



City of San Diego

Draft Environmental Impact Report
Navy Broadway Complex Project
San Diego, California

April 1990

R-881815

DRAFT
ENVIRONMENTAL IMPACT REPORT
FOR THE
NAVY BROADWAY COMPLEX PROJECT

City of San Diego
City Administration Building
202 "C" Street
San Diego, California 92101

Contact: Maureen A. Stapleton
Deputy City Manager

April 1990

PREFACE TO THE DRAFT EIR

The legislation authorizing the Navy Broadway Complex project is the National Defense Authorization Act for fiscal year 1987, Public Law 99-661. The Navy and City of San Diego executed a Memorandum of Understanding (MOU) agreeing to enter into a development agreement, which will include a development plan and urban design guidelines for the project.

Because both the Navy and the City of San Diego must approve the development agreement, both an environmental impact statement (EIS) in accordance with the National Environmental Policy Act (NEPA) and an environmental impact report (EIR) in accordance with the California Environmental Quality Act (CEQA) are being prepared to address the potential environmental impacts of the proposed project.

This document is the EIR, for which the City of San Diego is the lead agency. In accordance with Section 21083.5 of CEQA, an EIS may be submitted in lieu of an EIR, to the extent that the EIS complies with CEQA and the State CEQA Guidelines. According to Section 21083.7 of CEQA, when a project requires preparation of both an EIS (in accordance with NEPA) and an EIR (in accordance with CEQA), "the lead agency shall, whenever possible, use the EIS as such EIR as provided in Section 21083.5."

The EIS was prepared to fully comply with the provisions of both NEPA and CEQA, and contains all discussions required by each act. As provided by Section 15150 of the State CEQA Guidelines, an EIR "may incorporate by reference all or portions of another document which is a matter of public record or is generally available to the public." This EIR incorporates by reference the EIS for the Navy Broadway Complex project. The EIS fully complies with CEQA and the State CEQA Guidelines, so the EIS shall also serve as the EIR for this project. The EIS is being circulated concurrently with and to the same agencies and members of the public as the EIR. Therefore, a summary of the contents of the EIS is not necessary within this EIR. The address to submit comments and request additional information is provided below.

CONTACT FOR INFORMATION AND SEND COMMENTS TO:

Officer in Charge
Western Division Naval Facilities Engineering Command Detachment
Broadway Complex
555 West Beech Street, Suite 101
San Diego, California 92101-2937
(619) 532-3291

COMMENTS ON THE DRAFT EIR

Written comments must be received at the above address by: 04 JUN 1990

CONCLUSIONS TO EIR:

An Environmental Impact Statement (EIS) was prepared to address the environmental impacts of each of the proposed alternatives. This EIR incorporates the EIS by reference. The EIS addressed land use and applicable plans, transportation and circulation, aesthetics and viewshed, public services and utilities, socioeconomics, the physical environment, biological resources, air quality, noise, cultural resources, public health and safety, and energy and conservation.

The preferred alternative, Alternative A, would include a 1.9-acre open space area, a museum, and specific design guidelines consistent with existing plans. Beneficial impacts to land use, viewsheds, recreational facilities, and socioeconomics would result from this alternative.

The proposed alternatives would include transportation demand management measures that would reduce the potential air quality impacts of the project. According to the California Air Resources Board, incorporation of these measures would demonstrate consistency with the State Implementation Plan.

The Regional Air Quality Strategy establishes a goal of maintaining a Level of Service (LOS) C or better to reduce idling of times and vehicular emissions. Cumulative development in the project vicinity would create congestion (Level of Service D or below) at six intersections. The proposed project would contribute a substantial increment to this congestion at one to two of these intersections. City of San Diego standards provide that this incremental contribution to the region's non-attainment of ozone and carbon monoxide standards is a cumulatively significant unmitigated impact.

RECOMMENDED MITIGATION OR ALTERNATIVES FOR SIGNIFICANT UNMITIGATED IMPACTS:

The No Project alternative, which would retain the site in its current condition, would eliminate impacts to air quality and traffic circulation. Other alternatives considered in the EIS would have similar impacts to the proposed project. These alternatives would have a cumulatively significant air quality impact.

MITIGATION MEASURES INCORPORATED INTO THE PROJECT:

In order to mitigate adverse circulation impacts, intersection improvements would be made in phases timed to construction on the various blocks of the project site. The improvements include the addition of turn lanes at the Broadway/Pacific Highway intersection and the signalization of Harbor Drive north of Broadway and the Pacific Highway/Harbor Drive intersection.

Notice of Preparation

NOTICE OF PREPARATION (NOP) FOR A
CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)
DRAFT ENVIRONMENTAL IMPACT REPORT

LEAD AGENCY:

The City of San Diego, California

PROPOSED ACTION:

The Department of the Navy, in coordination with the City of San Diego, is proposing to redevelop its land known as the Navy Broadway Complex. The project site is located on approximately sixteen acres in downtown San Diego adjacent to the San Diego Bay waterfront and consists of eight city blocks that are bounded by Harbor Drive on the west, Market Street on the south, Pacific Highway on the east, and Broadway on the north (see Exhibits 1 and 2). The site is currently improved with a series of sixteen miscellaneous office and warehouse buildings containing in excess of one million square feet of gross floor area. The buildings were constructed between 1922 and 1945.

The Navy is proposing to consolidate in modern facilities the general regional administrative activities of the naval shore establishment in the San Diego area. These facilities are to be central to the San Diego naval commands, the population of the San Diego area and regional transportation systems. The Navy's objective is to redevelop this site through a public/private partnership designed to meet the Navy's regional administrative office space needs in a manner that will compliment San Diego's bayfront redevelopment. Approximately one million square feet of Navy office space is contemplated to be developed on the site by a private developer(s) for use by the Navy. Additional mixed-use (e.g. office, hotel, specialty retail) private development on the site will be allowed which is intended to offset the cost of the Navy-occupied space thereby reducing cost to the taxpayer.

A conceptual master plan and urban design guidelines will be prepared in coordination with the San Diego community through the City of San Diego to guide the development of the site. It is proposed that the Navy and the City will enter into a development agreement as the mechanism for approval and control of the site's development.

ENVIRONMENTAL CONSIDERATIONS

Prior to entering into such a development agreement, the City of San Diego is required to prepare an Environmental Impact Report (EIR) in compliance with the CEQA. The Navy will also be preparing an Environmental Impact Statement (EIS) for its proposed actions in compliance with the National Environmental Policy Act (NEPA). Because of issues common to both and to facilitate administration, joint hearings and meetings will be conducted for the NEPA and CEQA processes.

The EIR will be a full scope document that will cover all matters of potential environmental concern (an initial study is not attached to this NOP). The environmental analysis will address, but not be limited to, traffic and circulation, land use and planning, waterfront access, aesthetics and view

corridors, public services and utilities, socioeconomics, geology and seismicity, extractable resources, hydrology and drainage, biology, endangered species and critical habitat, air quality, noise, cultural resources, coastal zone management, public health and safety, and energy conservation.

Alternatives that are being considered include variations of private and Navy development on the Broadway Complex site, Navy-only development of the site, development of an alternative site in downtown San Diego, and no action.

COMMENTS ON THE SCOPE OF THE EIR:

The City of San Diego is requesting any comments you may have regarding the scope of the environmental analysis in the EIR. Because of issues common to both the Navy's environmental review and this process and to facilitate administration, the Navy is designated to collect and disseminate questions and comments regarding this process to the City of San Diego for response. Please submit comments, in writing, to the address provided below:

Officer in Charge
Western Division
Naval Facilities Engineering Command Detachment
Broadway Complex
1220 Pacific Highway
San Diego, California 92132-5190
Attn: Captain Wayne Goodermote, CEC, USN

Questions should be addressed to the same address or telephone inquiries can be directed to Anthony Principi, General Counsel, Broadway Complex Project Office, at (619) 532-3291. Written comments must be submitted by December 16, 1988.

In addition, joint public scoping meetings will be held to receive written and oral testimony from governmental agencies and the public about issues that should be addressed in the EIS/EIR. A morning session has been scheduled for agency representatives and an evening session for members of the public. The evening session will adjourn at 11:30 P.M. or earlier, if all comments have been received. The scoping meetings will be conducted by Captain Wayne Goodermote, the Officer in Charge of the Broadway Complex Project Office. The meetings will be informal. Individual speakers will be requested to limit their statements to five minutes. Written statements will be accepted at the meetings or they may be mailed to the address given above.

Both meetings will be open to the general public at the times and locations indicated below:

Morning Session

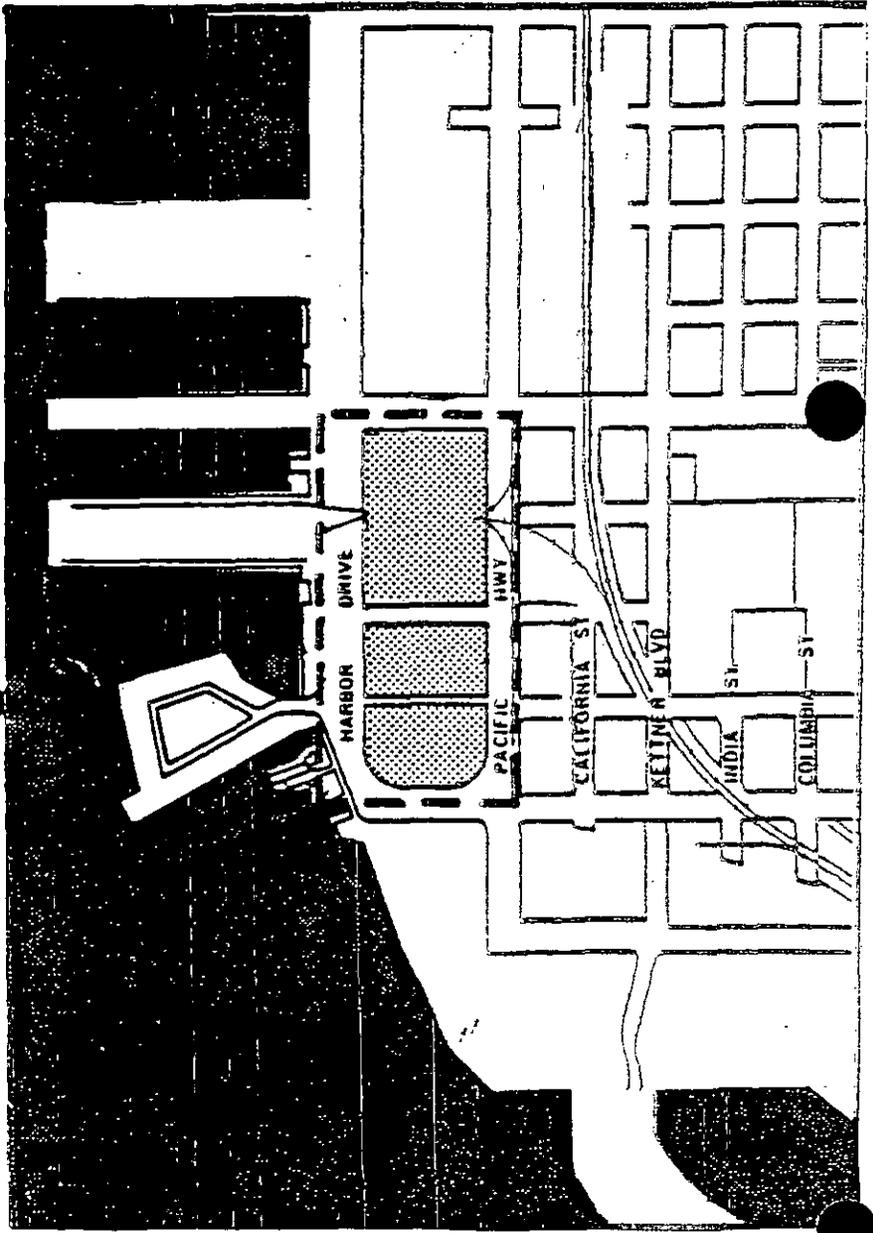
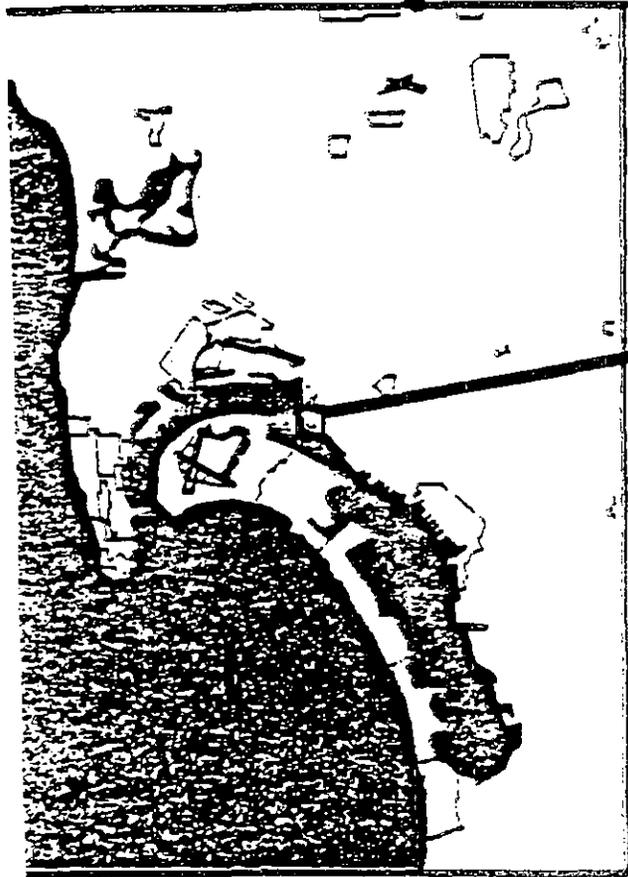
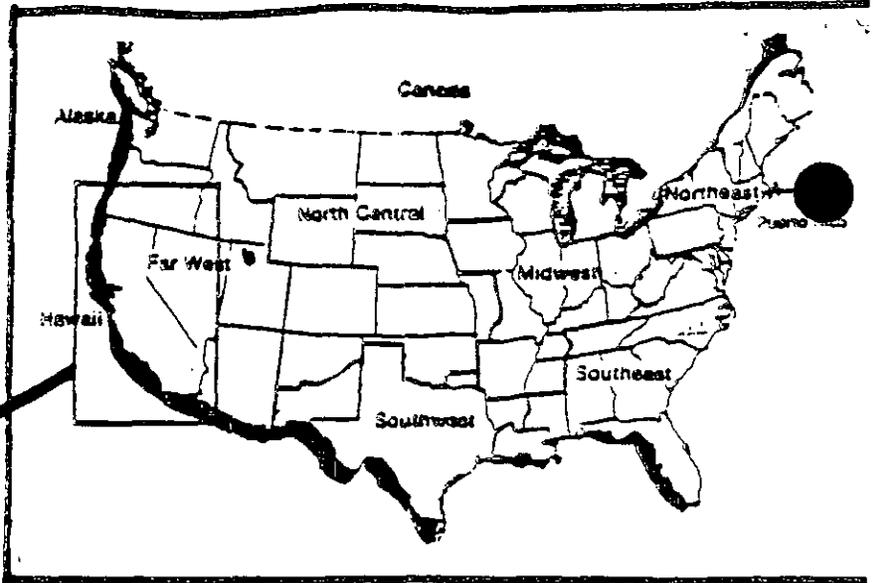
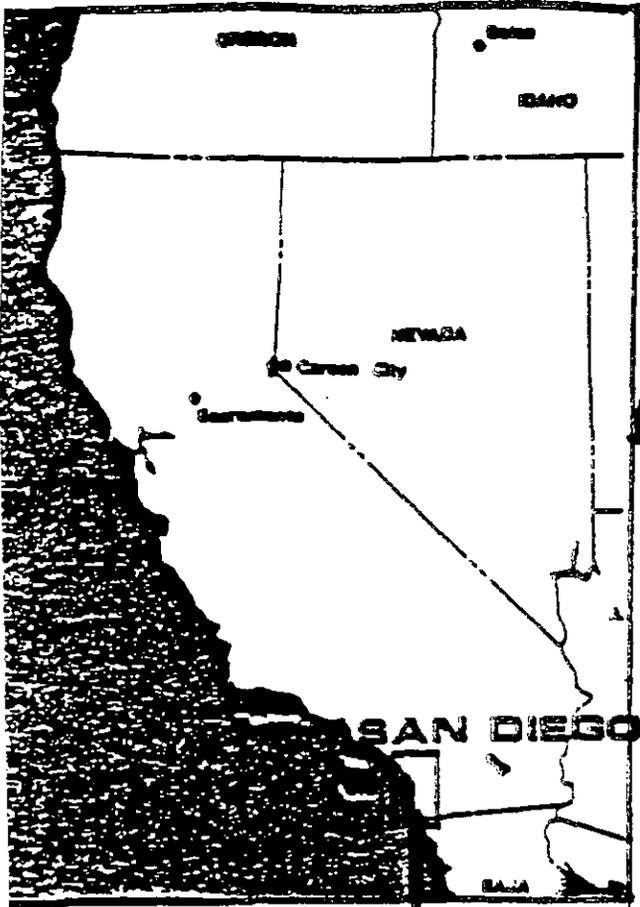
November 14, 1988 - 9:00 a.m.

City Administration Building
12th Floor
202 'C' Street
San Diego, CA 92101

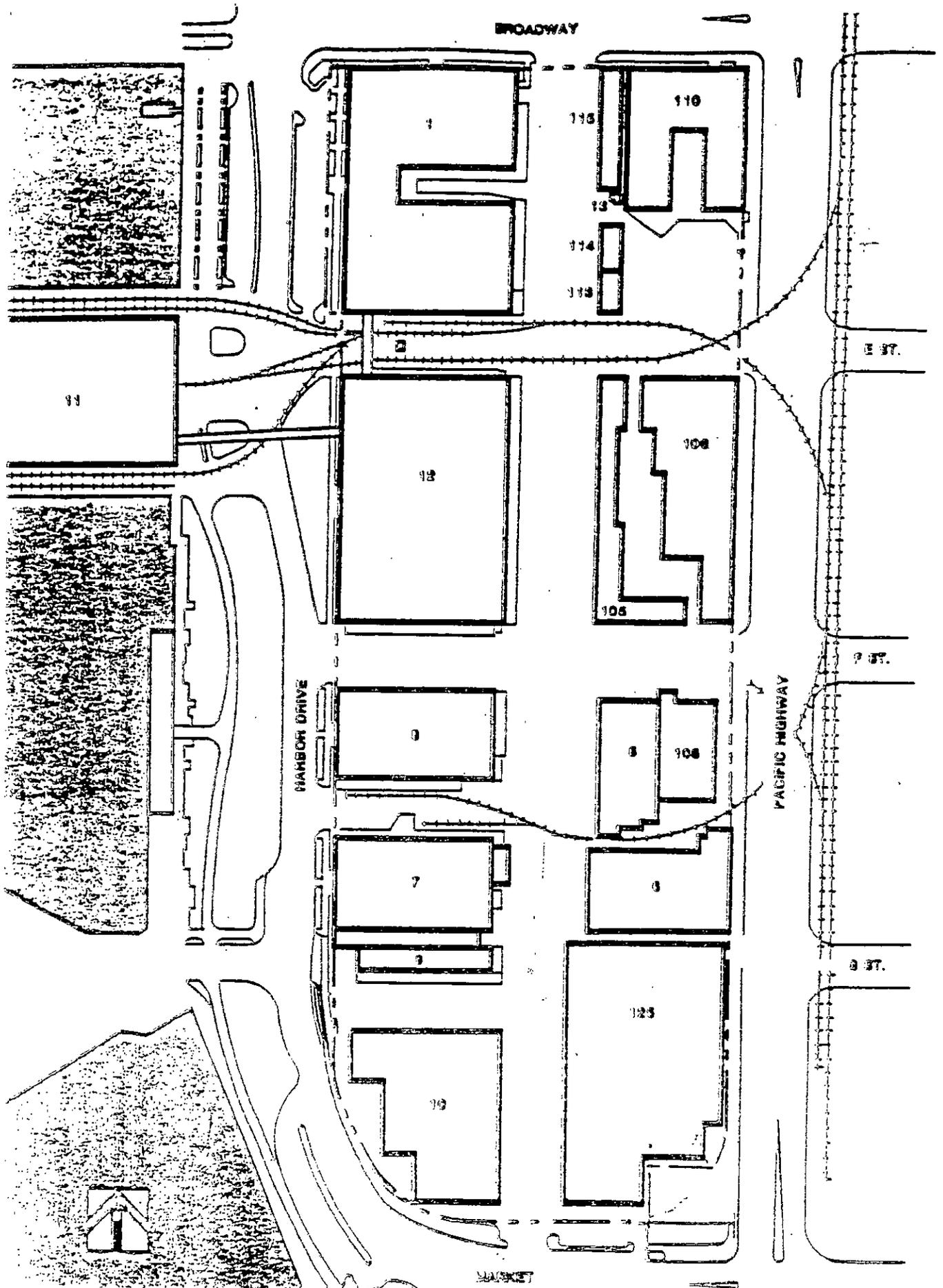
Evening Session

November 14, 1988 - 7:00 p.m.

City Administration Building
12th Floor
202 'C' Street
San Diego, CA 92101



**ROADWAY COMPLEX,
SAN DIEGO, CALIFORNIA**



**ROADWAY COMPLEX,
SAN DIEGO, CALIFORNIA**

Officer in Charge
Western Division
Naval Facilities Engineering Command
Detachment, Broadway Complex



Draft Environmental Impact Statement
Navy Broadway Complex Project
San Diego, California

April 1990

R-280015

DRAFT
ENVIRONMENTAL IMPACT STATEMENT
FOR THE
NAVY BROADWAY COMPLEX PROJECT

Western Division Naval Facilities Engineering Command Detachment
Broadway Complex
555 West Beech Street, Suite 101
San Diego, California 92101-2937

April 1990

DRAFT ENVIRONMENTAL IMPACT STATEMENT (EIS)

U.S. DEPARTMENT OF DEFENSE
DEPARTMENT OF THE NAVY

Pursuant to Section 102 of the National Environmental Policy Act of 1969, as amended (42 USC 4321 et seq.), OPNAV Instruction 5090.1, and 40 CFR 1500-1508, November 29, 1978.

PROPOSED ACTION

Redevelopment of Navy Land Known as the Navy Broadway Complex, San Diego, California

LEAD AGENCY

Department of the Navy

ABSTRACT

The Navy has identified a need to consolidate the regional administrative activities of the San Diego naval shore establishment in modern facilities at a site central to other Navy facilities in San Diego. The Navy Broadway Complex is centrally located on approximately 16 acres in downtown San Diego, adjacent to the San Diego waterfront. The site is proposed for redevelopment through a public/private partnership to meet the Navy's regional administrative office space needs in a manner that will complement San Diego's bayfront, while retaining support activities for the continued operation of the adjacent Navy Pier. Approximately 1 million square feet of office space is needed for use by the Navy. Additional mixed-use private development (e.g., office, hotel, retail) on the site will be included to offset the cost of the Navy-occupied space, thereby reducing the cost to the taxpayer. It is proposed that the Navy and the city will enter into a development agreement as the mechanism for approval and control of the site's development.

The EIS addresses the issues of traffic and circulation, land use and planning, aesthetics and view corridors, public services and utilities, socioeconomic, geology and seismicity, hydrology and drainage, biology, air quality, noise, cultural resources, coastal policy consistency, public health and safety, and energy conservation. Alternatives assessed in the EIS include variations of combined private and Navy development on the Navy Broadway Complex, Navy-only construction on the site, development of the site in conjunction with an alternative location in downtown San Diego, and no action.

CONTACT FOR INFORMATION AND SEND COMMENTS TO:

Officer in Charge
Western Division Naval Facilities Engineering Command Detachment
Broadway Complex
535 West Beech Street, Suite 101
San Diego, California 92101-2937
(619) 532-3291

COMMENTS ON THE DRAFT EIS

Written comments must be received at the above address by: 04 JUN 1990

PREFACE TO THE DRAFT EIS

The legislation authorizing this project is the National Defense Authorization Act for fiscal year 1987, Public Law 99-661. The Navy and City of San Diego executed a Memorandum of Understanding (MOU) agreeing to enter into a development agreement, which will include a development plan and urban design guidelines for the project.

Because both the Navy and the City of San Diego must approve the development agreement, both an environmental impact statement (EIS) in accordance with the National Environmental Policy Act (NEPA) and an environmental impact report (EIR) in accordance with the California Environmental Quality Act (CEQA) are being prepared to address the potential environmental impacts of the proposed project.

This document is the EIS, for which the Department of the Navy is the lead agency. The EIR, prepared in accordance with CEQA, is being circulated to the public by the City of San Diego simultaneously with this EIS. The EIR incorporates by reference the EIS. The public is invited to review and submit comments on either or both of these documents.

DRAFT ENVIRONMENTAL IMPACT STATEMENT
TABLE OF CONTENTS

<u>Section</u>	<u>Page</u>
COVER SHEET	
PREFACE TO THE EIS	
1 SUMMARY OF PROPOSED ACTION, ENVIRONMENTAL IMPACTS, AND MITIGATION MEASURES	1-1
1.1 Introduction	1-1
1.2 Proposed Action and Alternatives	1-3
1.3 Discretionary Actions	1-15
1.4 Environmental Scoping	1-15
1.5 Summary of Environmental Impacts and Mitigation Measures	1-19
1.6 Issues to be Resolved and Areas of Controversy	1-19
2 PURPOSE OF AND NEED FOR ACTION	2-1
3 ALTERNATIVES INCLUDING THE PROPOSED ACTION	3-1
3.1 Project Location	3-1
3.2 Alternatives	3-1
3.2.1 Alternative A	3-6
3.2.2 Alternative B	3-14
3.2.3 Alternative C	3-17
3.2.4 Alternative D	3-20
3.2.5 Alternative E	3-23
3.2.6 Alternative F	3-25
3.2.7 Alternative G	3-28
4 AFFECTED ENVIRONMENT, ENVIRONMENTAL CONSEQUENCES OF THE PROPOSED ALTERNATIVES, AND MITIGATION MEASURES	4-1
4.1 Land Use and Applicable Plans	4-1
4.1.1 Land Use Compatibility	4-1
4.1.2 Federal Plans and Policies	4-16
4.1.3 State of California Plans and Policies	4-18
4.1.4 Regional Agency Plans and Policies	4-23
4.1.5 City of San Diego Plans and Policies	4-26
4.2 Transportation/Circulation	4-35
4.3 Aesthetics and Viewshed	4-74
4.4 Public Services and Utilities	4-115
4.4.1 Police Protection	4-115
4.4.2 Fire Protection	4-115

TABLE OF CONTENTS (continued)

<u>Section</u>	<u>Page</u>
4.4.3	Schools 4-117
4.4.4	Recreational Facilities 4-118
4.4.5	Water 4-119
4.4.6	Wastewater 4-121
4.4.7	Solid Waste 4-126
4.5	Socioeconomics 4-129
4.6	Physical Environment 4-144
4.6.1	Geology and Seismicity 4-144
4.6.2	Extractable Resources 4-147
4.6.3	Hydrology 4-148
4.7	Biological Resources 4-151
4.8	Air Quality 4-154
4.9	Noise 4-174
4.10	Cultural Resources 4-187
4.11	Public Health and Safety 4-212
4.12	Energy and Conservation 4-224
4.12.1	Natural Gas 4-224
4.12.2	Electricity 4-224
5	CUMULATIVE IMPACTS 5-1
6	GROWTH-INDUCING IMPACTS 6-1
7	ANY PROBABLE ADVERSE ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED SHOULD THE PROPOSED ACTION BE IMPLEMENTED 7-1
8	ANY IRREVERSIBLE AND IRRETRIEVABLE COMMITMENTS OF RESOURCES THAT WOULD BE INVOLVED IN THE PROPOSED ACTION IF IMPLEMENTED 8-1
9	THE RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY 9-1
10	LIST OF PREPARERS 10-1
11	RECIPIENTS OF THE DRAFT ENVIRONMENTAL IMPACT STATEMENT 11-1
12	ORGANIZATIONS AND PERSONS CONSULTED 12-1
13	BIBLIOGRAPHY 13-1
14	INDEX 14-1

TABLE OF CONTENTS (continued)

15	APPENDICES	<u>Page</u>
A	Public Law 99-661	A-1
B	Memorandum of Understanding	B-1
C	Notice of Intent	C-1
D	Draft Urban Design Guidelines	D-1
E	Air Quality Data	E-1

LIST OF TABLES

<u>Table</u>	<u>Page</u>
1.2-1	Land Use Summary of Proposed Alternatives 1-5
1.5-1	Summary of Environmental Impacts 1-20
4.1-1	Existing Onsite Improvements 4-3
4.1-2	Planned and Proposed Surrounding Land Uses 4-7
4.1-3	Summary of Land Use and Policy Compatibility 4-13
4.2-1	Comparison of Current Volumes 4-39
4.2-2	Intersection Service Levels 4-40
4.2-3	Short-Term Cumulative Projects 4-49
4.2-4	Short-Term Alternatives 4-51
4.2-5	Short-Term Alternatives 4-52
4.2-6	Short-Term Intersection Service Levels 4-53
4.2-7	Long-Term Intersection Service Levels (Buildout) Volume/ Capacity Ratios 4-56
4.2-8	Project Access Queue Lengths 4-59
4.2-9	Project Parking Data 4-62
4.2-10	Parking Needs Assessment 4-63
4.2-11	Long-Term Transit Use 4-64
4.2-12	Transportation Improvement Phasing Plan 4-71
4.2-13	Long-Term Intersection Service Levels With Mitigations 4-72
4.4-1	Fire Stations in the Vicinity of the Broadway Complex 4-116
4.4-2	Maximum Capacity and Current Enrollment of Elementary and Secondary Schools Within San Diego Unified School District 4-118
4.4-3	Water Consumption Rates for the Proposed Land Uses 4-122

LIST OF TABLES (continued)

<u>Table</u>	<u>Page</u>
4.4-4	Wastewater Generation Rates for the Proposed Land Uses 4-125
4.4-5	Anticipated Solid Waste Generation for Proposed Alternatives 4-127
4.5-1	Employment by Occupation, County of San Diego 4-131
4.5-2	Regional Growth Projections 4-132
4.5-3	Growth Projections by Statistical Area 4-135
4.5-4	Net Employment Level--Alternatives A through G 4-136
4.5-5	Relationship of Anticipated Employment Levels to Employment Growth Projections for 1995 and 2000 4-138
4.5-6	Projected Total Employment by Phase 4-140
4.5-7	Projected Annual Tax Revenues to City of San Diego at Project Buildout 4-141
4.5-8	Projected Net and Cumulative Fiscal Impacts of Project 4-142
4.8-1	Downtown San Diego Air Quality Monitoring Summary 1982-1986 4-159
4.8-2	1982 State Implementation Plan Transportation Tactics (T1 - T4) 4-162
4.8-3	Estimated Heavy-Duty Construction Equipment Emissions 4-164
4.8-4	Net Mobile Source Pollutant Emissions at Project Buildout 4-165
4.8-5	Maximum Carbon Monoxide Concentrations 4-168
4.8-6	Projected Stationary Source Emissions 4-171
4.8-7	Net Increase in Vehicular Traffic 4-172
4.9-1	Noise Measurement Results 4-178

LIST OF TABLES (continued)

<u>Table</u>		<u>Page</u>
4.9-2	Existing Roadway Noise Levels (Leq-P.M. Peak)	4-179
4.9-3	Future Roadway Noise Levels	4-182
4.10-1	Inventory of Existing Structures at the Navy Broadway Complex	4-197
4.10-2	Environmental Consequences on Cultural Resources	4-210
4.11-1	Presence of Asbestos and Hazardous Materials	4-214
4.12-1	Natural Gas Consumption for the Proposed Alternatives	4-227
4.12-2	Electricity Consumption for the Proposed Alternatives	4-229

LIST OF FIGURES

<u>Figure</u>	<u>Page</u>
1-1	U.S. Navy Facilities: San Diego Region 1-2
1-2	Alternative A Illustrative 1-6
1-3	Perspective Sketches, Open Space and Museum, Alternative A 1-7
1-4	Perspective Sketches, Broadway Terminus, Alternative A 1-8
1-5	Perspective Sketches, Pedestrian Amenities, Alternative A 1-10
1-6	Alternatives B and C Illustratives 1-11
1-7	Alternatives D and E Illustratives 1-13
1-8	Alternatives F and G Illustratives 1-14
3-1	Regional Setting 3-2
3-2	Vicinity Map 3-3
3-3	Project Blocks 3-4
3-4	Alternative A 3-7
3-5	Illustrative Site Plan, Alternative A 3-9
3-6	Draft Massing Guidelines, Alternative A 3-10
3-7	Illustrative Cross Sections, Alternative A Blocks 1 and 2 3-11
3-8	Illustrative Cross Sections, Alternative A Blocks 3 and 4 3-12
3-9	Possible Phasing Program Alternative A 3-15
3-10	Alternative B 3-16
3-11	Alternative C 3-18
3-12	Alternative D 3-21
3-13	Alternative E 3-24
3-14	Alternative F 3-26

LIST OF FIGURES (continued)

<u>Figure</u>		<u>Page</u>
3-15	Alternative G	3-29
4-1	Onsite Building Locations	4-2
4-2	Surrounding Land Use Context	4-5
4-3	Location of Planned and Proposed Projects	4-8
4-4	Public Pedestrian Access: Existing and With Alternative A	4-10
4-5	Planned Pedestrian Corridors and Facilities	4-11
4-6	Coastal Zone Jurisdiction	4-19
4-7	Surrounding Land Use Designations	4-21
4-8	Downtown San Diego City Planning Boundaries	4-28
4-9	Existing Lane Configuration	4-36
4-10	Average Daily Traffic for Major Streets	4-37
4-11	Transit Routes	4-41
4-12	Parking Inventory	4-43
4-13	Mid-Afternoon Parking Occupancy, March 1988	4-44
4-14	Bicycle Routes	4-46
4-15	Short-Term Cumulative Project Location	4-50
4-16	Future Long-Term Lane Configuration	4-58
4-17	Future Intersection Configurations	4-66
4-18	Future Intersection Configurations, Alternative A	4-67
4-19	Future Intersection Configurations, Alternative F	4-68
4-20	Aerial View of Project Site	4-75
4-21	Viewshed Index Map	4-76

LIST OF FIGURES (continued)

<u>Figure</u>	<u>Page</u>
4-22	Panoramic View From Harbor Island 4-77
4-23	Panoramic View of Alternative A From Harbor Island 4-78
4-24	Panoramic View of Alternative F From Harbor Island 4-79
4-25	Panoramic View From Coronado 4-80
4-26	Panoramic View of Alternative A From Coronado 4-81
4-27	Panoramic View of Alternative F From Coronado 4-82
4-28	Gateway View From Harbor Drive at Laurel Street 4-84
4-29	Gateway View of Alternative A From Harbor Drive at Laurel Street 4-85
4-30	Gateway View of Alternative F From Harbor Drive at Laurel Street 4-86
4-31	Gateway View From I-5 at Olive Street 4-87
4-32	Gateway View of Alternative A From I-5 at Olive Street 4-88
4-33	Gateway View of Alternative F From I-5 at Olive Street 4-89
4-34	Gateway View From Harbor Drive at Fifth Avenue 4-90
4-35	Gateway View of Alternative A From Harbor Drive at Fifth Avenue 4-91
4-36	Gateway View of Alternative F From Harbor Drive at Fifth Avenue 4-92
4-37	Street-End View From Broadway at Front Street 4-93
4-38	Street-End View of Alternative A From Broadway at Front Street 4-94
4-39	Street-End View of Alternative F From Broadway at Front Street 4-95
4-40	Street-End View From E Street at Union Street 4-96

LIST OF FIGURES (continued)

<u>Figure</u>		<u>Page</u>
4-41	Street-End View of Alternative A From E Street at Union Street	4-97
4-42	Street-End View of Alternative F From E Street at Union Street	4-98
4-43	Street-End View From F Street at Pantoja Park	4-99
4-44	Street-End View of Alternative A From F Street at Pantoja Park	4-100
4-45	Street-End View of Alternative F From F Street at Pantoja Park	4-101
4-46	Street-End View From G Street at Front Street	4-102
4-47	Street-End View of Alternative A From G Street at Front Street	4-103
4-48	Street-End View of Alternative F From G Street at Front Street	4-104
4-49	Street-End View From Market Street at Front Street	4-105
4-50	Street-End View of Alternative A From Market Street at Front Street	4-106
4-51	Street-End View of Alternative F From Market Street at Front Street	4-107
4-52	Solar Access (December 22) for Alternative A	4-112
4-53	Solar Access (December 22) for Alternative F	4-113
4-54	Water Facilities	4-120
4-55	Sewer Facilities	4-124
4-56	Statistical Areas	4-130
4-57	Storm Drain Facilities	4-149
4-58	Wind Rose at Lindbergh Field	4-155

LIST OF FIGURES (continued)

<u>Figure</u>		<u>Page</u>
4-59	Ambient Air Quality Standards	4-157/4-158
4-60	Caline Modeling Locations	4-167
4-61	City of San Diego Noise-Land Use Compatibility Chart	4-176
4-62	Noise Monitoring Locations	4-177
4-63	San Diego Bay Waterfront (1989), With Present Day Navy Broadway Complex Superimposed	4-189
4-64	New Town Waterfront Area Map (Circa 1904)	4-190
4-65	Aerial View of Project Area Showing Along Atlantic Street (now Pacific Highway) (Circa 1910)	4-191
4-66	Trench Location Map	4-193
4-67	Aerial View of the Project Area (February 2, 1932)	4-196
4-68	View of Building 1	4-204
4-69	View of Building 12	4-205
4-70	View of Offsite Building 11	4-206
4-71	Historic Properties in the Project Vicinity	4-208
4-72	Location of Soil Sample Borings	4-213
4-73	Contaminated Plume Location	4-218
4-74	Natural Gas Facilities	4-225
4-75	Electrical Facilities	4-226

SECTION 1
**SUMMARY OF PROPOSED ACTION, ENVIRONMENTAL IMPACTS,
AND MITIGATION MEASURES**

1.1 INTRODUCTION

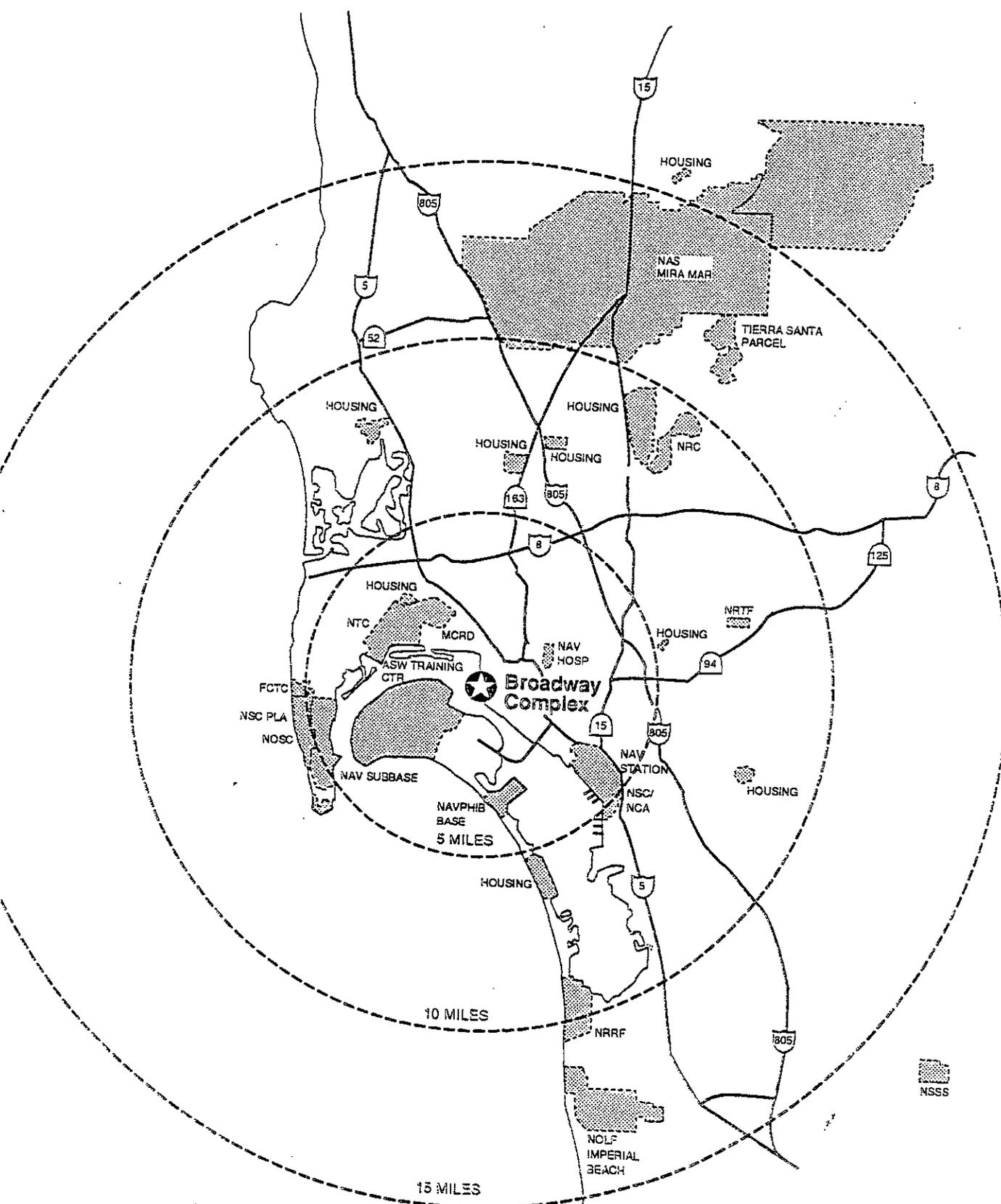
The Navy Broadway Complex is an existing facility in downtown San Diego, California, which is the location of the Naval Supply Center, San Diego; the Commander, Naval Base, San Diego; and several other activities. Constructed primarily between 1921 and 1944, the complex consists of approximately 400,000 square feet (SF) of administrative office and 600,000 SF of warehouse uses on a 15.6-acre site near the San Diego Bay waterfront. It is bounded by Broadway on the north, Harbor Drive on the west and south^a, and Pacific Highway on the east, and is centrally located amidst the 17 other Navy installations in the metropolitan San Diego area. The location of the Navy Broadway Complex and other Navy installations is depicted in Figure 1-1.

In 1982, the Navy reviewed a plan to provide an efficient, upgraded, and centralized administrative facility for numerous Navy installations in the San Diego area. The Navy Broadway Complex was selected as this facility because of its central location, appropriate size, land constraints on area Navy operational bases, and adjacency to the Navy Pier which will continue to operate as a key military asset. The Chief of Naval Operations (CNO) approved this centralized administrative office complex concept (called co-location) at the Navy Broadway Complex in 1983. Subsequently, it was determined that approximately 1 million SF of Navy office space would be needed to accommodate the regional administrative office program, and redevelopment of the site would be necessary.

Construction of Navy offices, or other military uses, is typically funded through Military Construction (MILCON) appropriations, which are taxpayer funded and Congressionally approved. However, the Navy began considering a public-private development venture whereby a private developer would finance the construction of the new central naval facility in exchange for a ground lease for a portion of the site. In this way, the Navy offices could be provided at a reduced cost to taxpayers. An advisory group--the Broadway Complex Coordinating Group (BCCG)--was formed in August 1985 under the auspices of the San Diego Association of Governments (SANDAG) to serve as community advisors for the planning of the Navy Broadway Complex and to initiate consultation with local government authorities.

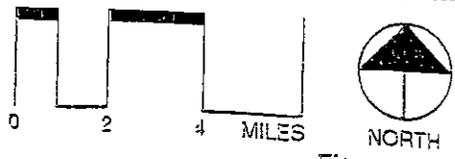
A co-location program was introduced, which provided for the Federal Government to retain title to the property and to lease portions of the property for private revenue-generating uses that could offset the cost of Navy facilities. A key objective of the co-location program was to encourage private land uses that are compatible with Navy administrative uses and surrounding land uses. Federal legislation was passed in 1987 (P.L. 99-661) that authorized the pursuit of a public-private venture to implement the co-location concept on the site (see Appendix A). This legislation specified that detailed plans and terms of the development should be formulated by the Navy and the San Diego community through coordination with the BCCG.

^a Harbor Drive until recently was known as Market Street along the southern boundary of the site, and is occasionally referred to as such in the EIS.



Navy Facilities:
 Diego Region
 Broadway Complex Project

8640001- AUGUST 1989



The Navy and City of San Diego signed a Memorandum of Understanding (MOU) in June 1987 to help implement P.L. 99-661. The MOU specifies that the Navy and City will enter into an agreement for the future development of the Navy Broadway Complex site. According to the MOU, the development agreement will include a development plan, urban design guidelines, and phasing for the project (see Appendix B).

1.2 PROPOSED ACTION AND ALTERNATIVES

The Department of the Navy proposes to redevelop the Navy Broadway Complex with up to 1 million square feet of Navy offices and up to 2.5 million square feet of mixed commercial office, hotel, and retail uses. To implement the project, the Navy is proposing to enter into a long-term ground lease of property on the Navy Broadway Complex to a private party(ies). In consideration of the lease, the Navy would obtain its administrative offices without compensation, or at substantially below market value, thereby developing needed Navy facilities at a reduced cost to taxpayers. The ground lease would be with a private party, and would allow for the development and operation of a mix of private office, hotel, and/or retail uses on a portion of the Navy Broadway Complex, along with the Navy offices. The existing Navy Pier and rail lines serving the pier would be retained for use by the Navy.

The development agreement between the Navy and the City of San Diego would guide the redevelopment of the complex. Separate from this project, the Navy has already started a modernization plan to relocate existing warehousing functions on the Navy Broadway Complex to other, more modern storage facilities in the San Diego region.

1.2.1 PROCESS FOR ALTERNATIVES PLANNING

Proposed alternatives to the redevelopment of the Navy Broadway Complex have been formulated through an extensive planning process. Through the BCCG, as well as through general public responses to the potential redevelopment of the site, the Navy has prepared and refined alternative plans to provide a preferred development plan that meets the objectives of the community while also satisfying the needs of the Navy for 1 million SF of office space at a reduced cost to taxpayers.

The expressed community objectives for redevelopment of the Navy Broadway Complex include the following:

- Provision of a significant open space area at the foot of Broadway.
- Opening of access through the site to provide a link between the downtown core, residential areas, and the waterfront.
- Creation/protection of view corridors along Broadway, E Street, F Street, and G Street.
- Provision of public uses, such as a museum.

The Navy had to balance these community objectives with consideration of coastal development policies and financial objectives for the project. In addition, the Navy needed to consider a

transition of land uses from the high-intensity commercial office, hotel, and residential uses to the east and the waterfront to the west.

The Navy first examined a concept developed in 1986 as part of an overall study of Navy options for the site. The concept included nearly 5 million SF of development on the site, which would have been accommodated with several high-rise structures, approximately 400 feet high, throughout the site. The Navy rejected this alternative because it seemed too dense for the waterfront.

Several other alternatives were considered during the planning process, each with up to 1 million SF of Navy offices. A relatively large amount of specialty retail was considered (over 100,000 SF) within a mixed-use development that also included offices and hotels with approximately 3 million SF of overall development. This alternative was rejected because of insufficient market demand for this amount of specialty retail, given expansion of the nearby Seaport Village specialty shopping center and proximity to a regional shopping mall (Horton Plaza).

Residential use (860 dwelling units) was considered within an approximately 3 million SF development that also included Navy office and hotel uses. This alternative was rejected because it did not provide sufficient revenues on a per-square-foot basis to offset the cost of Navy offices and would result in a more intense development to provide a financial return equal to other alternatives.

1.2.2 SUMMARY OF ALTERNATIVES

The potential alternatives were narrowed to seven, five of which are consistent with the objectives of providing up to approximately 1 million SF of Navy offices at a reduced cost to the taxpayer. Table 1.2-1 presents a statistical summary of each alternative. The Navy's preferred alternative (Alternative A) is described here in more detail than the other six. A detailed description of each alternative is presented in Section 3, beginning on page 3-1.

Alternative A

Alternative A (Figure 1-2), the Navy's preferred alternative, would be developed with 3,250,000 SF of mixed uses (including 300,000 SF of above-grade parking). This alternative is intended to provide a balance between developed and open space uses on the site, while meeting the Navy's office space objective. This alternative would be designed to maximize community objectives and provide for a number of beneficial uses. Such uses are described below.

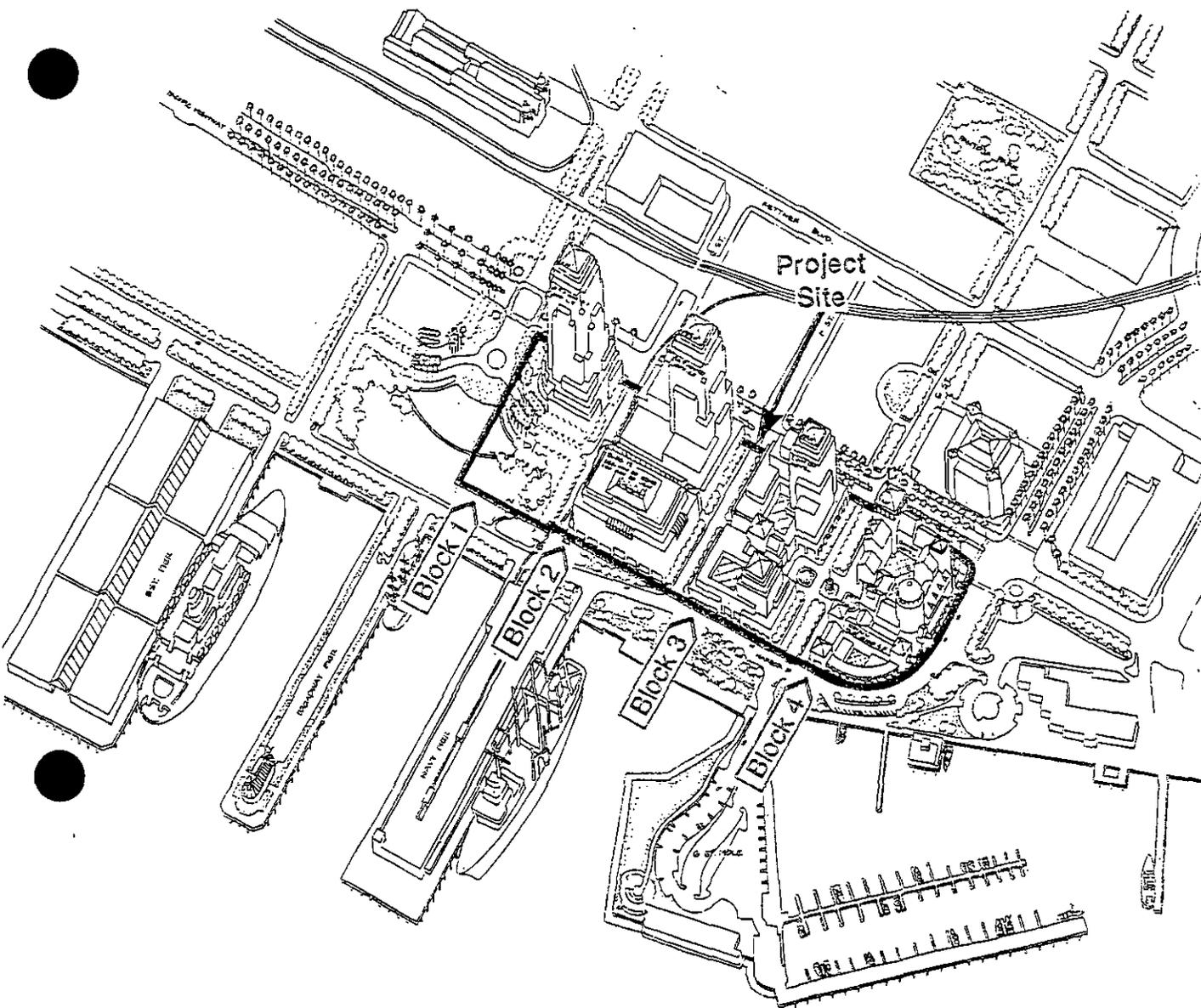
- A 1.9-acre public open space area would be provided for community use at the foot of Broadway, adjacent to the waterfront (see Figure 1-3). This area could potentially be combined with adjacent properties to create an even larger open space that could be considered a new waterfront gateway to downtown San Diego (Figure 1-4).
- Space for a museum up to 55,000 SF in size oriented to the maritime history and influence on San Diego would be provided (see Figure 1-3).

TABLE 1-2-1
LAND USE SUMMARY OF PROPOSED ALTERNATIVES

Land Uses
(in Square Feet)

Alternatives	Navy		Private			Public Uses ^c		Parking		Total	
	Office ^a	Industrial	Office	Hotel	Retail ^b	Open Space	Museum	Above-Ground Floor Area ^d	Total Spaces ^e	Square Feet ^f	FAR ^g
A	1,000,000	0	650,000	1,220,000	25,000	85,000 (1.9 acres) ^h	55,000	300,000 (800 spaces)	3,105	3,250,000	5.45
B	1,000,000	0	900,000	1,220,000	25,000	21,000 (0.5 acre) ^h	55,000	300,000 (800 spaces)	3,355	3,500,000	5.88
C	1,000,000	0	0	1,220,000	25,000	0	0	225,000 (600 spaces)	2,455	2,470,000	4.15
D	20,000/ 980,000 (1,000,000) ⁱ	0	1,430,000	1,440,000	25,000	21,000 (0.5 acre) ^h	0	0	2,905/1,205 (4,110) ⁱ	2,915,000/ 980,000 (3,995,000) ⁱ	5.40 ^j
E	1,000,000	0	0	0	0	0	0	0	1,230	1,000,000	1.68
F	1,000,000	0	650,000	1,220,000	25,000	152,000 (3.5 acres) ^h	55,000	365,000 (1,040 spaces)	3,105	3,315,000	5.70
G	405,753	601,276	0	0	0	0	0	0	425	1,007,029	1.69

- a The requested Navy office square footage would be 1,000,000 SF. If not filled by the Navy, the remaining square footage could transfer to commercial office uses.
- b Retail square footage excludes ground-level support retail that would be integrated into private office and hotel uses.
- c Square footage and acreage are approximate.
- d Includes only the square footage in above-grade parking structures.
- e Includes both above- and below-grade parking spaces.
- f Total square footage devoted to above-grade, enclosed structures. The square footage of open space areas is not included.
- g FAR (floor-to-area ratio) is the ratio of gross square footage to the land held in fee by the Navy (13.67 acres). Above-grade structured parking is included. Square footage devoted to surface and below-grade parking and open space is not included in the FAR.
- h Includes only the open space located on the Navy Broadway Complex site.
- i Figures shown are: Navy Broadway Complex/Alternative Site and the total, which is shown in parentheses.
- j FAR is for Navy Broadway Complex only.



PROGRAM

Block Number	Land Use	Gross Square Footage	Parking	Max. Height (Feet)
1	Commercial Office Open Space (1.9 acres)	650,000	650 below-grade	400
2	Navy Office: - Bldg. 12 - New Museum	331,000 669,000 65,000	400 below-grade 300 above-grade	250
3	Above-Grade Parking Hotel	300,000 745,000	750 below-grade	250
4	Hotel Retail	475,000 - 25,000	375 100 below-grade	150
Total		3,250,000	3,105	

Site Density = 5.45 Gross FAR

5640001 1/90

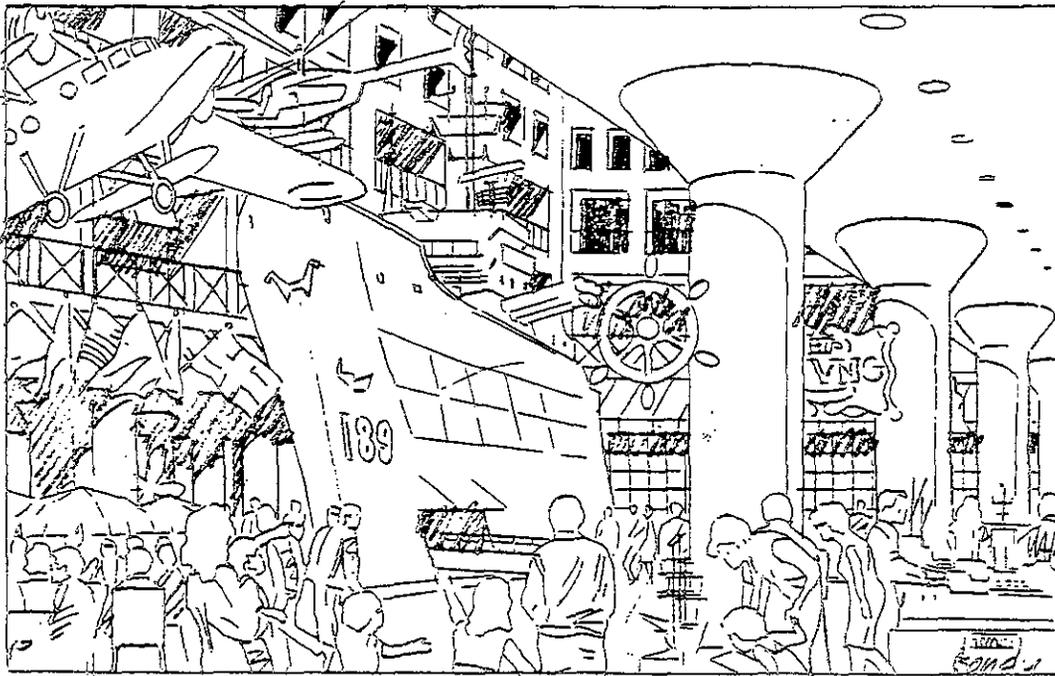


Alternative A Illustrative
Navy Broadway Complex Project

Figure 1-2

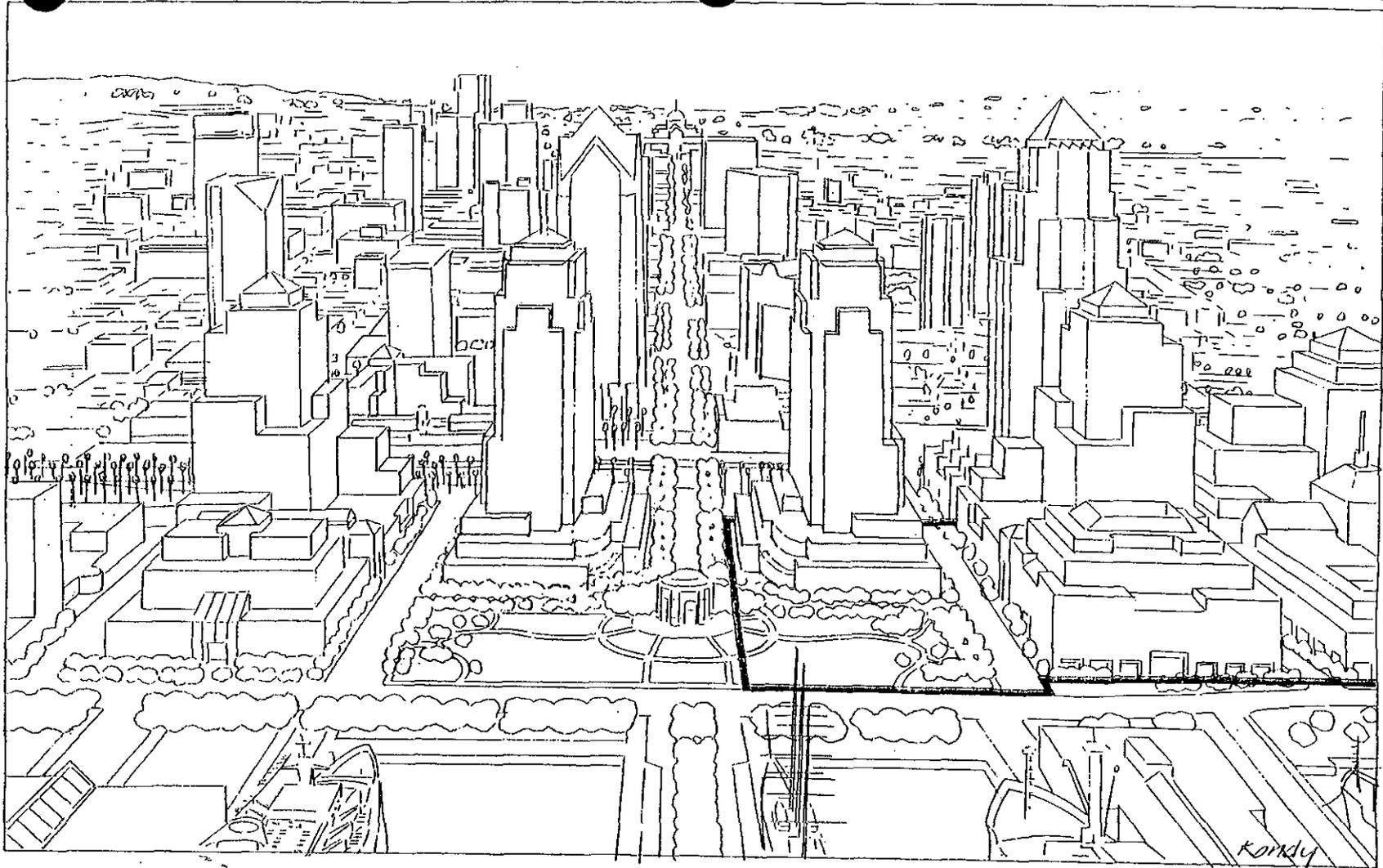


Open Space at the Foot of Broadway



Waterfront Museum in Building 12

Perspective Sketches, Open Space and Museum
Alternative A
Navy Broadway Complex Project



Perspective Sketches
Broadway Terminus,
Alternative A
Navy Broadway Complex Project

6640001 - October 1989

Figure 1-4

- Pedestrian corridors would be developed along E, F, and G Streets and would be upgraded on all streets surrounding the site so that access between the downtown core and the waterfront would be improved (see Figure 1-5). Access along the waterfront would also be improved by providing a midblock pedestrian passage parallel to the bayfront.
- View corridors along E, F, and G streets would be opened to the waterfront.
- Ground-level retail would be provided to encourage pedestrian use of the area.

The anticipated mix of uses for Alternative A is shown below. Depending on market conditions, the square footage may be modified, with the overall square footage not exceeding 3,250,00 SF.

- Navy office: 1 million SF
- Museum: 55,000 SF
- Commercial office: 650,000 SF
- Hotel: 1,220,000 SF (1,500 rooms)
- Retail: 25,000 SF
- Above-grade parking: 300,000 SF (800 spaces)
- Total parking spaces: 3,105

This alternative would be designed so that the tallest buildings are on the northeastern area of the site closest to downtown San Diego, while shorter structures step down to the waterfront to midwest and south. The tallest building would be up to 400 feet in height, with the other buildings ranging from 100 to 350 feet. Buildings would have a slender design to provide open view corridors.

This alternative meets the basic project objectives of providing one million SF of Navy office space at a reduced cost to taxpayers. Because a substantial portion of the site is devoted to public open space instead of buildings, off-setting local government financial contributions would be needed for certain public infrastructure improvements (e.g., roadway and streetscape improvements).

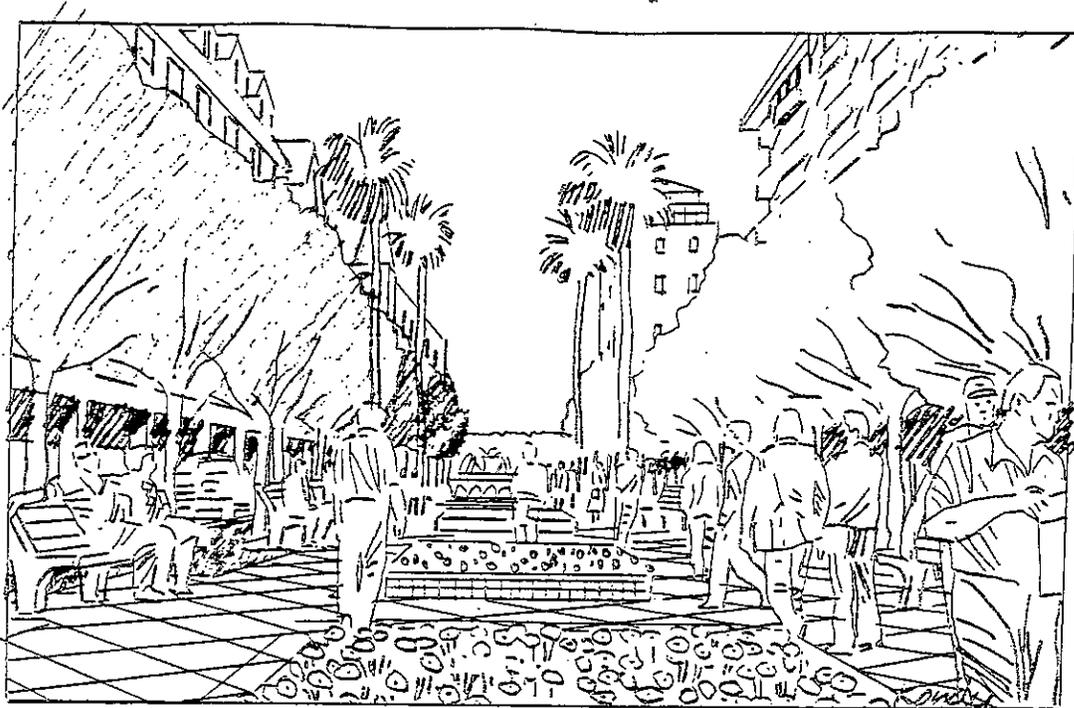
Alternative B

Alternative B (Figure 1-6) would be developed with 3,500,000 SF of mixed uses (including 300,000 SF of above-grade parking). The intent of this alternative is to provide sufficient private development to meet the Navy's office objectives without financial contribution from local government for infrastructure improvements. Proposed uses are similar to Alternative A. However, 300,000 SF more commercial office and 1.4 acres less open space would be developed, as shown in Table 1.2-1 (page 1-5). The 0.5-acre open space in this alternative would be a public plaza at the corner of Broadway and Harbor Drive.

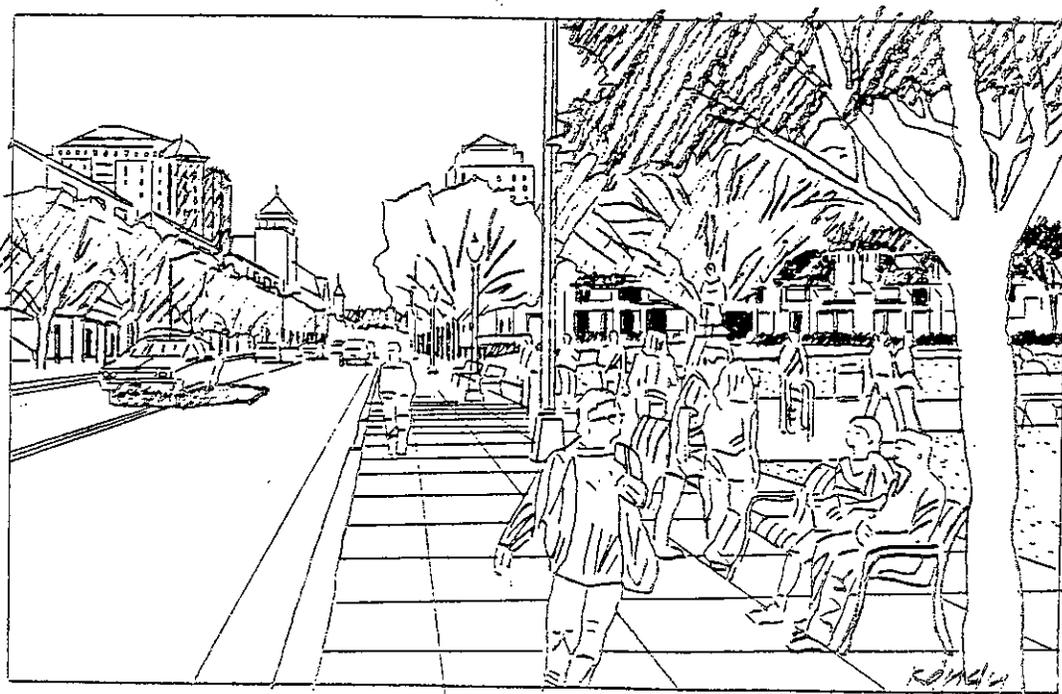
This alternative meets the basic project objectives.

Alternative C

Alternative C (Figure 1-5) would be developed with 2,470,000 SF of mixed uses (including 225,000 SF of above-grade parking). The intent of this alternative is to emphasize rehabilitation of the existing buildings as the means for achieving the Navy's office objectives. Existing Navy buildings would be rehabilitated on the northern half of the site for Navy uses only, with hotels

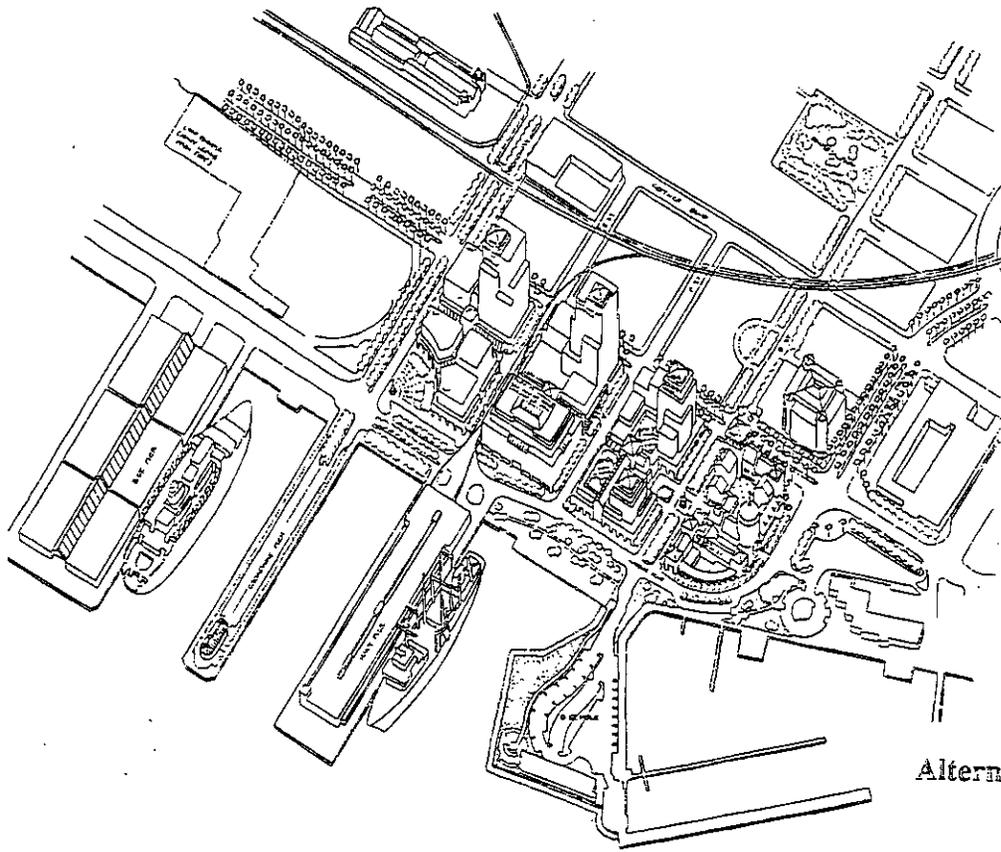


G Street "Promenade"

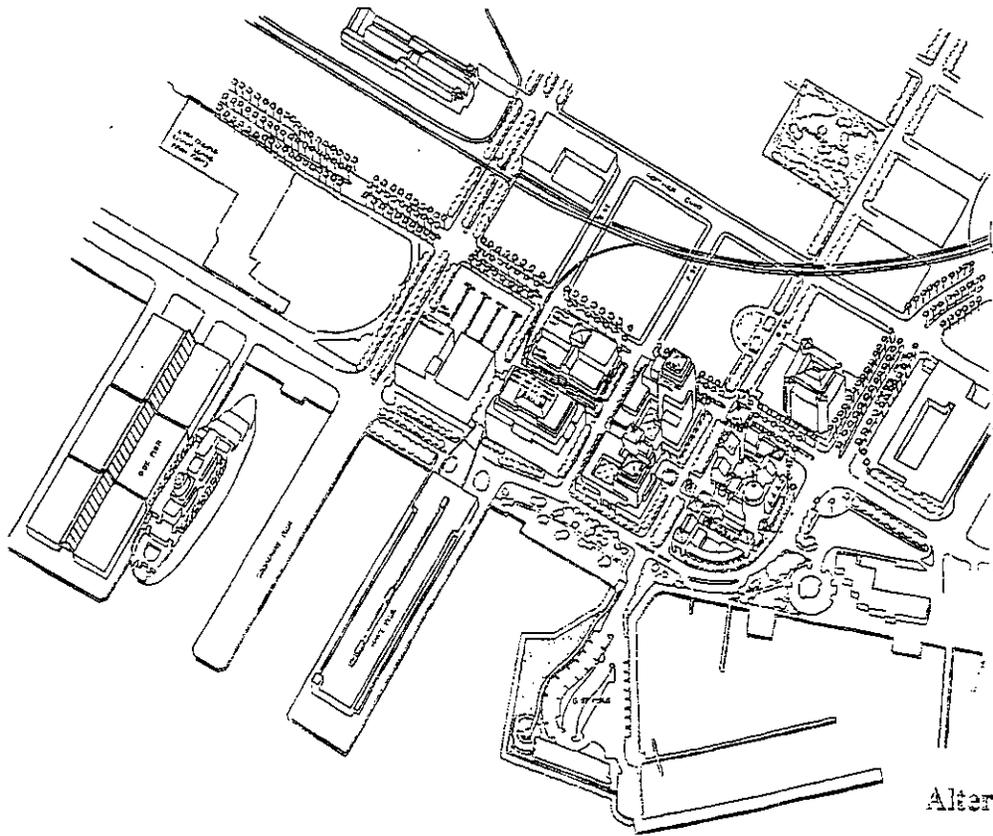


G Street, Looking Toward Site

Prospective Sketches, Pedestrian Amenities
Alternative A
Navy Broadway Complex Project



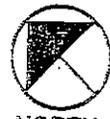
Alternative B



Alternative C

Alternatives B and C Illustratives
 Navy Broadway Complex Project

564001 - 1/90



on the southern half. This alternative would require the least amount of private development to support Navy offices without any local financial assistance. Unlike Alternative A, no commercial office would be developed, and, due to space constraints and the configuration of existing buildings that would be rehabilitated, open space and a museum would not be provided. Proposed uses are listed in Table 1.2-1 (page 1-5).

This alternative meets the basic project objectives.

Alternative D

Alternative D is intended to evaluate how an alternative site for the Navy's office objectives could be developed. It would require private development on the Navy Broadway Complex site to generate sufficient revenue for acquisition and use of a second site. Alternative D would be developed with 2,915,000 SF of mixed uses, including approximately 20,000 SF of Navy offices, at the Navy Broadway Complex, and approximately 980,000 SF of Navy offices on a site in the eastern area of downtown San Diego (Figure 1-7). A minimal Navy presence (20,000 SF) would remain at the Navy Broadway Complex to support the Navy Pier. Proposed uses on the Navy Broadway Complex would be similar to Alternative B in intensity and layout--with 0.5 acre of open space--but additional commercial office and hotel uses would be developed in place of Navy offices to meet project financial objectives. No museum would be provided. Proposed development is listed in Table 1.2-1 (page 1-5).

This alternative meets the basic project objectives.

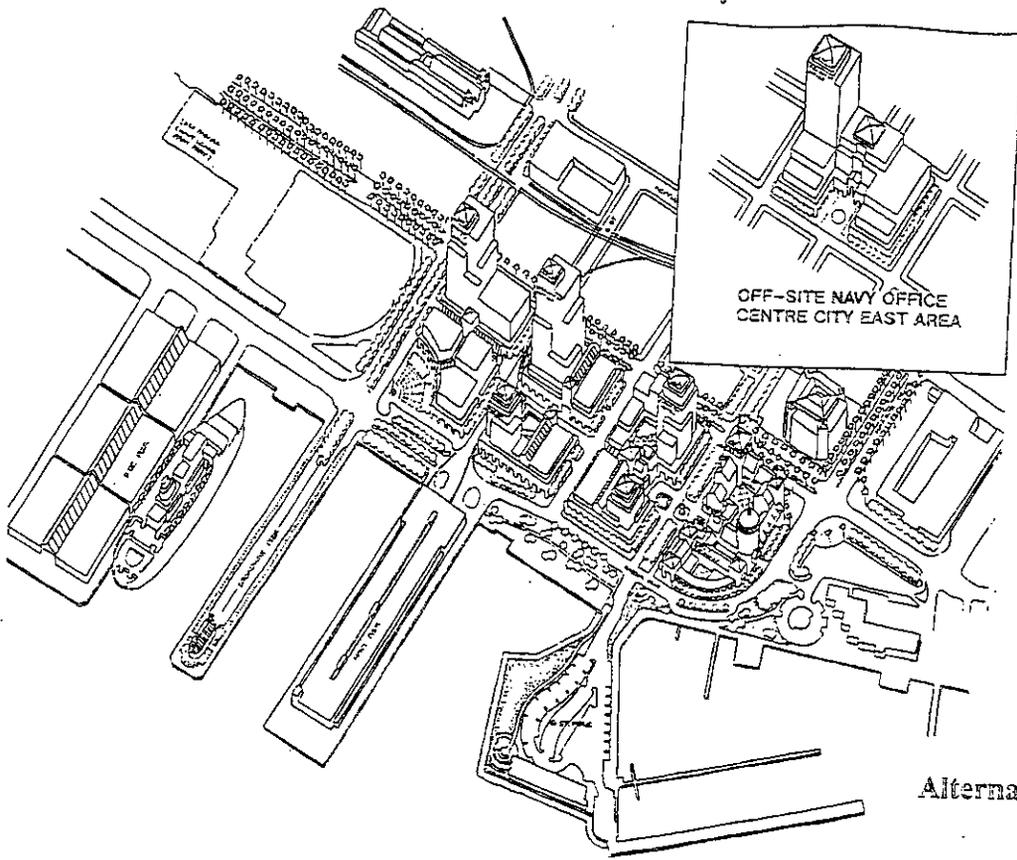
Alternative E

Alternative E (Figure 1-7) would include construction of 1 million SF of Navy offices on the Navy Broadway Complex site and no private development. This alternative evaluates traditional taxpayer-financed congressional funding for construction. Construction would primarily involve the rehabilitation of the two largest buildings on the property, and construction of one new building. Due to the configuration of buildings that would be rehabilitated and the need to minimize expenditure of public funds, no open space or museum would be provided. Table 1.2-1 (page 1-5) lists the uses that would be developed.

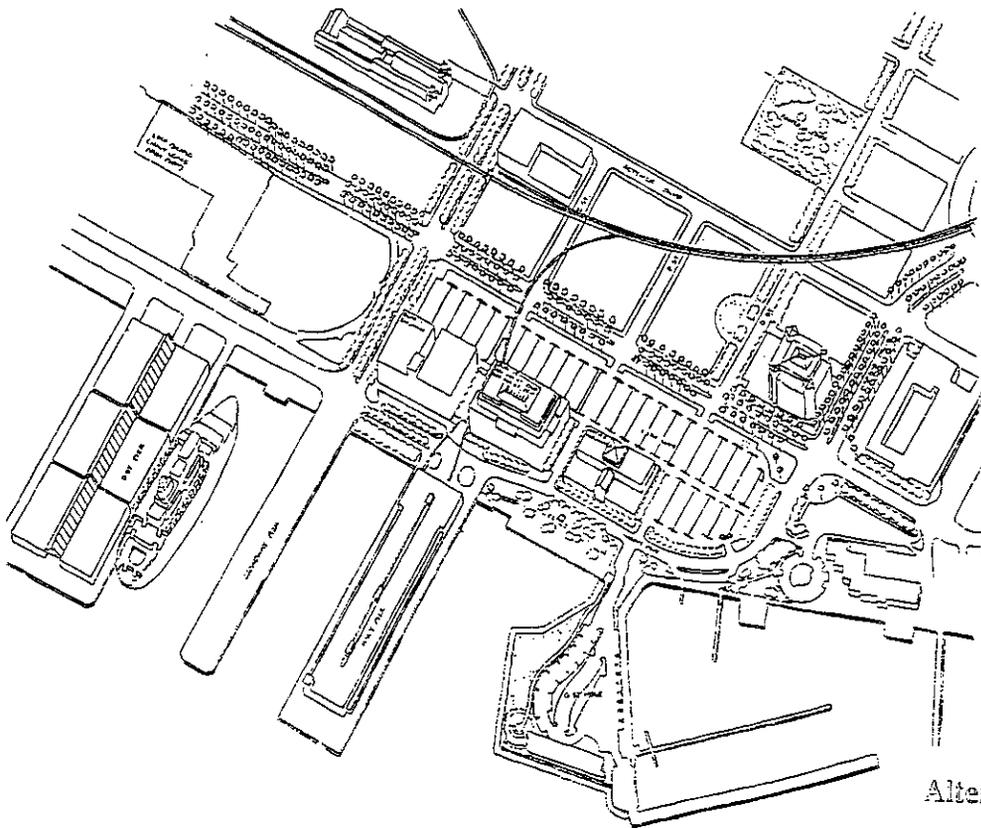
Although this alternative provides one million SF of Navy offices, it does not meet the basic project objectives of providing the Navy offices at a reduced cost to taxpayers, because it relies on direct Federal appropriation of tax dollars to totally finance the project.

Alternative F

Alternative F (Figure 1-8) would be similar to Alternative A, and would be developed with 3,315,000 SF of mixed uses (including 365,000 SF of above-grade parking), but includes no development on the most northern of the four blocks on the site. The intent of this alternative is to maximize open space onsite, particularly at the foot of Broadway. Approximately 3.5 acres of open space would be provided, 1.4 acres more than with Alternative A. In order to provide this additional open space, development on the other three blocks of the site would be intensified (compared with Alternative A), and up to 500-foot-tall buildings would be built. Proposed uses are listed in Table 1.2-1 (page 1-5).



Alternative D

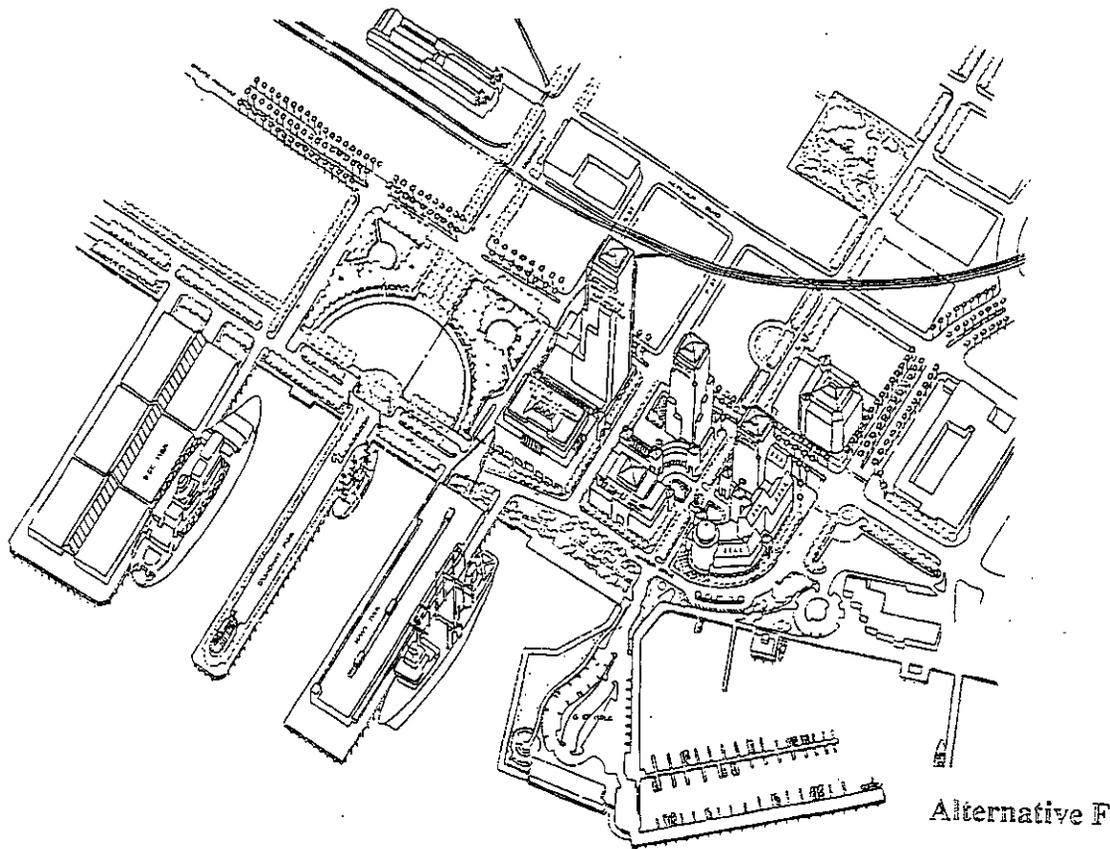


Alternative E

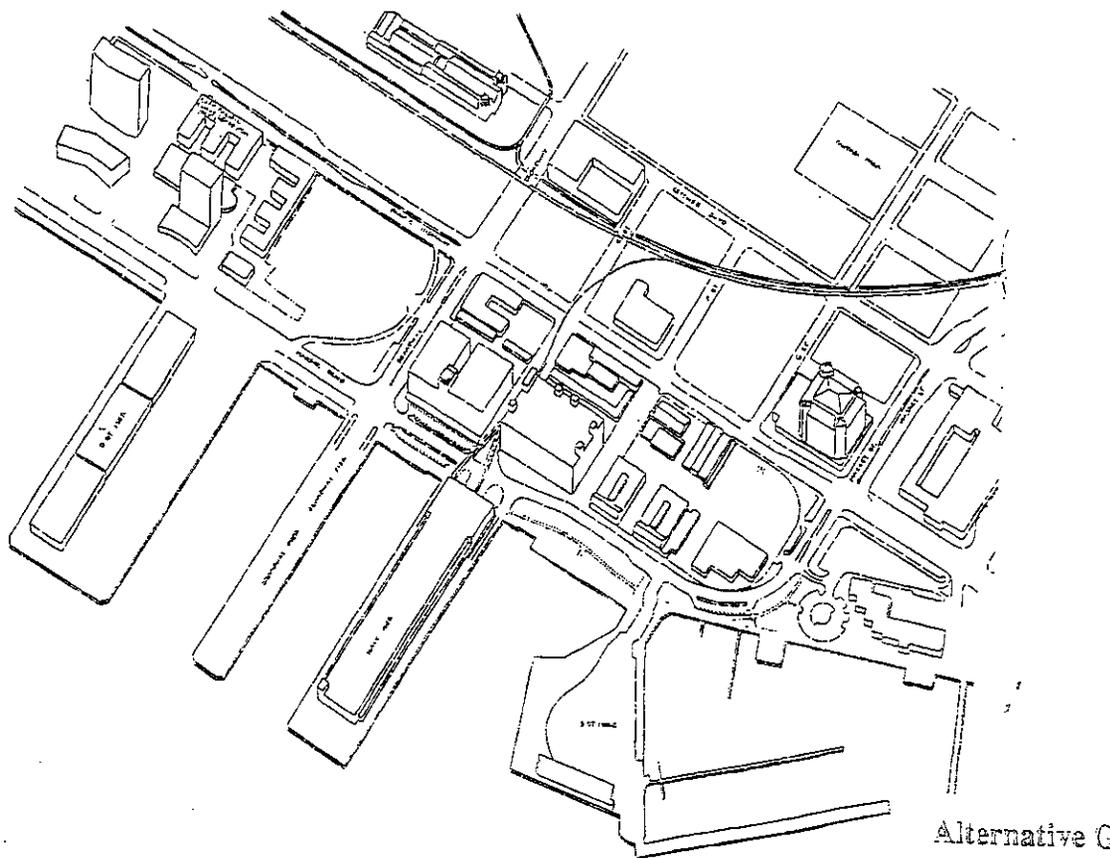
Alternatives D and E Illustratives
Navy Broadway Complex Project

6540C01 - 1/90





Alternative F



Alternative G

Alternatives F and G Illustratives Navy Broadway Complex Project

5540001 - 1/90



This alternative meets the basic objectives of the project; however, local government financial assistance would be needed for certain infrastructure improvements.

Alternative G

Alternative G (Figure 1-8) is the no-action alternative, so there would be no new development on the Navy Broadway Complex. Existing uses that would be retained are listed in Table 1.2-1 (page 1-5).

This alternative does not meet the objectives of the project.

1.3 DISCRETIONARY ACTIONS

Development of any of the alternatives would require a number of discretionary actions. Provided below is a list of actions that may be required and for which this environmental document may be used:

- Final project approval by Secretary of the Navy and the United States Congress.
- Development Agreement (City of San Diego/Navy). In addition to allowing development of the project, the development agreement would bind subsequent developers to specific conditions and will provide mechanisms for periodic review.
- National Pollution Discharge Elimination System (NPDES) permit (California Regional Water Quality Control Board).
- Federal Aviation Administration Construction Notification (Federal Aviation Administration).
- Coastal Consistency Determination (California Coastal Commission).

1.4 ENVIRONMENTAL SCOPING

On October 18, 1988, a Notice Of Intent (NOI) for the proposed Navy Broadway Complex Project Environmental Impact Statement (EIS) was published in the Federal Register in accordance with the National Environmental Policy Act (NEPA) as implemented by the Department of Navy. A Notice Of Preparation (NOP) of an Environmental Impact Report (EIR) in accordance with the California Environmental Quality Act (CEQA) was released concurrently. The NOI and NOP briefly described the proposed action, possible alternatives, and the scoping process, and provided the name and address of a contact person. The comment period ended on December 16, 1988. Copies of the NOI and NOP are presented in Appendix C. A copy of the NOP is presented in the EIR.

The purpose of the NOI and NOP was to (1) notify responsible agencies and the general public about the proposed project, (2) solicit comments on issues that should be addressed in the environmental document, and (3) foster coordination and cooperation.

In addition to the NOI and the NOP, two scoping meetings were held on November 14, 1988, to solicit additional public and agency comments.

The following agencies submitted responses to the NOI and NOP:

- United States Department of Health and Human Services
- United States Department of the Interior--Fish and Wildlife Services
- United States Environmental Protection Agency
- California Office of Historic Preservation--Department of Parks and Recreation
- California Department of Transportation--District 11
- California Coastal Commission
- California State Land Commission
- California Department of Fish and Game
- City of San Diego--Transportation Planning Section
- County of San Diego, Chief Administrative Office
- San Diego Unified Port District
- San Diego Metropolitan Transit Development Board
- Centre City Development Corporation

Copies of the specific NOI and NOP responses are available at the address shown on the cover page.

1.4.1 SCOPING COMMENTS

Responses to the NOI and NOP and comments at public scoping meetings requested discussions of the following topics in the document.

Land Use/Planning

- Address compatibility of the proposed project in scale and character with the adjacent planned land uses.
- Address consistency of the project and alternatives with the redevelopment plans and other relevant land use plans and policies of the City of San Diego and the San Diego Unified Port District.
- Address retention of existing and future Navy water-dependent uses on the site, including continued use of the rail spur that serves the site, and planned uses of the Navy Pier.
- Evaluate impacts on public shoreline access, with respect to the Coastal Zone Management Act (CZMA) and the California Coastal Act. Evaluate the opening of E and F Streets and the extension of G Street to the shoreline.
- Address potential impacts on pedestrian activities on the waterfront.

Transportation/Circulation

- Evaluate the potential use of public transit as mitigation for parking and traffic congestion impacts.
- Determine the short-range traffic impacts of project development.

- Determine daily traffic, potential long-range impacts of the development, and a qualitative level of service analysis of affected roadways.
- Include intersection capacity utilization (ICU) analysis at all potentially affected intersections.
- Consider parking demand that may be generated by the project, and any impact on adjacent or nearby public and/or private on-street and off-street parking resources.
- Evaluate applicability of parking strategies currently being considered in downtown San Diego.

Aesthetics and Viewshed

- Address the compatibility, scale, and intensity of the alternatives with all adjacent uses.
- Address consistency of the alternatives with City of San Diego adopted urban design standards and criteria.
- Discuss the effect of the project on view corridors.
- Include a shadow analysis.

Public Services and Utilities

- Include a discussion of the open space and public amenities for recreation to be provided onsite.
- Discuss the sewage and wastewater treatment requirements of the project and impacts on the Point Loma Wastewater Treatment Plant.
- Discuss impacts of increased flows from the project on the existing wastewater treatment system, especially on the system's ability to meet National Pollutant Discharge Elimination System (NPDES) or state-issued permit conditions.
- Discuss any compliance problems that the City experiences with the current sewage treatment and conveyance system (enforcement actions, consent decrees, etc.) and the potential impacts of the proposed project on compliance problems.
- Determine the consistency of the project with the Regional Water Quality Control Board's (RWQCB) new nonpoint-source water management programs.

Physical Environment (Geology/Hydrology/Water Quality)

- Discuss potential adverse impacts from any increased runoff, sedimentation, soil erosion, and/or urban pollutants on streams and watercourses on or near the project site.

- Analyze the effect of groundwater pumping at the project site and throughout Centre City. Address potential underground contamination on the Navy Broadway Complex.
- Determine the project's compliance with state and local water quality management plans.
- Discuss any impacts to beneficial uses that depend on the protection of water quality.

Biological Resources

- Evaluate shading effects to the marine environment that would result from construction of structures located over or adjacent to the San Diego Bay waterfront.
- Evaluate direct, indirect, and cumulative impacts to biological resources.

Air Quality

- Analyze existing air quality conditions; describe violations of Federal and state air quality standards.
- Determine conformity of each alternative with the 1982 State Implementation Plan for the San Diego air basin.
- Evaluate impacts to air quality based on increases in vehicle trips and mileage associated with the full buildout of the project.

Cultural Resources

- Consider Section 106 of the National Historic Preservation Act, and its implementing regulations 36 CFR Part 800.
- Evaluate the historical significance of the existing structures onsite, some of which were built as early as 1922.

Public Health and Safety

- Discuss whether any hazardous substances or hazardous materials are known or suspected to be on the site, and whether they pose a threat to public health, safety, or the environment as a result of contamination of air, soils, or surface water or groundwater. Reference any studies the Department of Defense has performed or contracted under the Defense Environmental Restoration Program (DERP) or the Installation Restoration Program (IRP), and discuss the pertinent findings of such studies.

1.5 SUMMARY OF ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Table 1.5-1 lists the environmental impacts of each alternative and describes the impact as beneficial, not significant, significant but mitigable, or significant and unmitigable (i.e., unavoidable significant impact). A significant impact is defined as a substantial adverse change in the environment.

Based on a comparison of the impacts of the alternatives, Alternative G, the no-action alternative, is the environmentally superior alternative. No environmental changes would occur with this alternative, so there would be no significant impacts. However, none of the public benefits of the project would occur either. This alternative, therefore, does not meet the basic objectives of the project.

Alternatives A, B, and D are environmentally superior alternatives that include new development on the Navy Broadway Complex. Each of these alternatives has substantial public benefits to four environmental resources: City of San Diego and regional planning policy consistency, waterfront access, recreational facilities, and socioeconomics. Alternative A has a substantially larger open space area (1.9 acres versus 0.5 acre) at the foot of Broadway than Alternatives B and D, which would be a beneficial effect associated with recently adopted regional plans intended to guide development in the project vicinity (SANDAG Central Bayfront Design Principles). Therefore, Alternative A is the environmentally preferred alternative that meets both project and community open space objectives.

1.6 ISSUES TO BE RESOLVED AND AREAS OF CONTROVERSY

All environmental issues associated with development of any of the seven proposed alternatives have been addressed. There are no unresolved environmental issues.

The project, because of its location between San Diego's downtown and waterfront, has generated substantial public interest, especially related to the intensity of development of the site and the provision of open space at the foot of Broadway. These issues are discussed in detail in this document.

TABLE 1.5-1

SUMMARY OF ENVIRONMENTAL IMPACTS

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
<u>Land Use Compatibility</u> (Section 4.1)	Project is compatible with surrounding land uses and provides active pedestrian uses such as open space area (1.9 acres), pedestrian corridors, and waterfront museum. (B)	Same as Alt. A, except open space area is smaller (0.5 acre). (B)	Same as Alt. A, except no open space is provided and no museum is provided. (N)	Same as Alt. B, except no museum is provided. (B)	Compatible with surrounding land uses, but no pedestrian amenities created. (N)	Same as Alt. A, except larger open space area created. (B)	Same as Alt. E. (N)
<u>Waterfront Access</u> (Section 4.1)	Project would substantially improve waterfront access by extending E, F, and G Streets through the site to the waterfront and providing pedestrian-oriented improvements. (B)	Same as Alt. A. (B)	Same as Alt. A. (B)	Same as Alt. A. (B)	Would improve waterfront access across site, although access would be primarily across parking lots. (H)	Same as Alt. A. (B)	No access across the site to the waterfront would be provided; current conditions would remain. (N)

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
Coastal Development Policies (Section 4.1)	Project is consistent with public access, coastal development, and visual resource policies of the California Coastal Act. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A, although the degree to which access through the site is provided would be less than Alt. A. (N)	Same as Alt. A. (N)	None of the coastal policies for public access, coastal development, or visual resources would be implemented. The <i>current conditions</i> would be retained. (N)
San Diego Association of Governments Central Bayfront Design Principles Compatibility (Section 4.1)	Project is consistent with general principles adopted for development of properties located in San Diego's Central Bayfront. (B)	The lack of a large open space area at Broadway/Harbor Drive (only a 0.5-acre plaza would be provided onsite) would not fully meet the intent of contributing to a "significant civic place" at this location. However, such a feature, on a somewhat smaller scale, could still be provided. All other basic guidelines would be followed. (N)	A significant element of the guidelines, provision of an open space area at Broadway/Harbor Drive, would not be provided. This would substantially affect the ability to implement a locally adopted plan. (S/U)	Same as B, although no cultural features (i.e., a museum) would be provided adjacent to the open space, which is an element of the design guidelines. Other pedestrian amenities would be provided. (N)	Same as C. (S/U)	Same as A. (B)	Would not implement design guidelines, but no new development and no change from existing conditions would occur. (N)

JB/66400011.5

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
San Diego General Plan Compatibility (Section 4.1)	Mixed-use development of the site is consistent with land use designations for the site. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N) Navy office site in Centre City East is likely to be consistent with land use designations. (N)	Office uses are consistent with land use designations for the site. (N)	Same as Alt. A. (N)	No development is proposed, so general plan consistency is not applicable. (N)
San Diego Centre City Community Plan Compatibility (Section 4.1)	Project creates a strong linkage between downtown and waterfront and implements goals of providing open space at the foot of Broadway and waterfront-oriented land uses. (B)	Same as Alt. A. (B)	Same as Alt. A with respect to waterfront linkages and waterfront orientation. (N) Would not provide open space at the foot of Broadway. (S/U)	Same as Alt. A at the Navy Broadway Complex. (B) Navy office site in Centre City East is likely to be consistent with land use designations in that area. (N)	Same as Alt. A with respect to waterfront linkages and waterfront orientation. (N) Would not provide open space at the foot of Broadway. (S/U)	Same as Alt. A. (B)	No development is proposed, so community plan compatibility is not applicable. (N)
City of San Diego Columbia and Marina Redevelopment Plan Compatibility (Section 4.1)	Provides a logical and complementary transition between redevelopment project areas and the waterfront. (B)	Same as Alt. A. (B)	Same as Alt. A. (B)	Same as Alt. A. (B)	Would be compatible with redevelopment project areas, although transition to the waterfront would not be as complementary. (N)	Same as Alt. A. (B)	No elements of current operations are incompatible with adjacent redevelopment project areas. (N)

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
<u>Sau Diego Urban Design Program Compatibility</u> (Section 4.1)	Would implement pedestrian (along E, F, G Streets, Broadway and Harbor) design, and open space (at the foot of Broadway) features provided in the city's program.	Same as Alt. A. (B)	Same as Alt. A with respect to pedestrian and design features along E, F, and G Streets and Harbor Drive. (B) Would not provide pedestrian orientation along Broadway as no open space would be provided. (U)	Same as Alt. A. (B)	Would not implement the design features of the city's program. (U)	Same as Alt. A. (B)	Would not implement city's program, but no change from current conditions would occur. (N)
<u>Short-Term Traffic Impacts</u> (Section 4.2)	Development of Phase I of the project (by 1995) would not substantially affect any intersections. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	No new development would occur by 1995, so no increase in traffic would occur. (N)	Same as Alt. A. (N)	No new development would occur, so no increase in traffic would result. (N)

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
Long-Term Intersection Traffic Impacts (Section 4.2)	<p>The operation of several intersections in the vicinity would be substantially affected:</p> <ul style="list-style-type: none"> ◦ Grape/Pacific (S/M) ◦ Broadway/Harbor (S/M) ◦ Broadway/Pacific (S/M) ◦ Broadway/Front (S/M) <p>Intersection improvements associated with the project or programmed by the City of San Diego would reduce impact at each intersection to below significance.</p>	Same as Alt. A, except the intersection of Broadway/Harbor would also be adversely affected. Intersection improvements associated with the project or programmed by the City of San Diego would reduce impact at each intersection to below significance. (S/M)	Same as Alt. B. (S/M)	Same as Alt. A. (S/M)	Same as Alt. B. (S/M)	Same as Alt. A. (S/M)	No new development will occur so there will be no increase in traffic. (N)

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
Long-Term Roadway Segment Impacts (Section 4.2)	<p>Substantial traffic will contribute to overcapacity conditions along several segments of roadway.</p> <ul style="list-style-type: none"> • Pacific Highway south of Broadway (S/M) • First Avenue south of Ash (S/M) <p>Planned improvements along First Avenue would reduce to below significance expected impacts along the segment south of Ash.</p>	Same as Alt. A. (S/M and S/U)	Same as Alt. A. (S/M and S/U)	Substantial traffic will contribute to overcapacity conditions in vicinity of Navy Broadway Complex along Pacific Highway south of Broadway. (S/M)	Same as Alt. A. (S/M and S/U)	Same as Alt. A. (S/M and S/U)	No new development will occur so there will be no increase in traffic. (N)

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resources</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
<u>Parking Impacts</u> (Section 4.2)	With implementation of a Travel Demand Management program, sufficient parking would be provided to meet parking demands onsite. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A, except 5 percent of the parking for the Centre City East site would be provided in offsite facilities in that area. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Current parking conditions would remain unchanged. (N)
<u>Viewshed Impacts</u> (Section 4.3)	Viewshed would be altered by replacing or upgrading the existing buildings with more intensive development. Project would be designed to be visually compatible with the surrounding viewshed; would beneficially affect viewshed by opening up view corridors along Broadway and E, F, and G streets. (B)	Same as Alt. A. (B)	Same as Alt. A. (B)	Same as Alt. A. (B)	The site would appear visually similar from most views, so would not be a substantial change from current conditions. However, view obstructions across the site from G Street toward the waterfront would be removed. (N)	Same as Alt. A, except development on Block 2 may substantially contrast with the scale of surrounding development, introducing an up to 500-foot-high building that would stand out from certain street-end viewpoints. May substantially contrast with surrounding development. (S/U)	There would be no change from current conditions so no impact would occur. (N)

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
Shading Impacts (Section 4.3)	Substantially larger shadows would be cast from the site. Because the project area climate is generally moderate, shade is not, itself, considered adverse. No substantial shadows would be cast on any residential uses. (N)	Same as Alt. A. (N)	Same as Alt. A, although shadows would be less than with A. (N)	Same as Alt. A. (N)	Shadows would not be substantially greater than current conditions as only 50 feet in height would be added on one structure. (N)	Same as Alt. A, although shadows associated with Block 2 development would be longer than Alt. A. (N)	There would be no change from current conditions, so no impact would occur. (N)
Police Protection (Section 4.4.)	Police protection can be provided to the site without substantially affecting the ability of the San Diego Police Department to provide services to the project vicinity. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
<u>Fire Protection</u> (Section 4.4)	Fire protection devices (e.g., roof sprinklers) that will be required will provide sufficient protection under current water flow pressures to the site (2,500 gallons/minute). Sufficient fire protection personnel are available in the area to provide emergency services to the site without affecting the ability to provide services to the project vicinity. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	No changes in the existing conditions would occur, so no affect on fire protection would occur. (N)

JB/66400011.5

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
Schools (Section 4.4)	The number of Navy personnel in the region would remain unchanged. An influx of new non-military personnel could cause secondary impacts that contribute cumulatively to schools in the San Diego area that are near or over capacity. School fees for private development would be implemented. (S/M)	Same as Alt. A. (S/M)	Same as Alt. A. (S/M)	Same as Alt. A. (S/M)	Military personnel in the region would relocate to the site. No increase in regional employment would result, so no increase in students would be expected. (N)	Same as Alt. A. (S/M)	No changes in the existing conditions would occur, so no affect on schools would occur. (N)
Recreational Facilities (Section 4.4)	No existing recreation facilities would be adversely affected. A significant open space area (1.9 acres) would be provided at the foot of Broadway. (B)	Same as Alt. A, except the open space area at the foot of Broadway would be smaller (0.5 acre). (B)	No existing recreation facilities would be adversely affected. (N)	Same as Alt. B. (B)	Same as Alt. C. (N)	Same as Alt. A, except a larger open space area (3.5 acres) would be placed at the foot of Broadway. (B)	No change from existing conditions would result, so there would be no impact. (N)

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section to document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
Water (Section 4.4)	Existing water supplies and conveyance facilities are sufficient to provide water services to the site. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	There would be no change from existing conditions, so no impact would occur. (N)
Wastewater (Section 4.4)	Existing sanitary sewer lines are not sufficient to transport the increased amounts of wastewater from the site, so would need to be upgraded. (S/M)	Same as Alt. A. (S/M)	Same as Alt. A. (S/M)	Same as Alt. A. (S/M)	A reduced amount of wastewater than currently generated would result from this alternative, and it could be handled by existing conveyance facilities. (N)	Same as Alt. A. (S/M)	There would be no change from existing conditions, so no impact would occur. (N)
	The Point Loma Wastewater Treatment Plant has sufficient capacity to accommodate project flows without adversely affecting the plant's ability to provide services or its ability to eventually meet clean water standards. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A., except the net flow from the site would be less than current conditions. (N)	Same as Alt. A. (N)	There would be no change from existing conditions, so no impact would occur. (N)

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
<u>Solid Waste Disposal</u> (Section 4.4)	Existing and planned landfills would be able to accommodate solid waste generated by the project without substantially affecting the ability to handle solid waste in the region. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	There would be no change from existing conditions, so no impact to landfills would occur. (N)
<u>Socioeconomics</u> (Section 4.5)	An estimated 8,700 new employment opportunities would be created at the Navy Broadway Complex, a positive effect on job formation in downtown San Diego. (B)	Same as Alt. A, except 11,900 new employment opportunities would be created. (B)	Same as Alt. A, except 5,800 new employment opportunities would be created. (B)	Same as Alt. A, except 14,500 new employment opportunities would be created. (B)	Same as Alt. A, except 6,700 new employment opportunities would be created on the Navy Broadway Complex. However, these personnel would be relocated from other bases in the region. (N)	Same as Alt. A. (B)	No changes in employment would occur. (N)

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
<u>Erosion</u> (Section 4.6)	During construction onsite soils would be exposed to rain and other hydraulic forces that could eventually convey sediments to the ocean, potentially significantly affecting marine life. An erosion control plan would be implemented. (S/M)	Same as Alt. A. (S/M)	Same as Alt. A. (S/M)	Same as Alt. A. (S/M)	Same as Alt. A. (S/M)	Same as Alt. A. (S/M)	No new construction would occur, so no impacts to erosion would result. (N)
<u>Seismicity</u> (Section 4.6)	There is the potential that a branch of the active Rose Canyon fault may bisect the site. The project could be subjected to severe seismic shaking, with a potential onsite liquefaction hazard. Compliance with building codes would be necessary. (S/M)	Same as Alt. A. (S/M)	No new construction would occur, so there would be no change from current conditions. (N)				

JB/66400011.5

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
Extractable Resources (Section 4.6)	No known extractable resources are located on or beneath the site. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. In addition, no new development would occur. (N)
Hydrology (Section 4.6)	Because the project site is already covered with impervious materials, no increase in runoff from the site would result. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	No change in current conditions would occur so there would be no increase in runoff. (N)
Runoff Water Quality (Section 4.6)	Accidental fuel spills during construction could contaminate water quality. Notification of public officials and immediate cleanup would be necessary in this unlikely instance. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	No new construction would occur, so there would be no potential impact. (N)

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B** - Substantial beneficial environmental change.
- N** - Not significant, i.e., environmental change is not substantial and adverse.
- S/M** - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U** - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
<u>Construction Air Emissions</u> (Section 4.6)	During construction, equipment emissions from the site would be substantial. Because this is a temporary effect and would not contribute substantially to the violation of air quality standards, the impact is not significant. (N)	Same as Alt. A. (N)	No new construction would occur with this alternative, so there would be no impact. (N)				
<u>Construction Dust Generation</u> (Section 4.6)	Fugitive dust created during construction could create short-term nuisance impacts. Dust control measures would be required. (S/M)	Same as Alt. A. (S/M)	No new construction would occur with this alternative, so there would be no impact related to dust. (N)				

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

1-34

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
<u>Biological Resources</u> (Section 4.7)	Terrestrial biological resources are not present because the site is already developed, so no impacts would occur. No substantial shadows would be cast over the bayfront during the time of the day when the sun is direct (after 9:30 a.m., even during the winter season), thus avoiding any potential significant effects to marine life. Reflective glass would be prohibited in tall buildings reducing the possibility for bird strikes. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	No change in existing conditions would occur, so there would be no impact to biological resources. (N)

JB/G6400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
Long-Term Vehicular Emissions (Section 4.8)	Substantial new vehicle trips would be generated. An extensive Travel Demand Management Program would be implemented to substantially reduce the use of single-occupancy vehicles. The air quality management plan and State Implementation Plan are being updated to reflect current growth conditions. Primary means to reduce emissions will be reduction in single occupancy vehicles. The project would be compatible. (S/M)	Same as Alt. A. (S/M)	No new development would occur, so there would be no increase in vehicle emissions. (N)				

1B/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
Long-Term Vehicular Emissions - Cumulative (Section 5.8)	There would be sufficient congestion at an intersection after project traffic mitigation to result in a significant contribution to cumulative regional air quality impacts. (S/U)	Same as Alt. A, except two intersections would have sufficient congestion after mitigation to result in a significant contribution to cumulative regional air quality impacts. (S/U)	Same as Alt. A. (S/U)	No new development would occur, so there would be no increase in cumulative intersection congestion. (N)			
Carbon Monoxide Emissions (Section 4.8)	Carbon monoxide concentrations associated with traffic would be within federal and state air quality standards. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	No increase in vehicle emissions would occur, so no carbon monoxide increase would result. (N)

JB/66406011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
Construction Noise (Section 4.9)	Temporary construction noise could create significant nuisance noise impacts, especially on week-ends when the nearby waterfront would be actively used. Construction would be scheduled in accordance with local noise ordinances. (S/M)	Same as Alt. A. (S/M)	No new construction would occur, so there would be no impact related to construction noise. (N)				
Traffic Noise (Section 4.9)	Although long-term noise would increase over existing levels as a result of increased traffic, no sensitive receptors would be significantly affected. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	No new traffic would be generated by this alternative, although it would be exposed to increased noise from general traffic growth in the project area. (N)

JB/66460011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

1-03-88

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
<u>Onsite Noise</u> (Section 4.9)	Hotels constructed on the site would be within the 65 dB CNEL from traffic noise, which could create substantial interior noise levels. Engineering design to reduce interior noise levels would be necessary. (S/M)	Same as Alt. A. (S/M)	Same as Alt. A. (S/M)	Same as Alt. A. (S/M)	No hotel uses are proposed so no impact would occur. (N)	Same as Alt. A. (S/M)	No new development would occur, so there would be no impact. (N)

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
<u>Subsurface Cultural Resources</u> (Section 4.10)	Site is underlain with artifacts from waterfront development between the 1880s and 1910s. These materials are buried beneath the dredged fill placed onsite to create dry land for more development. The archaeology, while containing many artifacts, lacks stratigraphic integrity, and context, and is therefore unlikely to contribute important information about San Diego's early history. The archaeological resources do not appear to qualify for inclusion in the National Register of Historic Places. This has been confirmed through consultation with the California State	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	No subsurface excavation would occur, so there would be no impact to subsurface archaeology. (N)	Same as Alt. A. (N)	Same as Alt. E. (N)

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
Historical Archaeology (Section 4.10)	Historic Preservation Officer. Excavation for footings and other below-grade construction would destroy any archaeology that might exist but this would not result in the loss of a significant resource. Should an unanticipated significant archaeological resource be discovered during project excavations it would be evaluated and, if found to be important, it would be treated in accordance with 36 CFR 800.11. (N)	Same as Alt. A. (S/M)	No building modification would occur, so there would be no impact. (N)				

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
	<p>project boundaries) form a unit that represents every major period of Navy development at this location. These structures for nearly 50 years have been an architectural anchor to the San Diego Harbor and skyline. As a unit they appear to qualify for the National Register of Historic Places. Demolition or any substantial modification of these structures would constitute a significant impact. Specific mitigation will be developed in consultation with California SHPO pursuant to the regulations (36 CFR 800) for implementing Section 106 of the National Historic</p>						

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
	Preservation Act (16 U.S.C. 470f). The Navy proposes to record Buildings 1 and 12 in accordance with the Historic American Buildings Survey Standards prior to demolition or modification. (S/M)						
<u>Historical District Eligibility</u> (Section 4.10)	Several buildings within a three-block area of the project are either listed, eligible for listing, or appear to qualify for listing on the National Register of Historic Places. The project will not affect the use or integrity of these structures. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	No change in existing uses would occur, so there would be no effect on nearby historic resources. (N)

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
Soil Contamination (Section 4.11)	Minor hazardous waste spills were located or may be located on the site. In addition, transformers that contain PCBs are located on the site although none are known to be leaking. Because the presence of hazardous waste can affect public health, this would be considered a significant impact with any of the alternatives. There are no known major hazardous waste spills or leaking underground storage tanks on the site. Remedial action to remove and properly dispose of any hazardous waste found on the site will occur. (S/M)	Same as Alt. A. (S/M)	There would be no change in the current onsite conditions, so no impact would occur. (N)				

1-44

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
Asbestos (Section 4.11)	Most of the existing buildings on the site contain asbestos. A potential public health hazard would result during demolition, when asbestos fibers could become air-borne. The project would be required to comply with the Federal Clean Air Act to protect the public from exposure to asbestos. (S/M)	Same as Alt. A. (S/M)	There would be no change in current site conditions. Asbestos in onsite buildings does not present an imminent health risk. (N)				

JB/66400011.5

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
Groundwater (Section 4.11)	A groundwater plume that has been contaminated with hydrocarbons is located an estimated 1/3 mile and down-gradient of the Navy Broadway Complex. Groundwater quality testing at the site found no evidence of contamination. Although unlikely, groundwater dewatering during subsurface construction could draw the plume toward the site. A National Pollution Discharge Elimination System (NPDES) permit application will be filed with the Regional Water Quality Control Board (RWQCB). The project would comply with any conditions specified in a NPDES permit. (S/M)	Same as Alt. A. (S/M)	Same as Alt. A. (S/M)	Same as Alt. A. (S/M)	No groundwater dewatering would be necessary, so no impact would occur. (N)	Same as Alt. A. (S/M)	Same as Alt. E. (N)

JB/66400011.5

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
<u>Aircraft Heights</u> (Section 4.11)	The 400-foot-high building on Block 1 would exceed non-operational imaginary height surfaces, but based on a Federal Aviation Administration (FAA) determination, would not result in a hazard to air navigation. Buildings on the easterly areas of Blocks 1, 2, and 3 would be obstruction lighted, per FAA standards. (N)	Same as Alt. A, except the building on Block 1 would be 300 feet high. It would nevertheless exceed imaginary surfaces, but would not result in a hazard to air navigation. The project would comply with any FAA-imposed conditions. (N)	All buildings would be below any FAA imaginary height surfaces, and would not result in a hazard to air navigation. (N)	Same as Alt. B. (N)	Same as Alt. C. (N)	The 500-foot-high building on Block 2 would exceed operational imaginary height surfaces, but based on previous FAA determinations, would not likely result in a hazard to air navigation. The project would comply with any FAA-imposed conditions. (N)	No new development would occur, so there would be no effect on air navigation. (N)
<u>Natural Gas</u> (Section 4.12)	Natural gas could be provided without adversely affecting the ability of the San Diego Gas and Electric Company (SDGE) to provide services to its service area, and without adversely affecting conveyance facilities. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	Same as Alt. A. (N)	No new development would occur, so there would be no impact on natural gas. (N)

JB/66460011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

TABLE 1.5-1 (continued)

<u>Environmental Resource</u> (Section in document)	<u>Alternative A</u>	<u>Alternative B</u>	<u>Alternative C</u>	<u>Alternative D</u>	<u>Alternative E</u>	<u>Alternative F</u>	<u>Alternative G</u>
Electricity (Section 4.12)	Conveyance facilities are not sufficient to provide adequate electrical service to the site. A new 12 kV looped system would be required. (S)	Same as Alt. A. (S)	No new development would occur, so there would be no impact on electrical service. (N)				

JB/66400011.S

Key: Each impact is followed by one of the following notations:

- B - Substantial beneficial environmental change.
- N - Not significant, i.e., environmental change is not substantial and adverse.
- S/M - Significant but mitigable, i.e., environmental change is substantial and adverse, and can be mitigated to a level below significance.
- S/U - Unavoidable adverse impact, i.e., environmental change is significant and cannot be reduced to a level below significance.

SECTION 2

PURPOSE OF AND NEED FOR ACTION

This section addresses the purpose of and need for the proposed action, as required by the National Environmental Policy Act (NEPA), as well as the project objectives, in accordance with the California Environmental Quality Act (CEQA).

The United States Department of the Navy is the owner and/or operator of 18 administrative, support, and operational installations throughout the City of San Diego area. One such facility is known as the Navy Broadway Complex, which primarily contains administrative and warehouse facilities, and is the location of the Commander, Naval Base, San Diego; the Naval Supply Center, San Diego; and several other Department of Navy activities. As previously shown in Figure 1-1, the Navy Broadway Complex is centrally located to the other Navy installations.

The Navy Broadway Complex is located on approximately 15.6 acres in downtown San Diego near the waterfront. Onsite structures were built primarily between 1922 and 1944, with a small gatehouse added in 1956. The site currently houses 405,753 square feet (SF) of office, 179,616 SF of industrial/warehouse buildings, and 421,660 SF of industrial uses for the Navy with a total 1,007,029 SF of development. Although outside of the boundaries of the proposed project, the adjacent Navy Pier is supported by personnel at the Navy Broadway Complex and is part of the complex.

The Naval Supply Center initiated long range plans in 1979 to move much of the warehousing from the Navy Broadway Complex site to new, modern facilities located at existing naval operational bases in the San Diego region. Subsequent to this, a regional study of Navy administrative and facility requirements was conducted. The study reaffirmed that the Navy Broadway Complex with the Navy Pier was essential for national security purposes and also found that consolidation of administrative personnel at one location would free valuable operational space at the other installations. The Navy Broadway Complex was determined to be the most suitable facility for co-location because of its:

- Central location in relation to other Navy installations;
- Proximity to several major regional transportation facilities, including light rail transit lines, a railroad, several bus lines, and an extensive freeway complex;
- Ideal size to support necessary office space.

This co-location concept at the Navy Broadway Complex, with continued operation of the adjacent Navy Pier, was approved by the Chief of Naval Operations in 1983. A need for approximately 1 million SF of upgraded office space has since been identified to accommodate Navy administrative personnel.

The typical means by which construction of Navy offices, or other military facilities, is funded is through Military Construction (MILCON) appropriations, which are taxpayer-funded and Congressionally approved. However, Congress endorsed, through Public Law (P.L.) 99-661, a concept proposed by Navy planners and community groups by which the site would be developed at reduced cost to the taxpayers through a public/private venture. P.L. 99-661 was a component of the National Defense Authorization Act of 1987.

The legislation allows the Secretary of the Navy to enter into long-term leases of property on the Navy Broadway Complex, providing that in consideration of the lease, the Navy obtains without compensation, or at substantially below market value, administrative office facilities for the use by the Navy, thereby providing needed Navy facilities at little or no cost to the taxpayer. The lease would be to a private party(ies), who would develop private uses on a portion of the site, with the Navy offices on other portions of the site.

Pursuant to P.L. 99-661, the Navy is proposing to redevelop the Navy Broadway Complex with the following uses:

- Up to 1,000,000 square feet (SF) of Navy administrative offices.
- A mix of private office, commercial, and/or retail uses up to 2,145,000 SF in size.

The proposed development and alternatives are described in detail in Section 3. A copy of P.L. 99-661 is provided in Appendix A.

The Navy and the City of San Diego entered into a Memorandum of Understanding (MOU) on June 1, 1987 to guide the planning and approval process for redevelopment of the Navy Broadway Complex. The MOU specifies that the Navy, in consultation with the City of San Diego, will prepare a development plan and urban design guidelines that will define the nature of development that will occur on the Navy Broadway Complex. The development plan and urban design guidelines would become part of a development agreement between the Navy and the City of San Diego. A copy of the MOU is provided in Appendix B.

SECTION 3

ALTERNATIVES INCLUDING THE PROPOSED ACTION

3.1 PROJECT LOCATION

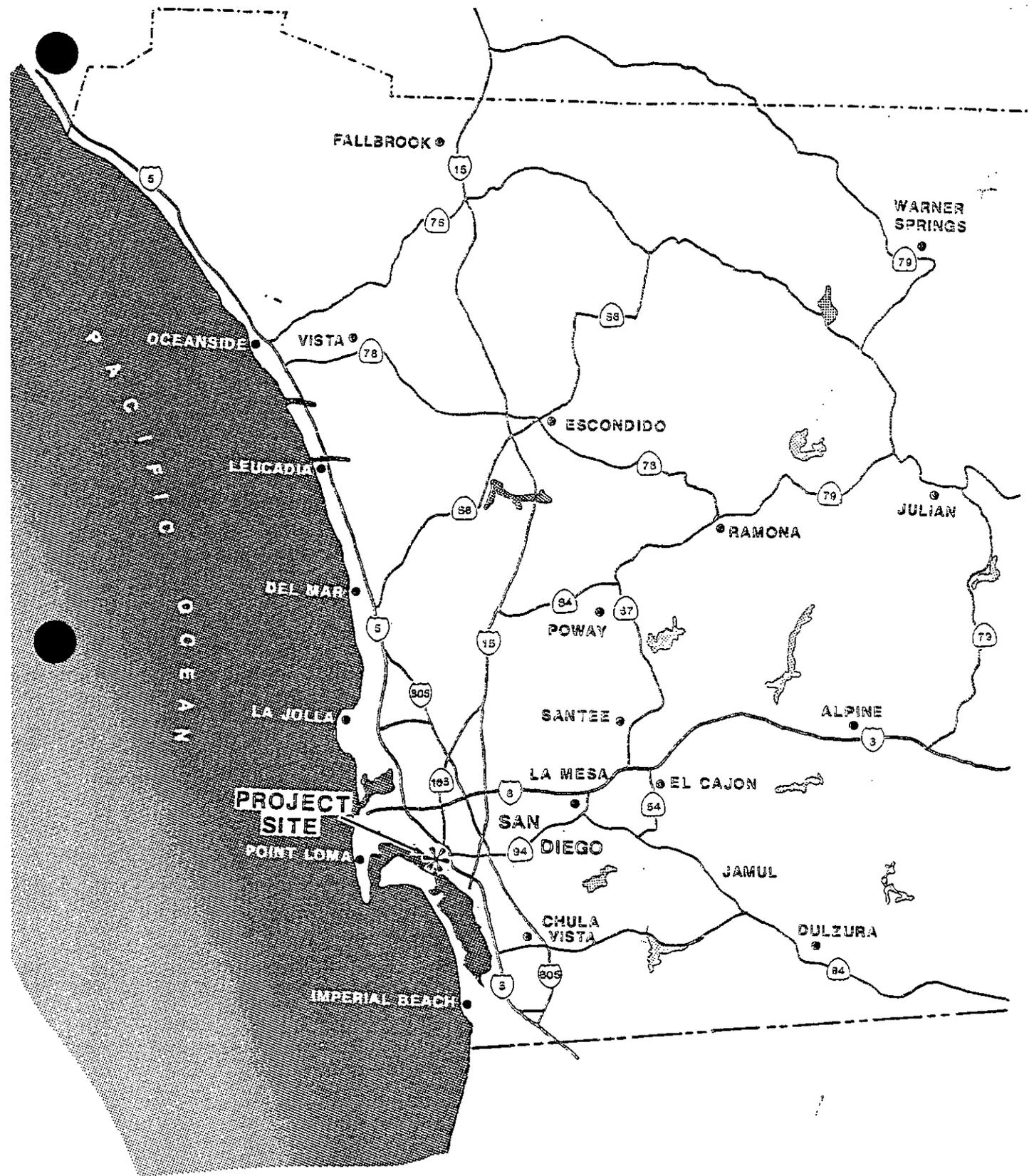
The site of the proposed project, known as the Navy Broadway Complex, is located in the City of San Diego, California, within the downtown area known as Centre City. The regional location of the site is depicted in Figure 3-1. The Navy Broadway Complex is located in the western area of the City near the San Diego Bay waterfront, as depicted in Figure 3-2. It is bounded by Broadway on the north, Pacific Highway on the east, and Harbor Drive on the south and west. The Navy Broadway Complex, which consists of approximately 15.6 acres, is located on eight city blocks. As shown in Figure 3-3, the eight city blocks are consolidated into four larger blocks, noted in this document as Blocks 1, 2, 3, and 4 from north to south, with each bounded by Pacific Highway on the east and Harbor Drive on the west, and separated by the extensions of E, F, and G streets.

3.2 ALTERNATIVES

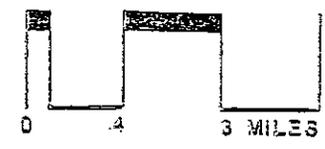
The planning process for the co-location of administrative offices at the Navy Broadway Complex was initiated in 1979 when relocation of warehouses on the site was first considered, followed in 1983 by approval of the co-location concept by Chief of Naval Operations. The formation of the advisory Broadway Complex Coordinating Group (BCCG) served as the next step in the planning process. It was not until passage of P.L. 99-661 in 1987 that the process to generate detailed development concepts for the Navy Broadway Complex was initiated. Since that time, and particularly since 1988--after a project development team was assembled--a number of alternatives to redevelopment of the Navy Broadway Complex have been systematically examined.

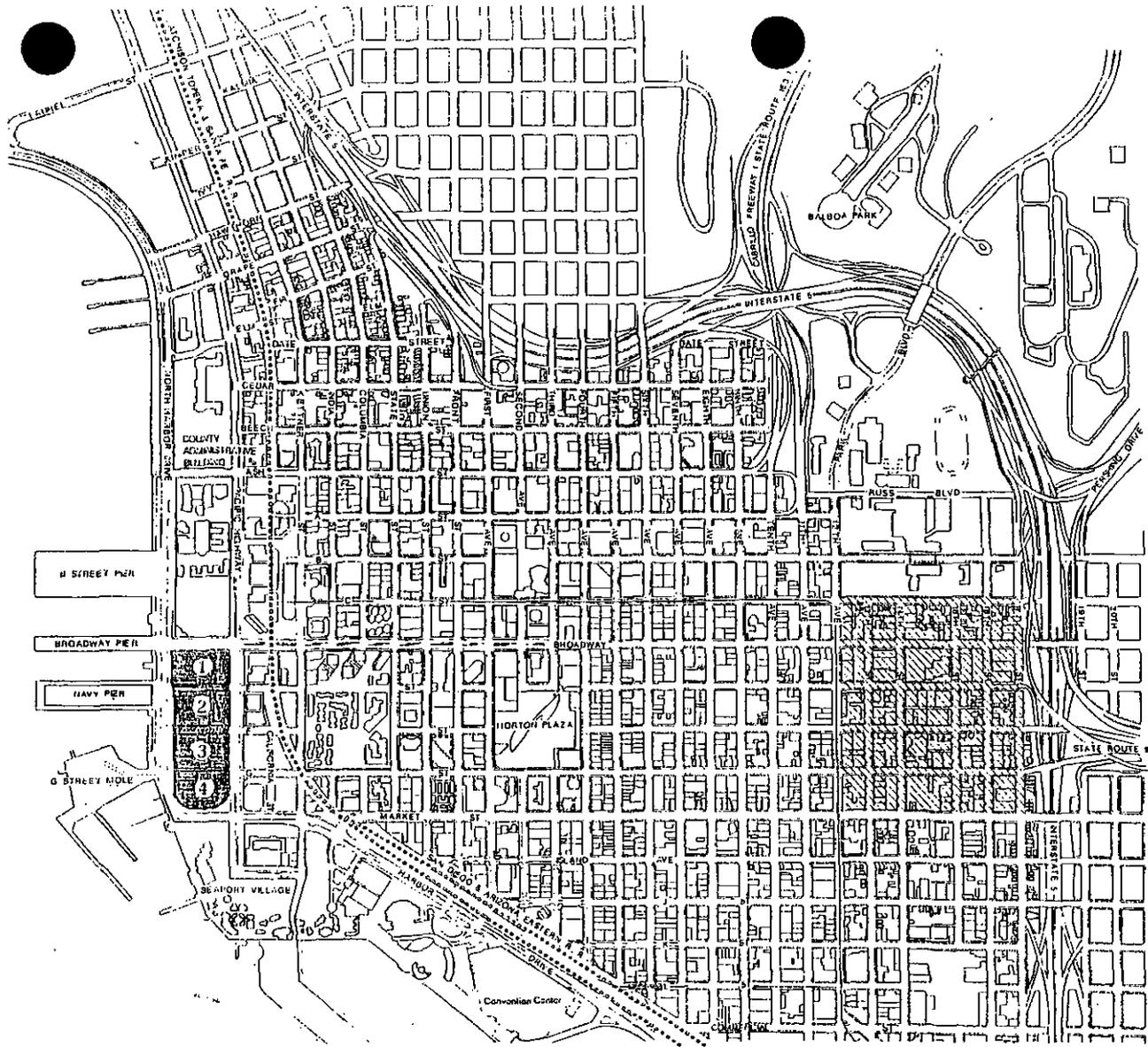
The following criteria were considered in developing alternative concepts:

- Provide up to 1 million square feet (SF) of administrative offices for the co-location onsite of Navy administrative personnel in the San Diego Region.
- Maintain a Navy presence at the Navy Broadway Complex. This is required by the need to provide support personnel for the adjacent Navy Pier, which must continue in operation for national security purposes. The Navy Pier is used for ship berthing, storage, and load-outs. In order to support the Navy Pier, a rail line that bisects the site and is used periodically would be retained.
- Allow for private development opportunities through a ground lease such that sufficient lease revenues are generated to significantly or fully offset the cost of Navy offices.
- Develop a high-quality project that provides open space at the foot of Broadway, opens view corridors between the downtown core and the waterfront, maximizes pedestrian access and public uses, and results in an aesthetically pleasing project. This responds to community desires as expressed in local policy plans and through the BCCG.



Regional Setting
 San Diego Freeway Broadway Complex Project

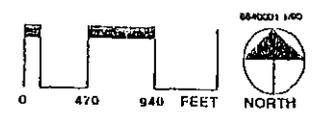




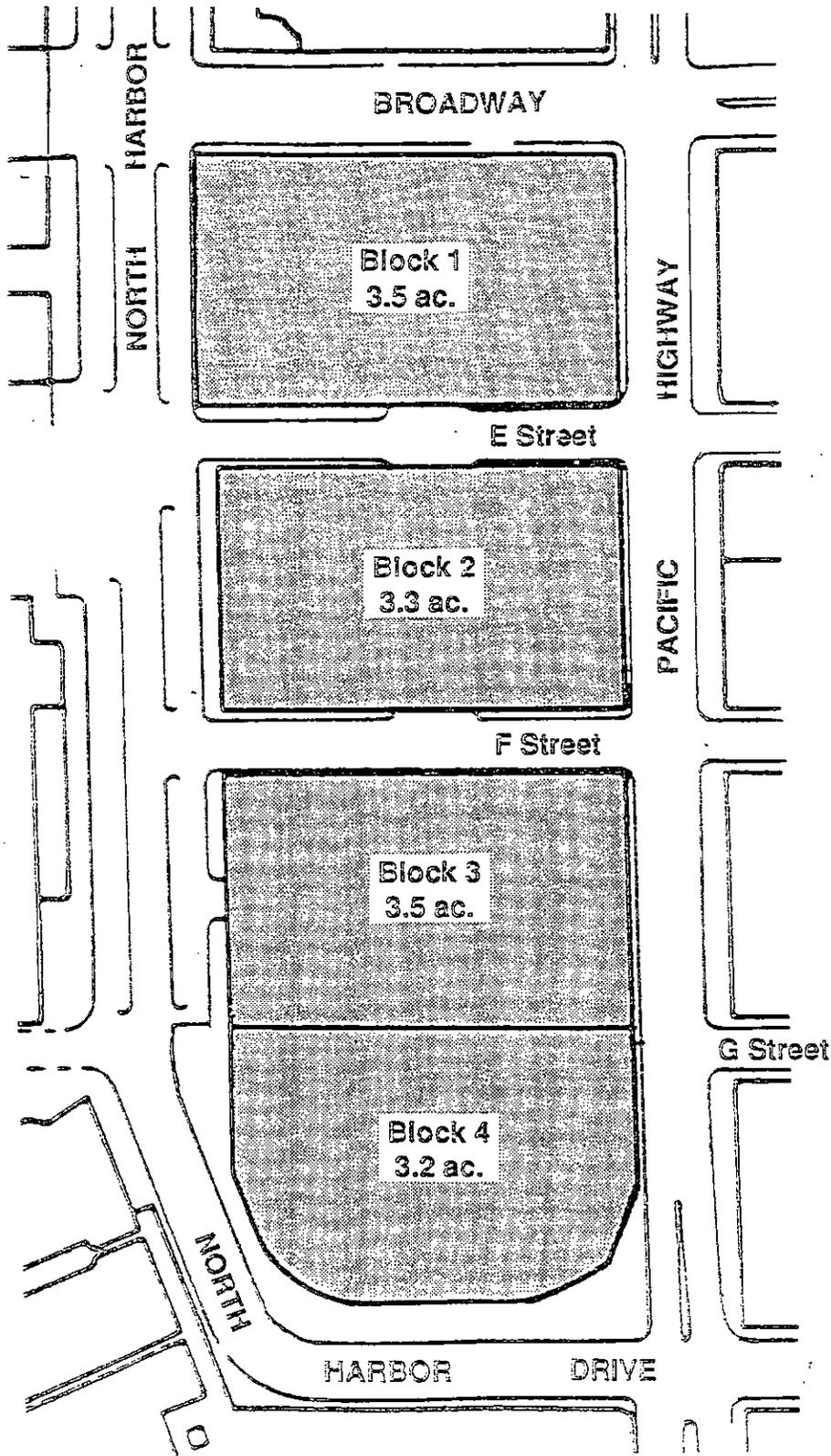
- Legend**
-  Block Number
 -  Project Site
 -  Location of possible Navy Office for Alternative D (Will Encompass 2 Blocks)

Figure 3-2

Vicinity Map



Navy Broadway Complex Project



Project Blocks
 Navy Broadway Complex Project

3640001-July 1989



Several alternative concept plans were considered but rejected in the planning process. Each alternative included a mix of land uses that included 1 million SF of Navy offices. Each alternative was evaluated for its consistency with the criteria expressed above, and its compatibility with planning policies.

Several alternatives with variations in overall square footage were considered, but were found to either be insufficient in size to offset the costs of the Navy offices or were too intense to meet community objectives. These alternatives were rejected from further consideration.

An alternative that included over 100,000 SF of specialty retail, along with a mix of other uses, was considered. Although this alternative would have met with criteria that were being considered for redevelopment of the site, it was rejected because of insufficient market demand for this much specialty retail, given the expansion of the nearby Seaport Village specialty retail shopping center and the Horton Plaza regional shopping mall.

A mixed-use development that would have included 860 residential units in mid- and high-rise structures on a portion of the site was also considered. This alternative was rejected because it would not have provided sufficient revenues per square foot to offset the costs of Navy offices.

A final alternative that was considered was similar to the Navy's preferred alternative, Alternative A, and was announced to the public in March, 1989. This alternative included a mixed-use development of Navy and commercial offices, a museum, hotels, and a small amount of retail. It also included 1.3 acres of open space at the northwest area of the site, at the foot of Broadway. The tallest building would have been 350 feet in height. Subsequent to the announcement, there was community discussion calling for additional open space at the foot of Broadway. In response to this community input, this alternative was revised and replaced by an alternative that provided 1.9 acres of open space at the foot of Broadway and a 400-foot-high building.

The Navy narrowed the potential development concepts to seven alternatives after consideration of potential alternatives and after receiving community input on a preferred alternative. The seven alternatives are considered in the environmental impact analysis, and are listed below and described in detail in the following sections. Table 1.2-1 (page 1-5) summarizes each alternative. Alternatives include:

- The proposed action (i.e., the preferred alternative) and three mixed-use development alternatives on the Navy Broadway Complex.
- Construction of only military uses on the Navy Broadway Complex using traditional congressionally funded Military Construction (MILCON).
- An alternative with development of primarily private commercial and office uses on the Navy Broadway Complex and development of Navy offices on a second site in the eastern area of downtown San Diego.
- The no action alternative, whereby existing Navy uses on the site remain unchanged.

The rationale for selecting each of these alternatives for further consideration is discussed in the following sections.

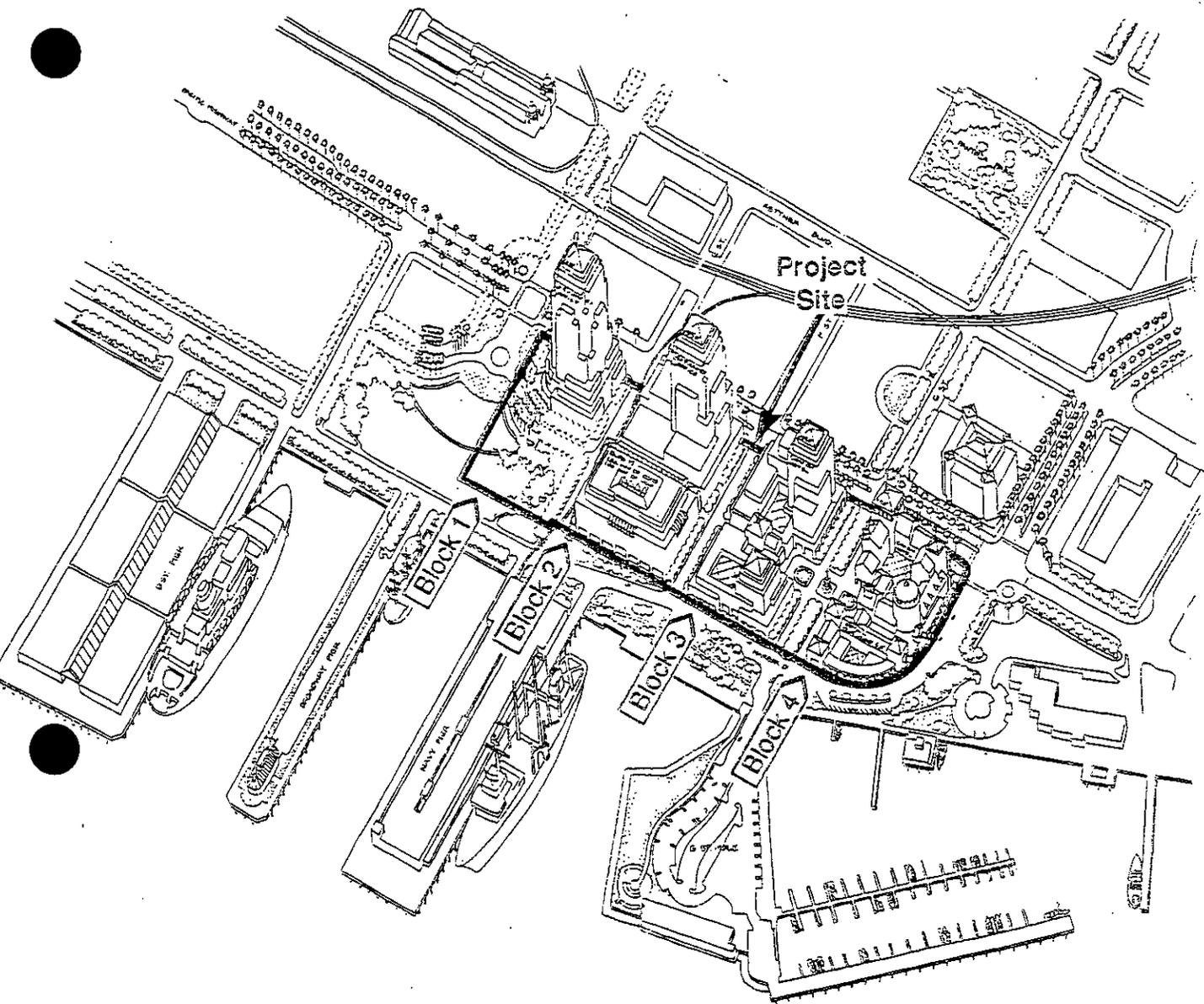
The Navy Broadway Complex would be developed according to design guidelines to be adopted by the Navy and the City of San Diego. Draft design guidelines have been prepared for the project and are presented in Appendix D. The guidelines would become part of the development agreement to be adopted by the City and Navy. The guidelines describe allowable land uses, land use intensities, maximum heights (by block), and parking standards. With the exception of the Alternative E, which includes military construction only, and Alternative G (no action), each of the alternatives is generally consistent with the design guidelines. Alternatives E and G are not consistent with the guidelines because they retain the site for exclusive Navy use.

The mix of land uses shown for each of the proposed mixed-use alternatives (i.e., Alternatives A, B, C, D, and F) is based on anticipated market conditions. Depending on actual market conditions at the time of development, modifications in the square footage of each proposed land use may occur. However, in no event would the overall square footage of development exceed the total square footage shown for each alternative.

3.2.1 ALTERNATIVE A

Alternative A implements all the criteria that were established in developing the alternatives, and is conceptually illustrated on Figure 3-4. Alternative A is the Navy's preferred alternative, and it includes the following public benefits:

- A 1.9-acre open space would be provided at the foot of Broadway (see Figure 1-2, page 1-6). This open space area would help implement a long-standing desire by the City of San Diego to provide a gateway to the City from the waterfront. The City of San Diego and the San Diego Unified Port District may contribute adjacent property to create an even larger open space at the foot of Broadway. (Coordination with the City and the Port District would be needed to reserve the adjacent area as open space. If reserved, an approximately 10-acre open space area at the foot of Broadway could be provided. (See Figure 1-3, page 1-7). The provision of open space outside of the project boundaries is not a part of this project.
- The project would provide up to 55,000 square feet of unimproved space for a community-sponsored group to have a museum, which would be oriented towards showcasing the maritime heritage of the City, and the historical significance of this section of the waterfront. Together with the open space on Block 1, the museum will help to create a pedestrian environment oriented to the waterfront (see Figure 1-2, page 1-6).
- E, F, and G Streets, which currently terminate at the eastern boundary of the site (at Pacific Highway), would be extended and developed with broad sidewalks through the site to provide vehicular and pedestrian access between downtown and the waterfront (see Figure 1-4, page 1-3). G Street would provide sidewalks up to 30 feet wide that would be landscaped to enhance pedestrian and visual access between the Marina neighborhood to the east and the G Street Mole at the waterfront.



PROGRAM

Block Number	Land Use	Gross Square Footage	Parking	Max. Height (Feet)
1	Commercial Office Open Space (1.3 acres)	350,000	350 below-grade	400
2	Navy Officer: - Bldg. 12 - New Museum	331,000 369,000 35,000	400 below-grade 200 above-grade	350
3	Above-Grade Parking Hotel	300,000 745,000	750 below-grade	250
4	Hotel Retail	475,000 - 25,000	375 100 below-grade	150
TOTAL		3,250,000	2,105	

Site Density = 5.45 Gross FAR

564CC01 1/90



NORTH

Alternative A
Navy Broadway Complex Project

- Taller buildings would include slender towers rising from broad bases and would be constructed on the inland side of the site nearest Broadway, stepping down to the waterfront and to the south to provide a visual transition between the higher density downtown core to the north and east and the lower density waterfront and specialty retail to the west and south. View corridors along E, F, and G streets would be enhanced to maximize public views of the waterfront from corridors.

The basic project objectives of providing Navy offices at reduced cost to the taxpayers would be met, although some local financial assistance by the City of San Diego for infrastructure improvements (e.g., roadway and streetscape improvements) would be required.

Alternative A includes development of 3,250,000 SF of mixed uses on the Navy Broadway Complex. The conceptual illustrative for this alternative shows the tallest buildings on the northeasterly area of the site, peaking on Block 1 with other structures stepping down in height towards the Seaport Village shopping center to the south, and to the waterfront on the west, as shown in Figure 3-4. Figure 3-5 depicts an illustrative site plan for Alternative A. (It should be noted that all figures showing the alternatives are conceptual and intended only to represent an illustrative example of the scale and possible general appearance of development.) Figure 3-6 depicts massing guidelines for this alternative.

Description of Alternative A

Alternative A would include a mix of open space, Navy office, museum, hotel, commercial office, and retail land uses in up to 3,250,000 SF of development. The gross floor area ratio (FAR) for this alternative would be 5.45. The precise mix and location (by block) of land uses would be determined by market conditions. For purposes of this analysis, the following land uses by block are assumed.

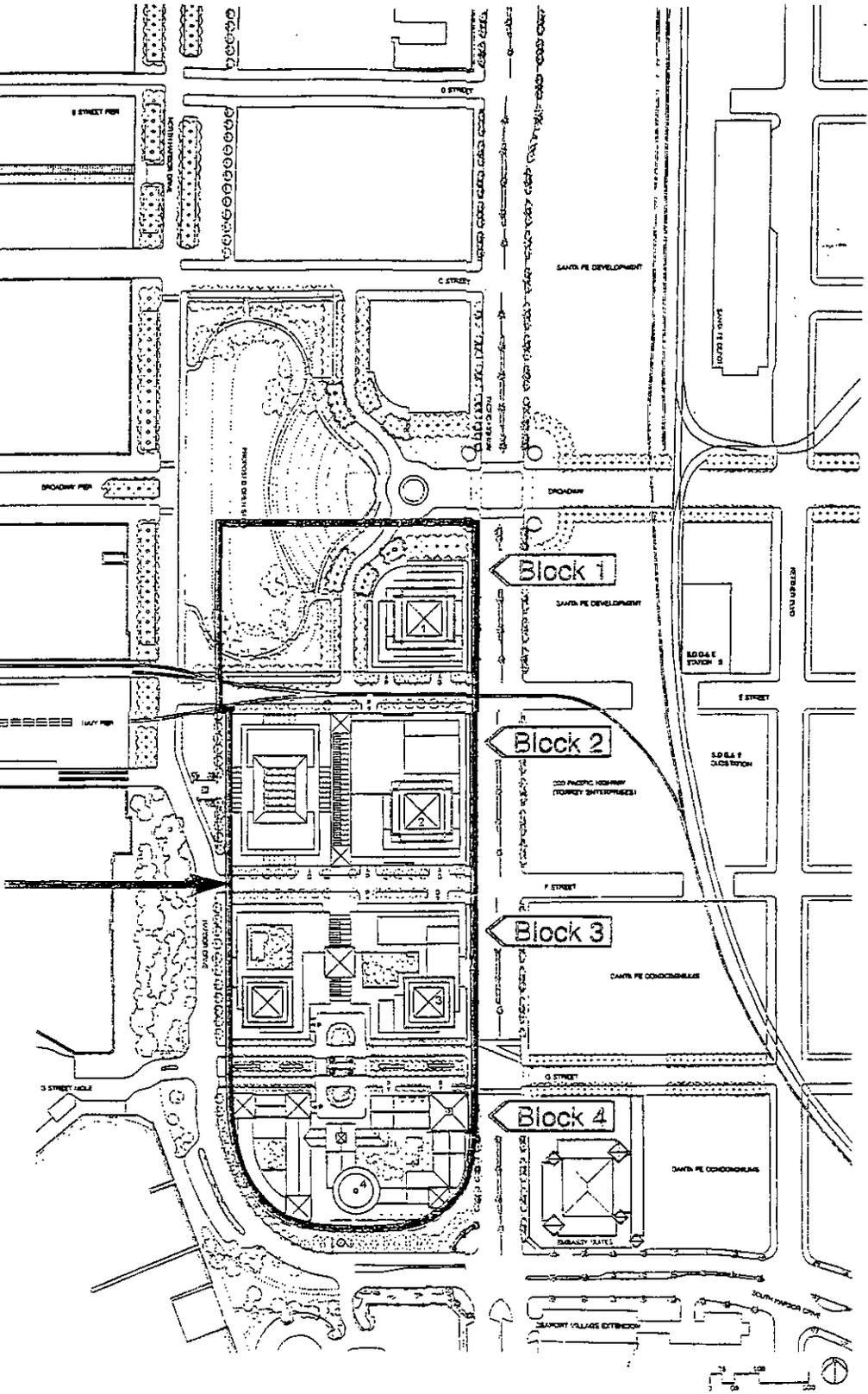
Block 1

A 650,000 SF commercial office building and approximately 1.9 acres of open space are proposed. If a contiguous segment of Broadway is abandoned and the Port District dedicates an adjacent similarly sized area of open space, an approximately 10-acre open space area at the foot of Broadway could be created, as depicted in Figure 3-4. Broadway could be re-routed around the open space to its terminus at Harbor Drive.

The commercial office building would include a street-level podium, upon which a stepped tower would be developed. The office podium would have a 75-foot setback from Broadway to create a visual link to the waterfront and would be 400 feet high. Its tallest component would be next to Pacific Highway at the easterly end of the site, and it would step down towards the open space and the waterfront. Ground-level support retail and restaurant uses would be included. An illustrative cross section of this plan is depicted in Figures 3-7 and 3-8.

Below-grade parking would be provided for 650 vehicles, which is 1 space per 1,000 SF.

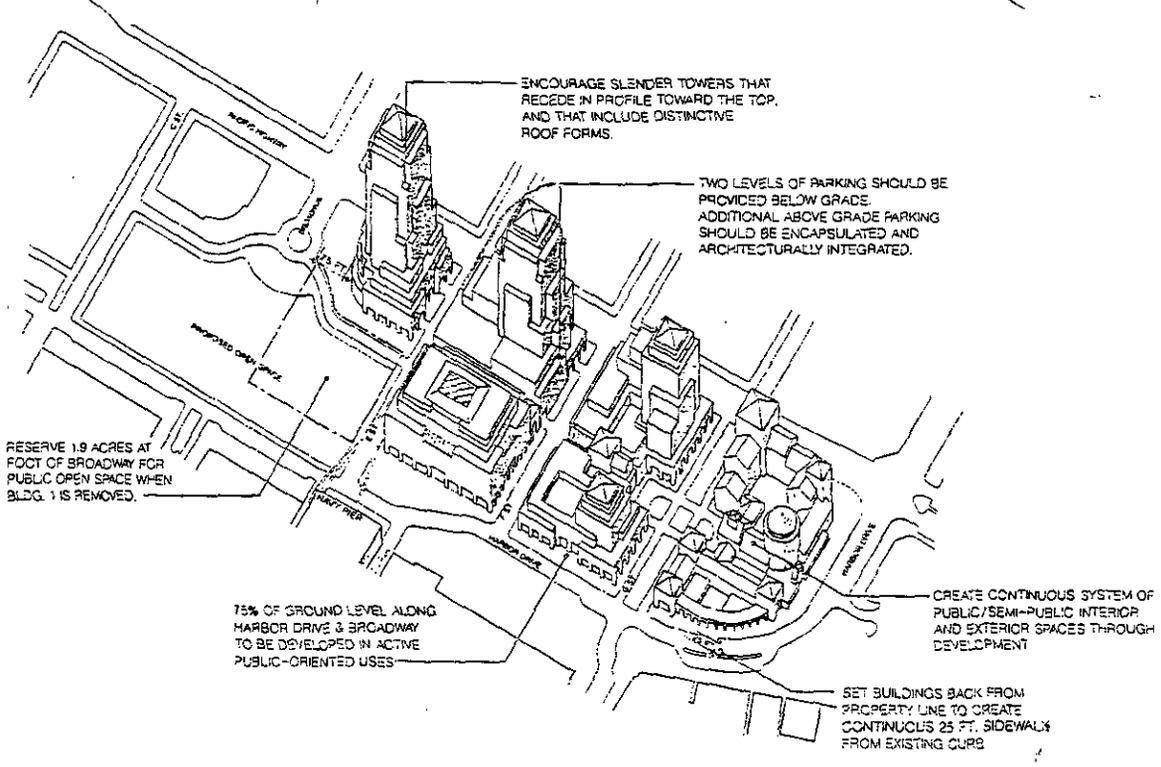
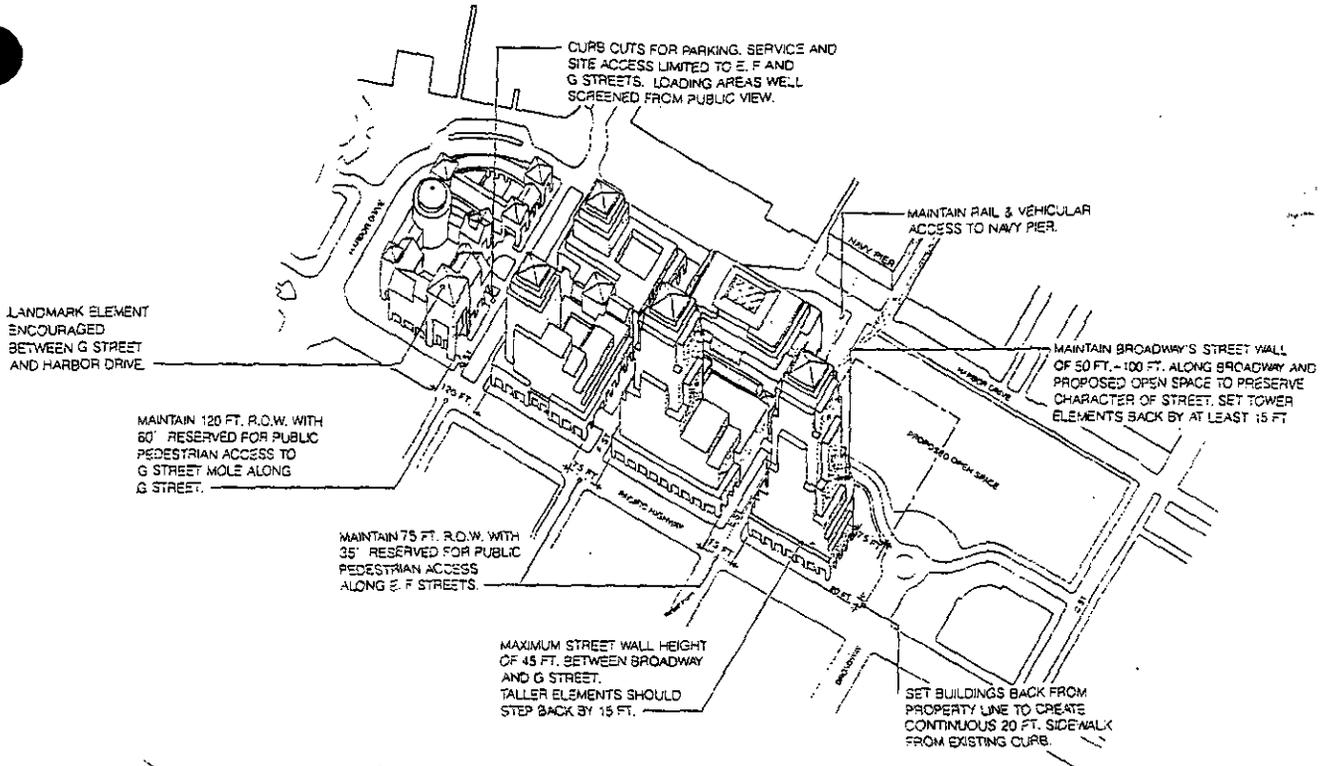
Project Site



6640001 - July 1989

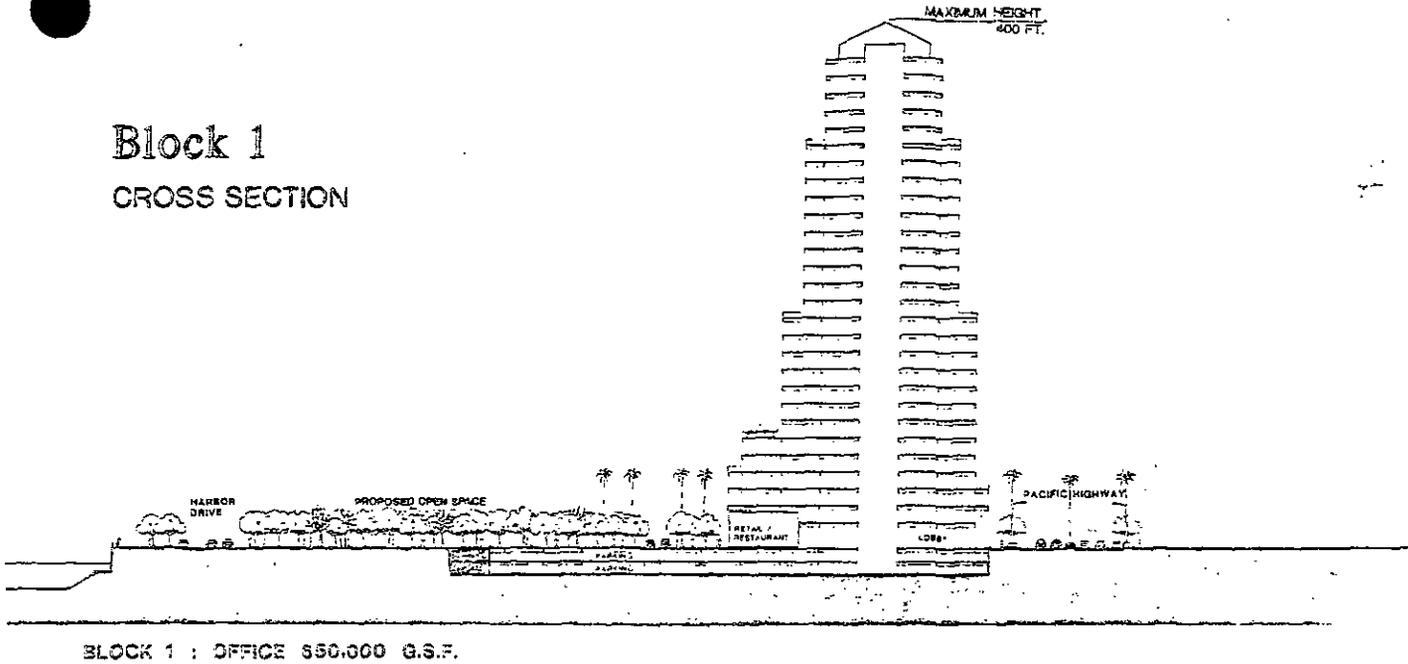


Illustrative Site Plan, Alternative A Navy Broadway Complex Project

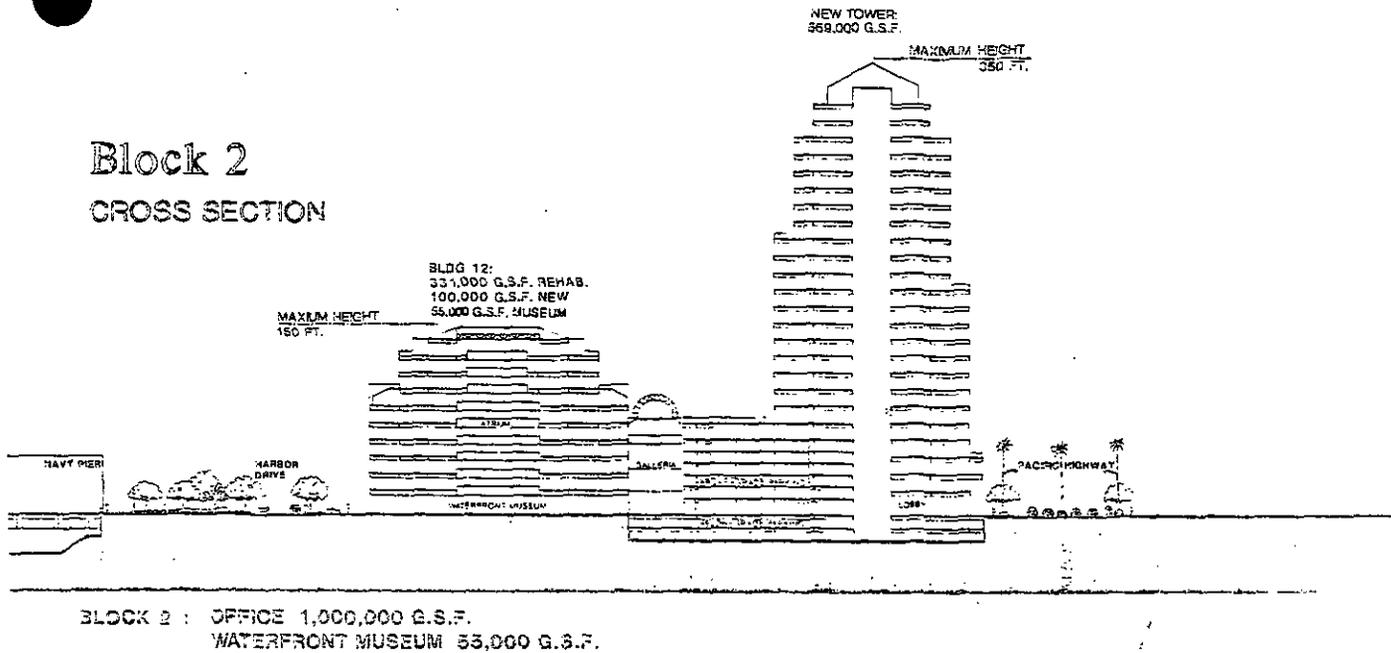


Urban Massing Guidelines
 Alternative A
 Navy Broadway Complex Project

Block 1
CROSS SECTION

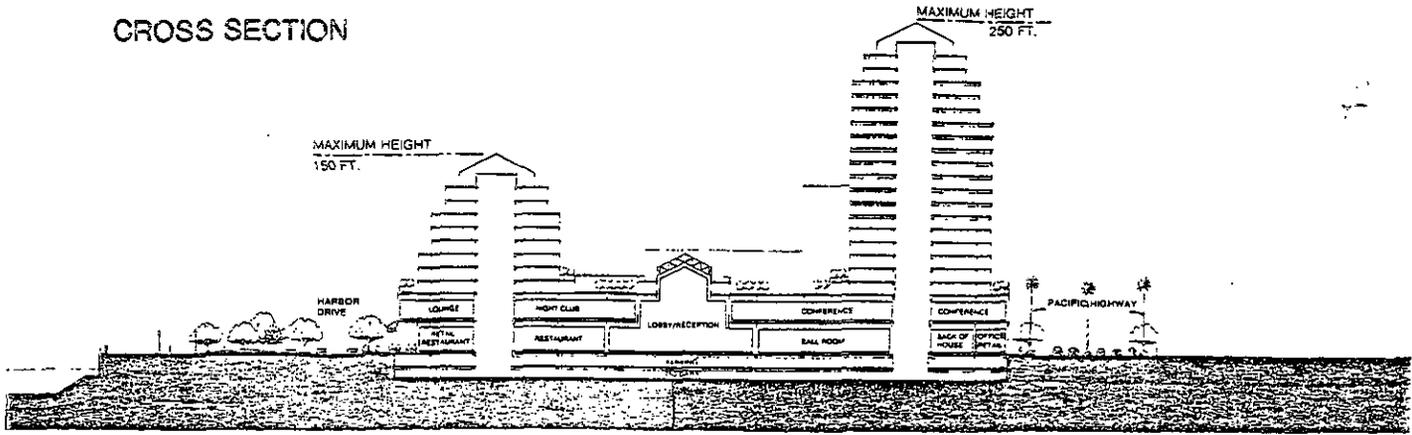


Block 2
CROSS SECTION



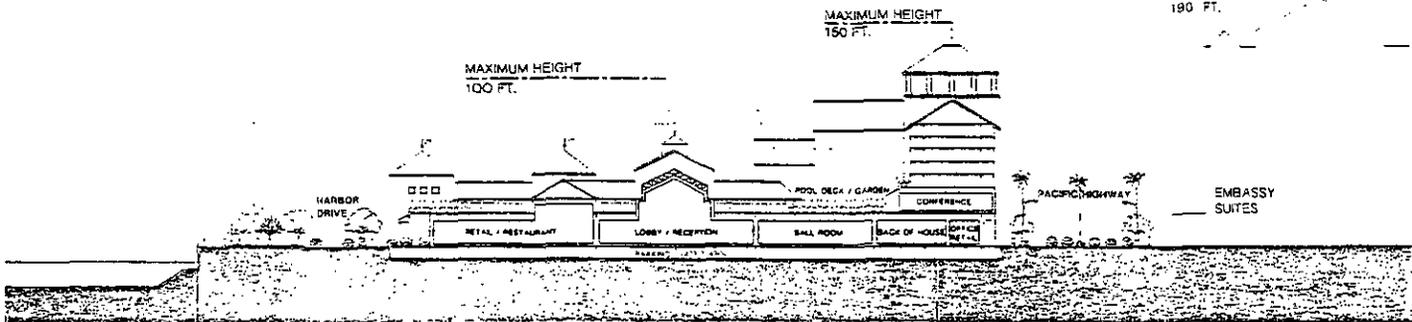
Illustrative Cross Sections, Alternative A
Blocks 1 and 2
Navy Broadway Complex Project

Block 3
CROSS SECTION



BLOCK 3: BUSINESS HOTEL 745,000 G.S.F./1,000 ROOMS

Block 4
CROSS SECTION



BLOCK 4: LUXURY HOTEL 475,000 G.S.F./500 ROOMS
RETAIL/RESTAURANT 25,000 G.S.F.

Illustrative Cross Sections, Alternative A
Blocks 3 and 4
Navy Broadway Complex Project

Block 2

Up to 1,000,000 SF of Navy office uses would be developed on Block 2. A 25-floor tower with a maximum height of 350 feet and 569,000 SF would be located on the eastern half of the block along Pacific Highway. On the western half of the block, an existing Navy building (Building 12) would be rehabilitated or a new building of 486,000 SF would be developed. Approximately 100,000 SF within Building 12 would be new construction added above the roof of the existing building, if that building were rehabilitated. Within the Block 2 square footage, a museum of up to 55,000 SF in size would be provided, with its principal entry on the ground floor oriented to the open space on Block 1 at the foot of Broadway. Figure 3-7 also depicts an illustrative cross section of this block.

A total of 1,230 parking spaces would be provided, 430 below grade and 800 in a five- to six-floor, 300,000 SF encapsulated above-grade structure. Fleet vehicle parking and storage would be provided for 230 vehicles within this total. This is equal to about 1.23 spaces per 1,000 SF, of which 0.23 space per 1,000 SF would be for storage of those vehicles and one space per 1,000 SF would be for patrons/employees of the Navy offices.

Block 3

This block would be developed with a 1,000-room, 745,000-SF hotel. As conceptually shown in Figure 3-4, two midrise towers would be constructed on a single base. A tower up to 250 feet high would be constructed on the easterly area of the site adjacent to Pacific Highway, stepping down to a 150-foot-high building on the westerly area of the site toward Harbor Drive. The hotel would include ground- and second-level support retail and restaurants, and conference and ballroom facilities. An illustrative cross section of the proposed Block 3 development is depicted in Figure 3-8.

Below-grade parking would be provided for 750 vehicles, which is approximately 1 space per 1,000 SF or 0.75 spaces per room.

Block 4

Block 4 would be developed with a 500-room, 475,000-SF hotel that includes an additional 25,000 SF of retail and/or restaurant uses. Unlike the support retail that would be provided in the mix of land uses on Blocks 1 and 3, the retail on Block 4 would be independent of, but ancillary to, the hotel uses proposed on this block. As shown in Figure 3-4, the developments on Blocks 1, 2, and 3 step down towards this block, which would have a maximum structural height of 150 feet. As with the other development on the site, the taller structures on Block 4 would be on the easterly area of the block, stepping down to lower structures as the site approaches the waterfront to the west. The hotel would provide retail uses on the ground floor. Figure 3-8 depicts an illustrative cross section of Block 4 development.

Below-grade parking would be provided for 475 vehicles at a ratio 0.75 spaces per hotel room and 4 spaces per 1,000 SF of retail.

Phasing Plan for Alternative A

The phasing for this and all other alternatives would be dictated by market conditions. A possible phasing program is depicted in Figure 3-9. For purposes of analysis, it is assumed that the project would be developed over an approximately 11-year period. Based on market conditions, the timing and onsite location of development may differ from the phasing shown herein. Open space would be provided in the last phase. This is because Navy offices would not be constructed until the third phase of the project, after sufficient private development has occurred to offset the cost of the Navy offices. Building 1, which currently has 319,000 SF of Navy offices and is located on the site of the future open space, would need to be retained on the site until new Navy offices are completed.

The phases and associated construction activity are as follows:

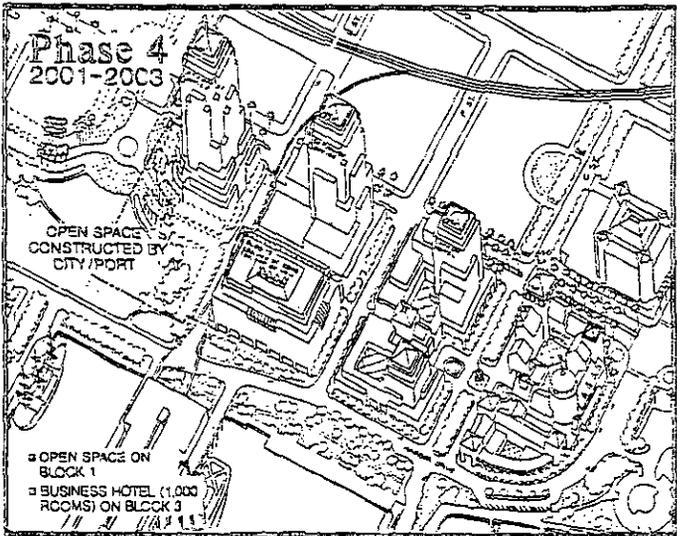
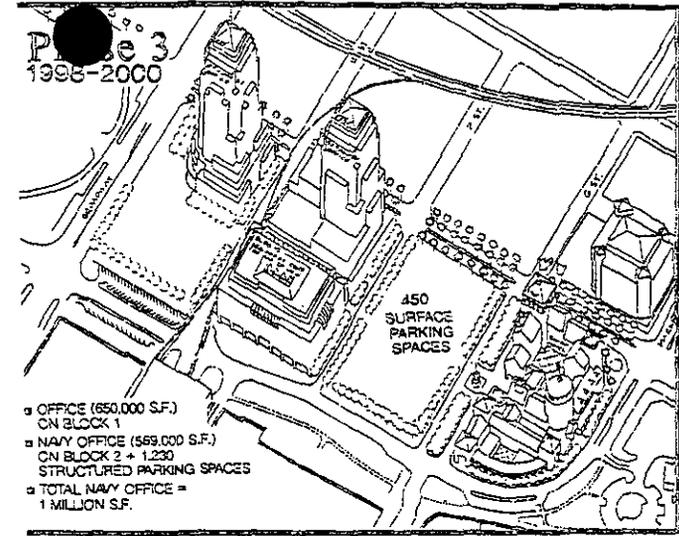
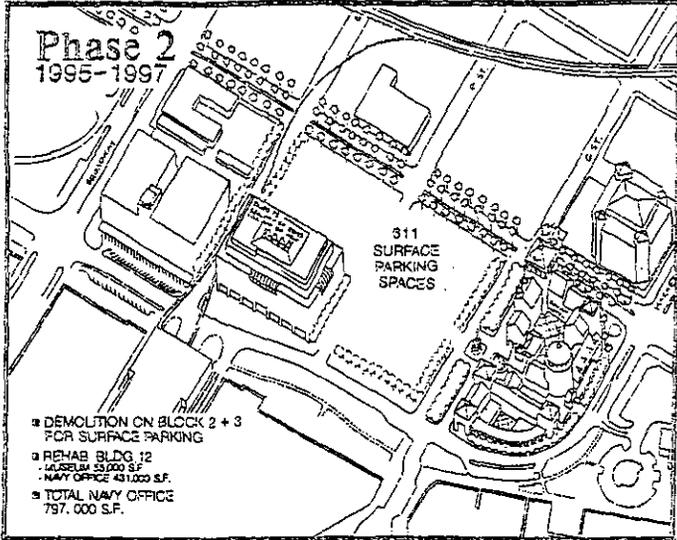
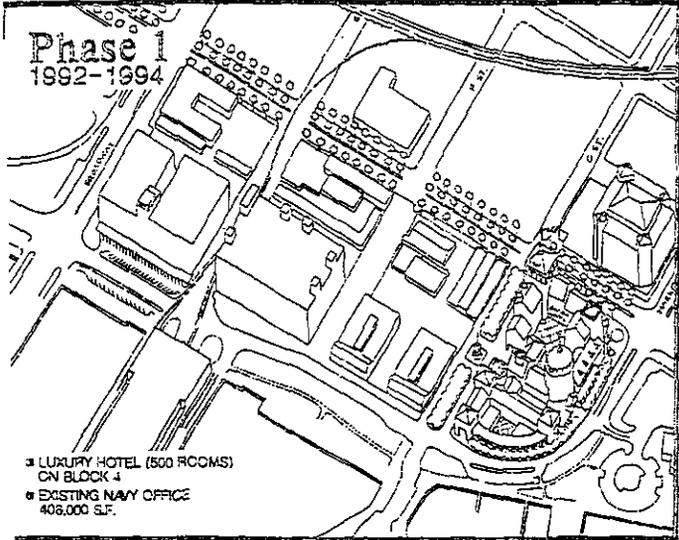
- Phase 1--1992-1994: The hotel on Block 4 would be developed.
- Phase 2--1995-1997: Building 12, located on the westerly area of Block 2, would be rehabilitated and expanded. At the same time, the buildings on the easterly half of Block 2 and all buildings on Block 3 would be demolished and the site used for temporary surface parking.
- Phase 3--1998-2000: The commercial office would be constructed on the easterly area of Block 1. The new Navy office would be constructed on the easterly area of Block 2.
- Phase 4--2001-2003: Building 1 would be demolished for the construction of the open space and the hotel on Block 3 would be constructed.

3.2.2 ALTERNATIVE B

Alternative B is similar to Alternative A, but includes more commercial office space and less open space. This alternative is intended to meet the project objectives with no financial assistance from the City of San Diego. Alternative B includes an additional 250,000 SF of commercial office space for a total onsite development of 3,500,00 SF. This would be sufficient to fully offset the cost of the new Navy offices.

Less open space would be available on Block 1, where the additional commercial office is proposed. Alternative B includes a 900,000-SF commercial office development in a 300-foot-high building on Block 1. As shown in Figure 3-10, the 1.9-acre open space in Alternative A would be reduced to a 0.5-acre pedestrian plaza located at the foot of Broadway. Consolidation of adjacent City and Port District land is not considered in this alternative, and the circulation and configuration of Broadway would not be altered.

All other land uses on Blocks 2, 3, and 4 would be the same as Alternative A, including a maritime museum and public and visual access to the waterfront.



Possible Phasing Program
Alternative A
Navy Broadway Complex Project

Alternative B is similar to Alternative A in terms of building massing and layout, with the tallest buildings on the northeasterly area of the site--in this case peaking on Block 2 at 350 feet--stepping down toward Broadway on the north, Seaport Village on the south, and the waterfront to the west, as shown in Figure 3-10.

Description of Alternative B

Alternative B would include a mix of Navy office, museum, commercial office, hotel, open space, and retail uses in up to 3,500,000 SF of development. The overall FAR for this alternative would be 5.88. As with Alternative A, the location and mix of land uses would be determined by market conditions. Proposed uses, by block and approximate heights, are described below.

Block 1

A 900,000-SF commercial office building would be developed. The commercial office building would be similar in design to the building proposed in Alternative A, but would extend development to cover more area of the block (see Figure 3-4 and Figure 3-10). As conceptually shown, the office building would include a stepped tower up to 300 feet high with an adjacent 150-foot-tall wing to the north. These structures would step down to lower-lying bases located to the west, adjacent to a 0.5-acre pedestrian plaza. Ground-level retail uses would be provided adjacent to the pedestrian plaza.

Below-grade parking for 900 vehicles would be provided, which is 1 space per 1,000 SF.

Blocks 2, 3, and 4

The development on these blocks would be the same as with Alternative A. Please see the description in Section 3.2.1 (page 3-13).

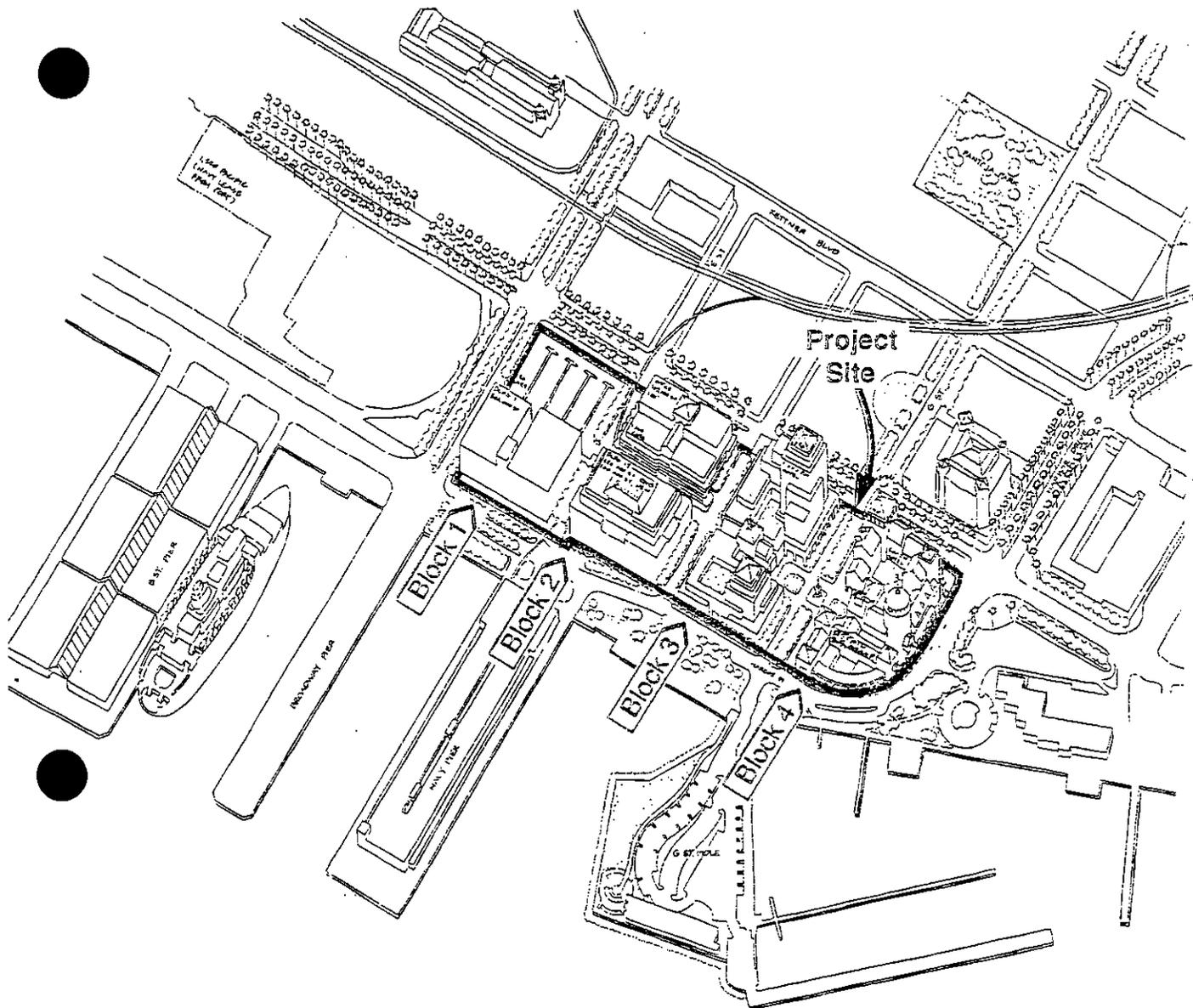
Phasing Plan for Alternative B

Phasing for Alternative B would be the same as for Alternative A. Please see Section 3.2.1 (page 3-14).

3.2.3 ALTERNATIVE C

Alternative C is intended to provide the minimum private development necessary to offset the costs of providing 1,000,000 SF of Navy offices. Instead of new offices on Block 2, supported in part by commercial office on Block 1, Alternative C focuses on rehabilitation of the two largest existing onsite buildings, Buildings 1 (on Block 1) and 12 (on Block 2); supplemented by a new low-rise Navy office building also on Block 2 (see Figure 3-11). The costs of rehabilitating the two existing buildings and building a new one on Block 2 would be offset by the same amount of hotel and retail on Blocks 3 and 4 as in Alternatives A and B. Total onsite development, including Navy offices, would be 2,470,000 SF.

Although this alternative would reduce the total onsite development, compared with Alternatives A and B, its configuration would not allow for the provision of open space on Block 1 at the foot of Broadway, because that is the current location of Building 1. Furthermore, a museum would not be financially supportable with this alternative. The circulation and



PROGRAM

Block Number	Land Use	Gross Square Footage	Parking	Max. Height (Feet)
1	Navy Office (Bldg. 1)	366,000	230 surfaces	100
2	Navy Office: - Rehab Bldg. 12	366,000	400	150
	- New	248,000	below-grade 500	
	Above-Grade Parking	225,000	above-grade	
3	Hotel	745,000	750	250
			below-grade	
4	Hotel	475,000	375	150
	Retail	25,000	100	
			below-grade	
Total		2,470,000	2,455	

Site Density = 4.15 Gross FAR

5540001 1/80



Alternative C
Navy Broadway Complex Project

configuration of Broadway would not be altered, but E, F, and G streets would be extended through the site, with G Street serving as a major pedestrian linkage.

Alternative C is different from Alternatives A and B in terms of building massing and layout. The stepping down of structures toward the waterfront, as found in Alternatives A and B, would not occur with this alternative. Instead, the massing would generally follow existing patterns found on Blocks 1 and 2, with the higher structures on the westerly area of the blocks, as conceptually shown in Figure 3-11.

Description of Alternative C

Uses proposed for Alternative C are described below. The overall FAR for this alternative would be 4.15. Building heights are approximate.

Block 1

The existing building on the westerly area of the block, Building 1, would be rehabilitated to include 366,000 SF of Navy office uses. The existing building height, 100 feet, would be unchanged. Ground-level retail would not be included in this building.

Surface parking for 230 vehicles would be provided on the easterly area of the block. The parking ratio for this block would be combined with additional Navy office parking that would be provided on Block 2 to arrive at an overall Navy office parking ratio of 1.23 spaces per 1,000 SF. This is delineated further in the discussion of Block 2.

Block 2

This block would include Navy office uses only. Building 12, on the westerly area of the block, would be rehabilitated to include 386,000 SF of rehabilitated and 100,000 SF of new office space within a 150-foot-high structure. A 130-foot-high building housing 148,000 SF of office space would be constructed on the easterly area of the block.

A total of 1,000 parking spaces would be provided, 400 below grade and 600 in a three- to five-floor, 225,000-SF above-grade structure. Including Block 1, a total of 1,230 parking spaces (230 for fleet vehicle storage) would be provided for 1,000,000 SF of Navy office space, a ratio of 1.23 spaces per 1,000 SF of office (of which one space per 1,000 SF would be for employee use).

Blocks 3 and 4

The development on these blocks would be the same as with Alternative A. Please see the description in Section 3.2.1 (page 3-13).

Phasing Plan for Alternative C

Alternative C would be phased as follows (depending on market conditions):

- Phase 1--1992-1994: The hotel on Block 4 would be developed.

- Phase 2--1995-1997: Building 12 would be rehabilitated and expanded on Block 2. At the same time, existing buildings on Block 3 and the easterly area of Block 1 and Block 2 would be demolished and the areas used for temporary surface parking.
- Phase 3--1998-2000: Building 1 would be rehabilitated on Block 1.
- Phase 4--2001-2003: The new Navy office would be constructed on the easterly area of Block 2, and the hotel would be constructed on Block 3.

3.2.4 ALTERNATIVE D

Alternative D was developed to consider development of most of the Navy offices at a location other than the Navy Broadway Complex, with the costs of the Navy offices supported primarily by private development on the Navy Broadway Complex. The Centre City East area--where San Diego's new civic center is proposed--was considered the most likely alternative location for Navy office uses due to the potential availability of parcels that could accommodate nearly 1,000,000 SF of office space and due to its proximity to the Navy Broadway Complex (approximately 1 mile). This area is shown in Figure 3-2, page 3-3.

The Navy would retain approximately 20,000 SF of office space at the Navy Broadway Complex to provide the minimum necessary support personnel for the continued operation of the Navy Pier. Approximately 980,000 SF of Navy offices would be provided in the Centre City East area. To offset the Navy's costs, 2,915,000 SF of mostly private, mixed-use development (except the 20,000 SF of Navy offices) would be provided at the Navy Broadway Complex. Total development with this alternative would be 3,995,000 SF.

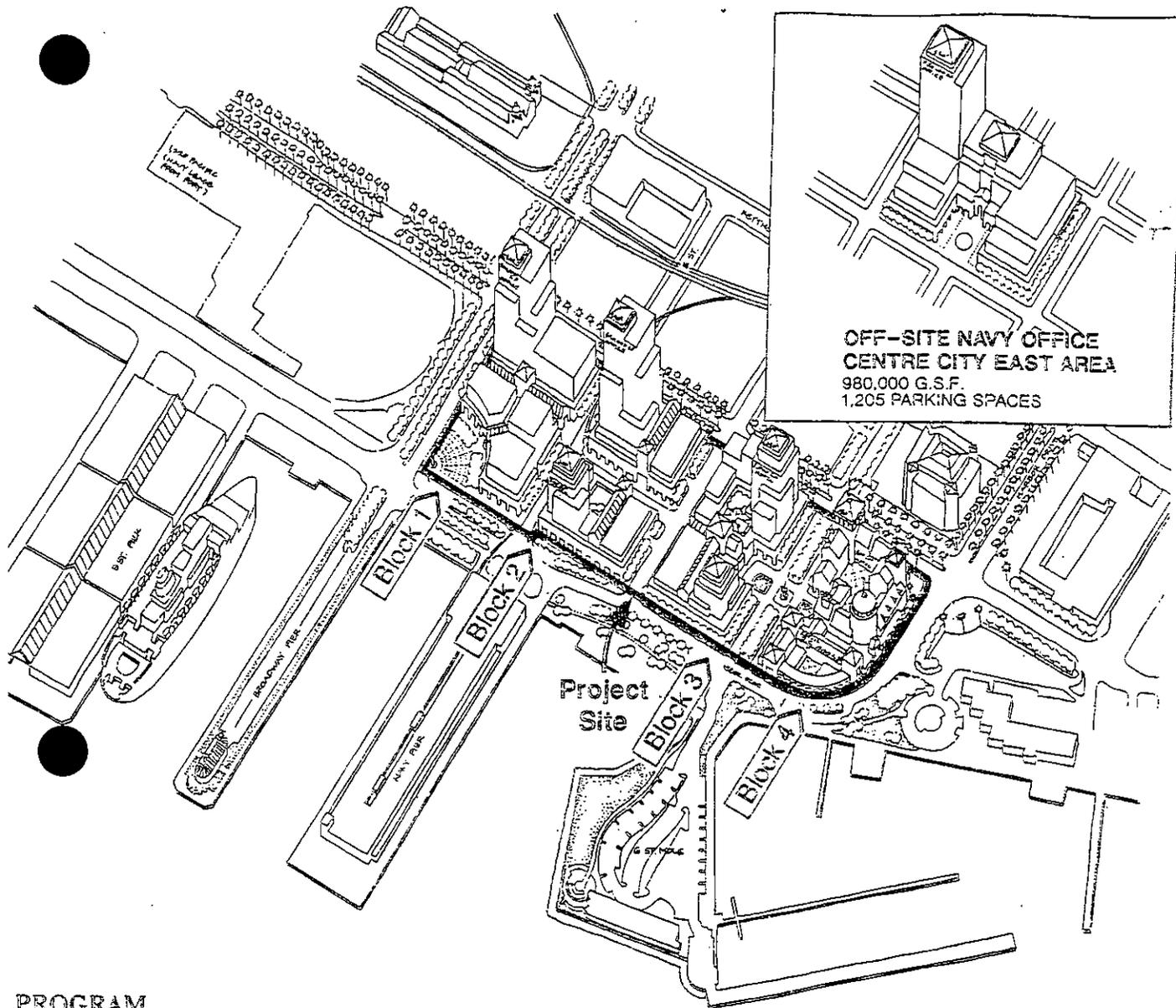
A 0.5-acre pedestrian plaza would be provided at the northwesterly corner of Block 1 at the foot of Broadway, and E, F, and G streets would be extended through the site with G Street providing a major pedestrian linkage. A maritime museum would not be provided because insufficient revenues would be generated by the project.

Alternative D is similar to Alternative B in terms of building massing and layout on the Navy Broadway Complex. The tallest buildings would be on the northeasterly area of the site, with heights peaking on Block 2 and stepping down towards Broadway on the north, Seaport Village on the south, and the waterfront on the west, as shown in Figure 3-12. Blocks 1, 3, and 4 would be developed as proposed in Alternative B. Block 2 would have a 300-room hotel on the westerly area of the block.

The Navy offices would be developed in a 980,000-SF building that covers two currently unspecified blocks in Centre City East, as conceptually shown in Figure 3-12. The building would be designed to have a stepped podium base leading to a 350-foot-high tower.

Description of Alternative D

Uses included in Alternative D are described below by block. The overall FAR on the Navy Broadway Complex would be 5.4 and the offsite development would have an FAR of approximately 7.0. Building heights are approximate.



OFF-SITE NAVY OFFICE
CENTRE CITY EAST AREA
980,000 G.S.F.
1,205 PARKING SPACES

Project Site

PROGRAM

Block Number	Land Use	Gross Square Footage	Parking	Max. Height (Feet)
1	Commercial Office Open Space (0.5 Acre)	300,000	900 below-grade	300
2	Commercial Office Hotel Navy Office	530,000 200,000 20,000	780 below-grade	350
3	Hotel	745,000	750 below-grade	250
4	Hotel Retail	475,000 25,000	375 100	150
Off Site	Navy Office	980,000	305 below-grade	350
	Above-Grade Parking	100,000	400 above-grade	
Total (On and Off)		3,995,000	4,110	

Site Density = 3.4 Gross FAR

9640001 1/90



NORTH

Alternative D
Navy Broadway Complex Project

Block 1

The development on Block 1 would be the same as with Alternative B. Please see the description in Section 3.2.2, page 3-13.

Block 2

The easterly area of Block 2 would be developed with 530,000 SF of commercial office and 20,000 SF of Navy office in a tower up to 350 feet high, rising from a broad podium base. The design of this building would be similar to the building proposed in the same location in Alternative A (see Figure 3-4 and Figure 3-12). The office on the easterly area would step down to a 200-foot-high hotel tower located on the westerly area of the block. The hotel would have 200,000 SF of space and would include 300 suites. Total square footage on this block would be 750,000. Ground-level retail uses would be provided in both buildings.

Below-grade parking would be provided for 780 vehicles at a ratio of 1.04 spaces per 1,000 SF.

Blocks 3 and 4

The development on these blocks would be the same as with Alternative A. Please see the description in Section 3.2.1, page 3-13.

Offsite

A total of 980,000 SF of Navy office uses would be developed at the offsite Centre City East location. The maximum height of the building would be 350 feet.

Parking for 1,205 vehicles would be provided--805 spaces in a below-ground structure and 400 spaces in a 100,000 SF above-ground parking structure. A ratio of 1.23 spaces per 1,000 SF of office would be provided, of which 0.23 space per 1,000 SF would be for fleet vehicle storage and one space per 1,000 SF for employees/patrons.

Phasing Plan for Alternative D

Alternative D would be phased as follows (depending on market conditions):

- Phase 1--1992-1994: The hotel on Block 4 would be developed.
- Phase 2--1995-1997: The first 500,000 SF of offsite Navy offices would be developed.
- Phase 3--1998-2000: The commercial office and pedestrian plaza would be constructed on Block 1. The hotel would be developed on Block 3.
- Phase 4--2001-2003: The commercial office (with 20,000 SF of Navy office) and a suites hotel would be constructed on Block 2. In addition, the remaining 480,000 SF of offsite Navy offices would be constructed.

3.2.5 ALTERNATIVE E

Alternative E would provide 1,000,000 SF of Navy offices on the Navy Broadway Complex with no private development. Traditional funding mechanisms, i.e., Congressionally appropriated tax dollars, would be used to finance construction. The project would consist solely of development of 1,000,000 SF of Navy offices, as depicted in Figure 3-13. No open spaces or pedestrian plazas would be developed on the site, nor would there be an extension of E Street, F Street, and G Street for vehicular access through the site. Pedestrian access through the site would not be inhibited by fencing or any other physical barriers, but it would be primarily across parking lots instead of along sidewalks.

Description of Alternative E

Uses proposed in Alternative E are described below. The overall FAR for this alternative would be 1.68. Building heights are approximate.

Block 1

Building 1 would be retained on the westerly area of the block and rehabilitated to include 366,000 SF of office space. The building would be a maximum of 100 feet high. In addition, 270 surface parking spaces would be provided.

Block 2

Building 12 would be retained on the westerly area of the block and would be rehabilitated and expanded to include 486,000 SF of office space, 100,000 SF of which would be new construction on the roof of the building. The building would be up to 150 feet high. The easterly area of the block would be used for surface parking for 360 vehicles.

Block 3

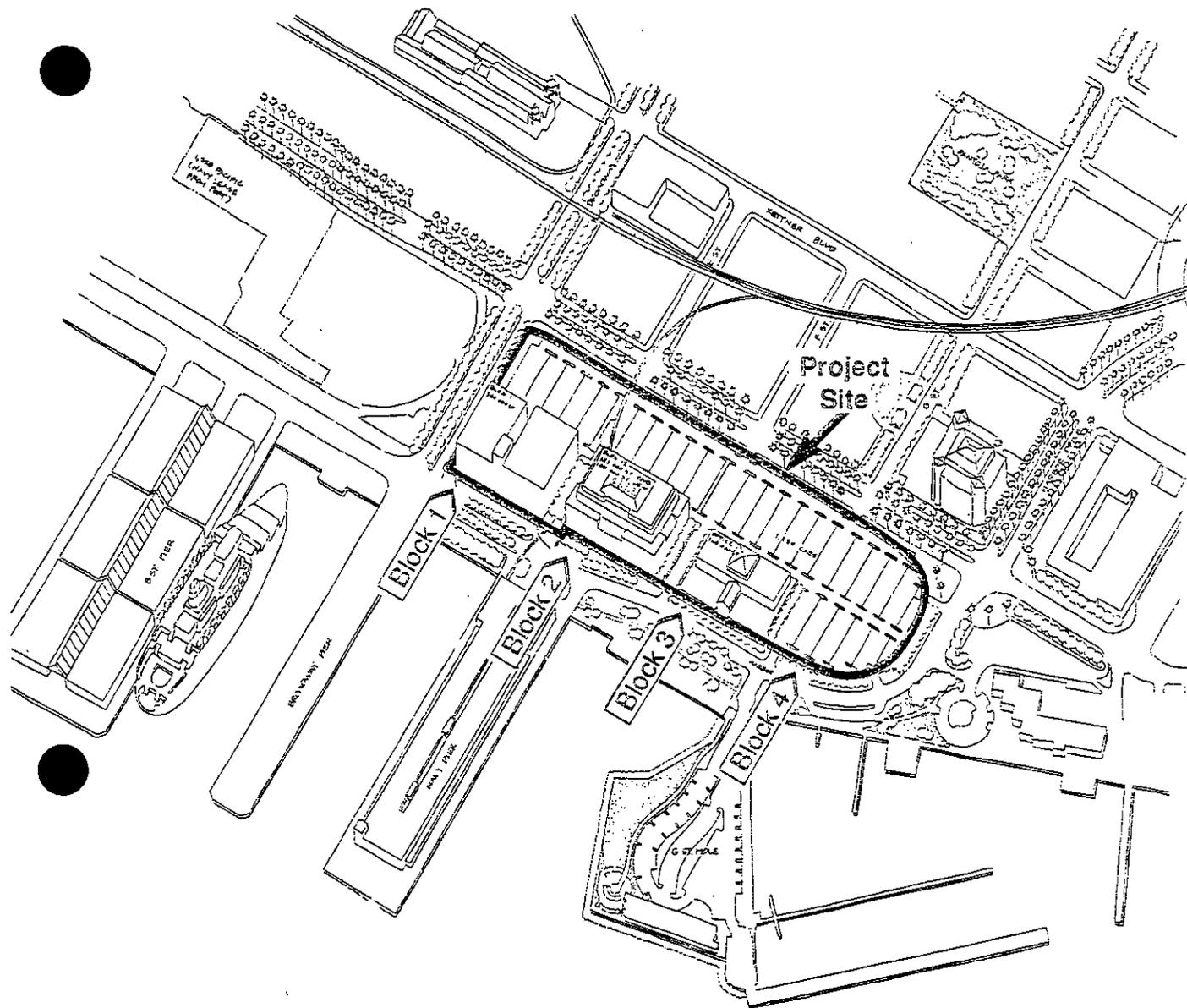
A new 148,000 SF office building that would not exceed 100 feet in height would be constructed on the westerly area of this block. The easterly area of the block would be used for surface parking for 207 vehicles.

Block 4

This block would be used for surface parking. A total of 393 spaces would be provided. Total parking on the site would be 1,230 spaces (230 for fleet vehicle storage), a ratio of 1.23 spaces per 1,000 SF of office, of which one space per 1,000 SF would be for employees/patrons.

Phasing Plan for Alternative E

It is assumed that this alternative would be developed in one phase, between 1996 and 1998.



PROGRAM

Block Number	Land Use	Gross Square Footage	Parking	Max. Height (Feet)
1	Navy Office: - Bldg. 1	366,000	270	100
2	Navy Office: - Bldg. 12 - New	386,000 100,000	360 surface	150
3	Navy Office: - New	148,000	207 surface	0
4	Parking	—	393 surface	0
Total		1,000,000	1,230	—

Site Density = 1.88 Gross FAR

3640031 - July 1989



Alternative E
Navy Broadway Complex Project

3.2.6 ALTERNATIVE F

As discussed in Section 3.2, page 3-5, subsequent to the public announcement of the Navy's proposed concept for redevelopment of the Navy Broadway Complex, which included approximately 1.3 acres of open space on the 3.5-acre Block 1 site, there was community discussion of providing a larger open space at the foot of Broadway. The proposed concept was modified to create 1.9 acres of open space at the foot of Broadway (Alternative A).

A concept was also developed, Alternative F, reserving the entire 3.5 acres on Block 1 for open space. The density of development on the other three blocks would be increased equal to the full development program for Alternative A, in order to provide sufficient development to offset the costs of providing Navy offices (see Figure 3-14). Local financial assistance from the City of San Diego for infrastructure improvements (e.g., roadway and streetscape improvements) would be required. Adjacent property to the north under the control of the City of San Diego and the San Diego Unified Port District would be added to create an even larger open space at the foot of Broadway. A significant waterfront gateway to downtown San Diego could be created at the foot of Broadway. Development of this alternative is not contingent upon the development of adjacent City and Port District property.

The public benefits offered by this alternative would be the same as Alternative A, except that more public open space would be provided. Because the same amount of development as shown in Alternative A would be required to sufficiently offset the costs of Navy offices, development on Blocks 2, 3, and 4 would be intensified. Building heights on Blocks 2, 3, and 4 would be higher than Alternative A, with towers up to 500 feet high on Block 2 (instead of Alternative A's 350 feet), 350 feet high on Block 3 (instead of 250 feet high), and up to 250 feet high on Block 4 (instead of 150 feet high). (The tallest building in Alternative A is the 400-foot-high commercial office building proposed on Block 1.) Building massing and layout would be similar to Alternatives A, B, and D, with the tallest buildings on the easterly area of Block 2, stepping down to shorter buildings toward the waterfront to the west and a specialty shopping center to the south, as shown in Figure 3-14.

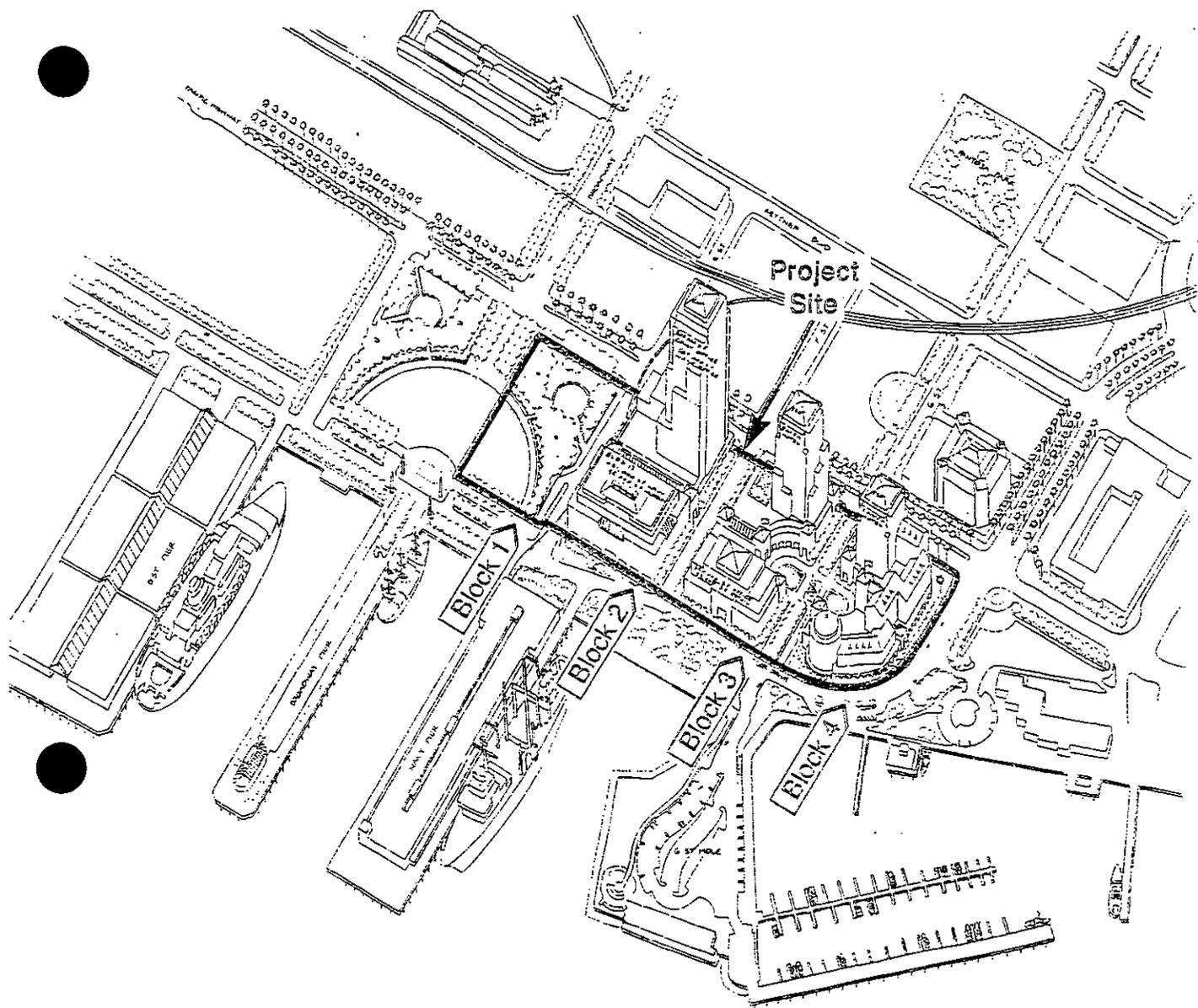
Alternative F includes the development of 3,315,000 SF of mixed uses in the Navy Broadway Complex. A total of 650,000 SF of commercial office, 1,000,000 SF of Navy office, a 745,000 SF and 475,000 SF hotel, and an up to 55,000 SF museum would be developed. E, F, and G streets would be extended through the site, with G Street serving as a major pedestrian linkage. The overall intensity of uses differs from Alternative A only in the amount of above-grade parking that would be provided (to offset parking that would have been on Block 1), with Alternative F providing 365,000 SF versus Alternative A's 300,000 SF.

Description of Alternative F

Uses considered in Alternative F are described below by block. The overall FAR for this alternative would be 5.7. Building heights are approximate.

Block 1

The approximately 3.5-acre block would be developed as open space. If the City abandons a contiguous segment of Broadway to allow open space development and the Port District dedicates an approximately 3.5- to 4-acre parcel of open space, an approximately 10-acre park could be



PROGRAM

Block Number	Land Use	Gross Square Footage	Parking	Max. Height (Feet)
1	Open Space (3.5 acres)	0	0	0
2	Navy Office:			
	- Bldg. 12	331,000	490	300
	- New	669,000	below-grade	
	Commercial Office	300,000	1,040	
	Museum	55,000	above-grade	
	Above-Grade Parking	365,000		
3	Commercial Office	350,000	325	350
	Hotel	475,000	below-grade	
	Retail	25,000		
4	Hotel	745,000	750	250
Total		3,316,000	3,105	--

Site Density = 5.7 Gross FAR

3640001 1/90



NORTH

Alternative F
Navy Broadway Complex Project

developed at the foot of Broadway (see Figure 3-14). Broadway, which currently extends through the proposed bayfront park, would terminate as a "T" intersection at Pacific Highway. No parking would be provided on this block.

Block 2

An 869,000-SF office building would be developed in a 500-foot-high structure on the easterly area of Block 2. The Navy would occupy 569,000 SF, with the remaining 300,000 SF to be used for commercial office. On the westerly half of the block, existing Building 12 would be rehabilitated and 100,000 SF would be added to accommodate a total of 431,000 SF of Navy office and up to a 55,000-SF museum within a building 150 feet high.

A total of 1,530 parking spaces would be provided, 490 below grade and 1,040 in a 6.5-floor, 365,000-SF above-grade structure that would be located in the podium of the new office building. This block would provide parking at a ratio of 1.17 spaces per 1,000 SF, or 1 space per 1,000 SF of commercial office and 1.23 spaces per 1,000 SF of Navy office (of which one space per 1,000 SF would be employee parking and 0.23 space would be for fleet vehicles).

Block 3

This block would be developed with a 500-room, 350-foot-high hotel on the easterly area of the block, and a 150-foot-high building supporting 350,000 SF of commercial office and 25,000 SF of retail and restaurant uses on the westerly area of the block.

Below-grade parking would be provided for 825 vehicles, a ratio of approximately 4 spaces per 1,000 SF of retail, 0.75 spaces per hotel room, and 1 space per 1,000 SF of commercial office.

Block 4

A 1,000-room, 745,000-SF hotel would be developed within an up to 250-foot-high building, with its highest point on the easterly area of the block, stepping down to 75- to 100-foot-high structures on the westerly area of the block.

Below-grade parking for 750 vehicles would be provided at a ratio of approximately 1 space per 0.75 rooms.

Phasing for Alternative F

Alternative F would be phased as follows (depending on market conditions):

- Phase 1--1992-1994: The hotel on Block 4 would be developed.
- Phase 2--1995-1997: Building 12 would be rehabilitated and expanded on the westerly area of Block 2.
- Phase 3--1998-2000: The commercial office and Navy office on the easterly area of Block 2 would be developed.

- Phase 4-2001-2003: The commercial office and hotel would be developed on Block 3. Building 1 on Block 1 would be demolished.

3.2.7 ALTERNATIVE G

Alternative G is the no action alternative, which assumes that the site would continue to operate with a mix of Navy office and Navy warehouse uses. No new development would occur on the site. The project site is currently developed with 405,753 SF of Navy office and 601,276 SF of industrial/warehouse uses, as depicted in Figure 3-15.

No open spaces or pedestrian plazas would be developed on the site. Pedestrian and vehicular access between downtown and the waterfront through the Navy Broadway Complex would not be provided.

Description of Alternative G

Uses existing on the Navy Broadway Complex and included as the no action alternative, by block, are described below. The overall FAR for this alternative is 1.69.

Block 1

A total of 366,452 SF of Navy office and 39,729 SF of industrial/warehouse uses are located on Block 1. Building 1, located on the westerly area of the block, is the tallest building at 100 feet. Surface parking is provided for 140 vehicles.

Block 2

A total of 37,186 SF of Navy office and 421,660 SF of industrial uses are located on Block 2. Building 12, located on the westerly area of the block, is the tallest building at approximately 100 feet. Surface parking is provided for 25 vehicles.

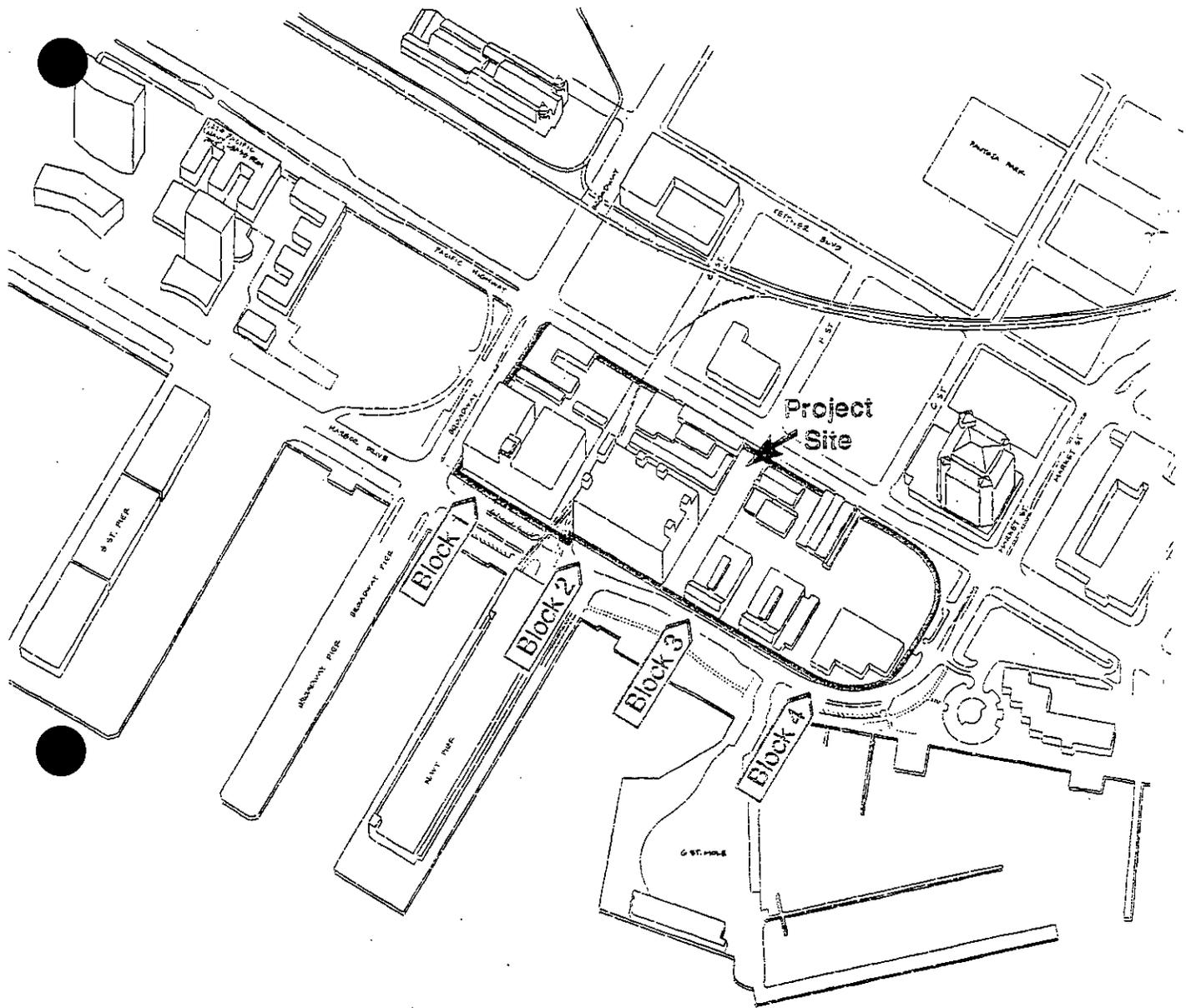
Block 3

A total of 2,115 SF of Navy office and 109,610 SF of industrial/warehouse uses are located on Block 3. The highest building on this block is 40 feet. No parking is provided.

Block 4

A total of 30,227 SF of industrial/warehouse uses are located on Block 4. The highest building is 40 feet. Surface parking is provided for 250 vehicles.

Parking on the entire Navy Broadway Complex totals 425 spaces, which is a ratio of 0.42 spaces per 1,000 SF (approximately one space per 2,500 SF).



PROGRAM

Block Number	Land Use	Gross Square Footage	Parking	Max. Height (Feet)
1	Navy Office	256,452	140	100
	Indus./Warehouse	39,729	surface	
2	Navy Office	37,186	25	100
	Industrial	421,960	surface	
3	Navy Office	2,115	0	40
	Indus./Warehouse	109,510		
4	indus./Warehouse	20,277	260	40
			surface	
Total		1,007,029	425	---

Site Density = 1.69 Gross FAR

Alternative G
Navy Broadway Complex Project

3640001 - July 1989



SECTION 4

AFFECTED ENVIRONMENT, ENVIRONMENTAL CONSEQUENCES OF THE PROPOSED ALTERNATIVES, AND MITIGATION MEASURES

4.1 LAND USE AND APPLICABLE PLANS

4.1.1 LAND USE COMPATIBILITY

AFFECTED ENVIRONMENT

Existing Land Uses

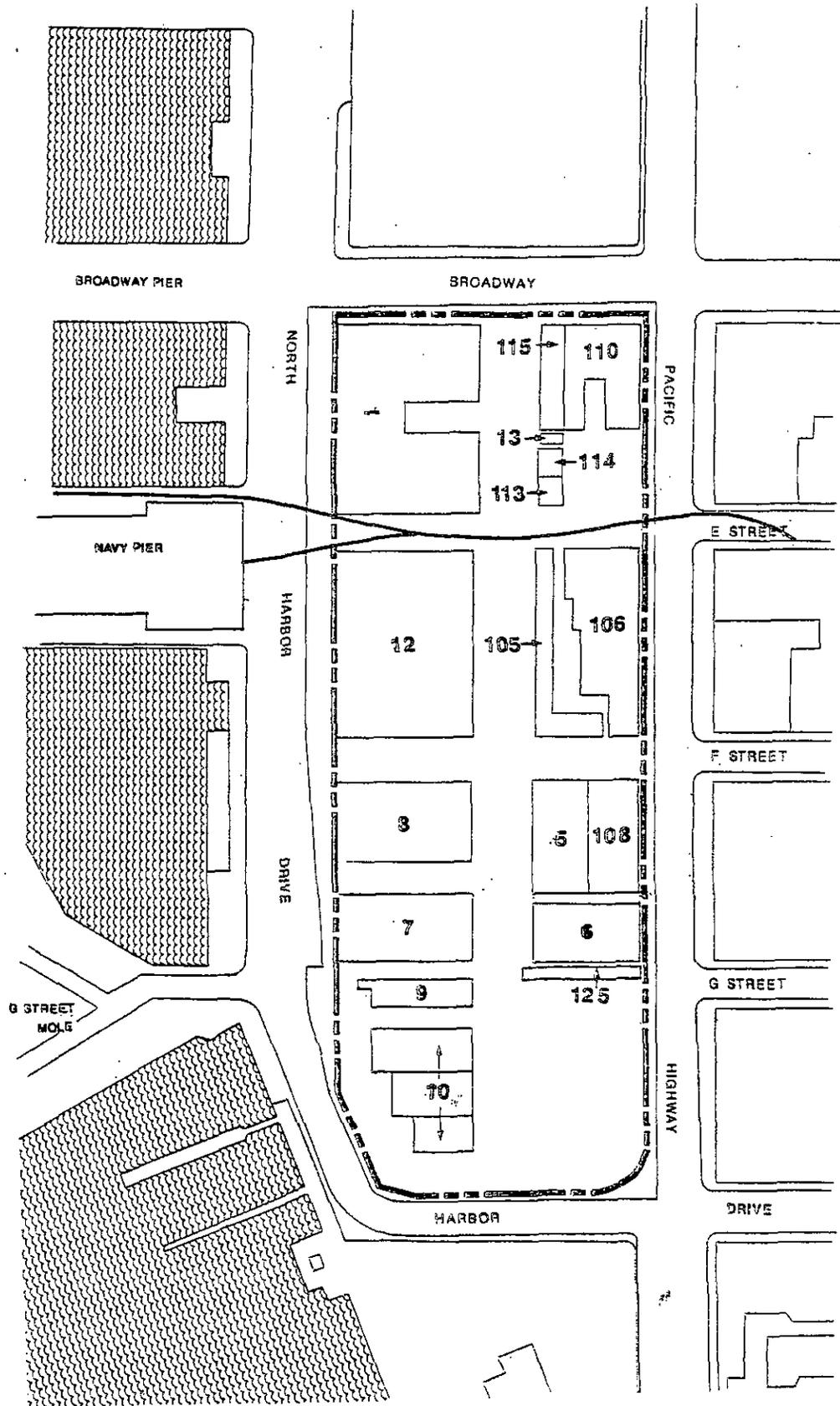
The Navy Broadway Complex project site is located in Southern California within the coastal City of San Diego, which has a population of approximately 1.05 million. As shown on Figure 3-1, page 3-2, and Figure 3-2, page 3-3, the site is located on the western edge of the City just east of Harbor Drive, the waterfront street adjacent to San Diego Bay. The San Diego Bay waterfront is occupied primarily by the Port of San Diego and the naval shore establishment. The Port of San Diego is used as the base for cruise lines, shipping, tour boat operations, marinas, commercial fishing, and hotels, and also includes a convention center and Lindbergh Field, San Diego's primary airport. The San Diego naval shore establishment is a crucial facility for the command of naval operations, administration, support, and communications in the Pacific Ocean.

The Navy Broadway Complex site is located several blocks west of the San Diego Centre City core and approximately 2 miles west of Interstate 5 (I-5), a primary north/south interstate highway corridor. Regional access to the project area is provided via I-5, I-8, I-805, State Route 94 (SR-94), and SR-163 (see Figure 3-2, page 3-3).

The site is bounded by Harbor Drive to the west and south, Broadway to the north, and Pacific Highway to the east. The project site is east of the Navy Pier and southeast of the Broadway and B Street piers. Harbor Drive is the primary waterfront street in the vicinity. It parallels Pacific Highway in the project area and connects waterfront tourist attractions, the County Administration Center, Lindbergh Field, and naval and port activities located along San Diego Bay.

Existing Onsite Uses and Property Ownership

The Navy Broadway Complex currently has two large and 14 smaller Navy administrative office and warehouse facilities containing approximately 1 million square feet of gross floor area. The Naval Supply Center; Naval Communications Station; and Commander, Naval Base, San Diego are the primary existing tenants. Approximately 2,100 military and civilian personnel are employed at the site. The project site is one of 18 Navy installations within the metropolitan San Diego area. The Navy presence in San Diego is nationally important because it represents approximately one-fourth of the total Navy fleet. Figure 4-1 depicts the location of onsite buildings and Table 4.1-1 describes the uses and characteristics of each building. Most of the existing structures were built prior to 1945, with the oldest building dating to 1922.



-  Project Site
-  Building Number
(Refer to Table 4.2-1)
-  Railroad Tracks

Site Building Locations Navy Broadway Complex Project



664001 1/90

TABLE 4.1-1
EXISTING ONSITE IMPROVEMENTS

Building No.	Height (floors)	Total Area (square feet [SF])	Industrial Space (SF)	Office Space (SF)	Storage (SF)
1	8	357,577	38,577	319,000	0
5	2	15,219	15,219	0	0
6	2	30,688	30,688	0	0
7	1	25,913	0	0	25,913
8	1	22,090	22,090	0	0
9	1	4,855	1,319	2,115	1,421
10	1	30,277	30,277	0	0
12	7	427,041	413,176	13,865	0
13	1	84	84	0	0
105	1	11,455	0	11,455	0
106	1	20,350	8,484	11,866	0
108	2	12,960	12,960	0	0
110	2	40,856	0	40,856	0
113	2	2,304	1,152	1,152	0
114	1	1,440	1,440	0	0
115	1	4,004	0	4,004	0
125 ^a	1	--	--	--	--
Total		1,007,113	574,026	405,753	27,334

^a Building 125 was partially demolished and now only a small portion remains. It is used for nonrefrigerated storage and is not included in the overall onsite square footage totals.

Navy-owned railroad tracks are located on the project site in the E Street alignment between Buildings 1 and 12 and are used an average of twice per year. The railroad tracks lead to the Navy Pier across Harbor Drive and provide rail transport of supplies and oversized equipment to and from the pier.

Existing access to the project site is restricted to authorized military and civilian personnel. No public access into or through the site is available. E, F, and G Streets currently approach the site from the east and terminate at Pacific Highway without connections through to Harbor Drive.

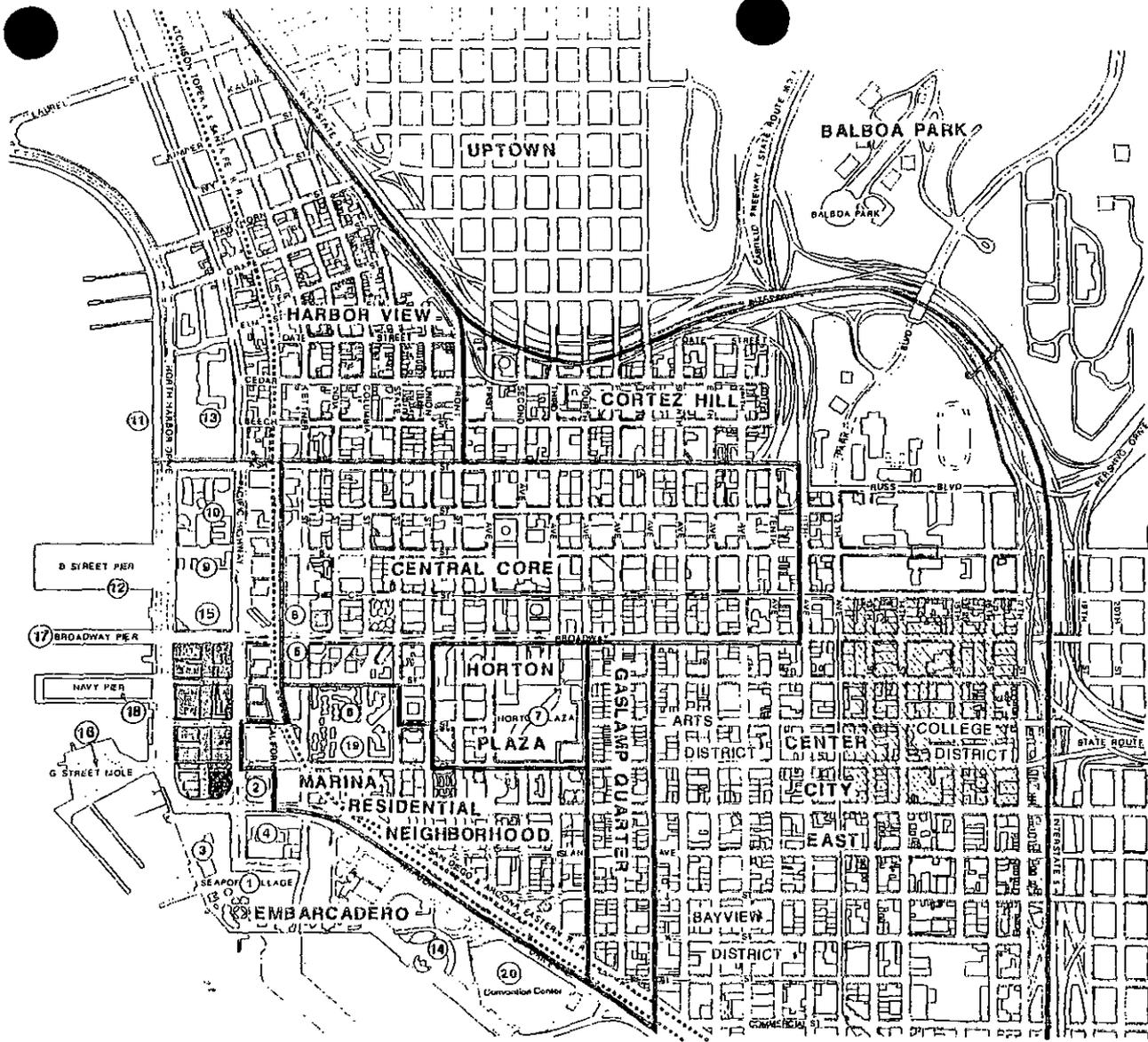
The Navy Broadway Complex property is entirely controlled by the Navy and primarily owned by the Federal government. Federal ownership originates from initial conveyance of several parcels to the Federal government by the City of San Diego in 1919. Subsequent conveyances occurred in 1933, 1938, and 1940. The Navy owns approximately 13.7 of the 15.6 acres. Property not owned by the Navy is limited to the alignments and strips of land adjacent to E and F Streets and a small portion of the parking area north of North Harbor Drive and west of Pacific Highway. The alignments of E and F Streets comprise a total of 1.5 acres and are owned by the San Diego Unified Port District (SDUPD). They are under long-term lease to the Navy (until the year 2044). The narrow strips adjacent to the E and F Street alignments (approximately 0.1 acre total) are under lease from the City of San Diego (until 2049). The parking area north of Harbor Drive comprises approximately 0.3 acre and is leased from the SDUPD on a year-to-year renewal option basis. These three leases total 1.9 acres.

Surrounding Land Uses

The project site is located in an area of San Diego that has been undergoing land use changes and substantial redevelopment. Old and new commercial and office uses are intermixed with older warehouses in the Centre City area, several blocks to the east and northeast. Lindbergh Field, San Diego's major airport, is located approximately 1.5 miles to the northwest. Visitor-serving uses and hotels are located in the immediate vicinity of the site. Figure 4-2 depicts the major surrounding land uses in the project vicinity.

Land uses in the immediate vicinity include the following:

- Restaurant uses and parking are located immediately to the north across Broadway. The Port of San Diego Cruise Ship Terminal (B Street Pier), the Holiday Inn Complex, and the County of San Diego Administration Building are also located to the north.
- The Broadway Pier, which extends west from the terminus of Broadway, is located northwest of the site directly across North Harbor Drive. The Broadway Pier contains the customs office, vehicle parking, and pedestrian-oriented open space.
- The Navy Pier and Transit Shed, which are used for ship berthing, storage, and load out, are located directly west of project site Buildings 1 and 12 (Figure 4-2), across North Harbor Drive. The pier is connected to Building 12 by an enclosed conveyor bridge over North Harbor Drive.
- The G Street Mole is located west of the southern area of the site, and supports commercial fishing, restaurant, and pedestrian-oriented open space uses.
- Harbor Seafood Market and Seaport Village are located south of the site across Harbor Drive. Seaport Village is developed with specialty retail shopping uses. The Marriott Hotel and Convention Center and the Embarcadero Marina Park are located to the south and southeast of these areas.



1. Seaport Village
 2. Embassy Suites
 3. Harbor Seafood Market
 4. Old Police Station
 5. SDG & E Station B
 6. Park Row
 7. Horton Plaza
 8. Antra/Santa Fe Depot
 9. Navy Buildings (1220 Pacific Highway)
 10. Holiday Inn Complex
 11. Maritime Museum
 12. Port of San Diego Cruise Ship Terminal/B Street Pier
 13. County of San Diego Administration Building
 14. Marriott Hotel
 15. Parking (Lane Field)
 16. G Street Mole
 17. Broadway Pier
 18. Navy Pier
 19. Pantoja Park
 20. Convention Center
-

Figure 4-2
Surrounding Land Use Context



Navy Broadway Complex Project

- The Embassy Suites Hotel is located to the east of the southern area of the site, across Pacific Highway from Block 4. The old (unoccupied) San Diego Police Station and the Seaport Village expansion area are located south of the Embassy Suites Hotel, across the intersection of Harbor Drive and Pacific Highway. The San Diego Gas and Electric facilities substation and steam plant are also located east of the project site across Pacific Highway. Other land uses to the east include the Marina residential neighborhood, an area of relatively high-density housing, and Pantoja Park. Horton Plaza, the major downtown retail shopping mall, is located farther east.
- The Amtrak/Santa Fe Railroad depot is located to the northeast, across the intersection of Pacific Highway and Broadway. Santa Fe property occupies the blocks around the depot northeast of the site. The central core for downtown San Diego is located east of the depot.

Planned Surrounding Land Uses

A number of office, commercial, hotel, residential, and mixed-use projects are proposed or under construction in the vicinity of the project site. The larger of these projects are listed in Table 4.1-2 and shown on Figure 4-3.

The most active area in the project vicinity is the Centre City core, located east-northeast of the site. The largest planned project is the proposed Santa Fe Development to the northeast of the site, with a proposed 3,700,000 SF of office and 100,000 SF of commercial retail and restaurant uses. The development would consist of eight buildings ranging in height from 14 to 32 stories. This project is proposed to be developed over a 10- to 20-year period beginning in 1992.

Several other office developments with anticipated completion dates between 1989 and 1992 are also located in the Centre City's central core. Over 7,000,000 SF of office uses are proposed over the next 20 years or are under construction in this area, further reinforcing this area as San Diego's downtown core. Ancillary commercial retail uses are included in several of these developments. Commercial retail uses are planned or under construction primarily to the east and south of the site, the largest being the 180,000 SF expansion of Seaport Village (south of the site). Over 500,000 SF of commercial retail uses are proposed in the project vicinity.

Approximately 1,300 hotel rooms are planned or under construction in the downtown core. In addition, more than 1,500 rooms are also planned to the south in the Hyatt Regency (875 rooms) and to the southeast in Roger Morris Plaza (750 rooms). The new San Diego Convention Center, with approximately 500,000 square feet of exhibit, meeting, and ballroom space, has been recently completed to the southeast.

Residential land use is the other predominant planned use in the project area, with over 2,000 dwelling units either proposed or under construction. Approximately 90 percent of these units are in the Marina residential area, located east and southeast of the site. The largest residential projects include the Courtyard, with 400 units, and Tyson Plaza, with 368 units. Plans for a 700-unit condominium project are being prepared by Santa Fe Southern Pacific for a site east of Pacific Highway and south of F Street, as are plans for the 200-unit Huntington project located southwest of State Street and Broadway. Other residential projects in this area include Columbia Place, Roger Morris Plaza (as part of the hotel project), and One Harbor Drive.

TABLE 4.1-2

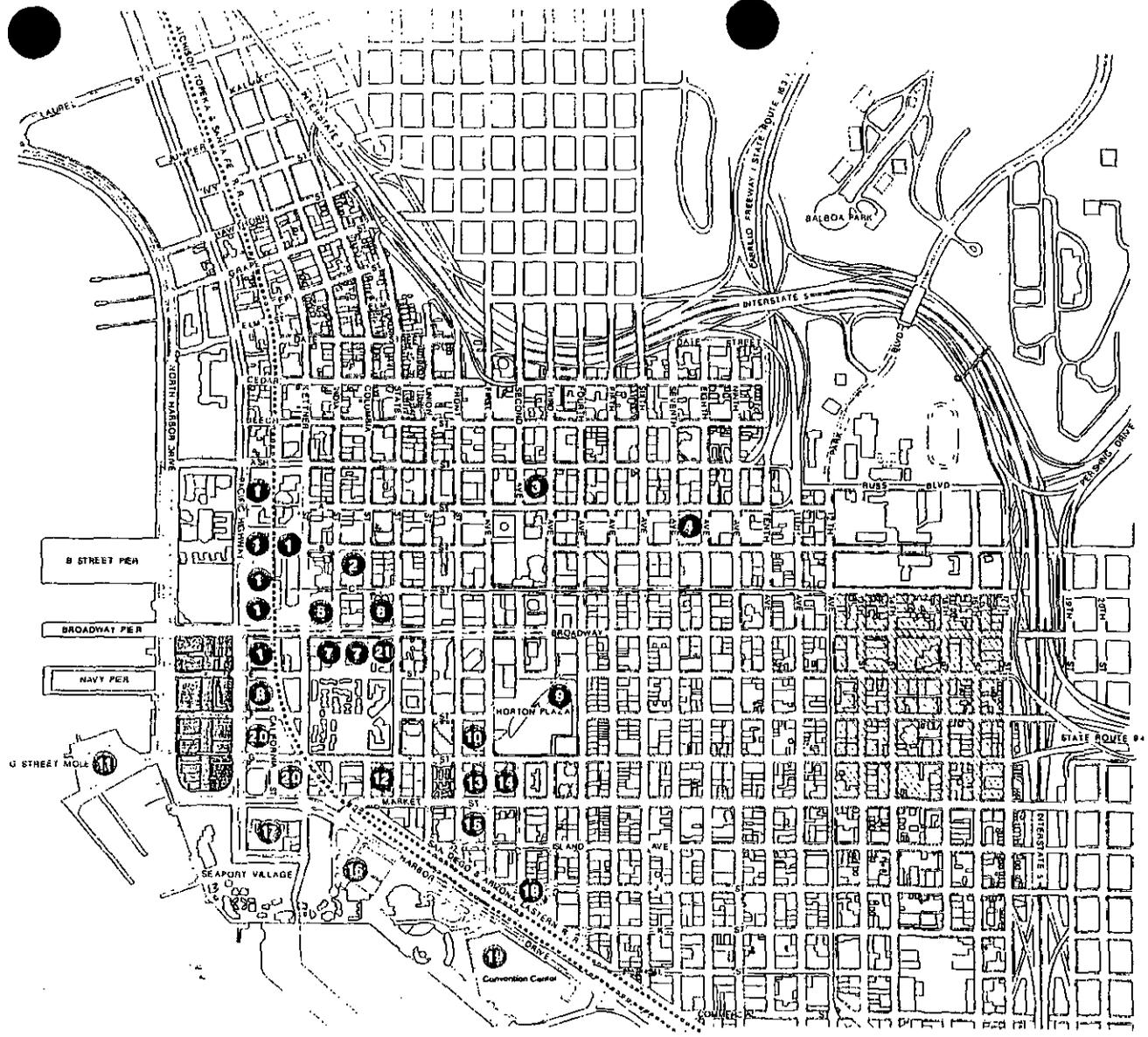
PLANNED AND PROPOSED SURROUNDING LAND USES

Number ^a	Project Name ^b	Office (SF)	Commercial (SF)	Hotel (rooms)	Residential (units)	Other (SF)	Anticipated Completion
1	Santa Fe Development	3,700,000	100,000	-	-	-	1992-2010
2	Cabot, Cabot & Forbes	344,000	17,000	-	-	-	unknown
3	Manulife Towers	411,000	-	-	-	-	unknown
4	Symphony Towers/Marriott	520,000	-	262	-	-	1988-1989
5	Great American Plaza	530,000	-	276	-	-	1991
6	Emerald Shapery Center	375,000	-	435	-	-	1990
7	Koll Center (Phases I and II)	690,000	15,000	335	32	15,000 (health club)	1989-1991
8	800 Pacific Highway	535,000	-	-	-	-	unknown
9	Horton Plaza	18,500	13,500	-	34	-	unknown
10	Bristol Square	60,000	-	-	-	-	1989
11	G Street Mole, Fish Restaurant, and Market	-	15,000	-	-	-	1989
12	Columbia Place	-	-	-	103	-	1989
13	Courtyard	-	80,000	-	400	-	1990
14	Tyson Plaza	33,000	58,000	-	368	-	unknown
15	Roger Morris Plaza	-	-	750	150	-	unknown
16	Hyatt Regency	-	-	875	-	-	1991
17	Seaport Village (Expansion)	-	180,000	-	-	-	1992
18	One Harbor Drive	-	50,000	-	198	-	1991
19	Convention Center	-	-	-	-	251,000 (exhibit) 107,000 (convention space)	1989
20	Santa Fe Condominiums	-	-	-	700	-	unknown
21	Huntington	-	-	-	200	-	unknown
	Total	7,316,500	528,500	2,933	2,185	N/A	

a See Figure 4-5 for the location of the listed projects.

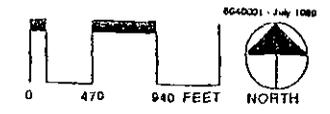
b All square footage is to the nearest 1,000 square feet.

Source: City of San Diego 1988 and 1989; Centre City Development Corporation 1988 and 1989.



- Legend**
- 1 Santa Fe Development
 - 2 Cabot, Cabot & Forbes
 - 3 Manulife Towers
 - 4 Symphony Towers/Marriott
 - 5 Great American Tower
 - 6 Emerald Shapery Center
 - 7 Kull Center
 - 8 800 Pacific Highway
 - 9 Horton Plaza
 - 10 Bristol Square
 - 11 G Street Mole
 - 12 Columbla Place
 - 13 Courtyard
 - 14 Tyson Plaza
 - 15 Roger Morris Plaza
 - 16 Hyatt Regency
 - 17 Seaport Village (Expansion)
 - 18 One Harbor Drive
 - 19 Convention Center
 - 20 Santa Fe Condominiums
 - 21 Huntington
-  Project Site
 Location of possible Navy Office for Alternative D (Will Encompass 2 Blocks)

Figure 4-3
 Location of Planned and Proposed Projects



Navy Broadway Complex Project

Waterfront Access

The Navy Broadway Complex is located in an area of San Diego that has high pedestrian use because of its proximity to the waterfront and such attractions as the Broadway Pier; the B Street Pier, with the Cruise Ship Terminal; the G Street Mole, a commercial fishing pier, restaurant, and park; Seaport Village, a specialty retail complex to the south; and the Bayfront Promenade, which connects these uses. These uses are all located within two blocks of the project site.

Lateral Waterfront Access

Lateral pedestrian access is depicted in Figure 4-4. There is a high level of pedestrian activity in the project vicinity, especially along the Bayfront Promenade, a broad sidewalk adjacent to the waterfront and Harbor Drive. Lateral pedestrian access along the promenade and the waterfront in the project vicinity is unobstructed. The promenade consists of a wide, wooden boardwalk surrounded by a grass parkway that makes a transition into a sidewalk in the vicinity of both the Navy and Broadway Piers. The portion of the promenade in the vicinity of the B Street Pier and Cruise Ship Terminal becomes unlandscaped asphalt. The entrance to the Navy Pier includes a truck and train access right-of-way across the sidewalk, which infrequently disrupts pedestrian travel for short periods.

Perpendicular Waterfront Access

Perpendicular pedestrian access to the waterfront is depicted in Figure 4-4. Pedestrian activity along Broadway, which provides the major link between the project vicinity and the waterfront, is higher than is typically found along major streets in downtown areas. However, a relatively high level of vehicle traffic in the roadway, fairly narrow sidewalks, and a lack of pedestrian-oriented uses reduce potential levels of pedestrian travel.

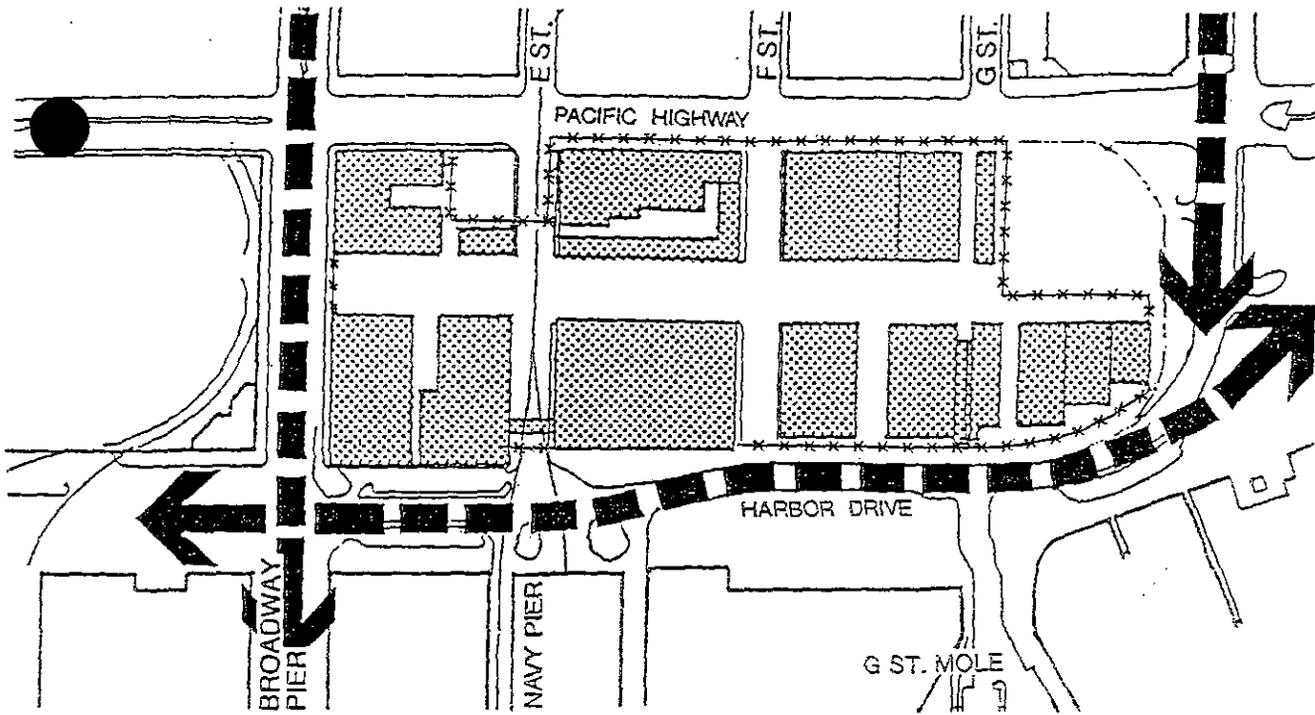
Harbor Drive also provides perpendicular access to the waterfront in the project vicinity; however, pedestrian travel to the waterfront appears to be less along this street than along Broadway. Harbor Drive does not connect the waterfront to inland uses that generate as many pedestrians as Broadway (e.g., offices, hotels, retail uses). Future and recently completed development near Harbor Drive, such as the Embassy Suites Hotel and convention center, should increase the use of Harbor Drive for perpendicular access to the waterfront.

E, F, and G Streets do not cross the Navy Broadway Complex, as depicted in Figure 4-4, so perpendicular waterfront access is not available along these streets.

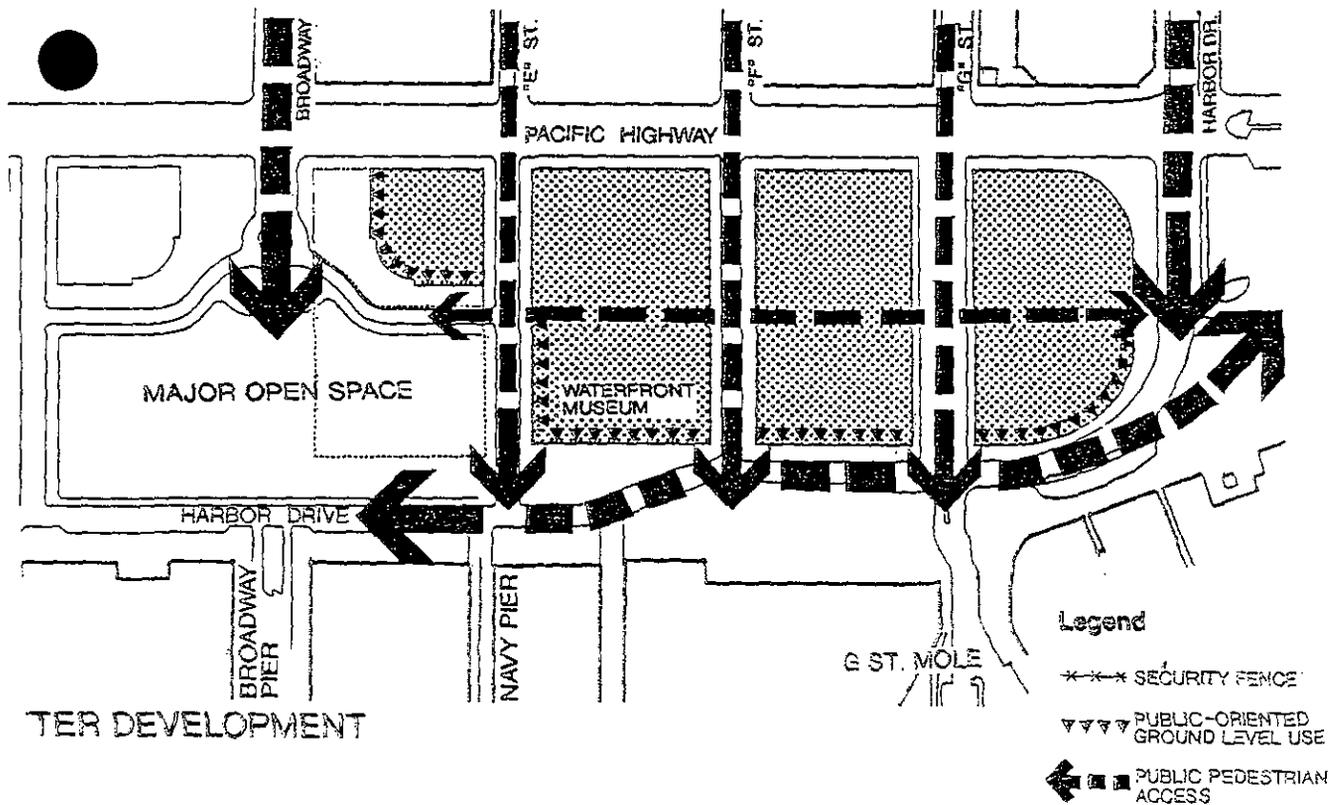
Planned Pedestrian Access

The Urban Design Plan for Centre City designates several pedestrian access ways in the vicinity of the project site to link the waterfront with the Centre City core. The basic goal of the urban design concept developed by CCDC is to "link the interior core area to the waterfront with a series of major streets, pedestrian ways, small parks and plazas."¹

The Urban Design Plan includes policies that focus on the physical form of the pedestrian accessways. Figure 4-5 shows the locations of planned pedestrian accessways in the project vicinity. Pedestrian access and activity areas are along the major streets that border the site:



EXISTING CONDITION



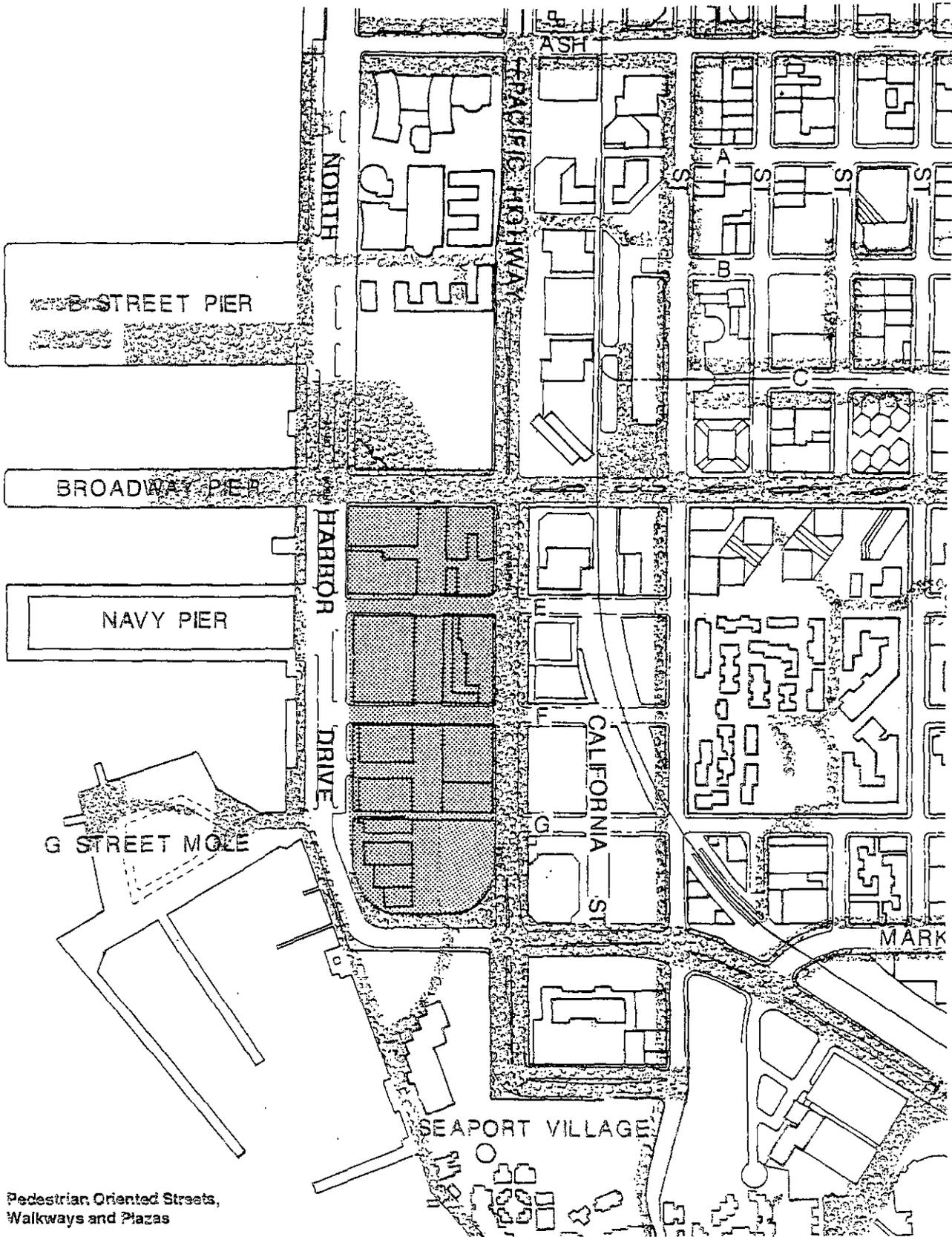
ALTERNATIVE DEVELOPMENT

Public Pedestrian Access:
Existing and With Alternative A
Navy Broadway Complex Project

3540001 - October 1989



NORTH



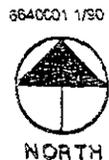
SOURCE CITY OF SAN DIEGO, 1983

Legend

-  Pedestrian Oriented Streets, Walkways and Plazas
-  Project Site

Planned Pedestrian Corridors & Facilities

Navy Broadway Complex Project



664001 1/80

Broadway, Harbor Drive, and Pacific Highway. The intent of the proposed pedestrian circulation system is to link developments. The plan includes a series of linear parks and plazas.

One linear park is currently in the design stage, commissioned by CCDC and proposed to be located along the existing railroad and proposed LRT right-of-way linking Seaport Village to the Gaslamp Quarter. The linear park would include bicycle lanes, pedestrian walkways, and benches.

The Port District Master Plan and Embarcadero Plan designates pedestrian accessways to waterfront activities in the project vicinity. The Master Plan calls for "windows to the water at frequent and convenient locations around the entire periphery of the bay with public right of way, automobile parking, and other appropriate facilities."² The Master Plan also calls for "access along the waterfront wherever possible with the promenades and paths where appropriate, and elimination of unnecessary barricades which extend into the water."³

ENVIRONMENTAL CONSEQUENCES OF THE PROPOSED ALTERNATIVES

Table 4.1.3 provides a summary of the compatibility of each alternative with surrounding land uses and planning goals (discussed in Sections 4.1.2 through 4.1.5, pages 4-16 through 4-34).

Alternative A would be compatible with existing and planned surrounding land uses, and would not create any significant environmental effects associated with land use compatibility. The commercial office and Navy office buildings located in the eastern area of Blocks 1 and 2 would provide a logical continuation of high-rise office development planned directly northeast (e.g., Santa Fe Development) and east (e.g., 800 Pacific Highway) of these blocks in the Columbia Subarea of Centre City. These buildings would step down to the waterfront. Along Block 1, the office building would provide ground-floor pedestrian-oriented retail uses, fronting onto a 1.9-acre open space area (which may be a component of a larger open space). This would provide an active pedestrian area that would be consistent with the pedestrian orientation of the waterfront, and would have a beneficial land use effect. Navy offices would be located along the western area of Block 2, most likely in a rehabilitated Building 12. A museum on the ground floor of this building would beneficially affect land use compatibility by providing a pedestrian-oriented use.

Hotel uses proposed on Blocks 3 and 4 would be compatible with land uses adjacent to these blocks, providing a logical land use transition between existing (e.g., Embassy Suites Hotel) and planned (e.g., Santa Fe Condominiums) hotel and high-density residential land uses in the Marina Subarea of Centre City to the east, the specialty retail at Seaport Village to the south, and waterfront uses to the west. Ground-level retail, especially along the western area of the blocks, would benefit the pedestrian orientation of this area.

Alternative B provides a similar level of land use compatibility as Alternative A. The primary land use compatibility difference between this alternative and Alternative A is that a 0.5-acre pedestrian plaza would be developed at the northwest corner of Block 1, rather than a 1.9-acre open space area that could become part of a larger open space. Although it does not provide as much open space as Alternative A, this alternative would nevertheless still enhance the pedestrian environment along the waterfront, and would not create any land use incompatibilities.

TABLE 4.1-3
SUMMARY OF LAND USE AND POLICY COMPATIBILITY

Alternative	Compatibility With Surrounding Land Uses	California Coastal Policy Consistency	Central Bayfront Design Principles Consistency	San Diego General Plan Land Use Plan Compatibility
A	Yes	Yes	Yes	Yes
B	Yes	Yes	No	Yes
C	Yes	Yes	No	Yes
D				
Navy Broadway Complex	Yes	Yes	No	Yes
Offsite Location	Unk	NA ^a	NA ^a	Yes
E	Yes	Yes	No	Yes
F	Yes	Yes	Yes	Yes
G	Yes	NA	No	No

Alternative	San Diego Centre City Community Plan (1976) Compatibility	San Diego Redevelopment Plans Compatibility	San Diego Urban Design Program Compatibility
A	Yes	Yes	Yes
B	Yes	Yes	Yes
C	No	Yes	No
D			
Navy Broadway Complex	Yes	Yes	Yes
Offsite Location	Yes	NA ^a	NA ^a
E	No	Yes	No
F	Yes	Yes	Yes
G	No	Yes	No

a The subject policies are not applicable to the offsite Navy uses.

Source: Michael Brandman Associates 1989.

Alternative C does not enhance the waterfront's pedestrian and open space characteristics as much as either Alternative A or Alternative B, nor does it create any new land use incompatibilities. Unlike either of the first two alternatives, a pedestrian plaza or open space area at the northwest corner of Block 1 would not be created. Instead, that corner would remain occupied by Building 1, which currently occupies the site. This use would not be beneficial to the pedestrian orientation encouraged by proximity to the waterfront, but would not be a change from current conditions. The same is true for Block 2. Unlike the first two alternatives, Building 12 would be rehabilitated, but a museum would not be provided. Thus, as with Block 1, beneficial pedestrian uses would not be created. The use would be similar in character to the current use of the building, so no land use incompatibility would be created. Blocks 3 and 4 would be developed as proposed in the first two alternatives, so the same level of land use compatibility would occur with those alternatives as with this one. No significant adverse environmental effects would result.

Alternative D is the same as Alternative B with respect to Blocks 1, 3, and 4, and would provide a compatible use. Unlike Alternative B (or any of the other alternatives), this alternative would include a hotel, commercial office, and only a small amount of Navy office uses on Block 2. No museum would be developed on Block 2. The configuration of the block, with the office uses in the eastern area and hotel uses in the western area, provides a logical land use transition between the Centre City office core to the east and the waterfront to the west. The site for the approximately 980,000 SF of Navy offices, while not precisely identified, would be in the Centre City East area near the new City Hall site. Because this area is changing to more intensive administrative and office uses, it is likely that this component of Alternative D would be compatible with surrounding land uses.

Alternative E would not enhance the waterfront's open space and pedestrian facilities, nor would it create any land use incompatibilities. Military-only uses, such as those currently found on the site, would be retained. Rather than a mix of Navy industrial and office uses, as is currently found on the site, the site would be devoted strictly to offices. No significant adverse change to land use compatibility would result from this alternative.

Alternative F provides a similar level of land use compatibility as Alternative A, with two notable differences. Unlike Alternative A, or any other alternative, no development would occur on Block 1, leaving it available to create a 3.5-acre open space at the foot of Broadway. Active pedestrian uses, and possibly cultural uses, would be beneficial land uses compatible with the waterfront. Development on Blocks 2, 3, and 4 would be intensified (over Alternative A) to meet Navy project objectives, and a combination of hotel and commercial office development is proposed on Block 3. This would not be incompatible with adjacent planned high-density residential uses. No significant adverse environmental effects to land use compatibility would, therefore, result from this alternative.

Alternative G, the no-action alternative, would not provide the enhancement to land use compatibility that is associated with Alternatives A through D. No adverse environmental change would occur either, as the uses that have been on the site for the last several decades would be retained.

Waterfront Access Effects

All of the proposed alternatives have either a beneficial or no effect on pedestrian access to the waterfront, depending on the alternative. To the extent that any of the alternatives improve

pedestrian access over current conditions, the alternatives implement the Urban Design Plan for Centre City.

Effect on Lateral Waterfront Access

None of the proposed alternatives would adversely affect lateral waterfront access. The primary lateral access along the waterfront is the Bayfront Promenade. None of the elements proposed in any of the alternatives would remove or physically alter the promenade. The proposed alternatives would either improve overall lateral waterfront access or would not change existing available access, as described below.

Development in accordance with Alternatives A, B, C, D, E, or F would provide beneficial effects to lateral pedestrian access to the waterfront. Alternatives A and F would provide a park and Alternatives B and D would provide an open space plaza on the Navy Broadway Complex site at the northeast corner of Broadway and Harbor Drive. Figure 4-4, page 4-10, depicts pedestrian access associated with Alternative A. Pedestrian access associated with Alternatives B, D, and F would be nearly identical. Uses that encourage pedestrian activities would be developed along the frontage of the plaza and along Harbor Drive. A broad sidewalk, sufficient to provide pedestrian flow, landscaping, and street furniture (a portion of which may be in the public right-of-way), is proposed to be created along Harbor Drive for the length of the project site. Pedestrian access along Pacific Highway would be improved by providing 20-foot-wide sidewalks with substantial landscaping, and by stepping development back from the street so as to provide a more pedestrian-oriented atmosphere. Pedestrian activity at the Centre City East site for Alternative D would not affect lateral access to the waterfront because this site is not proximate to the waterfront.

Alternative C, which would retain Buildings 1 and 12 along Harbor Drive, would not alter pedestrian access along Harbor Drive between Broadway and F Street, but would provide the same beneficial effect to pedestrian access along Blocks 3 and 4 as Alternatives A, B, and D.

Development of Alternative E and retention of Alternative G (no action) would not change the current configuration of pedestrian access along Harbor Drive or Pacific Highway, and would, therefore, have no effect.

Effect on Perpendicular Waterfront Access

Alternative A, with the 1.9-acre open space proposed at the foot of Broadway, and Alternative F, with the 3.5-acre open space at the foot of Broadway, would be the most beneficial alternatives with regard to perpendicular access to the waterfront. Buildings would be set back 75 feet from the property line to provide a 25-foot-wide sidewalk along Broadway with Alternative A, creating sufficient space for street furniture, substantial landscaping, and high levels of pedestrian use. With Alternative F, no development would occur on Block 1, and Broadway would be a T-intersection at Pacific Highway, removing all vehicular movement through this area. Provision of a park-like setting at the foot of Broadway, under either alternative, could draw pedestrians to the area. In addition, urban design guidelines proposed for these alternatives would provide for ground-level treatments that encourage pedestrian activity.

E, F, and G Streets, which currently do not provide public access through the site, are proposed to be extended through the site and developed with 17 1/2- to 30-foot-wide sidewalks along each side of the street. North-facing street walls along E, F, and G Streets would be stepped back to

maximize solar access to the sidewalk along the north side of each street. This would allow for increased pedestrian flow between the Centre City and the waterfront. Direct pedestrian access between Marina residential development and the G Street Mole would be provided along G Street. Harbor Drive, which also provides perpendicular access to the waterfront, would be improved with broad sidewalks designed to improve pedestrian flow to the waterfront.

Alternatives B and D would provide the same pedestrian improvements as Alternatives A and F, except that instead of a large open space, a plaza would be developed at the foot of Broadway. Although not likely to draw the same amount of public use as Alternatives A or F, these alternatives would result in beneficial effects to perpendicular access to the waterfront along Broadway; E, F, and G Streets; and Harbor Drive.

With Alternative C, access along Broadway would remain unchanged from its current condition. Access along E, F, and G Streets and Harbor Drive would be improved as described with Alternative A, so a beneficial effect to pedestrian access along these streets would result.

Alternative E, which also would retain Buildings 1 and 12, and would provide surface parking along Blocks 3 and 4, would not provide the same level of benefit to public access as Alternatives A through D because pedestrian-oriented improvements would not be provided. Nevertheless, pedestrian access through the site would be provided, albeit through surface parking lots on Blocks 3 and 4, so an overall benefit to pedestrian access (compared with existing conditions) would result.

Pedestrian access associated with Alternative G would remain unchanged from current conditions. E, F, and G Streets would remain closed to pedestrian access. There would be no beneficial or adverse effects to pedestrian access with this alternative.

MITIGATION MEASURES

No significant adverse environmental impacts would result from implementation of any of the alternatives; therefore, no mitigation measures are proposed.

4.1.2 FEDERAL PLANS AND POLICIES

AFFECTED ENVIRONMENT

The project site is located on Federal property. Federal property is not subject to local land use regulations; consequently, local land use plans and regulations in the project area do not designate land uses for the Navy Broadway Complex. Nevertheless, the site is located in an active, urban area, and surrounding land use designations and policies for surrounding property play a major role in defining compatibility between the proposed action and surrounding uses. In consideration of this, the full range of Federal, state, and local plans for the site and surrounding areas are discussed in Sections 4.1.2 through 4.1.4.

Federal Aviation Regulations

The Federal Aviation Administration (FAA) identifies compatibility zones around airport runways in which land use restrictions should be considered to protect the public's safety. These include Clear Zones and Part 77 Imaginary Surfaces. Clear Zones are fan-shaped (trapezoidal) areas extending outward from a runway. Imaginary surfaces are angled surfaces projecting outward and

upward from an airport. The farther away a property is from an airport, higher structures are permitted before the imaginary surface is penetrated. Part 77 of the Federal Aviation Regulations defines airspace around civil airports that should be free of obstructions to air navigation during critical flight phases. Ideally, no obstructions should penetrate the imaginary surfaces surrounding an airfield, as defined in Part 77. The imaginary surfaces are determined by runway length and type of navigational approach instrumentation available. Section 4.11, Public Health and Safety, provides a detailed discussion of Part 77 requirements for development of the site. The site is affected by imaginary surfaces related to operations at both Lindbergh Field to the north and North Island Naval Air Station to the west.

Part 77 requires the submission of a Notice of Proposed Construction or Alteration (FAA Form 7460-1) for any structure that might potentially penetrate one of the imaginary surfaces. The submission of this form initiates an airspace study by the FAA of the structure's potential impact on air navigation. The FAA makes one of the following determinations regarding the proposed structures:

- Does not require a notice to the FAA.
- Is not identified as an obstruction under any standard of Federal Aviation Regulations Part 77 and would not be a hazard to air navigation.
- Is identified as an obstruction under the standards of Federal Aviation Regulations Part 77 but would not be a hazard to air navigation.
- Is identified as an obstruction under the standards of Federal Aviation Regulations Part 77 and is determined to be a hazard to air navigation.

Additionally, the FAA may recommend structure marking and lighting for any of these cases.

Coastal Zone Management Act Consistency

The California Coastal Commission (CCC), established in 1972, is responsible for regulating development and land uses within the state's coastal zone. The project site is located between the coastal zone boundary, as established by state legislation and the California Coastal Plan and the waterfront. However, the Federal Coastal Zone Management Act of 1972 (CZMA) provides that "lands, the use of which is by law subject solely to discretion of or which is held in trust by the Federal Government" are excluded from state regulatory authority over the coastal zone.⁴ To ensure that Federal actions consider state coastal policies, the U.S. Department of Commerce, National Oceanic and Atmospheric Administration, has established regulations (15 CFR 930) for the consistency of Federal activities with approved state coastal management programs, in accordance with Section 307(c)(1) of the CZMA. Section 307(c)(1) states: "each Federal agency conducting or supporting activities directly affecting the coastal zone shall conduct or support those activities in a manner which is, to the maximum extent practicable, consistent with approved state management programs." A Federal activity is defined as any function, including the planning and/or construction of facilities, that is performed on behalf of a Federal agency in the exercise of its statutory responsibilities (15 CFR 930.30).

A Coastal Consistency Determination (CCD) is made by the Navy, with review and comment by the CCC. For the Navy Broadway Complex Project, the CCD is scheduled to be submitted for CCC review and comment following public circulation of this environmental document. The CCD

evaluates the proposed project's consistency with the applicable policies of the California Coastal Act of 1976 (Division 20 of the State Public Resources Code, Section 30000 et. seq.), which is the approved state coastal management program.

ENVIRONMENTAL CONSEQUENCES OF THE PROPOSED ALTERNATIVES

Compliance With Federal Aviation Regulations

A detailed discussion of the compliance of each alternative with Federal Aviation Regulations is presented in Section 4.11.2, page 4-221.

Compliance With the Coastal Zone Management Act (CZMA)

A discussion of the proposed projects' compliance with CZMA is presented in Section 4.1.3 (page 4-18), State of California Plans and Policies.

MITIGATION MEASURES

No significant environmental impacts are identified herein; therefore, no mitigation measures are necessary.

4.1.3 STATE OF CALIFORNIA PLANS AND POLICIES

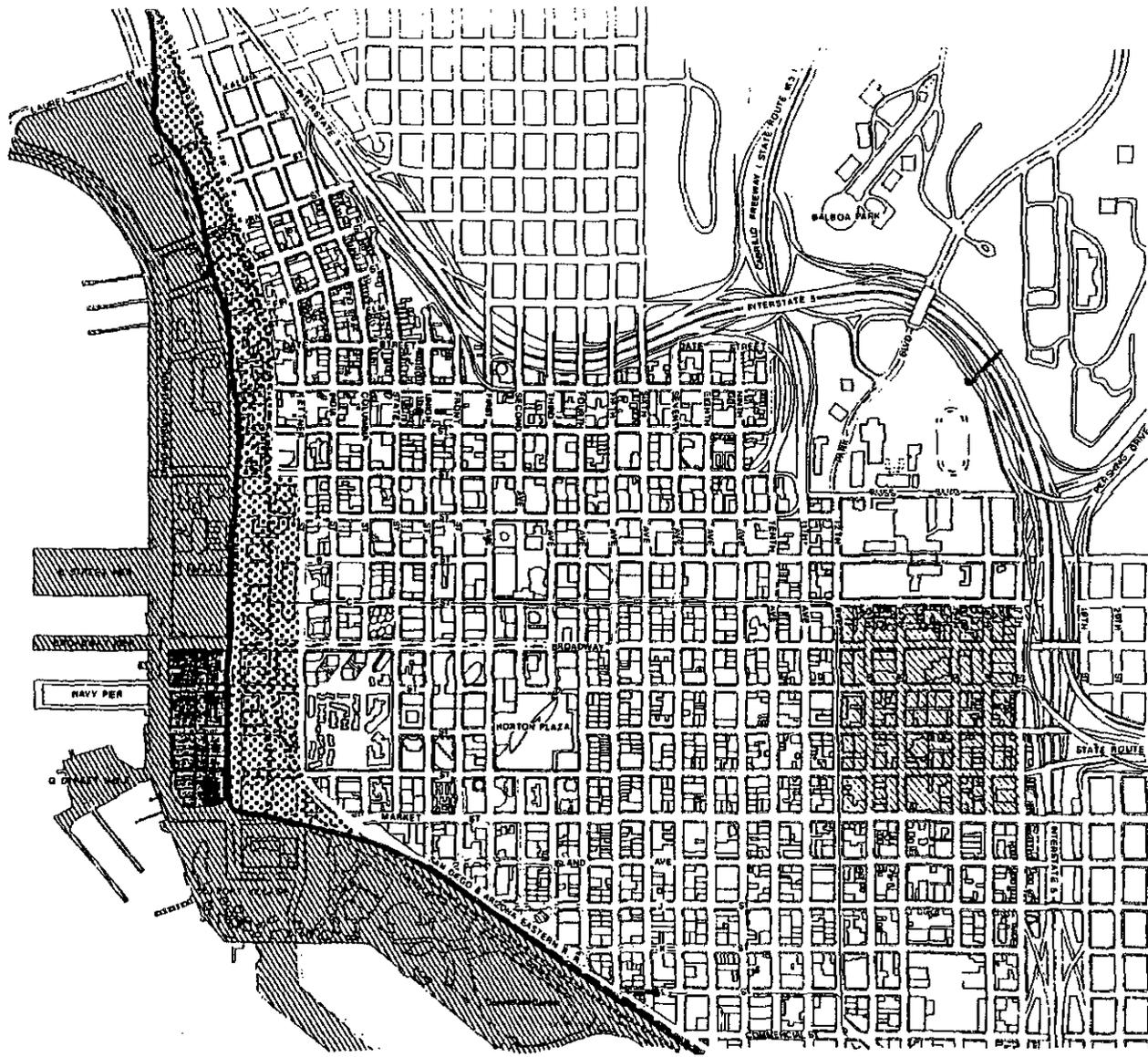
AFFECTED ENVIRONMENT

California Coastal Act Policies

Chapter 3 of the California Coastal Act provides planning and management policies for development within the coastal zone (Public Resources Code Section 30200 et. seq.). The key policies relevant to the project site include maximizing public access, emphasizing visitor-serving commercial uses, protecting coastal resources, and locating new development. Consistency with the CZMA is based on the project's relationship to policies in Chapter 3 of the act.

The California Coastal Act requires that each nonfederal jurisdiction located along the coastline prepare a Local Coastal Plan (LCP) that provides guidelines and policies for development of properties within the coastal zone. The LCP serves as the master plan for development within the coastal zone, and includes land use maps depicting allowable land uses. An LCP and its implementation program must be reviewed and certified by the California Coastal Commission (CCC) prior to delegating coastal permit authority to the local government. Prior to LCP certification, the authority to grant coastal development permits remains with the CCC.

The project site is surrounded by coastal zone jurisdiction of the San Diego Unified Port District and the City of San Diego (see Figure 4-6). The Port District has coastal jurisdiction along the San Diego bayfront in the vicinity of the project site. Its boundaries run approximately along the western edge of Pacific Highway at the project site, coincident with the historic mean high tide line. The City of San Diego has coastal jurisdiction between the historic mean high tide line and the inland boundary of the coastal zone, which is located along Kettner Boulevard near the project site.



Legend

-  Mean High Tide Line
-  SDUPD Coastal Jurisdiction
-  City of San Diego Coastal Jurisdiction
-  Project Site (Federal Property, Excluded from the State and Local Coastal Jurisdiction)
-  Location of possible Navy Offices for Alternative D (Will Encompass 2 Blocks)

Figure 4-6

Coastal Zone Jurisdiction



SOURCE: PORT MASTER PLAN REVISED (1987)
CITY OF SAN DIEGO (1989)

Navy Broadway Complex Project

San Diego Unified Port District Coastal Jurisdiction

The LCP for the Port District's jurisdiction is contained within the Port Master Plan that was certified in January 1981 by the CCC. The Centre City/Embarcadero Plan, adopted in May 1976 as a component of the Port Master Plan, focuses on San Diego's central waterfront. The Port District has an approved LCP and implementation program, therefore, projects within the area covered by the plan are subject to review by the CCC only if development extends into the bay itself or if the development is not consistent with the LCP.

The Port District does not designate any land uses or land use policies for the Navy Broadway Complex, because it is under Federal control. The Port's Centre City/Embarcadero Plan designates land uses for the areas immediately north, south, and west of the site, as shown on Figure 4-7, including commercial recreation (i.e., hotels, tourist-oriented uses) to the north and northwest; marine terminal and park plaza to the northwest and west; commercial fishing, commercial recreation, and park plaza to the west and southwest; and specialty shopping to the south.

The Embarcadero Plan is subdivided into four zones designated with specific land uses and design themes. The Navy Broadway Complex site is not located within any of these zones, but is between the civic zone to the north, which is the "zone of highest activity," and the fish harbor to the south, which is a tourist and commercial fishing-related zone.⁵

City of San Diego Coastal Jurisdiction

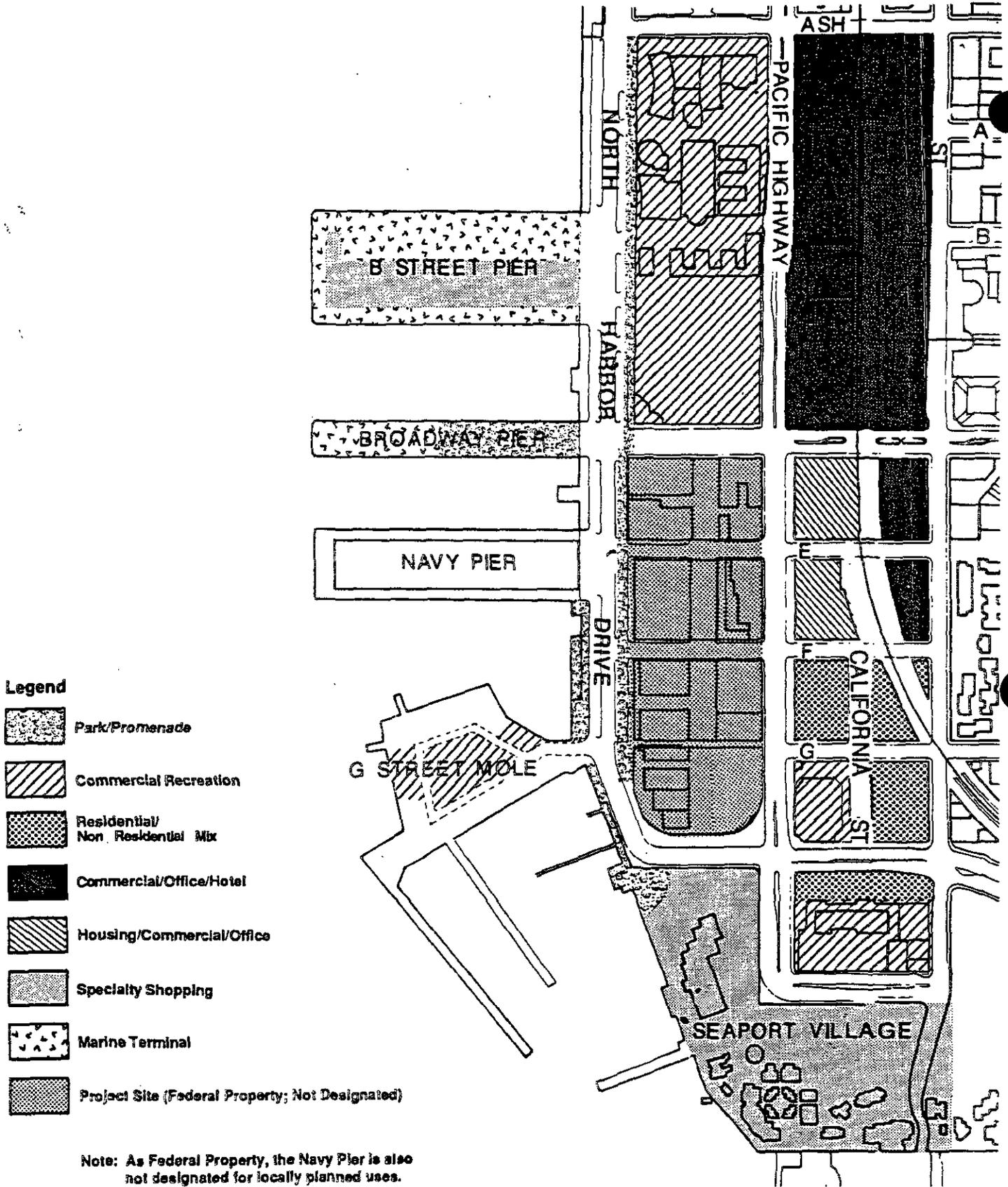
In the project vicinity, the City of San Diego's LCP covers a strip of land between the historic mean high tide line along Pacific Highway and the coastal zone boundary at Kettner Boulevard (Figure 4-6, page 4-19). The LCP, which was adopted by the CCC on January 13, 1988, defers land use designations in the project vicinity to the Centre City Plan and the other City planning documents (i.e., the Columbia and Marina redevelopment plans) that address land uses within the coastal zone.

ENVIRONMENTAL CONSEQUENCES OF THE PROPOSED ALTERNATIVES

A summary of coastal consistency issues related to public access, coastal development, and visual resource policies is presented herein. The full discussion of the Navy's Coastal Consistency Determination (CCD) is being submitted for review by the California Coastal Commission (CCC) following the public circulation period of this environmental document.

Public Access Policies

The development of any of the mixed-use alternatives (Alternatives A, B, C, D, and F) would substantially improve public access to the waterfront. The five alternatives that contain both Navy and private development (Alternatives A, B, C, D, and F) would open public access to the waterfront from inland blocks where none now exists on E, F, and G Streets. The resulting improvement of public access would greatly enhance the pedestrian and vehicular circulation at the waterfront, especially at G Street where a direct connection to the G Street Mole would be provided. Design guidelines for these alternatives include broad pedestrian ways through the project with 35 feet in width allocated on E and F Streets and 60 feet on G Street. These



Surrounding Land Use Designations Navy Broadway Complex Project



Figure 4-7

features maximize perpendicular access to the waterfront, consistent with the public access policies of the California Coastal Act.

Alternative E represents minimal new development to accommodate the Navy's office objective, and does not enable construction of the Navy facilities at a reduced cost. As a result, the feasibility of providing public access is diminished. Despite this, the alternative would open E Street to public vehicle and pedestrian access, which would improve the current situation. Also, informal pedestrian access would be possible across the surface parking area on Blocks 3 and 4. This alternative would maximize public access to the extent feasible and would be consistent with the state coastal policies.

Alternative G (no action) would perpetuate the current lack of perpendicular waterfront access through the project site.

Alternatives A, B, and F would provide public open space at the foot of Broadway, which would also substantially enhance waterfront access and public use. Alternative A includes a full waterfront block plus approximately one-third of an adjacent inland block (1.9 acres total) of Navy land as open space. Alternatives B and D include a 0.5-acre open space area at the corner of Broadway and Harbor Drive. Open space for Alternative F includes the waterfront block mentioned in Alternative A plus the adjacent inland block (3.5 acres). Provision of waterfront open space is consistent with public access policies, and a substantial public benefit.

None of the alternatives alter the existing space available for lateral access along the waterfront next to the project site (i.e., Harbor Drive and the promenade). The mixed-use alternatives (A, B, C, D, and F) provide an important benefit with a mid-block pedestrian-way parallel to Harbor Drive.

Alternatives A, B, C, D, E, and F would include sufficient onsite parking to accommodate project-generated traffic in light of the project's location in a transit-served, downtown area (see Section 4.2, page 4-60). The proximity of the project to the planned Bayside Line of the light rail transit system, the AMTRAK station, and existing bus lines provides substantial transit access for all of the alternatives. In addition, off-peak project times (evenings, weekends) generally coincide with times that waterfront visitation is highest. The project would, therefore, provide additional parking to the waterfront when demand for public access to the waterfront is highest. The transit availability and adequate provision of parking are consistent with public access policies.

Coastal Development Policies

The uses proposed for Alternatives A, B, C, D, and F consist of Navy (maritime related) activities, visitor-serving development (e.g., hotel or supporting retail uses), and commercial development that is necessary to ensure the overall project's economic feasibility. Alternative E, which includes only Navy offices, is a maritime-related activity. The project site is located within an urban area on an already developed site, so it does not adversely affect sensitive, natural coastal, or marine resources. Consequently, all alternatives that include new development, including Alternative E, would be consistent with Coastal Act policies regarding the location and type of new development in the coastal zone.

The office, hotel, and retail uses proposed for Alternatives A, B, C, D, and F would be compatible with land uses adjacent to the project site, as discussed previously. Adjacent planned uses in the SDUPD and City of San Diego LCPs consist of similar commercial and visitor-serving uses.

Visual Resource Policies

By opening E, F, and G Streets through the project site, Alternatives A, B, C, D, and F would increase the visibility of the bay from inland vantage points. Coastal views along the waterfront would remain unchanged, because new structures would not encroach into the Harbor Drive and promenade corridor. The design guidelines for the project are written to reinforce the urban design objectives of the local plans for adjacent property, so Alternatives A, B, C, D, and F would be compatible with the planned urban design themes for the waterfront. Therefore, these alternatives would be consistent with Coastal Act visual resource policies.

Alternative E would be a low-intensity development with buildings on the northern three blocks. Surface parking would be located on the east side of these blocks and on the entirety of the southern block. Visual access to the water from inland points would be substantially increased due primarily to the removal of existing buildings obstructing views on the southern blocks. Consequently, this alternative would also be consistent with coastal visual resource policies.

Alternative G would retain current view obstructions from inland vantage points, contrary to the objectives of the Coastal Act policies. No change from existing conditions would result.

MITIGATION MEASURES

No mitigation measures are necessary, because the proposed new development alternatives are consistent with coastal policies.

4.1.4 REGIONAL AGENCY PLANS AND POLICIES

AFFECTED ENVIRONMENT

San Diego Association of Governments Policies

The San Diego Association of Governments (SANDAG) is a regional agency established to oversee and plan for regional growth. SANDAG develops and publishes regional growth projections and participates in the development of such regional programs as air quality management planning. SANDAG also participates in and administers multi-agency studies. SANDAG commissioned a study entitled "Central Bayfront/Broadway Complex Development Strategies, Final Report" (1988), which focused on the planning and development processes necessary for managing growth that is forecast to occur in the "Central Bayfront" area, which covers 270 acres, including the Navy Broadway Complex. The study was sponsored by the Broadway Complex Coordinating Group (BCCG), a group comprised of the Navy and other Central Bayfront property owners, community groups, local agencies, and local civic and business leaders. The study was prepared in recognition of a perceived lack of coordination between jurisdictions, landowners, and interest groups regarding future development in the Central Bayfront. The study evaluates opportunities and constraints for development of the Central Bayfront. As a result of this study, the BCCG prepared and adopted in 1989 the Central Bayfront Design Principles (1989).

The Central Bayfront Design Principles is a comprehensive set of principles to guide the design of future development in the Central Bayfront. The Central Bayfront Design Principles was adopted by the BCCG and proposed for consideration and ultimate adoption by the Centre City

Planning Committee (CCPC), the City of San Diego, the U.S. Navy, the County of San Diego, Centre City Development Corporation (CCDC), and the San Diego Unified Port District.

The following is a summary of design guidelines endorsed in the Central Bayfront Design Principles:

- Development should make a transition in scale and intensity, stepping down from the downtown core to the waterfront.
- Development at the waterfront should be spaciouly sited to provide physical and visual access to the water's edge.
- Parking should be provided in accordance with City-adopted parking ratios, and all parking should be in encapsulated structures incorporated into building design, with a minimum of two below-ground levels before any above-ground levels are constructed.
- A wide mix of land uses and activities should be encouraged along the bayfront.
- Development should include publicly oriented facilities that serve the San Diego community and visitors to the City.
- All development should incorporate the amenity of the waterfront in its design and be planned and sited to complement the design premise of development in an urban park-like environment.

Additional guidelines specific to the Navy Broadway Complex were also developed. A floor area ratio (FAR) of 7.0 was adopted for new development on Block 1, a 6.5 FAR was adopted on Block 2, and a 5.5 FAR was adopted on Blocks 3 and 4. The guidelines provide for a distribution of FAR between blocks within a single ownership to achieve open space and massing objectives. An overall FAR of 6.13 would apply to the entire site. A "significant civic place" is encouraged at Broadway and Harbor Drive to include open space, landscaping, and public assembly areas. Adjacent to the civic place would be a museum and other cultural uses.

The Central Bayfront Design Principles was adopted and approved for distribution to participating agencies on September 22, 1989, by the BCCG and adopted and approved by the Centre City Planning Committee (CCPC) on November 9, 1989.

A discussion of SANDAG growth projections is provided in Section 4.5, Socioeconomics (page 4-129). Air quality planning is discussed in Section 4.8, Air Quality (page 4-154).

Metropolitan Transit Development Board

Formation of the Metropolitan Transit Development Board (MTDB) was authorized in 1975 by the passage of California Senate Bill 101. The MTDB consists of 15 appointed individuals from the San Diego City Council, city councils of several other cities within the San Diego region, and the County of San Diego Board of Supervisors, plus one individual representing the State of California. The MTDB jurisdiction covers approximately 570 square miles of southwestern San Diego County. The MTDB maintains several subsidiary corporations, including the San Diego Trolley, Inc., which provides light rail transit (LRT) service; the San Diego Transit Corporation

(SDTC), the county's major bus operator; and San Diego & Arizona Eastern Railway Company (SD&AE), a railroad system covering over 108 miles of track right-of-way.

Existing major transit facilities within the Centre City area are described in Section 4.2 (page 4-35), Transportation/Circulation, and are shown on Figure 4-11, page 4-41. The nearest existing LRT line to the Navy Broadway Complex is the terminus of the South line on C Street, near the Santa Fe Station northeast of the site. The nearest planned LRT line is the Bayfront line, which is planned to be aligned within the existing Santa Fe right-of-way, one block east of the site.

ENVIRONMENTAL CONSEQUENCES OF THE PROPOSED ALTERNATIVES

Conformance With SANDAG Policies

Alternatives A and F would be in substantial compliance with the guidelines expressed in the Central Bayfront Design Principles (1989). Each alternative would be designed to:

- Step down to the waterfront.
- Open up and provide physical and visual access to the waterfront.
- Have a minimum of two below-grade parking structures before any parking is provided above grade (to the extent engineering is feasible).
- Provide a wide mix of land uses.
- Include publicly oriented facilities.
- Include wide sidewalks and an open space at the foot of Broadway to create a park-like environment.

The prescribed FAR is exceeded on Block 2, but the overall FAR for these alternatives (5.45 for Alternative A and 5.70 for Alternative F) is well within the 6.13 FAR established for the entire site. As previously described, the guidelines allow the distribution of FAR across the entire site to achieve open space and massing objectives. Both of these alternatives would allow for the creation of a significant civic area at Broadway and Harbor Drive, with Alternative A providing 1.9 acres and Alternative F providing 3.5 acres of open space on the Navy Broadway Complex site. If combined with adjacent properties owned by the City of San Diego and the Port District, up to 10 acres of open space could be created. Both of these alternatives include a museum adjacent to the open space area, which is consistent with the guidelines. The only inconsistency between these alternatives and guidelines is the amount of onsite parking. The draft CCPC plan recommends a ratio of one space per 1,000 SF of office and retail space. This is below the historic demand for parking spaces in the downtown core, but, with a combination of traffic/parking control measures (see Section 4.2, page 4-60), this lower level of parking is intended to reduce traffic in the Centre City core. A ratio of 1.23 spaces per 1,000 SF of Navy office is proposed by the Navy, 0.23 space in excess of that proposed by the City. However, the additional 0.23 space per 1,000 SF is to be used for Navy fleet vehicle storage. These vehicles are not generally used during the peak hour, so this addition of space would not result in any additional environmental impacts. Proposed parking for retail is four spaces per 1,000 SF, but given that only 25,000 SF of retail is proposed, proposed parking would exceed City-recommended

parking by only 75 vehicles, which would not be substantial. The impact of not meeting this guideline is, therefore, not significant. The substantial compliance with the guidelines expressed in the Central Bayfront Design Principles would be a beneficial change over the existing conditions at the site.

None of the other alternatives meet all the guidelines expressed in the design principles. Alternative B would not provide the same opportunity as Alternatives A and F to create a significant civic place at Broadway and Harbor Drive. It would provide only a 0.5-acre plaza in this area. Alternative D is the same as Alternative B, but does not include a museum. There would be an adverse impact from these alternatives, as they would inhibit implementation of a locally adopted plan. Nevertheless, the impact would not be significant as there would still be the opportunity to develop an open space at Broadway and Harbor Drive, although it would be on a smaller scale than envisioned, and all other basic guidelines in the design principles would be followed.

Alternatives C and E provide no open space at the foot of Broadway and no museum. This would also be an adverse impact on the ability to implement a locally adopted plan. In the case of these alternatives, a significant element of the plan would not be implemented--the provision of an open space at Broadway and Harbor Drive. Therefore, the impact would be considered significant.

The current onsite conditions would be retained with Alternative G, so this alternative would not be consistent with the design principles. This would not be a significant impact, because there would be no change in existing conditions.

Conformance With Metropolitan Transit Development Board Policies

The proposed alternatives' use of transit facilities operated by the MTDB is discussed in Section 4.2.2, page 4-64.

MITIGATION MEASURES

No environmental impacts would result from the proposed alternatives; therefore, no mitigation measures are necessary.

4.1.5 CITY OF SAN DIEGO PLANS AND POLICIES

AFFECTED ENVIRONMENT

General land use plans and policies applicable to the project vicinity are contained in the City of San Diego Progress Guide and General Plan and the Centre City Community Plan. The 1976 Centre City Community Plan is currently being updated by the Centre City Planning Committee (CCPC), a 26-member volunteer committee comprised of civic and business leaders appointed by the mayor and City Council. The committee includes a representative of the Navy.

The Centre City Development Corporation (CCDC), the City's redevelopment agency for downtown, has prepared redevelopment and urban design documents. CCDC planning documents that provide guidelines for development in downtown San Diego and along the bayfront include the Urban Design Program for Centre City, the Marina Redevelopment Plan, and the Columbia Redevelopment Plan.

City of San Diego Progress Guide and General Plan

The City of San Diego Progress Guide and General Plan, adopted in 1979, divides the City into 44 community planning areas. The project site is located within the boundaries of the Centre City community planning area. Of all the planning documents that designate land uses in the project vicinity, the City's Progress Guide is the most general. Community plans contain more specific land use goals and policies for each community. The Progress Guide and General Plan map (updated in 1985) designates the project site for "mixed land uses." Areas surrounding the project site to the north, south, east, and west are also designated for "mixed land uses." The area farther south of the project site and Seaport Village are designated "resource based parks/park and recreation."⁶

Centre City Community Plan

The Centre City Community Plan, adopted by the City Council in 1976, provides policies for development in downtown San Diego. The plan is currently being updated. An objective of the plan is to "maintain and strengthen the role of Centre City as the prime cultural, administrative, economic, and governmental center of the entire region. . . ." ⁷ Policies aimed at achieving this objective include promoting growth and intensifying land uses in Centre City, coordinating development with other agencies with jurisdiction in Centre City (e.g., Port District), implementing urban design guidelines, and maximizing urban open space.

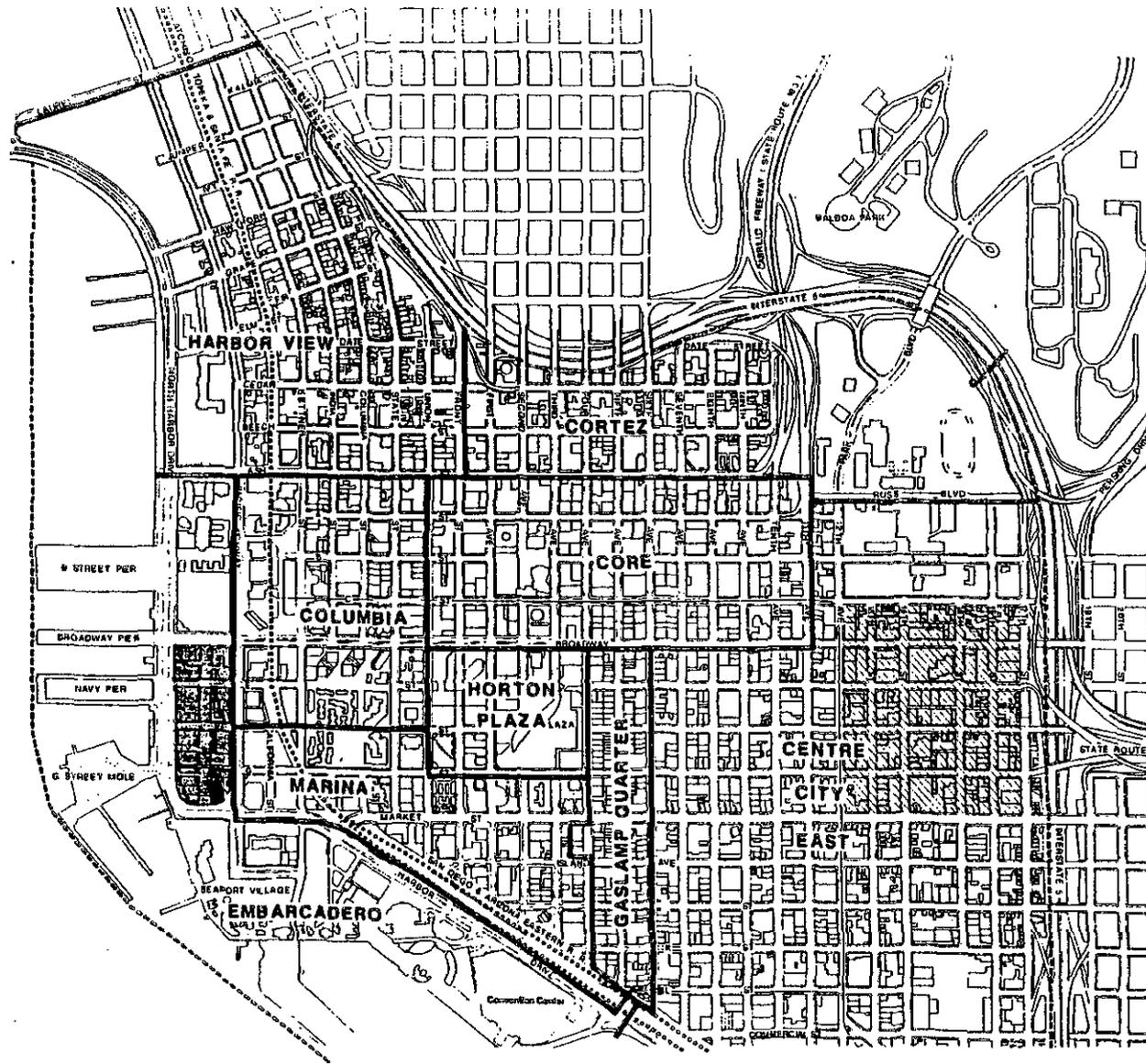
The community plan recognizes the importance of integrating waterfront amenities and balancing land uses in the Embarcadero area, although the Embarcadero is primarily under the jurisdiction and land use control of the Port District. Major land holdings in the Central Bayfront area of the Embarcadero are under the ownership of the County of San Diego and the Navy, as well as the Port District. The project site is located in the Embarcadero area within the Central Bayfront.

The Centre City Community Plan divides Centre City into seven subareas. The project site is not under the jurisdiction provided by the plan, but is surrounded by the boundaries of the Columbia Subarea north of F Street and the Marina Subarea south of F Street. Figure 4-8 depicts the planning boundary for these subareas.

Columbia Subarea

The goal of future development within the Columbia Subarea is "to intensify development in this Subarea, maximize its location adjoining the Waterfront to create a strong linkage with the present Business Core."⁸ The plan proposes a full range of land uses in this area, including commercial retail, specialty shops, office, commercial recreation, residential, and public and semi-public uses, including government offices and convention facilities. Since the preparation of the Redevelopment Plan, the site for the proposed Convention Center has been relocated to Harbor Drive, between Market Street and Fifth Street.

Although outside of its jurisdiction, the Center City Community Plan's Columbia Subarea includes land use recommendations for the Navy Broadway Complex. The plan views the site as two distinct areas: Blocks 1 and 2, upon which the most visually evident uses are located, and Blocks 3 and 4, with "low-rise structures, which tend to wall off the waterfront."⁹ The uses on Blocks 1 and 2 are described in the community plan as areas to consolidate Navy uses, while including a plaza along Broadway. The plan suggests that Blocks 3 and 4 are too valuable for the Navy



- Legend**
-  Subarea Boundaries
 -  Center City Community Plan Boundary
 -  Project Site
 -  Location of possible Navy Office for Alternative D (Will Encompass 2 Blocks)

Figure 4-8
 Downtown San Diego
 City Planning Boundaries



Navy Broadway Complex Project

uses they support, and that these uses should be moved to existing Navy facilities located throughout the City of San Diego.

The boundaries of the Columbia Subarea coincide with the boundaries of the Columbia Redevelopment Project (with the exclusion of the Embarcadero area). The redevelopment project is subsequently discussed.

Marina Subarea

The goal for future development of the Marina Subarea as identified in the Centre City Community Plan is "to create a new residential community on privately owned lands, oriented to San Diego Bay and the Horton Plaza Redevelopment Project."¹⁰ The plan recommends the creation of a new residential neighborhood and waterfront recreation area. Preferably, new housing would "vary from dwellings over ground-floor uses to garden and high-rise apartments sited in a spacious park-like environment." In addition, the plan encourages a mixed-use element in the Marina Subarea, where townhouse and high-rise residential buildings would contain commercial retail, services, and office uses.

The boundaries of the Marina Subarea coincide with the Marina Redevelopment Project boundaries.

Concept Plan

As an interim step in the Centre City Community Plan update process, a Concept Plan (1989) has been prepared by the Centre City Planning Committee (CCPC) to provide a general framework for the updated community plan. This is not an adopted plan, and is highly dynamic at this point. The Centre City Concept Plan divides the Centre City into 12 geographic areas. The project site is within the area designated as the "Waterfront." The boundaries of the waterfront roughly coincide with the Embarcadero (Figure 4-8, page 4-28). The emphasis for development and use of the waterfront is for "public access, open space, views, public/tourist oriented activities along the water," and "mixed-use/office in adjacent areas."¹¹ The Navy is participating with the CCPC in the preparation of the plan.

The offsite location for Alternative D would be in either the East Broadway Anchor (Centre City East) or the easterly area of the Central Core of the Concept Plan. The East Broadway Anchor replaces in name the northerly area of the college district. The East Broadway Anchor is seen primarily as a major educational/institutional use area, with FARs dictated by use, and the Central Core is seen as a high density commercial/office area, with FARs up to 10.

Centre City Development Corporation (CCDC) Planning Documents

The CCDC is an advisory body created in 1975 by the Redevelopment Agency of the City of San Diego. The advisory body is under contract with the agency and the City of San Diego. The CCDC was organized to plan and implement redevelopment plans and related activities in the Centre City of the City of San Diego. CCDC policy is established by a seven-member board that is appointed by the City Council. The primary objective of the CCDC is to eliminate blight, and to provide for orderly development that includes residential, commercial, and public uses through the redevelopment process. The CCDC currently administers the redevelopment of approximately 325 acres in the Marina, Columbia, Horton Plaza, and Gaslamp Quarter subareas. It is currently anticipated that the CCDC may administer an additional 400 acres in the Centre City East and

Barrio Logan subareas, and may eventually administer redevelopment projects in portions of the Core, Cortez Hill, and Harborview.

Both the Columbia and the Marina redevelopment projects extend through the project site and out to the Centre City Community Plan boundary into San Diego Bay. Blocks 1 and 2 of the project site, north of the extension of F Street, are within the Columbia project area, and Blocks 3 and 4, south of the extension of F Street, are within the Marina project area. However, the CCDC has no land use jurisdiction within the Embarcadero area, where the project site is located. Nevertheless, new taxable development that is located within the Columbia and Marina redevelopment subareas, regardless of whether it is within the Embarcadero area, provides property tax increment funds to the City of San Diego Redevelopment Agency.

Redevelopment Plans

The Columbia Redevelopment Project Land Use Map designates mixed land uses to the east and northeast of the site, north of F Street, as depicted on Figure 4-7, page 4-21. Uses include office, commercial, hotel, and housing. The Marina Redevelopment Project Land Use Map designates residential, mixed uses, and commercial recreation (i.e., hotel) uses east of the site and south of F Street.

Urban Design Program

The Centre City Urban Design Program (1983) was prepared by the CCDC as an element of the Centre City Community Plan to guide development designs in the Marina and Columbia redevelopment project subareas. The project site is located within the Embarcadero Urban Design Area. The Embarcadero is described as "the place where San Diego meets the sea" and where pedestrian opportunities and visual access should be maximized.

The urban design program describes guidelines that are relevant to potential new development on the Navy Broadway Complex site, including the following:

- Pedestrian-oriented streets, walkways, and plazas are to be located along the roadways that border the project site (i.e., Harbor Drive, Broadway, and Pacific Highway), as depicted on Figure 4-5, page 4-11. A public park/green space is shown along Harbor Drive between the Navy Pier on the north and G Street on the south. The Port District has recently completed the pedestrian-oriented walkways and public park/green space along Harbor Drive as a segment of a proposed waterfront promenade.
- Market Street and Broadway from Pacific Highway east, and Pacific Highway throughout the project area and adjacent to the site, are designated as "Gateway Streets," because they link the most intensively developed areas of the Centre City with the waterfront. Gateway streets are intended to serve as the major vehicular thoroughfares and should have visually attractive adjacent development.
- Broadway is depicted as a "Central Area Activity Corridor" throughout the project area and adjacent to the site. Urban forms that complement this designation are intended to create an "intensely urban atmosphere...by using hard surface materials, introducing formal landscaping and lining the streets with retail and entertainment activities."¹²

The design program emphasizes protection of significant views to the waterfront and the Cityscape in the design of new buildings.

There are a number of other guidelines for design presented in the design program, and a complete description can be found in that document. The primary mechanism for implementing the urban design program for any project is through development agreements between project applicants and the City of San Diego. The CCDC serves as the design review body for proposed developments in areas affected by the program.

ENVIRONMENTAL CONSEQUENCES OF THE PROPOSED ALTERNATIVES

General Plan Compatibility

Alternatives A, B, C, D, and F are all compatible with the "mixed land uses" designation for the project site in the San Diego Process Guide and General Plan. Each alternative includes a mix of commercial, office, retail, and hotel uses, which are consistent with the designation. No adverse land use effects associated with General Plan compatibility would be associated with these alternatives.

A precise location for the offsite component of Alternative D has not been established, so its compatibility with any land use designations has not been determined. However, because it would be in an area generally devoted to office and institutional uses, it would probably be consistent.

Alternative E includes only office uses. This is one of the land uses included in the mixed land uses category, so would also be considered compatible. As a result, no adverse environmental effects would occur.

Alternative G, which includes industrial/warehouse land uses as well as office uses, would not be compatible with this land use designation because industrial uses are not among the uses included in the mixed land use category. Since this alternative represents no change from the existing environmental conditions and no new development would occur, no significant environmental impact would be created.

Compatibility With the 1976 Centre City Community Plan

The Columbia Subarea of the Centre City Community Plan includes policies for redevelopment of the Navy Broadway Complex. The Marina Subarea does not. Therefore, this discussion focuses on the compatibility of the proposed alternatives with the adjacent Columbia Subarea.

Alternatives A, B, D, and F would help implement the goal of creating a strong linkage between the waterfront and the downtown core, with the more intensive office uses on the easterly area of Blocks 1 and 2 adjacent to the Columbia Subarea (with its more intensive office and commercial uses) stepping down to the waterfront-oriented uses along Harbor Drive. The plaza/open space area shown in these alternatives at the foot of Broadway, the consolidation of Navy uses on Block 2 (except with Alternative D, in which most Navy uses are moved to Centre City East), and the removal of Navy uses from Blocks 3 and 4 and replacement with more waterfront-oriented uses are compatible with the stated goals of the Columbia Subarea. Since these alternatives help to implement the goals of the Columbia Subarea, the impacts associated with these alternatives would be beneficial.