

5. Environmental Analysis

5.13 TRANSPORTATION

This section of the draft environmental impact report (DEIR) evaluates the potential for implementation of the Proposed Project to result in transportation impacts in the City of San Juan Capistrano. The analysis in this section is based in part on the following technical report(s):

- *Creekside Vehicle Miles Travelled (VMT) Assessment*, Urban Crossroads, May 29, 2020.

A complete copy of this study is in the technical appendices to this Draft EIR (Appendix L).

5.13.1 Environmental Setting

5.13.1.1 REGULATORY BACKGROUND

The regulatory framework discusses the regulatory agencies/policies that affect transportation in the City of San Juan Capistrano and the project area. Major policy documents impacting the transportation system in San Juan Capistrano include laws at the state level and planning documents at a regional level.

State

Assembly Bill 1358: The California Complete Streets Act

The California Complete Streets Act (AB 1358) of 2008 was signed into law on September 30, 2008. Beginning January 1, 2011, AB 1358 requires circulation elements to address the transportation system from a multimodal perspective. The bill states that streets, roads, and highways must “meet the needs of all users in a manner suitable to the rural, suburban, or urban context of the general plan.” Essentially, this bill requires a circulation element to plan for all modes of transportation where appropriate, including walking, biking, car travel, and transit.

The Complete Streets Act also requires circulation elements to consider the multiple users of the transportation system, including children, adults, seniors, and the disabled. AB 1358 tasks the Governor’s Office of Planning and Research (OPR) to release guidelines for compliance, which are so far undeveloped.

Sustainable Communities and Climate Protection Act

The Sustainable Communities and Climate Protection Act (SB 375) was signed into law on September 30, 2008. The SB 375 regulation provides incentives for cities and developers to bring housing and jobs closer together and to improve public transit. The goal behind SB 375 is to reduce automobile commuting trips and length of automobile trips, thus helping to meet the statewide targets for reducing greenhouse gas (GHG) emissions set by the California Global Warming Solutions Act of 2006 (AB 32). SB 375 requires each metropolitan planning organization to add a broader vision for growth, called a “sustainable communities strategy” (SCS), to its transportation plan. The SCS must lay out a plan to meet the region’s transportation, housing, economic, and environmental needs in a way that enables the area to lower greenhouse gas emissions. The SCS should integrate transportation, land use, and housing policies to plan for achievement of the regional emissions target.

5. Environmental Analysis

TRANSPORTATION

Senate Bill 743

SB 743 was signed in 2013, with the intent to “more appropriately balance the needs of congestion management with statewide goals related to infill development, promotion of public health through active transportation, and reduction of greenhouse gas emissions.” When implemented, “traffic congestion shall not be considered a significant impact on the environment” within California Environmental Quality Act (CEQA) transportation analysis.

SB 743 requires the Governor’s Office of Planning and Research (OPR) to identify new metrics for identifying and mitigating transportation impacts within CEQA. For land use projects, OPR identified Vehicle Miles Traveled (VMT) per capita, VMT per employee, and net VMT as new metrics for transportation analysis. For transportation projects, lead agencies for roadway capacity projects have discretion, consistent with CEQA and planning requirements, to choose which metric to use to evaluate transportation impacts.

Regulatory changes to the CEQA Guidelines that implement SB 743 were approved on December 28, 2018. July 1, 2020 is the statewide implementation date and agencies may opt-in use of new metrics prior to that date. OPR released a December 2018 Technical Advisory that contains recommendations regarding assessment of VMT, thresholds of significance, and mitigation measures.

Consistent with SB 743, the California Court of Appeal held that traffic impacts based on level of service (LOS) cannot be considered a significant impact on the environment under CEQA. In *Citizens for Positive Growth & Preservation v. City of Sacramento* (2019), the Court stated that in enacting Public Resources Code section 21099, the Legislature directed that traffic analyses prepared to comply with CEQA move away from LOS to encourage infill development and focus CEQA’s traffic analysis on potential traffic-related environmental impacts, rather than inconvenience associated with traffic congestion. Section 21099(b)(2) defines automobile delay as described solely by LOS as not “a significant impact on the environment pursuant to [CEQA] except in locations specifically identified in the guidelines”. In 2018, the Secretary of the Natural Resources Agency promulgated and certified CEQA Guidelines Section 15064.3 to implement Public Resources Code section 21099(b)(2). Therefore, traffic impacts based on LOS cannot be considered a significant impact on the environment under CEQA.

Department of Transportation

Caltrans, the California Department of Transportation, is charged with planning and maintaining state routes, highways, and freeways. Caltrans is the owner/operator for I-5 in the study area. Caltrans has developed transportation impact analysis guidelines for use when assessing state facilities, “Guide for the Preparation of Traffic Impact Studies”

Regional

Southern California Association of Governments

The Southern California Association of Governments’ (SCAG) 2016 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS) provides a regional transportation plan for six counties in Southern California: Orange, San Bernardino, Riverside, Los Angeles, Ventura, and Imperial. The primary goal of the

5. Environmental Analysis TRANSPORTATION

regional transportation plan is to increase mobility for the region. With recent legislation, this plan also encompasses sustainability as a key principle in future development. Current and recent transportation plan goals generally focus on balanced transportation and land use planning that:

- Maximize mobility and accessibility for all people and goods in the region.
- Ensure travel safety and reliability for all people and goods in the region.
- Preserve and ensure a sustainable regional transportation system.
- Maximize the productivity of our transportation system.
- Protect the environment and health of residents by improving air quality and encouraging active transportation (e.g., bicycling and walking).
- Encourage land use and growth patterns that facilitate transit and active transportation.

Orange County Transportation Authority

The Orange County Transportation Authority (OCTA) serves as transportation planner and coordinator, designer, builder, and operator of the transportation system for Orange County. OCTA funds improvements to all modes of transportation through several programs, including the Congestion Management Program (CMP). OCTA operates bus transit and Metrolink rail services throughout Orange County, including San Juan Capistrano. OCTA also provides vanpool subsidies and rideshare options for Orange County commuters.

Congestion Management Plan Facilities

The Orange County Congestion Management Program (CMP) was established in 1991 to reduce traffic congestion and to provide a mechanism for coordinating land use and development decisions. Compliance with the CMP requirements ensures a county's and city's eligibility to compete for the State gas tax funds for local transportation projects.

As part of the CMP, a CMP Highway Network was identified for Orange County that consists of Orange County's State highway system, and highway and arterials from OCTA's Smart Street network. OCTA has implemented an Intersection Capacity Utilization (ICU) monitoring method, developed with technical staff members from local and State agencies, for measuring the Level of Service (LOS) at CMP Highway System (CMPHS) intersections.

Within the defined CMP highway network, the goal is to maintain CMPHS intersections at LOS E or above, or at the base year LOS, if the base year LOS is worse than E. There are no CMP intersections located within the study area of the Proposed Project.

5. Environmental Analysis

TRANSPORTATION

Local

City of San Juan Capistrano Circulation Element

The City of San Juan Capistrano General Plan Circulation Element identifies goals and policies related to circulation and mobility in the City. The Circulation Element was updated in 1999.

The City of San Juan Capistrano Circulation Element has established LOS “D” as the level of service goal during the morning and evening peak commute hours at all City intersections. LOS “E” is the level of service goal during the morning and evening peak commute hours at all City-designated “Hot Spot” intersections. LOS “D” is established as the level of service goal for major, primary, secondary and limited secondary arterials and LOS “C” is the level of service goal for local residential arterials within the City. It has also established LOS “E” as the level of service goal for designated “Hot Spot” locations within the City. Impacts to intersections and roadway segments are considered significant if the acceptable level of service is exceeded.

5.13.1.2 LOCAL AND REGIONAL FUNDING MECHANISMS

Transportation improvements within the City of San Juan Capistrano are funded through a combination of direct project mitigation, payment of requisite fees, construction of planned/committed improvements covered by Measure M or M2, or fair share contributions. Identification and timing of needed improvements is generally determined through local jurisdictions based upon a variety of factors. Fee programs applicable to the Project are described below.

Measure M

One of the primary sources of grants funds for various County road projects is the OCTA Measure M grants. The Measure M funds are an Orange County voter-approved, 20-year ½ cent sales tax, effective in 1990, to pay for various transportation improvements throughout the County. In November 2006, this 20-year sales tax was extended for another 30 years via a voter-approved “Renewed” Measure M (M2). OCTA is the governing administrator of these funds. Measure M and M2 improvements are outlined in the seven-year Capital Improvement Program (CIP) for the fiscal years 2017/2018 through 2023/2024.

Proposition 1B

Proposition 1B, which was also passed by voters in November 2006, provide bond funds for road capital and maintenance projects. The County has allocated approximately \$61.6 million Proposition 1B funds to apply towards transportation improvements within the County, as determined by the County’s Board of Supervisors.

5. Environmental Analysis

TRANSPORTATION

City of San Juan Capistrano Circulation Fee Program

The Project will also be subject to City of San Juan Capistrano's Circulation Fee program which includes a component for streets, traffic signals, and bridges. This program aims to mitigate the additional traffic burdens created by new development to the City's arterial and collector street system. A fee will be imposed on all new development in the City to finance the costs of street improvements, including widening and reconstruction, new traffic signals, street landscaping, intersection improvements, and freeway interchange improvements.

Fair Share Contribution

Improvements constructed by development may be eligible for a fee credit or reimbursement through the program where appropriate (to be determined at the City's discretion). When offsite improvements are identified with a minor share of responsibility assigned to proposed development, the approving jurisdiction may elect to collect a fair share contribution or require the development to construct improvements.

In 1998, the San Juan Capistrano City Council adopted Policy Number 111, which sets forth guidelines pertaining to fair share contributions for new development projects within the City. According to this policy, fair share participation by development shall account for 100% of the costs for each off-site improvement.

5.13.1.3 STUDY AREA

Regional Access

Regional access to the Project Site is provided via the San Diego Freeway (I-5). The I-5 Freeway, located west of the Project Site, is a major highway that extends throughout Orange County, Los Angeles County and San Diego County. Direct access from the I-5 Freeway is provided via the I-5 Freeway/Junipero Serra Road Interchange.

Local Street Network

The nine study area intersections shown on Figure 5.13-1, Project Study Area were selected for evaluation. The study area includes intersections where the Project is anticipated to contribute 50 or more peak hour trips per the County of Orange's traffic study guidelines. (1) The "50 peak hour trip" criteria represent a minimum number of trips at which a typical intersection would have the potential to be substantively affected by a given development proposal. The 50 peak hour trip criterion is a traffic engineering rule of thumb that is accepted and widely used within Orange County for estimating a potential area of influence (i.e., study area) and is required per the Orange County Congestion Management Program (CMP) guidelines.

The roadway classifications and planned (ultimate) roadway cross-sections of the major roadways within the study area, as identified on City of San Juan Capistrano General Plan Circulation Element, are described below.

Primary Arterials are four-lane divided roadways (divided by a 14-foot raised median) with a 100-foot right-of-way and 84-foot curb-to-curb measurement. The following study area roadway within the City of San Juan Capistrano is classified as a Primary Arterial:

5. Environmental Analysis

TRANSPORTATION

- Junipero Serra Road

Secondary Arterials are four-lane undivided roadways with an 80-foot right-of-way and 64-foot curb-to-curb measurement. The following study area roadways within the City of San Juan Capistrano are classified as a Secondary Arterial:

- Rancho Viejo Road
- Camino Capistrano

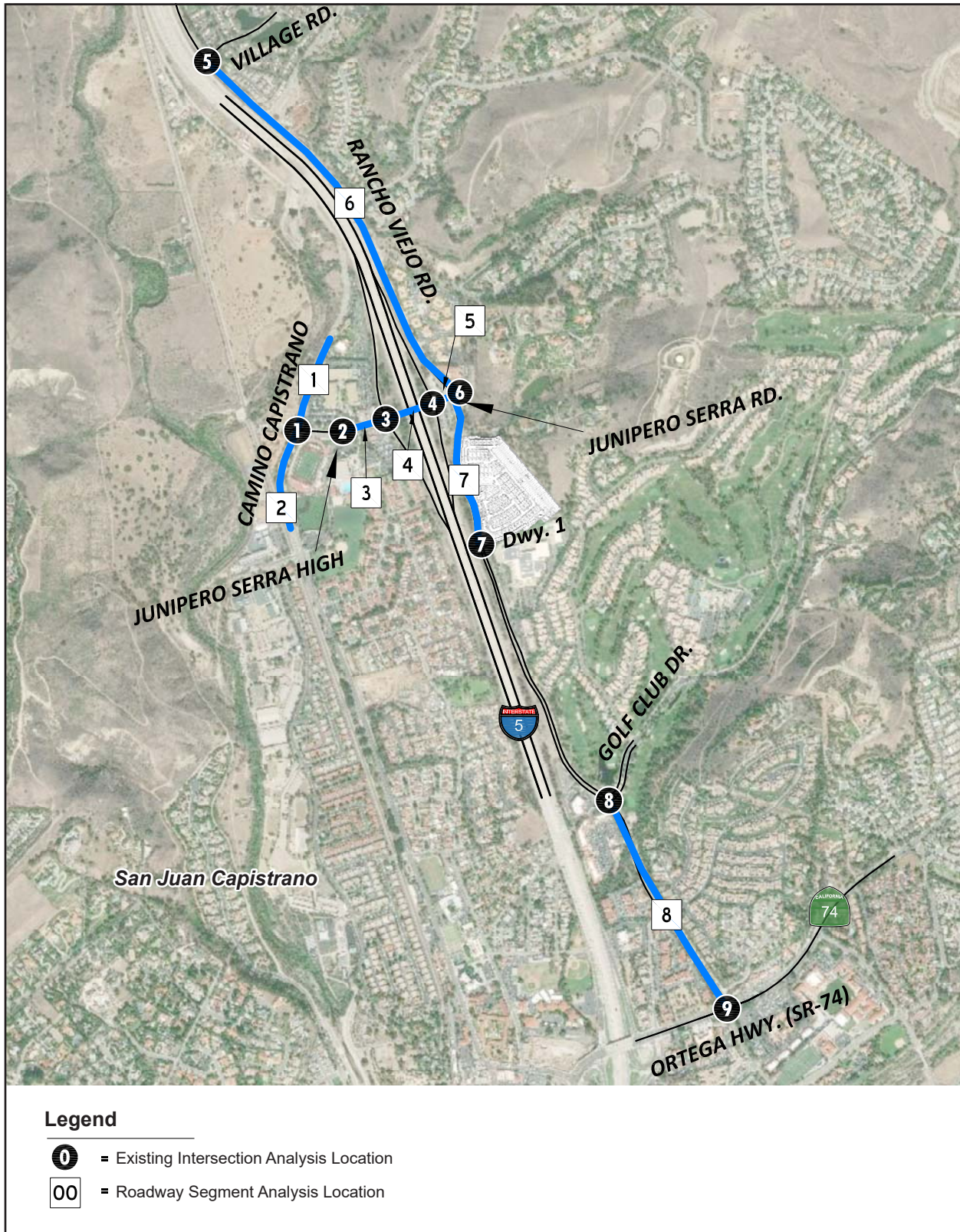
5.13.1.4 TRANSIT SERVICE

The study area is currently served by the Orange County Transit Authority (OCTA), a public transit agency serving the Orange County region near the City of San Juan Capistrano, with bus service along Camino Capistrano, Junipero Serra Road, and Rancho Viejo Road, via Route 91. The Project site would likely be served by Route 91. Transit service is reviewed and updated by OCTA periodically to address ridership, budget and community demand needs. Changes in land use can affect these periodic adjustments which may lead to either enhanced or reduced service where appropriate.

5.13.1.5 BICYCLE AND PEDESTRIAN FACILITIES

Class II bikeways, also referred to as "bike lanes," are intended to delineate the right-of-way assigned to bicyclists and motorists, and to provide for more predictable movements of each. Bike lane signs and pavement marking help define the bikeway. A more important reason for bike lanes is to better accommodate bicyclists through corridors where insufficient room exists for safe bicycling on existing streets. There is an existing Class II bike facility on portions of Junipero Serra Road and the east side of Rancho Viejo Road. Field observations conducted in November 2019 indicate nominal pedestrian and bicycle activity within the study area.

Figure 5.13-1 - Project Study Area
5. Environmental Analysis



5. Environmental Analysis

TRANSPORTATION

This page intentionally left blank.

5. Environmental Analysis

TRANSPORTATION

It should be noted, at the time traffic counts were collected in November 2019, field observations indicated excessive queuing in the eastbound and westbound directions on Junipero Serra Road in the vicinity of the I-5 Freeway ramps during the AM peak hour. These queues are due to the adjacent I-5 Freeway ramp-to-arterial intersections located in close proximity to one another.

5.13.2 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

- T-1 Conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities.
- T-2 Conflict or be inconsistent with CEQA Guidelines § 15064.3, subdivision (b).
- T-3 Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment).
- T-4 Result in inadequate emergency access.

5.13.3 Plans, Programs, and Policies

- PPP T-1 A site-specific construction worksite staging and traffic control plan will be prepared and submitted to the City of San Juan Capistrano for review and approval prior to the start of any construction work. This plan will include such elements as the location of any potential partial lane closures, hours during which lane closures (if any) would not be allowed, local traffic detours (if any), protective devices and traffic controls (such as barricades, cones, flag persons, lights, warning beacons, temporary traffic signals, warning signs). The Proposed Project will be required to comply with the City-approved plan measures.

5.13.4 Environmental Impacts

5.13.4.1 METHODOLOGY

Changes to California Environmental Quality Act (CEQA) Guidelines were adopted in December 2018, which requires all lead agencies to adopt VMT as a replacement for automobile delay-based level of service (LOS) as the new measure for identifying transportation impacts for land use projects. This statewide mandate takes effect July 1, 2020. However, the City has yet to formally adopt thresholds for VMT.

The Office of Planning and Research (OPR) published an updated Technical Advisory on Evaluating Transportation Impacts in CEQA in December 2018, which provided guidance in evaluating transportation impacts based on VMT. The OPR's current Technical Advisory has the following recommended numeric thresholds:

5. Environmental Analysis

TRANSPORTATION

- For residential projects, a Proposed Project exceeding a level of 15.0% below existing VMT per capita may indicate a significant transportation impact. Existing VMT per capita may be measured as regional VMT per capita or as City VMT per capita.

As the City of San Juan Capistrano has yet to formally adopt VMT thresholds of significance for purposes of determining transportation impacts under CEQA, the threshold of 15.0% below existing conditions as presented in the OPR's Technical Advisory has been used for the purposes of this evaluation.

The OPR 2018 Technical Advisory also provides screening thresholds for land use projects to identify when a project should be expected to cause a less-than-significant impact without conducting a detailed study. If a project is located within a Transit Priority Area (TPA), would generate fewer than 110 daily vehicle trips, or resides in a low VMT generating area/traffic analysis zone (TAZ), then further VMT analysis is typically not required. The Project is not located within a TPA, is estimated to generate more than 110 daily trips, and is not located within a low VMT generating TAZ. Therefore, a full VMT analysis is required.

5.13.4.2 IMPACT ANALYSIS

The following impact analysis addresses thresholds of significance for which the Initial Study disclosed potentially significant impacts. The applicable thresholds are identified in brackets after the impact statement.

Project Trip Generation

Trip generation represents the amount of traffic which is both attracted to and produced by a development. Determining traffic generation for a specific project is therefore based upon forecasting the amount of traffic that is expected to be both attracted to and produced by the specific land uses being proposed for a given development.

The trip generation rates used for this analysis are based upon information collected by the ITE as provided in their Trip Generation Manual (10th Edition, 2017) for Single Family Detached Housing (ITE Land Use Code 210) and Multifamily Housing (Low-Rise, 1-2 floors) (ITE Land Use Code 220). As shown on Table 5.13-1, the Proposed Project is anticipated to generate a total of 1,606 trip ends per day with 117 AM peak hour trips and 152 PM peak hour trips.

5. Environmental Analysis
TRANSPORTATION**Table 5.13-1 Project Trip Generation Summary**

Land Use	ITE LU Code	Units ²	AM Peak Hour			PM Peak Hour			Daily
			In	Out	Total	In	Out	Total	
Trip Generation Rates ¹									
Single-Family Detached Housing	210	DU	0.19	0.56	0.74	0.62	0.37	0.99	9.44
Multifamily Housing (Low-Rise)	220	DU	0.11	0.35	0.46	0.35	0.21	0.56	7.32
Land Use	Quantity	Units ²	AM Peak Hour			PM Peak Hour			Daily
			In	Out	Total	In	Out	Total	
Trip Generation Summary									
Single-Family Detached Housing	107	DU	20	59	79	67	39	106	1,012
Multifamily Housing (Low-Rise)	81	DU	9	29	38	29	17	46	594
Project Total			29	88	117	96	56	152	1,606

¹ Trip Generation Source: Institute of Transportation Engineers (ITE), Trip Generation Manual, Tenth Edition (2017).

² DU = Dwelling Units; TSF = Thousand Square Feet

Impact 5.13-1: The Proposed Project could conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities. [Threshold T-1]

Transit Service

The Project site would likely be served by OCTA Route 91. Transit service is reviewed and updated by OCTA periodically to address ridership, budget and community demand needs. Changes in land use can affect these periodic adjustments which may lead to either enhanced or reduced service where appropriate. The project would not interrupt or displace any existing bus stop. The project would not modify or introduce new features to any public road that would affect OCTA facilities; therefore, no impact would occur.

Bicycle and Pedestrian Facilities

There is an existing Class II bike facility on portions of Junipero Serra Road and the east side of Rancho Viejo Road. The Proposed Project would enhance pedestrian and bicycle connectivity throughout the site and surrounding area, resulting in a beneficial impact to pedestrian and bicycle facilities. No impact to pedestrian or bicycle facilities would occur.

Level of Significance Before Mitigation: No impact would occur to transit service or bicycle and pedestrian facilities.

5. Environmental Analysis

TRANSPORTATION

Impact 5.13-2: The Proposed Project could conflict or be inconsistent with CEQA Guidelines § 15064.3, subdivision (b). [Threshold T-2]

Project VMT

The calculation of vehicle miles traveled has two components – the total number of trips generated and the average trip length of each vehicle. The Orange County Transportation Analysis Model (OCTAM) is a useful tool to estimate VMT as it considers interaction between different land uses based on socioeconomic data such as population, households and employment. OCTAM is widely used as an appropriate tool for conducting VMT analysis for land use projects in the Orange County region. Project VMT has been calculated using the most current version of OCTAM. Adjustments in socio-economic data (i.e., employment factors) were made to the appropriate traffic analysis zone (TAZ) within the OCTAM model to reflect the Project's proposed land use.

Project Home-Based (HB) VMT/Capita

The HB VMT per capita is the Project HB VMT divided by the population derived from the OCTAM model. The HB VMT/capita is used to measure efficiency of VMT generated by all home-based trip purposes in the selected traffic analysis zone. The Project HB VMT/capita as calculated based on OCTAM is 28.25.

City of San Juan Capistrano Baseline VMT

The average VMT of the City of San Juan Capistrano calculated from the OCTAM model is consistent with the model used to calculate the Project VMT.

City of San Juan Capistrano HB VMT/Capita

The HB VMT per capita calculated for the City of San Juan Capistrano based on OCTAM is 21.37. Project VMT and the City of San Juan Capistrano baseline VMT is summarized in Table 5.13-2.

Table 5.13-2 VMT Per Capita

Type	Project ¹	Orange County
Population	581	41,713
VMT	16,413	891,407
VMT/Capita	28.25	21.37
15.0% below Baseline (VMT/SP)	N/A	18.17

VMT = vehicle miles traveled

¹ A population factor of 3.09 persons per household based on California's Department of Finance (DOF) Report E-5 for Cities, Counties, and the State for San Juan Capistrano in 2019.

As described above, the OPR Technical Advisory recommends that a proposed residential project exceeding a level of 15.0% below existing VMT per capita may indicate a significant transportation impact. As shown in Table 5.13-1, HB VMT per capita calculated for the City of San Juan Capistrano based on OCTAM is 21.37.

5. Environmental Analysis

TRANSPORTATION

Therefore, the recommended threshold would be 15% below 21.37 or 18.17. As shown in Table 5.13-1, the Project's VMT per capita would not meet the 15.0% below areawide baseline threshold. As such, the Proposed Project's transportation impact based on VMT per capita is potentially significant based on OPR's recommended thresholds.

Mitigation Strategies

Project VMT exceeds the threshold of 15.0% below base year (2019) VMT/SP for Orange County. Transportation demand management (TDM) measures to reduce VMT have been reviewed from the CAPCOA 2010 report *Quantifying Greenhouse Gas Mitigation Measures*. A review of transportation measures identified by CAPCOA within the Neighborhood/Site Enhancement category indicates that only a limited number of measures may be effective at the project level.

Land use context is a major factor relevant to the potential application and effectiveness of TDM measures. More specifically, the land use context of the Project is characteristically suburban. Of itself, the Project's suburban context acts to reduce the range of feasible TDM measures and moderates their potential effectiveness. Based on available research, projects located within a suburban context, a maximum 10% reduction in VMT is achievable even when combining multiple mitigation strategies.

Evaluation of potentially applicable TDM measures in the context of the Proposed Project is summarized below:

- **Measure 1:** Provide Pedestrian Network Improvements. Providing a pedestrian access network to link areas of the Project site encourages people to walk instead of drive. This mode shift results in people driving less for local area trips and thus a reduction in VMT.

Implementation of the proposed Specific Plan would improve pedestrian and bicycle access in the vicinity of the Project Site. The Proposed Project would provide sidewalks throughout the community and along the project frontage along Rancho Viejo Road. The existing bicycle lane along Rancho Viejo Road would be maintained and improved. The Specific Plan also provides access to the existing Malaspina Trail. The Proposed Project is also located in close proximity to the Junipero Serra Park and Ride Facility. These measures could provide for a potential reduction in Project VMT. CAPCOA notes that implementation of these measures to provide pedestrian accommodations within the site and also connecting to off-site pedestrian and bicycle network could reduce VMT by a maximum of 2.0 percent (*Quantifying Greenhouse Gas Mitigation Measures*, p. 227). With these project design features, the Project VMT per capita would be reduced from 28.25 to 27.69, but still above the threshold of 18.17.

Other site design related TDM measures appear to be infeasible given the size and scope of the Proposed Project.

Level of Significance Before Mitigation: Potentially significant.

5. Environmental Analysis

TRANSPORTATION

Impact 5.13-3: The Proposed Project could increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment). [Threshold T-3]

Site Access

The following recommendations are based on the improvements needed to accommodate site access. Figure 5.13-2, *Site Adjacent Roadway and Site Access Recommendations*, shows the site access recommendations necessary to maintain traffic safety.

At the intersection of Rancho Viejo Road & Driveway 1, no improvements are recommended; the existing traffic control and intersection geometrics should be maintained.

Recommendation 1.1 – Rancho Viejo Road & Street A – The following improvements are necessary to accommodate site access:

- Project to construct a northbound through lane.
- Project to construct a southbound through lane.

Recommendation 2.1 – Malaspina Road is an east-west oriented roadway located along the Project's northern boundary. Project to construct Malaspina Road at its ultimate half-section width as a Local Street (ultimate 60-foot right-of-way) from Rancho Viejo Road to the Project's eastern boundary consistent with the City of San Juan Capistrano standards.

Recommendation 3.1 – Rancho Viejo Road is a north-south oriented roadway located along the Project's western boundary. Project to construct Rancho Viejo Road at its ultimate full-section width as a Secondary Arterial (ultimate 80-foot right-of-way) from Malaspina Road to Driveway 1 consistent with the City of San Juan Capistrano standards. Rancho Viejo Road will be realigned between Driveway 1 and Malapsina Road and will include the addition of a northbound and southbound through lane.

Recommendation 4.1 – Driveway 1 is an east-west oriented roadway located along the Project's southern boundary. Project to construct Driveway 1 at its ultimate half-section width as a Local Street (ultimate 60-foot right-of-way) from Rancho Viejo Road to the Project's eastern boundary consistent with the City of San Juan Capistrano standards. The sight distance at Driveway 1 is based on the posted speed limit plus 5 miles per hour.

On-site traffic signing and striping should be implemented agreeable with the provisions of the California Manual on Uniform Traffic Control Devices (CA MUTCD) and in conjunction with detailed construction plans for the Project site.

Sight distance at each project access point should be reviewed with respect to standard Caltrans and City of San Juan Capistrano sight distance standards at the time of preparation of final grading, landscape and street improvement plans.

5. Environmental Analysis

TRANSPORTATION

This page intentionally left blank.

5. Environmental Analysis

TRANSPORTATION

Level of Significance Before Mitigation: Potentially significant.

Impact 5.13-4: The Proposed Project would not result in inadequate emergency access. [Threshold T-4]

The Project Site fronts Rancho Viejo Road, providing two access points in and out of the community to provide emergency access. All internal streets serving the Proposed Project would be designed and improved to meet emergency vehicle turning radii. And as discussed in Impact 5.13-3, the Proposed Project would not result in any hazardous impacts related to design feature (e.g., sharp curves or dangerous intersections) or incompatible uses. Therefore, no significant impacts to emergency access are anticipated.

Construction-related activities could adversely impact emergency access in adjacent roadways. Construction-related trips involve construction worker trips, large trucks hauling soil and debris from the site, trucks delivering construction equipment to/from the site, and large trucks delivering concrete and other construction materials. These trips could potentially interfere with area traffic during emergency situations. However, as a part of the project, a site-specific construction worksite staging and traffic control will be prepared and reviewed and approved by the City of San Juan Capistrano prior to start of any construction work (see PPP T-2 above). These plans will indicate on- or off-site construction staging area, any potential for full or partial lane closures, hours during which lane closures (if any) would not be allowed, local traffic detours (if any), and protective devices and traffic controls (such as barricades, cones, flag persons, lights, warning beacons, temporary traffic signals, warning signs). Provided that site-specific construction worksite staging and traffic control plans are approved and implemented, the Proposed Project would not adversely impact or physically interfere with an adopted emergency responder or evacuation plan. Additionally, construction would occur between the hours of 7:00 AM and 7:00 PM, from Monday through Saturday. No construction is allowed at any time on Sundays or federally recognized holidays.

Level of Significance Before Mitigation: Less than significant.

5.13.5 Cumulative Impacts

Project's Effect on Areawide VMT (Cumulative Year 2040)

As the proposed Project is not consistent with the City's General Plan land use and therefore is not consistent with the SCAG RTP/SCS, a cumulative analysis that makes a comparison of areawide daily total VMT per capita without and with the Project was also performed. The comparison would show the Projects cumulative effect on VMT in a regional setting. The areawide VMT per capita was calculated based on the 2040 OCTAM model. As shown on Table 5.13-3, the Project is anticipated to result in a net increase of 0.004 VMT per capita within the County, which would indicate that the Project would decrease the efficiency of travel in the County. This is considered a significant unavoidable adverse impact.

5. Environmental Analysis

TRANSPORTATION

Table 5.13-3 Cumulative Orange County VMT Per Capita

Type	Without Project	With Project
Population	3,534,620	3,534,983
Employment	1,980,433	1,980,433
VMT	80,847,003	80,874,393
VMT/SP	14.659	14.663
Change in VMT	+0.004	
VMT = vehicle miles traveled		

Site and Emergency Access

The Proposed Project provides adequate vehicle and pedestrian internal circulation, and impacts related to geometric design feature or incompatible uses are site specific and would not result in significant cumulative impacts when combined with other cumulative projects.

Construction-related activities could adversely impact emergency access in adjacent roadways when combined with other cumulative projects. However, not all cumulative projects would be constructed at the same time, and each construction project would be required to prepare and implement site-specific construction worksite staging and a traffic control plan to reduce potential impacts to emergency access. The Proposed Project is not anticipated to result in a cumulatively significant emergency access impact.

5.13.6 Level of Significance Before Mitigation

Upon implementation of regulatory requirements and standard conditions of approval, the following impacts would be less than significant: 5.13-1 and 5.13-4.

Without mitigation, the following impacts would be **potentially significant**:

- **Impact 5.13-2:** The Project's VMT/SP would not meet the 15.0% below areawide baseline threshold. As such, the Proposed Project's transportation impact based on VMT/SP is potentially significant based on OPR's recommended thresholds.
- **Impact 5.13-3:** Site access improvements are needed to maintain traffic safety.

5.13.7 Mitigation Measures

Impact 5.13-2

As described above, there are no feasible mitigation measures available to reduce Impact 5.13-2 to a less than significant level.

5. Environmental Analysis TRANSPORTATION

Impact 5.13-3

T-1 Prior to approval of the tentative tract map, the project applicant shall submit street improvement plans for Rancho Viejo Road, Malaspina Road, and Driveway 1, that demonstrate compliance with recommendations shown on Figure 5.13-2, *Site Adjacent Roadway and Site Access Recommendations*, to the satisfaction of the City Traffic Engineer.

5.13.8 Level of Significance After Mitigation

Impact 5.13-2

Implementation of the proposed Specific Plan would improve pedestrian and bicycle access in the vicinity of the Project Site. CAPCOA notes that implementation of these measures to provide pedestrian accommodations within the site and also connecting to off-site pedestrian and bicycle network could reduce VMT by a maximum of 2.0 percent (Quantifying Greenhouse Gas Mitigation Measures, p. 227). With these project design features, the Project VMT per capita would be reduced from 28.25 to 27.69, but still above the threshold of 18.17. As a result, transportation impacts related to VMT are considered significant and unavoidable.

Impact 5.13-3

With implementation of MM T-1 and compliance with PPP T-1, proper site access would be provided to maintain traffic safety. Impacts would be less than significant and no significant and unavoidable impact would remain.

5.13.9 References

California Air Pollution Control Officers Association (CAPCOA). 2010. Quantifying Greenhouse Gas Mitigation Measures: A Resource for Local Government to Assess Emission Reductions from Greenhouse Gas Mitigation Measures.

California Department of Transportation (Caltrans). 2002, December. "Guide for the Preparation of Traffic Impact Studies." http://www.dot.ca.gov/hq/tpp/offices/ocp/igr_ceqa_files/tisguide.pdf.

Governor's Office of Planning and Research (OPR). 2010. Update to the General Plan Guidelines: Complete Streets and the Circulation Element. State of California.
http://opr.ca.gov/docs/Update_GP_Guidelines_Complete_Streets.pdf.

Institute of Transportation Engineers (ITE). 2017. Trip Generation, 10th Edition.

Governor's Office of Planning and Research (OPR). 2008, June. CEQA and Climate Change: Addressing Climate Change through CEQA Review. Technical Advisory.
<http://www.opr.ca.gov/ceqa/pdfs/june08-ceqa.pdf>.

Urban Crossroads, 2020, May 29. Creekside Vehicle Miles Travelled (VMT) Assessment.

———. 2020, May 29. Creekside Vehicle Miles Travelled (VMT) Assessment.

5. Environmental Analysis

TRANSPORTATION

This page intentionally left blank.