TRANSPORTATION ELEMENT

Unless access can be provided to it, land is useless. Because of this simple fact, the transportation of people and goods in a community is one of the most important elements of a community plan. While recognizing that automobile transportation is the single most important component of Southeastern San Diego's transportation system, this element comments on a number of issues outside the simple provision of streets and highways. In order to look at the whole community transportation system, this element is divided into sub-elements dealing with automobile circulation, parking, public transportation, freight transportation, bikeways and pedestrian facilities.

AUTOMOBILE CIRCULATION

Existing Conditions

As is true of the entire region, Southeastern San Diego is highly dependent on the automobile for transportation. In Southeastern San Diego, about 90 percent of the trips taken are by car, either by drivers or passengers. Because of this, the adequacy of streets and roads is important to the residents of the community.

In terms of regional access, Southeastern San Diego is particularly well served by State Highways and Interstate Freeways. Interstate 5, Interstate 805 and State Highway 15 connect to areas north and south of the community, while State Highway 94 is one of the region's most important east-west connections. In all, the community is tied into this freeway system at a total of 18 interchange points. Further, the presence of no less than four major freeway junctions in the community indicate that the community is a key "crossroads" location in the regional system.

Virtually all parts of Southeastern San Diego have good connections to Centre City via major east-west streets. Market Street, Island Avenue, National Avenue, Imperial Avenue and Commercial Street all connect the community to downtown. Of these streets, Imperial Avenue and Market Street serve an important purpose of tying the eastern and western portions of the community. Shorter east-west streets serving an important function in the community include Oceanview Boulevard and Logan Avenue.

Several major and collector streets in the community are currently carrying traffic volumes in excess of the City's design standards. These streets include:

Churchward Street (from San Jacinto to Las Flores) Crosby Street (from Interstate 5 to Commercial) Division Street (from west City limit to 61^{st)} Federal Boulevard (from SR-94 to east City limit) Imperial Avenue (State Highway 15 to 38th) Market Street (from Interstate 5 to 43rd) National Avenue (from Interstate 5 to 43rd Street) Oceanview Boulevard (from 28th to 40th) Skyline Drive (from 58th to Woodman) 28th Street (from National to SR-94) 43rd Street (from Division to Interstate 805 ramps) **Some major and collector streets in the community have accident rates which exceed citywide averages**. The City average accident rate for major streets is 6.32 per million vehicle miles. The following major streets in Southeastern San Diego exceed this rate:

Euclid Avenue (from Imperial to SR-94) Imperial Avenue (from Interstate 5 to Euclid) Logan Avenue (from 43rd to Euclid Avenue) Market Street (from 19th to 28th) Market Street (from 30th to lona) National Avenue (from Interstate 5 to 43rd) 43rd Street (from Delta to National) 47th Street (from Alpha to SR-94)

The citywide average accident rate for collector streets is 8.08 per million vehicle miles. The following collector streets in Southeastern San Diego exceed this rate:

Oceanview Boulevard (from 25th to 32nd) Oceanview Boulevard (from 36th to 40th) Olvera Avenue (from Euclid to Skyline) 25th Street (from Imperial to SR-94) 30th Street (from National to SR-94) 32nd Street (from Interstate 5 to SR-94)

Many street segments in Southeastern San Diego vary in improved width or are not fully improved within their right-of-way. Because the development of the community has taken place over a long span of time, differing street improvement standards have been required of subdividers. This has resulted in street improvements which vary markedly along the route of a road. In some cases development of fronting property has not occurred, or only one side of the road is improved to full standards. These conditions have lead to "bottlenecks" in the flow of traffic through the system. Prime examples of such "bottlenecks" include: Imperial Avenue between State Highway 15 and 40th Street, Market Street east of Euclid Avenue, and Oceanview Boulevard between 45th Street and 47th Street.

In the central subarea, north-south access is cut north of Imperial Avenue by cemeteries and freeway alignments. Between State Highway 15 and Interstate 805, there is no north-south connection north of Imperial Avenue. A barrier to such connection is formed by Mount Hope and Greenwood Cemeteries, which span nearly the entire distance between the freeways. The single penetration of this barrier occurs at 36th Street, which lies within one block of State Highway 15 on the west and forms a very circuitous route between Market Street and Imperial Avenue.

In the eastern subarea, access to many neighborhoods is hampered by a lack of direct north-south routes. Generally, the easternmost north-south access is provided by Euclid Avenue. Other north-south routes, such as 60th Street, 69th Street, Valencia Parkway and Woodman Street aid in providing access to Imperial Avenue for some parts of the Encanto highlands. However, many through trips are forced onto a circuitous, discontinuous and confusing pattern of local streets.



SOUTHEASTERN SAN DIEGO CITY OF SAN DIEGO • PLANNING DEPARTMENT



SOUTHEASTERN SAN DIEGO CITY OF SAN DIEGO • PLANNING DEPARTMENT



SOUTHEASTERN SAN DIEGO CITY OF SAN DIEGO • PLANNING DEPARTMENT

Automobile Transportation Objectives

- 1. Minimize the effects of freeways on adjacent development and do not encourage the addition of freeways as the community is well served by freeways.
- 2. Implement physical and operational improvements to the street system to meet the City's design standards and to reduce accidents.
- 3. Fully improve streets to reduce or remove "bottlenecks."
- 4. Improve north-south vehicular access in the community to the extent feasible.
- 5. Improve the appearance and safety of the major street corridors through improved lighting, repair and maintenance and through a landscaping program.

Automobile Transportation Recommendations

- 1. <u>Land Use Locations</u>. The land use proposals of this plan utilize the community's location relative to several freeways as a positive factor by locating employment and commercial opportunities near these facilities.
- 2. <u>Freeway Access</u>. The City should pursue state funding for the missing westbound to southbound ramp between State Highway 15 and Market Street.
- 3. <u>Functional and Operational Improvements</u>. Proposed street classifications and functional improvements are illustrated on Figure 17. Both recommended functional and operational improvements are discussed below:

Major Streets

<u>Valencia Parkway</u> (formerly Radio Drive) should be built in phases as a four-lane major street from Division Street on the south to Market Street on the north.

<u>Skyline Drive</u> should be a four-lane major street with a median (or left-turn lanes at all intersections) east of Valencia Parkway to accommodate a forecast volume of 22,000 vehicles per day.

<u>Woodman Street</u> should continue to be planned as a four-lane major street between Division Street and Skyline Drive. Between Skyline Drive and Imperial Avenue, it should be classified as a two-lane collector street with an appropriate transition north of Skyline Drive from four lanes to two lanes.

 47^{th} Street should be improved to become a four-lane major street from Market Street to Imperial Avenue, in order to adequately handle the 20,000 weekday trips expected in the year 2000. This should require widening, additional right-of-way and some prohibition of parking.

Those portions of Division Street lying within the City of San Diego should be improved to become a four-lane collector street to accommodate a year 2000 traffic volume of 16,000 weekday trips.

<u>Market Street</u> should be improved to become a four-lane major street with a median or leftturn lanes to all intersections from State Highway 15 to Valencia Parkway due to the 28,000 trips per weekday projected in the year 2000. This should be accomplished by widening the roadway east of Euclid Avenue and by restriping the roadway west of Euclid Avenue. This widening east of Euclid will require additional right-of-way.

<u>National Avenue</u> should be widened to become a four-lane major street between State Highway 15 and 43rd Street to accommodate 14,000 expected weekday trips for the year 2000. At selected intersections this will require the prohibition of parking to create room for left-turn lanes.

<u>Federal Boulevard</u> should be improved to become a four-lane major street in order to handle future volumes as high as 16,000 vehicles per day. This should be coordinated with improvements to Federal Boulevard by the city of Lemon Grove.

Other Street Improvements

<u>Imperial Avenue</u>, between State Highway 15 and 40th street should be reconstructed as a four-lane collector street. West of 32nd Street, Imperial Avenue should be a four-lane major street.

For continuity between the two community plan areas, <u>Crosby Street</u> should be improved to a four-lane collector street in Southeastern San Diego and Barrio Logan.

<u>Imperial Avenue</u>. South 41st Street and Interstate 805 should be reconstructed as a fourlane connector collector street with landscaped center median. In addition, the Imperial Avenue bridge crossing Interstate 805 should be enhanced with decorative lighting or artistic enhancements to announce the commercial development along Imperial Avenue.

<u>Logan Avenue</u> should be restriped for four through-lanes east of 43rd Street when traffic volumes so warrant. The Engineering and Development division will monitor traffic volumes on this length so that improvements will be made as soon as they are needed.

<u>Oceanview Boulevard</u> should be improved to accommodate four travel lanes from 32^{nd} Street to 40^{th} Street because of volumes of over 16,000 vehicles per day forecast for this section.

A large projected increase in weekday traffic volumes on Federal Boulevard and State Highway 94 makes it necessary to construct a <u>Federal Boulevard extension</u> from the intersection of 60th Street and Federal Boulevard on the east to Kelton Road on the west. This construction will provide access to State Highway 94 (at Kelton Road) or to the section of Federal Boulevard west of Kelton for westbound Federal Boulevard traffic. As a result, the Federal Boulevard interchange with State Highway 94 will have less congestion than if the Federal Boulevard extension is not built. Roadway improvements should be coordinated with channel and open space improvements to Chollas Creek.

The missing two gaps of <u>69th Street</u> (between Broadway and Madera, Mt. Vernon, San Miguel and Federal) should not be completed. Instead, <u>60th Street</u> should be completed as a two-lane collector between Imperial Avenue and Federal Boulevard to accommodate between 4,000 and 5,000 weekday trips.

A street in the <u>43rd - 45th Street corridor</u> from the intersection of Oceanview Boulevard/San Pasqual Street on the south to Market Street on the north has been <u>tested</u> by the Engineering and Development division. A portion of this street already exists between K Street and Market Street. Due to legal and financial constraints, that portion of 43rd Street between K Street and Imperial Avenue was deleted from the project. Funding for that portion of 43rd Street between Logan Avenue and Imperial Avenue (CIP 52-311) has been deferred from FY 1984-86 to beyond 1990 due to the unavailability of CDBG funding.

<u>43rd Street or San Pasqual</u> should be extended to connect to the existing end of 43rd Street at Oceanview Boulevard to Imperial Avenue (as shown in Figure 38 and contained in the Southcrest Redevelopment Plan). This connection will improve north-south circulation, enhance the visibility of the educational and Cultural Complex and streamline an existing circulation system bottleneck. Additional study of this proposal should be undertaken to consider alternatives which may result in a less expensive solution based on a reduced need to acquire private property.

<u>43rd Street</u> should be improved to four through-lanes from Logan Avenue to Division Street with left-turn lanes at selected intersections in order to adequately handle 12,000 weekday trips. These lanes should be accommodated by selective widening within the existing 80 foot right-of-way, or by the prohibition of parking and restriping the existing roadway.

Boundary Street should not be extended north of Hilltop Drive.

<u>The traffic circle at Imperial Avenue and 36th Street</u> should be improved to provide a safer intersection.

- 4. <u>Street Improvements</u>. Special attention should be given to the poor condition of public streets throughout Southeastern San Diego. Potholes, cracked pavement and damaged sidewalks are commonplace. Additionally, a regular, more frequent street sweeping schedule is needed to improve the appearance and safety of the streets. Lincoln Park and Shelltown are in immediate need of improved lighting and street repair, while Sherman Heights is in need of improved lighting and litter control.
- 5. <u>Street Widenings</u>. Street widenings and related improvements should have high design standards. The Planning Department should review all Capital Improvements Projects and a landscape architect should be consulted when needed to improve the aesthetics and cohesiveness of the improvements.

- 6. <u>Street Landscaping</u>. Recommended landscaping improvements along public streets are addressed in detail in the Urban Design Element.
 - a. The policy of limiting landscaping in medians should be re-evaluated so that landscaping can be permitted wherever safety factors permit it.
 - b. In addition to improved landscaping, the existing maintenance problem of the five-foot city-owned strip along the streets between the sidewalk and the property line should be resolved, either through the formation of a Landscape Maintenance District or through a clarification of encroachment permit requirements and planting standards.
 - c. Leftover small parcels along major streets and near freeways should be conveyed to adjacent owners with deed restrictions to maintain the areas as open space (especially along Euclid Avenue).
- 7. <u>Street Lighting</u>. Street lighting should be upgraded to meet the citywide standards of Council Policy 600-4 in areas where illumination is not currently provided at these levels.

In addition, decorative pedestrian-oriented lighting should be installed in a dark, high crime residential streets and along major commercial and transit corridors to encourage pedestrian use. White light shall be required to permit better sighting and recognition along major commercial and transit corridors to encourage pedestrian use and to provide additional safety

PUBLIC TRANSPORTATION

Existing Conditions

<u>Public transit is well utilized by Southeastern San Diego residents</u>. Transit ridership in Southeastern San Diego is high when compared against regional averages. Currently, 2.3 percent of the person trips made in Southeastern San Diego are made by transit, compared to 1.5 percent for the region as a whole. During peak hour, buses on parallel routes with headways between buses as short as 10 minutes carry load factors of as much as 33 percent above the seating capacity of the buses.

Southeastern San Diego is served by a number of bus routes, most of which follow the east-west surface street pattern. Seven bus routes serve the community, most of which make use of the major east-west streets to downtown and further destinations. However, north-south transit connections, as well as connections to parts of the City other than downtown are difficult.

As Table 4 indicates, service to most of the region is achieved via downtown, which often makes bus trips circuitous. The only north-south streets which have appreciable bus service are Euclid Avenue and 47th Street. An additional express route, No. 130, is proposed for the community in the MTDB Short-Range Plan (RRTP) for 1987 to 1991. This north-south route would connect Bonita on the south with the University Town Centre on the north.

Bus Route #	Connecting	Community Streets Served
*3	Southeastern San Diego to Uptown (via Downtown)	Oceanview, 25 th , Market Street
*4	Lomita to Clairemont (via Downtown)	Imperial
*5/105	College Area to University City (via Downtown)	47 th Market Street Way
*11	Southeastern San Diego to Mid-City (via Downtown)	Logan, National
12	Valencia Park to Lomita Village	Euclid, Olvera, Skyline
13	Bayfront to Grantville (via East San Diego)	47 th , Logan, 43 rd
16/116	Mission Village to College Grove (via Downtown)	Market Street, Rosewell, Kelton, 60 th , Broadway, Klauber, 69 th
San Diego Trolley	<u>Stations</u>	
(Euclid Line)	25 th and Commercial 32 nd and Commercial 47 th and Market Street Euclid and Market Street	
* - Designates Lift-Equipped Service Existing bus routes are illustrated on I	Figure 19	



<u>The East Line extension of the San Diego Trolley is a major transit facility in the community</u>. The proposed East Line would connect downtown and the present south bay line with the East County cities of Lemon Grove, La Mesa and El Cajon. The alignment of the trolley follows the existing tracks of the San Diego and Arizona Eastern branch line. The alignment follows Commercial Street in the western part of the community, passes through the Mt. Hope and Greenwood cemeteries in the Central Subarea of the community, and parallels Market Street and Imperial Avenue in the Eastern Subarea. The East Line west of Euclid Avenue was recently completed and is now operating. An extension eastward from Euclid Avenue to El Cajon is currently under construction. Ridership projections indicate that Southeastern San Diego community stations will generate a considerable portion of the daily riders of the line. Because the line will parallel existing bus service in many respects, it is likely that some restructuring of bus service will result from its implementation to provide feeder service.

<u>The East Line Trolley stops have the potential to modify land use characteristics in their</u> <u>neighborhoods</u>. By providing direct non-auto access to a number of locations in the community, the trolley represents a possibility for joint use projects. Regardless of the uses at the station sites, the trolley will represent a new means of commuting to and from the community and will draw new customers into the commercial areas near the line.

Public Transportation Objectives

- 1. Maintain high public transit accessibility to downtown, as is currently promoted by the existing east-west bus route structure.
- 2. Improve the frequency and level of transit service, and the quality of transit facilities to meet the demands of the community.
- 3. Fully utilize the potential of the East Line Trolley to revitalize and redevelop land adjacent to the trolley line and to maximize the use of public transportation.

Public Transportation Recommendations

- 1. <u>Bus Route 130</u>. The MTDB should begin service on the proposed Route No. 130 as soon as possible.
- 2. <u>Bus Route Adjustments to the Trolley</u>. Continue to assess the re-routing of bus routes to coordinate with rail transit. This will include the timing of bus routes to allow convenient transfer to the trolley.

The MTDB should consider strengthening the north-south system of bus routes as feeders to the trolley. Expanded north-south service could be accomplished through the reassignment of those bus routes which would be redundant to trolley service (i.e., Express Route No. 90). The MTDB will be studying Route No. 90 in fiscal year 1987-1988.

3. <u>Development Incentives along the Trolley Line</u>. In the vicinity of trolley stops, the Planning Department and the MTDB should pursue joint use projects. These projects should be encouraged through the use of increased allowable densities, provided that certain design standards are met. Bonus densities should be limited to multiple-use areas along Imperial Avenue.

The City should assist in the formulation of a long-term joint agency agreement between SEDC and MTDB to market sites in the trolley corridor for joint development.

4. <u>Trolley Stations</u>. The locations of the four Euclid-line trolley stations have been set and are illustrated in Figure 19.

At the 47th Street trolley station, access ways should be designed to provide safe pedestrian movement between the trolley station and nearby housing areas.

At the Euclid Avenue trolley station, the attendant park and ride facility should be expanded to the west.

At the 62nd Street (Encanto) trolley station, commercial uses which serve trolley riders should be encouraged on the south side of Imperial Avenue. In addition, bonuses in commercial development intensity should be allowed within 1,000 feet of the station along the south side of Imperial Avenue frontage. These bonuses should only be allowed where a relationship between the trolley and the use of the land is established (i.e., employer transit use programs).

5. <u>Potential Future Trolley Stops</u>. The following sites should be considered for their future potential as Trolley stops; 28th Street, 36th Street, 43rd Street, the Potter Tract in the general location of Radio Drive, 65th Street, and 68th Street. These locations should be considered when and if conditions warrant as a result of land use intensification or redevelopment. The specific proposals should be reviewed by the City and the MTDB Board, based on standard criteria for such evaluations. The site evaluation criteria should include considerations such as, the proposal's impact on the overall service of the line which may result in closing other stations in favor of a new one, the proposal's effect on the existing transit line schedules and patronage, and the financing of the new trolley stop by private development.



s SOUTHEASTERN SAN DIEGO CI CITY OF SAN DIEGO • PLANNING DEPARTMENT

FREIGHT TRANSPORTATION

EXISTING CONDITIONS

Although underutilized in the recent past, rail freight service has the potential to carry a significant amount of industrial and commercial materials to and from Southeastern San Diego. In spite of the fact that it lies close to almost every existing industrial area in the community, the railroad line that will be the trolley line has not historically been utilized to move significant amounts of freight into or out of the community. The advent of the trolley will not eliminate this opportunity. It is proposed by the MTDB that a limited nighttime service be offered using the trolley rails.

Commercial and industrial areas generate truck traffic which often impacts residential neighborhoods and community circulation. There are several reasons for this:

- Strip industrial and commercial areas do not provide for off-street loading and parking areas;
- The easiest routes to freeway interchanges often pass through residential areas;
- In the past, industrial areas have not been separated from residential areas, or residences were allowed by zoning to be located within industrial areas; and
- Specific truck routes or truck prohibited routes have not been designated.

Freight Transportation Objectives

- 1. Maintain freight transportation by rail to the extent feasible in the community.
- 2. Minimize impacts of freight transportation on vehicular circulation and nearby land use.

Freight Transportation Recommendations

- 1. <u>Freight Movement on the Trolley</u>. As is currently the case with the South Line, MTDB should be encouraged to set aside operating hours for freight movement on the East Line. This form of freight delivery should be promoted as an asset to industrial and commercial centers near the trolley line in the same fashion as East Line passenger service.
- 2. <u>Truck Routes</u>. The City prohibits trucks, by Council resolution on certain roads. Truck routes are not designated, but trucks may only travel on roads that have not been identified for prohibiting heavy equipment traffic.
- 3. <u>Land Use Designations</u>. The basic concept of this community plan, which gathers industrial and commercial centers near freeway access points, discourages strips which currently account for much of this problem.

BICYCLE/PEDESTRIAN TRANSPORTATION

EXISTING CONDITIONS

Pedestrian access throughout Southeastern San Diego is readily available by means of sidewalks along public streets; however, these walkways are not being used to their full potential in some areas because of a lack of attention to the aesthetics and perceived safety of the walking environment.

Because of relatively high transit usage in the community, walking access to transit stops and the spacing of stops to facilitate walking access, is critical. A high percentage of bus patrons in Southeastern San Diego get to the bus by walking – most do not park and ride. Because of this, it is critical that the location of stops be made in a fashion that encourages pedestrian access.

Surface street access to the San Diego Bay, Balboa Park, and downtown offer excellent opportunities for recreational and commuter bicycle routes. On-street bicycle routes, called "Class III" bike routes, have been designated for portions of 28th Street, "L" Street, Oceanview Boulevard and Alpha Street. Two "Class I" bikeways, which are entirely separated from the street, are located parallel to Interstate 805 between Hilltop Drive and the railroad tracks, and parallel to State Highway 94 between Kelton Road and 60th Street. The linkages via 22nd and 28th connect to Balboa Park on the north while the link using Vesta connects indirectly to the Bay via Harbor Drive.



CITY OF SAN DIEGO • PLANNING DEPARTMENT



CITY OF SAN DIEGO • PLANNING DEPARTMENT

Pedestrian/Bicycle Transportation Objectives

- 1. Increase the aesthetic quality of street corridors to encourage pedestrian activity.
- 2. Maintain and improve pedestrian and bicycle access to public transportation.
- 3. Enhance bicycle circulation by improving designated routes to City standards and by attention to aesthetic quality and safety.

Pedestrian/Bicycle Transportation Recommendations

- 1. <u>Enhancement of Pedestrian Walkways</u>. Pedestrian activity should be encouraged by improving the quality of the walking environment. This can be done by means of improved landscaping in the right-of-way, special lighting and attention to the design of adjacent developments (See Urban Design Element and Neighborhood Element for more detail).
- 2. <u>Connection to the Trolley</u>. Sidewalk and bikeway improvements in the vicinity of the East Line Trolley route should have the highest priority among such routes in the community.
- 3. <u>New Development</u>. Walkway improvements should be required of developments in the western portion of the community. As addressed in the Neighborhood Element, some locations in the Encanto neighborhood should not be improved with standard sidewalks to maintain the area's rural character.
- 4. <u>Improve Bicycle Access</u>. Designated routes should be improved to City standards. These routes should be linked to the open space and recreational areas in the community.

PARKING

EXISTING CONDITIONS

Commercial and industrial areas in the Western Subarea lack adequate parking. Because of the low density nature of the community, parking is rarely a problem. However, the commercial and industrial strips of the Western Subarea were developed under zoning regulations which did not require parking off-street. Thus, while parking is marginally adequate at present, the available parking in these areas is clearly inadequate for future redevelopment.

Parking Objectives

- 1. Parking areas should not dominate the streetscape but should be located and screened to promote easy access and safety in an attractive setting.
- 2. Public parking lots are needed in areas of intense commercial activity.
- 3. Parking requirements should be adopted that relate directly to the type of development. These requirements should be regulated through standards for the type and design of spaces as well as the number of spaces.

Parking Recommendations

- 1. All parking areas should be landscaped with trees and other landscaping materials in median strips or planting boxes. Pedestrian walkways should be provided, clearly identified, and made safe and attractive through the use of hardscape design, landscaping and lighting.
- 2. Public parking lots could be developed and maintained through Business Improvement Districts or Special Assessment Districts. These parking areas should be highly visible from the public streets to increase safety and should be well-lighted and landscaped.
- 3. Parking standards should be adopted through the Planned District Ordinance and should address enclosed, covered, and landscaped parking areas.