

DRAFT

## **DESTINATION LINDBERGH EXECUTIVE SUMMARY SAN DIEGO INTERNATIONAL AIRPORT**

Prepared for

San Diego County Regional Airport Authority  
San Diego, California

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## DESTINATION LINDBERGH EXECUTIVE SUMMARY

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## **INTRODUCTION**

Destination Lindbergh is a year-long, comprehensive planning process designed to: (1) determine the ultimate build-out configuration of San Diego International Airport at Lindbergh Field (SDIA or the Airport), (2) evaluate and plan to minimize airport-related traffic impacts to adjacent communities, and (3) improve intermodal access to the Airport, while considering the Airport as a potential location for a regional transportation hub. In order to address the three priorities in a comprehensive manner, Destination Lindbergh was an integrated, regional surface and air transportation planning effort centered on SDIA.

A breakthrough alliance of the San Diego County Regional Airport Authority (the Authority), the City of San Diego (the City) and San Diego Association of Governments (SANDAG) formed the Ad Hoc Airport Regional Policy Committee, chaired by San Diego Mayor Sanders. The Ad Hoc Committee also invited other key participants to assist in this important effort, including policy makers from the Unified Port of San Diego, County of San Diego, Metropolitan Transit System, North County Transit District and U.S. Department of Defense.

The following summary of the technical planning work is intended to provide a broad overview of the foundation for the process, existing and forecasted conditions, evolution of the study itself, alternatives that were considered, and the result—a recommended SDIA development plan and an Intermodal Transit Center (ITC) co-located at SDIA—to be developed in a phased manner.

## **DESTINATION LINDBERGH GOALS AND OBJECTIVES**

A wide range of goals and objectives reflecting regional priorities was developed through discussions with the Ad Hoc Airport Regional Policy Committee. The goals and objectives were developed to ensure that the resulting plan improved the quality of life for San Diego County residents.

Accordingly, the effort focused on the potential development of an ITC to address ground transportation and intermodal facility goals. In addition, future facility requirements for the airfield and passenger terminals were evaluated within the broader context of the overall region's transportation needs—not just from the aviation perspective. The goals and objectives also ensured that social concerns regarding the natural environment and responsible regional development were considered. Finally, the goal regarding financial feasibility suggested that the ultimate development plan be implemented in cost-effective phases while leveraging existing infrastructure to the maximum extent possible. The Ad Hoc Committee also acknowledged the critical importance of maintaining a high level of customer service for SDIA passengers throughout the development process.

The goals of Destination Lindbergh are:

### **Ground Transportation**

- Improve direct access by auto and various modes of transit to SDIA and accommodate vehicle parking demand

### **Intermodal Facility**

- Develop an intermodal facility to provide access for passengers and employees to SDIA and strengthen regional connectivity

### **Passenger Terminal**

- Develop passenger terminal facilities to efficiently accommodate projected passenger demand and enhance user satisfaction

### **Airfield/Airspace**

- Within the constraints of SDIA's property and single runway, develop an airfield configuration to best accommodate projected levels of aircraft operations (takeoffs and landings)

### **Environment**

- Incorporate best practices of environmental stewardship in all components of SDIA's physical environment and operations

### **Financial**

- Develop a financially feasible plan

### **Regional Development – San Diego County/Southern California**

- Leverage SDIA to provide major direct and indirect social and economic benefits

### **Regional Development – Downtown/Convention Center/Adjacent**

- Integrate SDIA, through context-sensitive urban design, into the fabric of the central San Diego area, including the downtown, waterfront, Convention Center, Embarcadero and harbor areas

## ALTERNATIVES ANALYSIS

### Existing Airport Facilities

SDIA is located approximately three miles northwest of downtown San Diego and comprises 661 acres as shown on Figure 1. The Airport features a single 9,400-foot-long east-west runway designated Runway 09-27. The runway is supported by a full-length parallel taxiway, Taxiway B, on the south side of the runway, and by a partial-length parallel taxiway, Taxiway C, on the north side.

The Airport has three passenger terminals. The primary terminals are Terminals 1 and 2, providing a total of 41 aircraft gates. Terminal 1, a 257,000-square-foot structure, was built in 1967 and has a total of 19 aircraft gates. Terminal 2 East was constructed in 1979 and is a two-story, 225,000-square-foot facility with 13 aircraft gates. Terminal 2 West was constructed in 1997 and provides 326,000 square feet and 9 gates. The Commuter Terminal, which opened in 1996, serves smaller aircraft with five regional aircraft parking positions and also serves as the Authority offices. Support facilities, including the fuel farm, air traffic control tower (ATCT), and cargo and general aviation facilities, are located primarily north of the runway.

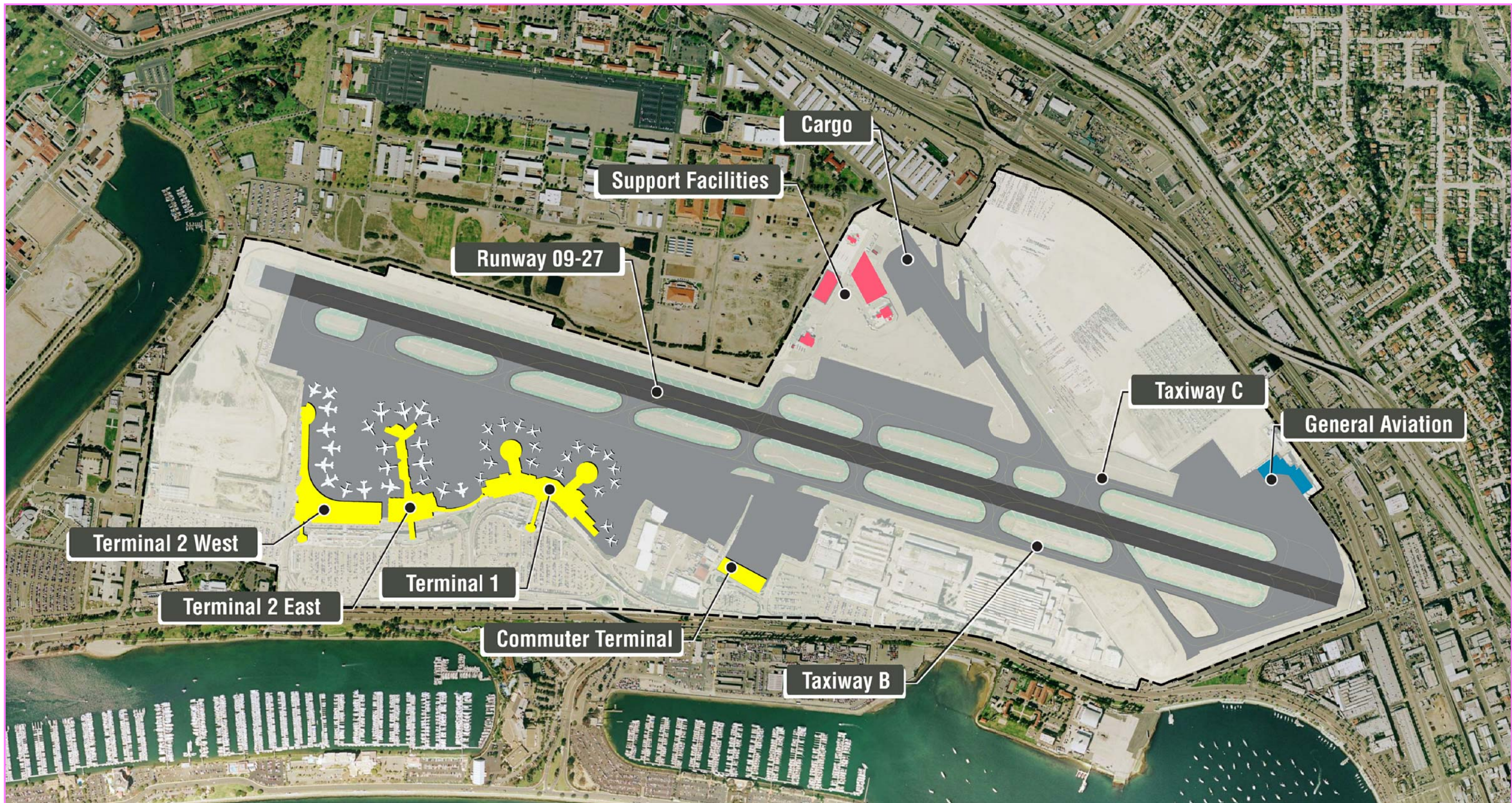
### Scenario Development

The development alternatives process for Destination Lindbergh began with a review of previous planning documents and definition of scenarios that would be suitable for the current site and configuration. Next, a series of terminal and airfield concepts were created based on these scenarios.

During that process, it was acknowledged that SDIA's single runway is the Airport's critical constraint, which cannot be adequately addressed by Destination Lindbergh. Although concepts were reviewed that would add runway capacity, after thorough analysis those concepts were ultimately determined to be infeasible and were dismissed. Therefore, the airfield concepts were developed outside of that critical constraint. The feasible airfield concepts were subsequently combined with the terminal concepts as appropriate to yield fully-defined alternatives.

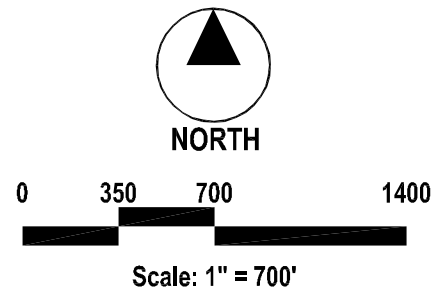
Because the existing airport site is generally oriented in an east-west direction and is bisected by the single runway, existing rail lines and Interstate 5 (I-5) provide the opportunity for additional or improved access to the north. To the south, North Harbor Drive provides access to the existing terminals. Given the Airport's geography, it was clear that three broad categories of site scenarios would be appropriate: a north-centric scenario, a hybrid scenario and a south-centric scenario.

- North-centric scenario. The north-centric scenario was defined by the provision of a single entrance to the Airport from I-5 to a complex north of the runway. This complex would include all airline passenger processing functions (ticketing, check-in, baggage claim) as well as the ITC, located along the rail corridor between the Airport and I-5.



**LEGEND**

- Airport property boundary
- Runway
- Taxiways and aprons
- Existing terminal
- Airline/Airport support
- General aviation



**Figure 1  
EXISTING FACILITIES**

Destination Lindbergh: The Ultimate Build-out  
San Diego International Airport  
February 2009



- South-centric scenario. The south-centric scenario would maintain the passenger terminals on the south side of the runway. In the south-centric scenario, direct I-5 access to the passenger terminals would be provided by a dedicated on-airport roadway.
- Hybrid scenario. In the hybrid scenario, passenger terminal facilities would be located both south and north of the runway, which would necessitate two airport entrances, one via North Harbor Drive, the other via I-5. These facilities would be connected by an automated people mover system, allowing passengers to move between terminal and concourses.

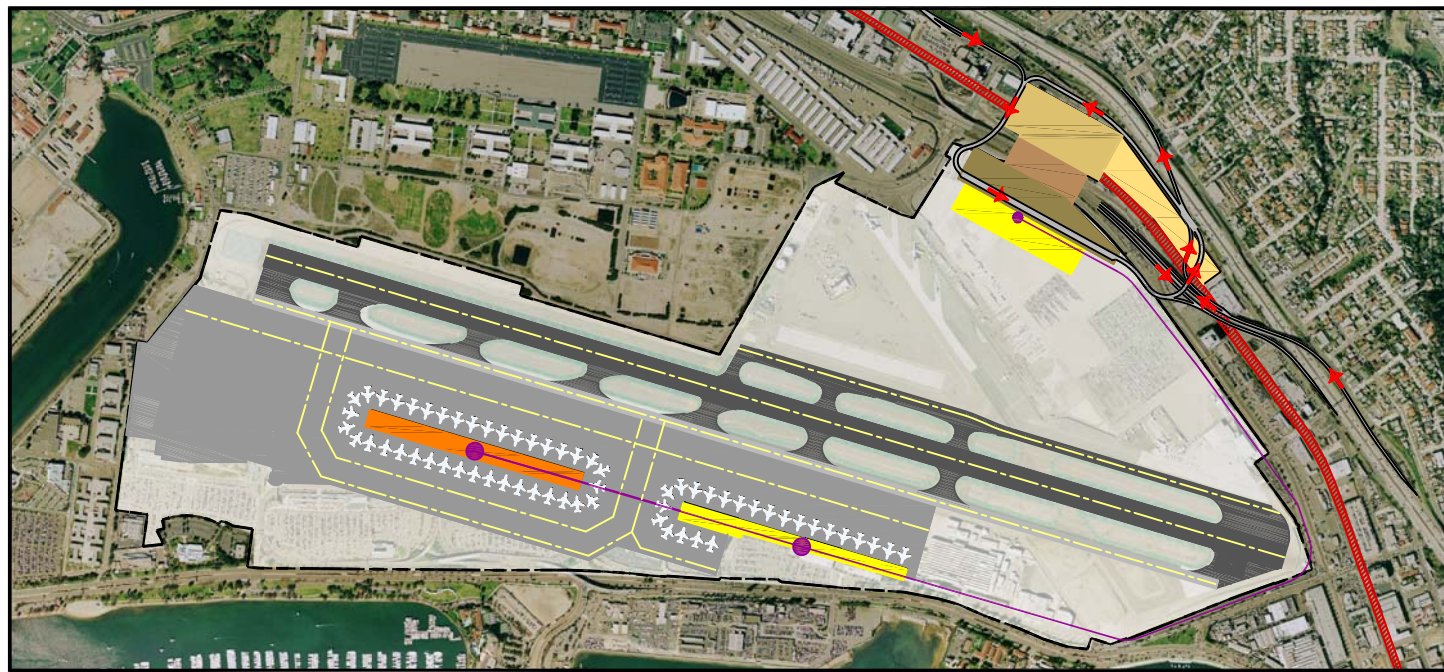
### **Scenario-Based Alternatives**

A series of airfield and passenger terminal concepts were developed based on the three scenarios and were subsequently evaluated to determine the optimal combination of airfield and passenger terminal facilities.

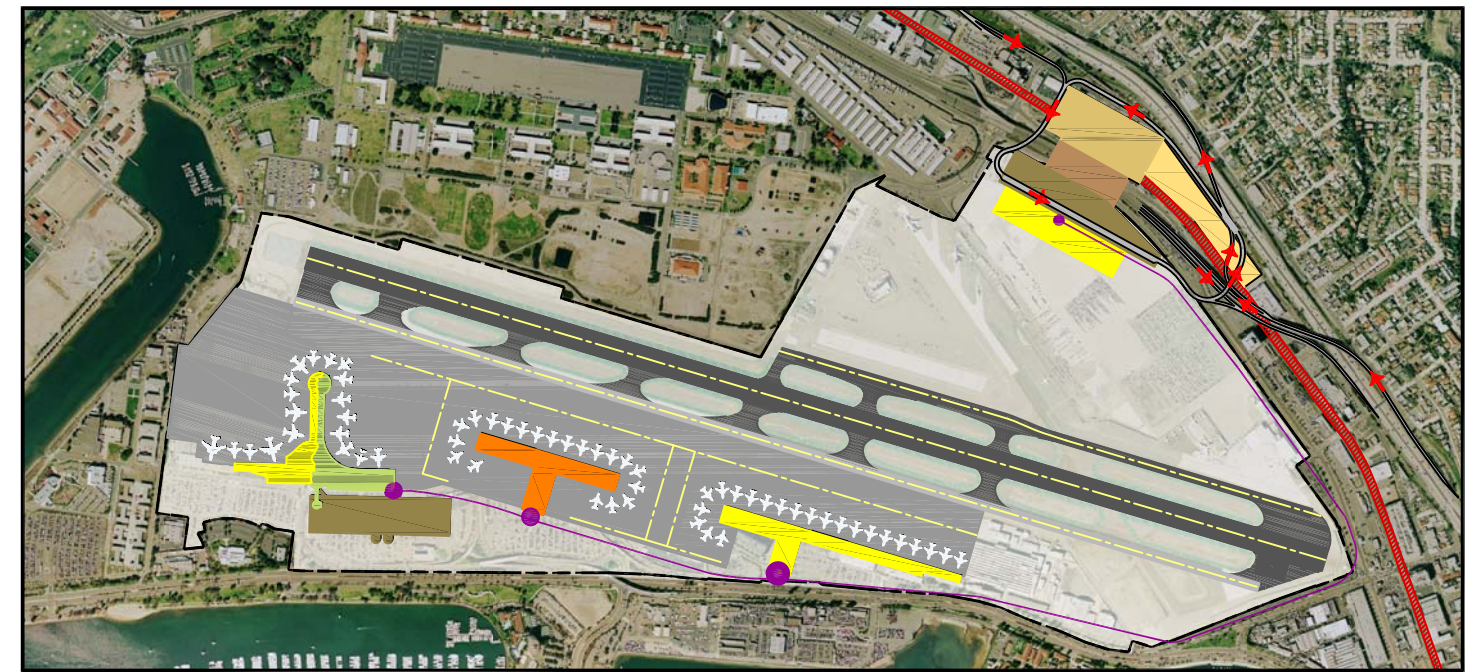
- Airfield concepts. Accepting the constraint of SDIA's single runway, six different airfield concepts were formulated. The objectives of the airfield concepts were to: (1) meet FAA large airplane standards (e.g., Boeing 747) for the airfield (2) alleviate existing taxiing constraints and reduce the risk of runway incursions, and (3) avoid future taxiing constraints and reduce the risk of future runway incursions.
- Passenger terminal/ITC concepts. Six different passenger terminal/ITC concepts were developed. The concepts included various terminal and concourse layouts accommodating approximately 60 aircraft gates. It should be noted that it is possible to locate some passenger processing functions such as ticketing, baggage check-in, and security remotely from the concourses which provide access to the airline gates.

A series of alternatives was then created by pairing compatible airfield and passenger terminal/ITC concepts. These alternatives were then screened to determine their relative merits. In a primary round of screening, alternatives were evaluated to determine the ability to fully or partially achieve the project goals. Alternatives that were less effective in meeting the goals and objectives were eliminated from further consideration.

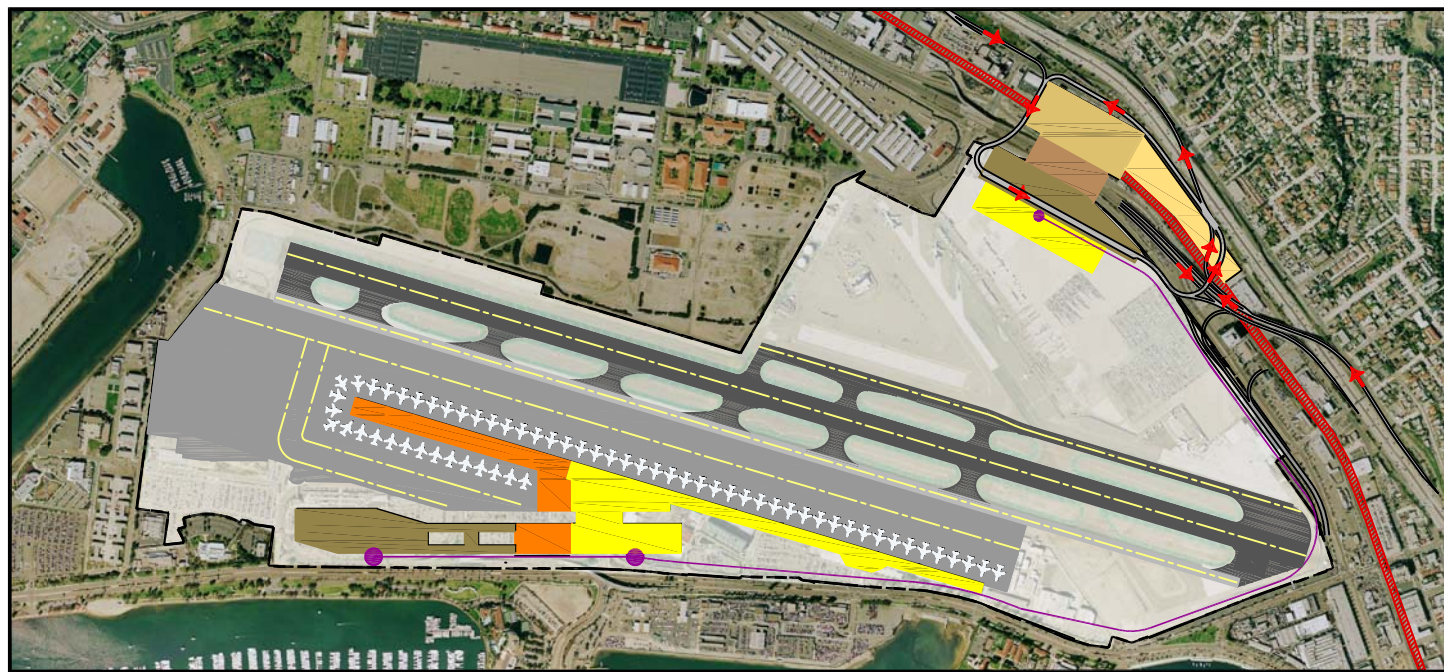
A secondary round of screening compared the remaining alternatives using specific criteria that are consistent with Airports Council International's sustainability platform, which have been adopted by the Authority. This included consideration of economic, operational, natural resource preservation and social responsibility issues. The strategy encouraged a holistic approach to the planning process. The four best alternatives were designated Alternatives A2, A3, A8 and B1, as shown on Figure 2.



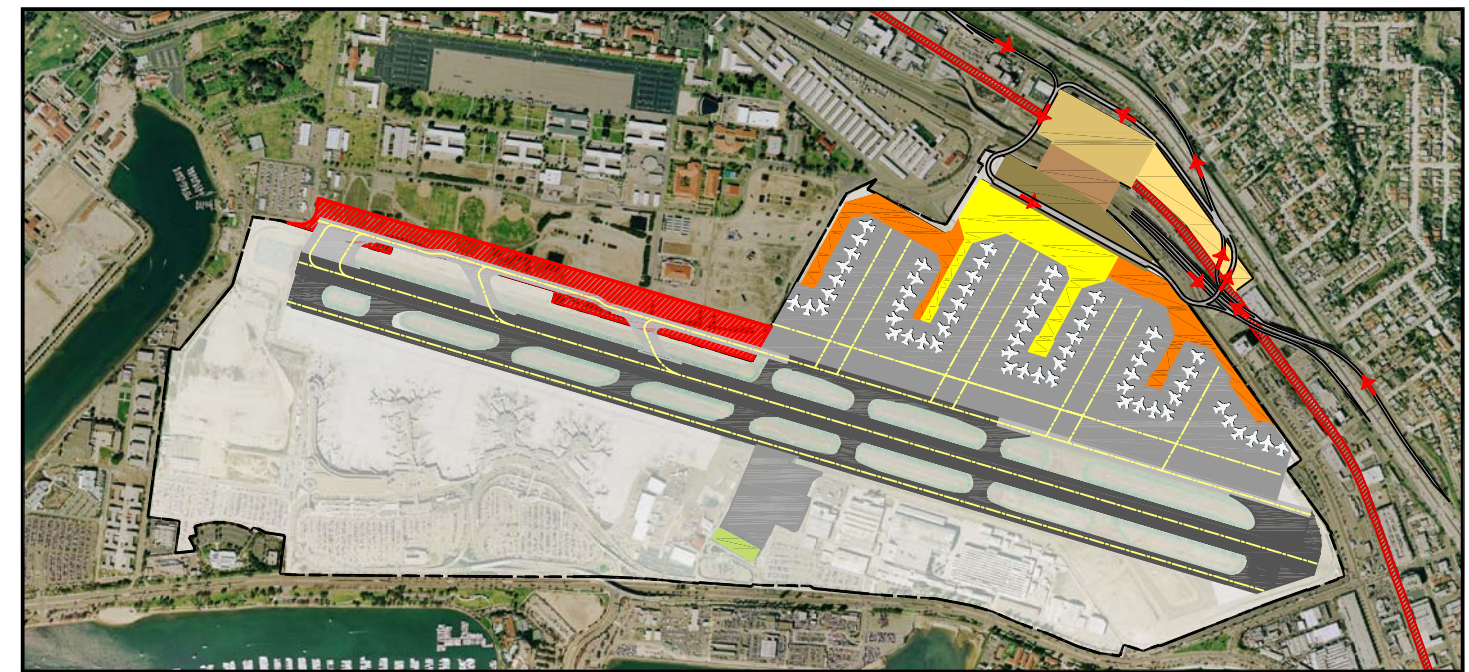
Alternative A2: North processing/South gates



Alternative A3: North and south processing/South gates








Alternative A8: South processing/South gates







Alternative B1: North processing/North gates

**LEGEND**






**AIRFIELD**

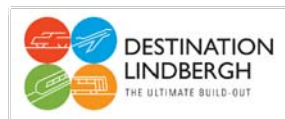
-  Airport property boundary
-  MCRD land
-  Existing airfield
-  Future taxiway
-  Apron

**TERMINAL FACILITIES**

-  Existing terminal
-  Future terminal/ Concourses - PAL1
-  Future terminal/ Concourses - PAL2
-  Automated people mover

**ITC/ACCESS**

-  Rental car support
-  Intermodal center/rental car
-  Passenger gateway
-  Public parking
-  Rail corridor



**NORTH**



Scale: 1" = 1700'

**Figure 2**  
**SHORT-LISTED ALTERNATIVES**

Destination Lindbergh: The Ultimate Build-out  
San Diego International Airport  
January 2009





## Short-listed Alternatives

**Alternative A2** is a north-centric scenario providing all passenger services and accessibility on the north side of the Airport. An ITC with transit platforms, departure and arrival curbs and passenger processing (ticketing, baggage claim and security) would be constructed on the north side. All access to the passenger terminal would be through the north side complex, with direct I-5 entrance and exit ramps to the ITC. Structured parking and a consolidated rental car facility (CONRAC) would be co-located with the ITC.

Highly efficient remote concourses, providing 61 aircraft gates, would be built south of the runway and would be connected by a secure automated people mover to the north side terminal. Alternative A2 would not require the relocation of the primary support facilities, including the fuel farm, ATCT, cargo and general aviation facilities.

**Alternative A3** is a hybrid scenario with passenger processing facilities split between the north and south sides of the Airport. An ITC with transit platforms, departure and arrival curbs, and passenger processing (ticketing and baggage claim) would be constructed on the north side. The ITC would be accessed via direct I-5 entrance and exit ramps. Structured parking and a CONRAC would be co-located with the ITC.

Two remote concourses with 61 aircraft gates would be built south of the runway and connected by a non-secure automated people mover to the north side terminal and to Terminal 2 West. Passenger security screening facilities would be located in the remote concourses. Terminal 2 West would remain operational and passengers traveling through Terminal 2 would be able to access the Airport via North Harbor Drive. Alternative A3 would not require the relocation of the primary support facilities.

**Alternative A8** is a south-centric scenario, meaning that the passenger terminal would be maintained on the south side of the Airport. An ITC with transit platforms, structured parking and a CONRAC facility would be constructed on the north side and linked to the south side terminal via an automated people mover. A new single passenger terminal, with a 61-gate linear concourse, would be located on the south side of the runway. The terminal would have direct access to I-5 with entrance and exit ramps that would connect to an on-airport road dedicated to airport traffic.

Because the terminal and concourse buildings would be reconstructed south of the runway, Alternative A8 would not require relocation of the primary support facilities, which are currently located north of the runway.

**Alternative B1** is a north-centric scenario based on providing all passenger services and accessibility on the north side of the Airport. An ITC with transit platforms, departure and arrival curbs, and passenger processing (ticketing, baggage claim and

security) would be constructed on the north side. All access to the Airport would be on the north side, with direct I-5 entrance and exit ramps to the ITC and terminal. Structured parking and a CONRAC facility would be co-located with the ITC. All the aircraft gates would be located north of the runway, thereby requiring the extension of Taxiway C to the full length of the runway. Because land is unavailable to extend Taxiway C, this alternative is not feasible in the foreseeable future.

Alternative B1 would require the relocation of the primary support facilities from their current locations to the south side of the Airport.

## **RECOMMENDED DEVELOPMENT PLAN**

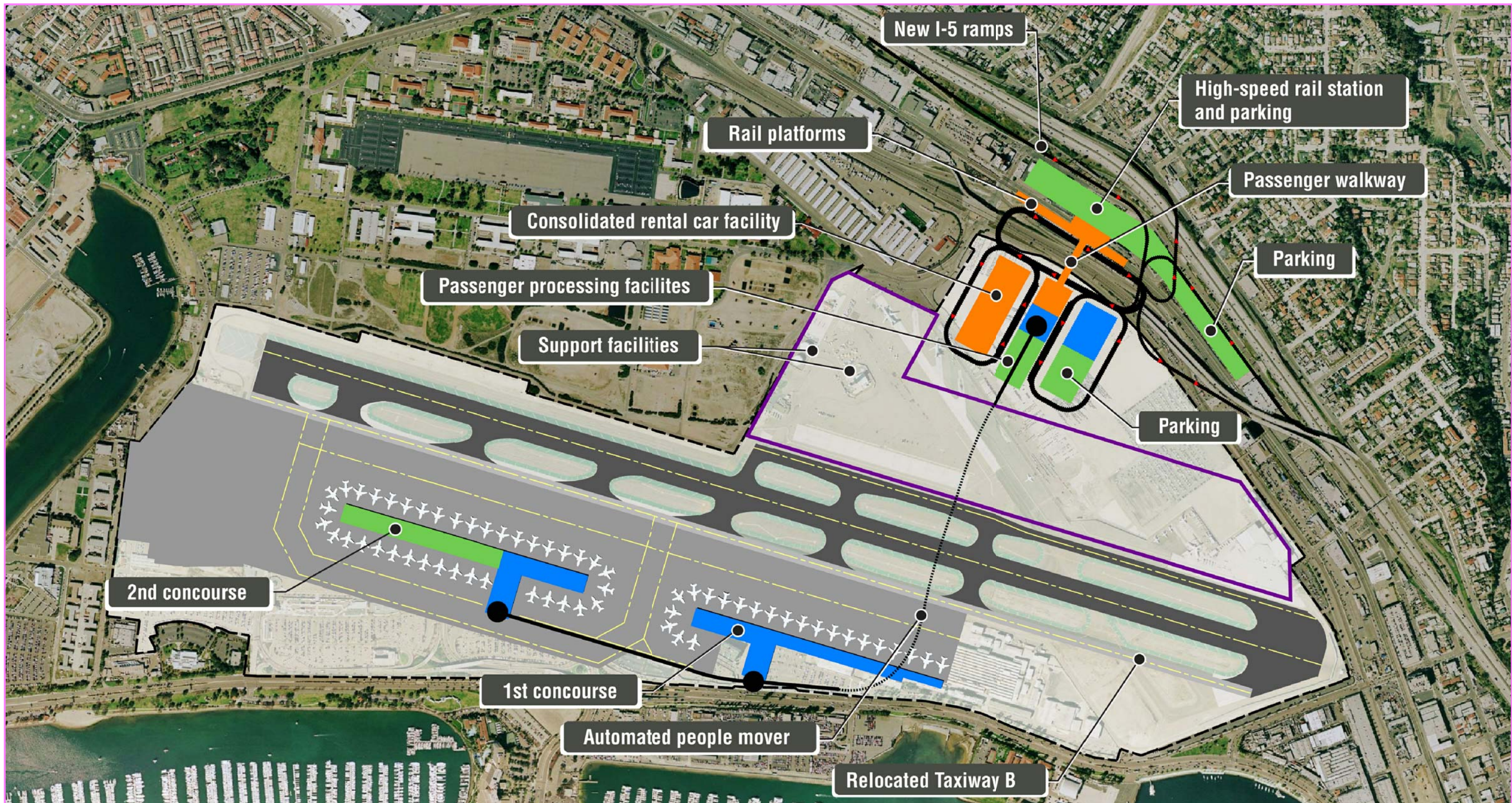
The recommended development plan, shown on Figure 3, was formulated by combining the most favorable aspects of each of the four short-listed alternatives; however, the recommended development plan most closely reflects the planning initiatives of Alternative A2, since it includes a single entrance to the Airport for all passengers in the ultimate build-out. The characteristics of the final, long-term plan are:

### **Intermodal transit center**

- Includes trolley, rail, and bus station platforms to better connect the Airport to regional transit infrastructure
- Allows passengers to transfer among the various mass transit modes
- Transit platforms connected to airline passenger processing facilities by a passenger walkway
- 2 rail lines and station platforms for Amtrak/Coaster
- 3 trolley lines and station platforms
- 1 rail line for freight trains to bypass the ITC
- ITC/terminal complex linked to concourses south of the runway via a secure automated people mover

### **Passenger processing facilities**

- Single gateway entrance for airline passengers, located on the north side of the Airport via I-5
- 4-level structure providing all airline ticketing, check-in, security screening and baggage claim



**LEGEND**

**AIRFIELD**

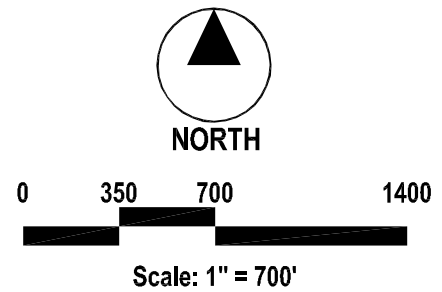
- Airport property boundary
- Existing airfield
- Future taxiway



- Apron

**TERMINAL/ ITC**

- Opening day facilities
- PAL1 facilities
- PAL2 facilities



**Figure 3**  
**RECOMMENDED DEVELOPMENT PLAN**

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### **First concourse**

- Provides approximately 23 aircraft gates
- Located south of the runway
- Passenger processing occurs in north complex

### **Second concourse**

- Provides approximately 38 gates
- Located south of the runway
- Passenger processing occurs in north complex

**Support facilities** – includes the ATCT, fuel farm, general aviation and air cargo facilities

### **Parking/CONRAC**

- 2 six-story parking garages
- CONRAC and ancillary rental car support facilities
- Public parking for transit riders and airline passengers

### **High-speed rail station**

- High-speed rail linked to ITC
- Parking garage with 6,000 parking spaces

### **Airfield**

Relocated Taxiway B – meets FAA separation standards for wide body aircraft

### **Development Phasing**

While the characteristics presented above represent the ultimate long-term plan, many interim phases would first occur, with build-out likely requiring at least 20 to 25 years to complete. The phasing plan illustrates a logical development sequence to transition the Airport from its existing configuration to the ultimate build-out. The Airport should be improved in a way that would keep the major functional elements, such as the airfield, terminal and landside facilities, operating in a balanced manner with respect to capacity and operations. The schedule for development would be adjusted as needed based on changes in future activity levels.

A three-step phasing program was developed as a guide for future development. These phases are designed to meet the estimated short-range (opening day, approximately years 2015 to 2020), intermediate-range (Planning Activity Level [PAL] 1, approximately years 2020 to 2025) and long-range (PAL2, approximately years 2025 through 2030) airport requirements. Phasing of the Destination Lindbergh program reflects an assessment of the relative priorities of various proposed projects and the anticipated timing of the facility requirements. Figure 4 shows the phasing plan.

### **Opening Day–20 Million Passengers**

Opening day facilities would consist of a modest ITC that would be expanded in the future. The ITC would serve the blue and orange trolley lines, as well as the Coaster/Amtrak and MTS bus routes. A passenger walkway would connect the ITC to the CONRAC. A dedicated on-airport road would link the ITC to the terminals on the south side. Opening day facilities would be designed with the overarching concern of having a practical and achievable opening day plan.

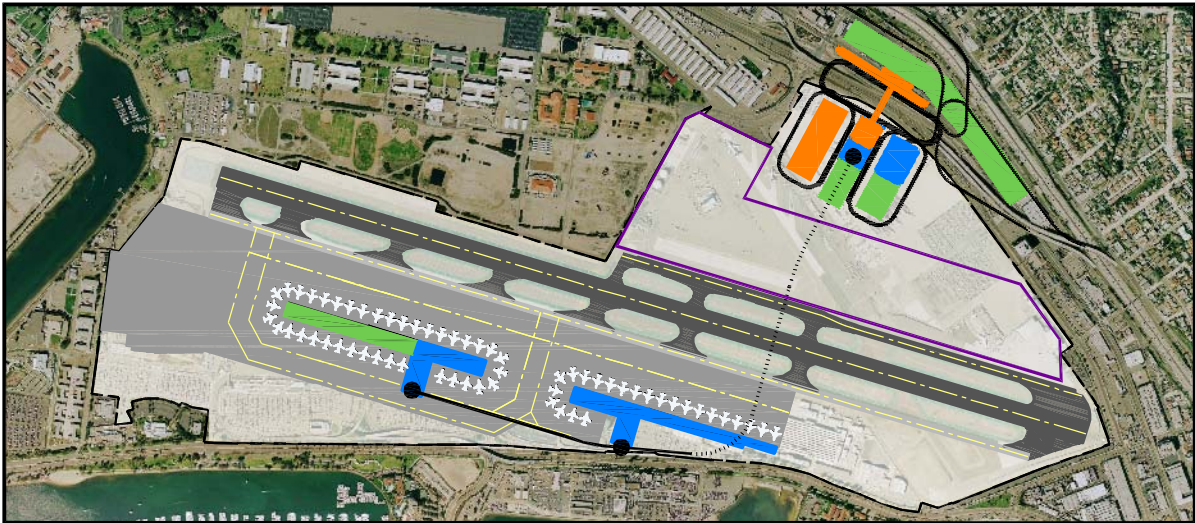
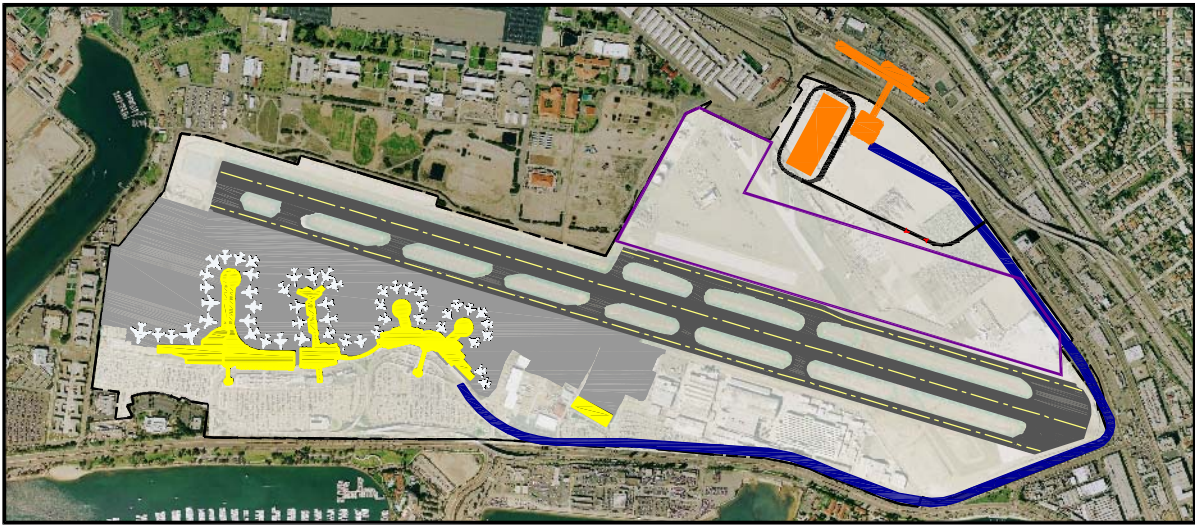
Parking for both transit and airline passengers would be provided.

### **PAL1–22 Million Passengers**

By the time the Airport exceeds 20 million annual passengers, it is likely that aging Terminal 1 would need to be replaced to improve the passenger experience, decrease terminal congestion, and reduce operations and maintenance expenditures. The aircraft gates provided by Terminal 1 would be replaced by two remote concourses south of the runway. Passenger processing functions for the new concourses would be located on the north side, co-located with the ITC. This configuration would require a baggage conveyance system to move baggage from check-in on the north to the gates on the south. The ITC would be expanded to serve additional transit passengers and provide a platform for the green trolley line and bypass track for freight trains.

An automated people mover would be constructed to connect the ITC and passenger processing to the remote concourses. The non-secure people mover would serve both the newly constructed concourse as well as Terminal 2. All passengers would go through the security checkpoints after riding the people mover.

During this interim phase, Terminal 2 would operate as an independent terminal, in other words, the processing functions such as ticketing and baggage claim would be split between the north and south sides of the Airport. Close coordination with airline tenants would be necessary in the design of this phase, as a split operation has the potential to significantly impact airline operations and passengers, as well as



- LEGEND**
- Existing facilities
  - Opening day facilities
  - PAL1 facilities
  - PAL2 facilities
  - Support facilities
  - Automated people mover



Scale: 1" = 2000'

Figure 4  
DEVELOPMENT PHASING

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San Diego International Airport  
February 2009



customer convenience. Because the airlines are also responsible for baggage handling, they would be instrumental in the development of the baggage conveyance system.

### **PAL2–28 Million Passengers**

For PAL2, all passenger processing facilities would be relocated to the north side of the runway, which would provide for a single entrance for all airline passengers. The space allocated to security checkpoints located within the concourses would be reconfigured to serve as concession space, as the security processing would be consolidated into a single location in the north complex. All passengers would travel to the concourses and aircraft gates via a secure people mover.

Terminal 2 West would be demolished and the second remote concourse (partially constructed at PAL1) would be extended to provide approximately 61 aircraft gate positions.

### **The Passenger Experience**

**Opening Day.** The vast majority of passengers (90 to 95 percent) would continue to drive their personal vehicles to the Airport and park in the various parking lots in and around the Airport. The passengers using transit would arrive at the ITC by train, trolley, bus or shuttle. If they do not have luggage to check, they could obtain their boarding passes using unstaffed kiosks at the customer service center and board a shuttle to the terminals on the south. If they do have luggage, they would carry their bag(s) onto the shuttle bus and check-in at the terminal locations on the south side of the Airport. Passengers arriving by private vehicle could continue to access the terminals via North Harbor Drive or they may choose to use parking located at the ITC and ride the shuttle bus. Access to the ITC would make use of existing roads.

Upon returning to SDIA, all passengers with luggage would retrieve their bags at the south side baggage carousels. Those passengers using transit would ride the shuttle bus back to the ITC on the north to access their transit mode.

**PAL1.** About 85 to 90 percent of air passengers would drive private vehicles to the Airport in PAL1. Those driving passengers flying out of the new concourses would be required to park at the north complex and use the people mover to reach their gates. Passengers flying out of Terminal 2 would have the option of parking in the north complex (which would be directly connected to I-5) and riding the people mover, or using North Harbor Drive to drive directly to Terminal 2. It would be imperative that surface street signage and other information systems be developed and implemented to clearly identify the terminal complexes served by each airline and/or the destination(s) available through each terminal complex, to minimize passenger confusion.

Passengers using transit would arrive to the ITC by train, trolley, bus or shuttle. They could check-in with their airline, obtain boarding passes and check luggage at the new north side terminal. An automated people mover would transport passengers via a tunnel under the runway to reach the concourses. Further analysis should be conducted to determine if a tunnel is the best location for the people mover, as compared with an at-grade alignment around the runway end. After riding the people mover, the passengers would pass through security in the concourse.

**PAL2.** All passengers, whether arriving by train, trolley, bus, shuttle or private vehicle, would access the Airport through the north complex. All passenger processing would occur on the north side, including security screening. All passengers would board the people mover to travel to the concourses. At this stage, North Harbor Drive would no longer provide passenger access to terminal facilities.

### **Meeting the Goals and Objectives**

The individual components that comprise the ultimate development plan are described below within the context of the goals and objectives set forth by the Ad Hoc Airport Regional Policy Committee.

#### **Ground Transportation**

Even at PAL2, the large majority of airport passengers will continue to drive private vehicles to the Airport. Therefore, it is critical that the roadway and parking systems be designed to accommodate driving passengers. To address the issues of traffic congestion in the airport area, the plan provides for more direct access to SDIA by auto and transit and sufficient parking to accommodate demand. The new access pattern would provide a more effective use of existing roads and would include direct access from I-5 to the passenger terminal. This access pattern would be designed to minimize traffic congestion on local arterials such as Laurel, Grape, Hawthorn and North Harbor Drive. The new parking facilities would be easily accessible from primary access roads and would accommodate appropriate levels of short- and long-term parking.

#### **Intermodal Facilities**

The ITC would be designed to encourage increased transit ridership in an effort to reduce automobile traffic by providing a single location for currently available and future transit modes. The facility would accommodate the parking requirements of passengers and employees of the Airport, rental car companies, and non-airport transit users. While transit use in San Diego County is low compared to other cities of its size, a more convenient system would encourage ridership, thereby removing cars from the road, reducing emissions, and creating a more sustainable transportation system.



## **Passenger Terminal**

To enhance passenger convenience and comfort, the terminal layout was designed to create a seamless and efficient travel experience. Destination Lindbergh provides for appropriate levels of service for the curbside, security checkpoints, concessions and passenger holdrooms. It also provides for a positive passenger experience from the airport entrance to the terminal, through security and to the aircraft gate. The plan provides passengers and service personnel with the most convenient, efficient and flexible terminal arrangement for gates, as well as baggage and freight handling.

## **Airfield/Airspace**

SDIA's single runway will continue to be its primary constraint. Although Destination Lindbergh is designed to improve ground access to the Airport, it does not address this critical airport limitation. Once the capacity of the runway is reached (estimated to occur between years 2025 and 2030), SDIA's airfield congestion will be an increasing problem for the Airport's overall operation, and will have to be addressed.

Until that time, however, the Destination Lindbergh plan would combine all of the Airport's terminal and airside functions (for example, movement of people and cargo) in a configuration that allows each function to be performed efficiently. It also provides flexibility to respond to future aircraft types, emerging technology and industry trends. Destination Lindbergh is designed to allow SDIA to continue operating in compliance with FAA regulations.

## **Environment**

Recognizing the importance of the environment, Destination Lindbergh incorporates best practices of environmental stewardship. In minimizing traffic congestion, the plan helps minimize greenhouse gas emissions. Sustainability best practices (e.g., recycling programs, encouragement of alternative-vehicle usage and energy conservation measures) should be employed in all future development projects. Each new project component envisioned within Destination Lindbergh, no matter the magnitude, should be subject to a sustainability review to minimize potential environmental impacts.

## **Financial**

To make the plan financially viable in both the short-, intermediate-, and long-term, it is envisioned in three major phases. The phases leverage transportation assets existing at that time and maximize existing funding resources through appropriate facility planning. It is anticipated that some elements of the first phase could be operational by approximately 2015 to 2020, with later phases being developed as demand warrants and funding becomes available.

### **Regional Development – San Diego County/Southern California**

An important goal of Destination Lindbergh is to leverage SDIA to provide major direct and indirect social and economic benefits to San Diego County and the Southern California region by accommodating air service to support and grow the regional economy. Each part of the plan is intended to help fulfill this goal. In addition, the ITC will provide improved surface transportation access to Southern California destinations and transportation facilities to support San Diego County's economy and quality of life.

### **Regional Development – Downtown/Convention Center/Adjacent**

Destination Lindbergh recognizes that the Airport is an important part of the fabric of central San Diego. Therefore, the plan seeks to integrate the Airport, through context-sensitive urban design, into the central San Diego area, including downtown, Little Italy, the waterfront, the Convention Center, the Embarcadero and harbor areas. Recognizing the importance of scale between airport facilities and surrounding communities, future improvements should use architectural building design and landscaping to soften the visual impacts of airport facilities.

## **FINANCIAL CONSIDERATIONS**

A high-level financial analysis has been conducted to determine the financial viability of the Opening Day phase of Destination Lindbergh. This analysis has concluded that the Opening Day phase is financial viable. The following sections provide the order-of-magnitude cost estimates for the three phases of the recommended development plan as well as one potential funding scenario for the Opening Day phase. Further analysis is needed to determine the viability of additional phases of development. However, the Opening Day phase has independent utility and will benefit the region regardless of whether additional phases are implemented.

### **Project Cost Estimates**

Capital development cost estimates were prepared for each project element. The capital cost estimates include "hard costs" of actual construction and "soft costs" such as planning, environmental, design, and construction management, as well as a contingency. Common construction industry norms were used to estimate the costs, which are subject to significant revision as each project element is defined in greater detail during the engineering and design phases.

The capital costs were escalated to the mid-point of construction using a 4% annual inflation rate, and are summarized in Table 1. As shown, total Destination Lindbergh capital costs would be \$6.3 billion, with \$535 million of that amount required for the Opening Day phase in escalated dollars.

Table 1  
**CAPITAL COST SUMMARY**  
 San Diego International Airport – Destination Lindbergh  
 (constant 2009 dollars in millions)

Project Elements	Opening day	PAL1	PAL2	Total
<b>ITC</b>				
Property and right of way rail acquisition	\$ 10	\$ 9	\$ 16	\$ 35
Transit/rail station and alignment	56	9	-	65
ITC Tunnel	9	-	-	9
Parking (airport-related)	69	147	188	404
Parking (commuter and other)	4	11	238	253
Overhead passenger gateway	12	-	-	12
Roadway	43	219	69	330
Rental car/CONRAC	257	17	48	322
I-5 Access	-	30	-	30
Subtotal	\$ 457	\$ 443	\$ 558	\$ 1,459
<b>Other Projects</b>				
Airfield	\$ -	\$ 336	\$ 253	\$ 589
Airport Terminal	-	662	528	1,189
People mover	-	430	-	430
Other miscellaneous (a)	-	39	111	150
Subtotal	\$ -	\$ 1,467	\$ 891	\$ 2,359
<b>Total</b>	\$ 457	\$ 1,911	\$ 1,449	\$ 3,817

(a) Includes demolition of southside roads, parking and airport support buildings. Also includes construction of south remote surface parking.

Note: Totals may not add due to rounding.

Source: HNTB.

## Potential Funding Sources and Eligibility

Given the unique nature of the recommended development program, a wide range of potential funding sources can be leveraged for project implementation. This range includes both traditional transportation infrastructure funding sources, as well as what may be considered innovative funding mechanisms.

Traditional airport funding sources and financing mechanisms include federal airport improvement program (AIP) grants, passenger facility charges (PFCs), airport revenue bonds, and cash generated from the operations of the airport itself. These funding sources and financing tools provide the overwhelming majority of funding for airport development in the United States.

Innovative airport funding sources and financing mechanisms include special facility bonds, leveraged or pay-as-you-go application of Customer Facility Charge (CFC) revenues, third party funding, Transportation Infrastructure Finance and Innovation Act (TIFIA) loans, and state or local funding sources. Eligibility for these funding sources depends on the type of project and its location. Innovative funding sources and financing tools can be an important contributor to the overall financial viability of a capital program.

Funding for ancillary development – which falls outside the scope of what would normally be considered an airport project – includes tax increment financing, and miscellaneous federal, state, and local funding sources that are available for ground transportation improvements. Public-private partnerships should also be considered a possible funding source for certain components of Destination Lindbergh.

Limitations of funding sources must be considered when evaluating the financial viability of Destination Lindbergh. Some of the traditional funding sources available to airports will already be committed to other airport capital improvement projects and will not be available to fund Destination Lindbergh projects. Additionally, some funding sources have constraints regarding the use of funds – for example both AIP grants and PFCs can be spent only on certain categories of projects, and both sources need FAA approval. Projects eligible for many of these funding sources, including AIP discretionary grants and TIFIA loans, will compete against other projects across the region, the state, or the nation for funding approval. Further, in accordance with federal airport revenue diversion regulations, for federally-supported airports, revenues generated by the airport operator cannot be used for non-airport activities.

Table 2 summarizes, in conceptual terms, the potential application of funding sources to the categories of projects in the proposed Destination Lindbergh capital program. Funding sources are identified by: eligibility, the reasonable expectation of funding being available, and the advisability of using that funding source or financing mechanism.

Table 2  
**CAPITAL FUNDING SOURCES - CONCEPTUAL**  
 San Diego International Airport – Destination Lindbergh

	Internally Generated Airport Capital	Airport Revenue Bonds	Federal Airport Grants			PFCs		CFCs & Rental Car Companies	TIFIA Loans	Federal Highway/Transit Grants	State & Local Funds	Tax Increment Financing
			AIP Entitlements	AIP Discretionary	TSA	Pay-as-you-go	PFC-backed Bonds					
<b>"Traditional" airport projects</b>												
Airfield	Secondary	Primary	Primary	Primary		Secondary	Primary					
Terminal	Secondary	Primary	Secondary		Secondary	Secondary	Primary					
Landside	Secondary	Primary				Secondary						
<b>ITC and rental car</b>												
Property & rail right of way acquisition								Secondary	Primary	Secondary	Secondary	Secondary
Rail station & alignment								Secondary	Primary	Primary	Secondary	Secondary
ITC Tunnel								Secondary	Primary			
Parking (air)		Primary										
Parking (rail)											Primary	Secondary
Overhead Passenger Gateway	Secondary	Secondary	Primary					Secondary				
Roads	Secondary	Secondary						Secondary	Primary		Primary	Secondary
Rental Car/ConRac								Primary	Secondary			
<b>Other related projects</b>												
People Mover	Secondary	Primary										
I-5 access										Primary	Secondary	Secondary

Source: Jacobs Consultancy

■ Primary source    
 ■ Secondary Source

## Opening Day Phase Potential Funding Scenario

The Opening Day phase of Destination Lindbergh, which includes the first phase of the ITC, the CONRAC, and ancillary improvements were aligned with eligible funding sources and financing mechanisms to form a potential funding scenario. This potential funding scenario is shown in Table 3.

Project Elements	Total cost (a)	Funding Sources						Total
		TIFIA loan	CFCs		Airport revenue bonds	Federal airport grants	Other	
			Bonds	Equity				
Property & rail right-of-way acquisition	\$11	\$11	\$ -	\$ -	\$ -	\$ -	\$ -	\$11
Rail station & alignment	65	65	-	-	-	-	-	65
ITC tunnel	10	10	-	-	-	-	-	10
Parking for airline passengers	81	-	-	-	81	-	-	81
Parking for transit riders	4	-	-	-	-	-	4	4
Overhead passenger gateway (b)	13	-	-	-	3	10	-	13
Roads	50	31	-	-	10	-	10	50
Rental car/CONRAC	300	60	153	87	-	-	-	300
<b>Total</b>	<b>\$535</b>	<b>\$178</b>	<b>\$153</b>	<b>\$87</b>	<b>\$94</b>	<b>\$10</b>	<b>\$14</b>	<b>\$535</b>

(a) Cost estimates developed by HNTB.  
 (b) Federal grant assumed to cover 75% of project element.  
 Note: Totals may not add due to rounding.  
 Source: Jacobs Consultancy.

Key assumptions relating to the individual components of the potential funding scenario shown in Table 3 are as follows:

- A TIFIA loan would be available for an amount equivalent to one-third of the Opening Day phase cost, which is approximately \$178 million.
- The CONRAC elements of the ITC project would be classified as a “special facility,” and taxable special facility bonds would be issued against the future stream of CFC revenues giving approximately \$153 million of bond proceeds available to fund the project. CFC revenues collected during the development period, totaling approximately \$87 million for 2010 through 2015, would be applied on a “pay-as-you-go” basis to the project.

- The Authority would issue airport revenue bonds to pay for the costs of the Airport parking elements of the project, as well as for other allocated expenses such as a portion of the roads and the overhead passenger gateway, as well as utility improvements, landscaping, mitigation, etc. The debt issued would constitute approximately \$93.5 million.
- A federal AIP entitlement grant would be available to fund 75% of the overhead passenger gateway or about \$10 million, with the Authority funding the matching share.
- Other non-airport funding sources totaling \$13.5 million, from the aforementioned list of funding sources, would be identified to fund the remainder of the project – primarily roadways associated with the ITC and parking for the transit station.

An underlying assumption of this analysis is that the municipal bond markets will recover to normal conditions prior to the time the bond issuance is undertaken. In addition, it should be noted that the financial plan presented in Table 3 suggests one possible scenario for which the Opening Day Phase of Destination Lindbergh could be financed. Additional funding sources could be used, and the share among the various potential sources could change as a result of funding availability or changes to the project definition.

Given this potential financial plan and additional financial analysis of anticipated operating costs and revenues, it can be concluded that there is a significant potential for the Opening Day Phase of the Destination Lindbergh program to be financed in a viable manner.

## **CONCLUSION**

The analysis shows that Destination Lindbergh meets the goals and objectives established by the Ad Hoc Policy Committee. Specifically, the project would:

- Provide an opportunity for increased transit ridership, including access to SDIA and within the region, with a new intermodal station
- Assist in mitigating traffic impacts and reducing greenhouse gas emissions by shifting passenger access to the north side of the Airport
- Prepare for long-term Airport build-out, optimizing operational capability within the given airfield and property constraints

It is recommended that more detailed facility planning and financial analysis be conducted on the Destination Lindbergh concept. During detailed planning, the actual facilities needed should be more closely evaluated, with the intent of minimizing development costs to improve affordability. In addition, it is expected that detailed planning could yield significant improvements to the concept, enhancing the customer experience and overall functionality.