

Serra Mesa Community Plan Amendment – Franklin Ridge Road Connection

Community Plan Inconsistency

Serra Mesa Community Plan – Adopted July 1977 – 40 years ago

“ 1. South side of Phyllis Place, west of Interstate 805 (I-805), approximately six acres. This site overlooks Mission Valley. It is bordered on the south by a major sand and gravel operation. A large religious institution and retirement units are located to the north. This site is specifically excluded from extraction plans. An overriding community concern is to preserve the integrity of the single-family neighborhood located to the west of the property. The site appears suitable for low-density residential development to a maximum of seven to nine units per net acre. Development could be constrained by existing overhead transmission lines and towers. Development must be done through the use of a PRD and in character with the single-family neighborhood to the west.” (p. 11)

Since 1977 the expectation of Serra Mesa residents is that this six acre area would be residential. As a result of the Quarry Falls project a 1.3 acre park will be developed in this area instead of single family dwellings.

Mission Valley Community Plan - Adopted June 1985 – 32 years ago

“Streets serving new development should be connected to the road network and not to major streets serving residential areas in the mesas.” (p. 56)

“Public streets of adequate capacity to connect Stadium Way and Mission Center Road at I-805 at Phyllis Place will be needed when urban development occurs north of Friars Road between Mission Center Road and I-805. Provision of these streets will not be considered until the sand and gravel operation has ceased and resource depletion has occurred.” (p. 78)

“Franklin Ridge Road should be constructed as a north-south two-lane collector street through Quarry Falls. Class II bike lanes should be provide on both sides of the street. Parking should not be allowed.” (p. 81)

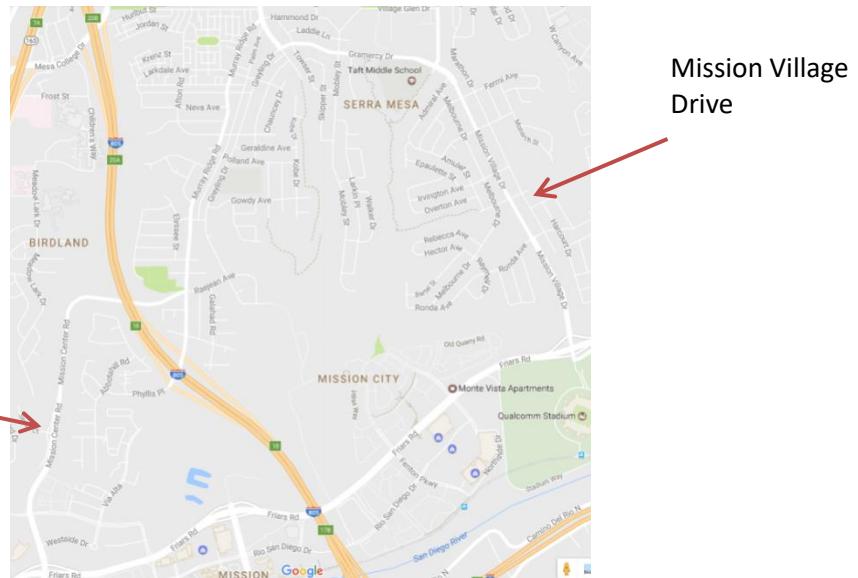
“Development oriented towards the Valley and accessed by roads from the Valley floor should not extend above the 150-foot elevation contour.” (p. 124)

The Mission Valley Community Plan contains inconsistencies, which weren't mentioned in the Recirculated DEIR: One line indicates no road connection and another line indicates a road connection; Franklin Ridge from the Via Alta/Franklin Ridge intersection will be four lanes; the road connection will be above the 150-foot elevation contour.

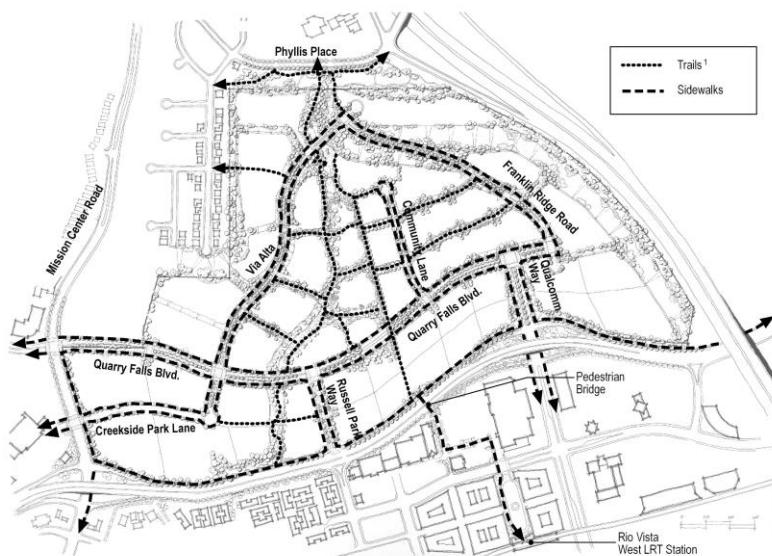
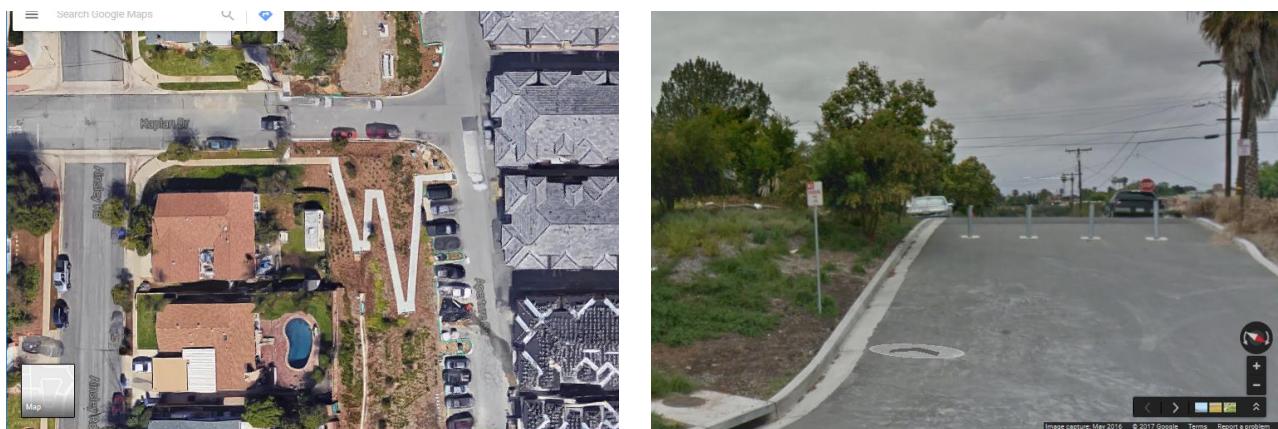
Both the Serra Mesa and the Civita residents expect no road connection.

Linkages – Street, Emergency, Bike and Pedestrian

Street linkages from Serra Mesa to Mission Valley exist with Mission Center Road and Mission Village Drive. Mission Village **not mentioned in Recirculated DEIR.**



Emergency access and sidewalks between Kaplan Drive in Serra Mesa and Aperture Circle in Civita exists. This access is used extensively by the residents of Serra Mesa and Civita. Not mentioned in Recirculated DEIR.



¹ May be constructed from a variety of materials including concrete, asphalt, and permeable materials

PEDESTRIAN CIRCULATION (Fig. 3-5)

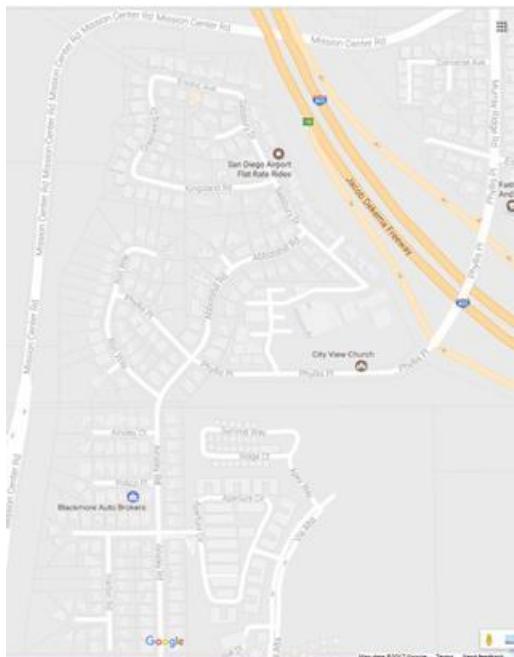
A minimum of one trail for pedestrians and bicyclists between Civita and Phyllis Place Park with or without the roadway connection is mandated. Not mentioned in Recirculated DEIR.

Safety Hazards

Unsafe Condition: Franklin Ridge/Phyllis Place intersection requires a signal and results "...in possibly unsafe conditions for motorists entering and exiting the City View Church parking lot..." (Recirculated DEIR, S-10) Mitigation would require extensive changes to church's parking lot, which is private property, so impact is significant and unavoidable.



**Roadway Connection will bisect Phyllis Place Park – Not a safe situation.
Also, additional lanes added to on and off ramps – safety issue for pedestrians.**



Traffic Congestion

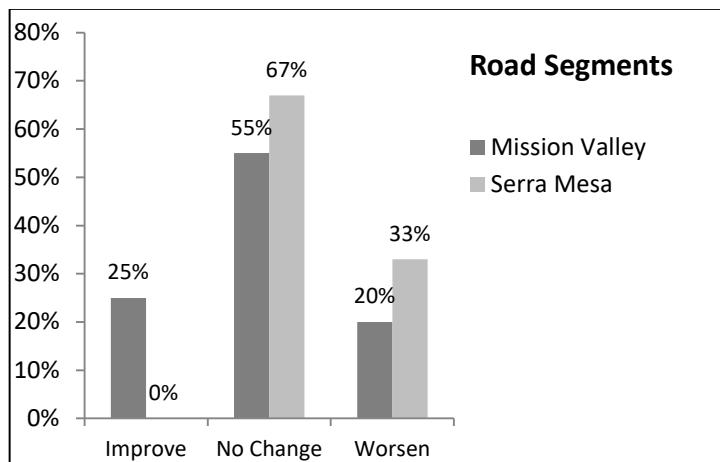
Phyllis Place – only exit for 220 homes and 56 retirement/Senior housing. Traffic congestion with road connection will impact their exit.

Circulation – Worsened in Serra Mesa & Remains Mostly No Change in Mission Valley

On-Ramps for Long-Term Without the Roadway Connection in Comparison to With (Recirculated DEIR, Table 5.2.18)

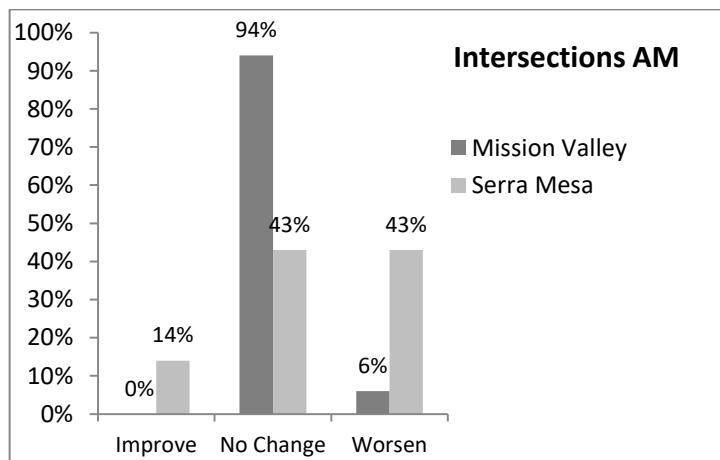
- Murray Ridge I-805 NB on-ramp AM delay increases 9 min; queueing from 0 to 3,886 ft (.74 mi).
- Murray Ridge I-805 SB on-ramp PM delay increases 31 min; queueing from 2,407 to 10,368 ft (1.96 mi), beyond Sandrock.

Freeway Segments: "...would result in significant impact at six freeway segments" (Recirculated DEIR, p. 5.2-37); 61% more vehicles on I-805 bridge.

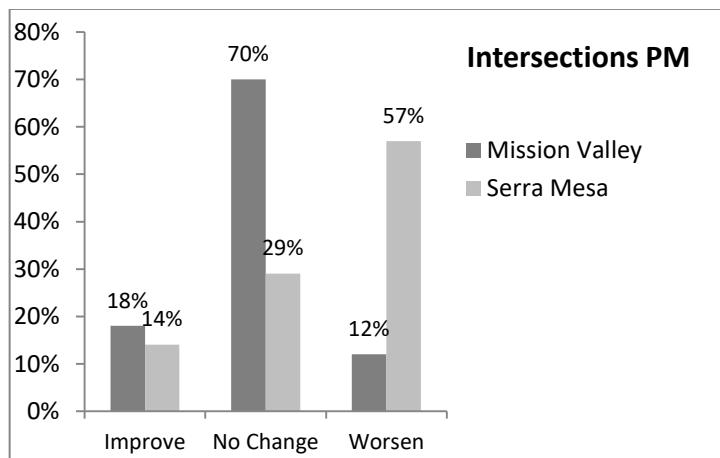


Charts based on Recirculated DEIR, Tables 5.2-16 and 5.2-17.

In both Serra Mesa and Mission Valley the greatest percentage of the roadway segments will receive the same LOS level. Also, in Serra Mesa $\frac{1}{3}$ of the segments will worsen and none will improve.



The LOS No Change is almost 100% percentage for Mission Valley while in Serra Mesa both No Change and Worsen receive the same percentage.



In Mission Valley 70% of the intersections won't change LOS level while in Serra Mesa more than half of the intersections will worsen.

Conclusion: The road connection won't help most of the roadway segments and intersections in Mission Valley and will worsen ones in Serra Mesa. Six freeway segments will be impacted and queuing for freeway ramps increases.

Vehicles Miles Traveled (VMT)

Project Influence Area determination based on SANDAG Series 12, which contains inaccurate information (refer to SMPG Recirculated DEIR response letter, p. 12). The area studied wasn't consistent with the area that was studied for the Traffic Impact Study.

"Building new roadways, adding roadway capacity in congested areas, or adding roadway capacity to areas where congestion is expected in the future, typically induces additional vehicle travel." (Refer to SMPG Recirculated DEIR response letter, p. 13) Logically the VMT should not decrease. SMPG asked a number of questions about the validity of the baseline that was used.

The Revised Proposal on Updates to the CEQA Guidelines on Evaluating Transportation Impacts in CEQA "Induced VMT has the potential to reduce or eliminate congestion relief benefits, increase VMT, and increase other environmental impacts that results from vehicle travel." Serra Mesa is known as a pass through community – people use Serra Mesa roadways to reach other areas. The roadway connection could potentially result in Induced VMT, which doesn't appear to have been studied.

Other Impacts - Noise and Air Pollution

Huge traffic increase into a residential community brings with it by definition additional safety and quality of life issues (noise, accidents, parking, and pollution for example). The noise and air quality impacts weren't adequately studied, especially on the sensitive receptors, 56 multifamily retirement/Senior units located across and to the west of the roadway connection. The steep grade (developer indicates just under 10%) doesn't appear to be considered in the studies.

Mitigations

Analysis (refer to the chart on next page)

- 6 of the 19 mitigations require Bike Lane removal
- 6 of the 19 mitigations violate the City's land use and mobility policies
- 10 of the 19 mitigations would remain Significant and Unavoidable
- The state CEQA Guidelines define feasibility as "capable of being accomplished in a successful manner within a reasonable period of time taking into account economic, legal, social, technological, or other considerations."

Feasible and full mitigation:

- 2 Mission Valley mitigations (MM-TRAF 7 and 17)
- 2 Serra Mesa mitigations (MM-TRAF 3 and 11)
- 2 mitigations (MM-TRAF 4 and 12) were required prior to Phase 1 of Civita (refer to Quarry Falls FPEIR) but haven't been implemented

Mitigation Measure: MM-TRAF-	Consideration: Legal, social, technological, other	Remove Bike Lanes	Significant Unavoidable	Feasible/Full Mitigation
1: Murray Ridge restriped from Mission Center to Pinecrest to 2 lanes in each direction and center left-turn lane	Violates City's land use & mobility policies	✓	✓	
2: Murray Ridge restriped from Pinecrest to Sandrock to 2 lanes in each direction and center left-turn lane	Violates City's land use & mobility policies	✓	✓	
3: Phyllis Pl shall be widened from Franklin Ridge to I-805 SB ramps to 5 total lanes with median	Questions-land for widening, impact on park			✓
4: Phyllis Pl restriped from I-805 SB ramps to I-805 NB ramps to total of 5 lanes	Implementation required before Phase 1 of Civita			Not done
5: Murray Ridge & NB ramps- off-ramp approach restriped, the EB approach restriped, WB approach reconfigured and NB on-ramp widened	Waiting for response from DOT (feasibility questions)			
6: Murray Ridge & SB ramps- EB approach widened to 2 through lanes and exclusive right-turn lane	Waiting for response from DOT (feasibility questions)			
7: Qualcomm Way & Friars Rd WB ramps reconfigured (requires widening)				✓
8: Franklin Ridge widened to 2 lanes in each direction & center left-turn lane	Violates City's land use & mobility policies	✓	✓	
9: Murray Ridge from Mission Center to Pinecrest restripe to 2 lanes in each direction & center left-turn lane	Violates City's land use & mobility policies	✓	✓	
10: Murray Ridge restriped to 2 lanes in each direction & center left-turn lane	Violates City's land use & mobility policies	✓	✓	
11: Phyllis Pl from Franklin Ridge to I-805 ramps reconfigured to 5 total lanes including a median	Questions-land for widening, impact on park			✓
12: Phyllis Pl from I-805 SB ramp to I-805 NB ramp restriped to 5 total lanes	Implementation required before Phase 1 of Civita			Not done
13: Rio San Diego from Qualcomm Way to Rio Bonito Way reconfigured to include median	Uncertainty in being able to implement		✓	
14: Murray Ridge/I-805 NB off-ramp & EB approach restriped, WB approach reconfigured, NB approach widened	Violates City's land use & mobility policies	✓	✓	
15: Murray Ridge & I-805 NB ramps- NB off-ramp restriped, WB approach reconfigured, NB on-ramp widened	Partial Mitigation-delay not reduces to acceptable LOS		✓	
16: Murray Ridge & I-805 SB ramps-EB approach & SB on- & off-ramps widened	Partial Mitigation-delay not reduced to acceptable LOS		✓	
17: Via Alta & Franklin Ridge intersection-convert EB through/right turn lane to left/through/right-turn				✓
18: Fair share contribution towards additional ramp on I-805 SB on-ramp	Waiting for response from DOT (feasibility questions)			
19: City View Church driveway relocated as part of 4-way intersection design	Implementation limited		✓	
Total out of 19		6 (32%)	10 (53%)	4/6 (25/32%)

Objectives and Findings

City Council Resolution: When the City Council requested the initiation of the CPA (Resolution 304297, October 2008). Their discussion was heavily focused on emergency evacuation and fire department access. Consequently, the focus of the resolution is on safety and pedestrian and bicycle access.

Issues City Council directed staff to analyze	Findings
1. Whether police and fire response time would be improved with road connection.	Study/Documentation to support City's position of improvement not provided; Recirculated DEIR didn't consider Kaplan Dr
2. Whether the road connection could serve as an emergency evacuation route.	Evacuation route already exists at Kaplan Dr and Aperture Circle
3. Whether it is feasible to make the road available for emergency access only.	Emergency access already exists at Kaplan Dr and Aperture Circle
4. Whether pedestrian and bicycle access would be improved by the street connection.	Pedestrian and bicycle access exists at Kaplan Dr and trail from Civita to Phyllis Place Park is mandated

The roadway connection is redundant and is neither required nor necessary since an emergency access exists and a trail for pedestrian and bicycle access is mandated.

City's Objectives: Most of the City's objectives focus on mobility and traffic congestion.

City's Objectives	Findings
1. Resolve the inconsistency between the Mission Valley Community Plan and the Serra Mesa Community Plan by providing a multi-modal linkage from Friars Road in Mission Valley to Phyllis Place in Serra Mesa.	Mission Center Rd provides multi-modal linkage from Civita Blvd to Murray Ridge; Minimum of one trail for pedestrian and bike access between Civita and Phyllis Place Park mandated; Pedestrian, bike, and emergency access exists between Aperture Cir in Civita and Kaplan Dr in Serra Mesa
2. Improve local mobility in the Serra Mesa and Mission Valley planning areas.	Refer to #1; Also gridlock will occur at peak hours on Murray Ridge limiting mobility for 200+ single family dwelling and 56 retirement/Senior home residents west of Franklin Ridge; required improvement to Mission Center Rd, if connection isn't approved
3. Alleviate traffic congestion and improve navigational efficiency to and from local freeway on- and off-ramps for the surrounding areas.	Options exist with Mission Center Rd and Mission Village Dr; Bar chart analysis shows roadway connection for most part does not alleviate traffic congestion in Mission Valley and worsens the congestion in Serra Mesa
4. Improve emergency access and evacuation route options between the Serra Mesa and Mission Valley planning areas.	Emergency access exists between Kaplan Drive in Serra Mesa and Aperture Circle in Civita; Study/Documentation to support City's position of improvement not provided
5. Provide a safe and efficient street design for motorists, cyclists, and pedestrians that minimizes environmental and neighborhood impacts.	Safety hazard for vehicles entering and exiting City View Church and for bisected park users; people safety impacted by Phyllis Place widening (see Vision Zero)

The roadway connection is redundant, increases traffic congestion, and creates safety hazards.

Flaws in Recirculated DEIR

- Omissions – emergency access, trail, Senior housing
- Omission in discussion – Mission Center and Mission Village provide direct link
- Violates City policies and goals – walkable community, congestion relief, fosters auto dependency, bicycling, etc.
- Traffic Impact Study (TIS) and Analysis Inadequate - traffic counts outdated, queuing impacts not studied, induced traffic not studied, not comprehensive (adjacent streets not studied), data for VMT analysis inaccurate
- Air Quality & Noise Analysis Validity – sensitive receptors not studied; based on TIS
- Recirculated DEIR objectives don't agree with Resolution mandates; objectives not met
- Conclusion not based on evidence
- Inconsistencies
- Mitigation analysis inadequate and mitigations infeasible
- Mitigation requires removal of bike lanes on Murray Ridge from Mission Center to Sandrock
- Implementation of
 - 6 of 19 violates City's land use and mobility policies
 - 8 of 19 assumes mitigation not occur
 - 10 of 19 indicate impacts Significant and Unavoidable

Impact of Road Connection on Civita

Long-term traffic will increase 100% (10,457 ADTs without project to 20,919 ADTs with project) on Via Alta from Civita Boulevard to Franklin Ridge Road. The residences have minimal setback from the street. These homes will be contending with noise and air pollution from vehicles traveling up a steep grade and idling.

Near-Term baseline without Project for Murray Ridge Road between Mission Center Road and I-805 ramps is 23,814 ADTs. This situation is currently comparable to the traffic, noise, and air pollution impacts experienced by the residents on the Murray Ridge Road segment between Mission Center Road and I-805 ramps. (Note: Murray Ridge is flat so the air pollution wouldn't be exactly the same.) To envision the future for the Via Alta residents the current impacts on the Murray Ridge residents could be evaluated.

Request

Withdraw the Serra Mesa Community Plan Amendment. Do not subject the 200+ homes in the Phyllis Place area, the 56 retirement/Senior housing units located at the church, and the Civita residents to the impacts of a roadway connection. Spend the funds that would be used for the roadway connection for Mission Valley mitigations (described in the Quarry Falls, LLC response letter) which include improvements to Mission Center Road, Mission Center Road/I-8 interchange, Qualcomm Way/I-8 WB off ramp, and the Mission Center/I-8 interchange study.

Justification for Withdrawal of Serra Mesa Community Plan Amendment

On October 21, 2008 the City Council (R-304297) directed staff to analyze the following issues in relation to a the proposed street connection from Quarry Falls to Serra Mesa.

Issue	Community Response
1. Whether police and fire response time would be improved with road connection.	Emergency access exists at Kaplan/Aperature. Recirculated DEIR didn't study response time. City-certified Quarry Falls EIR indicates acceptable response times for Civita. The road connection won't improve Serra Mesa response times.
2. Whether the road connection could serve as an emergency evacuation route.	Emergency access from Kaplan/Aperature Circle can serve as evacuation route
3. Whether it is feasible to make the road available for emergency access only.	Only at substantial City expense. Developer didn't agree to pay for emergency access only (refer to Letter on behalf of Quarry Falls, LLC).
4. Whether pedestrian and bicycle access would be improved by the street connection.	Access would worsen. A road connection will go through the middle of a park that already includes pedestrian and bicycle access and bicycle lanes would be removed from Murray Ridge.

Additional Community Comments

Safety

- Hazard for vehicles entering and exiting the City View Church driveway (doesn't align with connection)
- Placing a road through the middle of a park creates a safety issue for park users
- Phyllis Place has a blind curve
- I-805 northbound on-ramp at Murray Ridge Road - dangerous because of sharp, blind curve and meter at the bottom of the on-ramp; no immediate improvement plans for I-805 area
- I-805 southbound on-ramp at Murray Ridge Road - dangerous because drivers crossing lanes to access I-805 encounter drivers crossing lanes on I-805 to access I-8; no immediate improvement plans for I-805 area

Budgetary

- Approximately \$250,000 spent for the first DEIR. According to City staff "the efforts to revise, recirculate and take the project to hearing will cost approximately \$200,000."
- 8 of the mitigation measures (MM-TRAF-1, 4, 5, 6, 9, 12, 15, 16) are the responsibility of the Civita developer (refer to Letter on behalf of Quarry Falls, LLC). The other 11 mitigation measures aren't the responsibility of the Civita developer. Who will pay for these mitigations?
- Another EIR would require general funds while the City is projecting a future budget shortfall. If studies indicate additional mitigation is needed, the City would be obligated.

Reasons Cited by Proponents for Roadway Connection

Reasons	Community Response
Cited in Mission Valley Community Plan	MVCP contradictory – P. 55 of Plan states: <i>Streets serving new development should be connected to the road network, and not to major streets serving residential areas on the mesa.</i> Street connection not included in Mission Valley Facilities Financing Plan.
Would improve traffic	Traffic analysis by SMPG indicates that roadway connection will negatively impact Serra Mesa streets and 6 freeway segments; and won't help most of the Mission Valley streets/intersections. Connection discourages use of mass transit.

References

Brownstein Hyatt Farber Schreck Letter on Behalf of Quarry Falls, LLC, dated May 30, 2017, available via email to smpg@serramesa.org.

Circulate San Diego. Vision Zero, Adopt a Complete Streets Policy. Available: <http://www.circulatesd.org/visionzerosd>.

City of San Diego. 1985. *Mission Valley Community Plan*. Adopted June 1985, amended May 2013. Available: https://www.sandiego.gov/sites/default/files/mission_valley_cp_060613_0.pdf.

City of San Diego. 2008. *Quarry Falls Project Final Program Environmental Impact*. July 2008. Available: https://www.sandiego.gov/sites/default/files/legacy/planning/community/profiles/missionvalley/pdf/quarryfall_seir1pgs1thru178.pdf.

City of San Diego, 2008. *Resolution Number R-304297: A Resolution of the Council of the City of San Diego Initiating An Amendment To The General Plan And Serra Mesa Community Plan To Include A Street Connection Between Phyllis Place and Friars Road In The Serra Mesa Community Plan Circulation Element For The Quarry Falls Project*, October 2008. Available:

https://www.sandiego.gov/sites/default/files/serra_mesa_community_plan_amendment_initiation_resolution.pdf.

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City of San Diego, 2017. *Serra Mesa Community Plan Amendment Roadway Connection Project/Project No 265605/Recirculated Draft EIR*, March 29, 2017. Available: <https://www.sandiego.gov/planning/programs/ceqa>.

City of San Diego, 2008. *Quarry Falls Specific Plan*, October 2008. Available: <https://www.sandiego.gov/sites/default/files/legacy/planning/community/profiles/missionvalley/pdf/plans/quarryfallsspecificplan.pdf>.

Serra Mesa Community Council Response Letter 2017, posted at <http://www.serramesa.org/hot-topics/>.

Serra Mesa Planning Group Position Statement 2017, posted at <http://www.serramesa.org/hot-topics/>.

Serra Mesa Planning Group Response Letter 2017, posted at <http://www.serramesa.org/hot-topics/>.

Note: Maps are primarily from Google or extracted from the Serra Mesa Community Plan Amendment Roadway Connection Project: Draft Environmental Impact Report.