CONTRA COSTA COUNTY
AMENDED GENERAL PLAN ANNUAL PROGRESS REPORT FOR 2024

Submitted to
Contra Costa County Board of Supervisors
May 13, 2025

Prepared by
Contra Costa County Department of Conservation and Development

TABLE OF CONTENTS

I.	**INTRODUCTION/PURPOSE OF ANNUAL REPORT**	**1**
II.	**GENERAL PLAN STATUS AND IMPLEMENTATION**	**1**
	A. General Plan Background	**1**
	B. Adopted General Plan Amendments for Calendar Year 2024	**3**
	C. General Plan Amendments and other Activities Related to General Plan Implementation Initiated in 2024	**4**
	D. Consistency with Office of Land Use and Climate Innovation *General Plan Guidelines* and Associated Directives	**4**
III.	**HOUSING ELEMENT IMPLEMENTATION AND PROGRESS IN MEETING SHARE OF REGIONAL HOUSING NEEDS**	**6**
	A. Share of Regional Housing Need	**6**
	B. Housing Production	**7**
	C. Barriers to Housing Development and Affordable Housing Activity in Calendar Year 2024	**8**
IV.	**GOALS, OBJECTIVES, AND WORK ACTIVITIES RELATED TO GENERAL PLAN IMPLEMENATION FOR CALENDAR YEARS 2024 AND 2025**	**9**
	A. Consultation with Native American Tribes	**9**
	B. Planning Activities Initiated	**9**
	C. Regional Planning Efforts	**10**
	D. Moratoriums	**10**

I. INTRODUCTION/PURPOSE OF ANNUAL REPORT

The purpose of this report is to comply with California Government Code Section 65400(a)(2), which mandates that all cities and counties submit to their legislative bodies an annual report on the status of their General Plan and progress in its implementation. A copy of this report will, as required under the statute, be provided to the Governor's Office of Land Use and Climate Innovation (LCI; formerly Office of Planning and Research [OPR]) and California Department of Housing and Community Development (HCD). The County will provide a separate report to HCD in fulfillment of a statutory requirement to report certain housing information, including the County's progress in meeting its share of regional housing needs and local efforts to remove governmental constraints to maintenance, improvement, and development of housing, as defined in Government Code Sections 65400, 65583, and 65584.

In compliance with Government Code Section 65400(a)(2), this General Plan Annual Progress Report covering calendar year 2024 has been prepared for the Contra Costa County Board of Supervisors' consideration and acceptance. This report:

1. Summarizes the status of the Contra Costa County General Plan and describes steps taken to implement General Plan policies in 2024;

2. Summarizes General Plan amendments (GPAs) adopted by the Board of Supervisors in 2024;

3. Describes Housing Element implementation pursuant to Government Code Sections 65583(c)(3) and 65584; and

4. Concludes with a discussion on goals, objectives, and work activities related to General Plan implementation for 2024 and 2025.

II. GENERAL PLAN STATUS AND IMPLEMENTATION

A. General Plan Background

The Contra Costa County Department of Conservation and Development (DCD) is a division of the planning agency for the unincorporated area of Contra Costa County and is responsible for proper preparation and administration of the County General Plan (County Ordinance Code Section 26-2.808[1]). The Board of Supervisors adopted a comprehensive General Plan in January 1991 following an extensive public outreach and participation process initiated in 1986. This updated General Plan superseded the County's prior General Plan (and each of the previously adopted General Plan elements) and consolidated several area-specific plans into one comprehensive document.

The General Plan was re-adopted by the Board of Supervisors in July 1996 to consolidate GPAs approved between 1991 to 1995 and correct minor errors and omissions discovered in the original 1991 General Plan text. This "reconsolidated" General Plan covered the period from 1995 through 2010. The General Plan was re-adopted again in January 2005 to

consolidate GPAs adopted between 1995 and 2004, revise text and maps to reflect the 1999 municipal incorporation of the City of Oakley (formerly an unincorporated community covered under the County General Plan), incorporate the 2001 Housing Element update, and include data from the 2000 Census. The second reconsolidated County General Plan covered the period from 2005 through 2020 and was the County's adopted General Plan for most of 2024.

The Board of Supervisors in December 2017 directed DCD to prepare comprehensive updates to the General Plan and Zoning Code (subsequent direction was given to also update the County's 2015 Climate Action Plan [CAP]), with specific instruction to weave the themes of environmental justice, economic development, community health, and sustainability throughout. This project eventually came to be known as *Envision Contra Costa*.

Substantive work on *Envision Contra Costa* began in September 2018 following an extensive process to hire a consultant with expertise in General Plan updates. Public outreach began in February 2019 and was ongoing throughout the entire process. Staff from DCD and other County departments, particularly Public Works and Health Services, as well as the *Envision Contra Costa* consultant, PlaceWorks, conducted or otherwise were involved in over 170 public and community-sponsored meetings where community members, advocates, stakeholders, and decision-makers had opportunities to provide comments. A project website, envisioncontracosta2040.org, was created that allowed the public to follow and participate in the process. Over time, more than 1,200 people subscribed to the project mailing list through the website. Numerous letters and emails with feedback were received, considered, and incorporated into policy formulation as appropriate. The public's robust participation profoundly influenced the final drafts of the 2045 General Plan and Climate Action and Adaptation Plan 2024 Update (CAAP), which were adopted by the Board of Supervisors on November 5, 2024.

The 2045 General Plan and CAAP are tightly integrated, to the point where the same language related to land use appears in both, and the CAAP references General Plan policies and actions. Such cohesion is atypical (as implementing plans and documents are usually adopted after the General Plan) and affords the County opportunities to use its land use authority to ensure that key values and goals in the CAAP are realized. This is essential for making Contra Costa County a cleaner, healthier place to live and work.

The close integration of the General Plan and CAAP also provides development projects with a simpler path to comply with the requirements of CEQA as they relate to greenhouse gas (GHG) emissions. The adopted CAAP is a qualified GHG reduction plan for reducing GHG emissions within the County's jurisdictional boundary to meet State targets consistent with CEQA Guidelines Section 15183.5(b) for the years 2030 and 2045. Projects that are consistent with General Plan and CAAP requirements related to GHG emissions and reductions are presumed to have less-than-significant GHG impacts under CEQA.

Government Code Section 65302 specifies the seven mandatory General Plan elements. Each mandatory element of the County's 2045 General Plan was updated consistent with

the *State of California General Plan Guidelines* published by LCI. Local agencies may organize their General Plan as they see fit and adopt any number of optional elements that pertain to planning activities within their jurisdiction. The 2045 General Plan includes all mandatory elements; however, the Noise Element has been consolidated into the new Health and Safety Element, and the Open Space Element has been consolidated into the new Conservation, Open Space, and Working Lands Element. The new Stronger Communities Element contains numerous policies related to the four main themes of the plan, especially environmental justice, that would not fit naturally in other elements. The 2045 General Plan also includes the optional Growth Management and Public Facilities and Services Elements. Table 1 indicates the status of each of the County General Plan's eight elements. None of the newly revised elements were amended between their adoption and the end of calendar year 2024.

Table 1: Status of 2045 General Plan Elements

Element	First Adopted	Last Revised	Last Amended
Stronger Communities	2024	2024	N/A
Land Use	1963	2024	N/A
Transportation	1963	2024	N/A
Housing	1970	2023	N/A
Conservation, Open Space and Working Lands	1973	2024	N/A
Public Facilities and Services (optional)	1972	2024	N/A
Health and Safety	1975	2024	N/A
Growth Management (optional)	1991	2024	N/A

B. Adopted General Plan Amendments for Calendar Year 2024

Pursuant to Government Code Section 65358(b), the County may amend the mandatory General Plan elements up to four times per calendar year. However, each amendment may include more than one change to the General Plan. DCD refers to amendments to the mandatory elements as "consolidated" because each may consolidate multiple changes in one action. The Board of Supervisors, acting in its capacity as the legislative body for the unincorporated areas of Contra Costa County, adopted three consolidated amendments to the County General Plan during calendar year 2024, summarized as follows:

- *6th Cycle Housing Element Sites Consistency (County File No. GP23-0003):* A County-initiated amendment to the 2005-2020 General Plan Land Use Element to create a "Housing Element Consistency (HEC)" land use designation and update the Land Use Map to designate 355 sites to the HEC land use designation for consistency with the 6th Cycle Housing Element housing opportunity sites inventory. This GPA was adopted by the Board of Supervisors on January 16, 2024.

- *Byron Corners (County File #GP10-0003):* A private sector request to amend the 2005-2020 General Plan Land Use Map to redesignate approximately 0.78-acres from Single-Family Residential High Density to Commercial to facilitate expansion and renovation of a gas station, convenience store, and restaurant. This GPA was adopted by the Board of Supervisors on June 4, 2024.

- *Contra Costa County 2045 General Plan and Climate Action and Adaptation Plan 2024 Update (County File GP#18-0001):* On November 5, 2024, the Board of Supervisors adopted the 2045 General Plan and CAAP.

Adoption of the 2045 General Plan and the earlier amendment to the 2005-2020 General Plan Land Use Element in support of the 6th Cycle Housing Element allowed another 10 GPA applications to be administratively closed because the Land Use Map changes sought by those applications had been made.

C. General Plan Amendments and other Activities Related to General Plan Implementation Initiated in 2024

Contra Costa County requires all proposals to amend the General Plan, whether initiated by the private sector or the County, to be preliminarily reviewed by the Board of Supervisors before DCD may proceed with the full GPA process. No proposals to amend the General Plan were initiated or preliminarily reviewed by the Board of Supervisors in 2024.

D. Consistency with Office Land Use and Climate Innovation *General Plan Guidelines* and Associated Directives

Government Code Section 65400 requires jurisdictions to discuss the degree to which the adopted General Plan complies with the *General Plan Guidelines*. The *Guidelines* provide a definitive interpretation of State statutes and case law as they relate to the General Plan. Additionally, the *Guidelines* outline the general framework for preparation and revision of a General Plan, Attorney General Opinions, and the relationship of the General Plan to the requirements of the California Environmental Quality Act (CEQA). The *Guidelines* are advisory in nature rather than prescriptive, and thereby preserve opportunities for local jurisdictions to address contemporary planning topics in a locally appropriate manner.

In addition to the *General Plan Guidelines*, LCI/OPR has issued other advisories and guidance related to State planning law requirements for cities and counties. DCD has endeavored to incorporate these advisories into the County's planning process. For example, in November 2005 OPR issued a supplement to the *Guidelines* providing advisory guidance on the process for consultation with California Native American tribes during adoption or amendment of local General Plans or Specific Plans in order to protect Traditional Tribal Cultural Places (also known as SB 18 Tribal Consultation). DCD has established a protocol for SB 18 Tribal Consultation on General Plan Amendments and Specific Plans in accordance with the November 2005 guidance.

In December 2010, OPR provided guidance on amending circulation elements in response to AB 1358 (Leno), The California Complete Streets Act, which requires cities and counties

to plan for development of multi-modal transportation networks. In 2008, the Board of Supervisors amended the Land Use, Transportation and Circulation, and Open Space Elements of the General Plan to include language supporting the Complete Streets philosophy. Then in July 2016 the Board adopted the *Complete Streets Policy of Contra Costa County*, which builds upon the 2008 amendments. Pursuant to AB 1358, Complete Streets/multi-modal transportation planning has been fully integrated into the 2045 General Plan's Transportation Element.

OPR has also worked to improve communication and encourage collaboration between local governments and the United States military on land use planning and development issues in response to passage in 2002 of SB 1468 (Knight) and SB 1462 (Kuehl) in 2004. DCD has established a protocol to determine whether notification to the U.S. military is necessary if a project is located within 1,000 feet of a military installation or within special airspace as defined in the Public Resources Code section 21098. DCD uses the California Military Land Use Compatibility Analyst, which was prepared by the State Resources Agency in conjunction with OPR to help cities and counties find the location of military installations and training facilities within their jurisdiction and to determine whether a project triggers notification to the U.S. military. The Land Use Element of the 2045 General Plan includes a map showing the locations of military installations in the county and policy guidance calling for coordination with the Department of Defense to ensure new development does not interfere with military readiness or operations.

California Senate Bill (SB) 1000, which requires that general plans address environmental justice and respond to inequity by alleviating pollution and health impacts and compelling cities and counties to include the voices of previously marginalized residents in planning decisions, was enacted in 2016. Environmental justice is woven throughout the 2045 General Plan as one of four main themes of the document, as the topic is intertwined with most aspects of planning. As mentioned above, environmental justice is especially prominent in the Stronger Communities Element.

In 2013, SB 743 was signed into law initiating an update to the CEQA Guidelines to change the way lead agencies evaluate transportation impacts under CEQA, with the goal of better measuring the actual transportation-related environmental impacts of any given project. Starting on July 1, 2020, agencies analyzing the transportation impacts of new projects must use vehicle miles traveled (VMT) as the metric instead of level of service (LOS). The County's prior General Plan still contained LOS performance measures. The 2045 General Plan includes policy guidance and performance measures focused on achieving VMT reductions through multiple avenues, such as transit-oriented community policies and infrastructure enhancement for multi-modal transportation.

Passed in 2006, Assembly Bill 2140 (AB 2140) allows California counties and cities to be considered for additional State cost-share on eligible Public Assistance projects by adopting their current, FEMA-approved local hazard mitigation plans (LHMPs) into the Safety Element of their General Plan. This adoption, along with other requirements, makes the county or city eligible to be considered for part or all of its local-share costs on eligible Public Assistance projects to be provided by the State through the California Disaster Assistance

Act (CDAA). The County's updated LHMP was integrated into the 2045 General Plan upon adoption of both plans on November 5, 2024, and approval from Cal OES was granted on November 22, 2024.

III. HOUSING ELEMENT IMPLEMENTION AND PROGRESS IN MEETING THE COUNTY'S SHARE OF REGIONAL HOUSING NEEDS

The Board of Supervisors preliminarily approved the first County General Plan Housing Element in 1970, approximately one year after State law established the element as one of the mandatory General Plan elements. The Housing Element was formally adopted by the Board in December 1980 following new mandates established in the mid-1970s and has been updated several times as part of the mandated cycle of Housing Element updates adopted by the State Legislature beginning in 1985. The current Housing Element, which was adopted by the Board of Supervisors December 12, 2023, and certified by HCD on January 22, 2024, sets forth the County's housing goals, programs, policies, and implementing actions.

The attached Summary Table and Table D are from Contra Costa County's Annual Housing Element Progress Report for 2024. These tables contain detailed information pertaining to progress and implementation activities for the 6th Cycle Housing Element planning period, which began January 31, 2023, and runs through 2031.

A. Share of Regional Housing Need

Table 2 summarizes the County's share of projected regional housing needs in the San Francisco Bay Area over the 6h Cycle Housing Element planning period.

Table 2: Regional Housing Needs Allocation (RHNA) by Income Category for San Francisco Bay Area and Contra Costa County, 2023-2031

State Affordability - Income Category	SF Bay Area Total RHNA	Contra Costa County RHNA	
		Unincorporated + Cities	Unincorporated only
Very-Low	114,442	13,346	2,072
Low	65,892	7,685	1,194
Moderate	72,712	7,807	1,211
Above-Moderate	188,130	20,205	3,133
TOTAL Housing Need	**441,176**	**49,043**	**7,610**

The RHNA for the 6th Cycle was adopted by the Association of Bay Area Governments (ABAG) in December 2021.[1]

[1] Source: https://abag.ca.gov, *Regional Housing Needs Allocation (RHNA) Plan: San Francisco Bay Area: 2023-2031*

B. Housing Production

Table 3 provides a breakdown by income level of the County's housing production for 2024 along with a running total for the current Housing Element cycle.

Table 3: Unincorporated County Housing Production

Income Level		RHNA by Income Level	Permits Issued in 2024[2]	Total 6th Cycle Permits Issued[3]	Total RHNA Remaining
Extremely-Low		*1,036[4]*	*0 (0.0%)*	*10 (0.97%)*	*1,026 (99%)*
Very-Low	Deed Restricted	2,072	0 (0.0%)	53 (2.6%)	2,019 (97.4%)
	Non-Restricted		22 (1.1%)		
Low	Deed Restricted	1,194	0 (0.0%)	92 (7.7%)	1,102 (92.3%)
	Non-Restricted		21 (1.75%)		
Moderate	Deed Restricted	1,211	6 (0.5%)	231 (19.1%)	980 (80.9%)
	Non-Restricted		54 (4.5%)		
Above-Moderate		3,133	165 (5.3%)	428 (13.7%)	2,705 (86.3%)
TOTAL		**7,610**	**268 (3.5%)**	**804 (10.5%)**	**6,806 (89.5%)**

The County issued 268 permits for new residential units in 2024, equaling 3.5 percent of the entire eight-year 6th Cycle RHNA. The numbers shown in Table 3 reflect the units approved during the 6th Cycle planning period, which began February 1, 2023. In 2024 the County issued 22 permits for units affordable to very-low-income households (which includes units affordable to extremely-low-income households), 21 units affordable to low-income households, 60 units affordable to moderate-income households, and 165 units affordable to above-moderate-income households. These numbers represent small percentages of the units that need to be approved during this 6th Cycle planning period, and they are all below the annual average percentage to keep pace with the target numbers. Considering the significant increase to the 6th Cycle RHNA compared to the 5th Cycle, significant increases to housing development at each affordability level will need to occur to reach assigned targets. However, with the adoption and HCD Certification of the County's Housing Element on January 22, 2024, new policy guidance and land use designation and zoning changes are anticipated to facilitate increased development over the remaining six years of the 6th Cycle planning period. Adoption of the 2045 General Plan is also expected to boost housing

[2] Percentages in this column are for units permitted during 2024 relative to the RHNA for each income category.

[3] Percentages in this column are cumulative for units permitted during the 6th Cycle relative to the RHNA for each income category.

[4] Extremely-low-income housing need determined pursuant to Government Code 65583(a)(1). Value is a default, assumed to be half of the very-low-income RHNA. The extremely-low-income allocation is a subset of the very-low-income RHNA and is not to be counted in addition to the other income categories.

production, as new policy guidance and expanded opportunities for higher-density housing and mixed-use development should further streamline approval processes.

C. Barriers to Housing Development and Affordable Housing Activity in Calendar Year 2024

Market factors such as the high cost of land suitable for residential development and high construction costs continue to be the most significant constraints on development of affordable housing in Contra Costa County. The County attempts to counter these and other factors with 37 housing programs, which are identified in the General Plan Housing Element, aimed at rehabilitating existing housing stock, developing affordable rental housing, and expanding homeownership opportunities. The key funding sources the County utilizes include Community Development Block Grant (CDBG), HOME Investment Partnerships Act, Emergency Solutions Grant Funds, Housing Opportunities for Persons with AIDS (HOPWA), Mental Health Services Act, Housing Successor (former Redevelopment Set-Aside) Funds, bond financing, Mortgage Credit Certificates, low-income housing tax credits, and Section 8 Assistance.

Table D, attached, briefly outlines the housing programs contained in the Housing Element and describes their 2024 performance. Notable County actions include:

- The Neighborhood Preservation Program completed four projects countywide and continued efforts on another two projects. Three of the completed projects were in unincorporated Contra Costa County. All of these projects were mobile home rehabilitations. Of the four completed projects, one household was moderate income (80% AMI), one household was low-income (50% AMI), and two households were extremely low-income (30% AMI).

- Awarded six projects low-interest loans using HOME, CDBG, and HOPWA funds for affordable housing developments. Of those, one rehabilitation of an existing 12-unit special needs facility signed loan documents.

- The Weatherization Program served 183 residential units countywide, with a total of $837,346.65 spent on home repairs. There were 26 units served in unincorporated areas, with 17 extremely low-income units and 9 very low-income units.

- Issued 127 entitlements and 102 building permits for Accessory Dwelling Units.

- The updated Inclusionary Housing Ordinance became effective in February 2020. During this reporting period, a total of $764,762.21 of in-lieu fees were collected.

- As part of the County's participation in the Bay Area Regional Energy Network (BayREN), 1,171 energy efficiency measures were installed, including 1,159 roof-mounted solar systems and 12 ground-mounted systems.

A barrier to affordable housing also exists in the form of discrimination. Contra Costa County affirmatively furthers fair housing through the ongoing support of fair housing counseling, education, and outreach activities. In addition, all housing projects funded by

the County are required to undertake broad marketing activities in a manner consistent with federal and State fair housing laws, including outreach to underserved populations. The Analysis of Impediments to Fair Housing was adopted by the Board of Supervisors in 2010 and updated June 2019, with additional policy guidance included in the Housing Element adopted in 2024.

IV. GOALS, OBJECTIVES, AND WORK ACTIVITIES RELATED TO GENERAL PLAN IMPLEMENTION FOR CALENDAR YEARS 2024 AND 2025

A. Consultation with Native American Tribes

In 2024, DCD received two requests for consultation with a Native American tribe regarding active projects, which are described below:

- *County File #CDMS23-00009*: Staff consulted with the Confederated Villages of Lisjan regarding a three-lot minor subdivision of a 16,306 square-foot parcel. Consultation began in December 2024.

- *County File #CDMS20-00008*: Staff consulted with the Confederated Villages of Lisjan regarding a two-lot minor subdivision of a 13.9-acre parcel. Consultation began in December 2024.

B. Planning Activities Initiated

In 2024, DCD initiated the following major planning activities:

- *Zoning Code Update:* The County's Zoning Code is undergoing a comprehensive update as part of the Envision Contra Costa project. In 2024, DCD initiated the full process to update the Zoning Code with the following major goals, with work continuing into 2025:

    - Align regulations and procedures with the Contra Costa County 2045 General Plan goals, policies, and actions.

    - Establish regulations that are appropriate for existing communities and development patterns while also being visionary and anticipating future opportunities and needs.

    - Establish clear and transparent processes that ensure fair and predictable review, protection of the public interest, and effective public involvement.

    - Ensure that the Zoning Code is accessible and easy to use.

- *County File #CDSD23-09669 & #CDDP23-03040*: A private sector-initiated subdivision and development plan to allow subdivision of an approximately 77-acre property in the Bethel Island area into 271 dwelling units, which would include 209 market-rate low-density single-family detached homes and 62 below-market-rate duplexes and a final development plan to allow an approximately 621,500 net (955,870 gross) square feet of

residential building area, approximately 37.16 acres of on-site open space, a public trail system, and related infrastructure.

- *County File #CDSD24-09685, #CDRZ24-03273, #CDDP24-03017, and #GP20-00002*: A private sector-initiated GPA, subdivision, rezone, and development plan. The project involves rezoning the parcel from a Heavy Agricultural (A-3) zoning district to a Planned Unit District (P-1), subdividing the approximately 545 acres of agricultural land into 2,000 units of "adult residential living," light industrial space, sports parks, community park with community center, boat and RV storage, open space, preserved wetlands, a water treatment plant, and a fire station. The GPA portion of this project was initiated in 2020, but not pursued until the associated development applications were submitted.

- *County File #CDDP24-03048*: A private sector-initiated development plan application for construction of 170 apartment units on a vacant lot in the Discovery Bay area, with all 170 units being affordable housing. The project includes seven three-story buildings with 24 apartments each, a clubhouse, and two manager's apartments.

C. Regional Planning Efforts

- *Local Hazard Mitigation Plan Update:* In 2023, DCD staff began assisting Contra Costa County Office of Emergency Services staff with their effort to update the County's Local Hazard Mitigation Plan (LHMP). The LHMP update is a regional partnership between the County, several cities within the county, and numerous special districts. The LHMP was incorporated into the 2045 General Plan Health and Safety Element when adopted on November 5, 2024, in order to achieve AB 2140 compliance.

- *Urban Limit Line Ballot Measure:* The Contra Costa County Board of Supervisors has initiated work on a ballot measure to renew the County's Urban Limit Line (ULL) in 2026. The ULL, established by voter adoption of Measure C in 1990, prevents sprawl and preserves open space by establishing a boundary beyond which no urban land uses can be designated. It ensures that urban development occurs within established communities where infrastructure and services already exist or are planned, and supports the County's 65/35 Land Preservation Standard, which limits urban development to no more than 35 percent of the land in the county and preserves the remaining 65 percent for agriculture, open space, parkland, and similar non-urban uses.

D. Moratoriums

North Richmond Heavy Distribution Center Moratorium: On October 24, 2023, the Board of Supervisors adopted a moratorium, by way of a zoning text amendment, to prohibit establishment or expansion of fulfillment centers, parcel hubs, and parcel sorting facilities in the community of North Richmond. The moratorium was adopted due to identified cumulative impacts associated with the influx of such facilities in the area and continued through 2024.

List of Attachments (Tables taken from 2024 Housing Element Progress Report to HCD)

Table B – RHNA Progress Summary Table

Table D - Program Implementation Status