should also participate in CCTA's conflict resolution process, as needed to resolve disputes related to the development and implementation of Action Plans.

- 3-P-4 *Participate in cooperative regional land use and transportation planning efforts by sharing information about future development in the City with interested agencies and jurisdictions.*

The City shall notify CCTA, TRANSPLAN, other Regional Transportation Planning Committees (such as TRANSPAC), neighboring jurisdictions, and transportation and transit service providers about development proposals that would generate 100 or more net new peak hour vehicle trips. The City shall require preparation of a traffic impact analysis report for private or public projects that meet or exceed the 100 trip threshold. Copies of those reports shall be made available to regional transportation planning agencies and potentially affected jurisdictions. This policy shall also apply to capital improvement projects that may have an affect on existing or planned facilities.



Note: San Marco Boulevard is a "Proposed Regional Route of Significance" proposed by the City of Pittsburg.

Source: City of Pittsburg and TRANSPLAN (2008)

Figure 3-1  
Transportation Service  
Level Areas



### **3.3 DEVELOPMENT REVIEW AND MITIGATION PROGRAMS**

Under Measure J, each jurisdiction in the County must consider, evaluate, and develop programs to mitigate the impacts of new development on automobile, pedestrian, bicycle, and transit facilities, both locally and regionally. Furthermore, Measure J directs jurisdictions to establish and adopt programs to ensure that new growth pays its share of the costs associated with that growth.

For projects that are anticipated to generate in excess of 100 net new peak hour vehicle trips, traffic studies are required to identify the project-specific transportation impacts on local and regional roadways. The City may set a lower threshold for requirements of these studies. The traffic studies shall measure the impacts of a project on roads and at intersections using Level of Service (LOS) standards, where LOS is expressed as a range of ratings from LOS A (free flow of traffic) to LOS F (long traffic delays). In addition to identifying project-related impacts, traffic studies provide a means for identifying mitigation measures—such as construction of roadway improvements or payment of a pro rata share of the cost to construct those improvements—in instances where the impacts of a project are anticipated to exceed specified LOS thresholds. Under Measure J, jurisdictions are encouraged to adopt programs that promote the use of transportation alternatives to the automobile, and a discussion of these transportation alternatives may also be incorporated into the traffic study.

Regardless of whether a traffic study is prepared for a project, project developers are still required to pay mitigation fees to help fund planned improvements to the local or regional roadway system as part of broader mitigation programs. These programs include both a local program to mitigate impacts on local streets and facilities, and a regional program to fund regional and subregional transportation projects. Where mitigation programs require payment of fees for purposes of mitigating the specific impacts of proposed development, the programs must preclude the possibility for Measure J monies to be used to offset or replace any development-related mitigation fees that would otherwise be collected from developers.

**GOALS: DEVELOPMENT REVIEW AND MITIGATION PROGRAMS**

- 3-G-8 *Achieve traffic levels of service for roadway intersections that are based on the roadways' classification and location shown in Figure 7-2. (Transportation Goal 7-G-1)*
- 3-G-9 *Encourage the provision of new and improved pedestrian, bicycle and transit facilities to serve all users of new development projects.*

**POLICIES: DEVELOPMENT REVIEW AND MITIGATION PROGRAMS**

- 3-P-5 *As part of development review, require preparation of a traffic impact study for all development projects expected to generate more than 100 net new peak hour vehicle trips. Ensure that traffic impact studies are prepared by professional transportation consultants selected and hired by the City, but require that project proponents pay all fees associated with development of such studies.*

The traffic impact study managed by City staff should be prepared according to CCTA's Technical Procedures, and the Institute of Transportation Engineer's Traffic Access and Impact Studies for Site Development, Proposed Recommended Practice.

- 3-P-6 *Apply the Contra Costa Transportation Authority's travel demand model and technical procedures to the analysis of General Plan amendments and developments exceeding 100 net new peak-hour vehicle trips for their impact on Regional Routes of Significance and Action Plan objectives.*
- 3-P-7 *Ensure that all Regional Routes of Significance within the City maintain the following traffic levels of service (LOS) standards (applicable to non-freeway routes and routes not subject to a Traffic Management Program):*
  - *LOS mid D (peak hour volume to capacity ratio less than or equal to 0.85) at intersections along major arterials, except for intersections along Bailey*

*Road;*

- *LOS high E (peak hour volume to capacity ratio less than or equal to 0.99) at intersections along Bailey Road between West Leland Road and State Route 4; and*
- *LOS mid E (peak hour volume to capacity ratio less than or equal to 0.95) at intersections on Kirker Pass Road.*

*(Transportation Policy 7-P-6)*

*3-P-8 Ensure that all non-Regional Routes within the City (not designated as Routes of Regional Significance in Figure 3-1) maintain the following traffic levels of service (LOS) standards based on their location in rural, semi-rural, suburban, urban or downtown areas, as designated in Figure 3-1:*

- *Rural – LOS low C (peak hour volume to capacity ratio less than or equal to 0.74)*
- *Semi-rural – LOS high C (peak hour volume to capacity ratio less than or equal to 0.79)*
- *Suburban – LOS low D (peak hour volume to capacity ratio less than or equal to 0.84)*
- *Urban – LOS high D (peak hour volume to capacity ratio less than or equal to 0.89)*
- *Downtown – LOS high D (peak hour volume to capacity ratio less than or equal to 0.89)*

*(Transportation Policy 7-P-8)*

*3-P-9 Ensure that traffic studies prepared for development projects include an analysis of the impacts of project-related traffic and roadway improvements on pedestrians, bicyclists and transit users.*

When the traffic study identifies significant impacts to pedestrian, bicycle and transit users as a result of a project, the study should identify appropriate

mitigation measures to ensure that the level of comfort experienced by those users is restored or enhanced after construction of the project is complete.

*3-P-10 Approve proposed development projects expected to generate over 100 peak-hour trips ONLY if Findings of Consistency with adopted traffic levels of service standards are found.*

Findings of Consistency may be made only if a traffic impact analysis shows that the development project is consistent with adopted Action Plans and will not result in violation of adopted LOS standards for Basic Routes, unless:

- Projects included in the City's five-year Capital Improvement Program will result in attainment of adopted LOS standards; or
- Findings of Special Circumstances, including appropriate mitigation measures, have been adopted by the City and CCTA

*3-P-11 Prepare, adopt and implement a Transportation Systems Management ordinance or resolution, with the purpose of ensuring attainment of adopted traffic levels of service standards.*

In accordance with court rulings on Bay Area Air Quality Management District's Rule 13, much of the implementation will be voluntary.

### **Development Impact Mitigation**

*3-P-12 Adopt and update development mitigation programs that collect fees to mitigate transportation impacts to both local and regional transportation facilities.*

*3-P-13 Review and update the City's transportation impact fee schedule, requiring developers to pay the costs necessary to mitigate impacts of their development projects on the local and regional transportation system.*

As part of this process, the City should ensure that the cost of regional transportation improvements, identified by TRANSPLAN, along with other

improvements, are reflected in the schedule. The fees should be set at amounts that will be sufficient to cover the full cost to construct the improvements, and revenue generated from collection of the fees shall not be used to replace private developer funding of any required improvements that have or would have been committed to any project. The schedule should also differentiate fees based on location of projects within the LOS Areas (i.e., higher fees in areas where greater mitigation and high LOS standards are needed).

*3-P-14 Pursue funding from the Contra Costa Transportation Authority for roadway projects intended to maintain levels of service standards, implement Action Plans for Regional Routes, or provide Special Circumstances mitigation.*

In no case will revenue from the CCTA Local Street Improvement and Maintenance Fund replace private developer funding for transportation projects needed to meet or maintain LOS standards that may be adversely affected as a result of new development in new growth areas.

*3-P-15 Prepare, adopt and periodically update a five-year Capital Improvement Program (CIP) that describes City-sponsored capital projects necessary to maintain and improve operations for traffic, transit, pedestrians and bicyclists within the City. Proposed funding sources, agency responsibility, and project phasing should be identified in the CIP.*

*3-P-16 Preserve options for future transit use when designing improvements for roadways. Ensure that developers provide bus turnouts and/or shelters, where appropriate, as part of projects. (Transportation Policy 7-P-29)*

*3-P-17 As part of development approval, ensure that safe and contiguous routes for pedestrians and bicyclists are provided within new development projects and on any roadways that are impacted as a result of new development. (Transportation Policy 7-P-34)*

### **3.4 HOUSING OPTIONS**

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Consistent with the requirements of Measure J and state law, Chapter 13: Housing, of this General Plan establishes a range of goals, policies and programs that outline the City's efforts to support balanced housing development in the City. Measure J expands upon the program requirements identified in the prior Measure C, and requires ongoing reporting to CCTA of the City's progress in implementing the goals and objectives listed in the Housing Element.

#### **GOALS: HOUSING OPTIONS**

*3-G-10 Foster development of a variety of housing types, densities and prices to balance the City's housing stock and meet the City's regional fair share housing needs for people of all income levels. (Housing Element Goal 13-G-1)*

#### **POLICIES: HOUSING OPTIONS**

*3-P-18 Encourage residential and mixed use development within the Urban Limit Line to meet regional fair share housing goals by focusing residential and mixed use development on sites that have been designated within Priority Development Areas (PDAs) under the Metropolitan Transportation Commission and Association of Bay Area Governments (MTC/ABAG) FOCUS Program. Assist non-profit and for profit developers to obtain grants and other capital improvement funds offered to PDAs to develop and improve those infill sites. (Housing Element program 13-P-1.1 E)*

*3-P-19 Comply with California Government Code Sec. 65400(b) requiring preparation of an annual report summarizing the City's progress in implementing the General Plan, and submit copies of the report to the Contra Costa Transportation Authority biennially as part of the Authority's Growth Management Plan Compliance Checklist.*

Measure J requires that the annual report on the implementation of the Housing Element of the General Plan be submitted to CCTA every other year. The report must include the specified housing reporting period and must be submitted to CCTA in one of the following formats:

- The number of housing units approved, constructed or occupied in the City since the beginning of the reporting period, compared to the average number of units needed annually to meet the fair share regional housing need;
- A description of how the City's adopted land use, housing, and regulatory plans and programs have provided sufficient opportunities for and removed undue constraints to the achievement of the City's fair share regional housing need; or
- A description of how the plans and policies of the General Plan and the land use regulations of the Zoning Ordinance facilitate the improvement and development of the City's fair share regional housing need.