Council Memorandum

May 5, 2020

To: Honorable Mayor Hall and Members of City Council
From: Paz Gomez, Deputy City Manager, Public Works
Via Geoff Patnoe, Assistant City Manager
Re: Additional Materials Related to Staff Report Item No. 12 – Determination of Four Deficient Street Facilities and Financing Program Options, Including Extension of College Boulevard

This memorandum provides additional materials regarding the staff report for the May 5, 2020 City Council meeting, Item No. 12 – Determination of Four Deficient Street Facilities and Financing Program Options, including Extension of College Boulevard:

1. Exhibit 14 and page 29 of the staff report refer to the draft minutes from the April 6, 2020 Traffic and Mobility Commission meeting. The Traffic and Mobility Commission met on May 4, 2020 and approved the minutes. Attachment A is the approved minutes, which replaces Exhibit 14 of the staff report.

2. The second and third sentences of the last paragraph on page 29 are revised to read as follows:

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:
      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
   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 the College Boulevard extension that Commissioner Linke had requested to be included in the staff report for the May 5, 2020 City Council meeting (Attachment B).

Attachments:
A. Approved Minutes from the April 6, 2020 Traffic and Mobility Commission Meeting
B. Commissioner Linke letter of May 4, 2020

cc: Scott Chadwick, City Manager
    Celia Brewer, City Attorney
    Gary Barberio, Deputy City Manager, Community Services
    Laura Rocha, Deputy City Manager, Administrative Services
    Ron Kemp, Assistant City Attorney
    Robby Contreras, Assistant City Attorney
    Tom Frank, Transportation Director
    John Kim, City Traffic Engineer
    Nathan Schmidt, Transportation Planning and Mobility Manager
    Sheila Cobian, City Clerk Services Manager
CALL TO ORDER: Chair Gocan called the Meeting to order at 5:03 p.m.

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 Penseyre was 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
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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
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 Pensyar 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: 

![Northbound El Camino Real (Jackspar-College 5/2019)](image-url)
Among all four deficient facilities, a cumulative average of 19,313 vehicles per day were traveling during GMP deficient LOS “E” or “F” conditions:

<table>
<thead>
<tr>
<th>Street facility</th>
<th>Congested vehicles per day</th>
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</thead>
<tbody>
<tr>
<td>NB ECR (PM)</td>
<td>10,328</td>
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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, Commissioner Correspondence
From: Commissioner Steve Linke
Meeting Date: May 4, 2020
Subject: April 6, 2020 meeting minutes on Item #5—four deficient street facilities

In creating their staff report on the Growth Management Plan (GMP)-deficient El Camino Real and Cannon Road facilities for the May 5, 2020 council meeting, staff has again disregarded the wishes and intent of our commission.

The motion on this item, which passed 5-2, was to recommend declaring the street facilities deficient, but to oppose the performance standard exemptions, and to have the commission present the quantitative data and conclusions of the traffic study in the form of the bar graphs, histograms, etc. that I presented at the meeting. This was to support the funding of the El Camino Real widening and College extension projects. I subsequently submitted the attached recommendation to include in the council staff report and have Chair Gocan present to the City Council. Ms. Gocan was included in the communications, and staff promised to get back to us if there were any questions.

However, the staff report for Tuesday’s council meeting does not include the written recommendation or any of the quantitative data, and staff’s re-interpretation of our recommendation does not mention our opposition to the exemptions. Further, in violation of our council-adopted Communications Plan, Chair Gocan was not invited to present our recommendations to council (no effort was even made to contact either of us with questions).

And to top that all off, staff has added an alarming new sentence to their recommendation that they did not present for our review—completely eliminating the College Boulevard extension from the General Plan. This is in spite of their statements at the meeting that the exemptions would have no effect on the future of the College extension.

So, to more accurately reflect the discussion and motion on Item #5 in our 4/6/2020 minutes, I will be requesting the following:

1. Attach the enclosed two-page recommendation to the minutes.

2. Add the following language in the body of the minutes before the motion:

   Transportation Director Frank asked Commissioner Linke for a clarification on exactly what he meant in Part B of his proposed motion regarding “present[ing] to the City Council 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 (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.

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I also will request that this letter to be made part of the public record for this 5/4/2020 meeting.

Our minutes were buried hundreds of pages into the City Council staff report, and they are inadequate and incomplete. They refer to my letter and presentation, but those are not readily available—only through a special request to the City Clerk. Our commission is also unable to review the minutes for completeness and accuracy prior to their inclusion in City Council staff reports. And we are not being allowed to present our own recommendations—only staff filtered versions are included.

This whole process lacks transparency and accountability, and this current episode is particularly disappointing.
Traffic & Mobility Commission Recommendation to the City Council
City Council Meeting Date: May 5, 2020
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