



## STAFF REPORT SAN CLEMENTE PLANNING COMMISSION

February 13, 2013

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**PLANNER:** Jeff Hook, Principal Planner

**SUBJECT:** Continued review of the Draft General Plan Mobility and Complete Streets Element ("Mobility Element" or MCSE) and Technical Background Report.

### SITUATION

On January 23<sup>rd</sup>, the Commission heard a presentation on the Draft Mobility and Complete Streets' Technical Background Report. The presentation focused on how possible land use changes in the "preferred General Plan" could affect traffic and circulation. Staff identified three objectives for the meeting:

- 1) Understand the relationship between land use assumptions and traffic impacts in key areas, for example, the effects on Level of Service (LOS) due to a possible increase in allowed floor area ratios in the Rancho San Clemente Business Park;
- 2) Provide direction to City consultants and staff on several key, transportation-related policy questions; and
- 3) Review the Draft Mobility Element's policies and implementation measures and identify changes or additions to be included in the Public Hearing Draft General Plan, to be distributed in late February or early March. The Draft Mobility is included as Attachment 1.

During last meeting's discussions and questions, it was noted that as a result of the land use changes anticipated in the "preferred General Plan", nine intersections were projected to have unacceptable levels of service, based on Stantec's recent traffic modeling results and Fehr and Peers' analysis. Of these, eight were attributable to an increase of FAR from 0.50 to 0.75 in the RSC Business Park. Impacts at the other intersection, Avenida Pico and Calle de Los Molinos, could be mitigated to acceptable levels of service through restriping. Since the meeting, Commissioner Brown raised a question regarding potential traffic impacts due to build out of Rancho Mission Viejo "Planning Area 8", approved by the County of Orange in 2005 and located just outside the northern City limit. Stantec, the City's traffic engineering consultant, included projected traffic from the Planning Area 8 as part of recent General Plan traffic modeling, assuming 20K vehicle trips/day upon build out of Planning Area 8. There is no adopted time frame or estimate by the County or the developer on when Planning Area 8 could be developed. Planning Areas 1-3 are now being developed near the Ortega Highway, near the City of San Juan Capistrano. Additional information is provided in Attachments 2 and 3 and will be addressed at the meeting.

*Policy Direction.* Tonight, the Commission should focus on completing objectives 2 and 3. As requested by the Commission, the City Engineer has summarized his comments from the last meeting and these are included as Attachment 4. The Commission should provide direction on key

## Draft Mobility and Complete Streets Element

transportation-related questions, including those listed below drawn from last meeting's Powerpoint presentation. Should the City:

1. Support an FAR increase in the RSC Business Park and plan to address the resulting traffic impacts, or retain existing FAR standards in this Focus Area?
2. Support a lowering of level of service (i.e. allow increased congestion as meeting City standards) to LOS E or better at four on/off-ramp intersections near I-5? Allow selective relaxation of the LOS D standard at other intersections where justified by traffic conditions, physical constraints or multi-modal design considerations?
3. Allow a "blanket" reduction Citywide from LOS D (current standard) to LOS E, as suggested by citizens at the last meeting to provide a legal buffer, promote Complete Streets and improve multi-modal traffic operations?
4. Eliminate the consideration of roadway segment LOS in analyzing traffic impacts and levels of service on City streets?
5. Support inclusion of "road diets" in the General Plan for further evaluation and possible implementation?
6. Identify the "Tesoro Extension" of the Foothill Transportation Corridor as a part of the City's anticipated transportation network?
7. Support language to allow a "more balanced" transportation system policy language similar to that used in the City of Newport Beach to be consistent with broad General Plan goals of environmental quality, economic vitality, quality of life, and reduced traffic congestion? (p. 158, Technical Background Report and Attachment 5)
8. Should the Draft Mobility Element include the revised Introductory Statement as noted in Attachment 7?

Other issues the Commission should consider including as part of the Mobility Element:

- a. Modal Share Shift Objectives (i.e. desired changes in percent of total trips by motor vehicles, pedestrians, public transit, and bicyclists);
- b. Electric vehicle parking and charging provisions;
- c. Updating Engineering Standards to reflect new General Plan policies;
- d. Truck routes or prohibitions;
- e. Bicycle parking requirements.

## **BACKGROUND**

The Draft Mobility and Complete Streets Element was prepared by the City's planning consultant, The Planning Center, with assistance from transportation engineering firm Fehr and Peers. The Draft Element contains policies and programs addressing a wide range of transportation needs, including facilities for motorists, bicyclists, pedestrians, public transit and rail users and skateboarders. It addresses funding, design, and construction of public streets, street intersections, sidewalks and trails to create and maintain a safe, environmentally compatible and convenient transportation system. For the first time, the Draft Element includes policies and programs that support a "complete streets, multi-modal transportation perspective" and promote walking, bicycling and other non-automobile-oriented transportation modes. As directed by the

## Draft Mobility and Complete Streets Element

City Council, the Mobility Element will also include policies and “candidate projects” from the Bicycle and Pedestrian Master Plan

### **RECOMMENDATION**

This is a preliminary Draft. The Commission should review the Draft, consider GPAC, public, and staff comments, provide direction and revise the Preliminary Draft accordingly. The Consultant will then update and combine the revised Draft with the other draft elements already reviewed by the Commission; it will then return as part of a “Public Hearing Draft General Plan” for additional Commission and public review in early 2013. Additional changes to the Draft Mobility Element and other elements will be possible then.

### *Attachments:*

1. Draft Circulation Element
2. Letter from Stantec on Planning Area 8 traffic Assumptions
3. Letter from Rancho Mission Viejo and County of Orange traffic mitigation measures (SCRIP)
4. Letter from City Engineer
5. Excerpt, City of Newport Beach General Plan Circulation Element
6. City of San Clemente Truck Route standards
7. PEDal’s recommended introductory statement

## Circulation Mobility and Complete Streets

A comprehensive transportation system provides a full range of mobility choices for all potential users. In many jurisdictions, automobile-centered transportation planning has dominated public policy and improvements with much less attention paid to transportation needs of pedestrians, bicyclists, and public transit users. The widest range of mobility choices is realized when all transportation modes are considered, rather than focusing on one mode of travel at the expense of others. This requires an efficient roadway network complemented by safe and convenient facilities for alternative modes of travel.

Like many cities, San Clemente's transportation network evolved over many years. To be effective, transportation improvements require a comprehensive, long-term perspective which considers land use, energy conservation, air quality, environmental protection and other important factors. Such improvements cannot be implemented in isolation, since there are State and ~~Federal~~ regulations that affect the design and construction of many transportation facilities. Additionally, development outside San Clemente can adversely affect the City's transportation facilities. Successful implementation of a comprehensive transportation network requires effective public outreach and close coordination with other public agencies.

[insert summary preamble paragraph from memo, with link or pop-up to main body of preamble, with ref. to complete streets mobility act and statutory authorization]

### **PRIMARY GOAL:**

A comprehensive, multimodal transportation system that provides all users with safe connections to homes, job centers, schools, community centers, open spaces, recreation areas and visitor destinations.

### **SECONDARY GOALS:**

1. Maintain accessibility and protect San Clemente's environment and natural beauty;
2. R-while reducing dependence on single-occupant use of motor vehicles;
- 1-3. A, with the goal of achieving and maintaining State and Federal health standards for air and water quality.
- 2-4. Promote transportation alternatives such as walking, riding buses and bicycles, and using carpools for all users, including those with special needs.
- 3-5. Widen and extend streets only when there is a demonstrated need and when adverse impacts of such projects can be mitigated to levels of non-significance. ~~will cause no significant, adverse environmental impacts.~~
- 4-6. Make commercial districts and recreational areas ~~the Downtown more~~ functional and enjoyable for pedestrians.

- | 5.7. Coordinate transportation planning with property owners, businesses and other affected agencies such as Orange County, Cal Trans and the State of California Parks and Recreation Agency.
- | 6.8. Reduce the need for automobile commuting through land use strategies and by promoting telecommuting and flexible work schedules.
- | 7.9. Protect wildlife habitat and corridors through environmentally-sensitive design of transportation- and drainage-related facilities.

**GOAL AND POLICY SECTIONS:**

1. Roadway System
2. Non-Automotive System
3. Transportation Safety
4. Parking
5. Freight Movement
6. Travel Demand Management

**LINKS TO REFERENCE MATERIALS AND BACKGROUND INFORMATION**

- [Existing Conditions Traffic Analysis](#)
- [Regulatory and Policy Overview](#)
- [San Clemente Bicycle and Pedestrian Master Plan](#)
- [San Clemente Climate Action Plan](#)
- [Master Plan of Arterial Highways](#)
- [Future Conditions Traffic Analysis](#)

## Roadway System

San Clemente's roadway system must meet multiple goals. It must be safe, convenient, free flowing, attractive, multi-modal and compatible with its surroundings. The roadway system must provide the necessary capacity to meet existing motor vehicle circulation needs and future needs resulting from buildout of the [Land Use Plan](#), while meeting or exceeding adopted performance standards. The public rights-of-way must also accommodate pedestrians, bicyclists, landscaping, street furniture, utilities, traffic control devices, and parking in safe and aesthetically pleasing ways.

**GOAL:** A transportation network that provides mobility and access for all modes of travel including automobiles, transit, bicyclists, pedestrians, and freight vehicles.

### POLICIES:

- C-1.1. *Roadway system.* We require the City's roadways to:
- a. safely accommodate public transit, bicyclists, skateboarders and pedestrians within the public right-of-way.
  - b. comply with Federal, State, Orange County and local standards for roadway design, maintenance and operation.
  - c. comply with Orange County Transportation Authority (OCTA) requirements for arterial highways as determined through the [Master Plan of Arterial Highways \(MPAH\)](#).
  - d. Maintain at least Level of Service (LOS) D or better at all intersections, except where multi-modal evaluation is used, where LOS E is deemed appropriate to accommodate complete streets facilities, or conditions are allowed for locations adjacent to I-5, including:
    - i. Southbound ramps at Camino De Estrella
    - ii. Northbound Ramps at Avenida Vista Hermosa
    - iii. Northbound Ramps at Avenida Pico
    - iv. Southbound Ramps at Avenida Pico
  - e. provide future capacity as called for by this Element and as shown in the Future Roadway System map
- C-1.2. *Transportation Infrastructure.* Traffic control devices and transportation infrastructure operate to serve the needs of all roadway users, including motorists, public transit, pedestrians and cyclists.
- C-1.3. *Level of Service.* We evaluate roadway performance from a multi-modal, Complete Streets perspective.
- C-1.4. *Development project impacts.* We require development projects to analyze potential off-site traffic impacts and related environmental impacts



through the CEQA process and to mitigate adverse impacts to less-than-significant levels.

C-1.5. *Intersection Improvements.* We evaluate impacts of intersection improvements on all modes of travel including bicyclists, pedestrians, and transit.

C-1.6. *Driveway Access Points.* We require driveway access points onto arterial roadways be minimized and located to ensure the smooth and safe flow of vehicles and bicycles.

C-1.7. *Transportation Monitoring.* We perform regular monitoring of the transportation system and the travel needs and behavior of residents and visitors to guide transportation decisions.

~~C-1.8. —~~ *Transportation Mode Choice.* We actively work to reduce automobile use based on locally collected data and goals set through a collaborative process involving City staff, residents and other stakeholders. ~~Goals for changes in each mode of travel include:~~

~~a. Transit Trips: 25% increase in the percentage of San Clemente residents commuting to work via transit at the buildout of the General Plan.~~

~~b. Carpool Trips: 25% increase in the percentage of San Clemente residents commuting to work via carpooling at the buildout of the General Plan.~~

~~c. Bicycle Trips: 200% increase in the number of persons making trips using bicycles at the build out of the General Plan. An interim goal of a 100% increase in the number of bicycle trips is identified by 2025.~~

~~d. Walking Trips: 100% increase in the number of San Clemente residents who walk to work at the buildout of the General Plan.~~

~~C-1.9-C-1.8. —~~ *Regional Coordination.* We participate in the planning of regional roadway improvements ~~such as interchange improvements along I-5, the extension of the SR-241, and other major freeway and arterial improvements.~~

C-1.9. — *Innovative Design.* We will consider use of innovative traffic design features, such as but not limited to Intelligent Transportation System improvements, intersection roundabouts, midblock and corner bulbouts, and road diets where such changes can improve right-of-way safety, multi-modal service and appearance and where they are compatible with surrounding land uses.

C-1.10. — *Transportation Infrastructure Design.* In designing transportation facilities such as bridges, retaining walls and related transportation facilities, the city applies design guidelines to maintain high quality design, compatible with community aesthetics.

C-1.11. *Design Integration.* City will ensure that development projects and subdivisions are designed and/or retrofitted to incorporate and be efficiently served by public transit, pedestrian and bicycle facilities.

C-1.12. *Neighborhood-Serving Uses.* Consistent with the Land Use Element, we encourage compatible, neighborhood-serving commercial uses, schools, churches,

parks and recreational areas near residential neighborhoods so they can be conveniently reached by pedestrians or bicyclists.

- C-1.13. *Residential Quality.* Protect the quality of residential areas by achieving quiet and by reducing or controlling traffic routing, volumes and speeds on residential neighborhood streets.
- C-1.14. *Transportation Technological Advancement.* We solicit ideas from private industry and other public agencies for the development and implementation of innovative transportation technologies in San Clemente.
- C-1.15. *Alternative Paving Treatments.* We support the use of alternate paving materials for public streets, highways, rail beds and other transportation corridors where they can help achieve other General Plan goals, such as noise reduction, beautification, improved fuel efficiency, and safety.
- C-1.16. *Streetscapes and Major Roadways.* In the acquisition, design, construction or significant modification of major roadways (highways / regional routes and arterial streets), the City will promote the creation and maintenance of “streetscapes” and linear scenic parkways or corridors that promote the City’s visual quality and character, enhance adjacent uses, and integrate roadways with surrounding districts. To accomplish this, the City will:
- a. Implement the Master Landscape Plan for Scenic Corridors;
  - b. Encourage the creation and maintenance median planters and widened parkway plantings;
  - c. Retain healthy, mature trees in the public right-of-way, where feasible;
  - d. Emphasize the planting and maintaining California Native tree species of sufficient height, spread, form and horticultural characteristics to create the desired streetscape canopy, shade, buffering from adjacent uses, and other desired streetscape characteristics.
  - e. Encourage the use of water-conserving landscaping, street furniture, decorative lighting and paving, arcaded walkways, public art, and other pedestrian-oriented features to enhance the streetscape appearance, comfort and safety.
  - f. Encourage and where possible, require undergrounding or stealthing of overhead utility lines, cellular facilities and related structures.
  - g. When possible, consolidate signs in the public right-of-way to reduce sign clutter, improve sight distance, maintain or improve safe access and reduce costs.
  - h. Design and locate street lighting with shielding or “cutoffs” to prevent glare, avoid excess lighting and preserve dark night time skies [add link].
- C-1.17. *Traffic Calming.* We design the circulation system serving new developments in such a way to minimize through traffic in all residential neighborhoods.



- C-1.18. *Street Redesign.* We seek opportunities to redesign streets so that they are compatible with the existing neighborhood context and the Community's vision of the future.
- C-1.19. *Street Widening Alternatives.* We consider alternatives to street widening first, such as improvements to locations which exceed the LOS threshold—including signal timing changes and improvements to non-automotive facilities prior to implementing roadway and intersection expansion. [combine with related policy above]
- C-1.20. *Deferred Improvements.* Should the City defer construction of street improvements as part of any new development approval, the property owner may be required to sign an agreement to participate in the future installation of the improvements when a more complete street improvement project is feasible. [check for duplication with BPMP; review with City Attorney]
- C-1.21. *Regional Transportation Demand Management (TDM).* We support regional efforts by the South Coast Air Quality Management District (AQMD), OCTA, and other agencies to maintain and expand regional programs designed to reduce commuting by single driver autos.
- C-1.22. *TDM Financial Incentives.* We encourage businesses to offer financial incentives to their employees including subsidized transit, carpool/vanpool programs, bike to work programs, parking cash-out programs, or some combinations of the incentives.
- C-1.23. *Telecommuting.* We support the use of private tele-work centers, satellite offices, or other forms of virtual work environments
- C-1.24. *TDM in Development Review.* We encourage on-site features in all new non-residential developments that support TDM. Potential features may include preferred rideshare parking, car sharing vehicles, on-site food service, exercise facilities.
- C-1.25. *Regional Access to Avenida Pico.* We limit vehicular additional traffic on Avenida Pico from adjacent developments such as Rancho Mission Viejo to beyond those levels associated with the current County entitlements in effect in 2013 entitlements. Any additional costs associated with improving Avenida Pico based on revisions to these entitlements will be the responsibility of RMV instead of the City of San Clemente.

[carry forward scenic highways polices from current gp; add ecr]

## GENERAL PLAN FIGURES

- Roadway System Map

## ADDITIONAL LINKS:

1. [Zoning Code, Chapter 17.76, Trip Reduction and Transportation Demand Management](#)

2. Master Plan of Arterial Highways
3. Orange County Transportation Authority Commuter Services  
(<http://www.octa.net/STR2011.aspx>)
- 4.

## Non-Automotive Transportation System

A transportation system that meets users' needs requires bicycle, pedestrian, rail and transit facilities. In addition to providing more travel options, alternative transportation modes have significant co-benefits including reduced fuel usage and emissions, health and recreation benefits, reduced traffic congestion and other quality of life benefits.

Increasing the community's use of alternative travel modes can mean changes to long-standing habits or behaviors. Thus, it requires more effort than merely building new facilities or expanding existing ones. It requires public outreach and education to promote these alternative modes and promote their safe use.

**GOAL:** An interconnected network of bicycle, pedestrian, skateboard, rail and transit facilities that encourage non-automotive travel.

### POLICIES:

- C-2.1. *Bicycle and Pedestrian Network.* We plan, implement and maintain a comprehensive bicycle network pursuant to the San Clemente Bicycle and Pedestrian Master Plan.
- C-2.2. *Design Standards.* In determining the appropriate standard to apply to a given situation, the City will seek to maximize cyclists' and pedestrians' safety, comfort and convenience.
- C-2.3. *Bicycle Friendly Streets.* We consider every public street in San Clemente as a street that cyclists could use and employ bicycle-friendly design using new technologies and innovative treatments, as appropriate
- C-2.4. *Bicycle Usage.* We encourage and support the use of bicycles in conjunction with other forms of transportation.
- C-2.5. *Walking and Biking Trips.* We encourage city staff, employees, residents and visitors to walk and bicycle as often as possible.
- C-2.6. *Intersections and Crossing Locations.* We utilize Federal and State guidelines and standards for traffic operations, signal timing, geometric design, Universal Access (ADA) and roadway maintenance that facilitate walking and bicycling at intersections and other key crossing locations.
- C-2.7. *Regional Bicycle and Pedestrian Coordination.* We coordinate regional trail and bicycle planning, acquisition and development efforts with adjacent jurisdictions.
- C-2.8. *External Linkages.* We link regional and/or community bicycle and pedestrian routes in the City to existing and proposed routes in adjacent jurisdictions.
- C-2.9. *Maintenance and Hazard Monitoring.* We routinely maintain all bicycle facilities and monitor for hazards.

- C-2.10. *Bicycle Design Standards.* We utilize Caltrans Chapter 1000 standards and other guidelines as appropriate to design bicycle facilities to reduce slopes, sharp curves and interference with vegetation, pedestrians and motor vehicle traffic (See Caltrans Highway Design Manual Chapter 1000)
- C-2.11. *Active Transportation Linkages to Schools.* We assign high priority to the improvement and maintenance of active transportation infrastructure within one half mile of San Clemente schools.
- C-2.12. *Grant Funding.* We pursue Federal, State, County, regional and other funding opportunities to increase bicycle and pedestrian mode share percentages, improve transportation system performance, and to improve air quality through a balanced, multi-modal transportation system.
- C-2.13. *Non-Automotive Transportation Co-Benefits.* We utilize non-automotive transportation solutions as a tool for achieving economic development and environmental sustainability goals.
- C-2.14. *Pedestrian Facilities.* All new streets shall provide for the adequate and safe movement of pedestrians, in compliance with the Americans With Disabilities Act (ADA) [verify wording with P/W and consultant]
- C-2.15. *Accessible Pedestrian Facilities.* All new streets shall have provisions for the adequate and safe movement of pedestrians, including improvements for the elderly and disabled.
- C-2.16. *Sidewalks.* Sidewalks are desirable in all areas, including coastal areas where at minimum it may only be feasible to place a sidewalk on one side of the street.
- C-2.17. *Accessible Transit.* We provide pedestrian access to all transit facilities and maintain pedestrian facilities so that they are safe, attractive and well lit.
- C-2.18. *Bicycle Facilities.* We require that bicycle facilities be incorporated into development projects, land use plans and capital improvement projects, including:
- a. end of trip facilities (bicycle lockers, showers, and changing rooms) within new, non-residential development projects;
  - b. new and existing City-owned facilities with employees and public visitors;
  - c. bicycle parking within new multi-family and non-residential sites;
  - d. publicly accessible bicycle parking in the public right-of-way; and
  - e. wayfinding signage for all publicly owned or maintained bicycle routes.
- C-2.19. *Skateboarding.* We recognize skateboarding as a viable transportation mode and take measures to plan for and safely accommodate skateboarding where compatible with pedestrians and cyclists.
- C-2.20. *Rail Facilities and Programs.* We support the retention of passenger rail facilities at North Beach and in the Pier Bowl to help meet inter-city and regional transportation needs. [include policy/program on interim noise reduction

measures such as wayside horns and long term implementation of a Quiet Zone through the entire SC rail corridor.]

C-2.21. *Regional Rail Service.* We support the expansion of Metrolink and Amtrak service by the **Southern California Regional Rail Authority, OCTA, and other** agencies to enhance regional transit accessibility for San Clemente residents, employees, and visitors.

C-2.22. *Coordinated Land Use Planning for Transit.* We encourage higher density, mixed-use development in areas with existing and planned transit service.

C-2.23. *Transit Service.* We support the maintenance of existing bus service by OCTA to ensure that all residents have access to adequate and safe transit.

C-2.24. *Senior and Disabled Public Transit.* We support the provision of appropriate and cost-effective transit services for those who are unable to drive by coordinating with regional transit providers, non-profit service providers, private services, and community-based services.

C-2.25. *Transit Priority in Development Review Process.* We encourage future development to encourage transit ridership by promoting bus turnouts, passenger shelters, transportation kiosks, pedestrian connections to transit, and other measures.

## GENERAL PLAN FIGURES

- [Bikeways Map](#)

## LINKS TO OTHER GENERAL PLAN CONTENT:

- [Land Use Element, Focus Areas](#)
- [Urban Design Element](#)

## ADDITIONAL LINKS:

- [San Clemente Bicycle and Pedestrian Master Plan](#)
- [Orange County Transit Authority](#)
- [Metrolink](#)
- [Complete Streets Guidelines \(California Office of Planning & Research\)](#)

## Safety

To encourage non-motorized travel and protect all travelers' safety, San Clemente will use a combination of roadway improvements, urban design strategies, quality bicycle and pedestrian facilities, education/awareness programs, and traffic code enforcement.

**GOAL:** A transportation system that facilitates safe travel by all modes of travel.

### POLICIES:

- C-3.1. *Connected Roadway Network.* We require development or redevelopment projects to connect to and where necessary, improve local streets to allow travel by all modes and ensure connectivity with the larger City-wide roadway network.
- C-3.2. *Complete Streets Roadway Standards.* We require that pedestrian, vehicular, and bicycle circulation on public and private property be coordinated and designed to maximize safety, comfort and aesthetics and to be consistent with Federal, State, and Orange County laws and standards.
- C-3.3. *Safe Routes to School.* We collaborate with the Capistrano Unified School District and private schools to identify and implement safety measures to improve safe travel to and from schools for students, parents, residents and school employees.
- C-3.4. *Slow Traffic.* We use a combination of traffic calming measures, speed limits, and traffic code enforcement to slow traffic where non-motorized travel is encouraged.
- C-3.5. *Safety Awareness Program.* We encourage and support the creation of a comprehensive safety awareness program for pedestrians, skateboarders, cyclists, and motorists which addresses proper riding behavior, wearing helmets, using lights, and other issues as appropriate.
- C-3.6. *Emergency Response.* We manage the transportation system to balance emergency response time and evacuation needs with other community concerns such as Urban Design and traffic calming.

### LINKS TO OTHER GENERAL PLAN CONTENT:

- [Urban Design Element \(additional design policies related to bicycle, pedestrian and transit environments\)](#)

### ADDITIONAL LINKS:

- [San Clemente Bicycle and Pedestrian Master Plan](#)
- [Complete Streets Guidelines \(California Office of Planning & Research\)](#)



## Parking

Parking facilities are essential facilities for most types of land uses. The location and availability of parking can influence travel choices. For example, reducing the level of available parking has been shown to reduce vehicle travel and increase biking, walking, and transit use. To strike a balance between the provision of adequate parking to meet residential and business needs and the goal of improving non-motorized travel options, San Clemente strives to provide an appropriate level of “right-sized” parking facilities.

For example, shared parking concepts allow parking spaces to be used by more than one type of user at different times of the day. This can provide more efficient utilization of parking spaces over predictable cycles of the day, week or year. Another strategy is to provide comprehensive and routine management of parking in key destination areas of San Clemente, like the Del Mar/T-Zone, North Beach, and the Pier Bowl.

**GOAL:** A parking system which provides an appropriate level of multi-modal parking supply in public and private parking areas.

### POLICIES:

- C-4.1. *Shared Parking.* We require mixed-use and multiple use developments to implement shared parking techniques for complementary land uses.
- C-4.2. *Parking Management.* We manage and regularly monitor and evaluate public and private parking resources in key destination areas within the City.
- C-4.3. *Parking Demand.* We reduce parking demand by improving transit, bicycle and pedestrian mobility, particularly to and from our key destination areas.
- C-4.4. *Alternative Parking Strategies.* We consider alternative parking strategies that address multi-modal parking needs and improve land use efficiency and environmental quality.

### LINKS TO OTHER GENERAL PLAN CONTENT:

- [Urban Design Element](#)
- [Land Use Element, Focus Areas](#)

### LINKS TO OTHER GENERAL PLAN CONTENT:

- [Zoning Code, Chapter 17.64, Parking and Access Standards](#)

## Freight Movement

Freight vehicles are an integral aspect of the transportation network and are crucial to the economic vitality of any city. A key consideration is to manage freight vehicle traffic to limit negative impacts to City residents and employees. Established truck routes allow truck traffic to flow efficiently and minimize the possible exposure of people in sensitive areas, such as residential neighborhoods, hospitals and schools, to accidents involving trucks, high noise levels, and diesel emissions. In addition, guiding truck traffic to designated routes minimizes impacts and maintenance demands on roadways not designated for truck traffic.

**GOAL:** A transportation system which accommodates the safe and efficient movement of freight vehicles on appropriate routes.

### POLICIES:

- C-5.1. *Designated Truck Routes.* We identify, implement, and maintain a system of truck routes within the City that allow efficient freight movement while minimizing negative impacts on local roads and noise-sensitive land uses.
- C-5.2. *Truck Route Monitoring.* We periodically review and update designated truck routes to ensure efficiency and limit negative impacts on residential areas and other sensitive land uses.
- C-5.3. *Freight Corridor Maintenance.* We provide pavement maintenance and routine sign replacement on designated freight corridors under the jurisdiction of the City.
- C-5.4. *Parking and Loading.* We encourage business owners to schedule deliveries during off-peak periods to limit freight impacts on other modes of travel.
- C-5.5. *Hazardous Materials Transport.* We coordinate with the State and ~~Federalef California and other~~ agencies to limit transportation of hazardous materials through the City.

### GENERAL PLAN FIGURES:

- Designated Truck Routes

## Circulation Implementation Measures

1. Conduct regular surveys of City residents to identify preferences and behavior and report on the survey results to the City Council to benchmark travel behavior
2. Consider establishing a Complete Streets Mobility Committee to assist the City with grant writing and implementation of the BPMP.
3. Implement the Bicycle and Pedestrian Master Plan. (Please refer to the Plan for detailed implementation measures).
4. Implement the Candidate Projects in the Bicycle and Pedestrian Master Plan subject to more detailed engineering studies
5. Implement the following roadway improvements based on the Circulation Element Roadways Map:
  - a. La Pata Extension
  - b. Camino Del Rio Extension
6. Implement the following intersection improvements based on the analysis of buildout conditions associated with the Land Use Plan [NOTE: the following measures are contingent upon the ultimate adoption of the Land Use Plan as is. Additional land use changes to reduce ADT and Level of Service impacts would eliminate or change some of the following measures.]:
  - a. Construct the La Pata/Camino Del Rio intersection to have 3 receiving lanes in the Southbound direction
  - b. Restripe the La Pata/Avenida Vista Hermosa intersection to convert one Eastbound Through Lane to an Eastbound Left Turn Lane. The Eastbound Right Turn Lane existing in December 2012 will be converted to an Eastbound Through Lane. Traffic signal modifications will be required to implement this improvement.
  - c. Widen the intersection of Camino Vera Cruz and Avenida Vista Hermosa to provide additional Eastbound and Westbound Through Lanes. Widen the Northbound approach to add an additional Northbound Left Turn Lane.
  - d. Widen the intersection of Frontera and Avenida Vista Hermosa to provide an additional Eastbound Through Lane and restripe the Eastbound Right Turn Lane to an Eastbound Through Lane. Traffic signal modifications will also be required to implement this improvement.
  - e. Widen the La Pata/Avenida Pico intersection to provide an additional Westbound Through lane and receiving lane on the departing approach.
  - f. Widen the Calle Amancer/Avenida Pico intersection to provide 2 Southbound Through Lanes, 2 Northbound Left Turn Lanes and 1 Northbound Right-Turn Lane. Restripe a Westbound Through Lane to a Westbound Left Turn Lane. Restripe the Eastbound Left Turn Lane to

and Eastbound Through Lane. Convert existing Eastbound Right Turn Lane to free right operations.

- g. Widen the Avenida Presidio/Avenida Pico intersection to provide 4 Eastbound Through Lanes, A Westbound Left Turn Lane, and two Southbound receiving lanes to accommodate the additional Westbound Left Turn Lane. Restripe the Eastbound Right Turn Lane to an Eastbound Through Lane. Restripe the Southbound Through Lane to Southbound Left Turn Lane. Also, restripe the Southbound Right-Turn Lane to a Southbound Through Lane.
- h. Restripe the Camino De Los Molinos and Avenida Pico intersection to have one Northbound Through Left Turn Lane and one shared Northbound Through/Right Turn Lane.

- 7. Update the Municipal Code to require end of trip facilities, such as lockers, showers and enclosed bicycle parking, within non-residential sites and bicycle parking within multi-family and non-residential sites. [make consistent with PC's action]
- 8. Develop, operate and maintain a comprehensive trail system through San Clemente's open spaces.
- 9. Work with OCTA to identify shelter options to ensure adequate safety and comfort for transit users and encourage OCTA to provide bus shelters at all bus stops on El Camino Real, Camino De Los Mares, and Avenida Pico. .
- 10. Prepare feasibility study for a shuttle service connecting North Beach, Del Mar/T-Zone, Pier Bowl, and other major commercial areas within the City.
- 11. Develop and incorporate~~Study the feasibility of incorporating~~ a Multi-Modal Level of Service (LOS) or other metric to evaluate multi-modal facilities performance into future traffic studies.
- 12. Prepare/update parking management plans for key destination areas (e.g., North Beach, Del Mar/T-Zone and Pier Bowl).
- 13. Update the Master Landscape Plan for Scenic Corridors.

*Note: The above measures are those in addition to the extensive list of implementation measures identified in the Bicycle and Pedestrian Master Plan. In addition, future roadway network improvements will be identified following the completion of the traffic analysis.*

## Memo

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To:	Tom Frank City of San Clemente	From:	Krys Saldivar Stantec Irvine
File:	6950mem.docx	Date:	October 10, 2012

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**Reference: Rancho Mission Viejo Planning Area 8 Traffic Model Assumptions**

Stantec has carried out a thorough review of the assumptions in the traffic model forecasts that have been included in the General Plan update currently being undertaken. Our review focused on the assumptions in Planning Area 8 in the San Clemente Traffic Model. This area is just east of the city limits and is represented in the traffic model as 21,000 average daily trips (ADT) and not as land uses or socioeconomic data. The ADT volume is based on the South County Sub-Area Model (SCSAM) baseline traffic assignment and does not include an internal capture of 27 percent (i.e., trips that stay within Area 8 due to the mixed uses of residential, retail and employment) which is also taken from SCSAM.

Using Austin-Foust's letter dated February 15, 2006, as a guide for ADT trip rates, the trip generation for the Area 8 land uses presented in Rancho Mission Viejo's letter dated November 9, 2011, is around 27,000 ADT assuming single family for the additional 331 units since it has the higher trip rate. After applying the internal capture, the result is around 20,000 ADT that would actually be assigned on to the street system. Therefore the current traffic model slightly overstates the trip generation for Area 8 by 1,000 ADT. This difference when translated to peak hour is not significant enough to affect the traffic findings.

**Stantec Consulting Services Inc.**

Krys Saldivar  
Principal, Transportation Planning  
krys.saldivar@stantec.com

NOV 14 2011

SAN CLEMENTE  
PLANNING DIVISION

## RANCHO MISSION VIEJO

November 9, 2011

Brenda Wisneski, Principal Planner  
Community Development  
City of San Clemente  
910 Calle Negocio Suite 100  
San Clemente, CA 92673

Subject: Rancho Mission Viejo Project Information for the General Plan Advisory Committee

Dear Ms. Wisneski,

The purpose of this letter is to provide basic entitlement information for Planning Area 8 of the Rancho Mission Viejo project. As you recall we had met with the General Plan Advisory Committee in December of last year and answered questions regarding our current entitlements with the County of Orange. We thought this summary of information regarding Planning Area 8 of the Ranch Plan would be helpful in your continued general plan analysis work.

### Entitlement History

The adjoining Rancho Mission Viejo property to the east of the City of San Clemente was modified in November of 2004 with changes from open space and agricultural to a master planned community. The Ranch Plan project updated the County General Plan with an amendment. Planning Area 8, a proposed development area immediately adjacent San Clemente was designated *Suburban Residential* permitting certain residential and non-residential uses. The General Plan Elements and Plans that were amended with Ranch Plan components included the *Land Use Element, Transportation Element, Circulation Plan, Bikeways Plan, Scenic Highway Plan* and *Resources Element*.

The 2004 approval of the Ranch Plan also included a zone change to Planned Community (PC) and regulated through the *Ranch Plan Planned Community Program Text* adopted by the County Board of Supervisors as an ordinance which provides the rules and procedures necessary for implementing General Plan goals and policies. Two components of *Ranch Plan Planned community Program Text*, the *Statistical Table* and *Development Map* were adopted by the Planning Commission as a resolution to permit internal changes and adjustments over time but within the limits established for the Ranch Plan. For Planning Area 8, 1,200 residential dwelling units on 922 acres were identified as *Residential*, 10 acres or 100,000 square feet of *Neighborhood Center*, 80 acres or 1,220,000 square feet of *Business Park* and 25 acres of *Golf Resort* were designated.



Finally, the 2004 approvals included a *Development Agreement*, a binding agreement between County and RMV for entitlement certainty and added public facility benefits.

Following the November 2004 approval, the Ranch Plan project was challenged by the City of San Clemente, the City of Mission Viejo and the Natural Resources Defense Council et al resulting in *Settle Agreements* pertaining to Planning Area 8 as follows:

Natural Resources Defense Council et al (effective August 16, 2005)

Agreement between County, Rancho Mission Viejo, Natural Resources Defense Council, Endangered Habitats League, Sea and Sage Audubon Society, Laguna Greenbelt Inc, and Sierra Club that provides RMV with the ability to develop Planning Areas 1-5, and 8 subject to certain restrictions applicable to Planning Areas 4 and 8, plant an additional 50 acres of orchards and conduct certain ranching and other named activities on the remaining open space that is to be perpetually protected.

City of San Clemente (effective December 8, 2004)

Agreement between Rancho Mission Viejo and the City of San Clemente provides that RMV will not transfer residential density from the San Juan Creek Watershed (Planning Areas 1 through 5) to the density allocated in the approved 2004 Ranch Plan PC Zoning Statistical Table for the San Mateo Creek Watershed (Planning Areas 6 through 9). Further, that the City will not challenge any transfer of residential density within the San Mateo Creek Watershed (Planning Areas 6 through 9) that is ten percent or less of the San Mateo Watershed allocated residential density in the 2004 approved Ranch Plan PC Zoning, as further outlined as maximum development thresholds below. The Agreement also required RMV to complete a recreational facilities study. That study was prepared and submitted to the City on January 31, 2006.

Maximum Overall Ranch Plan Development Thresholds

The Ranch Plan *PC Zoning* as well as a *Development Agreement* and subsequent *Settlement Agreements, subsequent amendments* and other agency permits have established maximum development thresholds and parameters for the overall 22,683 acre Ranch Plan area (the Plan was originally 22,815 acres, but a portion of the property was sold to the City of San Juan Capistrano and subsequently annexed into the City). These maximum development thresholds are contained in the *Ranch Plan PC Zoning Statistical Table and Development Map* (Amended February 23, 2011 for Planning Area 1 and an annexed portion of land by the City of San Juan Capistrano) and are summarized as follows:

- 14,000 dwelling units (including a range of densities and 6,000 age restricted units)
- 5.2 million square feet of employment uses (commercial, business, urban center, etc.)
- 5,768 acres of total development area (within six development *Planning Areas*)
- 16,915 acres of total open space (permanent open space for conservation purposes and orchards)

Maximum Planning Area 8 Development Thresholds

The current regulatory framework does allow for reallocation of current uses designated with the Ranch Plan and Planning Area 8 as fully contemplated as part of the *Ranch Plan PC Zoning* but

limited by the *Natural Resources Defense Council et al and the City of San Clemente Settlement Agreements* as follows:

1771 maximum dwelling units of *Residential Use* (not to exceed 10% or 161 dwelling units over the 1610 allocated dwelling units for Planning Areas 6 through 9)

500 acre maximum development area within the Planning Area 8 area with location and configuration determined by RMV

Completion of 5 years of monitoring and telemetry studies assessing population, habitat and home range of the arroyo toad

10 acres or 100,000 square feet of *Neighborhood Center Use*

80 acres or 1,220,000 square feet of *Business Park Use*

25 acres of *Golf Resort Use*

We hope this information is helpful to the continuing decision making process. Please contact us should you have questions or need further information about the Ranch Plan project.

Sincerely,



Sam J. Couch  
Vice President, Planning & Entitlement

South County Roadway Improvement Program  
(SCRIP)

[Part I]

– County of Orange –

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# **SOUTH COUNTY ROADWAY IMPROVEMENT PROGRAM (SCRIP) – PART I**

## **I. INTRODUCTION AND PROGRAM OVERVIEW**

The South County Roadway Improvement Program (SCRIP), establishes a comprehensive framework for implementing transportation improvements throughout an “area of benefit” in south Orange County, as defined below. The SCRIP will be adopted by the County concurrently with the approval of the General Plan Amendment/Zone Change (“GPA/ZC”) for that project proposed by Rancho Mission Viejo (RMV) and commonly referred to as the “Ranch Plan,” and will establish the basic procedural and administrative protocols for implementing the transportation improvement program outlined in the Ranch Plan EIR (EIR No. 589). Participation in the SCRIP will be a condition of approval for the Ranch Plan development. RMV also will enter into a development agreement (Ranch Plan Development Agreement) with the County that, among other things, will describe RMV’s further commitment to the SCRIP over and above its fair share obligations pursuant to the GPA/ZC conditions of approval. In the future, the scope of the SCRIP could be expanded to include transportation improvements beyond those to be implemented in conjunction with the Ranch Plan project.

The SCRIP includes a funding program that is intended to complement, not replace, existing road fee programs in the south Orange County area. These existing fee programs include the Major Thoroughfare and Bridge Fee Program for the San Joaquin Hills and Foothill/Eastern Transportation Corridors established by the Orange County Board of Supervisors in October 1984. That program, now implemented by the Transportation Corridor Agencies, establishes developer obligations for the financing of the Transportation Corridors and is separate from the SCRIP.

### Local and Regional Improvements

The SCRIP identifies three categories of road system improvements for construction: (1) “local County improvements” (improvements to arterials, including intersections and widening) within the County’s jurisdiction, (2) “local City improvements” within one or more cities’ jurisdictions, and (3) “regional improvements” (improvements to state highway facilities). These improvements (collectively, the “SCRIP Improvements”) are identified in the SCRIP and will be implemented consistent with the Ranch Plan Improvement Phasing Plan (Table 4 attached) with the goal of maintaining specified LOS goals/conditions at certain identified locations significantly impacted by traffic from the Ranch Plan project and other projects.

### SCRIP Part 1

The SCRIP will be adopted in two parts. Part 1, which is described herein and which is the subject of the County’s present action, sets forth the overall goals and objectives of the SCRIP, defines the area of benefit, and establishes the basic procedural and administrative protocols to be followed in carrying out the program. The adoption of Part 1 of the SCRIP by the County also provides a complete framework for (1) implementing the transportation improvement program outlined in the Ranch Plan EIR and Ranch Plan Development Agreement for local County improvements, and (2) funding and completing certain other local City and regional improvements that are to be funded whether or not the affected cities/agencies elect to participate in the SCRIP. This framework includes mechanisms for determining the amount and timing of payments of monies committed by the Ranch Plan, and the methods for applying these monies towards the specified improvements.

It should be noted that, for those improvements located outside the County's jurisdiction, implementation will be contingent on the County reaching agreement with the affected cities/agencies. Thus, all monies collected for their funding will be held by the County in a trust account until the affected city/cities and/or agency/agencies (as applicable) has/have entered into an agreement with the County regarding implementation of the improvement(s). If an agreement for any improvement has not been reached with the affected city/agency within 15 years of the effective date of the SCRIP, the County will thereafter endeavor to enter into an agreement with OCTA that will provide for the application of the monies collected for those improvements towards regional improvements within the Area of Benefit.

### SCRIP Part 2

Part 2 of the SCRIP, when adopted, would complement Part 1 with regard to (1) the identified local City improvements that require the participation of the cities located within the Area of Benefit for their full funding and implementation (i.e., improvements that require additional funding from public sources to supplement Ranch Plan funding), and (2) the identified regional improvements that require the participation of Caltrans and/or OCTA and/or the TCA and/or the cities for their full funding and implementation (i.e., improvements that require additional funding from public sources to supplement Ranch Plan funding). The specific mechanisms for funding the unfunded portion of any of the local City or regional improvements would be articulated as part of SCRIP Part 2. The adoption of Part 2 of the SCRIP will therefore be contingent upon the cities and agencies, as applicable, agreeing to participate in the SCRIP and reaching agreement with them on any required supplemental inter-jurisdictional implementing procedures. Discussions with the cities and agencies regarding their potential participation in SCRIP are already underway and the County's goal is to be in a position for the Board of Supervisors, and the cities and agencies, to adopt Part 2 of the SCRIP within twelve (12) months following the adoption of SCRIP Part 1 and approval of the Ranch Plan GPA/ZC.

## **II. BACKGROUND/LEGAL AUTHORITY**

California Constitution Article 11, Section 7 and Government Code Sections 50029 and 66484.3 permit the establishment of local ordinances to require payment of fees as a condition of approval of a final map or as a condition of issuing a building permit for purposes of defraying the actual or estimated costs of constructing bridges over waterways, railways, freeways and canyons, or constructing major thoroughfares.

Pursuant to the above provisions of the Government Code, the Board of Supervisors adopted Section 7-9-316 of the Orange County Codified Ordinances providing for the establishment of major thoroughfare and bridge construction fees to be paid by subdividers and building permit applicants in the County of Orange.

The SCRIP is being enacted pursuant to the above-described legal authority.

## **III. AREA OF BENEFIT**

The area of benefit ("Area of Benefit") includes portions of the Cities of San Juan Capistrano, Mission Viejo, San Clemente and Laguna Niguel, plus certain developed and undeveloped unincorporated areas in south Orange County (see Figure 1 attached). Within this Area of Benefit, transportation improvements have been identified for all locations at which significant cumulative impacts were identified in the Ranch Plan EIR. The improvements and their locations are described in Table 1 (attached).



It is expected that, ultimately, the SCRIP Area of Benefit may be divided into zones, with one zone for each participating jurisdiction. Each zone will be expected to support the funding/implementation of local improvements within the zone, and to participate in the funding of regional improvements within the zone, pursuant to the SCRIP. It is anticipated that all affected jurisdictions within the Area of Benefit will adopt and participate in the program. With the adoption of Part 1, a zone for the County jurisdiction will be established. Other zones will be created with the adoption of Part 2.

#### **IV. GOALS AND OBJECTIVES OF THE SCRIP**

The following are the goals and objectives of the SCRIP:

- To secure full funding for circulation improvements identified in the SCRIP.
- To establish an improvement phasing plan that is consistent with the Ranch Plan development milestones.
- To implement transportation improvements in a timely manner with the goal of maintaining service goals/policies of the affected jurisdictions at the identified locations.
- To establish an equitable cost for equivalent units of development that is applied to development in the Area of Benefit.
- To establish a development and traffic monitoring program to allow the Ranch Plan EIR traffic assumptions to be tracked.
- To establish funding partnerships between affected jurisdictions and regional planning and funding agencies (OCTA, Caltrans, etc.) in order to finance and implement regional traffic improvements within the Area of Benefit.

In summary, the overall goal of the SCRIP is to implement identified transportation improvements in a coordinated and timely manner, anticipating and monitoring growth (through development monitoring procedures) so that the improvements are in place to serve the Ranch Plan and other development as it occurs. The SCRIP will thereby mitigate the future traffic impacts of the Ranch Plan and of other growth in the Area of Benefit.

#### **V. PROCEDURES AND PROTOCOLS**

The SCRIP includes a number of procedural and administrative actions and protocols that define the manner in which development will be monitored, and how associated transportation improvements will be identified and implemented. These can be summarized as follows: [Note: All of the following procedures and protocols are established as part of SCRIP Part 1 and are of general application for the entire SCRIP program (both Part 1 and Part 2), except as otherwise noted.]

1. **List of SCRIP Improvements.** The overall transportation improvement program will primarily consist of (a) the improvements comprising the cumulative mitigation measures set out in the Ranch Plan EIR (and formalized in the conditions of development approval for the Ranch Plan), (b) the public benefits set forth in Exhibit D to the Ranch Plan Development Agreement, and/or (c) those supplemental improvements proposed by the participants pursuant to the SCRIP. The list will include:

- Roadway Segments
- Intersections
- State Highway Facilities

The SCRIP Improvements are listed and described in Table 1. Their locations are shown in Figure 2. It should be understood that, in fully defining and implementing the SCRIP, the listed improvements may be refined/modified; for example, in response to jurisdictional requests, in accordance with the provisions regarding consideration of alternative improvements (see No. 9 below).

Also, upon request by a city, the County could consider declaring any local improvement in that city a "County facility." In that event, the County would have responsibility for the implementation of that improvement. The declaration of an improvement as a County facility would be contingent on (1) the County reaching a mutually agreeable arrangement with the city and (2) approval of the agreement by the Board of Supervisors and the applicable city council.



[Note: For any improvements that have not yet been included in CEQA documentation, the formal inclusion of said improvements in the SCRIP will be contingent on completing any required supplemental CEQA review and/or documentation. Furthermore, it is understood that additional environmental review and/or documentation may be required when the final design of improvements is completed.]

2. **Cost of Improvements.** Cost estimates will be prepared for the listed improvements, and will include all costs associated with implementing each improvement (including planning, environmental clearance, design, right-of-way acquisition and construction) plus 5 percent administration costs and a 10 percent cost contingency. Indexing will be applied to both the costs and the associated fees for funding the improvements, in accordance with No. 14 below.
3. **Cost Share Methodology.** The SCRIP will identify the cost shares for each of the circulation improvements in the SCRIP based on traffic share/use of said improvement. For local City and regional improvements, the shares will be refined based on agreements with the affected jurisdictions and/or agencies in consideration of established impact fees within their respective jurisdictions, transportation improvement programs in the affected jurisdictions, conditions of approval and/or development agreements for development projects in the affected jurisdictions, and other pertinent factors. For SCRIP Improvements that have been funded by other means (e.g., the regional STIP), the agreements reached with jurisdictions/agencies in conjunction with SCRIP Part 2 will consider to what extent the fair share fees for those improvements may be rolled over to other projects.
4. **Unit Cost Methodology/SCRIP Fees.** For SCRIP Part 1, the various land uses in the County zone of the Area of Benefit (single family dwelling, multi family dwelling, senior dwelling and non-residential uses) that are approved as part of the Ranch Plan GPA/ZC, are proposed to be reduced to equivalent dwelling units ("EDUs") and assigned relative values based on their traffic generation (see Table 2 for proposed EDU factors for each type of land use). The monies that have been committed to be paid by the Ranch Plan developers towards the SCRIP improvements have been divided by the total of EDUs within the County zone to determine the SCRIP fees ("SCRIP Fees") for each Ranch Plan EDU or fraction thereof (see Table 3).

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The methodology for determining unit costs and SCRIP fees for other zones will be established as part of SCRIP Part 2, taking into account any established impact fees within the affected jurisdictions, conditions of approval and/or development agreements for development projects in the affected jurisdictions, and other pertinent factors. The methodology may or may not utilize the EDU concept.

In any event, in determining the cost of SCRIP improvements that are the responsibility of the participants within each zone, only the remaining net costs of the improvements (i.e., the shortfall after deducting any contributions made towards these improvements by the Ranch Plan developers) would be included.

5. **Fee Application.** SCRIP Fees are to be levied on “new development” only and are to be collected prior to issuance of any building permit for such development. (See definition of “new development” in definitions section below.) Existing development and tax exempt properties/users (see No. 12 below) will not be required to pay SCRIP Fees. SCRIP Fees will be applied consistent with the fee for the Area of Benefit zone in which the improvement is located.
-  6. **Sources of Funds.** SCRIP Fees paid at issuance of building permits will be the principal source of funds for the SCRIP Program. However, the Ranch Plan developers will be required to make an initial deposit of funds (amount and exact timing to be determined) to the SCRIP prior to the issuance of any building permit to facilitate implementation of SCRIP improvements if needed to comply with SCRIP goals and objectives. Other sources of funding may include local, state and federal funds. It is also anticipated that the road improvements could be partially funded through bond financing or other public financing which encumbers certain of the Ranch Plan properties.
7. **Development and Traffic Monitoring Program.** The County will utilize an Annual Monitoring Report (“AMR”) program to monitor development of the Ranch Plan (and other development subject to the SCRIP) and related traffic. (The “AMR” is defined in the definitions section below.)
8. **Improvement Phasing Plan.** An improvement phasing plan has been prepared to identify needed transportation improvements for anticipated Ranch Plan development (see Table 4). This improvement phasing plan has been prepared to be consistent with the Ranch Plan development milestones set forth in the Ranch Plan Development Agreement. The phasing plan will be updated to respond to information derived from the AMR and from agreements reached in conjunction with SCRIP Part 2, as well as to respond to significant developer-initiated changes in the Ranch Plan project phasing.
-  9. **Alternative Improvements.** The County may consider the implementation of alternative improvements, either on its own recommendation or upon a request by a jurisdiction/agency. Prior to approving any such alternative improvement, the County will consider whether (a) the jurisdiction/agency cost share, and obligation of SCRIP to fund, the alternative improvement is consistent with the cost share and funding obligation for the original improvement, and (b) whether the alternative improvement will provide an equivalent level of mitigation. If approved, the rationale for funding/implementing the alternative improvement will be memorialized in a written document.
10. **Documentation.** The SCRIP administrator (See No. 15 below) will prepare an annual written report, available to all participants. The documentation will report on development

milestones achieved, describe the phasing steps yet to be accomplished and will provide the supporting technical material for updates to the phasing program. The information/documentation will guide administrative actions, such as the issuance of building permits, and the timing of the steps involved in implementing improvements (planning, environmental clearance, design, right-of-way acquisition and construction).

11. **Development Agreements.** The County and Cities have adopted road fee programs and have entered into a number of development agreements that require developers to provide road improvements and participate in fee programs. The SCRIP does not supersede these programs or agreements; rather, it is intended to complement them. The applicability of, and means of application of, SCRIP to any development within areas covered by an approved development agreement (including the Ranch Plan Development Agreement) will be governed by the terms of that development agreement. In the event of any conflict between these provisions and the terms of the development agreement, the development agreement will prevail.
12. **SCRIP Fee Exemption.** All tax exempt properties/uses shall be exempt from the payment of SCRIP Fees. The final determination of whether a property is exempt will be based upon verification of a property tax exemption for those specified categories on the latest Assessor's roll as defined for Orange County by the State of California.

The construction of government-owned facilities or utilities shall be exempt from payment of SCRIP Fees to the extent that the facilities will not be used for generating revenue or commercial purposes. Examples of exempt public uses are city halls, park buildings, and other similar public building uses. The construction of privately owned utilities will not be exempt from payment of SCRIP Fees.

13. **SCRIP Fee Credit.** Development project proponents will be eligible to receive credit for (a) monies paid to SCRIP as a deposit in advance of the issuance of building permits (see No. 6 above), and (b) SCRIP improvements which they are required to construct pursuant to the provisions of development agreements, subdivision approvals or other discretionary permits/approvals. These credits ("SCRIP Fee Credits") may be used in lieu of the payment of SCRIP Fees in order to obtain building permits. SCRIP Fee Credits earned by a project proponent may be transferred to another landowner together with the transfer of land title. Otherwise, transfer of SCRIP Fee Credits will not be permitted.

The amount of any SCRIP Fee Credit will be fixed in a fee credit agreement and will be a credit towards the fee applicable at the time building permit(s) are issued for the subject EDU(s). With regard to credits for SCRIP improvements, no such credits will be granted unless the subject improvement is consistent with an approved SCRIP improvement. Furthermore, the amount of SCRIP Fee Credits available for SCRIP improvements will be based upon the costs included in the fee program or the actual costs of the improvement, whichever is less. Credit for the value of land dedicated by a developer for a SCRIP Improvement may be allowed to the extent the dedication is beyond the normal exaction associated with a subdivision approval.

SCRIP Fee Credits will also be given in the amount of any bond proceeds which have been received by the County (and allocated by the County) for the facilities covered by this SCRIP.

14. **Adjustment of Improvement Costs and SCRIP Fees.** The estimated costs of improvements and the SCRIP Fees will be automatically adjusted, periodically, based on the California Construction Cost Index (CCI Index) prepared and published by the State Department of Transportation. To the extent that such adjustments place a disproportionate burden on landowners or developers who are not limited by a maximum fee in a development agreement or vesting subdivision map, such adjustments may be appealed to the SCRIP administrator under the process outlined in No. 16 below.

Updated project cost estimates, substantial changes in General Plan elements, or other pertinent information which may also be cause for program and fee modification/adjustment will be presented to the Board of Supervisors for further action.

15. **Implementation Procedures.** The SCRIP will be administered by the Manager of Transportation Services, or other person designated by the Director RDMD. Following the adoption of SCRIP Part 2, the SCRIP administrator will consult with the SCRIP Advisory Team in implementing the SCRIP.
16. **Fee reconciliation, appeal process.** A fee reconciliation and appeal process is established as part of SCRIP. As part of that process, all disputes regarding the applicability of SCRIP Fees and/or SCRIP Fee Credits to specific projects, or the exemption of projects from SCRIP Fee requirements, will be presented to the Director of the Resource Development Management Department ("RDMD"), or his designee, for resolution. Following the adoption of SCRIP Part 2, the Director RDMD, or his designee, would consult with the SCRIP Advisory Team prior to rendering a decision on an appeal.
17. **SCRIP Advisory Team.** Following the adoption of Part 1 of the SCRIP, an Advisory Team consisting of one member each from the County of Orange, and each participating city and agency will be established to advise the County in SCRIP development, implementation and administration. The duties and responsibilities of the Advisory Team with regard to program monitoring, reporting, program costs and fees, etc., will be defined in Part 2 of SCRIP.

## DEFINITIONS AND SPECIFICATIONS

The following are the key technical definitions and administrative specifications in the SCRIP.

**Level of Service Goals.** The level of service goals (*i.e.*, “performance criteria”) for local County and City facilities included in the SCRIP are those used by the respective jurisdictions in the study area. For regional/CMP facilities, the level of service goals are those prescribed in the CMP.

**Annual Monitoring Report (AMR).** The AMR program is the program outlined in General Provision 11 of the Ranch Plan Planned Community Program Text and in Section 7.9-103.2(a)(11) of the County Zoning Code.

**New Development.** Residential units that are to be newly constructed for the first time and that require a building permit will be assessed a flat fee for each such unit (regardless of size) on a one-time basis, according to their respective EDU factors. Non-residential construction that requires a building permit will be assessed a fee based on its gross square footage, in accordance with its EDU factor. Supplemental construction that increases the square footage of non-residential structures will be assessed an additional fee if required according to the applicable EDU factor.

**Table 1 – List and Description of SCRIP Improvements**

<b>IMPROVEMENT LOCATION/JURISDICTIONS</b>	<b>DESCRIPTION OF IMPROVEMENTS</b>
<b><u>Mission Viejo</u></b>	
I-5 – Saddleback Connector	Per Caltrans design plans/PSR
CVP/I-5 Bridge widening	Per Caltrans design plans/PSR
Oso/I-5 – Southbound Ramp	Per Caltrans design plans/PSR
Oso Pkwy Widening (I-5/Marguerite)	Add 4th lane in each direction
Oso/Felipe Intersection	Felipe Road: Southbound – add 2nd left turn lane
CVP/Marguerite Parkway Intersection	CVP-Westbound – Add 2nd left lane, 4th thru-lane & 1 right turn lane
<b><u>San Juan Capistrano</u></b>	
I-5/Ortega Interchange	Per Caltrans/City design plans/PSR
Ortega – Context sensitive design in City	Per Caltrans/City design plans/PSR
Rancho Viejo/Ortega Hwy. Intersection	Rancho Viejo Rd.-Northbound – add 2nd left turn lane
La Novia/Ortega Hwy. Intersection	Ortega – Add 2nd EB Left turn lane
Valle Rd/SJC Road Intersection	Per City nexus program
I-5/Junipero Sierra Road	Per Caltrans/City design plans/PSR
Camino Capistrano/Del Obispo	Per City nexus program
<b><u>San Clemente</u></b>	
I-5/SB Ramp @ Pico	Per Caltrans design plans PSR-SB off ramp restripe and Signal modification
Camino Vera Cruz/V. Hermosa Intersection	Vera Cruz – Add 2nd SB left lane
La Pata/V. Hermosa Intersection	La Pata – Add SB free right turn lane, Vista Hermosa/EB – Add 2nd & 3rd left turn lane
<b><u>Laguna Niguel</u></b>	
CVP/Railroad Bridge Improvement.	Per City Design
CVP/Forbes	Per City 'Gateway' Project conditions
CVP @ Cabot Road	Per City 'Gateway' Project conditions
CVP/I-5 Bridge widening	Per Caltrans design plans PSR
Avery/I-5 Interchange	Per Caltrans/City design plans/PSR
<b><u>County Of Orange</u></b>	
Oso Parkway Widening Meandering Trail to Solano	Add one lane (3rd lane) in each direction
La Pata construction & widening Ortega/Vista Hermosa	Add one lane from Ortega Hwy. to Landfill and 4 lanes from landfill to Calle Saluda
Antonio Parkway Widening – Ladera to Ortega Highway	Add one lane (3rd lane) in each direction and widen bridge
Antonio/Oso Intersection	Antonio – Add 4th SB through lane, add 3rd NB left land, Oso add 4th WB through lane
Antonio/La Pata/Ortega Intersection	Antonio – Add 2nd through lane & free right lane, La Pata Add 2nd NB left turn & 2nd through lane, Ortega – Add 2nd EB through lane
Antonio/CVP Intersection	CVP – Add 2nd EB right lane, Antonio-Add 3rd NB left lane

**Table 2 – EDU Factors and SCRIP Fees for Ranch Plan**

<b>Proposed Land Use</b>	<b>EDU Factor <sup>1/</sup></b>	<b>Fee Per Unit <sup>2/</sup></b>
Single-Family Detached	1.00	\$ 14,225.99
Single-Family Attached	0.80	\$ 11,380.79
Multi-Family Attached	0.70	\$ 9,958.20
Age-Restricted Detached	0.40	\$ 5,690.40
Age-Restricted Attached	0.30	\$ 4,267.80
Non-Residential <sup>3/</sup>	0.50	\$ 7,113.00

<sup>1/</sup> To calculate the fees, the “equivalent dwelling unit” factor was used. An “equivalent dwelling unit” (EDU) is a unit of measure which expresses single-family, multi-family and non-residential development on a common trip generation basis.

<sup>2/</sup> Fees are based on estimated contributions towards road improvement costs in the total amount of \$143,775,000 (see Table 3 for details regarding fee calculation). The fee for each unit of a proposed land use is the EDU Factor for that land use multiplied by the fee for a single-family detached unit.

<sup>3/</sup> Each unit of non-residential is equal to 1,000 square feet of gross floor area.



**Table 3 – Calculation of SCRIP Fee**

Proposed Land Use	Total # of Units	EDU Factor Per Unit	Total EDU's	.85 EDU'S <sup>2/</sup>	Adj # of Units <sup>3/</sup>	Fee Per Unit	Amount <sup>4/</sup>
Single-Family Detached	4400	1.00	4400	3740	3740	\$14,225.99	\$53,205,214
Single-Family Attached	2400	0.80	1920	1632	2040	\$11,380.79	\$23,216,821
Multi-Family Attached	1200	0.70	840	714	1020	\$9,958.20	\$10,157,359
Age-Restricted Detached	4300	0.40	1720	1462	3655	\$5,690.40	\$20,798,402
Age-Restricted Attached	1700	0.30	510	434	1445	\$4,267.80	\$6,166,968
Non Residential <sup>1/</sup>	5000	0.50	2500	2125	4250	\$7,113.00	\$30,230,236
	<b>19000</b>		<b>11890</b>	<b>10107</b>	<b>16150</b>		<b>\$143,775,000</b>

Estimated Total Contributions towards Road Improvement Costs: **\$143,775,000**

SCRIP Fee Per EDU<sup>5/</sup> **\$14,225.99**

Notes:

- <sup>1/</sup> Each unit of non-residential is equal to 1,000 square feet of gross floor area.
- <sup>2/</sup> The above calculation of the SCRIP Fee is based on the obligation that requires the Ranch Plan contribution of \$143,775,000 to be fully paid by the time building permits for 85 percent of the Ranch Plan EDU's have been issued.
- <sup>3/</sup> For each land use, the adjusted # of units is equal to the total number of units multiplied by .85.
- <sup>4/</sup> Adjusted number of units multiplied by fee per unit of land use.
- <sup>5/</sup> Estimated total contribution of \$143,775,000 divided by a number equal to 85 percent of the Total EDUs.

**Table 4 – Improvement Phasing Plan**

Development Milestone	Circulation Improvements	Cost of Improvements inc. Contingency (000's)	Engineering, Admin and Indirects (000's)	Project Fair Share (%)	Project Fair Share (000's)	Total Project Share (000's)	Other (Non-Project) Funding Req's (000's)	Jurisdictions
0 EDU - 1 EDU (Except for Model Homes)	Offer of Dedication of La Pata ROW including Slopes (Width to be determined per Project Report)	(TBD)	(TBD)	100%				County
	Allocate Funds for Local Improvements in the City of Mission Viejo	\$17,624 See Note 1	(INC)			\$2,000	\$4,350 See Note 2	City of Mission Viejo
	Fund Preliminary Designs, Env. Studies for Select Projects (25% of Admin/Contingency Amount)		\$12,200	0%	0	\$5,320	\$6,880	All
	Oso Parkway Widening in Unincorporated County (e/o Las Flores)	\$2,500	(INC)	50%	\$1,250	\$1,250	\$1,250	County
1 EDU - 1000 EDU	Pico/-5 Interchange Improvements (See Note 3).	\$4,082	See Note 4	14%	\$571	\$571	\$3,511	Caltrans/San Clemente
	Reallocate Funds previously identified for I-5 SB Ramps @ Oso Parkway to Local Improvements in Mission Viejo	See Note 5		31%	\$4,126	\$3,068	See Note 5	City of Mission Viejo
	Widen Ortega Highway - Antonio Parkway to west of San Juan Creek (including bridge)	\$15,000	See Note 4	40%	\$6,000	\$6,000	\$9,000	Caltrans/County
	Crown Valley Parkway and Marguerite Parkway	See Note 6		19%	\$170	\$1,078	\$0	Mission Viejo
1001 EDU - 2500 EDU	Oso Parkway and Felipe	See Note 6		37%	\$324	\$1,750	\$0	Mission Viejo
	Flex Funds for Roadway Improvements (Part I)					\$5,000	(\$5,000)	
	I-5/Crown Valley Parkway (ramp improvements for SB off-ramp)	\$6,000	See Note 4	4%	\$240	\$240	\$5,760	Caltrans/Laguna Niguel
	Crown Valley Parkway/-5 Bridge Widening	\$2,875	\$250	4%	\$109	\$109	\$3,016	Caltrans/Mission Viejo
Allocate Funds for Local Improvements in the City of Mission Viejo	I-5/Ortega Highway Interchange	\$40,000	See Note 4	34%	\$13,600	\$13,600	\$26,400	Caltrans/SJC
		See Note 6				\$2,000	See Note 7	City of Mission Viejo

Development Milestone	Circulation Improvements	Cost of Improvements inc. Contingency (000's)	Engineering, Admin and Indirects (000's)	Project Fair Share (%)	Project Fair Share (000's)	Total Project Share (000's)	Other (Non-Project) Funding Req's (000's)	Jurisdictions
	Flex Funds for Roadway Improvements (Part II)					\$3,000	(\$3,000)	
2501 EDU - 5000 EDU	La Pata Avenue - Phase 1 (Two Lane Exi. from Landfill s'ly to Vista Hermosa)	\$25,000	(INC)	21%	\$6,250	\$15,000	\$10,000	County/San Clemente
	Avenida La Pata and Avenida Vista Hermosa	\$331	\$41	14%	\$52	\$372	\$0	San Clemente
	Camino Vera Cruz and Avenida Vista Hermosa	\$833	\$104	7%	\$66	\$937	\$0	San Clemente
	Ortega Highway and Rancho Viejo Road	\$830	\$104	40%	\$374	\$374	\$561	Caltrans/SJC
	Ortega Highway and La Novia	\$491	\$61	45%	\$248	\$248	\$303	Caltrans/SJC
	Camino Capistrano and Del Obispo	\$300	(INC)	18%	\$54	\$54	\$246	Caltrans/SJC
	San Juan Creek Road and Valle Road	\$3,000	(INC)	10%	\$300	\$300	\$2,700	Caltrans/SJC
	Ortega Highway 4-Lane Widening (Context Sensitive Design) in SJC	\$10,000	See Note 4	40%	\$4,000	\$4,000	\$6,000	Caltrans/SJC
	Antonio Parkway and Oso Parkway	\$1,789	\$224	32%	\$644	\$1,349	\$664	County
	Antonio Parkway and Crown Valley Parkway	\$404	\$51	30%	\$137	\$305	\$150	County
	Antonio Parkway and Ortega Highway	\$557	\$70	48%	\$301	\$420	\$207	RMV/County
	Avery Parkway Interchange	\$1,725	\$150	8%	\$152	\$152	\$1,723	Caltrans/LN/MV
	Reallocate Funds previously identified for Park and Ride Facility to City of Mission Viejo Local Improvements	See Notes 6 and 8				\$600	See Note 7	City of Mission Viejo
	Fund Preliminary Designs, Env. Studies for Transportation Projects (25% of Admin/Contingency Amount)		\$12,200	0%	0	\$4,880	\$7,320	All

Development Milestone	Circulation Improvements	Cost of Improvements Inc. Contingency (000's)	Engineering, Admin and Indirects (000's)	Project Fair Share (%)	Project Fair Share (000's)	Total Project Share (000's)	Other (Non-Project) Funding Req's (000's)	Jurisdictions
5001 EDU - 7500 EDU	Allocate Funds for Local Improvements in the City of Mission Viejo	See Note 6				\$2,778	See Note 7	City of Mission Viejo
	Flex Funds for Roadway Improvements (Part III)					\$3,222	(\$3,222)	
	Reallocate Portion of Funds previously identified for Saddleback/I-5 Connectors to Regional Improvements Benefiting Mission Viejo	\$70,000	Note 2	10%	\$7,000	\$4,348 See Note 9	\$65,652	Caltrans/Mission Viejo
	Extend Cow Camp Road easterly to existing Ortega	\$48,000	(INC)	67%	\$32,160	\$32,160	\$15,840	TCA/RMV
	Antonio Parkway Widening	\$11,000	(INC)	67%	\$7,370	\$7,370	\$3,630	RMV/County
	Crown Valley Parkway and Cabot Road	\$2,699	\$235	4%	\$103	\$977	\$1,957	Laguna Niguel
	Crown Valley Parkway and Forbes	\$1,866	\$162	4%	\$71	\$676	\$1,353	Laguna Niguel
	Wicen Railroad Bridge along Crown Valley Parkway	\$2,013	\$175	4%	\$77	\$728	\$1,459	Laguna Niguel
	Park and Ride Facility	\$1,200	(INC)	50%	\$600	\$600	\$600	Caltrans/RMV
	Reallocate Funds previously identified for Oso Parkway Widening in Mission Viejo - Marguerite to I-5	See Note 6		29%	\$2,741	See Note 10	See Note 7	Mission Viejo
7501 EDU - 10000 EDU	Allocate to Remaining Admin/Contingency		\$24,400	0%	\$0	\$2,000	\$22,400	All
	Flex Funds for Roadway Improvements					\$4,778	(\$4,778)	
	La Pata Avenue - Phase 2	\$25,000	(INC)	21%	\$5,250	\$10,000	\$15,000	County
	Road Improvements to Junipero Serra At I-5 Interchange	\$4,000	See Note 4	4%	\$160	\$160	\$3,840	Caltrans/SJC
Ramp Improvements to SR 241	\$10	(N/A)	7%	\$1	\$1	\$9	TCA	

Development Milestone	Circulation Improvements	Cost of Improvements inc. Contingency (000's)	Engineering, Admin. and Indirects (000's)	Project Fair Share (%)	Project Fair Share (000's)	Total Project Share (000's)	Other (Non-Project) Funding Req's (000's)	Jurisdictions
	Extend FTC-South or Arterial Connector (Cow Camp Road to FTC at Oso) (Contingency Project)	(TBD)		(TBD)				County/TCA/RMV
	Totals	\$299,129	\$50,427		\$93,501	\$143,775	\$205,781	
	<b>Grand Total</b>		<b>\$349,556</b>					
	<b>Contribution in Excess of Fair Share</b>					<b>\$50,274</b>		

**NOTES:**

- 1 The cost of improvements shown here is an aggregate cost for all City of Mission Viejo Local Improvements as set forth in the Mission Viejo Settlement Agreement (Exhibit A – Table 1)
- 2 The amount shown here is an aggregate of currently available funds for Mission Viejo Local Improvements as set forth in the Mission Viejo Settlement Agreement (Exhibit A – Table 1)
- 3 This project is fully funded by OCTA/Caltrans. Project's Fair Share assumed to be available for reallocation to other State Highway projects
- 4 Caltrans Support Costs/Overhead (inc. design) is not included and is assumed to be the total responsibility of Caltrans as administrator of State Highway system
- 5 The I-5 SB Ramps at Oso Parkway improvements are fully funded by OCTA/Caltrans. The Total Project Share shown is allocated to Mission Viejo Local Improvements per the Mission Viejo Settlement Agreement.
- 6 The costs of improvements are included in the aggregate cost for all Mission Viejo Local Improvements. See Note 1.
- 7 Non-project funding requirements for Mission Viejo Local Improvements are shown as an aggregate amount. See Note 2.
- 8 Funding for the Park and Ride Facility will be provided at the 5001 EDU - 7500 EDU milestone.
- 9 Total Project Share is less than Project Fair Share due to reallocation of funding obligations pursuant to the Mission Viejo Settlement Agreement.
- 10 Funds for Oso Parkway Widening were included as part of another reallocation under an earlier milestone. Thus, no Total Project Share is shown here.



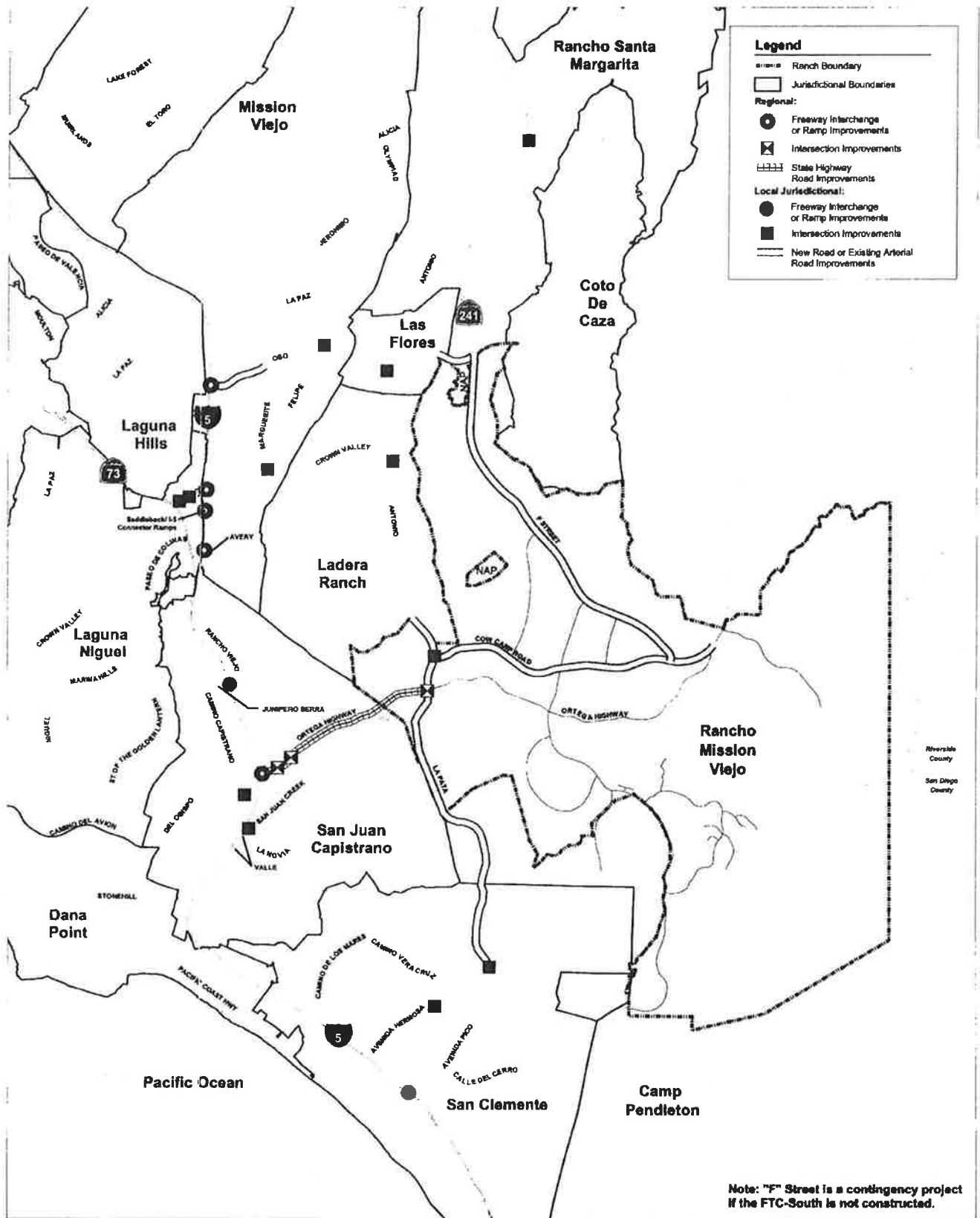


Figure 2 - Locations of SCRIP Improvements





# Memorandum Public Works

January 28, 2013

To: Planning Commission  
From: William E. Cameron, Director/City Engineer  
Subject: General Plan Mobility Element at January 23, 2013 Planning  
Commission Meeting  
Copies: Jim Pechous, City Planner; Jeff Hook, Senior Planner; Tom Frank,  
Transportation Engineering Manager

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In response to the Planning Commission's request, below is a summary of my comments made at the January 23<sup>rd</sup> Planning Commission Meeting.

1. Fehr and Peers recommended that the City allow a Level of Service (LOS) E at another three interchanges. My recommendation is to not change the current General Plan LOS D standard at interchanges. In conjunction with this, the Fehr & Peers representative said that there is not much difference between LOS D and LOS E, that motorists have difficulty discerning this difference and, furthermore, this happens only during peak hours. I disagree with this analogy because the interchanges are not currently operating even close to LOS D. Most are operating at LOS B. Also, the various traffic model runs did not indicate that the problem intersections were at the freeway interchanges. The traffic model shows the worst intersection congestion is at City street intersections with the Preferred General Plan. Freeway intersections are not the problem. In the worst case analysis of Preferred General Plan with no Foothill Transportation Corridor (FTC), only one interchange intersection was shown at LOS E. If land use choices are made that result in a Level of Service E at the Vista Hermosa and I-5 on/off ramp, it is recommended that LOS E be allowed at that one intersection, unless the City makes/requires improvements to maintain a LOS D.
2. Allowing degradation to LOS E at freeway interchanges or City street intersections for what may or may not be increased densities or multi-modal purposes (i.e. Class I or II bike facilities), could result in added traffic impacts from outside San Clemente's boundaries. In other words, LOS E allows more traffic than LOS D, which could be utilized by other traffic, such as from a toll



road extension or ranch development. If the City allows LOS E and traffic model runs do not show proposed projects outside the City worsening traffic Level of Service beyond LOS E, the projects would comply with the City's General Plan LOS standard.

3. There was some confusion from the Fehr & Peers presentation about there not being a change in LOS with some of the General Plan Preferred land use densities. As I explained at the meeting, the meaning of the statement was that increase in traffic at build-out will not exceed the current LOS D limit. This is a theoretical discussion used in General Plans and environmental impact reviews. For example, the General Plan allows a maximum LOS D. That however, does not mean that some or all streets have LOS D. Those increases would not result in exceedance of LOS D, meaning there is no change from what is allowed.
4. Brenda Miller recommended City set LOS E to provide a legal buffer for OCTA issues and provide for multi-modal potential implementation. As I previously stated, arbitrarily changing to LOS E throughout City could result in undesirable and unintended consequences. The purpose of preparing General Plans, Mobility Elements, and Bike & Pedestrian Master Plans is to prepare objective analyses of options and their impacts in order to make well-informed decisions. The City is in very preliminary stages of this process and it is premature to propose a blanket modification of the City's LOS D standard.
5. Fehr & Peers stated that impacts from the potential road diets analyzed by the traffic model resulted in at least 3 intersections impacted in current General Plan, and 9 intersections impacted in Preferred General Plan. The Preferred General Plan, even without road diet options, had already shown a significant number of impacted intersections.
6. As I mentioned at the meeting, maybe there is language that could be added to the General Plan to allow relaxation of LOS D in well-defined situations, such as allowing bike facilities or walkways when the City Council has determined that to be the desired course of action. Another option can be to amend the General Plan to allow change to the LOS standard for a specific corridor.
7. The decision-making process to make substantial changes to the City's transportation system should involve detailed studies of options, including their benefits & impacts, and substantial public input prior to a final decision. This could include possible General Plan amendments where appropriate.

8. A question arose about where roads are most dangerous for pedestrians and cyclists. There was mention that pedestrians struck at 20 mph resulted in few fatalities where above 35 mph resulted often in fatalities. Also, concerns were raised regarding high speed streets to the east. Traffic calming was mentioned. My response was that to maintain Measure M eligibility, traffic calming is not allowed on MPAH arterials. An important factor not discussed at the meeting was that speed limits are set at 85<sup>th</sup> % in order to be enforceable. It would be very difficult to lower speed limits on arterials built to carry large volumes of vehicles at arterial street speeds.
9. The mobility report and consultant suggested that high speeds can be the cause of accidents. Attached is a report from the State Office of Traffic Safety that shows San Clemente ranked 102 of 103 similarly sized cities with regard to high speeds being a factor in accidents. This means that San Clemente had the next to lowest rate of accidents due to high speeds.
10. Fehr & Peers said Newport Beach has a policy that it is not building/widening to handle traffic from outside the City or weekends. This does not relate well to San Clemente because San Clemente's streets are already built to meet current General Plan expected traffic volumes. Also, San Clemente's traffic model does not account for the type of traffic that Newport Beach experiences and has decided not to consider. Since the late 1980's the City has been extremely diligent in requiring traffic studies and not allowing development projects to be built prior to roadway improvements being made to assure the LOS standards were not being exceeded. Many millions of dollars have been spent by developers through construction and fee programs to expand the City's street system in accordance with the RCFPP (Regional Circulation Financing and Phasing Program).
11. An inaccurate statement was made by a citizen that OCTA had the City tear out bike lanes in front of the high school to increase vehicular capacity. OCTA, through its MPAH and Measure M policies, does not require cities to make improvements. It is the choice of the cities to increase traffic capacity as has always been the case for San Clemente. The City has initiated and constructed many road capacity enhancement projects throughout the City. OCTA's policies say that in order for cities to maintain eligibility to receive Measure M turnback and competitive grants, cities must not unilaterally reduce and MPAH street classification or reduce the number of existing lanes. There are

processes cities can follow to request a reclassification downgrade or reduction in existing lanes.

12. Public Works Department staff is very supportive of looking at multi-modal opportunities in the City through analysis of alternatives and their impacts and public input.

## CALIFORNIA OFFICE OF TRAFFIC SAFETY



[Home](#) » [Media and Research](#) » [Rankings](#)

### 2010 OTS RANKINGS

Rankings By Year: [2010](#) [2009](#) [2008](#) [2007](#) [2006](#)

Select a City or County from one of the dropdown lists and click on the Show City or Show County button.

City:

County:

Agency	Year	County	Group	Population (Avg)	DVMT
San Clemente	2010	ORANGE COUNTY	C	63,619	659,365

TYPE OF COLLISION	VICTIMS KILLED & INJURED	RANKING BY DAILY VEHICLE MILES TRAVELED	RANKING BY AVERAGE POPULATION
Total Fatal and Injury	153	87/103	86/103
Alcohol Involved	43	15/103	13/103
HBD Driver < 21	4	27/103	27/103
HBD Driver 21 - 34	17	12/103	7/103
Motorcycles	10	42/103	30/103
Pedestrians	16	60/103	59/103
Pedestrians < 15	2	68/103	73/103
Pedestrians 65+	0	94/103	91/103
Bicyclists	9	82/103	82/103
Bicyclists < 15	1	89/103	88/103
Composite		54/103	38/103

TYPE OF COLLISION	FATAL & INJURY COLLISIONS	RANKING BY DAILY VEHICLE MILES TRAVELED	RANKING BY AVERAGE POPULATION
Speed Related	14	102/103	103/103
Nighttime (9:00pm - 2:59am)	20	56/103	43/103
Hit and Run	17	39/103	36/103

DUI ARRESTS 176 0.46%

44/103

## READING AND UNDERSTANDING THE OTS RANKINGS

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- ▶ [What are the OTS Rankings?](#)
- ▶ [How are the OTS Rankings determined?](#)
- ▶ How to Read and Understand the OTS Rankings
  - ▶ [Top Horizontal Bar](#)
  - ▶ [Center Table](#)
  - ▶ [Bottom Table](#)

### What are the OTS Rankings?

The OTS Rankings were developed so that individual cities could compare their city's traffic safety statistics to those of other cities with similar-sized populations. Cities could use these comparisons to see what areas they may have problems in and which they were doing well in. The results helped both cities and OTS identify emerging or on-going traffic safety problem areas in order to help plan how to combat the problems and help with the possibility of facilitating grants. In recent years, media, researchers and the public have taken an interest in the OTS Rankings. It should be noted that OTS rankings are only indicators of potential problems; there are many factors that may either understate or overstate a city/county ranking that must be evaluated based on local circumstances.

NOTE: City rankings are for incorporated cities only. County Rankings include all roads – state, county and local – and all jurisdictions – CHP, Sheriff, Police and special.

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### How are the OTS Rankings determined?

- » Victim and collision data for the rankings is taken from the latest available California Highway Patrol (CHP) Statewide Integrated Traffic Records System (SWITRS) data.
- » Victim and collision rankings are based on rates of victims killed and injured or fatal and injury collisions per "1,000 daily-vehicle-miles-of-travel" (Caltrans data) and per "1,000 average population" (Department of Finance data) figures. This more accurately ensures proper weighting and comparisons when populations and daily vehicle miles traveled vary.
- » DUI arrest totals and rankings are calculated for cities only and are based on rates of non-CHP DUI arrests (Department of Justice data). This is so that local jurisdictions can see how their own efforts are working.
- » Counties are assigned statewide rankings, while cities are assigned population group rankings.

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### How to Read and Understand the OTS Rankings

#### Top Horizontal Bar:

- » Agency – local jurisdiction that the data applies to.
- » Year – the year the data represents. The rankings are updated once per year when all component statistics and data have been reported.
- » County – county in which the city is located.
- » Group – Cities are grouped by 2010 population:
  - » Group A – 13 cities, populations over 250,000
  - » Group B – 53 cities, population 100,001-250,000
  - » Group C – 103 cities, population 50,001-100,000
  - » Group D – 93 cities, population 25,001-50,000

» Rankings for smaller cities are not included on-line, but are available through the OTS Public Affairs Office.

- > Population – estimates matched to "Year"
- > DVMT – Daily Vehicle Miles Traveled. Caltrans estimate of the total number of miles all vehicles traveled on that city's streets on an average day during that year.
- > The number of cities in each group varies by year.

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#### Center Table:

**IMPORTANT NOTE #1:** The figures in the two ranking columns show as two numbers divided by a slash. The first number is that city's ranking in that category. The second number is the total number of cities/counties within that "Group". For instance, if you see "22/53", that means that city ranks 22nd out of 53 cities of similar size.

**IMPORTANT NOTE #2:** OTS Rankings are calculated so that the higher the number of victims or collisions per 1000 residents in a population group, the higher the ranking. Number 1 in the rankings is the highest, or "worst." So, for Group B, a ranking of 1/53 is the highest or worst, 27/53 is average, and 53/53 is the lowest or best.

- » Type of Collision – This column delineates the different types of collisions OTS has chosen to show in the rankings. These represent the types with larger percentages of total killed and injured and areas of focus for the OTS grant program. Motorcycles were added in 2008.
- » Victims Killed and Injured – This column shows the number of fatalities and injuries aggregated. Damage-only or fender-bender collisions are not included.
- » Ranking by daily vehicle miles traveled – This column weighs this city against all others in the Group when looking at DVMT. Cities of like size may have widely varying rates of traffic, a factor which can be meaningful on a local basis. Significant differences between this and the population column must be evaluated based on local circumstances.
- » Ranking by population – This column weighs this city against all others in the Group based on population. Population can be a meaningful basis for comparison. Significant differences between this and the Daily Vehicle Miles Traveled column must be evaluated based on local circumstances.
- » Total Fatal and Injury – The total number of victims involved in all collisions where there were fatalities and/or injuries in that city/county.
- » Alcohol Involved – Collisions in which there were victims killed or injured where a party (driver, pedestrian, bicyclist) was classified as "Had Been Drinking."
- » HBD Driver <21 – Collisions in which there were victims killed or injured where a driver who was under the age of 21 had been drinking.
- » HBD Driver 21-34 – Collisions in which there were victims killed or injured where a driver who was between the ages of 21 and 34 had been drinking.
- > Motorcycles - Collisions in which there were victims killed or injured and a motorcycle was involved.
- > Pedestrians - Collisions in which there were victims killed or injured and a pedestrian was involved.
- » Pedestrians <15 - Collisions in which there were victims killed or injured and a pedestrian under the age of 15 was involved.
- » Pedestrians 65+ - Collisions in which there were victims killed or injured and a pedestrian age 65 and older was involved.
- > Bicycles - Collisions in which there were victims killed or injured and a bicyclist was involved.
- » Bicycles <15 - Collisions in which there were victims killed or injured and a bicyclist under age 15 was involved.
- > Composite – Figures which show rankings only, an aggregate of several of the other rankings (HBD 21-34, HBD Under21, Alcohol Involved victims plus Hit & Run, Nighttime and Speed collisions). These figures are a means to give an indication of over-all traffic safety.

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#### Bottom Table:

- » Speed Related – Collisions in which there were victims killed or injured where speed was the primary factor.
- » Nighttime (9:00pm - 2:59am) – Collisions in which there were victims killed or injured that occurred between those hours, which are prime hours for DUI, speeding and drowsy driving crashes.
- > Hit and Run – Collisions in which there were victims killed or injured and a driver left the scene.

»» DUI Arrests – DUI arrest figures are shown for cities only, not counties.

The first figure gives the total number of DUI arrests for the year on city streets. The second number shows the percentage of the city's estimated licensed drivers that was arrested for DUI during that year. The current statewide average is .90%. Local percentages shown give an indication of how cities compare against the average. Lower than .90% means lower than the state average and higher than .90% means higher than the state average. However, differences can be from many factors and must be evaluated based on local circumstances.

Cities often use this measure to determine how to adjust their DUI enforcement activity. When increased DUI enforcement is combined with education and public information campaigns, it can lead to a reduction of the incidence of DUI.

"0" Note: Cities reporting 0 victims and/or collisions for a category or 0 DUI arrests are ranked using the variable upon which the ranking is based. For example, if 10 of 93 cities in population group D reported 0 hit-and-run fatal and injury collisions when ranking by per "1,000 average population," the city with the highest population of these 10 cities would be ranked 93/93, and the city with the lowest population of these 10 cities would be ranked 84/93. The same methodology has been applied when ranking per "1,000 daily-vehicle-miles-of-travel" and per "estimated average number of licensed drivers."

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## ATTACHMENT 5

February 6, 2013

Excerpt from City of Newport General Plan regarding levels of service and street widening.

This Circulation Element continues longstanding Newport Beach policies of using the shoulder season for transportation planning, sizing the circulation system to meet the needs of City residents and businesses, and maintaining the character of the community. While these policies may prevent the City from achieving a desired level of service at all locations at all hours, they also protect Newport Beach from building oversized roads to serve weekend summer beach traffic or traffic generated outside of our borders and our control. Instead, policies in this Element encourage improvements to the regional system that will provide more capacity outside Newport Beach and reduce the number of through travelers that drive on our local streets.

Newport Beach Circulation Element



San Clemente, California, Code of Ordinances >> Title 10 - VEHICLES AND TRAFFIC >> Chapter 10.36 - WEIGHT LIMITS AND TRUCK ROUTES >>

**Chapter 10.36 - WEIGHT LIMITS AND TRUCK ROUTES** Sections:

- 10.36.010 - Truck routes.
- 10.36.020 - Commercial vehicles prohibited from using certain streets.
- 10.36.030 - Vehicles in excess of seven thousand pounds.
- 10.36.040 - Vehicles in excess of four tons.
- 10.36.050 - Commercial vehicles with three axles or more.

**10.36.010- Truck routes.**

- A. Whenever any resolution of this City designates and describes any street or portion thereof as a street the use of which is permitted by any vehicle exceeding a maximum gross weight limit of three (3) tons, the City Traffic Engineer is authorized to designate such street or streets by appropriate signs as truck routes for the movement of vehicles exceeding a maximum gross weight limit of three (3) tons.
- B. When any such truck route or routes are established and designated by appropriate signs, the operator of any vehicle exceeding a maximum gross weight limit of three (3) tons shall drive on such route or routes and none other, except that nothing in this section shall prohibit the operator of any vehicle exceeding a maximum gross weight of three (3) tons coming from a truck route having ingress and egress by direct route to and from restricted streets when necessary for the purpose of making pickups or deliveries of goods, wares and merchandise from or to any building or structure located on such restricted streets, or for the purpose of delivering materials to be used in the actual and bona fide repair, alteration, remodeling or construction of any building or structure upon such restricted streets for which a building permit has previously been obtained therefor.
- C. The provisions of this section shall not apply to: (1) passenger buses under the jurisdiction of the public utilities commission; or (2) any vehicle owned by a public utility while necessarily in use in the construction, installation or repair of any public utility.
- D. Those streets and parts of streets established by resolution of the Council are declared to be truck routes for the movement of vehicles exceeding a maximum gross weight of three (3) tons.

*(Prior code § 15-70)*

**10.36.020- Commercial vehicles prohibited from using certain streets.**

- A. Whenever any resolution of this City designates and describes any street or portion thereof as a street the use of which is prohibited by any commercial vehicle, the City Traffic Engineer shall erect and maintain appropriate signs on those streets affected by such ordinance.
- B. Those streets and parts of streets established by resolution of the Council are declared to be streets, the use of which is prohibited by any commercial vehicle. The provisions of this section shall not apply to passenger buses under the jurisdiction of the public utilities commission.

*(Prior code § 15-71)*

**10.36.030- Vehicles in excess of seven thousand pounds.**

The use of any vehicle exceeding a maximum gross empty weight of seven thousand (7,000) pounds on the following listed streets is prohibited:

- A. Avenida Vaquero from Camino Capistrano to the freeway underpass.

*(Prior code § 15-72)*

**10.36.040- Vehicles in excess of four tons.**

Except for vehicles making deliveries to properties located on the streets listed below, the use of any vehicle exceeding a maximum gross empty weight of four (4) tons on the following listed streets is prohibited:

- A. Calle Del Cerro; and
- B. Avenida Vista Montana, between Calle Del Cerro and Calle Aquila.

*(Prior code § 15-72.1)*

**10.36.050- Commercial vehicles with three axles or more.**

Except for vehicles making deliveries to properties located on the streets listed below, the use of any commercial vehicles with three (3) axles or more on the following listed streets is prohibited between the hours of ten (10:00) p.m. and seven (7:00) a.m.:

Avenida Vista Hermosa between the 1-5 NB off-ramp and Camino Vera Cruz.

Calle Frontera between Avenida Pico and Calle Guadalajara.

*(Ord. 1309 § 1, 2006)*

## BRENDA MILLER'S PROPOSED CHANGES TO DRAFT CIRCULATION ELEMENT INTRODUCTION/HOMEPAGE

### **Circulation**

A comprehensive transportation system provides a full range of mobility choices for all potential users. In many jurisdictions, automobile-centered transportation planning has dominated public policy and improvements with much less attention paid to transportation needs of pedestrians, bicyclists, and public transit users. The widest range of mobility choices is realized when all transportation modes are considered, rather than focusing on one mode of travel at the expense of others. This requires an efficient roadway network complemented by safe and convenient facilities for alternative modes of travel.

Like many cities, San Clemente's transportation network evolved over many years. To be effective, transportation improvements require a comprehensive, long-term perspective which considers land use, energy conservation, air quality, environmental protection and other important factors. Such improvements cannot be implemented in isolation, since there are State and Federal regulations that affect the design and construction of many transportation facilities. Additionally, development outside San Clemente can adversely affect the City's transportation facilities. Successful implementation of a comprehensive transportation network requires effective public outreach and close coordination with other public agencies.

### **Mobility and Complete Streets Circulation**

In January, 2012, San Clemente's City Council unanimously resolved " . . . to comply with the letter and spirit of California's Complete Streets law, thereby creating a balanced multimodal transportation system for all." Consequently, this transportation plan focuses on moving all people by all modes, thereby providing safe, efficient, and convenient mobility choices.

Multimodal transportation has been recognized under California law for decades and is widely held as a critical strategy to enable the State to welcome new residents, expand its economy, and enhance quality of life. By utilizing all available modes of travel-- highway, public transit, rail, non-motorized, transportation demand management--and telecommuting to enhance the movement of people and goods, California municipalities can use resources more efficiently while embracing a sustainable future.

California's legislature codified that strategy in Gov. code sections 65080, et. seq., (the 1989 Congestion Management code) and 65302(b)(2)(A, B) (the Complete Streets Act of 2008), while the Southern California Association of Governments (SCAG) Regional Transportation Plan of 2012 opened the door to a new transportation vision.

In 1989, the State legislature declared that "[a]lthough California's economy is critically dependent upon transportation, its current transportation system relies primarily upon a street and highway system designed to accommodate far fewer vehicles than are currently using the system. The lack of an integrated system and the increase in the number of vehicles are causing traffic congestion that each day results in 400,000 hours lost in traffic, 200 tons of pollutants released

into the air we breathe, and three million one hundred thousand dollars (\$3,100,000) added costs to the motoring public. To keep California moving, all methods and means of transport between major destinations must be coordinated to connect our vital economic and population centers.”

In 2012, SCAG released its Regional Transportation Plan, one that accommodates motor vehicles in the present while predicting a multimodal future. “Southern Californians still need their cars and highly value the freedom of using them, but because of traffic congestion and the hassle factor, more people today are seeking . . . options for locations where they can live and work that include a pleasant and convenient walking environment that reduces their reliance on their car.”

Underscoring the importance of the multimodal approach by aiming “. . . to reduce per capita vehicle miles traveled over the next 25 years,” SCAG acknowledges that local roads can comprise as much as 40% of the total land area. “Streets shape the neighborhoods they pass through,” the Plan observes.

Such extensive use of land by the transportation system has catalyzed a reinvention of urban life so that, according to the Plan, streets “work in concert to achieve both functional mobility for multiple modes of transportation and a great sense of place . . . where bicycling and walking is simply the most logical and efficient choice for most short trips.”

Indeed, California’s Legislature declared in its 2008 Complete Streets Act the following:

- 41% of trips in urban areas are no more than 2 miles in length and
- 66% of urban trips that are 1 mile or less are made by automobile.

The pathway could not be more obvious. “Shifting the transportation mode share,” the Legislature proclaimed, “from single passenger cars to public transit, bicycling, and walking must be a significant part of short- and long-term planning goals.”

The Complete Streets perspective considers active transportation as fundamental to the success of Southern California’s cities. To “make the most efficient use of urban land and transportation infrastructure, and improve public health by encouraging physical activity, transportation planners must find innovative ways to reduce vehicle miles traveled and to shift from short trips in the automobile to biking, walking, and use of public transit.”

San Clemente residents already have embraced that strategy. Prior to our General Plan update, the City conducted a randomized telephone survey of its residents. That 2009 Vision process revealed 90% of our residents were most supportive of the City creating a pedestrian friendly town that encourages walking and biking, 85% of us want to preserve the Village Character, 82% want City policies that protect the local environment, 80% want traffic flow to improve, and 78% declared their desire for improved access to alternative transportation. It all fits together.

This Transportation (Complete Streets Mobility?) Element complements the findings of California’s Legislature with the vision of San Clemente’s leaders and residents. In so doing, we hope our Spanish Village by the Sea embraces a sustainable future for generations to come.