
ITEM #3

OC DEVELOPMENT SERVICES REPORT

DATE: October 23, 2019

TO: Orange County Planning Commission

FROM: OC Development Services/Planning

SUBJECT: Initiation of General Plan Amendment T19-01 – Transportation Element

PROPOSAL: Staff is requesting authorization to initiate an amendment to the County of Orange Circulation Plan, contained in the Transportation Element, to (1) conform the Circulation Plan to the Orange County Master Plan of Arterial Highways (MPAH), administered by the Orange County Transportation Authority (OCTA), and (2) Bikeway Plan, contained in the Transportation Element, to conform with the OCTA Bikeway Collaborative Plan.

**ZONING/
GENERAL PLAN
DESIGNATION:** N/A

LOCATION: Unincorporated Areas of Orange County

APPLICANT: OC Development Services

**STAFF
CONTACT:** Cindy Salazar, Senior Planner
714.667.8870
Cindy.Salazar@ocpw.ocgov.com

Jamie Reyes, Civil Engineer
714.647.3903
Jamie.Reyes@ocpw.ocgov.com

RECOMMENDED ACTION(S):

OC Development Services/Planning recommends the Planning Commission:

- a. Receive staff report and public testimony.
- b. Authorize staff to initiate General Plan Amendment T19-01 – Transportation Element to update the County of Orange Circulation and Bikeway Plan.

BACKGROUND:

The County of Orange Transportation Element contains the County's policies on the development of the transportation facilities necessary to accommodate the orderly growth of the County. The Transportation Element identifies goals, objectives, policies, and implementation programs that affect the transportation system and provide guidance for future planning efforts within the unincorporated area. The Transportation Element contains the Circulation Plan, Bikeways Plan, and Scenic Highways Plan. The proposed changes do not involve the Scenic Highway Plan. Implementation of these plans is necessary to ensure a balanced transportation system.

The Circulation Plan (Attachment 1) depicts the arterial highways that make up the surface transportation system within the unincorporated area. The Circulation Plan identifies each facility as existing or proposed, and its arterial designation: Principal, Major, Primary, Secondary, or Commuter. It also depicts existing highways, freeways, toll roads, and arterial highways located within other local jurisdictions.

The Bikeways Plan (Attachment 2) defines a network of local bikeways that interfaces with and complements adjacent local and regional bike routes. The Bikeways Plan supports General Plan policies and identifies each facility as existing and its designation of Class I, II and III bikeways within the incorporated and unincorporated areas.

A goal identified in the Transportation Element is to provide a Circulation Plan that is integrated with that of adjacent jurisdictions. To achieve this goal, the County's transportation system is designed to be compatible with adjacent jurisdictions and amended as necessary to remain consistent with the Orange County Master Plan of Arterial Highways (MPAH) (Attachment 3), administered by the Orange County Transportation Authority (OCTA). The MPAH depicts a Countywide roadway network intended to ensure coordinated transportation system development among local jurisdictions in Orange County. The MPAH describes an arterial highway system that effectively serves existing and adopted future land uses in both incorporated and unincorporated areas of the County.

OCTA is responsible for maintaining its integrity and Countywide consistency. OCTA reviews the circulation plans of all local OC jurisdictions in Orange County for consistency every two years, and works with any jurisdictions that need to make necessary amendments to bring their plan into compliance. Consistency with the MPAH is essential to the integrity of a functional regional highway network.

As part of the effort in maintaining consistency for the Countywide roadway network, the County of Orange makes periodic updates to the County's Transportation Element. Updates to the Circulation Plan, which is a component with the Transportation Element, requires coordination with OCTA and other stakeholders. In particular, County is responsible for reviewing the roadways to determine the types of proposed changes that need to be updated to ensure conformance with MPAH. Upon County's notification to amend the General Plan to be consistent with MPAH, OCTA provided a conditional approval of these changes whereby all applicable agencies would need to amend its General Plan so that OCTA can update the MPAH accordingly.

OCTA also administers the Bikeway Collaborative Plan, which includes the OC Loop, a planned alternative transportation corridor comprising 66 miles of regional non-motorized recreational/commuter cycling and pedestrian routes that provide seamless connections and an opportunity for people to bike, walk, and connect to some of California’s most scenic beaches and inland reaches. Approximately 70% of the OC Loop is already in place and is used by hundreds of thousands of people each year. These existing recreational/commuter cycling and pedestrian segments of the OC Loop include the Santa Ana River Bikeway, the Coastal Bikeway, and several miles of the Coyote Creek Bikeway and San Gabriel River Bikeway. The OC Loop is intended to support a continuous bikeway facility that will connect the El Cajon Trail to the Santa Ana River Trail. It will be available and accessible to a wide range of users and improve bike safety by providing a bike lane as well as separated paved, off-road and on-road bikeways protected from vehicle traffic.

To support the OC Loop, OCPW/OC Infrastructure Programs proposes a modification to the County’s Circulation Plan to maintain consistency with the OCTA Bikeway Collaborative Plan and plans for the OC Loop for the following arterial facility: reclassification of Esperanza Road, between Imperial Highway and the City of Yorba Linda Boundary, from its current Major Arterial designation to a Primary Arterial. The reclassification, which supports the Esperanza Road Bikeway Improvement Project, will facilitate a County roadway project to reconfigure Esperanza Road and Fairmont Connector to add bicycle facilities, identified as Segment H in the OCTA Bikeway Collaborative Plan. Reclassifications of existing bikeways are also being proposed in the Bikeway Plan to conform with the OCTA Bikeway Collaborative Plan.

PROPOSED PROJECT:

Staff is requesting authorization to update the County’s Circulation Plan to complete the following revisions:

1. Reclassification of Esperanza Road, between Imperial Highway and the City of Yorba Linda Boundary, from its current Major Arterial designation to a Primary Arterial.

The County’s Circulation Plan currently depicts Esperanza Road, between Imperial Highway and the City of Yorba Linda Boundary, as a Major Arterial. This proposed update to the Circulation Plan will revise the classification of this roadway. Pursuant to the OCTA Board’s conditional approval action on April 9, 2018 (Attachment 4), the approval to reclassify Esperanza Road remains conditional until OCTA receives documentation that the County of Orange has amended their general plan and complies with the requirements of the California Environmental Quality Act. Adoption of the proposed amendment to the Circulation Plan will reclassify Esperanza Road from its current Major Arterial designation to a Primary Arterial.

Traffic analysis (Attachment 5) was performed to evaluate the 2040 traffic forecast “with project” and “without project” conditions for Esperanza Road and Fairmont Connector. The analyses showed that the proposed reclassifications, under “with project” conditions, results in no significant change or impact when comparing to the “without project” conditions.

2. Reclassification existing bikeways.

The County’s Bikeway Plan currently depicts Yorba Regional Park (from La Palma Avenue to Santa Ana River Trail) as an Equestrian Trail, Fairlynn Boulevard (from Oakvale Drive to Esperanza Road) as a Class III Bikeway, and Esperanza Road (from Fairlynn Boulevard to the County of Orange/City of Yorba Linda Boundary) as a Class II Bikeway.

Adoption of the proposed following amendments to the Bikeway Plan would conform to the OCTA Bikeway Collaborative Plan.

Bikeway Type (Proposed)	Approximate Length	Limit
Class I	900 ft.	Yorba Regional Park (from La Palma Avenue to Santa Ana River Trail)
Class II	0.25 mile	Southbound Fairlynn Boulevard (from Oakvale Drive to Esperanza Road)
Class III	0.25 mile	Northbound Fairlynn Boulevard. (from Oakvale Drive to Esperanza Road)
Class IV	0.50 mile	Esperanza Road (from Fairlynn Blvd. to City of Yorba Linda Boundary)

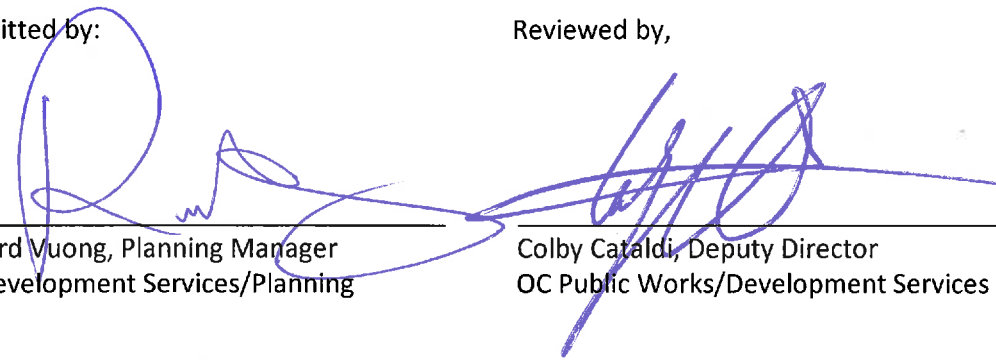
Staff is expected to return to Planning Commission to recommend that the Board of Supervisors adopt the General Plan Amendment in the coming months.

CEQA COMPLIANCE:

This action is not a project within the meaning of CEQA Guidelines Section 15378 and is therefore not subject to CEQA, since it does not have the potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment. The approval of this agenda item does not commit the County to a definite course of action in regards to a project since the action being authorized involves the initiation of an amendment to the County of Orange Circulation and Bikeway Plan within the Transportation Element, which is administrative. This proposed activity is therefore not subject to CEQA. Any future action connected to this approval that constitutes a project will be reviewed for compliance with CEQA.

Submitted by:

Reviewed by,



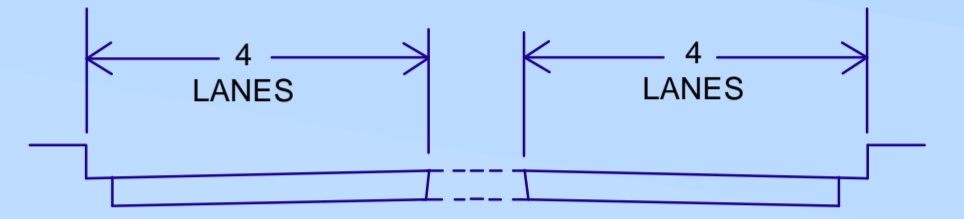
Richard Vuong, Planning Manager
 OC Development Services/Planning

Colby Cataldi, Deputy Director
 OC Public Works/Development Services

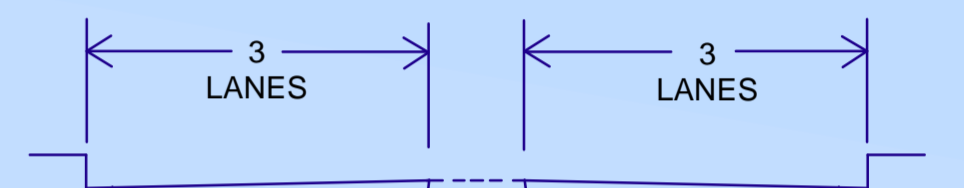
- Attachment 1 County of Orange Circulation Plan, 2018
- Attachment 2 County of Orange Bikeway Plan, 2005
- Attachment 3 Orange County Master Plan of Arterial Highways, 2019
- Attachment 4 Conditional Approval Letter from OCTA dated June 1, 2018
- Attachment 5 2040 MPAH Buildout – Traffic Analysis

ATTACHMENT 1 CIRCULATION PLAN

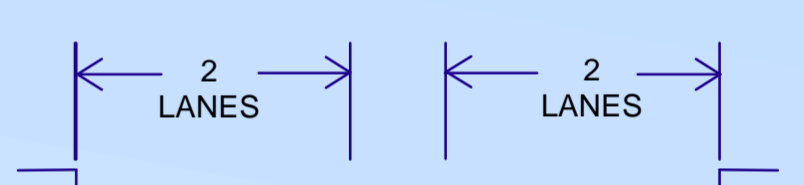
County of Orange, California



PRINCIPAL
8 Lane Divided Roadway
Accommodates 45,000 to 60,000 ADT



MAJOR
6 Lane Divided Roadway
Accommodates 30,000 to 45,000 ADT



PRIMARY
4 Lane Divided Roadway
Accommodates 20,000 to 30,000 ADT



SECONDARY
4 Lane Undivided Roadway
Accommodates 10,000 to 20,000 ADT



COMMUTER
2 Lane Undivided Roadway
Accommodates 7,500 to 10,000 ADT

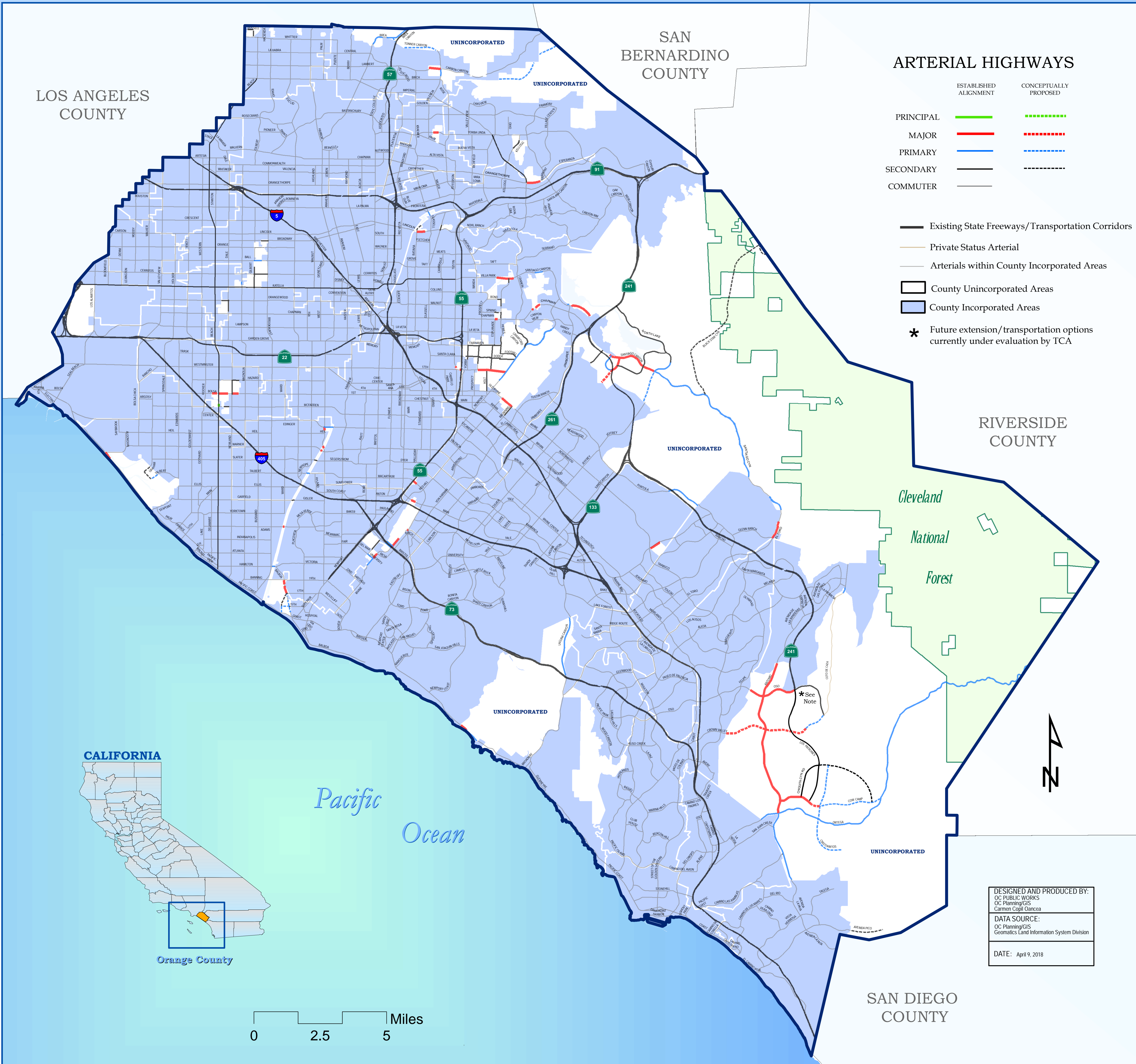
EXTRA RIGHT-OF-WAY MAY BE REQUIRED WHEN AN ARTERIAL HIGHWAY COINCIDES WITH AN ADOPTED ROUTE FOR AN ADDITIONAL PUBLIC FACILITY (EX. PEDESTRIAN, BICYCLE, OR EQUESTRIAN TRAIL), OR FOR A SCENIC HIGHWAY. SEE CALTRANS DESIGN MANUAL.

CERTIFICATION

I HEREBY CERTIFY THAT THE RECOMMENDED CIRCULATION PLAN WAS APPROVED AS THE OFFICIAL MAP OF THE TRANSPORTATION ELEMENT OF THE GENERAL PLAN BY THE ORANGE COUNTY PLANNING COMMISSION ON MARCH 28, 2018 AND ADOPTED BY RESOLUTION NUMBER 18-XXX OF THE ORANGE COUNTY BOARD OF SUPERVISORS ON _____, 2018

SHANE SILSBY, DIRECTOR
OC PUBLIC WORKS

NOTE: USERS ARE ENCOURAGED TO CHECK FOR SUBSEQUENT AMENDMENTS TO THE CIRCULATION PLAN. FOR FURTHER INFORMATION, REFER TO THE TRANSPORTATION ELEMENT OF THE COUNTY OF ORANGE GENERAL PLAN

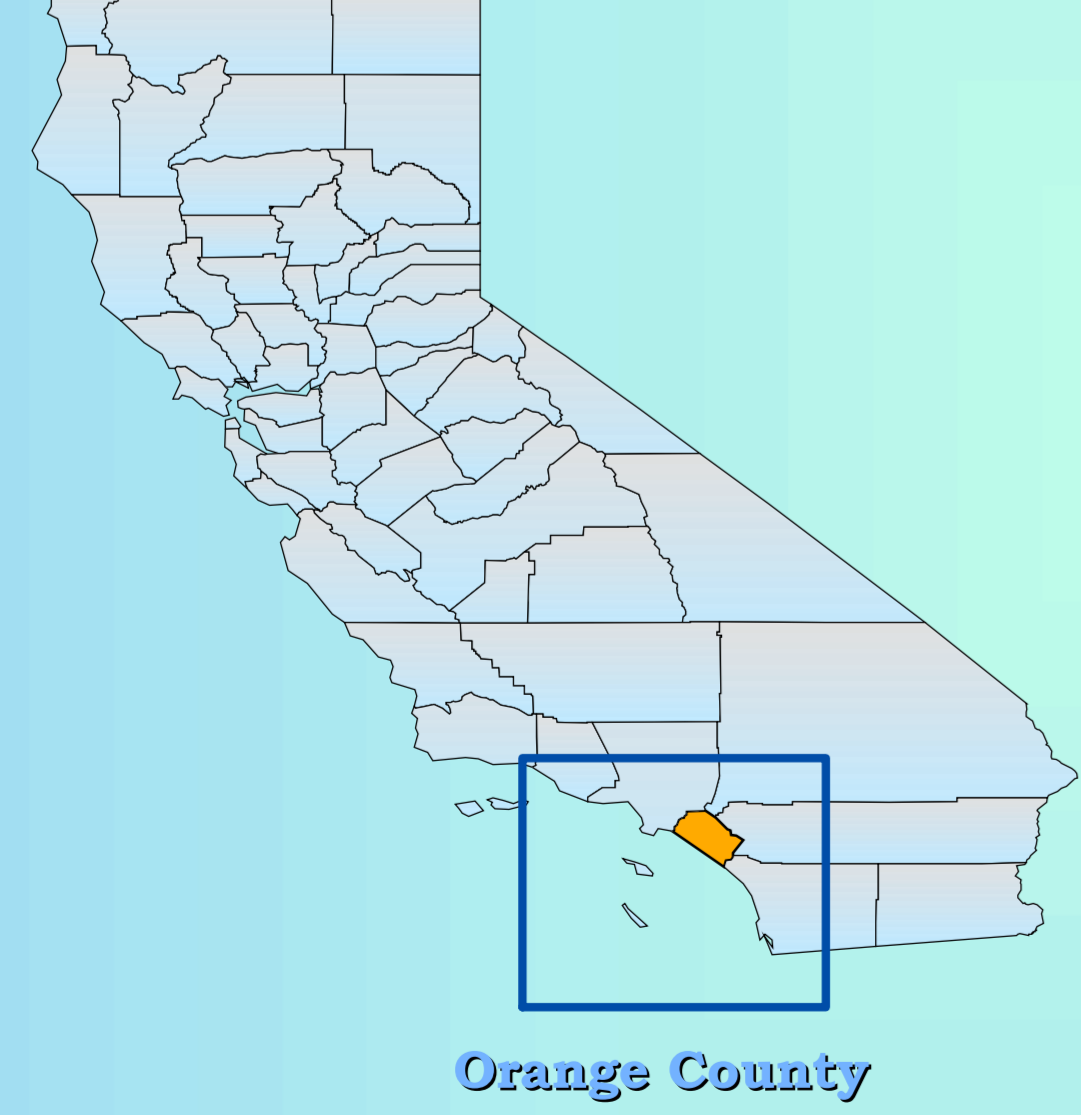


ARTERIAL HIGHWAYS

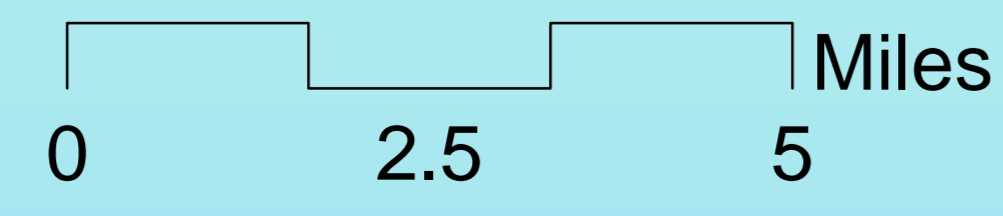
	ESTABLISHED ALIGNMENT	CONCEPTUALLY PROPOSED
PRINCIPAL		
MAJOR		
PRIMARY		
SECONDARY		
COMMUTER		

- Existing State Freeways/Transportation Corridors
- Private Status Arterial
- Arterials within County Incorporated Areas
- County Unincorporated Areas
- County Incorporated Areas
- Future extension/transportation options currently under evaluation by TCA

CALIFORNIA



Orange County



DESIGNED AND PRODUCED BY:
OC PUBLIC WORKS
OC Planning/GIS
Carmen Copil Oancea

DATA SOURCE:
OC Planning/GIS
Geomatics Land Information System Division

DATE: April 9, 2018

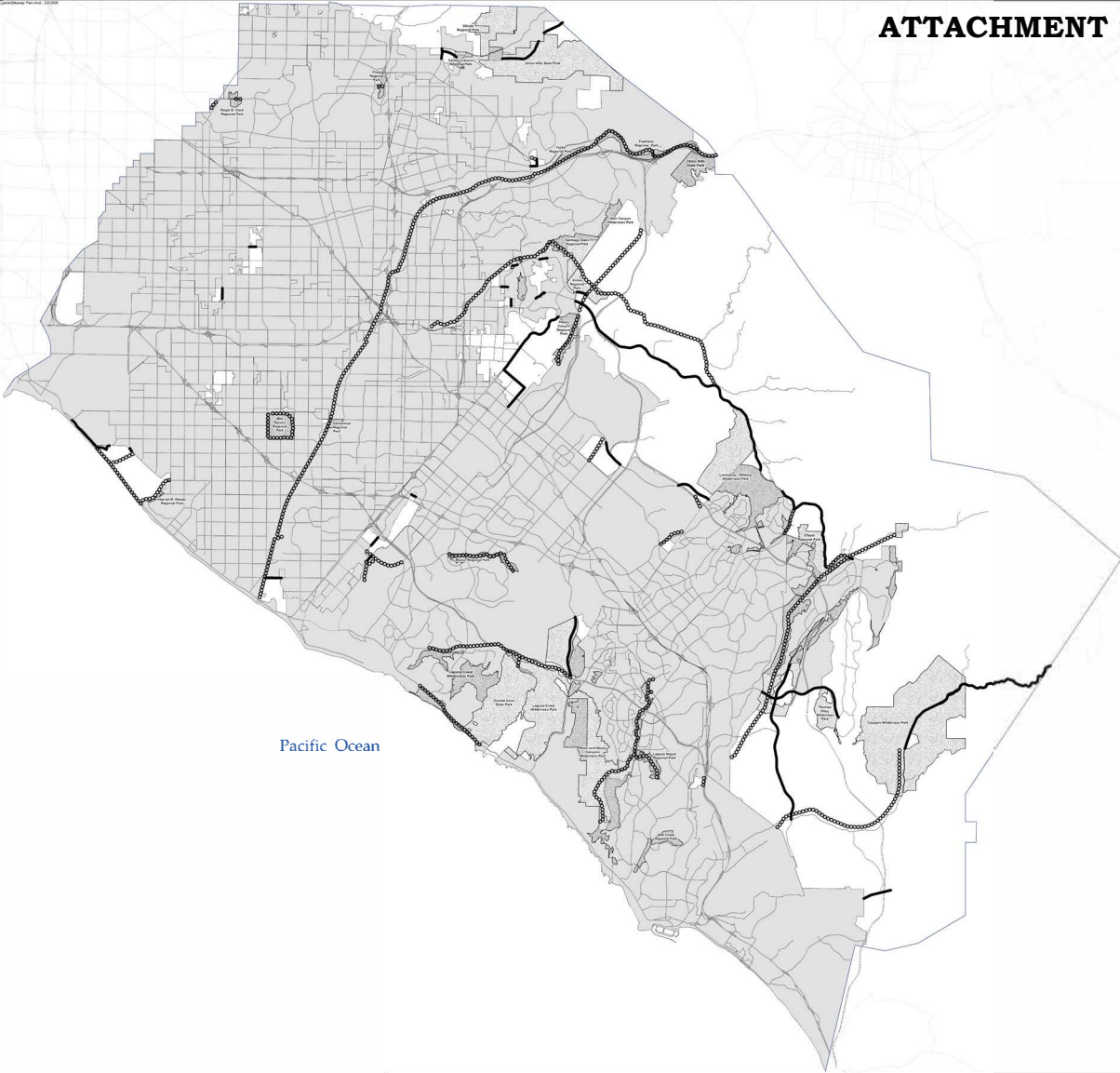


SAN DIEGO COUNTY

Bikeway Plan

Orange County, California

- Class 1 Bikeway
- Class 2 Bikeway
-  Existing Parkland

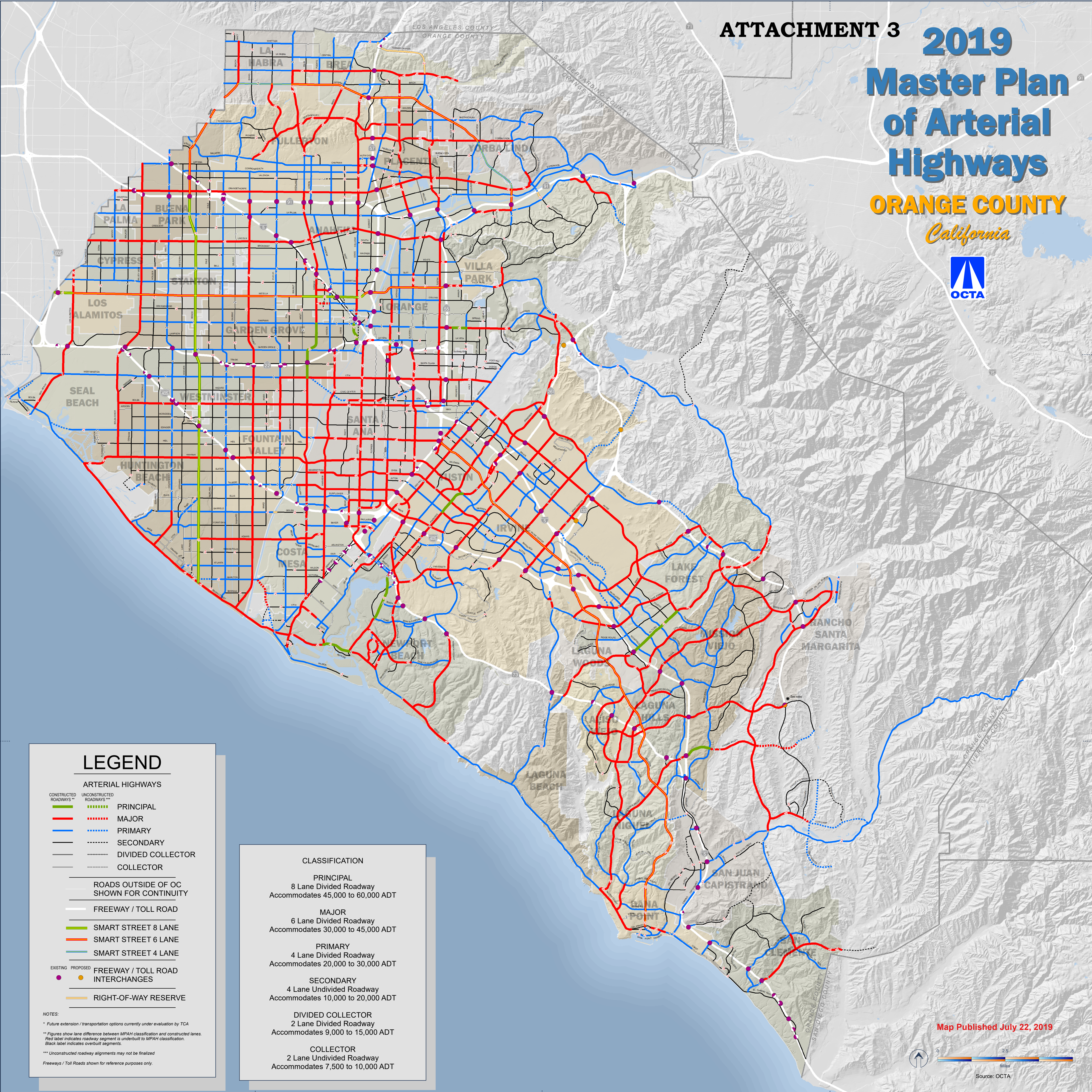


Pacific Ocean



ATTACHMENT 3 2019 Master Plan of Arterial Highways

ORANGE COUNTY California



LEGEND

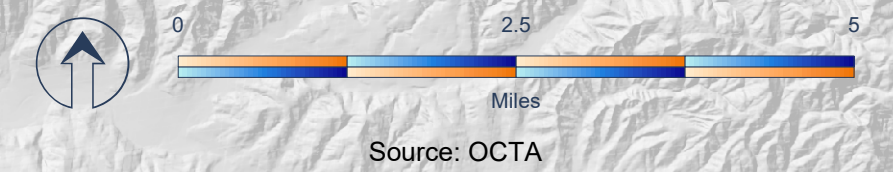
- ARTERIAL HIGHWAYS**
- | | | |
|------------------------|---------------------------|-------------------|
| CONSTRUCTED ROADWAYS** | UNCONSTRUCTED ROADWAYS*** | PRINCIPAL |
| MAJOR | MAJOR | PRIMARY |
| PRIMARY | SECONDARY | DIVIDED COLLECTOR |
| SECONDARY | DIVIDED COLLECTOR | COLLECTOR |
- ROADS OUTSIDE OF OC SHOWN FOR CONTINUITY
- FREEWAY / TOLL ROAD
- SMART STREET 8 LANE
- SMART STREET 6 LANE
- SMART STREET 4 LANE
- EXISTING PROPOSED
- FREEWAY / TOLL ROAD INTERCHANGES
- RIGHT-OF-WAY RESERVE

CLASSIFICATION	
PRINCIPAL	8 Lane Divided Roadway Accommodates 45,000 to 60,000 ADT
MAJOR	6 Lane Divided Roadway Accommodates 30,000 to 45,000 ADT
PRIMARY	4 Lane Divided Roadway Accommodates 20,000 to 30,000 ADT
SECONDARY	4 Lane Undivided Roadway Accommodates 10,000 to 20,000 ADT
DIVIDED COLLECTOR	2 Lane Divided Roadway Accommodates 9,000 to 15,000 ADT
COLLECTOR	2 Lane Undivided Roadway Accommodates 7,500 to 10,000 ADT

NOTES:

- * Future extension / transportation options currently under evaluation by TCA
- ** Figures show lane difference between MPAH classification and constructed lanes. Red label indicates roadway segment is underbuilt to MPAH classification. Black label indicates overbuilt segments.
- *** Unconstructed roadway alignments may not be finalized
- Freeways / Toll Roads shown for reference purposes only.

Map Published July 22, 2019





June 1, 2018

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Ms. Nardy Khan
Deputy Director
Orange County Public Works
300 N. Flower Street
Santa Ana, CA 92702

Dear Ms. Khan:

On April 9, 2018, the Orange County Transportation Authority (OCTA) Board of Directors (Board) conditionally approved the amendment to the Master Plan of Arterial Highways (MPAH) addressing the following requests from the County of Orange (County) and the City of Yorba Linda (City):

- Reclassify Esperanza Road, between Imperial Highway and the Fairmont Boulevard Connector, from a major (six-lane, divided) to a primary (four-lane, divided) arterial;
- Reclassify the Fairmont Boulevard Connector, between Esperanza Road and Fairmont Boulevard, from a major (six-lane, divided) to a primary (four-lane, divided) arterial;
- Reclassify Los Patrones Parkway, between Chiquita Canyon Road to Cow Camp Road, from a primary (four-lane, divided) to secondary (four-lane, undivided) arterial; and
- Add Los Patrones Parkway, south of Oso Parkway to Chiquita Canyon Road, as a secondary (four-lane, undivided) arterial.

The Board's approval was contingent upon OCTA receiving documentation that the City and County have amended their general plans and have complied with the requirements of the California Environmental Quality Act. The April 9, 2018 staff report and Board-approved minutes are attached for your records.

OCTA has since received the appropriate documentation for Los Patrones Parkway. However, such documentation to reflect the reclassifications of Esperanza Road and Fairmont Boulevard Connector are still required. Once the appropriate local actions occur and the documentation becomes available, please send copies to the attention of Carolyn Mamaradlo, Senior Transportation Analyst, at cmamaradlo@octa.net or (714) 560-5748. Upon receipt, the MPAH map will be updated accordingly.

Sincerely,

Kurt Brotcke
Director, Strategic Planning

KB:cm
Attachments

c: Carolyn Mamaradlo, OCTA

CHIEF EXECUTIVE OFFICE

Darrell E. Johnson
Chief Executive Officer

