CHAPTER 4
GROWTH MANAGEMENT ELEMENT

4.1 PURPOSE

The purpose and intent of this Element is to mandate that growth and development be based upon the City's ability to provide an adequate circulation system and public facilities pursuant to the Orange County Division, League of California Cities *Countywide Traffic Improvement and Growth Management Plan Component*.

On November 6, 1990, Orange County voters approved Measure M, the Revised Traffic Improvement and Growth Management Ordinance, which provides funding to Orange County for needed transportation improvements over a 20-year period through the imposition of a one-half cent retail sales tax. Portions of the monies received from the new sales tax revenue will be returned to Orange County jurisdictions for local and regional transportation improvements, subject to the jurisdiction's acquisition and retention of an eligible status for Measure M revenues.

To qualify for Measure M funds, the City of Costa Mesa must comply with the Countywide Growth Management Program component requirements and have an established policy framework for the required Growth Management Program through the adoption of a Growth Management Element.

The Growth Management Element must: 1) establish policy statements that identify traffic levels of service (LOS); 2) commit the City to implement a development mitigation program; and 3) commit the City to implement a development phasing and monitoring program.

4.2 RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

A major goal of the Growth Management Element is to ensure that the planning, management and implementation of traffic improvements and public facilities are adequate to meet the current and projected needs of the City. While this goal is

a high priority, it must be achieved while maintaining internal consistency among the other elements of the 2000 General Plan, as required by State law. Therefore, the Growth Management Element does not replace or supercede any of the other 2000 General Plan elements; instead, the Growth Management Element addresses, amplifies and supports traffic LOS and public facility standards that are included in the other 2000 General Plan elements and establishes new standards, where necessary. The Growth Management Element also serves to augment development mitigation, development phasing and annual monitoring discussions in other 2000 General Plan elements.

The Growth Management Element is implemented through various coordinated programs developed to support and carry out its goals and policies. In addition, this Element has been designed to minimize duplication between Measure M and Congestion Management Program (CMP) requirements. The Growth Management Element is the most current expression of City growth management policies. While there is a certain amount of overlap with the other 2000 General Plan elements, the Growth Management Element is the key resource document for growth management concerns.

4.3 SUMMARY OF EXISTING CONDITIONS

RELATED PLANS AND PROGRAMS

Many federal, state, regional and Orange County plans and laws affect growth management in the City of Costa Mesa. They include the Orange County Growth Management Plan, the Southern California Association of Governments (SCAG) Growth Management Plan, South Coast Air Quality Management District (SCAQMD) Air Quality Management Plan (AQMP), State Assembly Bill 471 (Proposition 111- Congestion Management), and Measure M (Orange County). Of all of these, Measure M will have the most direct and significant impact upon the City's Growth Management Plan.

4.4 KEY ISSUES

As the City of Costa Mesa reaches buildout, some assurances need to be made with regard to the community's infrastructure capacity and the adequacy of public services to support the existing and future land uses. The following represents growth management issues affecting the City of Costa Mesa, including rapid growth, traffic congestion and transportation facilities.

- Impacts of growth in portions of the City of Costa Mesa, and growth in adjacent jurisdictions and greater Orange County have created the need for a regional approach to transportation growth management.

- A significant portion of transportation problems in the County stem from the inadequate capacity of the freeway system to service peak period travel demands. This lack of capacity results in poor levels of service characterized by severe congestion and low travel speeds during peak hours.
- Arterial highways are intended to handle the majority of intra-regional traffic and complement the freeway system and local street network. As

congestion increases on freeways, more drivers will use the arterial system, particularly those that parallel the freeways or those arterials serving the same trip destination as the freeway.

- Traffic congestion in Costa Mesa is as much a regional problem as it is a local problem. The development that occurs in neighboring jurisdictions and throughout the County affects the freeways and many of the arterials that traverse the City of Costa Mesa. Thus, it is not possible for the City of Costa Mesa to fully address growth management issues in isolation, but instead, requires coordination and cooperation from neighboring jurisdictions.

- The need to develop standards (e.g., level of service, ICU, trip budgets) to ensure that the necessary transportation infrastructure is adequately provided.

- The need to appropriately phase transportation infrastructure enhancements with the timing of new development.

- The need to ensure that transportation infrastructure is adequately funded.

4.5 DESCRIPTION OF GROWTH MANAGEMENT PLAN

GROWTH MANAGEMENT PLAN

The City's Growth Management Plan includes all of the components required for “developed communities” by Measure M, the Traffic Improvement and Growth Management Ordinance. Additional implementation programs independent of this Element will be required in order to implement the Growth Management Plan.

TRAFFIC LEVEL-OF-SERVICE GOALS

Policy GM-1A.2 of this Element requires that development sponsors make necessary improvements to the circulation system, where affected by their development, so as to maintain acceptable Levels of Service (LOS) at intersections and on roadway links under City control. Roadway expansions will be planned as part of the Capital Improvement Program and phased according to the Comprehensive Phasing Program. The LOS goals will be incorporated into conditions of approval and monitored annually through the Performance Monitoring Program.

Achievement of the adopted Levels of Service standard and implementation of exacted transportation improvements shall take into consideration extraordinary transportation circumstances which may impact identified intersections and/or timing of the required improvements. An example of an extraordinary circumstance would be when arterial roadways serve as substitute freeway access (thus impacting LOS performance) while planning and construction of additional freeway improvements are underway.

DEVELOPMENT MITIGATION PROGRAM

The City has established a Development Mitigation Program based on Orange County Transportation Authority (OCTA) timetables to ensure that all new development pays its share of needed transportation improvements to the City's roadway network associated with that development. Participation is on a pro-rata basis and is required of all development projects except where an increased level of participation exceeding these requirements is established through negotiated legal mechanisms.

The City continues to work to facilitate coordination of this program through inter-jurisdictional forums in order to determine minimally acceptable impact fees for application within the Growth Management Areas (GMA). The City receives credit for existing traffic mitigation fee programs with regard to the GMA base level fee.

COMPREHENSIVE PHASING PROGRAM

The City has prepared a Comprehensive Phasing Program (CPP) based on OCTA timetables. The purpose of this program is to ensure to the extent feasible that adequate infrastructure (roadways, utilities) is constructed as development occurs by linking the ability of the development to proceed to either construction of the improvement(s) by others, construction of the improvement(s) by the developer, or by the developer's timely provision of the appropriate funding to the City so that the provision of these facilities is in balance with demand.

While the Comprehensive Phasing Program provides plans for new facilities, the Performance Monitoring Program provides an annual evaluation of compliance with phasing plans in order for development to continue. The Comprehensive Phasing Program provides reasonable lead time (three years from first building permit or five years from first grading permit) to design and construct specific transportation improvements.

DEVELOPMENT PHASING AND PERFORMANCE MONITORING PROGRAM

The City has prepared a Development Phasing and Performance Monitoring Program based on OCTA timetables. This program establishes a system for annual evaluation of compliance with newly approved development phasing allocations. Under this program, roadway and other transportation facility improvements or fundings must actually be provided in order for new development to continue.

The program provides an annual evaluation of the maintenance of transportation service levels. Annual traffic reports prepared under this program shall utilize data collected within three (3) months of preparation of the report. In the event that the program identifies one or more service level deficiencies, measures shall be implemented to correct identified deficiencies.

CAPITAL IMPROVEMENT PLANS

The City has adopted a Capital Improvement Program for transportation systems improvements to effectively manage the system based on OCTA timetables. The

purpose of the Capital Improvement Plan is to estimate future development over a seven-year period and determine the necessary infrastructure and associated costs required for the new development. The Capital Improvement Plan is closely linked with the Comprehensive Phasing Plan.

The City has determined the capital projects needed to meet and maintain both the City's adopted Traffic Level of Service and Performance Standards. Capital financing programming is based on proposed development to be constructed during (at a minimum) the following seven-year period. The CIP includes approved projects and an analysis of the costs of proposed projects as well as a financing plan for providing the improvements.

INTER-JURISDICTIONAL COOPERATION

The City of Costa Mesa has become involved in inter-jurisdictional coordination for various purposes, including:

- Cooperating with the County of Orange, the Orange County Transportation Authority (OCTA), and other local jurisdictions through the Regional Advisory and Planning Council (RAPC), or other appointed bodies, on the implementation of Measure M and the development of future revisions.

- Working with inter-jurisdictional forums (such as the City-County Coordinating Committee) to make sure that the City's fees are consistent with minimally acceptable impact fees for application within the larger Growth Management Area.

- Participating in the inter-jurisdictional planning forums at the Growth Management Area (GMA) level to discuss implementation of traffic improvements, cooperative land use planning, and appropriate mitigation measures for developments with multi-jurisdictional impacts.

- Working with the inter-jurisdictional forums to develop strategies for bringing about greater jobs/housing balance at the subregional level.

- Cooperating with the County of Orange in implementing the facility implementation plans and collaborating in the Development Phasing and Performance Monitoring Program.

- Cooperating with State, County, and local governments in planning and implementing the City's Circulation Element, and coordinating efforts to ensure orderly development.

- Coordinating population, housing, employment and land use projections with the State Department of Finance, SCAG, the County of Orange Development Monitoring Program, school and water districts.

COMPREHENSIVE DEVELOPMENT PLANS FOR LARGE PROJECTS

Costa Mesa requires that any new large developments prepare a master plan and environmental impact analysis. This allows the City to anticipate the impacts of large projects prior to development of any portion, and permits more time to plan for public services and facilities needed to support the projects.

COORDINATION WITH ADJACENT JURISDICTIONS

Apart from coordination with subregional or inter-jurisdictional forums (such as the City-County Coordinating Committee), the City separately works with other cities and agencies in the immediate area to develop mutual agreements for review and possible conditioning of development projects.

4.6 GOALS, OBJECTIVES AND POLICIES

The following goals and policies are designed to meet all the Growth Management Element requirements for Developed Communities as set forth by Measure M and elaborated by the Countywide Growth Management Program Implementation Manual.

GOAL GM-1:
GROWTH MANAGEMENT

It is the goal of the City of Costa Mesa to reduce traffic congestion and to ensure that adequate transportation facilities are provided for existing and future residents of the community through effective and comprehensive growth management practices consistent with the Land Use Element.

Objective GM-1A. To provide and maintain a circulation system that operates within established traffic level of service standards.

GM-1A.1 Recognizing the constraints of existing physical development conditions, the City shall strive to achieve a balance of land uses whereby residential, commercial, industrial and public land uses are proportionally balanced.

GM-1A.2 Maintain balance between land use and circulation systems by phasing new development to levels that can be accommodated by roadways existing or planned to exist at the time of completion of each phase of the project.

GM-1A.3 The established level of service standard shall not apply to intersections under the jurisdiction of another city, the County of Orange or the State of California or to intersections included on the Deficient Intersection List as established by Congestion Management Program (CMP) and/or the City.

GM-1A.4 Every new development project shall pay its share of costs associated with the mitigation of project generated impacts.

GM-1A.5 New Measure M sales tax revenues shall not be used to replace private developer funding which has been committed for any project.

GM-1A.6 The City's seven year capital improvement program shall be adopted and maintained in conformance with the provisions of Measure M for the purpose of maintaining the established level of service standard.

Development Phasing and Performance Monitoring Program. Refer to Goal LU-1, Land Use Objective LU-1E.4 found in the Land Use Element.