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Introduction

On May 15, 2007, a final agreement to settle litigation concerning the City of San Diego’s Downtown Community Plan was entered into between Save Our Forest and Ranchlands (SOFAR) and the following parties: City of San Diego, Centre City Development Corporation (CCDC), Redevelopment Agency, and the San Diego City Council.

A condition of the final agreement is a requirement that CCDC hire a transit consulting firm to prepare a Transit-Oriented Alternative Study designed to augment the implementation of the Downtown Community Plan should the governing agencies decide to adopt any or all of the study’s recommendations. It was agreed that the study be conducted as a “program level” exploration of transit opportunities and that an Environmental Impact Report (EIR) be conducted to analyze the potential impacts.

CCDC retained a consulting team led by McCormick Rankin US Inc. from Ottawa, Canada to complete the Downtown Transit-Oriented Alternative Study. The McCormick Rankin team brought together an international group of transport specialists from the United States, Canada, Australia and the United Kingdom who have successfully advised and transformed communities around the world. The team, known collectively as the “International Transit Think Team,” convened in San Diego during both January and March of 2008. This report is the product of those visits and offers their insight and expertise applied to the challenges facing downtown San Diego.
Key Messages

San Diego is embarking on a new era of growth and revitalization of its downtown core. In 2006, the Downtown Community Plan set out a bold new vision for the downtown along with key principles for achieving this vision. The plan envisions a multi-use regional center with strong employment and residential components and the full complement of amenities that a vibrant downtown requires. It foresees significant development intensities in the downtown core and population and employment increases.

The Downtown Community Plan assumes that the downtown will be able to handle the steep rise in the number of vehicles on the roads that will accompany this growth. But growth in auto travel cannot be accommodated without compromising the key assets that make the downtown a unique and attractive place for people and business.

Our analysis of the Downtown Community Plan reveals that in the absence of significant transit improvements, major road capacity increases would be required on the edges of the downtown. Significant new road capacity cannot be added without creating enormous social and environmental impacts on the areas on the edge of the downtown. The existing road capacity, therefore, will limit the amount of new development that can take place in the downtown and concomitantly limit the economic vitality that development is intended to bring.

At the same time, the state is targeting a 25 percent reduction in greenhouse gas (GHG) emissions by the year 2020. The downtown and related transportation issues in the city and region are important in achieving this target. Transportation is responsible for 41 percent of the state’s GHG emissions, compared with 33 percent nationally. A bold transportation strategy will be needed to achieve these targets in the face of growing demand for mobility.

There are three possible futures our team considered for downtown San Diego:

1. Building your way out of it: Implement the automobile-centric recommendations and mitigations of the current Downtown Community Plan. Accept the adverse impacts of major new road capacity in the downtown and the economic implications of a largely auto-dominated downtown environment.

2. Limiting your economic potential: Adopt a low-growth strategy, add no new road capacity and make minor improvements to the existing transit

San Diego has a strong vision for its downtown and is embarking on a new era of growth and revitalization of the downtown core.

The large rise in auto travel assumed by the Downtown Community Plan cannot be accommodated without compromising the key assets that make the downtown a unique and attractive place for people and business.

Bold action is needed to meet California climate change targets and to maintain our quality of life.
service as per the San Diego Association of Governments (SANDAG) Regional Transportation Plan (RTP). Under this option, very high levels of congestion would exist on the periphery of the downtown and this would effectively limit the amount of growth that would occur. Growth (residential and employment) could be 30–40 percent less than that proposed in the Downtown Community Plan.

3. **Implement balanced, sustainable growth - Complete Mobility**: Recognize that the land-use and quality of life goals of the Downtown Community Plan can best be realized by a developing a balanced transportation system that is achieved through an increased emphasis on walking, cycling and transit.

The Downtown Community Plan contains the vision and key principles that can shape a sustainable solution for the downtown. The challenge moving forward will be to find a matching transportation solution that will lock in these principles. In a complete community | complete mobility strategy, translating these principles into reality is built upon seven “deadly” wins that can reshape the way people think about the downtown and rebalance priorities.

A more balanced, effective and sustainable solution is required and can be achieved. A complete community | complete mobility strategy is proposed for San Diego’s downtown. This strategy is about quality, choices and balance, and a transportation system that contributes to the objectives of the community and those laid out in the Downtown Community Plan.

Complete community is about a place people enjoy; it is a place that feels comfortable and offers a range of attractive services for its people. A balanced downtown recognizes that the space given to people is what makes it work. Space is also given to movement to allow people and goods to carry out their tasks in an efficient and effective way. People space and movement space are often in competition, and it is the balance between the two that many cities get wrong. A world-class downtown is one where people feel comfortable living or visiting and where they have many options for moving from place to place.

Complete mobility is, in part, about a better balance between walking, cycling, transit and the automobile. This will require forward-thinking changes in transportation policy to match the vision contained in the Downtown Community Plan. It means that new road and parking capacity should only occur within the context of a strong commitment to measurable objectives for transit improvements. Additionally, the same strong commitment should be made to improve the walking and cycling environment both to support transit and improve the overall quality of life in the city.

The feasibility of such a strategy was tested in our study using a representative set of transit improvements and assumptions on road capacity. The analysis demonstrated that a complete mobility transportation strategy for downtown San
Diego can work. Expensive and disruptive grade separation of transit (e.g. tunnels) will not be necessary as long as high-quality bus and light rail services are provided, with high frequencies and reorganized routing to meet the needs of commuters as well as people traveling through the downtown.

The key elements of a complete mobility strategy are:

- Making a strong political, financial and institutional commitment to transit improvements to achieve the level of transit use required to make the downtown work.
- Undertaking further road and parking expansion only in the context of a strong commitment to measurable objectives for transit improvements.
- Prioritizing of modes in the downtown in the following order: walking, cycling, transit and automobiles.
- Reorienting transportation investment to meet the wider objectives of community plans.
- Establishing and monitoring transit use targets in key corridors.
- Developing corridor-level programs to support corridor transit use targets including Transit Oriented Development, initiatives to fill existing housing stock vacancies, and improving the quality of the transit customer experience.
- Undertaking actions to better orient the function of the internal downtown road system to people rather than vehicle movement.

Turning these key elements into reality will take the following actions:

1. Develop a detailed complete mobility strategy.
2. Reorient transportation investment to objectives of the Downtown Community Plan through completion of a policy and project audit.
3. Embed complete mobility principles in regional planning and political dialogue.
4. Link complete mobility to development.
5. Find the money.
6. Integrate complete community | complete mobility opportunities into Downtown Community Plan implementation.

We have shown that a complete community | complete mobility solution for the downtown is feasible and affordable, but it requires decisive action. Making it real involves a realignment of government actions and policies and a rethinking of investment priorities. Implementation must be incremental, but the first step must be an imaginative and bold new direction for the city, embracing the principles of complete community | complete mobility.
"Go forth, with spirit, the civic vision, and the courage to build the city of your dreams."  -Alonzo E. Horton

Building a Distinctive World Class Downtown

San Diego is embarking on a new era of growth and revitalization of its downtown core. In 2006, the Downtown Community Plan set out a bold new vision for the downtown along with key principles for achieving this vision. The plan envisions a multi-use regional center with strong employment and residential components and the full complement of amenities that a vibrant downtown requires. It foresees significant development intensities in the downtown core as well as population and employment increases.

The Downtown Community Plan assumes that the downtown will be able to handle the steep rise in the number of vehicles on the existing and expanded road network that will accompany this growth. But growth in auto travel cannot be accommodated without compromising the key assets that make the downtown a unique and attractive place for people and business. A more balanced, effective and sustainable solution is required and can be achieved. Transit will be an important part of this solution, and not simply for delivering people to where they want to go and for providing essential services. Transit can make the economic

Downtown San Diego is evolving into one of the most exciting urban districts anywhere. Poised between sparkling San Diego Bay and Balboa Park—the largest cultural park in the country—and bestowed with a balmy Mediterranean climate, downtown is ideally positioned as the center of regional economic, residential, and cultural activity, and as a center of influence on the Pacific Rim.

San Diego Downtown Community Plan
April 2006
ambitions of the downtown achievable by meeting the increasing mobility requirements that success and growth will demand while maintaining the high quality of life that people and businesses have come to expect in San Diego.

The scale of the Downtown Community Plan and the dynamic mix of land use warrant a unique transportation treatment. This document presents a complete community | complete mobility solution for the downtown that will achieve the vision and objectives of the Downtown Community Plan. Complete mobility will provide a balanced transportation system that is in harmony with a sustainable, economically dynamic, vibrant and distinctive downtown.

What Makes for a World-Class Downtown?

The image and heart of any city is its downtown area. Downtown is what visitors picture when thinking about the city; it is generally the arrival point and the destination. A successful, vibrant downtown can act as a catalyst for the economic, cultural and social well-being of the whole region.

A balanced place is a place people enjoy; it is a place that feels comfortable and offers a range of attractive services for its people. A balanced downtown recognizes that the space given to people is what makes it work. Space is also given to movement to allow people and goods to carry out their tasks in an efficient and effective way. People space and movement space are often in competition, and it is the balance between the two that many cities fail to achieve. A world-class downtown is one where people feel comfortable living or visiting and where they have many options for moving from place to place.

Arrival points set the image of a city within a matter of minutes and that image, good or bad, is hard to shift once established. The experience at the rail, bus, air and sea terminals says a lot about the city; it sends a powerful message which can be positive or negative, planned or the result of unintended consequences. A world-class downtown has readily identifiable, comfortable, attractive arrival points that lead the traveler into the city.

What is the Competition Doing?

Cities like Vancouver, Canada, Brisbane, Australia, Bordeaux, France, and Portland, Oregon, have successfully transformed their downtowns into high quality people places that are economically vibrant. Innovative transportation solutions and changing the way people think about mobility have been key factors in their success. These cities combine leadership and a willingness to change direction, with sustainable, balanced strategies that use transportation as a means to shape the future of the city, the economy, and quality of life.

These cities also recognize that issues in the downtown are different from the rest of the region and that a regional transportation strategy does not necessarily address specific downtown needs. A tailored, but complementary, strategy is needed.
Some of the key success factors employed by these cities include:

**Leadership and vision**
Successful cities have a clear vision of what they want their cities to be and have acted on this vision by demonstrating a willingness to change through strong political and institutional leadership.

**Investing in quality of life and prosperity**
Successful cities recognize transportation’s role in driving the economy—where investment in transportation is not just about reducing congestion, but considers the connectivity needs of business—as well its role in enhancing the urban realm and quality of life. Excellent transportation and a high quality of life are essential for competing in a modern economy and for attracting high value jobs, as well as for expanding the effective size of the labor market, not just in the city, but in the region as a whole.

**Complete communities**
Successful cities have vibrant downtowns that shape the image of the region. They are active at all times of the day. A diverse range of people live and work in the downtown and they enjoy access to the full range of social, cultural and community services, schools and recreation.

**Complete mobility**
Successful cities strive for balance in their transportation system and have a full set of travel options for the public. To achieve this, they have made conscious decisions to reallocate road space in the downtown to provide greater emphasis on sustainable modes and greater opportunity for quality urban spaces.

**Responding to Sustainability and Climate Change**

**Rebalancing for a sustainable downtown**
The “triangle for success” of world-class cities recognizes the fundamental contribution that quality of life and the environment make to a modern competitive economy and to each other. Successful world-class cities balance these factors which are, at their essence, the principles of sustainability.

**The climate change imperative**
Climate change has the potential to have serious impacts on California. The State faces several risks, including a reduction in water supply, increased air pollution due to higher temperatures, increases in wildfires, damage to the coastline, and economic losses by higher food, water, energy, and insurance prices. Because of its location, San Diego is particularly sensitive to climate change impacts such as changes in the global sea level and coastal erosion. It’s also vulnerable to extreme weather events, including heat waves and drought.

The State is targeting a 25 percent reduction in greenhouse gas (GHG) emissions by the year 2020, which would bring emissions back to 1990 levels. The downtown and transportation issues in the city as a whole are important in
What is downtown’s role in greenhouse gas emission targets? The state-wide target for greenhouse gas emissions is for a 25 percent reduction by 2020, while growth in the downtown is expected to result in more than a doubling of downtown trips.

Downtown San Diego currently has over 75,000 jobs and it is expected to have to 165,000 jobs by 2030.

achieving this target. Transportation is responsible for 41 percent of the State’s GHG emissions, compared with 33 percent nationally, and is one of the fastest growing sources of greenhouse gas emissions in the U.S. A bold transportation strategy will be needed to achieve these targets in the face of growing demand for mobility. Public transit is widely regarded as a primary tool in meeting GHG reduction targets because it can maintain the mobility of the population while significantly lowering emissions.

The Good News

Downtown is the anchor for the region, a destination, and has unique assets

The downtown remains unique among the regional centers and is the cultural, civic, historic and economic heart of the region. It enjoys a distinctive setting, bracketed by San Diego Bay to the west and Balboa Park to the east. Downtown is a destination for shopping, leisure activities and tourism. It is where many key regional attractions are located and boasts the largest concentration of hotels in the region. It has the potential to become a high-end retail center, differentiating itself from what is available elsewhere in the region.

It is the heart of the financial sector, as well as of the government sector and associated legal services. It is the dominant employment area in a region with a dispersed employment base and multiple centers. It has over 75,000 jobs and is expected to grow to 165,000 jobs by 2030.

A complete community is evolving

Build out of the Downtown Community Plan will give people more options to choose where they live and work. People are beginning to return to live in the downtown, but this will need to be sustained by providing the services that are needed for a diverse and complete community, including cultural and community services, schools and recreation.

Vision and direction to continue the downtown renaissance

The Downtown Community Plan provides a vision and direction to continue the renaissance of San Diego's city center so that it becomes a truly distinctive, world-class downtown.

The Bad News

From a transport standpoint, business as usual will not fulfill the vision

The success of the Downtown Community Plan is predicated on the ability to accommodate a significant increase in auto volumes that cannot be accommodated without eroding the key assets that make the downtown a unique and attractive place for business and people. Our analysis of the Downtown Community Plan, as described later under Moving to Complete Mobility, reveals that in the absence of significant transit improvements, major road capacity increases would be required on the edges of the downtown. Significant new road capacity cannot be added without creating enormous environmental and social
impacts on the areas fringing the downtown. The current direction will not contribute to achieving greenhouse gas emission reduction targets. A more effective and sustainable solution is required if the objectives of the plan are to be met.
Getting the Vision Right

Locking in the Good News

The Downtown Community Plan contains the vision and key principles that can shape a sustainable solution for the downtown. The challenge moving forward will be to find a matching transportation solution that will lock in these principles.

Key Wins to Make the Vision a Reality

Translating these principles into reality should be built upon seven key wins that can reshape the way we think about the downtown and rebalance our priorities. These wins have been developed out of our research and experience in developing downtowns in cities all over the world. We have found that although every city is unique, the successful ones share a set of common principles. These are the very principles that we are applying to San Diego’s downtown. We call them the Seven Deadly Wins.

The Seven Deadly Wins
1. The city is a place of exchange.
2. Transport is about people and goods, not vehicles.
3. The city is a place to enjoy.
4. The city is a place of chairs.
5. The city is a place of movement and connectivity.
6. The city is defined by its arrival points.
7. The city is a complex, dynamic system of interactions.

Win 1: The City is a Place of Exchange

Cities are primarily people spaces, places of exchange in terms of business, thought, culture and recreation. People space is the high-value space in a city where people interact every day—where transactions occur, where money is spent, where friends meet to shop and talk. It is the most important space that a city has and it drives the economy of the city.

What typically takes away from people space is movement space. People and goods need to get from one place to another and they do so through movement...
space. Movement space is high-cost space because it takes up valuable real estate, requires expensive infrastructure, represents low productivity, and has environmental and health costs.

A large part of the high costs associated with movement space relates to parking, since parking adds real cost to downtown development and affects the competitiveness of the downtown in relation to regional centers. The cost of movement space has real implications for quality of life as the amount of disposable income devoted to transportation is directly related to the cost of this space.

Unfortunately, high-cost space is created by taking away from high-value people space. So, the very space you want to preserve for people to use and spend money in is being taken away for movement space. This can reduce the economic potential of the downtown area. The key is to maximize people space and minimize movement space.

Win 2: Transportation is about People and Goods, not Vehicles
Transportation is about moving people and goods not vehicles. It is about enabling people to do what they need to do when they need to do it. This means that space in the city needs to be allocated for this movement. This space has a finite capacity and is expensive to provide. It also reduces people space, the very space that makes the economy of the city work. The key is to maximize the productivity of movement space. Successful cities have done this by balancing private and public transportation and emphasizing walking and cycling.

Win 3: The City is a Place to Enjoy
Because the city is a place of exchange, it is important that people are comfortable and that they want to stay and, consequently, spend money as a result of their experience in this space.

A city that is designed and built for local people to enjoy will also be enjoyed by visitors. People like to be in comfortable places and they do not have to be urban designers to know when a space is comfortable or not. It has to do with the dimensions of the space, the height, the enclosure and the design of the space itself. Good urban design creates spaces where people feel comfortable. If this happens, they stay, enjoy their surroundings, and spend money.

So, we have not only to maximize people space, but also design it well.

Win 4: The City is a Place of Chairs
Chairs help to maximize the value of people space and allow people to interact in a comfortable setting. People will sit on anything; they love to sit and watch the world go by, taking their time over a coffee or a glass of wine, interacting and exchanging ideas. A successful downtown recognizes the value of chairs. Chairs can be used to revitalize both the place and the people. When people spend time in the downtown, whether shopping, doing business or visiting attractions, they get
tired. When they get tired they can do two things—go home, or sit, have a drink and continue to enjoy the downtown area.

For these two reasons, chairs, or something informal to sit on, are vital.

Little Italy has a great example of this. Chairs have been placed in the street to encourage activity and shopping in the area and they have helped animate the space and create a positive and dynamic area.

**Win 5: The City is a Place of Movement and Connectivity**

If the city is about places to enjoy, then it is essential that these spaces be linked as a network drawing people from one to the other. The concept of the network of parks, promenades and open spaces fits with this idea. These spaces do not have to all be formal parks, but rather clearly delineated people spaces that form a continuum and take people from one attraction or community to another.

The spaces also need to be linked by a continuous bicycle network that integrates with the pedestrian network and with the transit system as well. This also maximizes the value of these spaces which is an incentive to land owners and developers. Retailers also benefit as foot traffic and turnover increases.

**Win 6: The City is Defined by its Arrival Points**

Arrival points are very important to the success of cities. They set the image of the city, for better or worse, in the first few minutes of arrival. This image is hard to shift once established. So there is both a positive and negative reason for getting this right. This applies to all arrival points by air, sea, rail, bus and car. The city can send a powerful message about itself to all who arrive on its doorstep.

For example, the refurbished Grand Central Station in New York speaks of importance and grandeur, of a city that is influential on the world stage. The new Gardermoen Airport in Oslo makes a statement about Norwegian design quality and world-class materials, but also says that Oslo cares about these things and is a city of beauty. Lastly, take a look at Japan’s unique sea terminal in Yokohama. This is a revolutionary and brave design that brings the city to the sea and the sea to the city. It speaks of a modern, exciting city that takes risks, is bold and innovative.

There is also a very practical reason for focusing on arrival points in that the city will want to get its visitors quickly and efficiently to their final destination. Arrival points speak to the efficiency of the city.

**Win 7: The City is a Complex, Dynamic System of Interactions**

Jane Jacobs has written that, “Cities are complicated, organic, spontaneous, and untidy.” Cities require holistic solutions—it’s simply not enough to arrive at a transportation solution for a transportation problem. There is a need for a broad-based strategy that addresses the vision in the Downtown Community Plan and emphasizes complete communities and complete mobility.
In San Diego, the buildings themselves are quite tall and consistent with other downtowns, but the overall density is reduced by large areas devoted to roadways and surface car parking.

The downtown area in San Diego must find a balance. At present it is out of balance but has the potential to reallocate movement space back to people space and increase the productivity of movement space at the same time.

What are the Implications for Downtown San Diego?

Today most of the movement space in downtown San Diego is road space dedicated to the movement of people in automobiles. The road system and its associated parking requirements take up a large component of the land area in the downtown. The result is that, while the downtown road system generally operates at an acceptable level of service (LOS C), or better, during peak periods, the area of downtown available today for people space is much less than that typically found in successful world-class cities. This is borne out by residential and employment density figures for downtown which are much lower than in other cities.

The downtown area is not balanced and more space needs to be given to people space. Fortunately, there is enough movement space to allow some reallocation. If the level of growth planned in the Downtown Community Plan were to be developed with the existing ratio between automobile and transit use, then a lot more movement space would be needed. This would reallocate space the wrong way, unbalancing the downtown space and threatening the future economic vitality of the downtown area.

Applying the key wins to downtown San Diego can result in a classic win/win scenario, where the city can maximize people space and maximize the productivity of movement space and still cater to all the movement desires of people and goods.

This policy is in line with the Downtown Community Plan and the City of San Diego General Plan and it would create a vibrant, successful and livable downtown area. It would ensure the future economic viability of the downtown—indeed it would make it a wealth generator for the whole region.
Moving to Complete Mobility

Complete mobility is a term coined by Siemens AG that describes the future of transportation:

- Complete mobility is user-focused, meaning it is personalized and meets users’ expectations. It provides people with customized choices and allows them to make simple but informed decisions. It provides them with the quality of services they increasingly expect, joining mobility and personal connectivity. It supports a paradigm shift from passive administration of infrastructure to active management of services.

- Complete mobility is seamless, meaning people can focus on where they want to go and not how to get there or by what mode of travel. The system is balanced and there are a variety of ways to get around (walk, bike, transit, drive). Any journey may include whatever option, or combination of options, makes the most sense for the trip. The system is integrated physically and virtually, allowing for easy interchange between ways of getting around so that it becomes seamless and convenient for the user.

- Complete mobility is highly valued by its users. This means the system facilitates tradeoffs and feedback on choices made, which demonstrate the value of each decision. In this system, users will clearly understand the total benefits and total costs of their choices.

A complete mobility strategy is about quality, choices and balance, and a transportation system that contributes to the objectives of the community and those laid out in the Downtown Community Plan.

A Basis for Complete Mobility

Transit will be a major component of complete mobility—strongly integrated with walking, cycling, and automobile travel. Today, about one-quarter of peak hour morning commuters come into the downtown by transit—that’s well below figures for cities such as Pittsburgh, Vancouver, or Ottawa. Although their downtowns are surrounded by auto-dominated suburbs, these cities have recognized that transportation strategies for downtown areas are inevitably different from those that apply to the suburbs. By actively pursuing policies to encourage public transit use rather than increased dependence on automobiles, these cities have exploited what public transit can offer to help create attractive and vibrant downtowns.
What is Possible?

The Downtown Community Plan assumes that automobile travel will continue to be the dominant mode of transportation and that new parking capacity and street improvements will be required. There is no provision for the sort of major improvement in transit use and service that would be required by a complete mobility strategy.

Our analysis of the Downtown Community Plan reveals that in the absence of significant transit improvements, major new road capacity would be required on the edges of the downtown. Significant new road capacity cannot be added without creating enormous social and environmental impacts on the areas fringing the downtown. The existing road capacity, therefore, will limit the amount of new development that can take place in the downtown and concomitantly limit the economic vitality that development is intended to bring.

This means there are three possible futures for downtown San Diego:

1. **Building your way out of it:** Implement the automobile-centric recommendations and mitigations of the current Downtown Community Plan. Accept the adverse impacts of major new road capacity in the downtown and the economic implications of a largely auto-dominated downtown environment—build your way out of it.

2. **Limiting your economic potential:** Adopt a low-growth strategy, add no new road capacity and make minor improvements to the existing transit service as per the San Diego Association of Governments (SANDAG) Regional Transportation Plan (RTP). Modify the current balance between movement and people space where this can be done with little impact on the auto level of service, and accept only modest increases in population and employment—limit your economic potential.

3. **Implement balanced, sustainable growth - Complete Mobility:** Recognize that the land use and quality of life goals of the Downtown Community Plan can best be realized by a complete mobility strategy and a balanced transportation system that is achieved through an increased emphasis on walking, cycling and transit.

**Building your way out of it**

This strategy is in essence the one proposed in the Downtown Community Plan and in the SANDAG RTP. Some frequency improvements will be made to the trolley service and Coaster commuter train service and several new bus rapid transit (BRT) services will be added based on the use of freeway Managed Lanes.

Under this option, the number of people using transit to enter the downtown (in 2030) will rise modestly to about 22,500 during the peak morning commute hour. Most of the growth in travel, therefore, will be automobile traffic. This means about
60,000 cars are expected to enter the downtown in the peak hour, when the present capacity of roads entering the downtown is only about 40,000.

Both the Downtown Community Plan and the SANDAG RTP suggest two strategies to address this problem: an extensive program of Managed Lanes, and capacity improvements on the roads entering downtown. Even with a lot more people using carpools, this would still leave a need for the equivalent of about 12 new traffic lanes entering the downtown (or a 30 percent expansion of what is already there). This option would still result in congestion and travel times would be longer than they are today.

Compounding this problem would be the need to increase parking capacity by about 25,000 spaces. Assuming that this parking would have to be provided in structured parking (above or below ground) at an average cost of $40,000 per space, the total cost would be in the order of $1 billion.

Taking the road building and parking requirements into account, the level of investment that would be required is many times what would be required for a complete mobility strategy.

**Limit your economic potential**

Given the high cost and impact of the road expansion strategy described above, another option is to forgo the road expansion and only undertake the transit improvements currently in the SANDAG RTP.

Under this option, very high levels of congestion would exist on the periphery of the downtown and this would effectively limit the amount of growth that would occur. Growth could be 30-40 percent less than what is proposed in the Downtown Community Plan.

In the absence of an adequate transit alternative, growth would migrate elsewhere. In some cases, development would move to other, less congested parts of the San Diego region and induce sprawl. However, much of the development that occurs downtown is there for a reason and it requires a downtown environment. This growth would also go somewhere else, but, in the absence of a viable downtown option, it might not occur in the San Diego region at all.

**Implement balanced, sustainable growth - Complete Mobility**

A complete mobility strategy can deliver the outcomes described in the Downtown Community Plan. The key elements of a complete mobility strategy are:

- Making a strong political, financial and institutional commitment to transit improvements to achieve the level of transit use required to make the downtown work.
- Limiting significantly further investments to improve road capacity and parking supply.
A bold approach is needed to solve the problem and set the right course.

The transit objectives should be established as targets for transit use along key corridors.

A bold approach means that about 50 percent of all peak hour commuters will need to travel by transit compared with about 23 percent today. While ambitious, this is not an unreasonable objective and has been achieved elsewhere.

- Prioritizing modes in the downtown in the following order: pedestrian, cycling, transit and automobiles.
- Establishing transit use targets in key corridors.
- Taking action to better orient the function of the internal downtown road system to people rather than vehicle movement.

**What does complete mobility mean?**

Moving from the current auto-centric downtown transportation system to one with a better balance between transit and the automobile will require forward-thinking changes in transportation policy to match the vision contained in the Downtown Community Plan. A bold approach is needed to solve the problem and set the right course.

This means that new road and parking capacity should only occur within the context of a strong commitment to measurable objectives for transit improvements. Additionally, the same strong commitment should be made to improve the walking and cycling environment to both support transit and improve the overall quality of life in the city.

The transit objectives should be established as targets for transit use along key corridors. They are simple to understand and track and help concentrate transit investments in areas where they are most needed and will have the greatest effect. They can also be the basis for targeted land use and parking policies.

Current road capacity is about 40,000 autos per hour. The maximum number of people able to enter the downtown by auto in the peak hour, without road improvements, is about 50,000. With the projected growth in population and employment envisioned in the Downtown Community Plan, however, the total number of peak hour person trips to the downtown will probably be in the order of 100,000 by 2030. This means, that after an allowance for walking and bicycling of, say, 10 percent of all trips, a complete mobility strategy will require that about 40,000 people (when through trips are included) use transit to enter and travel through the downtown during a typical peak hour in 2030. This is over three times today’s volumes of about 15,000 trips on transit during the morning commute peak hour.

This means that about 50 percent of all peak hour commuters will need to come by transit compared with about 23 percent today. While ambitious, this is not an unreasonable objective and has been achieved elsewhere. To increase the transit mode share, the level of service will need to be significantly improved. This means high quality, comfortable and direct services that offer improved service speeds, higher service frequencies not requiring the use of a timetable, and a reduced need to transfer.
What could it look like?

Can a complete mobility strategy actually work in San Diego? In order to test the feasibility of the concept in a practical way, a representative transit network and service design option was developed. The principles, objectives and assumptions used in creating this representative network were:

- It was designed to meet the needs of the 48,000 transit riders expected to enter the downtown during the morning peak commute hour.
- It incorporated essentially the same transit network proposed under RTP 2030, but with increased frequencies and some modifications of routings to meet the expected demand.
- That the Coaster infrastructure could be improved to accommodate an increase in service frequency.
- That trolley infrastructure could be improved to accommodate an increase in service frequency.
- That the trolley network could be reoriented within downtown (to take full advantage of service and frequency opportunities on both C Street and Harbor Drive) and along the existing corridors and also be extended to serve the mid-coast corridor from University Town Center and the airport.
- That extensive Bus Rapid Transit (BRT) services and infrastructure can be provided in the non-rail corridors, and that exclusive bus and BRT infrastructure to access the downtown can be developed.

The purpose of these changes was not to recommend a specific infrastructure plan for 2030, but to determine whether a non-grade-separated rail solution could meet projected future needs. Future studies will, of course, have to test and compare the other network options including a modified version of the existing network before any final choice is made.

Analysis of this representative concept demonstrated that an at-grade-solution could work, thereby avoiding the need for expensive tunnels or additional routes. However, it would require more vehicle capacity and greater frequencies of service than is currently available in order to handle the additional numbers of passengers. Significant service frequency improvements will be required. The volume of buses on the proposed new BRT services in the SANDAG RTP will need to be increased and most of these vehicles will need to be articulated or higher capacity buses. The peak hour volume of buses on the existing bus routes will also need to increase.

Taken together, the projected volume of buses and BRT vehicles could be accommodated on the streets now in use by buses. No new street capacity will be required for this purpose, but given the high volume of bus traffic, it would be worth dedicating some of the existing street capacity to exclusive bus lanes. This would further improve the transit service and would be in keeping with the principle of favoring the movement of people over the movement of vehicles.

This sketch planning analysis demonstrates that a complete mobility transportation strategy for downtown San Diego is feasible as long as high-quality BRT services...
are provided in the non-rail corridors in San Diego County and that rail infrastructure can be improved, reoriented and expanded. Peak-hour transit use will need to more than double over the next 20 years. The 48,000 peak-hour morning transit users can be accommodated without having to resort to major rail upgrades, such as a trolley tunnel in the downtown.
Complete Community

Complete community is about taking the seven deadly wins described earlier and using them to transform the nature of downtown San Diego.

Win 1: The City is a Place of Exchange
The places where people interact socially are "places of exchange" or people space. A transportation strategy based on maximizing people space and the productivity of movement space would rebalance the downtown space to increase people space.

The downtown area of San Diego already has two areas which demonstrate this win and how it can be done successfully. These are the Gaslamp District and Little Italy. Both areas are textbook examples of getting the balance right. Indeed, the Gaslamp District is so successful that more people space is needed. Little Italy has done this in a more subtle way by slightly extending sidewalks at intersections to create people spaces with seating where people can watch the world go by. All-way stops are provided at major intersections, effectively giving priority to pedestrians. The result is an economically buoyant area, a place to enjoy, and a place to stay.

An example of this could be the area around the base of the NBC building, where the streets along the east, west and south could be made more pedestrian friendly through the expansion of people space and allowing the adjacent retail and restaurant establishments to "spill" onto the sidewalks. There is already excellent ready-made seating around the base of the NBC building in the form of steps. The operational needs of the hotel and the car parks would have to be catered for, but this could be readily accommodated by the narrowed roadway areas. The message, though, would be clear - pedestrians would have priority and automobiles would be intruding into the people space.

Streets within the downtown could be specifically targeted for rebalancing, particularly those that serve as important transit corridors. In Bordeaux, France, a policy was adopted to limit movement space in new and redeveloped roads to 50 percent of the total street width. This 50 percent target can work regardless of the street width - although the height of buildings become important in creating the feel of the street as the right of way gets wider and addresses the relative balance of competing uses in a corridor. As a target, it helps to explore tradeoffs on a street, for example between travel lanes and parking, or between diagonal parking and pedestrian spaces. Transit is not considered part of the 50 percent of the movement space and is a way to maximize the productivity of the street.

Win 1 Action: Maximize people space and minimize movement space.

The transformation of the downtown will not happen overnight and the successful cities that have carried out this rebalancing have done it incrementally working with the business community and monitoring the effects. The key is to identify pilot projects where the process can be started.

Opportunities include:

- Expand people-space opportunities by identifying and developing pilot projects.
- Identify corridors where vehicle space can be limited to 50 percent.
Win 2 Action: Maximize the productivity of movement space

Opportunities include:

- Prioritize road space and investment based on a hierarchy of users from pedestrian, to cycling, to transit service, with greater priority over further auto-based improvements.
- Adopt a significantly increased transit mode share objective for downtown travel.
- Recognize the need to give access to the private automobile and parking, but manage this in a way that protects the economic and social viability of the downtown.
- Rebalance parking levels to support high quality transit and alleviate burdens placed on business.
- Reduce the use of diagonal parking to free up people space.
- Put policies in place to restrict off-street surface parking, particularly in key transit corridors or areas with high-quality people space.
- Relate parking requirements to quality and level of transit service in a corridor.

A similar concept could be applied in San Diego by identifying key streets and demonstrating the tradeoffs and results. Parts of 5th Avenue in the Gaslamp District are already near 50 percent, while nearby 3rd, 4th, and 10th Avenues and West Broadway are closer to 65 percent auto-focused because of the use of diagonal parking or added travel lanes.

Win 2: Transportation is about People and Goods, Not Vehicles

A transportation strategy focused on people and goods would give pedestrian, cycling and transit service improvements priority over further auto-based improvements.

Parking is a major challenge in achieving a balanced downtown and a viable complete mobility strategy. Parking over-supply impacts transit usage and the quality of people space in a number of ways. The availability of low-cost parking not only is an inefficient use of valuable downtown property but also provides little incentive for greater transit use. Extensive surface parking increases walking distances and degrades the urban realm. Furthermore, the use of diagonal parking can shift the balance and quality of a street and takes away space for people.

Parking has long been a key feature of southern Californian cities and has come to be expected by its residents. It does, however, come with a cost. There is the direct cost to business of providing the parking, and there are also the congestion problems that occur when parking levels are out of balance. Parking availability in relation to jobs is out of balance in downtown San Diego when compared to other cities. In fact, San Diego has more than twice as much parking in relation to employment as cities such as Vancouver, Bourdeaux, Portland or Brisbane.

At the same time, business views the parking costs as too high and sees this as impacting development. Annualized parking costs are roughly $1000 per space for surface parking, $2000 for structure and $3000 for underground parking. Reducing the need for additional parking, while at the same time maintaining high levels of mobility, would considerably lighten the burden on business.

An approach used successfully elsewhere is to relate parking levels and requirements to the level and quality of transit service provided. In this way, corridors where people have choices—with very good transit connections and a high frequency of service—would have less need for parking than elsewhere. This can ensure that parking levels support transit use and, at the same time,
appropriate levels of parking are provided in areas that are less accessible to transit.

Win 3: The City is a Place to Enjoy
San Diego already has the beginnings of a network of special places like the Gaslamp District, Little Italy, Balboa Park, Petco Park, Seaport Village, the Convention Center and the waterfront. More can be added incrementally, such as the area around the NBC building and the area between Santa Fe station and the cruise terminal. Parts of C Street, from Park Avenue to about Seventh, are emerging as people places. Other segments have significant opportunities to improve the quality of the urban realm.

Win 4: The City is a Place of Chairs
Chairs help to maximize the value of people space and allow people to linger and interact in comfortable setting. San Diego has a wonderful example of this in Little Italy where the business community sets out metal chairs along the sidewalks every morning.

This successful local example should be applied throughout the downtown area, again in an incremental way, learning from the experience of Little Italy and the Gaslamp District. There are places where this can begin, such as the area around the NBC building, as mentioned earlier. This should also tie in to a pedestrian and place network, ensuring that chairs are supported by activity in the area and are a catalyst for more activity. Busy, active spaces ensure that chairs contribute in a positive way to the downtown.

Opportunities to create modestly-sized people places where seating could be provided should be sought, such as at intersection bulbouts as in Little Italy.
Win 5: The City is a Place of Movement and Connectivity

There are many places to enjoy in downtown San Diego but they are not well linked. A network needs to be developed which links all the key local nodes and special places with respect to community, business and visitor services and attractions. The first impression is that vehicle traffic has priority. In economically successful cities, people always have priority in the downtown and traffic is allowed, but as a guest. The implication of this philosophy is that it should behave as a guest.

A concept that could work particularly well in San Diego is the Paris “Vélib” bike rental system. This system is designed to make short-distance bicycle trips simple, efficient, affordable and convenient. Paris has 20,000 bikes at 1,450 stations throughout the downtown core. Renting a bike is easy, with users only needing to swipe a card to take a bike which they can then return at any station in the downtown. Rental rates are designed to encourage short-term use with the first 30 minutes being free, and with each additional half hour being increasingly expensive. Stations are located on-street and take the place of on-street parking, with the potential for higher turnover for nearby businesses as about two parking spaces are replaced by 20 bicycles. The system was put in place and operated by a marketing company in return for public advertising space.

Another option would be to formalize the existing pedi-cabs by structuring the service and ensuring it meets quality and performance guidelines.

Opportunities include:

- Provide options so people and goods can use the best way of getting around for their trip, whether it is walking, cycling, transit (rail / bus / ferry) or driving.
- Link the downtown to Harborfront / Embarcadero.
- Reconnect Seaport Village.
- Develop a high-quality, safe and enjoyable pedestrian network, focusing on key places and transit.
- Develop safe and attractive bicycle facilities as key components of the transit service.
- Develop a rental bike concept to facilitate movement in the downtown.
- Continue actions to formalize pedicab service.
- Develop high-quality transit connections to other regional centers and within downtown.
Win 6: The City is Defined by its Arrival Points

This is a win where San Diego has a head start; it has the bay, the weather and a dramatic downtown. At present, however, the arrival points are poor, especially from the domestic terminal at the airport or from the cruise liner terminal in the Port of San Diego. Also, unlike train stations in other major urban centers, the Santa Fe Depot is not well integrated with the city and does not draw visitors to the town center or waterfront.

There are two great opportunities here—at the airport, and between Santa Fe Depot and the cruise liner terminal.

Let's start with Lindbergh Field. The proposal to build a new facility, either a new terminal or a remote terminal, seems to offer exciting potential. This would mean an integrated mobility hub could be created to link up with the Interstate road system, the Coaster commuter rail service and the trolley line, providing a quick and high-quality link to the downtown and the region. This would benefit both the downtown and the whole region by improving the connectivity to national and international air services.

There is also the potential to emulate the Venice water taxi system by providing high-speed water taxis to downtown and Coronado—a fun, premium way to arrive in the city.

The space between the Santa Fe Depot and the cruise liner terminal is truly unique. The iconic Spanish Mission-style Santa Fe Depot building is in the direct line of sight of the cruise terminal. At present, however, it is a poor arrival experience with a low-quality visitor information facility, minimal space, and acres of parking acting as a barrier between the two.

The space between these two arrival points could be a high-value space with the feel of Las Ramblas in Barcelona. A major public square could be created at one end with retailing and visitor information services. We realize that there are plans for this area and that the land is valuable, but the economic benefit to the city is significant and an innovative design could be developed incorporating these ideas into the development plan.

The same principles can be applied to key bus and trolley terminals, creating well-designed and well-signed spaces that serve as a reference point in the downtown and market the quality of service they provide.

Centre City Development Corporation

Win 6 Action: Leverage unique arrival points.

Opportunities include:

- Improve connections between downtown and the airport.
- Accommodate intermodal transit facilities within and/or adjacent to the airport.
- Enhance the Santa Fe Depot and Cruise Ship Terminal area as a downtown arrival point with better transit and pedestrian connections, as well as the creation of new people space and facilities to animate the area.
- Consider high-speed water taxis linking downtown, Coronado, the airport, and other regional destinations.
Great asset....

Poor setting
Win 7: The City is a Complex, Dynamic System of Interactions

Building holistic, integrated solutions means looking beyond a transit strategy for the downtown and considering how transportation and transit can achieve the vision of the Downtown Community Plan. In other words: complete community, complete mobility.

Key considerations for delivering a complete mobility strategy will be:

- Determine who will champion the strategy and who needs to be part of the solution.
- Decide how investment is going to be prioritized to deliver complete mobility.
- Determine who is going to implement the plan, including identification of the potential barriers. As a broad-based plan, this will involve not just transit, but a number of agencies, service providers and business interests.

Win 7 Action: reprioritize investment and address governance issues

Opportunities include:

- Demonstration of a strong public commitment to complete community | complete mobility through policy change and reprioritization of investment strategies.
- Promotion of leadership that recognizes the role of transportation in driving the economy and enhancing the quality of life.
- SANDAG, the City of San Diego and CCDC working together to devise a new regional transportation vision that recognizes the central role of downtown and its ability to be a catalyst for the region.
- Implementation of a broad-based community involvement process that includes all stakeholders (e.g., neighborhoods, property owners and businesses) working together toward a common vision.
- Ensuring the vision and policies of the Downtown Community Plan are supported by other local and regional policies and programs.
Making it Real - How do We Start?

1. Develop Detailed Complete Mobility Strategy

The strategy developed here sets a new direction, principles, and a general concept and requirements for how the objectives of the Downtown Community Plan may be achieved. This will need to be expanded by defining transit mode share targets, specific infrastructure and service requirements, as well as costs. For example, this could include specific requirements for Coaster, trolley and BRT services, as well as better integration of transit with the airport.

2. Reorient Transportation Investment to Objectives of Downtown Community Plan

A problem that many communities face is that investment in transportation is typically based on the severity of a specific transportation problem, rather than being focused on the wider objectives that a community may have. This is akin to treating the symptom rather than the cause. Reorienting transportation investment toward the objectives in the Downtown Community Plan is a key step in rebalancing the downtown.

A “policy audit” of transportation investment should be carried out to determine how well it responds to goals and policies contained in the Downtown Community Plan and the proposed downtown mode share targets. The audit is both a process and a product. The process is step-by-step decision framework that arrives at agreement among stakeholders on principles and priorities. The product is the audit itself which identifies areas where transportation can have a direct or indirect impact on policies and would look at transportation projects and assess how well they address wider objectives. It would also address possible conflicts in plan policies or gaps. Typical transportation investment criteria, such as levels of congestion, will still be used, but this approach can help to ensure that the investment package is balanced, can identify gaps where transportation projects are not meeting objectives, and give an overall rationale for why individual projects make sense.

This policy audit process has been undertaken in a number of contexts in North America and Europe. For example, in London UK, it helped to identify what transportation investments were important for different London Plan objectives. As a world financial center, it was important for London to identify key projects that

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Key steps to take:

- Develop detailed complete mobility strategy.
- Conduct policy audit to determine how well transportation investment is meeting the objectives of the Downtown Community Plan.
- Reprioritize transportation investment to focus on Downtown Community Plan objectives.

An example of a policy audit analysis
support the financial sector such as reliable links to gateway airports and a high quality urban realm in the Docklands financial center. At the same, the policy audit identified those projects that would promote social inclusion for disadvantaged areas. The policy audit then helped to explore tradeoffs and set priorities in meeting these two different social and economic objectives.

3. Embed Complete Mobility Principles in Regional Planning and Political Dialogue

A recommended first step in this process is to develop a downtown element of the SANDAG RTP. This would provide the levels of detail necessary to address downtown-specific issues and would ensure that the downtown plan is integrated with, and supported by, the regional planning process. Key principles to include are: 1) establishing corridor-level transit mode share targets; 2) rebalancing and reprioritizing modes; 3) rethinking parking levels; and 4) creating an urban environment that enhances the quality of life and supports walking, cycling and transit. The principles can also be regionalized, creating a stronger link between the downtown and surrounding region.

Complete mobility sets a bold new direction for the downtown that will need political, community and business support at the city and regional levels.

4. Link Complete Mobility to Development

A key strategic issue to consider is the timing of transit service level expansions—will they happen after development, when demand has been generated, or will they occur ahead of development, in order to create additional transportation capacity and stimulate investment? This difficult question has been answered in different ways in different cities, but essentially requires a city to decide to what degree it is willing to invest in advance of demand in order to shape land use. The proactive, rather than reactive, approach comes with certain costs and risks that can be very off-putting to transit agencies. Often, it involves a difficult balancing act where the art lies in introducing service at the right time to both react to and stimulate development. As such, regular monitoring and updates are essential to ensure that transit investment and development are aligned.

Without question, ongoing analysis of development needs to be part of the phasing and monitoring solution. Planning scenarios should be tested annually using proposed and planned development against transportation capacity and the achievement of corridor transit mode share targets. This can help to inform transit capacity expansion decisions, while simultaneously providing a check to make sure development is not running ahead of capacity, or vice versa. As in Vancouver, Bordeaux and Portland, co-operative efforts by transportation planners at different levels of government can establish a stronger co-ordination between transit service levels and phasing of development.
A complete mobility strategy will require some new thinking with regards to development. Achieving the transit ridership envisioned will be a substantial challenge without a focused effort to drive up densities along key transit corridors. The Downtown Community Plan envisages significant growth, but it will be essential to focus it in the right areas. The additional transit capacity that is identified in the complete mobility plan can create a basis for increased development in key corridors. The positive relationship between increased densities and transit ridership will be reinforced by phasing development in a manner that links capacity expansions and density.

San Diego has had some experience in Transit Oriented Development (TOD), including the One America Plaza development. San Diego might consider expanding its application of TOD to include developing and adopting a new TOD plan to support strong links between expanded transit capacity and development.

For example, San Francisco adopted a TOD policy at the same time as its Transportation 2030 plan. The three components of this policy relevant to downtown San Diego are:

1. Corridor thresholds for minimum densities in transit station areas.

2. Station area plans to support transit-oriented development at the site and on a local scale (e.g., in a 500 meter radius from BRT/LRT stations). The transit-station-area special designations in Minneapolis are one example. In San Diego, Smart Corner and One America Plaza are good examples of this approach.

3. Corridor working groups to bring together multiple levels of government and agencies. In the San Diego context, it could also be appropriate to bring the development community to the table as part of this ongoing monitoring and planning process.

Development levels and (or) parking requirements could also be linked to the level of transit service in a particular corridor as well as to the achievement of the transit mode share objectives.

It will also be important to make full use of the existing housing stock by supporting efforts to fill existing housing vacancies. While this is a concern that is typically left to the market, it ultimately impacts on transit and the quality of life in an area. A transit and corridor-level approach can help to focus efforts that may already be taking place in the market. This is an area that needs to be explored further but it could include preferential mortgage and/or insurance rates. Preferential rates are already used in different areas, for example, government workers in Seattle enjoy a preferential mortgage rate if they buy a property within the city limits. This is designed to encourage workers to live in the communities they serve. Move-in bonuses could be offered, or free transit passes could be given out for a given period of time. A limited duration free transit pass program is already commonly used for new developments and this approach could be applied to existing
housing along a transit corridor. State and Federal actions to address the housing market challenges could also be leveraged and applied at the corridor-level, with the spin-off benefit of maximizing the city’s investment in transit.

The other opportunity for achieving corridor transit ridership targets is to ensure that the ridership potential of existing development is fully exploited. The downtown has many well developed corridors that have potential for attracting additional transit riders through innovative corridor-level initiatives that could include improvements to transit service levels, enhancements to the quality of the customer experience, operational improvements, and marketing.

Marketing and specifically targeting customers in a corridor can be very effective. For example, in Vancouver the service improvements and marketing for the “E-line” attracted a significant number of new riders to transit in a specific corridor: 30 percent were new to transit.

The technology available for improving transit service and marketing has progressed considerably in recent years and can be used to change the customer’s way of thinking about transit. Smartcards can make journeys easier by ensuring seamless transfer between different services, but it can also be used to leverage additional services and marketing efforts. For example, transit could be linked to retail along a specific corridor by providing “frequent flyer” points that are redeemable with retailers in the corridor. Another possibility, although perhaps longer-term, is to include real-time information about when the next bus or train is coming, either at the stops themselves, or within business or housing units. As an example, a recent development in London included a real-time bus arrival display in every new house.

5. Find the Money

To make the plan a reality will require a detailed financial package which will look at what it will cost, the cost of not doing it, and how to pay for it. A complete mobility strategy will be far more beneficial than an automobile-oriented solution, even when external costs, such as air quality and quality of life, are not considered. A full cost accounting should therefore be undertaken and it should include the possible impact of climate change legislation. Innovative financing must also be considered as transit is traditionally at a disadvantage when it comes to funding expansion and operation.

Cities across the U.S. have traditionally relied upon federal and state-level programs that provide grants and funding for transportation improvement and, in some instances, dedicated transit funds. Transit competes with roadways for a significant proportion of these funds, which also offer varying levels of support for capital projects and operating expenses.

The viability of a complete mobility strategy for downtown San Diego will depend largely upon financial challenges for transit investment. In the current context, TransNet, the local half-cent sales tax for transportation improvements, is one of...
the more significant sources of funding in San Diego. However, TransNet, which received a 40-year extension in 2004, earmarks only one-third of tax revenues for transit projects, and any increase requires a two-thirds voter approval.

The transit improvements associated with complete mobility will require significant investments to cover capital and operating costs. Several cities, including Dallas, Denver, and Chicago, have recently attempted to address similar challenges by adopting new approaches to funding. To a degree, transit agencies in Portland, Denver, and the Bay Area have been successful in procuring revenue for transit by partnering with developers in the private sector. In other instances, municipalities have instituted innovative financing mechanisms, such as assessment districts and tax increment financing, for areas surrounding transit stations.

Opportunities to generate revenue through land development and innovative financing mechanisms may hold the potential to address downtown San Diego's transit funding challenges to a great degree. However, as with most new initiatives, new sources of transit funding will require public agencies, including Centre City Development Corporation and SANDAG, the city and MTS, to work together to implement financing schemes that provide directed incentives for developers, businesses and residents before these stakeholders recognize the benefits offered by transit use and transit-intensive areas and begin to support them.

6. Integrate Complete Community | Complete Mobility Opportunities into Downtown Community Plan Implementation

A number of forward thinking and innovative initiatives are underway at CCDC. Our recommendations for achieving complete community | complete mobility should work hand in hand with these initiatives. Following is a list of projects being initiated, underway or nearing completion. As recommendations resulting from these efforts begin to coalesce we suggest they be integrated into a complete community | complete mobility strategy. Additionally, the outcomes of these studies should be the basis for the policy audit described earlier. The policy audit can also be used to reconcile what in some cases may appear as contradictory policy directions coming out of the various initiatives. The best ideas coming out of all these initiatives can be woven together to make progress on achieving the goals of implementing the Downtown Community Plan and building a world class city.

Sustainability Study

CCDC is preparing an urban sustainability program and design guidelines. The intent of the program and guidelines is to promote creativity and encourage innovative approaches to sustainable planning, design, energy efficiencies, appropriate wastewater management and building technologies. The program and guidelines will describe the role of sustainable practices in enhancing the quality of architecture and environmental design by outlining methodologies, incentives and policies to achieve sustainable standards for buildings and their surroundings in the

Key steps to take:

- Leverage current planning actions by integrating key principles of complete mobility strategy.
- Leverage advance planning initiatives (as listed herein) by integrating key principles of complete mobility strategy outlined in this study.
- Cooperate with area agencies involved in mobility at all levels (e.g., City, SANDAG, MTS, Airport, Port, Caltrans) to encourage interaction between their ongoing initiatives and actions.
- Monitor outcomes of Downtown Community Plan Implementation for consistency with an adopted complete mobility strategy.
Centre City. The guidelines will be written to integrate into the Centre City Planned District Ordinance (PDO) and design review process, and will define applicability thresholds for implementation of proposed private and public sector projects as well as rooftops, parks, plazas and open space.

**Downtown Lighting Study**

CCDC has issued a contract to prepare a Comprehensive Lighting Design Plan and Guidelines that support and enhance the profile and experience of San Diego's downtown skyline and address specific areas such as neighborhoods, public places, parks, streetscape elements, public art and lighted signage. The guidelines will describe the role of lighting in enhancing the public realm and the architecture of buildings at night and will outline methods for incorporating lighting design as part and parcel of architectural and urban design. The guidelines will be written to integrate into the Centre City PDO and will apply to proposed high-rise developments, as well as existing high-rise buildings that seek to incorporate exterior lighting.

**Open Space Needs Assessment Study**

Downtown has undergone a tremendous growth in housing over the last several years. There is need to expand and enhance downtown's public realm to support and encourage this growth and fulfill many of the objectives set out in the newly adopted Downtown Community Plan. CCDC is beginning an open space needs assessment that will be used in the ongoing process of developing a program for downtown parks, plazas and open spaces. The assessment will survey downtown residents in an effort to understand the characteristics of urban recreation. It will also work towards determining which sites are best suited for active recreation, cultural amenities, public events, passive uses, children's play, pet exercise, the enjoyment of nature, and other open space uses. The outcomes of the study will provide direction for improving parks and the public realm.

**Downtown and Neighborhood Design Guidelines**

This multi-year effort will take place in two main phases: Phase I will develop design guidelines/criteria that will apply throughout downtown; and Phase II will begin to develop an individual document, or chapter, for a neighborhood (or number of neighborhoods) to ensure that future development projects (both public and private) create an environment that contributes to that neighborhood's character. For Phase II, the priority neighborhoods are Little Italy and East Village. The neighborhoods of Cortez, Civic/Cove and Columbia are anticipated to follow.

**Downtown Retail Study**

The 2006 Downtown Community Plan projects that by 2030, downtown could accommodate 90,000 residents and 165,000 workers. This growth of residents and workers is stimulating demand for more retail. CCDC is conducting a thorough urban retail analysis of downtown's existing market and projected growth to determine how to best attract retailers, the most appropriate retail to serve downtown in the future, and the primary locations where the retail would work.
best. The objective is to attract more retail to downtown San Diego and to ensure that it is the right type of retail to serve the growing downtown community.

**Comprehensive Parking Study**

CCDC is in the process of conducting a Comprehensive Downtown Parking Plan. The Plan will be a guiding document and implementation tool for parking strategies regarding infrastructure solutions, supply and demand, policy, requirements, management, and other elements of parking. The original plan was developed in 1997 and established both short- and long-term goals, most of which have been achieved. The task now is to conduct a study of the supply and demand for parking within the CPD, and assist in establishing new goals, policies, and management solutions. Parking is a key component in planning a world class downtown and the data from this study and its recommendations should be considered in the context of the overarching principles of a complete community | complete mobility solution. Specific projects coming out of this study should also be listed and analyzed in our proposed policy audit.

**Other Important Studies**

In addition to the work being initiated by CCDC, described above, there are numerous initiatives being pursued either in conjunction with CCDC, or by integral but autonomous agencies in the surrounding areas. These efforts should also be recognized and integrated into a complete community | complete mobility strategy and they should appear in the recommended policy audit. These efforts include: The North Embarcadero Visionary Plan, implemented by the Joint Powers Authority (of which CCDC is a member); Airport Expansion and Transit initiatives in which CCDC staff sits on several advisory committees; the recently settled SANDAG/SCOFAR legal settlement; SANDAG and Caltrans related I-5 initiatives; and, the I-5 Congestion Study managed by CCDC as a condition of the Final Environmental Impact Report for the Downtown Community Plan.
Conclusions

The good news is that San Diego has all the basic physical, social, and climatic attributes of a great city; the ocean, the geography, the weather along with iconic buildings in the downtown, and citizens who recognize these attributes. The Downtown Community Plan is designed to build on these assets and to encourage more people to live and work in the downtown by ensuring that the social and cultural services they require are in place.

The bad news is that the proposed transportation solution for the Downtown Community Plan takes a "business as usual" approach, that remains largely a traditional automobile-focused solution to the mobility needs of the population. The real dollar costs, as well as the social and environmental impacts of accommodating the anticipated growth in automobile traffic will result in an "unbalanced" downtown; where the quality of life, the environment and the economy of the downtown are not in harmony. It will also mean that the transportation system itself is not resilient and is vulnerable to events such as disasters, unrest or the current oil shock. The plan does not provide a full set of mobility choices for people to ensure that the economy of the downtown continues to function even during difficult times.

There is a solution. The downtown can be rebalanced by following a complete community | complete mobility strategy, which is about creating a significant change in the quality of transit and improving the environment for walking, cycling and most importantly, living, in the downtown. Experience elsewhere proves that people from all walks of life would prefer to have choices and be able to travel by safe and convenient public transit, rather than sit in congested traffic. This experience also shows that investing in transit and the quality of the urban environment can have real economic payoffs and are part of what makes a world class city.

We have shown that a complete community | complete mobility solution for the downtown is feasible and affordable, but requires decisive action. Making it real involves a realignment of government actions and policies and a rethinking of investment priorities. Implementation must be incremental, but the first step must be an imaginative and bold new direction for the city, embracing the principles of complete community | complete mobility.

The first step must be an imaginative and bold new direction for the city, embracing the principles of complete community | complete mobility.
To the Citizens of San Diego

The complete community | complete mobility concept for downtown San Diego was created with the help of an international team of transportation and city building experts. The following are their observations on the challenges facing San Diego:
Professor George Hazel, CBE

Professor Hazel is Managing Director of MRC McLean Hazel Ltd a consultancy specializing in providing transport and urban development advice, concepts and solutions for the public and private sectors. MRC McLean Hazel is the UK and European arm of the McCormick Rankin Corporation (MRC) with offices in Edinburgh, Leeds and Brussels. George specializes in strategic urban and transport studies and his work includes the book Making Cities Work and the Megacity Challenges Report for Siemens launched at the World Economic Forum in Davos in 2007. He has recently been appointed International Advisor on congestion management to the Queensland Government in Australia.

Professor Hazel is an Honorary Professor at the Robert Gordon University, past Chair of the National Advisory Forum of Transport 2000's Reclaiming Main Roads Initiative, was a member of the Lorry Road User Charging Advisory Group and is an Advisor to Transport 2000's Policy Council and the Commission for Integrated Transport in London. He was a member of the UK Secretary of State’s Steering Group on National Road User Charging and was also President of the Institution of Highways and Transportation (IHT), Chairman of the Urban Areas Committee (C10) of PIARC/the World Roads Congress and Chair of the Centre for Scottish Public Policy’s Transport Commission. He was Chair of the Urban Design Alliance (UDAL) in 2005 and 2006 and in 2005 was awarded the Order of the British Empire for services to transport.

From 1996 to 1999 George was Director of City Development for the City of Edinburgh Council responsible for planning, economic development, transportation and property. From 1993 to 1996 George was Director of Transportation for Lothian Regional Council. In Edinburgh, he introduced many interesting new initiatives including Greenways bus priority, the first car-free development in the UK, the first community car club in the UK and the reallocation of space back to people in areas like the Royal Mile in Edinburgh Old Town. From 1989 to 1993 he was a main board Director with TPA (now Faber Maunsell) where he was responsible for Scotland and UK private sector developments.

From 1979 to 1989, he was with Napier University as a transport specialist. Under his guidance the Department of Civil Engineering became one of the most important centres for transport research in the UK. In 1986 he was made Head of Department and in 1987 became the first Professor of Transportation in Scotland.

Professor Hazel graduated in 1971 in Civil Engineering from Heriot-Watt University; he remains a Chartered Civil Engineer. He also holds an MSc and PhD in Transportation.
To the Citizens of San Diego,

One of your great assets is your history which reveals a vibrant and exciting city that attracted people from all over the world. Back then it was the vibrant downtown that made San Diego an economically successful city. You still have many of the assets that made the city so attractive in the past; situated on the bay, the climate, the unique Del Coronado and Balboa Park, the lungs of the downtown.

When I arrived in the city last year, my first impressions were a mixture of excitement at being back in one of my favourite cities and disappointment at the feel of the downtown. I travel and work in many cities around the world and the first thing I do, upon arrival, is walk about the city. I did this on my first visit. It didn’t start well because of the poor quality of the airport arrival point. When I walked around downtown, pedestrians were not given the priority they deserve. I had long waits at many intersections yet I was the guy with the money to spend in the downtown. There were few places to sit and people watch, unfortunately where seating was provided, it is the homeless who occupy the space. To a visitor who is unfamiliar with the city, it feels uncomfortable and threatening and yet I sympathize with the homeless. It is not an easy problem to solve but one which must be addressed if the downtown is to become a vibrant, successful part of the city and its region.

Your downtown plan has set out the right principles to establish a good foundation. Now you need to rebalance your city. People must take priority over automobiles. People must feel wanted and looked after. This means giving them space, safety and priority everywhere. Automobiles don’t spend money — people do. So increase your people space, design it well, link it together and give them lots of places to sit, stay and spend — the three economic legs of a successful downtown. You’ve done it already in the Gaslamp and Little Italy districts — keep going.

Next, sort out your arrival points — the airport, the cruise terminal and the rail station. These are world class assets that are not celebrated. Firstly, provide a high-quality link between the airport and downtown — including redesign of the terminal. Secondly, provide a high-speed catamaran service to Coronado and the downtown as an alternative; Venice does it, the ride is expensive but what a way to arrive.

I wish you every success and I look forward to enjoying your city even more in the coming years.

George Han
Ken Gosselin, P. Eng. FIEAust CPEng FIHT FTE

Ken Gosselin is President and CEO of McCormick Rankin International and is a professional engineer by training with more than 36 years of experience in the transportation field. In 1981, he joined McCormick Rankin, a consulting firm specializing in transportation. He is a designated Consulting Engineer in Ontario, a Fellow of the Institution of Engineers Australia, a Fellow of the Institution of Highways and Transportation, UK and a Fellow of the Institute of Transportation Engineers. Ken is based in Ottawa, Canada and is usually travelling internationally about one third of his time.

Based on his past experience, he has developed a keen interest in understanding the relationship between urban development and transportation with a particular focus on the role of public transit. Since the early 1980s, Ken has been involved in the development of the bus rapid transit. In Ottawa, for example, he was intimately involved in the planning and design of the Transitway and took a particular interest in Transit Oriented Development at the Transitway Stations and the integration of the system with adjacent developments such as shopping centres, hospitals and office parks.

Ken has carried out a number of transportation-related studies in numerous cities around the world and for four years lived in Brisbane Australia during the development of its bus rapid transit system. Early in his career, he was involved in local area traffic studies, which provided him with a clear understanding of the relationship between the automobile and community. He was later involved in route location and environmental assessment studies for major urban roads, highways and rapid transit facilities as well as strategic level studies assessing the effects and travel demands of city-wide developments.

His work in Auckland New Zealand, Brisbane, Perth and Sydney Australia, Manchester and Liverpool UK and Jacksonville, Memphis, and Nashville USA has provided a basis for his understanding of the uniqueness of each city and also the common issues, problems and opportunities faced by all cities.
To the Citizens of San Diego,

I have been involved in numerous transportation-related studies around the world in my work as a professional engineer and transport planner and I can say without hesitation that the City of San Diego is one of the most interesting cities in which I have had the pleasure of working.

San Diego is a great city and has great potential—the bay, the sky, the weather, the backdrop and the downtown. Let’s not ruin it by paving over its attributes to make way for the automobile. Let’s not allow the automobile to dominate the downtown. Let’s make it more of a people place by finding the right balance between the space required for social and cultural activities and the means of access.

The city has reached a major decision point and now must decide in which direction to move forward. This direction will undoubtedly set the course for city development for the next generation. It is on the cusp and a decision to strengthen the downtown development is the key to the future success of the city.

The Downtown Community Plan is moving in the right direction by proposing increased employment and residential development, now we need to find the best way for people to access the downtown.

It has been my experience that each and every city I’ve worked in claims uniqueness and quite rightly so. However, we are able to identify common issues, problems and opportunities that are very often present in every city. It is these commonalities that provide us with the basis for the application of the tools for solving problems. Of course, there is no one set of tools that can be applied, the planner must understand the true nature of the problem and the uniqueness of the setting before a solution can be devised.

In this study, we have looked at a number of other cities that have set their own course and have achieved success. Based on those examples we have presented a philosophy and intent, which if accepted, would set a unique course for San Diego that we believe will place your city on the preeminent list of world class cities.

Best wishes in your future endeavors.

[Signature]
Russell Chisholm

Russell Chisholm is President of Transportation Management & Design, Inc. and has over 25 years of experience in developing, implementing, and operating urban transit services in a variety of international and domestic cities. He spent the first half of his career in senior management and technical positions at some of the transit industry’s most innovative transit systems, including Dallas, St. Louis, Nashville, Connecticut, and the Kingdom-wide profitable transit system in Saudi Arabia. Mr. Chisholm is the founder of Transportation Management & Design, Inc. (TMD) and has built the company into an industry leader in both innovative transit service development and efficient transit operations. TMD has offices in San Diego, Montreal, Chicago, Melbourne (AUS), and Oakland.

Russell has broad experience in transit planning including the development and start-up of the DART system in Dallas, Metro Moves Strategic Plan for Cincinnati’s SORTA, and short-range transit plans for transit systems in San Diego, San Mateo County, Tampa, Nashville, Cleveland, St. Louis, Tucson, Lubbock, Los Angeles, and Saudi Arabia. Sustainable mobility has been a foundation of his urban transportation planning work with a focus on increasing reliance of transit, walking, and biking. Russell’s recent work as part of an international expert panel reviewing Ottawa’s Rapid Transit Plan involved strong recommendations adopted by the city to not only prioritize sustainable mobility modes, but to take steps to use light rail rapid transit as a “city builder” and one that would future proof the mobility needed to support Ottawa’s continued economic vitality.

Russell is also a leading expert in the restructuring and optimization of both traditional and innovative bus and rail transit networks and services. He has served as Project Manager and Principal Planner for projects that range from large multi-modal, multi-operator systems, like San Diego, to small bus operations. His work encompass a variety of rail, bus, and small-vehicle operations in both traditional fixed and non-traditional flexible modes. He was the Project Manager for the successful San Diego transit restructuring undertaken with MTS.

Russell continues to be a leader in the development of bus rapid transit in the United States through his work with the acclaimed Los Angeles Metro Rapid BRT system. Mr. Chisholm has also been involved in BRT development and implementation in San Diego (I-15 corridor and Eastern Urban Center in Chula Vista), Reno (Virginia Street), Detroit (SpeedLink), LA Metro (Orange Line), Vancouver (TransLink BRT Vision), and in current project work in San Francisco (MTA/Muni TEP) and San Jose (VTA COA).

As a recipient of the Transportation Research Board’s Pyke Johnson Award for his work on service development in San Diego, Russell enjoys a reputation for successful, sustainable transit mobility projects that are innovative, cost-effective, and operationally feasible.
To the Citizens of San Diego,

Through watching the city over the last 20 years of growth and challenges, I am constantly reminded that our downtown is the real center of San Diego. Centre City embraces so many of the assets that make San Diego attractive for residents and visitors alike: the Harbor and Embarcadero, Balboa Park, Horton Plaza, Santa Fe Depot, Petco Park, Lindbergh Field, and nearby Mission Bay and Coronado. The easy access to these assets has kept downtown vital through the ups and downs of the region.

The planned growth in the downtown will generate significant increases in travel to and around the downtown. The new Downtown Community Plan anticipates that the automobile will provide the majority of the needed new travel capacity. The amount of new downtown road and external freeway capacity required in the current plan is not economically feasible. Downtown’s economic success relies on space being available for things like jobs, residences, shopping, recreation, and public space. The needed automobile space cancels out economic opportunities and is a reason why larger automobile-centric downtowns are not successful. Economically successful downtowns minimize the space needed for mobility by focusing on pedestrians, bicycles, and transit.

Following the second world war we moved from transit to the automobile. The automobile has been king and much of San Diego County developed around the automobile. That was then...this is now. We are just starting to feel the new personal mobility economics of the 21st century. The future looks very different with fast rising fuel prices and concerns over our carbon footprint and global impacts. At what point is it too early to start future proofing the long term vitality of downtown San Diego and the region?

Downtown needs to serve as the model for San Diego County. The “we can build our way out of our transportation problems” mindset is not working here in San Diego, or anywhere else long term. Solutions that focus on increasing road and parking capacity fail to address the fundamental breakdown in the relationship between land use and mobility. Land use and mobility are intertwined such that the nature of our urban and suburban areas defines the efficiency and effectiveness of our transportation systems. Downtown can lead the region by demonstrating how to balance land use and mobility to achieve both long term economic success and preservation of Centre City’s unique community assets.

As a result, I believe that achieving a highly successful downtown San Diego will need a much stronger emphasis on sustainable mobility options like walking, cycling, and transit compared with the current Downtown Community Plan. Take the chance and redefine downtown mobility. Future generations will thank you.

Best wishes to Centre City Development Corporation and the City of San Diego.

Russell Chisholm
Neil Cagney, BEng (Mech), MUrbandRegPI, GradDipAdmin, FCIT, FIEAust, FAICD

Neil Cagney is Managing Director of McCormick Rankin Cagney, a specialist transport consultancy which provides advice in the areas of urban development (including city building), strategic transport planning, transit (including strategic, operational, service, fleet, and intelligent transportation systems), executive and business development, as well as traffic and civil engineering. McCormick Rankin Cagney, with a staff of around 40 people, operates primarily in Australasia with offices throughout Australia and New Zealand.

Neil Cagney has a Bachelor in Mechanical Engineering, a Masters Degree in Urban and Regional Planning and a Graduate Diploma in Administration. He is a Fellow of the Institute of Company Directors (Australia), a Fellow of the Chartered Institute of Transport (Australia) and a Fellow of Institution of Engineers (Australia).

Recently Neil was appointed as a peer reviewer for the busway in Chongqing, China and also as a peer reviewer for Brisbane’s two most recent iconic developments at Northshore and Bowen Hills. As a consultant Neil has played a role in numerous government planning and private sector developments including assisting in creating South East Queensland’s transit regulator organisation, Translink, assisting in the transport component of South East Queensland’s infrastructure plan and also providing key transport advice on proposed new cities of Yarrabilba and Ripley.

Previously Neil spent seven years as the Divisional Manager (CEO) of Brisbane Transport, Brisbane City Council’s transport arm responsible for the city’s bus and ferry operations. He also had the dual responsibility for all transport policy and planning for the city for three of those years. He was Chairman of the city’s superannuation (pension) fund and an inaugural member of the city’s award winning Enterprise Bargaining Unit. During this time Neil played key roles in the initiation, planning and creation of Brisbane’s busway strategy and its first busway, the iconic Citycat ferry service on the river and major institutional reform within Brisbane City Council and Brisbane Transport.

Prior to this role Neil had numerous senior engineering and operational roles within Brisbane Transport and also spent two years overseas including a short stint working with Volvo in Gothenburg, Sweden.
To the Citizens of San Diego,

Having now visited San Diego a number of times I am constantly struck by its warmth and openness and particularly the sense of entering a welcoming community. The natural, relaxed ambience and beauty, with its spectacular harbor and green space like Balboa Park, the all-year round sunshine and clear skies, and the inclusiveness of the people, are all wonderful attributes.

Notwithstanding these strengths, San Diego, to my mind, stands at a crossroads in its evolution. This is not unlike many other cities and regions. Changing demographics, economic challenges and environmental considerations mean that the downtown needs to be planned for a more eclectic mix of people in far greater numbers. It also needs to provide opportunities for a greater level of self-containment and mixed land use that supports true quality of life for people wanting to work and live downtown. This needs to occur with an eye on the optimization of the city’s physical attributes and the general functionality, accessibility and mobility within the city.

While it is crucial to protect the uniqueness that is San Diego, there is the opportunity to learn from other’s philosophies. Examples include the “up not out development” and “transit first” models adopted by Vancouver with spectacular success, and the environmental building codes and institutional approach which links business, community and bureaucracy alike, in Portland.

It will require courageous and coordinated leadership with a strong vision as to what is needed, to ensure San Diego is the best it can be, and it will also require the ability to stand by this vision. Not an easy task but the rewards will, I am confident, be spectacular.

Transport is an enabler in delivering this future for San Diego, and there is a strong base upon which to build. Your light rail system can be expanded and modified as needed, and you also have well managed, quality bus operations. Prioritizing walking, cycling and transit puts people and space for people first and will give the city a fighting chance to be the city it wants to be in the future.

It as been quite special to have been a small part of the process of planning for the future in San Diego and it is clear that the people we have met and worked with have an exceptional commitment and determination to achieve an outcome that makes a difference.

I wish you all the very best in your ongoing endeavors.

[Signature]
John Bonsall P.Eng.

John Bonsall began his professional career as a structural engineer but for the past 40 years he has worked in various planning and management positions in the public transport industry. He spent 20 years planning, designing and operating the busway rapid transit system in Ottawa, Canada, initially as Director of Transportation Planning and latterly as General Manager.

Between 1973 and 1980, John was responsible for the introduction of all new transit services in Ottawa, including those introduced with the regionalization of the transit system. These included an extensive network of express services, arterial bus lanes, bus malls and parkway contra-flow lanes.

As General Manager of OC Transpo between 1981 and 1993, he introduced and operated North America’s most extensive and highly used busway rapid transit system. It now carries 200,000 passengers per day. During the 1970s and 1980s, OC Transpo’s market share grew by 40 percent to 140 annual trips per capita. When he left OC Transpo, it carried approximately 70 percent of all peak hour downtown trips and 25 percent of all vehicle-based trips 24 hours a day, compared with 16 percent in 1972. During John’s tenure as General Manager, peak period passenger kilometre productivity grew by 15 percent and OC Transpo had the highest transit mode share and revenue-to-cost ratio of all comparable sized North American cities.

In 1987, OC Transpo was selected as the best large transit system in North America by the American Public Transit Association. In 1990, John was named as Ontario’s Transportation Person of the Year for his contribution to the development of innovative and successful public transit services.

John joined McCormick Rankin in 1993 as President of its international consulting business and he has participated in and been responsible for numerous transportation strategy and transit planning, design and operations studies in more than 30 different communities in Canada, the U.S., Australia, New Zealand and the UK. Among these projects was the development of the very successful and world renowned busway rapid transit plan for Brisbane and the associated rail and bus transit transportation strategy which has quantifiable transit mode share objectives.

During John’s professional career he was an active member of both the Canadian Urban Transit Association (CUTA) and the American Public Transit Association (APTA). He is a past president of CUTA and served two terms as a vice president of APTA where he was also chairman of its Planning and Policy Committee. He has also been an invited participant at various specialized transit conferences in the U.S., the U.K., Finland, Spain, Saudi Arabia, Australia and New Zealand.
To the Citizens of San Diego,

Your city is blessed with an attractive natural environment and climate. This makes San Diego a desirable place for people to live and work, but your city falls short of world standards for livability. If you want San Diego's livability to improve, your downtown transportation policies must change. Walking, cycling and transit must be used more. Your Downtown Community Plan describes a very liveable future but contains few if any transportation policies that will allow this to happen. In fact, given the heavy dependence on the automobile, it is not likely that the employment and residential levels proposed in the Community Plan will occur because of the space required for the automobile.

There are several cities in North America that have managed to reduce auto dependence in their downtowns. Downtown Vancouver, for example, despite having auto dominated suburbs, is rated one of the world's most liveable cities and 60 percent of trips are now made by walking, cycling and transit. It has reduced the absolute number of automobile trips and, with increased development, the number of parking spaces per job. The growth in population and jobs has strengthened the local live-work relationship, which would not have happened if Vancouver had relied on the automobile.

San Diego is similar to Vancouver in that it has a well defined downtown area, an attractive natural environment and climate, and an adjacent major park. To have the same liveability, however, San Diego needs to adopt sustainable transportation policies including no further expansion of downtown freeways, arterial roads and parking. San Diego also needs to strengthen its governance and create supportive regional organizations that permit the city to adopt non-suburban planning approaches for the downtown in contrast to the rest of the region.

In my view, what San Diego must do is obvious. For the downtown, continued freeway building including high-occupancy toll lanes is not the answer. Instead, you need a strong commitment to better public transit through a well thought out strategic plan that makes improving transit a priority. This can be done by setting transit mode share targets by corridor to achieve an overall 50 percent peak period transit share. To achieve this, you will need to improve the Trolley service and create a high-end bus rapid transit network of exclusive busways with on-line stations.

If there is sufficient community commitment to real change, there is no doubt that San Diego could be added to the list of the most liveable cities in North America. It would be tragic if San Diego fails to grasp this opportunity because it already has so much going for it.
Tom Middlebrook, P.Eng.

Tom Middlebrook is an international transit advisor within McCormick Rankin Corporation’s Transit division. Tom has over 25 years of experience in planning, designing, building, managing and operating major transit projects and systems. He joined McCormick Rankin Corporation in 2006 and since being with the firm has worked on a variety of projects including bus rapid transit, light rail transit and heavy rail transit. His recent work has been focused on working with clients to increase transit mode share through city planning and re-balancing initiatives as well as program and strategic oversight of design and implementation of a bus rapid transit system as well as a subway expansion program in the Greater Toronto Area.

As Chief Engineer of the Toronto Transit Commission from 1998 to 2006, Tom was responsible for planning, environmental assessment, design, construction, project control and project management of all capital project and contracts for major system renovations, new transit facilities and rapid transit lines. The range of transit services included bus, streetcar and subway. For seven years prior to being Chief Engineer, Tom was responsible for planning and construction of subway and light rail systems and maintenance facilities.

Tom also has over nine years of direct rail operations experience where he held increasingly greater positions of responsibility in light and heavy rail track maintenance as well as heavy rail and railcar maintenance.

Tom has been interested in sustainability practices for some time and was the leader at the Toronto Transit Commission for corporate sustainability. He is a member of McCormick Rankin Corporation’s sustainability team and is committed to doing what he can to reduce human impact on the environment.
To the Citizens of San Diego,

Congratulations on your efforts to define the future for downtown San Diego. In my research and readings, one thing is for certain. San Diegans want a downtown where people live, work and play. The changes are taking place already, however, the next steps are precarious. Clearly it is our contention that to provide the kind of downtown that San Diegans want, public transit has to play a much greater role and the trolley is a key player.

Recent studies have focused on C Street and because of the existing problems, a number of alternatives have been contemplated, which would result in either moving the trolley tracks to the north and reinstating automobile traffic or removing the trolley altogether and replacing it with a C Street bus shuttle. In my opinion, this would be counter productive to the overall goal of achieving a much higher transit modal share. I do not believe that the current C Street problems are directly related to the trolley – it is far more complicated than that. While the current track bed condition is deplorable, it is the institutional land uses, such as a maximum security jail and bail bonds shops that create a negative environment for pedestrian activity. Where traffic lanes have been provided or barriers and planters have been installed, undesirable areas have been created for pedestrians.

It may seem counterintuitive but in fact what is needed is the creation of pedestrian friendly areas co-mingled with the trolley operation. Many of the barriers that have been installed should be removed and the street cross section from building face to building face opened up for walking. Bring the pedestrian areas to the trolley edge like you have between India and Columbia. Scatter the sidewalks with chairs like you have in Little Italy. Create cafes that have the outdoor ambiance and urban feel of the trolley passing by. By encouraging pedestrian activity such as shopping and eating, it will in turn discourage homeless people from visiting these areas.

The San Diego Trolley is as unique as San Diego’s Balboa Park, Zoo, Waterfront, Little Italy and Santa Fe Depot. It needs to be enhanced not hidden; C Street provides an opportunity.

I wish you much success.

[Signature]