



## CITY COUNCIL Staff Report

**Meeting Date:** Jan. 12, 2021

**To:** Mayor and City Council

**From:** Scott Chadwick, City Manager

**Staff Contact:** Nathan Schmidt, Transportation Planning and Mobility Manager  
nathan.schmidt@carlsbadca.gov, 760-637-7183

**Subject:** Adoption of the Carlsbad Sustainable Mobility Plan

**Districts:** Citywide

### Recommended Action

Adopt a resolution adopting the Carlsbad Sustainable Mobility Plan.

### Executive Summary

The Sustainable Mobility Plan presents a comprehensive look at current active travel and transit conditions, as well as previous planning efforts to consolidate findings and recommendations into a single master plan document. The plan presents recommendations for reducing vehicle miles traveled to mitigate the impacts of growth and development, as well as shifting how residents get around the city away from private automobiles towards modes that are more livable, cleaner and healthier.

For just over a decade, the City of Carlsbad has been actively developing and implementing a series of stand-alone documents, technical analyses and recommendations relating to improving mobility for all modes of travel within the city. The Sustainable Mobility Plan is designed to help the city integrate and synthesize these previous planning efforts. It is a key element in implementing the General Plan's Mobility Element and will help meet the greenhouse gas reduction goals of the Climate Action Plan by shifting community members away from private automobiles toward modes that are more livable, cleaner and more healthful. The Sustainable Mobility Plan examines alternative transportation options in a comprehensive and interwoven way to present an existing and a future network.

The plan was developed with input from the business community, hospitality industry, the Carlsbad Unified School District, regional transportation agencies and community partners.

The Sustainable Mobility Plan will develop modal "blueprints" to evaluate, plan, expand and fund such initiatives as:

- Bicycle and pedestrian improvements
- Safe routes to schools and parks

- Transit
- Mobility hubs featuring car-share and bikeshare services
- Transportation Demand Management
- Improvements in the communities that need it most

As the city builds this network, it intends to empower all residents with choices that improve commuting, recreation and getting around the city overall, while accomplishing these important benefits:

- Increased safety
- More convenient options
- Healthier travel options
- Better traffic flow
- Reductions in greenhouse gases

Staff recommends the City Council approve the Sustainable Mobility Plan to carry out the goals established in the Mobility Element.

## Discussion

### **Overview**

To achieve the goals established in Carlsbad’s Mobility Element, its transportation planning document, the city needs a clearer view of the existing transportation options for residents, workers and visitors and to identify how to improve those options. Since the city adopted the Mobility Element as part of its General Plan in 2015, city staff have been developing and implementing a series of stand-alone documents, technical analyses and recommendations related to walking and bicycling. The Sustainable Mobility Plan is designed to serve as a “plan of plans,” consolidating these multiple planning efforts made over the previous 12 years into a single plan to achieve the city’s overall goals for sustainable transportation.

A dozen planning documents have been integrated into the Sustainable Mobility Plan:

1. Bicycle Master Plan (2007)
2. Pedestrian Master Plan (2008)
3. ADA Transition Plan (2013)
4. Livable Streets Assessment (2013)
5. Carlsbad Active Transportation Strategy (2015)
6. Climate Action Plan (2015)
7. General Plan Mobility Element (2015)
8. Coastal Mobility Readiness Plan (2016)
9. Village and Barrio Master Plan (2018)
10. Draft Transit and Transportation Demand Management Blueprint (2018)
11. Trolley Feasibility Study (2019)
12. Trails Master Plan (2019)

The Sustainable Mobility Plan consolidates the planned, unbuilt projects from these plans into a single prioritized database, giving city staff a roadmap for the implementation of these multiple planned networks. (The complete plan can be viewed at [carlsbadca.gov/services/depts/pw/traffic/mobilityplan.asp](http://carlsbadca.gov/services/depts/pw/traffic/mobilityplan.asp))

### **Contents of the Sustainable Mobility Plan**

The plan is designed to provide the information city staff will need now and in the future to implement the goals of the Mobility Element.

Chapter 1 - Provides an overview of recent state legislation that calls for local governments to improve the walking, cycling and transit environments within their jurisdictions.

Over 15 pieces of state legislation have been adopted since 2006 to reduce vehicle miles traveled and greenhouse gas emissions, improve the safety of our most vulnerable travelers and encourage planning practices that result in sustainable outcomes rather than making it easier for people to drive. The plan is in line with these directives from the state of California as well as with the desires of community members who share these concerns.

Chapter 2 - Highlights existing travel conditions and the need to address several shortcomings for people walking, riding a bike and using transit.

All roadways in the city were evaluated using tested transportation measurements that reflect the overall comfort for pedestrians and cyclists. As shown in this analysis, there are several gaps in these networks, and critical locations across the city suffer from poor quality walking and cycling environments and a sparse transit network.

Chapter 3 - Provides an overview of guiding planning principles and emerging mobility concepts that framed the process of developing the plan.

These principles are largely focused on ensuring equitable access and safety to all modes of travel, regardless of age or physical ability.

Chapter 4 - Summarizes the spectrum of community-outreach activities that were undertaken as part of the planning process, which are described in the Public Notification and Outreach section below.

Chapter 5 - Presents the four planned networks for walking, trails, cycling and transit.

These recommendations were combined into what's called a transformative corridor network, which provides a well-connected, comfortable backbone transportation system allowing for more sustainable travel across the city.

Chapter 6 - Focuses on recommended programs, such as Safe Routes to Schools, and enhancements to existing programs, such as Transportation Demand Management.<sup>1</sup>

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<sup>1</sup> This refers to strategies intended to cut down on vehicle travel, especially that of motorists driving alone, by creating and sponsoring options to driving such as transit, ridesharing, walking, biking, and teleworking

These programs hold strong promise for helping two core city subpopulations – schoolchildren (or who takes them to school) and workers – change their behavior to use less polluting, more healthful modes of travel.

#### Chapter 7 - Presents the Sustainable Mobility Plan's action plan.

This includes a presentation of the plan's database of projects and how the items on it were prioritized. The database reflects a comprehensive consolidation of planned unbuilt project recommendations from 10 prior mobility planning efforts over the past 12 years, combined with new recommendations. The project database lists 246 recommended bicycle, pedestrian and transit projects across the city and establishes priorities for their implementation.

#### **Key themes from the Sustainable Mobility Plan planning process**

Based on evaluation of the City of Carlsbad's safety, infrastructure and community perspectives as discussed in detail in the Sustainability Mobility Plan, the following key themes and plan priorities were developed:

- Enhance existing bikeways along major arterials  
The city already has many miles of bicycle infrastructure. The challenge facing the city is how to retrofit this infrastructure, which is mostly standard bike lanes, to not only protect existing cyclists but to attract new users. This can be achieved through implementation of buffered or protected bikeways or bike trails, particularly along high-speed roadways.
- Improve freeway crossings and intersections  
Many freeway crossings and intersections at major roadways create physical and psychological barriers because people do not feel safe walking or cycling through these areas. The Sustainable Mobility Plan provides recommendations that will help bridge these existing gaps in the bicycle or pedestrian networks between neighborhoods that currently lack these key connections.
- Plan for vulnerable users  
Development of an "8 to 80" network in which people can comfortably walk and bike is critical to shifting mode choice away from driving. This can be achieved by planning and designing for those who are likely to benefit the most from protection on roadways, the children and the elderly, those from 8 to 80 years old and beyond.
- Innovate and make use of the city's desirable location to attract visitors, employees and employers  
The city has long sought a highly skilled and highly educated workforce, with an emphasis on technology and the pursuit of an active, enjoyable quality of life. With the emergence of multiple new technologies, the city's transportation network should reflect this innovation, along with strong workplace commuter programs and a focus on maintaining the city's status as a family-oriented destination for people from all over the world.

#### **Public outreach and feedback**

Public participation was a major component of the planning process, and the feedback collected aided staff in drafting the Sustainable Mobility Plan. Staff collected input through an engagement process that included online surveys, a

project website, pop-up events, focus group interviews and numerous meetings with key project stakeholders, as summarized in Chapter 4 of the document.

The Sustainable Mobility Plan Stakeholder Working Group guided the initial development of the plan and served to provide insights to the city and project team on methodology and the prioritization of projects. More than 25 community representatives attended four working group meetings conducted at key points in the project planning process. The working group was comprised of representatives from the business community, hospitality industry, Carlsbad Unified School District, regional transportation agencies and community partners.

After the completion of the Traffic and Mobility Commission's ad-hoc planning committee's review, which is detailed below, the revised draft Sustainable Mobility Plan was released community wide for public review from Nov. 9 - Dec. 7, 2020. The city's website was updated with an informative video and fact sheet and a public feedback survey that contained several questions regarding the plan's recommendations and proposed mobility programs.

In all, 312 survey responses were submitted, and over 450 unique comments on the plan were provided. The results of this survey were tabulated and are provided in Appendix E of the Sustainable Mobility Plan. Respondents were generally in support when asked questions about the Sustainable Mobility Plan's overarching philosophy. Of those who took the survey, 78% agreed that the plan increases access to travel options through enhanced walking, bicycling and public transportation.

### **Traffic and Mobility Commission review**

The draft Sustainable Mobility Plan was first presented to the Traffic and Mobility Commission on April 6, 2020. (Exhibit 2) Commission members raised several concerns with the plan, including its project recommendations and priorities. Rather than recommending City Council approval of the plan as staff had presented, the commission created an ad hoc committee to help guide the project team in updating the plan. Since then, city staff has held several meetings with the committee to review and update the plan.

Staff made the following key revisions to the plan in response to the ad hoc committee's input:

- Numerous editorial revisions to the plan text, maps, and graphics
- Updated the existing conditions sidewalk maps
- Clarified the multimodal level of service<sup>2</sup> used in the Sustainable Mobility Plan
- Revised and expanded the analysis of mobility hubs<sup>3</sup> and recommendations
- Revised and updated the Transportation Demand Management section
- Added a policy to consider roundabouts on all existing city streets where they can effectively address safety or traffic operations issues

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<sup>2</sup> Multimodal level of service estimates the auto, bus, bicycle, and pedestrian level of service on an urban street to assess how well it serves those who use it.

<sup>3</sup> Mobility hubs are places where different travel options, walking, biking, transit and other options, come together.

- Extensively revised the recommended projects list, including reevaluating proposed improvements to bikeways across the city
- Added a more extensive Safe Routes to School planning framework to better assist local schools in developing their own plans in close collaboration with students, parents, school administrators and residents from surrounding neighborhoods
- Develop a citywide monitoring program to measure various performance measures that would reveal whether more people are changing their travel behaviors from driving alone to walking, biking, or taking transit. These indicators would also measure greenhouse gas emissions and safety through analysis of traffic collision data.
- Refined the transformative corridors in the city, those backbone roadways with viable pedestrian, cycling and transit options, to focus on a set of corridors that provide connections to key destinations throughout the city
- Extensively modified the project prioritization analysis to include a more equal distribution of recommended projects throughout the city
- Added a new section on the economic benefits of active transportation and mobility improvements
- Updated the city's Complete Streets Guidelines regarding the design of bicycle and pedestrian facilities
- Conducted additional public outreach and review to provide the community with sufficient time to review and comment on the revised final document

The Traffic and Mobility Commission recommended adoption of the Sustainable Mobility Plan Dec. 7, 2020. The commission emphasized the plan's ability to serve as a consolidated database of multi-modal transportation projects, while highlighting some limitations of the plan because it was scaled back from the original scope of work.

To help ensure timely implementation of the Sustainable Mobility Plan, the commissioners urged the city to perform the following additional tasks:

- Determine the feasibility and estimated costs for the plan's project list
- Develop and implement:
  - Multi-modal level of service methodologies that reflect actual conditions and promote multi-modal projects
  - Safe Routes to Schools program
  - Active transportation monitoring program
  - Mobility safety monitoring program
  - Sustainable Mobility Plan progress reporting process
- Review:
  - Transportation Demand Management program
  - Transit conditions and identification of first mile/last mile access gaps
  - Sustainable Mobility Plan implementation timeline

The motion was approved by the Traffic and Mobility Commission by a vote of 6/0/1 with Commissioner Wanamaker being absent. The minutes are attached as Exhibit 3 and a video of the meeting is available on the city's website.

### Fiscal Analysis

There is no direct or immediate fiscal impact associated with the recommended actions. Staff recommends developing a detailed implementation strategy, as described below, that would include obtaining engineering cost estimates and developing funding strategies for the recommended projects and programs identified in the Sustainable Mobility Plan.

Staff will continue to analyze resource allocation for these projects and request additional resources as needed in future budget cycles. All facilities proposed on private property will be funded and constructed by private property owners or developers at the time of development.

### Next Steps

With the council's approval, and in compliance with the General Plan, the Transportation Department intends to use the adopted Sustainable Mobility Plan as the principal roadmap to guide the future development of the city's active transportation and mobility network.

After the plan is finalized, staff intends to develop a more detailed implementation strategy with a focus on devising realistic funding strategies for design and construction of recommended projects. The implementation strategy will build upon the project prioritization process and serve as a blueprint for the city for a phased implementation of the multimodal improvement projects identified in the plan. This strategy will include an engineering feasibility analysis of top-priority projects covering the preliminary cost estimates, conceptual improvement plans, roadway cross sections and identification of funding sources. The identified top priority projects will then be added into the Capital Improvement Program for future implementation, with the council's approval.

### Environmental Review

Future actions described in the plan will be subject to further environmental review on a project-by-project basis. A notice of exemption has been prepared by the city planner and will be filed with the office of the San Diego County Clerk for a 30-day public review period.

### Public Notification

Public notice of this item was posted in keeping with the Ralph M. Brown Act and it was available for public viewing and review at least 72 hours before the scheduled meeting date.

### Exhibits

1. City Council Resolution
2. Approved Traffic and Mobility Commission meeting minutes (April 6, 2020)
3. Approved Traffic and Mobility Commission meeting minutes (Dec. 7, 2020)

**RESOLUTION NO.** \_\_\_\_\_ -A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF CARLSBAD,  
CALIFORNIA, ADOPTING THE CARLSBAD SUSTAINABLE MOBILITY PLAN

WHEREAS, the Sustainable Mobility Plan (SMP) is a comprehensive planning document intended to guide future development of the city's multimodal transportation network; and

WHEREAS, the SMP furthers the community's vision to enhance walking, biking, public transportation and connectivity throughout the city, and to enhance mobility through increased connectivity and intelligent transportation management; and

WHEREAS, the SMP is a key element in implementing the General Plan Mobility Element adopted in 2015, and will help meet the greenhouse gas (GHG) reduction goals of the Climate Action Plan (CAP) by shifting community members away from private automobiles toward modes that are more livable, cleaner and healthier; and

WHEREAS, on Dec. 7, 2020, the Traffic and Mobility Commission held a public meeting and by a vote of 6/0/1 recommended to the City Council adoption of the SMP; and

WHEREAS, the city planner has considered the potential environmental effects of the SMP and determined that the project is statutorily exempt from environmental review pursuant to Article 18, CEQA Guidelines Section 15262, Feasibility and Planning Studies, because it is a project involving only feasibility or planning studies for possible future actions which the agency, board, or commission has not approved, adopted or funded, and that no exception to the exemption, as set forth in CEQA Guidelines section 15300.2 applies.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Carlsbad, California, as follows:

1. That the above recitations are true and correct.



2. That the Traffic and Mobility Commission recommends adoption of the Sustainable Mobility Plan to the City Council.
3. That the City Council hereby adopts the Sustainable Mobility Plan.

PASSED, APPROVED AND ADOPTED at a Regular Meeting of the City Council of the City of Carlsbad on the \_\_ day of \_\_\_\_\_, 2020, by the following vote, to wit:

AYES:

NAYS:

ABSENT:

\_\_\_\_\_  
MATT HALL, Mayor

\_\_\_\_\_  
BARBARA ENGLESON, City Clerk

(SEAL)



# Minutes

Council Chambers  
1200 Carlsbad Village Drive  
Carlsbad, CA 92008

Monday, April 6, 2020, 5:00 p.m.

**CALL TO ORDER:** Chair Gocan called the Meeting to order at 5:03 p.m.

**ROLL CALL:** Present: Gocan, Johnson, Hunter, Fowler, Linke and Perez.  
Absent: Penseyres

## **APPROVAL OF MINUTES:**

This meeting was conducted virtually via Zoom due to the stay-at-home order for COVID-19.

Motion by Vice-Chair Johnson, seconded by Commissioner Hunter, to approve the minutes for March 2, 2020, with a minor correction and by adding one comment made by Commissioner Hunter on Item 3 – Four Deficient Street Facilities.

Motion carried 5/0/1/1 - (Absent: Penseyres - Abstained: Linke)

## **PUBLIC COMMENTS ON ITEMS NOT LISTED ON THE AGENDA:**

No public comments

Commissioner Penseyres joined the Traffic and Mobility Commission meeting at 5:11 p.m.

## **DEPARTMENTAL REPORTS:**

**1. POLICE MONTHLY REPORT** – (Staff contact: Lieutenant Christie Calderwood, Police Department) – Informational only

Lieutenant Calderwood reported that the police department has changed their mission, due to the health crisis, with focus on educating the public to stop/limit the spread of COVID 19. As a result, the tasks of the community service officers, motor officers and police officers are to respond to serious calls and to enforce the closures of beach access/ parking access/ public parks and some trails.

**2. SUSTAINABLE MOBILITY PLAN** – (Staff Contact: Nathan Schmidt, Public Works).

**Staff Recommendation:** Approve staff recommendations

Transportation Planning and Mobility Manager Schmidt presented the Sustainable Mobility Plan (SMP) and asked the commissioners to support staff's recommendation to City Council to adopt the Carlsbad SMP.

- Commissioner Perez, Vice-Chair Johnson, Commissioner Penseyres, Commissioner Linke, Commissioner Hunter and Chair Gocan had several questions about the SMP and they all agreed that the Commission would not recommend adoption of the Carlsbad SMP until significant revisions were incorporated into the draft document.
- Commissioner Linke correspondence titled Item # 2 – Sustainable Mobility Plan is on file with the office of the City Clerk.
- Commissioner Penseyres correspondence titled Carlsbad Sustainability Plan is on file with the office of the City Clerk.

Motion by Commissioner Linke, seconded by Commissioner Penseyres, to request city staff to address the commissioners' comments and to revise the SMP. Commissioner Linke revised his motion after more discussion.

Motion by Commissioner Linke, seconded by Commissioner Hunter to request staff to address the commissioner's comments and to create an ad hoc committee composed of Commissioner Perez, Commissioner Linke and Commissioner Penseyres, to work with staff and to bring back the results to T&MC at a future date.

Motion approved: 7/0

### **3. VILLAGE AND BARRIO TRAFFIC CIRCLES - (Staff Contact: Jonathan Schauble, and Hossein Ajideh, Public Works) –**

#### **Staff's Recommendation:** Approve staff recommendations

Senior Engineer Schauble and Engineering Manager Ajideh presented the Village and Barrio Traffic Circles, requesting T&MC to support staff's recommendation to implement the Village and Barrio Traffic Circles Capital Improvement Program (CIP) Project No. 4015.

- Commissioner Penseyres inquired about the intersection corner of Magnolia Ave. and Madison St. if they will color the curb red resulting in a loss of parking space and the conflict between cars making a fast right turn into Madison St. interfering with bikes.
- Transportation Director Frank told Commissioner Penseyres that staff will look at the east corner of Magnolia Avenue and Madison Street.
- Commissioner Penseyres pointed out the same problem on the corner of Harding Street and Pine Avenue, loss of parking space and interference with bikes.
- Senior Engineer Schauble explained that the Village & Barrio Master Plan has several improvements to the area and the traffic circles project is one measure of improvements in the Master Plan.
- Chair Gocan likes the traffic circles and she recommends making it attractive and pleasant.

Motion by Commissioner Linke, seconded by Commissioner Hunter, to approve staff's recommendations to implement the Village and Barrio Traffic Circles, CIP Project No. 4015.

Motion approved: 7/0

**4. EL CAMINO REAL IMPROVEMENTS AT CANNON ROAD** - (Staff contact: Brandon Miles and Hossein Ajideh, Public Works)

**Staff's Recommendation:** Approve staff recommendations

Engineering Manager Ajideh and Associate Engineer Miles presented the El Camino Real Improvements at Cannon Road - Phase I:

- Replace safety bridge railing on both side of El Camino Real
  - Widen sidewalk on south side of El Camino Real
  - Add a pedestrian bridge north side of El Camino Real
  - Remove overhead poles
  - Provide pedestrian access for future phases
- Commissioner Linke inquired about the timing for Phase I and Phase II.
  - Associate Engineer Miles responded that Phase I is nearing completion, and construction should start in early 2021; Phase II staff is currently reviewing the scope of work and fee and getting a design consultant on board.
  - Commissioner Penseyres inquired about the possible cost of undergrounding of the existing power lines
  - Associate Engineer Miles said that if this project makes all of the utility moves in one phase then the utility company is responsible for the cost of placing the power lines under the bridge (not underground).

Motion by Vice-Chair Johnson, seconded by Commissioner Penseyres, to approve staff's recommendations to implement Phase I of the El Camino Real Bridge Improvement at Cannon Road, CIP Project Nos. 6042 and 6056.

Motion approved: 7/0

**5. FOUR DEFICIENT STREET FACILITIES AFFECTING LOCAL FACILITIES MANAGEMENT ZONE 15-**  
(Staff Contact: Paz Gomez, Hossein Ajideh and Tom Frank, Public Works) –

**Staff's Recommendation:** Approve staff recommendations

Deputy City Manager Gomez, Transportation Director Frank and Engineering Manager Ajideh presented the Four Deficient Street Facilities and financing program options for the College Boulevard extension project. This item was previously presented in the March 2, 2020 T&MC meeting, and the staff report and recommendations have since been updated. The four facilities are:

1. Southbound El Camino Real from Cannon Road to College Boulevard
  2. Northbound El Camino Real from College Boulevard to Cannon Road
  3. Eastbound Cannon Road from El Camino Real to College Boulevard
  4. Westbound Cannon Road from College Boulevard to El Camino Real
- Commissioner Linke submitted a correspondence titled *Item # 5- Determination of four street facilities and financing program options for the College Boulevard extension project* that is on file with the office of the City Clerk. He made a Power Point presentation that supported his assertion that the proposed College Boulevard extension (either 2-lane or 4-lane alternative) effectively distributes trips throughout the network to reduce congestion on the four deficient

facilities, and therefore the staff recommendation should be to support building the College Boulevard extension rather than pursuing the proposed exemptions. Linke noted that this recommendation is consistent with past action taken by City Council on joint public/private partnerships to finance road projects.

▫ Deputy City Manager Gomez addressed Commissioner Linke's comments:

1. The College Boulevard extension project, which has a private development financing obligation according to the current LFMZ 15 Plan and the Citywide Facilities and Improvements Plan (CFIP), is to construct a two-lane alternative. Staff is required to comply with City Council direction in the two plans unless City Council provides direction to amend the LFMZ 15 Plan and CFIP to consider a project for a four-lane alternative and a city-led financing option.

2. The staff recommendation includes expediting existing CIP projects to relieve congestion on the deficient facilities, and this approach is consistent with that taken on southbound Melrose Drive near Palomar Airport Road. That is, continue to construct improvements even though the facilities are deemed exempt.

3. It is true that previously each zone that increased traffic on a deficient facility by at least 20% was previously obligated to contribute to resolving the deficiency, but that is no longer the case since the General Plan Mobility Element was updated in 2015.

▫ In response to Commissioner Linke's statement that an exemption would discourage the completion of the proposed roadway improvement projects, Transportation Director Frank responded that the General Plan states:

*For Level of Service exempt street facilities, the city will not implement improvements to maintain the level of service standard outlined on policy 3P.4, if such improvements are beyond what is identified appropriate at build out of the General Plan.*

Since the College Boulevard extension project is included in the General Plan, the proposed exemptions will not negatively impact the College Boulevard extension project.

▫ Deputy City Manager Gomez clarified that the current City Council direction is that private development will fund and construct College Boulevard extension. Because the College Boulevard extension is identified in the LFMZ 15 plan, it is a requirement for the private developers to fund and build this infrastructure if the developers move forward.

▫ Commissioner Penseyres inquired if the feasibility study would trigger Proposition H.

▫ Deputy City Manager Gomez explained that Proposition H has a trigger that public voter approval is required if the project cost would be over one million dollars of General Funds.

▫ Commissioner Hunter was pleased to see the project on El Camino Real from Jaspar Drive to Sunny Creek included in staff's presentation, but he does not support the proposed exemptions being requested by staff.

▫ Vice-Chair Johnson enjoyed the presentation on the Four Deficient Street Facilities and reiterated her concerns about exemptions. She would prefer supporting a recommendation to address the problem of congestion.

▫ Transportation Director Frank asked Commissioner Linke for a clarification on exactly what he meant in Part B of his proposed motion regarding "the quantitative data and conclusions from the traffic study..."

▫ Commissioner Linke responded that the intent for the quantitative data is to show the information from the slides he presented earlier, including the bar graphs and histograms showing before-and-after conditions, because the staff report is more qualitative (pass-fail). Commissioner Linke provided an example that the staff report simply says that a two-lane College extension could be "over capacity," but that the quantitative data shows that it is only

projected to be 29 cars or 3% over capacity, versus saving 20,000 vehicle trips from being stuck in congestion on the deficient streets. Commissioner Linke said that he wanted the City Council to have a fulsome understanding of the vast benefits the College extension could create when they are making their decision on whether to fund it.

▫ Transportation Director Frank stated: "I think we all agree that with the College Boulevard extension, it fully resolves all the deficiencies with ample capacity for future growth. So, we all agree upon that. I think what you are asking for, Commissioner Linke, is the graphics which you provided that show the traffic data--versus just a description of it--and a chart."

Motion by Commissioner Fowler, seconded by Commissioner Penseyres, to approve staff recommendations:

1. Adopt a resolution to:
  - A. Determine the following street facilities to be deficient because they do not meet the vehicular level of service (LOS) performance standard required by the city's Growth Management Plan:
    5. Southbound El Camino Real from Cannon Road to College Boulevard
    6. Northbound El Camino Real from College Boulevard to Cannon Road
    7. Eastbound Cannon Road from El Camino Real to College Boulevard
    8. Westbound Cannon Road from College Boulevard to El Camino Real
  - B. Determine the following street facilities to be built out and exempt from the vehicular LOS performance standard, in accordance with General Plan Mobility Element Policy 3-P.9:
    1. Southbound El Camino Real from Cannon Road to College Boulevard
    2. Northbound El Camino Real from College Boulevard to Cannon Road
    3. Eastbound Cannon Road from El Camino Real to College Boulevard
    4. Westbound Cannon Road from College Boulevard to El Camino Real
  - C. Expedite Capital Improvement Program (CIP) Project No. 6094, to improve traffic circulation by widening northbound El Camino Real from Sunny Creek Road to Jackspar Drive, by proposing different funding sources which may necessitate meeting Proposition H requirements if more than \$1 million of general funds are used.

Motion failed: 2/5 (No: Gocan, Johnson, Hunter, Linke and Perez)

Motion by Commissioner Linke, seconded by Commissioner Hunter, to:

1. support staff recommendations regarding points 1A and 1C stated above, and
2. reject point 1B listed above, and
3. direct a representative of the T&MC to make a presentation to the City Council on the quantitative data and conclusions from the traffic study conducted on College Boulevard extension, and
4. recommend that City Council direct staff to develop a city-led financing program to build the College Boulevard extension.

Motion approved: 5/2 (No: Fowler and Penseyres)

Attached is the quantitative data and conclusions from the traffic study conducted on College Boulevard extension that Commissioner Linke had requested to be included in the staff report for the May 5, 2020 City Council meeting.

**CITY TRAFFIC ENGINEER COMMENTS:**

Upcoming City Council Items on Traffic and Mobility:

- Urgency Ordinance establishing NO PARKING zone on Carlsbad Boulevard between Pine Avenue and La Costa Avenue, Ponto Drive from Ponto Road to southern terminus, and Ponto Road

**TRAFFIC & MOBILITY COMMISSION COMMENTS:**

Commissioner Linke thanked all the commissioners and staff for the good work.

Vice-Chair Johnson also complimented everyone for the good work.

Chair Gocan was very pleased, and thankful with all the work involved in the meeting especially since it was the first time that the Commission meeting was held virtually using Zoom.

Traffic and Mobility Commission requested staff to attach to the minutes the Quantitative Data Report provided by commissioner Linke.

**Exhibit:**

Attachment A

**ADJOURNMENT:**

Chair Gocan adjourned the Traffic & Mobility Commission Meeting on April 6, 2020, at 9:03 p.m.

**Eliane Paiva**

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**Eliane Paiva, Minutes Clerk**

**Traffic & Mobility Commission Recommendation to the City Council**

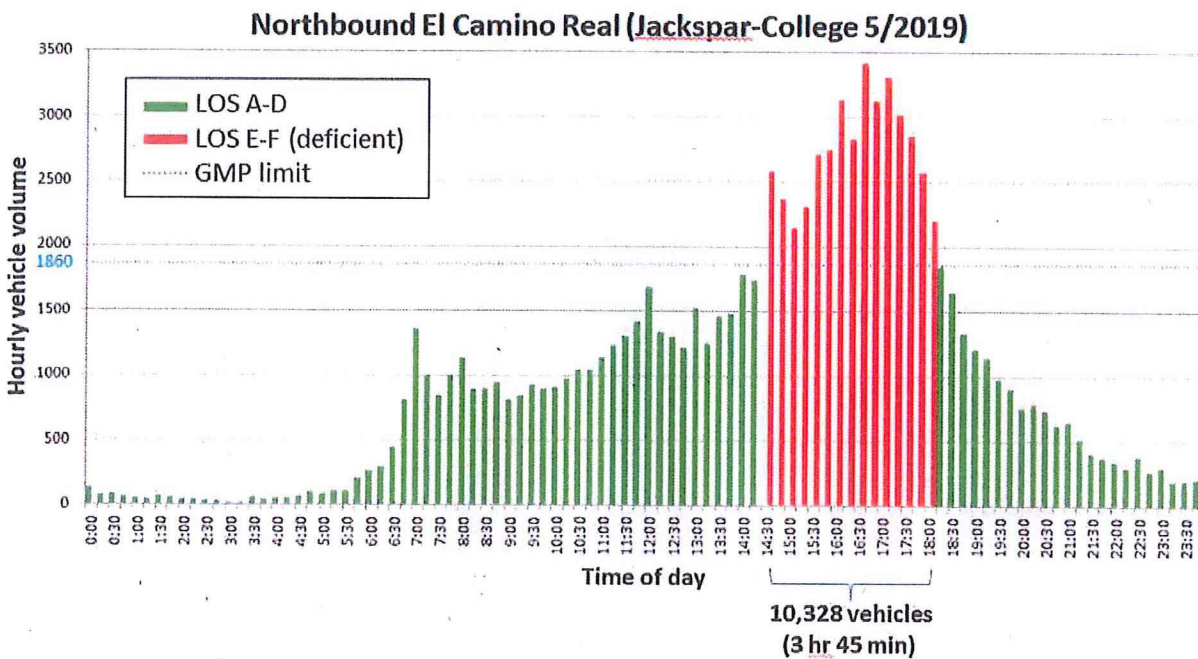
**City Council Meeting Date:** May 5, 2020

**Subject:** Determination of four deficient street facilities and financing program options for the College Boulevard extension project

At the April 6, 2020 meeting, the commission voted 5-2 (Gocan, Hunter, Johnson, Linke, and Perez in favor; Fowler and Penseyres opposed) to **support** staff’s recommendations that the City Council find the four street facilities deficient and to expedite Capital Improvement Program Project No. 6094, but to **oppose** staff’s recommendation to exempt the facilities from the vehicle level of service (LOS) performance standard, and to **provide** the following information derived from the traffic study. The motion further recommended that the City Council direct staff to take the necessary steps to develop a city-led financing program for construction of the College Boulevard extension project with all area developers paying their fair shares.

**College Boulevard Extension Traffic Operations Analysis information**

Nearly 20,000 vehicle trips per day are in heavy congestion on the deficient street facilities. The following histogram of northbound El Camino Real traffic (May 2019 counts between Jackspar Dr and College Blvd) shows a **3 hour 45 minute** period of deficiency during the PM commute, during which an average of **10,328 vehicles** were traveling under Growth Management Plan (GMP) deficient LOS “F” conditions:

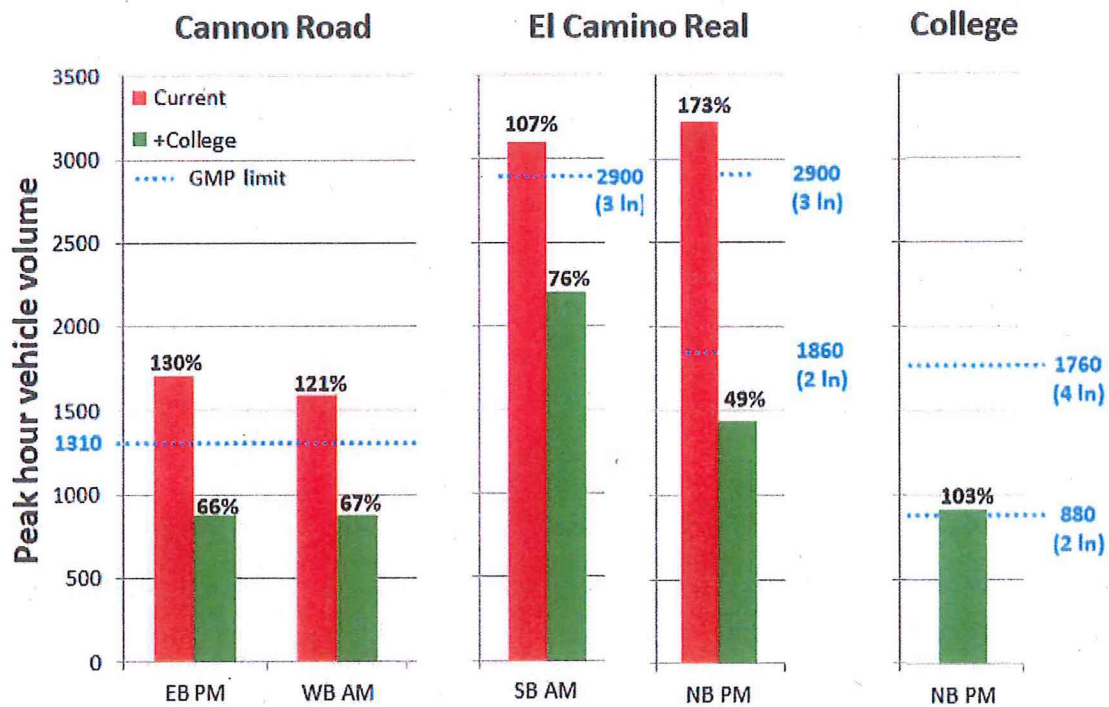




Among all four deficient facilities, a cumulative average of **19,313 vehicles** per day were traveling during GMP deficient LOS "E" or "F" conditions:

Street facility	Congested vehicles per day
NB ECR (PM)	10,328
SB ECR (AM)	3,096
EB Cannon (PM)	3,229
WB Cannon (AM)	2,660
<b>TOTAL</b>	<b>19,313</b>

The College Boulevard extension would fully resolve the congestion problems on the deficient street facilities with ample capacity for future growth. In the following chart, the red bars show that the Cannon Rd and El Camino Real street facilities are all currently deficient during the indicated time periods, with peak vehicle volumes at **7% to 73% over** their GMP deficiency limits. However, the adjacent green bars show that all of the deficiencies are fully resolved with the College Blvd extension and related recommended projects, with peak volumes at **24% to 51% under** the limits. For the College Blvd extension itself, a two-lane configuration would open right around the limit, and a four-lane configuration would be well under its limit.



The study concludes:

...Ultimately, the addition of the College Boulevard extension provides a valuable connection for the City of Carlsbad and for the region and, as shown in the analysis, will effectively redistribute trips throughout the network to reduce the effect of congestion on several existing roadway segments in the project vicinity.



## TRAFFIC AND MOBILITY COMMISSION

# Minutes

Council Chambers  
1200 Carlsbad Village Drive  
Carlsbad, CA 92008

Monday, Dec. 7, 2020, 3:00 p.m.

**CALL TO ORDER:** Chair Gocan called the Meeting to order at 3:05 p.m.

**ROLL CALL:** Present: Gocan, Hunter, Penseyres, Fowler, Linke and Perez  
Absent: Wanamaker

**PLEDGE OF ALLEGIANCE:** Vice-chair Perez led the Pledge of Allegiance

### **APPROVAL OF MINUTES:**

This meeting was conducted virtually via Zoom due to the stay-at-home order for COVID-19.

### **ACTION:**

Motion by Commissioner Hunter seconded by Commissioner Fowler, to approve the minutes for the Nov. 2, 2020 meeting as presented.

Motion carried: 5/0/1/1 (Absent: Wanamaker; Abstained: Perez)

### **PUBLIC COMMENTS ON ITEMS NOT LISTED ON THE AGENDA:**

◇ Simon J Freedman - As I understand things the Traffic and Mobility Commission (Commission) will be meeting on 12/7/20. At this time, the Traffic and Mobility Commission apparently does not allow individuals to appear and make public comment, apparently in the past because some individuals may have been unruly. While I understand and appreciate that sentiment, with all due respect I believe it is mistaken. First this is a public meeting, and members of the public should be afforded the right to comment. The City Council provides this right, and I see no reason why the Commission should not also extend this right.

Second, in that we are now appearing virtually you have a very powerful tool to prevent “unruly” behavior, it is called a mute button. I have no objection to the Commission imposing reasonable time limits on the rights of individuals to speak, but I am opposed to an outright ban. I understand you will present my position to the Commission. You have also asked me to summarize my position.

As you know I previously met with an ad hoc Committee, and at that meeting you had the material I had prepared previously outlining the changes we are requesting. I would request that material be made available to the Commission on 12/7/20. Based upon our conversation we are making the following requests:

1. Grand Ave. We are requesting this be turned into a Class III bike route with Green Painted squares, with White Sharrows on top, and appropriate signage (Bikes may use full Lane).
2. Carlsbad Village Drive, same treatment as Grand. You have advised me that the Village Barrio plan calls for the elimination of bike lanes on CVD and all bike traffic being diverted to Grand. We still would like to see the bike lanes removed from CVD and have the no. 2 lane converted to a Class III bike route. Will look into the Barrio Plan and update you if we have any further comment.

3. Jefferson north of Grand we would like turned into a Class III bike route. You have advised me you think that may not be received favorably. This would be our first request, but we would be willing to listen to a proposal to narrow the car lanes, and add buffers between the car lanes and the bike lanes. You and I also discussed Jefferson going west over I-5. I am of the opinion that given the narrowness of that bridge it is a danger to bicyclists. You suggested the addition of a climbing lane on that particular portion of the road, which I think would be a good idea.
4. Carlsbad Boulevard, north of Tamarack. You have advised me that many of the changes we are requesting will be taken up by the Commission in the immediate future and have asked me to defer any comment until January, that is fine.
5. Carlsbad Boulevard south of Tamarack we are requesting green bike lanes and signage as set forth in my earlier proposal.

◇ Kathy Parker - It has come to my attention that you are addressing the bike designation situation in Carlsbad and as a 44 years resident and long time bike rider I would like to encourage you to make as many changes as possible to increase the safety of riding bikes in our community. As a grandmother, I spend lots of time in Santa Cruz where my grandchildren reside and I am so much more comfortable riding my bike in that city then I am here. The roads are much more clearly marked for bikes and the people in cars are also more used to seeing bike riders and many are bike riders themselves. Also, there are many areas where one can ride separated from the traffic. Anything we can do to increase awareness here I believe will help our situation greatly. Your attention to bike safety in our city will be greatly appreciated.

◇ Mary Hassing - I write today to ask that you prioritize upgrading Carlsbad's bike lanes with bright paint and signage. With the growth in the number of electric bikes, I've grown increasingly concerned about safety, for drivers and cyclists. I am a 14-year resident who has primarily limited myself to distant bike trails because of the lack of bright, visible, painted bike lanes on our roads. This is not yet a bike-friendly city where I can safely run errands to the Village, leaving my car at home. As the main roads become safer for recreational cyclists, please remember residents like me who need to navigate the side roads as well.

**CONSENT CALENDAR:** None

**DEPARTMENTAL REPORTS:**

1. **POLICE MONTHLY REPORT**

Lieutenant Calderwood presented the report and reviewed a PowerPoint presentation (on file in the Office of the City Clerk).

Lt. Calderwood reported on their continual efforts to address Loud Exhaust Enforcement which now includes nine signs placed along Carlsbad Blvd. The Click It or Ticket It campaign happened on November 16 to 29, and the Winter DUI Mobilization campaign will happen on December 16 to January 1, to continue to focus on safety for the community. Outreach about texting and driving will be an ongoing message as a part of the OTS grant which focusses on this topic in April and August every year.

Vice-chair Perez inquired as to how the Traffic and Mobility Commission can help the police department address issues like pedestrian safety, car fatalities, and train pedestrian accidents.

Lt. Calderwood respond that the T&MC helps by creating a public forum to discuss these important safety concerns and how we can develop our transportation network and policies to address these.

Commissioner Wanamaker joined the meeting at 3:30 p.m.

2. VALLEY STREET AND MAGNOLIA AVENUE COMPLETE STREETS PROJECT, CAPITAL IMPROVEMENT PROGRAM PROJECT NOS. 6019 AND 3904 – (Staff contact: Hossein Ajideh and Jonathan Schauble, Public Works)

**Staff's Recommendation:** Receive a presentation and provide input

Senior Engineer Schauble presented the report and reviewed a PowerPoint presentation (on file in the Office of the City Clerk).

Commissioner Linke inquired about the visibility for all modes of travel included in the proposed engineering design of this project. He also, expressed concerns about the visibility of pedestrians and bicyclists from vehicle turning at driveways and intersections.

Senior Engineer Schauble is working with the neighbors to inform them of the project and to incorporate their feedback and concerns into the design plans.

Commissioner Linke inquired if the residents along Magnolia Avenue will lose a fair amount of the front yard.

Senior Engineer Schauble said that staff met with the affected property owners to discuss these details and the impacts to encroachments like fences, planter areas, and landscaping however all proposed project improvements are within the public right away.

### **PUBLIC COMMENT ON DEPARTMENTAL REPORTS ITEM TWO ON THE AGENDA:**

**Public comments submitted via email prior to the Traffic & Mobility Commission meeting and read into the record:**

◇ Russell and Sandy Friesen - My husband Russell and I live at 1740 Magnolia Avenue and own the property at 1710 Magnolia Ave, which is on the corner of Valley St and Magnolia Ave. The house at 1710 Magnolia Ave is a 3 bedrooms home with a small rental in the back. The parking on Valley St is already very difficult as it is. My main concern is losing the majority of our driveway on Valley St. and not having anywhere to park our cars. We have moms with young children, teenagers, elderly etc. all living on this street, and it would not only be a huge inconvenience but also a safety hazard to have to walk down the street to their cars every time they want to go to the grocery store, to and from work etc. We would all prefer parking and underground utilities rather than two bike lanes and flashing beacons.

Regarding safety, I would also like to suggest a speed bump in front of Magnolia School. The North County Transit bus (always empty) flies down Magnolia every half hour.

Please consider that we don't live in a condominium complex, we are residents that live in single family residential neighborhood and would appreciate being able to park our cars in front of our homes.

◇ Christine Moore - Regarding street improvements on Valley Street, between Magnolia and Chestnut. The result of a recent property survey that we initiated has raised questions regarding how city engineers have come to the conclusion that there is the space necessary to allow for traffic, sidewalk curb and gutter, a separated bike path and parking. It doesn't seem possible. In fact, the space is

sufficient, our next concern is whether or not any consideration has been given to the residents? With the anticipated improvements, (which look great on paper), residents will be backing into 3 separate paths of traffic, pedestrian, bike, and vehicle, very probably at the same time school is starting. We have been waiting for street improvements since 1983. Our children have long since moved on, but we've had a front row seat to some very close calls. We would welcome a practical and beneficial solution to pedestrian traffic on our street.

◇ Joe Moore - While the initial design that we saw 2 years ago is nice, it is not even close to what is needed at this location. While it is hard enough now to enter the street from our driveways during school times, the proposed plan from the city would compound this problem with the proposed additional green belts etc.

All we need on this street is standard curb, gutter and sidewalks with street parking. Have staff visit during school start times, during any special event at the high school, Jr. High or elementary school and it will be plain to see that street parking is needed. Please save the "ECO-Street" designs for a different location.

◇ Sarah Bland - I live on the corner of Valley St. and Magnolia Ave. I am writing in regards to the future sidewalk project. I am hoping the traffic commission takes parking and access to parking into serious consideration. The plans I have seen could potentially remove our driveway. I have a teenage daughter and her safety is always our family top priority. Her parking down the street and having to walk to our home is something we find very concerning.

◇ Chris Highland - I moved to 3670 Valley Street and am Legally Blind and do want this to be read. I cannot Drive but do have concerns about the room for parking and we were told definitively when we moved in over 5 years ago that utilities were going to be put underground and now there is a contingency upon funding? This is the ideal time to do it when everything will be dug up and seems absurd that this may not also be accomplished!

### **COMMISSION DISCUSSION:**

Commissioner Penseyres inquired if the power lines are not underground because of the contingency listed, "upon fund availability" in the letter that was sent to the residents? If the utilities are not underground how would staff be able to move forward with the project?

Senior Engineer Schauble said that up until this point it is assumed that we can get utilities underground and the reason that it was mentioned in the letter to the residents it is because SDG&E raised their fee substantially.

Commissioner Penseyres inquire about the height of the cycle track would be at the same level as the sidewalk.

Senior Engineer Schauble said that the cycle track would be at the same level (flush) with the sidewalk.

Transportation Director Frank suggested that the T&MC make a motion to provide comments and to support complete streets concept. Staff will follow-up with their comments by conducting more public outreach and work to build a consensus on a conceptual design which will be later incorporated into the final design.

### **ACTION:**

Motion by Commissioner Hunter, seconded by Commissioner Penseyres, to receive the both the public and commissions comments and to revise the concept plans to address the comments and to bring it back to the T&MC before final design.

Motion carried unanimously: 7/0

4. ADOPTION OF THE CARLSBAD SUSTAINABLE MOBILITY PLAN – (Staff contact: Nathan Schmidt, Public Works)

**Staff's Recommendation:** Receive a presentation and provide input

Transportation Planning and Mobility Manager Schmidt presented the report and reviewed the PowerPoint presentation (on file in the Office of the City Clerk).

**COMMISSION DISCUSSION:**

Commissioner Linke prepared a PowerPoint presentation in response to the staff report findings (on file in the Office of the City Clerk). He indicated that the main accomplishment of the Sustainable Mobility Plan (SMP) is its consolidation of the projects from older planning documents into a single database, but there are significant limitations due to removal of many tasks from the original scope of work. These include the lack of detailed reviews of the multimodal level of service (MMLOS) system, transit and Transportation Demand Management (TDM) planning efforts, and first mile/last mile transit gaps. They also include the lack of project feasibility and cost studies and lack of a detailed plan for Safe Routes to Schools.

Commissioner Linke inquired about the cost of the Carlsbad SMP and the \$300,000 grant for the project. Transportation Planning and Mobility Manager Schmidt answered that he does not have the exact amount but he will check it for the commissioners. He added that the city received a Caltrans Sustainable Communities Program grant in the amount of \$300,000 to fund a significant portion of the plan. The next step after prioritization of the multimodal transportation improvements, is a detailed engineering feasibility and cost analysis to determine which projects are most feasible and can be prioritized in the CIP.

Commissioner Linke expressed concern that the current timeline included an average of only 1 to 2 projects per year for the next 20 years. He went on to describe several recent residential development projects that he felt were lost opportunities to fund adjacent improvements to pedestrians, bicycle and transit facilities, despite previous planning documents that promote such projects. He also, encourage harmonization of the SMP with the new Local Coastal Program update. He felt that the T&MC should provide a statement to City Council about the limitations of the SMP and suggestions on implementation to ensure that it does not become another under-utilized planning document.

Transportation Director Frank thanked Commissioner Linke for the extensive evaluation which is beneficial to improving moving goods, services, and people through Carlsbad. The request of developers to pay their fair share of the improvements through an update of the city's current Traffic Impact Fee (TIF) program continues to be a priority for the transportation department.

Commissioner Wanamaker said that he encourages the use of roundabouts whenever possible because he believes to be a great tool for slowing traffic and improving safety for all modes.

Commissioner Penseyres suggested that staff consider short-term improvements in the first mile/last mile in areas like at the Poinsettia Train Station which lacks sufficient bike/pedestrian facilities as it is a high speed road without bike lanes or sharrows.

**RECESS:**

Chair Gocan requested a recess at 5:40 p.m. The Traffic & Mobility Commission meeting resumed at 5:53 p.m. with all commissioners presents, except Commissioner Wanamaker.

**ACTION:**

Motion by Commissioner Fowler seconded by Commissioner Hunter, to recommend the adoption of the Sustainable Mobility Plan, and that Chair Gocan and Commissioner Linke work with staff to include a statement about the limitations and the tasks necessary to ensure successful implementation.

Motion carried: 6/0/1 (Absent: Wanamaker)

5. FISCAL YEAR 2018-19 GROWTH MANAGEMENT PLAN/GENERAL PLAN ANNUAL MONITORING REPORT: ADOPTION OF ACTIONS TO ADDRESS THE DEFICIENT FACILITIES INCLUDING BUT NOT LIMITED TO VEHICULAR LEVEL OF SERVICE EXEMPTIONS PURSUANT TO GENERAL PLAN MOBILITY ELEMENT POLICY 3-P.9 (Staff contact: Tom Frank, Public Works)

**Staff's Recommendation:** Receive a presentation and provide input

Transportation Director Frank presented the report and reviewed the PowerPoint presentation (on file in the Office of the City Clerk)

**COMMISSION DISCUSSION:**

Commissioner Penseyres inquired if a right turn only lane will be added to the eastbound approach of Palomar Airport Road at Paseo Del Norte.

Transportation Director Frank stated yes.

Commissioner Penseyres inquired about the bike lane on Cannon Road closer to Paseo Del Norte if it is proposed to have a dedicated right turn lane.

Transportation Director Frank answered by giving some example on google maps of bike lanes at right turn lanes throughout the city which were wider but would not be a dedicated right turn lane .

Commissioner Linke inquired about if an intersection operations analysis was conducted at Paseo Del Norte intersection and Palomar Airport Road.

Consultant Engineer Loomis answered that the intersection operations analysis was not performed at the intersection because no recent traffic counts were available but that the analysis could be done using older 2016 data if needed.

Transportation Director said that staff will look the turning moving volumes from 2016 report and study.

Commissioner Linke asked if staff could revise the staff report and look for any inconsistencies and asked if the commissioners could request an expediting of the identified projects.

Transportation Director Frank answered that traffic signals are a priority as a whole and staff is in the design phase of implementing radar speed feedback signs and continuation of work with the police department traffic enforcement. In addition, several "yield to pedestrian" signs have been installed. Staff is also currently evaluating the no right turn on red signals, and revised striping to improve both bike lanes and right- turn movements.

Commissioner Linke suggested that staff should conduct a more detailed operations analysis on Marron Road to determine where the congestion exist and that he will support the exemption the road facilities with the improvements.

Transportation Director Frank explained to Commissioner Linke that the intersection of Marron Road and College Boulevard is not under the jurisdiction of the city as it's within the City of Oceanside.

### **ACTION:**

Motion by Commissioner Linke, seconded by Commissioner Hunter, to take staff recommendation to exempt the five street facilities and accept the proposed projects and studies to be conducted.

Motion carried: 6/0/1 (Absent: Wanamaker)

Deputy City Manager Gomez invited the Traffic and Mobility Commission to nominate a member to make a presentation at the City Council meeting.

The Commission nominated Chair Gocan as the primary representative and Commissioner Linke as the secondary representative for the City Council meeting.

### **CITY TRAFFIC ENGINEER REPORT:**

**City Traffic Engineer Comments:** Attachment A

Transportation Planning and Mobility Manager Schmidt received communication form the City Clerk that Commissioner Penseyres term has ended and the City Clerk will be accepting applications to fill the commission's vacancy.

### **TRAFFIC AND MOBILITY COMMISSION COMMENTS:**

Vice-Chair Perez inquired about Avenida Encinas between address 6109 and 6195 as to how changes to parking striping are considered and approved.

Traffic City Engineer Kim responded that the changes to the parking limits were initiated by the police department due to complaints about RV parking. The police took the lead on an ordinance that would make it illegal to park outside of parking spaces that are marked and signed.

Commissioner Hunter gave kudos to staff and to the commissioners for coming up with integrated plans and working together.

Commissioner Penseyres inquired if the roadway design with the dual right turn lanes on eastbound Poinsettia Lane will be modified when the new portion of Poinsettia Lane is opened-up.

Traffic City Engineer Kim said that staff will be evaluating closely the change of traffic patterns once the new section of Poinsettia Lane opens.

Commissioner Fowler inquired about the license plates reader and if staff provided any input related to traffic safety.

City Traffic Engineer answered that the license plate reader equipment is strictly for use by the police department.

### **ADJOURNMENT:**



Chair Gocan adjourned the Traffic and Mobility Commission Meeting on Dec. 7, 2020, at 6:49 p.m.

*Eliane Paiva*

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Eliane Paiva, Minutes Clerk