

**9. NEW BUSINESS****A. South Orange County Mobility Forum Update and Potential Alternatives Evaluation and Considerations**

Report from the Public Works Director/City Engineer concerning the South Orange County Mobility Forum update and potential alternatives evaluation and considerations.

Deputy Public Works Director Bonigut reviewed the contents of the Administrative Report, displayed photographs of the proposed alignments, and responded to Council inquiries. A hard copy of Mr. Bonigut's photographs are on file with the City Clerk.

Dan Bane, San Clemente, expressed opposition to any toll road alignment that cuts through San Clemente.

Lew Avera, San Clemente, stated he is opposed to any toll road alignment that cuts through the City; suggested that the only acceptable route for the toll road would be outside San Clemente through Cristianitos.

Following discussion, MOTION BY MAYOR BAKER, SECOND BY COUNCILMEMBER HAMM, CARRIED 5-0, to adopt Resolution No. 16-57 entitled A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SAN CLEMENTE, CALIFORNIA, OPPOSING ANY FOOTHILL-SOUTH 241 TOLL ROAD EXTENSION ALIGNMENT THAT CUTS INTO THE CITY OF SAN CLEMENTE, INCLUDING THE PROPOSED ALTERNATIVES, with modifications as follows:

1. An additional Whereas is to be added to read as follows: "*Whereas, the La Pata extension opened in August 2016 and provides significant traffic relief in south Orange County; and*"
2. An additional Whereas is to be added to read as follows: "*Whereas, the I-5 widening project, scheduled for completion in 2018, adds additional traffic relief in south Orange County, and*".
3. After the phrase "NOW, THEREFORE, the City Council of the City of San Clemente does hereby resolve as follows", the following language is to be added in place of Sections 1 and 2: "any 241 toll road extension that cuts into the City of San Clemente, including the proposed routes."

Resolution No. 16-57 is to be submitted to OCTA along with a cover letter. Copies of the letter and resolution are to be sent to the following stakeholders: Caltrans, California Coastal Commission, San Diego Regional Water Quality Control Board, and South County cities.

Council requested a map of property owned by the TCA within, and contiguous to, San Clemente.

Council requested a traffic study that addresses circulation in the City subsequent to completion of the La Pata and I-5 improvements.

**MOTION BY COUNCILMEMBER BROWN, SECOND BY COUNCILMEMBER HAMM, CARRIED 5-0, to affirm prior City Council opposition to any capacity-enhancing improvements to the current at-grade beachfront railroad track alignment within San Clemente, and support an alternative which will locate all existing and future rail services in a tunnel or in a suitable bypass alignment.**



Agenda Item 9A

**Approvals:**

City Manager [Signature]

Dept. Head [Signature]

Attorney SL

Finance [Signature]

# AGENDA REPORT

SAN CLEMENTE CITY COUNCIL MEETING  
Meeting Date: September 6, 2016

**Department:** Public Works / Engineering  
**Prepared By:** Tom Bonigut, Deputy Public Works Director

**Subject:** ***SOUTH ORANGE COUNTY MOBILITY FORUM UPDATE AND POTENTIAL ALTERNATIVES EVALUATION AND CONSIDERATIONS.***

**Fiscal Impact:** None.

**Summary:** This report is to update the City Council on the progress of the South Orange County Mobility Forum and to seek City Council direction concerning several potential alternatives being evaluated in this process.

**Background:** In May 2015, the Transportation Corridor Agencies (TCA) retained a consultant to analyze mobility concerns in South Orange County. The purpose of this *Community Ascertainment Study*<sup>1</sup> was to gather input and understand how to best work collaboratively with the South County communities to address regional mobility issues and needs. More specifically, the study sought to determine how the community defines mobility challenges related to traffic congestion and the I-5 freeway in South Orange County, identify priorities that should be addressed to reach consensus about potential mobility solutions, and determine what processes the community prefers for planning and decision-making related to its mobility needs. The City Council was briefed on the study and results during a special presentation at its March 1, 2016 meeting. Some key study conclusions included:

- There is a high agreement that an I-5 capacity problem exists, which diminishes the quality of life in South Orange County, but there is lack of agreement about the best approach to solving the problem as well as whether or not a solution should even be pursued. That said, any potential solution(s) should be comprehensive and likely include a combination of approaches.
- Achieving complete community-wide consensus to extend the 241 Toll Road is not a realistic goal because there are portions of the community who, on "principle," will actively oppose extension of the road.
- There is a lack of agreement about the value of consensus or how to build consensus, although a forum comprised of South County city elected officials (rather than including non-elected community representatives) was viewed as having the greatest potential for garnering community support and successful problem-solving.
- Problem-solving among elected officials will have greater potential for success and garnering community support if transportation planning representatives (e.g. OCTA, Caltrans, etc.) are actively involved in the process.

<sup>1</sup> The Community Ascertainment Study is available for review in the City Clerk's office.

- Providing an open, transparent, accessible, information-rich, credible, comprehensive public involvement process will be essential for achieving a collaborative solution.

Based on the study findings, TCA established a "South Orange County Mobility Forum" consisting of elected officials and staff from the County of Orange and South Orange County cities as well as representatives from OCTA and Caltrans. The stated purpose of this forum is to facilitate broad stakeholder engagement that will support an open and inclusive process to discuss and analyze current transportation opportunities and challenges to build a coalition for generally agreed-upon regional transportation solutions in South Orange County.

There have been five Mobility Forum meetings and one public workshop. The following summarizes the discussions of alternatives that has taken place thus far and offers staff's recommendations for City Council consideration.

**Discussion:** Potential Mobility Alternatives

The first Mobility Forum was held in March and consisted of various overview and background presentations. At the April meeting, several graphics were presented to illustrate "high-level" regional traffic modeling results of South Orange County roadway congestion for existing conditions, future Year 2035 conditions with existing infrastructure and Year 2035 conditions with planned infrastructure. The bulk of the April meeting was devoted to a brainstorming discussion to solicit possible strategies/projects that should be more thoroughly evaluated in a traffic model to assess how well or not those would help in addressing congestion, delay, mobility etc. An initial list of sixteen alternatives, termed "ideas," was developed, and then later modified to the following list of 15 ideas which are depicted in the two maps provided in Attachment 1:

1. Dynamic pricing on TCA facilities (i.e. set price at level that results in V/C ratio less than 0.8).
2. Increase train frequency (i.e. assume same train frequency as for north of Laguna Niguel station) where double tracks exist. This shows on the map as adding double tracks from San Juan Capistrano south through San Clemente into San Diego County.
3. Synchronize lights on additional arterials (i.e. apply this to all South County arterials). There would be no change for San Clemente as the arterials identified in the attached map in San Clemente have already been synchronized.
4. Add mobility hubs at train stations and other locations like Rancho Mission Viejo. In San Clemente North Beach would become a mobility hub.
5. Complete bikeways identified in the Orange County Bikeways Master Plan for Supervisorial District 5. This includes legislation to support Neighborhood Electric Vehicle (NEV) usage of bike lanes and mobility hubs to include electric bikes in recognition of south OC terrain. This idea suggests completing all bikeways in the 2009 Master Plan but only shows some of the bikeways listed in the plan for San Clemente.
6. Widen Ortega Highway to four lanes within San Juan Capistrano.

7. Widen arterials to the maximum identified in the Master Plan of Arterial Highways (MPAH). For San Clemente, the only change to current streets per the MPAH would be to widen La Pata from four lanes to six lanes from Calle Saluda to the northern City limit. However the attached map suggests some changes to Avenida Vaquero.
8. Extend Avenida La Pata to Cristianitos Road (assumes 50 MPH, two-lane roadway).
9. Connect Ortega Highway at the San Juan Capistrano southern border to Avery Parkway and State Route 73.
10. Add I-5 High Occupancy Vehicle (HOV) Lane from Avenida Pico south to San Diego County Line.
11. Add I-5 General Purpose Lane from I-405 to San Diego County Line.
12. Add I-5 High Occupancy Toll (HOT) Lane from I-405 to San Diego County with dynamic pricing.
13. Connect the 241 Toll Road to I-5 via alignment crossing Avenida La Pata (i.e. make local connection at La Pata and then connect to I-5 at the Avenida Pico interchange). Based on the map, this alignment would route the Toll Road extension through the Forster Ridge Open Space and then Marblehead Inland open space before connecting to I-5.
14. Connect the 241 Toll Road to I-5 via alignment crossing Cristianitos Road.
15. Assume 20% of vehicle fleet consists of automated vehicles.

The initial idea list included a potential alternative to widen Ortega Highway to four lanes from the Antonio Parkway/Avenida La Pata intersection to I-15, but this was *later dropped from consideration*.

The May and June meetings consisted of discussion of initial modeling of the various project ideas, which were grouped into six “packages” or related suites of ideas to evaluate. During the June meeting discussion it was acknowledged that the packages were developed to help simplify the comparisons on a more global scale but that the actual analytics and evaluations are complex. There was discussion of the need to test individual ideas instead of the initial package groupings, and initial results of this idea-specific analysis were provided at the August meeting (refer to Attachment 2).

### Recommendations

Discussion of potential mobility solutions is continuing and additional Mobility Forum meetings and public workshops will be held. That said, the following offers some observations and recommendations regarding several of the specific potential mobility solution ideas discussed so far.

#### *Idea 2 – Double-Tracking*

Idea 2 noted above consists of double-tracking through San Clemente to “fill the gap” between existing double track segments which currently end in San Juan Capistrano and just south of San Clemente. At the first Mobility Forum meeting in April, double-tracking of the railroad was noted as a possible solution. At that meeting OCTA staff explained that passenger rail service north of San Juan Capistrano will be expanded by 1/3 over the next 20 years but south of San Juan Capistrano rail service is at capacity due to the single track. OCTA explained that in the early 2000’s a programmatic Environmental Impact Report (EIR) included possible new double

railroad track under the I-5 freeway corridor, but the \$3 billion estimate rendered this an infeasible alternative.

During that EIR process the City Council submitted written comment stating that it would “stringently oppose any capacity-enhancing improvements to the current at-grade beachfront alignment within San Clemente, and would seek an alternative which will locate all existing and future rail services in a tunnel or in a suitable bypass alignment.” If increased rail capacity via double-tracking continues to be a potential alternative, the City Council should consider re-iterating its position that any such double-tracking not occur along the existing coastal rail alignment and that any map graphics should be revised accordingly.

*Idea 13 – Extend 241 Toll Road via Avenida La Pata Corridor*

This idea is very similar to the “Central Corridor” alignments evaluated in the EIR for the proposed extension of the 241 Toll Road from Oso Parkway to I-5 at Cristianitos Road. On January 5, 2010, the City Council adopted Resolution No. 10-01 (see Attachment 3) opposing the Central Corridor alignment and related variants. At the time these were specifically noted as the Central Corridor (CC), Central Corridor - Avenida La Pata Variation (CC-ALPV) and Alignment 7 Corridor – Avenida La Pata Variation (A7C-ALPV) alternatives. Given the past opposition to very similar alignments, the City Council may wish to consider affirming its opposition to the Idea 14 potential solution which is now being evaluated. A proposed Resolution to this effect is provided in Attachment 4.

*Idea 14 – Connect the 241 Toll Road to I-5 at Cristianitos*

This alternative essentially mirrors the “Far East” alignment (and several related variants) that were evaluated in the EIR for the proposed Toll Road Extension. An important note is that while all of the former Far East Toll Road extension options included an interchange connection at the eastern end of Avenida Pico (with the Toll Road continuing all the way to I-5), none of the options terminated the proposed extension at Avenida Pico. However, during original planning and evaluation of the entire 241 Toll Road in the 1990’s, there was an option to end the toll road at the eastern end of Avenida Pico. So far in the current Mobility Forum process this option has not been raised or discussed. Even so, the City Council may wish to consider proactively opposing such an option since it was not an alternative during the most recent Toll Road extension evaluation. A proposed Resolution to this effect is provided in Attachment 4.

*Ideas 5 and 7 – Bikeways and MPAH Build-Out*

Staff will need to obtain more information from TCA’s consultant to understand the extent of bikeway improvements assumed in their modeling within San Clemente, and clarification of MPAH improvements within the City, especially with respect to Avenida Vaquero.

**Recommended**

**Action:** STAFF RECOMMENDS THAT the City Council consider the following:

1. Affirm prior City Council opposition to any capacity-enhancing improvements to the current at-grade beachfront railroad track alignment within San Clemente, and support an alternative which will locate all existing and future rail services in a tunnel or in a suitable bypass alignment; and
2. Adopt Resolution No. \_\_\_\_\_ titled "A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SAN CLEMENTE, CALIFORNIA, OPPOSING ANY FOOTHILL-SOUTH 241 TOLL ROAD EXTENSION ALIGNMENT THAT TERMINATES AT THE EASTERN END OF AVENIDA PICO OR CONNECTS TO INTERSTATE 5 VIA THE AVENIDA LA PATA/AVENIDA PICO CORRIDOR."

- Attachments:**
1. Maps depicting 15 project ideas/alternatives
  2. Project idea draft modeling results summary
  3. Resolution 10-01
  4. Proposed Resolution

**Notification:** None.





## ATTACHMENT 2

<b>IDEA 1</b> <b>Dynamic Pricing of TCA Facilities</b>						
Cost (\$ millions)	I-5 V/C N. Ortega (Rank)	I-5 V/C S. Ortega (Rank)	I-5 V/C N. Hermosa (Rank)	Daily Congested VMT (Rank)	Daily Vehicle Hours of Delay (Rank)	Jobs Within 30 min. Drive (Rank)
20	10 out of 10	10 out of 10	8 out of 10	10 out of 10 (-1%)	10 out of 10 (-1%)	10 out of 10 (2%)
<p><b><u>BENEFITS</u></b></p> <ul style="list-style-type: none"> <li>Relatively low cost</li> <li>No environmental impacts</li> <li>No regulatory permitting</li> </ul> <p><b><u>FUNDING</u></b></p> <ul style="list-style-type: none"> <li>Could be funded by TCA</li> </ul>				<p><b><u>CHALLENGES</u></b></p> <ul style="list-style-type: none"> <li>Provides minimal regional north-south traffic relief</li> <li>Floor pricing may need to be set per bond indenture requirements</li> </ul>		

- V/C = Volume to Capacity Ratio:**  
A traffic congestion index where V = total number of vehicles passing a point and C = maximum number of vehicles that can reasonably pass a certain point over a specified period. This ratio represents the sufficiency of a roadway to accommodate the vehicular demand. A V/C ratio less than 0.85 generally indicates adequate capacity is available and vehicles are not expected to experience significant delays.
- VMT = Vehicle Miles Traveled:**  
A measurement of miles traveled by vehicles within a specified region for a specified time period.
- Package Ranking – 1 through 10:**  
10 packages were evaluated with each package ranked in comparison to the others. A rank of 1 out of 10 being best and a rank of 10 out of 10 being worst.

## IDEA 2 Greater Train Frequency

Cost (\$ millions)	I-5 V/C N. Ortega (Rank)	I-5 V/C S. Ortega (Rank)	I-5 V/C N. Hermosa (Rank)	Daily Congested VMT (Rank)	Daily Vehicle Hours of Delay (Rank)	Jobs Within 30 min. Drive (Rank)
160-8,000	10 out of 10	10 out of 10	8 out of 10	10 out of 10 (-1%)	10 out of 10 (-1%)	10 out of 10 (2%)
<p><b><u>BENEFITS</u></b></p> <ul style="list-style-type: none"> <li>Promotes use of transit/commuter rail</li> <li>Improves goods movement/freight rail</li> <li>Signal adjustments could help move additional trains</li> </ul> <p><b><u>FUNDING</u></b></p> <ul style="list-style-type: none"> <li>No identified source of funding</li> <li>Future year TCA surplus toll revenues could be considered as a supplement to funding</li> </ul>				<p><b><u>CHALLENGES</u></b></p> <ul style="list-style-type: none"> <li>Provides minimal regional north-south traffic relief</li> <li>Opposition to double-tracking in San Clemente</li> <li>New construction in State Park Subunit 2 (Trestles surf area)</li> <li>Impact to beach trail</li> <li>Difficult to get regulatory permits due to coastal zone and wetland impacts</li> <li>If tunneling is used to mitigate above challenges, then cost is extreme at approximately \$8 billion</li> </ul>		

- V/C = Volume to Capacity Ratio:**

A traffic congestion index where V = total number of vehicles passing a point and C = maximum number of vehicles that can reasonably pass a certain point over a specified period. This ratio represents the sufficiency of a roadway to accommodate the vehicular demand. A V/C ratio less than 0.85 generally indicates adequate capacity is available and vehicles are not expected to experience significant delays.

- VMT = Vehicle Miles Traveled:**

A measurement of miles traveled by vehicles within a specified region for a specified time period.

- Package Ranking – 1 through 10:**

10 packages were evaluated with each package ranked in comparison to the others. A rank of 1 out of 10 being best and a rank of 10 out of 10 being worst.

## IDEA 3 Synchronized Lights on Arterials

Cost (\$ millions)	I-5 V/C N. Ortega (Rank)	I-5 V/C S. Ortega (Rank)	I-5 V/C N. Hermosa (Rank)	Daily Congested VMT (Rank)	Daily Vehicle Hours of Delay (Rank)	Jobs Within 30 min. Drive (Rank)
10	10 out of 10	10 out of 10	8 out of 10	10 out of 10 (-1%)	10 out of 10 (-1%)	10 out of 10 (2%)
<p><b><u>BENEFITS</u></b></p> <ul style="list-style-type: none"> <li>• Low cost</li> <li>• No environmental impacts</li> <li>• No regulatory permitting</li> </ul> <p><b><u>FUNDING</u></b></p> <ul style="list-style-type: none"> <li>• OCTA Measure M includes some competitive funding for signal synchronization projects</li> <li>• Future year TCA surplus toll revenues could be considered as a supplement to funding</li> </ul>				<p><b><u>CHALLENGES</u></b></p> <ul style="list-style-type: none"> <li>• Provides minimal regional north-south traffic relief</li> <li>• Jurisdictional coordination</li> <li>• Limited application based on the type of street grid layout in the south Orange County region</li> </ul>		

- **V/C = Volume to Capacity Ratio:**

A traffic congestion index where V = total number of vehicles passing a point and C = maximum number of vehicles that can reasonably pass a certain point over a specified period. This ratio represents the sufficiency of a roadway to accommodate the vehicular demand. A V/C ratio less than 0.85 generally indicates adequate capacity is available and vehicles are not expected to experience significant delays.

- **VMT = Vehicle Miles Traveled:**

A measurement of miles traveled by vehicles within a specified region for a specified time period.

- **Package Ranking – 1 through 10:**

10 packages were evaluated with each package ranked in comparison to the others. A rank of 1 out of 10 being best and a rank of 10 out of 10 being worst.

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## IDEA 4 Add Mobility Hubs

Cost (\$ millions)	I-5 V/C N. Ortega (Rank)	I-5 V/C S. Ortega (Rank)	I-5 V/C N. Hermosa (Rank)	Daily Congested VMT (Rank)	Daily Vehicle Hours of Delay (Rank)	Jobs Within 30 min. Drive (Rank)
40	10 out of 10	10 out of 10	8 out of 10	10 out of 10 (-1%)	10 out of 10 (-1%)	10 out of 10 (2%)
<p><b><u>BENEFITS</u></b></p> <ul style="list-style-type: none"> <li>• Low cost</li> <li>• Promotes use of transit/commuter rail</li> <li>• Low environmental impacts</li> <li>• Straightforward path to obtain regulatory permits</li> </ul> <p><b><u>FUNDING</u></b></p> <ul style="list-style-type: none"> <li>• No identified source of funding</li> <li>• Future year TCA surplus toll revenues could be considered as a supplement to funding</li> </ul>				<p><b><u>CHALLENGES</u></b></p> <ul style="list-style-type: none"> <li>• Provides minimal regional north-south traffic relief</li> <li>• Requires public/private partnerships with vendors and providers</li> <li>• May require use of eminent domain to expand facilities at existing stations</li> </ul>		

- **V/C = Volume to Capacity Ratio:**

A traffic congestion index where V = total number of vehicles passing a point and C = maximum number of vehicles that can reasonably pass a certain point over a specified period. This ratio represents the sufficiency of a roadway to accommodate the vehicular demand. A V/C ratio less than 0.85 generally indicates adequate capacity is available and vehicles are not expected to experience significant delays.

- **VMT = Vehicle Miles Traveled:**

A measurement of miles traveled by vehicles within a specified region for a specified time period.

- **Package Ranking – 1 through 10:**

10 packages were evaluated with each package ranked in comparison to the others. A rank of 1 out of 10 being best and a rank of 10 out of 10 being worst.

**DRAFT**

<p align="center"><b>IDEA 5</b> <b>Build-Out of District 5 Bike Facilities</b></p>						
Cost (\$ millions)	I-5 V/C N. Ortega (Rank)	I-5 V/C S. Ortega (Rank)	I-5 V/C N. Hermosa (Rank)	Daily Congested VMT (Rank)	Daily Vehicle Hours of Delay (Rank)	Jobs Within 30 min. Drive (Rank)
90	10 out of 10	10 out of 10	8 out of 10	10 out of 10 (-1%)	10 out of 10 (-1%)	10 out of 10 (2%)
<p><b><u>BENEFITS</u></b></p> <ul style="list-style-type: none"> <li>• Low cost</li> <li>• Promotes use of alternate transportation</li> <li>• Low environmental impacts</li> </ul> <p><b><u>FUNDING</u></b></p> <ul style="list-style-type: none"> <li>• Competitive funding/grants for qualified bike projects</li> <li>• Future year TCA surplus toll revenues could be considered as a supplement to funding</li> </ul>				<p><b><u>CHALLENGES</u></b></p> <ul style="list-style-type: none"> <li>• Provides minimal regional north-south traffic relief</li> <li>• Impacts to on-street parking</li> <li>• Lack of right-of-way</li> <li>• Funding matching may be required</li> </ul>		

- **V/C = Volume to Capacity Ratio:**

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- **VMT = Vehicle Miles Traveled:**

A measurement of miles traveled by vehicles within a specified region for a specified time period.

- **Package Ranking – 1 through 10:**

10 packages were evaluated with each package ranked in comparison to the others. A rank of 1 out of 10 being best and a rank of 10 out of 10 being worst.

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**IDEA 6**  
**Widen Ortega Highway to 4 lanes**

Cost (\$ millions)	I-5 V/C N. Ortega (Rank)	I-5 V/C S. Ortega (Rank)	I-5 V/C N. Hermosa (Rank)	Daily Congested VMT (Rank)	Daily Vehicle Hours of Delay (Rank)	Jobs Within 30 min. Drive (Rank)
30	7 out of 10	7 out of 10	7 out of 10	8 out of 10 (-10%)	8 out of 10 (-10%)	7 out of 10 (8%)
<b><u>BENEFITS</u></b> <ul style="list-style-type: none"><li>• Eliminates a local bottleneck condition</li><li>• Low cost</li><li>• Low environmental impacts</li><li>• Straightforward path to obtain regulatory permits</li></ul>				<b><u>CHALLENGES</u></b> <ul style="list-style-type: none"><li>• Provides low regional north-south traffic relief</li><li>• Local opposition</li></ul>		
<b><u>FUNDING</u></b> <ul style="list-style-type: none"><li>• Previously identified State and OCTA funding</li><li>• Status uncertain</li></ul>						

• **V/C = Volume to Capacity Ratio:**

A traffic congestion index where V = total number of vehicles passing a point and C = maximum number of vehicles that can reasonably pass a certain point over a specified period. This ratio represents the sufficiency of a roadway to accommodate the vehicular demand. A V/C ratio less than 0.85 generally indicates adequate capacity is available and vehicles are not expected to experience significant delays.

• **VMT = Vehicle Miles Traveled:**

A measurement of miles traveled by vehicles within a specified region for a specified time period.

• **Package Ranking – 1 through 10:**

10 packages were evaluated with each package ranked in comparison to the others. A rank of 1 out of 10 being best and a rank of 10 out of 10 being worst.

<b>IDEA 7</b> <b>Widen Arterials to MPAH Maximum</b>						
Cost (\$ millions)	I-5 V/C N. Ortega (Rank)	I-5 V/C S. Ortega (Rank)	I-5 V/C N. Hermosa (Rank)	Daily Congested VMT (Rank)	Daily Vehicle Hours of Delay (Rank)	Jobs Within 30 min. Drive (Rank)
910	7 out of 10	7 out of 10	7 out of 10	8 out of 10 (-10%)	8 out of 10 (-10%)	7 out of 10 (8%)
<p><b><u>BENEFITS</u></b></p> <ul style="list-style-type: none"> <li>Improves arterial system</li> <li>Provides local traffic relief</li> </ul> <p><b><u>FUNDING</u></b></p> <ul style="list-style-type: none"> <li>No identified source of funding</li> <li>Future year TCA surplus toll revenues could be considered as a supplement to funding</li> </ul>				<p><b><u>CHALLENGES</u></b></p> <ul style="list-style-type: none"> <li>Provides low regional north-south traffic relief</li> <li>Requires use of eminent domain to expand arterials</li> <li>Some projects include significant right-of-way acquisitions resulting in high impacts to the natural environment</li> <li>Community opposition</li> </ul>		

- V/C = Volume to Capacity Ratio:**

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- VMT = Vehicle Miles Traveled:**

A measurement of miles traveled by vehicles within a specified region for a specified time period.

- Package Ranking – 1 through 10:**

10 packages were evaluated with each package ranked in comparison to the others. A rank of 1 out of 10 being best and a rank of 10 out of 10 being worst.

## IDEA 8 Extend La Pata to Cristianitos Road

Cost (\$ millions)	I-5 V/C N. Ortega (Rank)	I-5 V/C S. Ortega (Rank)	I-5 V/C N. Hermosa (Rank)	Daily Congested VMT (Rank)	Daily Vehicle Hours of Delay (Rank)	Jobs Within 30 min. Drive (Rank)
100	7 out of 10	7 out of 10	8 out of 10	5 out of 10 (-14%)	7 out of 10 (-11%)	8 out of 10 (7%)
<p><b><u>BENEFITS</u></b></p> <ul style="list-style-type: none"> <li>Relatively low cost</li> <li>Low right-of-way and utility impacts</li> <li>Completes N-S local roadway (Antonio/La Pata/Cristianitos) from Rancho Santa Margarita to Interstate 5</li> </ul> <p><b><u>FUNDING</u></b></p> <ul style="list-style-type: none"> <li>No identified source of funding</li> </ul>				<p><b><u>CHALLENGES</u></b></p> <ul style="list-style-type: none"> <li>Provides low regional north-south traffic relief</li> <li>Requires agreement/right-of-way easement with Department of Navy</li> <li>Marine Corps may perceive alignment to have impacts to training</li> <li>High impacts to the natural environment</li> <li>New road in State Park and San Mateo Watershed</li> <li>Impacts to Native American cultural resources</li> <li>Difficult to obtain regulatory permits</li> <li>Opposition from Camp Pendleton, State Parks, Native Americans, Environmental Groups and Coastal Commission</li> <li>Requires improvements to Cristianitos Road</li> </ul>		

- V/C = Volume to Capacity Ratio:**

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- VMT = Vehicle Miles Traveled:**

A measurement of miles traveled by vehicles within a specified region for a specified time period.

- Package Ranking – 1 through 10:**

10 packages were evaluated with each package ranked in comparison to the others. A rank of 1 out of 10 being best and a rank of 10 out of 10 being worst.

## IDEA 9

### Connect Ortega Highway to Avery Parkway and SR 73

Cost (\$ millions)	I-5 V/C N. Ortega (Rank)	I-5 V/C S. Ortega (Rank)	I-5 V/C N. Hermosa (Rank)	Daily Congested VMT (Rank)	Daily Vehicle Hours of Delay (Rank)	Jobs Within 30 min. Drive (Rank)
700-1,200	6 out of 10	6 out of 10	6 out of 10	5 out of 10 (-14%)	5 out of 10 (-12%)	6 out of 10 (11%)
<p><b><u>BENEFITS</u></b></p> <ul style="list-style-type: none"> <li>Provides local E-W traffic relief</li> <li>Provides alternate route for Ortega Hwy through San Juan Capistrano</li> </ul> <p><b><u>FUNDING</u></b></p> <ul style="list-style-type: none"> <li>No identified source of funding</li> </ul>				<p><b><u>CHALLENGES</u></b></p> <ul style="list-style-type: none"> <li>High cost with only moderate regional north-south traffic relief</li> <li>Community opposition</li> <li>Will require use of eminent domain to acquire necessary right-of-way</li> <li>High impacts to built and natural environment</li> <li>High right-of-way and utility impacts</li> <li>Moderately difficult to obtain regulatory permits</li> </ul>		

- V/C = Volume to Capacity Ratio:**

A traffic congestion index where V = total number of vehicles passing a point and C = maximum number of vehicles that can reasonably pass a certain point over a specified period. This ratio represents the sufficiency of a roadway to accommodate the vehicular demand. A V/C ratio less than 0.85 generally indicates adequate capacity is available and vehicles are not expected to experience significant delays.

- VMT = Vehicle Miles Traveled:**

A measurement of miles traveled by vehicles within a specified region for a specified time period.

- Package Ranking – 1 through 10:**

10 packages were evaluated with each package ranked in comparison to the others. A rank of 1 out of 10 being best and a rank of 10 out of 10 being worst.

# DRAFT

IDEA 10 Add I-5 HOV Lane (Pico to San Diego County Line)						
Cost (\$ millions)	I-5 V/C N. Ortega (Rank)	I-5 V/C S. Ortega (Rank)	I-5 V/C N. Hermosa (Rank)	Daily Congested VMT (Rank)	Daily Vehicle Hours of Delay (Rank)	Jobs Within 30 min. Drive (Rank)
300	7 out of 10	7 out of 10	8 out of 10	5 out of 10 (-14%)	5 out of 10 (-12%)	9 out of 10 (6%)
<b><u>BENEFITS</u></b> <ul style="list-style-type: none"><li>• Completes South Orange County I-5 HOV system to County line</li><li>• Low impacts to the built and natural environment</li><li>• Straightforward path to obtain regulatory permits</li></ul>				<b><u>CHALLENGES</u></b> <ul style="list-style-type: none"><li>• Limited project length provides only moderate regional north-south traffic relief</li><li>• Does not provide alternate route to I-5</li><li>• Some right-of-way impacts</li></ul>		
<b><u>FUNDING</u></b> <ul style="list-style-type: none"><li>• No identified source of funding</li></ul>						

- **V/C = Volume to Capacity Ratio:**

A traffic congestion index where V = total number of vehicles passing a point and C = maximum number of vehicles that can reasonably pass a certain point over a specified period. This ratio represents the sufficiency of a roadway to accommodate the vehicular demand. A V/C ratio less than 0.85 generally indicates adequate capacity is available and vehicles are not expected to experience significant delays.

- **VMT = Vehicle Miles Traveled:**

A measurement of miles traveled by vehicles within a specified region for a specified time period.

- **Package Ranking -- 1 through 10:**

10 packages were evaluated with each package ranked in comparison to the others. A rank of 1 out of 10 being best and a rank of 10 out of 10 being worst.

# DRAFT

## IDEA 11 Add I-5 General Purpose Lane (I-405 to San Diego County Line)

Cost (\$ millions)	I-5 V/C N. Ortega (Rank)	I-5 V/C S. Ortega (Rank)	I-5 V/C N. Hermosa (Rank)	Daily Congested VMT (Rank)	Daily Vehicle Hours of Delay (Rank)	Jobs Within 30 min. Drive (Rank)
1,600	4 out of 10	3 out of 10	2 out of 10	1 out of 10 (-40%)	1 out of 10 (-28%)	4 out of 10 (32%)
<b><u>BENEFITS</u></b> <ul style="list-style-type: none"><li>• Provides good regional north-south traffic relief</li><li>• Low impacts to the natural environment</li><li>• Straightforward path to obtain regulatory permits</li></ul>				<b><u>CHALLENGES</u></b> <ul style="list-style-type: none"><li>• High cost</li><li>• Additional widening beyond currently programed projects will:<ul style="list-style-type: none"><li>➤ Have significant right-of-way and utility impacts</li><li>➤ Have impacts to the built environment</li><li>➤ Not provide alternate route to I-5</li></ul></li><li>• Significant bridge and interchange reconstruction</li></ul>		
<b><u>FUNDING</u></b> <ul style="list-style-type: none"><li>• No identified source of funding</li></ul>						

- **V/C = Volume to Capacity Ratio:**

A traffic congestion index where V = total number of vehicles passing a point and C = maximum number of vehicles that can reasonably pass a certain point over a specified period. This ratio represents the sufficiency of a roadway to accommodate the vehicular demand. A V/C ratio less than 0.85 generally indicates adequate capacity is available and vehicles are not expected to experience significant delays.

- **VMT = Vehicle Miles Traveled:**

A measurement of miles traveled by vehicles within a specified region for a specified time period.

- **Package Ranking – 1 through 10:**

10 packages were evaluated with each package ranked in comparison to the others. A rank of 1 out of 10 being best and a rank of 10 out of 10 being worst.

# DRAFT

## IDEA 12 Add I-5 HOT Lane (I-405 to San Diego County Line)

Cost (\$ millions)	I-5 V/C N. Ortega (Rank)	I-5 V/C S. Ortega (Rank)	I-5 V/C N. Hermosa (Rank)	Daily Congested VMT (Rank)	Daily Vehicle Hours of Delay (Rank)	Jobs Within 30 min. Drive (Rank)
1,800	1 out of 10	1 out of 10	4 out of 10	9 out of 10 (-4%)	9 out of 10 (-5%)	1 out of 10 (74%)
<b><u>BENEFITS</u></b> <ul style="list-style-type: none"><li>• Very good at increasing jobs within 30 - minute drive</li><li>• Improves V/C ratios along I-5</li><li>• Low impacts to the natural environment</li><li>• Straightforward path to obtain regulatory permits</li></ul> <b><u>FUNDING</u></b> <ul style="list-style-type: none"><li>• Toll revenue bonds could be a partial source of funding</li></ul>				<b><u>CHALLENGES</u></b> <ul style="list-style-type: none"><li>• Single lane HOT lane facilities are ineffective for regional north-south traffic relieve</li><li>• Operationally difficult – ingress/egress</li><li>• High cost</li><li>• Additional widening beyond currently programed projects will:<ul style="list-style-type: none"><li>➤ Have right-of-way and utility impacts</li><li>➤ Have impacts to the built environment</li><li>➤ Not provide alternate route to I-5</li></ul></li><li>• Significant bridge and interchange reconstruction</li></ul>		

- **V/C = Volume to Capacity Ratio:**

A traffic congestion index where V = total number of vehicles passing a point and C = maximum number of vehicles that can reasonably pass a certain point over a specified period. This ratio represents the sufficiency of a roadway to accommodate the vehicular demand. A V/C ratio less than 0.85 generally indicates adequate capacity is available and vehicles are not expected to experience significant delays.

- **VMT = Vehicle Miles Traveled:**

A measurement of miles traveled by vehicles within a specified region for a specified time period.

- **Package Ranking – 1 through 10:**

10 packages were evaluated with each package ranked in comparison to the others. A rank of 1 out of 10 being best and a rank of 10 out of 10 being worst.

## IDEA 13 Connect SR 241 to I-5 via La Pata Alignment

Cost (\$ millions)	I-5 V/C N. Ortega (Rank)	I-5 V/C S. Ortega (Rank)	I-5 V/C N. Hermosa (Rank)	Daily Congested VMT (Rank)	Daily Vehicle Hours of Delay (Rank)	Jobs Within 30 min. Drive (Rank)
1,600	1 out of 10	1 out of 10	1 out of 10	2 out of 10 (-37%)	2 out of 10 (-23%)	2 out of 10 (48%)
<p><b><u>BENEFITS</u></b></p> <ul style="list-style-type: none"> <li>Provides good regional north-south traffic relief</li> <li>Good for improving both North-South and East-West traffic flow</li> <li>Good for increasing jobs within 30 - minute drive</li> <li>Completes Orange County toll road network</li> <li>Provides alternate route to I-5</li> </ul> <p><b><u>FUNDING</u></b></p> <ul style="list-style-type: none"> <li>Could be funded by TCA through use of Development Impact Fees and toll revenue bonds</li> </ul>				<p><b><u>CHALLENGES</u></b></p> <ul style="list-style-type: none"> <li>Moderate right-of-way and utility impacts</li> <li>Moderate impacts to the built and natural environment</li> <li>Moderately difficult to obtain regulatory permits</li> <li>Impacts Prima Deshecha Landfill</li> <li>New infrastructure in San Clemente</li> <li>Will require use of eminent domain to acquire necessary right-of-way</li> <li>Potential community opposition</li> </ul>		

- V/C = Volume to Capacity Ratio:**

A traffic congestion index where V = total number of vehicles passing a point and C = maximum number of vehicles that can reasonably pass a certain point over a specified period. This ratio represents the sufficiency of a roadway to accommodate the vehicular demand. A V/C ratio less than 0.85 generally indicates adequate capacity is available and vehicles are not expected to experience significant delays.

- VMT = Vehicle Miles Traveled:**

A measurement of miles traveled by vehicles within a specified region for a specified time period.

- Package Ranking – 1 through 10:**

10 packages were evaluated with each package ranked in comparison to the others. A rank of 1 out of 10 being best and a rank of 10 out of 10 being worst.

## IDEA 14 Connect SR 241 to I-5 Via Cristianitos Road

Cost (\$ millions)	I-5 V/C N. Ortega (Rank)	I-5 V/C S. Ortega (Rank)	I-5 V/C N. Hermosa (Rank)	Daily Congested VMT (Rank)	Daily Vehicle Hours of Delay (Rank)	Jobs Within 30 min. Drive (Rank)
1,100	4 out of 10	4 out of 10	5 out of 10	4 out of 10 (-32%)	4 out of 10 (-19%)	5 out of 10 (25%)
<p><b><u>BENEFITS</u></b></p> <ul style="list-style-type: none"> <li>• Low right-of-way impacts</li> <li>• Provides moderately good regional north-south traffic relief</li> <li>• Completes Orange County toll road network</li> <li>• Provides alternate route to I-5</li> </ul> <p><b><u>FUNDING</u></b></p> <ul style="list-style-type: none"> <li>• Could be funded by TCA through use of Development Impact Fees and toll revenue bonds</li> </ul>				<p><b><u>CHALLENGES</u></b></p> <ul style="list-style-type: none"> <li>• High impacts to the natural environment</li> <li>• New road in State Park and San Mateo Watershed</li> <li>• Impossible to obtain regulatory permits</li> <li>• Impacts to Native American cultural resources</li> <li>• Opposition from State Parks, Native Americans, Environmental Groups and Coastal Commission</li> <li>• Requires agreement/right-of-way easement with Department of Navy</li> </ul>		

- **V/C = Volume to Capacity Ratio:**

A traffic congestion index where V = total number of vehicles passing a point and C = maximum number of vehicles that can reasonably pass a certain point over a specified period. This ratio represents the sufficiency of a roadway to accommodate the vehicular demand. A V/C ratio less than 0.85 generally indicates adequate capacity is available and vehicles are not expected to experience significant delays.

- **VMT = Vehicle Miles Traveled:**

A measurement of miles traveled by vehicles within a specified region for a specified time period.

- **Package Ranking – 1 through 10:**

10 packages were evaluated with each package ranked in comparison to the others. A rank of 1 out of 10 being best and a rank of 10 out of 10 being worst.

## IDEA 15 Assume 20% of Vehicle Fleet is Automated

Cost (\$ millions)	I-5 V/C N. Ortega (Rank)	I-5 V/C S. Ortega (Rank)	I-5 V/C N. Hermosa (Rank)	Daily Congested VMT (Rank)	Daily Vehicle Hours of Delay (Rank)	Jobs Within 30 min. Drive (Rank)
Unknown	1 out of 10	4 out of 10	2 out of 10	3 out of 10 (-34%)	3 out of 10 (-22%)	3 out of 10 (35%)
<b><u>BENEFITS</u></b> <ul style="list-style-type: none"> <li>Provides good regional north-south traffic relief</li> <li>Low environmental impacts</li> <li>No regulatory permitting</li> <li>This solution in combination with any of the build ideas would produce even greater benefits</li> </ul>				<b><u>CHALLENGES</u></b> <ul style="list-style-type: none"> <li>Implementation is uncertain and speculative</li> <li>Requires freeway/arterial improvements for vehicle-to-infrastructure communication</li> </ul>		
<b><u>FUNDING</u></b> <ul style="list-style-type: none"> <li>No identified source of funding</li> <li>Cost unknown</li> </ul>						

- **V/C = Volume to Capacity Ratio:**

A traffic congestion index where V = total number of vehicles passing a point and C = maximum number of vehicles that can reasonably pass a certain point over a specified period. This ratio represents the sufficiency of a roadway to accommodate the vehicular demand. A V/C ratio less than 0.85 generally indicates adequate capacity is available and vehicles are not expected to experience significant delays.

- **VMT = Vehicle Miles Traveled:**

A measurement of miles traveled by vehicles within a specified region for a specified time period.

- **Package Ranking – 1 through 10:**

10 packages were evaluated with each package ranked in comparison to the others. A rank of 1 out of 10 being best and a rank of 10 out of 10 being worst.

# Attachment 3

## RESOLUTION NO. 10-01

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SAN CLEMENTE, CALIFORNIA. OPPOSING THE FOOTHILL-SOUTH TOLL ROAD ALIGNMENTS THAT CUT INTO THE CITY OF SAN CLEMENTE INCLUDING THE "CENTRAL CORRIDOR" (CC) ALTERNATIVE, "CENTRAL CORRIDOR - AVENIDA LA PATA VARIATION" (CC-ALPV) ALTERNATIVE AND THE "ALIGNMENT 7 CORRIDOR - AVENIDA LA PATA VARIATION" (A7C-ALPV) ALTERNATIVE

**WHEREAS**, the Foothill Transportation Corridor ("FTC") has been identified as a needed facility in studies of existing and projected travel demand in Orange County beginning with the 1979 Multi-Modal Transportation Study; and

**WHEREAS**, the 16-mile extension of the FTC project is the final construction link of a circulation system which has been jointly planned with several Orange County cities, the County of Orange and the Transportation Corridor Agency; and

**WHEREAS**, the City of San Clemente opposes any alignment alternative that would involve cutting into the City of San Clemente including the "Central Corridor" alternative, the "Central Corridor - Avenida La Pata Variation" alternative and "Alignment 7 Corridor - Avenida La Pata Variation" alternative; and

**WHEREAS**, constructing the FTC through the City would have a devastating impact on the City and its quality of life for reasons as follows:

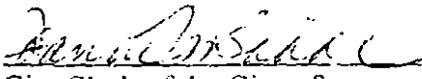
- ***The CC alignment(s) are inconsistent with the City of San Clemente General Plan.*** All land use planning for the San Clemente "Ranch Area" has assumed alignments to the far east of the City. Consequently, implementation of the CC alignment(s) would have adverse impacts on existing and planned uses within the Planned Communities of Marblehead Inland, Forster Ranch, Rancho San Clemente and Talega.
- ***The CC alignment(s) would cause economic hardship for the City of San Clemente.*** The CC alignment(s) will have an adverse impact on employment and the fiscal well-being of San Clemente. The CC alignment(s) will result in the demolition of various homes displacing residents. The CC alternative would also displace businesses. Reductions in property, sales and bed taxes would be experienced resulting in general revenue losses to the City.

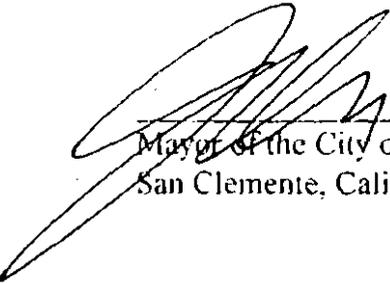
- *The CC alignment(s) would disrupt neighborhood and community cohesion through the bisection of the City.* In addition to the uprooting of existing residences, and potentially businesses and schools as is the case in the CC alignment, the CC alignment(s) would physically and visually divide the Talega Planned Community from the Forster Ranch and Marblehead Inland Planned Communities (aka Ranch communities) similar to the division created by the existing I-5, thereby disrupting the “planned community” fabric.
- *The CC alignment(s) would negatively affect emergency response times in the City of San Clemente.* The CC alignment(s) would cause a reduction in freeway and cross-freeway access, thereby causing emergency response vehicles to exceed San Clemente’s service-delivery standards.
- *The CC alignment(s) would introduce a second corridor through the heart of San Clemente.* In general, the CC alignment(s) would have devastating aesthetic impacts that will diminish or possibly eliminate the City’s plan to foster a quality visual experience for those who live and travel within the City. Additionally, the CC alignment(s) would eliminate or severely impact irreplaceable open space and major and minor ridgelines that have been designated for preservation and are utilized by residents and visitors alike.
- *The CC alignment(s) would result in significant air quality, noise and traffic impacts to the City.* In particular, the CC alignment(s) that do not connect to the I-5 will result in significant amounts of additional vehicular and truck traffic on roads within existing residential neighborhoods, thereby significantly impacting traffic, noise and air quality for San Clemente residents and visitors.
- *The CC alignment, in particular, will permanently impact San Clemente High School by causing land within the site to be acquired for roadway purposes.*
- *The Central Corridor – Avenida La Pata Variation (CC-ALPV), referenced as an “available and reasonable” alignment by the U.S. Secretary of Commerce would uproot existing residences and result in significant amounts of additional vehicular and truck traffic on roads within existing residential neighborhoods, thereby significantly impacting traffic, noise and air quality for San Clemente residents and visitors.*

**NOW, THEREFORE,** be it resolved that the City Council of the City of San Clemente does hereby oppose the Foothill-South Toll Road alignments that cut into the City including the “Central Corridor” alternative, the “Central Corridor – Avenida La Pata Variation” alternative and “Alignment 7 Corridor – Avenida La Pata Variation” alternative.

PASSED AND ADOPTED this 5th day of January, 2010.

ATTEST:

  
\_\_\_\_\_  
City Clerk of the City of  
San Clemente, California

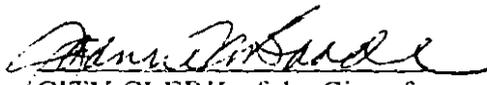
  
\_\_\_\_\_  
Mayor of the City of  
San Clemente, California

STATE OF CALIFORNIA    )  
COUNTY OF ORANGE    ) §  
CITY OF SAN CLEMENTE    )

I, JOANNE BAADE, City Clerk of the City of San Clemente, California, do hereby certify that Resolution No. 10-01 was adopted at a regular meeting of the City Council of the City of San Clemente held on the 5th day of January, 2010, by the following vote:

- AYES:        ANDERSON, BAKER, DONCHAK, EGGLESTON, MAYOR DAHL
- NOES:        NONE
- ABSENT:     NONE

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the official seal of the City of San Clemente, California, this 6<sup>th</sup> day of January, 2010.

  
\_\_\_\_\_  
CITY CLERK of the City of  
San Clemente, California

Approved as to form:

/S/ Jeffrey M. Oderman  
City Attorney

RESOLUTION NO.

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SAN CLEMENTE, CALIFORNIA, OPPOSING ANY FOOTHILL-SOUTH 241 TOLL ROAD EXTENSION ALIGNMENT THAT TERMINATES AT THE EASTERN END OF AVENIDA PICO OR CONNECTS TO INTERSTATE 5 VIA THE AVENIDA LA PATA/AVENIDA PICO CORRIDOR.

WHEREAS, the Transportation Corridor Agency (TCA) has established a "South Orange County Mobility Forum" consisting of elected officials and staff from the County of Orange and South Orange County cities as well as representatives from OCTA and Caltrans; and

WHEREAS, the stated purpose of South Orange County Mobility Forum is to facilitate broad stakeholder engagement that will support an open and inclusive process to discuss and analyze current transportation opportunities and challenges and arrive at generally agreed-upon regional transportation solutions in South Orange County; and

WHEREAS, there have been several meetings of the South Orange County Mobility Forum in which 15 potential project ideas/alternatives have been developed and discussed; and

WHEREAS, Project Idea No. 13 consists of connecting the 241 Toll Road to Interstate 5 via an alignment along the Avenida La Pata and Avenida Pico corridors, similar to "Central Alignment" variants previously opposed by the City Council per Resolution No. 10-01; and

WHEREAS, Project Idea No. 14 consists of connecting the 241 Toll Road to Interstate 5 via the Cristianitos Road corridor, similar to the "Far Eastern" variants previously evaluated by the TCA; and

WHEREAS, the City of San Clemente is concerned about potential adverse impacts associated if Project Idea No. 14 is modified to terminate at the eastern end of Avenida Pico.

NOW, THEREFORE, The City Council of the City of San Clemente does hereby resolve as follows:

Section 1. The City Council opposes any extension of the Foothill South 241 Toll Road which would terminate at the eastern end of Avenida Pico.

Section 2. The City Council opposes any extension of the Foothill South 241 Toll Road which would involve alignments along the Avenida La Pata or Avenida Pico corridors.

Section 3. The City Clerk shall certify to the passage and adoption of this resolution and enter it into the book of original resolutions.

PASSED AND ADOPTED this \_\_\_\_\_ day of September, 2016.

ATTEST:

\_\_\_\_\_  
City Clerk of the City of  
San Clemente, California

\_\_\_\_\_  
Mayor of the City of San  
Clemente, California

STATE OF CALIFORNIA     )  
 COUNTY OF ORANGE     ) §  
 CITY OF SAN CLEMENTE   )

I, JOANNE BAADE, City Clerk of the City of San Clemente, California, do hereby certify that Resolution No. \_\_\_\_\_ was adopted at a regular meeting of the City Council of the City of San Clemente held on the \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_, by the following vote:

AYES:

NOES:

ABSENT:

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the official seal of the City of San Clemente, California, this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_.

\_\_\_\_\_  
 CITY CLERK of the City of  
 San Clemente, California

Approved as to form:

\_\_\_\_\_  
 City Attorney

**SOUTH ORANGE COUNTY - COMMUNITY  
ASCERTAINMENT STUDY REGARDING  
REGIONAL MOBILITY**

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***Summary Report of Findings, Conclusions and  
Recommendations***

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Prepared For:  
Foothill/Eastern Transportation Corridor Agency  
January 2016

Prepared By:  
Sharon Browning & Associates

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## **Section 1: Community Ascertainment Study Purpose and Background, Methodology and Environment**

### **Purpose and Background**

Since 1981, State Route (SR) 241 has been on Orange County's Master Plan of Arterial Highways and the Southern California Association of Governments (SCAG) Regional Transportation Plan (RTP) since 1991, including the recently released 2016 DRAFT RTP/Sustainable Communities Strategy. The SR-241 is included in SCAG's recently adopted Federal Transportation Improvement Program and the Orange County Transportation Authority's adopted 2014 Long Range Transportation Plan. Within San Diego County, the SR-241 has been included in the San Diego Association of Government's RTP since 1994.

In 2008, the California Coastal Commission denied a coastal consistency permit for the locally approved project alignment, known as the "Green Alignment," which would have completed the southern segment of the SR-241. Since then the Foothill/Eastern Transportation Corridor Agency (TCA) has been engaged in a planning and outreach process to determine if consensus can be achieved for a viable alternative project alignment to serve South Orange County's (South County) increased and projected mobility needs.

In May 2015, the TCA contracted with Sharon Browning & Associates (SB&A), an independent consultant specializing in issues management and consensus planning, to conduct a community ascertainment study. The purpose of the study was to gather input and gain insight into how best to work collaboratively with the South County communities. The ascertainment study was intended to serve as a first step in determining if and how the community wants to work together around its regional mobility needs. Specifically, the purpose of the ascertainment study was to determine:

- How the community defines mobility challenges related to traffic congestion and the I-5 freeway in South Orange County.
- What priorities are important to address in order to achieve consensus about potential solutions for mobility and related environmental challenges.
- What processes the community prefers for planning and decision-making related to its mobility needs.

The study results outlined in this report are part of a multi-faceted, broad-based stakeholder process and will be one of many factors the TCA will consider in determining how it will proceed in working with its regional partners to address South County's mobility needs.

## **Methodology**

*The community ascertainment study was independently conducted by Sharon M. Browning between May and November 2015 and consisted of 45 in-person, confidential interviews with residents and active community-based leaders from the Orange County cities and unincorporated areas of San Clemente, San Juan Capistrano, Dana Point, Mission Viejo, Ladera Ranch, Coto de Caza and Rancho Santa Margarita. An additional 19 persons were contacted for interviews who either did not respond, declined or cancelled for a total outreach effort of 64.*

SB&A extends its sincere appreciation to the 45 interviewees who took time from their busy schedules to generously contribute to the community ascertainment study. Each of these individuals authentically and energetically invested in dialogue and the interview process. Each provided their thoughts and experiences out of a desire to serve and protect their community and did so in a collegial, respectful, professional manner.

In preparation for the interview process, SB&A requested that the TCA provide an initial “starter” list of names of individuals that are representative of a broad range of constituencies, backgrounds and perspectives. Current elected and appointed city officials and media representatives were not included in the sample in order to generate truly representative community-based information.

SB&A networked through the initial list of individuals to independently identify additional interviewees in order to achieve the total sample of 45 participants. A majority of interviewees are connected to the cities of San Clemente and San Juan Capistrano because, through the ascertainment study referral process, individuals in these cities were most often identified as likely to have a “first-hand” perspective about extension or non-extension of the SR-241 alignment.

Interviewees were informed that their interview input would remain confidential and that input from all 45 study participants would be aggregated, analyzed and reported without attribution.

Study interviewees were engaged in an open-ended dialogue (ranging in duration from forty-five to ninety minutes) that focused on, but was not limited to, the following areas of exploration:

1. Is there or is there not an I-5 capacity or mobility problem?
2. If a capacity or mobility problem exists, what is a detailed description of the problem? Where and how is the problem experienced? What is the impact of the problem?
3. Is the capacity or mobility problem of sufficient magnitude that a solution needs to be generated?

4. If a solution is needed, what solution or solutions (out of all possible solutions) should be considered for addressing the capacity or mobility problem?
5. Is completion of the southern segment of the SR-241 toll road a viable solution to the capacity or mobility problem?
6. If completion of the southern segment of the SR-241 toll road is viable, what alignments should be considered?
7. What issues need to be addressed in order to build agreement on any solution and/or the SR-241 option if it is a viable solution?
8. What criteria or priorities should be established for deciding on solutions for addressing the capacity or mobility problem and/or the completion of SR 241?
9. What process should be used to achieve consensus on a solution among the South County cities? Is achieving consensus necessary, desirable?
10. Who should be involved and what process should be used to determine if and how to address South County's I-5 capacity/mobility needs?

A content analysis of the completed 45 ascertainment study interviews resulted in well-defined categories of information and input frequency repeat-rates that indicate the sample size is sufficient for drawing limited, but reliable conclusions and for making germane next-step recommendations.

There were some study participants who indicated they were willing to be interviewed but would not directly respond to the question "Is there an I-5 capacity problem?" This is because they are fundamentally opposed to the 241 toll road and do not want to lend credence or support to any effort that would result in a decision to extend its alignment. To reflect this perspective and reconcile it with the study's definition of "consensus," (which is to achieve total agreement,) this report does not refer to "consensus" findings since, by definition, "consensus" findings would be impossible.

Further, in order to foster objectivity and avoid contributing to a polarized decision-making environment, the content of this report focuses on areas of "high agreement" among interviewees (i.e. 40 interviewees or more agree). Where there is not "high agreement" content is referred to as "lack of agreement" without clarification of the agreement level (i.e. low or medium). This practice is employed in order to avoid any tendency to attribute "right or wrong" to interviewee input or use the report content to justify decision-making related to potential solutions for South County's mobility needs. Further, the practice is intended to emphasize those areas where opportunity exists for all interested parties to be included, develop consensus and collaboratively work together.

## **Environment**

The environment within which the ascertainment study was conducted contains unique elements which should be factored into consideration of the conclusions and recommendations resulting from the study. These elements are:

- Existing I-5 construction.
- Extension of Avenida La Pata.
- Local culture and political perspectives, values and practices.
- Interviewees/community leaders' limited discretionary time.

**I-5 construction.** Several interchanges along the South County I-5 are currently under construction by Caltrans for the purpose of improving I-5 capacity and traffic flow. The construction is perceived by interviewees as “currently” contributing to existing I-5 congestion while “possibly” alleviating congestion long-term. Thus, for some interviewees, stating a “definitive and/or accurate” opinion about the adequacy or inadequacy of the I-5 capacity was “at this time” complicated by the construction.

**Avenida La Pata.** Similarly, the extension of Avenida La Pata, a four-lane north/south arterial road now under construction by the County of Orange, is planned to improve local circulation. For some interviewees, this project complicated their ability to make a definitive assessment “at this time” of existing and long-term capacity needs on the I-5.

**Local culture and political perspectives, values and practices.** Long and passionately held cultural and political values, perspectives and practices are identified by interviewees as factors that will impact achieving consensus solutions to South County mobility needs. Interviewees indicate that residents and leaders in South County cities care passionately about their local community, preserving its existing character and identity and actively organize to influence elected officials’ decisions about its future. Residents and leaders are described as holding “strong” views about roads, modes of transportation, environmental preservation, development, etc. and will “turn officials out of office” if they do not “comply with their specific wishes.”

Interviewees describe effective, organized, robust and sometimes “rough and tumble” campaigns to elect city council majorities of pro or no-development perspective and campaigns to influence what city projects are and are not approved. The words used most often to describe the local decision-making process were “polarized” and “politicized.”

Interviewees also describe “frustration” with having to “live with” decisions made by elected officials who, while in office, made decisions counter to the interviewee’s philosophy and perspective. Thus, development and transportation planning in the South County is described as a “continual tug-of-war among various factions” resulting in planning decisions that are sometimes “not fully implemented,” “short-term,” “fragmented” and “inconsistent” due to changing council majorities and philosophies.

Finally, South County residents and leaders are described as embracing the values of the “right to engage” in the democratic process, open, transparent government and decision-making, and the importance of facilitating broad community input.

**Interviewees/community leaders' limited discretionary time.** The amount of time and effort necessary to conduct the ascertainment study was extended and impacted by the limited availability of “busy” interviewees. While interviewees expressed an interest in participating in the study, finding the time for the interview was challenging. Interviewees explain that South County residents and leaders are “busy” with work, family, travel, exercise, sports and personal commitments. They describe having to walk door-to-door to leave messages about important meetings in order to assure attendance and trying to “catch people in person” in the late evening when they are returning from work.. The limited time and “focused attention” of community members is viewed as complicating the thorough, accurate communication of facts necessary for local residents and leaders to develop informed decisions and perspectives on any topic let alone topics that are highly technical and/or politicized.

## Section 2: Overview of Findings

### Definition of mobility challenges related to traffic congestion and the I-5 freeway.

There is high agreement among study participants that an I-5 mobility problem exists. The problem is described differently by interviewees depending upon where they live in relation to the I-5 and their personal I-5 usage pattern. Collectively, interviewees describe the problem as:

- Intermittent.
- Excessive north and southbound I-5 congestion from Oso Parkway to Cristianitos Road during the morning and evening peak week-day transportation hours, on weekends (Friday early afternoon through Sunday late afternoon, especially southbound) and whenever there is an accident or incident that impacts an I-5 traffic lane.
- Difficulty using local arterial streets for accessing and crossing the I-5 during peak transportation times and periods when there are accidents or traffic incidents.

Collectively, interviewees describe the consequences of “excessive congestion” as impacting the “quality of life” in South County:

- **Reduced personal time.** “Waste hours of time just sitting in traffic.” “Don’t get home until very late.” “Sit for 10 minutes just to get to the freeway some mornings...then sit some more.”
- **Increased personal stress.** “...not knowing if I will be able to get home or not.” “Feel stranded.” “Held hostage to the I-5.” “...late to dinner or the kid’s programs.” “...exhausted when I finally reach home.”
- **Affected life choices.** “We changed churches because we couldn’t get to worship and participate in its community life.” “We can’t do dinner, a movie or the beach whenever we want...our choices are based on the traffic.”
- **Increased residential “cut-through” traffic.** “People are finding their way through our neighborhood to avoid the freeway.” “Drive fast...don’t care about our neighborhood.” “Is impacting our property values.” “We love it here but are talking about moving.”
- **Increased safety concerns.** “I worry about fire. You can survive an earthquake but need to get away from a fire.” “If my child needs a doctor I

want to be able to get him there before it's too late." "We have to have another way out."

- **Constrained business.** "Everything falls apart if my deliveries are late." "Time is money to me." "I can't be late to meetings." "I need to make a living."

Even though there is high agreement that an I-5 mobility problem exists, there is lack of agreement about the best approach to solving the problem as well as whether or not a solution should even be pursued. Some interviewees believe that any solution that involves increased capacity for cars should *not* be considered because the South County is already "over developed" and so that the "over development" and growth will be contained. They indicate that "roads benefit developers and new residents, not the existing community." They understand that thousands of approved new housing units will be built in the future but believe that prohibiting new roads will stop or slow the development, and its related growth which would be "a good thing for the community."

Some interviewees who favor no solution related to increased road capacity for "cars" believe that only once the capacity for "cars" is restricted will the community and its leaders "meaningfully" pursue alternative modes of transportation that are people friendly and environmentally more sensitive such as carpooling, monorails, subways, trains, buses, bicycles and walking. They believe that people can be "led" and "encouraged" to give up their "dependence" on cars if conditions require this change.

Interviewees who seek a solution that involves increased capacity for traffic believe that South County traffic congestion must be addressed for the "health, safety and well-being of existing residents." They indicate that the community and its leaders have "allowed congestion to build up for too long," that existing residents are "paying the price" and that already approved development "will be built," "growth will occur and must be planned for" in order to "avoid gridlock," a "degraded quality of life" and unnecessary "tragedies." They believe that people have "a right" to cars and depend upon them for their "livelihood" and "quality of life."

In addition to the lack of agreement that a solution is needed, there is a lack of agreement about what solution(s) are acceptable. Opinions about the desirability, value and sustainability of toll roads, the effectiveness of the TCA's leadership, alternative SR 241 alignments and road capacity enhancement planning span a broad range of opinion.

- **Desirability and value of toll roads.** Some interviewees view the toll road concept as "acceptable" and the "only way to finance new roads in California." They believe existing toll roads are "well designed," "enjoyable to drive," "reduce stress," "save time," "important to have when you are pressed for time or have an emergency," "provide choice," "create additional, critically needed road capacity for everyone" and "free-up new capacity on existing roads." While they would prefer that there was not a fee for using and financing the road, they view the fee as "temporary" and

“necessary when state funding is limited or not available.” These interviewees are philosophically accepting of a user-fee and believe that those who can pay for “a choice of services” should be able to do so. “The choice we make frees up space on existing roads for those who don’t choose to use the toll road.”

Other interviewees are philosophically opposed to the toll road concept on the basis that “public roads should be for everyone, not just the ‘elite’ or those who can afford to pay to drive them.” They believe that the road fee “is not temporary” as the “TCA will never pay-off the debt” or “give up the revenue it needs to stay in business.” Further, they believe that toll roads facilitate “developers,” “over development and growth” and “degrade and (geographically) divide the local community.”

- **Financial sustainability and viability of toll roads.** Some interviewees believe that “no one uses the roads,” “...they (toll roads) are two-thirds empty all of the time,” “with low usage not enough fees are generated to make them (toll roads) pencil out,” “toll roads are money losers and have to be subsidized by the tax payer.” “Tax payers pay for the road and then have to pay to use it.” Further, these interviewees believe that “most people will not pay to use a road when they can use another road for free.”

Other interviewees indicate that they do not have a “good understanding of the toll road economics,” believe that “fiscal responsibility is important” but find the usage fee “reasonable” and are “happy to pay when I need the road.”

- **Ability of TCA to lead.** Some interviewees believe that the TCA has an “inherent conflict of interest” and, therefore, should not be the lead in determining if a toll road is or is not built. They explain that the TCA’s mission and “reason for being” is to build and manage toll roads. Therefore, the TCA will “say that a road is needed, whether it is or not, just to stay in business and justify its existence.” These interviewees believe that the TCA cannot be sufficiently unbiased or “trusted” to generate reliable information and make decisions in the best interests of “the community” because of this “inherent conflict.” Further, they believe that the TCA does not represent Orange County’s interests but rather the interests of developers.

Other interviewees indicate that the TCA is comprised of elected officials who directly represent them and that they accept the need for roads financed and led by the joint powers authority (TCA) created to address South County’s transportation needs. These interviewees have confidence in the research and information provided by the TCA and its’ Board of Directors. However, these interviewees do believe that the decision-making process would benefit from involvement of other transportation planning agencies such as the Orange County Transportation Authority and Caltrans.

- **Alternative SR 241 road extension alignments.** When considering the option of extending the alignment of the SR 241 south beyond Oso Parkway, there is a high understanding and acknowledgement among interviews that the road must ultimately connect back to the I-5 in order to be effective. However, there is lack of agreement about where and how the connection is best made.

Interviewees suggested a broad range of possible locations for connecting with the I-5. Some believe the SR 241 should not be extended beyond Cow Camp Road or Ortega Highway, others believe the previously evaluated “green alignment extending around the city of San Clemente and somewhere through Camp Pendleton and south of San Clemente” should be reconsidered while others suggest tunneling or finding a way to connect somewhere between San Clemente and San Juan Capistrano.

There is also lack of agreement about how best to design a SR 241 to I-5 connection. Some interviewees are accepting of the concepts of managed lanes and fly-over connectors while others are not accepting and find them “intrusive” or “hard to understand how they would work.”

- **Road capacity enhancement planning.** There is high agreement among interviewees that “if” extension of the SR 241 is considered it should be considered in conjunction with ancillary road improvements. Interviewees believe that extension of the SR 241 may or may not be the ultimate “best” solution to the I-5 mobility problem and that the ultimate “best” solution may be a combination of other capacity improvements along with the SR 241 extension. They indicate that there are projects on the Master Plan of Arterial Highways (MPAH) that have not been implemented or have been eliminated. They suggest that a comprehensive planning approach, including the MPAH, is warranted and would build confidence among South County residents that approved projects will “actually result in real benefit” to the community.

### **Priorities for decision-making about potential solutions for mobility and related environmental challenges.**

Priorities for use in decision-making about solutions to the I-5 mobility problem reflect a broad and varied range of views predicated upon each interviewee’s political and philosophical perspectives, where they live in relation to the I-5 and their personal I-5 usage pattern. Collectively, interviewees identified the following priorities required to make a solution or combination of solutions acceptable (to those interviewees who are willing to consider a road capacity enhancement solution.) The collective priorities are defined as:

- **Quality of everyday life.** This priority is defined as:
  - Less time spent traveling to and from, across and on the I-5.
  - Less stress felt from “highly congested” travel on the I-5.
  - Life choices are not determined by I-5 congestion. (e.g. “if and when to go shopping;” “where my child goes to school.”)
  - Less neighborhood “cut-through” traffic.
- **“Balanced” environmental sensitivity.** Interviewees express a broad range of views about what constitutes a person who cares about the environment. Some indicate they are “just as much environmentalists as Surfrider and organized environmental groups” and that “we care about protecting the environment which includes some of their (Surfrider) definition but also our own.” “We are environmentally sensitive too but in other ways.” These interviewees do not want their views “dismissed or diminished” because they are not part of an organized, “powerful group with money.”

Interviewees affiliated with environmental protection groups, such as Surfrider, have perspectives based upon their respective group’s well-defined scope, mission, policies, guiding principles, practices, research and long history of protecting the environmental areas to which they are dedicated.

These diverse interviewees collectively define “balanced” environmental sensitivity as:

- No “needless” destruction of natural areas not already disturbed by development.
  - *Reduced air pollution from idling motors due to highway congestion. (e.g. “keep cars moving.”)*
  - “Sensitive” mitigation for disturbed areas, habitat and impacted existing residential areas.
  - “Attractive” design of roads and associated structures.
  - “Generous” landscaping, sound walls, etc. for mitigating view and sound impacts.
  - Achieving “a balanced approach” to “weighing” and addressing all perspectives on how the “entire” community defines the environment.
- **“Credible, cost-efficient, coordinated” transportation planning and management of on-going operations.** There is high agreement among interviewees that any solution to addressing the I-5 capacity problem should be coordinated and credible for the solution(s) to be “trusted” and “accepted” by the community.

Collectively, interviewees define this priority as:

- Caltrans, OCTA and TCA working together to devise a solution(s).  
(Collaboration among the planning agencies is viewed as helping address the perception that the TCA has a “conflict of interest” related to its single focus mission and that a toll road is not being planned because that is the “only thing the TCA does.”)
  - A “comprehensive” solution comprised of the extension of the SR 241 (if proven beneficial) plus implementation of other local arterial improvements and projects that are on the MPAH and will benefit South County circulation but have not been implemented or funded.
  - A solution that “does not move the problem around” but addresses the problem going southbound all the way to San Diego.
  - Proposed projects and their management are “proven” to be financially feasible, viable and sustainable.
  - Considerations about future transportation modes that are not reliant on the automobile are factored into the planning process.
- **Safety.** This priority is collectively defined by interviewees as:
    - Reduced number of I-5 accidents that “shut down” the I-5.
    - Increased “quality of life” resulting from reduced time spent in congested traffic.
    - Reduced, “fast,” neighborhood cut-through traffic.
    - Alternative I-5 capacity for residents’ use in case of fire, natural disaster and/or a personal life threatening issue.
  - **“Meaningful, proven” congestion relief benefits.** Collectively, those interviewees willing to consider the extension of the SR 241 indicate they are not “excited” about having another road built through the community but are willing to consider “paying the price of the impacts of another road” if it can be proven that “meaningful” results and benefits will be achieved and that the congestion relief will outweigh the adjustments and impacts necessary for the extension of the SR 241. The “proof” will require “credible” traffic studies and analysis which are “open to public review” and comment. The analysis should have factored into it the circulation improvement “projects currently under construction” as well as those in the MPAH.

### **Is consensus possible and what public processes are preferred for planning and decision-making related to South County mobility needs?**

There is lack of agreement and a diverse range of opinion among interviewees about the possibility and even desirability of achieving a consensus solution to the I-5 capacity problem. Some indicate they would not know “where to begin” in trying to build consensus and that the community is not used to operating by consensus. “What we know is fighting things out

through the city council." "We make decisions through our city councils...that's how it's done here." "Sometimes we get what we want and sometimes we don't."

Some interviewees believe that because of the "intensely polarized growth and no-growth political environment it would be hard to achieve consensus." They believe consensus would be resisted by "factions" of the community because the "council will do what they are told by those (factions) that elect them." "They don't want consensus...just to have the council members they got in office vote for what they want...to represent them." Others describe past experiences where "a long, exhaustive community input process" resulted in approval of a plan and then, after the fact, "the people who participated in the planning group opposed implementation of parts of the agreed-to plan"..."because they want to and can." Those interviewees who believe the SR 241 should "under no circumstances" be extended indicate that "consensus" is irrelevant because "it's (the road) not going to happen."

Some interviewees express interest in "attempting" to build consensus because "maybe we could get something done." "It might be nice if we could stop fighting." "If we had consensus before we would already have the roads we need." Still others believe that "higher ups" need to come in and "tell us what to do." "The County approves the development in our area, it should be responsible for making sure we have the roads to accommodate the growth it makes happen." "It's a state road; they just need to decide."

While interviewees hold divergent views about the value and/or feasibility of building consensus, there is high agreement that if the SR 241 is extended the "Surfrider organization and environmental groups" must be "dealt with," "OK with it," "consulted" "part of the process," and "not opposed" to the extension. Some interviewees express "anger," "frustration" and "irritation" that the previously proposed "green alignment" was defeated "only" because of the Surfrider "and its' orchestrated, financed and powerful" opposition. "They (Surfrider) brought in 'outsiders,' who didn't live here, to testify" and "took over" the public hearings. "They intimidated us and made it hard to speak at our own community meetings." "We care about the environment too but not according to 'their' (Surfrider) definition."

Other interviewees believe that Surfrider is necessary and "a given" in the process because they "care about the environment" and "our beaches and water." "People move here for the beaches." "We choose to live here for the water and lifestyle...we will protect them." "Half of the people who live here surf...we identify with the surfer-life...we listen to Surfrider."

Regarding any public involvement process related to extension of the SR 241, there is high agreement among interviewees that it needs to provide opportunities for "full public review and involvement," "access to information" and "choices at the local level." Areas identified as important for receiving public input include but are not limited to:

- Whether or not to extend the SR 241.
- The alignment and location of the connection of an extended SR 241 to the I-5.
- Traffic studies, analysis and data upon which decisions are made.
- Design of bridges and fly-overs that may be considered.
- Mitigations, including the design and location of sound walls and/or berms.
- Types and amounts of landscaping, aesthetics of construction materials and use of graphic design.
- Sound and view impacts on residents and businesses.
- Air pollution, land and habitat disruption and other environmental impacts.
- Use of eminent domain. (Interviewees express high agreement that use of eminent domain is not an acceptable approach to use in addressing the I-5 capacity problem.)

### **Key Areas of “High Agreement”**

In summary, areas of “high agreement” that may have potential for helping to achieve a solution(s) to the I-5 capacity problem that includes extension of the SR 241 are:

1. There is an I-5 capacity/mobility problem.
2. The impacts of the current I-5 improvement projects and the extension of La Pata need to be factored into determining if or if not the I-5 capacity problem will require extension of the SR 241.
3. If extension of the SR 241 toll road is part of solving the I-5 capacity problem the SR 241 must connect to the I-5 in order to effectively address the problem.
4. Other solutions, in addition to extending the SR 241, should be considered so that the ultimate solution to the I-5 capacity problem is comprehensive and has the greatest chance of meaningfully benefiting the community.
5. Multiple transportation planning agencies should be involved in planning and considering the benefits of or not extending the SR 241.
6. Transportation studies and data should be credible, reliable and “prove” that if the SR 241 is extended it will actually result in “meaningful” congestion relief on the I-5 and in the surrounding communities.
7. Surfrider Foundation and affiliated environmental groups should to be involved in considering mobility solutions.
8. The planning process should allow for open, transparent public involvement, access to traffic studies and data, and on-going public input throughout the planning process.
9. Use of “eminent domain” is not desirable.
10. Impacts to existing residents resulting from any extension of the SR 241 should be fully mitigated and residents should be provided a range of choices related to the mitigations.
11. The political decision-making environment is divided among those who oppose “over growth,” support actions that contain growth and those who accept “approved growth” and support actions that manage growth impacts.

## **Key Areas of “Lack of Agreement”**

In summary, areas of “lack of agreement” which are potential barriers to achieving solutions to the “I-5 capacity problem” that include extension of the SR 241 are:

1. “On principle,” as to whether extension of the SR 241 should or should not be considered as part of a solution to the I-5 capacity problem.
2. Orange County toll roads are or are not financially viable and sustainable.
3. Toll roads will or will not help create new capacity on existing roads.
4. Extension of the SR 241 will or will not “meaningfully” reduce congestion on the I-5.
5. “On principle,” toll roads are or are not “elitist” and therefore should or should not be eliminated from consideration as part of the congestion solution.
6. The TCA does or does not have a “conflict of interest” in effectively leading the capacity problem-solving process.
7. The I-5 congestion problem is or is not of sufficient magnitude and importance to warrant taking action.
8. Extension of the SR 241 will or will not constrain development and associated growth impacts.
9. Seeking a “consensus solution” to the capacity problem is or is not desirable and/or possible.
10. There is or is not a SR 241 alignment and point-of-connection to the I-5 that will help address the I-5 capacity problem.

## Section 3 Conclusions and Recommendations

### Conclusions

The following conclusions are based upon the community ascertainment study environment and findings. They are offered to assist decision-makers and the community in formulating their respective thinking about the priorities, factors and dynamics underlying their collective ability to determine the role that extending the SR 241 will or will not play in resolving South County's mobility needs and its I-5 capacity problem. The conclusions are intended to help define some of the policy questions and critical path decisions necessary for considering if and how to undertake a collaborative problem-solving effort.

1. Achieving complete community-wide consensus to extend the SR 241 is not a realistic goal because there are portions of the community who, on "principle," will actively oppose extension of the road. Thus, the existence of inherent philosophical opposition combined with the long-established, sophisticated, polarized growth/no-growth local political environment will preclude achieving full community-based "consensus." (Consensus is defined as total agreement.)
2. However, the high level of agreement that an I-5 capacity problem exists that diminishes the quality of life in South County provides a cornerstone of agreement upon which productive exploratory discussions can and should be based. Since there is high agreement that a problem exists, the questions for exploration and advancing the potential for collaboration become "What solutions or combinations of solutions should be considered?" "What price or tradeoffs, if any, can be made in order to make the solutions acceptable to as many people and constituencies as possible?" and "What priorities and principles or policies will guide decision-making?"
3. A forum comprised of South County, city elected officials (rather than including non-elected community representatives) will have the greatest potential for garnering community support and successful problem-solving. There is lack of community agreement about how to build consensus and the value of consensus. The community accepts its long-standing practice of making decisions and "fighting out" differences through its elected city officials. Thus, elected officials are perceived by their respective communities as the most appropriate persons to develop solutions, make the difficult decisions on behalf of the community and are best positioned to facilitate the exploration of a collaborative process.

4. Problem-solving among elected officials will have greater potential for success and garnering community support if transportation planning representatives from OCTA, Caltrans and San Diego (i.e. all three planning entities) are actively involved in the problem-solving effort. There is high agreement that any solution to the I-5 capacity problem should be “comprehensive,” should include the capacity solutions already under construction by Caltrans and OCTA and other solutions ancillary to the extension of the SR 241 and that a meaningful solution must address I-5 southbound congestion. Thus, all planning entities need to be involved and their efforts coordinated. Further, solutions recommended by these multiple transportation planning authorities may, to some degree, address concerns about TCA’s perceived “conflict of interest” and thus provide increased credibility and community confidence in the decision-making process.
5. Proactively recognizing and addressing key areas where “lack of agreement” exists will increase the opportunity for achieving agreement on a collaborative solution. Determining how these areas will be addressed will help reduce and/or clarify the number of political and philosophical issues complicating the decision-making process. Reducing the number of these issues will help objectify the process and make it possible to focus on technical criteria and solutions for decision-making. Examples of areas for resolution and guiding policies include:
  - a. “On principle” (such as “elitism,” “double taxation”), will extension of the SR 241 be eliminated from consideration as part of the collaborative congestion solution?
  - b. Are Orange County toll roads financially viable and sustainable?
  - c. Will extension of the SR 241 help create new capacity on existing roads?
  - d. Will extension of the SR 241 “meaningfully” reduce congestion on the I-5?
  - e. What is the operative definition of “meaningfully” reduced congestion?
  - f. Does the TCA have a “conflict of interest” in effectively leading the I-5 capacity problem-solving process?
  - g. Is the I-5 congestion problem of sufficient magnitude and importance to warrant taking action?
  - h. Will eliminating extension of the SR 241 constrain development and its associated impacts?
6. Including Surfrider in the public involvement process will increase the opportunity for achieving agreement on a collaborative solution. There is high agreement that Surfrider was instrumental in defeating previous solutions. Thus, including Surfrider’s perspective is essential to achieving a viable collaborative solution. Further, Surfrider’s professional review and comment will help substantiate the credibility and reliability of technical data and studies for decision-making.
7. Providing rigorous, credible transportation studies, data and information to decision-makers and the public will be necessary for productive problem-solving. There is high agreement that “meaningful” and “proven” traffic congestion relief and improved mobility must result

from any collaborative solution in order for the solution to receive community support. Reliable, credible studies are the primary means for defining and measuring “meaningful” and “proven” benefits.

8. Providing an open, “transparent,” accessible, information-rich, credible, comprehensive public involvement process will be essential for achieving a collaborative solution. The community’s well-educated, intelligent, concerned residents expect to be “respectfully” involved and to provide input for consideration by the decision-makers.
9. Contentious public meetings with intense public debate should be expected as part of the problem-solving process since these are part of the long-standing practices and traditions of the South County governance process and there are portions of the community who “on principle” oppose extension of the SR 241. The more it is possible to reduce the amount of contentiousness and foster respectful public dialogue and discourse the greater the opportunity for building meaningful, collaborative solutions.
10. For a collaborative effort to succeed it will require the “willingness” of the community to do its part by supporting their elected officials in this complicated, challenging endeavor. And, it will require the willingness of the community to allow “safe space” for their elected officials and fellow citizens to explore creative ideas and to grapple with the unknown and change that is part of South County’s future.

## **Recommendations**

As explained in the beginning of this report, the following recommendations are part of a multi-faceted, broad-based stakeholder process and will be one of many factors the TCA will consider in determining how it will proceed in addressing South County mobility needs. Because there is a high level of agreement that an I-5 capacity problem exists and thus a foundation for potentially productive exploratory problem-solving, the recommendations focus on first-steps for developing a problem-solving process that is open, inclusive of all interests and collaborative.

1. **Establish an inclusive process for elected officials comprised of officials representing the cities affected by the I-5 congestion problem and whose interests are impacted by the problem.**
  - a. Provide a venue for officials to discuss and consider how to address the key areas where lack of agreement exists within their respective communities. For example, related to the question “Will eliminating extension of the SR 241 constrain development and its associated impacts?” how will elected official’s factor this question into the problem-solving process? Will the premise be left to each individual elected official to factor into discussions as he/she thinks best or will there

be a collective policy on this question to serve as a collective problem-solving planning assumption?

- b. Provide a venue for officials that is augmented by the participation and planning expertise of Caltrans, OCTA, and San Diego transportation planning authorities. This will provide the officials with comprehensive information, research and data that will enable them to consider the extension of the SR 241 in a broader context that includes consideration of additional capacity enhancements and results in a comprehensive approach that can, in turn, be presented to the community for its input.
  - c. Provide a venue that provides for free, open dialogue and creative problem-solving among the officials that is collegial and focuses on finding “win/win” solutions that best serve South County residents now and in the future.
  - d. Ensure that the venue allows for regular, timely public communication about the exploratory problem-solving process and that its process is closely aligned and coordinated with a plan to inform and communicate with the public.
2. **Develop and implement a public information and communications plan to inform the community about the elected officials' process. Ensure that the plan provides for open, fact-based, on-going, timely, accessible communication about the process that rigorously continues TCA's commitment to “start the problem-solving process with input from the community.”**
- a. Since the purpose of the community ascertainment study was to begin with understanding the community's needs and perspectives, continue this commitment to the community by **providing study interviewees with the study's findings and recommendations**. Provide an opportunity for the diverse study participants to review and discuss the ascertainment report if they so desire.
  - b. **To launch the public information process, plan and conduct a “big-picture,” public mobility workshop attended by elected officials and the interested public.**
    - i. The workshop might be half day and offered twice on different days in order to make the opportunity available to as many people as possible.
    - ii. The workshop's purpose should be “big picture” incorporating the present and future of transportation planning and building upon the information developed through the ascertainment study where there is a high level of agreement and/or collective descriptions of the I-5 capacity problem and priorities for decision-making related to the extension of the I-5.
    - iii. Agenda items for the workshop might include but not be limited to:

1. Presentations by Caltrans, OCTA and San Diego transportation planning authorities about the status of their plans to address South County transportation needs and how their respective planning is coordinated with one another.
2. Explanation and review of the reasons the previously considered SR 241 extension alignment (i.e. "green alignment") was not approved and the status of that alignment.
3. Presentations by "futurist" experts in the transportation field that focus on information about trends in transportation planning and best practices for planning for the future. These experts would speak to alternative transportation modes and how they are or can be factored into planning for the future.
4. Presentation of new techniques and engineering designs that help create improved flow and capacity on existing roadways.
5. Presentation of the community ascertainment findings related to the I-5 congestion, "quality of life" concerns and the collective priorities for problem-solving identified through the study.
6. Opportunity for workshop attendees to:
  - a. Engage in question and answers with the workshop presenters.
  - b. Input their thoughts about the collective priorities resulting from the ascertainment study. (For example, input to expand the definition of any or all the priorities, input to add new priorities, opportunity to comment on the relevance and importance of the priorities.)
  - c. Input their thoughts about what alignments should be evaluated if and when extension of the SR 241 is explored.
  - d. Input their thoughts about what solutions they think are important for addressing South County mobility needs.
  - e. Input the design of an on-going community involvement process for if and when extension of the SR 241 is considered.  
For example:
    - i. Most useful communication vehicles. (e.g. newspapers, websites, local papers, email updates and notices, social media)

- ii. Most useful public information venues. (e.g. city council meetings, Home Owner Association meetings, PTA meetings, local school-based community meetings, small-group discussion meetings, etc.)
    - iii. Optimal day of the week and times for meetings.
    - iv. Topics and information most useful to the community.
  - f. Compile the input received from workshop participants and provide it to elected officials to inform their thinking as they develop their process for considering if and how they will collaboratively problem-solve to address South County mobility needs.
  - g. Video tape the workshop and make it available online for members of the public unable to attend one of the workshops. In conjunction with the workshop video, provide a means for the public to add their thoughts about the content of the workshop and potential alignments for extending the SR 241 if and when its extension is considered. Provide the online information to the elected officials to help inform their problem-solving process.
3. Depending upon the status of the elected officials' process, be prepared to develop and implement a comprehensive community involvement plan that facilitates the public being informed about congestion relief solutions under consideration through the elected official process and any potential alignments under consideration for the extension of the 241 toll road.
- a. Based upon input from the elected officials' process, the recommended initial community transportation workshop and ascertainment study, develop and implement a responsive, inclusive community outreach and involvement plan.
  - b. Consider convening a citizens' group representative of the cities affected by the I-5 congestion problem and whose interests are impacted by the problem. Such a group might provide input to the community outreach and involvement plan to ensure that it is relevant to citizens' needs and provide on-going input to help ensure the plan remains relevant and responsive throughout any approval process.
4. Ensure that a process for working with Surfrider is implemented so that its leaders' thinking and priorities are received and proactively factored into the elected officials' problem-solving process.
5. Reach out to and reengage with those individuals who actively participated in the 2008 public involvement process related to extending the SR 241. Some express skepticism and disillusionment with the benefit of participating in such a process. Provide accurate

information to help them understand the technical and political reasons why the “green alignment” was not approved and how the current planning process is focused on exploring collaborative solutions. Encourage and facilitate their re-involvement to ensure robust, representative community participation in the problem-solving process.



9A 9/6/16

1/2 mile Single Track for More Frequent Trains  
 1/2 mile Track  
 1/2 mile Hubs

US Marine



3

73

5

3

241

5

5

7

Arroyo Trabuco

Los Patrones Parkway

PA2

PA3

Cow Camp Road

San Juan Creek

74

3

PA1

PA5

The Reserve  
Rancho Mis

5

Prima  
Deshecha  
Landfill

DOLC

7

3

SOSB  
Subunit 1

Package	Idea(s)	Cost	I-5 V/C n/o Ortega	I-5 V/C s/o Ortega	I-5 V/C n/o AVH	Congested VMT	Vehicle Hours of Delay
1	1-5	\$ 0.3-8 B	10	10	8	10	10
2	6-7	\$ 940 M	7	7	7	8	7
3A	8	\$ 100 M	7	7	8	5	7
3B	9	\$ 0.7-1.2 B	6	6	6	5	5
4A	10	\$ 300 M	7	7	8	5	5
4B	11	\$1.6 B	4	3	2	<b>1</b>	<b>1</b>
4C	12	\$1.8 B	<b>1</b>	<b>1</b>	4	9	9
5A	13	\$1.6 B	<b>1</b>	<b>1</b>	<b>1</b>	2	2
5B	14	\$1.1 B	4	4	5	4	4
6	15	Unknown	<b>1</b>	4	2	3	3