



CITY OF DEL MAR CITY COUNCIL POLICY BOOK

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COMPLETE STREETS POLICY

EXECUTIVE SUMMARY

The City of Del Mar Complete Streets Policy seeks to direct future Del Mar mobility projects with the goal of creating a safe, balanced, multimodal street system to allow everyone to safely travel within Del Mar regardless of age, ability or mode of travel. “Complete Streets” is a term used to define streets designed and operated to enable safe access for all users, and accommodate people of all ages and abilities, travelling by all modes, including walking, biking, using public transit, and driving cars, commercial or emergency vehicles. In short, Complete Streets is the term given to the concept of a street that provides safe, comfortable, and convenient access for everyone, no matter who they are or how they travel. Del Mar’s Complete Streets Policy also contains elements of “Green Streets”, a means of reducing stormwater in traditional collection systems and treating stormwater runoff through more natural filtration processes, close to its source.

The Complete Streets Policy identifies policies, procedures and actions the City or its designees and applicants, will undertake when addressing any planning, design, implementation, or construction project that involves roadways, pathways or other components of the mobility network.

POLICY

Vision & Intent

The Del Mar Community Plan, adopted in 1976 by a vote of the City residents, established the precedence for a Complete Streets Policy with Community Plan Goal 2:

“Minimize the impact of the automobile on the character of Del Mar and emphasize a more pedestrian oriented environment, safer sidewalks, landscaped buffer zones, and alternative means of transportation.”

The Community Plan, under this goal, identified six objectives and numerous policies to encourage a pedestrian-oriented, non-motorized community by 1) developing a system of bicycle rights-of-way and pedestrian paths, and discouraging high speed traffic along city streets; 2) facilitating the movement of traffic in a safe and uncongested manner consistent with a pedestrian-oriented community, 3) encouraging alternative solutions to the transportation needs such as local transit, delivery systems and regional rapid transit; 4) reducing the level of noise created by major transportation routes; 5) minimizing air pollution by encouraging alternatives to the use of the automobile; and 6) reducing transportation related sources of water pollution, particularly in stormwater runoff¹.

¹ Del Mar Community Plan, Goal 2: Goals, Objectives, and Policies



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Although written decades before Complete or Green Streets legislation, the Community Plan clearly embodies the elements of Complete and Green Streets and forms the community vision for the mobility network in Del Mar.

This policy is intended to guide achievements of Community Plan objectives by directing citizens, elected officials, government agencies and their staff, developers, planners, engineers, and architects to use an interdisciplinary approach that incorporates the needs of all users into the design and construction of roadway, trail or other circulation projects.

The Complete Streets approach to roadway development and maintenance projects utilizes principles of non-prescriptive, flexible design; context sensitivity; and collaborative processes to establish a multimodal network for all users and facilitate the transportation and environmental conservation objectives outlined by the Del Mar Community Plan.

Context

The City of Del Mar and its transportation network are primarily built out. The transportation network consists of arterial streets with pedestrian sidewalks and bicycle lanes, residential streets, open space pathways, and one transit route. While the land use is primarily built-out and mainly consists of single-family residential dwellings, there are limited areas where redevelopment is occurring and areas with gaps in connectivity, primarily for the pedestrian and bicyclist. The City's transportation network accommodates both vehicular destination traffic (to residences, commercial and visitor serving areas) and through-traffic (primarily along Camino del Mar). Cyclists include both recreational and commuting bicyclists; and pedestrians include residents, visitors, recreationalists, elderly and mobility-challenged pedestrians. Transit is limited to one north-south bus route along Camino del Mar, and while the train traverses through the city, there is no current stop within Del Mar.

Community Plan Consistency

This Complete Streets Policy is consistent with and directly stems from the Community Plan Goals. To this extent, the policy provides directives and design guidance associated with transportation safety, multimodal network planning, context-sensitive design, and network connectivity to encourage a pedestrian-oriented, non-motorized community as defined by Community Plan Transportation Objectives. Furthermore, the policy's application of stormwater management and vegetated streetscape elements facilitate Community Plan directives pertaining to the prudent use of water resources by natural landscaping; improvements to local air and water quality; and the enhancement of community warmth, charm, interest, texture, and village aesthetic. Specific policies and objectives from the Community Plan are identified throughout this policy in italicized parenthesis, E.g. (*Community Plan Goal 2. Transportation Objective A*).



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Del Mar Climate Action Plan

The City of Del Mar's adopted Climate Action Plan (2016) (CAP) identifies a Complete Streets approach as a means of moving towards a more multimodal balance of transportation choices within the community. Per the CAP, the transportation sector accounts for 17 percent of the City's greenhouse gas emissions (GHG) based on trips that start or end in Del Mar. CAP Measure T3 calls to:

"...(r)etrofit Major Corridors to be 'Complete Streets': Consider every transportation mode and user when designing streets, and incorporate multimodal design principles in all projects."

The aim of this measure is to contribute to the reduction of GHG emissions by reducing vehicle miles traveled (VMT) and fuel use by passenger vehicles of residents, visitors, and employees in Del Mar, especially for vehicles that run on fossil fuels. This Complete Streets Policy is a means to implement a multimodal transportation network that contributes to the reduction of greenhouse gas emissions by lowering atmospheric carbon concentrations and improving public health as identified by the CAP.

California Complete Streets Act (AB 1358)

The California Complete Streets Act of 2008 (*Assembly Bill 1358*) requires cities and counties in California to include Complete Streets policies as part of their General Plans. The legislation enables the State's commitment of reducing greenhouse gas emissions through the context of regional and municipal governance while collectively ensuring roadways are designed to safely accommodate all users.

Del Mar's Community Plan incorporates transportation, community development, and environmental management policies that, while they predate the Complete Streets Act, are fundamentally consistent in terms of Community Plan's goals and objectives. This Council Policy expands on the implementation of referenced Community Plan goals and fulfills AB 1358 intent by establishing more detailed direction to implement Complete Streets than would be provided in the context of the Community Plan alone.

SANDAG Regional Complete Streets Policy

The San Diego Association of Governments (SANDAG) has adopted a Regional Complete Streets Policy, *"...because it is a process of ensuring the transportation system is safe, useful and attractive for all users of the transportation network..."*. SANDAG provides the "Local Complete Streets Sample Checklist" (Attachment A) for jurisdictions to assess whether transportation projects plan for and accommodate all modes of travel to the extent warranted. In 2017, SANDAG also identified a local Complete Streets Policy as a prerequisite for grant funding.



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Del Mar Stormwater Management Program

Del Mar's transportation network is also a component of the primary stormwater conveyance system. As such, the City shall consider provisions such as landscaping and pavement modifications in the public right-of-way as opportunities to implement stormwater collection and filtration systems appropriate to the local hydrological context. Considering Del Mar's geographical setting within the San Dieguito and Los Peñasquitos watersheds and adjacent to the Pacific Ocean, the City shall institute improvements that mimic natural hydrological processes in order to improve and preserve air and water quality. Elements of this stormwater management approach, in terms of streets, are defined as Green Street principles.

Application

This Complete Streets Policy applies to transportation improvements in the public right-of-way, streets on private property, and development review of private major (and minor) encroachments in the public right-of-way. Whether they be new improvements, retrofits, or maintenance efforts, Complete Streets principles shall be considered and implemented during the design phase and construction process of all transportation projects, including planning, programming, design, right-of-way acquisition, subdivision land development, new construction, construction engineering, reconstruction, operation, repair, and maintenance. Any redevelopment, improvement, modification or maintenance of the transportation network under a Complete Streets approach should respect the character of Del Mar while providing safe and convenient access to resources throughout the community.

Policies

Complete Street Policies are divided into eight (8) categories:

1. Process & Procedures
2. Users and Modes
3. Street Network
4. Street Design
5. Green Streets
6. Implementation
7. Performance Measures
8. Exceptions

Each policy section first states the intent and then the policies and related actions. References are provided at the end of this Council Policy.



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1. **Process & Procedures:** The intent of policies regarding the process and procedures is to ensure that all mobility projects receive the appropriate level of scrutiny and review. The City of Del Mar recognizes that Complete Streets may be achieved through single elements incorporated into a particular project and/ or incrementally through a series of smaller improvements and maintenance activities over time.
 - 1.1. Complete Streets policies, in guiding transportation improvement projects, shall be utilized only when the application is determined consistent with Del Mar's Community Plan.
 - 1.2. Apply Complete Street policies to all mobility projects: Complete Street policies will apply to development entities who may be constructing private or public streets; to the City as it retrofits existing streets; and to other agencies developing mobility infrastructure within Del Mar.
 - 1.3. Incorporate Complete Street principals into early land use planning: All mobility planning or implementation projects shall be reviewed against Complete Street principals and the policies outlined in this Council Policy. This review shall take place during the planning phases and be presented as to its consistency with this Council Policy in any discretionary or legislative review actions.
 - 1.4. Review and Update Complete Street Policies as needed: Complete Street policies will be reviewed at a minimum of every ten years, or with any Community Plan Circulation Element amendment. The review shall include an assessment of performance measures. Following this review, the City Council may direct changes to this policy.
2. **Users and Modes:** The intent of user and modal policy is to ensure that the needs of all potential users are included in the planning, design, operation, and maintenance of streetscape elements to provide safe and efficient mobility for all users of the community's transportation network regardless of age or ability.
 - 2.1. Application of the Del Mar Complete Streets Policy directs City Council, City Management, and City staff to consistently plan, design, construct, and maintain streets to provide travel options for a spectrum of anticipated user modes including, but not limited to, pedestrians, mobility-challenged persons, bicyclists of varying skill levels, transit riders, motorists, delivery and utility providers, and emergency response vehicles.



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- 2.2. The type and range of modes accommodated is expected to differ due to physical space constraints and varying modal demand relevant to each project's context. When there are conflicting needs among users and modes, Community Plan objectives shall be facilitated through the following prioritization: 1) above all, safety is paramount, followed by mobility; 2) among modes, pedestrians shall come first citywide (*Community Plan Goal 2. Transportation Objective A*), followed by the next most vulnerable types of users; and finally, 3) seek balance among all modes involved.
3. **Network:** A network approach ensures that all projects facilitate an integrated, comprehensive network that completes connections of all pathways, roadways and travel ways.
 - 3.1. Provide and maintain safe, connected and convenient bicycle and pedestrian mobility along the arterial corridors of Camino del Mar, Jimmy Durante Boulevard, and Via de La Valle.
 - 3.2. Discourage high speed traffic along city streets and prioritize safety provisions between active transportation modes (bicyclists and pedestrians) and automobile traffic with infrastructure elements such as continuous, protected bicycle lanes and sidewalks, traffic calming features, improved intersections/midblock crossings, and street lighting/reflectors. (*Community Plan Goal 2. Transportation Objective A*).
 - 3.3. Connect all elements of downtown in a way that reduces pedestrian conflicts with the automobile and establishes alternatives to the use of the vehicles for visitor and residential access (*Community Plan Goal 4. Community Development Objective C. Policy 4*).
 - 3.4. Provide a continuous north-south bicycle network through the community (*Community Plan Goal 2. Transportation Objective A. Policy 3*), by maintaining an unobstructed, multimodal corridor along the Camino del Mar thoroughfare, and establish connectivity to adjacent pathways at the City's borders. This type of accommodation shall coordinate with long-range planning of a regional multimodal network, providing opportunities for residents and visitors to exercise carbon-neutral travel methods through Del Mar.
 - 3.5. Preserve and improve pedestrian access to and along beaches, sea cliffs, parks, and walking paths by completing connections of bicycle and pedestrian pathways through the use of all public rights-of-way and prescriptive public easements (*Community Plan Goal 2. Transportation Objective A. Policy 5*).



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- 3.5.1. Integrate trail links between the fabric of streets and roadways to provide residents with a more direct and convenient accessway to services, open spaces, playfields, parks, and beaches.
 - 3.5.2. Pursue the creation of a coastal pedestrian trail along the railroad right-of-way with safe crossings.
4. **Design:** The intent of design policies is to ensure a contextually sensitive approach to the design of the transportation system. Implementation shall reflect the context and character of the community's overall surroundings including the natural environment, current and planned buildings and land uses, demographics, street functions, and current and expected transportation needs.
 - 4.1. Assure continuing public participation in street planning and design and utilize citizen participation in the developmental processes of streetscape projects (*Community Plan Goal 6*).
 - 4.2. Reference and institute the best and latest design guidance, standards, and recommendations available to maximize design flexibility and innovation. Design solutions should balance user and modal needs while enabling environmental remediation and protection opportunities.
 - 4.3. Prioritize a pedestrian-oriented network to enhance the community's walkability. Streetscape elements that facilitate this type of mobility may include wider sidewalks, reductions in road width and construction of separation between travel modes to discourage high-speed vehicular traffic along City streets and limit conflicts between automobiles and pedestrians.
 - 4.4. Bicycle Design: enhance designated pathways for cyclist along arterial roads; encourage separation from vehicular traffic and the use of traffic calming measures to create safe pathways for cyclists of varying abilities and confidence.
 - 4.5. Although pedestrian and bicycle mobility are prioritized, roadway improvements should maintain consideration for the movement of all types of traffic in a safe and regulated manner (*Community Plan Goal 2. Transportation Objective B*).
 - 4.6. Maintain a clear understanding of a project's context, integrating community values and environmental implications into roadway design decisions to



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preserve and enhance scenic, aesthetic, historic, and environmental resources while improving and maintaining pathway safety and mobility.

- 4.7. Design processes shall consider street design and width, desired operating speed, right-of-way availability, and connectivity to destinations to remediate modal imbalances. Design criteria should not be purely prescriptive and, instead, should be based on the thoughtful application of engineering, architectural, and urban design principles.
 - 4.8. Adapt design criteria and streetscape accommodations over time to consider emerging transportation technologies such as vehicle charging, rideshare programs and autonomous vehicles.
 - 4.9. Streetscapes shall provide adequate space and placement to integrate multifaceted design solutions for both transportation improvements and stormwater management, e.g. a biofiltration swale positioned within an existing street median enhances pedestrian mobility by providing refuge for midblock crossings, improves streetscape aesthetic, and manages stormwater flow while capturing runoff contaminants.
5. **Green Streets:** The intent of a green streets approach to street design, also known as green infrastructure, is to reduce and treat stormwater close to the source to realize the following benefits: improved water quality, increased groundwater infiltration, carbon sequestration, runoff reduction, erosion control, and aesthetics.
- 5.1. All mobility planning or implementation projects shall be reviewed by the Clean Water Manager at its onset to identify opportunities for incorporation of low impact design stormwater management techniques. All landscaped areas in any street project shall be evaluated for its ability to serve as bioretention or infiltration and implemented as such unless such conditions are not favorable for stormwater management.
 - 5.2. Subsequent to Regional Water Quality Control Board objectives, the City shall design and construct small-scale, decentralized stormwater management facilities that infiltrate, evaporate, transpire, filter, store, or detain runoff within relatively close proximities to pollutant sources.
 - 5.3. As directed by the Community Plan, natural landscaping, requiring little watering is encouraged in the design and construction of vegetated streetscape elements to promote prudent use of water resources (*Community Plan Goal 1. Objective M*).



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- 5.4. For stormwater infrastructural development where adequate space and the need for stormwater mitigation are present, the City shall reference the best and most recent management practices such as Caltrans Stormwater Management and Biofiltration Design Guidance manuals and California Stormwater Quality Association (CASQA) Best Management Practices (BMP) handbooks. These documents emphasize the use of bioremediation techniques to filter and remove surface contaminants through natural vegetative processes.
 - 5.5. All landscaped areas in any street project shall incorporate street trees to mitigate surrounding temperature, sequester carbon and improve air quality.
 - 5.6. Materials used for sidewalks and parking should utilize permeable pavements wherever feasible in order to infiltrate stormwater back into the groundwater.
 - 5.7. Green streets shall have a component of education to inform the public of its role in stormwater management. This shall be established on a project by project basis as appropriate for that level of project.
6. **Implementation:** The City of Del Mar shall integrate Complete Streets principles and environmental consideration into everyday transportation decision-making practices and development processes. To this end, the policy shall be implemented through the following directives:

Departmental Procedures:

- 6.1. All City departments shall incorporate Complete Street principles and policies into development and review of all plans, manuals, procedural documents, rules, regulations, and programs as appropriate.
- 6.2. City departments shall review and update current design standards, including subdivision regulations which apply to new roadway construction, to reflect the best possible design standards and guidelines.
- 6.3. The City should amend existing performance measures and collective data documents affiliated with Del Mar's transportation characteristics and CAP objectives to include objectives within Complete Streets implementation. Updated measures shall determine how well the network serves all users while instituting community health and greenhouse gas mitigation measures associated with CAP and State-mandated goals.



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Operations:

- 6.4. The City's appointed discretionary review bodies, including the Design Review Board and Planning Commission, shall utilize Complete Streets policies as adopted herein during appropriate discretionary reviews. The City's Advisory Committees to the City Council shall utilize Complete Streets policies when providing input on projects in their purview.
- 6.5. The City should use development tools and reference materials provided by SANDAG, Caltrans, and other transit operators such as guidance on best practices and innovation in street design, parking management strategies, stormwater best practices, incorporating bicycle and pedestrian access to transit stops and stations, traffic impact studies, and public engagement tools.
- 6.6. The City should utilize project development checklists provided by SANDAG throughout design and development processes of the transportation network to ensure projects result in Complete Streets (Attachment A).
- 6.7. The City should facilitate inter-departmental project coordination among entities interested in activities occurring in the public right-of-way to ensure efficient use of fiscal resources.
- 6.8. The City should coordinate and foster relationships with adjacent municipalities, private developers, and utilities (public and private) to further the Del Mar's vision of a connected Complete Streets network, continuing beyond the City's borders.
- 6.9. City staff should identify current and potential future sources of funding for transportation network improvements.

Education:

- 6.10. The City should encourage educational opportunities that allow community leaders and the public to establish an understanding of the Complete Streets vision and multimodal transportation opportunities. Information shall be made available through public documents on the City website and presented during project review.
- 6.11. The City should encourage staff professional development and training of non-motorized transportation issues, Complete Street principles, and



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environmental sustainability objectives through workshops, conferences, seminars, and reference materials.

6.12. The City shall seek to include an educational component in all Complete Street projects to ensure that all users of the transportation system understand and can safely utilize project elements and infrastructure in the public right-of-way. Comprehension may be achieved through a variety of means, such as signage, design and/or public notifications.

7. **Performance Measures:** The intent of performance measures is to develop a system for assessing the results of the policies with each implementation project. Because Del Mar's undeveloped land is minuscule, implementation will primarily occur through small infill projects, City capital improvement projects, and other agency transportation projects. Performance measures should be established with each implementation project concurrent with its adoption or construction and reviewed at five years after implementation to more accurately measure the results. These results should contribute to the monitoring of the CAP as well as the Complete Streets Policy. Targets for the performance measures should address, as applicable:

- 7.1. An increase in the number of pedestrians and bicycle ridership through and within the City.
- 7.2. An increase in the conversion of traditional stormwater infrastructure to low impact design stormwater features.
- 7.3. Reductions in local stormwater sediment and bacteria.
- 7.4. An increase in the number of linear feet of new and upgraded bicycle and pedestrian routes.
- 7.5. An increase in the number traffic calming features and vehicle speed in multi-modal areas.
- 7.6. Amount of porous pavement implemented.
- 7.7. Improvements to transit facilities (bus schedules added; shade provided; accessibility improvements).
- 7.8. Reductions in reported conflicts between transportation modes.



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7.9. A decrease in VMT below the CAP's 2012 baseline for trips starting and ending in Del Mar².

7.10. A reduction of carbon emission output below the CAP's 2012 baseline³.

8. **Exceptions:** All transportation projects in Del Mar are intended to be planned, designed and constructed for all foreseeable users; however, an exception to this standard may be warranted. A proposed exception will be reviewed as part of the discretionary approval process associated with the project (City Council, Design Review Board or Planning Commission, as appropriate). Exceptions must be documented with supporting data that indicates the basis of the decision and will be evaluated against the Community Plan objectives, this Complete Streets Policy, and Del Mar's CAP. Exceptions may be appropriate in the following cases:

8.1. Where specific modes of travel are prohibited by law.

8.2. Where a proposed project for a limited access facility would cross a major barrier, for example the San Dieguito River or the railroad.

8.3. Where the cost of providing facilities for all travelers would be excessively disproportionate to the need or likely use through the life of the project. Cost analysis shall follow SANDAG's Complete Streets policy guidance.

8.4. Where the facility is in conflict with the adopted Federal or State regulatory authorities and/or City of Del Mar Community Plan, Municipal Code, and the Local Coastal Program.

8.5. Where immitigable, detrimental environmental impacts outweigh the need for full accommodation of all travel modes.

8.6. Routine maintenance of the transportation network that does not change the roadway geometry or operations, such as mowing, sweeping, or spot repair.

Exceptions shall be reviewed as such, and not the norm or commonplace solution.

-End-

² Target of 178,855vehicle-miles-travelled per day or currently adopted CAP target.

³ Per the CAP, on-road transportation for both miles driven within Del Mar and miles outside of the Del Mar boundary for trips starting or ending in the community produced 4,921 MTCO_{2e} and 27,003 MTCO_{2e} (metric tons carbon dioxide equivalent) respectively for the 2012 baseline year. Cumulatively, greenhouse gas emissions from transportation activity makes up 57.1% of the community's total emissions output. Subsequent updates to the CAP may set new targets.



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References: Best practices in policies, design criteria, sustainable development, standards and guidelines related to street design, and construction may be found in, but not limited to, the following materials:

- Caltrans *Highway Design Manual*
- National Association of City Transportation Officials (NACTO)- *Urban Street Design Guide* and *Urban Bikeway Design Guide*
- American Association of State Highway Officials (AASHTO) Guidelines
- Institute of Transportation Engineers (ITE) *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach*
- Americans with Disabilities Act (ADA) Guidelines
- Public Right-of-Way Accessibility Guidelines (PROWAG)
- San Diego Association of Governments (SANDAG) *2050 Regional Transportation Plan* and *Smart Growth Design Guidelines*
- *Main Street, California– A Guide for Improving Community and Transportation Vitality (3rd ed.)*
- *Complete Intersections: A Guide to Reconstructing Intersections and Interchanges for Bicyclists and Pedestrians*
- Documents and plans created for and approved by the City of Del Mar, including but not limited to, the Community Plan and Climate Action Plan

Attachments

Attachment A – SANDAG “Local Complete Streets Sample Checklist: A Tool for Local Agencies”

<http://www.sandag.org/index.asp?classid=12&projectid=521&fuseaction=projects.detail>

SANDAG’s “Local Complete Streets Sample Checklist” does not prescribe specific design solutions for Del Mar’s transportation system. Rather, the document should be referenced to consider the context of regional transportation facilities as they apply to Del Mar.