

Final Report

# Garfield-Gisler Santa Ana River Crossing Technical Review

Orange County, California

**Prepared by:**



Orange County Transportation Authority

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## TABLE OF CONTENTS

Background ..... 1

Overview of 2025 SARX Review ..... 4

Model Versions ..... 6

Findings ..... 7

Discussion and Conclusions..... 10

Appendix 1 – 2006 Memorandum of Understanding (MOU) ..... 11

Appendix 2 – 2020 amendment to the 2006 MOU..... 23

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## BACKGROUND

The Orange County Master Plan of Arterial Highways (MPAH) was first adopted by the County of Orange (County) in 1956, and the Orange County Transportation Authority (OCTA) assumed administration responsibilities in 1995. These responsibilities include the review and approval of MPAH amendments proposed by local agencies to maintain the integrity and continuity of the MPAH system. This sometimes requires OCTA to lead cooperative traffic studies and facilitate discussions between local agencies to develop consensus on the proposal before approving amendments. This is consistent with Policy 1.3 in the Guidance for Administration of the Orange County Master Plan of Arterial Highways (MPAH Guidance), as approved by the OCTA Board of Directors (Board) on August 14, 2017. Policy 1.3 requires a coordinated planning process with affected agencies, which helps to avoid or mitigate potential and/or unintended impacts to communities and facilities in neighboring jurisdictions.

The Santa Ana River Crossings as discussed in this report refer to the roadway bridges over the Santa Ana River between Interstate 405 and Pacific Coast Highway that were planned to facilitate east-west traffic flow. These crossings have a long history dating back to the origins of the MPAH in 1956. At that time, the Garfield-Gisler bridge was identified on the MPAH as one of four Santa Ana River Crossings. Two of the four bridge crossings (Hamilton-Victoria and Adams Street) have been constructed. The other two (19th Street-Banning and Garfield-Gisler) bridges remained unbuilt and faced community opposition due to concerns with the potential for increased traffic in local neighborhoods.

In 1991, Costa Mesa requested that the County (the MPAH administrator at that time) remove the Garfield-Gisler bridge and 19th Street-Banning bridge from the MPAH. In 1993, the County and the cities of Costa Mesa, Huntington Beach, Fountain Valley, and Newport Beach (affected agencies) conducted the first traffic study of the proposed bridge deletions, called the Phase I Santa Ana River Crossing (SARX) Study. The study concluded that deletion of the bridges would require substantial improvements to the surrounding arterial highway system to mitigate the traffic that would be diverted. Consequently, the request to delete the bridges from the MPAH was not approved.

At the urging of neighborhood groups and Costa Mesa, the County led another effort to build consensus on alternatives to the planned bridges. An extensive public outreach effort and a Technical Advisory Group (TAG) consisting of the local agencies and citizens identified seven alternatives for further study. The County was on the verge of conducting a comprehensive environmental impact report (EIR) when the Orange County bankruptcy of 1994 occurred. As a result, the study was postponed while the MPAH was transferred to OCTA in 1995.

By 1998, OCTA initiated development of the Santa Ana River Crossings Study and a program level EIR (PEIR) in cooperation with the affected agencies. This effort engaged staff from the affected agencies through a TAG, as well as elected officials from the affected agencies through a Policy Advisory Committee (PAC). The initial range of alternatives was narrowed to one alternative that called for modifications to both the 19th Street-Banning Avenue and Garfield/Gisler Bridges. The Draft PEIR

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was prepared in 2001, and a final version was presented to the Board in 2002. However, it was not certified by the Board and remained as a Draft PEIR due to unresolved differences of opinion amongst the jurisdictions.

In 2003, an item was brought to the Board to approve the Combined Transportation Funding Program projects, which included a project submitted by the City of Fountain Valley to develop preliminary designs and a project-level EIR for the Garfield-Gisler Bridge. A decision on funding this project was deferred multiple times to allow more time for the affected agencies to build consensus. In 2004, staff from OCTA and the cities of Fountain Valley and Costa Mesa agreed to recommending approval of the funding for the project with the condition that the study would be led by OCTA, in cooperation with the cities, and include analysis of an alternative to building the bridge. In August 2004, the Board approved the funding consistent with the agreed upon conditions.

In 2005, OCTA initiated the cooperative study, originally known as the Garfield-Gisler Preliminary Engineering and Supplemental Environmental Impact Report (PE/SEIR). The intent was to provide information that would enable the cities of Costa Mesa, Fountain Valley, and Huntington Beach to reach consensus as to whether the bridge should be deleted from the MPAH. As the study progressed, it was determined that the 2001 Draft PEIR could not be used as the basis for an SEIR. Therefore, the SEIR portion was dropped, and the study was renamed the Garfield-Gisler Area Study. OCTA staff held a series of meetings with the TAG and PAC to discuss options for reaching consensus. Through these meetings, it was agreed that:

1. OCTA would complete the Garfield-Gisler Area Study, in cooperation with the cities of Costa Mesa, Fountain Valley, Huntington Beach, Newport Beach, and the County of Orange.
2. The Garfield-Gisler Area Study would provide conceptual technical data and preliminary cost estimates for the following three alternatives:
  - a. Build the Garfield-Gisler Bridge and implement associated roadway improvements
  - b. Do not build the Garfield-Gisler Bridge, but implement roadway improvements generally consistent with those identified for the Garfield-Gisler area in the 2001 Draft PEIR
  - c. Do not build the Garfield-Gisler Bridge, but implement alternative mitigation strategies such as Smart Street improvements on major arterials in the study area to achieve traffic flow enhancements generally equivalent to those that would be realized by constructing the bridge
3. Upon completion of the Garfield-Gisler Area Study, OCTA and the cities of Costa Mesa, Fountain Valley, and Huntington Beach would explore options to formalize the study's findings.

In 2006, the results of the study were shared with the PAC. The PAC unanimously voted to advance the Smart Street and Bridge Widening Alternative A improvements (consistent with alternative 2.C in the list above), and to amend the MPAH to reclassify the Garfield-Gisler Bridge as "Right-of-Way Reserve". This classification preserves the right-of-way on the MPAH but requires agencies to refrain from including the facility for general plan purposes or traffic analysis. This direction led to the 2006

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memorandum of understanding (MOU) that is in place today, which includes the Smart Street and Bridge Widening Alternative A improvements. With the MOU in place, the party agencies have been working to implement the identified improvements consistent with the MOU terms. The signed 2006 MOU is provided in Appendix A.

In 2019, staff from the MOU party agencies met several times to discuss the status of the agreement. All agencies agreed that the MOU should be amended to allow the 405 Improvement Project to be completed and for traffic patterns to settle before making a final determination of the bridge's disposition on the MPAH. The MOU was officially amended in 2020, and the 405 Improvement Project was subsequently completed and opened to traffic on December 1, 2023. Now, in 2025, this Report has been prepared over one year since the opening of the 405 project and is intended to analyze traffic conditions and recommend a final determination of the requested deletion of the Garfield-Gisler Bridge from the MPAH and conclude the long-standing MOU. The executed amendment to the MOU is provided in Attachment B.

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## OVERVIEW OF 2025 SARX REVIEW

The 2006 Garfield-Gisler SARX study utilized future-year travel forecasts from the Orange County Transportation Analysis Model (OCTAM) version 3.2, which was the latest version of OCTA's travel forecasting model at the time. This review evaluates future-year traffic forecasts from OCTAM 5.1, the current version of OCTAM (as of February 2025), against those used in the original 2006 Garfield-Gisler study. Comparing different OCTAM versions is uncommon, as the numerous and significant model changes which occur over time result in inconsistent comparisons. However, the approach was necessary for this analysis as the goal was to evaluate how travel patterns changed between the different model versions in the vicinity of the Garfield-Gisler Right-of-Way (ROW) reserve. A key indicator guiding this review was that if congestion increased in the current version of the model, then a more detailed analysis of the MPAH status of the Garfield-Gisler Right-of-Way reserve might be warranted. Meanwhile, if congestion hasn't increased, then the conclusions of the 2006 Garfield-Gisler SARX study remain valid and the Garfield-Gisler ROW reserve can be fully removed from the MPAH without the need of another in-depth traffic study.

This study assessed congestion levels along nearby facilities to the Garfield-Gisler ROW reserve using daily Level-of-Service (LOS) measures as defined in OCTA's MPAH Guidance. Special attention was given to facilities that cross the Santa Ana River parallel to the Garfield-Gisler ROW reserve, but all significant facilities in the vicinity were also analyzed to determine the general trend in the area. Figure 1 below shows the study area and the Garfield-Gisler ROW reserve.

Figure 1: Garfield-Gisler ROW Reserve Study Area



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## MODEL VERSIONS

The current version of OCTA’s travel forecasting model, OCTAM version 5.1, uses demographic data from OCP 2022. The base year for OCP 2022 is 2019 and reflects a population of 3.2 million residents. The OCP 2022 forecast projects a future Orange County population of 3.3 million for the year 2050. This latest forecast indicates a significant slowing of growth for Orange County compared with OCP 2004. This change includes the removal of the previously proposed Banning Ranch housing development, which was a significant land-use assumption in OCTAM 3.2, adding approximately 2,000 new residents near the Garfield-Gisler ROW reserve. Since then, the area has been designated an open space preserve, and the current OCTAM 5.1 model assumes no development there. Additionally, OCTAM 5.1 reflects the current built conditions including both the general purpose and express lane additions as constructed on I-405 in 2023, as well as the existing capacity on MacArthur Boulevard bridge over the Santa Ana River.

OCTAM 5.1 incorporates numerous other updates from OCTAM 3.2, including recalibrated parameters to reflect recently observed trends in travel behavior as well as changes to the overall modeling process to reflect the best state-of-the-practice. One example of such a difference is that OCTAM 3.2 was based in the TRANPLAN travel forecasting software while OCTAM 5.1 runs in TransCAD. TRANPLAN is a notably older travel modeling program that runs in the DOS environment and is no longer supported. TransCAD is considered more capable of developing more accurate models due to its superior data integration, advanced traffic assignment, and enhanced calibration, resulting in more reliable transportation analysis. Table 1 highlights the key differences between the different model versions.

*Table 1: OCTAM Key Differences*

Key Differences	OCTAM 3.2	OCTAM 5.1
<b>Horizon Year</b>	2030	2050
<b>Software Platform</b>	TRANPLAN	TransCAD
<b>Demographics</b>	OCP 2004 projected OC population at 3.6 million by 2030	OCP 2022 projects OC population at 3.3 million by 2050
<b>MPAH Assumptions</b>	Includes 2005 MPAH buildout	Includes 2024 MPAH buildout
<b>I-405 Assumptions</b>	Added two general-purpose lanes	Added two general-purpose lanes and one HOV lane, and converted HOV lanes to tolled Express Lanes

These differences highlight how transportation forecasting has evolved over time, incorporating updated land use projections, infrastructure improvements, and long-term regional mobility needs. The OCTAM 5.1 analysis reflects current conditions more accurately, reinforcing that the removal of the Garfield-Gisler Bridge from the MPAH will not result in significant adverse traffic impacts



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## FINDINGS

The forecast daily volume and Level of Service (LOS) comparisons between the original (2006) study and current (2025) travel model reveals significant changes in travel demand. Almost all facilities showed decreased forecast volumes, a trend which will be discussed later in the report.

The few locations where forecast traffic volumes increased had additional lanes added since the 2006 study, resulting in greater roadway capacity. For instance, the MacArthur Boulevard bridge over the Santa Ana River, two additional travel lanes were added per the 2006 MOU. The daily volumes on the bridge increased from 30,000 in the 2006 study to 35,000 in the 2025 model, but the additional lanes resulted in the LOS improving from LOS C to LOS B.

The Adams Avenue bridge over the Santa Ana River experienced a reduction in daily volumes from 44,000 to 40,000, maintaining an LOS of C. While congestion on I-405 was not analyzed, the forecasts were reviewed for the sake of completeness and a substantial decrease was observed, from 414,000 to 364,000. Tables 2 and 3 below compare the future LOS and volume forecasts for the key bridges that parallel the Garfield-Gisler ROW reserve.

*Table 2: SARX Daily Future MPAH Level of Service Comparison*

Roadway	Original (2006) Study	Current Model
<b>MacArthur Blvd</b>	C	B
<b>Adams Ave</b>	C	C

*Table 3: SARX Daily Future Volume Comparison*

Roadway	Original (2006) Study	Current Model
<b>MacArthur Blvd</b>	30,000	35,000
<b>Adams Ave</b>	44,000	40,000
<b>I-405</b>	414,000	364,000

Across all facilities in the vicinity of the Garfield-Gisler ROW reserve, LOS remained the same or improved, indicating better traffic conditions compared to the results from 2006. A detailed regional comparison below in Table 4 further highlights reduced traffic volumes and/or improved LOS near the proposed Garfield-Gisler bridge. For example, MacArthur Boulevard (Brookhurst to Ward) saw a 1,000-vehicle increase in volume, but additional lanes resulted in an improvement in LOS from B to A. Ellis Avenue (Brookhurst to I-405 SB ramps) experienced a 4,000-vehicle decrease, with LOS improving from E to C. Similarly, all segments of Harbor Boulevard showed reduced volumes and corresponding LOS improvements, reflecting the positive changes on the surrounding roadway network.

Table 4: OCTAM Segment Level Analysis Comparisons: Original Study and Current Model

Roadway	From	To	Original (2006) Traffic Model Forecast			Current (2025) Traffic Model Forecast			ADT Original vs Current Model	Support for Garfield-Gisler Bridge Removal
			Lanes	ADT	LOS	Lanes	ADT	LOS		
MacArthur Boulevard/Talbert Avenue	Brookhurst St	Ward Street	4	23,000	B	6	24,000	A	1,000	Yes
MacArthur Boulevard/Talbert Avenue	Ward St	Newhope St	6	27,000	A	6	25,000	A	-2,000	Yes
MacArthur Boulevard/Talbert Avenue	Newhope St	Mt. Washington St	7	38,000	A	7	37,000	A	-1,000	Yes
MacArthur Boulevard/Talbert Avenue	Mt. Washington St	Hyland Ave	4	30,000	C	6	35,000	B	5,000	Yes
MacArthur Boulevard/Talbert Avenue	Hyland Ave	Fairview Rd	6	31,000	A	6	25,000	A	-6,000	Yes
Ellis Avenue	Brookhurst St	I-405 SB ramps	4	34,000	E	4	30,000	C	-4,000	Yes
Euclid Street	I-405 underpass	Talbert Ave	6	37,000	B	6	29,000	A	-8,000	Yes
Garfield Avenue	Brookhurst St	Ward Street	4	10,000	A	4	9,000	A	-1,000	Yes
Gisler Avenue	Country Club Dr	Harbor Blvd	2	15,000	B	2	8,000	A	-7,000	Yes
Baker Street	Mesa Verde Dr	Royal Palm Dr	2	11,500	E	2	9,000	C	-2,500	Yes
Baker Street	Royal Palm Dr	Harbor Blvd	4	15,000	A	4	9,000	A	-6,000	Yes
Baker Street	Harbor Blvd	Fairview Rd	4	26,000	B	4	24,500	B	-1,500	Yes
Adams Avenue	Brookhurst St	Pinecreek Dr	6	44,000	C	6	40,000	C	-4,000	Yes
Adams Avenue	Pinecreek Dr	Fairview Rd	5	29,000	B	5	27,000	A	-2,000	Yes
Brookhurst Street	Adams Ave	Talbert Ave	6	47,000	D	6	43,800	C	-3,200	Yes
Ward Street	Talbert Ave	Garfield Ave	4	16,000	B	4	9,000	A	-7,000	Yes
Harbor Boulevard	Adams Ave	Baker St	7	66,000	F	7	56,000	D	-10,000	Yes
Harbor Boulevard	Baker St	Gisler Ave	8	67,500	D	8	60,000	C	-7,500	Yes
Harbor Boulevard	Gisler Ave	I-405 SB ramps	7	66,000	F	7	59,000	D	-7,000	Yes
Harbor Boulevard	I-405 SB ramps	South Coast Dr	8	61,000	D	8	61,000	D	0	Yes
Harbor Boulevard	South Coast Dr	Sunflower Ave	7	62,000	E	7	52,000	C	-10,000	Yes
Harbor Boulevard	Sunflower Ave	MacArthur Blvd	6	50,000	D	6	46,000	D	-4,000	Yes

Figure 2: OCTAM Current Model Level of Service



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## DISCUSSION AND CONCLUSIONS

A comparison of the 2025 OCTAM 5.1 forecasts with the original from the 2006 study (OCTAM 3.2) revealed that congestion has either remained the same or improved on all facilities near the Garfield-Gisler ROW reserve. The reduction in congestion is a trend that occurred through much of Orange County and is the result of numerous changes in the underlying data and assumptions between model versions.

An important change to highlight is the downward trend in forecasted population growth, as reflected in the OCP demographic data integrated into newer model versions. OCP 2004 projected Orange County's to reach 3.6 million by 2030, whereas OCP 2022 forecasts a population of 3.3 million by 2050. The slowing population growth in Orange County aligns with a broader trend observed across California. Part of this change in growth includes the removal of the previously proposed Banning Ranch housing development discussed earlier in the report.

Based on the fact that forecast congestion has not increased in the study area reviewed in this analysis, there is no indication of a need for further in-depth study of the MPAH status of the Garfield-Gisler ROW reserve. It is recommended that the facility be fully removed from the MPAH without significant impacts on traffic or congestion in the area.

## APPENDIX 1 – 2006 MEMORANDUM OF UNDERSTANDING (MOU)

1 MEMORANDUM OF UNDERSTANDING C-6-0834

2 AMONG

3 CITIES OF COSTA MESA, FOUNTAIN VALLEY AND HUNTINGTON BEACH

4 AND

5 THE ORANGE COUNTY TRANSPORTATION AUTHORITY

6 REGARDING

7 AGENCY RESPONSIBILITIES FOR IMPLEMENTING THE CONSENSUS RECOMMENDATION

8 FOR THE

9 GARFIELD-GISLER BRIDGE CROSSING OVER THE SANTA ANA RIVER

10 This Memorandum of Understanding (MOU) is entered into among the Orange County  
11 Transportation Authority, hereinafter referred to as the OCTA, and the Cities of Fountain Valley, Costa  
12 Mesa and Huntington Beach, hereinafter referred to as Cities.

13 Consistent with the Garfield-Gisler ad-hoc Policy Advisory Committee's consensus  
14 recommendation on June 15, 2006, each of the parties to this MOU agrees to support the designation  
15 of the Garfield-Gisler Bridge as a "Right-of-Way Reserve"<sup>1</sup> corridor on the Orange County Master Plan  
16 of Arterial Highways (MPAH) and, within their respective General Plans/Long Range Plans, implement  
17 the Smart Street and Bridge Widening Strategy A (Strategy A) improvements within their jurisdictions  
18 and ensure that buildout of the Garfield-Gisler Bridge is not assumed for land use planning or traffic  
19 analysis purposes. This MOU describes the specific duties and responsibilities of each party with  
20 respect to supporting these actions.

21 **This document establishes obligations on all parties and constitutes an exchange of promises.**

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23 \_\_\_\_\_  
24 <sup>1</sup> The Right-of-Way Reserve classification allows local jurisdictions considering deletion of a planned MPAH facility  
25 to request OCTA to re-designate the adopted facility as a "Right of Way Reserve" corridor for a specific length of  
26 time in order to assess the actual need for it. If OCTA agrees to re-designate the subject facility as a "Right-of-Way  
Reserve" corridor on the MPAH, then all appropriate City General Plan Circulation Elements shall be revised to  
reflect such re-designation. During the "reserve" period, the right-of-way shall be preserved however, the planned  
street shall not be considered as mitigation for development planning purposes. At the end of the designated  
period, a final decision shall be made regarding reinstatement or deletion of the street on the MPAH.

1 **Recital**

2 The parties acknowledge that this MOU requires that certain actions be taken with regard to amending  
 3 the general plans and capital improvement programs of the parties hereto and that the parties hereto  
 4 cannot predetermine those actions that are the subject of public hearings. Nevertheless, the parties  
 5 agree that the benefits of this MOU are dependent on such actions and therefore commit to conducting  
 6 said hearings within 6 months of the effective date of this agreement. If such action is not taken within  
 7 said time line, the benefits of this agreement shall not be available to the parties unless all parties  
 8 consent to an extension or other arrangement.

9 **Section 1. MPAH and General Plan/Long Range Plan Designations**

10 **1.1 OCTA Responsibilities**

11 **1.1.1 Amend Master Plan of Arterial Highways**

12 After the cities have amended their General Plans, OCTA shall amend the MPAH to re-designate the  
 13 Garfield-Gisler Bridge, and the eastbound and westbound approaches thereto, as a "Right-of-Way  
 14 Reserve" corridor. Consistent with the MPAH's original concept for the Garfield-Gisler Bridge, the right-  
 15 of-way reservation shall be for a secondary arterial highway in Costa Mesa and a primary arterial in  
 16 Fountain Valley and Huntington Beach.

17 **1.1.2 Amend Orange County Long Range Transportation Plan**

18 After the MPAH has been amended and during the next update to the Orange County Long Range  
 19 Transportation Plan (LRTP), OCTA shall ensure that the Garfield-Gisler Bridge, and the eastbound and  
 20 westbound approaches thereto, are reflected as a "Right-of-Way Reserve" corridor in the LRTP.

21 **1.2 Cities' Responsibilities**

22 **1.2.1 Amend General Plans**

23 The Cities shall pursue amendment of their General Plan Circulation Elements to reflect that the  
 24 Garfield- Gisler Bridge and the eastbound and westbound approaches thereto have been designated  
 25 as a "Right-of-Way Reserve" corridor in the MPAH. Consistent with the MPAH's original concept for the  
 26 Garfield-Gisler Bridge, the City of Costa Mesa's General Plan shall reserve right-of-way for a secondary

arterial highway within the Garfield-Gisler corridor and the Fountain Valley and Huntington Beach General Plans shall reserve right-of-way for a primary arterial highway within the Garfield-Gisler corridor. Cities shall endeavor to complete the General Plan amendment process within 6 months of final adoption of this MOU.

**Section 2. Reasonable Progress Toward Implementing Strategy A Improvements**

**2.1 OCTA Responsibilities**

**2.1.1 OCTA Responsibilities for Strategy A Improvements**

To ensure reasonable progress toward implementation of Strategy A improvements, OCTA shall:

- a. Make funding for implementation of the Strategy A improvements, as defined in the *Circulation Feasibility Study and Cost Estimate for the Garfield-Gisler Crossing Over the Santa Ana River* (LSA, June 2006), available to the Cities through the Combined Transportation Funding Programs (CTFP). A list of the improvements included in Strategy A is provided as Attachment A hereto.
- b. Utilize the renewed Measure M Signal Synchronization Program and other CTFP programs as funding sources for implementation of the roadway improvements included in Strategy A.

**2.2 Cities' Responsibilities**

**2.2.1 Cities' Responsibilities for Strategy A Improvements**

To ensure reasonable progress toward implementation of Strategy A improvements, the Cities shall:

- a. Include Strategy A improvements, as defined in the *Circulation Feasibility Study and Cost Estimate for the Garfield-Gisler Crossing Over the Santa Ana River* (LSA, June 2006), in their Capital Improvement Programs. All projects that emanate from Strategy A shall be considered multi-jurisdictional projects and shall, therefore, be eligible for additional points in OCTA's project prioritization process under the CTFP. A list of the improvements included in Strategy A is provided as Attachment A hereto.

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1 b. Make applications to OCTA for CTFP funding to implement Strategy A improvements. Such  
2 applications shall be supported by local match commitments consistent with the  
3 requirements of the CTFP programs from which funds are being requested.

4 1. Cities agree to make Strategy A projects a priority for available GMA or other  
5 interregional funding programs.

6 c. Implement Strategy A improvements as expeditiously as possible.

7 1. Cities agree to initiate Smart Street improvements on Harbor, Brookhurst, Adams and  
8 Fairview by the end of calendar year 2010. For purposes of this MOU, Smart Street  
9 improvements are defined as synchronization of traffic signals, removal of on-street  
10 parking and re-striping within existing right-of-way.

11 2. Cities agree to make reasonable progress on the Capital Projects by 2015, subject to  
12 funding availability. "Reasonable progress" shall be defined as inclusion of noted  
13 projects in Capital Improvement Programs (CIPs), preparation of preliminary plans,  
14 environmental studies, etc. For the purposes of this MOU, Capital Projects are defined  
15 as construction of bus turnouts, consolidation of driveways, construction of turn-pockets,  
16 street widening or bridge widening.

17 3. Cities agree that all Strategy A improvements shall be completed by 2020. If the Cities of  
18 Costa Mesa and Huntington Beach do not complete their portions of Strategy A  
19 improvements by end of calendar year 2020, then the Garfield-Gisler Bridge will  
20 automatically be re-instated on the MPAH as a planned facility. If the City of Fountain Valley  
21 has not completed the Strategy A improvements in their city, the Garfield-Gisler Bridge will  
22 remain designated "Right of Way Reserve" corridor until all improvements are completed.

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**Section 3. Land Use and Transportation Planning and Traffic Analysis**

**3.1 OCTA Responsibilities**

**3.1.1 OCTA Responsibilities with Respect to Transportation Planning and Traffic Analysis**

- a. OCTA shall ensure that buildout of the Garfield-Gisler Bridge, and the eastbound and westbound approaches thereto, is not assumed in any of its transportation planning or traffic modeling activities.
- b. OCTA shall ensure that implementation of the Strategy A program of projects is assumed in its transportation planning, modeling, and analysis activities.

**3.2 Cities' Responsibilities**

**3.2.1 Land Use Planning**

The Cities shall ensure that buildout of the Garfield-Gisler Bridge, and the eastbound and westbound approaches thereto, is not assumed in any of its land use planning activities.

**3.2.2 Transportation Planning and Traffic Analysis**

The Cities shall ensure that buildout of the Garfield-Gisler Bridge, and the eastbound and westbound approaches thereto, is not assumed in any of its transportation planning, traffic modeling, or traffic analysis activities.

**Section 4. Compliance Monitoring and Reporting**

**4.1 OCTA Responsibilities**

**4.1.1 OCTA Responsibilities for Monitoring & Reporting City Compliance**

- a. OCTA shall monitor the Cities' compliance with the provisions of this MOU every two years through the MPAH Certification Review Process to ensure that the Cities are complying fully with the provisions of this agreement and making reasonable progress toward implementation of the Strategy A improvements. Progress reports shall be presented to the OCTA Board of Directors and the Cities every two years, at the conclusion of the review process.

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1 b. Upon completion of all the Strategy A improvements, and consistent with OCTA guidance for  
2 MPAH Right-of-Way Reserve corridors, OCTA in coordination with the cities shall re-evaluate  
3 traffic levels of service in the project study area to determine whether to delete, continue the  
4 reserve, or re-instate the Garfield-Gisler Bridge onto the MPAH as a planned facility.

5 **4.2 Cities' Responsibilities**

6 4.2.1 Cities Responsibilities for Reporting Compliance


7 The Cities shall provide progress reports to OCTA every two years through the MPAH Certification  
8 Review Process as a means of communicating that the provisions included herein are being  
9 implemented fully and expeditiously and that reasonable progress is being made toward  
10 implementation of the Strategy A improvements.


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Section 5. Amendment

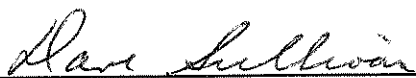
5.1 Amendment

This MOU may be amended by the written consent of all four parties which are signatories hereto.

  
 \_\_\_\_\_ 12-02-06  
 THE ORANGE COUNTY TRANSPORTATION AUTHORITY (Date)

  
 \_\_\_\_\_ 12-4-06  
 MAYOR, CITY OF COSTA MESA (Date)

  
 \_\_\_\_\_ 12.5.2006  
 MAYOR, CITY OF FOUNTAIN VALLEY (Date)

  
 \_\_\_\_\_ 11-30-06  
 MAYOR, CITY OF HUNTINGTON BEACH (Date)

## 1 Introduction

2 Through its General Plan Circulation Element, each of the cities within the Garfield/Gisler Bridge  
3 Crossing Study Area has established traffic level of service (LOS) D or better as representative of  
4 acceptable operating conditions on roadways within its jurisdiction. The Garfield/Gisler Study Area  
5 currently experiences significant traffic delay at several locations. In addition, the OCTAM model  
6 predicts that several intersections in the project study area will operate below LOS D in the Year 2030 if  
7 no improvements are made. To help the cities achieve and/or maintain LOS D operations, where  
8 feasible, throughout the project study area, Smart Street and Bridge Widening Strategy A includes a list  
9 of improvements to offset the traffic impacts associated with projected growth in traffic volumes. That  
10 program of projects is presented below.

11 One of the key concepts included in the "Consensus MOU<sup>2</sup>" is that each of the cities within the  
12 Garfield/Gisler Bridge Crossing Study Area will make "reasonable progress" toward implementing the  
13 improvements included in Smart Street and Bridge Widening Strategy A. The intent of this concept is  
14 that the cities will, individually and collectively, make reasonable efforts to implement the proposed  
15 improvement(s) before traffic levels of service fall below the cities' LOS D standard at any of the  
16 locations included in the Smart Street and Bridge Widening Strategy A program of projects.

17 It should be noted that although the Smart Street and Bridge Widening Strategy A program of projects  
18 is specific, it is not meant to be prescriptive. If a city is able to identify an alternative traffic flow  
19 improvement which meets the overall objective of achieving and/or maintaining LOS D at any location  
20 within the study area, then that improvement shall be considered an acceptable alternative and shall be  
21 implemented as a substitute solution to the original recommendation.

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25 <sup>2</sup> *i.e.*, the "Memorandum of Understanding among Cities of Costa Mesa, Fountain Valley and Huntington  
26 Beach and the Orange County Transportation Authority Regarding Agency Responsibilities for Implementing  
the Consensus Recommendation for the Garfield/Gisler Bridge Crossing Over the Santa Ana River", October  
27, 2006.

**City of Costa Mesa**

- 1
- 2 CM-1 Implement and maintain synchronized traffic signals along Harbor Boulevard between I-405
- 3 and Adams Ave.
- 4 CM-2 Implement and maintain synchronized traffic signals along Fairview Road between I-405
- 5 and Adams Avenue.
- 6 CM-3 Implement and maintain synchronized traffic signals along Adams Avenue between the
- 7 Santa Ana River and Fairview Road; coordinate cross-jurisdictional traffic synchronization
- 8 with the City of Huntington Beach.
- 9 CM-4 Install a bus turnout at the existing bus stop at northbound Harbor Boulevard at Adams
- 10 Avenue.
- 11 CM-5 Install a bus turnout at the existing bus stop at northbound Harbor Boulevard at MacArthur
- 12 Boulevard.
- 13 CM-6 Consolidate driveways on the northbound side of Harbor Boulevard at Adams Avenue.
- 14 CM-7 Modify the existing traffic signal at W. Mesa Verde Drive/Adams Avenue to provide a
- 15 northbound right-turn overlap with the westbound left-turn phase.
- 16 CM-8 Maintain the existing northbound and southbound split phase at Hyland Avenue/ MacArthur
- 17 Boulevard. Re-stripe the northbound approach to provide dual left-turn lanes, one shared
- 18 left-through lane, and one right-turn lane.
- 19 CM-9 Add a fourth through lane in the northbound approach Harbor Boulevard/Gisler Avenue.<sup>3</sup>
- 20 CM-10 Add a third northbound left-turn lane at Harbor Boulevard/Adams Avenue, creating triple
- 21 200-foot northbound turn lanes with a 120-foot bay taper. Add a southbound right-turn lane
- 22 for 150 feet with a 90-foot bay taper. Convert the fourth southbound through lane into a
- 23 shared through-right lane. Add a third eastbound left-turn lane, creating triple 350-foot
- 24 eastbound left-turn lanes with a 120-foot bay taper.

/

1 CM-11 Modify the existing traffic signal at Fairview Road/Baker Avenue to provide a northbound  
2 right-turn overlap with the westbound left-turn phase.

3 **City of Fountain Valley**

4 FV-1 Implement and maintain synchronized traffic signals along Brookhurst Street between Ellis  
5 Avenue and Garfield Avenue; coordinate cross-jurisdictional traffic synchronization with the  
6 City of Huntington Beach.

7 FV-2 Under the lead of the County of Orange or the Orange County Transportation Authority and  
8 in coordination with the cities of Costa Mesa and Santa Ana, widen the Talbert  
9 Avenue/MacArthur Boulevard Bridge over the Santa Ana River from four to six lanes.

10 FV-3 Remove on-street parking on northbound Brookhurst Street between Ellis Avenue and  
11 Garfield Avenue.

12 FV-4 Modify the existing traffic signal at Ward Street/Talbert Avenue to provide a northbound  
13 right-turn overlap with the westbound left-turn phase.

14 FV-5 Under the lead of Caltrans or the Orange County Transportation Authority, reconstruct the  
15 westbound right-turn lane at I-405 Southbound Ramp/Ellis Avenue as a channelized free  
16 right-turn lane onto the I-405 southbound on-ramp. Eliminate the eastbound left-turn  
17 movements by constructing a dedicated eastbound through lane that becomes a slip on-  
18 ramp to southbound I-405.<sup>4</sup>

19 FV-6 Reconstruct the northbound right-turn lane on Newhope Street as a channelized free right-  
20 turn lane from to eastbound Talbert Avenue (or a City-defined alternative which would  
21 achieve LOS D or better in the year 2030).

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25 <sup>3</sup> Improvements to this intersection are already planned and funded.

26 <sup>4</sup> These improvements will be most effective with associated ramp and mainline improvements as part of a separate effort to improve traffic flow along I-405.

1 **City of Huntington Beach**

2 HB-1 Implement and maintain synchronized traffic signals along Brookhurst Street between  
3 Garfield Avenue and Adams Avenue; coordinate cross-jurisdictional traffic synchronization  
4 with the City of Fountain Valley.

5 HB-2 Implement and maintain synchronized traffic signals along Adams Avenue between  
6 Brookhurst Street and the Santa Ana River; coordinate cross-jurisdictional traffic  
7 synchronization with the City of Costa Mesa.

8 HB-3 Remove on-street parking on northbound Brookhurst Street between Garfield Avenue and  
9 Adams Avenue.

10 HB-4 Install a bus turnout at the existing bus stop at northbound Brookhurst Street at Adams  
11 Avenue.

12 HB-5 Install a bus turnout at the existing bus stop at southbound Brookhurst Street at Adams  
13 Avenue.

14 HB-6 Consolidate driveways on the northbound and southbound sides of Brookhurst Street at  
15 Adams Avenue.

16 HB-7 Add a fourth through lane in the north, south, east, and westbound approaches at  
17 Brookhurst Street/Adams Avenue. Add dedicated right-turn lanes in the north and  
18 southbound approaches.

19 HB-8 Add a second southbound left-turn lane at Bushard Street/Adams Avenue, creating dual  
20 200-foot southbound left-turn lanes with a 120-bay taper.



## APPENDIX 2 – 2020 AMENDMENT TO THE 2006 MOU

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**AMENDMENT NO. 1 TO  
MEMORANDUM OF UNDERSTANDING C-6-0834  
AMONG  
CITIES OF COSTA MESA, FOUNTAIN VALLEY AND HUNTINGTON BEACH  
AND  
ORANGE COUNTY TRANSPORTATION AUTHORITY  
REGARDING  
AGENCY RESPONSIBILITIES FOR IMPLEMENTING THE CONSENSUS RECOMMENDATION  
FOR THE  
GARFIELD-GISLER BRIDGE CROSSING OVER THE SANTA ANA RIVER**

**THIS AMENDMENT NO. 1** to the Memorandum of Understanding (MOU) is effective this 22nd day of April 2020 (Effective Date), entered into among the Orange County Transportation Authority ("OCTA"), and the cities of Fountain Valley, Costa Mesa and Huntington Beach, ("Cities").

**WITNESSETH:**

**WHEREAS**, by MOU C-6-0834 executed on December 12, 2006, OCTA and Cities entered into a contract describing the specific duties and responsibilities of each party with respect to supporting the actions consistent with the Garfield-Gisler ad-hoc Policy Advisory Committee's consensus recommendation on June 15, 2006, and each of the parties to the MOU agreed to support the designation of the Garfield-Gisler Bridge as a "Right-of-Way Reserve" corridor on the Orange County Master Plan of Arterial Highways (MPAH) and, within their respective General Plans/Long Range Plans, implement the Smart Street and Bridge Widening Strategy A (Strategy A) improvements within their jurisdictions and ensure that buildout of the Garfield-Gisler Bridge is not assumed for land use planning or traffic analysis purposes; and

**WHEREAS**, OCTA and Cities agree to extend the deadline for completion of the Strategy A improvements and to clarify Subsection 4.1.1 relating to OCTA's responsibilities for monitoring and

1 reporting city compliance;

2 **NOW, THEREFORE**, it is mutually understood and agreed by OCTA and Cities that  
3 MOU C-6-0834 is hereby amended in the following particulars only:

4 1. Amend Subsection 2.2.1, Cities' Responsibilities for Strategy A Improvements, page 4 of  
5 11, Item c, Subitem 3, to delete in its entirety and replace with the following:

6 "3. Cities agree that all Strategy A Improvements shall be completed by 2025 consistent with  
7 the approach and goals identified in Attachment A of the MOU. If the cities of Costa Mesa and Huntington  
8 Beach do not complete their portions of Strategy A improvements by end of calendar year 2025, then the  
9 Garfield-Gisler Bridge will automatically be re-instated on the MPAH as a planned facility. If the City of  
10 Fountain Valley has not completed the Strategy A improvements in their city, the Garfield-Gisler Bridge will  
11 remain designated "Right of Way Reserve" corridor until all improvements are completed."

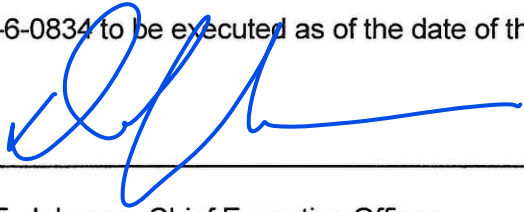
12 2. Amend Subsection, 4.1.1, OCTA Responsibilities for Monitoring & Reporting City  
13 Compliance, Item b, line 1, page 6 of 11, to delete "Upon completion of all the Strategy A improvements"  
14 and in lieu thereof replace with "By the end of calendar year 2026".

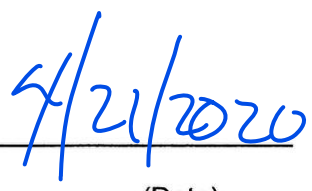
15 The balance of MOU C-6-0834 remains unchanged.

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2 **IN WITNESS WHEREOF**, the parties hereto have caused this Amendment No. 1 to  
3 MOU C-6-0834 to be executed as of the date of the last signature below.

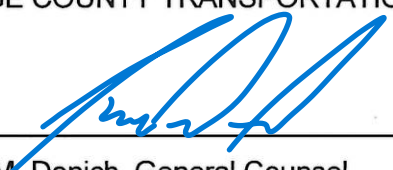
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6 Darrell E. Johnson, Chief Executive Officer

(Date)

7 ORANGE COUNTY TRANSPORTATION AUTHORITY

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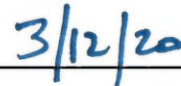
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10 James M. Donich, General Counsel

(Date)

11 ORANGE COUNTY TRANSPORTATION AUTHORITY

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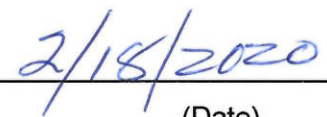
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14 Katrina Foley, Mayor

(Date)

15 CITY OF COSTA MESA

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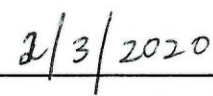
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18 Cheryl Brothers, Mayor

(Date)

19 CITY OF FOUNTAIN VALLEY

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21 

22 Lyn Semeta, Mayor

(Date)

23 CITY OF HUNTINGTON BEACH

24 Approved as to form:

25 

26 Kimberly Hall Barlow  
Attorney for Costa Mesa

Colin Burns  
Attorney for Fountain Valley



Michael Gates  
Attorney for Huntington Beach

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**APPROVAL RECOMMENDED:**

By:   
Kia Mortazavi  
Executive Director, Planning

Dated: 4/20/20