

A grayscale photograph of a construction site. Three workers are visible, climbing or working on a tall, vertical structure made of a dense grid of rebar. The workers are positioned at different heights, with one near the top, one in the middle, and one near the bottom. The background is a plain, light color, making the dark rebar structure stand out. The overall image has a high-contrast, industrial feel.

Growth Management

ELEMENT M **GROWTH MANAGEMENT**

GOAL: To ensure that growth and development are integrally planned with, and phased concurrently with, the City of Irvine's ability to provide an adequate circulation system and public facilities.

Description of Growth Management

In November 1990, Orange County voters approved a Revised Traffic Improvement and Growth Management Ordinance. This ordinance imposed an increase to the retail sales tax by 1/2 cent for a twenty-year period for the funding of transportation-related improvements. The sales tax will generate a return of retail sales tax and discretionary revenues to each jurisdiction for use on local and regional transportation improvements as well as maintenance of existing roadways. To receive a portion of these revenues, the City must satisfy the requirements established by the countywide Growth Management Program. This element comprises a series of objectives and policies to carry out the goals of the program and ensure that growth and development are based upon the City's ability to provide an adequate circulation system and public facilities.

Although the City of Irvine General Plan currently provides policy discussion regarding growth management, congestion management, air quality, and a balanced land use mix, it is the City's goal to participate in on-going countywide efforts to implement traffic improvements while recognizing local land use authority. The intent of the Growth Management Element is to establish the basic policy framework for future policies and programs within a single general plan element.

Existing Conditions

As the City of Irvine and surrounding communities continue to grow, the transportation network must be completed to commensurate with new development. Therefore, Irvine supports the following

relevant transportation programs as identified within the City's Circulation Element provided that associated impacts can be adequately mitigated:

- Upgrading freeways.
- Development of transportation corridors.
- Buildout of existing and proposed major, primary, secondary, collectors, interchanges, and superstreet links.
- Advanced traffic management techniques.
- Promotion of alternate modes of travel.
- Local and regional access commensurate with development.
- Capital improvement programming based on detailed requirements for public facilities and services.
- Provision of public facilities and services linked to planned residential, commercial, and industrial development.

Trends

Approximately 50 percent of the potential development identified within the General Plan has occurred or is committed through subsequent planning approvals (i.e., zoning and subdivision). Funding levels necessary for existing and future transportation facilities must be developed and maintained to commensurate with expected growth. Since the City of Irvine is centrally located, it is important that coordination of new residential and nonresidential development is closely linked with future infrastructure improvements on both a local and countywide level.

Identification of Issues

- 1. How can the City effectively participate and cooperate with surrounding jurisdictions and public agencies in interjurisdictional land use and transportation planning efforts?**
- 2. How can the City integrate land use and transportation planning to ensure an adequate transit infrastructure system?**
- 3. How can the City continue to effectively implement the City's pavement management program?**
- 4. How can the City provide and encourage a full range of alternative modes of transportation?**
- 5. How can the City promote adequate transit services and opportunities to its residents?**
- 6. How can the City promote balanced growth of residential and nonresidential land uses and supporting public facilities and services?**
- 7. How can the City develop a phasing program to incorporate a balance of land use building intensity, circulation capacity and public facilities to ensure that existing Citywide services are maintained?**
- 8. How can the City monitor and evaluate the progress of population, employment, and development to ensure that adequate and appropriate development patterns occur with respect to the General Plan?**
- 9. How can the City actively pursue the timely expenditure of state, regional and local revenue sources which is an essential factor in receiving future funds?**

Response to Issues

In response to the previously identified issues, the following objectives and policies have been formulated.

OBJECTIVE M-1: COOPERATIVE IMPLEMENTATION

Coordinate City land use and transportation planning policy and implementation with state, regional, and local growth management efforts.

The following policies support Objective M-1:

Policy (a): Cooperate with the County of Orange, the Orange County Transportation Authority (OCTA), and other local jurisdictions on the implementation of the Countywide Revised Traffic Improvement and Growth Management Ordinance (Measure M) and the development of future revisions.

Policy (b): Participate in the inter-jurisdictional planning forums for the Growth Management Areas (GMAs) and encourage cooperative implementation of traffic improvements, public facility standards, and cooperative land use planning on a countywide basis.

Policy (c): Cooperate with state, county, and local governments for planning and implementing the Circulation Element.

Policy (d): Coordinate population, housing and employment projections with the State Department of Finance, Southern California Association of Governments, the County of Orange Development Monitoring Program, school districts, and the Irvine Ranch Water District.



Policy (e): Obtain data on how the City is doing in maintaining a balanced use mix from regional and local planning sources regarding employment, housing and population projections to serve as a basis for citywide planning and development monitoring programs, including but not limited to:

- Budgeting and financial forecasting.
- CIP budget and programs.
- General Plan fiscal impact model.
- Irvine Transportation analysis model.
- Timing and sizing of public facilities.

Policy (f): Provide information to the County of Orange for development of a countywide land use summary.

OBJECTIVE M-2: INTEGRATE LAND USE AND TRANSPORTATION PLANNING

Integrate land use and transportation planning to provide adequate transportation systems which maintain the City's Traffic Level of Service standards.

The following policies support Objective M-2:

Policy (a): Ensure, for purposes of forecasting traffic demand on the regional facilities, that the City's transportation models are consistent with the subregional county model (the latest OCTAM edition), and the Southern California Association of Governments (SCAG) model through consistent input assumptions (i.e., socioeconomic data, link speeds, etc.) and consistent output.

Policy (b): Develop a circulation system based on the Land Use Element diagram and statistical tables (Figures A-1 and A-2) for the purpose of sizing the basic circulation system.³⁸

Consistent with the Circulation Element Policies and Standards, the Level of Service (LOS) Standards, identified on the following page, shall be applied to arterials and intersections in the City of Irvine or its

³⁸ City of Irvine General Plan Circulation Element Objective B-1, Policy (a)

sphere of influence (Figure B-1) and which are under the City's jurisdiction.

- LOS "E" or better shall be considered acceptable within the Irvine Business Complex (PA 36), Irvine Center (PA 33), and at the intersection of Bake Parkway and the I-5 northbound off-ramp.
- LOS "D" or better shall be considered acceptable within all other planning areas.



Policy (c): Coordinate with state, county, and local agencies for planning and construction of public utilities to minimize negative impacts on roadways within the City.³⁹

Policy (d): Work with adjacent jurisdictions, landowners, and other agencies in developing land use and circulation plans for the area northerly of the sphere of influence, noting that development in this area can have a significant impact on the City.⁴⁰

³⁹ City of Irvine General Plan Circulation Element Objective B-1, Policy (g)

⁴⁰ City of Irvine General Plan Circulation Element Objective B-1, Policy (f)

Level of Service Standards

Level of Service "A": The volume/capacity ratio ranges from .0 to .60. At this LOS, traffic volumes are low and speed is not restricted by other vehicles. All signal cycles clear with no vehicles waiting through more than one original cycle. For roadway links, this LOS indicates no physical restriction on operating speeds.

Level of Service "B": The volume/capacity ratio ranges from .61 to .70. At this LOS, traffic volumes begin to be affected by other traffic. Between 1 and 10 percent of the signal cycles have one or more vehicles which wait through more than one signal/cycle during peak traffic periods. For roadway links, this LOS indicates flow with few restrictions on operating speeds.

Level of Service "C": The volume/capacity ratio ranges from .71 to .80. At this LOS, operating speeds and maneuverability are closely controlled by other traffic. Between 11 and 30 percent of the signal cycles have one or more vehicles which wait through more than one signal cycle during peak traffic periods. For roadway links, this LOS indicates stable flow, higher volume, and more restrictions on speed and land changing.

Level of Service "D": The volume/capacity ratio ranges from .81 to .90. At this LOS, traffic will operate at tolerable operating speeds, although with restricted maneuverability.

More than 30 percent of the signal cycles have one or more vehicles which wait through more than one signal cycle during peak traffic hours. For roadway links, this LOS indicates tolerable conditions, approaching unstable flow, and little freedom to maneuver.

Level of Service "E": The volume/capacity ratio ranges from .91 to 1.0. Traffic will experience restricted speeds, vehicles will frequently have to wait through two or more cycles at signalized intersections, and any additional traffic will result in breakdown of the traffic carrying ability of the system. For roadway links, this LOS indicates unstable flow, lower operating speeds than LOS D and some momentary stoppages.

Level of Service "F": Long queues at traffic, unstable flow, stoppages of long duration with traffic volumes and traffic speed can drop to zero. Traffic volumes will be less than the volume which occurs at Level of Service E. For roadway links, this LOS indicates forced flow operation at low speeds where the roadway acts as a storage area and there are many stoppages.

**OBJECTIVE M-3:
ROADWAY MAINTENANCE
AND CAPACITY
ENHANCEMENT**

Continue to implement the City's pavement management program, and pursue all funding options available to meet the rehabilitation needs of the City of Irvine infrastructure and minimize the deferred maintenance of City streets. Further, future development shall contribute its "fair share" towards the improvement of the local transportation system and the regional roadway network.

The following policies support Objective M-3:

Policy (a): Prepare on an annual basis a Seven (7) Year Capital Improvement Program (CIP) for transportation system improvements including the capital projects needed to meet and maintain both Traffic Level of Service Standards. The CIP shall include proposed and approved projects as well as the financial plan for implementation.

Policy (b): Actively lobby with appropriate state commissions, committees, and legislators for funding to upgrade the Costa Mesa, San Diego and Santa Ana

Freeways, including the I-5/I-405 interchange.⁴¹

Policy (c): Properly space and interconnect traffic signals to minimize the number of traffic signals, and minimize the acceleration/deceleration that produces significantly higher vehicular emissions and noise levels.⁴²

Policy (d): Ensure that development contributes its "fair share" to the improvement of the local transportation system and the regional roadway network by constructing necessary roadway improvements through identified mitigation measures and/or payment of circulation improvement fees through established mitigation fee programs.



Policy (e): Ensure that new revenues provided by Measure M sales tax shall not be used to replace private developer funding for improvements required by subdivision map conditions for any approved project.

⁴¹ City of Irvine General Plan Circulation Element Objective B-1, Policy (i)

⁴² City of Irvine General Plan Circulation Element Objective B-2, Policy (k)

Policy (f): Establish through the Growth Management Area (GMA) inter-jurisdictional planning forums, a baseline fee to finance necessary multi-jurisdictional improvements. Such a fee may be a new or existing fee program within Irvine.

Policy (g): Require as a condition of new development, that specific roadway improvements needed to maintain appropriate Level of Service Standards be completed no later than five (5) years from the date of issuance of the first grading permit or three (3) years from the date of issuance of the first building permit or pursuant to an approved phasing program.

Policy (h): Establish a deficient intersection list comprising intersections which: 1) do not meet the Traffic Level of Service Standards for reasons that are beyond the control of the City (e.g., ramp metering effects and traffic generated outside the City's jurisdiction) or due to development project approvals (i.e., Concept Plans, Zone Changes, Master Plans, Subdivision Maps, and Conditional Use Permits) prior to the adoption date of this element; and 2) are not brought into compliance with the LOS standard in the most current Seven-Year Capital Improvement Program. Additional intersections may be added to the deficient intersection list only as a result of conditions which are beyond the control of the City.

OBJECTIVE M-4: TRANSPORTATION DEMAND MANAGEMENT

Provide and encourage the use of a full range of alternative modes of transportation including transit systems.

The following policies support Objective M-4:

Policy (a): Support programs promulgated in the Air Quality Management Plan (AQMP) and City programs such as Spectrumotion and the Trip Reduction Facilities Ordinance which are aimed at increasing the vehicle occupancy rate and reducing vehicle trips and vehicle miles traveled (VMT). These programs include:

- Promote alternative work schedules, telecommuting, and other methods to spread and lessen work trips over a longer period of time to reduce peak period congestion.⁴³
- Encourage the designation and construction of High Occupancy Vehicle (HOV) lanes on freeways in the South Coast Air Basin.⁴⁴
- Encourage and promote the use of bicycles and walking⁴⁵ including, but not limited to, the following:

⁴³ Air Quality Management Plan, AQMP Control Measure 1a "modified"

⁴⁴ Air Quality Management Plan, AQMP Control Measure 2f

⁴⁵ Air Quality Management Plan, AQMP Control Measure 1b

1. Require Planning Areas to contain an internal system of trails linking schools, shopping centers, and other public facilities with residences.⁴⁶
2. Require development to provide convenient and direct pedestrian access to surrounding land uses and transit stops.⁴⁷
3. Design and locate land uses to encourage access by non-automotive means.⁴⁸
4. Encourage pedestrian access, through location and design, to shopping areas.⁴⁹
5. Principal trip destinations such as schools, parks, community centers, and shopping centers shall be linked to residential areas via bicycle lanes and trails.⁵⁰
6. Create a system of bicycle lanes within the street right of way to meet the needs of both the local and commuter cyclist. The lanes shall be designated for the safety of the cyclist.⁵¹

⁴⁶ City of Irvine General Plan Circulation Element Objective B-3, Policy (a)

⁴⁷ City of Irvine General Plan Circulation Element Objective B-3, Policy (b)

⁴⁸ City of Irvine General Plan Circulation Element Objective B-3, Policy (c)

⁴⁹ City of Irvine General Plan Circulation Element Objective B-3, Policy (a)

⁵⁰ City of Irvine General Plan Circulation Element Objective B-4, Policy (a)

⁵¹ City of Irvine General Plan Circulation Element Objective B-4, Policy (b)

7. Provide adequate traffic signal phasing for bicycle turning and straight-through movements.⁵²
8. Continue trails through the planning areas, matching desired trip routes.⁵³
9. Support efforts related to parking management such as a Citywide Parking Management Study or other similar efforts.

Policy (b): Require the applicants of new developments to submit, at the time of tentative tract map submittal or conditional use permit or master plan review, pedestrian and bicycle circulation plans detailing such access to the subject and adjacent properties in accordance with the Land Use, Conservation and Open Space, Urban Design, and Circulation Elements of the General Plan.⁵⁴

Policy (c): Maintain and, if feasible based on demonstrated need, increase existing levels of funding allocated for transit improvements to supplement other modes of travel.

Policy (d): Prohibit parking on all thruways, parkways, and community collectors to increase the traffic capacity of these arterials.

⁵² City of Irvine General Plan Circulation Element Objective B-4,-Policy (g)

⁵³ City of Irvine General Plan Circulation Element Objective B-4, Policy (d)

⁵⁴ City of Irvine General Plan Circulation Element Objective B-4, "modified" Policy (e)

**OBJECTIVE M-5:
TRANSIT SYSTEMS AND
SERVICE**

Provide adequate transit services and opportunities.

The following policies support Objective M-5:

Policy (a): Explore a full range of intracity transit technologies in a detailed transit study.⁵⁵

Policy (b): Adopt a master plan of potential advanced intracity transit routes.⁵⁶

Policy (c): Work with the Orange County Transportation Authority (OCTA), the development community, and other key participants in bringing additional transit opportunities to the City as well as other Orange County cities.

Policy (d): Coordinate the development of intracounty and regional transit stops with Irvine's intracity transit system.⁵⁷

Policy (e): Reserve AT&SF right of way for OCTA regional transit corridor.⁵⁸

⁵⁵ City of Irvine General Plan Circulation Element Objective B 6, Policy (e)

⁵⁶ City of Irvine General Plan Circulation Element Objective B-6 Policy (e)

⁵⁷ City of Irvine General Plan Circulation Element Objective B-7, Policy (f)

⁵⁸ City of Irvine General Plan Circulation Element objective B-7, Policy (j)

Policy (f): Undertake in coordination with other jurisdictions detailed planning of an advanced transit network (including local and activity center systems) encompassing the City and its sphere of influence as illustrated in the City of Irvine Circulation Element Figure B-3.⁵⁹

Policy (g): Plan commercial, industrial, and residential areas so that the use of transit systems could be implemented if and where deemed viable.⁶⁰

Policy (h): Provide direct and convenient pedestrian access from the interior of planning areas to public transit stops.⁶¹

Policy (i): Continue to participate with neighboring jurisdictions on transportation issues through the combined efforts of the Orange County South Central Traffic Study.

⁵⁹ City of Irvine General Plan Circulation Element Objective B-7, Policy (d)

⁶⁰ City of Irvine General Plan Circulation Element Objective B-7, Policy (a)

⁶¹ City of Irvine General Plan Circulation Element Objectives B-3, Policy (b)

OBJECTIVE M-6: BALANCED GROWTH

Promote balanced growth of residential and nonresidential land uses and supporting public facilities and services.

The following policies support Objective M-6:

Policy (a): Establish and implement residential and nonresidential development objectives (e.g., coordinated and complementary land use mix) every five years concurrent with revisions to the Housing Element.⁶²

Policy (b): Participate in the Southern California Association of Governments regional growth management plan and attempt to achieve consistency with regional and subregional goals and policies to achieve a balanced mix of land use including housing, employment, parks and recreation, public services and facilities, and other public amenities.⁶³

Policy (c): Participate with the County of Orange in cooperative efforts to coordinate strategies to meet housing and employment land use mix objectives.⁶⁴

⁶²City of Irvine General Plan Land Use Element Objective A-4, Policy (c)

⁶³City of Irvine General Plan Land Use Element Objective A-4, Policies (e & f)

⁶⁴City of Irvine General Plan Land Use Element Objective A-4 "Modified" Policy (e)

Policy (d): Address the City's land use mix in conjunction with the review of any General Plan Amendment application that would increase housing and/or employment opportunities.

Policy (e): Evaluate on a periodic basis the City's public facility standards to refine levels of service and definitions of convenience to users.⁶⁵

Public and private facilities shall be initially developed according to the recommended site requirements and population levels shown on Tables G-1 and G-2.

Policy (f): Develop a more detailed set of program requirements for each public facilities system which will be used in refining locations, site sizes, and costs for purposes of precise plans and the City's capital programming process.⁶⁶



Policy (g): Establish coordination of land uses that ensures that the City will be able to provide necessary municipal services.⁶⁷

⁶⁵City of Irvine General Plan Public Facilities Element Objective G-1, Policy (d)

⁶⁶City of Irvine General Plan Public Facilities Element Objective G-1, Policies (e-i)

⁶⁷City of Irvine General Plan Land Use Element Objective A-4, Policy (a)

Policy (h): Encourage the establishment and development of facilities and services consistent with policies concerning, but not limited to, police/fire facilities, libraries, parks, and flood control as identified in the Public Facilities Element.⁶⁸

Policy (i): Use the General Plan Land Use Element Tables A-1 and A-2 for sizing basic utility systems.⁶⁹

OBJECTIVE M-7: PHASED GROWTH

A Comprehensive Phasing Program (CPP) shall be prepared to ensure that infrastructure, such as roadways, public facilities and other services, is provided to commensurate with demand and to ensure that development is phased in a manner which quantitatively links development and infrastructure improvements. Adequate provisions, on a "fair share" basis, for roads, transit and other public facilities and services including, but not limited to, libraries, police, fire, parks and flood control, shall be identified within the CPP.

⁶⁸ City of Irvine General Plan Public Facilities Element Objective G-1, Policies (e-h, k-n & p-t)

⁶⁹ City of Irvine General Plan Land Use Element Objective A-5, Policy (a)

The following policies support Objective M-7:

Policy (a): To ensure that public facilities and circulation improvements are provided in a sufficient timeframe, a Comprehensive Phasing Program (CPP) shall be processed in conjunction with a developer initiated General Plan Amendment and Zone Change application for a new planning area, and refined through subsequent discretionary actions, or in conjunction with the first development plan for a rezoned undeveloped planning area, and shall address the two components noted below. The information contained in the Comprehensive Phasing Program shall be consistent with any previously established phasing requirements.

- **Infrastructure Phasing Component (IPC):** The IPC shall ensure that infrastructure is added as development proceeds. The IPC shall correlate infrastructure improvements to land use, with specific emphasis on circulation capacity and public facility needs. The IPC shall include reasonable lead time for the design and construction of specific transportation and other public facilities improvements. As appropriate, statistical data related to population, housing, land use, and employment projections may be used to determine phasing, timing, and service level standards for public facilities.
- **Development Phasing Component (DPC):** The DPC shall establish the requirement that building and grading permits shall be approved and issued in a manner that assures implementation of required transportation and public facilities

improvements. The DPC shall specify the order of improvements and the phasing of residential and nonresidential development based, at a minimum, on mitigation measures adopted in conjunction with environmental documentation and other relevant factors.

Policy (b): Irvine's Development Monitoring Program shall be used as the City's adopted guideline to assist in monitoring both infrastructure and development phasing on a yearly basis.

Policy (c): Implement the residential and nonresidential development objectives through the exercise of the City's zoning power and:

- Coordinate Land Use Element Objective A-5 and policies to maintain fiscally sound land use phasing.
- Residential and nonresidential uses shall be developed with consideration given to Circulation Element policies, where appropriate, to maintain adequate circulation capacity and infrastructure.
- Ensure that sufficient land is zoned for residential opportunities to achieve the City's quantified objectives to realize a diversity of housing types and affordability requirements, to meet the development objectives of the Housing Element, and to be compatible with non-residential objectives.

Policy (d): Ensure existing Citywide service levels associated with newly developed planning areas are not compromised over time through Comprehensive Phasing Programs that quantify existing and projected public facility service levels, and

the development of appropriate mitigation to maintain public facility service levels for the City.⁷⁰

Policy (e): Public facility performance standards shall be used to evaluate the availability of and need for public facilities for any proposed development. The performance standards are established as public facility goals and shall be utilized within the Comprehensive Phasing Program. It is not necessary that the performance standards be achieved in all circumstances. The performance standards for fire, police, libraries, flood control, parks and recreation, and schools shall be established by the agency authorized by law to provide those services at the time the development proposal is evaluated by the City.

⁷⁰ City of Irvine General Plan Land Use Element Objective A-5, (a)

OBJECTIVE M-8:

MONITORING

Monitor development and evaluate its status with respect to the General Plan and state, regional, and local cooperative planning efforts.

The following policies support Objective M-8:

Policy (a): Establish a Development Monitoring Program (DMP) in order to annually evaluate compliance with public facility and comprehensive phasing to maintain a balanced land use mix.

- Utilize studies/survey data from Objective A-1 and provide an annual monitoring report regarding the attainment of these objectives and criteria.
- Through the DMP, follow employment trends within the central/south Orange County area. This program should include close coordination with SCAG, South Coast Air Quality Management District, the County of Orange, neighboring communities and the development community.
- Monitor actual development for comparison to General Plan estimates regarding population and employment figures, and revise estimates through General Plan Land Use Element Objective A-4.

- Ensure that monitoring includes studies/surveys of Irvine's built environment to validate General Plan estimates. The studies/surveys should quantify actual employment generation rates, land use and demographic characteristics, wage earners per household, commuting patterns and other factors that influence a coordinated and complementary land use mix.

Policy (b): Report to the City Council on a regular basis on the status of General Plan objectives, including but not limited to:

- Fiscal ratios.
- Balanced land use mix.
- Circulation levels of service.
- Phasing of land uses.
- Phased dedication of open space.
- Maintenance of General Plan database.
- Circulation phasing.

Policy (c): Monitor and analyze trends with respect to the General Plan database, and recommend policy adjustments where appropriate.⁷¹

Policy (d): Monitor development and changes to the City's adopted land use plan, and through the use of a General Plan-based fiscal impact evaluation model, modify development patterns and phasing as necessary to ensure that land use decisions do not conflict with the Policy identified in the General Plan Land Use Element Objective A-4(a).⁷²

⁷¹ City of Irvine General Plan Land Use Element Objective A-4, Policy (b)

⁷² City of Irvine General Plan Land Use Element Objective A-4, Policy (a)

Policy (e): Monitor and update ITAM Trip Generation Rates as required to maintain consistency with changes in development, as well as with changes in any pertinent regional traffic model. Any changes to trip generation rates shall be analyzed to determine any effects on the Level of Service (LOS) Standards and intersection capacity standards. Such changes shall be reviewed by the Transportation and Infrastructure Commission and Planning Commission, and approved by the City Council.⁷³

RELATED OBJECTIVE NUMBERS

The following objectives are related to the Growth Management Element:

Land Use Element - A-4, A-5
Circulation Element B-1, B-2, B-3, B-4, B-6, B-7
Housing Element - C-1
Public Facilities Elements - G-1, G-2

**OBJECTIVE M-9:
MANAGEMENT OF FUNDS**

Pursue the appropriate expenditure of revenue from state, regional, and local sources to enhance transportation and public facilities and to maintain the City's eligibility for future allocations in order to expedite implementation of projects funded in whole or in part by state, regional, and local sources.

The following policy supports Objective M-9:

Policy (a): Expend Revised Traffic Improvement and Growth Management Ordinance (Measure M) revenues in a timely manner within three (3) years.

⁷³ City of Irvine General Plan Circulation Element B-1, Policy (o)