



GROWTH MANAGEMENT

INTRODUCTION AND VISION FOR THE FUTURE

The Growth Management Element contains policies for the planning and provision of traffic improvements that are necessary for the City's orderly growth and development. The policies and programs presented in this Element are for the establishment of traffic Level of Service (LOS) standards, a development mitigation program, a development phasing program, and an annual monitoring program.

Orange's *Vision for the Future*, presented in the General Plan introduction, includes the following objectives related to the Growth Management Element:

- The City will build upon existing assets to create a living, active, and diverse environment that complements all lifestyles and enhances neighborhoods, without compromising the valued resources that make Orange unique.
- Orange recognizes the importance of managing development in a manner that ensures adequate public services and infrastructure and limits impacts on the natural environment.

Policies, plans, and programs outlined within this Element are designed to improve residents' quality of life by ensuring that needed roadway and circulation improvements are completed in step with both new development and future infill development.

Purpose of the Growth Management Element

The purpose of the Growth Management Element is to mandate that (1) growth and development be based upon the City's ability to provide an adequate circulation system, and that (2) such growth and development meet the requirements of the Orange County voter-approved Revised Traffic Improvement and Growth Management Ordinance, also known as Measure M.

Scope and Content of the Growth Management Element

The Growth Management Element comprises three sections:

- 1) Introduction;
- 2) Issues, Goals, and Policies; and
- 3) Growth Management Plan.

The Issues, Goals, and Policies section provides guidance to the City with regard to complying with Measure M growth management requirements. Contents of the Growth Management Element describe the City's approach to managing future growth concurrently with transportation



infrastructure. The Plan also explains how the goals and policies will be achieved and implemented.

The Growth Management Element applies to all new development within the City with the possible exception of approved vested projects or projects with development agreements. Those projects would require individual legal review to determine Growth Management Element applicability. The City may consider, on a case-by-case basis, future project exemptions to encourage redevelopment activities or the development of affordable housing. Privately initiated Land Use Element amendments, zone changes, and other discretionary projects will be specifically reviewed for consistency with the Growth Management Element policies.

Relationship to Other General Plan Elements

A major goal of the Growth Management Element is to ensure that the management and implementation of traffic improvements within the City are coordinated and timed concurrently with anticipated development and redevelopment projects, consistent with policies and plans set forth in the Land Use, Circulation & Mobility, Housing and Infrastructure Elements. This Element does not replace or supersede other General Plan elements—such as the Circulation & Mobility Element—that also specify goals and policies for transportation and circulation issues. Instead, the Growth Management Element addresses, amplifies, and supports traffic Level of Service (LOS) standards included in the Circulation & Mobility Element and provides a means to implement the City’s Master Plan of Streets and Highways.

Similarly, the Growth Management Element supports the vision, conditions, and parameters under which future development and redevelopment may occur, as expressed within the Land Use Element. The Growth Management Element consists of goals, objectives, and policies to serve as a guide for the selection of mitigation measures and conditions of approval for projects processed in the City. It has been crafted to minimize duplication of Measure M and Congestion Management Program (CMP) requirements.

The Growth Management Element works in tandem with the Housing Element to direct housing to the most appropriate sites. It also describes the desired relationship between the phasing and construction of development and roadway infrastructure to serve new development. Similarly, the Infrastructure Element describes the City departments and other service providers responsible for providing sewer, water, storm drains, and dry utilities to future development within Orange’s planning area.

Definitions

For the purposes of this Element and compliance with Measure M, several terms used throughout the Element are defined in Table GM-1.



Table GM-1 Growth Management Terms Defined	
Term	Definition
Capital Improvement Program (CIP)	A 7-year list of capital projects to meet, maintain, and improve the City's adopted traffic Level of service (LOS) and performance standards. The CIP includes: 1) the description of the proposed project improvements, 2) the anticipated funding source, and 3) the estimated cost in current dollars.
Critical Movement	Any of the conflicting through or turning movements at an intersection which determine the allocation of green signal time.
Deficient Intersection Fund	A trust fund that may be established to implement necessary improvements to existing intersections which do not meet the LOS standards adopted in this Element. Such a fund may be established from transportation fees, mutually agreed upon by the Growth Management Element in which the deficiency exists.
Deficient Intersection List	A list of intersections that: 1) do not meet the City's LOS standards for reasons that are beyond the control of the City (e.g. ramp metering effects, traffic generated outside the City's jurisdiction,) and 2) are not brought into compliance with the LOS standard in the most current 7-year CIP. Additional intersections may be added to the list only as a result of conditions that are beyond the City's control.
Development Phasing Program	A program which establishes the requirement that building and grading permits shall be approved or issued in a manner that assures implementation of required transportation improvements through either construction of said improvements and/or timely provision of mitigation fees as determined by the City during the development's approval process. The City shall specify the order of improvements and/or timing of payment of the required mitigation fees (as they relate to the number of dwelling units, square feet of development, or trip generation), based, at a minimum, on mitigation measures adopted in conjunction with the environmental documentation and other relevant factors.
Growth Management Areas (GMAs)	Subregions of Orange County established by the Regional Advisory Planning Committee to promote inter-jurisdictional coordination to address infrastructure concerns and implement needed improvements. GMAs are comprised of elected officials and staff from local agencies whose jurisdictions are covered, at least in part, by the GMA. The City of Orange is included in three of 11 Growth Management Areas (#3, #4, and #7) in the County, requiring representatives of the City to meet regularly with the surrounding communities of Anaheim, Santa Ana, Villa Park, Irvine, Tustin, Garden Grove, and Yorba Linda.
Growth Management Element	The Growth Management Element of the City's General Plan as required by the Orange County voter-approved Revised Traffic Improvement and Growth Management Ordinance, also known as Measure M.
Level of Service (LOS)	A qualitative measure of the relationship between the volume and capacity of a roadway, usually described by the letters "A" through "F." LOS A describes freely flowing traffic conditions and LOS F describes congested roadways. LOS D is usually considered the industry standard for traffic analysis purposes.
Local Transportation Authority	The body responsible for the implementation of Measure M as designated by the Orange County Board of Supervisors and the Orange County Transportation Authority (OCTA).
Measurable Traffic	A traffic volume resulting in a one percent increase in the sum of the critical movements at an intersection.
Measure M	The Revised Traffic Improvement and Growth Management Ordinance adopted by Orange County voters on November 6, 1990. The Measure authorized the imposition of a half-cent retail sales tax for a period of 20 years effective April 1, 1991. A November 2006 ballot measure renewed the program through 2031. The sales tax increase will be allocated to local Orange County jurisdictions for use on local and regional transportation improvements and maintenance projects.
Performance Monitoring Program (PMP)	A comprehensive road improvement and financing plan which monitors the level of service requirements in this Element while taking into account measurable traffic impacts on the circulation system. This program will annually review the status of public and private roadway improvements associated with the 7-year CIP and Development Phasing Programs to assure that the City is taking appropriate actions to achieve the LOS standards described in this Element.



Measure M Requirements

In 1990, Orange County voters approved Measure M, authorizing a half-cent retail sales tax increase for a period of 20 years effective April 1, 1991. County voters approved the renewal of Measure M, extending the half-cent sales tax increase through 2031.

Revenue generated by Measure M is returned to local jurisdictions for use on local and regional transportation improvements and maintenance projects. To qualify for this revenue, each jurisdiction must comply with the Countywide Traffic Improvement and Growth Management Program. The Countywide Growth Management Program is designed to foster a cooperative process among local Orange County jurisdictions to coordinate and implement traffic improvements, and to promote stronger planning on a countywide basis, while maintaining local authority over land use decisions. It is also designed to maintain local authority regarding performance standards, such as traffic LOS, while considering regional impacts.

Specifically, to receive an allocation of Measure M funds, the City of Orange must submit a statement of compliance with the growth management components of the program. Requirements include the following:

- adoption of a Growth Management Element that includes:
 - traffic LOS standards;
 - a development mitigation program; and
 - a development phasing and annual monitoring program;
- participation in interjurisdictional planning forums;
- development of a 7-year CIP;
- addressing housing options and job opportunities; and
- adoption of a Transportation Demand Management Ordinance.

The City's compliance with these components has been addressed elsewhere in the Growth Management Element or is referenced where adopted by a separate action in a separate document.

Implementation of the Growth Management Element is incorporated throughout the City's established development review and monitoring process where possible. The processes related to the Element are also crafted to be compatible with regional programs, including applicable Congestion Management and Air Quality Management Plans. This element will be reviewed annually to determine if appropriate changes are needed based on experience and changed circumstances.

ISSUES, GOALS, AND POLICIES

The City of Orange's population is projected to increase by approximately 27.5 percent between 2008 and 2030, based upon buildout of the City's General Plan. Strong demand for transportation facilities and services will require continued reinvestment by the City and other service providers. It is important to balance future growth within Orange with roadways and other transportation services and facilities. The goals and policies of the Growth Management Element address two key issues: 1) reducing traffic congestion and 2) ensuring provision of adequate regional transportation facilities. These goals and policies tie together all development goals under the



unifying theme of growth management, and indicate Orange’s commitment to continue to work with other jurisdictions to address regional concerns.

GOAL 1.0: Reduce traffic congestion within the City.

Policy 1.1: Establish LOS D as the level of service standard for traffic circulation within the City for both roadway segments and peak-hour signalized intersection movements.

Policy 1.2: Ensure completion of transportation improvements as agreed upon by the City and developer prior to completion of a development project.

Policy 1.3: Ensure that new development pays its fair share of street improvement costs, including regional traffic mitigation. New revenues generated from Measure M, if available, shall not be used to replace private developer funding which has been omitted for any project.

Policy 1.4: Continue to collect transportation impact fees for improvements within the City boundaries and work with adjacent jurisdictions to determine that an appropriate level of transportation impact fees are maintained within the established County GMAs.

Policy 1.5: Require new development projects to link issuance of building permits for the appropriate portion of the development plan to roadway improvements required to achieve the appropriate LOS. Monitor the implementation of this requirement for each new development project on an annual basis.

Policy 1.6: Integrate land use and transportation planning to provide adequate transportation system service standards.

Policy 1.7: Promote the expansion and development of alternative methods of transportation.

Policy 1.8: Encourage the development of housing within close proximity to jobs and services.

Policy 1.9: Ensure that new developments incorporate non-motorized and alternative transit amenities such as bike racks, bus benches and shelters, and pedestrian connections.

Policy 1.10: Apply traffic calming measures, where appropriate, to residential neighborhoods affected by cut-through traffic in accordance with the City’s Residential Neighborhood Traffic Management Program.

Policy 1.11: Adopt and maintain a 7-year CIP in conformance with the provisions of Measure M for the purpose of maintaining the LOS standards established in this Element.

Policy 1.12: Promote traffic reduction strategies through the measures adopted within the City’s Transportation Demand Management (TDM) Ordinance.

GOAL 2.0: Provide for adequate regional and local transportation facilities.

Policy 2.1: Cooperate with other agencies to address regional issues and opportunities related to growth, transportation, infrastructure, and other planning issues.



- Policy 2.2: Plan for future maintenance and expansion of the City's roadway and bikeway systems and other infrastructure on an annual basis. Anticipate changes in funding availability, project priority, and project feasibility.
- Policy 2.3: Continue to work toward achieving a balance between residential, industrial, commercial, and public land uses. Support programs that match Orange residents with local jobs to reduce long commutes and improve the fiscal and public health of the community.
- Policy 2.4: Explore infill development or mixed-use opportunities wherever possible as developable space becomes more limited.
- Policy 2.5: Continue to work with OCTA and other regional transit agencies to provide such amenities as bus shelters, shade, and other special streetscape treatments at transit stations that encourage the use of regional bus and train services.
- Policy 2.6: Participate in interjurisdictional planning forums within the City's established GMAs as adopted by the Regional Advisory Planning Council.

GROWTH MANAGEMENT PLAN

The Growth Management Element expresses the City's approach to managing future growth. Consequently, although there is some overlap among the policies presented in this Element and in other General Plan elements, this Element is defined as the key resource document for growth management policies and issues and Measure M compliance. The following section presents the key growth management challenges facing the City in coming years and the City's approach to addressing the challenges.

Interjurisdictional Coordination and Cooperation

The City recognizes that federal and state highways are a significant part of Orange's transportation system, and therefore greatly influence operation of the City roadway system. The City is bisected by the Costa Mesa Freeway (SR 55) in addition to being ringed by the Riverside Freeway (SR 91) to the north, the Orange Freeway (SR 57) and Santa Ana Freeway (I-5) to the west, the Garden Grove Freeway (SR 22) to the south, and the Eastern Transportation Corridor (SR 241) to the east. The state and federal highway and freeway systems are therefore an integral part of the City's transportation planning process. Coordination with Caltrans and the Transportation Corridor Agencies regarding future improvements to these roadways is imperative to prevent unintended traffic impacts on the City's roadway system.

Growth Management Areas

A significant effort in the transportation planning process will be undertaken by the City in its involvement in the GMAs established by the Regional Advisory Planning Committee. The purpose of the GMAs is to enable local jurisdictions to focus their mutual concern, coordinate improvements, and implement those improvements through an interjurisdictional process. City staff will work with staff from other cities represented in each of the GMAs to address the transportation issues identified by mutual consensus of the representatives of each GMA.



In addition, the City will continue to work with adjacent cities through existing formal agreements to fulfill any obligations not covered by the GMA activities. GMA activities do not supersede prior participative planning agreements between respective agencies.

Freeway System Deficiencies

Many of the transportation problems facing the City and Orange County are based on the inadequate capacity of freeways to serve peak period travel demands. This lack of capacity has resulted in poor levels of service, characterized by severe congestion and low travel speeds, as well as diversion to local streets during peak periods. The most severe congestion on the freeway system that affects the City's roadway system occurs at the "Orange Crush," where the Santa Ana, Orange, and Garden Grove Freeways come together. In addition, the Riverside Freeway is severely congested by commuters coming from the Inland Empire to jobs in the South Central Orange County area during peak periods. As freeways become more congested, additional impacts result on the City's roadway system.

City Roadway Deficiencies

The Orange County Master Plan of Arterial Highways (MPAH) defines an arterial highway system intended to support and serve existing and projected land uses within both incorporated and unincorporated areas of the County. The arterial system is designed to serve as part of a balanced transportation system (autos, trucks, buses, bicycles, pedestrians, and emerging technologies). Smart Streets, Principal, Major and Primary Arterial Highways are intended to accommodate the bulk of intra-regional traffic and complement both the freeway system and the local street network. Secondary Arterials and Commuter Streets serve mainly as collectors which move traffic from local streets to the Smart Street, Principal, Major and Primary Arterial system.

As congestion continues to increase on the freeway system, more drivers will switch to using City arterials, particularly those parallel to freeways, or arterials serving the same trip destinations as the freeways. Consequently, these arterials, such as Tustin Street and Lincoln Avenue, will become increasingly congested at peak hours, pending improvements to the freeway system. Likewise, arterials providing access to the Costa Mesa and Garden Grove Freeways, such as Chapman, Katella, Lincoln, and Taft Avenues, are experiencing similar congestion. The Garden Grove Freeway has recently undergone a major renovation to add capacity and enhance safety. Chapman Avenue east of the Costa Mesa Freeway acts as the absent easterly extension of the Garden Grove Freeway, attempting without adequate capacity to serve a major population and recreational demand in east Orange and the South County area.

Level of Service Standards

Level of service is a qualitative measure that characterizes traffic congestion on a scale of A to F with LOS A representing a free-flow condition and LOS F representing extreme congestion. The LOS standard for traffic circulation in the City is LOS D for all roadway segments and signalized intersections. The circulation system shall be implemented in a manner that is designed to achieve LOS D or the current level; whichever is the farthest from LOS A. Intersections exempt from this standard include facilities under the jurisdiction of another City or the state; facilities that are part of the Orange County Congestion Management Program (CMP); or those included on a Deficient



Intersection List established by a GMA in which the City participates. LOS will be measured according to the procedures outlined in the LOS Policy Implementation Manual established by OCTA.

In order to achieve this standard, the City will require that the necessary improvements to transportation facilities identified as adversely impacted shall be completed prior to completion of a development project.

Achieving the adopted LOS standard and implementing exacted transportation improvements will also take into consideration extraordinary transportation circumstances that may affect identified intersections and/or timing of the required improvements. An example of an extraordinary circumstance would be when arterial roadways serve temporarily as substitute freeway access (thus affecting LOS performance) while construction of additional freeway improvements is underway.

Development Mitigation

New development in accordance with the policies of the Land Use Element may occur throughout the planning area over the next 20 years. Most new development will occur either within one of eight focus areas identified in the Land Use Element, or within the eastern portion of the planning area.

Infill Development within Focus Areas

Infill is the development of vacant sites in previously built-up areas. Infill development in Orange may occur in the future within eight focus areas as described in the Land Use Element. Much of this infill development will take the form of mixed-use residential, office, and commercial projects, designed to provide opportunities for people to live, work, and shop within more compact locations or districts. However, potential exists for infill development to further degrade traffic congestion on some of the City's major arterial roadways, including South Main Street, Chapman Avenue, Katella Avenue, Tustin Street and La Veta Avenue. Growth management strategies for these areas focus on timely development of circulation system improvements related to infill development projects. Strategies emphasize use of alternative transportation methods, particularly transit, within the focus area corridors.

New Development in East Orange

Most new development in Orange's planning area will occur in currently undeveloped areas located generally east of Jamboree Road. This area is well served by the SR 241 and SR 261 toll roads, and future improvements to Santiago Canyon Road will provide arterial connections between the toll roads and future residential and commercial recreation areas. This circulation system provides beneficial connections to those living in east Orange who travel north to Riverside County or south to Irvine or other destinations in the South County. Growth management strategies for new development in east Orange focus on collecting transportation impact fees and ensuring that needed roadway improvements are completed in step with new development as new homes and businesses are occupied.



Traffic Impact Analysis and Fees

To ensure that traffic impacts associated with new development are adequately addressed, the City will require a Traffic Impact Analysis of all new projects, as required by the City's Traffic Impact Analysis Guidelines or at the discretion of the City Traffic Engineer when insufficient information is available to make a preliminary assessment of a proposal's traffic impacts. The City will also ensure that new development pay for or implement its fair share of street improvement costs associated with development, including regional traffic mitigation. The City will not use any new revenues generated from Measure M to pay for improvements incurred by a private development project.

The City will continue to collect transportation impact fees for improvements within its boundaries and will work with adjacent jurisdictions to ensure that an appropriate level of transportation impact fees is maintained within the GMAs. In the future, the City may also give consideration to a Deficient Intersection Fund Fee on all development contributing measurable impacts to intersections on the Deficient Intersection List of the Orange County CMP. This fee, if determined necessary, shall be approved by the jurisdictions in the GMA and locally administered as part of the City's CIP.

Development Phasing

New development in the City will be required to establish a Development Phasing Program that links issuance of building permits for portions of the development plan to roadway improvements required to achieve the appropriate LOS. During the development approval process, it will be determined whether to link to construction of the designated improvement(s) by others and/or link to construction of the designated improvement(s) at a certain time designated by the City.

The phasing plan must include an overall buildout plan which can demonstrate the ability of the infrastructure to support the planned development. The phasing plan for new projects will be a component of the development review and entitlement process and must be approved prior to issuance of building or grading permits.

Annual Monitoring

The City will monitor the implementation of the Development Phasing Program for each new development projects on an annual basis and prepare an annual report, which will indicate the status of development approval in relationship to the status of the required traffic improvements.

GROWTH MANAGEMENT IMPLEMENTATION

The goals, policies, and plans identified in this Element are implemented through a variety of City plans, ordinances, development requirements, capital improvements, and ongoing collaboration with regional agencies and neighboring jurisdictions. Specific implementation measures for this Element are contained in the General Plan Appendix.

