



Looking east along Victoria Street with Victoria Vista Park on the left

Chapter 4:

Growth Management Element

Introduction

In 1990, Orange County voters approved Measure M to fund regional transportation improvements. The initiative included a requirement for cities to adopt Growth Management Elements to illustrate how they would regulate growth consistent with Measure M plans for mobility improvements. With the sunset of Measure M in 2011, Measure M2 took its place, authorizing continuance of the program through 2041. While Measure M2 no longer requires cities to maintain Growth Management Elements, Costa Mesa provides this element to exhibit its commitment to balance physical growth with the ability of the local road network to support it, as well as goals on how to account for continual growth, both physical and economic, with minimum impact on existing infrastructure.

Also, the City's goal is to participate in on-going county-wide efforts addressing regional traffic issues and sensible growth.

Relationship to Other Elements

The Circulation and Land Use Elements provide most of the foundation for the Growth Management Element. The Circulation Element establishes the City’s goals, objectives, and policies regarding the transportation network, foremost by using a “Complete Streets” approach to mobility planning and regional coordination. The Land Use Element establishes the City’s goals, objectives, and policies regarding the use of property, foremost by ensuring that compatible, if not synergistic, relationships exist between properties that have significant physical, visual, or proximity relationships.

The major goal of the Growth Management Element is to ensure that the planning, management, and implementation of traffic improvements and infrastructure 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 General Plan, as required by State law. Therefore, the Growth Management Element does not replace or supersede any of the other General Plan elements; instead, the Growth Management Element addresses, amplifies, and supports traffic level of service and public facility standards included in the other General Plan elements and establishes new standards, where necessary.

Related Plans and Programs

Various federal, State, regional, and Orange County plans and laws affect growth management:

- Orange County Growth Management Element
- Southern California Association of Governments (SCAG) Growth Management Plan
- SCAG Sustainable Communities Strategy and Regional Transportation Plan (SCS/RTP)
- South Coast Air Quality Management District (SCAQMD) Air Quality Management Plan (AQMP)
- State Assembly Bill 471 (Proposition 111- Congestion Management)
- Measure M2 (Orange County)
- Global Warming Solutions Act of 2006 (AB 32)
- Sustainable Communities and Climate Protection Act of 2008 (SB 375)
- Complete Streets Act of 2008

Orange County Growth Management Element

The stated purpose of the Orange County Growth Management Element is to ensure that planning, management, and implementation of traffic improvements and public facilities are adequate to meet the current and projected needs of Orange County. The plan sets forth goals, objectives, policies, and implementation programs for growth management. The goals of the plan are summarized as follows:

“... to reduce traffic congestion, ensure that adequate transportation facilities, public facilities, equipment and services are provided for existing and future residents and to protect the natural environment of Orange County.”

Of the seven major policies in the Plan (Development Phasing, Balanced Community Development, Traffic Level of Service, Traffic Improvement Programs, Public Facilities Plan, Transition Areas for Rural Communities, and Buffer Zones), , the following five apply to Costa Mesa:

- ***Development Phasing***: Development will be phased according to Comprehensive Phasing Plans adopted by the County. Phasing will be linked to roadway and public facility capacities.
- ***Balanced Community Development***: Development will be balanced to encourage employment of local residents in employment and employee housing, in the County generally.
- ***Traffic Level of Service***: This policy requires developers to make improvements to intersections significantly impacted by development. A Level of Service “D” must be attained at affected intersections. A “significant impact” is generally defined in terms of increases in intersection capacity utilization and levels of service. The policy also establishes a “deficient intersections list” and establishes a developer fee program to pay for improving affected intersections on pro-rata basis.
- ***Traffic Improvement Programs***: The Plan provides for the establishment of a comprehensive traffic improvement program to ensure that all new development provides necessary transportation facilities and intersection improvements as a condition of development approval.

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- **Public Facility Plans:** The Plan requires comprehensive public facility plans for fire, sheriff/police, and library services. New development is required to participate on a pro-rata basis.

The Orange County Growth Management Plan further provides that additional implementation programs may be developed as deemed necessary by the County.

Southern California Association of Government (SCAG) Growth Management Plan

The SCAG Growth Management Plan recommends ways to redirect the region's growth to minimize congestion and protect the environment. While SCAG has no authority to mandate implementation of its Growth Management Plan, some of the Plan's principal goals (such as improved jobs/housing balance) are implemented through the Air Quality Management Plan (AQMP) under the authority of the South Coast Air Quality Management District (SCAQMD).

Regional Transportation Plan and Sustainable Community Strategy

The 2016-2040 *Regional Transportation Plan and Sustainable Community Strategy* (RTP/SCS) blends the primary goal of enhancing mobility for the region's residents and visitors with a commitment to reduce emissions from transportation sources to comply with SB 375, improve public health, and meet the National Ambient Air Quality Standards established by the federal Clean Air Act. This document recognizes the crucial linkages and interrelationships between the economy, the regional transportation system, and land use. The 2016 RTP/SCS has the following major themes: Integrating strategies for land use and transportation, increasing capacity through improved system management, giving people more transportation choices, leveraging technology, responding to demographic and housing market changes, supporting commerce and economic growth, striving for sustainability, and protecting and preserving transportation infrastructure.

South Coast Air Quality Management District (SCAQMD) Air Quality Management Plan (AQMP)

The AQMP mandates a variety of measures to reduce traffic congestion and improve air quality. Each iteration of the plan is an update of the previous

plan and has a 20-year horizon. The 1997 Air Quality Management Plan was adopted by the Governing Board on November 15, 1996, and represents the current policy for achieving clean air objectives. A 2003 Draft Air Quality Management Plan is currently under review. The City is subject to all AQMD requirements for local jurisdictions.

State Assembly Bill 471

Assembly Bill (AB) 471, as subsequently modified by Assembly Bill 1791, requires every urbanized city and county with a population of 50,000 or more to adopt a Congestion Management Plan (CMP) to reduce traffic congestion. A city or county that does not comply with the CMP requirement will lose gasoline sales tax revenues to which it would otherwise be entitled.

The CMP requirements include traffic level of service (LOS) standards, a trip reduction program, and a seven-year capital improvement program for traffic and transit. Many of the AB 471 requirements are the same as or similar to the requirements of Measure M2 (discussed below). The County has attempted to reconcile overlapping requirements through the Measure M2 implementation guidelines in the *County-wide Growth Management Program Revised Traffic Improvement and Growth Management Ordinance Implementation Manual*.

Measure M2 (Orange County)

Measure M2 is a renewal of Measure M, Orange County's half-cent sales tax for transportation improvements. Initially approved in 1990 for a 20-year period, the renewal was approved by the voters in 2006 for another 30 years. The Orange County Transportation Authority (OCTA) administers Measure M2, adopting the M2020 plan in 2011 to delineate how to meet goals such as freeway improvements, expansion of roadway capacity, protection of pavement conditions, traffic signal synchronization, expanding and improving rail facilities, funding fixed-guideway connections to Metrolink, expanding mobility choices for seniors and the disabled, stabilizing bus fares, encouraging local community transit services, and improving streets and road conditions.

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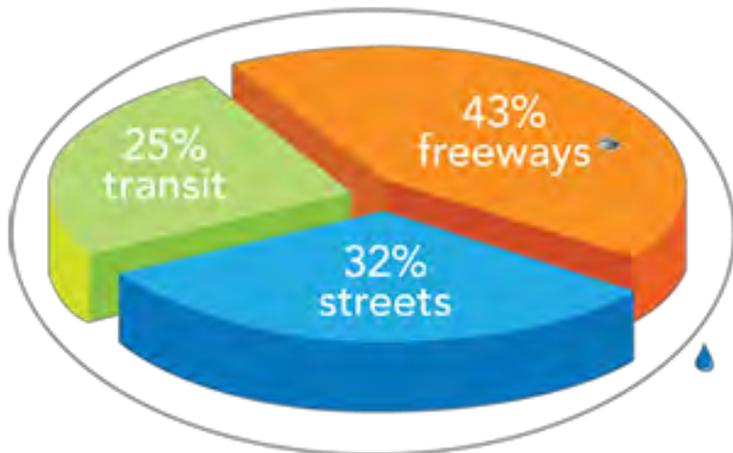


Chart of planned uses of Measure M2 funds by the Orange County Transportation Authority (\$15.5 billion through 2041)

- 👁️ A total of 5% of M2 Freeway Program funds is allocated to the Freeway Environmental Mitigation Program
- 💧 A total of 2% of the overall M2 Program funds is allocated to the Environmental Cleanup Program

Global Warming Solutions Act of 2006 (AB 32)

In response to these concerns, California Assembly Bill enacted AB 32, the California Global Warming Solutions Act of 2006. The law seeks to reverse climate change through a comprehensive program reducing Green House Gas (GHG) emissions for virtually all sources statewide. The California Air Resources Board (CARB) is responsible for implementation of AB32. Nine discrete early action measures and 35 additional measures were adopted in October 2007 and are now enforceable. The discrete early actions include a low carbon fuel standard, landfill methane capture regulations, reductions in Hydrofluorocarbons (HFCs) from mobile air conditioning systems, fluorinated gas emissions from semiconductor manufacturing, sulfur hexafluoride from some industrial processes, high Global Warming Potential (GWP) gases in consumer products and emissions from diesel auxiliary engines on ships at California Ports, improved fuel efficiency in heavy-duty diesel vehicles, and new tire pressure regulations. The early action programs form part of California's comprehensive strategy for achieving the GHG reduction targets.

AB 32 requires CARB to develop regulations and market mechanisms to achieve technologically feasible and cost-effective measures that will reduce emissions to 1990 levels by 2020—a 25 percent reduction statewide. In 2008, CARB approved a comprehensive "Scoping Plan" which is to be updated every five years. The first update was approved in 2014.

Sustainable Communities and Climate Protection Act of 2008 (SB 375)

Senate Bill (SB) 375, the Sustainable Communities and Climate Protection Act of 2008, provides key support to achieve the goals of AB 32. SB 375 is intended to encourage regional planning that integrates land use and transportation policy in a way that reduces GHG emissions from passenger vehicles. This legislation endeavors to control the emissions by curbing sprawl (the unplanned, uncontrolled spread of urban development). The legislation encourages compact development patterns that reduce the need to drive, thereby reducing air pollution from car exhaust, conserving water, and protecting habitat, among other benefits. To achieve these goals, this law is designed to align regional land use, housing, and transportation plans with greenhouse gas reduction targets for 2020 and 2035.

SB 375 tasks CARB to set greenhouse gas reduction targets for each of California's 18 regional Metropolitan Planning Organizations (MPOs). Each MPO is required to prepare a Sustainable Communities Strategy (SCS) as part of their Regional Transportation Plan (RTP). In August 2010, CARB released the proposed GHG reduction targets for the MPOs to be adopted in September 2010. The proposed reduction targets for the SCAG region were eight percent by year 2020 and 13 percent by year 2035.

Complete Streets Act of 2008

In 2008, the State of California passed a law requiring that, as of January 1, 2011, any substantive revision of the circulation element of the General Plan, undertaken by any county or city, include a plan for a balanced, multimodal transportation network that meets the needs of and provides safe access for all users, including pedestrians, bicyclists, transit vehicles, truckers, and motorists. Each complete street can look different, according to its context, community preference, the types of road users, and their needs.

Key Issues

With Costa Mesa essentially in a built-out condition, the City's objective is to continue to balance land use changes with infrastructure capacity. A significant portion of transportation problems in Orange County stem from the inability of the freeway system to service peak-period travel demands. Given the City's location amid a network of freeway interchanges—and most significantly, the termination of SR-55 at 19th Street—residents of Costa Mesa feel the effects of regional vehicular traffic on a daily basis. While arterial highways such as Harbor and Newport Boulevard are intended to handle the majority of intra-regional traffic and complement the freeway system, residents expect that they should be able to move easily about their city during most times of day. In addition to vehicular traffic, Costa Mesa needs to improve alternative modes of transportation such as transit and bikeways.

With this key concern in mind, priority will be placed on:

- Maintaining and enforcing standards (e.g., level of service, trip budgets) to ensure that the necessary transportation infrastructure is adequately provided
- Appropriately phasing transportation infrastructure enhancements with the timing of new development
- Ensuring that transportation infrastructure is adequately funded
- Monitoring and evaluating the progress of population, employment, and development to ensure that adequate development patterns occur within the timing of the General Plan

Creating Synergy Between Land Use and Circulation

Given that less than two percent of developable land in Costa Mesa is vacant, the predominant issue when dealing with future growth is not quantity but quality and tactical placement of development and uses within the City. Future growth must be directed by the strategic placement of development or land uses to minimize the impact of growth on our circulation system. This includes but is not limited to approving development projects and uses that create a synergistic relationship with the neighboring developments and uses so that additional demand on the circulation system is reduced. Development decisions need to look for a balance of uses within the individual neighborhood communities of Costa Mesa to minimize length of trips traveled, or cluster complementary uses to condense multiple trips into one. Future development and uses must be connected and provide easy access to multiple modes of transportation and/or off-set hours of neighboring uses to maximize the efficiency of land used for parking spaces.

Development Phasing and Performance Monitoring Program

The City has prepared a development phasing and performance monitoring program based on Orange County Transportation Authority (OCTA) timetables. This program establishes a system for periodic evaluation of compliance with newly approved development phasing allocations. Under this program, roadway and other transportation facility improvements or funding must actually be provided in order for new development to continue. The program provides a periodic evaluation of the maintenance of transportation service levels. Periodic traffic reports prepared under this program will continue to utilize data collected within three months of preparation of the report. In the event that the program identifies one or more service level deficiencies, measures will be implemented to correct identified deficiencies.

Goals, Objectives, and Policies

The following goals, objectives, and policies work in concert with those in the Land Use and Circulation Elements.

Goal GM-1: Inter-jurisdictional Coordination

Objective GM-1A: *Coordinate land use and transportation planning policies with State, regional, and local growth management efforts.*

Policy GM-1.1: Cooperate with the Orange County Transportation Authority (OCTA) and other jurisdictions on development, all future regional transportation plans, and land use planning on a countywide basis.

Policy GM-1.2: Coordinate population, housing, and employment projections with the State Department of Finance, Southern California Association of Governments, Center for Demographic Research, Newport-Mesa Unified School District, and County of Orange agencies in terms of infrastructure planning.

Policy GM-1.3: Work with interjurisdictional forums such as the City-County Coordinating Committee to make sure that the City's fees are consistent with minimally acceptable impact fees in the region.

Policy GM-1.4: Participate in interjurisdictional planning forums to discuss implementation of traffic improvements, cooperative land use planning, and appropriate mitigation measures for developments with multijurisdictional impacts.

Policy GM-1.5: Continue to require 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 project.

Goal GM-2: Integration of Land Use and Transportation Planning

Objective GM-2A: *Maintain the Level of Service standards by integration of land use and transportation planning*

Policy GM-2.1: Ensure that land use designations are reflected in the sub-regional county model and SCAG's model through consistent assumptions and methodologies.

Policy GM-2.2: Coordinate with State, county, and local agencies for planning and construction of public utilities to minimize negative impacts on the circulation system.

Policy GM-2.3: Use the Development Phasing and Performance Monitoring Program to assess the impact of existing and new development on the circulation system.

Policy GM-2.4: Support uses and development which create synergistic relationships with neighboring uses and development, especially those whose addition does not create mutually exclusive additional vehicular trips but adds to the value of the destination by any potential visitor.

Policy GM-2.5: Support creative and flexible solutions that provide for additional economic or physical growth within the City but does not place greater impact on the circulation system. These would include shared parking agreements, offset hours of operation, and clustering of harmonious and supportive uses.

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