

# VIII. GROWTH MANAGEMENT ELEMENT

## INTRODUCTION TO THE GROWTH MANAGEMENT ELEMENT

### PURPOSE

The purpose and intent of the Growth Management Element (GME) 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 transaction and use tax. Portions of the monies received from the new sales tax revenue will be returned to Orange County jurisdictions for use of 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 Cypress 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. The Growth Management Element follows guidelines in the State Government Code Section 65303.

### RELATIONSHIP WITH 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 General Plan, as required by State law. Therefore, the Growth Management Element does not replace or supercede any of the other general plan elements; instead, the Growth Management Element addresses, amplifies and supports traffic LOS and public facility standards that are included in the other 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 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 description of City growth management policies. While there is a certain amount of overlap with the other general plan elements, the Growth Management Element is the key resource document for growth management concerns.

## **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 Cypress. Broadly, 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.

## **KEY GROWTH MANAGEMENT ISSUES**

The Growth Management Element addresses primarily the issues associated with rapid growth, traffic congestion, and transportation facilities.

### **TRAFFIC CONGESTION**

- Traffic congestion is a problem on major arterials and regional freeways. In particular, heavy traffic volumes in Cypress exist along Valley View Street, Katella Avenue, Knott Street, and Lincoln Avenue. As employment increases in the Business Park, traffic will increase along arterials in the southern portion of the City, which will in turn impact freeway access to the Garden Grove, San Diego, San Gabriel and Riverside Freeways.

### **NEED FOR ADEQUATE TRANSPORTATION FACILITIES**

- Many of the regional transportation facilities are not adequately sized to accommodate existing and projected growth.
- A significant portion of transportation problems in Orange County stems from the inadequate capacity of the freeway system to serve 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 bulk of intra-regional traffic and complement the freeway system and local street network. As congestion increases on the freeway, more drivers utilize the arterial system, particularly those that parallel the freeways or those arterials serving the same trip destination as the freeway.

Consequently, arterials such as Valley View Street, Katella Avenue, Knott Street, and Lincoln Avenue are becoming increasingly congested and receive heavy traffic volumes, which in

limited cases may increase traffic close to the design capacities of the arterials. This situation is of special concern on those arterials that provide access to the freeway system.

**INTER-JURISDICTIONAL COORDINATION/COOPERATION**

- Traffic congestion in Cypress is both a regional and local problem. Development occurring in neighboring jurisdictions and throughout the County has effects upon the freeways and many of the major arterials that traverse the City of Cypress. Thus, Cypress cannot fully address growth management issues in isolation from other jurisdictions. The impacts of growth in adjacent jurisdictions, in portions of the City, and throughout the County have created the need for a regional approach to transportation growth management.

**JOBS/HOUSING BALANCE**

- One of the major causes of traffic congestion is land use patterns that hinder the ability of people to live and work in the same area. Long commutes can overburden traffic infrastructure and diminish quality of life. Creating communities where people can both live and work in relative proximity shortens commutes and encourages the use of alternative forms of transportation to and from employment.

**DESCRIPTION OF THE 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 1.1 of this Element requires that development sponsors make necessary improvements to the circulation system, where affected by their development, so as to maintain acceptable LOS levels 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.

**Citywide Traffic Fee:** The City of Cypress has developed a Citywide Fee to address specific traffic improvements needs to the General Plan circulation system. These improvements address future traffic conditions assuming buildout of the City. The Citywide Fee was adopted through Resolution No. 4276 (date) and Ordinance No. 911 (date). The fee is applied in accordance with adopted City procedures.

**Regional Traffic Fee:** The City of Cypress has also taken a proactive approach to potential regional impacts of new development through the adoption of a Regional Traffic Fee. This fee is in addition to the Cypress Citywide Fee and provides proportionate share funding of impacts to the regional roadway system.

**Los Alamitos Settlement Agreement Traffic Fee:** The City has entered an agreement with the City of Los Alamitos to offset impacts around the race track. Development projects in the vicinity of the Los Alamitos Race Track are required to pay a fee of \$1.00 per square foot in accordance with the agreement to the City of Los Alamitos.

Participation shall be on a pro-rata basis and be required of all development projects except where an increased level of participation exceeding these requirements is established through negotiated legal mechanisms.

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

**PERFORMANCE MONITORING PROGRAM**

The City has prepared a Performance Monitoring Program based on OCTA timetables. The Performance Monitoring Program will establish 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 Performance Monitoring 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 Performance

Monitoring Program identifies one or more service level deficiencies, measures shall be implemented to correct identified deficiencies.

**CAPITAL IMPROVEMENT PROGRAMS**

The City has prepared a Capital Improvement Program (CIP) for transportation systems improvements to effectively manage the system based on OCTA timetables. The purpose of the Capital Improvement Programs is to estimate future development over a seven-year period and determine the necessary infrastructure and associated costs required for this new development. The Capital Improvement Plans will be closely linked with the Comprehensive Phasing Plans.

The City will determine the capital projects needed to meet and maintain both the City's adopted Traffic Level of Service and Performance Standards. Capital financing programming will be based on proposed development to be constructed during (at a minimum) the following seven-year period. The CIP shall include 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 Cypress 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 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; and
- 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**

As in the past, Cypress will require that any new large developments prepare a Specific Plan and environmental impact analysis. This will allow the City to anticipate the impacts of large projects prior to development of any portion, and permit 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 will separately work with other cities and agencies in the immediate area to develop mutual agreements for review and possible conditioning of development projects.

**GOALS 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.

GM-1: Reduce traffic congestion.

GM-1.1: Within three years of the issuance of the first building permit for a development project or within five years of the first grading permit for said development project, whichever occurs first, ensure that the necessary improvements to transportation facilities to which the project contributes measurable traffic are constructed and completed to attain Level-of-Service (LOS) D at the intersections under the sole control of the City.

GM-1.2: Level of Service (LOS) will be measured by the Traffic Level of Service Policy Implementation Manual established by the Local Transportation Authority.

GM-1.3: All development contributing significant impacts to intersections on the Deficient Intersection List and all projects contributing cumulatively, or individually, 10 percent or more of the traffic using an intersection shall be assessed a mitigation fee determined by the jurisdictions in the Growth Management Area and locally administered as part of the City's Capital Improvement Program.

GM-1.4: Promote traffic reduction strategies through Transportation Demand Management (TDM) measures adopted by City ordinance.<sup>1</sup>

GM-2: Ensure adequate transportation facilities are provided for existing and future inhabitants of the City.

GM-2.1: Require that all new development pay its share of the street improvement costs associated with the development, including regional traffic mitigation.

<sup>1</sup> Not required for Growth Management Element, but required to meet Measure M and CMP requirements.

GM-2.2: New revenues generated from Measure M shall not be used to replace private developer funding which has been committed for any project.

GM-2.3: The City shall continue to collect Transportation System Improvement Program (TSIP) fees for improvements within its boundaries and shall work with adjacent jurisdictions to determine acceptable impact fees within the growth management areas. These fees may be assessed as necessary in addition to the City's TSIP fees to cover shortfalls that may not be generated by the established fee program.

GM-2.4: A Deficient Intersection Fund shall be established by the City to make improvements on those intersections necessary to achieve the LOS standard established in this Element.

GM-2.5: All newly approved development projects shall be required to establish a development phasing program which phases approval of development commensurate with required improvements to roadway capacity.

GM-2.6: Development phasing for newly approved development projects shall be a component of the development review and entitlement process and shall be approved prior to issuance of building or grading permits.

GM-2.7: The City shall monitor the implementation of the development phasing program of each of the newly approved development projects on an annual basis and prepare a report which indicates the status of development approval and required traffic improvements and relationship between them.

GM-2.8: A ten-year Performance Monitoring Program shall be developed to provide an annual evaluation of compliance with development phasing and evaluation of the maintenance of transportation service levels.

GM-2.9: A Seven-Year Capital Improvement Program shall be adopted and maintained in conformance with provisions of Measure M for the purpose of maintaining adopted traffic level of service standards established in this Element.

GM-3: Cooperate with neighboring jurisdictions and the County to achieve reduction in regional traffic congestion.

GM-3.1: The City shall participate in inter-jurisdictional planning forums within its established growth management area as adopted by the Regional Advisory Planning Council and will continue to participate in forums with neighboring or affected jurisdictions to address transportation or other planning issues.

GM-3.2: The City will continue to cooperate with the County of Orange in annually updating its Congestion Management Plan pursuant to the requirement of AB 471 in order to continue to receive its share of State gasoline sales tax revenues.

GM-4: Strive to maintain the good balance between jobs and housing in Cypress.

GM-4.1: To the extent feasible, utilize information on the jobs/housing balance in the City and region as a factor in land use decision-making.