

# Carlsbad TOMORROW

Growth Management Citizens Committee



**DRAFT REPORT  
MARCH 2023**

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# Introduction

Ideally situated in north San Diego County, Carlsbad residents enjoy a great climate, beautiful beaches and lagoons and abundant natural open spaces. A thriving and diverse business community, well-planned neighborhoods and infrastructure that has kept pace with development all speak to the city's high standards and excellent quality of life. The city's Growth Management Program has played an important role in providing services and regulating growth, which have helped preserve this quality of life.

The first step of a multi-year process to create a new approach to managing growth included the creation of the Carlsbad Tomorrow Growth Management Citizens Committee. The committee met from March 2022 – April 2023 to review and identify key elements of a new plan to manage growth in a way that maintains excellent quality of life and ensures compliance with state laws. **The purpose of this report is to communicate the committee's recommendations for City Council's consideration.**

## History

In the 1980s, concerns about the pace of development took center stage, with debates over how and how much the city should grow. At that time, based on land use plans in place, Carlsbad would reach about 250,000 in population once all the major residential development was complete. To address concerns, the city worked with the community to craft an approach to managing growth, including housing caps, standards for public facilities and fees to ensure new growth paid its own way.

The ensuing years have validated this community-driven and developer-funded approach. Carlsbad's infrastructure has remained a top priority, with an expansive road network and a vast array of pipes and other infrastructure that have been well-planned and regularly maintained.

The city features over two dozen public parks, three public pools, nearly 70 miles of city trails, and three well-utilized libraries that foster life-long learning and community connection. Long a top concern, open space in Carlsbad has been preserved, even as the city approaches the upper limit of homes envisioned under the Growth Management Program.

Now, 37 years later, the large developable areas in Carlsbad are mostly built, and the city's focus is shifting toward infill development and long-term maintenance needs. At the same time, new state laws to promote more affordable housing mean Carlsbad may no longer enforce the housing caps that had long been a key pillar of its growth management program. So instead of closing the book on new growth, Carlsbad finds itself entering a new chapter.

Moving forward, the hurdles of maintaining an excellent quality of life in Carlsbad will be different, but the goal remains the same. The city and the community will work together to retain those things that make Carlsbad so special, even as the city continues to welcome new residents in the future.

## Growth Management Program

In 1984, Carlsbad's population increased by 9%, the largest increase for any city in San Diego County and the 10<sup>th</sup> largest in the state. At that time, the city was averaging about 2,000 new home building permits a year. As community concerns about growth increased, the City Council convened a citizens committee to help update its General Plan, which led to recommendations on how growth should be managed moving forward.

In 1985, the City Council issued a six-month moratorium on new development to allow time to create a comprehensive approach to managing growth. What later became known as the Growth Manager Program consists of four main parts:

- A growth management ordinance
- A citywide facilities improvements plan
- 11 facilities performance standards
- A ballot measure approved by voters

## **Growth Management Ordinance**

In June 1986, the City Council approved an ordinance establishing a growth management program for the City of Carlsbad, with the following goals:

- Provide quality housing opportunities for all economic sectors of the community
- Provide a balanced community with adequate commercial, industrial, recreational and open space areas to support the residential areas of the city
- Ensure that public facilities and improvements meeting city standards are available concurrent with the need created by new development
- Balance the housing needs of the region against the public service needs of Carlsbad residents and available fiscal and environmental resources
- Encourage infill development in urbanized areas before allowing extensions of public facilities and improvements to areas which have yet to be urbanized
- Ensure that all development is consistent with the Carlsbad general plan
- Prevent growth unless adequate public facilities and improvements are provided in a phased and logical fashion as required by the general plan
- Control of the timing and location of development by tying the pace of development to the provision of public facilities and improvements at the time

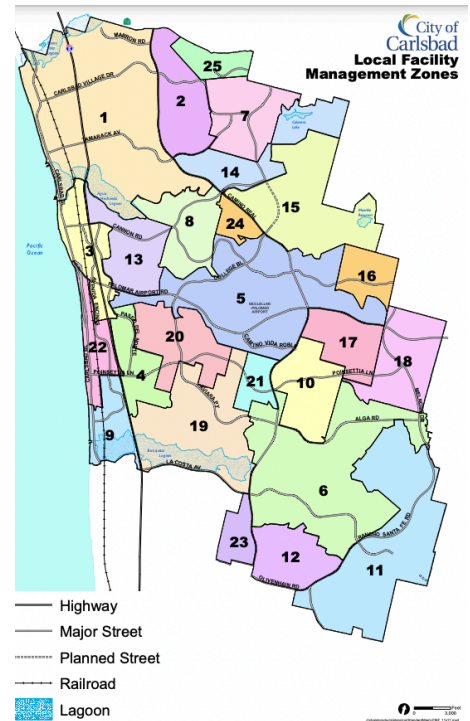
## **Citywide Facilities and Improvements Plan**

The growth management ordinance also called for a citywide facilities and improvements plan, dubbed the “What, When and How” plan by the city’s planning director at the time. The plan spelled out what would be needed to maintain these standards as the city grew, when the improvements would be needed and how they would be paid for.

## Local Facilities Improvements Plans

Because different parts of Carlsbad would have different needs, the growth management ordinance also required the city to establish local zones based on the following criteria:

- Service areas or drainage basins
- Extent to which facilities or improvements are in place or available
- Ownership of property
- Boundaries of existing zoning master plans
- Boundaries of pending zoning master plans
- Boundaries of potential future zoning masterplan areas
- Boundaries of approved tentative maps
- Public facilities relationships, the relationship to the city's planned major road network
- Special district service territories
- Approved fire, drainage, sewer, or other facilities or improvement master plans



The city created 25 Local Facilities Management Zones. Each zone was required to have its own Local Facilities Management Plan prior to any new development, describing how required public facilities would be provided, when they would be needed and how they would be funded.

## Standards

The growth management ordinance also required that the city develop minimum standards the following facilities would need to meet to maintain Carlsbad's quality of life for all economic sectors of the Carlsbad community:



### City administrative facilities

1,500 square feet per 1,000 population must be scheduled for construction within a five-year period or prior to construction of 6,250 dwelling units, beginning at the time the need is first identified.



### Libraries

800 square feet per 1,000 population must be scheduled for construction within a five-year period or prior to construction of 6,250 dwelling units, beginning at the time the need is first identified.





### **Parks**

Three acres of community park or special use area per 1,000 population within the park district must be scheduled for construction within a five-year period beginning from the time the need is first identified.



### **Open space**

Fifteen percent of the total land area in the zone exclusive of environmentally constrained non-developable land must be set aside for permanent open space and must be available concurrent with development.



### **Circulation (mobility)**

Implement a comprehensive livable streets network that serves all users of the system – vehicles, pedestrians, bicycles and public transit. Maintain a Level of Service D or better for all modes that are subject to the Multi-Modal Level of Service standard, as identified in Table 3-1 of the General Plan Mobility Element, excluding Level of Service exempt intersections and streets approved by the City Council.



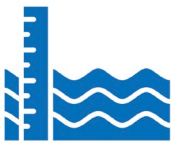
### **Fire response**

No more than 1,500 dwelling units outside of a five-minute response time.



### **Schools**

School capacity to meet projected enrollment within the zone as determined by the appropriate school district must be provided prior to projected occupancy.



### **Drainage**

Drainage facilities must be provided as required by the city concurrent with development.



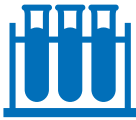
### **Water distribution system**

Line capacity to meet demand as determined by the appropriate water district must be provided concurrent with development. A minimum 10-day average storage capacity must be provided prior to any development.



### Sewer collection system

Trunk line capacity to meet demand as determined by the appropriate sewer district must be provided concurrent with development.



### Wastewater treatment capacity

Sewer plant capacity is adequate for at least a five-year period.

## Ballot measures

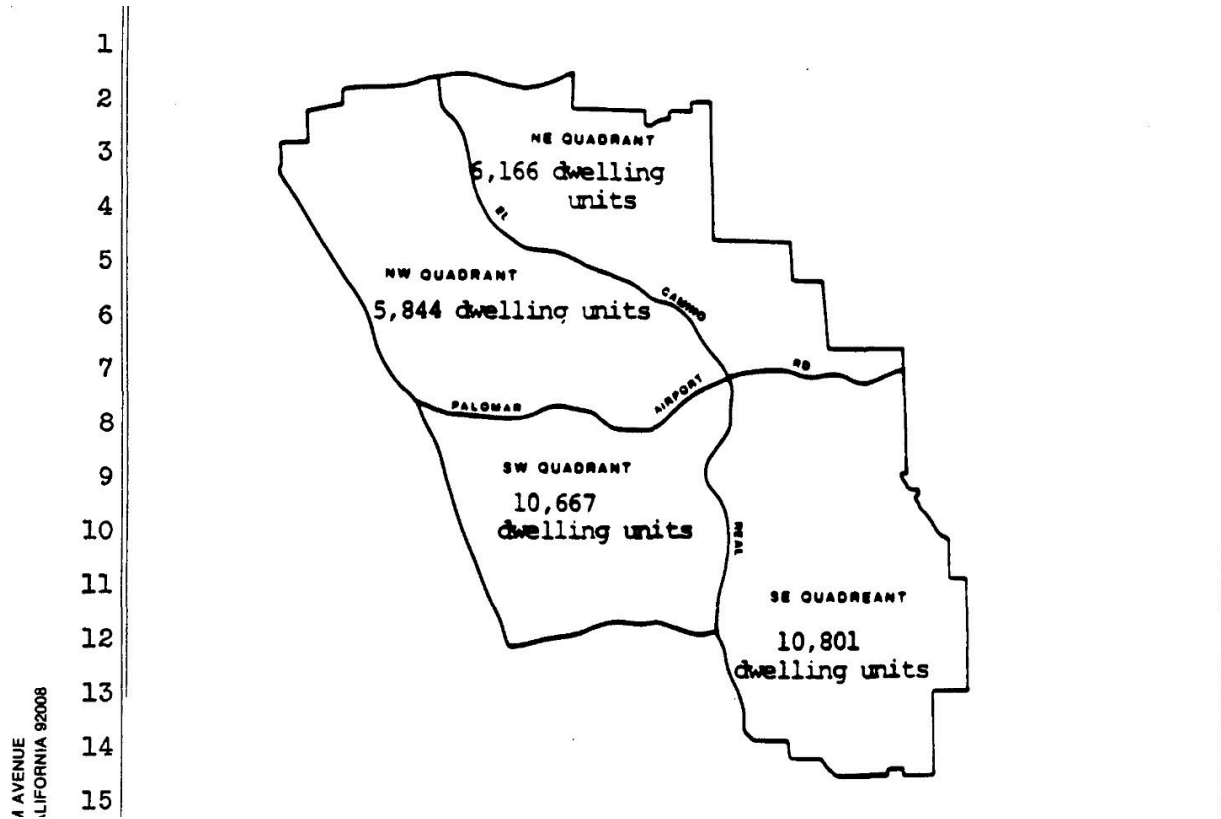
After the City Council adopted the growth management ordinance, a group of residents put an initiative on the November 1986 ballot that proposed to strictly limit new home development for 10 years. This was characterized at the time as the “no growth” approach, compared to the city’s “managed growth” strategy. The City of Carlsbad put forth a competing ballot measure that included three main parts:

- Affirming the basic principal of the growth management ordinance it had passed earlier in the year – that new home development will not be approved unless the public facilities required to serve new residents are provided concurrently with the need.
- Prohibiting the approval of new residential development in excess of the limit established in the growth management ordinance without a public vote.
- Allowing the city to add public facilities, but not reduce them without a corresponding reduction in the total number of homes allowed.

Both measures passed, but the city’s measure got more votes, so it prevailed.

<b>PROP E - CITY CARLSBAD - GROWTH MANAGEMENT (COUNCIL)</b>			
YES	9652	57.97	
NO	6997	42.03	
<b>PROP G - CITY CARLSBAD - BUILDING LIMITATION INITIATIVE</b>			
YES	8593	51.57	
NO	8070	48.43	

In early 1987, the City Council formally added the following housing caps to the growth management ordinance. Housing caps were assigned by dividing the city into fourths and considering how many homes had already been built in each, so, in the end, housing would be spread throughout the city.



## Putting it all together

With development standards in place, detailed public facility improvement plans completed and funding sources identified, Carlsbad’s growth resumed. If public facilities in any one of the 25 local facility management zones fell short, development could be halted until the public facilities were in place. Developers paid fees to cover the facilities and services needed by the new residents their homes would bring. Staff monitors the status of the facility standards and provides annual reports to the City Council and the public.

The city’s award-winning growth management program has been recognized statewide as a unique and successful model for managing growth. Residents have given the city’s quality of life high ratings year after year in city surveys, and Carlsbad has remained a very desirable place to live and do business.

The city has remained financially healthy while gaining high quality residential communities and the roads, libraries and other infrastructure needed to support them.

## Planning for the future

Carlsbad is now transitioning into a time when most of the major planned residential development is complete. Housing laws have changed. Carlsbad's infrastructure is aging and need to be maintained. The city has become a major employment center, and community priorities have evolved.

For all these reasons, the growth management strategies that worked well to make Carlsbad the special place it is today must also change and evolve.

## Changes in laws, regulations and policies

The state of California has declared a housing crisis in the state and passed several new laws designed to make it easier to build housing, largely by reducing local cities' control over the approval process.

In 2017 the California Legislature passed SB 166, known as the No Net Loss Law, which requires local jurisdictions to ensure that their Housing Element inventories can accommodate, at all times throughout the planning period, their remaining unmet share of the regional housing need.

In 2019, the legislature passed SB 330, the Housing Crisis Act of 2019, which prohibits local jurisdictions from imposing moratoriums or new restrictions on housing development. This extends to using residential housing caps or other limits to regulate the number of housing units built within a jurisdiction.

In light of these new laws, the California Department of Housing and Community Development has taken the following positions on what that means for Carlsbad:

- Failure to meet the Growth Management Program performance standards cannot be used as a basis for implementing a moratorium that precludes meeting Carlsbad's share of the regional housing need.
- The Growth Management Program caps on housing cannot prevent the city from achieving consistency with the Housing Element inventory and SB 166.

In 2020 and 2021, the Carlsbad City Council adopted resolutions finding that housing caps and moratoriums on new housing are unenforceable due to the new state laws.

## City of Carlsbad plans and policies

In addition to the Growth Management Program, there are a number of other plans and policies that help guide growth and land-use planning within the city, while keeping in mind the values and priorities of the Carlsbad community.

### Carlsbad Community Vision

Carlsbad is guided by nine core values that make up the community's vision for the future. These values were adopted by the City Council in 2010, following a collaborative process with the community and have been reaffirmed over the years through regular check-ins and ongoing community engagement.



#### Small town feel, beach community character and connectedness

Enhance Carlsbad's defining attributes—its small town feel and beach community character. Build on the city's culture of civic engagement, volunteerism and philanthropy.



#### Open space and the natural environment

Prioritize protection and enhancement of open space and the natural environment. Support and protect Carlsbad's unique open space and agricultural heritage.



#### Access to recreation and active, healthy lifestyles

Promote active lifestyles and community health by furthering access to trails, parks, beaches and other recreation opportunities.



#### The local economy, business diversity and tourism

Strengthen the city's strong and diverse economy and its position as an employment hub in north San Diego County. Promote business diversity, increased specialty retail and dining opportunities, and Carlsbad's tourism.



#### Walking, biking, public transportation and connectivity

Increase travel options through enhanced walking, bicycling and public transportation systems. Enhance mobility through increased connectivity and intelligent transportation management.



#### Sustainability

Build on the city's sustainability initiatives to emerge as a leader in green development and sustainability. Pursue public/private partnerships, particularly on sustainable water, energy, recycling and foods.



#### History, the arts and cultural resources

Emphasize the arts by promoting a multitude of events and productions year-round, cutting-edge venues to host world-class performances, and celebrate Carlsbad's cultural heritage in dedicated facilities and programs.



#### High quality education and community services

Support quality, comprehensive education and life-long learning opportunities, provide housing and community services for a changing population, and maintain a high standard for citywide public safety.



#### Neighborhood revitalization, community design and livability

Revitalize neighborhoods and enhance citywide community design and livability. Promote a greater mix of uses citywide, more activities along the coastline and link density to public transportation. Revitalize the downtown Village as a community focal point and a unique and memorable center for visitors, and rejuvenate the historic Barrio neighborhood.

## General Plan

The nine core values of the Community Vision now guide city decision making, including the [General Plan](#), approved in 2015.

City decision-makers rely on the General Plan for making decisions about land use and providing public facilities like roads, parks and fire stations. It is also a policy document that guides decisions related to protecting, enhancing, and providing those things the community values most, such as open space, habitat conservation, beach preservation, arts and community character. State law requires all cities and counties to have a General Plan.

The General Plan includes a housing plan, called a [Housing Element](#), designed to provide the city with a coordinated and comprehensive strategy for promoting the production of safe, decent and affordable housing within the community. State law requires housing elements to be updated every eight years to reflect a community's changing housing needs and to align with new state laws.

In July 2021, the state approved Carlsbad's new Housing Element, which details how Carlsbad will accommodate projected housing needs through 2029. Carlsbad must also designate space for about 3,900 new housing units, of which about 2,100 units need to be affordable for people with very low to moderate incomes. Although Carlsbad can accommodate some of the housing units on property already designated for homes, the city needs to rezone additional sites to accommodate about 2,700 higher density housing units by April 2024 to meet state requirements.

# Carlsbad Tomorrow: Growth Management Citizens Committee

## Committee members

The first step of a multi-year process to create a new approach to managing growth included the creation of the Carlsbad Tomorrow Growth Management Citizens Committee. The committee met from March 2022 – April 2023 to review and identify key elements of a new plan to manage growth that maintains excellent quality of life and ensures compliance with state laws.

Member	Alternate
Jeff Segall, At Large	Ron Withall, At Large
Scott White, At Large	Patrick Goyarts, At Large
Eric Larson, District 1**	Jan Neff-Sinclair, District 1
Stephen “Hap” L’Heureux, District 1	Casey Carstairs, District 1
Mike Howes, District 2**	Don Christiansen, District 2
Mary Ryan, District 2	Terence Green, District 2
Frank Caraglio, District 3	Thierry Ibri, District 3
Frances Schnall, District 3	Matthew Reese, District 3
Harry Peacock, District 4	Erin Nell, District 4
Annika Jimenez, District 4	Angela O’Hara, District 4
Gita Nassiri, Arts Commission	Nora Jimenez George, Arts Commission
Fred Briggs, Beach Preservation Commission	Lisa Stark, Beach Preservation Commission
Chad Majer, Historic Preservation Commission	Jamie Jacobs, Historic Preservation Commission
John Nguyen-Cleary, Housing Commission	Allen Manzano, Housing Commission
William Sheffler, Library Board of Trustees	Art Larson, Library Board of Trustees
Amy Allemann, Parks & Recreation Commission	Marissa Steketee, Parks & Recreation Commission
Joseph Stine, Planning Commission	Kevin Sabellico, Planning Commission
Patricia Mehan*, Senior Commission	Senior Commission representative - vacant
Steve Linke, Traffic & Mobility Commission	William Fowler, Traffic & Mobility Commission

\*\*\*Chair

\*\*Vice Chair

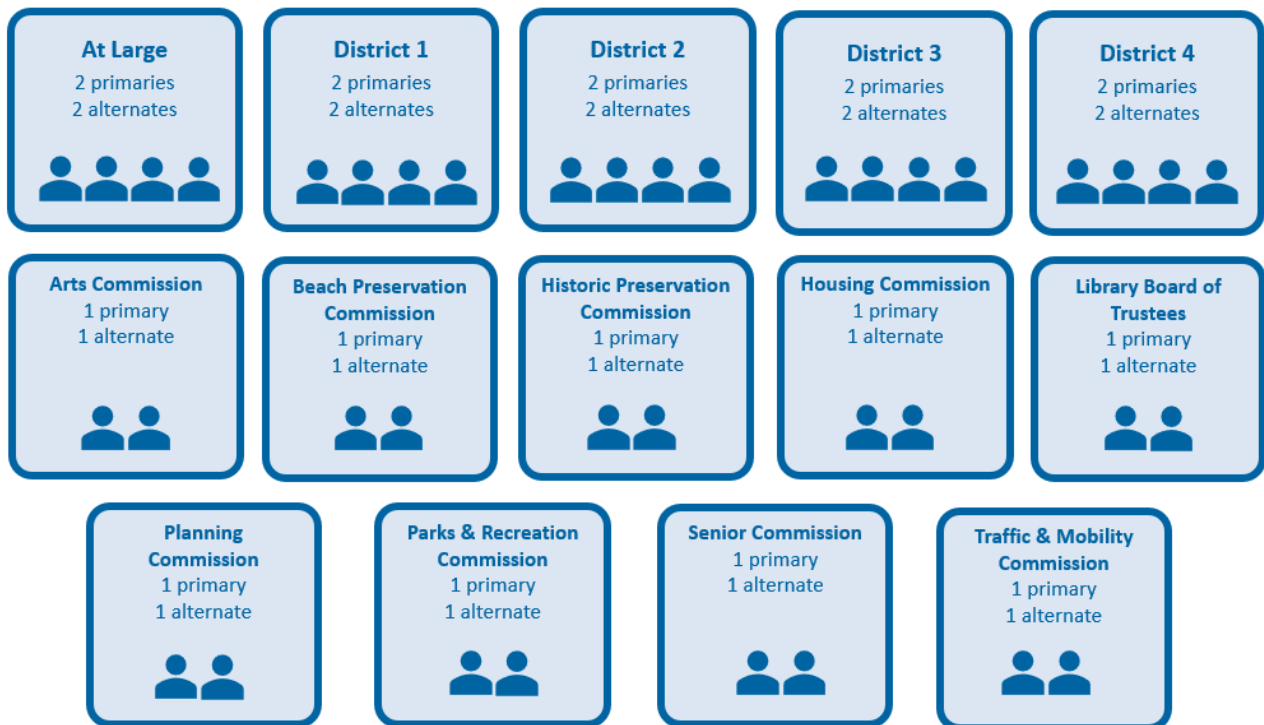
\* Member through November 2022

## How the committee was formed

In March 2022, the City Council appointed 38 residents (19 primary members and 19 alternates) to serve on the committee.

Fifty-seven people applied to serve on the committee. Members were chosen by the City Council to get a cross section of community perspectives, including residents from each of the Carlsbad's four City Council districts, as well as members of appointed commissions.

- The Mayor nominated four community members (two primary members and two alternates) to represent the city at large.
- Each City Council member nominated four community members (two primary members and two alternates) to represent their council district.
- Each of the city's advisory commissions nominated two of their members (one primary and one alternate).



From the appointed primary committee members, the Mayor designated Eric Larson (District 1) as the Chair and Mike Howes (District 2) as the Vice Chair.

The Senior Commission members originally selected resigned midway through the committee's process. The committee decided not to replace the Senior Commission members since only a few meetings remained and the committee was so far along in the process.



## Committee charter

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### Committee mission

*The mission of the Carlsbad Tomorrow Growth Management Citizens Committee is to promote balanced consideration of a range of perspectives on issues affecting the future growth and quality of life in Carlsbad and to identify the key elements of a new plan to manage growth in Carlsbad in a way that maintains an excellent quality of life while also complying with state law.*

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To achieve the committee's mission, the City Council asked members to:

- Become familiar with the issues that affect future growth and quality of life in Carlsbad
- Attend periodic meetings over a period of time (approximately 1 year)
- Listen to and respect diversity in perspectives, facts and opinions
- Provide constructive feedback to city staff and consultants on process and draft work products
- In decision-making, balance individual and group stakeholder goals with the larger public interest and legal requirements
- Work collaboratively with other committee members in reaching decisions and making recommendations to the City Council
- Encourage community participation at committee meetings

The committee's [charter](#) (Appendix 1) laid out information including how often the committee would meet, what constituted a quorum (ten members), the role of the Chair and Vice Chair, how to follow open-meeting requirements, how the committee would handle information sharing and more.

The committee was tasked with focusing on input, review and "buy-in" to carry out its mission, rather than deliberating on precise details.

### Process

Over the course of 15 meetings, the committee discussed each of the existing Growth Management Program's 11 performance standards, along with other topics the group felt were important to maintaining Carlsbad's quality of life, and decided on recommendations for future standards to reflect the community's current needs and priorities. All meetings were held in public, with an opportunity for input from the community.

A trained facilitator helped manage the committee meetings to encourage a collaborative process, ensure the mission was achieved, and committee-developed ground rules were enforced. The facilitator worked hand-in-hand with the committee chair and city staff.

From the outset, the committee agreed to abide by the following discussion process:

- The committee would establish ground rules about how members should conduct themselves during meetings.
- The preferred decision-making process is collaborative problem solving.
- Consensus of the committee takes precedence over individual preferences.
- When there isn't a consensus, the Chair may call for majority vote of the committee; however, alternative perspectives will be documented.
- City staff is present at all meetings to assist the Chair and committee as needed.

### **Ground rules**

The committee established the following ground rules for how members should conduct themselves during meetings:

- Encourage diversity of ideas; every idea is a good idea during brainstorming.
- Avoid applying personal biases based on geography, organization affiliation, etc. – think about the city as a whole.
- Establish and follow general time limits for discussion items.
- Always be respectful.
- Be prepared by reading materials and thinking about topics ahead of meetings.
- Encourage all to speak – both primary and alternate members.
- Actively search for ways to identify gaps in data and make requests based on those gaps.

### **Meeting participation**

The committee met once a month, except for two meetings held in January 2023. Full participation of committee members was essential to the effectiveness of the committee, and members were expected to attend all committee meetings. During meeting discussions and dialogue, primary committee members were given the first opportunity to comment and ask questions. Following that exchange, alternates were then invited to also provide comments and ask questions as time allowed for the agenda item.

If a primary committee member was unable to attend a meeting, they were expected to notify city staff as soon as possible, and the designated alternate would participate in his or her place during that meeting.

The alternate was encouraged to actively participate in the meeting as a primary member provided they were adequately briefed as to the status of prior discussions and decisions.

### Open meeting requirements

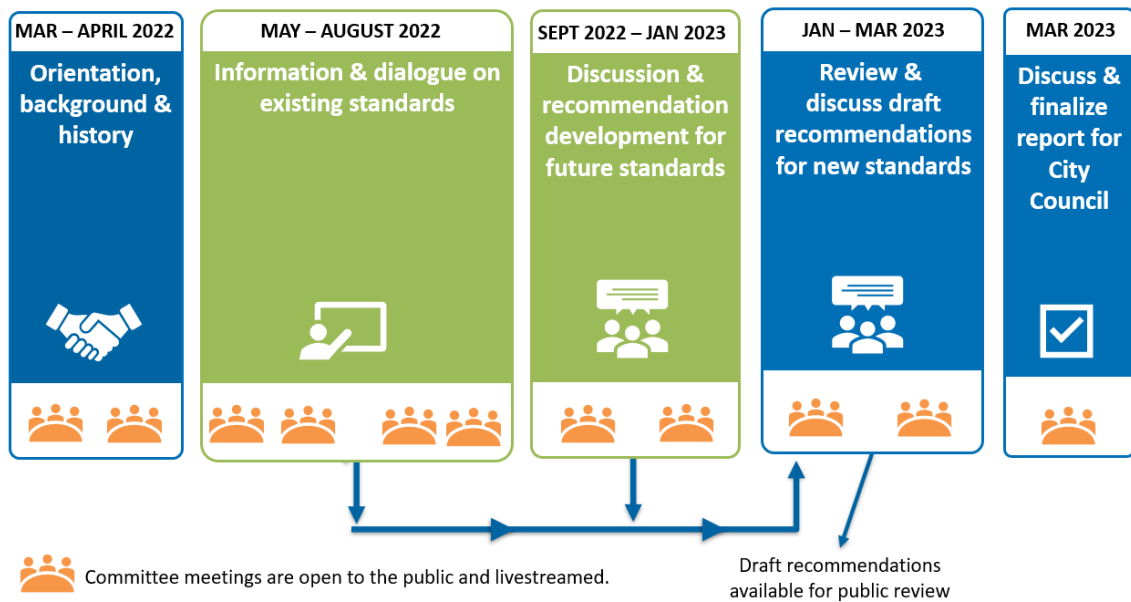
All committee meetings and committee members were subject to the open meeting requirements of the Ralph M. Brown Act (Brown Act). The Brown Act imposes public notice and access requirements on committee meetings, and places certain limitations on when and how committee members may communicate with one another. New committee members were given a briefing by the City Attorney's office about the basic requirements of the Brown Act.

### Work product

The committee's work concluded with this committee-supported report recommending to the City Council what key elements should be included in a new plan to comply with state law and maintain the city's excellent quality of life.

The City Council will consider the committee's recommendations and direct the next steps to create a new growth management plan.

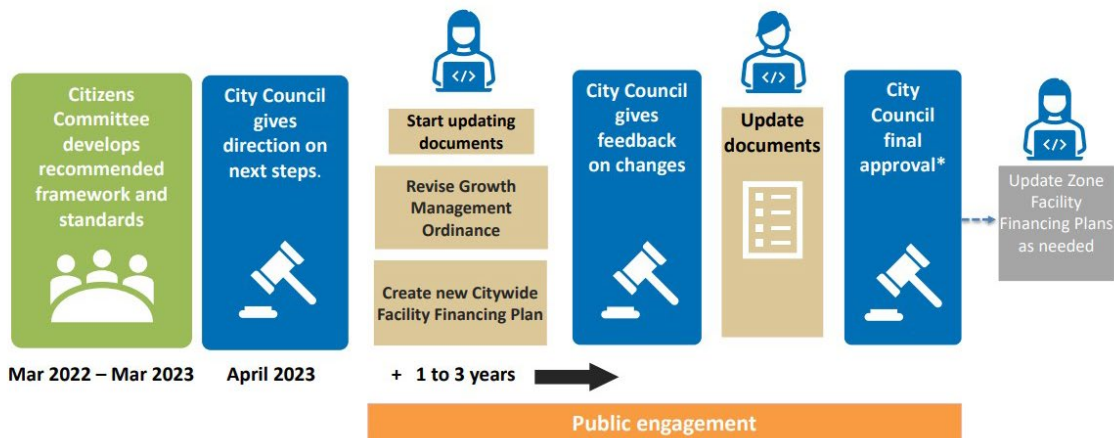
## COMMITTEE PROCESS



The Carlsbad Tomorrow Growth Management Citizens Committee is the first stage of a multi-year process to create a new approach to managing growth in Carlsbad. After the City Council receives the committee’s report and provides direction on next steps, the next phase of the process will begin, with more opportunities for public engagement.

## STEPS IN THE PROCESS






### Growth Management Program Update



\* Ballot Initiative may or may not be included

The committee met 15 times over approximately one year. Below is an overview of the committee’s work plan and actions taken by the committee at each meeting.

	<p><b>March 30, 2022 Committee Meeting</b></p> <ul style="list-style-type: none"> <li>▶ Committee receives briefing on Brown Act and public records laws.</li> <li>▶ Committee establishes ground rules.</li> <li>▶ Committee receives presentation about the city Growth Management Program history and background.</li> </ul>
	<p><b>April 28, 2022 Committee Meeting</b></p> <ul style="list-style-type: none"> <li>▶ Committee receives and discusses the following presentations: <ul style="list-style-type: none"> <li>• Public facility performance standards</li> <li>• How other cities manage growth</li> <li>• How the community can provide input into the committee’s work</li> </ul> </li> <li>▶ Committee provides feedback on general topics affecting Carlsbad’s future quality of life.</li> <li>▶ Committee chooses the name Carlsbad Tomorrow.</li> </ul>

	<p><b>May 26, 2022 Committee Meeting</b></p> <ul style="list-style-type: none"> <li>▶ Committee receives and discusses the following presentations: <ul style="list-style-type: none"> <li>• City budget and financing</li> <li>• Basis for public facility demand forecasts and approaches to allocating fiscal costs of public facilities</li> <li>• Current city administration facilities performance standard</li> <li>• Existing city programs, policies and projects related to the list of topics affecting Carlsbad’s quality of life generated at the previous meeting</li> </ul> </li> <li>▶ Committee provides input on additional information needs.</li> </ul>
	<p><b>June 23, 2022 Committee Meeting</b></p> <ul style="list-style-type: none"> <li>▶ Committee receives and discusses the following presentations: <ul style="list-style-type: none"> <li>• Schools performance standard</li> <li>• Drainage facilities performance standard</li> <li>• Wastewater treatment performance standard</li> <li>• Sewer collection performance standard</li> <li>• Water distribution performance standard</li> </ul> </li> <li>▶ Committee provides input on additional information needs</li> </ul>
	<p><b>July 28, 2022 Committee Meeting</b></p> <ul style="list-style-type: none"> <li>▶ Committee receives and discusses the following presentations: <ul style="list-style-type: none"> <li>• Fire performance standard</li> <li>• Mobility performance standard</li> <li>• SANDAG demographics/growth projections for Carlsbad</li> </ul> </li> </ul>
	<p><b>Aug. 25, 2022 Committee Meeting</b></p> <ul style="list-style-type: none"> <li>▶ Committee receives and discusses the following presentations: <ul style="list-style-type: none"> <li>• Mobility performance standard (continued from July meeting)</li> <li>• Libraries performance standard</li> <li>• Population projections for Carlsbad (SANDAG versus city projections)</li> <li>• Committee meeting schedule and upcoming topics</li> </ul> </li> </ul>
	<p><b>Sept. 22, 2022 Committee Meeting</b></p> <ul style="list-style-type: none"> <li>▶ Committee receives and discusses the following presentations: <ul style="list-style-type: none"> <li>• Parks performance standard</li> <li>• Open space performance standard</li> </ul> </li> </ul>

	<p><b>Oct. 12, 2022 Committee Meeting</b></p> <ul style="list-style-type: none"> <li>▶ Committee discusses 23 potential new topics to be considered for its recommended performance standards.</li> <li>▶ Recommends removing eight topics from further committee consideration, recommends five be included only in a separate “quality of life memo” to City Council, and requests that 10 topics be brought back to the committee for additional consideration.</li> </ul>
	<p><b>Nov. 30, 2022 Committee Meeting</b></p> <ul style="list-style-type: none"> <li>▶ Committee reviews and provides input on a sample table of contents and a sample page of the Growth Management Citizens Committee Report.</li> <li>▶ Committee receives and discusses the following presentations: <ul style="list-style-type: none"> <li>• Fire performance standard</li> <li>• Police</li> <li>• Libraries performance standard</li> <li>• City administrative facilities performance standard</li> <li>• Schools performance standard</li> <li>• Arts and culture</li> </ul> </li> <li>▶ Committee recommends the following: <ul style="list-style-type: none"> <li>• Keep the libraries performance standard as is in the Growth Management Program</li> <li>• Remove the city administrative facilities performance standard</li> <li>• Remove the schools performance standard</li> </ul> </li> <li>▶ Committee directs staff to bring back ideas/language for a potential arts and culture performance standard.</li> <li>▶ Committee directs staff to collaborate on ideas/recommendations for how to approach public safety (Police and Fire together).</li> </ul>








### **Dec. 15, 2022 Committee Meeting**

- ▶ Committee receives and discusses the following presentations:
  - Walkability
  - Mobility performance standard options and multimodal transportation impact fee
  - Technology/wifi
  - Water supply
  - Water distribution performance standard
  - Recycled water
  - Sewer collection performance standard
  - Wastewater treatment performance standard
  - Drainage facilities performance standard
- ▶ Committee recommends the following:
  - Remove the 10-day storage capacity for the water distribution performance standard. Leave the remainder of the standard as is in the Growth Management Program.
  - Keep sewer collection performance standard as is in the Growth Management Program
  - Remove wastewater treatment performance standard
  - Keep drainage facilities performance standard as is in the Growth Management Program
- ▶ Directs staff to bring back revised options/language for a mobility performance standard that reflects feedback from the committee.



### **Jan. 11, 2023 Committee Meeting**

- ▶ Committee receives and discusses revised options and recommendation(s) provided by staff on the following:
  - Open space performance standard
  - Parks performance standard
- ▶ Directs staff to bring back more information on local facility zones exempted from the original open space performance standard and revised language/options for a standard based on feedback from the committee.
- ▶ Directs staff to bring back revised options/language for a parks performance standard that reflects feedback from the committee.
- ▶ Decides not to replace Senior Commission committee members as the Growth Management Committee is so far along in the process.

	<p><b>Jan. 26, 2023 Committee Meeting</b></p> <ul style="list-style-type: none"> <li>▶ Committee recommends the following: <ul style="list-style-type: none"> <li>• Remove the fire performance standard</li> <li>• Do not add a police performance standard</li> <li>• Do not add an arts and culture performance standard</li> <li>• Keep mobility performance standard as is in the Growth Management Program</li> <li>• Keep the parks performance standard as is in the Growth Management Program</li> <li>• Request City Council direct staff to evaluate the feasibility of creating and implementing a standard based upon a specific distance between public parks and housing</li> </ul> </li> </ul>
	<p><b>Feb. 17, 2023</b></p> <p>Committee receives draft standard recommendation pages and quality of life memo outline with materials for Feb. 23 committee meeting.</p>
	<p><b>Feb. 23, 2023 Committee Meeting</b></p> <ul style="list-style-type: none"> <li>▶ Committee receives and discusses the following presentations: <ul style="list-style-type: none"> <li>• Climate Action Plan</li> <li>• Renewable energy, local power and sustainability</li> <li>• Open space zones and performance standard options</li> </ul> </li> <li>▶ Committee recommends the following: <ul style="list-style-type: none"> <li>• Add language to the open space performance standard to reflect open space currently required in all zones (through city policies and regulations outside of the performance standard); otherwise keep the performance standard as is in the Growth Management Program</li> </ul> </li> <li>▶ Provides feedback to staff on quality of life memo outline.</li> <li>▶ Provides feedback to staff on draft standard recommendation pages.</li> </ul>
	<p><b>March 14, 2023</b></p> <ul style="list-style-type: none"> <li>▶ Committee receives draft final committee report and draft quality of life memo with materials for March 23 committee meeting.</li> </ul>
	<p><b>March 14 – March 23, 2023</b></p> <ul style="list-style-type: none"> <li>▶ Committee and public review draft documents (report and memo).</li> </ul>



	<p><b>March 23, 2023 Committee Meeting</b></p> <ul style="list-style-type: none"> <li>▶ Committee members share feedback on draft final committee report and draft quality of life memo.</li> <li>▶ Committee decides which changes to make to documents (by consensus and/or voting).</li> <li>▶ Committee votes to finalize document (noting changes, if any).</li> <li>▶ Committee work concludes.</li> </ul>
	<p><b>April 20, 2023 Committee Meeting</b></p> <ul style="list-style-type: none"> <li>▶ Committee members share final feedback on final documents.</li> <li>▶ Committee decides which changes to make, if any, to documents.</li> <li>▶ Committee votes to finalize document (noting changes, if any).</li> <li>▶ Committee work concludes.</li> </ul>
	<p><b>May 2023</b></p> <ul style="list-style-type: none"> <li>▶ City Council considers the committee’s recommendations and provides direction on next steps.</li> </ul>

# Performance standard recommendations

The Carlsbad Tomorrow committee was charged with identifying key elements of a new plan to manage growth in Carlsbad in a way that maintains an excellent quality of life while also complying with state law.

Over the course of 15 meetings, the committee received in depth presentations about each of the existing Growth Management Program’s 11 performance standards, along with other topics the group felt were important to maintaining Carlsbad’s quality of life. Performance standards refer to the level of service that needs to be maintained to ensure Carlsbad’s excellent quality of life.

The committee then discussed each of these topics, focusing on whether they were still critical to maintaining Carlsbad’s quality of life and, if so, what the standard should be moving forward based on the community’s current needs and priorities. The committee also considered whether the topic was best addressed as a performance standard or if they were adequately addressed in other existing city policies and plans.

These committee discussions and public input provided are summarized in the meeting minutes, which are included in the appendices.

## Other quality of life considerations

The committee identified several issues, services and policies important to Carlsbad’s future quality of life, but should not be performance standards. These recommendations are detailed in a separate memo dated XXXX presented to City Council for their consideration.

## Performance standards

For each of the city’s 11 performance standards, the committee determined whether the standard should be kept as is, modified or removed from the Growth Management Program. The table below provides an overview of the action the committee recommended for each standard. The following pages detail the seven performance standards the committee recommended be kept as is or modified and the four performance standards the committee recommended be removed from the Growth Management Program.

### Legend



Keep as is



Modify



Remove

## Recommendation



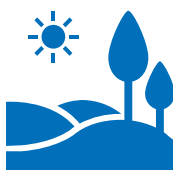
### Libraries

800 square feet per 1,000 population must be scheduled for construction within a five-year period or prior to construction of 6,250 dwelling units, beginning at the time the need is first identified. (See page 29).



### Parks

Three acres of community park or special use area per 1,000 population within the park district must be scheduled for construction within a five-year period beginning from the time the need is first identified. (See page 30).



### Open space (modified language)

In all Local Facility Management Zones, open space shall be provided consistent with city policies and regulations, including for protection of natural resources, provision of outdoor recreation, production of resources, and for aesthetic, cultural and educational purposes.



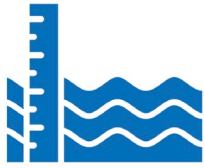
In Local Facilities Management Zones 11 - 15 and 17 - 25, fifteen percent of the total land area in the zone exclusive of environmentally constrained non-developable land must be set aside for permanent open space and must be available concurrent with development. (See page 32).



### Circulation (mobility)

Implement a comprehensive livable streets network that serves all users of the system – vehicles, pedestrians, bicycles and public transit. Maintain a Level of Service D or better for all modes that are subject to the Multi-Modal Level of Service standard, as identified in Table 3-1 of the General Plan Mobility Element, excluding Level of Service exempt intersections and streets approved by the City Council. (See page 34).





**Drainage**

Drainage facilities must be provided as required by the city concurrent with development. (See page 35).

**Recommendation**



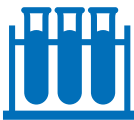
**Water distribution system (modified language)**

Concurrent with development, coordinate with the appropriate water district to ensure water pipelines have capacity to meet increased demand. (See page 36).



**Sewer collection system**

Trunk line capacity to meet demand as determined by the appropriate sewer district must be provided concurrent with development. (See page 37).



**Wastewater treatment capacity**

Sewer plant capacity is adequate for at least a five-year period. (See page 38).



**City administrative facilities**

1,500 square feet per 1,000 population must be scheduled for construction within a five-year period or prior to construction of 6,250 dwelling units, beginning at the time the need is first identified. (See page 36).



**Fire response**

No more than 1,500 dwelling units outside of a five-minute response time. (See page 37).



**Schools**

School capacity to meet projected enrollment within the zone as determined by the appropriate school district must be provided prior to projected occupancy. (See page 37).





# LIBRARY FACILITIES STANDARD



## Existing standard

- ▶ 800 sq. ft. of library facilities per 1,000 population must be scheduled for construction within a five-year period or prior to construction of 6,250 dwelling units, beginning at the time the need is first identified.

## Rationale

- ▶ The City of Carlsbad’s library system is well-utilized by the community and will continue to contribute greatly to quality of life as the city manages future growth.
- ▶ Technological advances have not minimized the need for physical library space. Instead, modern libraries are focused on more flexible spaces that can adapt readily to changing community priorities and needs.
- ▶ The library industry has moved away from formulaic calculations per capita to determine space needs, but as not replaced it with a new standard. As such, the committee recommends that the library standard remain as was written in the original Growth Management Program.

## Status

- ▶ Based on the 2020-2021 Growth Management Monitoring Report, Carlsbad libraries have the resources needed to provide an excellent level of service.
- ▶ Based on the June 30, 2021 population estimate of 116,025, the growth management standard requires 92,820 sq. ft. of public library space. The city’s current 99,993 sq. ft. of library facilities adequately meets the growth management standard.

Facility	Square Feet
Dove Library	64,000
Cole Library	24,600
Learning Center	11,393
<b>Total</b>	<b>99,993</b>



## PARKS STANDARD



### Existing standard

- ▶ 3.0 acres of community park or special use area per 1,000 population within the park district must be scheduled for construction within a five-year period beginning at the time the need is first identified.

### Additional recommendation

- ▶ The committee is requesting that the City Council direct staff to evaluate the feasibility of creating and implementing a distance based standard to any publicly accessible park.

### Rationale

- ▶ Access to parks contributes to public health, social connectivity and overall quality of life while managing growth.
- ▶ The city's parks standard has evolved from the early 1980s, but has always been based on a ratio of park land to population, with a five-year timeframe to meet the standard. The five-year period allows demand to accumulate to the point that construction of a new park would be warranted.
- ▶ As the committee evaluated the current parks standard, they reviewed how Carlsbad compares with neighboring cities, discussed alternative ways to inventory park land in the city, and questioned whether counting acreage by quadrant is the most effective way to achieve park goals. Additionally, the committee stressed the importance of close access to a park as contributing to quality of life.

### Other considerations

- ▶ The committee discussed a number of options for amending the standard. Some committee members preferred a citywide standard of 4 acres per 1,000 population and/or exploring alternative ways to document what constitutes a park. In the end, the majority voted to retain the existing standard. To address the access to parks, a majority of the committee also voted to request that City Council direct staff to evaluate the feasibility of a standard based upon a distance measure to any publicly accessible park.

## Status

- ▶ The city is currently exceeding the parks performance standard and is projected to exceed the standard at complete buildout as reflected in the chart below.

Quadrant	Park acreage inventory existing	Current park acreage required by standard	Park acreage required by standard at city buildout
NW	131.7	94.1	117.4
NE	68.7	54.6	68.2
SW	93.6	79.0	86.5
SE	138.3	120.4	127.6
<b>Total</b>	<b>432.4</b>	<b>348.1</b>	<b>399.7</b>



## OPEN SPACE STANDARD



### Proposed new standard

- ▶ In all Local Facility Management Zones, open space shall be provided consistent with city policies and regulations, including for protection of natural resources, provision of outdoor recreation, production of resources, and for aesthetic, cultural and educational purposes.
- ▶ In Local Facilities Management Zones 11 - 15 and 17 - 25, 15% of the total land area in the zone exclusive of environmentally constrained non-developable land must be set aside for permanent open space and must be available concurrent with development. Local Facility Management Zones 1 - 10 and 16 are exempt from this 15% open space requirement, pursuant to the Citywide Facilities and Improvements Plan adopted by the City Council in 1986.

### Existing standard

- ▶ Fifteen percent of the total land area in the Local Facility Management Zone exclusive of environmentally constrained non-developable land must be set aside for permanent open space and must be available concurrent with development.

### Rationale

- ▶ Much of project-based open space is achieved through zoning – private open space, setbacks, lot coverage, which apply citywide.
- ▶ Open space is currently provided in all Local Facility Management Zones. Most zones (even those exempted) exceed the 15% growth management standard.
- ▶ While the city continues to allocate funds for acquisition of open space, challenges exist in securing vacant available land for more open space than is currently planned, and options for a different open space standard are limited and involve additional cost to the city.

### Other considerations

- ▶ Some committee members preferred to look at ways to reverse exemptions, apply a citywide standard, and/or look into linkage fees. The majority of the members preferred to keep the spirit of the original standard in place and augment with a statement regarding open space policies that apply to all zones.



## Status

- There is more than 15% open space in all zones, except zone 3, which is exempt from the 15% growth management standard.

Local Facility Management Zone #	Is zone exempt from open space standard? Why?	Open space is what percent of total acres in zone?	Percentage of citywide open space
1	Yes – Urbanized	21.1%	2.9%
2	Yes – Urbanized	15.8%	.5%
3	Yes – Urbanized	9.4%	.2%
4	Yes – Urbanized	20.2%	.4%
5	Yes – Urbanized	24.6%	2.4%
6	Yes – Urbanized	20.4%	2.1%
7	Yes – Urbanizing	42.4%	1.4%
8	Yes – Urbanizing	80.1%	2.4%
9	Yes – Urbanizing	44.1%	.8%
10	Yes – Urbanizing	60.5%	1.9%
11	No – Future Urbanizing	48.5%	4.4%
12	No – Future Urbanizing	20.8%	.6%
13	No – Future Urbanizing	47.0%	1.4%
14	No – Future Urbanizing	68.3%	2.3%
15	No – Future Urbanizing	55.0%	3.4%
16	Yes – Not residential	53.1%	.9%
17	No – Future Urbanizing	38.2%	.9%
18	No – Future Urbanizing	38.3%	1.4%
19	No – Future Urbanizing	62.9%	4.1%
20	No – Future Urbanizing	32.1%	1%
21	No – Future Urbanizing	44.3%	.5%
22	No – Future Urbanizing	17.2%	.3%
23	No – Future Urbanizing	64.8%	.7%
24	No – Future Urbanizing	41.0%	.3%
25	No – Future Urbanizing	77.4%	.9%
<b>Total</b>			<b>38% of total city acres</b>



## MOBILITY STANDARD



### Existing standard

- ▶ Implement a comprehensive livable streets network that serves all users of the system – vehicles, pedestrians, bicycles and public transit. Maintain a Level of Service D or better for all modes that are subject to the Multi-Modal Level of Services standard, as identified in Table 3-1 of the General Plan Mobility Element, excluding Level of Service exempt intersections and streets approved by the City Council.

### Rationale

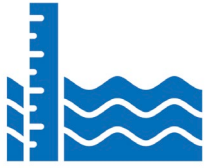
- ▶ The ability to move safely and conveniently throughout the city will remain critical to quality of life and the local economy as the city manages future growth.
- ▶ The committee believes vehicle traffic congestion needs to be addressed, and streets should better accommodate all modes of travel.
- ▶ The 2015 General Plan update calls for a multimodal Complete Streets network throughout the city, which will accommodate all modes of travel (auto, transit, bicycle, and pedestrian). These modes will be prioritized differently, depending on the size and purpose of each street.
- ▶ The city is currently developing a multimodal impact fee to fund the transformation of city streets to meet current and future demands. Once complete, the proposed standard could be reviewed to ensure alignment with the new impact fee program.

### Other considerations

- ▶ Some committee members preferred a staff recommendation to change the standard to one that relied upon the Sustainable Mobility Plan and a new multi-modal transportation impact fee to address citywide improvements. The majority of the committee voted to recommend the current standard be kept in place.

### Status

- ▶ Based on the 2020-2021 Growth Management Monitoring Report, all the deficient roadway facilities identified in the report were previously determined by City Council to be deficient and exempt per General Plan Mobility Policy 3-P.10. The Multimodal Level of Service analysis continues to be developed with the Traffic & Mobility Commission. The initial Multimodal Level of Service will be presented to the Traffic & Mobility Commission in the spring of 2023.



## DRAINAGE STANDARD



### Existing standard

- ▶ Drainage infrastructure must be provided as required by the city concurrent with development.

### Rationale

- ▶ Adequate drainage infrastructure will continue to contribute to Carlsbad's quality of life as the city manages growth by improving public safety, safeguarding the environment and protecting property from flooding.
- ▶ Unlike some other performance standards, drainage infrastructure needs are specific to individual projects.
- ▶ City subject matter experts have assured the committee that this standard could be applied effectively to the types of development expected in the future.

### Status

- ▶ Based on the 2020-2021 Growth Management Monitoring Report, the growth management drainage standard has been met consistently.



# WATER DISTRIBUTION SYSTEM STANDARD



## Proposed new standard

- ▶ Concurrent with development, coordinate with the appropriate water district to ensure water pipelines have capacity to meet increased demand.

## Existing standard

- ▶ Line capacity to meet demand as determined by the appropriate water district must be provided concurrent with development. A minimum 10-day average storage capacity must be provided prior to any development.

## Rationale

- ▶ Reliable delivery of safe drinking water is essential for public health, quality of life and the city's economy as the city manages future growth.
- ▶ Carlsbad Municipal Water District, which is a subsidiary district of the City of Carlsbad, Olivenhain Municipal Water District (southern Carlsbad) and Vallecitos Water District (parts of eastern Carlsbad) distribute water within the city's boundaries.
- ▶ These water districts prepare water master plans to forecast future infrastructure needs, among other things.
- ▶ When a residential development project is proposed, city staff consult the appropriate water master plan to check pipeline sizes and facility capacities. If needed, developers will be required to build projects identified in the master plan concurrently with the project.
- ▶ The committee recommends removing the storage requirement because the standard is not intended to address water supply, just infrastructure. Additionally, the city has developed adequate storage capacity since the original standard was developed.

## Status

- ▶ Based on the 2020-2021 Growth Management Monitoring Report, all three water districts serving Carlsbad have plans in place to ensure water distribution capacity will keep pace with development.



## SEWER COLLECTION SYSTEM STANDARD



### Existing standard

- ▶ Trunk line capacity to meet demand, as determined by the appropriate wastewater districts, must be provided concurrent with development.

### Rationale

- ▶ Evaluating, maintaining and increasing the city's wastewater collection and conveyance system as development occurs is essential to preserving public health, the environment and quality of life.
- ▶ The City of Carlsbad, Leucadia Wastewater District and Vallecitos Water District provide this service within the city's boundaries.
- ▶ The city develops and assesses wastewater system capacity every five years through a master planning process that considers General Plan land use designations, development density and population projections. The latest master plan was completed in 2019.
- ▶ Unlike some other performance standards, wastewater collection system needs are specific to individual projects.
- ▶ The city requires studies during discretionary project review for sewer system sizing to determine what infrastructure, if any, must be built concurrently with the project.

### Status

- ▶ Based on the 2020-2021 Growth Management Monitoring Report, all three agencies provided wastewater collection service have adequate conveyance capacity in place to meet Carlsbad's wastewater collection demands.

# STANDARDS RECOMMENDED FOR REMOVAL

By consensus, the committee recommended four of the existing performance standards be removed from the Growth Management Program.

## WASTEWATER TREATMENT STANDARD



### Existing standard

- ▶ Sewer plant capacity is adequate for at least a five-year period.

### Rationale

- ▶ Sufficient planning processes and efforts exist to maintain sewer system capacity through the city's involvement with the Encina Joint Powers Authority and the city capacity.

## CITY ADMINISTRATIVE FACILITIES STANDARD



### Existing standard

- ▶ 1,500 sq. ft. per 1,000 population must be scheduled for construction within a five-year period or prior to construction of 6,250 dwelling units, beginning at the time the need is first identified.

### Rationale

- ▶ This standard is no longer reflective of modern business operations and is unnecessary with the new civic center and city hall project authorized in August 2022 to move forward.

## FIRE STANDARD



### Existing standard

- ▶ No more than 1,500 dwelling units outside of a five-minute response time.

### Rationale

- ▶ Best practices for evaluating the effectiveness of a Fire Department include a variety of performance standards and metrics that are not related to future development.

### Other considerations

- ▶ The committee also considered whether there should be a separate police performance standard or an overall public safety standard that incorporates both police and fire. Ultimately, the committee determined the levels of service for police and fire were adequately addressed through other existing city policies and plans.

## SCHOOLS STANDARD



### Existing standard

- ▶ School capacity to meet projected enrollment within the Local Facility Management Zone as determined by the appropriate school district must be provided prior to projected occupancy.

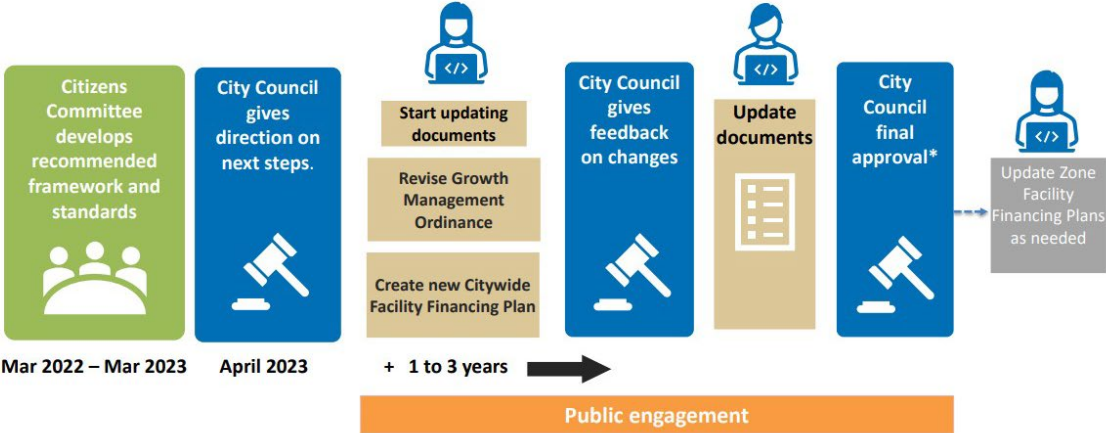
### Rationale

- ▶ The standard was deemed to be unnecessary as Schools maintain their own standards and state law already requires annual coordination.
- ▶ City has no land use control over schools and/or the development of schools.

# Next steps

After the City Council receives the committee’s report and provides direction on next steps, the next phase of the multi-year process will begin. This could consist of nexus studies to determine options for how various performance standards could be funded going forward.

## STEPS IN THE PROCESS Growth Management Program Update



## Funding models

Carlsbad’s Growth Management Program established that new development must provide the public infrastructure and facilities necessary to serve the residents who will live in the new homes created. Developers either build the improvements themselves or pay fees to the city so the city can provide them.

Although funding strategies were not a topic the City Council asked the Carlsbad Tomorrow committee to address, many committee members had questions about how various standards could be funded. The funding models described below are provided for informational purposes only. A future step in the process will address funding options.

### How standards can be funded

- **Impact fees** are enabled through the Mitigation Fee Act (1987), codified in [California Government Code §66000 – 66025](#). The law requires conducting a nexus study, which is the relationship between what the payer pays and their “roughly proportional” share of benefit. New development cannot be required to pay for existing deficiencies.



- ▶ **Developer exactions** may also occur through development agreements, facilities benefit assessments, subdivision improvements and in-lieu fees, California Environmental Quality Act in-lieu mitigation fees, and utility and school district fees.
- ▶ The cost of facilities may be passed on to individual property owners through **special districts**, such as Mello-Roos Community Facilities Districts.
- ▶ Use of **general funds**, voter-approved bond measures, state and federal funds, grants, and user fees all play important roles in funding various types of public facilities. Most tax-based mechanisms require voter approval.

## How impact fees are determined

Impact fees may be calculated using an average or marginal cost approach, and with consideration for impacts on citywide systems.

- ▶ **Average Cost Fees.** Impact fees in new growth (master planned community) jurisdictions are typically assessed based on an “average cost” approach, where costs to serve all development at buildout are estimated, then allocated to units over time.
- ▶ **Marginal Cost Fees.** For infill development, it may be appropriate to determine the demand for and cost of public facilities based on the amount of new development relative to existing supply. Demand for public facilities at the margin may be lower or higher depending on the context.
- ▶ **Systems-Based Fees.** Fees may be designed to address growing citywide needs for facilities such as parks and multi-mobility infrastructure, and to prioritize the use of funds in areas of greatest need.

## Key policy considerations related to funding

- ▶ Development impact fees are an important funding source, but they may add to the cost of housing and limit supply. Impact fees cannot make up deficits in program funding from existing residents. Broad based financing sources, such as taxes and bonds, can help reduce reliance on impact fees and avoid creating constraints to housing development, but are challenging to put in place.
- ▶ Carlsbad’s approach to impact fees could include continued application of existing impact fees as currently required by the Growth Management Program, along with new impact fees for infill development using a marginal cost approach, considering broader areas of benefit, and evaluating system-wide needs and mitigation opportunities.
- ▶ As an alternative to housing caps, progress toward the city’s growth and financing goals can be achieved through coordinated use of impact fees, the General Plan and zoning regulations, capital improvement programs, public facilities plans, strategic use of public funding, and continued regional coordination and infrastructure investments.

- ▶ Regular monitoring of growth and public facilities, with associated fee updates and capital improvement planning, can also contribute to concurrency goals.
- ▶ Overall solutions to funding public facilities and achieving concurrency would benefit from a toolbox approach where a variety of approaches, including developer and public funding, are strategically applied to address growth management goals.

The Carlsbad Tomorrow committee's work is concluded with this report, marking the completion of the first stage of a multi-year process to create a new approach to managing growth in Carlsbad.