



STAFF REPORT

TO: PLANNING COMMISSION

MEETING DATE: June 29, 2010

**PREPARED BY: Terry Blount, AICP, Planning Manager
Corey Simon, Senior Planner
Anjana Mepani, Associate Planner**

RE: Creation of Land Use Regulations to Implement the Proposed Annexation of a Portion of the Alhambra Valley into the City of Martinez

GENERAL INFORMATION:

Applicant: City of Martinez

Location: The proposed Alhambra Valley annexation and related planning actions will impact an area located directly outside the current southwest jurisdictional boundary of the City of Martinez, but within the City's Sphere of Influence and the County Urban Limit Line. The proposed annexation area is comprised of 155 parcels covering approximately 400 acres. It is generally bounded by the City's current jurisdictional boundary to the north; detached single-family homes and undeveloped hills to the east; Alhambra Valley Road and Briones Regional Park to the south; and undeveloped hills and rangeland to the west. Please refer to Attachments A and B.

Existing Land Use Designations:

General Plan: Contra Costa County Alhambra Valley Specific Plan: AL (Agricultural Lands); OS (Open Space); SV (Single-Family Residential – Very Low); and SL (Single-Family Residential – Low). Please refer to Attachment C.

Zoning: Contra Costa County: A-2 General Agricultural District; R-20 Single Family Residential District; R-40 Single Family Residential District; and P-1 Planned Unit District. Please refer to Attachment E.

Proposed Land Use Designations:

General Plan: The City of Martinez proposes to amend the Martinez General Plan to create four new land use designations: Estate Residential – Very Low; Estate Residential – Low; Agricultural Lands; and Open Space consistent with current Contra Costa County land use designations for the annexation area and to amend the General Plan Land Use map to apply those designations to properties within the proposed annexation area as set forth in Attachment D.

Zoning: The City of Martinez proposes to amend the City's Zoning Ordinance to include a new Chapter 22.29, the Alhambra Valley Districts: AV/R-20 Single Family District; AV/R-40 Single Family District; AV/A-5 Agriculture District; and AV/PD Planned Development District to create new zoning districts consistent with current Contra Costa County zoning designations and to pre-zone property within the proposed annexation area to these districts as set forth in Attachment F.

ACTIONS FOR CONSIDERATION:

The City of Martinez proposes the creation of new land use regulations to accommodate the proposed annexation of a portion of the Alhambra Valley (unincorporated Contra Costa County) in a manner that is generally consistent with the Contra Costa County Alhambra Valley Specific Plan (AVSP). The Planning Commission will consider General Plan Consistency findings and making recommendations to the Martinez City Council relating to the following actions:

- Adoption of a Negative Declaration pursuant to CEQA,
- Adoption of an amendment to the Martinez General Plan Land Use Element and Land Use Map to incorporate four new land use designations; Estate Residential-Low, Estate Residential-Very Low, Agricultural Lands, and Open Space,
- Adoption of amendments to the Martinez General Plan Land Use Element, Scenic Roadways Element, Parks and Recreation Element, and Transportation Element to incorporate policies related to the annexation area,
- Adoption of an amendment to the Martinez Zoning Ordinance to include a new chapter (Chapter 22.29): the Alhambra Valley Districts which will contain four new zoning districts (AV/R-20 Single Family District; AV/R-40 Single Family District; AV/A-5 Agriculture District; and AV/PD Planned Development District),
- Adoption of an amendment to the Martinez Zoning Map to include the annexation area within the City limits and the new Zoning Districts for the annexation area should LAFCO approve the annexation,
- Adoption of the Pre-Zonings and General Plan Land Use designations for the properties in the proposed annexation area, and
- Adoption of the Alhambra Valley Design Guidelines for the proposed annexation area.

BACKGROUND:

This item was first heard at the Planning Commission meeting of May 25, 2010. At that meeting the Commission reviewed the materials presented and took public testimony. Based on the public testimony and additional questions and concerns from the Commission, the Commission requested that additional information be gathered and research conducted. Staff is providing additional information on the following:

- Alhambra Valley Specific Plan goals and policies,
- Public service provision levels: County v City,

- Streets and highways maintenance responsibility,
- Public comments made at May 25th hearing, and
- Annexation area “island” creation.

Additionally, staff has prepared a draft resolution covering the above actions for review and action by the Commission.

DISCUSSION:

Alhambra Valley Specific Plan Goals and Policies

Correspondence received by staff, as well testimony by the public, raised a concern that not enough of the goals and policies contained within the County’s Alhambra Valley Specific Plan were included in the proposed amendments to the City’s General Plan. Staff fully believes that the land use regulatory framework proposed with the amendments to the City’s Zoning Ordinance will provide for the continued development of the Alhambra Valley in a manner consistent with the County’s Alhambra Valley Specific Plan (AVSP) and Zoning Ordinance. However, to address this concern, staff has added all of the AVSP goals and policies that are not otherwise a part of the City’s General Plan into the draft General Plan amendments. Attachment G shows the originally proposed amendments with the additional goals and policies recommended to be added highlighted.

Public Service Provision Levels: County v City

Additional information was requested regarding the provision of public services and whether levels of service would be the same under the City as they are now under the County. Part of the Initial Study put together for this project included an analysis of potential impacts to public services (pp. 73-76 of the document). The Initial Study found that any potential impacts would be less than significant. Staff has conducted some additional research and gathered some additional information on the topic which is presented here.

Parks

There are no County parks located within the Alhambra Valley area. The parks in the area are maintained by East Bay Regional Park District and would continue to be so.

Streets and Highways

There is a numerical indicator that the Metropolitan Transportation Commission uses that gives an indication of overall pavement conditions for cities and counties in the Bay Area. It is called the pavement condition index (PCI). The following table shows the PCI for the County and the City for the years 2004-2007 (the latest year available). Note that the higher the number the better the overall condition of the streets and highways in that jurisdiction.

	PCI: Three-Year Moving Average			
	2004	2005	2006	2007
County	85	85	83	82
Martinez	63	58	57	57

While both the PCI for the County and the City declined over the period, the County's remains significantly higher. The City's Engineer indicated that with all of the recent investment in improvements to the City's streets it is likely that the City's PCI will be considerably higher when the most recent numbers are released.

Law Enforcement

Since the responsible agency for law enforcement for the annexation area would be switching from the Sheriff's Dept to the Martinez Police Dept (MPD), the analysis for the Initial Study only focused on the City's ability to properly serve the area. The MPD currently has four officers on duty at all times. Two each are assigned to one of two sectors (the City is divided into north and south sectors along Highway 4). Since the calls for service to the proposed annexation area are extremely low, the MPD can easily handle the additional two to three calls per month that come in from the proposed annexation area. In addition, the City and the County have an existing mutual aid agreement regarding response to emergency situations. Regarding California Highway Patrol helicopter service, it is currently available to both cities and counties.

Streets and Highways Maintenance Responsibility

A concern noted by the public and a few of the Commissioners at the initial public hearing was regarding maintenance responsibility where a street or highway is split between jurisdictions. Staff has done a parcel by parcel review of the properties that would be located at the proposed new City limit boundary to determine if this would be an issue, and if so, where. There are only two locations where this would occur where it would have any real significance—the portions of Alhambra Valley Road where there would be properties annexed into the City on both sides of the street. All the other properties along Alhambra Valley Road that are proposed to be annexed into the City have their property lines located at the edge of the street (public right-of-way) and not in the center of it. Therefore, in these locations the County would still maintain the street. In the other two areas it is likely that an agreement will be drawn up that lays out who would be responsible for those segments if the annexation takes place.

Public Comments May 25th Hearing

Attached is a summary of the persons who spoke and their concerns and issues (see Attachment H).

Annexation Area "Island" Creation

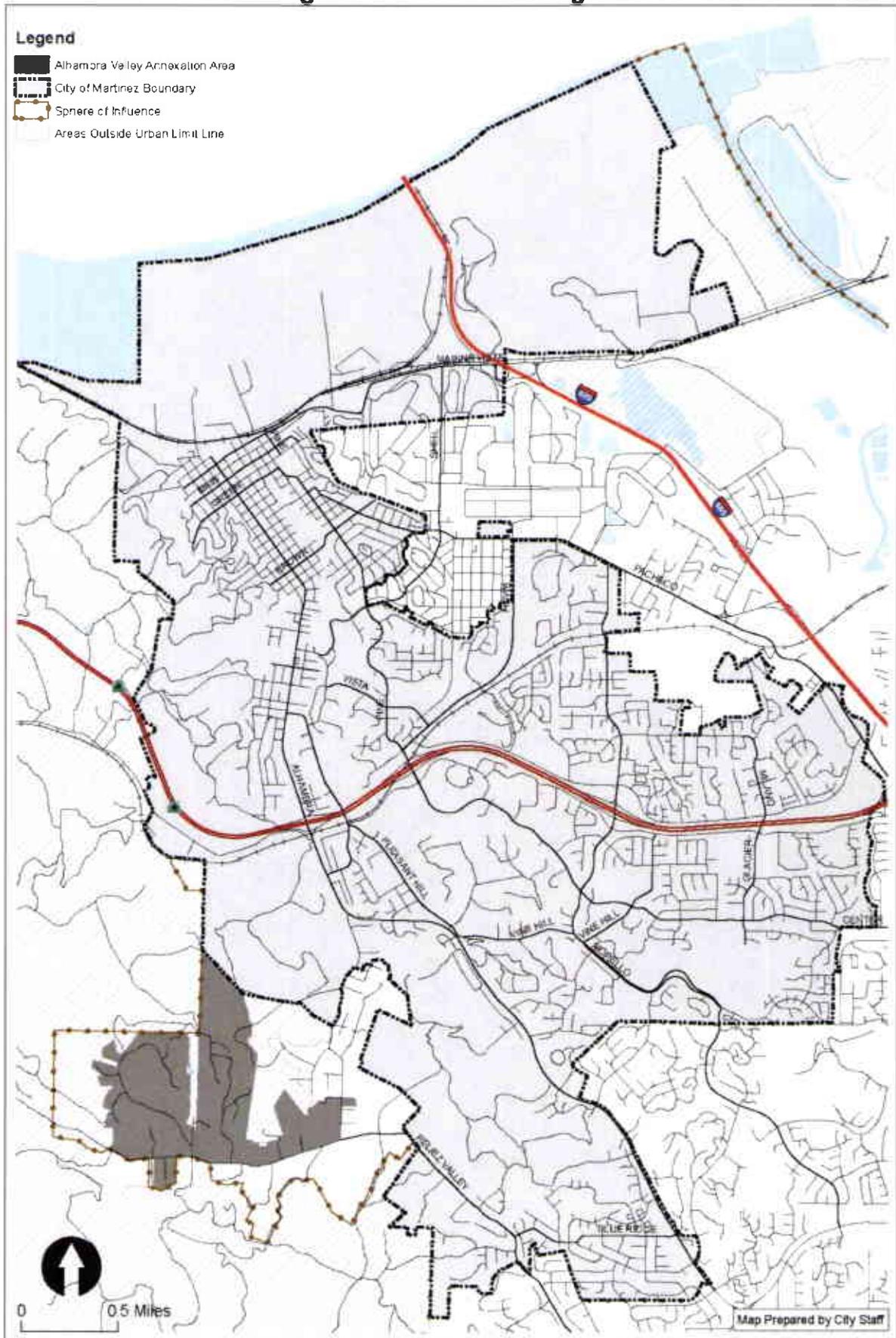
One of the public comments was regarding the County's Urban Limit Line (ULL) and the boundary of the proposed annexation area. In order for the City to receive return-to-source street maintenance and improvement funds associated with Measure C/J no properties outside the ULL can be annexed into the City. Therefore, the proposed annexation area only includes unincorporated portions of the County that are within its ULL. As for creating an unincorporated "island," Contra Costa Local Agency Formation Commission (LAFCO) policy looks very unfavorably on applications that show a proposed annexation area that leaves a portion of the unincorporated County completely surrounded by a City. This would not be the case with the proposed Alhambra Valley annexation.

CONCLUSIONS:

City staff, based upon direction from the City Council, has developed a new land use regulatory framework that will implement the Council's commitment to annex a portion of the Alhambra Valley consistent with the County's adopted AVSP and Zoning Ordinance regulations. The Initial Study provides the documentation, pursuant to CEQA, that there is no significant environmental impact created by the implementation of the new land use regulatory framework and the ultimate annexation of a portion of the Alhambra Valley. Staff recommends that the Planning Commission recommend to the City Council adoption of the proposed Negative Declaration and regulatory framework listed at the beginning of the staff report.

ATTACHMENTS:

- A: Project Location Map
- B: Map of Proposed Alhambra Valley Annexation Area
- C: Contra Costa County Existing Land Use Map (General Plan)
- D: City of Martinez Proposed Land Use Map (General Plan) for Annexation Area
- E: Contra Costa County Existing Zoning Map
- F: City of Martinez Proposed Alhambra Valley Zoning Map for Annexation Area
- G: Additional City of Martinez Proposed General Plan Amendments
- H: Public Comments Summary (Planning Commission Meeting May 25, 2010)
- I: Proposed City of Martinez General Plan Amendments and Maps
- J: Proposed City of Martinez Zoning Ordinance Amendments and Maps
- K: Correspondence
- L: Planning Commission Staff Report (May 25, 2010 Meeting)
Planning Commission Resolution No. PC 10-04 (Draft)



Source: City of Martinez Planning Department

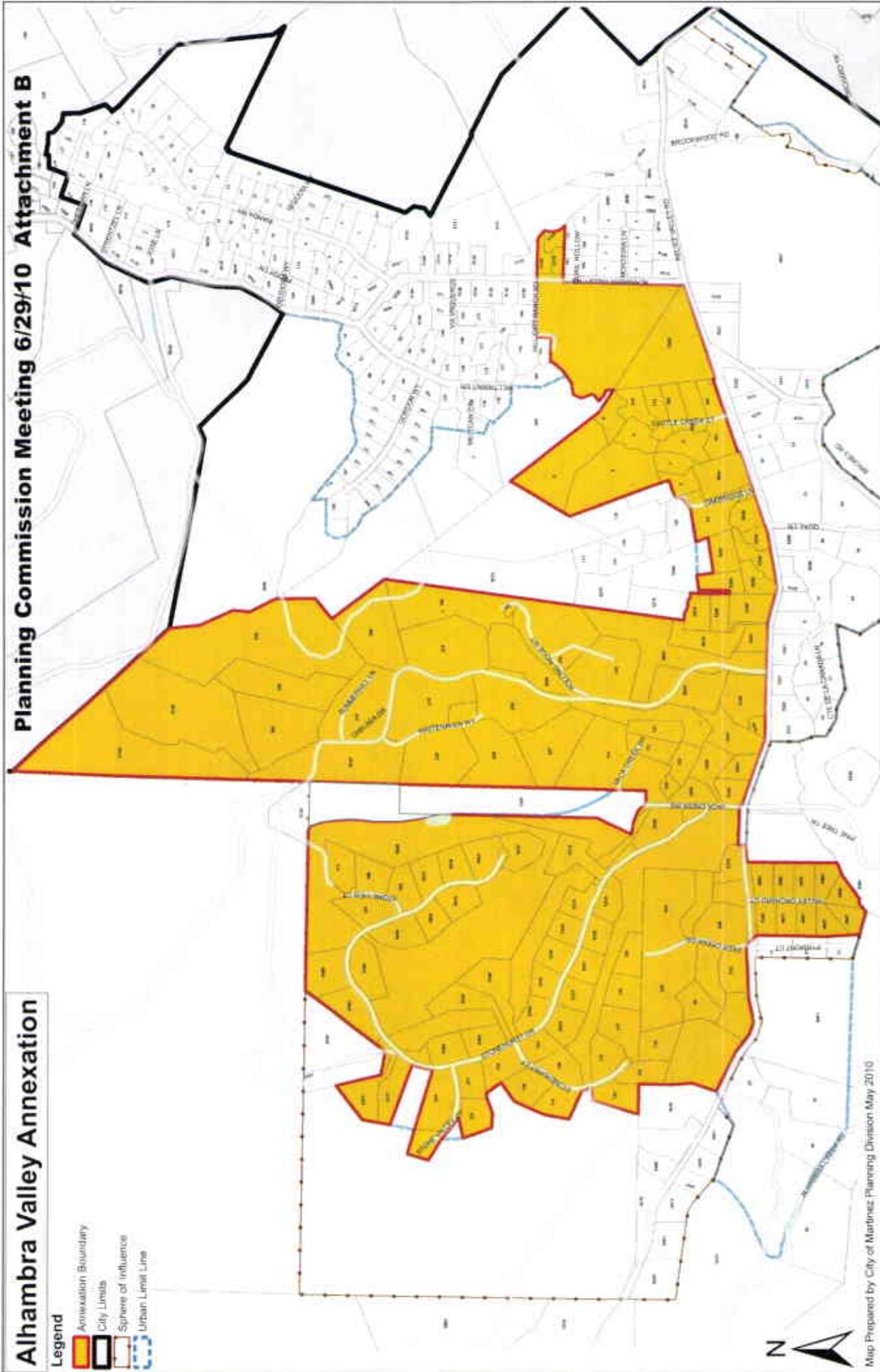
FIGURE 1
Alhambra Valley Annexation Project Initial Study
Project Location

Alhambra Valley Annexation

Planning Commission Meeting 6/29/10 Attachment B

Legend

-  Annexation Boundary
-  City Limits
-  Sphere of Influence
-  Urban Limit Line



Planning Commission Meeting 6/29/10 Attachment C

Alhambra Valley Annexation
 Existing Land Use
 Contra Costa County General Plan

- Legend**
- Single-Family Residential - Low Density (SL)
 - Single-Family Residential - Very Low Density (SV)
 - Agricultural Lands (AL)
 - Open Space (OS)
 - Parks and Recreation (PR)
 - Annexation Boundary
 - City Limits
 - Sphere of Influence
 - Outside Urban Limit Line

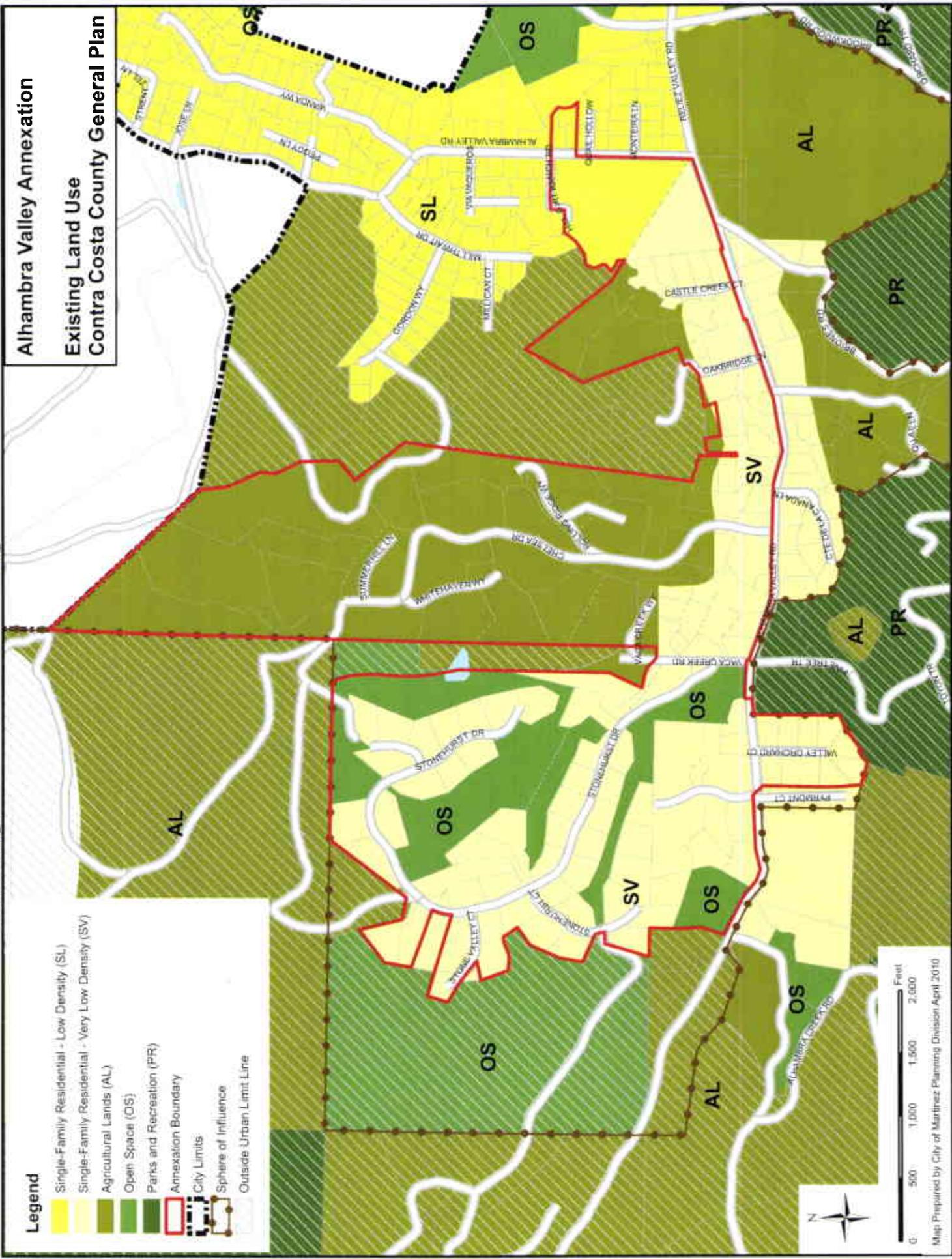
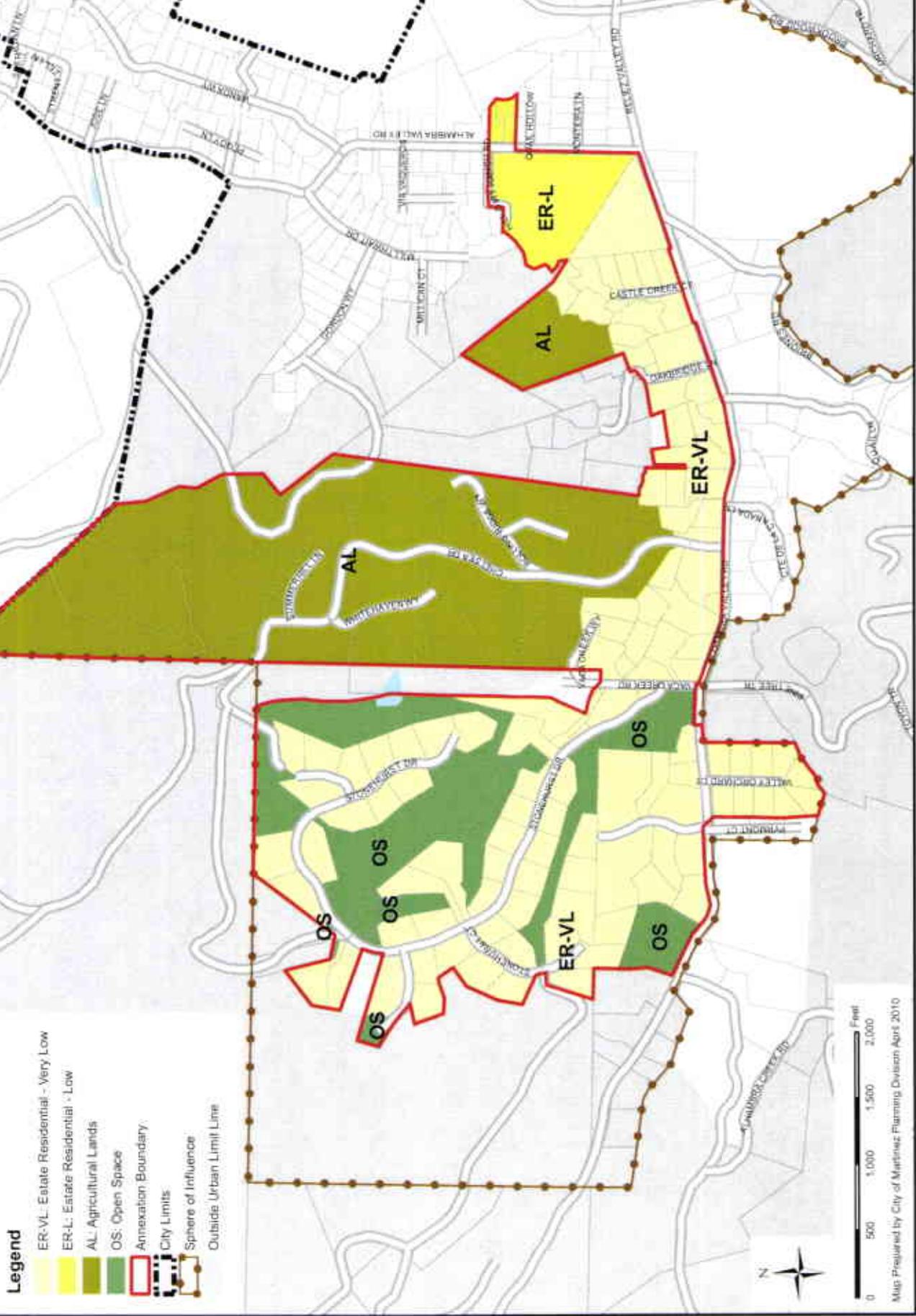


Figure F 21.2 Land Use Annexation
Alhambra Valley Annexation



Legend

- ER-VL: Estate Residential - Very Low
- ER-L: Estate Residential - Low
- AL: Agricultural Lands
- OS: Open Space
- Annexation Boundary
- City Limits
- Sphere of Influence
- Outside Urban Limit Line

