HUMAN ENVIRONMENT

2.1 Land Use

This section is based on a review of local planning documents and the Southern California Association of Governments (SCAG) General Plan Land Use and Zoning Database (2012) by jurisdiction, as well as information from the Community Impact Assessment (2019) and the Draft Relocation Impact Memorandum (2019).

The discussions in this section related to land use are provided in the following subsections:

- 2.1.1 Existing and Future Land Uses
- 2.1.2 Consistency with State, Regional, and Local Plans and Programs
- 2.1.3 Parks and Recreational Facilities

2.1.1 Existing and Future Land Use

The land use study area includes the project limits (the physical area that would be directly affected by the Build Alternative) and a 0.25-mile (mi) buffer around the project limits. As shown in Figure 2.1-1, the study area is located largely within the City of San Juan Capistrano (City) limits, although the eastern limits of the project are located in unincorporated Orange County. In the study area, land uses are designated by the City of San Juan Capistrano General Plan to the north, south, and west, and the County of Orange General Plan to the east.

2.1.1.1 Existing Land Uses

The total study area is approximately 676 acres (ac) and is semi-rural, consisting of mostly residential, open space, community parks, and undeveloped parcels. Refer to Figure 2.1-1 for a map of existing land uses.

2.1.1.2 General Plan Land Uses

General Plan land use designations in the study area for both the City and the County are shown in Figure 2.1-2.

Areas south of SR-74 within the study area are within the City limits and are designated Medium Density Residential (up to 5 dwelling units per acre [du/ac]), Medium-Low Density Residential (up to 3.5 du/ac), General Open Space, or Community Park.
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SR-74 Lower Ortega Highway Widening Project

Existing Land Uses

LEGEND

- Single Family Residential
- Multi Family Residential
- Mobile Homes and Trailer Parks
- Open Space and Recreation
- Agriculture
- Educational Institutions
- Utilities
- Office
- Vacant


FIGURE 2.1-1

City of San Juan Capistrano

Unincorporated Orange County

0 750 1500 FEET

I:\CDT1609\GIS\MXD\Task41_SR74_LowerOrtega_Env\LandUse_Existing.mxd (5/8/2019)
General Plan Land Use

**City of San Juan Capistrano (2018)**
- Community Park
- General Open Space
- Existing Public Schools
- Very Low Density Residential
- Low Density Residential
- Medium Low Density Residential
- Medium Density Residential
- Medium High Density Residential
- Open Space Recreation
- Neighborhood Park

**County of Orange (2016)**
- Open Space
- Suburban Residential
- Urban Activity Center

**Legend**
- Project Limits
- Study Area
- City Boundary

**FIGURE 2.1-2**

**SR-74 Lower Ortega Highway Widening Project**

**General Plan Land Uses**


I:\CDT1609\GIS\MXD\Task41_SR74_LowerOrtega_Env\LandUse_GeneralPlan.mxd (5/8/2019)
Areas located north of SR-74 within the study area and within the City limits are designated Very Low Density Residential (0–1 du/ac), Low Density Residential (up to 2 du/ac), and Medium Density Residential (up to 5 du/ac). City zoning designations in the study area also include: community park (CP), open space recreation district (OSR), natural open space district (NOS), general open space (GOS), planned community district (PC), residential single family, mobile home park senior overlay (MPH-SO), and residential/agricultural district (RA).

Areas located northeast of SR-74 within the study area that are within unincorporated County limits are designated in the County General Plan Land Use Element as Suburban Residential (0.5–18 du/ac), Urban Activity Center, and Open Space. The land within the study area and within the unincorporated County limits is also designated Planned Community or Planning Area 1 (PA 1) by the Ranch Plan Planned Community. According to the Ranch Plan, the land uses planned for PA 1 include a majority of residential uses with an urban activity center, public facilities, recreation, and open space.¹

The County and Ranch Plan zoning designation for the study area is planned community (PC).

According to the County’s General Plan Transportation Element, the County has designated SR-74 as a landscape corridor on the Scenic Highway Plan Map.² SR-74 from Interstate 5 (I-5) to State Route 111 has been designated as eligible for designation as a California State Scenic Highway.³ Discussion of this State Scenic Highway designation is further discussed in Section 2.6, Visual and Aesthetics.

### 2.1.1.3 General Development Trends

Within the study area, City land is generally designated in the City General Plan as medium, medium low or very low density residential or general open space. However, land to the north and east in unincorporated Orange County is primarily designated for development under the Planned Community designation for the Ranch

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Plan. The County General Plan includes land designated as “Urban Activity Center” northeast of the project limits, which is intended for high-intensity mixed-use development and overlaps with the Ranch Plan Planned Community.

As described in Section 2.2, Growth, the City is projected to experience population growth of approximately 12.7 percent and Orange County is projected to experience population growth of approximately 19.4 percent from 2010 to 2045.\(^1\)

Approved and planned development projects in the vicinity of the project limits are described further in Section 2.17, Cumulative Impacts, in Table 2.17.1 and shown on Figure 2.17-1.

### 2.1.1.4 Environmental Consequences

#### Temporary Impacts

##### Existing Land Use

**Build Alternative 2**

Construction of Build Alternative 2 would require temporary construction easements (TCEs) for 46 parcels adjacent to SR-74 to accommodate construction of proposed noise barriers, the four-way traffic signal, sidewalk improvements, and retaining walls. Table 2.1.1 below shows the acreages of temporary impacts to existing land uses.

<table>
<thead>
<tr>
<th>Existing Land Use</th>
<th>Temporary Impacts (acres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single-Family Residential</td>
<td>1.88</td>
</tr>
<tr>
<td>Highway</td>
<td>3.38</td>
</tr>
<tr>
<td>Vacant</td>
<td>0.003</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>5.26</strong></td>
</tr>
<tr>
<td><strong>Total Outside of Existing Roadway</strong></td>
<td><strong>1.88</strong></td>
</tr>
</tbody>
</table>


\(^1\) Existing land use designations are based on available information from the SCAG database.

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\(^1\) U.S. Census Bureau, 2010 Census; 2006–2010 American Community Survey (ACS); 2013–2017 ACS (accessed November 7, 2018); Center for Demographic Research, California State University, Fullerton; Orange County Council of Governments, Technical Advisory Committee; Growth and Population rates are based on Regional Statistical Area (RSA) D-40 that includes San Juan Capistrano.
As shown in Table 2.1.1 above, Build Alternative 2 would require approximately 1.88 ac of TCEs. Owners of parcels where TCEs would be required would receive compensation for the temporary use of a portion of their property. After construction, TCEs would be returned to their original condition, as specified in Minimization Measure LU-1, outlined in Section 2.1.1.5.

Therefore, temporary impacts as a result of construction activities would be minimized with implementation of Minimization Measure LU-1 and would not be considered adverse.

In addition to TCEs, construction of Build Alternative 2 would require temporary lane closures. However, access to all nearby residences and/or businesses would be maintained during any closures through the identification of detour routes on alternate streets. With implementation of Project Feature PF-TR-1, as detailed in Section 2.5, Traffic and Transportation/Pedestrian and Bicycle Facilities, a TMP would be prepared to address short-term traffic circulation and access effects during construction and would address potential temporary access effect to properties adjacent to the project limits.

**No Build Alternative**

Under the No Build Alternative, the proposed improvements identified for Build Alternative 2 would not be constructed. As a result, the No Build Alternative would not result in temporary impacts to existing land uses.

**Permanent Impacts**

**Existing and Planned Land Use**

**Build Alternative 2**

As shown in Table 2.1.2 below, Build Alternative 2 would result in permanent impacts to approximately 1.41 ac outside of the existing roadway.

<table>
<thead>
<tr>
<th>Existing Land Use</th>
<th>Permanent Impacts (acres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single-Family Residential</td>
<td>1.40</td>
</tr>
<tr>
<td>Vacant</td>
<td>0.003</td>
</tr>
<tr>
<td>Highway</td>
<td>8.96</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>10.37</strong></td>
</tr>
<tr>
<td><strong>Total Outside of Existing Roadway</strong></td>
<td><strong>1.41</strong></td>
</tr>
</tbody>
</table>


1 Existing land use designations are based on information from the SCAG database.
Permanent impacts would result from the partial acquisition of five parcels required to construct the proposed roadway widening, sidewalk improvements, drainage improvements, retaining walls, and noise barriers associated with Build Alternative 2. Permanent use of land would also be required through permanent easements (PEs) on 33 parcels (totaling 1.1 ac). A PE is defined as “a right Caltrans purchase from owner for a specific use.” Property owners for parcels with PEs would still retain ownership of the underlying fee, and Caltrans would hold an easement interest. The PEs would allow for maintenance of the proposed noise barriers and retaining walls and the TCEs would be required to accommodate construction of the proposed road widening (and drainage work), noise barriers, the four-way traffic signal at the intersection of SR-74 and Via Cordova/Hunt Club Drive, sidewalks and retaining walls. Therefore, PEs would not result in a permanent land use conversion and would not result in an adverse impacts to land use. No full acquisitions or displacements are required for Build Alternative 2.

As shown in Table 2.1.3, Build Alternative 2 would result in the conversion of 0.63 ac of land planned for residential uses into transportation uses for the proposed roadway improvements.

### Table 2.1.3: General Plan Land Use Impacts

<table>
<thead>
<tr>
<th>General Plan Land Use</th>
<th>Build Alternative 2 (acres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Permanent Impacts (Roadway Improvements)</td>
<td>Medium Density Residential</td>
</tr>
<tr>
<td></td>
<td>Medium Low Density Residential</td>
</tr>
<tr>
<td></td>
<td>Suburban Residential</td>
</tr>
<tr>
<td></td>
<td>Very Low Density Residential</td>
</tr>
<tr>
<td>Permanent Fee Area (Partial Acquisitions)</td>
<td>Very Low Density Residential</td>
</tr>
<tr>
<td>Total Conversion of Planned Land Uses to Transportation Uses</td>
<td>0.63</td>
</tr>
<tr>
<td>Permanent Easements (PEs)</td>
<td>Medium Low Density</td>
</tr>
<tr>
<td></td>
<td>Suburban Residential</td>
</tr>
<tr>
<td></td>
<td>Very Low Density</td>
</tr>
<tr>
<td>Total Permanent Impacts</td>
<td>1.70</td>
</tr>
</tbody>
</table>

Sources: City of San Juan Capistrano (2019); Orange County (2015).

As discussed above, the permanent partial acquisition of five parcels would be required to accommodate the proposed improvements under Build Alternative 2. Parcels acquired by Build Alternative 2 would be converted from their existing and planned land uses to transportation land use. In general, Build Alternative 2 would improve operations and reduce traffic congestion in the study area, and the properties impacted by these improvements would benefit from this improved circulation. Build Alternative 2 would not change the overall land use pattern of the study area.
Chapter 2: Affected Environment, Environmental Consequences, and Avoidance, Minimization, and/or Mitigation Measures

Therefore, the land use compatibility impacts are not considered to be substantial after implementation of Minimization Measure LU-2, which will ensure the consistency with land uses as designated in the local General Plan.

Although the partial acquisitions would not affect the existing or planned land use of the entire parcel, they could result in noncompliance with development standards on the remaining lot. With implementation of Minimization Measure LU-3, as outlined below, coordination with the property owner and the local jurisdiction would be undertaken to address any variances needed resulting from noncompliance with development standards.

Because Build Alternative 2 involves acquisition of strips of adjacent properties and Caltrans would work with the property owner and the local jurisdictions to resolve zoning issues (LU-3), no substantial permanent impacts to planned land uses would occur.

**No Build Alternative**

Under the No Build Alternative, the proposed improvements identified for Build Alternative 2 would not be constructed. As a result, the No Build Alternative would not result in direct or indirect impacts to existing land uses or long-term effects related to General Plan land uses, including permanent easements and right-of-way acquisition.

**2.1.1.5 Avoidance, Minimization, and/or Mitigation Measures**

Implementation of Minimization Measures LU-1, LU-2, and LU-3, below, would avoid and/or minimize potential adverse impacts to land use:

**LU-1 Restoration of Land Used Temporarily.** Prior to project construction, the Construction Contractor would generate time-stamped photo documentation of the pre-construction conditions of all temporary staging areas. All construction access, mobilization, material laydown, and staging areas would be returned to a condition equal to the pre-construction condition.

Following completion of the project, areas that are temporarily disturbed by construction activities would be returned to their property owners in the same or better condition than prior to construction. Owners of parcels where temporary construction easements (TCEs)
would be required would receive compensation for the temporary use of a portion of their property.

**LU-2 Land Use Consistency.** The California Department of Transportation (Caltrans) will coordinate with City of San Juan Capistrano and the County of Orange to reflect the modification of land use designations for properties that will be acquired for the project that are not currently designated for transportation uses in the Land Use Elements of their General Plans.

**LU-3 Development Standards Compliance.** During final design, in accordance with the Caltrans *Highway Design Manual* (December 2018 or latest edition), design modifications that would minimize or avoid the loss of landscaping and noncompliance with general development standards will be selected, if feasible. If such losses cannot be minimized or avoided and the project still results in the loss of landscaping or other noncompliance with development standards, Caltrans will coordinate with the City of San Juan Capistrano and/or the County of Orange to obtain landscaping or setback variances for properties where the project would reduce the required amount of landscaping below the applicable municipal landscaping and setback requirements.

### 2.1.2 Consistency with State, Regional, and Local Plans and Programs

This section discusses the consistency of Build Alternative 2 with SCAG’s 2016–2040 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS) and SCAG’s 2019 Federal Transportation Improvement Program (2019 FTIP), Orange County Transportation Authority’s (OCTA) Master Plan of Arterial Highways, the OCTA Measure M Renewal Ordinance, and the General Plans of both the City of San Juan Capistrano and the County of Orange.

#### 2.1.2.1 Regional Plans

**SCAG Regional Transportation Plan/Sustainable Communities Strategy**

SCAG is the Metropolitan Planning Organization (MPO) for the Counties of Orange, Los Angeles, San Bernardino, Riverside, Ventura, and Imperial (SCAG region). SCAG is mandated by the federal government to develop regional plans for transportation, growth management, hazardous waste management, and air quality.
While, the project was listed in the 2012 RTP/SCS under Project ID ORA120507 (refer to Appendix H), the project is not currently included in the 2016 RTP/SCS. An amendment to the 2016 RTP/SCS is currently being processed and will be included in the Final Environmental Document.

**Southern California Association of Governments Federal Transportation Improvement Program**
The FTIP is a capital listing of all transportation projects proposed over a 6-year period for the SCAG region. It is prepared to implement projects and programs listed in the RTP/SCS and is developed in compliance with State and federal requirements.

A new FTIP is prepared and approved every 2 years. Programmed projects include highway improvements; transit, rail, and bus facilities; carpool lanes; signal synchronization; intersection improvements; freeway ramps; and other related improvements.

Federal law requires that all federally funded projects and regionally significant projects (regardless of funding) be listed in an FTIP. Improvements to SR-74, including Build Alternative 2 (ID #ORA190102), are listed in the 2019 FTIP (Appendix H).

**OCTA Master Plan of Arterial Highways**
The 2018 OCTA Master Plan of Arterial Highways (MPAH) and the City’s Circulation Element designate Ortega Highway as a primary arterial highway, a four-lane divided roadway.

**Measure M Renewal Ordinance**
In 1990, Orange County voters approved Measure M, a 0.5-cent sales tax for transportation improvements that was scheduled to sunset in 2011. On November 7, 2006, the County’s voters renewed Measure M for a 30-year extension through 2041 and approved a continuation of transportation improvements through the Measure M Transportation Investment Plan (M2). By 2041, the M2 program plans to deliver approximately $15.5 billion worth of transportation improvements to Orange County. Major improvement plans target Orange County freeways, streets and roads, and transit and environmental programs.

**2.1.2.2 Local General Plans**
General Plans contain policies that guide land-use-related decisions within a jurisdiction. General Plans address issues that directly and indirectly influence land
uses (e.g., housing, noise, transportation, public services and facilities, and conservation and open space). Refer to Table 2.1.4 at the end of this section for an analysis of the consistency of the proposed project with both the City of San Juan Capistrano and the County of Orange General Plans.

City of San Juan Capistrano General Plan

The City of San Juan Capistrano General Plan (adopted in 1999 with amendments in 2002 and the Housing Element adopted in 2014) guides the physical development of incorporated City and land outside of the City boundaries, which bears a relationship to its planning activities. Relevant transportation policies in the City of San Juan Capistrano General Plan are described below:

Circulation Element

Goal 1: Provide a system of roadways that meets the needs of the community.

- **Policy 1.1:** Provide and maintain a City circulation system that is in balance with the land uses in San Juan Capistrano.
- **Policy 1.2:** Implement the City’s Master Plan of Streets and Highways.
- **Policy 1.3:** Coordinate improvements to the City circulation system with other major transportation improvement programs.
- **Policy 1.4:** Improve the San Juan Capistrano circulation system roadways in concert with land development to ensure sufficient level of service.

Goal 3: Provide an extensive public bicycle, pedestrian, and equestrian trails network.

- **Policy 3.1:** Provide and maintain an extensive trails network that supports bicycles, pedestrians, and horses and is coordinated with those networks of adjacent jurisdictions.

Goal 4: Minimize the conflict between the automobile, commercial vehicles, pedestrians, horses, and bicycles.

- **Policy 4.1:** Provide sufficient right-of-way widths along roadways to incorporate features that buffer pedestrians, horses, and bicycles from vehicular traffic.
- **Policy 4.2:** Provide traffic management improvements within areas where through traffic creates public safety problems.
- **Policy 4.3:** Install additional street improvements within areas where necessary to improve vehicular and non-vehicular safety.
Goal 5: Achieve the development of regional transportation facilities.

- **Policy 5.1:** Support the implementation of the Orange County Master Plan of Arterial Highways and the south Foothill Tollway Segment (Segment CP).

**County of Orange General Plan**

The County of Orange General Plan (adopted in 2005 with amendments in 2012 and 2015) provides direction for land use decisions in unincorporated parts of the County of Orange. The study area includes areas of unincorporated land in the County of Orange, at the eastern project limits. There is some land classified as suburban residential near SR-74 northeast of the land use study area; however, the majority of unincorporated Orange County land in the land use study area is designated in the County of Orange General Plan as Open Space. Relevant transportation policies in the County of Orange General Plan are described below:

**Transportation Element**

**Goal 1:** Provide a circulation plan that supports land use policies of the County.

**Goal 2:** Provide a circulation (arterial highway) plan that is integrated with that of adjacent jurisdictions.

- **Policy 2.1:** Coordinate with the following transportation planning agencies: the Department (State), OCTA, the Transportation Corridor Agencies (County corridor planning and construction) and Orange County cities on various studies relating to freeway, tollway and transportation corridor planning, construction and improvement in order to facilitate the planning and implementation of an integrated circulation system.

**Goal 3:** Provide a circulation plan that facilitates the safe, convenient, and efficient movement of people and goods throughout unincorporated areas of the County.

- **Policy 3.1:** Maintain acceptable levels of service on arterial highways pursuant to the Growth Management Element of the General Plan.

- **Policy 3.2:** Ensure that all intersections within the unincorporated portion of Orange County maintain a peak hour level of service “D” according to the County Growth Management Plan Transportation Implementation Manual.

**Goal 6:** Implement transportation demand management (TDM) and transportation system management (TSM) strategies which reduce peak hour vehicle travel demand and minimize single-occupant vehicles and trip length on the unincorporated County roadway system.
- **Objective 6.5**: Enhance the efficient movement of vehicles through the circulation system by providing bike lanes and restricting parking on arterials whenever feasible.

### 2.1.2.3 Environmental Consequences

#### Temporary Impacts

**Consistency with State, Regional, and Local Plans and Programs**

**Build Alternative 2 and the No Build Alternative**

Consistency with State, regional, and local plans and programs is related to the consistency of permanent project changes with those plans. As a result, Build Alternative 2 and the No Build Alternative would not result in any temporary inconsistencies with State, regional, and local plans and policies.

#### Permanent Impacts

**Consistency with State, Regional, and Local Plans and Programs**

**Build Alternative 2**

Minor changes in land use would occur as a result of the incorporation of non-transportation General Plan-designated land into SR-74. As shown in Table 2.1.4, Build Alternative 2 would be consistent with the applicable policies and objectives contained in the General Plans of the City of San Juan Capistrano and the County of Orange. Specifically, Build Alternative 2 is consistent with the policies and objectives that improve regional transportation facilities and maximize the efficiency of the circulation system. With implementation of Minimization Measures LU-2 and LU-3, consistency with the land use designations would be ensured and compliance with development standards would be maintained. Therefore, no permanent direct or indirect adverse effects would occur related to inconsistencies with existing plans and policies.

The City’s General Plan and the 2018 OCTA MPAH, designate SR-74 as a four-lane divided highway from Interstate 5 east to the Orange/Riverside County border, and Build Alternative 2 is consistent with this designation. The County’s General Plan Circulation Element designates SR-74 as a four-lane highway east of the City/County line; however, in order to be eligible for all Measure M2 Net Revenue as well as programs, a jurisdiction’s General Plan Circulation Element must be consistent with the MPAH. Therefore, the County’s General Plan will be updated for consistency with the MPAH as part of the County’s General Plan Update process if Measure M funding is sought.
## Table 2.1.4: Consistency with State, Regional, and Local Plans and Programs

<table>
<thead>
<tr>
<th>Policy</th>
<th>Build Alternative 2</th>
<th>No Build Alternative</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Circulation Element</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Goal 1.</strong> Provide a system of roadways that meets the needs of the community.</td>
<td>Consistent. Build Alternative 2 would relieve existing and future traffic congestion and accommodate planned growth in the surrounding area. Therefore, Build Alternative 2 would not conflict with this goal.</td>
<td>Inconsistent. The No Build Alternative would not result in any changes to existing roadway within the City and would not accommodate planned growth. The No Build Alternative would conflict with this goal.</td>
</tr>
<tr>
<td><strong>Policy 1.1.</strong> Provide and maintain a City circulation system that is in balance with the land uses in San Juan Capistrano.</td>
<td>Consistent. Build Alternative 2 would relieve existing and future traffic congestion and accommodate planned growth in the surrounding area. Therefore, Build Alternative 2 would not conflict with this policy.</td>
<td>Neutral. The No Build Alternative would not result in any changes to the circulation system or the land uses in the City. The No Build Alternative would not conflict with this policy.</td>
</tr>
<tr>
<td><strong>Policy 1.2.</strong> Implement the City’s Master Plan of Streets and Highways.</td>
<td>Consistent. The City’s General Plan Circulation Element designates SR-74 as a “Primary Arterial Highway” which is defined as a four-lane roadway. Therefore, Build Alternative 2 would not conflict with this policy.</td>
<td>Inconsistent. The No Build Alternative would not result in any improvements that would implement the City’s Master Plan of Streets and Highways. Therefore, the No Build Alternative would conflict with this policy.</td>
</tr>
<tr>
<td><strong>Policy 1.3.</strong> Coordinate improvements to the City circulation system with other major transportation improvement programs.</td>
<td>Consistent. Build Alternative 2 would widen SR-74 consistent with the City’s General Plan Circulation Element and the County’s Master Plan of Arterial Highways. Build Alternative 2 also includes pedestrian and bicycle improvements in the City that would connect to planned improvements in the County. Therefore, Build Alternative 2 would not conflict with this policy.</td>
<td>Inconsistent. The No Build Alternative would not result in any improvements related to the City’s circulation system or other transportation improvement programs. The No Build Alternative would also not include improvements to the pedestrian and bicycle circulation system. Therefore, the No Build Alternative would conflict with this policy.</td>
</tr>
<tr>
<td><strong>Policy 1.4.</strong> Improve the San Juan Capistrano circulation system roadways in concert with land development to ensure sufficient levels of service.</td>
<td>Consistent. Build Alternative 2 would improve connections between residential, commercial, and public land uses. Build Alternative 2 would improve the overall LOS and substantially improve traffic operations for through traffic along the corridor in the Design Year (2045). Therefore, Build Alternative 2 would not conflict with this policy.</td>
<td>Inconsistent. The No Build Alternative would not result in any changes to the transportation system and roadway segments would continue to exceed capacity. Therefore, the No Build Alternative would conflict with this policy objective.</td>
</tr>
<tr>
<td><strong>Goal 3.</strong> Provide an extensive public bicycle, pedestrian, and equestrian trails network.</td>
<td>Consistent. Build Alternative 2 would provide Class II bicycle facilities on each side of the roadway and a new sidewalk to connect to the planned County sidewalk system. Existing horse trails in the study area would not be impacted. Therefore, Build Alternative 2 would not conflict with this goal.</td>
<td>Neutral. The No Build Alternative would not result in any development and would maintain the existing pedestrian and horse trails in the study area. There are no bicycle facilities on SR-74 within the study area. Therefore, the No Build Alternative would not conflict with this goal.</td>
</tr>
</tbody>
</table>
Table 2.1.4: Consistency with State, Regional, and Local Plans and Programs

<table>
<thead>
<tr>
<th>Policy</th>
<th>Build Alternative 2</th>
<th>No Build Alternative</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy 3.1. Provide and maintain an extensive trails network that supports bicycles, pedestrians, and horses and is coordinated with those networks of adjacent jurisdictions.</td>
<td>Consistent. Build Alternative 2 would include Class II bicycle facilities on each side of the roadway as part of the 5 ft wide paved shoulders throughout the project limits. The existing sidewalks would be maintained or relocated. In addition, a new sidewalk would be constructed to the east beyond Avenida Siega and would connect to the planned County sidewalk system to provide continuity. Existing horse trails in the study area would not be impacted. Therefore, Build Alternative 2 would not conflict with this policy.</td>
<td>Neutral. The No Build Alternative would not result in any development and would maintain the existing pedestrian and horse trails in the study area. There are no bicycle facilities on SR-74 within the study area. Therefore, the No Build Alternative would not conflict with this policy.</td>
</tr>
<tr>
<td>Goal 4. Minimize the conflict between the automobile, commercial vehicles, pedestrians, horses, and bicycles.</td>
<td>Consistent. Build Alternative 2 would include a paved 5 ft wide shoulder on each side of the roadway to accommodate Class II (striped on-road) bicycle facilities, except from Avenida Siega to the City/County limits where the shoulder would transition to an 8 ft wide shoulder to merge with the County portion of the project. Build Alternative 2 would also include a new sidewalk east of Avenida Siega to connect to the existing County sidewalk system. Therefore, Build Alternative 2 would not conflict with this goal.</td>
<td>Inconsistent. The No Build Alternative would not result in any changes to bicycle, pedestrian, or horse trails to minimize conflicts between these users and vehicles. The No Build Alternative would conflict with this policy.</td>
</tr>
<tr>
<td>Policy 4.1. Provide sufficient right-of-way widths along roadways to incorporate features that buffer pedestrians, horses, and bicycles from vehicular traffic.</td>
<td>Consistent. Build Alternative 2 would include a paved 5 ft wide shoulder on each side of the roadway to accommodate Class II (striped on-road) bicycle facilities, except from Avenida Siega to the City/County limits where the shoulder would transition to an 8 ft wide shoulder to merge with the County portion of the project. Therefore, Build Alternative 2 would not conflict with this policy.</td>
<td>Inconsistent. The No Build Alternative would not result in any changes to bicycle, pedestrian, or horse trails to buffer pedestrians, horses, and bicyclists from vehicular traffic. The No Build Alternative would conflict with this policy.</td>
</tr>
<tr>
<td>Policy 4.2. Provide traffic management improvements within areas where through traffic creates public safety problems.</td>
<td>Consistent. Build Alternative 2 would relieve an existing choke point. Therefore, Build Alternative 2 would not conflict with this policy.</td>
<td>Inconsistent. The No Build Alternative would not provide traffic management improvements. Therefore, the No Build Alternative would conflict with this policy.</td>
</tr>
<tr>
<td>Policy 4.3. Install additional street improvements within areas where necessary to improve vehicular and non-vehicular safety.</td>
<td>Consistent. Build Alternative 2 would relieve an existing choke point. In addition, Build Alternative 2 would provide a new traffic signal at the intersection of SR-74 and Via Cordova/Hunt Club Drive. Paved 5 ft wide shoulders on each side of the roadway would also be provided to accommodate Class II (striped on-road) bicycle facilities, except from Avenida Siega to the City/County limits where the shoulder would transition to an 8 ft wide shoulder to merge with the County. Therefore, Build Alternative 2 would not conflict with this policy.</td>
<td>Inconsistent. The No Build Alternative would not install additional street improvements. Therefore, the No Build Alternative would conflict with this policy.</td>
</tr>
</tbody>
</table>
### Table 2.1.4: Consistency with State, Regional, and Local Plans and Programs

<table>
<thead>
<tr>
<th>Policy</th>
<th>Build Alternative 2</th>
<th>No Build Alternative</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Goal 5.</strong> Achieve the development of regional transportation facilities.</td>
<td>Consistent. Build Alternative 2 would relieve existing and future traffic congestion along SR-74, a regional route. Therefore, Build Alternative 2 would not conflict with this goal.</td>
<td>Inconsistent. The No Build Alternative would not develop or improve regional transportation facilities. Therefore, the No Build Alternative would conflict with this policy objective.</td>
</tr>
<tr>
<td><strong>Policy 5.1.</strong> Support the implementation of the Orange County Master Plan of Arterial Highways and the south Foothill Tollway Segment (Segment CP).</td>
<td>Consistent. Build Alternative 2 would widen SR-74, consistent with the County’s Master Plan of Arterial Highways. Therefore, Build Alternative 2 would not conflict with this policy.</td>
<td>Inconsistent. The No Build Alternative would not support the implementation of the Orange County Master Plan of Arterial Highways. Therefore, the No Build Alternative would conflict with this policy.</td>
</tr>
<tr>
<td><strong>County of Orange General Plan</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Transportation Element</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Goal 1.</strong> Provide a circulation plan that supports land use policies of the County.</td>
<td>Neutral. Build Alternative 2 would result in minor changes to land uses in the study area with partial acquisition of five parcels (0.004 ac of land designated general open space and 0.63 ac of land designated residential use would be converted to transportation uses). However, these minor changes would not alter the overall land use pattern of the study area. Furthermore, the proposed improvements would improve traffic operations within the study area to relieve existing and future traffic congestion and accommodate planned growth. Therefore, Build Alternative 2 would not conflict with this goal.</td>
<td>Neutral. The No Build Alternative would not result in any changes to land uses in the region. However, under the No Build Alternative, the corridor would continue to exceed capacity and planned future growth accounted for in the County’s General Plan and land use designations would not be accommodated. The No Build Alternative would not conflict with this goal.</td>
</tr>
<tr>
<td><strong>Goal 2.</strong> Provide a circulation (arterial highway) plan that is integrated with that of adjacent jurisdictions.</td>
<td>Consistent. Build Alternative 2 is consistent with both the City’s Circulation Plan and the 2018 MPAH designation for SR-74 as a Primary Highway. The County Circulation Plan is required to be consistent with the MPAH in order to be eligible for all Measure M2 Net Revenue, as well as other OCTA programs and funding. Therefore, the County’s General Plan will be updated for consistency with the 2018 MPAH. Therefore, Build Alternative 2 would not conflict with this goal.</td>
<td>The No Build Alternative would not result in any changes to the transportation system. The No Build Alternative would be inconsistent with the 2018 MPAH and the City’s General Plan and would be inconsistent with this goal.</td>
</tr>
<tr>
<td><strong>Goal 3.</strong> Provide a circulation plan that facilitates the safe, convenient, and efficient movement of people and goods throughout unincorporated areas of the County.</td>
<td>Consistent. Build Alternative 2 would improve traffic flow and reduce traffic congestion, thus improving the circulation system within unincorporated Orange County and the City/County line. Therefore, Build Alternative 2 would not conflict with this goal.</td>
<td>Inconsistent. The No Build Alternative would not result in any changes to the transportation system. The No Build Alternative would be inconsistent with the 2018 MPAH and the City’s General Plan and would be inconsistent with this goal.</td>
</tr>
<tr>
<td><strong>Policy 3.1.</strong> Maintain acceptable levels of service on arterial highways pursuant to the Growth Management Element of the General Plan.</td>
<td>Consistent. With Build Alternative 2, all roadway segments are forecasted to operate at satisfactory LOS. While most study intersections would continue to operate at a deficient LOS, Build Alternative 2 would not exacerbate existing conditions. Therefore, Build Alternative 2 would not conflict with this policy.</td>
<td>Inconsistent. The No Build Alternative would not result in any changes to current levels of service in the region. Under the No Build Alternative, most study intersections operate at unsatisfactory LOS. Therefore, the No Build Alternative would conflict with this policy.</td>
</tr>
</tbody>
</table>
Table 2.1.4: Consistency with State, Regional, and Local Plans and Programs

<table>
<thead>
<tr>
<th>Policy</th>
<th>Build Alternative 2</th>
<th>No Build Alternative</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Policy 3.2.</strong> Ensure that all interactions within the unincorporated portion of Orange County maintain a peak hour level of service “D” according to the County Growth Management Plan Transportation Implementation Manual.</td>
<td>Neutral. With Build Alternative 2, all roadway segments are forecasted to operate at satisfactory LOS. While most study intersections would continue to operate at a deficient LOS, Build Alternative 2 would not exacerbate existing conditions. Therefore, Build Alternative 2 would not conflict with this policy.</td>
<td>Inconsistent. The No Build Alternative would not result in any changes to current levels of service in the region. Under the No Build Alternative, most study intersections operate at unsatisfactory LOS. Therefore, the No Build Alternative would conflict with this policy.</td>
</tr>
<tr>
<td><strong>Goal 6:</strong> Implement transportation demand management (TDM) and transportation system management (TSM) strategies which reduce peak hour vehicle travel demand and minimize single-occupant vehicles and trip length on the unincorporated County roadway system.</td>
<td>Consistent. Build Alternative 2 would include Class II bicycle facilities on each side of the roadway as part of the 5 ft wide paved shoulders throughout the project limits. Therefore, Build Alternative 2 would not conflict with this goal.</td>
<td>Inconsistent. The No Build Alternative would not result in any changes to the circulation system. The No Build Alternative would not enhance the efficiency of the circulation system and would conflict with this policy.</td>
</tr>
<tr>
<td><strong>Objective 6.5.</strong> Enhances the efficient movement of vehicles through the circulation system by providing bike lanes and restricting parking on arterials whenever feasible.</td>
<td>Consistent. Build Alternative 2 would provide for the efficient movement of vehicles and would include Class II bicycle facilities on each side of the roadway as part of the 5 ft wide paved shoulders throughout the project limits. Therefore, Build Alternative 2 would not conflict with this policy.</td>
<td>Inconsistent. The No Build Alternative would not result in any changes to the circulation system. The No Build Alternative would not enhance the efficiency of the circulation system and would conflict with this policy.</td>
</tr>
</tbody>
</table>

Sources: 1999 City of San Juan Capistrano General Plan; 2005 Orange County General Plan.
ft = foot/feet
LOS = level of service
MPAH = Master Plan of Arterial Highway
OCTA = Orange County Transportation Authority
SR-74 = State Route 74
Implementation of Build Alternative 2 would not result in changes to existing land use patterns along SR-74 because the project segment of SR-74 is an existing transportation facility located in a highly developed area.

There are no existing bicycle facilities within the project limits, however, there is an existing Class II bike lane at the northern end of the project limits on SR-74 that ends before the proposed improvements (PM 2.1). The Orange County Bikeways Map, maintained by OCTA, does not show any planned bicycle facilities within the project limits. The City’s Circulation Element states that there is a need to promote an extensive public bicycle, pedestrian, and equestrian trails network. These bicycle facilities would comply with the City’s goals.

Build Alternative 2 is also consistent with regional planning efforts as identified in the 2016–2040 RTP/SCS and the 2019 FTIP to reduce traffic congestion and improve operations. Therefore, no permanent direct or indirect adverse effects would occur related to inconsistencies with existing plans and policies.

No Build Alternative
The No Build Alternative would maintain the existing configuration of SR-74 and would not include any improvements to the existing circulation system. The existing condition of SR-74 in the study area is generally inconsistent with the goals, policies, or objectives of regional planning efforts and with the goals and policies of the General Plans of the City and County.

2.1.2.4 Avoidance, Minimization, and/or Mitigation Measures
With implementation of Minimization Measures LU-2 and LU-3, no substantial impacts related to consistency with State, regional, and local plans and programs would occur. No additional avoidance, minimization, and/or mitigation measures are required.

2.1.3 Parks and Recreation Facilities
2.1.3.1 Regulatory Setting
Section 4(f) of the federal Department of Transportation Act of 1966 (49 U.S.C. § 303), declares that “[i]t is the policy of the United States government that special effort should be made to preserve the natural beauty of the countryside and public park and recreation lands, wildlife and waterfowl refuges, and historic sites.” Section 4(f) applies to publicly owned public parks, recreation areas, wildlife refuges, and waterfowl refuges.
2.1.3.2 Affected Environment

The parks and recreational facilities within the study area consist of neighborhood parks, community parks, joint-use parks, private parks, recreational facilities, community services, and a trail system. See Figure 2.1-3 for recreational resources within the study area, defined as a 0.5-mile buffer area around the project limits, and the surrounding vicinity. Parks within the study area are described in Table 2.1.5.

Table 2.1.5: Parks and Recreational Facilities within the Study Area

<table>
<thead>
<tr>
<th>Resource</th>
<th>Location</th>
<th>Jurisdiction</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reata Park and Event Center</td>
<td>Adjacent to the eastern end of the project limits at 28632 Ortega Highway, San Juan Capistrano</td>
<td>City of San Juan Capistrano</td>
<td>12-acre park including an arboretum, nature gardens, picnic areas, and bike trails</td>
</tr>
<tr>
<td>Sendero Field</td>
<td>Approximately 0.25 mi east of the project limits at 29201 Ortega Highway, San Juan Capistrano</td>
<td>County of Orange</td>
<td>15-acre park including a children’s Adventure Play Park, practice field, pickle ball courts, multi-purpose event lawn and plaza</td>
</tr>
<tr>
<td>Cook Park-Cordova</td>
<td>Approximately 0.25 mi south of the project limits at 28398 Calle Arroyo, San Juan Capistrano</td>
<td>City of San Juan Capistrano</td>
<td>9.0-acre park including BBQ and fire rings, bike paths, equestrian and hiking trails, multi-purpose fields, grassy areas, softball and soccer fields</td>
</tr>
<tr>
<td>Cook Park-Del Campo</td>
<td>Approximately 0.20 mi south of the project limits at 28336 Calle Arroyo, San Juan Capistrano</td>
<td>City of San Juan Capistrano</td>
<td>1.5-acre park including bike paths, children’s play area, equestrian and hiking trails, grassy areas</td>
</tr>
<tr>
<td>Rancho Mission Viejo Riding Park</td>
<td>Approximately 0.2 mi east of the project limits at 27174 Ortega Highway, San Juan Capistrano</td>
<td>City of San Juan Capistrano</td>
<td>40-acre park including equestrian sport complex and community special event center</td>
</tr>
<tr>
<td>San Juan Creek Neighborhood Park</td>
<td>Approximately 0.3 mi south of the project limits at the northwest corner of San Juan Creek and Camino Lacouage</td>
<td>City of San Juan Capistrano</td>
<td>4.7-acre park including children’s play areas and benches</td>
</tr>
<tr>
<td>Arroyo Park</td>
<td>Approximately 0.3 mi west of the project limits at 31300 Sundance Drive, San Juan Capistrano</td>
<td>City of San Juan Capistrano</td>
<td>3.6-acre park including an equestrian trail and grassy areas</td>
</tr>
<tr>
<td>West Hunt Club Trail</td>
<td>Northeastern portion of the study area, extending north from SR-74 between Steeplechase Drive and Hunt Club Drive</td>
<td>Privately owned</td>
<td>Existing Multi-Use Trail (combination horse, hiking, and biking)</td>
</tr>
<tr>
<td>Hunt Club Feeder Trail</td>
<td>Northeastern portion of the study area, extending north from SR-74 between Hunt Club Drive and Ascot Lane</td>
<td>Privately owned</td>
<td>Existing Multi-Use Trail (combination horse, hiking, and biking)</td>
</tr>
<tr>
<td>East Hunt Club Trail</td>
<td>Northeastern portion of the study area, extending north from SR-74 between Ascot Lane and Palm Hill Drive</td>
<td>Privately owned</td>
<td>Existing Multi-Use Trail (combination horse, hiking, and biking)</td>
</tr>
</tbody>
</table>

mi = miles(s)
SR-74 = State Route 74
Recreational Resources

SR-74 Lower Ortega Highway Widening Project

FIGURE 2.1-3

SOURCE: Google Maps (2017); Caltrans (4/3/2019)

I:\CDT1609\GIS\MXD\Task41_SR74_LowerOrtega_Env\RecreationalResources.mxd (5/14/2019)
The City also has an extensive trail network. Multi-use trails, identified as the East and West Hunt Club Trails and the Hunt Club Trail, are located on the north side of SR-74 within the study area. However, these trails are privately owned by the Hunt Club Homeowners Association (HOA) and not accessible to the general public.

Section 4(f) applies to publicly owned lands determined to be significant for park, recreation area, or wildlife and waterfowl refuge purposes. While a Section 4(f) Evaluation has been prepared for the proposed project (Appendix A), the only resource evaluated under Section 4(f) is a historic site. As this historic site is not publicly owned and is not considered a public park, recreation area, wildlife refuge, or waterfowl refuge, it is not discussed in this section. No other resources are subject to evaluation under Section 4(f) based on the scope of the proposed improvements.

2.1.3.3 Environmental Consequences

Temporary Impacts

Build Alternative 2

The improvements proposed for construction under Build Alternative 2 would require TCEs on approximately 46 parcels; however, Build Alternative 2 would not require TCEs within the boundaries of any parks or recreational facilities. As the proposed improvements would occur outside of the boundaries of these resources, access to these resources would be maintained throughout construction, and no detours would be required. Construction of Build Alternative 2 would not result in direct temporary impacts to parks within the study area.

While no direct temporary impacts to parks and recreational facilities would occur, indirect temporary impacts due to the proximity of the proposed improvements to parks and recreational facilities boundaries would occur. Site preparation and construction would involve clearing, cut-and-fill activities, grading, and paving that could temporarily generate fugitive dust and other emissions. The construction-related emissions would be substantially reduced based on compliance with Caltrans Standard Specifications for construction and South Coast Air Quality Management District (SCAQMD) Rule 403. As a result, construction of Build Alternative 2 would not result in substantial temporary air quality impacts on parks within the study area.

During construction of Build Alternative 2, construction noise may intermittently dominate the noise environment in the immediate area of construction. Noise control during construction would conform to the provisions in Section 14-8.02 of Caltrans’
“Noise Control Requirements” and, therefore, the project construction would not result in substantial noise impacts on parks within the study area.

The East Club Trail (shown on Figure 2.1-3) would be impacted temporarily due to the construction of the retaining wall proposed near Palm Hill Drive; however, Project Feature PF-TR-1 requires preparation of a TMP that includes a detour plan for temporary closure of the trail, to address these temporary impacts. Furthermore, access to the remainder of the existing local trail system would be maintained throughout the duration of the construction period. Temporary impacts to the trail during construction would be restored to pre-construction conditions with implementation of Minimization Measure LU-1. Therefore, temporary impacts to parks and recreational facilities would not be adverse. While a temporary impact would occur to the East Hunt Club Trail due to construction of Build Alternative 2, this trail is privately owned by the Hunt Club HOA and is not available to the general public. Therefore, the Hunt Club Trails identified in the study area are not subject to protection under Section 4(f) and are not addressed in Appendix A.

**No Build Alternative**

Under the No Build Alternative, the proposed improvements identified for Build Alternative 2 would not be constructed and the current configuration of SR-74 would be maintained. As a result, the No Build Alternative would not result in temporary adverse effects related to parks and recreational facilities.

**Permanent Impacts**

**Build Alternative 2**

Build Alternative 2 would not require permanent acquisition of or permanent easements on parkland or recreational trails. No modifications to the existing parkland or multi-use trails in the vicinity would occur as part of the proposed project. Therefore, no permanent impacts to parks and recreational facilities would occur as a result of Build Alternative 2.

**No Build Alternative**

Under the No Build Alternative, the proposed improvements identified for Build Alternative 2 would not be constructed and the current configuration of SR-74 would be maintained. As a result, the No Build Alternative would not result in permanent adverse effects related to parks and recreational facilities.
2.1.3.4 Avoidance, Minimization, and/or Mitigation Measures

Project Feature PF-TR-1 has been incorporated into Build Alternative 2 and is discussed above and in Section 2.5 (Traffic and Transportation/Pedestrian and Bicycle Facilities). With implementation of Minimization Measure LU-1, as discussed above, impacts to parks and recreational facilities would not be adverse. No additional avoidance, minimization, and/or mitigation measures are required.
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