



ENVISION CONTRA COSTA

Update on 2026 Urban Limit Line Ballot Measure
Board of Supervisors

June 24, 2025

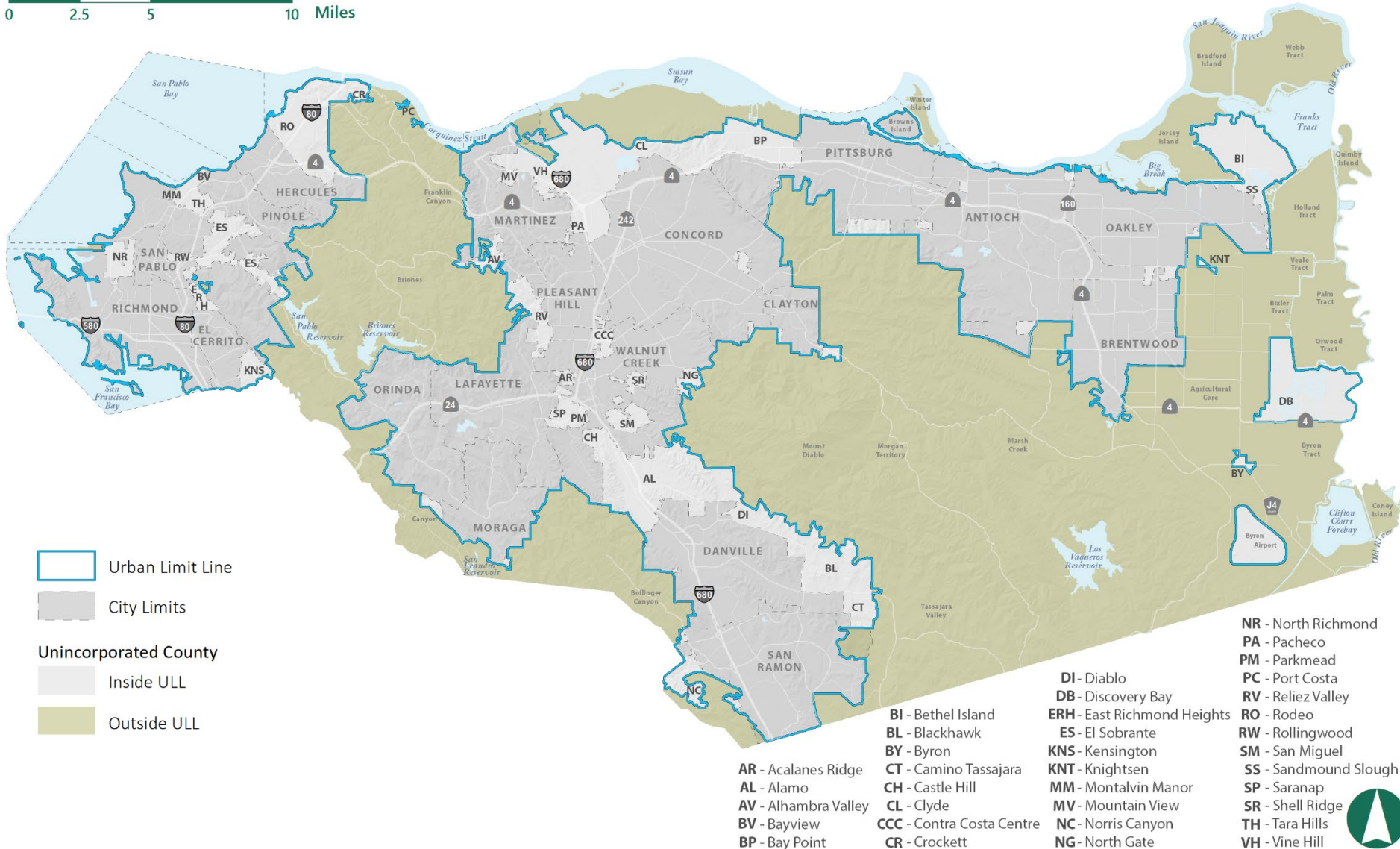
Urban Limit Line Definition

The Urban Limit Line (ULL) establishes a boundary beyond which no new urban land uses may be designated.

| Urban Land Use Designations | Non-Urban Land Use Designations |
|--------------------------------------|---------------------------------|
| Residential Very-Low Density | Public and Semi-Public |
| Residential Low Density | Agricultural Core |
| Residential Low-Medium Density | Agricultural Lands |
| Residential Medium Density | Parks and Recreation |
| Residential Medium-High Density | Commercial Recreation |
| Residential High Density | Resource Conservation |
| Residential Very-High Density | Water |
| Residential Maximum Density | |
| Commercial and Office | |
| Light Industry | |
| Heavy Industry | |
| Mixed-Use Low Density | |
| Mixed-Use Medium Density | |
| Mixed-Use High Density | |
| Mixed-Use Community-Specific Density | |

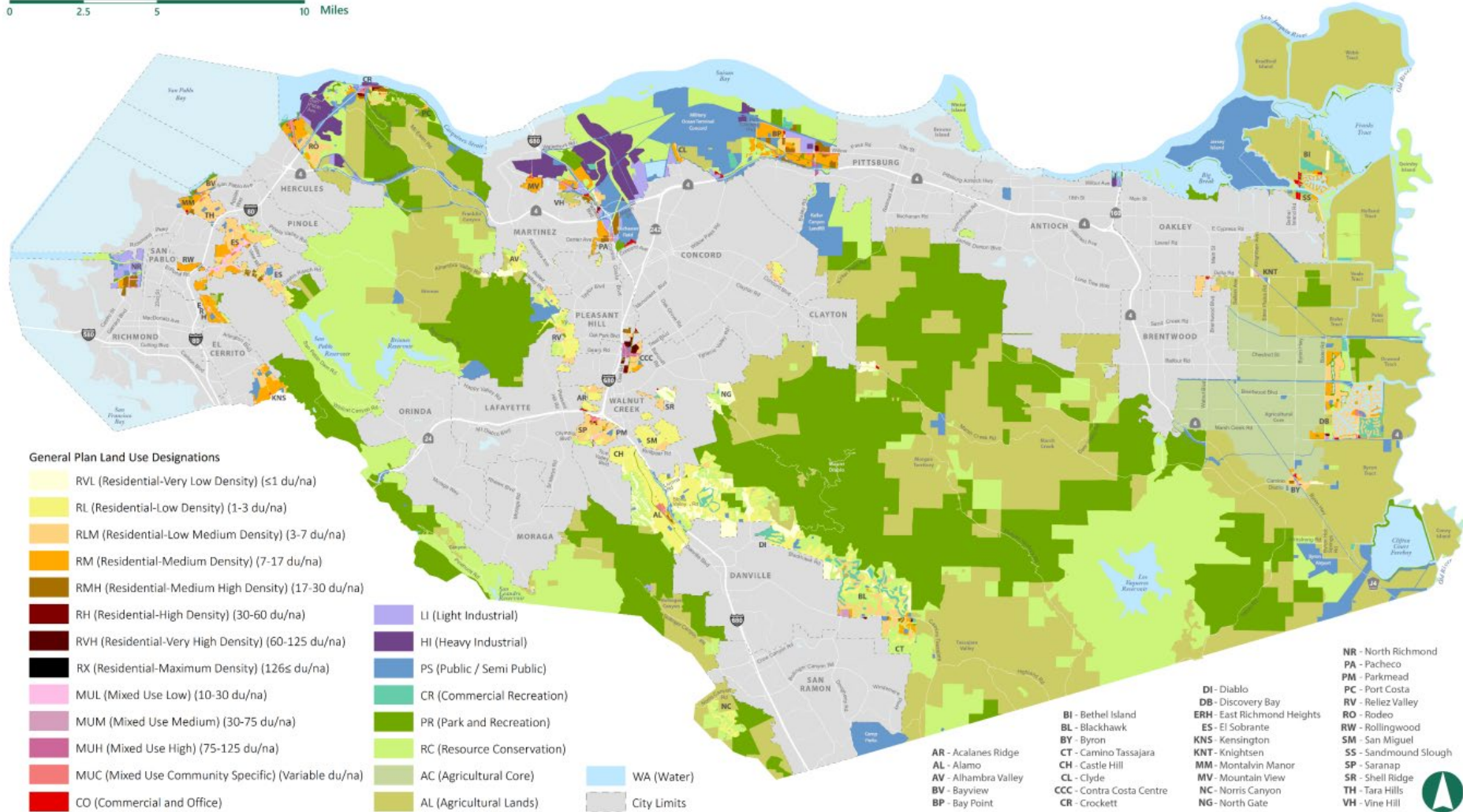
Existing Urban Limit Line

0 2.5 5 10 Miles



General Plan Land Use Map

0 2.5 5 10 Miles



Purpose of the Urban Limit Line

- » Protects open space and agricultural land.
- » Prevents sprawl and inefficient use of land that creates traffic, GHG emissions, and pollution.
- » Focuses development where infrastructure and services already exist or are planned.
- » Integral to maintaining the 65/35 Land Preservation Standard, which limits urban land use designations to no more than 35% of the county.

Brief History and Context for the ULL

- » Initially approved by voters with Measure C in 1990.
- » Voters passed Measure L in 2006 with 64% support, extending the ULL until Dec. 31, 2026.
- » The ULL is part of the adopted 2045 General Plan.
- » Required to receive local street maintenance, aka “return to source,” funds from CCTA (approximately \$2 million annually for the County)
- » Adjustments to the ULL are rare; it has been moved only six times since its inception in 1990, only once due to private development application.

February 25, 2025, Board Meeting

- » Board initiated discussion on renewing the ULL and received information on:
 - Contents of a proposed ballot measure.
 - Effects of a County ULL ballot measure on cities.
 - The relationship between a ULL ballot measure and the County's 2045 General Plan and Ordinance Code.
 - The term/duration of the ballot measure.
 - Periodic ULL reviews.
 - Potential adjustments to the ULL map.
 - The proposed schedule.
- » Board directed staff to seek feedback from the public, cities, Municipal Advisory Councils, and County Planning Commission by the end of May and report back.

Urban Limit Line Outreach

County staff held or participated in 26 meetings to discuss potential changes to the ULL.

| County Bodies | Date |
|----------------------------|-------------------|
| Board of Supervisors | February 25, 2025 |
| County Planning Commission | May 14, 2025 |
| Pacheco MAC | March 12, 2025 |
| Byron MAC | March 25, 2025 |
| Alamo MAC | April 1, 2025 |
| Bethel Island MAC | April 8, 2025 |
| El Sobrante MAC | April 9, 2025 |
| Knightesen MAC | April 15, 2025 |
| East Richmond Heights MAC | April 16, 2025 |

Urban Limit Line Outreach (continued)

| Agencies | Date |
|---|----------------|
| City of Pittsburg Staff | March 5, 2025 |
| City of Richmond Staff | March 5, 2025 |
| City of Oakley Staff | March 5, 2025 |
| City of Brentwood Staff | March 10, 2025 |
| City of San Ramon Open Space Advisory Committee | March 17, 2025 |
| City of Martinez Staff | March 18, 2025 |
| City of San Ramon Staff | March 20, 2025 |
| Delta Stewardship Council Staff | April 7, 2025 |
| Contra Costa Planning Directors | April 11, 2025 |
| Contra Costa Transportation Authority Staff | April 16, 2025 |
| Public Managers Association | May 8, 2025 |
| City of Brentwood Staff | May 15, 2025 |
| City of Antioch Staff | May 15, 2025 |
| City of Brentwood City Council | May 27, 2025 |
| City of Pinole Staff | June 16, 2025 |
| City of Pleasant Hill Staff | June 16, 2025 |
| City of Walnut Creek Staff | June 16, 2025 |

Urban Limit Line Outreach (continued)

County staff received 21 comment letters and emails on the proposed changes to ULL.

| Name of Commenter | Date |
|---|----------------|
| Allison, Charlotte (Moita and Moita, LLP) | June 4, 2025 |
| Blake, Juliet | March 18, 2025 |
| Bristow, Patricia | May 30, 2025 |
| Cort, Robert (Moita and Moita, LLP) | June 4, 2025 |
| Environmental Coalition | June 2, 2025 |
| Gonzelez, John | March 17, 2025 |
| Grover, Cheryll | March 18, 2025 |
| Hempfling, Karl | March 5, 2025 |
| Jensen, Carol | March 13, 2025 |
| Joffe, Marc | May 29, 2024 |
| Jordan, John | March 7, 2025 |
| Logue, Gretchen | May 23, 2025 |
| Mathias, Erin | March 14, 2025 |

Urban Limit Line Outreach (continued)

| Name of Commenter | Date |
|---|----------------|
| Moita Family (Moita and Moita) | May 2, 2025 |
| Moita Family (Dana Kennedy, Miller Starr Regalia) | May 23, 2025 |
| Nijjar, Jasbir | May 29, 2025 |
| Nisen, Mike | June 4, 2025 |
| Save Mount Diablo | June 4, 2025 |
| | |
| City of Oakley | April 22, 2025 |
| City of Brentwood | June 2, 2025 |
| Contra Costa Water District | May 20, 2025 |

Staff Recommendation

Recommended Components of 2026 ULL Ballot Measure

- a. Extend the term of the 65/35 Land Preservation Plan Ordinance and the County's Urban Limit Line through December 31, 2051.
- b. Retain the 65/35 Standard for land preservation in Contra Costa County, whereby at least 65 percent of the overall county land area will be retained for non-urban uses through the year 2051.
- c. Modify the periodic ULL review requirements of the 65/35 Land Preservation Plan Ordinance to align ULL reviews with Housing Element update cycles, resulting in a review of the ULL boundary every eight years.
- d. Modify the criteria and factors enumerated in the 65/35 Land Preservation Plan Ordinance for determining whether land should be considered for location outside the ULL.
- e. Retain in the General Plan and County Ordinance Code the existing procedure for any expansion of the County's ULL of 30 or fewer acres based on a 4/5 vote of the Board of Supervisors after holding a public hearing and making at least one of seven findings, as prescribed in the General Plan and County Ordinance Code, based on substantial evidence in the record.

Staff Recommendation

Recommended Components of 2026 Ballot Measure (continued)

f. Retain in the General Plan and County Ordinance Code the requirement that a 4/5 vote of the Board of Supervisors is necessary to place a measure on the election ballot to expand the ULL boundary by more than 30 acres through the year 2051.

g. Retain the requirement for voter approval to expand the ULL by more than 30 acres, except as specifically authorized in the 65/35 Land Preservation Plan Ordinance, and approved by the voters in the ballot measure, namely, the Board of Supervisors may, without subsequent voter approval, expand the ULL by more than 30 acres within the Byron Airport Expansion Area based on a 4/5 vote of the Board of Supervisors after holding a public hearing and making findings prescribed in General Plan and County Ordinance Code.

h. Modify the enumerated findings prescribed in the General Plan and County Ordinance Code required for a change to the County's ULL to reflect the modified periodic ULL reviews, additional findings related to Byron Airport, and additional finding related to ULL contractions, and to make other non-substantive changes.

Staff Recommendation

Recommended Components of 2026 Ballot Measure (continued)

- i. Retain the protections for the county's prime agricultural land, specifically the area designated in the General Plan as the Agricultural Core by maintaining the 40-acre minimum parcel size and limiting uses to agricultural production or uses incidental to agricultural production.
- j. Approve a new ULL Map for the General Plan, which reflects the following changes:
- Moves 3,487 acres with development restrictions outside the ULL.
 - Moves 1,488 acres of buffer lands around subdivisions, cemeteries, and industrial facilities, outside the ULL.
 - Moves 4,368 acres with development constraints, such as very high fire hazards, steep slopes, and flood hazards, outside the ULL.
 - Moves 873 acres outside the ULL and 923 acres inside the ULL to align the ULL with city limits.
 - Moves 847 acres outside the ULL and 421 acres inside the ULL to simplify and improve understanding of the ULL along the county's shoreline.
 - Moves 130 acres occupied by existing development inside the ULL.
 - Moves 129 acres inside the ULL to eliminate fragmentation in areas where annexations by various cities have resulted in pockets of land outside the ULL.

Proposed Schedule and Next Steps

| | |
|------------------------------|--|
| June 2025 | Board provides direction to staff on preparation of the ULL ballot measure. |
| July/August 2025 | Publish CEQA document for a 45-day public review period. |
| October/November 2025 | Board to consider approving final ballot measure language, directing the County Clerk place the measure on the 2026 Primary Election ballot, and taking related actions including actions to comply with CEQA. |
| June 2, 2026 | Primary Election |

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Board of Supervisors

June 24, 2025