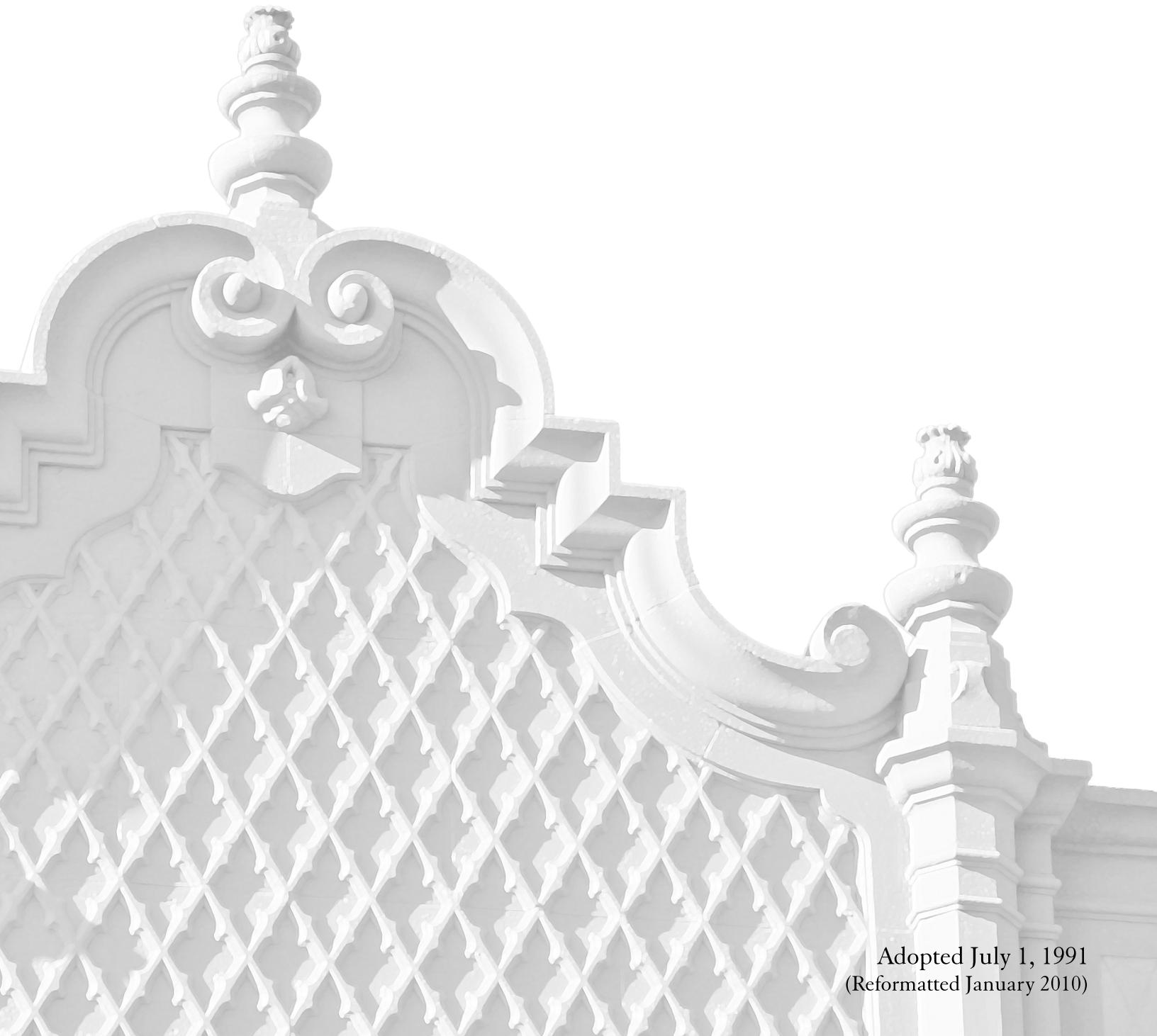


City of Santa Ana General Plan

Growth Management Element



Adopted July 1, 1991
(Reformatted January 2010)

**City of Santa Ana General Plan
Growth Management Element
1991**

**City of Santa Ana
Planning Division**



Adopted

July 1, 1991
(Reformatted January 2010)

REL: 6/11/91

RESOLUTION NO. 91-065

A RESOLUTION OF THE CITY COUNCIL OF THE
CITY OF SANTA ANA ADDING THE GROWTH
MANAGEMENT ELEMENT TO THE GENERAL PLAN
(GPA 91-2)

WHEREAS, the Planning Commission of the City of Santa Ana, after noticed public hearing, approved an amendment to the General Plan of the City of Santa Ana, as hereinafter set forth; and

WHEREAS, this council has reviewed and considered the initial environmental study and negative declaration prepared for such proposed General Plan amendment; and

WHEREAS, this Council, after duly noticed public hearing, concurs in the Planning Commission's approval of said General Plan amendment;

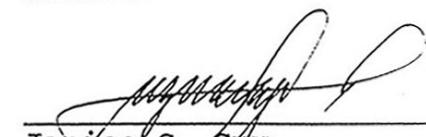
NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SANTA ANA AS FOLLOWS:

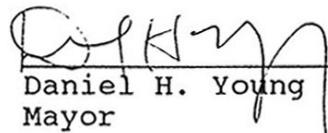
1. The adoption of said General Plan amendment will not have a significant effect of the environment, and the negative declaration prepared for said amendment is hereby approved.

2. The General Plan of the City of Santa Ana is hereby amended by adding an element, to be designated the "Growth Management Element," which said element reads as set forth in Exhibit A, attached hereto and incorporated herein.

ADOPTED this 1st day of July, 1991.

ATTEST:


Janice C. Guy
Clerk of the Council


Daniel H. Young
Mayor

COUNCILMEMBERS:

Young	Aye
Pulido	Aye
Acosta	Aye
Griset	Aye
McGuigan	Aye
Norton	Nay
Richardson	Aye

APPROVED AS TO FORM:


Edward J. Cooper
City Attorney

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Growth Management Element

STATEMENT OF PURPOSE AND INTENT

The purpose of this Element is to mandate that growth and development in Santa Ana be based upon the City's ability to provide an adequate circulation system pursuant to the Revised Traffic Improvement and Growth Management Ordinance also known as Measure M.

HISTORICAL CONTEXT

On November 6, 1990, Orange County voters approved Measure M which provides funding for needed transportation improvements Countywide. Measure M authorized the imposition of a half cent retail sales tax for a period of 20 years effective April 1, 1991. The tax is estimated to raise \$3.1 billion Countywide over this 20 year period. The monies received from Measure M will be returned to local jurisdictions for use on local and regional transportation improvements and maintenance projects. In order to qualify for these revenues, however, Measure M requires each city to comply with the Orange County Division, League of California Cities Countywide Traffic Improvement and Growth Management Program which was included by reference in the Measure M ordinance. The Countywide Growth Management Program is designed to achieve a cooperative process among local Orange County jurisdictions to coordinate and implement traffic improvements and stronger planning on a Countywide basis, while maintaining local authority over land use decisions. It is also designed to maintain local authority in establishing performance standards, such as traffic level of service, while considering regional impacts.

In order to receive Measure M funds, the City must submit a statement of compliance with the Countywide Growth Management components which are summarized below.

- Adoption of a Growth Management Element that includes:
 - Traffic level of service standards;
 - A development mitigation program; and
 - A development phasing and annual monitoring program.



- Participation in inter-jurisdictional planning forums;
- Development of a seven year Capital Improvement Program;
- Address housing options and job opportunities; and
- Adoption of a Transportation Demand Management Ordinance.

The City's compliance with these components has been addressed in this Element or are referenced where adopted by a separate action in a separate document.

INTRODUCTION

OVERVIEW

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 and a development phasing program. In addition, this Element includes an implementation program for annual monitoring.

The Element is divided into six sections. Section I provides a statement of the purpose and intent of the Element. Section II provides an overview of the Element and includes discussion regarding General Plan consistency, and the implementation process. Section III provides general definitions for terms utilized in the Element. The goals, objectives and policies for the Element are provided in Sections IV and V. Section VI discusses the implementation programs for achieving the goals and objectives of the Element.

CONSISTENCY 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 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 supersede other General Plan elements, such as the Circulation Element which also specifies goals and policies for transportation and circulation issues. Instead, it establishes traffic standards that will also be included in the Circulation Element.

The Element is the City's most current position on growth management policies. Consequently, although there is some overlap among the policies here and in other general plan elements, this Element is defined as the key resource document for growth management policies and issues.



IMPLEMENTATION PROCESS

The intent of this Element is to establish policies in the General Plan for future actions and programs that will implement the City's growth management goals. As a new element, its initial implementation may point out the need for future amendments to reflect changes in the implementation process over time. It is recognized that a transitional period will exist between adoption of the Element and the implementation of its policies and programs.

A significant effort in the transportation planning process will be undertaken by the City in its involvement in the growth management areas (GMA's) established by the Regional Advisory Planning Committee. The purpose of the GMA's is to enable local jurisdictions to focus their mutual concerns, coordinate improvements and implement those improvements through the inter-jurisdictional (GMA) process. Santa Ana is located in four GMA's (2,3,7 and 8) as shown in Exhibit 1. City staff will work with the staff from other cities represented in each of the GMA's to address the transportation issues identified by mutual consensus of the representatives of each GMA.

STATE AND FEDERAL HIGHWAY SYSTEM IMPACTS

It is recognized that Federal and State highways are a significant component of Santa Ana's transportation system. The City's transportation system is greatly influenced by the impact of two freeways which run through the City—the Santa Ana Freeway and the Newport Freeway—and the three freeways which are adjacent to the City's borders—the Garden Grove and Orange Freeways at the City's northern boundary and the San Diego Freeway at its southern boundary. Thus, this element discusses the relationship of the State and Federal highway system to the City's circulation system.

Existing Freeway System Deficiencies

A significant portion of the transportation problem in the County stems from the inadequate capacity of the freeway system to serve the peak period travel demands. This lack of capacity has resulted in poor levels of service, characterized by severe congestion and low travel speeds during peak periods. The most severe congestion occurs at the junction of I-5 and SR-55 here in Santa Ana.

Impact of Freeway System on the Arterial Highway System

Arterial highways are intended to handle the bulk of intra-regional traffic and complement the freeway system and the local street network. As congestion continues to increase on the freeway system, more drivers utilize the arterial system, particularly those parallel to freeways, or those arterials serving the same trip destination as the freeways. Consequently, these arterials, particularly the north/south ones, such as Bristol, Main and Grand, are



becoming increasingly congested. This situation is of special concern on those arterials which provide access to the freeway system.

DEFINITIONS

For the purposes of this Element, the following terms are defined below:

- **Capital Improvement Program** which outlines a seven-year list of capital projects to be undertaken by the City. The program contains: 1) the proposed project improvement; 2) the funding source; and 3) the estimated cost in current dollars.
- **Critical Movement** shall mean any of the conflicting through or turning movements at an intersection which determine the allocation of green signal time.
- **Deficient Intersection Fund** shall mean a trust fund established to implement necessary improvements to existing intersections which do not meet the Level of Service standard adopted in this Element. Such fund will be established from transportation fees mutually agreed upon by the GMA in which the deficiency exists.
- **Development Phasing** shall mean 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. The City shall specify the order of improvements (number of dwelling units) based, at a minimum, on mitigation measures adopted in conjunction with the environmental documentation and other relevant factors.
- **Deficient Intersection List** shall mean a list of intersections that: 1) do not meet the Traffic Level of Service Policy for reasons that are beyond the control of the City (e.g., ramp metering effects, traffic generated outside the City's jurisdiction, etc.); and 2) projects currently on the Seven-Year Capital Improvement Program. Additional intersections may be added by the City to the deficient intersection list only as a result of conditions which are beyond the control of the City.
- **Growth Management Areas** (GMA's) shall mean subregions of the County established by the Regional Advisory Planning Committee to promote inter-jurisdictional coordination in addressing infrastructure concerns and in implementing needed improvements.



Exhibit 1 Growth Management Areas

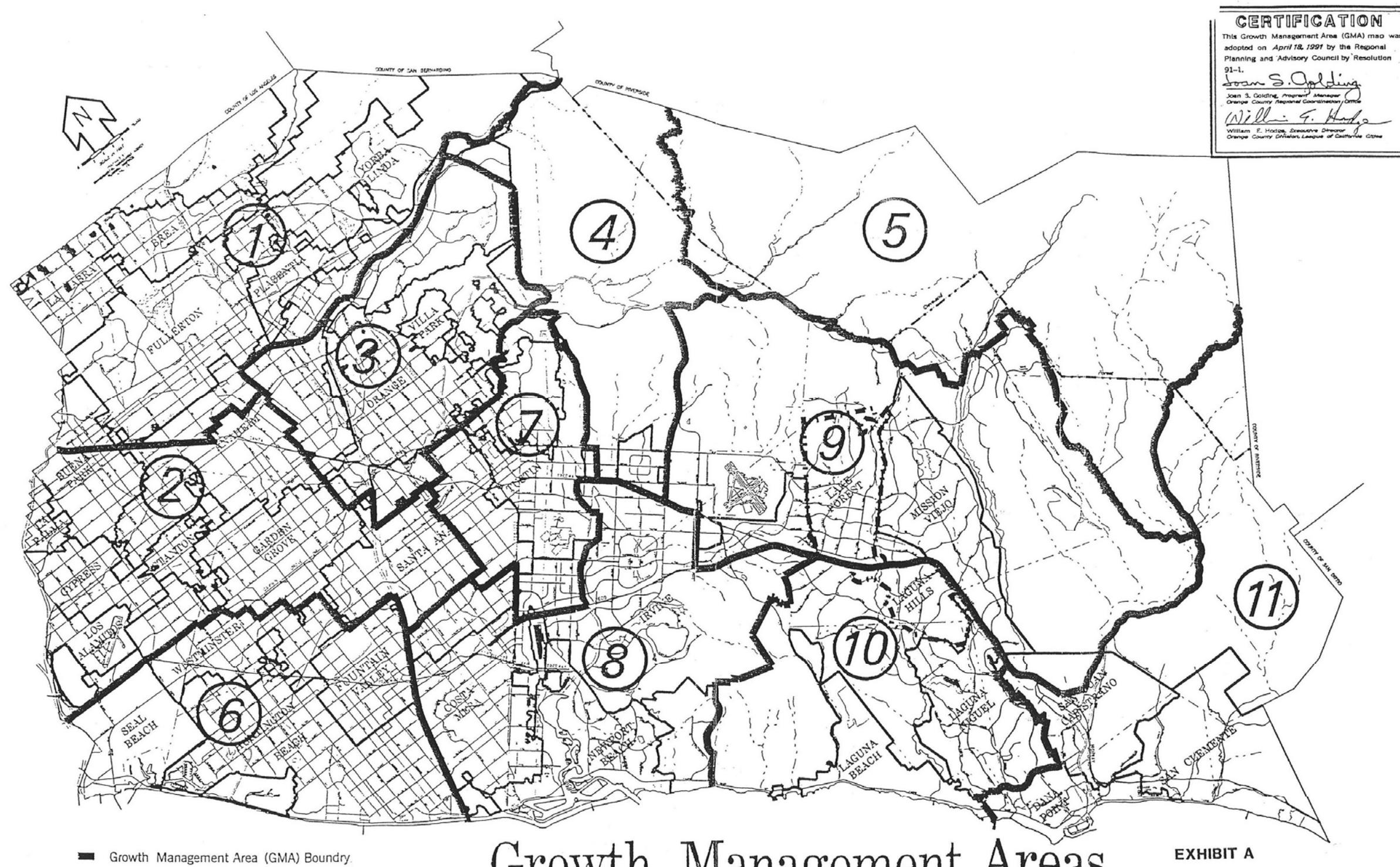


EXHIBIT A

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- **Growth Management Element** shall mean the Growth Management Element of the City's General Plan as required by the Revised Traffic Improvement and Growth Management Ordinance (Measure M).
- **Level of Service Standard** shall mean a Level of Service of "D" except in major development (urbanized) areas or intersections which are impacted by factors beyond the City's control in which case the Level of Service standard shall be "E."
- **Local Transportation Authority** is the body responsible for the implementation of Measure M as designated by the Orange County Board of Supervisors, the Orange County Transportation commission.
- **Major Development Areas** shall mean those areas of the City which are designated in the City's general plan land use map for the most intense urban development both in scale and mixture of land uses. They are intended to serve as anchors to the City's commercial corridors and to serve as regional centers of commerce and employment (see Exhibit 2 for map of major development areas).
- **Measurable Traffic** shall mean a traffic volume resulting in a one percent increase in any critical movement at an intersection.
- **Measure M** refers to 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. The sales tax increase will be allocated to local orange County jurisdictions for use on local and regional transportation improvements and maintenance projects.

GOALS, OBJECTIVES, POLICIES AND PROGRAMS

GOALS

The goals of this Element are to:

Goal 1

Reduce traffic congestion.

Goal 2

To ensure that adequate transportation and public facilities are provided for existing and future residents of the City. These goals shall be accomplished through implementation of the policies and programs set forth in this Element.

Achievement of these goals shall be measured by the following objectives that follow.



OBJECTIVES

Transportation

- The circulation system shall be implemented in a manner that achieves a Traffic Level of Service “D” except in the City’s major development areas and at those intersections which are impacted by factors beyond the City’s control.

Development Phasing

- Development shall be phased in a manner consistent with the Development Phasing Program.

POLICIES

Traffic Level of Service

- The Level of Service standard for traffic circulation in the City shall be LOS “D.” In order to achieve this standard, it shall be the City’s policy that within three years of the issuance of the first building permit for a development project, the necessary improvements to transportation facilities to which the project contributes measurable traffic, shall be completed. The LOS shall be D for intersections under the sole control of the City. Intersections exempt from the above paragraph include those located within the City’s major development areas (Exhibit 2); facilities under the jurisdiction of another City or the State; or those included on the Deficient Intersection List established by a GMA in which the City participates. It is the policy of the City that all development contributing measurable impacts to intersections on the Deficient Intersection List be assessed a mitigation fee. This fee will be determined by the jurisdictions in the G14A and locally administered as part of the City’s Capital Improvement Program.
- Level of Service (LOS) will be measured by the Traffic Level of Service Policy Implementation Manual established by the Local Transportation Authority.



Exhibit 2 Major Development Areas



- A. Main Place
- B. Museum District
- C. Downtown
- D. MacArthur Place/Hutton Center
- E. South Coast Metro
- F. Freeway Office Center
- G. Freeway Business Center

0 0.6 1.2 Miles

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Development Mitigation

- All new development shall pay its share of the street improvement costs associated with that development including regional traffic mitigation.
- The City will continue to collect transportation area fees for improvements within its boundaries and shall work with adjacent jurisdictions to determine acceptable impact fee levels within the growth management areas. These fees may be assessed as necessary in addition to the City's transportation area fees to cover fee shortfalls in project improvement that may not be generated by established fee programs.
- New revenues generated from Measure M shall not be used to replace private developer funding which has been committed for any project.
- A Deficient Intersection Fund shall be established by the City to make improvements on those intersections identified by the GMA as necessary to achieve the LOS standard established in this Element.

Development Phasing

New development in the City shall be required to establish a development phasing program which phases approval of development commensurate with required improvements to roadway capacities. The phasing plan shall include an overall buildout plan which can demonstrate the ability of the infrastructure to support the planned development.

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

Annual Monitoring

The City shall monitor the implementation of the development phasing program for each of its new development projects on an annual basis and prepare a report which indicates the status of development approval and the required traffic improvements and the relationship between them.

Additional Element Policies

The following items are required as components of the City's Growth Management Plan and are included as optional discussion items in this Element.

- **Inter-jurisdictional Planning Forums.** The City of Santa Ana shall participate in inter-jurisdictional planning forums within its established growth management area as adopted by the Regional Advisory Planning Council.

The City shall continue to participate in inter-jurisdictional planning forums as established at the GMA level and as appropriate with



neighboring or affected jurisdictions to address transportation or other planning issues.

- **Capital Improvement Program.** A seven year capital improvement program shall be adopted and maintained in conformance with the provisions of Measure M for the purpose of maintaining the levels of service established in this Element.
- **Balanced Community Development.** Recognizing the constraints of existing physical development characteristics (Santa Ana is 98 percent built out), it is the City's policy to strive toward achieving a balance of land uses where by residential, commercial and public land uses are proportionally balanced.
- **Transportation Demand Management.** The City shall promote traffic reduction strategies through the measures adopted by ordinance (NS-2124) in its Transportation Demand Management Plan.

PROGRAMS

Inter-jurisdictional Planning

The City will participate in inter-jurisdictional planning forums through the growth management areas established. Such forums include the growth management areas adopted by the Regional Advisory Planning Council as well as the City's joint powers agreements with adjacent cities. These planning forums are intended to address cumulative traffic impacts and to coordinate improvements in transportation facilities.

Development Mitigation

The City's development mitigation program has been established as a process in which all new development pays its share of the costs associated with that development. Participation in development mitigation shall be required of all new development projects. Development mitigation requirements are identified in the project review and approval process.

Development mitigation will also be coordinated through inter-jurisdictional forums as appropriate to determine fees for growth management areas and other inter-jurisdictional agreements where improvements are necessary to benefit an area larger than the development site and/or extending outside of the City's boundaries.

Development Phasing

It is the City's policy to require a development phasing plan for all new development projects. The City's development phasing program is established to ensure that infrastructure is constructed as development occurs so that the provision of road improvements is in balance with traffic demand. The



phasing program for new developments shall provide a reasonable lead time to design and construct specific transportation improvements for approved development projects. The City will establish a three year time frame as a guideline for the design and construction of required transportation improvements. The three year time frame shall be from the issuance of the first building permit for the project. The time frame for completion of project related improvements shall be incorporated into the phasing program for project approvals in conformance with current City procedures.

Annual Monitoring

The City's annual performance monitoring program is intended to provide an annual evaluation of its development phasing plans. This program will review and evaluate the implementation of phasing plans which reflect conditions of approval for traffic improvements required as mitigation measures for the project. The monitoring program is intended to ensure that road improvements or funding were actually provided as required in order to determine whether development may continue. If the improvements or funding required have not been provided, development shall be deferred until compliance with the provisions of this program are achieved.

The monitoring program shall include an annual review of new development projects until all required improvements have been constructed. Traffic related mitigation requirements such as traffic demand management programs shall be continued in conformance with the provisions of project approved programs.



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