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Introduction

Executive Summary

The City of San Diego has developed this Pedestrian Master Plan (**PMP**) to guide the way the City plans and implements new or enhanced pedestrian projects. This PMP will help the City enhance neighborhood quality and mobility options by facilitating pedestrian improvement projects. The Plan identifies and prioritizes pedestrian projects based on technical analysis and community input, and improves the City's ability to receive grant funding for implementing these projects. The Project Working Group and the consultant team prepared an overall vision statement for the PMP:

"To create a safe, accessible, connected and walkable pedestrian environment that enhances neighborhood quality and promotes walking as a practical and attractive means of transportation in a cost-effective manner."

The goals needed to support this vision statement are described in detail in Chapter 1. Goals include Safety, Accessibility, Connectivity and Walkability.



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Plan Context

Relationship with other City Planning Documents

The PMP is intended to be a complementary document to the City of San Diego General Plan, the Transit Oriented Development Guidelines, the San Diego Association of Government's (**SANDAG**) Planning and Designing for Pedestrians, the City of San Diego Street Design Manual and more specifically, the Mobility Element of the City's General Plan.

Chapter 2 makes the following recommendations for follow-on action items:

- Encourage research on the relationship between urban form, street layout, land use mixture and circulation hierarchy and its affect on walking rates.
- For new areas, or those that are retrofitted for increased walkability, initiate research on walking rates and how the implementation of walking policies may be positively affecting these rates.
- Support the creation of cooperative programs between health care providers, park and recreation programs and community development and redevelopment efforts to highlight the connection between land use, transportation options, the physical environment and health.



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Issues and Possible Solutions

Walking Trends

Walking in the U.S. has declined over time among both adults and children. The 1990 Journey to Work (US Census) indicated a combined percentage for walking and biking to work of seven percent of commute trips in San Diego. In 2000, the combined percentage was down to five percent. Numerous studies throughout the country suggest non-commute walking trips are significantly more common in walkable neighborhoods. These studies conclude that pedestrian improvements are likely to provide the most benefit in areas with higher densities, higher transit use, lower vehicle ownership rates, and a variety of destinations within walking distance of residences.

Health Trends

Traditionally, the argument for creating more walkable communities has centered on the need to reduce congestion, mitigate environmental impacts and bring about economic revitalization. There is increasing awareness that urban form and the walkability of our neighborhoods have multiple and fundamental impacts on the health of residents.

Safety Summary

On average, from 1999 to 2004, two people were hit by a car each day in San Diego, or 598 pedestrians each year. Since 1999, over 133 San Diegans have died due to pedestrian collisions, while 3,500 survived with injuries. Compared to the county, the City has a higher rate of pedestrian injury (.48 vs .39 per 1,000 population) but a slightly lower rate of pedestrian fatalities (.018 vs .023 per 1,000 population). Pedestrian deaths in the City account for over 25 percent of all traffic-related fatalities, yet only 6 percent of all trips are made on foot.





Chapter 3 makes the following recommendations for follow-on action items:

The following policies should be reviewed for adjustments and potential policy amendments or additions.

- 1) *Policies controlling pedestrian crosswalk striping; and*
- 2) *Policies allowing the use of mid-block crosswalks (with only flashing lights) across multiple traffic lanes without active traffic control, and policies that could allow for better mid-block crossings; and*
- 3) *Policies that allow for the use of third and fourth leg pedestrian restrictions in situations where left turn conflicts are minimal; and*
- 4) *Warrants based on pedestrian safety for the installation of stop signs and traffic signals that will accommodate safer crossings in areas where there are no controlled crossings for several blocks; and*
- 5) *Guidelines for increased lighting levels along pedestrian intensive routes.*



Accessibility Findings

The PMP suggests that accessibility is only second to safety in terms of priority for projects and solutions to public issues faced by pedestrians. This plan suggests that coordination of standards, guidelines, policies, field inspection and repair of facilities all need to take into account the importance and responsibility for creating an accessible public realm along the full travel route.



Connectivity Findings

In San Diego, sidewalk obstacles that make walking difficult include gaps in the sidewalks, multi-block areas without pedestrian facilities, steep slope/canyon barriers, difficult to cross road barriers, and land use barriers that prevent the easy pedestrian flows through a site. Solutions to these problems need to occur at the site planning and project approval stage.



Walkability Findings

Walkability is defined as a mixture of physical and perceptual elements that make up the built environment that are conducive to walking. The ultimate measure of walkability is whether pedestrians seek out the walking environment, ignore the environment as they pass through it, or actually avoid it because it is perceived as not being walkable.



Neighborhood Quality Findings

Though not a primary issue topic, neighborhood quality is often the result of a variety of environmental and social elements that have been brought together to create a quality living and working environment. If a pedestrian and public environment has been provided that is safe, accessible, connected and walkable, a quality neighborhood is almost assured.



Alternative Transportation Findings

One of the expected outcomes of this PMP is to encourage the use of alternative means of transportation by facilitating pedestrian activity. Transit success is reliant upon a walkable and pedestrian friendly environment. Walking to work and other destinations as a primary transportation mode has a higher mode split than public transportation systems, with a fraction of the cost of investment.



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Route Types & Treatments

Walkway Classifications

All walking facilities found within the City of San Diego fit into one of 7 route types:

- **Route Type 1:** District Sidewalks are walks along roads that support heavy pedestrian levels in mixed-use concentrated urban areas.
- **Route Type 2:** Corridor sidewalks are walks along roads that support moderate density business and shopping districts with moderate pedestrian levels. They range from wide walks along boulevards to small walks along a heavily auto oriented roadway.

- **Route Type 3:** Connector sidewalks tend to have low pedestrian levels and are along roads with moderate to high average vehicular traffic. Connector sidewalks tend to be long and generally do not have accessible land uses directly adjacent to the sidewalk.
- **Route Type 4:** Neighborhood sidewalks are walks along roads that support low to moderate density housing with low to moderate pedestrian levels. Neighborhood streets and their associated walkways are generally lower volume streets, with low to moderate widths, single lanes and posted or prima facie speed limits of 25 miles per hour.
- **Route Type 5:** Ancillary Pedestrian Facilities are facilities away from or crossing over streets such as plazas, paseos, promenades, courtyards or pedestrian bridges and stairways.
- **Route Type 6:** Paths are paved facilities with exclusive right-of-ways that act as corridors and have little or no vehicular cross flows. Many of these paths are exclusive to pedestrians and bicycles and are not associated with streets.
- **Route Type 7:** Trails are separated from roads and support activities such as hiking, biking and walking primarily through parks and open space. They differ from paths in that they are not paved with concrete or asphalt. Trails are not included in this study.

Treatment Levels

Route types deserve different design treatments so four levels of pedestrian facility improvements have been proposed. The “**Basic Level**” is that it is the minimum level that should be provided in all circumstances. In the case of certain neighborhoods and along certain connector streets, this “Basic Level” is adequate to provide the minimum level of safety, connectivity, access, and walkability. In certain areas, the presence of major roadways and other detractors from pedestrian activity require a higher level and expense associated with pedestrian treatments. In these situations, an “**Enhanced Level**” is recommended. In yet other areas, the urban densities and design requirements and the presence of certain safety issues require a “**Premium Level**” to meet safety, connectivity, accessibility, and walkability minimums.

Chapter 4 makes the following recommendations for follow-on action items:

- *Table 29 and the discussion of potential solutions in this chapter, should be reviewed by various Departments of the City of San Diego and be integrated into a variety of policies, operating procedures and directives.*
- *Current city policies regarding requirements for pedestrian facilities, should be adjusted to use the route types described in this document. The route types each have different minimum width requirements and street crossing requirements as well as walkability amenities.*
- *An operating guide and brochure should be produced that can be distributed to the general public and to both developers and design / engineering professionals that describe the types of routes, typical issues and treatments that can be applied to those situations.*
- *Project development policies should be reviewed to assure that projects in high pedestrian use areas where credit for smart growth or transit overlay zone parking reductions are taken, are providing off-site improvements if pedestrian connectivity or accessibility is not adequate in the immediate area.*
- *Policies should be developed that either require or encourage the right level of pedestrian improvements with the existing or potential level of pedestrian activity. The route types and associated treatments should be compared to the pedestrian priority areas discussed and mapped in the following chapter. Each infill, new development or redevelopment effort should be required to review pedestrian priorities, classification of existing route types in the area and recommended improvements for both on-site or off-site requirements.*



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Pedestrian Priority Model

The Pedestrian Priority Model (**PPM**) was developed to determine the most likely areas within the City of San Diego where pedestrians are currently (or would be if improvements were made). The model was created to prioritize communities for the preparation of community PMPs and to help prioritize projects to affect the largest number of pedestrians possible. The model utilizes existing data available city-wide as part of an extensive GIS database. The model has three basic components, which include: **Pedestrian Attractors**, **Pedestrian Generators** and **Pedestrian Detractors**.



Chapter 5 makes the following recommendations for follow-on action items:

- *The results of the Pedestrian Priority Model and the ranking of communities (Table 36) should be used to help set priorities for follow-on PMPs and funding of community wide pedestrian improvement projects.*
- *The appropriate City of San Diego Departments should continue to add to and adjust the model given changing conditions and validation of elements within the model.*
- *The results of the model should be made available to all community groups, planning interests, developers, project applicants, and planning / design / engineering professionals to assist in their efforts at improving pedestrian safety, accessibility, connectivity, and walkability.*



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Project Prioritization

A substantial amount of funding is needed to bring all of the city’s pedestrian facilities up to a standard that makes them safe, walkable, accessible, connected and assets to our neighborhoods. The amount far exceeds what is likely to be obtained. Because of this, the Master Plan lists “cost effectiveness” as one of its primary objectives. To be cost effective, a system of ranking projects for priority funding needs to be fully developed. Matrices are currently under development by the pedestrian working group.

Chapter 6 makes the following recommendations for follow-on action items:

- *A refinement of the checklists and priority forms are needed. Ultimately, the forms should take into account most all of the questions and priorities identified by the various funding sources.*
- *The City should continue to coordinate with SANDAG staff in regards to the criteria used and the forms supplied for the annual ranking process.*
- *A formal process for project identification, initial review, application completion, application verification and overall ranking of all pedestrian projects within the City of San Diego is needed.*



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Funding Sources

Pedestrian projects and programs are funded through multiple sources, and not all sources apply to all projects. Many sources require a local funding match and most are competitive based on project merit and adherence to grant criteria. There is a wide range of sources potentially available to improve the pedestrian environment.

Chapter 7 makes the following recommendations for follow-on action items:

- *As part of community planning efforts, community plan updates and broader community development projects, the City of San Diego will help community groups, agencies or private applicants, identify different funding sources to supplement private investment for the improvement of pedestrian facilities.*
- *Policies regarding the private property owners requirements of safety, accessibility and connectivity associated with pedestrian improvements in the public right of way adjoining their property, should be reviewed and strengthened to clarify the property owners responsibility of funding these improvements.*



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Maintenance Issues

A facility originally designed to be safe, walkable, accessible and connected, may become unsafe, unwalkable, inaccessible and disconnected if it is not properly maintained.

Chapter 8 makes the following recommendations for follow-on action items:

- *A more aggressive role requiring the adjacent property owner to repair damaged walkways should be taken.*
- *The 50 / 50 program (and other related programs) should refine their policies and procedures to allow for cost savings resulting from larger blocks of repair and curb ramp improvements.*



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Phase Two Guidance

This chapter is intended to provide direction for the creation of supplemental pedestrian master plans for each of the 46 officially recognized community planning group areas of San Diego. By providing this direction, a level of consistency can be obtained between these plans. The overall goal is to describe a process and identify specific products needed for each plan. A sample project has been chosen and is discussed as a prototype. The Greater North Park area was selected as one of the first communities to be analyzed for the creation of a Community Pedestrian Master Plan (CPMP). It will be used here as an example on how these plans should be completed. It will also serve as the summary of initial meetings and workshops conducted for the study.