Old Town Pedestrian Plan

Pedestrian Master Plan – Phase 4

Old Town Community Description

The Old San Diego Community (Old Town) is bounded on the north by I-8 and Mission Valley, on the west by I-5 and Midway, and on the south and east by the Uptown/ Mission Hills hillsides. It is the site of initial settlement in San Diego and the birthplace of the State of California. This settlement, preserved in Old Town San Diego State Historic Park, is a major visitor attraction which gives the entire area a tourist-serving orientation. The San Diego Trolley, passenger trains, and buses serve this area at the Old Town Transit Center adjacent to the historic park. Taylor Street and San Diego Avenue provide the primary freeway access.

Streets in Old Town generally follow a grid pattern and are busy with visitors on foot patronizing the many restaurants and shops in the area. Old Town also has a mix of office uses, residential uses, and lodging. Slopes toward Presidio Park and nearby residential areas can be quite steep; in places, natural slopes and drainages interrupt the street grid. In the core village area, blocks are generally short, with buildings fronting the street.

Community Outreach

The project was presented at the Old Town San Diego Community Planning Committee Meeting in September 2012. At that time, the Focus Area was presented and community members were encouraged to complete Walk Audits and the Online Survey.

Since Old Town was going through the Community Plan Update process that began before this project, significant community input related to pedestrian issues had already been collected. This input was utilized for the Pedestrian Master Plan process as well.

Old Town residents and business owners were also invited to attend two Open House events held in December 2012 to review the recommendations for their community. At each Open House, recommendations for all Phase 4 communities were presented and participants were encouraged to provide input and complete surveys to share their thoughts and ideas on the plan. The survey feedback collected was specific to each community. Open House participants returned a total of 41 survey forms, including three for the Old Town Community.

Inventory of Missing Sidewalks and Curb Ramps

The City of San Diego and SANDAG provided detailed information regarding missing sidewalks and existing curb ramps. GIS files for existing sidewalks and curb ramps were provided by SANDAG for inclusion in the base mapping efforts. A visual inspection of field conditions was conducted to verify the

accuracy of the information provided and to identify the presence of sidewalk obstructions, pedestrian activity and other pedestrian issues in this community. Missing sidewalks and curb ramps are illustrated in **Exhibit OT-1**.

Route Types

All roadways within the Old Town Community were classified based on pedestrian functionality as defined in the Phase I Framework Document. There are four key route types included in the Old Town Community: District, Corridor, Connector and Neighborhood. **Exhibit OT-2** illustrates the Route Type Classifications defined within the Old Town Community.

Focus Areas

Focus Areas narrow down the routes within each community studied in the Master Plan. In most cases routes that are not within the Focus Area are located in low density residential areas, industrial areas, or areas with low demand for pedestrian activity.

The Pedestrian Priority Model (PPM) was used to calculate a priority score for all routes within the Old Town area. Point values associated with each of the five key priority factors, as defined in the Phase I Framework Document, were summed to provide an overall priority score. Once the routes had an associated score, the mean and standard deviation was calculated specific for the Old Town Community, which was used to determine the Tier 1 (highest ranking) and Tier 2 (second highest ranking) routes. Tier 1 and Tier 2 routes were included in the Focus Area. Focus areas were refined as a result of the existing conditions needs assessment **District:** A district route includes sidewalks in the more intensive mixed use and concentrated areas of the city.

Corridor: A corridor sidewalk is associated with major arterials and linear corridors with a moderate level of density.

Connector: A connector sidewalk is often along a lower density corridor with few connections to adjacent land uses.

Neighborhood: A neighborhood sidewalk is limited to areas of lower density and single use residential areas.

and input from the community. **Exhibit OT-3** illustrates the Old Town Focus Area routes.

Improvement Areas

Overlaying the existing conditions, physical conditions assessment and community input, Improvement Areas were defined within the Focus Area for the Old Town Community. Improvement Areas are defined as either intersection improvements or corridor improvements. Intersection improvements focus on a single intersection or a group of intersections within a reasonable proximity of one another. Corridor improvements focus on improvements either along a roadway or through a series of intersections.



The Pedestrian Master Plan improvement concepts address deficiencies and provide recommendations based largely on existing conditions. It should be noted that the Old Town community is undergoing a Community Plan Update (CPU) process that is developing a long term vision of the community. The Pedestrian Master Plan contains recommendations that could be implemented in a shorter time frame than many potentially larger-scale projects being considered for the long term as part of the CPU.

For the Old Town Community, nine Improvement Areas were defined, which are illustrated in **Exhibit OT-4** and summarized in the table on the following page. Following the exhibit and table, recommendations for each Improvement Area are described in detail.

Priority Score

The Improvement Areas and recommended projects within each improvement area were then evaluated against priority ranking criteria established during Phase I of the Pedestrian Master Plan. Priority scores were based on issues and recommendations associated with walkability, safety, connectivity and accessibility.

Improvement Area Recommendations

Improvement Area	Recommendations	Priority Score
OT-1 Presidio Park Connectivity Improvements	Improve pedestrian walkability from Taylor Street and to the Presidio Park.	18
OT-2 Taylor Street Safety Improvements	Improve safety on Taylor Street at locations where multi-modal interactions occur to reduce conflicts.	12
OT-3 Congress Street / San Diego Avenue Merge Intersection	Evaluate feasibility of modifying geometry and traffic control to reduce pedestrian crossing distances.	16.5
OT-4 Congress Street Access Improvements	Implement missing sidewalks and evaluate feasibility of adding marked crosswalks to channelized pedestrian crossing.	17
OT-5 Twiggs Street Intersection Improvements	Modify intersection to provide increased visibility and priority to pedestrians.	17
OT-6 Juan Street Sidewalk Improvement	Implement recommended improvements included in the Juan Street Rehabilitation Project. In addition, the sidewalks should be widened whenever possible and new marked crossings should be implemented.	21
OT-7 San Diego Avenue Access Improvements	Conduct feasibility study to reconfigure intersection to reduce crossing distance and increase sidewalk capacity near San Diego Avenue / Conde Street.	24
OT-8 Mason Street Sidewalk Improvement	Implement sidewalk on east side of Mason Street.	12
OT-9 Jackson Street Sidewalk Improvements (Mason Street to Presidio Drive)	Implement connectivity improvements to link Presidio Drive and Old Town parks.	7

Exhibit OT-1: Missing Sidewalk and Curb Ramps



San Diego Pedestrian Master Plan Phase 4: Midway - Pacific Highway - Old Town

City of San Diego





Exhibit OT-2: Route Type Classifications



San Diego Pedestrian Master Plan Phase 4: Ocean Beach - Midway - Pacific Highway - Old Town



Exhibit OT-3: Focus Area



City of San Diego



Exhibit OT-4: Improvement Areas













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Note: These concepts are for illustrative purposes only. They are not intended to serve as the only solution and further study and community input may be necessary before engineering design is complete.



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Improvement Area OT-1:

Presidio Park Connectivity Improvements

Purpose & Need:

This area is a main connection to Presidio Park from Taylor Street, however it lacks sidewalks along Morena Boulevard and Whitman Street. The T-intersection of Presidio Drive and Jackson Street features sweeping right turns where vehicles fail to yield to pedestrians. The configuration of the intersection also results in long crossing distances for pedestrians. In this project, pedestrian safety and connectivity would be improved from Taylor Street to the Presidio Park.



Whitman Street east of Taylor Street



Eastbound Presidio Drive at Jackson Street



Northbound Jackson Street at Presidio Drive

Recommended Improvements:

Improve pedestrian walkability from Taylor Street and to the Presidio Park. Improvements are detailed in the table below.

Location	Description	Goal ⁽¹⁾	Objective	Est. Cost		
Morena Blvd / Taylor St.	1) Install ADA compliant	А	Improve access &			
	curb ramp on		mobility			
	southeast corner			\$3,000		
Whitman Street	2) Implement sidewalk	A, S, C	Improve access &			
	and ADA compliant		mobility			
	curb ramps on north					
	side of street to					
	connect Morena					
	Boulevard to Presidio					
	Recreation Center.			\$42,000		
Presidio Drive / Jackson Street	3a) Evaluate the feasibility	S	Reduce speed of			
	of modifying the		motor vehicles and			
	intersection to remove		reduce pedestrian			
	sweeping right turn		crossing distance.			
	lane and reduce					
	crossing distance.			\$186,000		
	3b) Evaluate the feasibility	S, W	Improve circulation			
	of installing a		of vehicles and			
	roundabout at		pedestrians;			
	intersection in place of		reduce speed of			
	existing stop control		vehicles	\$50,000		
	4) Implement sidewalks	A, S, C	Improve access &			
	with ADA compliant		mobility			
	curb ramps on north					
	and south side of					
	Presidio between the					
	existing alley adjacent					
	to the Rec Center and					
	Jackson Street. Update					
	sidewalk and curb					
	ramps on east side of					
	intersection to be ADA					
	compliant and stripe					
	new marked crosswalks					
	on all legs.			\$42,000		
TOTAL ESTIMATED COST						

Table OT-1: Presidio Park Connectivity Improvements

⁽¹⁾ A = Accessibility C = Connectivity S = Safety W = Walkability

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Improvement Area OT-2:

Taylor Street Safety Improvements

Purpose & Need:

Taylor Street sustains a high level of pedestrian activity to and from the Old Town Transit Center which features bus platforms, and trolley platforms, as well as a stop for the Amtrak and the Coaster trains. Pedestrians use Taylor Street to access the main parking lot for the Transit Center, the State Park and the Rosecrans commercial corridor. Within this project area there are four sets of train tracks that cross over Taylor Street. The tracks lack any type of pedestrian specific crossing signals or signs. When trains approach the station in Old Town, the pedestrian crossing times at the adjacent signalized intersections are reduced (Congress Street and Pacific Highway) making the pedestrian crossing time shorter than normal. Improvements are needed at the southwest corner of Congress and Taylor Street to improve pedestrian visibility and motorists yielding for pedestrians crossing the south leg.

This project would improve the walking conditions along Taylor Street and address safety and walkability issues at both the Pacific Highway / Taylor and Congress / Taylor intersections.



No signage or pedestrian crossing signals at train tracks on Taylor Street



Taylor Street at Congress Street – rightturning vehicles don't yield to pedestrians



Taylor Street at Pacific Highway – crossing signals too short from train preemption

Recommended Improvements:

Improve safety on Taylor Street at locations where multi-modal interactions occur to reduce conflicts.

Location		Description	Goal ⁽¹⁾	Objective	Est. Cost
Long Term Improvements					
Taylor Street	1)	Grade Separation (SANDAG RTP Project)	S,A,W,C	Reduce pedestrian/vehicle/train conflicts	RTP
Near Term Improvements		Trojecty		connets	
Taylor Street at the train track crossings	2)	Install pedestrian crossing arms	S	Restrict pedestrian access during train crossing to improve safety	\$100,000
Taylor Street / Congress Street	3)	Modify signal timing to include lead time for pedestrians	S	Reduce pedestrian-vehicle conflicts	\$3,000
	4)	Install MUTCD sign R10-15 "Turning Traffic Must Yield to Pedestrians" for EB	S	Increase vehicle awareness of pedestrians to reduce conflicts	
		right turning vehicles			\$250
Taylor / Pacific Highway	5)	Modify curb and install ADA compliant curb ramps on northwest corner to reduce	S	Reduce vehicle turning speeds	
		turning speeds			\$57,000
TOTAL ESTIMATED O	OST	-			\$160,250

Table OT-2: Tay	ylor Street Safety	/ Improvements

(1) A = Accessibility S = Safety

C = Connectivity W = Walkability



Improvement Area OT-3:

Congress Street / San Diego Avenue Merge Intersection Improvements

Purpose & Need:

Congress Street merges into San Diego Avenue immediately south of the main shopping and restaurant corridor in Old Town. High pedestrian activity occurs here from people entering and exiting the center of town. Ampudia Street also intersects this this a five-legged merge, making intersection and resulting in long crossing distances and an unclear path of travel. Both of these factors contribute to an uninviting pedestrian environment. This project would evaluate the feasibility of modifying the geometry of the intersection to improve walkability at this location.

Recommended Improvements:

Evaluate feasibility of modifying geometry and traffic control to reduce pedestrian crossing distances.



San Diego Avenue at Congress St (5-legged intersection)



Median on north leg of San Diego Avenue

Location		Description	Goal ⁽¹⁾	Objective	Est. Cost
San Diego Avenue / Congress Street		Evaluate for a signal at intersection and evaluate feasibility of modifying geometry. Consider installing roundabout in lieu of signal if geometric constraints permit.	S, W	Improve vehicular and pedestrian circulation at intersection	\$55,000
		Add sign to prohibit right turn vehicles from San Diego Avenue to Congress (redirect vehicles to Arista)	S	Reduce pedestrian – vehicle conflict	\$250
Arista Street / Congress Street		Evaluate feasibility of installing curb extensions and raised crosswalk on Congress	S	Reduce pedestrian-vehicle conflict; improve visibility of pedestrian.	\$24,250
Arista Street / San Diego Avenue		Evaluate feasibility of installing enhanced marked crosswalk on west leg of intersection	C, S	Provide connected, safe path of travel between San Diego Avenue and Congress Street	\$2,500
TOTAL ESTIMA	ATED	COST			\$82,000

Table OT-3: Congress Street / San Diego Avenue Merge Intersection Improvements

A = Accessibility C = Connectivity S = Safety W = Walkability

Improvement Area OT-4:

Congress Street Access Improvements

Purpose & Need:

Congress Street is a main connnection from the Old Town Transit Center to the entrance of the Historic Old Town State Park. There are also a few shops and restaurants along this road that attract pedestrian activity. The intersections in this area can be very busy on weekends and during peak seasons. Most intersections lack marked crosswalks. Distracted drivers often do not yield for pedestrians walking to and from the Old Town State Park. Sections of Congress Street as well as Twiggs Street include asphalt sidewalks rather than concrete or lack any



Congress Street at Mason Street – sidewalk obstacles and no crosswalks

sidewalk at all. These conditions along with poles and fire hydrants blocking sections of the sidewalk all add to poor walkability in the area.

This project would improve the walking conditions along Congress Street and address access and walkability issues at both Twiggs St. / Congress St. and Mason St. / Congress St. intersections.



Recommended Improvements:

Implement missing sidewalks and evaluate feasibility of adding marked crosswalks to channelized pedestrian crossing.



Location		Description	Goal ⁽¹⁾	Objective	Est. Cost
Congress Street / Mason Street		Evaluate feasibility of	Α	Provide clear path of	
		installing marked		travel for pedestrians	
		crosswalks on the		through the	
		east, west and south		intersection	
		legs of the			
		intersection.			\$7,500
Congress Street from Mason	2)	Widen sidewalk on	W, A,	Remove obstacles	
Street to Twiggs Street		south side. Implement	С	(poles and fire	
		concrete sidewalk on		hydrants) and improve	
		south side where		connectivity along	
		asphalt walkway exists		segment	
		and install ADA			
		compliant curb ramps.			\$27,000
Congress Street / Twiggs Street	3)	Install marked	Α	Provide clear path of	
		crosswalks on all legs		travel for pedestrians	
		of the intersection.		through the	
				intersection	\$3,000
	4)	Implement curb	W; S	Improve comfort for	
		extensions with ADA		areas with obstacles	
		compliant curb ramps		(poles and fire	
		on corners of		hydrants) and improve	
		intersections.		crossing safety	\$84,000
Twiggs Street south of Congress	5)	Implement concrete	C; A	Improve access and	
		sidewalk and ADA		connectivity along	
		compliant curb ramps		segment	
		as needed			\$18,000
TOTAL ESTIMATED COST					\$139,500

(1) A = Accessibility S = Safety

C = Connectivity

Improvement Area OT-5:

Twiggs Street Intersection Improvements

Purpose & Need:

Twiggs Street provides access to the Old Town State Park and connects the Old Town State Park to Presidio Park. The intersection of Twiggs Street at San Diego Avenue is a gateway between the Old Town State Park and the main shopping/eating areas along San Diego Avenue. This intersection currently lacks marked crosswalks on all legs. There are missing curb ramps and sidewalks along Twiggs Street as pedestrians approach Juan Street and Sunset Street



Twiggs Street north of Juan Street – no sidewalk

which creates poor connectivity and access for all users.

This project would improve the walking conditions along Twiggs Street and address intersection issues to increase visibility and priority for pedestrians.

Recommended Improvements:

Modify intersection to provide increased visibility and priority to pedestrians.



Twiggs Street at San Diego Avenue – no crosswalks

Location		Description Goal		Objective	Est. Cost
Twiggs Street / San Diego Avenue	1)	Implement raised intersection with period-appropriate pavers	A, S	Calm traffic and create awareness of pedestrians at intersection	\$150,000
Twiggs Street / Juan Street	2)	Modify commercial driveway south of intersection on west side of Twiggs Street to provide ADA compliant path of travel	A; W	Improve access for all users along route	\$7,200
Twiggs/Sunset Street north of Juan Street	3)	Assess feasibility of implementing sidewalk along one side of street from Juan Street to Mason St	A; C	Improve connectivity from Old Town district to Sunset Street	\$15,000
Image: Total Estimated cost (1) A = Accessibility S = Safety					

Table OT-5: Twiggs Street Intersection Improvements

A = Accessibility C = Connectivity



Improvement Area OT-6:

Juan Street Sidewalk Improvement

Purpose & Need:

Juan Street provides a main connection between Taylor Street and the Old Town State Park and borders the Presidio Recreation Center. Pedestrians are frequently observed crossing Juan Street. This area lacks marked crosswalks and the existing sidewalk is obstructed in many locations by bushes or poles and are poorly maintained. These conditions result in an uncomfortable walking environment and lack of connectivity.

This project would improve the walking conditions along Juan Street.



Juan Street at Mason Street – obstacles include overgrown bushes and light pole

Recommended Improvements:

Implement recommended improvements included in the Juan Street Rehabilitation Project. In addition, the sidewalks should be widened whenever possible and new marked crossings should be implemented.

Location		Description	Goal ⁽¹⁾	Objective	Est. Cost
Juan Street / Wallace Street	1)	Evaluate feasibility of	А	Provide clear path of	
		implementing raised		travel for pedestrians	
		crosswalk		through the intersection	\$2,500
Juan Street from Wallace Street	2)	Widen sidewalk and	W	Improve comfort for	
to Mason Street		install ADA compliant		areas with obstacles	
		curb ramps on north		(overgrown bushes and	
		side of street		poles)	\$45,000
Juan Street at Mason Street	3)	Restripe existing	S; W	Improve pedestrian	
		marked crosswalks		visibility and provide	
		with highly reflective		clear path of travel	
		paint			\$2,250
TOTAL ESTIMATED COST					\$49,750

A = Accessibility C = Connectivity S = Safety

Improvement Area OT-7:

San Diego Avenue Access Improvements

Purpose & Need:

San Diego Avenue is a highly traveled pedestrian route from the Historic Old Town State Park to the businesses and residential areas of Old San Diego. Through this area, onstreet parking is permitted along most of the corridors and along the side streets. Sidewalks are narrow and often lined with small signs placed by the local businesses, which limits the pedestrian capacity along this route. The intersection of Conde Street and San Diego Avenue is a five legged intersection where it ties in with Linwood Street. This large expanse of asphalt is difficult for pedestrians to navigate.

This project would improve the walking conditions along San Diego Avenue and address access and walkability issues at San Diego Avenue / Conde Street.

Recommended Improvements:

Conduct feasibility study to reconfigure intersection to



San Diego Avenue's narrow sidewalks (near Artista)



Five-legged intersection difficult to navigate at Linwood Street / Conde Street

reduce crossing distance and increase sidewalk capacity near San Diego Avenue / Conde Street.

Location		Description	Goal ⁽¹⁾	Objective	Est. Cost
San Diego Avenue /	1)	Conduct feasibility study to	W	Reduce crossing distances and	
Conde Street / Linwood		reconfigure intersection		increase sidewalk capacity	\$50,000
Street	2)	Install marked crosswalks on	А	Provide clear path of travel for	
		all legs of the intersection of		pedestrians through the	
		San Diego Ave / Conde St		intersection	
		including ADA compliant curb			
		ramps			\$9,000
	3)	Implement a median island on	S, W	Reduce pedestrian/vehicle	
		the corner of Linwood Street		interactions; reduce crossing	
		and San Diego Avenue to		distance.	
		channelize right turns and			
		pedestrians. Include marked			
		crosswalks and ADA compliant			
		curb ramps			\$21,000
San Diego Avenue from	4)	Widen sidewalk on east side	W	Provide capacity for current	
Linwood to Arista		of street		pedestrian volume	\$90,000
TOTAL ESTIMATED COST					\$170,000
⁽¹⁾ A = Accessibility	S =	= Safety C = Connectivity W = \	Nalkability		

Table OT-7: San Diego Avenue Access Improvements



Improvement Area OT-8:

Mason Street Sidewalk Improvement

Purpose & Need:

Mason Street provides connectivity to the Presidio loop from the Old Town State Park. This area lacks sidewalks along some segments. This project would address connectivity issues along Mason Street.

Recommended Improvements:

Replace asphalt sidewalk on west side of Mason Street with concrete sidewalk.



Mason Street – no sidewalk on east side

Table OT-8: Mason Street Sidewalk Improvement

Location		Description	Goal ⁽¹⁾	Objective	Est. Cost		
Mason Street	1)	Replace asphalt sidewalk along	A; C	Improve connectivity			
		west side of street with concrete		from Old Town State			
		sidewalk		Park to Presidio			
				Recreation Center	\$133,500		
	2)	Install ADA compliant curb	Α	Improve access for all			
		ramps at intersections		users along the			
				corridor	\$12,000		
	3)	Install street lighting along west	S, W	Improve visibility of			
		side of corridor		pedestrians and			
				walkability	\$30,000		
TOTAL ESTIMATED COST					\$175,500		
⁽¹⁾ $\Delta = \Delta ccessibility$		(4)					

A = Accessibility C = Connectivity S = Safety W = Walkability

Improvement Area OT-9:

Jackson Street Sidewalk Improvements (Mason Street to Presidio Drive)

Purpose & Need:

Jackson Street fronts the Presidio Park and is a connection between the Old Town Historic Park and the Presidio Park. There are missing sidewalks on both sides of the street from Mason Street to Presidio Drive, both of which are key connection points. This project would improve the connection by providing pedestrian facilities along the corridor.



Recommended Improvements:

Implement connectivity improvements to link Presidio Drive and Old Town parks.

Location	Description	Goal ⁽¹⁾	Objective	Est. Cost
Jackson Street from Mason Street to Presidio Drive	1) Implement sidewalk on west side of street	С	Improve connectivity from Old Town Park to Presidio Park	\$180,000
TOTAL ESTIMATED COST				\$180,000
(1) A = Accessibility	S = Safety			

Table OT-9: Jackson Street Sidewalk Improvements (Mason Street to Presidio Drive)

C = Connectivity