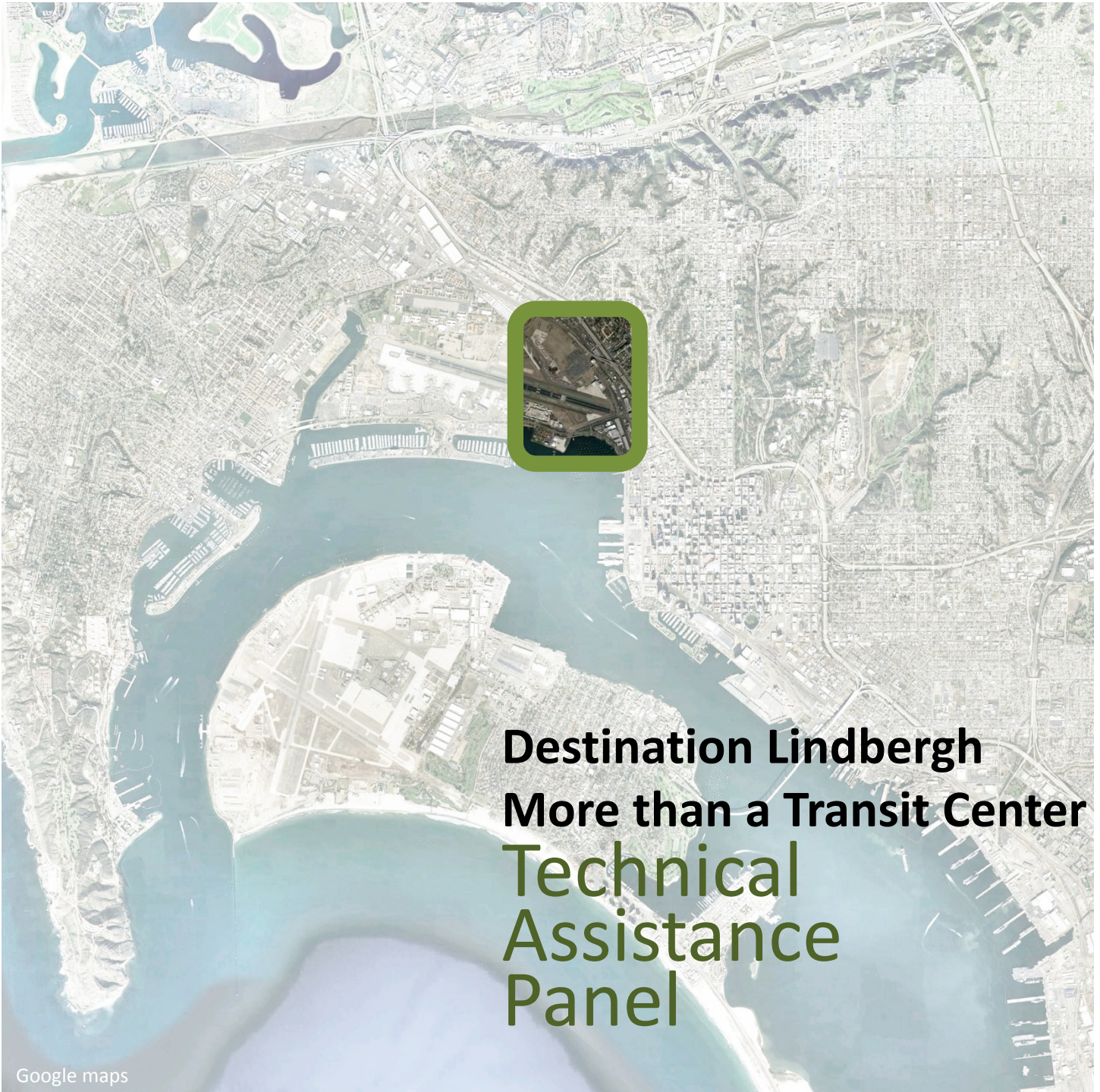




Urban Land Institute

San Diego/Tijuana



Destination Lindbergh More than a Transit Center Technical Assistance Panel

Google maps

July 2010



Urban Land San Diego/Tijuana Institute

Message from the ULI Technical Assistance Panel Chair

Dear Friends,

In the summer of 2010, a group of dedicated volunteers from the Urban Land Institute San Diego/Tijuana District Council were given the unique opportunity to participate in a Technical Assistance Panel (TAP) to provide input on the proposed high-speed rail stop and surrounding future development at the Airport Intermodal Transit Center. I speak for the entire TAP when I say that the experience was both challenging and enlightening.

ULI is committed to making a difference in our community. Coming together with other professionals who are bound by the same ethics, principals and standards allowed each of us to utilize our expertise in an exceptional way. The TAP members brought passion, knowledge and commitment to the experience. The results are a series of recommendations to provide civic leaders with direction and guidance. Many individuals contributed to the success of the TAP. I thank each of the panel's members for giving of their valuable time and resources. The City of San Diego, SANDAG, CALTRANS and the Airport Authority staff were extremely helpful in providing the TAP with critical information and insight.

The ULI San Diego/Tijuana District Council support was invaluable. This report represents countless hours of work on behalf of the TAP. We hope you find the contents informative and we look forward to seeing the recommendations become reality.

Kathleen Garcia, FASLA
TAP Chairperson
August 2010

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1. Context

San Diego is currently the terminus of the planned high speed rail line, but the beginning of the line for our multi-modal transportation future. With the high speed rail terminal planned adjacent to the proposed new airport terminal location, the area suddenly becomes a hub of multi modal movement. Various agencies and jurisdictions have plans for the area, each focused around their specific mode of mobility. The San Diego County Regional Airport Authority plans to move Lindbergh Field's main terminals and rental car facilities to this area, as well as construct an airport parking structure in this location. The regional planning agency - San Diego Association of Governments (SANDAG) – has recommended an Intermodal Transit Center adjacent to the new airport terminals. Caltrans is planning new Interstate 5 connections to serve these areas, while the City of San Diego is updating their community plan and redevelopment plans to address both change and nearby residential neighborhood protection. At the heart of this area is the 23-acre Intermodal Transit Center, the subject of this TAP.

The Airport Authority is currently in the process of implementing the first phase of the Destination Lindbergh program, which was a 12 month concept study driven by regional policy makers including Mayor Sanders of San Diego. The first phase includes construction of a consolidated rental car facility adjacent to Pacific Highway with an on-airport vehicle access road connecting the facility to the airport's south terminal complex. The results of the TAP are not expected to impact implementation of the Destination Lindbergh program.

SANDAG is currently underway with an Advanced Planning Study for the Intermodal Transit Center (ITC) that is one of the key components of the Destination Lindbergh Concept Plan. The purpose of the Study is to determine if a joint Trolley, COASTER, Amtrak, Bus and High Speed Rail intermodal facility could be accommodated on the site adjacent to the proposed location of the new air passenger processor on the north side of the airfield at Lindbergh Field. The study encompasses not only the physical feasibility, but also is looking at the financial feasibility and local impacts on traffic and circulation. The first phase of the Study is now complete and the feasibility of siting the necessary facilities has been confirmed. In the next phases, the infrastructure costs will be refined, and the financial feasibility tested. Neighborhood traffic impacts will also be identified.

The California High-Speed Rail Authority (CHSRA). Is the state agency charged with the planning, design, and implementation of a statewide high-speed train (HST) network, including a potential stop at the ITC.

2. Background

The Destination Lindbergh concept plan was completed by the Airport Authority in spring 2009. One of the key recommendations of that report was the development of an Intermodal Transit Center (ITC) adjacent to the proposed north-side airport terminal complex. The ITC could provide direct connections to the airport terminal for regional transit services (Coaster, Trolley, Bus Rapid Transit, and local bus services), intercity Amtrak services, as well as terminus station for the planned California High-Speed Rail system.

The ITC advanced planning study is being conducted in two phases. The current work effort has focused on evaluating the overall ITC site design needs, identifying alternative site designs given the opportunities/constraints of the ITC site, and developing preferred short- and long-term concepts for the ITC. The short-term ITC facility is designed to coordinate with the first phase San Diego County Regional Airport Authority's efforts on northside airport improvements. These improvements include the development of the Consolidated Car Rental Facility (CONRAC), an on-airport shuttle connection between the CONRAC and the existing southside terminal and gates. Long range plans include all passenger processing and baggage claim to be relocated to this location as well. The consolidated ITC station could serve Coaster, Amtrak, Trolley, and Bus services that would be connected to the airport facilities by an elevated pedestrian walkway over Pacific Highway.

Through a separate planning process, the City of San Diego is updating the community plans of the two communities that embrace this study area. Much of the area is part of a redevelopment area, and is in transition. The community plan updates are seeking both revitalization of the Five Points Area, as well as protection for existing single-family neighborhoods nearby.



3. Existing Conditions



The proposed site for the Lindbergh Field Intermodal Transit Center is approximately 23 acres bounded by Washington Street to the northwest, Sassafras Street at the southeast, Pacific Highway on the west and Hancock/Kettner Streets and Interstate 5 to the east. It is estimated that about 75% of the area is dedicated to outdoor storage, parking and internal circulation. Few structures of any size exist in the immediate area.

The site includes the existing double track San Diego Trolley line and the double track LOSSAN (Amtrak, COASTER & Freight) Class 1 railroad corridor. The four tracks are located near the southwestern boundary of the site creating a narrow, orphaned parcel between the tracks and Pacific Highway and bisecting the length of the site. All four tracks cross Washington and Sassafras Streets at grade with control gates, interrupting surface circulation. There are no crossings of the tracks between Washington and Sassafras, creating a superblock that hinders pedestrian mobility.

There are four car rental agencies located on the site as well as a heritage building along the Washington Street frontage. There is existing transit service (bus/trolley stop) on Washington Street. The largest permanent business on the site is a major printing company. The municipal street grid is continued onto the site creating odd shaped parcels as the north and south bounding arterials do not conform to the grid. Immediately across the street from the site is the Mission Brewery, an historic structure and converted office building.



The site is located within the North Bay Redevelopment Area of the City of San Diego Redevelopment Agency.

Pacific Highway is a six lane arterial roadway with grade separations, frontage roads and direct access ramps to and from I-5 South which runs parallel to the site north Hancock Street and Kettner Boulevard. There is a southbound exit ramp and a southbound entrance ramp connecting I-5 to Hancock within the site boundaries. With the opening of I-5 more than 50 years ago traffic volumes on Pacific Highway are now well below the actual roadway capacity, leaving a substantial area dedicated to underutilized roadways adjacent to the study area.

The future main entrance to the Marine Corps Recruit Depot is located at Washington Street and Pacific Highway, opposite the northwest corner of the site. This same entrance is also the main cargo and service entrance to San Diego International Airport; and plans are currently being prepared to upgrade this access point.

4. Strengths, Weaknesses, Opportunities, and Constraints

Strengths:

- The area is central to a variety of local and regional destinations and the area is already bisected by many modes of transportation
- Area is in a Redevelopment Area and blighted, offering little impediment to redevelopment, and opportunities for financing
- With increased activity, Pacific Highway can resume its role as entry into San Diego

Weakness:

- The variety of agencies, jurisdictions and decision makers do not facilitate an easy process
- Phasing of the many transit and multimodal projects is a challenge
- A substantial amount of area is dedicated to existing streets and infrastructure
- Housing is not compatible with airport uses and wayfinding is difficult

Opportunities:

- Integration of all the different facilities into one true intermodal center
- The opportunity to create a grand civic gesture and compelling gateway into the city
- Circulation and infrastructure can be solved at a variety of levels through consolidation
- Redevelopment can intensify surrounding areas for mixed use, remove regional traffic from local streets and connect the now disparate pieces into a true community, complete with significant green space

Constraints:

- Too much area is dedicated to automobile transportation in a very small space, and many of the streets are duplicative with substantial excess capacity. Airport safety and height restrictions limit land uses, form and scale.
- Parcels are long and linear and do not promote walkability;
- distances are great and exceed ¼ mile walking distances
- I-5 creates a “wall” that separates the residential community, shops, and restaurants from the subject property.
- FAA regulations may impact development

5. Recommendations

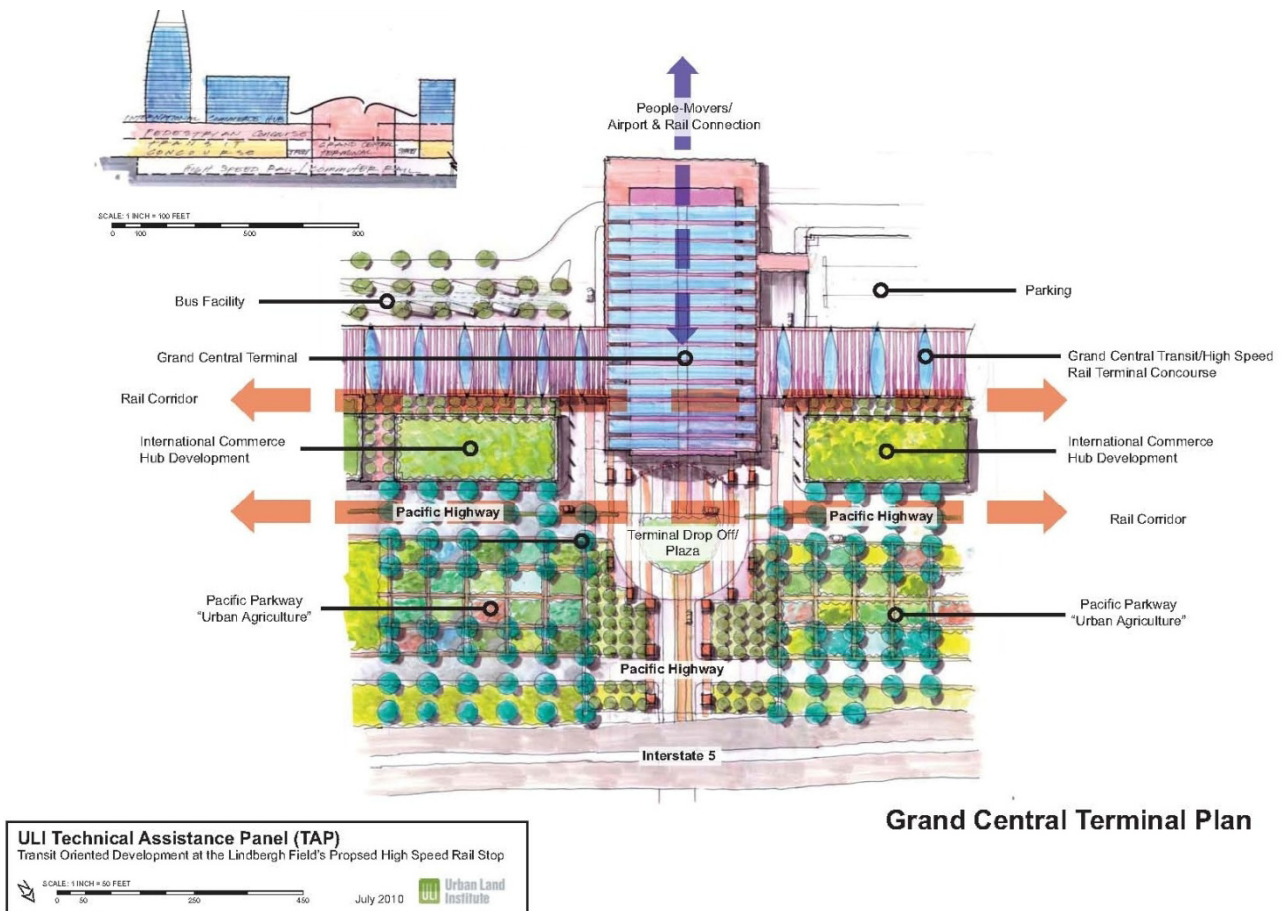
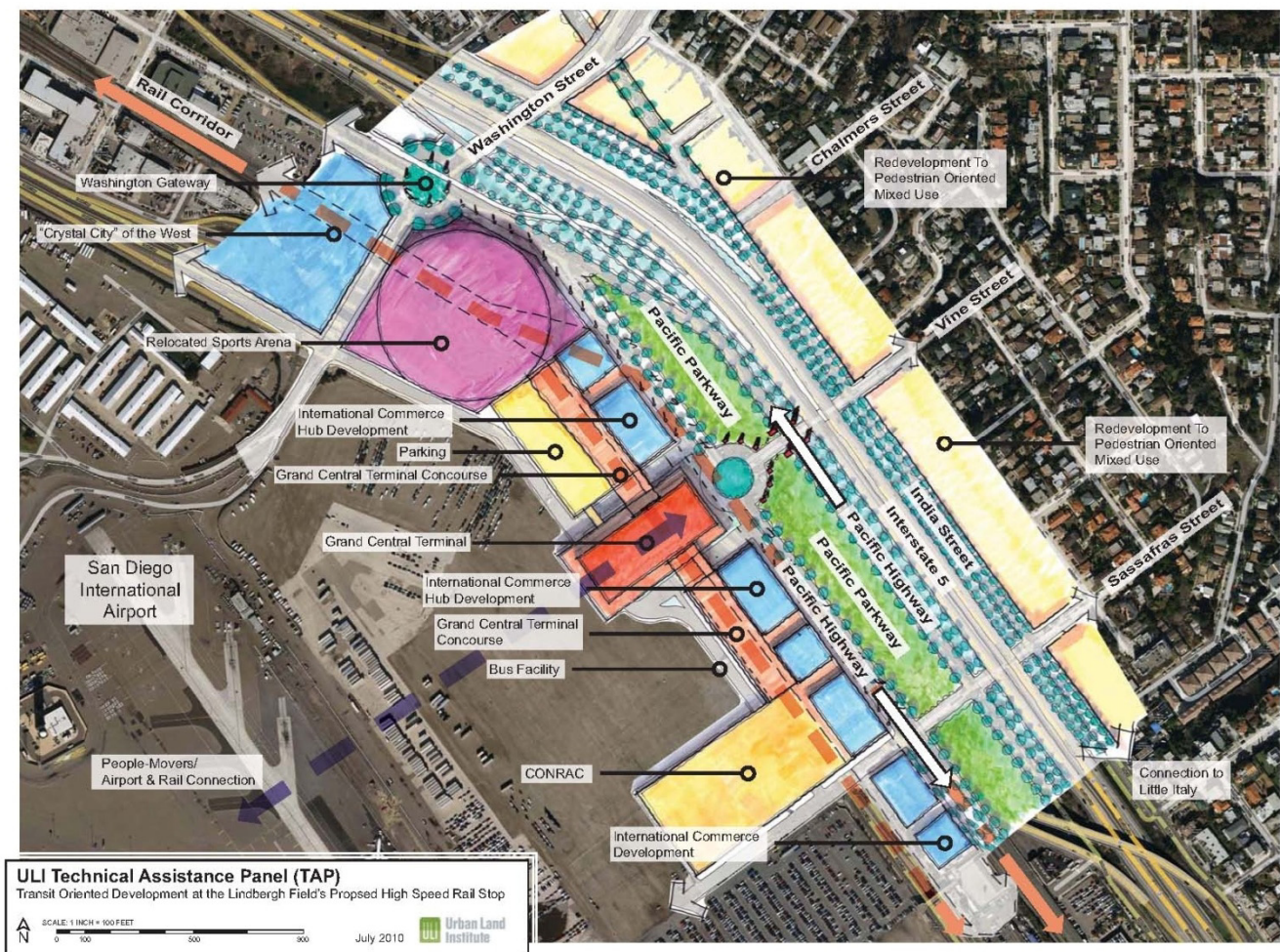
A. The Hub

The Hub is a concept born out of an inherent belief in the opportunity that will be created by integrating all forms of transportation into one consolidated multi-purposed Grand Terminal. With the bold vision of The International Commerce Hub, the physical opportunities of the site are enhanced to include a new Lindbergh Field Airport Terminal, public parking, a new consolidated rental car facility, a High Speed Rail terminus station, the ITC enhanced commuter rail service in and around the San Diego area, and a new public private partnership for new development to induce entrepreneurial job growth. The primary constraint to the site centers around an abundance of roads and the multiplicity of the roadway system that fragments the area and limits the overall development potential. The team determined that the regional transportation should be solved without sending traffic onto the local streets. The solution is a bold reconstruction and relocation of the existing Pacific Highway north of the existing alignment to parallel Interstate 5. This road relocation effort will open land adjacent to the airport, off of current airport property, for the location of a new Grand Central Terminal, and an International Hub of Commerce.

The New Pacific Parkway - The result of a bold move in the relocation of the Pacific Highway and the rerouting of the on ramps to the East and West to Interstate-5 is a new Gateway to the City of San Diego. A true Public and Civic gesture would be created to welcome both residents and visitors alike. The relocated Pacific Highway would give way to the development of the Pacific Parkway, lined by a new, iconic, Grand Central Terminal. This new public gesture will be integrated with privately developed International Commerce buildings, and a new CONRAC rental car facility that will become the sustainable backdrop to a world class urban public sculpture park. The Pacific Parkway offers the opportunity for San Diego to incorporate an iconic urban public parkway incorporating a terminal drop off plaza, sculpture areas, urban agriculture, native gardens, exhibition space and the integration of “green” design elements. The Terminal Building will be an example of a grand artfully designed civic architecture.

Grand Central Terminal - Within the Grand Central Terminal, the ITC will be combined with the airport terminal and other functions. The various modes of travel will be vertically stacked to concentrate all the transportation modes into one location. This consolidation provides for proximal access to both local and regional serving transportation modes. The consolidation offers the opportunity to connect locally, regionally, nationally and internationally via bus, train, and air travel from one terminal location. By consolidating and stacking the transportation modes, land can be conserved to allow for private development to be incorporated in direct proximity to the new Terminal Building. Train functions may enter the terminal underground utilizing the existing rail corridor and expanding it to incorporate the requirements of High Speed Rail. The bus facility will be located at grade close to the rental car facility. The passenger loading and unloading will occur at street level in a series of dedicated lanes of the Pacific Parkway and integrated into the drop off plaza in front of the terminal. Pedestrians will move throughout the main terminal complex in open light filled engaging environments. The International Commerce Hub will be accessed along a pedestrian concourse that may offer the potential to utilize solar energy sources, along with green architectural design principles, that allow for a comfortable feeling of San Diego hospitality of place.

Public Private Land Development - The direct benefit of the removal of the superfluous roads will be in the recovery of land for redevelopment areas to be incorporated. These new land areas will offer space to develop the International Commerce Hub, the Crystal City of the West adjacent to SPAwars, and the relocation of the Sports Arena to the site. The site will also include a pooled facility for shared parking. Through the revisiting of the roadway system, India Street will become a pedestrian oriented neighborhood street. The adjacent neighborhoods will become vibrant and walkable once again.



B. City Beautiful

City Beautiful is a planning philosophy to celebrate the natural beauty of San Diego. The core of this philosophy is to utilize large scale public works projects such as the inter-modal terminal as a development catalyst to revitalize communities. City Beautiful suggests a concept to revitalize portions of the Five Points district of San Diego, just north of downtown, with smaller scale streets, pedestrian friendly sidewalks and landscape. This area is the northern gateway to the San Diego downtown core, an area currently compromised by the Interstate artery that bisects the community and the resulting airport feeder streets. The resulting urban infrastructure is a collage of utilitarian roadways, warehouses and under-developed, unmaintained open space. In this concept, reconsideration of Pacific Highway as a “Parkway Boulevard” for primary transit access would be complemented by revitalized street patterns and recaptured development sites which can create people friendly, slower moving environments. Three primary components of the City Beautiful Concept will form the centerpiece for significant redevelopment of a long overlooked area of San Diego.

Cascading Gardens

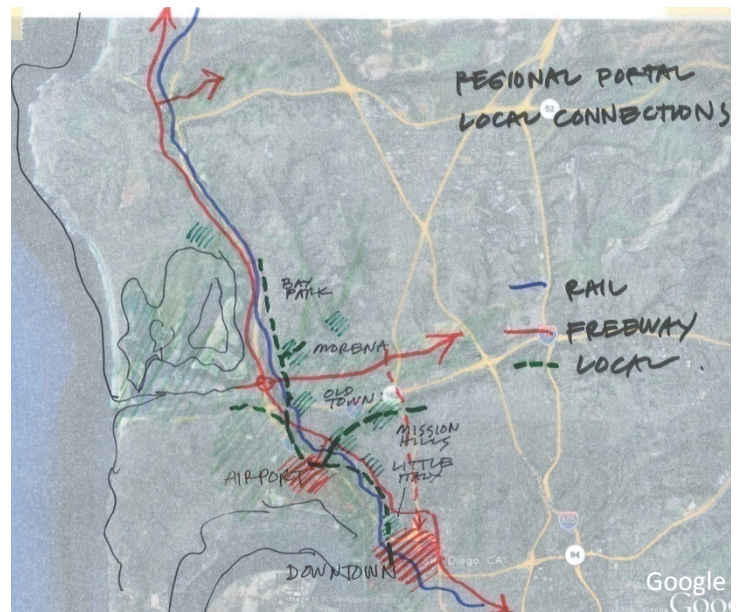
The idea of Cascading Gardens suggests redevelopment based upon terraced landscapes from the adjacent Mission Hills area just east of the Interstate. These landscapes would frame the Interstate and revitalized neighborhoods along the interstate. To achieve such measures significant reconfiguration of the interstate and surrounding area may reconnect fragmented site areas and provide opportunities for more extensive development and provide for the “cascading” landscape from the adjacent Mission Hills residential neighborhoods to the Five Points. These revitalized neighborhoods will invigorate the northern gateway to downtown and offer a stimulating visual passage into San Diego’s downtown core.

Street Patterns

The development of Pacific Highway as a landscaped boulevard is similar to The HUB proposal. The new “Parkway” would be heavily landscaped and configured to feed directly to the inter-modal terminal area. Re-alignment of Pacific Highway on-ramp/off-ramp locations will redirect transit based traffic around the revitalized Five Points neighborhood and allow for pedestrian oriented development. In addition, a streamlined boulevard will enhance transit traffic access and will alleviate higher speed, congested traffic currently passing through Five Points along Hancock Street, Kettner Boulevard and India Street.

The Inter-Modal Terminal

The concept of a terminal structure as “Civic Expression” is similar to the Grand Terminal and HUB proposals. The proposed “Grand Structure” will be a visual marker representing transit and arrival to San Diego. Mixed-use development emanating from the central civic space will extend throughout the Five Points area, creating a vital community that links with the cascading Mission Hills neighborhood from the east to a visual overlook of San Diego Bay to the west. This invigorated neighborhood district is intended to become a new pedestrian rich area, recaptured from previously under-utilized space.



ALTERNATIVE B1

SEPARATE LOCAL FROM REGIONAL TRAFFIC

I-5
ELIMINATE ON AND OFF
RAMPS FROM INDIA
AND KETTNER HANCOCK
IN THIS AREA

PACIFIC HIGHWAY
DEVELOP AS MAJOR
CEREMONIAL BLVD
CONNECTIONS TO
AIRPORT

AIRPORT
MULTIMODAL CENTER
- STACK VERTICALLY

LOWER MISSION HILLS
- FIVE POINTS
- PROTECT FROM NOISE
- TERRACE FOR VIEWS

LOCAL

REGIONAL



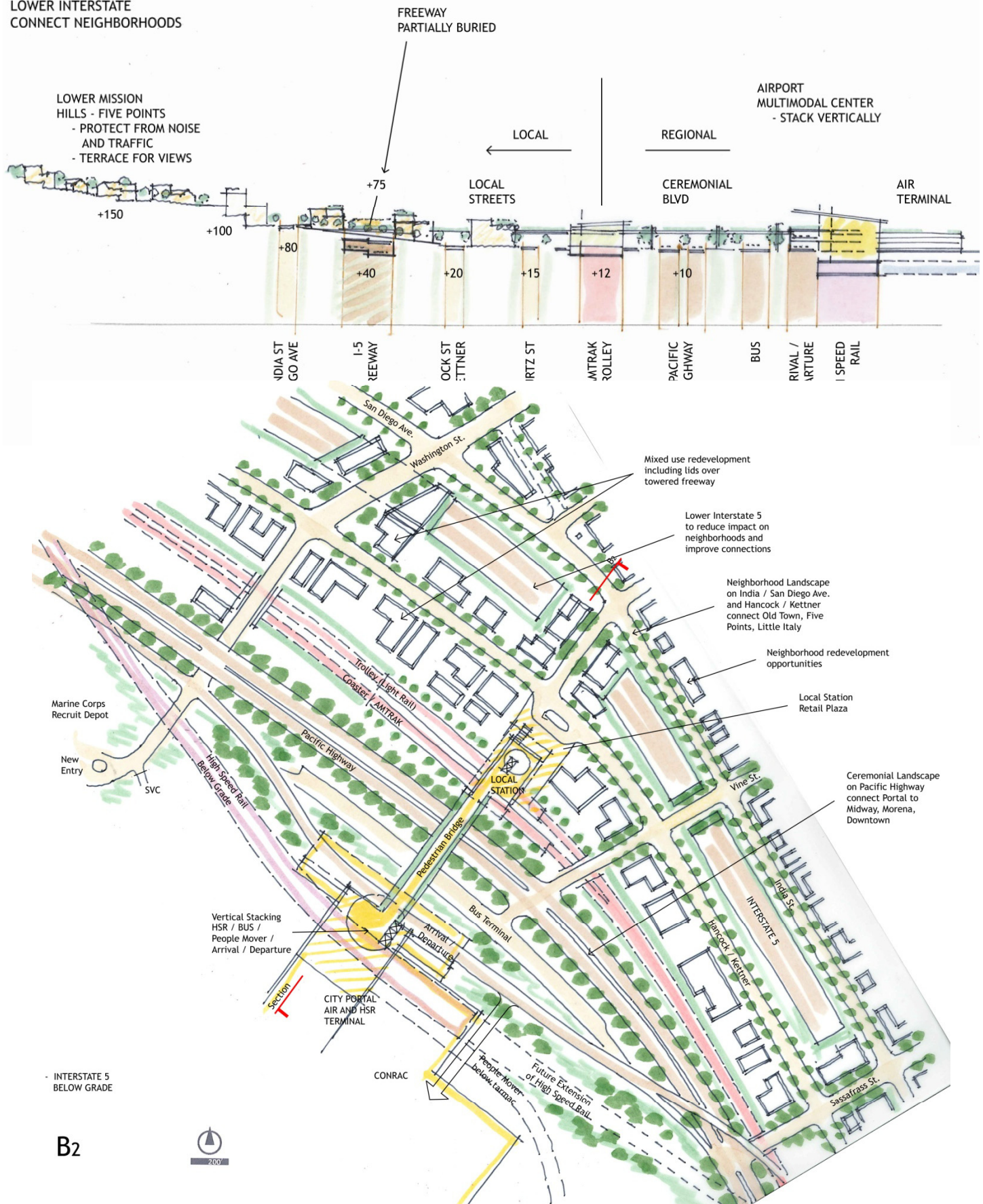
- HIGH SPEED RAIL
ON AIRPORT
- 'LOCAL' TRANSIT
STATION

B1



ALTERNATIVE B2

LOWER INTERSTATE CONNECT NEIGHBORHOODS



B2

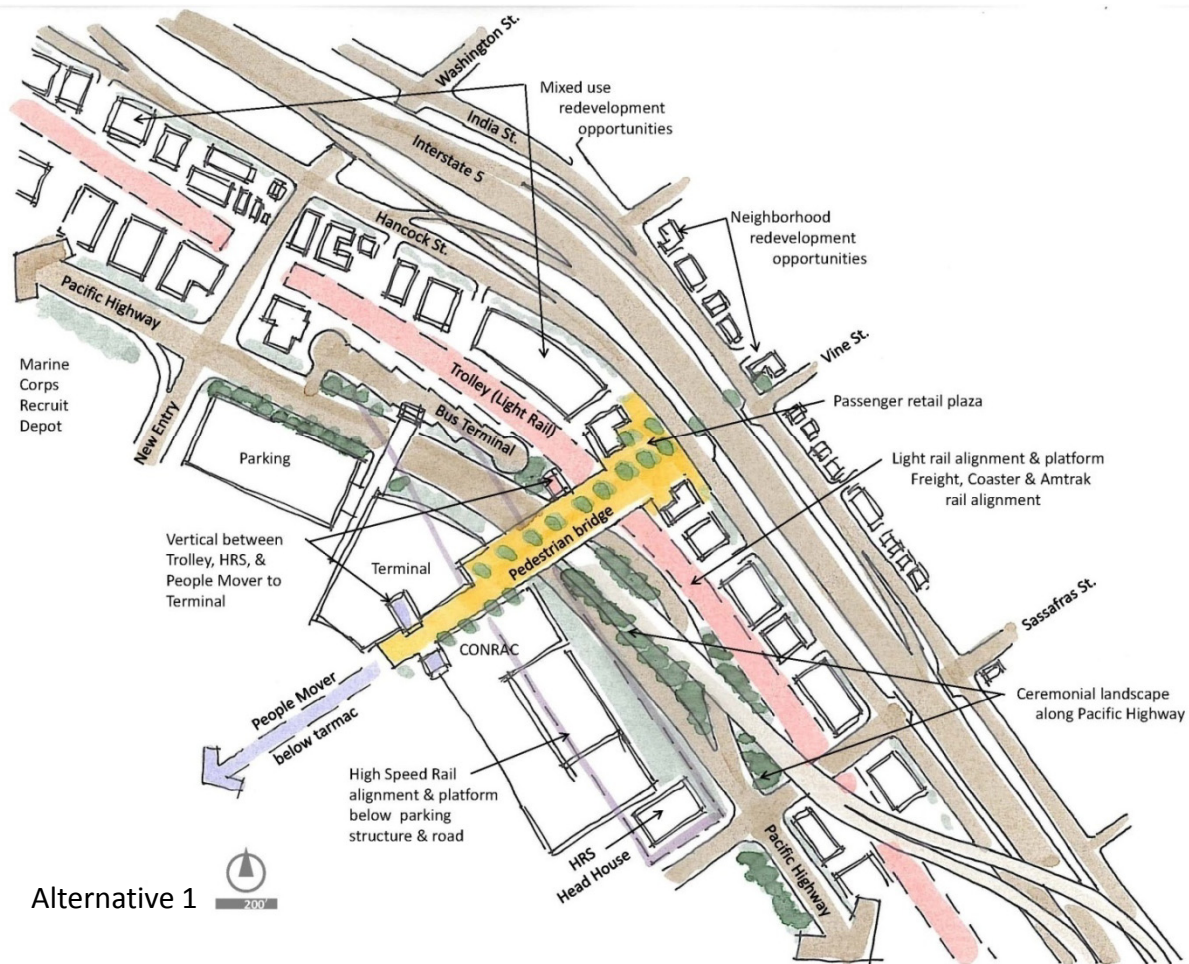


C. The Grand Terminal

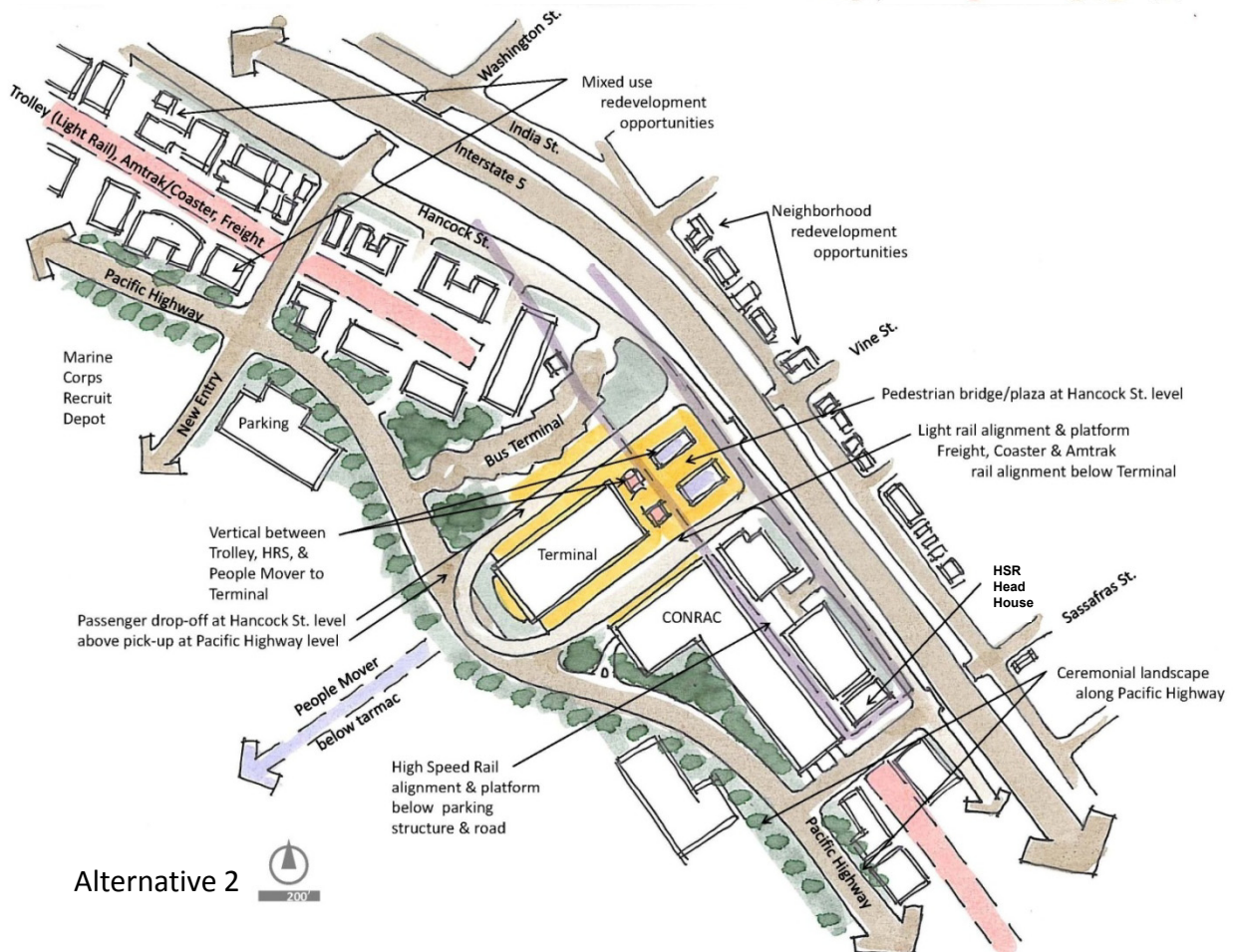
Lindbergh Field and the Historic Santa Fe Depot offer San Diego two wonderful entrances to the City. By air you fly directly over (some may say through) the city, and travel along Harbor Drive around the San Diego Bay, experiencing the most beautiful entrance to any city in the US. By train you arrive just a few steps from the Bay, enjoying San Diego's most precious asset.

The proposed new airport terminal and high speed rail station will not in themselves offer such a romantic entrance to the city, but will of course open up un-thought of opportunities for efficient multi modal travel throughout the state and beyond. With these ideas in mind, the teams came together with a concept that integrates the airport terminal and high speed rail terminal into one exciting grand arrival space that both share. This iconic building will be located and designed so that all travelers experience its soaring volume as San Diego's "front door".

This is accomplished by spanning Pacific Highway with this arrival hall, connecting all modes of travel efficiently and with grace. Additionally, improvements to Pacific Highway into Downtown are proposed to complete the "welcome" to San Diego. The integration of all transportation modes will be clearly "celebrated" by this truly urban approach.



Alternative 1



Alternative 2

6. Conclusions

Overall Guidelines and Principles

- Create a Grand Terminal and a grand arrival into the city – it is a central, iconic feature
- Readdress Pacific Highway as a boulevard and grand entryway, and consolidate the multiple surface streets.
- Separate regional from local traffic and don't burden local infrastructure with regional impacts.
- Restore the urban fabric with walkable streets and strong and meaningful wayfinding
- Create a garden environment that speaks to San Diego's character
- No one form of mobility should dominate the site
- Create large development areas rather than small, left over spaces
- Create an international commerce hub with significant economic development potential
- Capitalize on Public Private Partnership opportunities, with the many agencies and adjacencies.
- Create a new collaborative effort to oversee this joint use – a joint planning authority or overarching body to ensure this is accomplished with benefits for all modes of mobility.
- Identify a site for a new sports arena.

Big Moves Common to All Teams

- Make one terminal, combining high speed rail, airport, regional rail and local transit combined into a single grand terminal
- Rather than only having direct freeway access, look to Pacific Highway as a grand boulevard and gateway to San Diego
- Create a new model of development – a Transit Integrated Development (TID) rather than just a TOD.
- Create one entity/authority to ensure cooperation with all parties involved and common solutions to the same transportation issues.

Participants

Kathleen Garcia, Wallace Roberts & Todd – TAP CHAIR

Toni Abbey	San Diego Association of Governments
Tim Barr	Legacy Building Services
Toni Bates	Parsons Brinkerhoff
Amy Bridge	Fehr & Peers
Laura Burnett	Wallace Roberts & Todd
Robert Chavez	City of San Diego
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Chris Schmidt	CALTRANS
Rich Flierl	Cooper Carry
Tait Galloway	City of San Diego
Robert Haskins	Kisco Senior Living
Tom Heffernan	Gensler
Ed Holakiewicz	GKK Architects
Dan Levy	San Diego Association of Governments
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Catherine Martinez	Martinez and Cutri Architects
Lou Misko	Consultant
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Myles Pomeroy	Consultant
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Andy Spurlock	Spurlock Poirier
Mark Steele	MW Steele Group
Damian Taitano	Taitano Design
Danny Veeh	San Diego Association of Governments
Keith Wilschetz	San Diego County Regional Airport Authority
Mike Zdon	HNTB

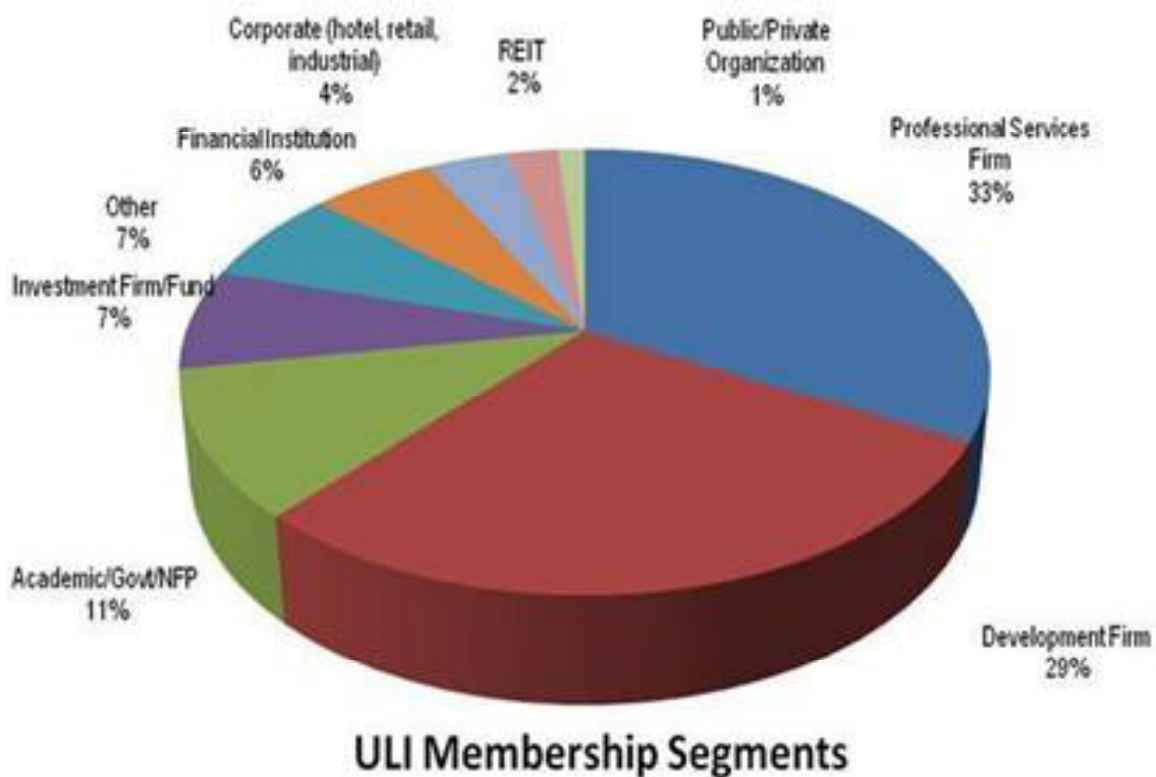


Urban Land Institute Overview

The Urban Land Institute is an international organization that provides leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. For more than 70 years the Urban Land Institute, now with an international membership of 37,000 strong, has been widely recognized as the top advocate for encouraging and fostering high standards of land use planning and real estate development.

The ULI San Diego/Tijuana District Council was established in 1997 and has over 600 members that represent a wide spectrum of real estate disciplines. They include architects, engineers, developers, builders, planners, lenders, brokers, accountants, attorneys, academics and students.

As the "go to" land use organization for real estate issues in our region, the ULI San Diego/Tijuana District Council facilitates the open exchange of ideas among industry leaders, practitioners and policy makers. The District Council sponsors monthly educational forums in addition to an annual Trends Conference and Smart Growth Awards program.



ULI Technical Assistance Panel (TAP) Overview

The ULI Technical Assistance Panel (TAP) program brings the finest expertise in the real estate, planning and development fields together to collaborate on complex land use and redevelopment projects.

Public agencies and nonprofit organizations facing difficult land use and real estate issues in the greater San Diego region can get expert and objective advice with the help of a TAP offered by the ULI San Diego/Tijuana District Council. A TAP can save immeasurable research, time and costs.

The ULI San Diego/Tijuana District Council brings together a panel of professionals carefully chosen from ULI's extensive membership base to provide advice on diverse issues spanning all aspects of site specific and public policy questions. Volunteers are selected by ULI specifically for each assignment and may include investors, brokers, designers, planners, engineers and financial analysts.