



ITEM # 2

OC DEVELOPMENT SERVICES REPORT

DATE: August 28, 2024
TO: Orange County Planning Commission
FROM: OC Development Services/Land Development Division
SUBJECT: PA24-0049: General Plan Amendment T24-01 – Transportation Element.

PROPOSAL: OC Development Services is requesting to amend the County of Orange General Plan Transportation Element to create a new arterial highway classification called a Divided Collector: a two-lane divided, unrestricted access roadway. The amendment would also revise the County of Orange’s Circulation Plan, to bring it into conformance with Orange County Master Plan of Arterial Highways (MPAH), administered by the Orange County Transportation Authority (OCTA). The proposed revisions to the Circulation Plan, once adopted, in addition to creating the new Divided Collector classification, will: (1) revise the name of Cristianitos to Ranch Canyon and reclassify the portion of the roadway between Cow Camp Road and Bucker Way from its current Primary Arterial Highway classification to a Divided Collector; and (2) revise the name of Grandeza to Bucker Way and reclassify the portion of the roadway between Ranch Canyon and Coyotes from its current Secondary Arterial Highway classification to a Divided Collector.

ZONING: N/A

GENERAL PLAN: N/A

LOCATION: Unincorporated Areas of Orange County

APPLICANT: OC Development Services

STAFF CONTACT: Robert Zegarra, Contract Planner, Land Development Division
Phone: (714) 667-8893
Email: Robert.Zegarra@ocpw.ocgov.com

RECOMMENDED ACTION(S):

OC Development Services/Land Development recommends the Planning Commission:

1. Receive staff report and public testimony as appropriate; and
2. Adopt Planning Commission Resolution No. 2024-02 (Attachment 1) recommending that the Board of Supervisors make the appropriate findings under the California Environmental Quality Act (CEQA) and adopt the proposed General Plan Amendment T24-01 – Transportation Element that will create a new arterial highway classification to be known as a Divided Collector and update the County of Orange Circulation Plan (Attachment 2).

BACKGROUND AND EXISTING CONDITIONS:

The County of Orange General Plan – Transportation Element contains the County’s policies on the development of the transportation facilities necessary to accommodate the orderly growth of the County. The Transportation Element identifies goals, objectives, policies and implementation programs that affect the transportation system and guide future planning efforts within the unincorporated area. The Transportation Element contains the Circulation Plan, Bikeways Plan and Scenic Highways Plan. Implementation of these three plans is necessary to ensure a balanced transportation system as the unincorporated area continues to develop. The proposed changes affect only the Circulation Plan and do not involve the Scenic Highway Plan or Bikeway Plan.

The Circulation Plan (Attachment 3) depicts the arterial highways that make up the surface transportation system within the unincorporated area. The Circulation Plan identifies each facility as existing or proposed, and its arterial designation: Principal, Major, Primary, Secondary, or Commuter. It also depicts existing highways, freeways, toll roads and arterial highways located within other local jurisdictions.

A goal identified in the Transportation Element is to “provide a Circulation Plan that is integrated with that of adjacent jurisdictions.” To achieve this goal, the County’s transportation system is designed to be compatible with adjacent jurisdictions and is amended as necessary to remain consistent with the Orange County Master Plan of Arterial Highways (MPAH) (Attachment 4), administered by OCTA.

The MPAH depicts a Countywide roadway network intended to ensure coordinated transportation system development among local jurisdictions in Orange County. The MPAH describes an arterial highway system that effectively serves existing and adopted future land uses in both incorporated and unincorporated areas of the County.

The current Transportation Element and Circulation Plan do not include a Divided Collector arterial highway classification. The MPAH identifies the classification of a Divided Collector as a two-lane divided roadway that accommodates 9,000 to 15,000 Average Daily Traffic (ADT) volume. This proposed amendment would add an arterial highway classification of Divided Collector to the Transportation Element, which will make the County’s General Plan and MPAH consistent.

The alignments and classifications currently depicted for Ranch Canyon and Bucker Way on the County Circulation Plan and MPAH are identified as Cristianitos (Primary Arterial) and Grandeza (Secondary Arterial), respectively. These alignments and classifications reflect the original Master Area Plan and Subarea Plans for Planning Area 3 of the Ranch Plan approved by the Planning Commission on February 25, 2015 (PA140072-81). Subsequent revisions to the Planning Area 3 Master Area and Subarea Plans (PA18-0030 and PA22-0067) resulted in the realignment and renaming of Cristianitos to Ranch Canyon and Grandeza to Bucker Way. However, neither the County Circulation Plan nor the MPAH was updated to reflect these changes. The County now intends to update the Circulation Plan to make the County’s

General Plan consistent with current proposed development in Planning Area 3 of the Ranch Plan Planned Community. Identical revisions which would alter the classifications for these portions of Ranch Canyon and Bucker Way, and would update the names of the two roadways, have been proposed to OCTA as updates to the MPAH.

PROPOSED PROJECT:

Staff is requesting to update the County of Orange General Plan Transportation Element and Circulation Plan to complete the following revisions:

1. Add a new arterial highway classification called a Divided Collector the Transportation Element: a two-lane divided, unrestricted access roadway.

One of the goals of the County's Transportation Element is to ensure consistency between the County's Circulation Plan and the MPAH. Adding the new arterial highway classification of Divided Collector to the County's Circulation Plan, which the MPAH already has, will achieve this goal.

2. Renaming and reclassification of Cristianitos, a Primary Arterial Highway, to Ranch Canyon, a Divided Collector.

The County's Circulation Plan currently depicts Ranch Canyon as a roadway called Cristianitos which is identified as a 4-lane Primary Arterial Highway located between Cow Camp Road and Bucker Way (which is currently called Grandeza in the Circulation Plan). Adoption of the proposed amendment to the Circulation Plan will rename this portion of Cristianitos to be "Ranch Canyon" and reclassify Ranch Canyon between Cow Camp Road and Bucker Way from its current Primary Arterial Highway designation to a Divided 2-lane Collector Arterial Highway.

3. Renaming and reclassification of Grandeza, a Secondary Arterial Highway, to Bucker Way, a Divided Collector.

The County's Circulation Plan currently depicts Bucker Way as a roadway called Grandeza, which is identified as a 4-lane Secondary Arterial Highway located between Los Patrones Parkway and Cow Camp Road. Adoption of the proposed amendment to the Circulation Plan will rename Grandeza as "Bucker Way" and reclassify the portion of Bucker Way between Ranch Canyon and Coyotes from its current Secondary Arterial Highway designation to a Divided Collector.

The anticipated traffic demand for segments of Ranch Canyon and Bucker Way described above are lower than previously estimated due to the availability of greater detail regarding the associated backbone roadway system and further refinements in land use development since 2015, when they were originally included in the Circulation Plan. A Divided Collector can accommodate up to approximately 15,000 vehicle trips per day and a Commuter roadway up to approximately 10,000 vehicle trips per day at Level of Service (LOS) 'C'. The LOS is a measure of average operating conditions with a range from A to F. A Level of Service 'C' is defined as good operation. Assuming build-out of The Ranch Plan Planned Community and 2045 growth, Ranch Canyon has a projected Average Daily Traffic (ADT) volume of 9,500 and Bucker Way a volume of 6,800; resulting in an excellent (free-flow) LOS 'A'.

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The results of the traffic modeling prepared for the Project confirms that roadway operations for Ranch Canyon and Bucker Way can operate acceptably at lower classifications than their current County Circulation Plan and MPAH classifications.

The request to (1) Add a new arterial highway classification called a Divided Collector to the Transportation Element; (2) reclassify Ranch Canyon from its current Primary Arterial Highway designation to a Divided Collector and updating the naming of Ranch Canyon from Cristianitos; and (3) Reclassify Bucker Way from its current Secondary Arterial Highway designation to a Divided Collector and update the naming of Bucker Way from Grandeza. Corresponding changes will be proposed to OCTA as updates to the MPAH, which is expected to be considered by OCTA in September 2024.

CEQA COMPLIANCE:

Planning Area 3 & 4 Master and Subarea Plan PA22-0067, which were approved October 27, 2022 per findings that Final EIR 589, previously certified November 8, 2004; Addendum 1.0 (PA060023) approved July 2006, Addendum 1.1 (PA110003-06) approved February 24, 2011, the Planning Area 2 Addendum (PA130001-06) approved March 25, 2013, and Addendum 3.1 (PA140072-81) approved February 25, 2015, reflect the independent judgment of the County and are adequate to satisfy the requirements of CEQA. Each of these approvals assumed traffic impacts that are mitigated by an appropriate roadway system, and a series of traffic studies (including the most recent Fehr & Peers June 2024 GPA/MPAH study) conclude that assumed traffic impacts continue to be appropriately mitigated.

California Code of Regulations Title 14 (“CEQA Guidelines”) § 15162 declares that when an EIR has been certified for a project, no subsequent and/or supplemental EIR shall be prepared for that project unless the lead agency determines, on the basis of substantial evidence in the light of the whole record that one of the three categories identified in CEQA Guidelines Section 15162 applies. Here, none of the three categories in CEQA Guidelines Section 15162 apply, and therefore no subsequent or supplemental CEQA analysis is required. Specifically:


- PA24-0049 does not include any changes to the project (vis-à-vis circulation, etc.) that is addressed in Final EIR 589 and its subsequently-approved addenda – notably, Planning Area 3 & 4 Master and Subarea Plan PA22-0067. The existing and approved CEQA documents have previously analyzed a right-of-way program that is consistent with is the project proposed in PA24-0049. Thus, PA24-0049 does not fall within CEQA Guidelines Section 15162, subsection (a)(1).
- Similarly, there has been no substantial change in circumstances since Final EIR 589 and its addenda were certified and approved by the County. There has been no change in circumstances which would involve new significant environmental effects or substantially increase the severity of previously identified significant effects, indeed, PA24-0049 does not alter any environmental effects of the project studied in the previously certified and approved CEQA documents. Therefore, no subsequent or supplemental CEQA review is required by CEQA Guidelines Section 15162, subsection (a)(2).
- The information that appears in Final EIR 589 and the addenda thereto remains current and reliable; no new information has come to light that is inconsistent with prior analyses, or which was not available to or previously considered by the County. There are no significant effects not discussed in the existing and approved CEQA documentation, there is no change in severity of the previously identified significant effects, and there have been no changes in the identified and approved mitigation measures. Therefore, no subsequent or supplemental CEQA review is required by CEQA Guidelines Section 15162, subsection (a)(3).


The proposed changes to the General Plan – Transportation Element do not involve new significant environmental effects or an increase in the severity of previously identified significant effects, and involve no change in the feasible, proposed, or adopted mitigation measures.

Thus, the previously approved CEQA documents adequately address the effects of the proposed project. No subsequent changes have been made to the project, no substantial changes have occurred in the circumstances under which the project is being undertaken, and no new information of substantial importance to the project that was not known or could not have been known when FEIR No. 589, Addendum 1.0, Addendum 1.1, Planning Area 2 Addendum and Addendum 3.1 were certified and approved have become known. Therefore, no further environmental review is required.

Submitted By:

Concurred By:

Signed by:

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Bea Bea Jiménez, Division Manager
Land Development Division

DocuSigned by:

51B5455054B04FA
Justin Kirk, Deputy Director
OC Development Services

ATTACHMENTS:

1. Draft Planning Commission Resolution No. 2024-02
2. Draft of Proposed Update to the County of Orange Circulation Plan
3. Current County of Orange Circulation Plan, 2020
4. Current Orange County Master Plan of Arterial Highways, 2024

ATTACHMENT 1

RESOLUTION NO. 2024-02
RESOLUTION OF THE PLANNING COMMISSION OF
ORANGE COUNTY, CALIFORNIA

August 28, 2024

On Motion of Commissioner Bartlett, duly seconded and carried, the following Resolution was adopted:

WHEREAS, on August 28, 2024, the Planning Commission considered Planning Application PA24-0049, which proposes to update the County of Orange General Plan Transportation Element (“Transportation Element”) and Circulation Plan to add a Divided Collector classification and to reclassify Bucker Way and Ranch Canyon Road;

WHEREAS, the Transportation Element contains the County’s policies on the development of the transportation facilities necessary to accommodate the orderly growth of the County; and

WHEREAS, the Transportation Element identifies goals, objectives, policies, and implementation programs that affect the transportation system and provide guidance for future planning efforts within the unincorporated area; and

WHEREAS, the Transportation Element contains the Circulation Plan, Bikeways Plan, and Scenic Highways Plan, which are implemented to ensure a balanced transportation system; and

WHEREAS, the County’s transportation system is designed to be compatible with adjacent jurisdictions and amended as necessary to remain consistent with the Orange County Master Plan of Arterial Highways (MPAH) which is maintained by the Orange County Transportation Authority (OCTA); and

WHEREAS, in compliance with the California Environmental Quality Act (California Public Resources Code, Sections 21000 et seq.) (CEQA) and the CEQA Guidelines (Title 14, California Code of Regulations, Sections 15000 et seq.) (CEQA Guidelines) the County, as Lead Agency, previously considered the proposed update of the Transportation Element presented in PA24-0049 as a necessarily included element of the projects presented in prior CEQA documents for the Ranch Plan Planned Community; and

WHEREAS, based on Final Environmental Impact Report (FEIR) No. 589, Addendum 1.0, Addendum 1.1, the Planning Area 2 Addendum, and Addendum 3.1, it has been determined that the proposed Planning Application PA24-0049 – will not have a significant impact on the environment; and

WHEREAS, on August 28, 2024, this Planning Commission conducted a public hearing regarding proposed Planning Application PA24-0049; and

WHEREAS, the Planning Commission has reviewed and fully considered Planning Application PA24-0049 and has heard and considered the public comments that were presented to it at the public hearing held on this project and has determined after review and consideration to recommend approval of Planning Application PA24-0049.

NOW, THEREFORE, BE IT RESOLVED THAT

1. The Planning Commission recommends that the Board of Supervisors finds that, Final Environmental Impact Report (FEIR) No. 589, previously certified by the Board of Supervisors on November 8, 2004, Addendum 1.0 approved July 2006, Addendum 1.1 approved February 24, 2011, the Planning Area 2 Addendum approved March 25, 2013, and Addendum 3.1 approved February 25, 2015, adequately address the effects of Planning Application PA24-0049, reflect the independent judgment of the County of Orange and no further environmental review is required based on the following additional findings:
 - (a) Ranch Canyon and Bucker Way are a system of arterial collector streets located within PA 3 and are substantially the same as described in the Master Area Plan for PA 3.
 - (b) Rancho Mission Viejo has refined its land use plan for The Ranch Plan Planned Community and related circulation system such that the internal street network and the location of key land uses result in lower vehicle traffic on Bucker Way and Ranch Canyon Road than was estimated when they were originally classified in the MPAH.
 - (c) The circumstances of the Project are substantially the same as were analyzed in FEIR No. 589, Addendum 1.0, Addendum 1.1, the Planning Area 2 Addendum, and Addendum 3.1, which collectively adequately address the effects of the County's Transportation Element and Circulation Plan amendments. No substantial changes have been made, no substantial changes have occurred in the circumstances under which the Project is being undertaken, and no new information of substantial importance which was not known or could not have been known when FEIR 589, Addendum 1.0, Addendum 1.1, the Planning Area 2 Addendum, and Addendum 3.1 thereto were certified has become known; therefore no further environmental review is required.
 - (d) All mitigation measures are fully enforceable pursuant to CEQA (Public Resources Codes) Section 21081.6(b) and have either been adopted as conditions, incorporated as part of the project design, or included in the procedures of project implementation.
2. The Planning Commission recommends the following revisions to the County of Orange Circulation Plan contained in the proposed General Plan Amendment T24-01 – Transportation Element (Attached hereto as Exhibit A):
 - (a) Add to the Transportation Element a new arterial highway classification to be known as a Divided Collector: a two-lane divided, unrestricted access roadway.
 - (b) Updating the name of Cristianitos to Ranch Canyon.


- (c) Reclassification of Ranch Canyon from its current Primary Arterial Highway designation to a Divided Collector Arterial.
- (d) Updating the name of Grandeza to Bucker Way.
- (e) Reclassification of Bucker Way from its current Secondary Arterial Highway designation to a Divided Collector Arterial.

BE IT FURTHER RESOLVED that the Planning Commission recommends the Board of Supervisors adopt the proposed General Plan Amendment T24-01 – Transportation Element.

The foregoing resolution was passed and adopted by the following vote of the Orange County Planning Commission, on August 28, 2024, to wit:

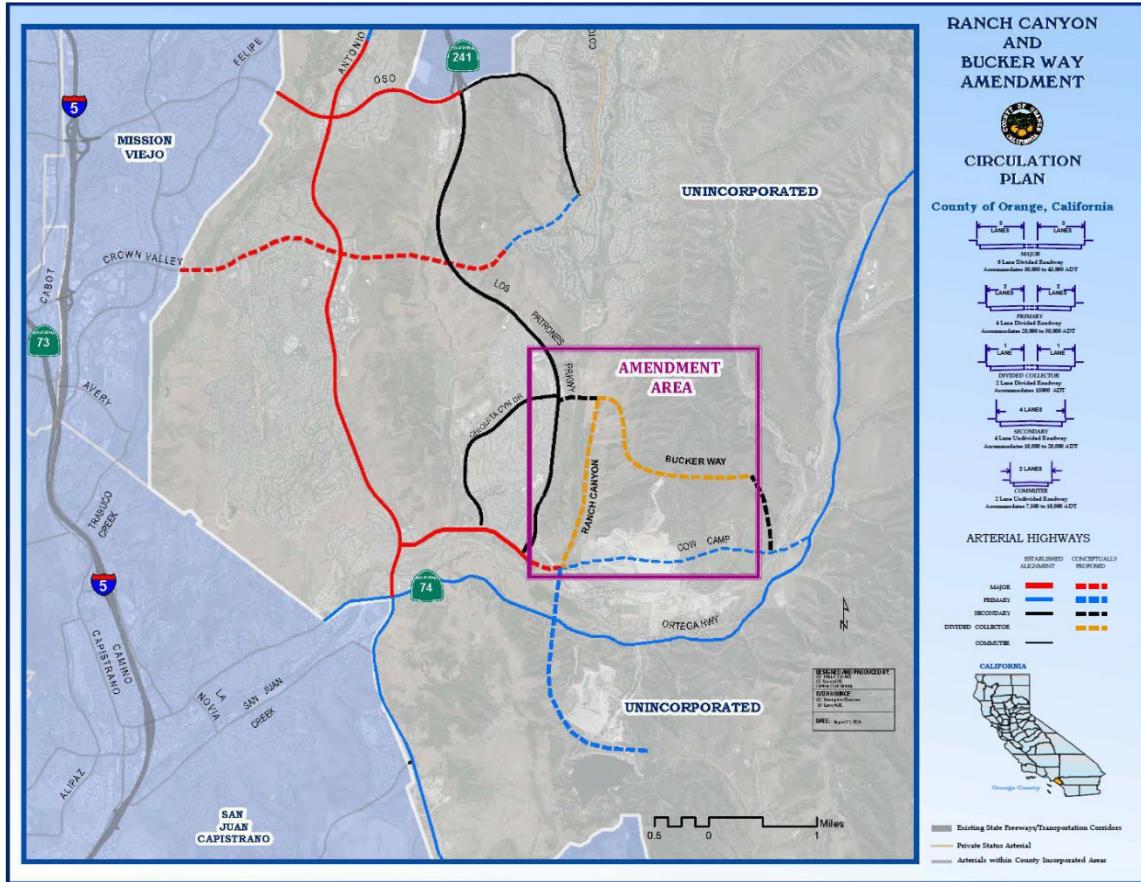
Ayes: Ceja, Rice, Perez, Bartlett
Noes:
Excused: Ha
Abstained:

I HEREBY CERTIFY that the foregoing Resolution No. 2024-02 was adopted on August 28, 2024, by the Orange County Planning Commission.

DocuSigned by:

51B5455254B94FA...
Justin Kirk,
Executive Officer, Orange County Planning Commission

Resolution No. 2024-02
Date of Adoption: August 28, 2024

EXHIBIT A



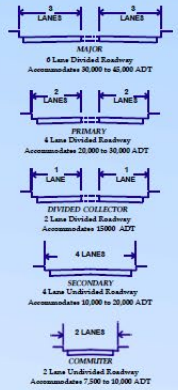
ATTACHMENT 2

RANCH CANYON AND BUCKER WAY AMENDMENT

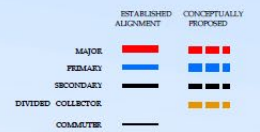


CIRCULATION PLAN

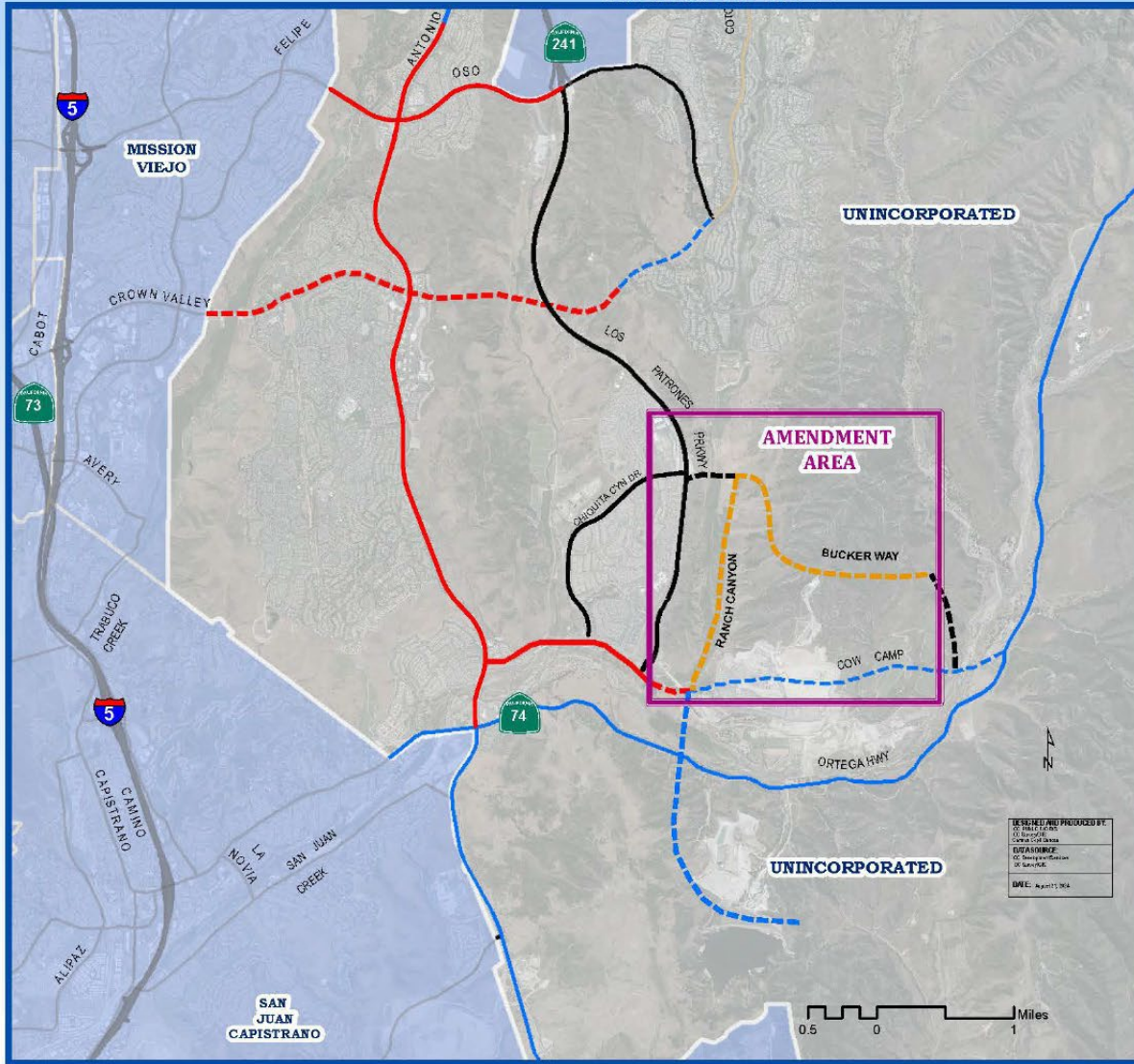
County of Orange, California



ARTERIAL HIGHWAYS



CALIFORNIA



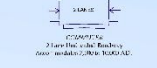
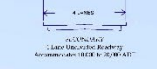
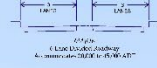
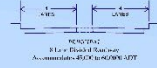
DESIGNED AND PRODUCED BY:
 DATE: 10/2011
 COUNTY OF ORANGE
 DEPARTMENT OF PUBLIC WORKS
 100 N. GATEWAY
 ORANGE, CA 92668
 DWE: 8/2011/10/11

Existing State Freeway/Transportation Corridors
 Private Status Arterial
 Arterials within County Incorporated Areas

ATTACHMENT 3

CIRCULATION PLAN

County of Orange, California



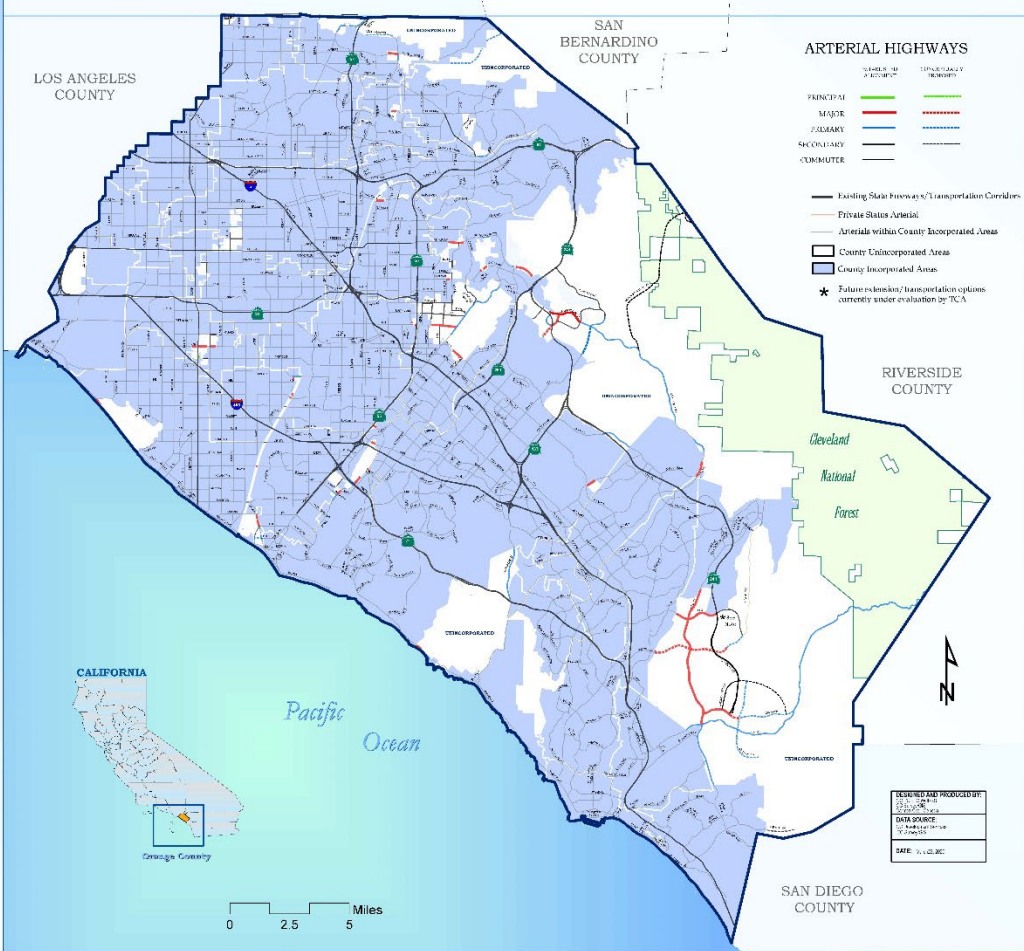
DATE: 11/12/2010

CERTIFICATION

I, the undersigned, certify that the information contained in this report is true and correct to the best of my knowledge and belief, and that I am a duly qualified and licensed professional engineer in the State of California.

DATE: 11/12/2010

DATE: 11/12/2010



ARTERIAL HIGHWAYS

TYPE OF HIGHWAY	LINE STYLE
PRINCIPAL	Solid Green
MAJOR	Solid Red
PRIMARY	Solid Blue
SECONDARY	Solid Black
COMMUTER	Solid Grey

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

LOS ANGELES COUNTY

SAN BERNARDINO COUNTY

RIVERSIDE COUNTY

SAN DIEGO COUNTY

CALIFORNIA

Pacific Ocean

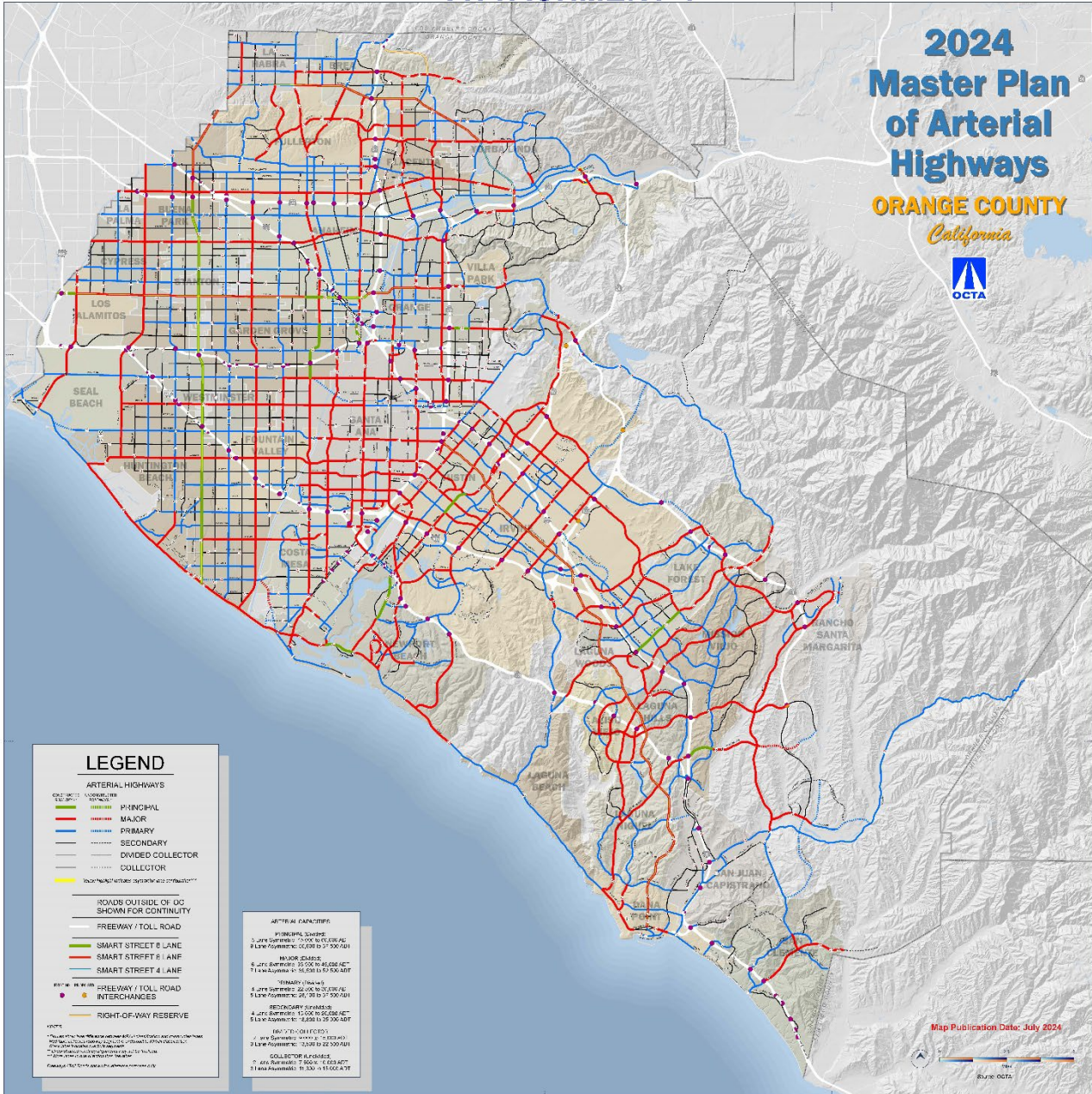
Orange County

0 2.5 5 Miles

DATE	11/12/2010
PROJECT	Orange County Circulation Plan
DATA SOURCE	Orange County GIS
SCALE	1" = 1 Mile

ATTACHMENT 4

2024 Master Plan of Arterial Highways ORANGE COUNTY *California*



LEGEND

ARTERIAL HIGHWAYS

- Collector
- Secondary
- Primary
- Major
- Right-of-Way Reserve

**ROADS OUTSIDE OF OIG
SHOWN FOR CONTINUITY**

- Freeway / Toll Road
- Smart Street 8 Lane
- Smart Street 6 Lane
- Smart Street 4 Lane
- Freeway / Toll Road
- Interchanges
- Right-of-Way Reserve

NOTES:

1. Major Arterial Highways are shown in red. Major Arterial Highways are shown in blue. Major Arterial Highways are shown in green. Major Arterial Highways are shown in grey.

2. Major Arterial Highways are shown in red. Major Arterial Highways are shown in blue. Major Arterial Highways are shown in green. Major Arterial Highways are shown in grey.

3. Major Arterial Highways are shown in red. Major Arterial Highways are shown in blue. Major Arterial Highways are shown in green. Major Arterial Highways are shown in grey.

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10. Major Arterial Highways are shown in red. Major Arterial Highways are shown in blue. Major Arterial Highways are shown in green. Major Arterial Highways are shown in grey.

ARTERIAL CAPACITIES

ARTERIAL CLASSIFICATION	LANE CONFIGURATION	ADJUSTED DESIGN SPEED (MILES PER HOUR)	ADJUSTED DESIGN VOLUME (ADJUSTED TRUCKS PER HOUR)
PRIMARY	2 Lane	35	1,500
	4 Lane	35	3,000
	6 Lane	35	4,500
MAJOR	2 Lane	45	2,000
	4 Lane	45	4,000
	6 Lane	45	6,000
SECONDARY	2 Lane	30	1,000
	4 Lane	30	2,000
	6 Lane	30	3,000
COLLECTOR	2 Lane	25	750
	4 Lane	25	1,500
	6 Lane	25	2,250

Map Publication Date: July 2024

Scale: OCTA