3. LAND USE ELEMENT

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3. LAND USE ELEMENT

3.1 INTRODUCTION

State law requires every general plan to include a land use element which, through the development of policies, plans, and standards, shows the proposed general distribution, location, density, and intensity of land uses for all parts of the jurisdiction. Section 65302 of the California Government Code in part reads:

The plan shall include the following elements:

A land use element that designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, greenways, as defined in Section 816.52 of the Civil Code, and other categories of public and private uses of land...

The Government Code further stipulates that a land use element shall include:

a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall identify and annually review those areas covered by the plan that are subject to flooding identified by flood plain mapping prepared by the Federal Emergency Management Agency (FEMA) or the Department of Water Resources.

As with other elements of the County General Plan, the goals, directive policies, and implementation measures of the Land Use Element are mandatory, rather than advisory. Under State law, many land use approvals made by planning commissions and boards of supervisors, including rezoning, subdivisions, development agreements, redevelopment and specific plans, park dedications, and others, must be consistent with and conform to the jurisdiction’s general plan.

This General Plan supersedes the County’s prior 1995-2010 General Plan (and each of the previously adopted elements such as the 1963 Land Use and Circulation Plan), including area general plans. The policies and maps of many prior General Plan Amendments and area plans are reflected in this General Plan. The Land Use Element retains consistency with, and reflects the General Plan level of goals, policies, and implementation measures as, prior adopted specific plans.

3.2 RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

Although the Land Use Element and its accompanying map are thought by many to be the most important part of the General Plan, State legislation requires that the various elements comprise an integrated, internally consistent, and compatible statement of goals, policies, and programs. This means that each of the General
3. Land Use Element

Plan elements are equal in legal status and that the direction given by one element may not be superior or subordinate to that of any other element.

Many of the issues discussed in the Land Use Element overlap issues that may be addressed in other General Plan elements. Almost any issue dealing with the physical characteristics of land in the county will have land use implications, even if specific issues such as flooding or prime agricultural soils are not extensively addressed in the Land Use Element.

Readers of this General Plan should therefore be aware that the policies which may affect development of a specific property are not necessarily stated in only one portion of the maps and text in each element. The applicability of policies described in other elements must be taken into consideration when determining the General Plan policies for a particular area or property.

Readers are referred to the section in Chapter 1, Introduction, titled "How to Use the General Plan" for a recommended process by which to begin determining the applicability of General Plan maps and policies to specific properties.

The Land Use Element contains the following components, suggested by the Governor's Office of Planning and Research (OPR) or required by statute:

- Inventory and distribution of existing land uses, including residential, commercial, industrial, open space and agricultural;
- General assessment of housing needs based on projected community growth trends;
- Projections for land use and space for residential, commercial, and industrial development, based upon projections of future population and economic conditions;
- Population density standards for each land use designation with residential potential;
- Land use goals and policies: county and area-specific; and
- Programs for implementation of the land use policies.

Description and analysis of additional land use components are located in the following General Plan elements:

- Housing analysis: detailed discussion is in Chapter 6, Housing Element;
- Educational facilities: assessment of the need for and diagram of existing and proposed future school sites is in Chapter 7, Public Facilities/Services Element;
- Public buildings and grounds: assessment of existing sites and the location of approved and pending landfill applications is in Chapter 7, Public Facilities/Services Element;
3. Land Use Element

- Infrastructure, water, and sewer locations and projections, goals, policies, and implementation measures are discussed in Chapter 7, Public Facilities/Services Element and Chapter 4, Growth Management Element;

- Natural resources: land uses associated with agriculture, vegetation and wildlife, fisheries, minerals, renewable energy, oil and gas, water (Bay, Delta, creek), and flood zones are discussed in Chapter 8, Conservation Element;

- Open space, Urban Limit Line (ULL), 65/35 Land Preservation Standard ("65/35 Standard"): analysis of existing and proposed open space land use is discussed and mapped in Chapter 9, Open Space Element, including recreational, scenic, and historic/cultural resources; and

- Additional implementation programs relating to land use policies and infrastructure standards are in Chapter 4, Growth Management Element.

The elements are each internally consistent and support policies stated in the other elements, the various maps, and the accompanying text to represent a consciously selected balance among the various goals and objectives included in all of the elements.

The balance between governing growth and preserving non-urban areas, for example, must reflect the key interplay in this General Plan between the 65/35 Standard, the ULL, the Housing Element goals, and the Growth Management Element infrastructure requirements.

Additionally, the Land Use Element's relationship to the other elements of the General Plan provides that:

- The land uses are based on the County's best currently available information concerning land use patterns;

- Actual land use and development decisions may depend upon information not currently available; and

- The timing of development of the identified land uses will depend on satisfying the requirements of the Growth Management Element.

3.3 RELATIONSHIP TO SPECIFIC PLANS

A specific plan is a more detailed plan for a specific area within the county. Specific plans address the planning needs of a particular area, including necessary infrastructure and facilities, land uses, and open space. Specific plans, while not a part of this General Plan, must be consistent with all aspects of this General Plan.

3.4 ORGANIZATION OF ELEMENT

The Land Use Element is organized in four main sections. Existing land uses are first described, with a general discussion of the various land uses in the West, Central, and East subareas of the county.
3. Land Use Element

Planned levels of development are next discussed. This section describes the methodology and analytical basis for determining the projected levels of development, discusses anticipated demand for conversion of land uses, and summarizes anticipated residential and commercial/industrial development. Also discussed in this section are the ULL and 65/35 Standard in relation to the Land Use Element. (Further discussion is also provided in Chapter 4, Growth Management Element and Chapter 9, Open Space Element.)

The third section describes the 31 conventional land use designations and the mixed-use designations found on the Land Use Element Map.

The final section enumerates the County’s land use goals, policies, and implementation measures. The policies, which apply only to unincorporated areas, are typically implemented through land use controls such as the zoning and subdivision ordinances, the requirements within the public service and facility standards, and use of the ULL.

3.5 EXISTING LAND USE

For a summary description of the analytical basis of the existing land uses, see Section 3.6, Planned Levels of Development. This General Plan generally recognizes the land use policies of the cities' plans within the city limits with some slight modifications to fit existing densities into consistent General Plan land use designations.

References to land within the county or to percentages of the county refer to all of the acreage within the boundaries of the county except the water area west of Stake Point in Bay Point.

GENERAL INVENTORY OF LAND USES BY SUBAREA

Ranging from urban to rural, land in Contra Costa County is used for many purposes. In the West and Central County subareas, primary uses in suburban cities and towns are residential, commercial, and industrial. In the East County subarea, land is still primarily used for agriculture and general open space. To a large extent the county is comprised of “bedroom communities’ populated by a commuter workforce (59 percent of the workforce still commutes outside the county each day). Over the years development pressure has steadily moved eastward from the flat baylands, to the valleys near Mt. Diablo, and now to the communities of East County. The elongated corridors of cities and towns are connected by a network of major transportation routes linking the county directly to employment centers in San Francisco and Alameda Counties.

As a whole, the county remains relatively undeveloped. Although located in the San Francisco Bay Area, one of the most populated metropolitan areas of the nation, approximately 25 percent of the county was devoted to urban uses in 1990, while the balance was used for non-urban uses such as agriculture, wetlands, parks, recreation, and general open space. Non-urban uses also include rural residential and agricultural structures and facilities for public purposes, whether privately- or publicly-funded or operated, which are necessary or
3. Land Use Element

desirable for the public health, safety, or welfare, or required by State or federal law. None of the land is used for timber harvesting. The amount of land in each major land use category in the county is summarized in Table 3-1.

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<tbody>
<tr>
<td></td>
<td>Acres¹</td>
</tr>
<tr>
<td>Residential²</td>
<td>67,910</td>
</tr>
<tr>
<td>Local³</td>
<td>15,100</td>
</tr>
<tr>
<td>Basic⁴</td>
<td>14,800</td>
</tr>
<tr>
<td>Streets/Highways</td>
<td>24,300</td>
</tr>
<tr>
<td>Total Developed Land</td>
<td>122,110</td>
</tr>
<tr>
<td>Total County Acreage</td>
<td>481,430</td>
</tr>
</tbody>
</table>

¹ Acreages are rounded to the nearest 10 acres.
² Residential land uses are occupied by single- and multiple-family homes including mobile homes.
³ Local Serving Employment land uses are occupied by local serving industries and businesses, including: 1) offices; 2) churches; 3) schools below the state level; 4) hospitals; 5) local and rapid transit; 6) communications and utilities; 7) restaurants; 8) banks, credit agencies, insurance brokers and agents’ offices, and real estate offices; and 9) local government facilities.
⁴ Basic employment land uses are occupied by manufacturing industries and those which export products or act as suppliers to other regional industries, including: 1) heavy industry; 2) food processing; 3) high technology manufacturing; 4) miscellaneous manufacturing; 5) long distance transportation; 6) wholesale trade; 7) finance and insurance carriers, holding and other investment companies; 8) business services; 9) schools at the state level (4-year colleges and universities) and museums; and 10) federal and State governments.

West County

West County consists of five cities (El Cerrito, Hercules, Pinole, Richmond, and San Pablo); the unincorporated communities of Bay View-Montalvin Manor, East Richmond Heights, Kensington, North Richmond, Rodeo, Crockett, Tara Hills, and Port Costa; and rural unincorporated areas. This subarea contains approximately 20 percent of the urbanized land in the county, and is developed with a wide variety of land uses.

Population

In 1980 approximately 213,000 people lived in West County's urbanized areas. By 1990 the population had increased to 226,000 and by 2000 the population was 241,042. In 2000 the largest city was Richmond (99,216) and the smallest was Pinole (19,039). The most populous unincorporated developed area was El Sobrante (12,260).

Land Use Profile

Most West County communities are located directly along the Interstate-80 corridor, between the Bay shoreline and East Bay Hills. Portions of some cities, and unincorporated communities such as Kensington, East Richmond Heights, El Sobrante, and Port Costa, are nestled in the hills and valleys.
1. **Residential.** West County is predominantly developed with residential land uses. Approximately 87,700 housing units existing in the area as of the year 2000. Overall, West County had a density of 3,185 persons per square mile in 1990, which increased to 3,418 in 2000.

2. **Commercial.** Commercial use accounts for approximately 10 percent of the developed land in West County. Commercial uses are found in the historic central business districts of each city and in a narrow business strip which runs the full length of San Pablo Avenue, West County’s major arterial roadway, and intermittently along Interstate 80, the major north/south regional thoroughfare. The Shops at Hilltop (formerly Hilltop Mall) is the only major regional shopping center in the area.

3. **Industrial.** Industrial uses cover approximately 10 percent of West County’s developed land. Other than port facilities and the refineries in Rodeo and Richmond, industrial uses are concentrated in a few industrial parks. The industries in these parks are predominantly light and relatively clean, and generally include warehouse, distribution facilities, assembling and processing plants, and offices.

4. **Open Space.** Shoreline and interior parks and open space areas are interspersed in West County. Examples include Point Pinole Regional Shoreline, San Pablo Reservoir, and Briones Regional Park, all operated by East Bay Regional Park District (EBRPD), and East Bay Municipal Utility District’s (EBMUD) San Pablo Reservoir.

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**Central County**

Central County consists of 10 cities and towns (Clayton, Concord, Danville, Lafayette, Martinez, Moraga, Orinda, Pleasant Hill, San Ramon, and Walnut Creek), several unincorporated communities (Alamo, Alhambra Valley, Blackhawk, Canyon, Clyde, Diablo, Pacheco, and Saranap), and several additional urbanized and non-urbanized unincorporated areas.

**Population**

A suburban population of 414,000 people lived in the Central County area in 1990. By 2000, the population had increased to 471,800. Most of this population is concentrated in large subdivided areas strung along I-680 and State Route 24.

**Land Use Profile**

Central County is primarily developed with residential and commercial uses located in the Diablo and San Ramon Valleys. Significant acreage is also devoted to recreational uses, grazing, and general open space.

1. **Residential.** As in West County, residential development in Central County covers approximately 30 percent of the total developed land. There were approximately 168,000 housing units in Central County in 1990 and 188,000 by 2000. Densities are highest in Pleasant Hill (4,633 persons/square mile), Concord (4,041 persons/square mile) San Ramon (3,862 persons/square mile), etc.
3. Land Use Element

-mile), and Walnut Creek (3,230 persons/square mile), and lowest in Orinda (1,398 persons/square mile) and Lafayette (1,572 persons/square mile). Single-family residences are the predominant housing type. Concentrations of multiple-family housing exist in downtown areas, near BART stations, and along major roadways.

2. Commercial. Commercial use accounts for approximately 11 percent of the developed land in Central County. Retail, service, and entertainment uses are found in the central business districts of the cities. Major regional shopping areas are located in Concord (Sun Valley Shopping Center) and downtown Walnut Creek. Office parks and business strips are located along the freeways and major surface roads, with the largest office development being Bishop Ranch in San Ramon.

3. Industrial. The predominant industrial uses in Central County include oil refineries near Carquinez Strait and scattered light industrial parks, most of which are located in the area north of the I-680/State Route 24 interchange.

4. Open Space. The communities of Central County are framed by large, hilly open spaces. Much of this land is owned by State and local agencies such as the California Department of Park and Recreation, EBRPD, and EBMUD. There are numerous outdoor recreation areas such as Mt. Diablo State Park, Briones Regional Park, and Lime Ridge Open Space.

East County

East County includes four cities (Antioch, Brentwood, Oakley, and Pittsburg), four unincorporated communities (Bethel Island, Byron, Discovery Bay, and Knightsen), and several rural unincorporated areas.

Population

Roughly 165,000 people lived in East County in 1990, increasing to 236,000 by 2000. Approximately two-thirds of the population is located in the Pittsburg-Bay Point-Antioch corridor, with the remaining one-third living in and around the cities of Oakley and Brentwood, and in the unincorporated communities.

Land Use Profile

East County is predominantly developed with residential, agricultural, recreational, and open space uses. Development is concentrated in the State Route 4 corridor between Bay Point and Brentwood, and in the community of Discovery Bay.

1. Residential. In 2000 there were approximately 78,700 housing units in East County, up from 63,200 in 1990. Most of the residential areas are in the cities and unincorporated communities of Bay Point and Discovery Bay.

2. Commercial. The largest commercial areas in East County exists in and adjacent to the central business districts of Pittsburg, Antioch, and Brentwood. A regional shopping center (Somersville Towne Center) is
located in Antioch and many smaller shopping centers are scattered throughout the subarea.

3. **Industrial.** Major industrial facilities, including power plants, chemical plants, and a steel mill, are located along the Delta shoreline in the Pittsburg-Bay Point-Antioch area. Other smaller facilities are scattered throughout the remainder of East County.

4. **Open Space.** Agricultural uses, including prime farmland and extensive grazing land, occupy substantial acreage in East County. Crops are grown on broad coastal terraces and in narrow alluvial stream valleys, while cattle grazing and dry farming occur on the surrounding foothills. Recreation uses include the Delta area, Los Vaqueros Reservoir and its watershed, and numerous EBRPD facilities such as Big Break Regional Shoreline, Black Diamond Mines Regional Preserve, and Vasco Caves Regional Preserve.

### 3.6 PLANNED LEVELS OF DEVELOPMENT

**METHODOLOGY**

The analytical basis for determining the projected levels of development and land use was used consistently throughout other elements of this General Plan and is a modeling framework and database consisting of the following:


- The County modeling program utilized the above sources for determining exact projects under construction, projects approved, projects proposed, and lists of vacant land and their zoning designation, for both city and county lands; and

- Projecting to the year 2020, the model assigned "default" values to all vacant land uses not covered by projects in the cities and county, and developed a potential estimate of demand for these land uses. This provided projected population, housing, and employment generation estimates.

**PROJECTED DEMAND FOR CONVERSION OF LAND USES**

The Land Use Element and the other elements of this General Plan reaffirm many of the goals and policies of the prior County Plan and General Plan Amendments that have been adopted incrementally over the years. This General Plan will accommodate an ultimate population of slightly more than 1.1 million persons.

The Growth Management Element, in regulating the timing of development to meet various infrastructure and facility standards, could affect whether the land use conversions set forth in the Land Use Element actually occur during the planning period of this General Plan. Development contemplated by the Land Use
Element, even without possible timing delays caused by implementation of the Growth Management Element, would comply with the 65/35 Standard.

Table 3-2 shows the existing and projected population, number of households, and employment for the county as a whole for 2000 and 2020.

<table>
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<th>TABLE 3-2</th>
<th>CONTRA COSTA COUNTY DEMOGRAPHIC PROJECTIONS</th>
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<tbody>
<tr>
<td></td>
<td>2000</td>
</tr>
<tr>
<td>Population</td>
<td>15,100</td>
</tr>
<tr>
<td>Housing Units</td>
<td>14,800</td>
</tr>
<tr>
<td>Jobs</td>
<td>24,300</td>
</tr>
<tr>
<td>Employed Residents</td>
<td>122,100</td>
</tr>
</tbody>
</table>

Source: 2000 U.S. Census and ABAG’s Projections 2002

SUBAREA DEVELOPMENT SUMMARY

The General Plan Land Use Element Map is included at the back of this document. The ability to develop under the land use designations shown on the Land Use Element Map could be affected by restrictions contained in the Growth Management Element, and many other factors.

As noted previously in Section 3.1, California planning laws advise counties to include incorporated cities within their general plans, even though a county has land use jurisdiction only in the unincorporated areas. Thus, this General Plan covers all of Contra Costa County, and the following analysis includes the impacts of “build-out” of the 19 city plans.

RESIDENTIAL GROWTH

This General Plan will, subject to compliance with the Growth Management Program, the 65/35 Standard, and other policies and standards, allow a significant amount of new housing development within the Urban Limit Line in the Dougherty Valley and Discovery Bay areas and smaller amounts of "infill" development in unincorporated Bay Point, Alamo, El Sobrante, Saranap, and other smaller unincorporated places.

West County

In North Richmond, hundreds of acres of vacant industrial land are expected to be developed or redeveloped during and after the planning period, now that completion of major flood control and expressway projects make the area more attractive to investors.

Central County

While residential growth has been very strong in the central portion of the county through the 1980s, many of the cities along the I-680 corridor are now reaching
build-out, as the last remaining lands are developed. Housing growth will continue and at least 10,000 more units may be added in the North Central area. This Plan continues the policies of the Pleasant Hill BART Station Specific Plan, which allows high-density commercial and residential development in that unincorporated area.

**East County**

Much of the future growth in the county is planned for the Pittsburg-Bay Point-Antioch corridor. Approximately 10,500 new housing units are projected in this area between 2000 and 2010. Approximately 11,300 were built in this area between 1990 and 2000.

The remainder of East County includes the unincorporated Bethel Island and Discovery Bay communities, as well as the cities of Brentwood and Oakley. In this area, an additional 29,600 homes are projected by ABAG between 2000 and 2010 which would result in a population of about 97,800 more people by the year 2020.

**San Ramon Valley**

Very large residential projects that were approved in the San Ramon Valley during the early 1980s have been built. However, the Dougherty Valley Project may add up to 11,000 new homes over a 20-year period beginning in 1999.

**COMMERCIAL/INDUSTRIAL GROWTH**

In terms of future commercial and industrial growth, this General Plan envisions creation of approximately 109,370 new jobs between 2000 and 2020.

It should be noted that the job projections included in Table 3-2 assume that only a portion of the vacant lands planned for commercial or industrial uses will be developed during the planning period. The General Plan projections assume that market constraints and other factors will limit the amount of commercial and industrial development that is planned in the fast-growing East County area. Thus, some of the job growth is not expected until after the 15-year planning period, during the second or third decades of this century.

**THE URBAN LIMIT LINE AND LAND USES**

It is important that readers of this General Plan appreciate the interrelationship between the ULL, 65/35 Land Preservation Standard, and land use designations identified in this Land Use Element. The ULL, originally established by county voters through their adoption of Measure C-1990, is an integral feature of the Land Use Element. In general, the purpose of the ULL is twofold: (1) to ensure preservation of identified non-urban agricultural, open space, and other areas by establishing a line beyond which no urban land uses can be designated during the term of this General Plan, and (2) to facilitate enforcement of the 65/35 Standard.

To establish the location of the initial ULL, the County considered a number of criteria and factors. Factors which contributed to properties being located outside the ULL included: (1) land which qualifies for rating as Class I and Class II in the National Resource Conservation System (NRCS) Land Capability Classification; (2)
open space, parks, and other recreation areas; (3) lands with slopes of 26 percent or greater; (4) wetlands; and (5) other areas not appropriate for urban growth because of physical unsuitability for development, unstable geological conditions, inadequate water availability, lack of appropriate infrastructure, distance from existing development, likelihood of substantial environmental damage or substantial injury to fish or wildlife or their habitat, and other similar factors. No one criterion was necessarily determinative of whether a property was located inside or outside the ULL. Where properties had characteristics that would locate them either inside or outside the ULL, the County, based upon the best information available at the time, weighed the competing characteristics and determined the most appropriate location for the property.

During the terms of the General Plan and ULL, properties that are located outside the ULL may not obtain General Plan Amendments that would redesignate them for an urban land use. In addition, those properties outside the ULL may be subject to various agricultural and open space preservation measures identified elsewhere in this General Plan. These measures could include the following: (1) permitting owners of large-acre parcels to subdivide and sell off two one-acre parcels from their property that could be developed with one residential unit on each parcel; (2) encouraging dedication of open space and conversation easements; (3) implementing a transfer of development rights (TDR) program; (4) requiring payment of an agricultural mitigation fee for conversion of agricultural land; (5) promoting non-urban "preservation" agreements between the County and cities to prevent annexation by cities of certain appropriate properties; (6) promoting special legislation for preferential tax treatment for agricultural and open space lands; and (7) establishing an "agricultural soils trust fund" to fund possible purchase of easements or title to agricultural or open space lands. In general, the purpose of these measures is to preserve open space and agricultural lands and contribute to the continued economic viability of agricultural property. Inclusion of the measures in the General Plan does not necessarily mean that all or any of them is endorsed by the County. Actual implementation of any of the measures will require further study and analysis and implementation through appropriate zoning measures.

Properties located inside the ULL are governed by the land use designations contained in this General Plan. These properties continue to be subject to the goals, policies, and implementation measures of this General Plan as a whole. The fact that a property is located inside the ULL provides no guarantee or implication that it may be developed during the lifetime of this General Plan. Development of property within the ULL is restricted by the limitations imposed by the County's Growth Management Program, as well as by other General Plan limitations. In addition, those properties within the ULL that do not currently have land use designations that would permit urban development would have to apply for and obtain a General Plan Amendment redesignating the property with a land use designation permitting urban development. Moreover, even as land is developed within the ULL, a substantial portion shall be retained for non-urban uses such as open space, parks, and recreational uses. These non-urban uses within the ULL shall be categorized as "non-urban" for purposes of monitoring compliance with the 65/35 Land Preservation Standard. This goal shall be applied within the ULL on
a countywide basis as it may be more or less applicable to various development projects within the ULL. Therefore, the only actual effect of locating a property within the ULL is that a General Plan Amendment to change the land use designation from non-urban to urban may be considered for that property within the term of the General Plan, while no such application would be considered for property located outside the ULL.

3. Land Use Element

CHANGES TO THE URBAN LIMIT LINE

There shall be no change to the ULL that would violate the 65/35 Land Preservation Standard. There also will be no change to the ULL except in the manner specified herein. There will be no change to the ULL unless the Board of Supervisors first holds a public hearing at which it approves the change or changes, by a four-fifths vote, after making one or more of the following findings based on substantial evidence in the record:

(a) A natural or man-made disaster or public emergency has occurred which warrants the provision of housing and/or other community needs within land located outside the ULL;

(b) An objective study has determined that the ULL is preventing the County from providing its fair share of affordable housing or regional housing as required by State law, and the Board of Supervisors finds that a change to the ULL is necessary and the only feasible means to enable the County to meet these requirements of State law;

(c) A majority of the cities that are party to a preservation agreement and the County have approved a change to the ULL affecting all or any portion of the land covered by the preservation agreement;

(d) A minor change to the ULL will more accurately reflect topographical characteristics or legal boundaries;

(e) An objective study has determined that a change to the ULL is necessary or desirable to further the economic viability of the east Contra Costa County Airport, and either (I) mitigate adverse aviation related to environmental or community impacts attributable to Buchanan Field, or (ii) further the County's aviation related needs;

(f) A change is required to conform to applicable California or federal law; or

(g) A five (5) year periodic review of the ULL has determined, based on the criteria and factors for establishing the ULL set forth above, that new information is available (from city or County growth management studies or otherwise) or circumstances have changed, warranting a change to the ULL.

Any General Plan Amendment that would expand the ULL by more than 30 acres shall require voter approval of the proposed General Plan Amendment, following the public hearing and the four-fifths vote of the Board of Supervisors approving the General Plan Amendment and making one or more of the findings set forth in subsections (a) through (g) above. Notwithstanding the foregoing, a proposed
General Plan Amendment to expand the ULL by more than 30 acres does not require voter approval if, after a public hearing, the Board of Supervisors by a four-fifths vote approves the General Plan Amendment and makes either of the following findings based on substantial evidence in the record: (i) the expansion of the ULL is necessary to avoid an unconstitutional taking of private property; or (ii) the expansion of the ULL is necessary to comply with state or federal law. Expansions of the ULL totaling 30 acres or less do not require voter approval.

The Board of Supervisors may conduct a cyclical review of the ULL every five years.

The Board of Supervisors will review the boundary of the ULL in the year 2016. The purpose of the year 2016 review is to determine whether a change to the boundary of the County’s Urban Limit Line Map is warranted, based on facts and circumstances resulting from the County’s participation with the cities in a comprehensive review of the availability of land in Contra Costa County sufficient to satisfy housing and jobs needs for 20 years thereafter. This review of the ULL is in addition to any other reviews of the ULL the Board of Supervisors may conduct.

Any change to the ULL proposed as a result of any review authorized by this section must be adopted pursuant to the procedures set forth in this section. These provisions are effective until December 31, 2026.

The ULL is shown on Figure 3-1. A larger scale map showing the ULL and any changes to the ULL can be obtained from the County Conservation and Development Department. Table 3-3 shows the estimates of how the initial ULL relates to the 65/35 Land Preservation Standard in terms of acreage and percentage. The figures were developed by planimeter readings of the ULL as drawn on the Land Use Maps produced by the Contra Costa County Conservation and Development Department and demonstrate that of the 481,430 acres in the county, a maximum of 168,500 acres (35 percent) could be devoted to urban use under the interplay of the 65/35 Standard with the ULL. This would require approval of future General Plan Amendments. The calculations indicate that there are about 144,020 acres designated in the General Plan for urban use within the ULL, after deducting the existing 23,980 acres of agricultural and open space land inside the ULL.

65/35 Land Preservation Standard

The 65/35 Land Preservation Standard is a fundamental component of Measures C-1990 and L-2006. The Standard limits urban development to no more than 35 percent of the land in the county and requires at least 65 percent of all land in the county to be preserved for agriculture, open space, wetlands, parks, and other non-urban uses (for definitions, see Section 3.5). The 65/35 Standard operates on a countywide basis and therefore includes urban and non-urban uses within cities as well as unincorporated areas. The ULL works in conjunction with the 65/35 Standard to ensure that both inside and outside the ULL, a maximum of not more than 35 percent urban development could occur in the county, irrespective of potential General Plan Amendments in the future. As described above, in order to maintain compliance with the 65/35 Standard, substantial acreage within the ULL will be required for the open space, parks, recreation, and other non-urban uses.
Figure 3-1  Urban Limit Line

NOTE:
An enlarged version of this map is found at the end of this General Plan. Map updated per voter approval of Measure L, November 7, 2006. Term runs through 2028.

Map includes all amendments through April 2014. For higher detail and the most current designations please refer to the county’s Maps & GIS website: http://www.contracosta.ca.gov/1818/Maps-GIS for an interactive map and GIS data downloads.

CONTRA COSTA COUNTY

Map Date: April 15, 2014
Contra Costa County Department of Conservation & Development
651 Pine Street, Pittsburg, CA 94565
510-727-5515 916-455-9238
In accordance with Measure C-1990, LAFCO shall be advised by the County to: (a) respect and support the 65/35 Standard, ULL, and growth management standards when considering requests for incorporation or annexation to cities or service districts; (b) apply the stricter growth management standards of either the County, the incorporating city or annexing city or service district, when considering requests for incorporation or annexations of land to cities or service districts; and (c) require that unincorporated land located within the ULL that is to be incorporated into a new city or annexed to a city be used to provide a fair share of affordable housing when and if such land is developed.

3.7 LAND USE DESIGNATIONS

This section describes the 32 land use designations used in this General Plan. The designations are summarized briefly below, and described in greater detail later in this section.

This Plan includes 11 residential land use designations. The single-family designations range from a density of rural residences on 1-acre lots up to 7.2 homes per net acre. The multiple-family (usually attached housing) designations range from low-density townhouses, condominiums or trailer homes at a density of 7.3 units per net acre up to very dense apartment or condominium projects that could contain up to 100 units per acre. A multiple-family designation is also included to describe congregate care projects (senior housing with some shared facilities) at defined densities.

The largely non-residential, job-generating land uses specified in this General Plan include 10 designations:

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**TABLE 3-3**

**CONTRA COSTA COUNTY**

**ESTIMATES OF URBAN LIMIT LINE**

**IN RELATION TO 65/35 LAND PRESERVATION STANDARD**

<table>
<thead>
<tr>
<th>Acres</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>481,430</td>
<td>Total County Land Area (100 percent)</td>
</tr>
<tr>
<td>312,930</td>
<td>Minimum Non-urban Land (65 percent)</td>
</tr>
<tr>
<td>168,500</td>
<td>Maximum Potential Urban Land (35 percent)</td>
</tr>
<tr>
<td>219,000</td>
<td>Total Land Area Inside Urban Limit Line (ULL; 45.5 percent)</td>
</tr>
<tr>
<td>(43,150)</td>
<td>- Dedicated to Open Space Inside ULL</td>
</tr>
<tr>
<td>(26,720)</td>
<td>- Dedicated to Agricultural Use Inside ULL</td>
</tr>
<tr>
<td>144,020</td>
<td>General Plan Urban Uses Inside ULL (30 percent)</td>
</tr>
<tr>
<td>23,980</td>
<td>Maximum Potential Urban Conversion Acreage (5 percent)</td>
</tr>
</tbody>
</table>

1 Acreages are rounded to the nearest 10 acres.

2 If GPAs were approved, this is the maximum amount of non-urban land inside the initial Urban Limit Line that could be converted to urban use.

**ULL, 65/35 Land Preservation Standard, Growth Management, and LAFCO**

In accordance with Measure C-1990, LAFCO shall be advised by the County to: (a) respect and support the 65/35 Standard, ULL, and growth management standards when considering requests for incorporation or annexation to cities or service districts; (b) apply the stricter growth management standards of either the County, the incorporating city or annexing city or service district, when considering requests for incorporation or annexations of land to cities or service districts; and (c) require that unincorporated land located within the ULL that is to be incorporated into a new city or annexed to a city be used to provide a fair share of affordable housing when and if such land is developed.
Three commercial designations which range from neighborhood-serving retail and services to large-scale, regional-oriented shopping centers, as well as wholesale businesses;

Two office designations that differentiate between large-scale, master planned office parks (Business Park) and other office buildings or clusters of buildings (Office);

Two industrial designations that separate "heavy" and "light" manufacturing and processing;

A designation for privately-operated recreational uses (Commercial Recreation);

A special designation applied to marina and shoreline-oriented retail uses in the Bethel Island area (Marina Commercial);

A designation for airport-supporting commercial uses (Airport Commercial);

The Mixed-Use designation allows residential and commercial uses to be combined in the same project and has been applied in specific locations throughout the county.

The Public and Semi-Public designation identifies sites for public buildings/uses and infrastructure.

The Landfill designation identifies sites for public and private landfills.

Finally, seven designations differentiate between types of non-urban uses including agriculture, open space, parks and recreation, water, and watershed uses.

Table 3-4 lists the 32 General Plan land use designations and the densities or use intensities associated with each. The designations are closely related to the density requirements defined in the County's Zoning Ordinance, and are continuous, without gaps, across the density range. For example, the density requirements of units per net acre for the Single-Family Residential-Very Low (0.2-0.9) and Single-Family Residential-Low (1.0-2.9) designations mean that the very low designation will allow for densities ranging from 0.2 units per net acre up to but not including 1.0 units per net acre.

Residential densities are generally defined in terms of housing units per net acre. When calculating the allowed density of a parcel, readers should keep in mind that unique environmental characteristics may justify a reduced number of units or intensity of use than is normally allowed under the General Plan designation. Notwithstanding this caveat, one single-family residential unit is allowed on any existing, legally-created lot in the residential, agricultural, and open space designations. The County Zoning Ordinance provides for variances from the minimum lot size and dimensional requirements, in accordance with State law.

Intensity of use in the commercial and industrial General Plan designations is defined in terms of floor area ratio (FAR). FAR is calculated by dividing the square
### TABLE 3-4
SUMMARY OF GENERAL PLAN LAND USE DESIGNATIONS

<table>
<thead>
<tr>
<th>Abbreviation on Land Use Element Map</th>
<th>Units Per Net Acre¹</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>SINGLE-FAMILY RESIDENTIAL</strong></td>
<td></td>
</tr>
<tr>
<td>SV Very Low</td>
<td>0.2 - 0.9</td>
</tr>
<tr>
<td>SL Low</td>
<td>1.0 - 2.9</td>
</tr>
<tr>
<td>SM Medium</td>
<td>3.0 - 4.9</td>
</tr>
<tr>
<td>SH High</td>
<td>5.0 - 7.2</td>
</tr>
<tr>
<td>OIBA Off-Island Bonus Area</td>
<td>0.2²</td>
</tr>
<tr>
<td><strong>MULTIPLE-FAMILY RESIDENTIAL</strong></td>
<td></td>
</tr>
<tr>
<td>ML Low</td>
<td>7.3 - 11.9</td>
</tr>
<tr>
<td>MM Medium</td>
<td>12.0 - 21.9</td>
</tr>
<tr>
<td>MH High</td>
<td>22.0 - 29.9</td>
</tr>
<tr>
<td>MV Very High</td>
<td>30.0 - 44.9</td>
</tr>
<tr>
<td>MS Very High-Special</td>
<td>45.0 - 99.9</td>
</tr>
<tr>
<td>CC Congregate Care-Senior Housing</td>
<td>N/A</td>
</tr>
<tr>
<td>MO Mobile Home</td>
<td>1.0 - 12.0</td>
</tr>
<tr>
<td><strong>COMMERCIAL/INDUSTRIAL</strong></td>
<td><strong>Floor Area Ratio³</strong> (subject to city plans)</td>
</tr>
<tr>
<td>RC Regional Commercial</td>
<td></td>
</tr>
<tr>
<td>CO Commercial</td>
<td>0.1 - 1.0</td>
</tr>
<tr>
<td>ACO Airport Commercial</td>
<td>0.1 - 1.5</td>
</tr>
<tr>
<td>OF Office</td>
<td>0.1 - 1.5</td>
</tr>
<tr>
<td>BP Business Park</td>
<td>0.25 - 1.5</td>
</tr>
<tr>
<td>LI Light Industry</td>
<td>0.25 - 0.67</td>
</tr>
<tr>
<td>HI Heavy Industry</td>
<td>0.1 - 0.4</td>
</tr>
<tr>
<td>CR Commercial Recreation</td>
<td>0.1 - 1.0</td>
</tr>
<tr>
<td>M-1, M-2, etc.</td>
<td></td>
</tr>
<tr>
<td>LC Local Commercial</td>
<td></td>
</tr>
<tr>
<td>MC Marina Commercial</td>
<td></td>
</tr>
<tr>
<td><strong>AGRICULTURE/OPEN SPACE</strong></td>
<td></td>
</tr>
<tr>
<td>PR Parks and Recreation</td>
<td>-</td>
</tr>
<tr>
<td>OS Open Space</td>
<td>-</td>
</tr>
<tr>
<td>AL Agricultural Lands</td>
<td>0.2</td>
</tr>
<tr>
<td>AC Agricultural Core</td>
<td>0.025</td>
</tr>
<tr>
<td>DR Delta Recreation and Resources</td>
<td>0.05</td>
</tr>
<tr>
<td>WA Water</td>
<td>-</td>
</tr>
<tr>
<td>WS Watershed</td>
<td>-</td>
</tr>
<tr>
<td><strong>PUBLIC/SEMI-PUBLIC/OTHER</strong></td>
<td></td>
</tr>
<tr>
<td>PS Public and Semi-Public</td>
<td>-</td>
</tr>
<tr>
<td>LF Landfill</td>
<td>-</td>
</tr>
</tbody>
</table>

¹ Net acreage includes all land area used exclusively for residential purposes, and excludes streets, highways, and all other public rights-of-way. Net acreage is assumed to constitute 75 percent of gross acreage for all uses, except for the Multiple-Family designations, where it is assumed to comprise 80 percent.

² Density increases available through participation in bonus programs described on page 3-22.

³ Floor area ratio is calculated by dividing building square footage by lot size.
footage of a building by the square footage of its lot. Thus, a building containing 10,000 square feet constructed on a 20,000 square foot lot has a FAR of 0.5.

Table 3-5 summarizes the relationship between the land use designations used in this General Plan and the zoning districts defined in the County Zoning Ordinance. The table outlines which specific zoning districts are already consistent with each General Plan designation and those which might be considered consistent with each designation, depending on the particular use. For example, the R-6 and R-7 zoning districts (which require minimum lot sizes of 6,000 and 7,000 square feet for new residential units, respectively) are consistent with the Single-Family Residential-High Density designation because the zoning standards fall within the density mandated by that designation (5.0 to 7.2 units per net acre). The Planned Unit (P-1) zoning district, one the other hand, could be considered consistent with any General Plan designation because the P-1 district is intended to allow flexibility in the relationship of various uses, buildings, structures, lot sizes, and open spaces while ensuring compliance with the General Plan and County codes and standards that protect public health, safety, and the general welfare of the county. When determining whether a P-1 district is consistent with the underlying land use designation(s) as indicated in Table 3-5, the County Conservation and Development Department shall assess the project’s compliance with the standards found in this General Plan, without exceeding the total density or intensity of the project site as a whole, as specified in the Plan.

The County Ordinance Code specifies a range of uses which are allowed by right or through approval of a land use permit within each zoning district. A major implementation measure included in this Plan calls for the County Ordinance Code to be reviewed and revised to ensure that the provisions of the Code conform to the intent and spirit of the General Plan. However, as a matter of County policy, the staff reports prepared for all applications shall discuss whether the application complies with the spirit and intent of the General Plan. In instances where consistency between allowable uses under the current zoning and General Plan cannot clearly be determined (due to scope, scale or use), use permit applications shall either be denied or directed to apply for a rezoning.

RESIDENTIAL USES

This General Plan contains 11 residential land use designations, 4 describing single-family densities and 7 describing multiple-family densities. The following two criteria define the various residential use designations:

- Housing units per net acre (excluding the area required for local streets and other public uses, which is assumed to consume approximately 25 percent of gross single-family and 20 percent of gross multiple-family residential area); and
- The population density range (persons per net acre) which is associated with the designation.

The prohibitions on attached or detached structures found within the residential designations can be modified if found to be appropriate, to comply with the
### TABLE 3-5
CONSISTENCY BETWEEN THE GENERAL PLAN AND ZONING ORDINANCE

<table>
<thead>
<tr>
<th>General Plan Land Use Designation</th>
<th>Zoning Districts $^1$</th>
<th>Could be Consistent $^2$</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Single-Family Residential</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Very Low Density</td>
<td>R-40, R-65, R-100</td>
<td>P-1, all A- districts</td>
</tr>
<tr>
<td>Low Density</td>
<td>R-15, R-20, R-40</td>
<td>P-1, all A- districts</td>
</tr>
<tr>
<td>Medium Density</td>
<td>R-10, R-15</td>
<td>P-1, all A- districts</td>
</tr>
<tr>
<td>High Density</td>
<td>R-6, R-7, R-10, D-1</td>
<td>P-1, all A- districts</td>
</tr>
<tr>
<td><strong>Multiple-Family Residential</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Low Density</td>
<td>R-6, D-1, T-1, M-6, M-9</td>
<td>P-1</td>
</tr>
<tr>
<td>Medium Density</td>
<td>T-1, M-9, M-12, M-17</td>
<td>P-1</td>
</tr>
<tr>
<td>High Density</td>
<td>M-17, M-29</td>
<td>P-1</td>
</tr>
<tr>
<td>Very High Density</td>
<td>M-29</td>
<td>P-1</td>
</tr>
<tr>
<td>Very High Density (Special)</td>
<td>P-1</td>
<td>-</td>
</tr>
<tr>
<td>Congregate Care-Senior Housing</td>
<td>P-1</td>
<td>-</td>
</tr>
<tr>
<td>Mobile Home</td>
<td>T-1</td>
<td>P-1</td>
</tr>
<tr>
<td><strong>Commercial/Industrial</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Regional Commercial</td>
<td>C, O-1</td>
<td>P-1, R-B</td>
</tr>
<tr>
<td>Commercial</td>
<td>C, C-B, R-B, N-B</td>
<td>P-1</td>
</tr>
<tr>
<td>Local Commercial</td>
<td>C, R-B, N-B</td>
<td>P-1</td>
</tr>
<tr>
<td>Marina Commercial</td>
<td>C, R-B</td>
<td>P-1</td>
</tr>
<tr>
<td>Airport Commercial</td>
<td>P-1</td>
<td>P-1</td>
</tr>
<tr>
<td>Office</td>
<td>O-1, A-O</td>
<td>P-1</td>
</tr>
<tr>
<td>Business Park</td>
<td>C-M, A-O</td>
<td>C, P-1</td>
</tr>
<tr>
<td>Light Industry</td>
<td>L-I</td>
<td>C, P-1</td>
</tr>
<tr>
<td>Heavy Industry</td>
<td>L-I, H-I, W-3</td>
<td>C, P-1</td>
</tr>
<tr>
<td>Commercial Recreation $^3$</td>
<td>C, C-B, N-B</td>
<td>R-B, P-1</td>
</tr>
<tr>
<td>Mixed-Use</td>
<td>P-1</td>
<td>All R-, all M-, all C and O, L-I</td>
</tr>
<tr>
<td><strong>Agriculture/Open Space</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Parks and Recreation</td>
<td>All A- districts</td>
<td>All</td>
</tr>
<tr>
<td>Open Space</td>
<td>All A- districts</td>
<td>P-1</td>
</tr>
<tr>
<td>Agricultural Lands</td>
<td>All A- districts</td>
<td>P-1</td>
</tr>
<tr>
<td>Agricultural Core</td>
<td>A-40, A-80</td>
<td>P-1</td>
</tr>
<tr>
<td>Delta Recreation and Resources</td>
<td>A-20, A-40, A-80</td>
<td>P-1</td>
</tr>
<tr>
<td>Water</td>
<td>-</td>
<td>All</td>
</tr>
<tr>
<td>Watershed</td>
<td>All A- districts</td>
<td>P-1</td>
</tr>
<tr>
<td><strong>Public/Semi-Public/Other</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public and Semi-Public</td>
<td>-</td>
<td>All</td>
</tr>
<tr>
<td>Landfill</td>
<td>A-2</td>
<td>P-1</td>
</tr>
</tbody>
</table>

$^1$ This inventory presumes that four antiquated zoning districts will be deleted from the County Zoning Ordinance: F-R (Forestry-Recreation), U (Unrestricted), F-1 (Water Recreational), and A-1 (Light Agriculture).

$^2$ The zoning districts listed under the "Could be Consistent" column could be found consistent with the General Plan designation under certain circumstances, depending upon the specific use that is proposed.

$^3$ A new district should be added to the Zoning Ordinance which would allow commercial uses specifically related to waterfront areas.
3. Land Use Element

General Plan intent, and to respond to site environmental factors, but only if considered through use of the Planned Unit District zoning process.

It should be noted that the Planned Unit District ordinance is intended to provide flexibility of site design, building massing, setbacks, height, etc. As indicated in Table 3-5 and discussed above, Planned Unit District projects may be approved in any of the land use designations, provided that the overall density of the project is within the range specified in that designation.

The residential land use designations are as follows:

a. **Single-Family Residential-Very-Low Density (SV)**

   This designation allows a maximum of up to 0.9 single-family units per net acre. No maximum site area per unit is defined. With an average of 2.5 persons per household, population density would normally range from 1 to 3 persons per acre.

   Primary land uses permitted in this designation include detached single-family homes and accessory buildings and structures, and the keeping of a limited number of livestock, consistent with a rural lifestyle. Secondary uses generally considered to be compatible with very-low density homes may be allowed, including home occupations, small residential care and childcare facilities, churches and other similar places of worship, accessory dwelling units, and other uses and structures incidental to the primary uses.

b. **Single-Family Residential-Low Density (SL)**

   This designation allows a range of 1.0 and 2.9 single-family units per net acre. Sites can be as large as 43,560 square feet. Unique environmental characteristics of a parcel may justify larger lot sizes. With an average of 2.5 persons per household, population densities would normally range from about 2 to about 7.5 persons per acre.

   Primary land uses permitted in this designation include detached single-family homes and accessory buildings and structures. Secondary uses generally considered to be compatible with low density homes may be allowed, including home occupations, small residential care and childcare facilities, churches and other similar places of worship, accessory dwelling units, and other uses and structures incidental to the primary uses.

c. **Single-Family Residential-Medium Density (SM)**

   This designation allows between 3.0 and 4.9 single-family units per net acre. Sites can range up to 14,519 square feet. With an average of 2.5 persons per household, population densities would normally range from about 7.5 to about 12.5 persons per acre.

   Primary and secondary land uses permitted in this designation are the same as above in (b).
d. **Single-Family Residential-High Density (SH)**

This designation allows between 5.0 and 7.2 single-family units per net acre. Sites can range up to 8,729 square feet. With an average of 2.5 to 3 persons per household, population densities would normally range from about 12.5 to about 22 persons per acre.

Primary and secondary land uses permitted in this designation are the same as above in (b). In addition, in specified areas of the county with conventional zoning, attached single-family units (duplexes or duets) may be allowed.

e. **Multiple-Family Residential-Low Density (ML)**

This designation allows between 7.3 and 11.9 multiple-family units per net acre. Sites can range up to 5,999 square feet. With an average of 2.5 persons per unit, population densities would normally range between about 18.5 to about 30 persons per acre.

Primary land uses include attached single-family residences (such as duplexes or duets), multiple-family residences such as condominiums, town houses, apartments, and mobile home parks, and accessory buildings and structures normally auxiliary to the primary uses. Secondary land uses which do not conflict with primary uses may be allowed, including churches, accessory dwelling units, home occupations, and group care and/or childcare facilities.

f. **Multiple-Family Residential-Medium Density (MM)**

This designation allows between 12.0 and 21.9 multiple-family units per net acre. Sites can range up to 3,349 square feet. With an average of 2.5 persons per unit, population densities would normally range between about 30 to about 55 persons per acre.

Primary and secondary land uses permitted in this designation are the same as above in (e).

h. **Multiple-Family Residential-High Density (MH)**

This designation allows between 22.0 and 29.9 multiple-family units per net acre. Sites can range up to 1,979 square feet. With an average of 2.5 persons per unit, population densities would normally range from about 55 to about 75 persons per acre.

Primary and secondary land uses permitted in this designation are the same as above in (e).

h. **Multiple-Family Residential-Very High Density (MV)**

This designation allows between 30.0 and 44.9 multiple-family units per net acre. Sites and can range up to 1,451 square feet. With an assumed average of 2 persons per unit, population densities would normally range from about 60 to about 90 persons per acre.
3. Land Use Element

Primary land uses shall include multiple-family residences such as apartments and condominiums, and accessory buildings and structures normally auxiliary to the primary uses. Secondary land uses which do not conflict with primary uses may be allowed, including accessory dwelling units, home occupations, and group care and/or childcare facilities.

i. **Multiple-Family Residential—Very High Special Density (MS)**

This designation allows between 45.0 and 99.9 multiple-family units per net acre. Sites can range up to 967 square feet. With an average of 2.0 persons per unit, population densities would normally range from about 90 to about 200 persons per acre.

Primary and secondary land uses permitted in this designation are the same as above in (h).

j. **Multiple-Family Residential—Congregate Care (CC)**

The density and uses allowed in this General Plan designation are limited specifically to those senior housing with shared facility projects outlined in the text of the individual General Plan Amendments adopted for these uses.

k. **Mobile Homes (MO)**

This designation allows between 1 and 12 mobile home units per net acre. Minimum site size is 3 acres for a mobile home park and minimum lot size is 2,500 square feet. With an average of 1.8 persons per unit, population densities would normally range from 1.8 to 21.6 persons per acre.

l. **Off-Island Bonus Area (OIBA)**

A bonus density is identified in the off-island portion of the Bethel Island planning area in the vicinity of Bethel Island Road and Sandmound Boulevard. The base density of this area is 1 dwelling unit per 5 acres. This density shall be increased through the bonus program if the applicant participates in one of the following programs:

- **Recreational Projects.** Residential projects which include a distinct, identifiable recreational character by including substantial recreational facilities shall be allowed a density of 1.0–2.9 units per net acre. Recreational amenities may include marinas or launching areas off the project site on Sandmound or Rock Sloughs, a lake community, a sailing/boating club on a project lake, an equestrian facility, a tennis club or golf course.

- **Purchase of Development Rights.** The development rights for 1-acre increments of land in the county with an Agricultural Land designation may be purchased and dedicated to the County to increase the base density up to ½ dwelling unit per net acre. Acquiring development rights in 1-acre increments of land in the county with an Agricultural Core designation will increase the base density up to a maximum of 3 dwelling units per net acre.
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acre. A program for acquisition of development rights shall be implemented by the Conservation and Development Department.

m. Congregate Care (CC)

This designation allows for the development of clustered residential units for the location of senior citizen congregate care housing projects. While this is a specific County general designation, it is adopted with unique criteria for each site to which it is applied.

COMMERCIAL/OFFICE/INDUSTRIAL USES

This General Plan includes 10 designations for non-residential, job-generating land uses. The designations are described in terms of uses allowed, maximum coverage that a building may occupy on the parcel, maximum floor area ratio, and the average number of employees per gross acre that could be expected.

a. Commercial (CO)

This designation allows for a broad range of commercial uses typically found in smaller-scale neighborhood, community, and thoroughfare commercial districts, including retail and personal service facilities, limited office, and financial uses. Commercial/distribution-scale solar energy generating facilities are allowed in areas zoned C - General Commercial District after issuance of a land use permit. The following standards apply:

(1) Maximum site coverage: 40 percent
(2) Maximum building height: 35 feet
(3) Maximum floor area ratio: 1.0
(4) Average employees per gross acre: 160 employees

b. Regional Commercial

This designation allows large centers of commercial land use concentrations, including regional shopping malls and similar uses, with retail, personal service, financial and associated facilities, and hospitals. There are no regional commercial areas within the unincorporated county. The standards applicable to these areas are outlined in the respective city general plans and zoning ordinances:

(1) Maximum site coverage: (subject to city plans)
(2) Maximum building height: (subject to city plans)
(3) Maximum floor area ratio: (subject to city plans)
(4) Average employees per gross acre: (subject to city plans)

c. Local Commercial (LC)

The Local Commercial designation in the Bethel Island area allows for the continued maintenance of the existing commercial core along Bethel Island Road, at both ends of the bridge. Land uses under this designation shall
support existing businesses and further the variety of services and retail products available to the residents and visitors. Limited local commercial may be considered in other portions of the off-island area if incorporated into a residential community.

d. **Marina Commercial (MC)**

Land uses with a Marina Commercial designation in the Bethel Island area shall be tied directly to water-oriented activities such as boat sales, repairs, storage, fishing supplies and water skiing.

e. **Commercial Recreation (CR)**

This designation allows a range of privately-operated recreational uses of a commercial character, including marinas and similar facilities, campgrounds, golf courses, outdoor sports and athletic complexes. The following standards apply:

(1) Maximum site coverage: 40 percent
(2) Maximum building height: 35 feet
(3) Maximum floor area ratio: 1.0
(4) Average employees per gross acre: 15 employees

f. **Airport Commercial (ACO)**

This designation reflects commercial uses that could stand separate from the airport, but serve to support the airport function. The following standards apply:

(1) Maximum site coverage: 30 percent
(2) Maximum building height: 40 feet
(3) Maximum floor area ratio: 0.67
(4) Average employees per gross acre: 45 employees

g. **Office (OF)**

This designation allows office facilities of an administrative character including branch and head offices, multi-tenant buildings, medical/dental offices, and similar uses. The following standards apply:

(1) Maximum site coverage: 40 percent
(2) Maximum building height: 50 feet
(3) Maximum floor area ratio: 1.5
(4) Average employees per gross acre: 100 employees

h. **Business Park (BP)**

This designation allows a mix of commercial, office, and light industrial uses which, by the high quality of their development and the nature of their
operations, demonstrate compatibility with adjacent commercial and residential uses. In addition, smaller commercial establishments which serve on-site employees such as business services and local-serving retail uses are allowed. Adherence to landscaping, buffering and design standards provides the means for achieving a high level of amenity for employees and neighboring uses. The following standards apply:

(1) Maximum site coverage: 40 percent
(2) Maximum building height: 60 feet
(3) Maximum floor area ratio: 1.5
(4) Average employees per gross acre: 100 employees

i. **Light Industry (LI)**

This designation allows light industrial activities such as processing, packaging, machinery repair, fabricating, distribution, warehousing and storage, research and development, and similar uses which emit only limited amounts of smoke, noise, light, or pollutants. Commercial/distribution-scale solar energy generating facilities are allowed after issuance of a land use permit. The following standards apply:

(1) Maximum site coverage: 50 percent
(2) Maximum building height: 50 feet
(3) Maximum floor area ratio: 0.67
(4) Average employees per gross acre: 60 employees

j. **Heavy Industry (HI)**

This designation allows activities requiring large areas of land with convenient truck, ship, and/or rail access. These uses are typically not compatible with residential uses in close proximity and the operations conducted may be characterized by noise or other conditions requiring spatial separation. Uses may include metalworking, chemical or petroleum product processing and refining, heavy equipment operation and similar activities. Light industrial land uses will be allowed within lands designated Heavy Industrial and they can be developed according to light industrial definition and standards found in that designation. The following standards apply:

(1) Maximum site coverage: 30 percent
(2) Maximum floor area ratio: 0.67
(3) Average employees per gross acre: 45 employees

**MIXED USES**

This General Plan utilizes a mixed-use land use designation, the purpose of which is to provide for integration in a single project of both residential and commercial/office uses. In the mixed-use designation housing is specifically permitted, but not required. All Mixed-Use areas are indicated on the Land Use Element Map with an “M” designation. For unincorporated mixed-use areas, the “M” is followed by a
specific reference number (M-1, M-2, etc.). There are also numerous mixed-use areas found in city general plans or city designations which do not necessarily conform to County General Plan designations; these are notated as “M” without a reference number. The appropriate city plan must be referenced for more detailed information. The mixed-use designations employed in the unincorporated areas are described below.

a. **Parker Avenue Mixed-Use (M-1)**

The Parker Avenue Mixed-Use designation in Rodeo represents the revival of a once common concept: the placement of residential units over street-level businesses. This designation applies to properties along a portion of Parker Avenue, and behind them along the flood control channel. Due to the limited frontage dimensions of existing parcels, it will be necessary to consolidate properties to create at least 100 feet of continuous frontage on Parker Avenue as a prerequisite for retail or office uses in this area. Without such consolidation, parcels will be restricted to multiple family residential uses in the high-density residential ranges.

Additional development guidelines to be applied to projects proposed in this area are included under the "Policies for the Rodeo Area" in this chapter.

b. **Downtown/Waterfront Rodeo Mixed-Use (M-2)**

The Downtown/Waterfront Rodeo Mixed-Use designation encourages the revitalization of downtown Rodeo through efforts to concentrate commercial/office uses into logical groupings and to provide for economic reuse of the area through the provision of multiple-family residential (primarily townhouses) buildings.

The Rodeo Waterfront/Downtown Specific Plan (1997) and Rodeo Redevelopment Area Planned Unit Development Zoning Code and Design Guidelines (2005) provide added detail to the implementation of this mixed-use area and provide design guidelines for downtown Rodeo.

c. **Pleasant Hill BART Station/Contra Costa Centre Mixed-Use (M-3)**

The Pleasant Hill BART Station/Contra Costa Centre Mixed-Use designation applies to three sub-areas defined by the Pleasant Hill BART Station Specific Plan. The mixed-use areas are located generally south of Las Juntas Way.

Specific development guidelines for these areas are included in the "Policies for the Pleasant Hill BART Station/Contra Costa Centre Area" section in this chapter.

d. **Willow Pass Road Mixed-Use (M-4)**

The Willow Pass Road Mixed-Use Corridor designation has been applied to many properties on either side of Willow Pass Road. A range of neighborhood shopping, residential, and office uses are permitted in this designation to
stimulate the upgrade and redevelopment of properties. Development guidelines to be applied to projects proposed in this area are included under the "Policies for the Bay Point Area" section of this chapter.

e. **Willow Pass Road Commercial Mixed-Use (M-5)**

   The Willow Pass Road Commercial Mixed-Use designation has been applied to properties on the south side of Willow Pass Road, west of Bailey Road in the Pittsburg/Bay Point BART Station Area Specific Plan area. The intent of this designation is to create a Neighborhood Commercial District as a focal point of the Bay Point Community. It is further intended that the area should be a pedestrian-oriented district with adequate parking, with its placement subservient to the shopping uses’ orientation to Willow Pass Road. Uses within the area are intended to serve residents who live nearby or are passing by from the greater neighborhood.

f. **Bay Point Residential Mixed-Use (M-6)**

   The Bay Point Residential Mixed-Use designation has been applied to properties in the southeast quadrant of the State Route 4/Bailey Road intersection in the Pittsburg/Bay Point BART Station Area. The intent of this designation is to encourage moderately high density, residential development which takes advantage of the area’s close proximity to both the BART station and Ambrose Park. Limited commercial uses are intended as secondary to the residential development and oriented to providing goods and services to neighborhood residents and visitors to Ambrose Park.

g. **Pittsburg/Bay Point BART Station Area Mixed-Use (M-7)**

   The Pittsburg/Bay Point BART Station Area Mixed-Use designation has been applied to property on the southwest quadrant of the State Route 4/Bailey Road intersection in the Pittsburg/Bay Point BART Station Area, as described in the plans adopted by the City of Pittsburg. This mixed-use area is within the city.

   Other General Plan designations included within the Specific Plan area include Multiple-Family Residential-Medium Density (MM), Multiple-Family Residential-High Density (MH), Commercial (CO), Public and Semi-Public (PS), and Parks and Recreation (PR).

h. **Dougherty Valley Village Center Mixed-Use (M-8)**

   The Dougherty Valley Village Center Mixed-Use designation identifies approximately 42 acres for the Village Center located at the confluence of the two main branches of Alamo Creek. This mixed-use designation will permit a combination of high-density residential, retail, and office uses, civic uses, parks, playas, and open space. Within the Village Center portions of the project densities up to 40 units per net acre will be allowed. Up to 680,000 square feet of retail/office/civic uses could be allowed in the Village Center.
i. **Montalvin Manor Mixed-Use (M-9)**

The Montalvin Manor Mixed-Use designation applies to two sites located at the intersection of Tara Hills Drive and San Pablo Avenue: a site consisting of one parcel at the north corner of the intersection and a site consisting of two parcels at the east corner of the intersection. A range of neighborhood retail, residential, and office uses are permitted in this designation to stimulate the upgrade and redevelopment of the properties.

The site at the north corner of the intersection (between San Pablo Avenue and the BNSF railroad tracks) is one parcel (APN: 403-030-005) comprising approximately 13.3 acres. The mixed-use designation is intended to encourage a mix of residential and neighborhood retail uses on this site. Residential development could include a range of multiple-family or single-family uses, including but not limited to a mobile home park and senior housing. As a general guide, the permitted density for multiple-family residential development on this site should be within the range of 12.0 to 21.9 units per net acre, comparable to the Multiple-Family Residential-Medium Density (MM) designation, and the permitted density for single-family residential development shall be comparable to the Single-Family Residential-High Density designation in the range of 6,000 to 7,000 square foot lots.

It is acknowledged that the site is bisected by Garrity Creek, a riparian corridor that presents potential constraints to site development which may further limit development density. To the extent feasible, the development of neighborhood retail on the site should be oriented toward San Pablo Avenue.

The site at the east corner of the intersection (bounded by Tara Hills Drive, San Pablo Avenue, and O’Hatch Drive) is approximately 3 acres on two parcels (APNs 403-202-011 and -012). The mixed-use designation is intended to encourage the mix of both residential and neighborhood retail uses on this site. Residential uses could include a range of multiple-family or single-family. As a general guide, the permitted density for multiple-family residential development on this site should be within the range of 7.3 to 11.9 units per net acre, comparable to the Multiple-Family Residential-Low Density (ML) land use designation. To the extent feasible, development of neighborhood retail on the site should be oriented toward San Pablo Avenue.

j. **Willow Pass Business Park Mixed-Use (M-10)**

The Willow Pass Business Park Mixed-Use designation applies to a group of properties commonly known as the Lesher and Streuli properties located on Evora Road, immediately east of the Contra Costa Canal and north of the Evora Road/Willow Pass Road intersection. The intent of this designation is to create a broad-based commercial development that allows for establishment of a wide range of light industrial, retail, office, and service-oriented uses. Development on this site is limited to 357,500 square feet in a ratio of uses stated in the approved Preliminary and Final Development Plan (County File #DP04-3096) and Major Subdivision (County File #SD04-8918) permit. This designation does not apply to the 15.42-acre “Frito-Lay” properties.
k. **Appian Way General Mixed-Use (M-11)**

The Appian Way General Mixed-Use designation applies to select parcels along Appian Way. This mixed-use designation is not intended to apply to sites where there is already established a public or private institutional use (e.g., church or private school), or to those locations where there is already an existing multiple-family residential building (e.g., apartments and senior housing), or to those locations that may have physical development constraints (e.g., close proximity to a creek).

The purpose of this designation is to enable Appian Way to develop into a unified, well-designed neighborhood, rather than an incremental accumulation of unrelated developments, by providing opportunities for the integration of both residential and commercial uses in a single development. The range of commercial uses under this designation are those that are typically found in a neighborhood retail district, including a retail shop on a single parcel; or, a shopping area offering a range of local serving retail and personal services. In addition to retail shops, the allowable commercial uses under this designation would include professional offices, business services, and restaurants.

The emphasis for the commercial use component under this mixed-use designation shall be on neighborhood-serving uses, or those uses that would serve the El Sobrante community. Residential is specifically permitted but it is not required under this designation. Residential uses may include duplexes, apartments, condominiums, townhouses, attached or detached single-family residences (in compliance with P-1 design criteria), senior or congregate care housing, and live-work quarters. Creative mixing of types of residential development will be encouraged.

Buildings may be located close to street frontage with windows and entries facing Appian Way. Buildings may be clustered on the site towards street corners to maximize street frontage. The retail and/or commercial uses should be located along ground floor street frontages although offices for professional and business services may be located above retail use. The residential component should be located above or in the rear of commercial frontage. Surface parking should be located behind commercial frontage. This designation also strongly encourages consolidation of parcels along those segments of Appian Way where mixed-use is to be encouraged so as to provide an improved development footprint and combined access and parking areas.

Building height and mass under this designation should maintain a low profile with a height limit up to 27 feet to preserve a view corridor and the suburban-to-rural character of El Sobrante. However, a maximum building height up to 35 feet for a mixed-use development may be allowed when the following findings can be made: (1) the building height will not create substantial shading or adversely affect the privacy of nearby properties; (2) the building height, shape, and massing will not unduly restrict view potential from other properties to a view corridor; (3) there is variation in the mass and height of
the building(s) and the building roofline will be such that the overall building height and mass will not be out of character with the pattern of suburban-to-rural development in El Sobrante; and, (4) when there are several parcels under multiple ownership, a well-coordinated design has been prepared which substantially meets the findings listed above and has been agreed upon by the affected property owners. Visual documentation of the relationship of the proposed mixed-use building(s) height to existing adjacent buildings shall be provided to illustrate how the building height and massing would relate to the Appian Way corridor in making findings to allow building height in excess of 27 feet.

Density under the Appian Way General Mixed-Use designation is as follows:
Residential use - attached dwelling units at a maximum density up to 8 units per net acre (net acreage is calculated at 80 percent of the lot’s land area);
Commercial use - 0.1 to 1.0 floor area ratio (FAR).

I. **Triangle Area Mixed-Use (M-12)**

The Triangle Area Mixed-Use designation applies to select parcels along Appian Way, Valley View Avenue, and Sobrante Avenue which form a triangular block in El Sobrante known as the “Triangle Area.” This mixed-use designation is not intended to apply to sites where there is already established a public or private institutional use (e.g., church or private school), or to those locations where there is already an existing multiple-family residential building (e.g., apartments and senior housing). The Triangle block itself will remain under the Commercial (CO) designation, and residential use will not be permitted.

The purpose of this designation is to maintain the Triangle Area as a distinct neighborhood retail district while providing opportunities for the integration of both residential and commercial uses in a single development in limited and selected block locations. The range of commercial uses under this designation are those that are typically found in a neighborhood retail district, including a retail shop on a single parcel; or, a shopping area offering a range of local serving retail and personal services. In addition to retail shops, the allowable commercial uses under this designation would include professional offices, business services, and restaurants. The emphasis for the commercial use component under this mixed-use designation shall be on neighborhood-serving uses, or those uses that would serve the El Sobrante community. Residential is specifically permitted but only in limited and selected block locations and only when included in a commercial development. Residential is not required under this designation. Residential uses may include duplexes, apartments, condominiums, townhouses, attached or detached single-family residences (in compliance with P-1 design criteria), and live work quarters. Residential units will only be approved if safe walking and recreational opportunities can be made available. New residential developments will not rely on major thoroughfares (Appian Way and Valley View Road) for parking access, but rather will have ingress and egress on feeder streets.
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Buildings should be located close to street frontage with windows and entries facing the street. Buildings may be clustered on the site towards street corners to maximize street frontage. The retail and/or commercial uses should be located along ground floor street frontages although offices for professional and business services may be located above retail use. Where allowed, the residential use component should be located above or in the rear of commercial frontage. Surface parking should be located behind commercial frontage. This designation also strongly encourages consolidation of parcels so as to provide an improved development footprint and combined access and parking areas.

Building height and mass under this designation should maintain a low profile with a height limit up to 27 feet to preserve a view corridor and the suburban-to-rural character of El Sobrante. However, a maximum building height up to 35 feet for a mixed-use development may be allowed when the following findings can be made: (1) the building height will not create substantial shading or adversely affect the privacy of nearby properties; (2) the building height, shape, and massing will not unduly restrict view potential from other properties to a view corridor; (3) there is variation in the mass and height of buildings and the building roofline will be such that the overall building height and mass will not be out of character with the pattern of suburban-to-rural development in El Sobrante; and, (4) when there are several parcels under multiple ownership, a well-coordinated design has been prepared which substantially meets the findings listed above and has been agreed upon by the affected property owners. Visual documentation of the relationship of the proposed mixed-use building(s) height to existing adjacent buildings shall be provided to illustrate how the building height and massing would relate to the Appian Way corridor in making findings to allow building height in excess of 27 feet.

Density under the Triangle Area Mixed-Use designation is as follows:
Residential use - attached dwelling units at a maximum density up to 8 units per net acre (net acreage is calculated at 80 percent of the lot’s land area); Commercial use - 0.1 to 1.0 floor area ratio (FAR).

m. San Pablo Dam Road Mixed-Use (M-13)

The San Pablo Dam Road Mixed-Use designation applies to select parcels along San Pablo Dam Road between El Portal Drive and Appian Way. This mixed-use designation is not intended to apply to sites where there is already established a public or private institutional use (e.g., church or private school), or to those locations where there is already an existing multiple-family residential building (e.g., apartments and senior housing), or to those locations that may have physical development constraints (e.g., close proximity to a creek).

The purpose of this designation is to promote revitalization of El Sobrante’s commercial core along the section of San Pablo Dam Road between El Portal Drive and Appian Way in order to develop into a unified, well-designed
pedestrian-oriented retail district. Simultaneously, this will also provide the opportunity to integrate both residential and commercial uses in a single development. The range of commercial uses under this designation are those that are typically found in a neighborhood retail district, including a retail shop on a single parcel; or, a shopping area offering a range of local-serving retail and personal services. In addition to retail shops, the allowable commercial uses under this designation would include professional offices, business services, and restaurants. The emphasis for the commercial use component under this mixed-use designation shall be retail or service uses that serve the El Sobrante community and promote development of a pedestrian- and bicycle-friendly retail district.

This mixed-use designation envisions a town square or pedestrian plaza for the block along San Pablo Dam Road between Hillcrest Avenue and Pitt Way which contains the Mechanics Bank. It is intended that this town square or plaza would be developed in conjunction with a new collector street connecting Pitt Way to Hillcrest Avenue so as to improve local circulation and parking. The town square or plaza would include a public parking area allowing pedestrians to easily access commercial and public uses in the town square/plaza. This designation also strongly encourages consolidation of parcels along those segments of San Pablo Dam Road where mixed-use is to be designated so as to provide an improved development footprint and combined driveway access and parking areas.

While residential is specifically permitted, it is not required under this designation. Development of a residential component under this mixed-use designation is contingent upon resolving parking and access issues, including the new collector street that would connect Pitt Way to Hillcrest Avenue. Residential uses may include duplexes, apartments, condominiums, townhouses, attached single-family residences (in compliance P-1 design criteria), senior or congregate care housing, and live work quarters.

Buildings should be located close to street frontage with windows and entries facing the street. Buildings may be clustered on the site towards street corners to maximize street frontage. The retail and/or commercial uses should be located along ground floor street frontages although offices for professional and business services may be located above retail use. The residential component should be located above or in the rear of commercial frontage. Surface parking should be located behind commercial frontage. Residential parking lots should empty onto feeder streets, rather than San Pablo Dam Road.

Building height and mass under this designation should generally maintain a low profile in order to preserve a view corridor and the suburban-to-rural character of El Sobrante. While the existing 50 foot building height limit will be retained under this mixed-use designation, as currently allowed under the Retail-Business District (RB) zoning, visual documentation of the relationship of the proposed mixed-use building(s) shall be provided to illustrate how the building height, mass, or shape would relate to the El Sobrante community’s
interest in preserving a view corridor or maintaining the suburban-to-rural character.

Density under the San Pablo Dam Road Mixed-Use designation is as follows: Residential use - attached dwelling units at a maximum density up to 12 units per net acre (net acreage is calculated at 80 percent of the lot’s land area); Commercial use - 0.1 to 1.0 floor area ratio (FAR).

n. **Heritage Point Mixed-Use (M-14)**

The Heritage Point Mixed-Use designation applies to a group of seven parcels fronting Fred Jackson Way between Grove Avenue and Chesley Avenue in North Richmond. This mixed-use designation permits a combination of affordable, multi-family residential units and ground-level retail and office uses. A four-story building containing up to 42 units is approved. The project also includes improvements along Fred Jackson Way including modifications to the median strip to facilitate emergency vehicle access, and possible off-site improvements including sidewalk reconstruction, installation of corner curb cuts and/or bulb-outs, utility pole relocation, and bicycle lane striping.

o. **Saranap Village Mixed-Use (M-15)**

The Saranap Village Mixed-Use designation applies to a group of parcels located at the intersection of Boulevard Way and Saranap Avenue in the Saranap area. This mixed-use designation permits a mix of high-density residential uses (apartments and condominiums) and ground-level, neighborhood-serving retail uses. Up to 198 multiple-family residential units are allowed at a density of approximately 53.5 units per net acre. Up to approximately 21,522 square feet of neighborhood retail uses could be developed.

Public realm improvements associated with the Saranap Village Project include, but are not limited to, a roundabout at the intersection of Boulevard Way and Saranap Avenue; a median strip near the intersection of Boulevard Way and Flora Avenue; angled and parallel on-street parking; on-street bicycle route markings; landscaping and other streetscape amenities; and signage. Some of these public improvements extend beyond the limits of the M-15 designation.

**PUBLIC/SEMI-PUBLIC, AGRICULTURAL, AND OPEN SPACE USES**

This category includes nine land use designations that include open space, agricultural, and recreational uses, as well as public/semi-public uses such as schools, public offices, highways and major flood control rights-of-way, railroads, and landfills. These land use designations generally comprise non-urban uses under the 65/35 Land Preservation Standard.

a. **Public and Semi-Public (PS)**

As the title implies, the Public and Semi-Public designation includes properties owned by public governmental agencies such as libraries, fire stations,
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schools, etc. This designation is also applied to public transportation corridors (freeways, highways, and BART), as well as privately-owned transportation and utility corridors such as railroads, PG&E lines, and pipelines. The largest properties in this designation are those of Military Ocean Terminal Concord.

A wide variety of public and private uses are allowed by this General Plan designation. However, construction of private residences or private commercial uses and subdivision of land are not considered compatible with this designation.

b. **Agricultural Lands (AL)**

This land use designation includes most of the privately-owned rural lands in the county, excluding private lands that are composed of prime soils or lands located in or near the Delta. Most of these lands are in hilly portions of the county and are used for grazing livestock or dry grain farming. The designation also includes non-prime agricultural lands in flat East County areas, such as outside Oakley, which are planted in orchards. Some of the Agricultural Lands south and east of Oakley and around Byron are included in the 100-year flood plain, as mapped by the Federal Emergency Management Agency (FEMA).

The purpose of the Agricultural Lands designation is to preserve and protect lands capable of and generally used for the production of food, fiber, and plant materials. The title is intended to be descriptive of the predominant land-extensive agricultural uses that take place in these areas, but the land use title or description shall not be used to exclude or limit other types of agricultural, open space, or non-urban uses such as landfills, except as noted below in the descriptions of Agricultural Core, Delta Recreation and Resources, Watershed, Parks and Recreation, and Open Space. The maximum allowable density in this designation is 1 dwelling unit per 5 acres.

Uses that are allowed in the Agricultural Lands designation include all land-dependent and non-land dependent agricultural production and related activities. In addition, the following uses may be allowed by issuance of a land use permit, which shall include conditions of approval that mitigate the impacts of the use upon nearby agricultural operations through establishment of buffer areas and other techniques:

- Facilities for processing agricultural products produced in the county such as dairies, rendering plants, and feed mills;
- Commercial agricultural support services which are ancillary to the agricultural use of a parcel, such as veterinarians, feed stores, and equipment repair and welding; and
- Small-scale visitor serving uses including small tasting rooms, stands for the sale of products grown or processed on the property, guest or dude ranches, horse training and boarding ranches, improved campgrounds, and bed and breakfast inns of five or fewer bedrooms which are on lots
of 20 acres or more, extensive recreational facilities, and private retreats.

The following standards shall apply to all uses allowed in the Agricultural Lands designation:

(1) Any subdivision of lands shall include conditions of approval which conform with the requirements of the "Ranchette Policy," which is outlined in the "Agricultural Resources" section of the Conservation Element (Chapter 8); and

(2) Residential and non-residential uses proposed in areas of special flood hazards, as shown on FEMA maps, shall conform to the requirements of the County Floodplain Management Ordinance (County Ordinance #87-45) and the further requirements outlined in subsection (5) of the Delta Recreation and Resources section below.

c. Agricultural Core (AC)

This designation applies to agricultural lands that are composed primarily of prime (Class I or II) soils in the National Resources Conservation System (NRCS) Land Capability Classifications, which are considered the very best soils for farming a wide variety of crops. Lands designated as Agricultural Core are located in East County outside the ULL to the east and south of the City of Brentwood. Much of the land in this designation is under active cultivation of intensive row crops, orchards, and vineyards. A portion of the Agricultural Core lands are included within the 100-year flood zone, as identified by the U.S. Federal Emergency Management Agency (FEMA).

The purpose of the Agricultural Core designation is to preserve and protect the farmlands of the county that are the most capable of, and generally used for, production of food, fiber, and plant materials. Agricultural operations in the Agricultural Core shall, in accordance with Measure C-1990, be protected by requiring a higher minimum parcel size than the Agricultural Lands designation, to attempt to maintain economically viable, commercial agricultural units. The creation of small uneconomical units will be discouraged by land use controls and by specifically discouraging minor subdivisions and "ranchette" housing development.

The uses allowed in the Agricultural Core designation are the same as those allowed, without issuance of a land use permit, in the Agricultural Lands designation, specified above. Except for wineries and olive oil mills, each of which typically includes tasting rooms and a limited retail sales area, none of the uses described as conditional uses in the Agricultural Lands designation are considered appropriate in the Agricultural Core designation. A land use permit for a winery in conjunction with a planted vineyard, or olive oil mill in conjunction with a planted orchard, may be issued for a parcel of 5 acres or greater and upon a determination that such agricultural processing facilities and their accessory uses will not conflict with the goal of preserving and protecting the prime farmlands in the Agricultural Core. This General Plan
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discourages placement of public roadways or new utility corridors which would adversely affect the viability of the Agricultural Core if economically feasible alternatives exist.

Residential uses are allowed in the Agricultural Core according to the following standards (in accordance with Measure C-1990):

1. The maximum permitted residential density shall be 1 unit per 40 acres;

2. Subdivision of land which would create a cluster of "ranchette" housing is inconsistent with this General Plan; and

3. Residential and non-residential uses proposed in areas of special flood hazards, as shown on FEMA maps, shall conform to the requirements of the County Floodplain Management Ordinance (County Ordinance #87-45) and the further requirements outlined in subsection (5) of the Delta Recreation and Resources section below.

d. Delta Recreation and Resources (DR)

This land use designation encompasses the islands and adjacent lowlands of the Sacramento-San Joaquin Delta, excluding Bethel Island, Jersey Island, and the community of Discovery Bay which have different land use designations on the Land Use Element Map. Most of the lands designated Delta Recreation and Resources are within the 100-year flood plain mapped by FEMA, which means that the area is subjected to periodic flooding. Many of the Delta islands, and the tracts adjacent to the Delta, are currently in agricultural production of dry grains and other special crops suited to the soils and climate, such as asparagus. There are limited public water or sewer services currently available to the area.

The serious flooding danger in the area is due to the possibility that Bay and river waters will overtop the existing levees during periods of storms or other high water, as well as the possibility that portions of the earthen levees may fail entirely during storms or earthquakes, resulting in inundation of whole islands or tracts. The flooding danger is exacerbated by the effects of subsidence (sinking of Delta islands) and rising global sea waters caused by climate change. Since 1980, 27 Delta islands have been partially or completely flooded. Some of these were summer breaks that did not occur at a time of high storm runoff. Some islands in the Delta have been flooded two or three times since 1980. For example, Upper Jones Tract, in adjacent San Joaquin County, flooded in the summer of 2004 (the levee breach cost approximately $90 million to repair).

Additionally, lands within this designation include lands with valuable wildlife habitat, some of which support species of ecological value to the county and state. These areas are an important component of the Pacific Flyway, a major waterfowl migration route in North America.
Public preservation of portions of these resources is encouraged by this General Plan. Private utilization of the resources for hunting and fishing is appropriate, if the activities do not harm the long-term resource value of the Delta.

Due to their proximity to the Delta waterways, these lands have potential recreational value. The purpose of the Delta Recreation and Resources designation is to balance the recreational opportunities of the area against the need to allow only low-intensity uses which will not subject large numbers of residents or visitors to flood dangers. Agriculture and wildlife habitat are considered the most appropriate uses in the area, with limited recreation uses allowed which do not conflict with the predominant agricultural and habitat uses.

The primary uses allowed in the Delta Recreation and Resources designation are those agricultural production and processing activities allowed in the Agricultural Lands designation, described in section (b) above.

Additional uses that may be allowed through issuance of a land use permit include: marinas, shooting ranges, duck and other hunting clubs, campgrounds, and other outdoor recreation complexes.

Conditional uses allowed in the Delta Recreation and Resources designation shall be limited to those low- to medium-intensity establishments that do not rely on urban levels of service or infrastructure, i.e., a public water or sewer system, and which will not draw large concentrations of people to flood-prone areas. Uses allowed within areas designated for Delta Recreation and Resources shall be subject to the following standards:

1. The maximum permitted residential density shall be 1 unit per 20 acres;
2. All recreational uses shall be accessible by a publicly-maintained road;
3. Any subdivision of lands shall include conditions of approval which conform with the requirements of the "Ranchette Policy," which is outlined in the "Agricultural Resources" section of the Conservation Element;
4. Development shall not be permitted on lands designated by FEMA as flood-prone until a risk assessment and other technical studies have been prepared and have shown that the risk is acceptable;
5. All approved entitlements (land use permits, tentative, final, and parcel maps, development plan permits, and variances) and ministerial permits (building and grading permits) shall conform to the requirements of the County Floodplain Management Ordinance (County Ordinance #87-45), which are incorporated into this General Plan by reference;
6. All entitlements shall include conditions of approval which require that a "flood-prone area" notification statement be included in the deeds for all affected properties. The same notification statement shall be recorded on
the face of all subdivision maps, along with the specific elevations that will be required of all new building pads and habitable floors; and

(7) Dock and marina standards as described in policy 3-48.

e. **Watershed (WS)**

Areas designated Watershed in this General Plan includes much of the land owned by the two major water suppliers in the county, East Bay Municipal Utility District (EBMUD) and Contra Costa Water District (CCWD). EBMUD property designated Watershed surrounds the Lafayette, Briones, San Pablo, and Upper San Leandro Reservoirs (which are in a separate Water designation). Other EBMUD lands with this designation are located north and south of the Caldecott Tunnel and along Pinole Valley Road. CCWD lands designated Watershed include properties surrounding Los Vaqueros Reservoir in the southeastern portion of the county.

In order to safeguard the public water supplies stored in the reservoirs, only a very limited number of uses are allowed in Watershed areas. These uses include extensive agriculture, primarily grazing of livestock; intensive agriculture that does not rely upon pesticides or other chemical fertilizers, such as Christmas tree farming; passive, low-intensity recreational uses such as hiking and biking; and small-scale commercial uses that support picnicking, boating, and fishing activities on the adjacent reservoirs.

f. **Open Space (OS)**

This land use designation includes publicly-owned open space lands which are not designated as Public and Semi-Public, Watershed, or Parks and Recreation. Lands designated Open Space include, without limitation, wetlands and tidelands and other areas of significant ecological resources, or geologic hazards.

The Open Space designation also includes privately-owned properties for which future development rights have been deeded to a public or private agency. For example, significant open space areas within planned unit developments identified as being owned and maintained by a homeowners association fall under this designation. Also included are the steep, unbuildable portions of approved subdivisions which may be deeded to agencies such as EBRPD, but which have not been developed as park facilities. Other privately-owned lands have been designated as Open Space consistent with adopted city general plans.

The most appropriate uses in Open Space areas involve resource management, such as maintaining critical marsh and other endangered habitats or establishing "safety zones" around identified geologic hazards. Other appropriate uses are low-intensity, private recreation for nearby residents. Construction of permanent structures (excluding a single-family residence on an existing legally established lot), not oriented towards
recreation or resource conservation, is inconsistent with this designation. One single-family residence on an existing legal lot is consistent with this designation.

g. Parks and Recreation (PR)

The Parks and Recreation designation includes publicly-owned park facilities, as well as golf courses, whether publicly- or privately-owned.

Appropriate uses in the designation are passive and active recreation-oriented activities, and ancillary commercial uses such as snack bars, and restaurants. The construction of new privately owned residences or commercial uses, and the subdivision of land, is inconsistent with this General Plan designation.

h. Water (WA)

This designation is applied to approximately 68 square miles of water in San Francisco-San Pablo Bay and the portion of the Sacramento-San Joaquin River estuary system which is within the county. The designation is also applied to all large inland bodies of water such as reservoirs.

Uses allowed in areas designated Water include transport facilities associated with adjacent heavy industrial plants, such as ports and wharves, and water-oriented recreation uses such as boating and fishing.

Construction of new residences or commercial uses and the subdivision of land are inconsistent with this General Plan designation.

i. Landfill (LF)

Landfill designates sites for public or private landfills and related uses. A use permit shall be required to develop a landfill. Uses in any buffer areas within an LF designation shall be limited to landfill-related uses, open space uses, and agricultural uses.

Prior to landfill development, open space or agricultural uses allowed by the AL designation are allowed in LF areas. After a landfill is closed, these AL uses, plus monitoring and other necessary or desirable post-closure activities, are allowed.

To satisfy the requirements for building intensity and population density standards, the following provisions apply to areas designated for landfills: (a) one landfill shall be allowed within each LF area; (b) no new residential units shall be allowed; and (c) accessory buildings shall be limited to a maximum of three stories in height (excluding towers or antennae relating to landfill operation). These provisions are maximums, and the actual height of any landfill facilities shall be set forth in the use permit and accompanying plans. The specific dimensions of each landfill will depend upon the features of the designated site, and must be determined in considering a use permit for the landfill.
3. Land Use Element

The LF designation also implements Section F(2) of the Board of Supervisors' 65/35 Land Preservation Plan, approved by Contra Costa County voters as Measure C-1990. Section F(2) provides that facilities for public purposes are a non-urban use allowed outside the Urban Limit Line.

3.8 LAND USE GOALS, POLICIES, AND IMPLEMENTATION MEASURES

GOALS

The following broad goals form the basis from which the County's land use policies and implementation measures, presented later in this chapter, are derived. In the following goals, policies, and implementation measures, note that when the word "urban" is employed (as in the phrases "urban development" and "urban uses"), the broad definition of the word is intended. This broad definition is the definition in Measure C-1990 used to distinguish between the maximum of 35 percent of the county land that can be used for urban development and the 65 percent minimum of land in the county that must be preserved for agriculture, open space, wetlands, parks, and other non-urban purposes.

This broad definition of "urban" is in contrast to the more restrictive use of "urban" in the Growth Management Program, which is included in Chapter 4. These more restrictive definitions were used in Measure C-1988 solely for information and guidance in applying traffic service standards for growth management.

3-A. To coordinate land use with circulation, development of other infrastructure facilities, and protection of agriculture and open space, and to allow growth and the maintenance of the county's quality of life. In such an environment all residential, commercial, industrial, recreational, and agricultural activities may take place in safety, harmony, and to mutual advantage.

3-B. To provide opportunities for increasing the participation of Contra Costa County in the economic and cultural growth of the region, and to contribute to, as well as benefit from, the continued growth in importance of the Bay Region and the State of California.

3-C. To encourage aesthetically and functionally compatible development, which reinforces the physical character and desired images of the county.

3-D. To provide for a range and distribution of land uses that serve all social and economic segments of the county and its subregions.

3-E. To recognize and support existing land use densities in most communities, while encouraging higher densities in appropriate areas, such as near major transportation hubs and job centers.

3-F. To permit urban development only in locations of the county within identified outer boundaries of urban development where public service delivery systems that meet applicable performance standards are provided or committed.
3-G. To discourage development on vacant rural lands outside of planned urban areas which is not related to agriculture, mineral extraction, wind energy, or other appropriate rural uses; discourage subdivision down to minimum parcel size of rural lands that are within, or accessible only through, geologically unstable areas; and to protect open hillsides and significant ridgelines.

3-H. To adopt and implement an innovative Countywide Growth Management Program which effectively links land use policy with transportation and other infrastructure improvements.

3-I. To coordinate effectively the land use policies of the County General Plan with those plans adopted by the cities and special service districts.

3-J. To encourage a development pattern that promotes the individuality and unique character of each community in the county.

3-K. To develop a balance between job availability and housing availability with consideration given to wage levels, commute distance, and housing affordability. The individual characteristics of the several subregions of the county and their interaction with other regions shall be considered when establishing criteria for delivering that balance.

3-L. To safeguard the County's obligations to provide its fair share of safe, decent, and affordable housing.

3-M. Protect and promote the economic viability of agricultural land.

3-N. To coordinate effectively the policies of the Land Use Element with appropriate Local Agency Formation Commission (LAFCO) determinations.

POLICIES

Countywide

The following are broad, countywide policies which apply to all properties. More detailed development policies for specific areas in the county are found in the "Policies for Specific Geographic Areas" section later in this chapter.

Jobs/Housing Balance

3-1. Housing infill shall be supported and stimulated where the jobs/housing ratio shows an overabundance of jobs to housing.

3-2. Job infill shall be supported and stimulated where the jobs/housing ratio shows an overabundance of housing to jobs.

3-3. As feasible, areas experiencing rapid urban growth shall be developed so as to provide a balance of new residential and employment opportunities.

3-4. Financing mechanisms shall be developed which spread the costs of facilitating jobs/housing balance between existing and new development.
3. Land Use Element

**Growth Management, 65/35 Land Preservation Standard, Urban Limit Line**

3-5. New development within unincorporated areas of the county may be approved, providing growth management standards and criteria are met or can be assured of being met prior to issuance of building permits in accordance with the Growth Management Program.

3-6. Development of all urban uses shall be coordinated with provision of essential community services or facilities including, but not limited to, roads, law enforcement and fire protection services, schools, parks, sanitary facilities, water, and flood control.

3-7. The location, timing and extent of growth shall be guided through capital improvements programming and financing (i.e., a capital improvement program, assessment districts, impact fees, and developer contributions) to prevent infrastructure, facility, and service deficiencies.

3-8. Infilling of already developed areas shall be encouraged. Proposals that would prematurely extend development into areas lacking requisite services, facilities, and infrastructure shall be opposed. In accommodating new development, preference shall generally be given to vacant or under-used sites within urbanized areas, which have necessary utilities installed with available remaining capacity, before undeveloped suburban lands are utilized.

3-9. Areas not suitable for urban development because of the lack of availability of public facilities shall remain in their present use until the needed infrastructure is or can be assured of being provided.

3-10. Extension of urban services into agricultural areas outside the Urban Limit Line, especially growth-inducing infrastructure, shall be generally discouraged.

3-11. Urban uses shall be expanded only within an Urban Limit Line where conflicts with the agricultural economy will be minimal.

3-12. Preservation and buffering of agricultural land should be encouraged as it is critical to maintaining a healthy and competitive agricultural economy and assuring a balance of land uses. Preservation and conservation of open space, wetlands, parks, hillsides and ridgelines should be encouraged as it is crucial to preserve the continued availability of unique habitats for wildlife and plants, protect unique scenery, and provide a wide range of recreational opportunities for county residents.

3-13. Promote cooperation between the County and cities to preserve agricultural and open space land.

3-14. Protect prime productive agricultural land from inappropriate subdivisions.
3. Land Use Element

Community Identity and Urban Design

3-15. The design of new buildings and the rehabilitation of existing buildings shall reflect and improve the existing character of the commercial districts in the county.

3-16. Community appearance shall be upgraded by encouraging redevelopment, where appropriate, to replace inappropriate uses.

3-17. Opportunities shall be provided for retaining, enhancing, and diversifying the cultural activities available to the county.

3-18. Flexibility in the design of projects shall be encouraged in order to enhance scenic qualities and provide for a varied development pattern.

3-19. Buffers shall be provided between new industrial developments and residential areas by establishing setbacks, and park-like landscaping or other appropriate mechanisms.

3-20. Where new electrical transmission lines are proposed, they should be developed parallel to existing transmission lines to the extent feasible. Mitigation of the environmental impact of building these facilities should be in close proximity to the area of impact.

Residential Uses

3-21. The predominantly single-family character of substantially-developed portions of the county shall be retained. Multiple-family housing shall be dispersed throughout the county and not concentrated in single locations. Multiple-family housing shall generally be located in proximity to facilities such as arterial roads, transit corridors, and shopping areas.

3-22. Housing opportunities for all income levels shall be created. Fair affordable housing opportunities should exist for all economic segments of the county.

3-23. A diversity of living options shall be permitted while ensuring community compatibility and quality residential development.

3-24. Housing opportunities shall be improved through encouragement of distinct styles, desirable amenities, attractive design, and enhancement of neighborhood identity.

3-25. Innovation in site planning and design of housing developments shall be encouraged in order to upgrade quality and efficiency of residential living arrangements and to protect the surrounding environment.

3-26. Efforts to maintain and rehabilitate existing dwelling units in established neighborhood areas shall be supported.

3-27. Existing residential neighborhoods shall be protected from incompatible land uses and traffic levels exceeding adopted service standards.
3-28. New residential development shall be accommodated only in areas where it will avoid creating severe unmitigated adverse impacts upon the environment and upon the existing community.

3-29. New housing projects shall be located on stable and secure lands or shall be designed to mitigate adverse or potentially adverse conditions. Residential densities of conventional construction shall generally decrease as the natural slope increases.

**Business and Employment Uses**

3-30. A variety of appropriately-sized, well-located employment areas shall be planned in order that industrial and commercial activities can contribute to the continued economic welfare of the people of the county and to the stable economic and tax bases of the county and the various cities.

3-31. Employment centers in the county area shall be designed to be compatible with the nature of the surrounding area.

3-32. Commercial areas of appropriate size and location shall be provided to accommodate the needs of the present and anticipated population in each subregion or community of the county.

3-33. Well-defined commercial areas oriented to community shopping shall be provided in the county.

3-34. Local shopping facilities shall be distributed and spaced at intervals to accommodate the requirements of residential neighborhoods, minimize travel times, and reduce energy costs.

3-35. The limits of business areas shall be established, where practical, by the use of boundaries set by creeks, major roads, significant changes in topography, and other physical features in order to avoid conflicts and provide a buffer between commercial and nearby residential uses.

3-36. New areas of strip commercial development shall be discouraged except as provided in this plan. ("Strip commercial" shall be generally defined as commercial development of shallow depth limited to the parcels fronting on a street and extending in a linear manner for a considerable distance.)

3-37. New local convenience shopping shall generally be located at the intersections of major streets and highways. Such uses shall be discouraged on more than two corners of an intersection.

3-38. Business and professional office development shall be encouraged in areas designated for commercial land use within shopping areas and where a transition or buffer use is appropriate between commercial and residential areas.

3-39. Existing employment areas shall be improved to create better pedestrian circulation, bicycle paths, and adequate parking.
3-40. Adaptive reuse of structures (i.e., remodeling or upgrading original commercial and industrial buildings) shall be encouraged.

3-41. The continuing orderly development of research facilities, regional offices, and light industrial uses shall be encouraged in designated areas in order to improve the economic base and provide local employment.

3-42. Industrial development shall be concentrated in select locations adjacent to existing major transportation corridors and facilities.

3-43. Industrial employment centers shall be designed to be unobtrusive and harmonious with adjacent areas and development.

3-44. Industries which employ the skills of county residents shall be encouraged to locate within the county.

3-45. Development of agriculturally-related industries which will enhance the continued productivity of agriculture shall be encouraged.

3-46. Water-oriented recreation uses shall be permitted in East County provided that such development is compatible with the Delta's unique ecology.

**IMPLEMENTATION MEASURES**

The following specific measures should be implemented in order to carry out the land use goals and policies outlined in this chapter. The major implementation measures for this Plan are the Growth Management Program, 65/35 Land Preservation Standard, and ULL. The programs are described earlier in this Land Use Element (see Section 3.6) and in Chapter 4, Growth Management Element. To the extent implementation measures referenced earlier in Section 3.6 are identified, they are incorporated into this list of land use implementation measures.

3-a. Revise the County Zoning Ordinance and other ordinances to conform with the land use designations included in this General Plan, e.g., delete the U, F-R, A-1, and F-1 zoning districts; create a new Commercial Recreation district.

3-b. During project review, require that proposed uses on the edges of land use designations be evaluated to ensure compatibility with adjacent planned uses.

3-c. Where appropriate, require the dedication of deeded development rights to the County (or cooperate in dedication to other public agencies) for lands to be protected as open space.

3-d. Review proposed land development projects for consistency with land use designations and relevant policies and standards of each element of the General Plan.

3-e. Review proposed amendments to the General Plan to ensure continued internal consistency among the elements.
3-f. The County shall conduct a study of minimum parcel sizes in agricultural districts needed to implement General Plan policies and adopt such parcel sizes.

Jobs/Housing Balance

3-g. Adopt land use regulations which allow mixed-use developments as a mechanism for achieving a jobs/housing balance.

3-h. Require staff reports on applications for residential developments of 100 or more units to address the impact of that development upon the subregional jobs/housing balance.

3-i. Require staff reports on applications for commercial, light industrial, and office developments of more than 10,000 square feet or generating 25 or more jobs to address the impact of that development upon the subregional jobs/housing balance.

3-j. Provide incentives to encourage construction of affordable housing in areas where few such opportunities exist and significant employment centers exist or are proposed.

Growth Management, 65/35 Land Preservation Plan, Urban Limit Line

3-k. Institute the Growth Management Program described in Chapter 4, taking into account fiscal constraints in accordance with Measure C-1988. Enforce traffic level of service (LOS) standards and performance standards for fire, police, parks, sanitary facilities, water, and flood control.

3-l. Prepare and adopt a five-year capital improvement and financing program for the purpose of meeting or maintaining traffic service and facilities performance standards for fire, police, parks, sanitary facilities, water and flood control.

3-m. Review and amend as necessary all adopted fee schedules to ensure that they meet the cost of planned improvements. In conjunction with the County's CEQA mitigation monitoring program, assess and monitor mitigation measures and consider adopting other development mitigation programs as needed to ensure that development is paying its share of the costs associated with new growth.

3-n. Work with the Contra Costa Transportation Authority to determine what specific situations merit a "finding of special circumstances" under Measure C-1988, requiring additional mitigation and/or exemption from traffic standards.

3-o. Seek funds to maintain and expand a countywide comprehensive transportation model for the purpose of monitoring countywide traffic service levels and other infrastructure.
3. Land Use Element

3-p. Maintain the 65/35 Land Preservation Standard and devise a means of tracking urban and non-urban development and uses in the cities and unincorporated areas.

3-q. Maintain and enforce the ULL in accordance with the terms of this Land Use Element and Measure C-1990. Incorporate the ULL into the County's Open Space Conservation Plan.

3-r. Perform an initial review of the ULL and a five-year periodic review of the ULL to determine whether changes are warranted, as described in this Land Use Element.

3-s. Establish standards and policies designed to protect the economic viability of agricultural land which may include, but not necessarily be limited to, preservation agreements, conservation easements, clustering, and establishment of agricultural mitigation fees.

3-t. Enforce the restrictions on open hillsides and significant ridgelines in the Open Space Element and protect hillsides with a grade of 26 percent or greater through implementing zoning and other appropriate measures and actions.

3-u. To the extent feasible, enter into preservation agreements with cities designed to preserve land for agriculture, open space, wetlands, or parks.

3-v. To the extent legally permitted, advise LAFCO to (a) respect and support the County's 65/35 Land Preservation Standard, Urban Limit Line, and growth management standards when considering requests for incorporation or annexation to cities or service districts; (b) apply the stricter of the growth management standards of either the County, the incorporating city, or the annexing city or service district, when considering requests for incorporation or annexations of land to cities or service districts; and (c) require unincorporated land located within the Urban Limit Line that is included in the incorporation of a new city or annexed to a city to provide a fair share of affordable housing when and if such land is developed.

Community Identity and Urban Design

3-w. Within the Urban Limit Line, maintain visual separations between communities where the opportunity still exists.

3-x. Promote, devise, and maintain appropriate development/redevelopment themes, including design review criteria to provide community identities for the commercial districts of unincorporated communities in the county.

3-y. Amend the County Ordinance Code to included design review of development projects as a function of the Planning Commission.

3-z. Initiate and enforce, if necessary, specific development standards for both proposed and existing businesses to achieve appropriate landscaping, design, and sign structures.
3. Land Use Element

**Residential Uses**

3-aa. Amend the R-40 district to require a minimum lot size of 43,560 square feet; create new multiple-family district(s).

3-ab. Periodically review and update the Housing Element of this General Plan, to ensure that it accommodates a variety of housing types and prices throughout the county.

**Business and Employment Uses**

3-ac. Stimulate increased quantities and different types of local economic development and employment growth through adoption and implementation of a comprehensive economic development strategy for communities within the county.

3-ad. Identify and target suitable growth industries for future contacts to encourage their establishment within the county.

3-ae. Expand and pursue joint ventures between the County, cities, and private sector which attract appropriate economic development into economically-depressed areas of the county.

3-af. Delineate precise boundaries for central commercial districts to protect adjacent residential areas and prevent thoroughfare (strip) commercial development patterns.

3-ag. Require new commercial development to provide separate parking areas or contribute to community parking facilities.

3-ah. Develop and implement a specific strategy for providing additional off-street public parking in the central commercial districts.

3-ai. Stimulate the sound economic development of the county by participating in efforts to coordinate industrial development policies with relevant private and public agencies.

3-aj. Define auto-dismantling activity in the County Zoning Ordinance as an industrial use, and confine its future development to designated industrial areas.

**Pedestrian and Bicycle Facilities**

3-ak. Review and revise all commercial districts defined in the County Zoning Ordinance to ensure that the regulations do not allow uses in the districts that are inconsistent with this General Plan.

3-al. Refer to the Transportation and Circulation Element of this General Plan and related policy guidance of its specific plans, to ensure that pedestrian and bicycle facilities are routinely accommodated in land use development.
3-am. With the assistance of appropriate advisory bodies, periodically review and update the Open Space Element (Chapter 9) to reflect the network of non-motorized pedestrian, bicycle, and equestrian facilities in the county.

3-an. To the extent feasible, require new residential and commercial developments to provide pedestrian and bicycle facilities within the development.

3-ao. When appropriate, residential and commercial developments should contribute to off-site improvements of pedestrian and bicycle facilities to ensure safe and efficient connections from the development to major destination areas.

POLICIES FOR SPECIFIC GEOGRAPHIC AREAS

There are adopted policies for specific geographic areas of the county which need to be referenced in addition to the countywide policies and implementation measures discussed throughout this Plan. The areas for which these policies exist are shown on Figure 3-2 titled “Unincorporated Communities with Adopted Area Policies.” The policies for the areas shown on Figure 3-2 are as follows:

POLICIES FOR THE EAST COUNTY AREA

**Land Use**

The following policies shall guide development in the East County area:

3-47. This Plan directs most of the residential and commercial growth that is anticipated to occur in the unincorporated East County area during the planning period into the Oakley community, with smaller amounts of recreation-oriented development allowed on Bethel Island.

3-48. Docks and marinas permitted by the implementing zoning district shall be considered for approval in certain designated Delta Recreation and Resources areas based upon the following criteria:

(a) Where projects can be clustered and located adjacent to similar uses;

(b) Along waterways having an adequate channel width as defined by the State Harbors and Navigation Code;

(c) In areas having adequate public vehicular access;

(d) Where off-site improvements, such as required access roads, can be assigned to development;

(e) Where adequate on-site sewage disposal can be provided;

(f) Where located in an area served by a public fire protection district; and

(g) Where such uses will not conflict with adjacent agricultural uses.
Figure 3-2  Unincorporated Communities with Adopted Area Policies

1. East County Area
2. Pointe-Zephyr Area
3. Solano Island Area
4. Shell Island Area
5. Bay Point Area
6. Moro Territory Area
7. Clyde Area
8. Buchanan Field Area
9. Center Avenue (Richmond) Area
10. San Pablo Bay Boulevard Area
11. Richmond Hill-SMITH Island Area
12. Use Road Area
13. San Pablo (Molino Creek) Area
14. Moro Trail/Contra Costa County
15. Forest Area
16. Bayview Area
17. Crockett Area
18. Robins Area
19. El Sereno Area
20. North Richmond Area
21. Dougherty Valley Area
22. Countryside (Island) Area
23. Discovery Bay Area
24. Apian Valley Contra
25. San Pablo-Del Ray Area
26. San Pablo Ridge

1:300,000
0 2.5 5 10 Miles

CONTRA COSTA COUNTY

Map Created by: GIS/ Technical Services
Contra Costa County Community Development
535 First Street, 13th Floor, Martinez, CA 94553-5000
7.30-4:30 Mon. 8:00-12:00 Fri.
925/673-5000 www.contracostacounty.ca.gov
3-49. The density and development of single-family homes in the East County area, in lands designated for residential or other urban uses, shall be related to service availability criteria, as defined below:

<table>
<thead>
<tr>
<th>Service Availability</th>
<th>Minimum Allowable Parcel Size</th>
</tr>
</thead>
<tbody>
<tr>
<td>No public water or sewer connection available.</td>
<td>5 acres</td>
</tr>
<tr>
<td>One public service (sewer or water) available.</td>
<td>1 acre</td>
</tr>
<tr>
<td>Both public water and sewer connections available.</td>
<td>Minimum parcel size consistent with the specified General Plan densities, as well as drainage, health, and other applicable standards.</td>
</tr>
</tbody>
</table>

**Transportation**

3-50. Restrict access onto State Route 4 and within those areas designated for residential development.

3-51. Improve existing interchanges and establish new interchanges over State Route 4 by developing plans in coordination with Caltrans and the cities of Pittsburg, Antioch, and Brentwood.

3-52. Encourage the State to incorporate the Delta Expressway into the State Highway System as a bypass to State Route 4 and upgrade the facility to a freeway.

3-53. The County shall encourage the expansion of regularly scheduled transit service and express bus service to urbanizing areas east of Antioch.

**POLICIES FOR THE PRIMARY ZONE OF THE DELTA**

3-54. All public and private management and development activities within the Primary Zone of the Delta shall be consistent with the goals, policies, and provisions of the "Land Use and Resource Management Plan" for the Primary Zone of the Delta as adopted and as may be amended by the Delta Protection Commission.

**POLICIES FOR THE BETHEL ISLAND AREA**

The Bethel Island area is comprised of on-island and off-island (Hotchkiss Tract) subareas. The two areas differ with respect to soils, topographic and geographic conditions, and levee stability. As a result, different development and planning considerations must be given to each area. The on-island area consists of weak, organic soils that underlie the perimeter levee system; provides limited opportunities for evacuation in the event of a levee failure; is generally below sea level and subsiding; and provides limited opportunities for safe disbursement of flood water because it is small and entirely enclosed by levees. In the off-island area the soil is sandy and less subject to subsidence; the elevation is higher; the
levee system is in an improved condition and not as long; there are several evacuation alternatives; and, as it is part of the mainland, disbursements of flood waters are not artificially contained such that internal systems around new development will not adversely affect existing residences and structures in the floodplain.

The concept for the Bethel Island area is to preserve and enhance the rural and recreational quality of this unique locale, while providing opportunities for additional residential and commercial growth tied to water-oriented recreation. The following policies shall guide development in the Bethel Island area:

3-55. Approval of new development shall be limited to 2,909 primarily recreation-oriented units in the off-island area (i.e., 3,000 additional units including the 91 units already approved, but not yet built).

3-56. New residential development in the on-island area shall be limited at this time to approved development and one dwelling unit per parcel.

3-57. Additional residential density in the on-island area may be considered through subsequent amendment at the discretion of the Board of Supervisors, provided at least the following are accomplished:

(a) A financing mechanism is fully and completely assured for improvements to the entire perimeter on-island levee system;

(b) The levee improvement plans are approved by Bethel Island Municipal Improvements District (BIMID) and the Army Corps of Engineers; and

(c) Subsidence, as well as impacts on wetlands, are adequately mitigated.

3-58. Levee breaches on-island are prohibited unless the entire perimeter levee is improved to Army Corps of Engineers standards.

3-59. Levee breaching off-island shall be permitted on a project-by-project basis and shall only be allowed subject to Army Corps of Engineers approval.

3-60. Any internal levees must meet Army Corps of Engineers standards. New construction must be set back from levee centerlines a minimum of 100 feet unless adequate substantiation for reduction is approved by Reclamation District 799 or BIMID. New construction not protected by certified levees must meet FEMA standards.

3-61. Stilt residential structures shall be allowed only on the basis of one unit per existing parcel. Such elevated structures shall not be allowed in any new subdivisions.

3-62. The off-island and on-island areas can develop 100,000 square feet of commercial development and 500 hotel rooms, consistent with FEMA standards.
3-63. Marine and waterfront facilities will require a land use permit to address site-specific aquatic and other issues such as wetlands, water quality, public access, and the Delta’s carrying capacity for such facilities in the Bethel Island area.

3-64. To retain the characteristics of Bethel Island that make it a unique place in the Delta with its own separate identity, development shall be limited to a low overall density, and open space buffers shall be required. In addition, agricultural, open space, and wetland areas, along with rare plant communities, shall be preserved and protected.

3-65. Residential development on Agricultural Lands, to the extent permitted beyond one unit per parcel in the off-island area, shall be clustered with development rights on the undeveloped land dedicated to the County.

3-66. A Protection Fee shall be imposed on each new residential unit in the Bethel Island area to acquire development rights on agricultural lands, open space, or wetland areas, or to provide financing for farmers to continue agricultural production. Priority for the acquisition of open space and wetlands shall be given to the on-island area. Additional funding sources shall be explored to supplement or replace the Protection Fee.

3-67. New development in the Bethel Island area must comply with an improved financing plan for infrastructure improvements.

POLICIES FOR THE SOUTHEAST COUNTY AREA

Land Use

3-68. Many of the specific policy statements of this Plan support the concept of allowing for multiple uses, compatible with the predominantly agricultural watershed and public purposes of the area. The policies stress the need to preserve designated agricultural lands for agricultural use, and also to allow certain other uses in the area, such as wind energy farms, mineral extraction, and reservoirs.

3-69. The Southeast County area is almost exclusively planned for agricultural, watershed, or public purposes. New land uses within this area should be limited to those which are compatible to the primary agricultural and watershed purposes of the area (farming, ranching, poultry raising, animal breeding, avianeries, apianeries, horticulture, floriculture, and similar agricultural uses and structures) and consistent with the multiple use philosophy enumerated by this Plan.

Subject to specific project review and the policies listed within this Plan, the following uses are generally consistent with the planned agricultural areas:

(a) Public and private outdoor recreational facilities;

(b) Dude ranches, riding academies, stables;
3. Land Use Element

(c) Wind energy conversion systems;
(d) Single-family residences on larger lots;
(e) Mineral resources quarrying;
(f) Oil and gas wells;
(g) Pipelines and transmission lines;
(h) Veterinarian offices and kennels; and
(i) Public purpose uses, including those uses described in Policy 3-73 below (airport, reservoir)

3-70. Southeastern Contra Costa County contains a range of natural and cultural resources which warrant special recognition in the General Plan. Mineral and meteorological resources exist which have the potential to be developed as additional uses within this essentially agricultural area. Multiple uses of the land which assist in its long-term protection as an agricultural area are to be encouraged.

Policies regarding these specific natural and cultural resources are briefly summarized below. However, a more detailed discussion and additional policies should be referred to in other elements of this General Plan, separated into the following topics:

◊ East Contra Costa County (Byron) Airport (Transportation and Circulation Element);
◊ General circulation uses (Transportation and Circulation Element);
◊ Los Vaqueros Reservoir (Public Facilities/Services Element);
◊ Existing and planned recreation uses in the area (Public Facilities/Services Element and Open Space Element);
◊ Wind turbine development or wind energy "farms" (Conservation Element);
◊ Mineral resource areas (Conservation Element);
◊ Vegetation and wildlife resources (Conservation Element); and
◊ Historical, cultural, and archeological resources (Open Space Element).

The southeastern portion of the county is blessed with archaeological and wildlife resources which are unique and worthy of long-term protection and preservation. While in certain portions of the planning area multiple uses of the land may conflict with the need for environmental protection and enhancement, there are other areas where multiple uses may reinforce preservation.
As a practical matter, it should be recognized that historically it has been the agriculturalists that have protected the unique environmental resources of the area. Their continued efforts in this regard are critical to the long-range preservation of the area’s resources.

3-71. The California Energy Commission has identified the Altamont Pass area, including the southeastern portion of Contra Costa County, as an area with high wind energy potential.

The "Wind Energy Resources" section of the Conservation Element contains a map that depicts the generalized boundaries of the wind energy resource area in Southeast County, based on materials developed for the California Energy Commission. The map identifies those areas that experience average wind speeds of at least 15 mph at an altitude of 70 feet above the ground. The same section includes specific policies that govern new wind turbine development in the county.

Clusters of wind turbines generate a certain amount of noise which could be a nuisance if new subdivisions or residences are allowed immediately adjacent to the existing turbines or on properties already approved for wind turbines. New residential uses should be discouraged within the wind energy areas. If wind farms become obsolete or are removed in the area, these policies should be reviewed through a subsequent General Plan Amendment.

Wind farm uses are to be considered appropriate within the resource area or along the periphery of the wind energy resource area, subject to a careful review of the environmental impacts of specific wind farm proposals.

3-72. Within southeastern Contra Costa County there is a geological deposit of domengine sandstone located just southerly of Camino Diablo and easterly of Vasco Road. This area is further discussed and mapped in the "Mineral Resources" section of the Conservation Element.

Limited residential or ranchette development of these mineral properties may be appropriate, but residential use shall be identified as secondary to mineral operations and will not be allowed to preclude the full utilization of identified mineral resources. Any nearby residential use will be permitted conditionally after recognizing the probable expansion of mineral operations and accepting the possible nuisance and inconvenience associated with mineral operations.

3-73. Public agencies have acquired substantial portions of the planning area to serve the needs of the growing population of the East Bay. Two major public works projects are reflected in this Plan: the East Contra Costa County (Byron) Airport and Los Vaqueros Reservoir. Each is discussed further in the Circulation Element and the Public Facilities/Services Element, respectively.
3. Land Use Element

The airport’s location is shown on the Land Use Element Map. As the airport project proceeds, land developments in the area must take into account safety, noise, aviation easements, and preservation of the area's agricultural and biological resources.

Transportation

3-74. The historic significance of the Byron Hot Springs site is acknowledged, the rehabilitation of buildings of historic value at the Byron Hot Springs site and the re-establishment of the historic use of the buildings as a hotel and spa are supported. The rehabilitation of the historic buildings on the Byron Hot Springs site should occur in a manner that is both consistent with other General Plan policies and compatible with the operation of the nearby Byron Airport, as recommended in the Airport Land Use Compatibility Plan. Implementation of this policy should occur through a discretionary permit review process. Any proposal for the development of a larger resort complex on the Byron Hot Springs site, which may include the incidental rehabilitation of historic buildings, should be undertaken in the context of existing General Plan policies.

3-75. This Plan further recognizes that Contra Costa Water District or other agencies may be required to construct additional secondary construction and access roads on lands surrounding their reservoir(s) in order to serve their facility.

3-76. The Union Pacific Railroad provides rail service through Brentwood and Byron. No change in status is anticipated in this Plan. However, the railroad right-of-way does provide the potential for a recreational trail route and for construction of future pipelines.

3-77. The TriLink (State Route 239) and Vasco Road–Byron Highway Connector (Airport Connector) projects are proposed in the Southeast Area of the county. The “Special Planning Area” indicated on the Roadway Network Plan encompasses the area of potential right-of-way alignments for these projects. Because the final alignments have not been determined, potential alignment conflicts in the Special Planning Area shall be considered in land use decisions.

POLICIES FOR THE BAY POINT AREA

Land Use

3-78. The following policies shall guide development in the Bay Point area:

(a) Upgrade community appearance by encouraging development of new uses to replace antiquated developments.

(b) Provide for well-designed projects and limited vehicular access to traffic arterials through the assembly of small parcels of land along Willow Pass Road.
(c) Discourage new areas or expansion of strip commercial development in the community except as provided in this Plan by the Willow Pass Road Mixed-Use Corridor (M-4).

(d) Achieve and maintain a healthy environment for people and wildlife that minimizes health hazards and disruptions caused by the production, storage, transport, and disposal of toxic materials.

(e) A Redevelopment Plan for the Bay Point area was adopted by the Board of Supervisors in December 1987. All development proposals should be reviewed by, and coordinated with, Conservation and Development Department staff to ensure compatibility with the Redevelopment Plan. Additionally, involvement with the redevelopment process will allow the County to coordinate concurrent development proposals and to possibly facilitate construction of public improvements that will further the goals of the Redevelopment Plan.

3-79. Many areas designated for multiple-family residential uses on the Land Use Element Map were originally designed and are presently used for less intensive uses. These areas have property characteristics that would interfere with a successful conversion to higher-intensity uses. Parcel sizes are small, restricting provision of on-site parking, landscaping, and recreation facilities. Existing drainage facilities are antiquated and inadequate. Modifications to existing road design and access points would be desirable to handle greater traffic loads. Given these parameters, an incremental uncoordinated approach to development would probably fail to safeguard community interests.

Therefore, this Plan supports the assembly of land designated for multiple-family residential uses in sufficient acreages to make feasible the provision of a quality residential environment and adequate infrastructure to handle drainage and traffic concerns. Those projects that meet these objectives will be eligible for the maximum housing units within the range of the applicable density designation.

3-80. The following development standards shall be applied to projects proposed in the Willow Pass Road Mixed-Use Corridor (M-4):

(a) Access to parcels along Willow Pass Road should be minimized and should be from secondary roads whenever feasible;

(b) Development of shared access with uses on abutting properties should be considered at the time of project review;

(c) The assembly and consolidated development of frontage parcels is encouraged by this designation;

(d) Control on the placement, design, number, and size of signs should occur during project review and should be adequate to inform the community of the firm’s identity without being visually disruptive; and
3. Land Use Element

(e) The County shall consider adoption of a streetscape plan for Willow Pass Road including, if appropriate, revision to existing precise alignment plans. The plan review shall explore the merit of a street tree/landscape program, on-street parking, restricted traffic movements and transit facilities.

3-81. A two-story height restriction shall be applied to the properties included in the Tener General Plan Amendments, adopted in 1986. The properties include parcels 097-260-004, -005, -006, -008, -013, and -014.

3-82. Consider how to upgrade the Bay Point water quality including increased regulation of the system, facility improvements or, potentially, public acquisition.

3-83. The Wildes property, which fronts along the east side of Mota Drive at Rio Lane, and is the western piece of the Plan amendment area, contains sloped areas along the southern portion of the property which should remain undeveloped. The sloped area is generally shown by the Open Space designation this property. Development of this property shall be limited to four parcels. The new lots should avoid development on the sloped areas and to the extent possible, provide access from Rio Lane so as to avoid potential circulation conflicts with traffic at the Mota Drive/Azores Circle intersection.

3-84. The policies set forth below are intended to guide development in the Pittsburg/Bay Point BART Station area.

(a) Mixed residential, office, retail, and entertainment projects shall be encouraged (Specific Plan Policy LU-1)

(b) Shared use of new and existing parking resources shall be encouraged wherever the mix of uses and the physical layout of parking and buildings allow (Specific Plan Policy LU-2).

(c) Automotive-oriented uses such as large destination retail stores are not encouraged south of State Route 4 within the Specific Plan area (Specific Plan Policy LU-3).

(d) Fast food restaurants and similar uses with drive-through service windows shall be discouraged within ¼ mile of the BART Station (Specific Plan Policy LU-4).

(e) The status of the Bel Air School as an educational site shall be monitored and provisions made for proper land use planning should its status change (Specific Plan Policy LU-5).

(f) Park and recreational uses to serve residents shall be encouraged throughout the Specific Plan area (Specific Plan Policy LU-6).

(g) Residential projects shall establish child care programs or participate in an established program (Specific Plan Policy LU-7).
Development Zones I and II

(h) Commercial uses serving local residents and transit users shall be given preference over large commercial uses relying primarily on automobile access (Specific Plan Policy LU-8).

(i) Educational, recreational, an entertainment uses serving the local community, regional residents, and BART commuters shall be encouraged (Specific Plan Policy LU-9).

(j) Commercial uses serving pedestrians and local residents shall be encouraged along the ground floor frontage of West Leland Road (Specific Plan Policy LU-10).

(k) The minimum residential density for projects in Development Zone I shall be 65 units per gross acre (Specific Plan Policy LU-11).

(l) The minimum residential density for projects between Bailey Road and Ambrose Park shall be 40 units per gross acre. Higher densities are encouraged for this area (Specific Plan Policy LU-12).

(m) Incorporation of child care facilities into new development shall be encouraged (Specific Plan Policy LU-13).

(n) Parking standards established in this Plan shall be periodically re-evaluated to insure their applicability to changing conditions. Parking requirements shall be reflective of the transit orientation of the area (Specific Plan Policy LU-14).

(o) Encouragement shall be given to exploration of a creative master plan and implementation program involving Ambrose Park and adjacent private parcels. Future development on the site may involve a reconfiguration of Ambrose Park, with development within the site designated as Park and Recreation (Specific Plan Policy LU-15).

Development Zones III and IV

(p) A mix of neighborhood-oriented uses which are consistent with a Neighborhood Commercial District shall be encouraged along Willow Pass Road (Specific Plan Policy LU-16)

(q) Renovation of existing commercial structures and facades along Willow Pass Road shall be encouraged where such structures can contribute to a Neighborhood Commercial District (Specific Plan Policy LU-17).

(r) Uses and buildings along the frontage of the industrial parcels fronting on Willow Pass Road shall be compatible with the Neighborhood Commercial District uses encouraged along the south side of the street (Specific Plan Policy LU-18).
3. Land Use Element

Circulation Policies

(s) Within the Specific Plan area, the widening of Bailey Road, Willow Pass Road, and West Leland Road beyond currently planned widths would be discouraged in order to enhance pedestrian/bicycle accessibility (Specific Plan Policy C-1).

(t) Future street improvements in the Specific Plan area should emphasize the provision of adequate pedestrian, bicycle, and transit facilities and strive to correct existing deficiencies in these facilities (Specific Plan Policy C-2).

(u) The Pittsburg/Bay Point BART Station should be developed as a full intermodal transportation facility, enabling transfers and interfaces among all travel modes (Specific Plan Policy C-3).

(v) Long-distance transit connections between East County and BART should be improved (Specific Plan Policy C-4).

(w) The “Pathfinder Signing and Information System” proposed by BART should be implemented for the Pittsburg/Bay Point Station (Specific Plan Policy C-5).

(x) BART should continue to pursue a line extension east of the Pittsburg/ Bay Point Station (Specific Plan Policy C-6).

(y) Local transit services to and from the BART Station and within the Pittsburg/Bay Point community should be improved (Specific Plan Policy C-7).

(z) Transit centers or nodes should be developed in both the north and south portions of the Specific Plan area (Specific Plan Policy C-8).

(aa) The opportunity for an interface with the proposed East County commuter rail service should be explored (Specific Plan Policy C-9).

(ab) The utility of the Delta de Anza Regional Trail should be enhanced (Specific Plan Policy C-10).

(ac) Pedestrian linkages to and from the BART Station and within the Pittsburg/Bay Point community should be improved (Specific Plan Policy C-11).

(ad) Maximum parking requirements for commercial and residential development to encourage the use of BART should be established (Specific Plan Policy C-12).

(ae) The use of transit/pedestrian-oriented design principles in new development projects should be encouraged (Specific Plan Policy C-13).
3. Land Use Element

(af) The developer of any non-residential use should be required to deal with traffic impacts by implementing a Transportation Demand Management (TDM) program to reduce single-occupant auto use among employees (Specific Plan Policy C-14).

**Urban Design Policies**

(ag) New development and the renovation of existing structures shall be designed with interesting facades and an orientation to adjacent streets and pedestrian ways (Specific Plan Policy UD-1).

(ah) Parking for commercial uses should be located at the back or sides of buildings, not between the fronting street and the building (Specific Plan Policy UD-2).

(ai) Signage shall be adequate for its purpose but shall be subservient to the creation of a strong residential and pedestrian environment (Specific Plan Policy UD-3).

(aj) Driveway conflicts with pedestrian movement paths shall be minimized (Specific Plan Policy UD-4).

(ak) All projects shall be expected to provide substantial, high-quality landscaping. The use of flowering plants and trees shall be encouraged to reinforce the strongly residential character of the area (Specific Plan Policy UD-5).

(al) The design of individual projects and buildings shall minimize the visual intrusion of parking structures and lots upon the surrounding major street system (Specific Plan Policy UD-6).

(am) The design of a replacement parking structure on the BART Station property or elsewhere in the area shall minimize the visual bulk of the building and shall be related to the architectural character of the area (Specific Plan Policy UD-7).

(an) Emphasis shall be placed upon pedestrian and visual continuity among uses within the area around the BART Station (Specific Plan Policy UD-8).

(ao) Development east of Bailey Road shall assist in enhancing the visibility and usability of Ambrose Park. This may include reconfiguring of the park and development of housing in the area designated as Park and Recreation (Specific Plan Policy UD-9).

(ap) All new development and renovations shall respect the smaller scale of the surrounding residential neighborhoods (Specific Plan Policy UD-10).

(aq) Transit-supportive amenities shall be constructed in conjunction with the Neighborhood Commercial District (Specific Plan Policy UD-11).
**Transportation**

3-85. The number of streets and driveways intersecting or entering Willow Pass Road shall be minimized.

3-86. Well-designed projects and limited vehicular access to traffic arterials shall be encouraged through the assembly of small parcels of land along Willow Pass Road.

**POLICIES FOR THE MORGAN TERRITORY AREA**

3-87. A separate General Plan/zoning conformity study shall be initiated by the County in the Morgan Territory Road area, south of Marsh Creek Road.

3-88. The restriction on further fragmentation of parcels is crucial to this Plan. A rezoning study should be initiated in this planning area to apply new, more stringent zoning categories.

3-89. A scenic route specific plan will be implemented to ensure adequate rights-of-way for the scenic routes along Morgan Territory Road and Marsh Creek Road.

3-90. Development on the Pacini property (Mountain Meadows) east of Morgan Territory Road will be considered in accordance with this land use designation of Single-Family Very-Low Density and subject to conditions and terms imposed on approved maps and plans.

**POLICIES FOR THE CLYDE AREA**

3-91. Although the small town of Clyde is mostly built out, there are vacant properties adjacent to the Contra Costa Canal and near Clyde Park which are being developed. Any future infill within the area must conform to the following policies:

   (a) The existing residential neighborhood is designated Single-Family Residential-High Density (5.0 to 7.2 units per net acre), but in the Clyde area the density of any infill housing (excluding the area described in (b) below), is not to exceed 6 units per net acre;

   (b) Vacant land adjacent to the Contra Costa Canal is designated Single-Family Residential-Medium Density (3.0 to 4.9 units per net acre). This reduced density reflects larger lots in this steep area and will help to avoid excessive traffic along narrow Park Street;

   (c) New construction should be compatible with the existing architecture to the extent possible. Ultra-modern design in architecture should be discouraged; and

   (d) The burden of providing adequate utilities and traffic circulation for new construction shall be borne solely by the developer.
POLICIES FOR THE BUCHANAN FIELD AIRPORT AREA

Land Use

3-92. The General Plan policies for Buchanan Field Airport are set forth below, and additional policies may be found in the Transportation and Circulation Element (a description and policies regarding airport operations and roadways in the area) and Noise Element (a description and policies regarding acceptable noise contours).

3-93. Most of the land area comprising the Buchanan Field Airport has been designated Public and Semi-Public (PS), reflecting its primary function and operation as a publicly-owned and operated general aviation commercial service airport. This Plan provides for a range of commercial aviation uses and services in support of the aviation functions on the airport lands designated PS, including fixed base operators (FBOs) and auxiliary and executive aviation.

3-94. Airport lands designated PS may be leased to an FBO. An FBO means an aviation business providing comprehensive general aviation services in accordance with the “Buchanan Field Airport Policy and Standards for Development”, as adopted by the Board of Supervisors, and as may be amended by the Board. As used in the context of this Plan, aircraft charter/rental, air taxi or commuter air services, and air terminal or ground services, are activities and uses commonly associated with a general aviation airport falling under the category of an FBO. Additionally, an FBO may provide pilots, private aircraft owners, other aviation businesses, travelers, and airport visitors with other services, such as: lobby and lounge spaces; weather and flight planning services; temporary aircraft parking and tiedowns; restaurant/catering/vending facilities; restrooms; hotel and automobile rental reservations; automobile rental parking; meeting space and business center; office space for aviation and aviation-related business; and other items of public convenience and necessity.

3-95. In addition to FBO sites, airport lands designated PS may be leased for auxiliary and executive aviation uses and services, which may include open and/or enclosed storage of private aircraft; private corporate/executive hangar(s) with or without attached office space; pilot center and lounges; unique aviation sales and services (not provided or in competition with an FBO); and other facilities that meet the needs for general aviation. Such proposed auxiliary and executive aviation uses and services must serve the aviation community and give evidence that such development will not compete with FBO operations.

3-96. Two areas adjacent to Buchanan Field Airport, which are County-owned airport lands, are designated for non-aviation commercial uses: 13 acres located at the intersection of John Glenn Drive and Concord Boulevard is designated Commercial (CO), and 3 acres at Marsh Drive and Sally Ride Drive is designated Business Park (BP).
3. Land Use Element

3-97. A range of commercial uses are allowed in both the CO and BP land use
designations. The actual uses allowed will be finalized through review of
projects and leases for the use of the land.

3-98. For these two non-aviation commercial areas to be developed,
transportation improvements are required to be constructed or
committed. Such improvements will be tied directly to the County leasing
of these areas for development. The extent of improvements is to be
determined by the Board of Supervisors as part of the bid package.

3-99. The area designated for Commercial (CO) use at the entrance of John
Glenn Drive is limited to development of 220,000 square feet of space;
the area designated Business Park (BP) at Marsh Drive and Sally Ride
Drive is limited to 52,300 square feet. New development undertaken
pursuant to the Buchanan Field Master Plan (2008) shall not cause
cumulative automobile trip generation to exceed 99 peak-hour trips
unless a traffic impact analysis has been performed consistent with the
most recent version of the Technical Procedures Manual adopted by the
Contra Costa Transportation Authority and the appropriate documentation
has been prepared pursuant to the requirements of the California
Environmental Quality Act.

3-100. The major privately-owned lands within the area are designated for light
industrial use and are located along I-680, west of the airport, between
the existing mobile home park and the golf course.

3-101. The California Public Utilities Code requires that the intent and purpose of
the plans and policies adopted by the County Airport Land Use
Commission be incorporated into the County General Plan. The
Commission has adopted numerous regulations which strictly define what
types of land use, and the design of those uses, will be allowed within the
Commission's airport "planning area" and within designated "safety
zones" under the airport's flight path. These policies and regulations are
detailed in the "Airports and Heliports" section of the Transportation and
Circulation Element.

Transportation

3-102. See the policies listed under the "Airports and Heliports" section of the
Transportation and Circulation Element (Chapter 5).

POLICIES FOR THE CENTER AVENUE (PACHECO) AREA

3-103. The plan for the area in Pacheco located generally along Center Avenue
west of the flood control channel is designated for Multiple-Family
Residential-Medium and High Density (12.0 to 21.9 units and 22.0 to 29.9
units per net acre, respectively). The plan endorses efforts to consolidate
smaller parcels into logical groupings for the private redevelopment of
areas from single-family homes to multiple-family residential uses.
Projects covering smaller existing lots should lead to higher densities and better designed projects.

Additionally, consolidation of lots should lead to fewer access points onto arterial and collector roads such as Center Avenue and Deodar Drive. North of Center Avenue, it is hoped that projects can be grouped into three or four applications, and south of Center Avenue applications should include all of existing blocks or the remnants of existing blocks.

3-104. This Plan recognizes the historical significance of the W.T. Hendrick House (218 Center Avenue) and encourages its continued preservation. Developments that surround the house should be designed in a fashion that compliments the structure and works toward its continued preservation.

POLICIES FOR THE VINE HILL/PACHECO BOULEVARD AREA

Land Use

3-105. The scenic assets and unstable slopes of the Vine Hill Ridge are to be protected for open space/agricultural use.

3-106. The residential neighborhood east of I-680 shall be buffered from the industrial/landfill-related uses.

3-107. Approximately 40 acres of land south of the Burlington Northern Santa Fe tracks, between Morello and Pacheco, is designated Agricultural Lands, to encourage the continued operation of the Viano family vineyards and winery.

POLICIES FOR THE PLEASANT HILL/CONTRA COSTA CENTRE BART STATION AREA

Land Use

3-108. The area immediately adjacent to the Pleasant Hill/Contra Costa Centre BART Station is the subject of special development standards outlined in the Pleasant Hill BART Station Specific Plan, adopted in 1983 and as amended through 1988. Most of the residential and commercial development allowed under this Specific Plan has already been approved by the County, with the exception of development on a large parcel owned by the BART District, much of which has not yet been approved for construction. To assist in the assemblage of development sites and to finance required infrastructure to support the development, the County, in 1984, adopted a Redevelopment Plan for the area. The Redevelopment Plan was amended in 1988 to facilitate the development of affordable rental housing in order to achieve a jobs/housing balance.

3-109. The overall goals for the Pleasant Hill/Contra Costa Centre BART Station area are to:
3. Land Use Element

(a) Increase the concentration of high-intensity employment uses and affordable housing in the area to better utilize the regional transit accessibility provided by BART;

(b) Integrate housing into the area where environmental constraints (such as noise from I-680) or overall land use considerations do not preclude it;

(c) Provide sufficient retail and other commercial services and public open space amenities for station area employees, BART riders, and residents of the station area and nearby residential and commercial uses;

(d) Promote a station area appearance which will project a positive image and have high regional and local identity;

(e) Achieve cooperative development actions by BART and the private sector which will more fully utilize the station area resources; and

(f) Develop areas intensively used by pedestrians at a human scale and with adjoining uses which will visually and functionally enliven the area.

3-110. There are several Specific Plan policies which shall be applied to development proposed for the BART District property at the Pleasant Hill/Contra Costa Centre Station. Refer to the Pleasant Hill BART Station Specific Plan for the policies.

Transportation

3-111. In cooperation with the cities of Pleasant Hill and Walnut Creek, and transit operators, determine the feasibility of establishing bus service along the SPRR right-of-way between Concord and Rudgear Road.

POLICIES FOR THE OAK ROAD AREA

3-112. The area east of Oak Road between Todd Lane and Walden Road is designated Multiple-Family Residential-High Density, with a density range of 22.0 to 29.9 units per acre. However, developments in excess of 22.0 units per net acre shall only be considered for each of the parcel assembly areas shown in Figure 3-3 after preparation of an Environmental Impact Report. In addition to the normal CEQA concerns, the EIR will need to explore off-site transportation fees and impacts to adjacent single-family neighborhoods.

3-113. Projects proposed in the Oak Road area described above shall be granted only through a Planned Unit District zoning process which includes all parcels within one of the specified subareas shown on Figure 3-3, i.e., all parcels fronting along Kingston Place or Annette Court. Applications for areas smaller than these subareas shall be restricted to residential densities allowed by the R-15 zoning.
Projects in the area shall be designed in such a way as to minimize traffic and drainage impacts in the area. Multiple-family projects will be required to participate in off-site traffic improvements such as widening Oak Road to its planned ultimate width across the Contra Costa Canal, signalizing the Oak Road/Walden Road intersection, and area-wide drainage improvements. In addition, any project shall be designed to prevent runoff onto neighboring properties except through specific flood control improvements.

POLICIES FOR THE SARANAP (WALNUT CREEK) AREA

3-114. The undeveloped hillside south of Olympic Boulevard and west of Tice Valley Boulevard is designated for Single-Family Residential-Medium Density development along the base of the hill along Olympic, with the remainder of the site designated as Agricultural Lands and Open Space, to reflect the steep, unbuildable slopes.

POLICIES FOR THE ALAMO-DIABLO-BLACKHAWK AREA

3-115. Promote the individuality and unique character of each community based on existing community images.

3-116. The character of the area as one of predominantly single-family residences shall be developed, and multiple-family residential units shall be provided in suitable densities and locations. A range of densities shall be offered in order to provide for a variety of family sizes, income levels, and age groups.

3-117. Commercial development specifically directed to the needs of the neighborhood and community shall be encouraged. Large-scale commercial uses which rely on drawing business from outside the community are inconsistent with this Plan.

3-118. Alamo's commercial district serves primarily the surrounding residential areas. This Plan allows for continued commercial growth within the defined commercial area, which is separated from existing residential areas by the railroad on the west and the Alamo Orchard mixed-use project along Jackson Way and Orchard Court. This Plan limits expansion of these transitional uses to their existing boundaries north and south along Danville Boulevard.

3-119. It is the intent of this Plan that the viability and desirability of single-family residential uses on Jackson Way, South Jackson Way, and Linden Court be preserved. No land use changes or project characteristics shall be permitted which would diminish these residential areas or induce land use transition.

3-120. The portion of Danville Boulevard north of Del Amigo Road should remain a two lane road; however, minor improvements to provide additional safety and increased capacity are acceptable.
3-121. The lands shown as residential on the Land Use Element Map, adjacent to the portion of Danville Boulevard between Del Amigo Road and Rudgear Road, shall be restricted to residential uses. Nonresidential uses under land use permits are inconsistent with this Plan and shall be avoided.

3-122. When rezoning in Alamo, the appropriate single-family residential zoning will include R-20, R-40, R-65, R-100, and P-1. Both Alamo and Diablo have special characteristics which preclude clustering in established areas.

3-123. Encourage commercial development that is related to the needs of the neighborhood and community. Regional-scale shopping centers are not considered appropriate.

3-124. Developments shall be reviewed to ensure the continued rural character of the area.

3-125. Located south of Livorna Road and west of Vernal Road, the Laverock Lane General Plan Amendment is intended to support up to six residential parcels because it will use minimum grading and will not lead to significant disturbance of the existing topography. Creation of new parcels is subject to the provision of road frontage improvements required by the County Public Works Department. New access points along Vernal Drive and Laverock Lane shall be minimized by using shared private driveways where feasible. Additionally, to retain the character of the neighborhood, new structures shall be limited to two stories in height and shall be designed to ensure architectural compatibility with the older homes in the area. Finally, to minimize any visual obtrusions, the use of non-reflective building materials and extensive, drought tolerant landscaping shall be incorporated into any development plans for this area.

POLICIES FOR THE PORT COSTA AREA

3-126. The plan for the Port Costa area restricts multiple-family dwellings to multiple-use buildings in the commercial area.

3-127. The plan endorses establishment of a regional recreation area in the vicinity of Port Costa which is oriented towards pedestrian use and day use.

3-128. A key concept of the plan is to permit only open space uses on the lands surrounding the town, as well as the balance of the planning area.

3-129. The plan limits commercial development to small shops that are on the scale of small specialty and neighborhood retail shops and that avoid automobile-oriented uses.

3-130. The design of structures in the commercial area can have a significant effect on the character of the district. The following design policies are provided so that construction and renovation in the commercial area will preserve and contribute to the unique and historic nature of the town:
3. Land Use Element

(a) New construction must be placed close to the property line along the street, rather than set back on the lot, to provide for continuous commercial frontage along the sidewalk. Variances from required setbacks may be necessary to accomplish this purpose. However, placement of on-site parking in front of a proposed structure is not acceptable; and

(b) Building design should complement existing commercial structures and the historic character of the town. Incorporation of historic design features such as window moldings, dormers, balustrades, columns, wood siding, brackets, and detailed cornices is encouraged. The façade treatment is particularly important. Care should be exercised in the selection of building materials and colors.

3-131. While the Open Space Element and Conservation Element offer policies for general application, this Plan sets forth the following specific policies for the Port Costa area:

(a) Subdivision of open space lands into ranchette size parcels is not in conformance with this Plan; 20 acres is the minimum parcel size; and

(b) Development of open space lands for residential uses is contrary to this Plan. In the event this Plan is amended to allow subdivision of open space lands for residential purposes, proposed projects must utilize a Planned Unit District format, as reflected in the P-1 zoning ordinance.

POLICIES FOR THE BRIONES HILLS AREA

3-132. This Plan strongly supports the intent of the Briones Hills Agricultural Preservation Area compact that was signed by the County and the cities of Martinez, Pleasant Hill, Walnut Creek, Lafayette, Orinda, Richmond, Pinole, and Hercules in 1988.

The compact states that the jurisdictions voluntary agree not to annex any lands within the 64 square mile area for the purposes of allowing urban development (see Figure 3-4). This rural area includes large properties owned by either the East Bay Municipal Utility District or East Bay Regional Park District, which are designated Watershed and Parks and Recreation on the General Plan Land Use Element Map. The remaining properties are used primarily for grazing cattle and are designated Agricultural Lands. This Plan anticipates that the area will remain in public and agricultural use during the planning period.

POLICIES FOR THE CROCKETT AREA

3-133. In cooperation with the Crockett Improvement Association, develop specific plans for such purposes as the rehabilitation of commercial areas, land use decisions and growth management, public safety, regional traffic
controls, and major transportation facilities such as a new bridge and BART station.

3-134. Discourage industrial traffic that could impact the safety and efficiency of Crockett’s non-industrial and emergency vehicle traffic.

3-135. Recognize that Crockett was not designed for use by an abundance of motor vehicles. Narrow streets and a lack of off-street parking have resulted in congestion, particularly parking congestion. Personnel of the Crockett-Carquinez Fire Protection District fear the possibility that firefighting equipment may be blocked in an emergency situation. Expanded residential areas should not be served by existing roadways that function as local roads.

3-136. The goal of this Plan is to protect and enhance the quiet, small town atmosphere of Crockett’s residential neighborhoods, and provide for new development that is compatible with this goal.

3-137. Encourage mixed uses in the downtown area, consistent with the present pattern of residential and business uses.

3-138. Emphasize office uses along Loring Avenue in order to broaden the employment base and to minimize parking congestion.

3-139. Provide that homes located in extreme or high fire hazard areas be constructed with fire-resistant materials and the surroundings be irrigated and landscaped with fire-resistant plants.

3-140. The designation of Single-Family Residential-Low Density occurs selectively within the planning area. One area is along Dowrelia Drive along a steep hillside with poor road access. A limitation on additional development is appropriate here without major improvements to road access.

3-141. Projects proposed along scenic routes will be reviewed to determine if there would be adverse visual impacts, and if so, mitigation measures will be applied. The guidelines for determining visual impacts include, but need not be limited to, the following:

(a) Long views across Carquinez Strait or the Bay should not be blocked;

(b) If a structure interrupts long views across Carquinez Strait or the Bay, the structure should be designed to enrich the scenic quality as much as possible;

(c) Extreme topographic modification, such as cutting off a ridge top, is to be avoided; and

(d) Structures highly visible from scenic routes should be designed to blend and harmonize with the natural scenery or background.
3-142. In order to protect the scenic environment of Crockett, it is a policy of this Plan that identified scenic ridges and woods should not be obliterated. Any construction that takes place on identified scenic ridges should be designed with respect for the natural scenic qualities of the locality. In areas designated for development of steeply sloping lands, the following principles should be strictly applied:

(a) High-quality engineering of slopes is required to avoid soil erosion, downstream flooding, slope failure, loss of vegetative cover, high maintenance costs, property damage, and damage to visual quality. Particularly vulnerable areas should be avoided. Slopes over 25 percent are generally not suited for conventional cut and fill pad development;

(b) Where flood control and drainage works are required along natural watercourses, special consideration should be given to using innovative means of retaining the natural appearance of the waterway, and preserving the vegetation and wildlife it supports;

(c) Conservation of the scenic beauty of the planning area requires restoration of natural contours and vegetation after grading and other disturbances, and the design of public and private projects to minimize damage to significant trees and other visual landmarks;

(d) Public facilities for outdoor recreation should remain an important land utilization objective in the community, to promote high visual quality, air quality maintenance, and to enhance outdoor recreation opportunities of all residents; and

(e) Extreme topographic modification, such as filling in canyons or removing hilltops is to be avoided. Clustering and planned unit development approaches to development are encouraged. All future development, whether large or small scale, should be based on locating safe and suitable sites for buildings, roads, and driveways. Edwards Canyon is very sensitive to erosion and siltation problems and should be given special protection.

Scenic Waterways are watercourses which receive use by fishing and recreational boat traffic and traverse areas of significant scenic quality. The scenic waterway designation applies to the waterway and its shoreline.

3-143. The shoreline and hills along Carquinez Strait between Crockett and Martinez constitute one of the few undeveloped coastal areas in the East Bay. The scenic beauty of the area enhances, and is complemented by, the historic town of Port Costa. Preservation of this resource through the establishment of a recreation area is encouraged by this Plan.

3-144. Crockett has an abundance of charming Victorian buildings. The special scenic and historic qualities of the town should be reflected in a sensitive
approach to rehabilitation of these buildings. The structures listed below have been identified as local historic places, reflecting their historic and cultural importance to the community. It is a policy of this Plan that the following places should be protected and their historic qualities should be preserved and enhanced:

(a) American Legion Hall at Pomona and Alexander Streets;
(b) Rolph Park Monument at Pomona Street and Rolph Park Drive;
(c) Railroad depot on Loring Avenue;
(d) Crockett Auditorium on Pomona Avenue;
(e) Episcopal Church on Pomona Avenue;
(f) C&H Company House and Guest House in Crolona Heights;
(g) Crockett Library on Loring Avenue;
(h) Edwards Homestead; and
(i) Loring Avenue Victorians.

3-145. Development of the Pointe Crockett General Plan Amendment is intended to support up to 100 units, while the exact placement of housing units and open space areas will be further defined through the site planning process. Dedication of additional property to the appropriate public agencies for open spaces and road improvement purposes will also be secured through the site planning process of considering the proposed residential project.

POLICIES FOR THE RODEO AREA

3-146. Mitigate the effects of industrial traffic on downtown streets.

3-147. Direct the major portion of new residential development towards infilling and redevelopment of Rodeo proper.

3-148. Encourage reuse of existing buildings.

3-149. Establish the waterfront area as a focal point for the community by the development of a mixture of multiple-family, parkland, retail, and commercial recreational land uses.

3-150. Focus waterfront development around a shoreline park and promenade.

3-151. Develop a portion of the Rodeo Creek channel as a linear park.

3-152. Maximize public access to the Bay.

3-153. Provide for a creek setback zone in Franklin Canyon to preserve the natural drainageway.
Encourage particularly the renovation of Rodeo’s notable architectural specimens.

The policies set forth below are intended to guide the revitalization of Old Rodeo.

(a) A mixture of land uses, residential (particularly townhouse) and commercial, must be established;

(b) A community parking plan must be devised and implemented to provide a sensible framework for development in Old Rodeo, including a parking plan for Lone Tree Point;

(c) When on-site parking is provided it should be established at the rear of commercial properties so that a unified commercial frontage is presented to the sidewalk;

(d) Rezone the Rodeo Waterfront/Downtown Specific Plan area to P-1 in order to efficiently provide for necessary flexibility in development standards;

(e) Landscaped courtyards, atriums, and streetside plantings should be included in development plans to provide visual and physical relief from the hard surfaces of the urban landscape;

(f) Sitting places for resting, socializing, or people watching should be incorporated into project designs;

(g) Developers are encouraged to preserve and reuse Rodeo’s architectural specimens (unless financially infeasible due to seismic retrofit requirements, inadequate original construction, etc.);

(h) Provide for integration of development in Old Rodeo with the waterfront area;

(i) Develop public facilities in Old Rodeo to serve as a community focal point;

(j) Retain and increase opportunities for live/work space;

(k) Eliminate excessive roadway areas throughout Old Rodeo and introduce landscaping and safety features to remaining road system;

(l) To further implement the County General Plan for Downtown Rodeo, the provisions of the Rodeo Waterfront/Downtown Specific Plan shall apply in addition to the policies contained in this General Plan.

The waterfront is one of Rodeo’s biggest assets. However, at the present time access to the waterfront is limited both visually (by the service commercial type buildings located along San Pablo Avenue) and physically (by the Union Pacific Railroad line). By designating this area
Commercial Recreation in this General Plan, it is anticipated that properties will eventually convert to uses which capitalize upon the proximity of the Bay.

The Environmental Enhancement Element of the Specific Plan provides for a waterfront promenade between the marina and the sanitary district facility. This linear recreation facility in combination with commercial recreation businesses could provide an exciting focal point for the town.

Large-scale development in the Commercial Recreation area must be predicated upon a thorough study of the waterfront. Comprehensive development policies incorporated into a specific plan or waterfront development plan and implementation program must be in place before such development can proceed.

3-157. Retail businesses and services directly or indirectly related to recreational uses of the shore area are compatible with the Commercial Recreation designation, including restaurants, chandlers, hotels or motels, and bait and tackle shops.

3-158. The Light Industry designation is employed in the Franklin Canyon area along the north side of State Route 4, across from Franklin Canyon Golf Course. This is a particularly striking section of a designated scenic route and its visual beauty must be preserved through careful scrutiny of proposed light industrial projects. In particular, project proponents should address height, color and appearance, and landscaping.

3-159. A buffer of Agricultural Lands around the eastern Phillips 66 property is created in this Plan to separate the Viewpointe residential area from future industrial development on the Phillips 66 property. These open space lands should remain essentially undeveloped.

3-160. Private property shown in this designation such as the Franklin Canyon Golf Course should remain in essentially open space recreation uses. More intensively developed, privately-owned recreation property is designated as Commercial Recreation.

3-161. This Plan proposes three new recreation sites in Rodeo plus development of unused land at Hillcrest Elementary School. This Plan designates a linear park and trail along the Rodeo Creek channel from Interstate 80 north-northeast to 4th Street. A waterfront promenade is indicated running between the railroad overpass to the marinas and the Rodeo sewage treatment plant. The promenade is intended to focus upon one of Rodeo's greatest amenities, San Pablo Bay.

3-162. This Plan supports the concept of the Carquinez Strait Regional Shoreline Park on the border between the Rodeo and Crockett planning areas, which is planned by the East Bay Regional Park District in its Master Plan. This Plan also affirms the policy in the East Bay Regional Park District's
3. Land Use Element

Master Plan that a regional shoreline trail extending from Martinez to Point Pinole shall be implemented.

The trails plan also shows a trail along Rodeo Creek from the southwestern edge of the planning area to the waterfront downtown.

3-163. The majority of open space in this Plan is located in the Franklin Canyon area and the adjacent hills. The steep topography and unstable slopes which characterize the hills limit their fitness for development.

Open Space designations for this area reinforce the countywide goal of agricultural preservation for continued agricultural productivity. The existing pattern in the open space area of relatively large parcels under consolidated ownership is necessary to successful range practices and will be maintained under this Plan. The scenic value of the Franklin Canyon area has been asserted by the Rodeo community and is reflected in the scenic route designated for State Route 4 in the scenic routes section of the Transportation and Circulation Element. The hills and ridges along this route are the primary source of the corridor's visual quality and every effort should be made to protect its scenic characteristics.

3-164. Because of noise-related impacts, both from transportation sources and industry, acoustical studies will be required for major new developments and multiple-family projects in the planning area, even those extending beyond the 60 CNEL Noise Contours.

POLICIES FOR THE EL SOBRANTE AREA

3-165. El Sobrante is a diverse and beautiful community, which cherishes its unique character, especially its scenic beauty, open spaces, and local charm. The community is dedicated to protecting and enhancing the quality of life while addressing development pressures that are common in the Bay Area, including, the effects of suburbanization and urban sprawl, regional traffic congestion, and demand for public services. The overall goal of the area is to retain and reinforce the semi-rural and suburban character of the community with its strong emphasis on single-family residences, the feature which has drawn most of the residents to the area. The following principles are be to used in guiding development and the land use decision-making process in El Sobrante:

(a) Change should be harmonized to enhance El Sobrante’s unique semi-rural/suburban character and to preserve its scenic environment.

(b) Growth and economic development should be targeted in a manner to preserve open space and agricultural land, to meet community needs, to help revitalize the commercial core, and generally to enhance the quality of life of area residents.

(c) El Sobrante is envisioned as a culturally diverse residential community with vibrant local-serving businesses, amenities and
services for children, families, and the elderly, and parks and recreational facilities to meet community needs.

(d) El Sobrante’s built environment should be designed and developed at a human scale, incorporating healthy community concepts that make provisions for walking, bicycling, and other non-motorized transportation, recreation, access to healthy foods, and energy and resource efficient buildings and development.

3-166. In consultation with El Sobrante residents, affected businesses, landowners, and other interested parties, including the City of Richmond, develop a new precise alignment for the segment of San Pablo Dam Road between El Portal and Appian Way. The precise alignment is intended to replace the San Pablo Dam Road bypass couplet concept, which was formerly describe in both the Land Use Element and Transportation and Circulation Element. The new precise alignment should be based on the “Complete Streets” concept, whereby the roadway is designed and operated to accommodate safe access for all users. The aim is to design this segment of San Pablo Dam Road to move motorists, transit vehicles, bicyclists, and pedestrians of all ages and ability safely along and across this roadway. In addition, the new precise alignment should make provision for a new collector street connecting Pitt Way to Hillcrest Road. To the maximum extent practicable and feasible, the “Complete Streets” concept should be incorporated into the alignment plan along with appropriate measures to implement the new alignment. The County will routinely examine the pedestrian and bicycle environment and will make improvements at every opportunity.

3-167. Given San Pablo Dam Road’s designation as the I-80 bicycle route, and its critical importance in connecting West and East Contra Costa County, every effort should be made to add a Class II bicycle lane along the roadway or to provide and alternate bicycle path through the corridor.

3-168. The County will pursue mechanism to assist in the beautification of the community, such as tree planting and other landscaping, lighting, and visually pleasing signage. These improvements may be accomplished by establishing a landscape and lighting district, a business improvement district, and/or implementing other such mechanisms.

3-169. In order to reduce the demand for auto trips through the community, the County will work with AC Transit and other local public transit agencies to improve service to the El Sobrante area. Bus stops and bus routes will be improved, so that residents can efficiently travel directly from El Sobrante to Del Norte BART, Richmond BART/Amtrak, and Orinda BART, as well as to other destinations.

3-170. To ensure residents have adequate access to healthy food, grocery stores, farmer’s markets, produce markets, and other such establishments should be encouraged, and businesses selling primarily unhealthy foods and beverages should be discouraged.
3-171. Minimize the number of streets and driveways intersecting or entering San Pablo Dam Road, Appian Way, and Valley View Road.

3-172. Provide for well-designed projects and limited vehicular access to traffic arterials through the assembly of the deep, narrow parcels of land along San Pablo Dam Road and Appian Way.

3-173. Discourage new areas of strip commercial development in the community.

3-174. Require development of more public off-street parking in the commercial core area along San Pablo Dam Road, so as to increase the traffic bearing capacity of the arterial.

3-175. The El Sobrante community values healthy living and places great value on local opportunities for outdoor recreation. According to the 2001 El Sobrante Valley Parks Study, the community lacks sufficient park and recreation space to adequately serve area residents. The County shall seek to identify acquirable parcels of land that can be developed into parks and open spaces, including public spaces in commercial corridors. New development project will be evaluated in terms of the contribution to public recreation and their support of parks and open space. Developers will be encouraged to collaborate on the development of parks and open spaces in order to optimize recreational opportunities for area residents. Mechanisms to support park and open space maintenance funding through development fees and other sources shall be pursued.

3-176. Development of a full-service community center in El Sobrante will be pursued. Currently, the community lacks adequate space for community meetings and events, recreational, cultural, and educational activities. The community center will be operated by a public entity and will provide multiple purpose functions in the community.

3-177. The creeks running through the El Sobrante community (Appian Creek, Wilkie Creek, San Pablo Creek, etc.) will continue to flow along their natural path. To the extent possible, efforts will be made to enhance public views of the creeks, particularly San Pablo Creek, as it runs along San Pablo Dam Road.

3-178. To improve traffic in the community, the Highway Patrol will be encouraged to patrol the area in order to encourage drivers to obey posted speed limits and other traffic rules.

3-179. Upgrade the community's drainage system to eliminate problems caused by local inundation, ponding, and sheet overflow during storms, and eliminate open drainage ditches along portions of Appian Way and San Pablo Dam Road and throughout the community.

3-180. In view of the existing traffic problems and limited ability of the circulation system to adequately handle substantial growth in traffic volumes, new development should be approved at the low- to mid-range
of the respective single-family and multiple-family residential land use densities. The County shall work with neighboring jurisdictions to limit the impact of large development on the El Sobrante community. To improve the provision of urban services, enhance quality of life of area residents, and decrease environmental impacts, the addition of housing units will be focused in the urban core and sprawl development in the surrounding areas, particularly the hillside areas, should be restricted.

3-181. Due to proposed General Plan changes on San Pablo Dam Road and Appian Way, the County will study the traffic impacts on Hilltop Drive, from Interstate 80 to Manor Road, including the heavily traveled streets of Pebble Drive, La Paloma, and Manor Road. Proposed development projects will also study these roads in their traffic analyses. The County will mitigate traffic impacts to these streets by implementing traffic calming or other necessary measures in consultation with affected residents and interested parties.

3-182. This Plan calls for residential development to be directed primarily to areas where infilling of previously "passed over" property can occur, as well as to a limited number of larger parcels of undeveloped acreage. These larger parcels include the western slope of Sobrante Ridge, and the lower portions of the north face of San Pablo Ridge.

3-183. A major policy of this Plan is to eliminate deep, narrow lots through the aggregation of parcels in areas designated for multiple-family use. Every effort should be made to encourage the aggregation of such lots to provide for better-designed projects.

3-184. Areas outside the present and committed area of service capability of EBMUD and West Contra Costa Sanitary District are to be retained in the Open Space designation.

3-185. In order to retain the ridgelines around El Sobrante in their natural state, it is recommended that a ridgeline preservation ordinance be developed which would prohibit the placement of any structure on or near the crest of a scenic ridge, such as San Pablo Ridge or Sobrante Ridge. All land above the 400‘ elevation shall not be developed for suburban purposes unless in conformance with the Land Use Element Map.

3-186. Appian Way is identified as a Route of Regional Significance under the West County Action Plan. The segment of Appian Way from the Pinole city limits to Valley View Road (at the Appian Triangle), which is currently three lanes with one lane in each direction plus a center two-way left turn lane, is planned as a four-lane arterial. There is limited room to secure additional right-of-way along this roadway segment for further widening and there are likely to be significant costs for right-of-way acquisition and construction to widen this segment of Appian Way to the planned four-lane configuration. Retention of the current three-lane cross section for this segment of Appian Way as the ultimate or planned roadway may be
3. Land Use Element

more economically feasible than widening to four lanes while providing sufficient traffic capacity in the future.

3-187. In conjunction with the cities of Pinole and Richmond and the West Contra Costa Transportation Advisory Committee (WCCTAC), the County will evaluate the feasibility of the planned or ultimate four-lane roadway configuration for this segment of Appian Way compared to retention of the current three-lane configuration. This feasibility study will determine the footprint of a four-lane cross-section for this segment of Appian Way to be used in estimating the right-of-way and construction costs for the planned roadway configuration as a four-lane arterial roadway. The feasibility study will then compare projected traffic volumes and levels of service for the planned four-lane arterial roadway versus the existing three-lane cross-section (one lane in each direction plus a center two-way left turn lane) and evaluate any differences between the two in terms of traffic operations and safety. The feasibility study will also identify the usage of this road segment by new development in the cities of Pinole and Richmond, and unincorporated El Sobrante. Additionally, consistent with the principles of existing General Plan policies related to “Complete Streets,” the feasibility study will examine whether improvements for this roadway segment are needed for pedestrians, bicyclists, and public transit and whether such improvements can be provided within the existing public right-of-way. A criterion for feasibility is whether the cities and County can agree on a funding plan for: a) improvements to this section of Appian Way; or, b) construction of this four-lane arterial. The feasibility study will commence on or before the start of Fiscal Year 2011-12 (pending a funding source) and will be completed by January 1, 2013, with the report to be submitted to the Board of Supervisors and WCCTAC. The results of the study will then be used as the basis for the County to determine whether to amend the Transportation and Circulation Element, Roadway Network Map, changing this segment of Appian Way from a planned four-lane roadway to retention of the existing three-lane cross-section (one lane in each direction plus a center two-way left turn lane) as the planned roadway configuration.

POLICIES FOR THE NORTH RICHMOND AREA

3-188. For all industrial categories, this Plan should accommodate and guide the growth and development of industry. With growth and development there needs to be a recognition of environmental, social, and economic values which will work to minimize land use conflicts, to establish a reasonably pleasing setting and to protect natural resources that are irreplaceable. Through appropriate regulatory mechanisms (e.g., zoning ordinance, nuisance ordinance, etc.) provide for the following:

◊ Require a setback from San Pablo and Wildcat Creeks for new structures. The size of the setback will be developed through site development review in conjunction with responsible agencies (e.g., California Department of Fish and Wildlife, Flood Control District).
Lands within these setback areas shall reinforce the habitat values and/or trail setting of the adjacent flood control project for these creeks.

◊ Require setbacks within shoreline areas to protect wetlands designated by State or federal regulatory agencies and to provide public access as appropriate. The size of the setback or mitigation will be developed in conjunction with all affected agencies.

◊ Require health risks assessments and, where appropriate, provide necessary buffers for all new applications handling substantial amounts of hazardous materials.

◊ Achieve an upgrading of the visual appearance and unity of the area through architectural and landscape requirements and utility undergrounding.

◊ Require special geotechnical studies and construction techniques in areas of potential seismic or geological hazards (e.g., Alquist-Priolo Special Study Zone, high liquefaction, and reclaimed wetland areas).

◊ Use established standards to limit activities that may endanger human health and can cause damage to the environment.

◊ Use established standards to limit activities which may be objectionable such as odors, fumes, or other emissions so they will be contained within the property boundaries.

◊ Require projects adjacent to parks or recreational corridors to minimize impacts on the recreational values of those facilities.

◊ Require a shadow analysis for projects adjacent to commercial nurseries and protect the solar access of affected properties.

◊ Require archaeology reconnaissance surveys for all projects within an archaeological sensitivity area. When cultural resources are located within a project, measures to deal with the historic resource shall be recommended by a qualified archeologist.

◊ Require all uses to comply with the regulations of the Bay Area Air Quality Management District, the Regional Water Quality Control Board, the San Francisco Bay Conservation and Development Commission, the State and County health departments, and any other regulatory agencies which exist or may be established to ensure environmental quality in the San Francisco Bay Region.

◊ Screen all outside storage/maintenance areas from public streets.

a. **Light Industry**

Amend the Light Industry land use designation of the General Plan Land Use Element for North Richmond to read as follows:
Industrial activities in this designation are established in areas where development is carefully controlled to ensure compatibility between the industrial operations and other activities and the character of the district, community, and environment in which they are located. The appearance of each site, building or industrial operation, and each industrial district as a whole, should establish a reasonably pleasing and harmonious setting.

Types of uses within this designation can range from research, engineering, product development and testing, and sales development to light manufacturing, warehousing, distribution centers, and commercial nurseries. Support retail/service uses may also be found in this designation.

In addition to the policies and factors established to guide development in all commercial and industrial areas, the following policies and factors are established to guide the development of Special Industrial areas:

(1) Apply special zoning designations or planned unit districts to provide use limitations, in cases where uses need to be limited to protect the character of an area.

(2) Limit activities which may result in noise, glare, or vibrations extending beyond the property boundary.

b. **Heavy Industry**

Amend the Heavy Industry land use designation of the General Plan Land Use Element for North Richmond to read as follows:

Industry activities in this designation are traditionally larger scale and include very little or no office space. Sufficient visual open space and/or landscaped screening between industrial operations and adjacent residential or recreational activities shall be required as needed.

This designation accommodates a wide variety of industrial activities including, but not limited to, oil refining, contractors' storage yards, warehouses, and machine shops. For the North Richmond area, this designation also includes commercial nurseries. Support retail/service uses may also be found in this designation.

In addition to the policies and factors established to guide development in all commercial and industrial areas, the following policies and factors are established to guide the development of General Industrial areas:

- Encourage commercial nurseries to remain in the area.
3. Land Use Element

◊ Require projects involving auto-dismantling activities to be enclosed and prohibit outside storage of vehicles.

◊ Limit activities which may result in noise, glare, or vibrations beyond the designated industrial areas.

◊ Make a finding that new residential uses within this designation are incompatible.

Implementation

3-189. The City of Richmond and the County shall undertake a rezoning study of the area to bring the zoning in conformance with their respective general plans.

All new permits with conditions of approval shall be monitored by the County or City. Additionally, the City of Richmond and the County shall undertake a more vigorous zoning investigation and enforcement program.

The County and City shall require verification that all appropriate State and federal or regional permits are granted before building permits are issued for the projects. Project applicants shall provide a site history for uses that have previously been on the property as part of any permit application process. As appropriate, soils analysis for toxic wastes shall be required for permit applications.

3-190. A Redevelopment Plan for the North Richmond area was adopted by the Board of Supervisors in July 1987. All development proposals should be reviewed by, and coordinated with, Redevelopment Agency staff to ensure compatibility with the Redevelopment Plan. Additionally, involvement with the redevelopment process will allow the County to coordinate concurrent development proposals and possibly facilitate the construction of public improvements that will further the goals of the Redevelopment Plan.

3-191. Lands which were the site of the West Contra Costa Sanitary Landfill ownership and which are designated as Open Space, will continue to allow solid waste facilities on the property as an interim use of the land.

3-192. The West County Integrated Resource Recovery Facility site, circumscribed by Central Street, Brookside Drive, Third Street and Wildcat Creek, is recognized as a non-disposal facility in the Countywide Integrated Waste Management Plan.

3-193. The Fifth Street and Market Avenue General Plan Amendment is intended to support up to three residential units. Development of new residential units should be visually compatible with the existing residences which are just south and adjacent to this area. A density bonus is to also be considered as part of potential future development for further implementing the North Richmond Redevelopment Plan.
3. Land Use Element

Urban Agriculture

3-194. Urban agriculture is the practice of growing, processing, and distributing fresh food by people living in an urban area. Urban agriculture includes a wide range of activities related to food production, including home gardens, community gardens, demonstration or educational gardens, urban farms, and farmers’ markets. This Plan acknowledges that urban agriculture can help meet local food needs for residents of North Richmond and the surrounding area while also promoting environmental sustainability, good health and nutrition, and opportunities for economic and community development. It is the intent of this Plan to promote and support the development of urban agriculture in North Richmond by permitting the following activities and uses related to agricultural production:

(a) **Edible Landscapes**: Edible landscapes are to be encouraged and permitted in North Richmond. These are defined as cultivating food-producing plants and trees in the landscaping of both private and public outdoor open spaces within North Richmond, attended by an individual, community organization, or business.

(b) **Home Garden**: A Home Garden is defined as a home or private food-producing garden located in the front or backyard, rooftop, courtyard, balcony, fence, or wall window sill of a private single-family residence, which is attended by an individual. It is permitted in all residential designated areas of North Richmond when the gardening activity is incidental to a residential use. Home gardens are permitted in all single-family residential designated areas and multiple-family residential designated areas. Bee keeping and the raising of poultry and animals are not permitted in a Home Garden. The products grown in a Home Garden are intended for personal consumption and are not intended for on-site sale but may be sold off-site.

(c) **Community Garden**: Community Gardens are permitted in residential commercial, industrial, and public or open space designated areas within North Richmond. A Community Garden is defined as contiguous or non-contiguous plots of land set aside for growing food-producing or ornamental plants and trees, which is collectively shared, managed, and attended to by an organized group of people. Oftentimes, a Community Garden is comprised of a series of plots attended to individually by community members. Small-scale bee keeping (no more than 4 bee hives), and the raising of hen chickens for egg production on parcel not less than 20,000 square feet of area, is permitted in a Community Garden. Maintaining more than four bee hives, raising poultry other than hen chickens, and farm animals, are not permitted in a Community Garden. Although products grown in a Community Garden are normally intended for personal consumption, limited on-site sales at a Community Garden
may be allowed under the administrative review procedures of the amended North Richmond P-1, Planned Unit District.

(d) **Demonstration or Educational Garden**: A Demonstration or Educational Garden is defined as a plot of land, either contiguous or non-contiguous, set aside for a small to medium-scale (non-mechanized) food-producing garden on public or private property for growing food-producing or ornamental plants and trees, which is attended to by a community organization or public or private educational-based institution. Demonstration or Educational Gardens are permitted in the residential, commercial, industrial, and public or open space designated areas within North Richmond through the administrative review procedures under the amended North Richmond P-1, Planned Unit District. Small-scale bee keeping, meaning no more than 4 bee hives, and raising hen chickens for egg production is permitted, but no other form of poultry or animal raising is permitted. On-site sale of agricultural products for educational, therapeutic, community service, or philanthropic purposes may be allowed under the administrative review procedures of the amended North Richmond P-1, Planned Unit District.

(e) **Urban Farm**: An Urban Farm describes the production of food-producing or ornamental plants, bees, fish, poultry, or small farm animals located on private property at least one (1) acre in size, and designed and managed for commercial purposes using a variety of horizontal and vertical growing techniques, including in-soil, container, hydroponic, and aquaponic growing systems. An Urban Farm may be allowed under the administrative review procedures of the amended North Richmond P-1, Planned Unit District in those areas designated for industrial use, public, open, and park uses, and, in a commercial designated area subject to a land use permit; but an Urban Farm is not allowed in any residentially-designated area. The establishment of on-site processing facilities (e.g., commercial kitchen, packing or packaging) and on-site sale of agricultural products may be allowed under the administrative review procedures of the amended North Richmond P-1, Planned Unit District. Certain forms of on-site processing or on-site sale (e.g., winery) will be subject to a land use permit process.

(f) **Urban Agriculture Demonstration Site**: Contra Costa County will collaborate with community-based organizations, other public agencies, and interested businesses to explore the feasibility of establishing an urban agriculture learning and demonstration site within the non-residentially-designated area of North Richmond. The purpose is to establish a suitable location to demonstrate and practice a full range of urban agriculture uses and related activities for the benefit of the North Richmond community and surrounding area by providing opportunities for children and adults alike to learn
and participate in the growing and production of locally raised food. The Urban Agriculture Demonstration Site may be managed and operated by a community-based organization, a public entity, or a commercial operator. The Urban Agriculture Demonstration Site may be located on public land, or private property, or co-located with another public use or facility (e.g., park or open space area). One potential location for the Urban Agricultural Demonstration Site is an approximately 4-acre parcel (Assessor Parcel No. 408-201-017) owned by Contra Costa County located at the northeast corner of Fred Jackson Way (formerly 3rd Street) and Brookside Drive.

3-195. Contra Costa County, working through the County Agricultural Commissioner, County Environmental Health Officer, and Department of Conservation and Development, and in collaboration with the University of California Cooperative Extension, Contra Costa Resource Conservation District, urban agriculture practitioners, community-based organizations, and other interested parties, will develop and implement a set of best management practices for urban agriculture within the North Richmond area. The best management practices should be directed at promoting environmentally safe and sustainable methods for growing, producing, processing, and transporting agricultural products raised in North Richmond, including disposal of food and agricultural by-products. The best management practices will include the physical and operational standards for the community, demonstration/education garden categories, and the urban farm and urban agriculture demonstration site categories, as defined above in policies 3-194(b) through 3-194(f), which may in turn be translated into a Zoning Code text amendment under the North Richmond P-1, Planned Unit District. The overall objective of these best management practices will be to protect public health and safety and to assure sustainable use of the land.

POLICIES FOR THE DOUGHERTY VALLEY

3-196. The Dougherty Valley is planned for development as a residential community supported by retail, office, and community services and provides in large measure open space buffers from adjacent developed areas. Protected creek corridors will be integrated within the development fabric. New development of up to 11,000 homes within the Dougherty Valley would provide a new residential community of approximately 29,000 people. The land use designations are reflected in the Land Use Element map. A Dougherty Valley Specific Plan has been developed to augment those General Plan designations. The Dougherty Valley has undergone a more comprehensive planning process, consistent with this General Plan, in the Dougherty Valley Specific Plan, which provides more detailed planning and supplemental goals, policies, and implementation measure for this area. In the case of minor conflicts with countywide non-area specific goals, those of the Specific Plan shall prevail.
POLICIES FOR THE COUNTRYWOOD PROJECT AREA

3-197. The Countrywood 7-acre project area between Pleasant Hill and Diablo View Roads shall be developed as Congregate Care and Open Space. It shall be developed through the Planned Unit development process. The Congregate Care area allows for the development of clustered residential units for the location of a senior citizen congregate care housing project. If senior housing is not constructed, the property will be limited to single-family homes as allowed by the pre-existing Single-Family Residential-Low Density designation.

3-198. The Open Space area is heavily vegetated and shall be protected as a natural reserve allowing for only trail facilities or compatible open space uses. Development rights for the entire area shall be deeded to the County as a condition of development approval.

3-199. This Plan covers two separate parcels and both parcels are to be for Congregate Care use. Review of the development application shall determine the appropriate number of units allowed on the site. The smaller half-acre site is too small for congregate uses without combination with the larger parcel and will be limited to single-family residential uses.

POLICIES FOR THE DISCOVERY BAY AREA

3-200. As used in the context of Policy 3-200, the term “Discovery Bay West Project” shall mean the land area contained within approved Subdivision 7686, which includes Village I, approved Subdivision 8023, which includes Villages II, III, and IV, and approved Subdivision 8828, which includes Village V. The policies for review of the Discovery Bay West Project are as follows:

Conservation and Open Space

(a) The Discovery Bay West Project shall provide open space as part of the land use concept to ensure compliance with the County’s 65/35 Land Preservation Standard. For this purpose, the project shall include dedication of development rights to the 174± acres of the former Fallman Ranch in the northeast portion of the GPA area, and, in exchange for development on approximately 25 acres of the former Fallman Ranch, provide an equivalent form of dedication of development rights at an off-site location to be approved by the County. Additionally, it shall provide a minimum of 120 acres of open forms of land use within the project, including but not limited to, lakes, park, utility easement, Fallman Canal, wetland (in southeast portion of project), pocket parks, landscaped areas, and trails.

(b) The development concept of the Discovery Bay West Project shall provide improved functional integration between the water element, other parks and recreation facilities, and the residential project. Public access to areas east should be explored.
3. Land Use Element

(c) The Discovery Bay West Project shall provide a buffer of at least 100 feet in width, between the residential lots and the center line of Bixler Road for the portion of the site north of the East Contra Costa Irrigation District (ECCID) Canal.

(d) The development rights for jurisdictional wetland areas, as revised by the U.S. Army Corps of Engineers on February 22, 2002, planned for open space uses, shall be dedicated to the County prior to construction of any portion of the project that is north of the ECCID Canal.

Land Use

(e) The Land Use Element Map for Discovery Bay West should be interpreted flexibly in terms of the location and configuration of the lakes and marina.

(f) A maximum of 2,000 dwelling units shall be allowed within the Discovery Bay West Project area.

(g) A community center shall be provided as part of the Discovery Bay West project. The location of the community center shall be in the Discovery Bay West GPA area or the existing community of Discovery Bay. The Hofmann Company is to dedicate the site, preferably in the existing Discovery Bay community, and pay 50 percent of the building construction costs. Site selection shall be determined by the County, Discovery Bay MAC, and developer of Discovery Bay West.

(h) The Discovery Bay West project shall be designed as a mixed-density residential project which shall include both attached and detached units in differing density to serve a broader range of housing needs. Property generally east of the lakes is to be designated Single-Family Residential-Medium Density, except that north of the ECCID (Fallman) Canal and east of the lakes, Single-Family Residential-High Density is permissible in Village V. The remaining residential lands are to be designated Single-Family Residential-High Density. The design shall allow for internal project amenities such as recreational areas, community focal points, and the like. Senior housing projects shall be encouraged.

(i) Establishment of a senior housing project in the vicinity of Point of Timber Road shall be encouraged.

Public Services

(j) The Discovery Bay West Project shall consider alternative water systems for the provision of domestic water, including preparation of a formal contingency plan for use of surface waters.

(k) The Discovery Bay West Project shall include provision for a groundwater monitoring program to quantify the effect of additional use of
the aquifer (i.e., quality or drawdown). If the monitoring programs show that the performance standards are not being met, no new units may be added.

(l) The developer of Discovery Bay West, along with representative of the Byron and Knightsen Elementary School Districts, shall meet to resolve issues pertaining to school district boundaries.

Transportation

(m) Discovery Bay West shall remain in the East County Regional Area of Benefit.

(n) Discovery Bay West shall pay the Eastern Contra Costa Sub-regional Transportation Mitigation Fee in effect at the time building permits are issued.

(o) Discovery Bay West shall participate in a flexible implementation program for mitigation measures in the Environmental Impact Report.

(p) After issuance of the 500th building permit for the Discovery Bay West Project, the Discovery Bay West developer shall fund a traffic study to determine if the trip distribution and road network assumptions in the EIR have substantially changed. If substantial changes have occurred, mitigation and possibly subsequent environmental documentation will be required. The cost of the additional traffic studies and environmental documentation will be the responsibility of the developer. Additional traffic mitigation will be subject to the requirements of a flexible monitoring program.

(q) The circulation and transportation concept shall provide a road connection to the Discovery Bay community in the southern portion of the GPA area.

(r) The Discovery Bay West Project shall be reviewed to consider adequate access and internal circulation to adjacent properties within the GPA area.

(s) The Discovery Bay West project shall provide emergency vehicle access near the northwest corner of the Pantages property.

(t) Discovery Bay West GPA projects shall provide an efficient internal circulation system, with adequate on-street parking.

(u) To reduce vehicle trip generation, consideration should be given to establishing a small-scale telecommuting center in the community center. Equipping residential units with telecommunication capabilities should be encouraged.
POLICIES FOR ESTABLISHMENT OF COUNTY HOMELESS SHELTERS

3-201. Background information on homelessness is also discussed in Section 6.6 of Chapter 6, Housing Element. Beginning on Page 6-53 of the Housing Element of this General Plan, and specifically in Table 6-20 on page 6-34, non-County homeless shelters are discussed. The Housing Element discussion does not apply to County homeless shelters.

The purpose of the following policies is to designate where County homeless shelters may be established and under what circumstances. Other policies that address homelessness are contained in the Public Facilities/Services Element.

3-202. County homeless shelters may be established in all General Plan land use designations (including residential, commercial, industrial, mixed-use areas, and other uses), except for Congregate Care/Senior Housing, Landfill, and all Open Space (including Agricultural Lands, Parks and Recreation, Agricultural Core, Delta Recreation and Resources, Water, and Watershed) designations. County homeless shelters may be established within areas that lie in incorporated or unincorporated areas.

3-203. A County homeless shelter may be established as set forth above, provided that the Board of Supervisors is satisfied that the shelter:

(a) Has undergone applicable environmental review;

(b) Will furnish residents with sleeping quarters, food, and access to bathroom facilities and transportation services if necessary or advisable while they are housed at the shelter;

(c) Will include appropriate and adequate security measures and on-site supervision;

(d) Will provide a procedure for the receipt and consideration of neighbors’ concerns;

(e) Will benefit the health, safety, and welfare of shelter residents; and

(f) Will not prevent the implementation of General Plan land uses in the vicinity.

3.9 POLICIES FOR SPECIAL CONCERN AREAS

Three areas have been designated as Special Concern Areas in view of their key locational qualities. These areas are Appian Way Corridor (Figure 3-5), San Pablo Dam Road (Figure 3-6), and San Pablo Ridge (Figure 3-7). Each of these areas is discussed below in detail.

POLICIES FOR APPIAN WAY CORRIDOR SPECIAL CONCERN AREA

3-204. Appian Way Corridor Special Concern Area is to develop into a unified, well-designed neighborhood, which at appropriate locations provides
opportunities for mixed-use development, rather than an incremental accumulation of unrelated developments. The overall goal is to establish some additional business districts along the corridor with local services, shopping, and restaurants that are easily accessible to residents and are pedestrian and bicycle friendly. Opportunity for development of a secondary “downtown” should be encouraged.

(a) Update the adopted Appian Way Precise Plan, which provides for a standard of an 84-foot right-of-way to provide: one travel lane in each direction, opportunities to install a raised landscaped median with a left-turn pocket at appropriate intersection locations, on-street parking bays where existing right-of-way is sufficient, additional lighted pedestrian crossings, improved sidewalks and bus bays, and retain bicycle lanes on both sides of the street;

(b) Development of open space and pocket parks should be encouraged in the area;

(c) Where possible, retain existing mature trees located either within or encroaching into the potential right-of-way, and incorporate them into the overall roadway design;

(d) Provide appropriate traffic signalization as new development occurs along the corridor, with each development required to pay an appropriate share of the cost;

(e) Eliminate the hazardous ditches along Appian Way by installing appropriate storm drains as a part of right-of-way improvements;

(f) Project design should reflect the objective of providing well-designed development suited to the building sites, at appropriate densities;

(g) Commercial areas should maintain a low profile by limiting building height to 27 feet, but a mixed-use project could be allowed to reach a maximum of 35 feet under certain circumstances as described in the mixed-use designations and based on findings related to residential density bonus;

(h) Emphasis should be on landscaping and architectural continuity along Appian Way, with building masses de-emphasized;

(i) Variances to parking standards may be considered for a mixed-use project;

(j) Design of buildings shall be interesting and innovative, but should have a harmonious relationship with each other;

(k) Consolidation of parcels shall be encouraged with emphasis on combined access and parking areas;
3. Land Use Element

(l) Variation in building set-back from Appian Way and along side yards should be considered on a block-by-block basis to create openness along the corridor and also to create a sense of distinct neighborhoods;

(m) Provide an attractive streetscape through street tree and frontage planting and encourage the use of drought-resistant plants;

(n) Areas designated for commercial uses should be rezoned from Retail Business District (R-B) to Planned Unit District (P-1), as the desired zoning district to implement the mixed-use concept which reflects the desired commercial character along Appian Way. Multiple-family development shall be allowed to be integrated into a commercial development at the locations designated mixed-use on the Land Use Element Map;

(o) Local, owner-operated businesses should be encouraged; drive-through retail operations should not be encouraged;

(p) A landscaped buffer zone, including attractive fences wherever necessary to provide privacy and security, shall be provided between new developments and existing residences; however, new development should also consider pedestrian connectivity from one neighborhood to another;

(q) Within areas designated for development in the Appian Way Special Concern Area there are those areas which, because of topography, steep slopes, or aesthetic qualities, are unsuitable for development and which shall be protected as open space whenever feasible;

(r) Each individual multiple-family development shall provide recreational facilities for its occupants; efforts will be made to encourage collaboration between developers to establish recreational facilities with broader utility for area residents; an individual developer also may meet this requirement by contributing its fair share to nearby recreational facilities;

(s) Following establishment of mixed-use designations along Appian Way, the County may develop a mechanism for the transfer of density among parcels designated for mixed-use so long as the transfer does not increase the overall maximum number of dwelling units or commercial square footage for such designations within the Appian Way Special Concern Area; and

(t) Traffic flow in the Triangle Area will be studied and possible alternatives to improve circulation for automobiles, bicycles, and pedestrians will be examined.
Figure 3-5  Appian Way Corridor Special Concern Area

Concepts:

1. Develop Appian Way to the 84’/64’ standards between San Pablo Dam Rd and Sobrante Ave, as set forth in the adopted setback plan. Include provisions for continuous sidewalks, paths and existing mature trees to be incorporated in the right-of-way design.

2. Minimize the number of vehicular access points along Appian Way.

3. Retain existing open areas and vegetated areas located on the slopes which flank either side of Appian Way.

4. Provide small neighborhood parks at as many of the designed sites as feasible.
3. Land Use Element

POLICIES FOR SAN PABLO DAM ROAD SPECIAL CONCERN AREA

3-205. San Pablo Dam Road Special Concern Area is a primary business district for El Sobrante. The El Sobrante community desires to retain its identity and individuality in the face of urbanization pressures while at the same time revitalizing the commercial area. The goal of the San Pablo Dam Road Special Concern Area is to ensure the efficient flow of traffic (motorized and non-motorized) while working to create a friendly, attractive, village-like downtown with a town center which includes central open space with surrounding retail services like restaurants, book stores, a movie theater, café, grocery store, weekly farmers market, local art gallery, children services, etc. Two distinct, yet interlocking problems must be addressed: 1) devising a circulation system which allows traffic into, through, and around the business district, and 2) effective land use and design policies for the area.

(a) The commercial area shall be made attractive and convenient to the community with emphasis on the following:

◊ Improved localized traffic circulation;

◊ Development of a town square with an open pedestrian plaza lined with businesses and sufficient new roads to provide circulation, parking, and easy pedestrian access;

◊ Addition of bicycle lanes along San Pablo Dam Road or separated bicycle path that offers safe travel for cyclists between Appian Way and El Portal Drive;

◊ Widened sidewalks and improved overall pedestrian circulation throughout the area;

◊ Adequate parking, particularly off-street parking with improved pedestrian access to businesses; and

◊ Manage and balance traffic within the existing roadway right-of-way for this segment of San Pablo Dam Road.

(b) Encourage commercial area rehabilitation and redevelopment, considering development of a unifying motif.

(c) Provide for the ability to integrate multiple-family residential, commercial services, financial services, and offices in a single project according to the new mixed-use designation established for the commercial area of San Pablo Road as identified in the locations illustrated on the Land Use Element Map.

(d) Improve overall area appearance through appropriate sign regulation. This would eventually result in removal of unsightly signs.
(e) Provide adequate off-street parking, allow for shared parking arrangements, review the existing supply of curb side parking spaces, consider formation of a Business Improvement District (or other public entity) to build and manage public parking lots and secure the right-of-way for a collector roadway that would extend Pitt Way to Hillcrest Road.

(f) Enhance pedestrian traffic across San Pablo Dam Road by well-marked and signalized crosswalks.

(g) Establish specific range of uses, development regulations, and zoning standards under a new Planned Unit District (P-1) zoning for the commercial area of San Pablo Dam Road.

(h) As more fully described in Policy 3-165 under “Policies for the El Sobrante Area”, the County will, in consultation with the El Sobrante community, prepare and adopt a new precise alignment plan for the section of San Pablo Dam Road between El Portal Drive and Appian Way based on the “Complete Streets” concept, whereby the roadway will be designed and operated to accommodate safe access for users, motorists, transit riders, bicyclists, and pedestrians of all ages and abilities. In addition, this new precise alignment plan will include the provision for a new collector roadway connecting Pitt Way to Hillcrest Road.

3-206. The San Pablo Dam Road commercial area is envisioned to be an attractive and vibrant, village-like downtown. The desire is to establish a town center or square for El Sobrante within the commercial area, preferably on the block bounded by San Pablo Dam Road, Hillcrest Road, and Pitt Way. Parking to serve the public plaza should be consolidated in a parking lot with easy pedestrian access to the center. Local-serving retail and personal service uses are to be encouraged along this segment of San Pablo Dam Road.

Development of a community center, which would provide space for public meetings, cultural events, and other public functions, should be considered for the San Pablo commercial area.

3-207. Development projects within the San Pablo Dam Road commercial area should to the extent feasible incorporate open and public spaces that are inviting to the public and include well-designed landscape treatments and visually-pleasing signage.

3-208. Local, owner-operated businesses should be encouraged. Drive-through retail operations should not be encouraged.

3-209. The community’s desire to develop a creekside boardwalk or linear park along the north side of San Pablo Dam Road is encouraged subject to further community process, review, and study.
Figure 3-6  San Pablo Dam Road Commercial Special Concern Area

Concepts:
1. Proposed collector
2. Potential neighborhood park
3. Rehabilitation and redevelopment of the commercial area.
4. Provide Additional Parking

CONTRA COSTA COUNTY

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3-97
POLICIES FOR SAN PABLO RIDGE SPECIAL CONCERN AREA

3-210. The San Pablo Ridge Special Concern Area consists of approximately 1,000 acres on the southerly borders of the planning area. It includes a large portion of San Pablo Ridge, with its heavily vegetated slopes, and an area below of lesser slopes near San Pablo Dam Road. The ridge provides an important visual reference to the El Sobrante community and is a logical greenbelt border to the planning area.

The following policies should be applied to development in this Special Concern Area:

(a) The granting of development rights to the public or the dedication of land to public agencies should be required of developers for all projects proposed on lands at and above the 400-foot elevation level, as conditions of approval.

(b) No buildings should be constructed along scenic ridgelines, including areas where the ridgeline is located below the 400-foot elevation level.

(c) Existing trailhead parking and trail access to Wildcat Canyon Park should be kept open for the community. Additional trail access and parking for cars and horse trailers should be added as new developments occur.

(d) The City of Richmond and the County should coordinate their planning efforts to preserve views of San Pablo Ridge from the community.

(e) Existing means of access to Wildcat Canyon Park should be maintained and expanded as development occurs.

(f) All "significant natural features" including, but not limited to, trees and native plants, natural water ways, rock outcroppings, and areas of historical and archaeological significance, within the immediate vicinity of the ridgeline shall be preserved.

(g) A landscaped buffer zone, including attractive fences wherever necessary to provide privacy and security, should be provided between new developments and existing residences.

(h) Local civic groups should study the creation of a special assessment district to purchase San Pablo Ridge or develop the appropriate mechanisms in order to retain the ridge as permanent open space.

POLICIES FOR THE KENSINGTON AREA

3-211. Allow for the review of new residential development that provides reasonable protection for existing residences in the Kensington community with regard to: views, design compatibility (including building bulk, size, and height), adequate parking, privacy, and access to sunlight.
Figure 3-7  San Pablo Ridge Special Concern Area

Concepts:

1. Retain the area generally above the 400 foot elevation as Open Space with dedication of that land to EBRPD to be considered as development occurs.

2. Land use development below the 400 foot elevation will conform to the Land Use Map.

3. New land use development should adhere to the development policies contained in the "City of Richmond, Resource Management Study."

4. Provide trail connections through development to the Park.

Legend:
- Single Family Residential - High Density
- Single Family Residential - Low Density
- Multiple Family Residential - Low Density
- Open Space
- Parks and Recreation
- Public & Semi-Public
3-212. Preservation of views of scenic natural features (e.g., Bay, mountains) and the developed environment (e.g., bridges, San Francisco skyline) should be incorporated into the review of development applications.

3-213. Review proposed residential development for design compatibility with nearby development (e.g., building mass, height, mechanical devices) and provisions for adequate parking.

3-214. New residential development will be reviewed against realistic impacts of privacy and sunlight on surrounding neighbors.

3-215. Consideration will be given to review of non-residential development in the Kensington community with Policies 3-211 through 3-213 herein.

POLICIES RELATED TO FLOOD HAZARDS

3-216. Identify and annually review those areas covered by this General Plan that are subject to flooding as shown on floodplain mapping prepared by the Federal Emergency Management Agency (FEMA) and California Department of Water Resources.

3-217. Discourage redesignation of lands within mapped flood hazard areas to urban land use designations unless adequate mitigation for flood-related risks can be provided.