

# **Growth Management Element**

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<b>INTRODUCTION .....</b>	<b>1</b>
Overview .....	1
Scope and Content .....	1
Consistency with Other General Plan Elements.....	2
Measure M Provisions .....	2
Related Plans and Programs.....	3
Inter-Jurisdictional Planning .....	4
Implementation Program .....	4
<b>GOALS AND POLICIES .....</b>	<b>9</b>
Land Use .....	9
Circulation .....	12
Planning Standards for Developing Areas .....	13
<b>List of Figures</b>	
Figure GM-1 County of Orange Growth Management Areas Encompassing Anaheim .....	5



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## INTRODUCTION

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Strategically located and traversed by five major freeways, two State highways and eighteen major and primary arterial highways, the City's mobility and overall quality of life have the potential to be significantly impacted by regional growth pressures. Anaheim has been actively involved in the growth management process since 1991, and this Element represents its ongoing commitment to participate in this important regional effort.

The purpose of the Growth Management Element is to ensure that growth is based on the City's ability to provide adequate levels of traffic management and other public facilities and services pursuant to the *Countywide Traffic Improvement and Growth Management Component* of Measure M.

## OVERVIEW

The Growth Management Element is intended to ensure that capital facilities planning meets the needs of current and future residents of Anaheim. It fulfills the mandates of Measure M – the Revised Traffic Improvement and Growth Management Ordinance passed by a Countywide initiative in 1990 – which allocates sales tax revenue to local jurisdictions and Orange County for transportation improvements. It sets forth goals and policies related to growth management, and provides implementation and monitoring provisions.

## SCOPE AND CONTENT

The Growth Management Element is not a State-mandated element of the General Plan, but is required if the City is to receive funds for transportation improvements under Measure M. The Element also implements applicable goals of the Orange County Congestion Management Plan.



## **CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS**

The Growth Management Element must be internally consistent with the other Elements of the General Plan. The Element does not supersede any other Element, but is intended to augment and support traffic and public facility/service goals, policies and standards. It also reinforces development mitigation, phasing and monitoring policies included in other General Plan Elements. The Growth Management Element is consistent with the other General Plan Elements. For instance, the Land Use Element maps regional public facilities and includes land use designations that guide transportation and fiscal policy by delineating the location and intensity of the various land uses in the City. The Circulation Element identifies the fundamental components of the transportation system, thereby providing the basis for assessing and mitigating growth impacts associated with traffic. The Public Services and Facilities Element and the Green Element, which integrates conservation, open space and parks and recreation policies, describe the planning standards that the City uses in evaluating development proposals.

## **MEASURE M PROVISIONS**

In 1990, Orange County voters approved Measure M – the Revised Traffic Improvement and Growth Management Ordinance – to provide additional funds for transportation improvements. Measure M authorized a half-cent sales tax increase for twenty years starting in April of 1991. The monies collected are allocated to local jurisdictions for local and regional transportation improvement and maintenance projects. To qualify for the funds, cities must comply with the Countywide Traffic Improvement and Growth Management component of Measure M, designed to promote cooperative and integrated planning efforts between cities and the County.

To receive funds, every five years cities must submit a statement of compliance with the following growth management requirements:

- Adopt a Growth Management Element that includes traffic levels of service standards, a development mitigation program, and a development phasing and monitoring program;
- Develop a seven-year Capital Improvement Program;
- Address a balanced approach to housing options and job opportunities;
- Participate in inter-jurisdictional planning efforts; and,
- Adopt a Transportation Demand Management Ordinance.

The Measure M-mandated Growth Management Plan distinguishes between “developed” and “developing” communities. Developed communities are assumed to have their public facilities in place to support development envisioned through the Land Use

Element of their General Plans, but may require new or improved transportation facilities to implement their Circulation Element and absorb regional impacts. These communities are only required to address transportation-related growth impacts. Developing communities are assumed to need additional public facilities to support their General Plan land uses, including fire, police, flood control, parks and other local needs. By this criterion, Anaheim is considered a developed community, with the exception of the eastern portion of the Hill and Canyon Area. For this reason, a section on planning standards for developing areas was added to this Element.

In addition to the basic requirements above, local jurisdictions must also comply with the following requirement to receive “turnback” funds:

“Turnback” funds refer to the allocation of Measure M sales tax revenues to eligible local jurisdictions.

- Annual reporting, which documents that the City is expending its own funds for transportation improvements and not diverting said funds to other uses upon receipt of Measure M monies; and,
- Bi-annual reporting relative to an updated Pavement Management Program and Master Plan of Arterial Highways (MPAH) consistency.

## **RELATED PLANS AND PROGRAMS**

The Growth Management Element is closely related to other multi-jurisdictional planning efforts addressing regional growth issues, including the State-mandated Orange County Congestion Management Plan, which requires every urbanized city and county of 50,000 or more to adopt a Congestion Management Plan (CMP). Jurisdictions that do not adopt a CMP lose gas tax revenues. The City of Anaheim has coordinated with the County in the preparation of a Countywide CMP and will continue to work on its implementation. The Measure M-mandated Orange County Growth Management Element is designed to ensure that the planning and management of transportation and public facilities will be sufficient to meet current and projected County needs. It divides the County into 11 Growth Management Areas and addresses the following five policy areas:

- Development phasing;
- Balanced community development;
- Traffic levels of service;
- Traffic implementation plans; and,
- Public facility plans



## INTER-JURISDICTIONAL PLANNING

Anaheim encompasses portions of four County Growth Management Areas as shown in Figure GM-1, *County of Orange Growth Management Areas Encompassing Anaheim*. The Inter-Jurisdictional Planning Forums develop annual GMA Transportation Improvement Project lists with funding targets and priorities and establish the GMA deficient intersection list and baseline traffic impact fees. Participation in these different Inter-Jurisdictional Planning Forums (IPFs) has allowed the City to evaluate needed transportation improvements and receive its fair share of funding from different sources of funds.

## IMPLEMENTATION PROGRAM

Consistent with the goals of the Growth Management Element to reduce traffic congestion and ensure adequate transportation and public facilities for existing and future residents, Anaheim has established the following growth management implementation programs:

1. **Development Mitigation Program:** This program was established to ensure that all new development pays a share of the costs associated with public infrastructure, services and enhancements needed to mitigate project-related impacts. Participation is on a pro-rata basis and is required of all new development projects, except where a project's increased level of participation exceeds its fair share.

The mitigation program was coordinated through the Inter-Jurisdictional Planning Forums to determine the base amount for impact fees within the GMAs. Individual cities may impose higher fees if they so choose or use existing traffic mitigation fee programs. The Public Works Department established a City Transportation Improvement Fee in 1993, consistent with requirements of the Program.

2. **Comprehensive Phasing Program:** Cities and the County are required through Measure M to prepare a Comprehensive Phasing Program (CPP) to ensure that infrastructure is provided commensurate with development, thereby ensuring that development impacts are mitigated before exceeding established thresholds. The City fulfills the phasing provision through its project review process and Capital Improvement Program. The program specifies lead time for the design and construction of project-related transportation improvements – three years from the issuance of the first building permit or five years from the issuance of the first grading permit. In developed jurisdictions such as Anaheim where the majority of the City is developed, with the exception of the undeveloped portion of the Hill and Canyon Area, CPPs are limited to projects requiring transportation improvements.





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In the Hill and Canyon Area, where development is still occurring, the provisions of Measure M allow a Specific Plan to be substituted for a Comprehensive Phasing Program since it contains a Public Facilities Plan, evaluated through an Environmental Impact Report. Through the Specific Plan process, the requirements of the Comprehensive Phasing Program are, or will be, fulfilled.

3. **Performance Monitoring Program:** Cities are also required to create a performance monitoring program to monitor compliance with the established development phasing program (In Anaheim's case, a CPP or Specific Plan). The intent is to ensure that public facilities improvements/service enhancements or funding are provided in order for development to continue. If the improvements or funding are not provided, development should be deferred until compliance with the provisions of the Program is achieved. Relative to transportation improvements in developed areas, the Performance Monitoring Program is evaluated every two years in conjunction with the Congestion Management Plan (CMP). Local jurisdictions collect data and monitor Level of Service performance on the CMP Highway System and Master Plan of Arterial Highways-designated Major intersections not on the CMP Highway System.

OCTA, with the assistance of the City, collects traffic counts every other year and evaluates Levels of Service at these major intersections and utilizes the information for its capital improvement planning and funding.

4. **Seven-Year Capital Improvement Program:** Measure M requires local agencies to annually adopt a seven-year Capital Improvement Program (CIP) based on a determination of the capital projects needed to meet and maintain adopted traffic level of service and performance standards.

The City of Anaheim fulfills this requirement by including its Measure M project funding within its seven-year CIP, which includes a description of all capital projects and their projected costs for each fiscal year.

5. **Transportation Demand Management:** Measure M also requires adoption of a Transportation Demand Management (TDM) Ordinance to promote carpools, vanpools, alternate work hours, park and ride facilities, telecommuting and other traffic reduction strategies. The model TDM Ordinance offered by Measure M includes a menu of facility standards and enhancements and design criteria - such as preferential parking for carpools, bicycle parking and shower facilities, bus stop improvements, and rideshare vehicle loading areas - that local jurisdictions can implement as development project conditions of approval. The model ordinance also contains optional trip reduction strategies, such as monetary incentives for ridesharing, on-site lunch rooms/cafeterias, on-site day care, flex-time schedules, and telecommuting programs.



Pursuant to this requirement, the City adopted a Traffic Demand Management Ordinance in 1991 and subsequently amended it in 1999. The TDM requires that all new development incorporate these facility standards as applicable and appropriate in their designs to reduce total vehicle trips. The menu of facility standards includes providing 10% to 20% of a project's overall parking supply be set aside for preferred parking for car and van pools, bicycle parking and shower facilities, information on transportation alternatives, rideshare vehicle loading areas, access to vanpool vehicles and bus stop improvements.

The City continually evaluates and refines its transportation demand management programs. For example, the City has been proactive in slowing the growth of total vehicle trips through the establishment of mixed-use districts in strategic areas, encouraging transit-oriented development in close proximity to transit stops and adopting design guidelines that encourage quality pedestrian amenities.

- 6. Deficient Intersection List:** As part of their Inter-Jurisdictional Planning Forums responsibilities, cities are required to maintain a deficient intersection list. A deficient intersection is defined as, "an existing deficient intersection, not meeting the established level of service standard, where there are seemingly no opportunities for making any conventional geometric improvements within the current seven-year Measure M Capital Improvement Program." The intent is to account for instances where the causes of an intersection deficiency are beyond the control of a local jurisdiction (e.g., caused by regional traffic impacts). The GMA Planning Forums may factor in a City's deficient intersection list in allocating GMA funding for transportation improvement projects.



For a more detailed discussion of traffic Levels of Service, please refer to the Circulation Element.

The City of Anaheim maintains a deficient intersection list for its CMP Highway and Master Plan of Arterial Highway systems. The City continues to monitor these intersections and factors them into its transportation and growth management planning efforts.

## Goals and Policies

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Land use, circulation, public services and infrastructure planning are directly related to growth management. The goals and policies included in this section will help the City to effectively manage growth.

### Land Use

The General Plan land use designations and goals and policies have a direct effect on the City's ability to manage growth. This section addresses land use as it relates to growth management and is intended to supplement the discussion of growth impacts in the Land Use Element, which also includes more detailed discussion of land use policies.

**Balancing Jobs and Housing:** The City of Anaheim has consistently focused its efforts on providing a balanced mix of land uses. Its housing and redevelopment initiatives continue to address housing opportunities for all segments of the community. The City is revitalizing commercial areas resulting in an increase in both employment and shopping opportunities. The Economic Development Division of the Planning Department also maintains a comprehensive program of business promotion, attraction and retention.

**Land Use Initiatives:** The City of Anaheim is proactively addressing the revitalization of areas in need, which ensures a brighter economic future and makes efficient use of the built environment and existing infrastructure.

Following is a summary of major land use initiatives and programs:

- An aggressive and multi-faceted program of business attraction and retention.



Introducing residential and mixed-use development into Anaheim's economic cores, such as the Downtown and The Platinum Triangle, is one of the strategies for bringing residents closer to job and shopping opportunities thereby reducing vehicle trips and vehicle miles traveled.



- Comprehensive redevelopment activities for both housing and retail development throughout the City.
- Transition of underutilized mid-block retail uses to new residential development in order to expand housing opportunities while encouraging future retail development at strategic locations.
- Designation of mixed-use areas in Downtown Anaheim, The Platinum Triangle, The Canyon and along major transit corridors and adjoining Metrolink stops. This includes implementation of the City's Transportation Demand Management Ordinance requiring applicable development to include plans for facility standards such as improved bus stops, preferential parking for carpools and adequate vehicle rideshare loading areas encouraging car and vanpools.

**GOAL 1.1:**

**Provide a balance of housing options and job opportunities throughout the City.**

**Policies:**

- 1) Monitor population and demographic trends in the City in order to identify specific housing and employment needs and opportunities.
- 2) Encourage mixed-use development consistent with the Land Use Element to create places where people can live, work and shop in order to reduce potential traffic trips.
- 3) Ensure a balance of retail, office, industrial and residential land uses to enhance the economic base of the City when considering land use changes.
- 4) Facilitate the transition of underutilized mid-block strip commercial development to residential or other appropriate land uses.
- 5) Continue and enhance the City's comprehensive program of business attraction, promotion and retention.

**GOAL 1.2:**

**Participate in programs addressing regional growth issues.**

**Policies:**

- 1) Continue to participate in the Inter-Jurisdictional Planning Forums for the County Growth Management Areas (GMAs) that encompass Anaheim in order to coordinate planning efforts to minimize duplication of services between adjacent jurisdictions, to mitigate the impacts associated with regional growth, and to maximize opportunities for implementing projects or programs of mutual jurisdictional benefit.

- 2) Monitor State and Federal legislation affecting air quality, transportation, waste management, water conservation and other regional issues, ensuring that Anaheim's interests are represented and addressed.
- 3) Design and implement measures to protect neighborhoods, parks, open space and other sensitive areas from noise, traffic and other impacts associated with regional growth.
- 4) Monitor major new developments in nearby communities to ensure that impacts affecting Anaheim are identified and addressed.

### **GOAL 1.3:**

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**Establish Citywide development priorities that efficiently use existing infrastructure and public facilities.**  
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#### **Policies:**

- 1) Encourage development of vacant and underutilized infill sites where public services and infrastructure are available or can be efficiently accommodated.
- 2) Focus redevelopment and/or revitalization efforts in areas conducive to current or future employment and/or housing opportunities as appropriate and continue to provide incentives for private investment in those areas.
- 3) Monitor infrastructure and public facilities plans for major activity centers such as The Platinum Triangle, Downtown Anaheim and The Canyon and identify adequate funding mechanisms to address changing needs.

### **GOAL 1.4:**

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**Develop land use strategies and incentives to reduce the amount of vehicle miles traveled within the City.**  
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#### **Policies:**

- 1) Promote the location of housing near and/or within employment centers to enable shorter commutes and encourage transit-oriented, home-to-work mobility.
- 2) Encourage higher density and/or mixed-use development along major transit corridors and/or at transit stops.
- 3) Support the development of diverse types of public and private transit services to facilitate travel, including the home-to-work commutes.
- 4) Encourage employment centers to provide support uses and services such as restaurants, retail uses, child-care facilities, shuttle service to shopping areas, etc., in order to reduce potential vehicle trips.



- 5) Monitor the effectiveness of the City's Transportation Demand Management Ordinance and make changes as appropriate.

## **Circulation**

Improving transportation is the primary focus of Measure M's growth management effort. Seven of the eight focus areas of Measure M directly relate to transportation improvements. Combined with the Circulation Element, the following goals and policies are intended to reduce traffic congestion and ensure adequate transportation facilities for existing and future residents, employees and visitors of Anaheim.

### **GOAL 2.1:**

**Reduce traffic congestion on the City's arterial highway system.**

#### **Policies:**

- 1) Identify capital projects and strategies to meet, maintain or improve current traffic Level of Service (LOS) standards through the seven-year Capital Improvement Program.
- 2) Participate in Inter-Jurisdictional Planning Forums at the GMA level to monitor development with multi-jurisdictional impacts and identify and prioritize appropriate mitigation measures.
- 3) Use the Citywide transportation model to create and monitor development phasing plans.
- 4) Continue to maintain consistency between the City and County Master Plan of Arterial Highways.
- 5) Promote the use of public transportation and alternative modes of transportation by increasing access to public transit, including Bus Rapid Transit, through land use planning (e.g., locating higher density residential projects near transportation corridors), ensuring direct and convenient pedestrian access to public transit stops, implementing bicycle routes, encouraging pedestrian-friendly developments, and supporting High Occupancy Vehicle (HOV) lanes.
- 6) Work with the Orange County Transportation Authority (OCTA), the development community and other key stakeholders to ensure an adequate mix of transit opportunities in the City.
- 7) Improve traffic flow by reducing the number of curb cuts and encouraging driveway consolidation along arterial highways in conjunction with future development.

## GOAL 2.2:

Evaluate the traffic-related impacts of proposed developments and/or intensification of existing land uses and address said impacts.

### Policies:

- 1) Continue to review development projects to ensure traffic-related impacts are addressed appropriately.
- 2) Continue to identify and collect appropriate transportation improvement or other infrastructure/service fees as established by the City.
- 3) Continue to coordinate with other jurisdictions through the Inter-Jurisdictional Planning Forums to evaluate the major land use and transportation issues within the GMAs.
- 4) Prior to issuing building permits for new development forecast to generate 100 or more peak hour (morning or evening) trip ends, require traffic impact analyses be completed that identify arterial and intersection improvements that may potentially be needed to provide not worse than LOS E along Interstates/State Routes/Smart Streets (unless current operation is LOS F), and not worse than LOS D along the balance of the arterials on the City's Circulation Element that are measurably impacted by the new development and are under the City's jurisdiction.
- 5) Require development projects that exceed LOS standards beyond acceptable levels to provide necessary improvements and/or funding to mitigate said impacts, if determined necessary by the City.



Refer to the Circulation Element for more discussion of LOS requirements within the City.

## Planning Standards for Developing Areas

Under the provisions of Measure M, Anaheim is considered a developed community, with the exception of the eastern portion of the Hill and Canyon Area. A developed community is one that already has the public facilities in place to support the development of the Land Use Element of the General Plan with the exception of new or improved transportation facilities needed to implement the Circulation Element or the regional system.

Under Measure M standards, the eastern portion of the Hill and Canyon Area is classified as "developing." This portion of the City contains the hilliest topography and the most extensive amount of open space resources and is also home to the Mountain Park



Refer to Public Services and Facilities Element and the Green Element for additional discussion of community services and planning standards.



Specific Plan area, which, at build out, will contain not more than 2,500 dwelling units. Additional specific information regarding this future development is addressed in the Mountain Park Specific Plan including its associated Public Facilities Plan and Environmental Impact Report. More detailed policy discussions relating to public facilities, services and infrastructure for the entire City are found in the Land Use, Circulation, Green, Public Services and Facilities and Safety Elements of the General Plan.

**GOAL 3.1:**

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**Ensure the adequate provision of police, fire, library, parks and recreation, school, flood control and other public services and facilities as development occurs in "developing" areas of the City.**  
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**Policies:**

- 1) Ensure that future development in the Mountain Park Specific Plan area adheres to the policies and standards of the Specific Plan related to public services and facilities and circulation improvements.