

# REQUEST FOR COUNCIL ACTION



**CITY COUNCIL MEETING DATE:**

**NOVEMBER 17, 2020**

**TITLE:**

**APPROVE AN APPROPRIATION  
ADJUSTMENT, AUTHORIZE A BUDGET  
REALLOCATION, APPROVE BASIC  
TERMS, AND AUTHORIZE THE CITY  
MANAGER TO NEGOTIATE AND EXECUTE  
A MEMORANDUM OF UNDERSTANDING  
FOR THE MASTER PLAN OF ARTERIAL  
HIGHWAY AMENDMENT WITH ORANGE  
COUNTY TRANSPORTATION AUTHORITY,  
THE CITY OF TUSTIN, AND THE CITY OF  
FOUNTAIN VALLEY  
(NON-GENERAL FUND)**

**/s/ Kristine Ridge**

**CITY MANAGER**

**CLERK OF COUNCIL USE ONLY:**

**APPROVED**

- ☐ As Recommended
- ☐ As Amended
- ☐ Ordinance on 1<sup>st</sup> Reading
- ☐ Ordinance on 2<sup>nd</sup> Reading
- ☐ Implementing Resolution
- ☐ Set Public Hearing For \_\_\_\_\_

**CONTINUED TO** \_\_\_\_\_

**FILE NUMBER** \_\_\_\_\_

## **RECOMMENDED ACTION**

1. Approve an appropriation adjustment recognizing prior year fund balance of \$157,961 in New Transportation Systems Improvements Area F funds and appropriating the same amount to the New Transportation Systems Improvements Area F, Improvements Other Than Building expenditure account to partially fund the transit study required in the MOU.
2. Authorize reallocation of \$92,039 in unspent Measure M2 Local Fair Share funds as follows; \$80,000 from the Bike Lane Project Development (Project No. 21-6904), and \$12,039 from the Traffic Safety Project Development (Project No. 21-6905) to the Transit Study Project (No. 21-6981).
3. Approve terms and conditions upon which the MOU will be based on, and authorize the City Manager to negotiate and execute a final memorandum of understanding for the Master Plan of Arterial Highway (MPAH) Amendment with the Orange County Transportation Authority (OCTA), the City of Tustin, and the City of Fountain Valley.

## **DISCUSSION**

The City of Santa Ana has developed various community based and data driven traffic safety plans which address traffic safety and enhance mobility. These plans have identified specific improvements along corridors to enhance traffic safety. Improvements include adding bikeways, enhancing crossings and lane reductions to slow down traffic.



To date, these plans have yielded about \$50 million in improvements to Santa Ana which have been delivered or are underway, and there are more funds the City will qualify for. However, to continue implementing some of these projects, the City is required to reclassify some streets in Santa Ana, and such classifications must match the OCTA Master Plan of Arterial Highways (MPAH) so that the City maintain M2 funding eligibility. The MPAH is the countywide roadway network for regional mobility managed by OCTA, and cities must comply to qualify for M2 Funds.

Compliance will require amending OCTA's MPAH and execution of a memorandum of understanding (MOU) between OCTA, and the Cities of Fountain Valley and Tustin (Exhibit 1). The MOU agreement will be based on the terms and conditions shown on Exhibit 1. All parties have agreed to these terms and conditions. The Cities of Fountain Valley and Tustin are parties to the MOU since there are traffic impacts that require future mitigations within their jurisdictions.

As a follow up, one of the MOU conditions will be to revise the Mobility Element and adopt the General Plan Update so there is consistency between the MPAH and city's Circulation Element in the General Plan. Adoption of the General Plan will be considered by the City Council in a separate future City Council meeting. The recommended budget reallocation and adjustment is needed to complete a transit study required in the MOU.

Staff recommends approving terms and conditions, and authorizing the City Manager to negotiate and execute a final memorandum of understanding to ensure M2 funding eligibility is maintained.

### **FISCAL IMPACT**

Approval of the appropriation adjustment and the requested reallocation of funds will make funding for a transit study of \$250,000 available in Fiscal Year 2020-21. The appropriation adjustment will recognize funds of \$157,961 in the New Transportation Systems Improvements Area F, Prior Year Carry Forward revenue account (No. 03517002-50001) and appropriate the same amount in the New Transportation Systems Improvements Area F, Improvements Other Than Building expenditure account (No. 03517660-66220). The reallocation of \$92,039 in unspent Fiscal Year 2020-21 Measure M2 Local Fairshare funds will be available to fully fund the total cost.

There are nine traffic operation improvements identified in the MOU for an approximate cost of \$3,645,000. Implementation of these improvements require the traffic congestion to degrade to a certain threshold in the future. These locations will be monitored and if the threshold is met the projects will be programmed and funded accordingly. Project funding in the future will include grant funds and Transportation System Impact Area fees. Please note, it is possible that the threshold is never triggered.

The following table summarizes the funds made available to complete the transit study:

Authorize Negotiation and Execution of Final MPAH Amendment MOU  
November 17, 2020  
Page 3

Fiscal Year	Accounting Unit – Account No.	Fund Description	Accounting Unit, Account Description	Amount
<b>APPROPRIATION ADJUSTMENT</b>				
FY 2020-21	03517660-66220 (21-6981)	New Transportation Systems Improvements Area F	New Transportation Systems Improvements Area F, Improvements Other than Building	\$157,961
<b>PROJECT BUDGET REALLOCATION</b>				
FY 2020-21	03217662-66220 (21-6981)	Measure M- Street Construction	Measure M2 Local Fairshare, Improvements Other Than Building	\$92,039
			Total Amount:	\$250,000

Fiscal Impact Verified By: Kathryn Downs, CPA, Executive Director – Finance and Management Services Agency

Submitted By: Nabil Saba, P.E., Executive Director – Public Works Agency

Exhibit(s): 1. Negotiating Terms and Conditions for an MOU



**Terms and Conditions Sheet for Memorandum of Understanding**

<b>Background</b>	The City of Santa Ana's updates to the Circulation Element will require roadway reconfigurations and/or reductions of existing or planned travel lanes to roadway segments on the MPAH. This will require an amendment to the MPAH. Traffic analyses conducted as part of the MPAH Cooperative Study Process determined that the amendment to the MPAH may result in appreciable impacts.
<b>Parties</b>	Orange County Transportation Authority (OCTA), City of Santa Ana, City of Fountain Valley, and City of Tustin
<b>Impacts</b>	<p>The Amendment to the MPAH may result in the following appreciable impacts:</p> <p>105 Intersections Analyzed</p> <ul style="list-style-type: none"> <li>• 18 intersections impacted due to MPAH reclassifications.</li> <li>• 4 of the 18 intersections are located within another agency's jurisdiction.</li> </ul> <p>Transit Operations Impacts</p> <ul style="list-style-type: none"> <li>• Reclassifications and removal of transit lanes may result in impacts to OCTA's high quality transit service (15-min headway) in the City of Santa Ana.</li> <li>• Reclassifications proposed on McFadden Avenue (Route 66) and 1<sup>st</sup> Street (Route 64), and impacts span across the City.</li> </ul>
<b>Pending Procedural Commitments</b>	<ul style="list-style-type: none"> <li>• With the exception of Fairhaven Avenue, the OCTA Board of Directors' approval of the Amendment to the MPAH will not become final until conditions 1 and 2 below have been satisfied. For the amendment on Fairhaven Avenue, OCTA Board of Directors' approval will not become final until conditions 2 and 3 below has been satisfied;             <ol style="list-style-type: none"> <li>1. Receipt of an original, fully executed MOU (signed by all parties);</li> <li>2. Receipt of documentation that that the City of Santa Ana has amended their General Plan to reflect the Amendment to the MPAH;</li> <li>3. Receipt of documentation that that the City of Orange has amended their General Plan to reflect Fairhaven Avenue between Grand Avenue to Tustin Avenue as a divided collector (two-lane, divided).</li> </ol> </li> </ul>
<b>Proposed Intersection Improvements / Mitigation Measures</b>	<p>Intersection Impacts –Improvement / Mitigation Measures</p> <ul style="list-style-type: none"> <li>• Mitigations identified at 10 of the 18 impacted intersections (8 fully mitigated, 2 partial).             <ul style="list-style-type: none"> <li>▪ 4 intersections outside Santa Ana fully mitigated.</li> </ul> </li> <li>• Feasible mitigations could not be developed at 8 of the 18 impacted intersections. These 8 intersections are in the City of Santa Ana.</li> </ul> <p>Proposed Mitigations/Improvements</p> <p>Table 1 provides details on the proposed improvements to mitigate the intersection impacts from the MPAH amendment request. If an alternative improvement is identified beyond those listed on Table 1, or if a buyout option is desired, there must be agreement for the alternative amongst the appropriate jurisdictions. At the time of mitigation improvement</p>

	<p>implementation or buy out, the City of Santa Ana shall incorporate cost changes, which may include cost changes based on the California Construction Cost Index or the County of Orange's assessment of land value, to their funding contribution to the Cities of Fountain Valley and Tustin.</p> <ul style="list-style-type: none"> <li>• Impacted intersections outside of Santa Ana (4 intersections) <ol style="list-style-type: none"> <li>1. <b>Intersection #3: Euclid Street/Edinger Avenue</b> <ul style="list-style-type: none"> <li>▪ City of Fountain Valley shall implement one of the three improvements identified in Table 1 at Euclid Street/Edinger Avenue. The improvement should include the improvement in the City of Fountain Valley's next CIP. The improvement should be implemented prior to the intersection reaching the pre-amendment to the MPAH ICU LOS of 0.99, E.</li> <li>▪ Prior to the ICU LOS at the intersection of Euclid Street and Edinger Avenue exceeding the pre-amendment to the MPAH ICU LOS of 0.99, E the City of Santa Ana shall fund, at minimum, their fair share cost allocation for mitigation improvement at the Euclid Street and Edinger Avenue intersection.</li> </ul> </li> <li>2. <b>Intersection #91: Tustin Street/Fairhaven Avenue</b> <ul style="list-style-type: none"> <li>▪ The existing intersection configuration can accommodate the proposed reclassification on Fairhaven Avenue as a divided collector. Therefore the City of Orange has opted to not be a party to this MOU.</li> </ul> </li> <li>3. <b>Intersection #98: Red Hill Avenue/Warner Avenue</b> <ul style="list-style-type: none"> <li>▪ City of Tustin shall implement the improvement identified in Table 1 at Red Hill Avenue/Warner Avenue. The improvement should include the improvement in the City of Tustin's next CIP. The improvement should be implemented prior to the intersection reaching the pre-amendment to the MPAH ICU LOS of 0.88, D.</li> <li>▪ The City of Santa Ana will monitor the Red Hill Avenue and Warner Avenue intersection every two years, and will provide monitoring results to the City of Tustin. Monitoring will begin two years after the MOU is executed.</li> <li>▪ Prior to the ICU LOS at the intersection of Red Hill Avenue and Warner Avenue exceeding the pre-amendment to the MPAH ICU LOS of 0.88, D the City of Santa Ana shall fund the cost of the Red Hill Avenue and Warner Avenue improvement.</li> </ul> </li> <li>4. <b>Intersection #96: SR-55 NB Ramps / Del Amo Avenue and Newport Avenue</b> <ul style="list-style-type: none"> <li>▪ The City of Santa Ana shall maintain funding available, for a minimum of 10 years, to contribute their fair share of the improvement to the agency leading the improvement at this intersection.</li> </ul> </li> </ol> </li> <li>• Impacted intersections within Santa Ana (6 intersections) <ol style="list-style-type: none"> <li>1. <b>Intersection #44 (Flower Street &amp; 1<sup>st</sup> Street)</b></li> </ol> </li> </ul>
--	---

	<ul style="list-style-type: none"> <li>▪ City of Santa Ana shall not reduce the existing northbound lane configuration. The northbound approach lane configuration shall remain as one left turn lane, two thru lanes, and one right turn lane.</li> </ul> <p>2. <b>Intersection #81 (Grand Avenue &amp; McFadden Avenue)</b></p> <ul style="list-style-type: none"> <li>▪ The CITY of Santa Ana shall not reduce the existing eastbound lane configuration when implementing the McFadden Avenue complete street project. The eastbound approach lane configuration shall remain as one left lane, one thru lane, and one thru-right lane.</li> </ul> <p>3. <b>Intersection #92 (Santa Clara Avenue &amp; Tustin Avenue)</b></p> <ul style="list-style-type: none"> <li>▪ The CITY of Santa Ana shall not reduce the existing eastbound and westbound lane configuration when constructing the Santa Clara Avenue complete street project. The eastbound and westbound lane configuration shall remain as one left turn lane, one thru lane, and one thru-right lane.</li> </ul> <p>4. <b>Intersection #63 (Standard Avenue &amp; 4<sup>th</sup> Street)</b></p> <ul style="list-style-type: none"> <li>▪ This intersection does not currently exist. The CITY of Santa Ana will construct the intersection as identified in Exhibit D. The northbound and southbound lanes shall be constructed as one left turn lane, one thru lane, and one right turn lane when the intersection is established. The eastbound and westbound lanes shall be constructed as one left turn lane, one thru lane, and one thru-right lane when the intersection is established.</li> </ul> <p>5. <b>Intersections #34 (Bristol Street &amp; 1<sup>st</sup> Street) and #37 (Bristol Street &amp; Segerstrom Avenue)</b></p> <ul style="list-style-type: none"> <li>▪ City of Santa Ana shall add the improvement to their CIP and implement the project (1) within the CIP horizon year; (2) before the ICU exceeds the pre-amendment to the MPAH ICU trigger; or (3) during construction of the City of Santa Ana's complete street project(s) if the intersection improvement falls along such a facility, whichever occurs first.</li> </ul>
<b>Proposed Transit Improvements</b>	<p>Transit Operation Impacts</p> <ul style="list-style-type: none"> <li>• OCTA shall lead a cooperative study funded by the City of Santa Ana to identify appropriate and feasible transit improvements (including but not limited to queue-jump lanes and transit signal priorities) to maintain or improve OCTA's high quality transit service. The cooperative study shall not exceed \$250,000.</li> <li>• The cooperative study shall be completed prior to the construction of the complete street projects along 1<sup>st</sup> Street and McFadden Avenue.</li> <li>• City of Santa Ana and OCTA shall coordinate to implement transit improvements identified from the cooperative study. The cooperative study will identify the funding and implementation responsibilities between the City of Santa Ana and OCTA. If improvements are located along facilities proposed for MPAH reclassification, the improvements shall be made prior to or at the time of construction of the complete street project.</li> </ul>

<b>Progress</b>	The City of Santa Ana shall provide OCTA with a status report on the progress of the cooperative study and subsequent implementation of transit improvements and strategies every odd year through the MPAH Certification Review Process of the Measure M2 Eligibility Submittal.
<b>Amendments</b>	MOU may only be amended in writing at any time by the consent of all Parties. No amendment shall have any force or effect unless executed in writing by all Parties.
<b>Termination</b>	The MOU shall continue in full force and effect until all terms and conditions of this MOU are implemented, unless terminated earlier by mutual written consent by the parties to this MOU.



**Table 1: Intersection LOS Improvement / Mitigation Measures**

Intersection	Jurisdiction	Mitigation Improvement	2045 No Project <sup>1</sup> ICU/HCM, LOS	2020 Estimated Cost <sup>2</sup>
Euclid Street and Edinger Avenue	Fountain Valley	<ul style="list-style-type: none"> <li>Option 1: Convert westbound right turn to shared thru-right</li> <li>Option 2: Add a second eastbound left turn lane</li> <li>Option 3: Add second left turn lanes in the eastbound and westbound directions.</li> </ul>	AM: 0.99, E	Option 1: \$9,262.50 Option 2: \$957,738.11 Option 3: \$972,274.36
Bristol Street and 1st Street	Santa Ana	<ul style="list-style-type: none"> <li>Maintain 2045 No Project configuration for westbound approach <ul style="list-style-type: none"> <li>Westbound approach to be: 1 left turn, 2 thru-lanes, 1 thru-right</li> </ul> </li> <li>Add eastbound right-turn pocket</li> </ul>	AM: 0.90, E PM: 0.90, E	N/A
Bristol Street and Segerstrom Avenue	Santa Ana	<ul style="list-style-type: none"> <li>Maintain 2045 No Project configurations for eastbound/westbound approaches <ul style="list-style-type: none"> <li>Eastbound/Westbound approaches to be: 1 left turn, 2 thru, 1 thru-right</li> </ul> </li> <li>Add northbound right turn pocket</li> </ul>	PM: 0.90, E	N/A
Flower Street and 1st Street	Santa Ana	<ul style="list-style-type: none"> <li>Maintain 2045 No Project configurations for northbound approach <ul style="list-style-type: none"> <li>Northbound approach to be: 1 left turn, 2 thru, 1 right turn</li> </ul> </li> </ul>	PM: 0.90, E	N/A
Standard Avenue and 4th Street	Santa Ana	<ul style="list-style-type: none"> <li>Construct this intersection with the following approaches</li> </ul>	AM: 0.94, E PM: 0.90, E	N/A

<sup>1</sup> The No Project 2045 Intersection Capacity Utilization (ICU)/Highway Capacity Manual (HCM), Level of Service (LOS) is also known as the pre-amendment to the MPAH ICU. For intersections operating at an acceptable LOS in the 2045 No Project, the improvement / mitigation should be implemented before the intersection reaches an unacceptable LOS.

<sup>2</sup> The 2020 Estimate Costs were provided by the CITY of Santa Ana, and agreed upon by the CITIES of Fountain Valley and Tustin. At the time of mitigation improvement implementation or buy out, the CITY of Santa Ana shall incorporate cost changes, which may include cost changes based on the California Construction Cost Index or the County of Orange's assessment of land value, to their funding contribution to the CITIES of Fountain Valley and Tustin.



		<ul style="list-style-type: none"> <li>Northbound/Southbound to be: 1 left turn, 1 thru, 1 right turn</li> <li>Eastbound/Westbound to be: 1 left turn, 1 thru, 1 thru-right</li> </ul>			
Grand Avenue and McFadden Avenue	Santa Ana	<ul style="list-style-type: none"> <li>Maintain 2045 No Project configuration for eastbound approach <ul style="list-style-type: none"> <li>Eastbound approach to be: 1 left turn, 1 thru, 1 thru-right</li> </ul> </li> </ul>	AM: 0.90, E	N/A	
Tustin Avenue and Santa Clara Avenue	Santa Ana	<ul style="list-style-type: none"> <li>Maintain 2045 No Project lane configurations for eastbound and westbound approaches <ul style="list-style-type: none"> <li>Eastbound/Westbound to be: 1 left turn, 1 thru, 1 thru-right</li> </ul> </li> </ul>	AM: 1.82, F	N/A	
SR-55 NB Ramps/Del Amo Avenue and Newport Avenue	Tustin / Caltrans <sup>3</sup>	Add a second southbound right-turn lane	PM: 39.1, D	\$1,178,909.23	
Red Hill Avenue and Warner Avenue	Tustin / Santa Ana	Add a second eastbound left-turn lane	PM: 0.88, D	\$376,494.75	

<sup>3</sup> The SR-55 NB Ramps/Del Amo Avenue and Newport Avenue intersection is a Caltrans intersection located within the City of Tustin. Any changes to this intersection require Caltrans' approval. The MOU has identified that the CITY of Santa Ana shall maintain funding available, for a minimum of 10 years, to contribute their fair share cost allocation to the agency leading the improvement at this intersection.