

CONTRA COSTA COUNTY 2018 GENERAL PLAN ANNUAL PROGRESS REPORT

**Submitted to
Contra Costa County Board of Supervisors
March 26, 2019**



**Prepared by
Contra Costa County Department of Conservation and Development**

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I. INTRODUCTION/PURPOSE OF ANNUAL REPORT

Purpose of this report is to comply with California Government Code section 65400(b)(1), 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 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 65584 and 65583.

In compliance with Government Code Section 65400(b)(1), this General Plan Annual Progress Report covering calendar year 2018 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 2018;
2. Provides a summary of General Plan Amendments (GPAs) adopted by the Board of Supervisors in 2018;
3. Describes Housing Element implementation pursuant to Government Code sections 65584 and 65583(c)(3); and
4. Concludes with a discussion on goals, objectives, and work activities related to General Plan implementation for calendar years 2019 and 2020.

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 This updated General Plan superseded the County's prior General Plan (and each of the previously adopted elements), and consolidated several area-specific General Plans into one comprehensive document.

The General Plan was re-adopted by the Board of Supervisors in July 1996 to consolidate General Plan Amendments 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 General Plan Amendments adopted between 1995 and 2004, revise text and maps to reflect the 1999 incorporation of the City of Oakley (formerly an unincorporated community covered under the County General Plan), and incorporate the 2001 Housing Element update. The second County General Plan "reconsolidation" covers the period from 2005 through 2020.

Government Code section 65302 specifies the seven mandatory General Plan elements. Each mandatory element of the County General Plan was prepared or updated in compliance with the *State of California General Plan Guidelines* published by OPR. Local jurisdictions may also include optional elements as they see fit. The County General Plan includes two such elements. Table 1 indicates the status of each General Plan element, including the year it was originally adopted and the year it was most recently revised.

TABLE 1: STATUS OF GENERAL PLAN ELEMENTS

Element	First Adopted	Last Revised
Land Use	1963	2005
Transportation/Circulation	1963	2005
Housing	1970	2014
Conservation	1973	2005
Open Space	1973	2005
Safety	1975	2005
Noise	1975	2005
Growth Management (optional)	1991	2005
Public Facilities/Services (optional)	1972	2005

B. ADOPTED GENERAL PLAN AMENDMENTS FOR CALENDAR YEAR 2018

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 two amendments to the County General Plan during calendar year 2018, which are summarized as follows:

- **1st Consolidated General Plan Amendment**

Panattoni Project (County File GP#14-0003): Amended the Land Use Element Map to allow for development of a 482,000-square-foot warehouse/distribution facility. Adopted by the Board of Supervisors on May 8, 2018. Project initiated by the private sector.

- **2nd Consolidated General Plan Amendment**

New Air Quality Policy (County File GP#18-0004): Amended the Conservation Element to establish policy for mitigating air quality impacts and greenhouse gas emissions associated with certain commercial and industrial projects. Adopted by the Board of Supervisors on December 4, 2018. Project initiated by the County.

C. GENERAL PLAN AMENDMENTS AND OTHER ACTIVITIES RELATED TO GENERAL PLAN IMPLEMENTATION INITIATED IN 2018

All proposals to amend the General Plan, whether initiated by the private sector or the County, must be preliminarily reviewed by the Board of Supervisors before DCD may

proceed with the full GPA process. The following proposals were preliminarily reviewed by the Board of Supervisors in 2018:

- *Del Hombre Apartments GPA (County File GP#18-0002)*: A private-sector request to amend the Land Use Element Map to redesignate a 2.40-acre infill site from Multiple-Family Residential – Very High Density to Multiple-Family Residential – Very High Special Density to allow for development of a 284-unit apartment complex.
- *New Air Quality Policy (County File GP#18-0004)*: See description above.
- *St. Anne’s Church Mixed-Use Project GPA (County File: GP#18-0005)*: A private-sector request to amend the Land Use Element Map to redesignate a 9.34-acre infill site from Single-Family Residential – Medium Density to Mixed Use to allow for development of a multi-family residential project with limited on-site commercial/service uses.
- *Bancroft Road GPA (County File: GP#18-0006)*: A private-sector request to amend the Land Use Element Map to redesignate a 1.35-acre site from Multiple-Family Residential – Medium Density to Commercial to allow for continued commercial use of the site.

D. COMPLIANCE WITH OFFICE OF PLANNING AND RESEARCH 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 a local jurisdiction to address contemporary planning topics in a locally appropriate manner.

OPR issued a comprehensive update to the *Guidelines* in August 2017. This new version includes topics and issues currently not addressed in the General Plan, such as climate change, environmental justice, and community health. The County will address these and other topics as part of the upcoming General Plan update (see discussion below).

In addition to the *General Plan Guidelines*, 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 will be fully integrated into the Transportation and Circulation Element upon its next substantial revision, which is anticipated to occur in 2020 (see below).

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.

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

The Board of Supervisors preliminarily approved the 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 HCD certified on March 11, 2015, sets forth the County's housing goals, objectives, policies, and implementation measures.

The attached tables (B and D) are from Contra Costa County's Annual Housing Element Progress Report for 2018. These tables contain detailed information pertaining to progress and implementation activities for the 5th Cycle Housing Element planning period, which began January 31, 2015, and ends in 2023.

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 5th Cycle Housing Element planning period.

TABLE 2: SHARE OF REGIONAL HOUSING NEEDS

Regional Housing Needs Allocation (RHNA)
by Income Category for San Francisco Bay Area and Contra Costa County, 2015-2023

State Affordability - Income Category	SF Bay Area Total RHNA	Contra Costa County RHNA	
		Unincorporated + Cities	Unincorporated only
Very-Low Income	46,680	5,264	374
Low Income	28,940	3,086	218
Moderate Income	33,420	3,496	243
Above-Moderate Income	78,950	8,784	532
TOTAL Housing Need	187,990	20,630	1,367

The RHNA for the 5th Cycle was adopted by the Association of Bay Area Governments (ABAG) in July 2013.¹

B. HOUSING PRODUCTION

Table 3 provides a breakdown by income level of the County's housing production for 2018 along with a running total for the current Housing Element cycle.

TABLE 3: UNIT COUNT - UNINCORPORATED COUNTY HOUSING PRODUCTION

Income Level		RHNA by Income Level	Permits Issued in 2018 ²	Total 5 th Cycle Permits Issued ³	Total RHNA Remaining
Very-Low	Deed Restricted	374	62 (16.5%)	62 (16.5%)	311
	Non-Restricted		1 (0.002%)	1 (0.002%)	
Low	Deed Restricted	218	171 (78.4%)	174 (78.4%)	36
	Non-Restricted		0 (0.0%)	8 (0.036%)	
Moderate		243	1 (0.004%)	125 (51.4%)	118
Above-Moderate		532	434 (81.5%)	1,155 (217.1%)	0
TOTAL		1,367	669 (48.9%)	1,525 (111.5%)	465

The County issued 669 permits for new residential units in 2018, equaling 48.9 percent of the entire eight-year 5th Cycle RHNA. This represents a 140 percent year-over-year increase from 2017. Through 2018, the fourth year and halfway point of the 5th Cycle, the County has issued permits for 111.5 percent of its gross RHNA and has already doubled its share of above-moderate-income units. In a welcome change from previous years, in 2018 the County issued 234 permits for units that would be affordable to very low- or low-income households (income at 51 to 80 percent of the area median income [AMI] for Contra Costa County). The County is now on pace to exceed its RHNA for all income categories except very-low. Fulfilling the very-low allocation requires issuance of 78 permits annually for the final four years the 5th Cycle, whereas only 63 total permits have been issued over the first four years.

C. BARRIERS TO HOUSING DEVELOPMENT AND AFFORDABLE HOUSING ACTIVITY IN CALENDAR YEAR 2018

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 31 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

¹ Source: <https://abag.ca.gov>, *Regional Housing Need Plan for the San Francisco Bay Area: 2014-2022*

² Percentages in this column are for units permitted during 2018 relative to the RHNA for each income category.

³ Percentages in this column are cumulative for units permitted during the 5th Cycle relative to the RHNA for each income category.

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 2018 performance. Notable County actions include:

- Providing \$1.3 million in HOME funds to support rehabilitation of 56 rental units in unincorporated Antioch.
- Providing 20 Mortgage Credit Certificates worth \$1.52 million for first-time homebuyers.
- Issuing \$151,000 in CDBG funds for rehabilitation of three single-family homes in the City of Richmond.
- Weatherizing 213 residential units (183 extremely-low income and 30 very-low income).
- Issuing 47 building permits for Accessory Dwelling Units (formerly “second units”).
- Updating the Inclusionary Housing Ordinance.

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 April 2017.

IV. GOALS, OBJECTIVES, AND WORK ACTIVITIES RELATED TO GENERAL PLAN IMPLEMENTATION FOR CALENDAR YEARS 2019 AND 2020

General Plan Update

The planning period for the County General Plan extends through calendar year 2020. In December 2017, the Board of Supervisors directed DCD staff to prepare updates to the General Plan and Zoning Code for the Board’s consideration. Among numerous content improvements, the updated General Plan will address economic development, community health, climate change, and environmental justice; include an entirely rewritten Transportation and Circulation Element to fully integrate SB 743 and Complete Streets; and be consistent with the most recent versions of numerous regional planning documents adopted since the General Plan was last updated, such as *Plan Bay Area 2040*, the Bay Area Air Quality Management District’s *2017 Clean Air Plan*, the Delta Protection Commission’s updated *Land Use and Resource Management Plan for the Primary Zone of the Delta*, and the *Contra Costa County Hazard Mitigation Plan*. The General Plan will also be reformatted entirely to improve usability. Work on the General Plan update began in September 2018 and will extend through 2020.

List of Attachments (Tables taken from 2018 Housing Element Progress Report to HCD)

- Table B: Regional Housing Needs Allocation Progress
Table D: Program Implementation Status

ANNUAL ELEMENT PROGRESS REPORT

Housing Element Implementation

(CCR Title 25 §6202)

Jurisdiction	Contra Costa County - Unincorporated		
Reporting Year	2018	(Jan. 1 - Dec. 31)	

Table D

Program Implementation Status pursuant to GC Section 65583

Housing Programs Progress Report

Describe progress of all programs including local efforts to remove governmental constraints to the maintenance, improvement, and development of housing as identified in the housing element.

1	2	3	4
Name of Program	Objective	Timeframe in H.E	Status of Program Implementation
1. Neighborhood Preservation Program	Improve the quality of existing housing & neighborhoods.	Ongoing	County-wide, there were six homes funded for rehabilitation and seven rehabilitation projects completed. Of the seven completed projects, three households were extremely low-income (30% AMI), two households were very low-income (50% AMI), and two households were low-income (80% AMI). Of these projects, three were funded and completed within the unincorporated County with two households at 30% AMI, and one household at 50% AMI.
2. Weatherization Program	Assist homeowners and renters with minor home repairs.	Ongoing	213 units have been weatherized in County cities, towns, and communities. 183 units were extremely low income (30% AMI) and 30 units were very low income (50% AMI).
3. Code Enforcement	Maintain & improve the quality of existing housing & neighborhoods.	Ongoing	There were a total of 1209 cases opened and 1479 cases closed. Approximately 99% of all cases were residential.
4. Preservation of Affordable Housing Assisted with Public Funds	Preserve the existing stock of affordable housing.	Ongoing	The County awarded \$151,000 to RNHS in CDBG funds for the rehabilitation of three single-family homes in Richmond affordable to and occupied by low-income families. The County awarded and closed financing for \$1.3 million in HOME funds for the Antioch Scattered Sites rehabilitation project in Antioch for 56 rental units across two sites. Both projects are located in the incorporated areas of the County.
5. New Construction of	Increase the supply of affordable housing,	Annual: Award HOME,	There are no new projects funded during this reporting period.
6. Housing Successor to the former Redevelopment Agency	Utilize County owned property (former redevelopment agency) to develop affordable housing	Disposition agreements by 2020	The County worked on drafting a disposition and development agreement with a developer to develop the Orbisonia Heights project, a mixed-use project with commercial spaces and 325 residential units in Bay Point. The County reissued a request for proposal for the development of the Rodeo Town Plaza site in Rodeo, which includes a mixed-use development with townhouses and commercial spaces. Construction of the Heritage Point multi-family residential and commercial project in North Richmond began in 2018 for completion and occupancy in 2019.
7. Inclusionary Housing	Integrate affordable housing within market-rate developments.	Ongoing	An update of the inclusionary housing in-lieu fees for rental and for-sale housing was brought to the Board of Supervisors and approved in December 2018, which became effective in 2019. There were no in-lieu fees collected during this reporting period.
8. Acquisition/ Rehabilitation	Improve existing housing and increase supply of affordable housing.	Ongoing	The County awarded \$151,000 to RNHS in CDBG funds for the rehabilitation of three single-family homes in Richmond affordable to and occupied by low-income families. The County awarded and closed financing for \$1.3 million in HOME funds for the Antioch Scattered Sites rehabilitation project in Antioch for 56 rental units across two sites. Both projects are located in the incorporated areas of the County.
9. Second Units	Facilitate the development of second units.	Ongoing	There were 78 second unit entitlement permits approved and 47 building permits issued

10. Affordability by Design	Develop affordability by design program to promote creative solutions to building design and construction.	2017	There is nothing to report for this reporting period.
11. New Initiatives Program	Develop new programs or policies to fund or incentivize affordable housing development	2017	There is nothing to report for this reporting period.
12. Special Needs Housing	Increase the supply of special needs housing.	Ongoing	There are no projects to report in this reporting period.
13. Developmental Disabled Housing	Increase the supply of housing available to persons with developmental disabilities	Ongoing	There were no projects this reporting period in the unincorporated County.
14. Accessible Housing	Increase the supply of accessible housing.	Ongoing	The County continues to require accessible units in all new construction projects that received HOME or CDBG funding. Accessible units are included in rehabilitation projects when feasible where five percent of the units must be accessible to the physically impaired and an additional two percent of the units must be accessible to the hearing/vision impaired. (See New Construction and Affordable Housing Program) The County Building Inspection Division conducted a training for staff on accessibility and disabled access scoping provisions under the 2016 California Building Code and other applicable laws.
15. Reasonable Accommodation	Increase the supply of special needs and accessible housing.	Ongoing	Through the NPP program, the County funded and completed two projects that included accessibility improvements that consisted of bathroom accessibility improvements, and the installation of an ADA compliant ramp and handrails.
16. Contra Costa Interagency Council on Homelessness	Meet the housing & supportive services needs of the homeless	Ongoing	This program is currently known as the Council on Homelessness. They continue to support the development of permanent supportive housing. Hearth Act funds are used for the support of existing permanent supportive housing units or placement of people into permanent supportive housing.
17. Farmworker Housing	Increase the supply of farmworker housing	Annually: Include farmworker housing in CDBG, HOME NOFA (See #5 above)	There are no projects to report in this reporting period.
18. First-Time Homebuyer Opportunities	Provide additional homeownership opportunities.	Ongoing	The County provided 20 households with Mortgage Credit Certificates (MCC) throughout the county and cities with a total of \$1,525,071 in MCCs.
19. Extremely Low Income Housing	Promote development of housing affordable to extremely low income households.	Annually: Include a priority for extremely-low income housing in CDBG, HOME, HOPWA NOFA (See #5 above)	The County continues to provide funding preferences to developers who include units that are affordable to extremely-low income households. There were a total of 186 extremely low income housing projects during this reporting period (See Neighborhood Preservation Program and Weatherization Program).
20. Sites Inventory	Provide for adequate housing sites, including 'as-right development' sites for homeless facilities	Ongoing maintenance of site inventory.	There are no changes or updates for this reporting period.
21. Mixed-Use Developments	Encourage mixed-use developments.	2015 – 2016: Review existing ordinance and development patterns. 2016 – 2017: Draft outline of revised ordinance and meet with stakeholder groups 2017 – 2018: Determine whether or not to draft and adopt revised ordinance	The County is reviewing the existing ordinance with the General Plan update.
22. Density Bonus & Other Development Incentives	Support affordable housing development.	Ongoing	Bay Point Family Apartments, a 193-unit multi-family apartment project entered into a Density Bonus Developer Agreement with the County.

23. Infill Development	Facilitate infill development.	Biennially: Review site inventory, adjust for planned and completed developments Biennially: Review site inventory and adjust for planned and completed developments	There is nothing to report for this reporting period.
24. Planned Unit District	Provide flexibility in design for residential projects.	Ongoing	There is nothing to report for this reporting period.
25. Development Fees	Reduce the cost of development	Ongoing	There are no updates to report during this period.
26. Quick Turn-around Program	Develop program to expedite review of small projects, and conditions of approval	2016	This program continues to be utilized for ensuring expedited review of infill projects and various planning applications including tree permits, variances, and design reviews.
27. Review of Zoning & Subdivision Ordinance	Periodically review subdivision ordinance to ensure it does not unduly constrain housing development. Revise zoning code to allow emergency shelters by right, single room occupancy housing, transitional and permanent supportive housing, and agricultural worker housing.	By December 31, 2014: Adopt emergency housing and single room occupancy ordinance. (adopted 11/4/2014) 1st quarter 2015: Adopt Agricultural worker housing, permanent supportive, and transitional housing zoning text changes Ongoing: period review of zoning and subdivision ordinances	The County is reviewing the existing zoning ordinance with the General Plan update.
28. Coordinated County Department Review of Development Applications	Expedite application review through a better coordinated process with other County departments.	Ongoing	The County continues to coordinate and work with other various County departments and agencies when processing new applications. Regular meetings between community development, building inspection, and public works are scheduled to discuss the review and processing of applications and fees.
29. Anti-Discrimination Program	Promote fair housing.	Ongoing	The County is currently working on a County-wide Analysis of Impediments/Assessment to Fair Housing Choice report. The first round of community review, outreach, and public meetings began in the summer and fall of 2018. This report will be completed, approved, and adopted in 2019.
30. Residential Displacement Program	Limit number of households being displaced or relocated because of County sponsored programs or projects.	Ongoing	There is nothing to report this period within the unincorporated County.
31. Residential Energy Conservation Program	Participate in Bay Area regional efforts to reduce energy consumption.	2015: Review examples of guidelines for solar retrofit 2016: Draft County guidelines 2017: Adopt guidelines	Solar permits for roof-mounted residential PV systems are available on-line under the Application and Permit Center web page. Instructions for in-person and on-line submittal for expedited review is posted on the County's web page. The number of solar permits issued is 1,067. The County also participates in BayREN a regional energy network, which is a collaboration of the nine counties that make up the San Francisco Bay Area. This program is led by the Association of Bay Area Governments, and is an incentive and rebate program for owners and property managers for Homeowner's Associations for single-family and multi-family units for energy efficiency retrofits. There were 452 single-family home upgrades and 795 multi-family unit upgrades County-wide, with 33 single-family and 10 multi-family unit upgrades in the unincorporated County.

General Comments:

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