

# Circulation Element

City of Mission Viejo

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## **INTRODUCTION TO THE CIRCULATION ELEMENT**

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The Circulation Element is one of seven mandated elements of the General Plan and is intended to guide the development of the City's circulation system in a manner that is correlated with the Land Use Element. The State of California has mandated the adoption of a citywide Circulation Element since 1955. The anticipated levels and patterns of development upon build-out – not only in the City of Mission Viejo, as identified in its Land Use Element, but also in surrounding communities – will generate demands on the City's roadway system. To address these demands and achieve balanced growth, the City has adopted specific goals and policies, which serve as the basis for the Circulation Element.

### **PURPOSE OF THE CIRCULATION ELEMENT**

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The purpose of the Circulation Element is to provide for a safe, sensible and efficient circulation system for the City. The current State mandate for a Circulation Element states that the General Plan shall include:

“A circulation element consisting of the general location and proposed major thoroughfares, transportation routes, terminals, any military airports and ports, and other local public utilities and facilities, all correlated with the land use element of the plan.”

“Commencing January 1, 2011, upon any substantive revision of the circulation element, the legislative body shall modify the circulation element to plan for a balanced, multimodal transportation network that meets the needs of all users of streets, roads, and highways for safe and convenient travel in a manner that is suitable to the rural, suburban, or urban context of the general plan.” For purposes of this paragraph, “users of streets, roads, and highways” means bicyclists, children, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, and seniors.

In order to provide for a safe, sensible and efficient circulation system for all users for the City of Mission Viejo, a framework of city objectives on how the circulation system is to perform (levels of service), and the different transportation strategies that can be utilized to maintain these performance goals, are identified in the Element. The Circulation Element recognizes the traditional capacity improvements such as highway and intersection improvements, in addition to strategies incorporating signal synchronization, transportation demand management, bus and rail transit, telecommunications, and bicycle and pedestrian facilities.

The Circulation Element also recognizes tools, such as the City's traffic model, to assist in analyzing existing and future demands upon the circulation system triggered by potential land use or circulation network changes that may be considered in the

City or in surrounding communities. The Circulation Element also recognizes that transportation financing and city advocacy on transportation issues is critical to the implementation of the Element's goals and objectives. Lastly, the Circulation Element recognizes the investment of its circulation system, and the need to protect this investment in roadways and related facilities through maintenance efforts.

The topical areas of utilities and transmission facilities are discussed in the Land Use Element.

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## **CIRCULATION ELEMENT GOALS AND POLICIES**

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The Circulation Element is based on a framework of goals and policies. The City of Mission Viejo General Plan defines a goal as a broad statement of intended direction and purpose. For each goal, there are corresponding policies, which are defined as statements that guide action and imply a commitment towards the respective goal.

The Circulation Element goals and policies acknowledge the changing economic, social and environmental conditions in the City and surrounding regions, and the anticipated needs of the community. Twelve topical areas, or Issue Areas, are addressed. They are as follows:

- 1) Local Thoroughfares and Transportation Routes;
- 2) Regional and Intercity Transportation;
- 3) Transportation System Management (TSM) and Transportation Demand Management (TDM);
- 4) Public Transportation;
- 5) Bicycle, Pedestrian, and Equestrian Facilities;
- 6) Parking;
- 7) Goods Movement;
- 8) Scenic Highways;
- 9) Transportation Financing
- 10) Transportation Modeling
- 11) Advocacy; and,
- 12) Air Transportation

## **LOCAL THOROUGHFARES AND TRANSPORTATION ROUTES**

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The Mission Viejo community's historical development of local, collector and arterial streets has provided the basis for a safe, efficient roadway system. Development within the City of Mission Viejo can be characterized as built-out, until redevelopment options are proposed on existing, developed sites. The City's arterial streets have traditionally been planned and constructed with sufficient capacity to accommodate long-term traffic growth with the city's jurisdictional boundaries and with original General Plan land use intensities for surrounding communities. However, new communities not originally anticipated with earlier versions of the Orange County Master Plan of Arterial Highways and the City's Master Plan of Streets, in addition to increased development intensities in neighboring communities, are projected to impact both the capacity of the City's arterial network in addition to the capacity of regional facilities such as arterial interchanges with freeways and freeway facilities.

The goals and policies in the Local Thoroughfares and Transportation Routes issue area identify the City's intended direction and guiding policies on the development, use and maintenance of the City's circulation system.

Fundamental to the City's approach, is a goal that the City manage and optimize a circulation system capable of serving the City's General Plan land use plan. Concurrently, the City recognizes the potential impacts on its transportation infrastructure capacity that would result from new and redeveloped land use proposals, especially in neighboring communities, and establishes goals and policies to protect the capacity of the City's transportation infrastructure by insuring that new development be responsible for providing capacity mitigation capable of maintaining the City's established levels of service standards. Further, the safety of pedestrians, bicyclists and vehicles in using the City's transportation network to access neighborhood school sites, and the retention of a residential character of local neighborhoods, are important considerations in addressing traffic impacts on the circulation system.

How the City's circulation system can be maximized to increase its operational efficiency is also recognized as policy objectives, to enable the existing system to be more efficient in handling traffic demand through strategies such as coordinating traffic signals, prohibiting parking on arterials, and limiting driveway access points to and from arterials.

Just as important as protecting the capacity of the City's circulation system is protecting the infrastructure investment of the circulation system. The City's network of public streets is an infrastructure asset, and policies are established to protect the infrastructure investment of the City's circulation network through a regular program of pavement maintenance treatment.

**GOAL 1:** Manage and optimize a balanced, multimodal transportation network that meets the needs of all users of streets, roads, and highways for safe and convenient travel in a manner that is based upon, and is in balance with, the Land Use Element of the City of Mission Viejo General Plan.

**Policy 1.1:** Adopt and maintain a City Master Plan of Streets which identifies and classifies city arterials that address circulation needs of the City's Land Use Plan.

**Policy 1.2:** Design each arterial with sufficient capacity to accommodate anticipated traffic based on intensity of existing and planned land use.

**Policy 1.3:** Maintain at least a level of service D on arterial streets, except along Crown Valley Parkway, a Principal Arterial on the CMP Highway System, where a level of service E shall be maintained.

**Policy 1.4:** Maintain and implement circulation system standards for all users, such as roadway and intersection classifications, rights-of-way width, pavement width, pavement conditions, design speed, warrant requirements, capacity, maximum grades, green streets, and associated roadway features. All users means users of streets, roads, and highways, including bicyclists, children, persons with disabilities, motorists, movers of commercial goods, pedestrians, users of public transportation, and seniors.

**GOAL 2:** Protect the City's investment in its circulation system by assessing and mitigating the transportation impacts of new development proposed within and outside the City of Mission Viejo.

**Policy 2.1:** Require that proposals for major new developments include a traffic impact analysis, which identifies measures to mitigate the traffic impacts of new development.

**Policy 2.2:** Review development proposals proposed in surrounding jurisdictions to determine the impacts of that development on the City's circulation system, and to identify transportation mitigation measures that shall be provided by said developments to maintain city-adopted levels of service standards on the City's circulation system.

**Policy 2.3:** Continue to require new development to dedicate rights-of-way, construct required circulation improvements, and/or pay fees for circulation improvements necessary to mitigate project-related

traffic impacts to city transportation facilities and to maintain city levels of service standards.

**Policy 2.4:** Regulate the intensity and stages of development so that traffic on any arterial remains in balance with roadway capacity.

**GOAL 3:** **Identify and assess the feasibility and funding of circulation improvements needed within the City, to address the impacts of regional traffic demands upon the City’s circulation system.**

**Policy 3.1:** Periodically review critical intersections and roadways and recommend “special study areas” to confirm the feasibility of implementing “critical intersection improvements” and other transportation improvement needs within the City.

**GOAL 4:** **Preserve the residential character of local neighborhoods by minimizing through traffic and regulating vehicular speed.**

**Policy 4.1:** Design local and collector streets to discourage their use as through traffic routes.

**Policy 4.2:** Identify alternatives, develop strategies, and implement traffic calming measures to minimize through traffic on existing local and collector streets.

**Policy 4.3:** Locate new development and its access points in such a way that traffic is not encouraged to utilize local residential streets for access to the development or its parking.

**GOAL 5:** **Facilitate the safe and efficient movement of people and vehicles to and from school sites.**

**Policy 5.1:** Identify and promote strategies to minimize conflicts between pedestrians, bicyclists, and vehicles at local schools.

**Policy 5.2:** Coordinate with school districts, local schools, the Orange County Sheriff’s Department, parent-school organizations and the community in identifying school transportation issues and in developing and implementing traffic calming/traffic management strategies and safe school routes at local schools.

**GOAL 6:** **Coordinate and update the City’s traffic signal coordination system.**

**Policy 6.1:** Coordinate with OCTA and adjacent jurisdictions to improve signal timing and signal coordination along major, interjurisdictional

arterials.

**Policy 6.2:** Implement traffic signal coordination on City arterial streets to the maximum extent practical, and integrate signal coordination efforts with those of adjacent jurisdictions.

**Policy 6.3:** Review traffic signal spacing and traffic signal warrant requirements in conjunction with new development and re-development proposals, to insure that any new signal added to the City's circulation system does not compromise the efficiency of traffic signal coordination and traffic flow.

**GOAL 7: Evaluate, monitor and implement operational improvements and traffic control measures to maximize efficiency of the City's arterial circulation system.**

**Policy 7.1:** Limit driveway access on arterial streets to maintain a desired quality of flow.

**Policy 7.2:** Prohibit on-street parking on arterial streets wherever possible.

**Policy 7.3:** Provide bus turnouts where appropriate along heavily traveled arterials or where impedance is noticeably detrimental to traffic flow.

**Policy 7.4:** Provide for safe operations of traffic by adhering to national standards and uniform practices.

**Policy 7.5:** Design and employ traffic control measures to ensure City streets and roads function with safety and efficiency.

**Policy 7.6:** Continue to evaluate, design and implement operational improvements such as medians, driveway closures, signal synchronization/phasing, and parking and turn restrictions, to improve the efficiency of city intersections.

**GOAL 8: Monitor the condition of, and regularly maintain city streets with preventive and rehabilitation treatments to protect the City's investment in roadway infrastructure and extend the life of the City's roadway pavement.**

**Policy 8.1:** Conduct regular updates to the City's pavement management program database to identify necessary preventive and rehabilitation treatments to roadway pavement surfaces.

**Policy 8.2:** Re-surface public residential streets every seven years to maintain

the integrity of residential pavement surfaces before they deteriorate into more costly repair, subject to budgetary considerations and other factors.

**Policy 8.3:** Promote use of pavement resurfacing materials, such as rubberized asphalt, on arterials to reduce ambient noise from roadway travel.

**Policy 8.4:** Pursue federal, state, and county grant funding to secure outside funding sources for preventive and rehabilitation pavement treatment on city streets.

## **REGIONAL AND INTERCITY TRANSPORTATION**

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The City of Mission Viejo is served directly by two regional facilities: the San Diego Freeway (Interstate 5) and the Foothill Transportation Corridor (SR-241). In the City of Mission Viejo, access to the I-5 freeway is provided by interchanges at Alicia Parkway, La Paz Road, Oso Parkway, Crown Valley Parkway, and Avery Parkway. Access to the Foothill Transportation Corridor is provided by the arterials of Santa Margarita Parkway and Los Alisos Boulevard to ramps on SR-241.

A Strategic Plan Technical Report for the Orange County Master Plan of Arterial Highways recognizes that arterials in South Orange County are influenced and impacted by regional traffic. Many arterial segments located near freeway interchanges and on arterials that parallel or feed Interstate 5 carry high volumes of traffic and experience deficiencies. The development of new communities easterly of the City of Mission Viejo, the limited number of east-west arterials in the original Orange County Master Plan of Arterial Highways that access freeway facilities, and the intensification of land uses in neighboring communities, exacerbate the capacity and congestion impacts of regional traffic traveling through the City of Mission Viejo.

The Circulation Element recognizes that solutions to these traffic conditions cannot be solved solely through capacity enhancements to city intersections and city arterials. Regional transportation planning efforts must be initiated to analyze and identify corridor-level improvements capable of accommodating the existing and projected demand upon freeways, tollroads and city arterials. Such improvements will need to include solutions to improve existing interchanges, propose new interchanges, and identify connector opportunities such as the Cabot/Camino Capistrano bridge connector and a connector linking the San Joaquin Hills Transportation Corridor (SR-73) to the Foothill Transportation Corridor (SR-241).

Completion of the Master Plan of Arterial Highways must also be advocated with transportation planning agencies and Orange County jurisdictions to enable missing links such as the extension of Crown Valley Parkway easterly to the Foothill Transportation Corridor to be planned and constructed, to alleviate traffic demand

on existing arterials and enable the City to maintain levels of service standards on its transportation facilities.

The goals and policies listed below require a commitment to participate actively in a breadth of activities, plans and funding considerations undertaken by federal and state agencies, county transportation agencies, other jurisdictions, and the TCAs. Such participation can enable the City to keep abreast of evolving transportation planning efforts, understand impacts and benefits to the City of Mission Viejo, and effect proposals and solutions that would benefit Mission Viejo's circulation system needs and benefit its residents, employers and employees.

**GOAL 9: Support the development and completion of a network of regional roadway facilities which ensure the safe and efficient movement of people and goods from within the City to areas outside its boundaries, and which accommodate the regional travel demands of developing areas outside the City.**

**Policy 9.1:** Support the completion of the Orange County Master Plan of Arterial Highways and the Foothill Transportation Corridor.

**Policy 9.2:** Support the addition of capacity improvements such as high-occupancy vehicle lanes, general-purpose lanes, auxiliary lanes and noise mitigation improvements such as noise barriers, on freeway and toll road facilities.

**Policy 9.3:** Monitor and coordinate with Caltrans and the Transportation Corridor Agencies on freeway and toll road activities, to ensure that any potential operational impacts to city roadway operations or businesses are identified and mitigated.

**Policy 9.4:** Maintain a proactive role with appropriate federal, state, regional, and county agencies to address regional transportation issues affecting the City.

**GOAL 10: Identify and assess the feasibility and funding of circulation improvements needed outside the City, necessary to address the impacts of regional traffic demands upon the City's circulation system.**

**Policy 10.1:** Participate in regional and countywide transportation planning efforts to identify and address regional transportation improvements for South Orange County.

**Policy 10.2:** Initiate special studies to explore the feasibility of enhanced and new improvements to the Orange County Master Plan of Arterial Highways to address regional travel demands on the City's

circulation system.

- Policy 10.3:** Support transportation infrastructure funding proposals at the federal, state, and local levels to provide funding to implement regional transportation improvements that address South Orange County traffic demand.
- GOAL 11: Coordinate the development of the City’s circulation system with regional transportation facilities and with transportation facilities in neighboring jurisdictions.**
- Policy 11.1:** Coordinate city roadway improvements with transportation improvement programs conducted by federal, state, regional and county agencies, including freeway widenings, the extension of the Foothill Transportation Corridor-South, and any future regional facilities.
- Policy 11.2:** Coordinate street system improvements and signalization with regional transportation efforts and with adjacent jurisdictions, and encourage cooperative efforts to secure funding for areawide street and signalization projects.
- Policy 11.3:** Coordinate the development of city arterial streets with the Orange County Transportation Authority Master Plan of Arterial Highways, to ensure that city arterial streets will be compatible with those of neighboring jurisdictions.
- Policy 11.4:** Continue to oppose any amendment to the Master Plan of Arterial Highways (MPAH) to extend Avery Parkway easterly of its current terminus, until interchange improvements at I-5/Avery have been implemented by regional agencies that would maintain an operational level of service D on Avery Parkway.
- Policy 11.5:** Support regional planning efforts that explore new east-west connections and alternatives capable of providing an alternative to an Avery Parkway extension, such as a connector from SR-73 easterly to SR-241.
- Policy 11.6:** Pursue the feasibility and funding of a roadway connection of Camino Capistrano and Cabot Road.
- Policy 11.7:** Support and advocate the extension of Crown Valley Parkway easterly of the city limits to the FTC-South, as identified on the Orange County MPAH.

## **TRANSPORTATION SYSTEMS MANAGEMENT (TSM) AND TRANSPORTATION DEMAND MANAGEMENT (TDM)**

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To maximize the utility of the circulation system, reduce trips, and minimize the need for major capital investments in transportation infrastructure, the Circulation Element recognizes efforts to increase the capacity of the existing transportation system, and to increase the number of occupants in one vehicle or use other travel modes in lieu of driving alone, such as bus or rail transit. This involves two types of actions: transportation systems management and transportation demand management.

Transportation system management (TSM) maximizes the carrying capacity of the existing system through measures such as traffic signal coordination or low-cost capital improvements (such as re-striping or spot widening), to increase roadway capacity and efficiency.

Transportation demand management (TDM) involves programs to reduce the number of vehicles using the roadway system, particularly during congested commute periods. TDM strategies include strategies to increase vehicle occupancy versus driving solo, promoting the use of alternative modes of travel, and encouraging the use of satellite work centers, to enable residents to reduce the number of work trips and decrease the overall length of trips.

Support facilities, such as the development of park-and-ride lots, are critical to the success of increasing vehicle occupancy, by allowing individuals to travel shorter distances to park personal vehicles, and use the park-and-ride lot as a staging area for carpool or vanpool opportunities.

Transportation also includes the movement of information, in addition to the traditional characteristics of movement of people and goods. The Circulation Element recognizes the utility of information technology and the application of wireless communications and Internet accessibility as strategies that can enable individuals to conduct work, school, and personal activities and needs without having to drive. The breadth of TSM and TDM strategies that the City can pursue are outlined in the following goal and policies.

**GOAL 12: Maximize the efficiency of the circulation system through transportation systems management (TSM) and transportation demand management (TDM) strategies.**

**Policy 12.1:** Coordinate transportation systems management and transportation demand management strategies with efforts pursued and implemented by federal, state, regional and county agencies.

- Policy 12.2:** Encourage the development of regional public transportation services and support facilities, including park-and-ride lots particularly near freeway and toll road facilities, and public and private alternative fuel fueling facilities.
- Policy 12.3:** Require that proposals for major new developments include compliance with city-adopted regulations governing facility-based transportation demand management requirements.
- Policy 12.4:** Encourage the implementation of employer TDM strategies, including actions and programs outlined in city regulations and additional TDM strategies supported by the South Coast Air Quality Management District, to reduce employee reliance upon the single-occupant vehicle.
- Policy 12.5:** Support wireless communications technologies such as Wireless Fidelity (Wi-Fi) connectivity for existing and new businesses and facilities, in addition to proposals for new development, re-development, and modified development, to enable residents, employers, students and visitors to conduct wireless communication through remote access.
- Policy 12.6:** Continue to explore strategies, secure funding, and implement approaches to expand and utilize the City's backbone fiber-optics infrastructure network to accommodate communications access among city facilities and with special districts such as schools.
- Policy 12.7:** Encourage the development of satellite off-site work centers for telecommuting employees.

## **PUBLIC TRANSPORTATION**

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Public transportation ensures the mobility of all residents, regardless of automobile ownership, and provides an alternate means of travel for those who choose to leave their cars at home.

The Orange County Transportation Authority (OCTA) is the transit supplier for Mission Viejo, offering fixed route bus service on local and express routes. While current usage of fixed route bus transportation in Mission Viejo has been identified to be lower than other areas of Orange County, the Circulation Element recognizes that efforts can continually be pursued to address the needs of transit-dependent populations such as students, senior citizens, and disabled individuals.

The Circulation Element also recognizes that transit services can go beyond

traditional public transit services offered by bus and rail. Transit services can also include improvements and adjustments to service types such as shuttle services or taxicab services that are capable of meeting the needs of transit-dependent populations, while providing more flexibility than fixed route bus service, especially in Mission Viejo's hilly geographic communities that preclude convenient pedestrian access to bus stop locations. These strategies may require independent assessment and exploration by the City because of their localized opportunity, but such a policy investment in supplemental transit services is important in order to meet the needs of the community that would otherwise not be captured through traditional public bus and rail services.

Efforts to promote public bus and rail transportation are also emphasized in the Circulation Element. Additional express bus service, supported by park-and-ride facilities, can attract additional commute trips to public transportation. Promoting the development of high-occupancy vehicle lanes on all freeway and tollroad facilities in regional transportation planning efforts further enhances the attractiveness of express bus service, in addition to encouraging multi-occupant vehicles, by providing shorter travel times than conventional lanes.

The cities of Laguna Niguel and Mission Viejo also jointly share responsibility for the Laguna Niguel/Mission Viejo Metrolink Rail Station, located outside the westerly boundaries of the City of Mission Viejo in the City of Laguna Niguel. The rail station is a component of the Orange County Metrolink rail line that provides service from Oceanside in northern San Diego County to Orange County and downtown Los Angeles. Regional and countywide planning efforts to increase the frequency of routes, and expanding the locations they serve, will enable rail transit to be attractive to residents and employers as a travel mode to employment centers, in addition to accommodating personal trips. A critical link to this opportunity is allowing residents to have a way to travel from home to the rail station without having to use a personal vehicle, and allowing employees using rail transit to access Mission Viejo employment centers, a way to travel from the rail station to their places of work. The development and operation of these linkages to the mainline bus and rail transit routes needs to be pursued as a cooperative strategy with surrounding communities and partners, to achieve cost-effectiveness and a range of services and service locations that would meet the needs of rail patrons.

**GOAL 13: Support development of a public transportation system that provides mobility to all City residents and encourages use of public transportation as an alternate to automobile travel.**

**Policy 13.1:** Continue to promote resident and employee accessibility to rail and bus services and rail and bus facilities.

**Policy 13.2:** Work with the Orange County Transportation Authority and the City of Laguna Niguel to promote patronage of the Laguna Niguel/Mission Viejo Commuter Rail Station, and to support

connection services to allow patrons to access commercial, educational, and employment centers and residential areas from the Commuter Rail Station.

- Policy 13.3:** Support the efforts of the Orange County Transportation Authority to provide additional local and express bus service to the Mission Viejo community, and to provide additional park-and-ride lots, particularly near freeway and toll road facilities.
- Policy 13.4:** Monitor areawide and regional rail concepts, including any fixed guideway system, to determine city benefits to linking with any extension of a proposed facility.
- Policy 13.5:** Ensure accessibility of transit-dependent populations, including students, the elderly, and disabled persons, to public transportation.
- Policy 13.6:** Support the identification and provision of special transit services for transit-dependent populations, including such services as jitneys and taxicab services to supplement public transportation services.
- Policy 13.7:** Coordinate with OCTA to construct bus turnouts at appropriate locations.
- Policy 13.8:** Encourage new development to incorporate design techniques that facilitate transit services, such as accessibility to transit routes, bike trails, pedestrian walkways and bus stops.
- Policy 13.9:** Encourage employers to reduce vehicular trips by offering employees incentives such as reduced rate bus and rail transit passes.

## **BICYCLE, PEDESTRIAN AND EQUESTRIAN FACILITIES**

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Mission Viejo has a developed network of bikeways. Class III (signed bike lanes) are located along portions of Santa Margarita Parkway, Crown Valley Parkway, Marguerite Parkway, Olympiad, Trabuco and La Paz roads, and Los Alisos Boulevard. Class II striped bike lanes are located throughout the remaining arterial street network. In addition, four Class I (off-street) facilities are located in Mission Viejo, including along Aliso Creek, Los Alisos Boulevard and Entidad, through the Jeronimo Open Space and along the Oso Creek, and through Cordova Park.

Bicycling is recognized as an alternative transportation mode that serves as an alternative to the single occupant vehicle. Bicycle facilities can provide an opportunity to meet commuter needs, in addition to provide recreational opportunities. The OCTA Commuter Bikeways Strategic Plan identifies that

commuter bicyclists can include employees who ride to work as well as students who ride to school. Bicycle facilities can also be used as a link to bus and rail transit, by allowing riders to access bus stop locations or the rail station in lieu of riding a personal vehicle to these facilities if shuttle service opportunities cannot be developed. Continued planning efforts such as the City's Oso Creek Trail bicycle plan need to be updated and coordinated with neighboring jurisdictions, to bridge the gaps in existing trail linkages, so that uninterrupted bicycle routes can be planned, funded and constructed to provide for commuter bicycle needs, especially to the Laguna Niguel/Mission Viejo Commuter Rail Station.

The provision of sidewalks and the design and construction of pedestrian walkways in developments also encourage non-automobile movements and provide a safe pedestrian system capable of linking commercial, residential and open spaces. The City's Development Code governing transportation demand management identifies facilities-based improvements that can be accomplished in conjunction with new development to promote alternative modes such as bicycling and walking. Such improvements include integrating on-site sidewalks to connect with off-site external pedestrian systems, integrating bike trails with project development, providing on-site bicycle parking and providing transit waiting shelters.

Equestrian facilities and hiking and biking trails supplement access to recreational resources in the community and the county. The City's Conservation and Open Space Element, Figure COS-6: Open Space and Trail Opportunities should be used as a resource to identify potential linkages for existing and planned equestrian and hiking and biking trail facilities, and in integrating the citywide system of trails into the countywide regional trail system. In particular, the City's Conservation and Open Space Element identifies five major trail corridors that are to be completed, enhanced and expanded. They are: enhancement of the Oso Creek Trail; completion of the Arroyo Trabuco Trail along the Trabuco Creek and coordination with the County of Orange to complete this linkage; enhancement of the Aliso Creek Trail; completion of the Wilderness Glen Trail, and completion of the Naciente Trail.

**GOAL 14: Protect and encourage non-motorized transportation such as bicycle, pedestrian, and equestrian travel.**

**Policy 14.1:** Establish and maintain an adopted bicycle, pedestrian and equestrian circulation system to support and encourage such travel.

**Policy 14.2:** Provide for safety of pedestrians, bicycles, and equestrians by adhering to national standards and uniform practices.

**Policy 14.3:** Provide and maintain a non-vehicular component of the City's overall circulation system that supports bicyclists, pedestrians and equestrians and is coordinated with areawide and regional bicycle, pedestrian and equestrian plans and facilities.

**GOAL 15: Plan, provide and maintain a comprehensive bicycle trail network that links with the regional trail system and encourages use of bicycle trails for commuter and recreational purposes.**

**Policy 15.1:** Coordinate the design and improvement of bicycle trails in major residential, shopping, employment centers, parks, schools, other public facilities, public transportation facilities and bicycle networks.

**Policy 15.2:** Support and coordinate the development and maintenance of bikeways in conjunction with the County of Orange Master Plan of County Bikeways and the Orange County Transportation Authority Commuter Bikeways Strategic Plan, to ensure that local bicycle routes will be compatible with routes of neighboring jurisdictions.

**Policy 15.3:** Encourage the provision of an accessible and secure area for bicycle storage at all new and existing developments.

**Policy 15.4:** Provide bicycle racks or storage facilities at all areas of public forum whenever possible.

**GOAL 16: Plan and provide a pedestrian network that links residential, employment, schools and commercial facilities to public sidewalks and bus stop locations.**

**Policy 16.1:** Maintain existing pedestrian facilities, and encourage new development to provide pedestrian walkways between developments.

**Policy 16.2:** Ensure accessibility of pedestrian facilities to students, the elderly and disabled.

**GOAL 17: Promote linkage of residences, schools, shopping centers and other public facilities through an internal system of trails.**

**Policy 17.1:** Utilize easement and/or rights-of-way along flood control channels, public utility rights-of-way, railroad rights-of-way, and street rights-of-way wherever possible for the use of bicycles and/or equestrian trails.

**Policy 17.2:** Provide off-street bicycle trails in areas with minimal cross-traffic, such as open space spines, and flood control and utility easements, where possible.

**Policy 17.3:** Identify gaps in the City's bicycle, riding and hiking trails systems

and explore strategies and funding mechanisms to plan and complete trail links.

**Policy 17.4:** Require new development to dedicate or reserve easements for bicycle, riding and hiking trails to complete trails networks as identified on city, county and regional master trail plans.

**Policy 17.5:** Explore potential trail linkages with regional bicycle, riding, hiking and equestrian trails, where possible.

## **PARKING**

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Providing adequate and convenient parking for land uses is an essential component to maintaining a safe and effective circulation system. Designing parking facilities so that all required parking can be accommodated on-site, and restricting parking on and access to and from high-volume arterials to the parking facilities, improves traffic flow on the City's circulation system.

**GOAL 18: Require sufficient off-street parking for all land uses and maximize the use of parking facilities in the City.**

**Policy 18.1:** Require all developments to provide off-street parking in compliance with the City's Development Code.

**Policy 18.2:** Restrict the use of on-street parking on identified arterial streets, where maximum traffic flow is desired.

**Policy 18.3:** Promote the provision of access between parking areas of adjacent properties along arterial roadways to improve overall traffic flow.

**Policy 18.4:** Joint use of parking facilities may be granted as part of an area plan or site plan, depending on the peak parking generation of the permitted uses in the planning area.

**Policy 18.5:** Encourage employers to include parking provisions in transportation demand management plans.

**GOAL 19: Encourage the development of adequate recreational vehicle storage areas within the City.**

**Policy 19.1:** Ensure that priority for recreational vehicle storage is given to the citizens of the City of Mission Viejo.

## GOODS MOVEMENT

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The movement of goods throughout Southern California is projected to increase significantly. While goods movement provides an economic benefit to the region, goods movement also affects localized impacts along the transportation corridors that such goods travel on, whether by rail or truck surface routes. The Southern California Association of Governments, Caltrans, and the transportation commissions of the counties of Orange, Los Angeles, Riverside, San Bernardino, Ventura and San Diego, are developing a multi-county goods movement action plan to develop a consensus strategy and implementation plan for Southern California goods movement, and to partner with the private sector in developing a plan that maximizes the economic opportunities associated with goods movement while reducing attendant environmental and community impacts.

Trucks, more than rail, are the predominant method by which goods are distributed from the region's ports to freight systems, warehouses and distribution centers, factories, farms and commercial establishments. Goods movement circulation is an important component of traffic flow on a City's street network. To minimize the impacts of goods travel on city arterials and sensitive land uses such as residential communities and school facilities located adjacent to the traveled arterials, the Circulation Element includes policies that encourage the City and developers to consider design features in nonresidential development to minimize interference and impacts of truck-related goods movement on traffic circulation and residential communities.

**GOAL 20:** Provide a circulation system that effectively provides for the transport of commodities while minimizing the negative impacts on neighborhoods.

**Policy 20.1:** Provide appropriately designed and maintained roadways so that they can safely accommodate truck travel.

**Policy 20.2:** Provide sufficient truck loading areas to minimize interference with efficient traffic circulation.

**Policy 20.3:** Require the provision of loading areas and access ways in the design of new development to minimize vehicular conflicts with truck traffic and to promote efficient circulation on and off site.

**Policy 20.4:** Discourage on-street loading and unloading of commercial and industrial products.

**Policy 20.5:** Require new non-residential development to design site access locations and on-site circulation that minimizes the impacts of truck traffic in residential areas.

## SCENIC HIGHWAYS

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The County of Orange, as part of its General Plan, established a Master Plan of Scenic Highways, which designates the location of scenic highways in Orange County. Oso Parkway is designated as a scenic highway. Scenic highways are expected to provide a pleasant driving environment and community enhancement, with development complementing the existing scenery.

**GOAL 21:** **Preserve and provide landscaped transportation routes which accentuate the beauty of the existing settings in order to provide pleasant and beneficial driving environments while maintaining safety.**

**Policy 21.1:** Visually enhance the appearance of city roadways through design techniques and landscaping, with particular attention to streetscape design.

**Policy 21.2:** Protect rights-of-way along scenic corridors to maintain existing landscape.

**Policy 21.3:** Indicate scenic highway designation to discourage littering and defacement of the environment.

**Policy 21.4:** Maintain high levels of service along scenic corridors to accentuate the pleasant driving experience.

## TRANSPORTATION FINANCING

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Securing adequate transportation financing for projects and programs is challenged by several factors: competing interests for available and limited financial resources; and, significant increases in the costs to construct improvements and operate and maintain facilities and programs. Reliance upon self-help county initiatives such as local sales tax increases to supplement funding for local transportation projects is also challenged by requirements for voter approvals and thus cannot be guaranteed. Further, the scope of improvements capable of addressing Mission Viejo's transportation needs, are regional in nature. Thus, potential improvements such as new freeway interchanges and new connector routes require significant funding resources to plan, design and construct. Limited financial resources will also require that the safety, maintenance and efficient operation of existing transportation networks and facilities be balanced against the need for system expansion investments.

The Circulation Element recognizes that funding opportunities at the federal, state and county arenas require vigilant monitoring and response to secure funding from a variety of sources. Collaborate planning efforts with various agencies and jurisdictions shall be necessary to secure funding for transportation projects and programs that are multi-jurisdictional in scope. Further, City review of development proposals within and beyond the jurisdictional boundaries of the City of Mission Viejo shall be necessary to insure that: needed improvements to the City's circulation network are funded by developer exactions and/or developer construction of improvements; and, city levels of service standards can be maintained without relying on city financial resources to fund transportation improvements triggered by new development.

**GOAL 22: Maximize pursuit of outside funding sources to complement city resources to plan, design and construct transportation capacity improvements and implement transportation programs that benefit the City of Mission Viejo.**

**Policy 22.1:** Pursue local, state and federal funding to implement all elements of the city circulation system, including roadways, public transit, trails and transportation/traffic programs.

**Policy 22.2:** Utilize available financing methods and sources of funding to make necessary improvements to the overall transportation system.

**Policy 22.3:** Maintain the transportation standards required to qualify for revenue and competitive grant funding eligibility, as established by applicable state and countywide transportation funding programs.

**GOAL 23: Require new development to pay its fair share towards circulation improvements needed to accommodate project traffic.**

**Policy 23.1:** Require any new development, located within the City or outside the City, that contributes traffic impacts to intersections and roadway facilities, located in the City or outside the City, to pay its fair share contribution towards identified transportation improvements, including payment of fees towards adopted transportation fee programs, fair-share costs for identified transportation improvements, or construction of identified transportation improvements necessary to maintain adopted levels of service in the affected jurisdictions.

**Policy 23.2:** Require that any grant funds and any Measure M sales tax revenues shall not be used to replace private developer funding which has been committed for any project or for required subdivision

obligations.

## **TRANSPORTATION MODELING**

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The City of Mission Viejo has completed the development of an in-house transportation model that was developed to: provide an independent tool to assess transportation conditions of the City's transportation network; measure the impact of proposed developments on the City's transportation infrastructure; explore transportation system options under consideration by the City; and make informed decisions on transportation infrastructure improvements.

State Government Code Section 65089 (c) further requires a consistency between local models, county models and the regional model, both in terms of database and modeling methodology. Input into the City's transportation model will require city investment and budgetary resources to insure that the databases are current and updated, and that the databases are consistent with countywide assumptions that feed into the countywide transportation model administered by the Orange County Transportation Authority and the regional model administered by the Southern California Association of Governments.

Monitoring of county and regional forecasting issues and processes will also be necessary to insure that database input and assumptions used for technical transportation analyses, are not compromised when proposed for use for other planning purposes.

**GOAL 24:** Utilize the City's transportation model as a technical tool to promote Circulation Element goals and policies.

**Policy 24.1:** Develop, maintain, and utilize the City's transportation model to establish forecasting analysis capabilities to evaluate and monitor development proposals and transportation improvements, policies, plans and programs.

**Policy 24.2:** In the development, maintenance and use of the City's transportation model, comply with state, regional and areawide policies and guidelines on transportation modeling consistency requirements, modeling assumptions, modeling analysis and modeling updates.

## **ADVOCACY**

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Orange County's transportation system is an intermodal and interconnected network of public freeways and private tollroads, state and local highways and roads, bus and rail public transit facilities and services, freight systems, airports,

and communications facilities. In turn, the agencies and governments responsible for all aspects of this varied network of facilities and services span federal, state, regional, county and local entities, and the planning efforts, published studies, deliberations and actions of these agencies affect the daily operation of existing transportation facilities and programs, and the delivery of new or upgraded facilities and programs in the City of Mission Viejo.

Critical to the success of the City of Mission Viejo in addressing its transportation priorities and meeting its transportation challenges for regional solutions, is a commitment to engage in strategic planning and decision-making with the fellowship of agencies and governments that are charged with transportation and land use policy, planning and financing. Such participation, even at the level of monitoring agency activities, requires a commitment and investment by City technical staff and policy makers. However, this investment allows the City to be abreast of evolving transportation policy and planning, and to work within established processes and with agency decision makers, to ensure that City issues are identified and addressed, City priorities are recognized, and most significantly, that new or amended requirements upon the City of Mission Viejo have been anticipated.

The Circulation Element promotes city advocacy on transportation policy and transportation planning, and calls upon elected, appointed and technical city representatives to engage in active participation on boards and committees of transportation and land use agencies, to promote and elevate city and South Orange County transportation needs and interests.

**GOAL 25: Pursue City of Mission Viejo transportation policy objectives through city advocacy efforts.**

**Policy 25.1:** Participate in transportation planning policy arenas, including but not limited to membership on boards or committees of the Orange County Transportation Authority, Transportation Corridor Agencies, Orange County Council of Governments, Measure M Growth Management Area InterJurisdictional Planning Forums, and others, to educate and promote transportation needs and interests of benefit to the City of Mission Viejo and South Orange County.

**Policy 25.2:** Monitor, establish a City position, and advocate said City position on any amendments to the Orange County Master Plan of Arterial Highways that are proposed by neighboring or surrounding jurisdictions, to ensure that any impacts to City of Mission Viejo roadways resulting from any proposed changes or deletions to the Orange County MPAH, are analyzed, and that any City position is identified to applicable jurisdictions and the Orange County Transportation Authority.

## AIR TRANSPORTATION

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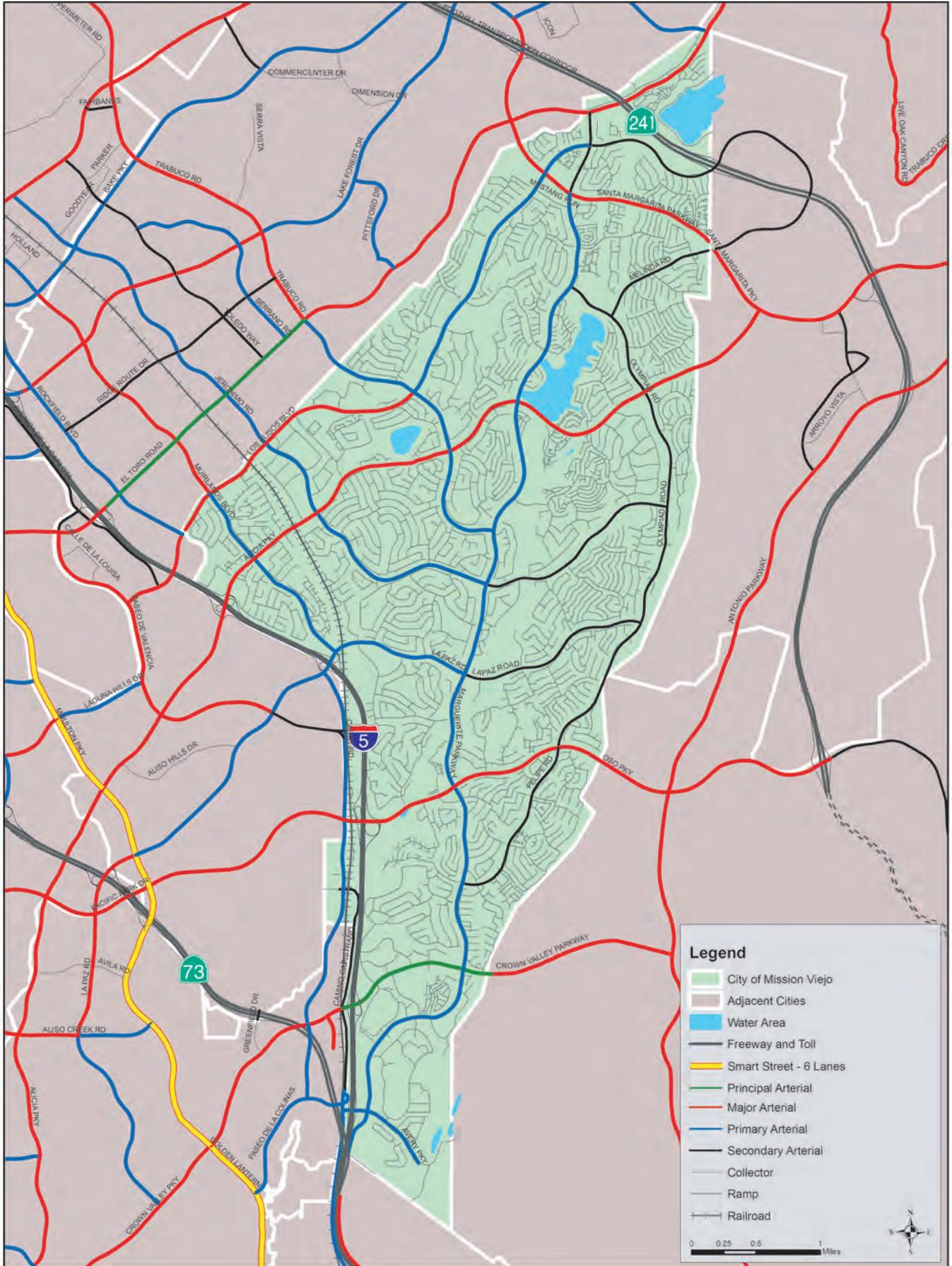
The Airport Land Use Commission (ALUC) for Orange County is responsible for ensuring that applicable actions of local governments are consistent with the Airport Environs Land Use Plan (AELUP) for Heliports, and in insuring that AELUP information and language is included in General Plan updates relating to heliports and helistops.

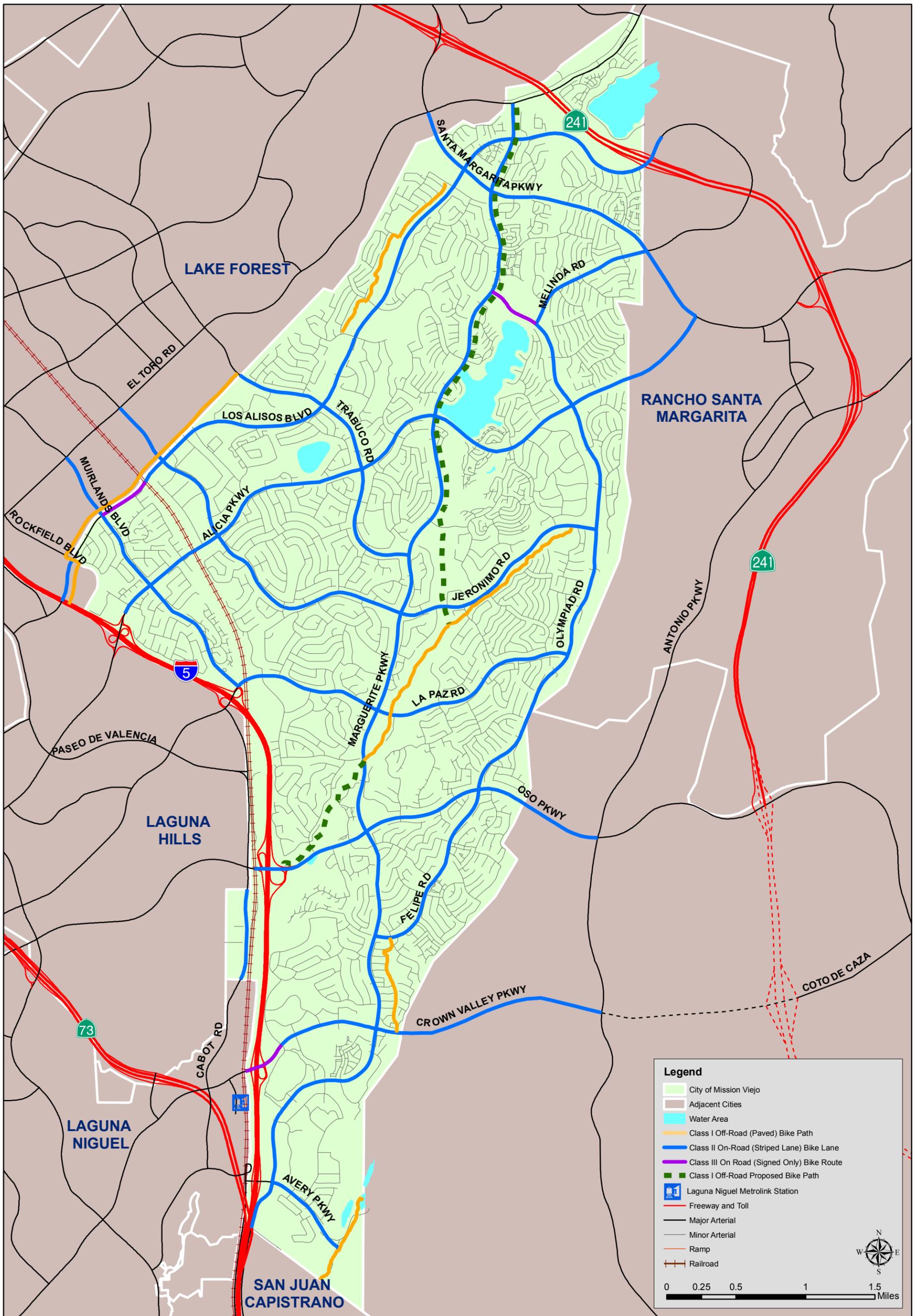
Policy 26.1 implements recommended language from the ALUC to insure that any applications for heliports and helistops that are submitted to the City of Mission Viejo, are analyzed for consistency with permitting requirements and procedures that are established for heliports by the State of California, the Federal Aviation Administration, the ALUC for Orange County and Caltrans/Division of Aeronautics, prior to city approval.

**GOAL 26: Comply with the Airport Environs Land Use Plan (AELUP) for Heliports.**

**Policy 26.1:** Insure that any city approvals for the construction or operation of a heliport or helistop comply with state permit procedures and with requirements as established by the Federal Aviation Administration (FAA), the Airport Land Use Commission for Orange County (ALUC), and Caltrans/Division of Aeronautics.

**FIGURE C-1  
MASTER PLAN OF STREETS**





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## Figure C-2 Bikeway Plan

**TABLE C-1  
CIRCULATION POLICIES BY ELEMENT**

ISSUE AREA	POLICIES BY ELEMENT							
	Land Use	Housing	Conservation/Open Space	Public Safety	Noise		Economic Development	Growth Management
<u>Local Thoroughfares &amp; Routes:</u> •balance with Land Use Plan •mitigation •preserve neighborhood character •safe school routes •traffic signal coordination •maximize efficiency of existing system •maintain streets	1.4 2.1–2.8 2.13–2.16		1.1	8.7	1.2 1.3			1.1–1.5 2.1–2.5 3.1–3.2 4.1–4.3 5.1–5.4
<u>Regional &amp; Intercity Transportation:</u> •complete regional network •coordinate with regional facilities and jurisdictions	2.15 2.16 3.10				1.1			4.2 5.1
<u>TSM/TDM:</u> •implement strategies to maximize system efficiency	6.2						2.1 3.4 3.5	1.5
<u>Public Transportation:</u> •support development of services & facilities		3.2	1.13					
<u>Bicycle/ Pedestrian/ Equestrian Facilities:</u> •plan & implement network and facilities			1.13 3.5 3.6 4.3					1.5

**TABLE C-1, continued**

ISSUE AREA	POLICIES BY ELEMENT							
	Land Use	Housing	Conservation/Open Space	Public Safety	Noise		Economic Development	Growth Management
<u>Parking:</u> •require adequate off-street parking •provide adequate RV storage		1.5						
<u>Goods Movement:</u> •provide for goods movement transport & protect residential areas from impact	3.1			5.3 5.4				
<u>Scenic Highways:</u> •provide landscaped transportation routes								
<u>Transportation Financing:</u> •pursue outside funding •require development to pay fair-share	2.2 2.4 2.6						2.3	2.1–2.5 5.1–5.4
<u>Transportation Modeling:</u> •use transportation model to implement Element goals								
<u>Advocacy:</u> •pursue city policy objectives through advocacy	2.13				1.1			1.3 4.2, 4.3 5.1
<u>Air Transportation:</u> •comply with AELUP for Heliports								