

## 11.1 | INTRODUCTION

### Purpose

The purpose of the Growth Management Element is to establish goals, policies, and implementation measures that will be used to manage and mitigate the impacts of future growth and development within Martinez, especially as they relate to local, countywide, and regional transportation systems. By adopting and implementing an updated Growth Management Element, the City intends to establish a comprehensive, long-range program that will address the demands for multi-modal transportation facilities and services generated by new development through planning, capital improvement programs, and development mitigation programs.

This element has been prepared to comply with the requirements of the Measure J Growth Management Program (“GMP”) as implemented by the Contra Costa Transportation Authority (“CCTA”) and to establish performance standards to address the effect of new development on public services.

The Growth Management Element is an optional element of the General Plan under California Government Code Section 65303 which states: *“The general plan may include any other elements or address any other subject which, in the judgment of the legislative body, relate to the physical development of the county or city.”* Growth Management Elements are adopted to manage and mitigate the impacts of future growth within a jurisdiction. When integrated with the policies of the Land Use and Circulation Elements, the policies of the Growth Management Element are intended to avoid or reduce the negative impacts “new growth” could otherwise have on existing public services, such as further congesting roadways and/or reducing services.

### Background

#### ***Contra Costa County Measures C and J***

Within Contra Costa County, local jurisdictions are required to adopt a Growth Management Element to comply with the requirements of voter-approved transportation sales tax and growth control Measure C (1988) and Measure J (2004). [Both programs include a half percent transportation and retail transactions and use tax intended to address existing major regional transportation problems.](#) This Growth Management Element updates the 2013 Growth Management Element, which updated the City’s 1992 Growth Management Element that was adopted as a requirement of Measure C. Measure C and J established the CCTA and its GMP; the GMP was then revised and extended by Measure J.

This Growth Management Element update was prepared to respond to Measure J and substantially comply with the intent of the CCTA model Growth Management Element, dated

December 2021. Further, each jurisdiction must comply with the Countywide voter approved Urban Limit Line (“ULL”) to comply with Measure J's GMP.

### ***Growth Management Program Requirements***

The GMP requires each local jurisdiction within Contra Costa County to:

- Adopt a Growth Management Element;
- Adopt a Development Mitigation Program;
- Participate in an ongoing, cooperative multi-jurisdictional planning process, including implementation of Action Plans adopted by CCTA;
- Require a Transportation Impact Report/Traffic Impact Study for any project estimated to generate more than 100 net new peak-hour regional trips;
- Address housing options and job opportunities;
- Develop a five-year Capital Improvement Program; and
- Adopt a Transportation Demand Management (“TDM”) or Transportation Systems Management (“TSM”) ordinance or resolution.

### ***CCTA Funding***

In addition to requiring the initial adoption of a Growth Management Element, CCTA’s GMP requires periodic reporting from Contra Costa cities and the County to assure the GMP is being followed. Submission and approval of the cities “Growth Management Compliance Checklist” allows CCTA to return a portion of the half-cent sales tax to the participating City (“return-to-source”). Martinez has successfully participated in CCTA’s requirements for return to source funding since the Measure C programs were established. In 2004, the voters approved Measure J, which extended CCTA’s sales tax and growth management programs to 2034.

Compliance with the GMP is linked to receipt of CCTA’s Local Street Maintenance and Improvement Funds and Transportation for Liveable Community Funds.

### ***Urban Limit Line***

Measure J required the Growth Management Element to document the required ULL. The ULL that Countywide voters approved in November 2006 is included In the Land Use Element of this General Plan and is shown on Land Use Figure 2-1b.

The intent of Contra Costa County’s ULL policy is to encourage sustainable infill development and preserve non-urban agricultural lands, open space, and environmental resources.

## **11.2 | REGULATORY FRAMEWORK AND DEFINITIONS**

**Contra Costa Transportation Authority.** CCTA is a regional government agency created in 1988 to manage funds generated by the voter approved, half cent transportation sales tax, Measure

C, and its extension, Measure J. CCTA oversees planning and construction of capital projects included in Measure C and J Expenditure Plans and implements the County's GMP. CCTA also serves as Contra Costa's Congestion Management Agency. Below are definitions of terms from CCTA for the Growth Management Element.

**Urban Limit Line (ULL).** A planning boundary, defined by voters, beyond which no urban uses can be designated during the term of the General Plan. Properties that are located outside the ULL may not obtain General Plan Amendments that would re-designate them for an urban land use. Land inside the ULL is governed by the land use designations contained in the General Plan. However, the fact that a property is located inside the ULL provides no guarantee or implication that it may be developed during the lifetime of the General Plan.

**Regional Transportation Planning Committee (RTPC).** Transportation Partnership and Cooperation (“TRANSPAC”) is the RTPC for Central Contra Costa. It is composed of elected representatives, planning commissioners, and technical staff from the six central Contra Costa jurisdictions including the cities of Clayton, Concord, Martinez, Pleasant Hill, and Walnut Creek, and the unincorporated area of Central Contra Costa County. TRANSPAC is responsible for the development of transportation plans, projects and programs for the Central County areas as well as the appointment of two representatives to the CCTA who serve alternating two-year terms.

**Routes of Regional Significance (“Regional Routes”).** Regional Routes are designated by the CCTA based on recommendations from the respective RTPC and TRANSPAC. In evaluating the appropriateness of the designation, the following criteria are used: 1) connection of two or more "regions" of the County; 2) connection across County boundaries; 3) significant amount of through traffic; and 4) provision of access to a regional highway or transit facility. The Regional Routes designated in the 2017 Central County Action Plan are State Route 4, State Route 242, Interstate 680, Alhambra Avenue, Bailey Road, Clayton Road, Contra Costa Boulevard, Geary Road, North Main Street, Pacheco Boulevard, Pleasant Hill Road, Taylor Boulevard, Treat Boulevard, and Ygnacio Valley Road/Kirker Pass Road. Other roads may be proposed in the future for designation by CCTA.

**Action Plan.** A document prepared by CCTA through the respective RTPC. Action Plans address Routes of Regional Significance and are comprised of the following:

- Long-range assumptions regarding future land use based on local general plans;
- Overall policy goals established by CCTA;
- For each regional route or corridor, Multimodal Transportation Service Objectives (“MTSOs”) that serve as quantifiable performance measures; and

- Actions to be implemented by the RTPC and participating local jurisdictions. These actions include capital improvements, transit improvements, traffic operations strategies, pedestrian and bicycle facilities, land use policies, TDM or TSM strategies, or other local projects and programs intended to meet the adopted MTSOs.

**Transportation Demand Management (“TDM”) or Transportation Systems Management (“TSM”).** A program to increase efficiency of the transportation systems, reduce demand for road capacity during peak hour and otherwise affect travel behavior(s) to minimize the need for capacity increasing capital projects. An adopted TDM or TSM program is a requirement for compliance with Measure J.

### 11.3 | GROWTH MANAGEMENT GOALS, POLICIES, AND IMPLEMENTATION MEASURES

**GM-G-1 Manage the City's Growth, Support Infill Development and Redevelopment of Existing Urban and Brownfield Areas, and Protect Open Space by Establishing and Maintaining an ULL. Apply a voter approved ULL consistent with the requirements of the Measure J GMP, either as mutually voted on Countywide, or relating solely to Martinez.** *Note: The ULL can only be amended by a subsequent vote of the electorate; minor adjustments of less than 30 acres may be approved by the City Council as provided for by the Measure J GMP.*

**Policy GM-P-1:** Maintain the Countywide voter approved ULL as adopted by City Council on May 2, 2007 (Resolution No. 029-07), subject to future City and/or Countywide modifications that are consistent with the requirements of the Measure J GMP, through March 31, 2034, and any subsequent extensions of Measure J.

**Measure GM-I-1.1a:** Review development projects and long-range plans to make certain that urban growth is located within the ULL.

**Policy GM-P-1.2:** Alhambra Valley is an established semi-rural community of approximately 1,000 acres, entirely located within the City of Martinez SOI, with portions annexed into the City in 2012. The 2007 ULL inadvertently created an "island" (approximately 17 properties, 115 acres) and a "peninsula" (one property, 10 acres) of such-rural residential areas outside of the designated urban areas of the ULL. These areas are currently outside City Limits, but are within the City's Water Service Area and several existing residences receive City water. While LAFCO's Water and Wastewater Services

Municipal Services Review (2008) recommends that these areas be annexed to the City, Measure J's GMP requires that the CCTA withhold its "Return to Source Funds" from the City, should the City to make an application to LAFCO to annex any area outside the 2007 ULL. By either future City Council action(s) to individually amend the ULL, and/or through a future Countywide ULL update(s), these areas should be placed inside of the ULL so that the City may apply to annex these areas in a manner consistent with the GMP and thus retain CCTA funding. Such an annexation would be consistent with the intent of the GMP and ULL, as City will adopt the County's current General Plan and Zoning designations, assuring that new development cannot exceed the level currently permitted under County regulations.

**Measure GM-I-1.2a:** Support an amendment to the ULL to annex the remaining "island" and "peninsula" portions of Alhambra Valley.

**GM-G-2 Provide adequate infrastructure and facilities, including new and improved pedestrian, bicycle, parking, and transit facilities, to meet future demands of new development and population growth.**

**Policy GM-P-2.1:** Continue to require new development to pay its fair share of needed transportation Improvements through the City's adopted transportation impact/mitigation fee schedule, as amended, and through implementation of regional development mitigation fees or other mitigations In accordance with TRANSPAC adopted Sub-regional Transportation Mitigation Program ("STMP").

**Measure GM-I-P-2.1a:** Review and update the City's transportation impact fee schedule to ensure the fees are commensurate with the associated costs to construct and improve facilities and infrastructure, including participation in applicable regional programs.

**Measure GM-P-2.1b:** Evaluate and participate in a regional development mitigation program to establish fees, exactions, assessments, or other mitigation measures to fund regional or sub-regional transportation improvements needed to mitigate the impacts of planned or forecasted development on the regional transportation system and address MTSOs. *This includes regular review of STMPs to ensure the project accounts for impacts of new development and current goals and objectives of the Action Plan. STMPs with a uniform fee program should review project lists and fee structures every four to six years while STMPs with other mitigation should base the review schedule on program components.*

**Measure GM-P-2.1c:** Maintain the City's five-year Capital Improvement Program ("CIP") that describes City-sponsored capital projects, including projects that address the goals of

this General Plan. During development of the five-year CIP, City staff will prepare a cost analysis, list of projects, and a financial plan to provide the improvements.

**Policy GM-P-2.2:** Approval of development projects shall be contingent on the project meeting the following conditions: 1) no revenue from Measure J has been used to replace or provide the developer funding for any mitigation project; 2) the development project will fully fund public facilities and infrastructure necessary for mitigating any impacts from the project; and 3) full payment of mitigation fees for facilities and improvements in proportion to the project impacts.

**GM-G-3 Participate in on-going multi-jurisdictional transportation planning programs with other agencies, TRANSPAC, and CCTA, that enhance the County’s land use and circulation system to create a balanced, safe, and efficient transportation system and to manage the impacts of growth.**

**Policy GM-P-3.1:** Participate with TRANSPAC, CCTA, and local jurisdictions in developing and implementing Action Plans to address problems on Regional Routes, including Interstate 680, State Route 4, Alhambra Avenue, and Pacheco/Contra Costa Boulevard, and to address MTSOs

**Measure GM-I-3.1a:** Work with TRANSPAC local jurisdictions to develop and maintain an Action Plan that addresses Regional Routes, MTSOs, and actions for achieving MTSOs, establishes a process for addressing transportation impacts of proposed new development, and addresses goals and metrics in regard to safety, climate change, and equity.

**Measure GM-I-3.1b:** Participate in the preparation of the CCTA’s Countywide Comprehensive Transportation Plan and the ongoing countywide transportation planning processes.

**Measure GM-I-3.1c:** Participate in CCTA’s conflict resolution process as needed to resolve disputes related to the development and implementation of Action Plans and other programs described in this Element.

**Measure GM-I-3.1d4:** Following the adoption of the Regional Route Action Plans by TRANSPAC and CCTA, implement specified local actions in a timely manner, consistent with adopted Action Plans.

**Policy GM-P-3.2:** For the purposes of reporting to CCTA on compliance with the Growth Management Program, bi-annually complete and submit to CCTA compliance checklist.

**Policy GM-P-3.3:** Require development projects to address transportation impacts and to demonstrate how the project furthers transportation network components that support public transit, pedestrian, and bicycle access and how the project addresses the City's priorities related to safety, climate change, and equity. Apply CCTA's travel demand forecasting model and Technical Procedures to the analysis of General Plan Amendments and developments exceeding specified thresholds to identify and address their effect on the regional transportation system, including the Action Plan MTSOs. The transportation impact report shall address all CCTA requirements, including evaluation of vehicle miles travelled ("VMT") and evaluation of impacts to each transportation mode using the metrics defined by the Action Plan and Technical Procedures. CCTA has set 100 net new peak hour trips as the threshold for requiring traffic impact reports. TRANSPAC has set a threshold of 500 net new peak hour trips as the threshold for requiring Regional Transportation Planning Committee review of a General Plan Amendment.

**Measure GM-I-3.3a:** Prior to project approval, require a transportation impact report for all General Plan Amendments and developments that meets the thresholds identified by Policy GM-P-3.3. The report shall:

- 1) apply CCTA's travel demand forecasting model and Technical Procedures to the impact analysis;
- 2) address all CCTA requirements, including evaluation of VMT and the proposal's effect on the regional transportation system, including the Action Plan and MTSOs; and
- 3) evaluate impacts to each transportation mode using the metrics defined by the Action Plan and Technical Procedures.

**Measure GM-I-3.3b:** Circulate traffic impact analyses to affected neighboring jurisdictions, TRANSPAC, and, when appropriate, to neighboring RTPCs for review and public comment.

**Measure GM-I-3.3b:** Assist in the maintenance of CCTA's travel demand modeling system by providing information on proposed land use development and transportation projects, including the five-year CIP, projects that the jurisdiction has adopted as part of its five-year CIP, and other long-range plans relative to the Association of Bay Area Government's projections for households and jobs within the City.

**GM-G-4 Make reasonable progress in providing housing opportunities for all income levels and demonstrate to CCTA reasonable progress in meeting housing goals.**

**Policy GM-P-4.1:** Demonstrate reasonable progress in addressing housing goals and providing housing opportunities for all income levels.

**Measure GM-I-4.1a:** Prepare an annual progress report on the implementation of the Housing Element for submittal to the California Department of Housing and Community Development and the Governor’s Office of Planning and Research, as well as a biennial report for submittal to CCTA as part of the biennial GMP Compliance Checklist.

**GM-G-5 Encourage land use and development policies to minimize the negative impacts on open space; the local, regional, and countywide transportation system, including the level of transportation capacity that can reasonably be provided, such as mixed use high density infill; support regional approaches to transportation and land use planning; and coordinate with adjacent jurisdictions to monitor growth and development.**

**Policy GM-P-5.1:** Continue to participate in on-going regional transportation efforts to reduce cumulative traffic impacts and implement Action Plans.

**Measure GM-I-5.1a:** Continue to work with CCTA and surrounding jurisdictions to develop General Plans and Specific Plans that study and consider the effect of large-scale development on the regional transportation system.

**Measure GM-I-5.1b:** Pursue funding from the CCTA for roadway projects intended to maintain levels of service standards that implement the adopted Action Plan.

**Measure GM-I-5.1c:** Provide data to CCTA on planned, proposed, and approved development to assist in maintaining an accurate TDM system.

**Policy GM-P-5.2:** Approve proposed development projects that generate more than 100 net new peak hour vehicle trips only if findings of consistency with adopted traffic levels of service standards can be made.



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## GROWTH MANAGEMENT ELEMENT

**Policy GM-P-5.3:** Implement the TDM regulations to address changes to the CCTA model TDM/TSM programs.

**Measure GM-I-5.3a:** Update the TDM regulations, as needed, to be consistent with the model TDM ordinance, adopted by CCTA, including promoting transit access, carpools, vanpools, and park and ride lots, and addressing MTSOs. Work to provide the required level of staffing for implementation of the TDM program.

**Policy GM-P-5.4:** If attainment of standards is not possible because of a high proportion of through-traffic, excessive cost, or unacceptable impacts to the environment, the City may prepare a request for Findings of Special Circumstances to remain in compliance with the Growth Management Program. It will be submitted to CCTA, consistent with the procedure prescribed by CCTA. The request shall identify alternative standards for the intersection, and propose mitigation measures and programs to improve service to the extent possible.

### GM-6 Compliance with applicable levels of service

**Policy GM-P-6.1:** Require development projects to participate in the provision and expansion of essential community services and facilities, including parks and recreation, fire and police facilities, governmental and cultural facilities, water, wastewater, storm drainage, and other utilities and infrastructure, to make certain growth does not exceed the City's ability to provide services, does not reduce levels of service, and does not place an economic or environmental burden on existing residents.

**Program GM-I-6.1a:** Require new development to demonstrate that the City's existing or planned community services and facilities can accommodate the increased demand prior to or at completion of the project.

**Program GM-I-6.1b:** Require new development to offset or mitigate impacts to community services and facilities, including fair-share contribution of the costs of required public infrastructure and services, to ensure that service levels for existing users are not degraded or impaired.

**Policy GM-P-6.2:** Adopt and maintain a development mitigation program to ensure new growth is paying its share of the costs associated with that growth.

**Program GM-I-6.2b:** Periodically review and update the City's development impact/mitigation fee schedules for parks and recreation, fire and police facilities,

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## GROWTH MANAGEMENT ELEMENT

governmental and cultural facilities, utilities, and other needed infrastructure, facilities, and major equipment as necessary to cover the cost of services and facilities to serve planned growth while maintaining or improving levels of service.