

NORTH EMBARCADERO ALLIANCE VISIONARY PLAN

Prepared for:

The North Embarcadero Alliance

Centre City Development Corporation
City of San Diego
County of San Diego
San Diego Unified Port District
United States Navy

Prepared by:

Sasaki Associates, Inc.

In association with:

Rick Planning Group
Keyser Marston Associates, Inc.
M.W. Steele Group, Inc.
Katz & Associates
BRG Consulting, Inc.
Katz, Okitsu & Associates
Allied Geotechnical Engineers, Inc.

December 1998

TABLE OF CONTENTS

1 Plan Overview 1

2 Setting 17

3 The Vision 35

4 Land Use and Urban Form 53

5 Open Space and Public Amenities 85

6 Circulation and Public Access 103

7 Financing 129

8 Implementation 149

Acknowledgements 159

Appendix A.1

LIST OF FIGURES

1 Plan Overview

1.1	Birds-eye View of Project Area	iv
1.2	Illustrative Plan of Project Area	2
1.3	Existing and Proposed Development Patterns	4
1.4	Jurisdictions	6

2 Setting

2.1	Regional Map	16
2.2	City Map	18
2.3	Site Map`	20
2.4	Site Character	21
2.5	Major Property Owners and Entitlements	24
2.6	Existing Circulation and Traffic Volumes	26
2.7	Congestion Diagram	27
2.8	Existing Parking	28
2.9	Opportunities and Constraints	32

3 The Vision

3.1	Illustrative Plan of Project Area	38
3.2	Bayfront Esplanade	40
3.3	County Terrace with Mixed-use Development and Performing Arts Center	43
3.4	County Terrace with Office Development and Hotel	44
3.5	Broadway Landing with Port-of-Call Cruise Ship Terminal	47
3.6	Broadway Landing with Homeport Cruise Ship Terminal	48

4 Land Use and Urban Form

4.1	Land Use	54
4.2	Special Sites	57
4.3	Water Use	60
4.4	Floor Area Ratios	62
4.5	Maximum Building Heights	64
4.6	Build-up Lines	66
4.7	Special Building Setback Requirements	68 - 69
4.8	Stepbacks	70
4.8	Active Streets	71
4.10	Rights-of-Way Through Development Parcels	74
4.11	View Corridors	75
4.12	Parking and Service Access	76
4.13	Bayfront District	80
4.14	County Administration Building District	83

5	Open Space and Public Amenities	
5.1	Open Space and Public Amenities	86
5.2	Bayfront Esplanade	87
5.3	Section of Bayfront Esplanade	88
5.4	County Terrace	93
5.5	Broadway Landing	98
6	Circulation and Public Access	
6.1	Proposed Traffic Circulation	104
6.2	Typical Street Sections	108 - 109
6.3	Off-Street Parking Supply — Near Term	116
6.4	On-Street Parking Supply — Existing	118
6.5	On-Street Parking Supply — Long Term	119
6.6	Anticipated Traffic Volumes	124
6.7	Anticipated Traffic Congestion	125
7	Financing	
7.1	Public Improvements	136
7.2	Land Needed for Pacific Highway Improvements	138

LIST OF TABLES

7	Financing	
7.1	Suggested Approach to Financing	132 -133
7.2	Estimate of Costs for Public Improvements	137
7.3	Estimated Development Costs	141
7.4	Cash Basis — Allocation of Plan Cost(s)	143
7.5	Public Finance Basis — Allocation of Plan Cost(s)	145

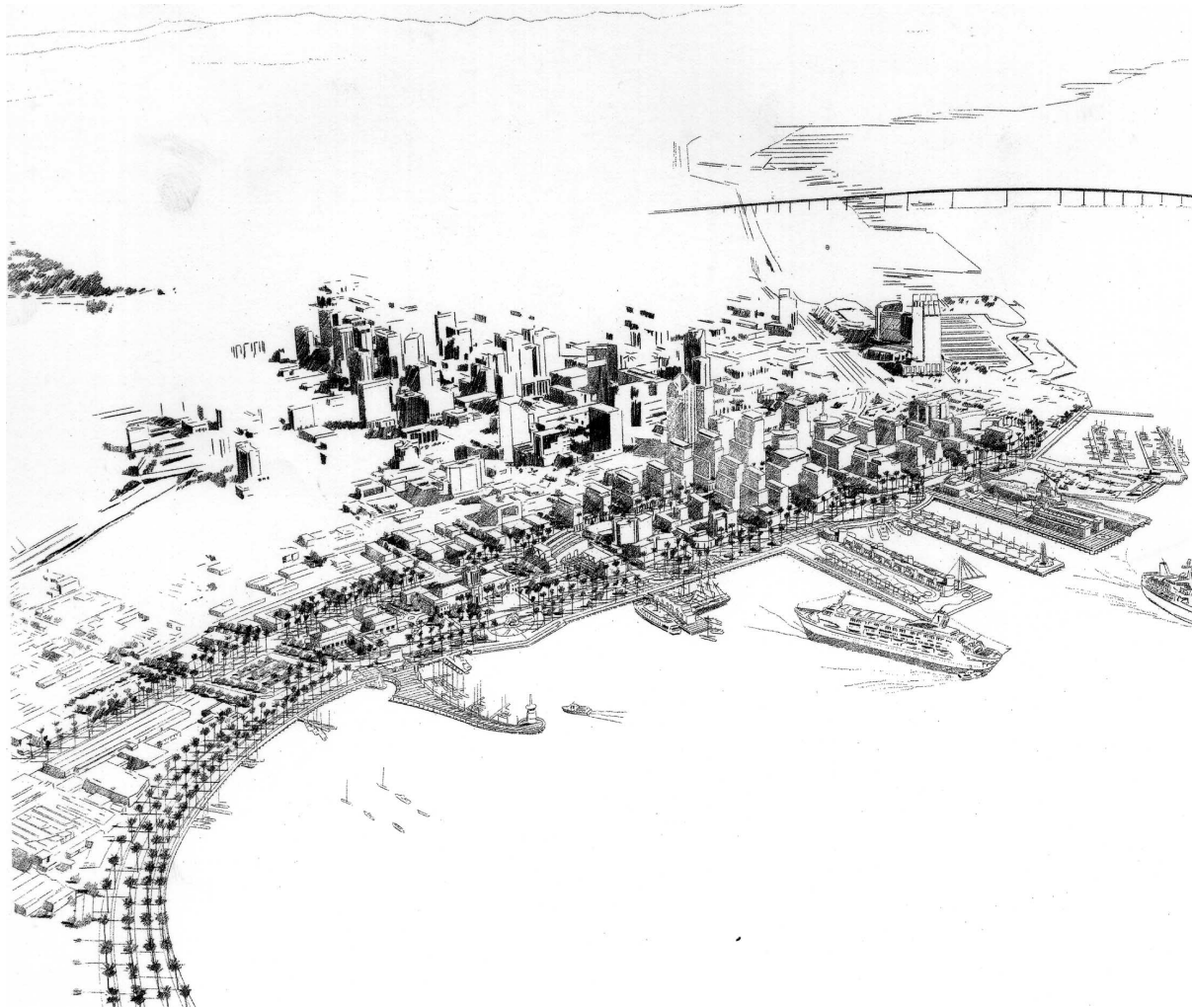


Figure 1.1

Illustrative Perspective of Project Area

1

PLAN OVERVIEW

SUMMARY OF THE PLAN

The North Embarcadero is San Diego's "front door." Its bayside setting on the western edge of downtown offers an unparalleled opportunity for a grand civic precinct combining public amenity and private development.

Illustrated in Figures 1.1 and 1.2, the North Embarcadero Alliance Visionary Plan provides a vision for the revitalization of San Diego's downtown waterfront from San Diego International Airport at Lindbergh Field on the north to Seaport Village on the south. The purpose of the Plan is to establish a concept for public improvements, and strategies to finance them, befitting the setting and regional significance of the area, and to guide private development in a way that optimizes property values and reinforces the public realm.

In this chapter:

- Summary of the Plan
- The North Embarcadero Alliance
- Organization of the Plan
- Scope of the Plan
- Planning Approach and Process
- Plan Goals
- Plan Policies

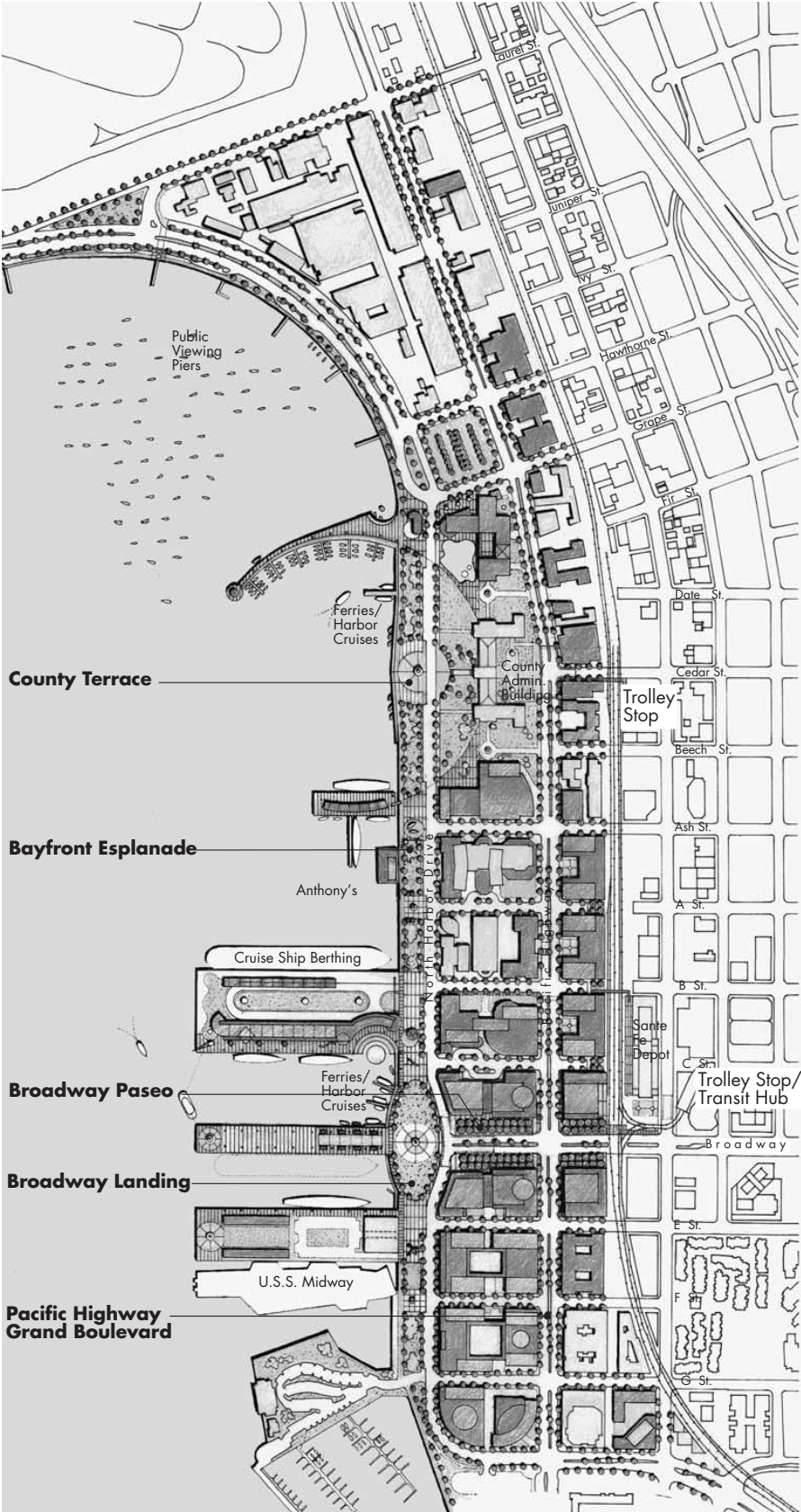


Figure 1.2
Illustrative Plan of Project Area

To create a vibrant, publicly-accessible bayfront, the Visionary Plan features:

- An expansive bayfront esplanade extending the length of the water's edge, animated by public art, urban scale street furnishings, public gathering places, scenic viewing areas, and a garland of pedestrian streetlights.
- Two civic "precincts" at the County Building and at the foot of Broadway, defined by publicly-accessible piers and activated by cultural facilities, public parks, overlooks, cruise and harbor boat activity, and commercial development.
- A grand tree-lined boulevard at Pacific Highway, creating an impressive image for the terminus of this historic road while accommodating through traffic.
- Commercial and residential development opportunities that enliven the area and provide critical public view and pedestrian access through the North Embarcadero and to the bay.
- A parking strategy that ensures ample public parking and public access.
- Strategies for financing and implementing the public improvements.

Central to the Visionary Plan is the notion that the Downtown urban experience extends to and embraces the San Diego Bay. As illustrated in Figure 1.3, the current pattern of streets in the North Embarcadero establishes very long blocks that surround the downtown core and wall off the city from the bay. The Visionary Plan establishes, as a fundamental principle, the continuation of the downtown pattern of public streets to the bayfront and, in turn, the reconnecting of the city with its bay.



*The North Embarcadero and
Downtown San Diego*



Figure 1.3
Existing and Proposed Development Patterns

THE NORTH EMBARCADERO ALLIANCE

The North Embarcadero Alliance Visionary Plan is the outcome of a unique alliance among five government agencies with significant jurisdictional and/or ownership interests in the North Embarcadero (see Figure 1.4). Created through a Memorandum of Understanding (MOU) signed in the summer of 1997 (see Appendix), the North Embarcadero Alliance consists of the Centre City Development Corporation (designated agent of the Redevelopment Agency of the City of San Diego), the City of San Diego, the County of San Diego, the San Diego Unified Port District, and the United States Navy. This cooperative venture reflects an understanding of the potential of the North Embarcadero as a great bayfront district in the city and an appreciation for a coordinated, comprehensive vision for the area. As stated in the MOU, the overriding goal of the planning effort is to assure that the North Embarcadero becomes the "showcase of the San Diego waterfront and a place of urban grandeur."

ORGANIZATION OF THE PLAN

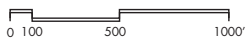
The North Embarcadero Alliance Visionary Plan is organized into eight chapters:

1. *Plan Overview*
This chapter includes the goals and policies of the Visionary Plan.
2. *Setting*
This chapter briefly describes the character of the North Embarcadero and the area's opportunities and constraints.
3. *The Vision*
This chapter describes the overall vision, including public amenities, for the North Embarcadero.
4. *Land Use and Urban Form*
This chapter provides guidelines for land use and for the physical configuration (height, bulk, massing, etc.) of development in the North Embarcadero.



One of Five Community Workshops

-  City of San Diego/CCDC
-  County of San Diego
-  U.S. Navy
-  San Diego Unified Port District
-  Mean High Tide Line



Sasaki Associates, Inc. 1998

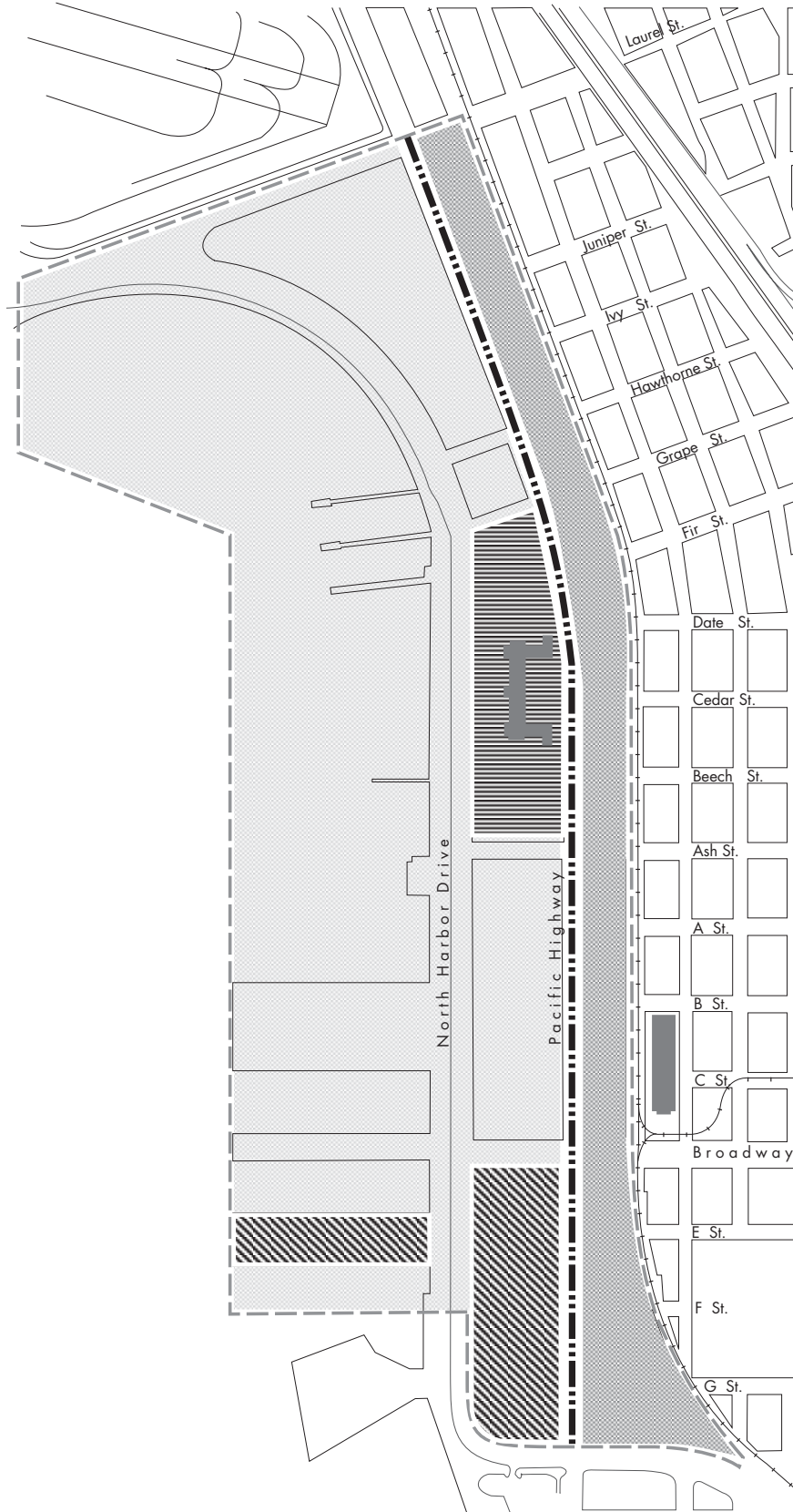


Figure 1.4
Jurisdictions

5. *Open Space and Public Amenities*

This chapter describes all the elements that comprise the proposed public amenities, particularly along the bayfront.

6. *Circulation and Public Access*

This chapter describes the pedestrian, vehicular, and transit circulation systems, including the street system, and the strategy for providing public parking.

7. *Financing*

This chapter outlines a strategy for the financing of public improvements by the five Alliance members.

8. *Implementation*

This chapter describes a method for implementing the Visionary Plan by the five Alliance members.

The eight chapters are followed by the Acknowledgements and an Appendix with applicable City ordinances to the North Embarcadero, as referenced in the Plan.

SCOPE OF THE PLAN

The North Embarcadero Alliance Visionary Plan establishes the location and character of public plazas, parks, piers, and other public amenities; the circulation pattern and parking strategy to support development and public access; and the location, intensity, and character of commercial and residential development. It offers strategies for financing and implementing public improvements in the area and for ongoing cooperative arrangements among Alliance members.

The Visionary Plan builds upon existing plans, policies, guidelines, Memoranda of Understanding, and agreements, established through the efforts of various public agencies, that currently govern development in different portions of the North Embarcadero. The Plan addresses these previous efforts within the context of the comprehensive North Embarcadero planning effort mandated by the five Alliance members. Ultimately, the Plan serves as a framework for amending each Alliance member's existing plans, policies, guidelines, and standards, as appropriate.

The Visionary Plan does not rely on specific uses for the success of the Plan, although uses that draw people to the waterfront and enliven the district are preferred. The focus is on creating public amenities, and an urban design framework that support those amenities, rather than on a development program that is market driven and subject to change. The public improvements established in the Visionary Plan enhance and serve private development opportunities that, in turn, reinforce and activate the public realm. The Plan includes guidelines and standards for private development that reinforce the area as a grand civic district while allowing for a high intensity of development.

PLANNING APPROACH AND PROCESS

The North Embarcadero Alliance Visionary Plan is the result of a year-long planning process among representatives of the five Alliance members and the general public. Through an extensive public process, Alliance members and the community at-large were asked to participate in the establishment of goals and the development of the Plan. An Alliance Steering Committee, composed of elected or appointed officials from the five Alliance agencies, provided overall direction and guidance throughout the planning process.

The North Embarcadero planning process carefully balanced the visionary aspects of the Plan with the realities of financing and implementing public improvements. Public participation by Alliance members and the community drove the formulation and development of goals for the North Embarcadero. Alternative plans were developed and revised to capture the visions of the participants. Planning principles established a solid foundation on which to build a comprehensive Plan with community consensus. During this process, special uses, such as a ballpark and performing arts center, were evaluated for inclusion in the Plan.

Concurrently, an intensive process to establish an asset base for each Alliance member, and to formulate strategies for the Alliance members to share costs and revenues, was pursued. A market analysis was carried out, not as a basis for determining land uses or intensity of development, but in order to value assets, help test site accommodation, and to test the potential for developing specific uses in the North Embarcadero. Extensive efforts were made to ground the Visionary Plan in the financial

and regulatory realities of implementing the Plan. The process resulted in the identification of a framework for financing and implementing the Visionary Plan.

The planning process involved regular consultation with Alliance staff and the Alliance Revenue Committee and regularly scheduled public hearings with the Alliance Steering Committee. Five community workshops were held over a ten month period to elicit community comments and suggestions. The planning process consisted of six distinct tasks, including alternatives development, evaluation, and refinement, culminating in this Visionary Plan.

PLAN GOALS

Formulated and revised throughout the planning process, the goals for the North Embarcadero build upon those articulated in earlier planning efforts, the Alliance's Memorandum of Understanding, and by Alliance members and the general public. The goals of the Visionary Plan express the ultimate aims or desires for the North Embarcadero. The goals are:

1. Establish the North Embarcadero as a "public precinct" and "front porch" for the whole of the community, creating attractions that draw people to the Bayfront.
2. Establish the North Embarcadero as an active, vibrant area, particularly along the Bayfront.
3. Encourage development that is economically viable and increases the economic and social vitality of the Bayfront.
4. Provide for uses and amenities that celebrate the San Diego community. Preserve, enhance, and celebrate the area's maritime uses, history, architecture, art, and culture.
5. Make the Bayfront accessible to all, including those with disabilities and those on foot, bike, boat, transit, and automobiles.

6. Provide for uses and amenities that rely on and/or celebrate the Bay (a "water-first" perspective).
7. Create a "signature" expression (i.e. building, development, open space) that draws attention to the North Embarcadero and the City.
8. Provide for uses and amenities that serve the local and regional community and tourists.
9. Preserve and maximize views of and to the Bay.
10. Provide public access and open space amenity, particularly along the Bayfront.
11. Enhance connections between the North Embarcadero and adjacent neighborhoods and districts.
12. Preserve the environmental integrity of the Bay.

PLAN POLICIES

The Visionary Plan establishes broad policies, or statements of guiding principles or directions, for the North Embarcadero. The policies address the goals and issues of the area. They correspond to design regulations and guidelines, open space and public amenities, circulation improvements, and financing and implementation strategies incorporated in the Visionary Plan.

Land Use and Urban Form

Policy LU-1.

Encourage a mix of land uses, including residential projects and cultural facilities, that enliven the area. Encourage uses at the water's edge that have a water-orientation or enliven the area.

Policy LU-2.

Accommodate a density of development, particularly near Broadway, consistent with the North Embarcadero's downtown setting and the intensity of development previously approved for the Navy Broadway Complex and the Catellus property.

Policy LU-3.

Adopt guidelines for development that step buildings down to the bay, establish a defined street edge, provide street level activity, and otherwise enhance the overall quality of development in the North Embarcadero.

Policy LU-4.

Establish rights-of-way (i.e. streets) through development parcels, aligned with existing downtown streets, to enhance the physical and visual access to the bay.

Policy LU-5.

Locate large parking lots and structures away from the bayfront. Locate large parking facilities underground, if feasible, or in facilities substantially hidden from public view.

Policy LU-6.

Adopt additional guidelines for development along the bayfront and at the County Administration Building that enhance the public realm, including visual and physical access to the bay, and respect the area’s landmark features.

Open Space and Public Amenities

Policy PA-1.

Create an expansive, pedestrian-oriented Esplanade along the bayfront, at least 100 feet wide, featuring a bayside promenade, bike path, parks, and plazas. To create a wide esplanade, shift North Harbor Drive (south of Grape Street) eastward, staying within the existing 200-foot-wide "right-of-way" (except at Broadway).

Policy PA-2.

Create a pedestrian-oriented public precinct at the County Administration Building framed by a recreation pier at the foot of Grape Street, the landmark County Building and adjacent development, and the Maritime Museum.

Policy PA-3.

At the County Administration Building, construct a new recreation pier (Grape Street Pier) with public boat dock (replacing the existing three piers), a ferry/excursion boat dock, a water access pier, and a large park/plaza.

Policy PA-4.

Create a pedestrian-oriented public precinct at the foot of Broadway framed by the 'B' Street Pier, an oval park at the foot of Broadway, and the Navy Pier. Feature a continuous pedestrian boardwalk, activating uses, pedestrian amenities, and a ferry/excursion boat dock.

Policy PA-5.

Establish 'B' Street pier as a commercial pier accommodating a cruise ship terminal facility and, if appropriate, other commercial uses and public amenities.

Policy PA-6.

Establish Broadway Pier as a civic pier with a park and fountain.

Policy PA-7.

Establish Navy Pier as a cultural pier with a park, multi-purpose outdoor space, and Navy orientation center.

Policy PA-8.

Create an "oval park" at the foot of Broadway, approximately two city blocks in size, with landscaped public open space and a centerpiece fountain or other landmark (monument, statue, sculpture) for daily recreational uses or large public gatherings.

Circulation and Public Access**Policy CI-1.**

Establish Pacific Highway as an elegant tree-lined boulevard, accommodating through traffic and pedestrian circulation.

Policy CI-2.

Concentrate through traffic on Pacific Highway and away from North Harbor Drive south of Grape Street. Provide geometric improvements to the existing intersection of North Harbor Drive and Grape Street to direct through traffic on south-bound North Harbor Drive away from the bayfront. Consider corresponding geometric improvements to the intersection of Harbor Drive and Pacific Highway.

Policy CI-3.

Establish North Harbor Drive south of Grape Street as a pedestrian-oriented street with ample on-street parking, providing waterfront access and slowing traffic. Shift the street eastward, staying within the existing 200-foot-wide "right-of-way" (except at Broadway).

Policy CI-4.

Reinforce Broadway as a grand ceremonial street with a wide pedestrian paseo, connecting the heart of downtown with the bay.

Policy CI-5.

Establish a series of east-west streets, aligned with existing downtown streets, between Pacific Highway and North Harbor Drive, providing convenient and frequent access to the bayfront for motorists and pedestrians.

Policy CI-6.

Establish a clear pedestrian-orientation throughout the North Embarcadero with a wide promenade along the bay and wide sidewalks along all streets. Provide a bike path along the bay.

Policy CI-7.

Establish prominent pedestrian connections to trolley and heavy rail lines and to water-based transit. Emphasize such connections through pedestrian and roadway signage.

Policy CI-8.

Ensure ample parking for the general public by providing on-street parking throughout the North Embarcadero and by encouraging parking facilities over 100 spaces (residential uses excepted) to be fully available for public parking.

Policy CI-9.

Emphasize driveway access on east-west streets (Broadway excepted), minimize them on Pacific Highway and Broadway, and prohibit them on North Harbor Drive.

Financing**Policy FI-1.**

Adopt a "cost-sharing approach" for allocating public improvement costs. With this approach, members of the Alliance will fund obligations in proportion to their individual share of the total asset base of the North Embarcadero.

Policy FI-2.

Implement the public improvements in the near-term. These include improvements to North Harbor Drive, the Bayfront Esplanade, Broadway Pier, and Pacific Highway.

Policy FI-3.

Finance public improvements through a Joint Powers Authority (JPA) bond or by having one Alliance member manage the financing for the entire Alliance.

Policy FI-4.

Create an Assessment District or Reimbursement District if it is determined that certain public improvements (i.e. Pacific Highway improvements) are eligible.

Implementation

Policy IM-1.

Implement the Visionary Plan through a series of steps, including endorsing the Plan (by Alliance Steering Committee), preparing and agreeing on a Memorandum of Understanding (MOU), endorsing the Visionary Plan and MOU (by Alliance member agencies), revising Member agencies plans and policies and preparing environmental analyses, and processing plans and policies, environmental analyses, and local coastal plan amendments.

Policy IM-2.

Establish a mechanism for assuring that each Alliance member complies with the Visionary Plan.

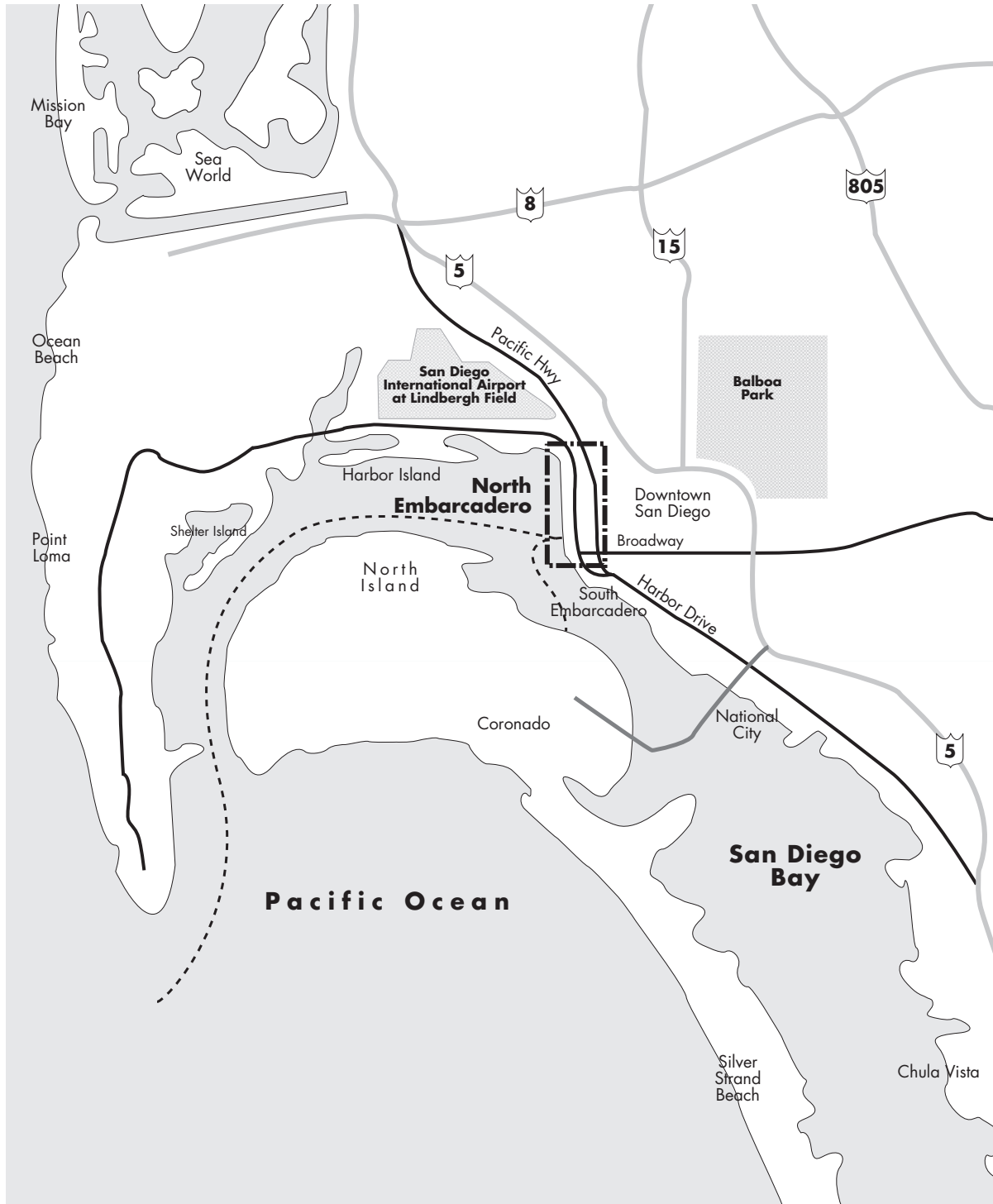


Figure 2.1
Regional Map

2

SETTING

The North Embarcadero offers great opportunities for public-oriented improvements and private development. This chapter summarizes work conducted early in the North Embarcadero planning effort. It briefly describes the character, significant attributes, and opportunities and constraints of the project area.

CONTEXT

Illustrated in Figures 2.1 and 2.2, the North Embarcadero is located on the western edge of downtown San Diego on the San Diego Bay. It is adjacent to the downtown business core; Little Italy, a vibrant small-scale neighborhood; and the Marina District, a downtown residential neighborhood. It is bounded on the north by San Diego International Airport at Lindbergh Field and on the south by the South Embarcadero, location of shopping, hotels, and the city's convention center.

In this chapter:

- Context
- Site Character
- Land Use Characteristics
- Major Property Ownership and Entitlements
- Circulation Characteristics
- Market Conditions
- Opportunities and Constraints

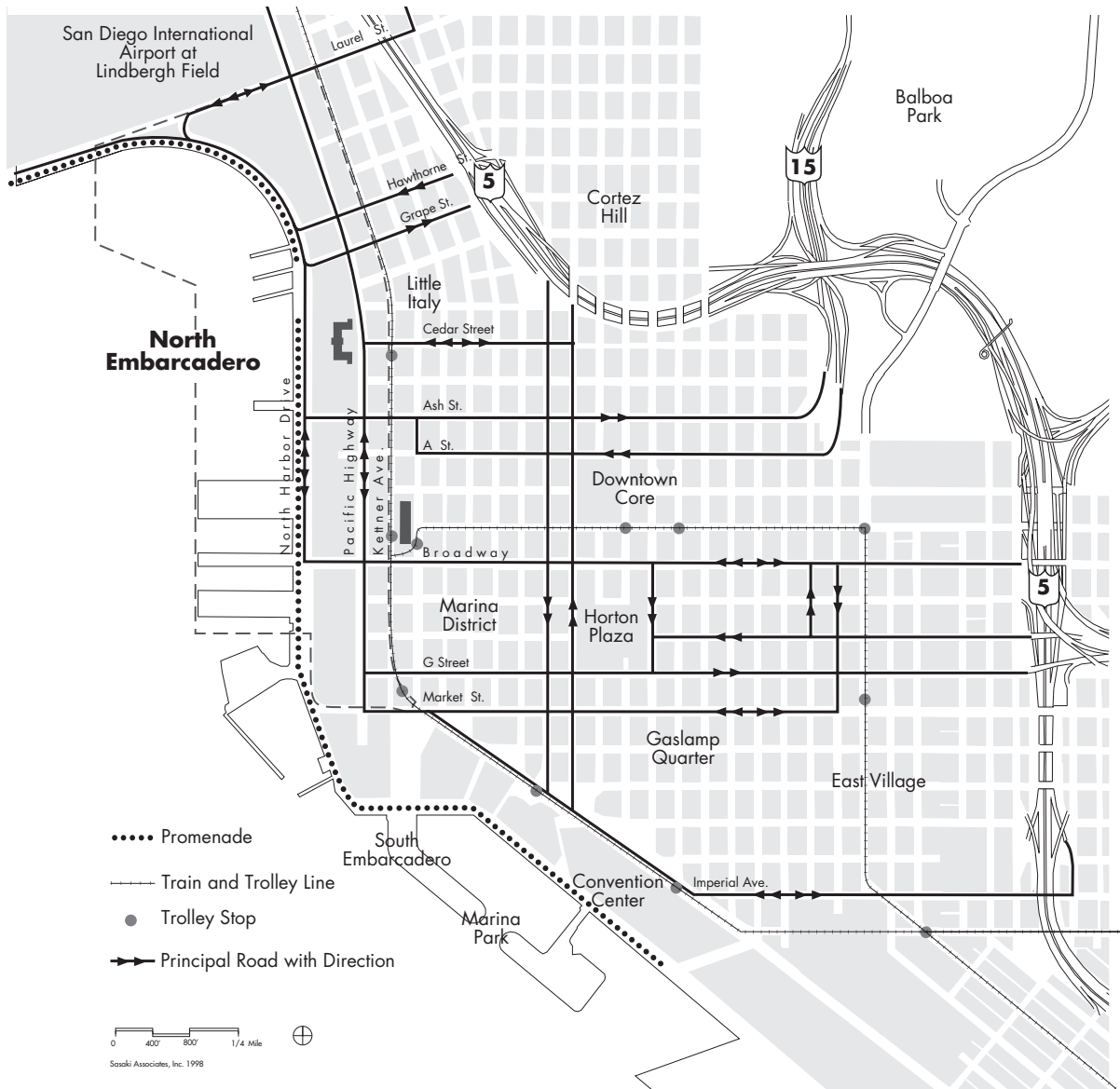


Figure 2.2

City Map

The streets of the North Embarcadero serve as major traffic corridors between San Diego International Airport at Lindbergh Field, downtown San Diego, the South Embarcadero, and the region-serving freeway network. Important arterial roadways in the North Embarcadero include Laurel Street, the one-way couplet of Hawthorne and Grape Streets, and Pacific Highway. Broadway is the ceremonial "Main Street" of the downtown business core, terminating at the bay in the heart of the North Embarcadero. Other streets connecting the North Embarcadero to downtown include Cedar, Ash, and 'G' Streets. The Santa Fe Depot and the America Plaza Transfer Station at Broadway and Kettner Streets form a transit hub for Amtrak, the Coaster commuter rail, and the San Diego Trolley.

The North Embarcadero is an important part of a regional open space network. A promenade along the bay connects points north of the project area to the South Embarcadero. A proposed "Bay to Park" system connects Balboa Park, east of downtown, to the San Diego Bay along Laurel and Cedar Streets within the North Embarcadero.

SITE CHARACTER

The North Embarcadero can be generally characterized as an underdeveloped area largely cut-off from downtown with large expanses of asphalt and few public amenities. It also offers spectacular opportunities for public access to the bayside, and it is home to several landmark buildings and institutions. Figures 2.3 and 2.4 illustrate the North Embarcadero and its general character.

More specifically, the North Embarcadero is characterized by:

- A series of super-blocks, in conjunction with the Burlington Northern Santa Fe railroad tracks, that form an edge, limiting east-west circulation and isolating the city from the bayfront.
- A large expanse of asphalt roadways and large parking lots with few public amenities.



Sea of Asphalt Along North Harbor Drive

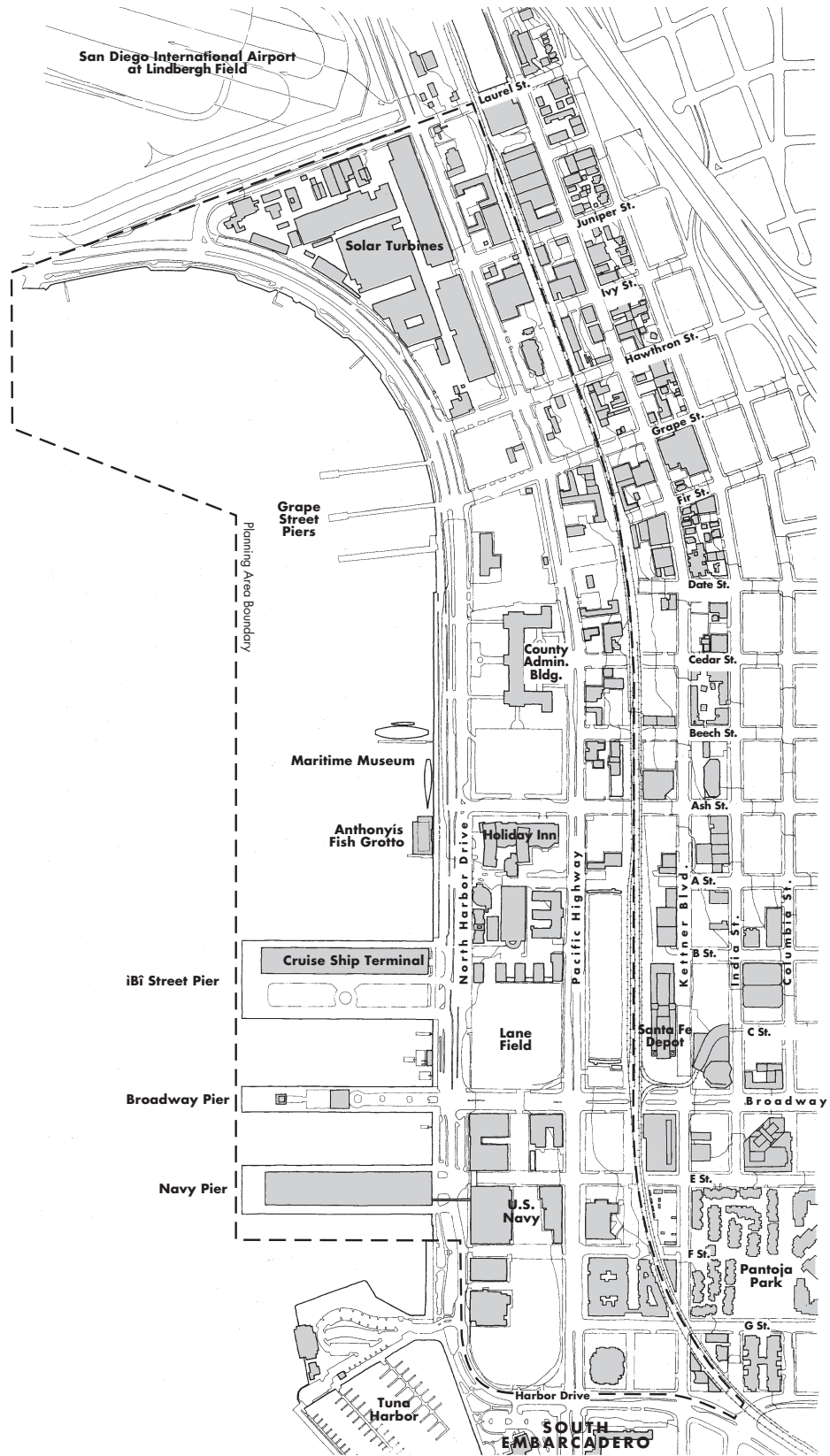


Figure 2.3

Site Map

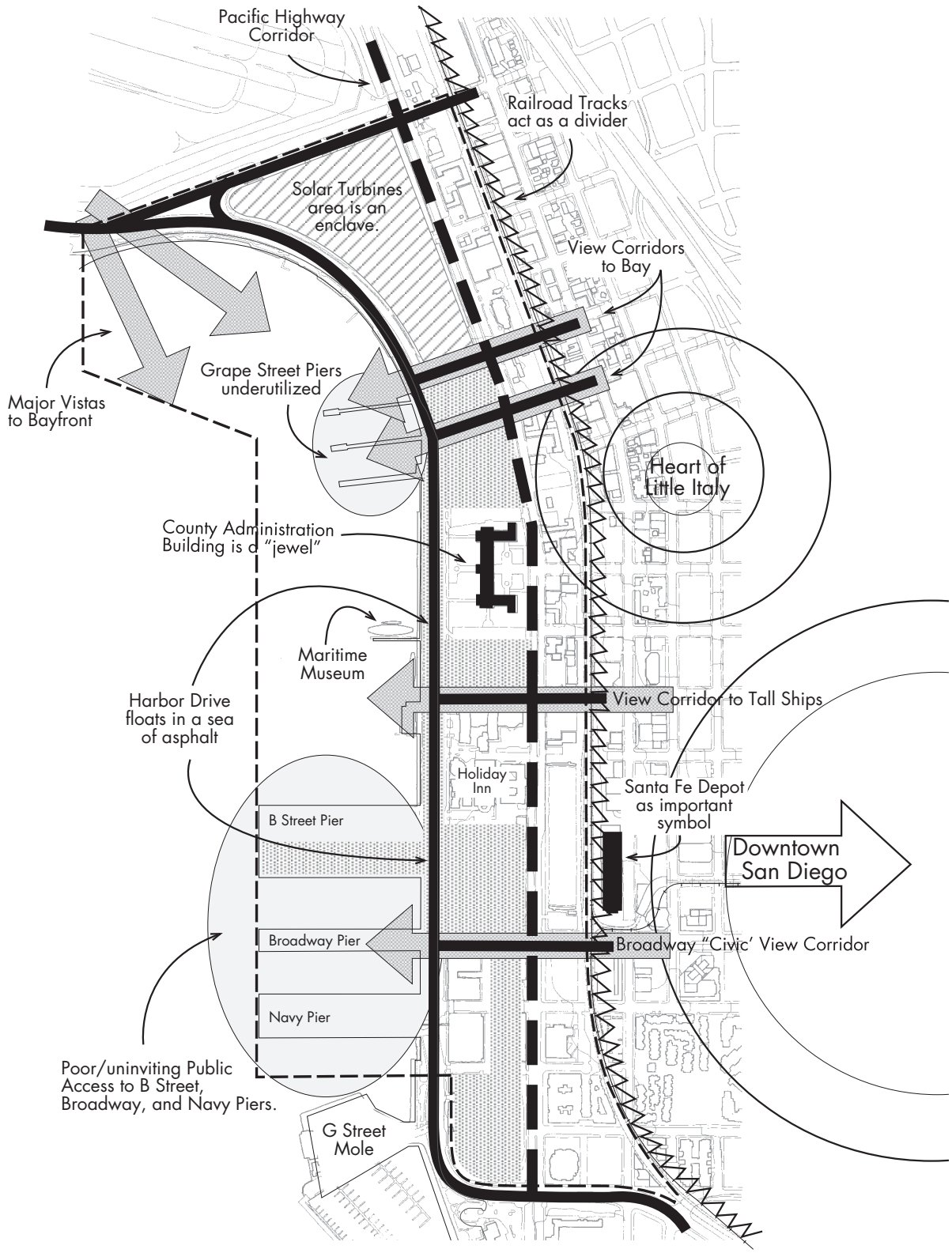


Figure 2.4
Site Character



Dramatic Crescent Shape of the North Embarcadero

- Inconsistent or poor quality street lighting. Some stretches (e.g. County Administration Building) have no street lighting. Elsewhere, there is a jumble of fixture and lamp types. In general, lighting levels are low and nowhere is lighting used for decorative or other visual effects (except at the County Administration Building).
- An existing 200 foot "right-of-way" along the bay (i.e. North Harbor Drive) and numerous underutilized piers, providing great opportunities for public access and amenities. The existing waterfront promenade offers spectacular views across the bay.
- A crescent shape at the north end of the North Embarcadero, offering dramatic views back to the city. Other landmark features include the County Administration Building and the Maritime Museum's Star of India at the foot of Ash street.
- Dramatic views to the bay from the higher elevation of downtown, particularly along east-west streets including Hawthorne, Grape, Ash, and Broadway.

LAND USE CHARACTERISTICS

Land uses in the North Embarcadero include large and small institutional uses west of Pacific Highway, a mix of industrial and commercial uses north of Hawthorne Street and east of Pacific Highway, and water-related activities at the bay. The area is interspersed with large parking lots, both along North Harbor Drive and on parcels, and vacant and underutilized land.

The North Embarcadero is separated into distinct linear zones that run parallel to the shoreline. Between North Harbor Drive and Pacific Highway, large parcels accommodate a variety of institutional uses, including the County Administration Building and two Navy complexes. Other uses include Solar Turbines, Holiday Inn, and parking lots.

Land east of Pacific Highway includes small commercial activities, such as restaurants, motels, gas stations, auto services, and recreational activities. The development pattern in this area is

more suburban in quality, with isolated, individual buildings with varied setbacks and large, visible parking lots. The area also has a large amount of vacant land.

The San Diego International Airport at Lindbergh Field significantly impacts the land use possibilities in the northern part of the planning area. High levels of noise and safety issues limit the type and configuration (height) of development that may occur in the area. Under these circumstances, Solar Turbines is considered the highest and best use for this part of the North Embarcadero.

Bayside and water uses in the North Embarcadero include a cruise ship terminal at 'B' Street Pier, a combination of recreation and marine terminal facilities at Broadway Pier, and a mostly vacant lot on Navy Pier. The Grape Street piers are largely unused. A bayside promenade runs nearly the entire length of the bay, providing for recreational opportunities in the area. The bay itself provides anchorage for a range of vessels, including cruise ships, other large vessels, ferries, tour boats, fishing boats, yachts, and sail boats.

In general, the type and variety of uses allowed beside and over the San Diego Bay are limited because of existing Port/tideland-related use restrictions and environmental/regulatory constraints. The uses are generally restricted to commercial uses, marine-related uses, and public recreation and access.

MAJOR PROPERTY OWNERSHIP AND ENTITLEMENTS

Large parcels of land in the North Embarcadero are owned by a few property owners, as illustrated in Figure 2.5. These land owners include the San Diego Unified Port District, the U.S. Navy, the County of San Diego, and Catellus Development Corporation. Numerous other smaller parcels west of Pacific Highway are privately held.

The U.S. Navy and Catellus currently hold future entitlements for their properties. The Navy has approved plans to build 3.25 million square feet of development (Site #1, Figure 2.5). This



Cruise Ship and Excursion Boat Activity

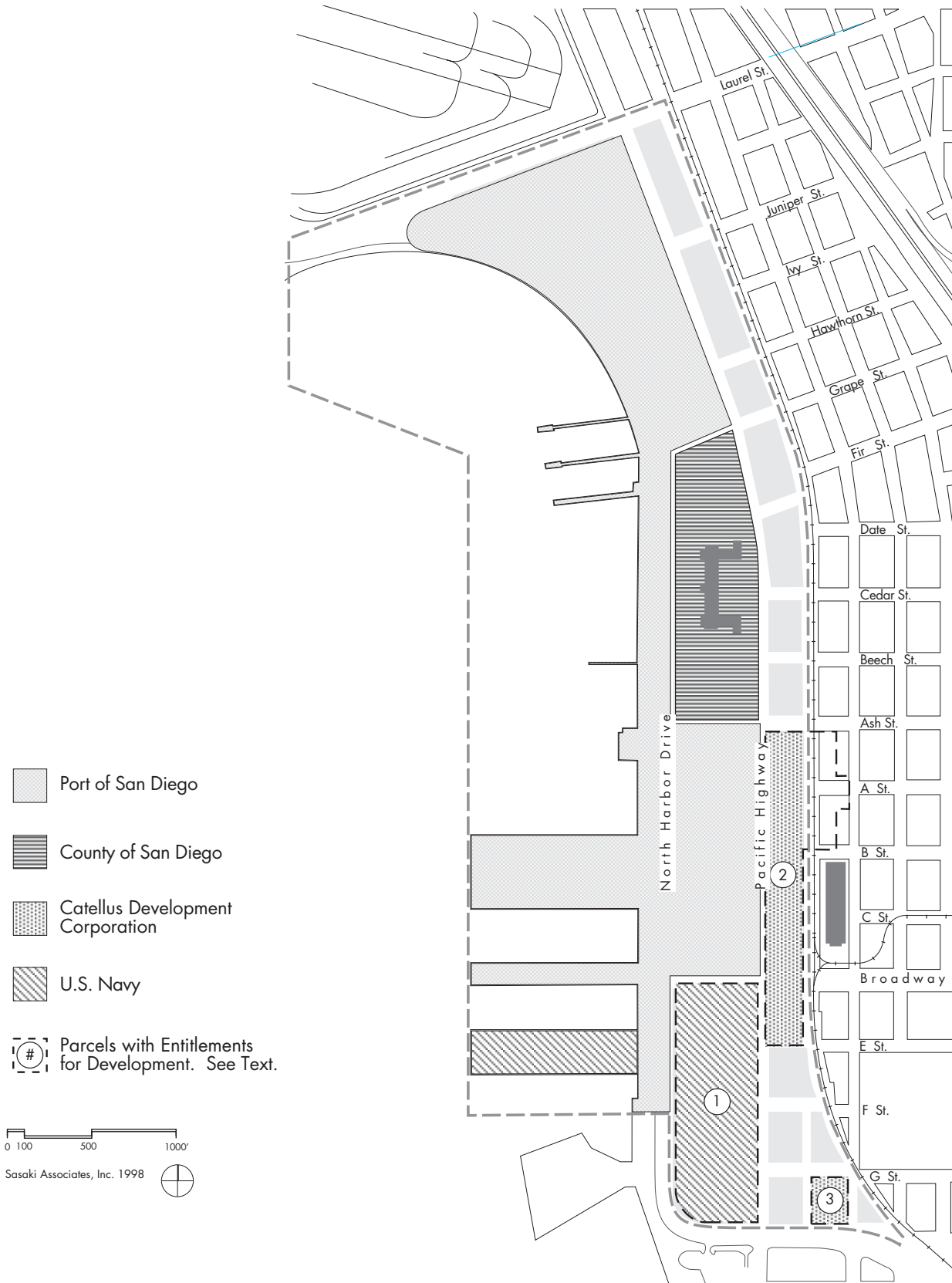


Figure 2.5
Major Property Owners and Entitlements

includes 1.65 million square feet of office, 1.22 million square feet of hotel/support retail/restaurant and entertainment space, 25 thousand square feet of retail, and 55 thousand square feet for public attractions, such as museums.

Catellus has two separate entitlements. For the property generally bounded by Pacific Highway, Ash Street, Kettner Boulevard, and 'E' Streets (Site #2, Figure 2.5), Catellus is entitled to develop up to 3.35 million square feet of office, commercial, residential, retail, and hotel development. Catellus also has entitlements for 193 residential units for the property at 101 California Street (Site #3, Figure 2.5).

CIRCULATION CHARACTERISTICS

Circulation in the North Embarcadero is characterized by good-to-poor pedestrian amenities, a street system that operates with excess capacity, ample public transit access, and an excess parking supply. Figures 2.6 and 2.7 illustrate the existing circulation system and traffic congestion in the area, respectively.

The bayfront promenade is the most scenic and well-maintained pedestrian walkway in the North Embarcadero, and it is used by pedestrians, bicycles, and other non-motorized vehicles. The promenade has been developed in a piecemeal manner, with a portion of the promenade missing south of Grape Street. It is also designated as a Class I bike path, requiring pedestrian to share space with bicycles and non-motorized vehicles. Ash Street and Pacific Highway are signed Class III bike routes that share the road with motorists.




Other pedestrian amenities are limited to sidewalks flanking city streets. Some of the sidewalks are in need of repair, discontinuous, or not up to current standards. Crosswalks are excessively long (due to crossing distance) and sometimes daunting for elderly people. A limited number of pedestrian crossings exist along the railroad tracks, making pedestrian access to the North Embarcadero difficult from downtown and Little Italy.

Illustrated in Figure 2.6, the existing street system in the northernmost area of the North Embarcadero accommodates heavy traffic to and from San Diego International Airport at Lindbergh




Bayfront Promenade

Vehicular Circulation
Average Daily Traffic (ADT)

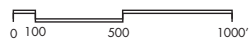
-  High (> 30,000 ADT)
-  Medium (15,000-30,000 ADT)
-  Low (<15,000 ADT)

 Pedestrian Circulation

 Bikeways

 Ferry Line

 Trolley Stop



Sasaki Associates, Inc. 1998

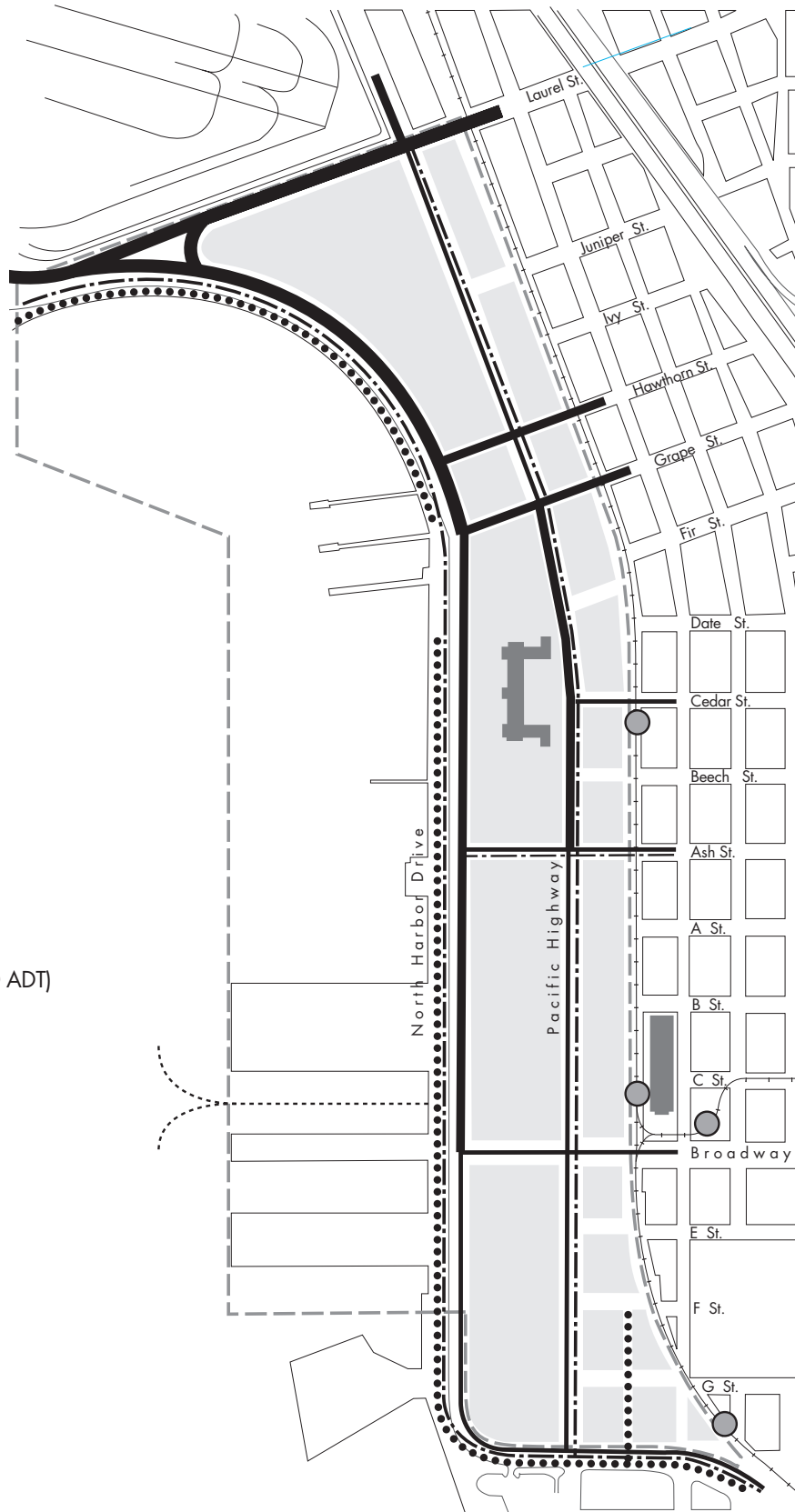


Figure 2.6

Existing Circulation and Traffic Volumes

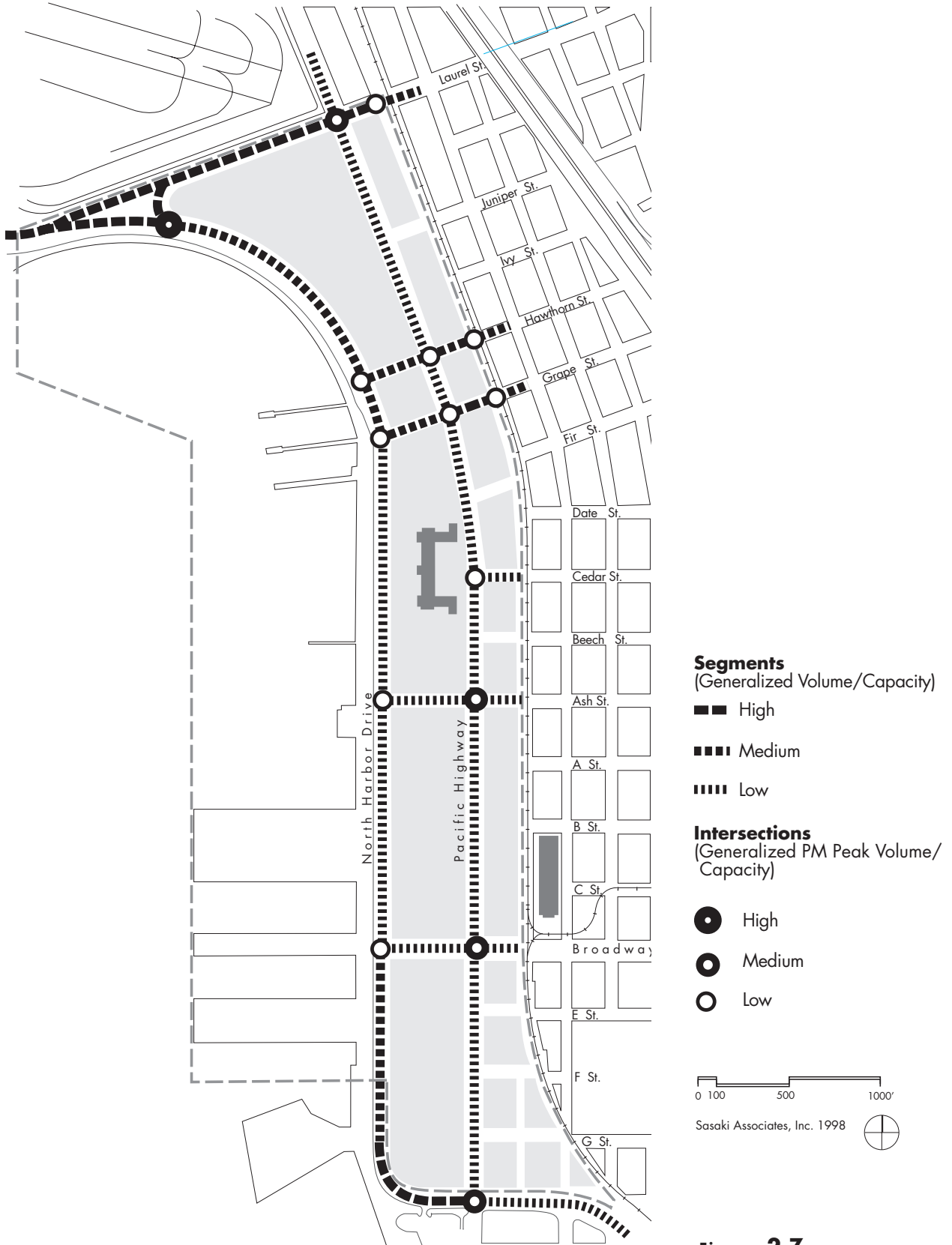
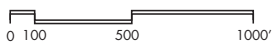


Figure 2.7
Congestion Diagram

-  On-Street Parking: North Harbor Drive and Broadway Pier
-  On-Street Parking: Pacific Highway
-  On-Street Parking: East-West Streets
-  Tenant, Employee and/or Customer Parking
-  Spaces per Area
-  Weekday Occupancy

Note:

Parking counts based on windshield survey, review of aerial photograph, and estimates provided by Alliance members.



Sasaki Associates, Inc. 1998

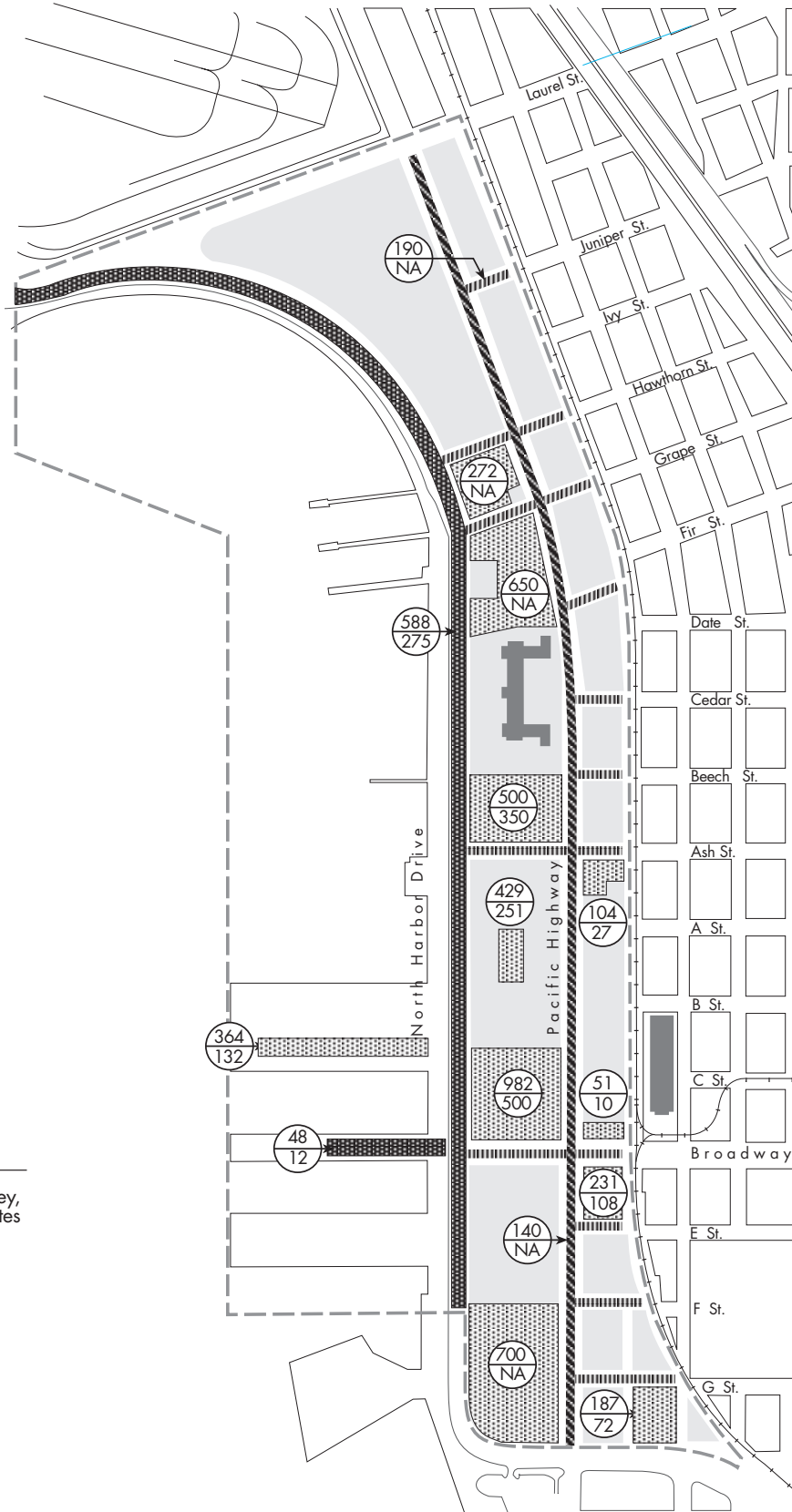


Figure 2.8
Existing Parking

Field. The street system south of Grape Street has less traffic. Although several intersections are heavily congested, both Pacific Highway and North Harbor Drive (between Grape and Broadway) have excess capacity. This allows for possible diversion of traffic from North Harbor Drive to Pacific Highway, thereby creating an opportunity for additional public access and amenities along the bay.

Illustrated in Figure 2.6, the North Embarcadero is well served by transit. The San Diego Trolley makes four stops near the North Embarcadero in the Marina District, at the America Plaza Transfer Station, at Santa Fe Depot, and at the County Center/Little Italy Station near Cedar Street. Amtrak and the Coaster, a commuter rail service to seven stations along the San Diego coastline, makes stops at the Santa Fe Depot. Ferry service to Coronado is provided from Broadway Pier.

Illustrated in Figure 2.8, existing parking in the North Embarcadero consists of on-street public parking and off-street parking lots for private use by tenants, employees, and customers. Generally, parking counts in the area reveal an excess of on-street and off-street parking. Occupancy rates for the area range from 39% full during peak afternoon hours to 24% full during the weekends. (Sampling taken 28 June through 30 June 1998 during mid-afternoon and early evening; spaces compiled from Port District records supplemented by direct observation).

MARKET CONDITIONS

The overall economic outlook for the San Diego region is positive, primarily because of the region’s successful transition to a knowledge-based economy. The greatest economic activity of the region occurs in downtown San Diego, adjacent to the North Embarcadero. There have been significant successes in the redevelopment of downtown San Diego in all economic sectors. If the real estate market continues to recover, land holdings in the North Embarcadero are the logical location for the next wave of significant, high-density development. However, significant problems remain to future development, including a weak corporate sector that has resulted in a fragile office market, a limited retail presence, and the absence of a strong arts and cultural representation.

Office

The largest percentage of land in the North Embarcadero could be developed as office space. Projected growth in the regional economy should favorably affect the office market. Despite the generally favorable outlook, analysis indicates that rental rates in downtown San Diego remain far below those necessary to support significant and economically successful development of high-rise office space. Two development modules have been identified for development in the North Embarcadero. The first module is the typical high-rise module. The second module is a mid-rise campus office development.

Hotel

The North Embarcadero is an excellent location for hotel development due to potential waterfront views and proximity to downtown destinations. A key factor for the near- to intermediate-term is the status of the Convention Center expansion and the development of three major hotel facilities in the South Embarcadero. Room rates and occupancy have dramatically strengthened downtown, resulting in more than 3,000 hotel rooms proposed in various facilities in and adjacent to downtown. There appears to be immediate market support for about 500 rooms, even without the Convention Center expansion. Expansion of the Convention Center would generate demand for approximately 800 additional rooms. In addition to current needs and those generated by the Convention Center expansion, growth in the the visitor market appears capable of justifying 150 additional rooms per year.

Retail

Currently proposed projects, including the Seaport Village expansion and the continued development in the Gaslamp Quarter, should absorb all of the available market potential through the year 2010. Thereafter, growth in market demand appears capable of supporting about 50,000 SF of new space annually. From a market standpoint, significant retail/entertainment venues in the North Embarcadero should be related to the waterfront setting and should not seek to duplicate facilities and experiences found at Seaport Village, the Gaslamp, or Horton Plaza. Development of other uses in the North Embarcadero should include notable complements of retail and dining space to enliven the experience of visitors (such as part of an expanded cruise ship terminal) but should not be a major focus of activity.

Residential

The downtown residential market is strong, with upward trends in occupancy and rent rates. If the project is currently entitled, a probable module for residential development would be mid-rise condominium development. Rent levels could support garden apartment density of development, but not mid- or high-rise development.

OPPORTUNITIES AND CONSTRAINTS

The North Embarcadero offers ample opportunities for both public amenity and private development. It also has constraints, including those related to its proximity to the San Diego International Airport and the bay. Figure 2.9 illustrates the general opportunities and constraints in the North Embarcadero.

North Harbor Drive's expansive street section along the bay, and the area's underutilized piers, provide opportunities for expanded public access and enhanced bayside amenities. The large areas of undeveloped and vacant land offers outstanding opportunities for new commercial, hotel, and, in some areas, residential development. Landmark elements, such as the crescent shape of the bay, the County Administration Building, and the Star of India, can create memorable experiences in the area. Pacific Highway, and its excess capacity, allows for the diversion of traffic from North Harbor Drive (south of Grape Street) to Pacific Highway and away from the bayfront. The North Embarcadero commands a central location relative to downtown with great access to land and water-based transit.

The area's constraints are generally related to a few key features, its proximity to San Diego International Airport, and the San Diego bay. The Santa Fe railroad tracks, and the long blocks between North Harbor Drive and Pacific Highway, form a "barrier" between adjacent neighborhoods and the bayfront. The railroad tracks, in particular, reduce the possibility of such a linkage.

The type and variety of land uses and configuration of development allowed in the area nearest the airport are limited because of airport-related height limitations and noise. Land uses inap-

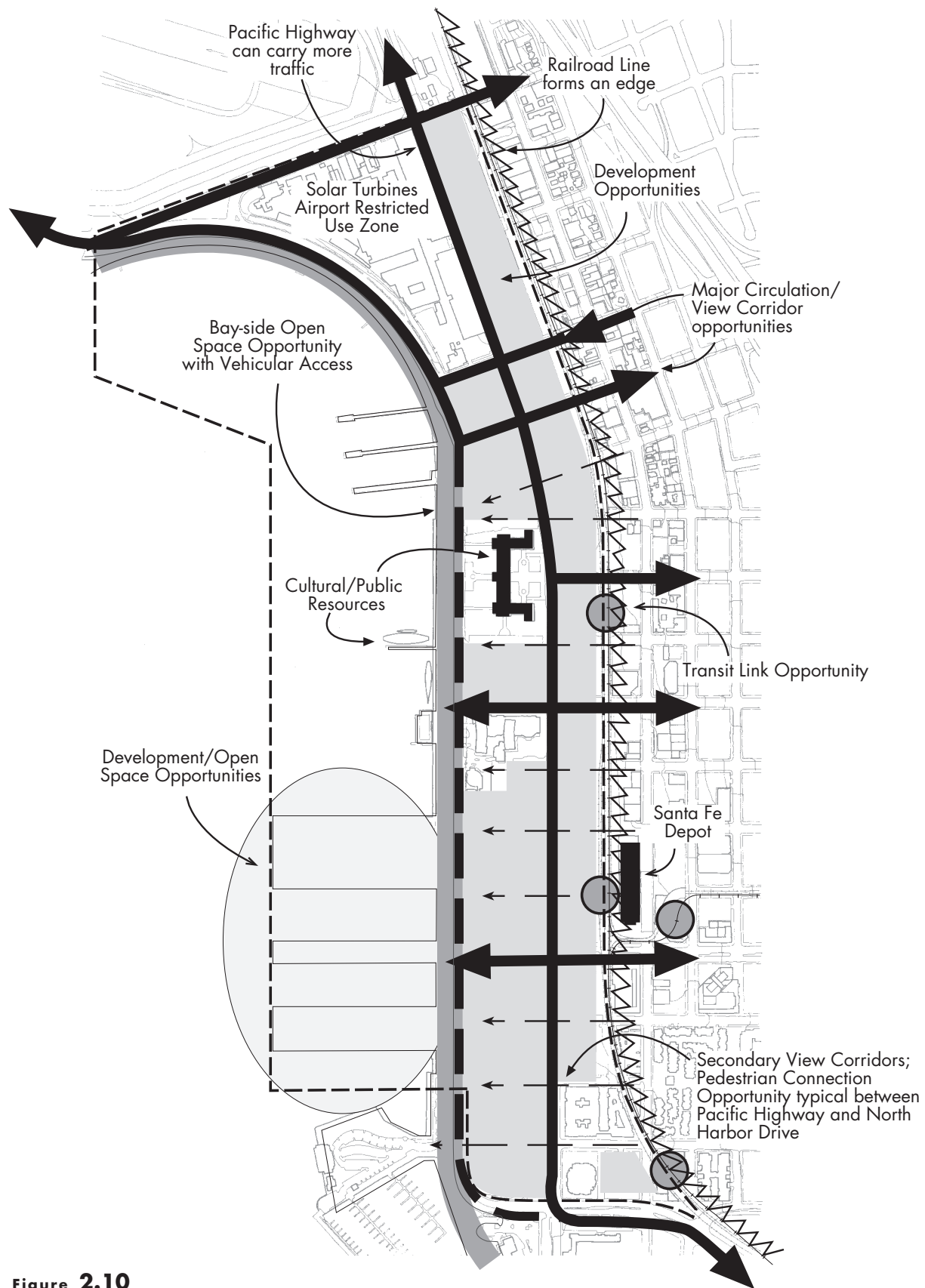


Figure 2.10
Opportunities and Constraints

appropriate for the area closest to the airport include residential development, office buildings, parks, and auditoriums. The type and variety of land uses allowed beside, on, or over the bay are limited because of existing Port/tideland-related use restrictions and environmental/regulatory constraints. Land uses beside the bay are generally restricted to commercial uses, marine industrial uses, and public recreation and access. Land uses on or over the bay are generally restricted to marine-related activities and development that does not require filling of the bay.



Bird's Eye View of North Embarcadero

3

THE VISION

The vision for the North Embarcadero is a grand, active public precinct welcoming to residents and visitors alike. Serving as San Diego's "front porch," it is a district with a clear pedestrian orientation, allowing for visitors to view, experience, and celebrate the bay. It offers venues for public gathering and promenading, and it provides opportunities for private development that activate and define the public realm. The vision for the North Embarcadero is urban in character, relying on the extension of the downtown street grid as a framework for public access and visual connection to the Bay.

Described below, the vision for the North Embarcadero embodies five fundamental principles regarding the form and function of public improvements and private development. It embraces these principles in proposed enhancements to the public realm, that is the bayfront and street system in the North Embarcadero.

Note: Subsequent chapters, particularly Chapter Five, describe the individual elements of the Plan in more detail than below.

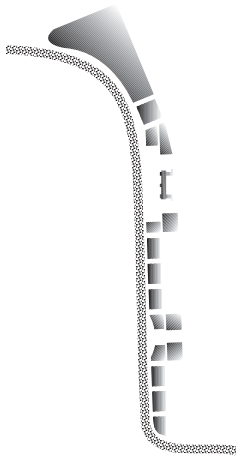
In this Chapter:

- Fundamental Principles
- Elements of the Plan

FUNDAMENTAL PRINCIPLES

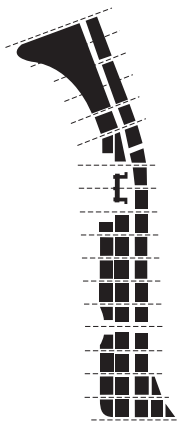
Five fundamental principles form the foundation for the North Embarcadero Alliance Visionary Plan:

- The Riviera
- City Meets the Bay
- Celebrate the Bay
- Gesture to the Bay
- Street System at the Bay



The Riviera

The crescent shape of the bayfront is a distinguishing feature of the North Embarcadero, affording a dramatic entrance into and unparalleled views of downtown San Diego and the Bay. The concept of “The Riviera” acknowledges the coastal setting of the North Embarcadero and the existing 200-foot-wide, publicly-accessible “coastal strip” (i.e. North Harbor Drive) along the bay. The Riviera concept denotes a resort area, or a place for recreation and rest, and is clearly defined by a consistent building street wall with active street front uses, a tree-lined street, and an expansive esplanade along the bay.

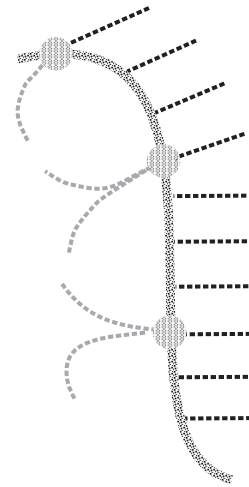


City Meets the Bay

The Visionary Plan is fundamentally about connectivity and linkage between downtown San Diego and the bay. “City Meets the Bay” establishes this connection by extending the downtown street pattern into the North Embarcadero. Extending the block pattern to the bayfront creates a development pattern consistent with downtown (a “mental” connection), and, in some cases, it provides direct connections between downtown and the bayfront (a “physical” connection). The block pattern is both familiar and easily understood by visitors to the area, and it affords frequent and regular linkages, and views, to the bay. The scale and character of the block pattern also affords an active street life in the North Embarcadero.

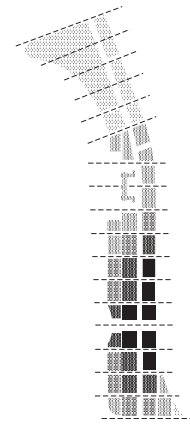
Celebrate the Bay

San Diego Bay is a great natural, historical, and recreational resource in the region. The Visionary Plan provides for opportunities to engage the bay and to enjoy its splendor, offering venues for public gathering, promenading, and boating. The Plan features “activity nodes” centered around public piers, water-related cultural facilities (such as the Maritime Museum and Aircraft Carrier Museum), and restaurant and retail development.



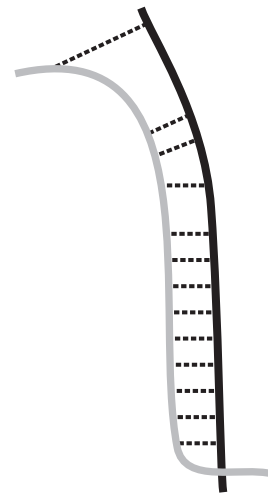
Gesture to the Bay

As a gracious gesture to the bay, development in the North Embarcadero steps down to the water's edge, respecting the lower scale of boats, pier buildings, and other bayside structures. The Visionary Plan highlights the crescent bay by celebrating its form, revitalizing the bayfront, and making it accessible to everybody. At the same time, the Visionary Plan sculpts new development to both concentrate development intensity along Broadway, San Diego's “Main Street,” and to soften the interface between the city and the water, between the massive form of downtown development and the open character of the San Diego Bay.



Street System at the Bay

The Visionary Plan choreographs new patterns of circulation to ensure the character of the public environment in the North Embarcadero. It couples the existing north-south spines with east-west streets, creating a street grid pattern that maximizes access to the Bay. North Harbor Drive and Pacific Highway complement each other's use: Pacific Highway, designed as a grand boulevard, relieves North Harbor Drive of through traffic and allows it to take on a pedestrian orientation in keeping with a bayfront esplanade. Frequent east-west streets are reclaimed to distribute traffic between the two north-south spines and out of the North Embarcadero.



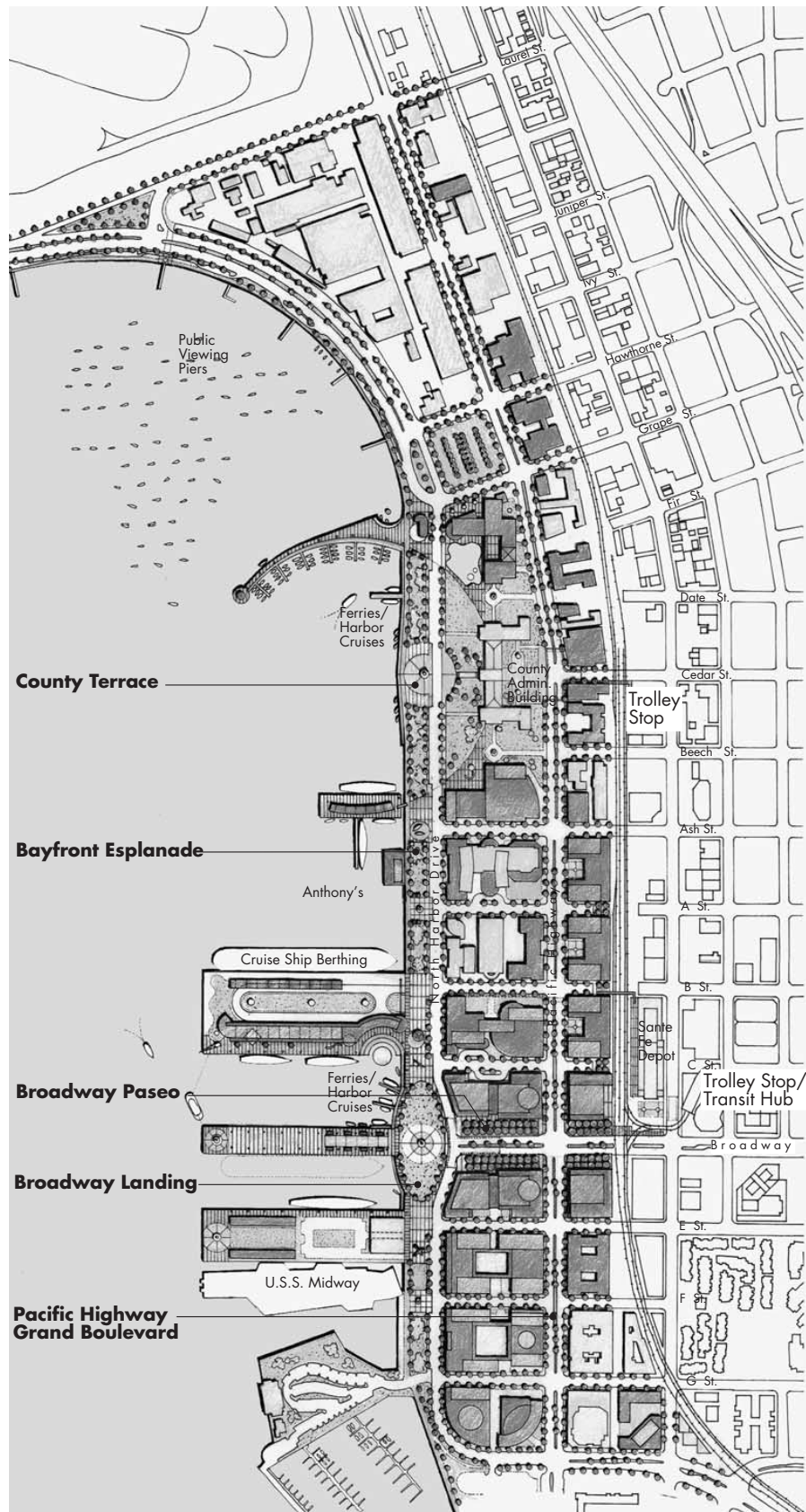


Figure 3.1
Illustrative Plan of Project Area

ELEMENTS OF THE PLAN

The North Embarcadero Alliance Visionary Plan builds on the five fundamental principles described above, giving San Diego's downtown waterfront a pedestrian-oriented civic character. The different elements of the North Embarcadero—principally the bayfront and the grid of streets—together establish a framework for public life.

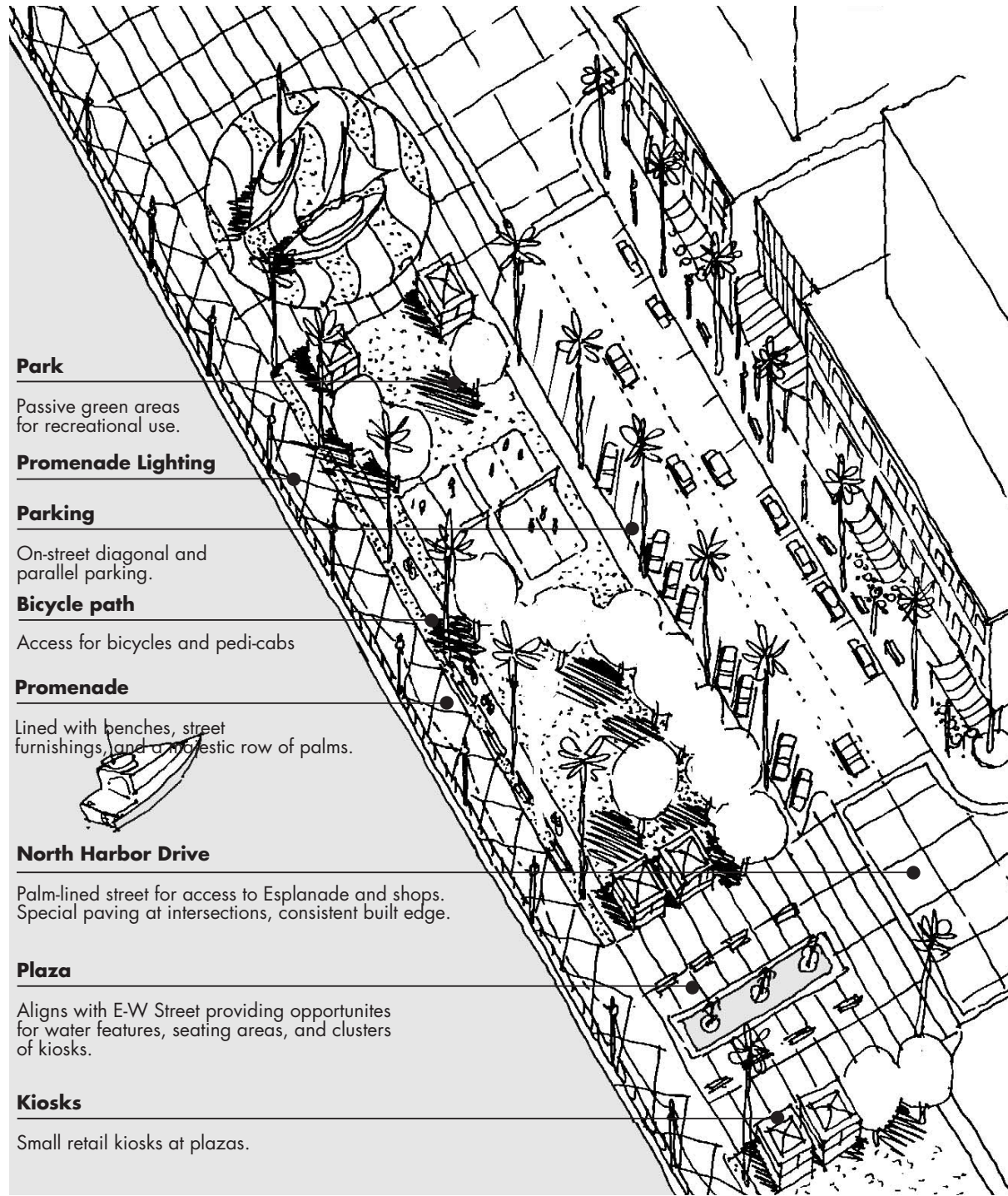
Illustrated in Figure 3.1, the Visionary Plan establishes an expansive bayfront esplanade punctuated by two "activity centers", referred to as County Terrace and Broadway Landing. It supports and reinforces this public realm through a pedestrian-friendly street system that accommodates both local and through traffic. The Plan builds on the existing bayfront characteristics and opportunities, such as the landmark County Administration Building and the various piers. The elements of the Plan are infused with a public vitality through urban design, civic programs, and architectural form.

The Bayfront Esplanade

Illustrated in Figure 3.2, the Bayfront Esplanade is a continuous public open space spine along the San Diego Bay. It is defined by the crescent-shaped bayfront along its western edge and by



Bayfront Esplanade



Park

Passive green areas for recreational use.

Promenade Lighting

Parking

On-street diagonal and parallel parking.

Bicycle path

Access for bicycles and pedi-cabs

Promenade

Lined with benches, street furnishings, and a majestic row of palms.

North Harbor Drive

Palm-lined street for access to Esplanade and shops. Special paving at intersections, consistent built edge.

Plaza

Aligns with E-W Street providing opportunities for water features, seating areas, and clusters of kiosks.

Kiosks

Small retail kiosks at plazas.

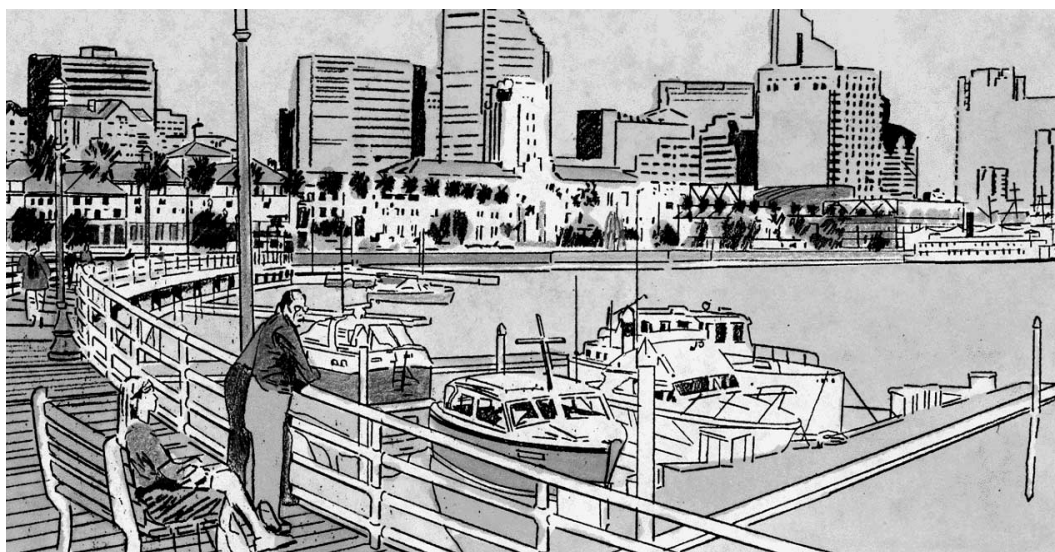
Figure 3.2

Bayfront Esplanade

North Harbor Drive and a consistent backdrop of buildings to the east. The Esplanade, and the 25-foot-wide promenade along its western edge, is part of a larger bayside open space network connecting Harbor Island to the South Embarcadero. The promenade strings together a necklace of parks and plazas. Collectively, the series of plazas and parks form a "front porch" for the city, creating an active public precinct at the water's edge.

Each space along the Esplanade is designed to accommodate a specific activity and strengthen the particular character of that space. Plazas are typically located where east-west streets terminate at the bay, taking advantage of views and street connections back to the city. The plazas provide ample seating and gathering opportunities, and they allow for permanent attractions, like fountains, public art, or band shells, and temporary installations. Passive green spaces exist between the plazas, providing recreational opportunities. North Harbor Drive serves as a scenic drive and provides opportunities for parking and public access along its entire length.

The Esplanade is anchored in the north and to the south by two important open spaces. The two urban spaces, County Terrace and Broadway Landing, each embrace the San Diego Bay, the most unique and valuable asset of the North Embarcadero.



New Grape Street Pier at County Terrace

The County Terrace

The County Administration Building commands an important site and is a significant historic and cultural landmark in the North Embarcadero. The Plan envisions a grand space, the County Terrace, in front of the building to complement and enhance the civic character of the building.

The County Terrace is bounded by the proposed Grape Street pier to the north and an expanded Maritime Museum pier to the south. Illustrated in Figure 3.3, this district includes: a significant recreation pier (Grape Street Pier) with public boat docking; a passive green space framed by majestic palms and an intimate canopy of trees; a bayside overlook flanked by a floating public access pier; and two new plazas, offering venues for public gathering, north and south of the County Building.

The County Terrace is defined by development on the existing north and south parking lots of the County Administration Building. These developments frame the north and south extents of the County Terrace and help define it as a significant civic space.

The Plan envisions two possible development scenarios for the existing parking lots at the County building. Both scenarios adhere to the same urban design guidelines and enhance the public character of the north and south borders of the County Terrace. The two scenarios considered for the north and south County lots respectively are a mixed-use office complex/performing arts center and an office/hotel development. Both would replace (retain) some or all of the existing parking spaces now on-site.

Scenario 1: Mixed-Use/Performing Arts Center Development

In this scenario, the County property is envisioned as a cultural precinct, where a grand civic space is enlivened and framed by cultural and active uses. Illustrated in Figure 3.3, development on the north lot consists of a campus-like layout of office and other commercial uses including restaurants and shops. The south lot could be developed as a performing arts center with venues for indoor and outdoor theater and other cultural events.

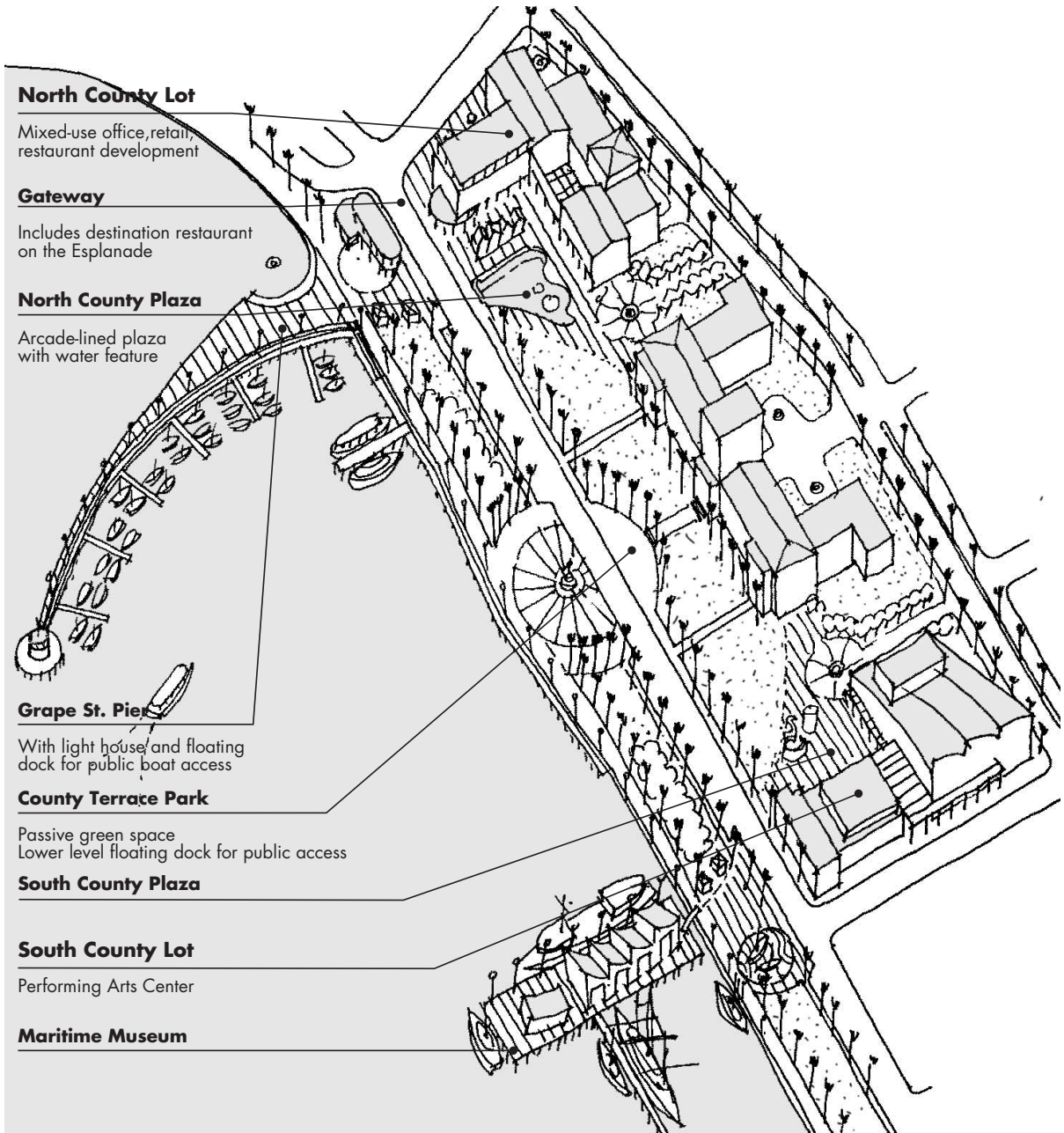


Figure 3.3
 County Terrace with Mixed-use Development and Performing Arts Center

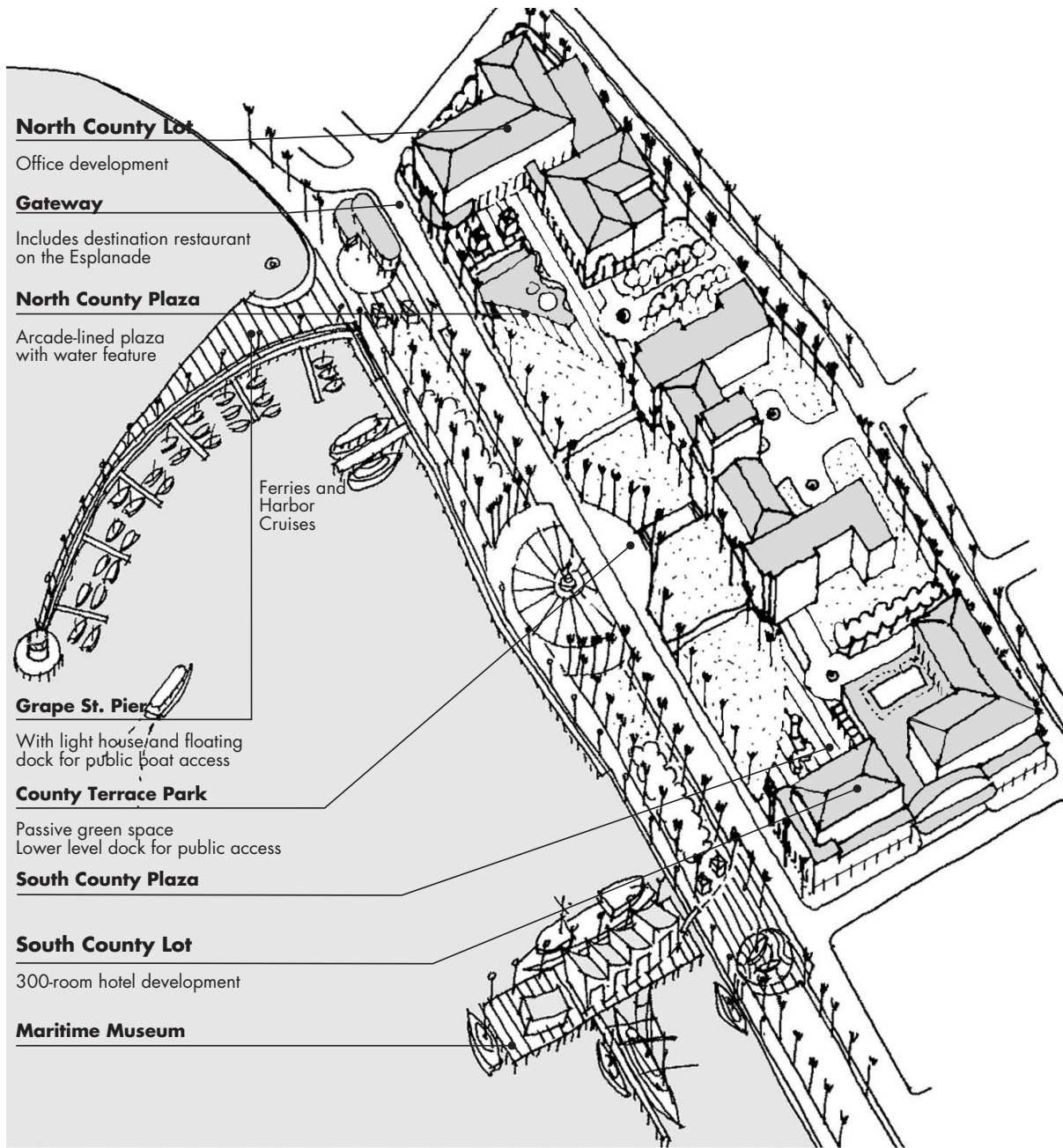


Figure 3.4

County Terrace with Office Development and Hotel

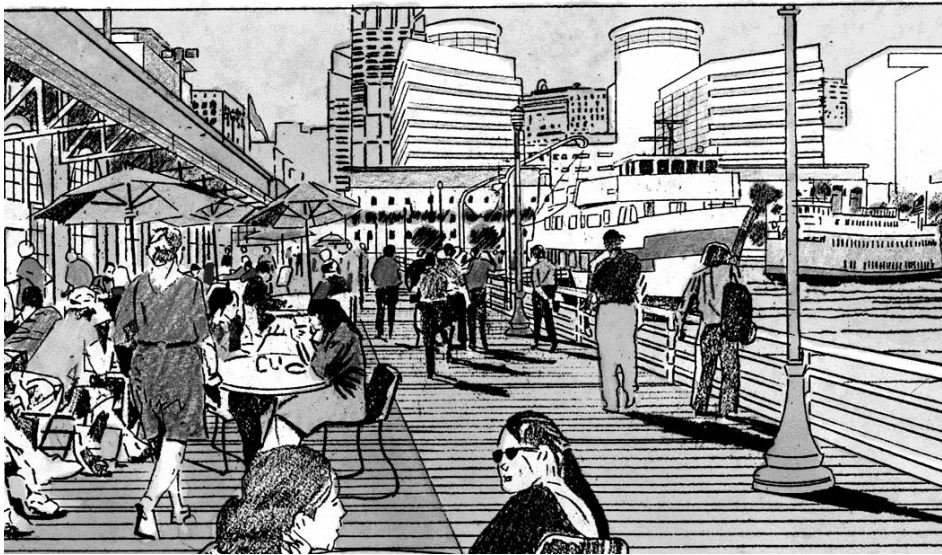
Scenario 2: Office/Hotel Development

This scenario accommodates a higher density of development north and south of the County building. Illustrated in Figure 3.4, a low-rise campus complex including 150,000 SF of office, ancillary retail, and parking is proposed on the north County lot. A hotel with up to 300 rooms could be accommodated on the south County lot. This development scheme includes parking and a forecourt off of Ash Street.

Broadway Landing

Broadway Landing is intended as one of San Diego's most important civic spaces, commanding a prominent position at the foot of Broadway. Framed by the active edges of 'B' Street, Broadway, and Navy piers, Broadway Landing is an expansive public space that reaches from the grand oval-shaped landscaped park on the Bayfront Esplanade out over the water. Here, large public gatherings can happen next to the water; families can greet sailors coming home from naval duty; or residents might congregate to see visiting historic ships. Broadway Landing could also become home to important publicly-oriented uses like a San Diego visitors center or museum.

Illustrated in Figure 3.5, Broadway Landing is bounded by the 'B' Street pier to the north and the Navy pier to the south. It



Broadway Landing

includes the Broadway Pier and a large expanse of the harbor for the berthing of vessels of all sizes. In the Visionary Plan, the water's edge is surrounded by a public boardwalk, lined with outdoor cafes, kiosks, and cultural attractions, where visitors can venture out close to the water and enjoy the ships and the people passing by.

'B' Street Pier continues to serve the role of a commercial pier in the North Embarcadero. The size and configuration of a cruise ship facility, and the nature of other commercial development on the pier, will be based on the future needs of the cruise ship industry in San Diego now under study by the Port District.

To support the maritime character and active usage of the new Broadway Landing, the Visionary Plan presents two alternative development scenarios for the 'B' Street pier. Illustrated in Figures 3.5 and 3.6, both alternatives are conceptual in nature and do not suggest a fixed building configuration or program. The two alternatives are a Port-of-Call Cruise Ship Terminal with mixed-use retail and cultural attractions and a Home port Cruise Ship Terminal with full service capabilities. Both alternatives conform to the urban design guidelines and land use designations outlined in the Visionary Plan. Both build on and enhance the public character of this new civic space at the Bayfront.

Scenario 1: Port-of-Call Cruise Ship Terminal/ Mixed-use Center

Illustrated in Figure 3.5, 'B' Street Pier could support both a cruise ship terminal and a mixed-use development, including cafes, shops, restaurants, and cultural attractions. This alternative envisions a boardwalk on the south side of the 'B' Street pier, lined with cafes, stores and other active uses. Major restaurants could occupy prominent corner locations.

Cruise ship activities in this scenario would be limited to Port-of-Call cruise ship berthing on the north and west sides of the pier. Port-of-Call ships require a minimum of servicing and customs and immigration facilities. An expansive 'signature' structure could be constructed to shelter disembarking/embarking passengers. Most bus and taxi queuing occurs on the central portion of the pier. 'Port-of-Call' berthing could also be accommodated on the south side of Broadway Pier.

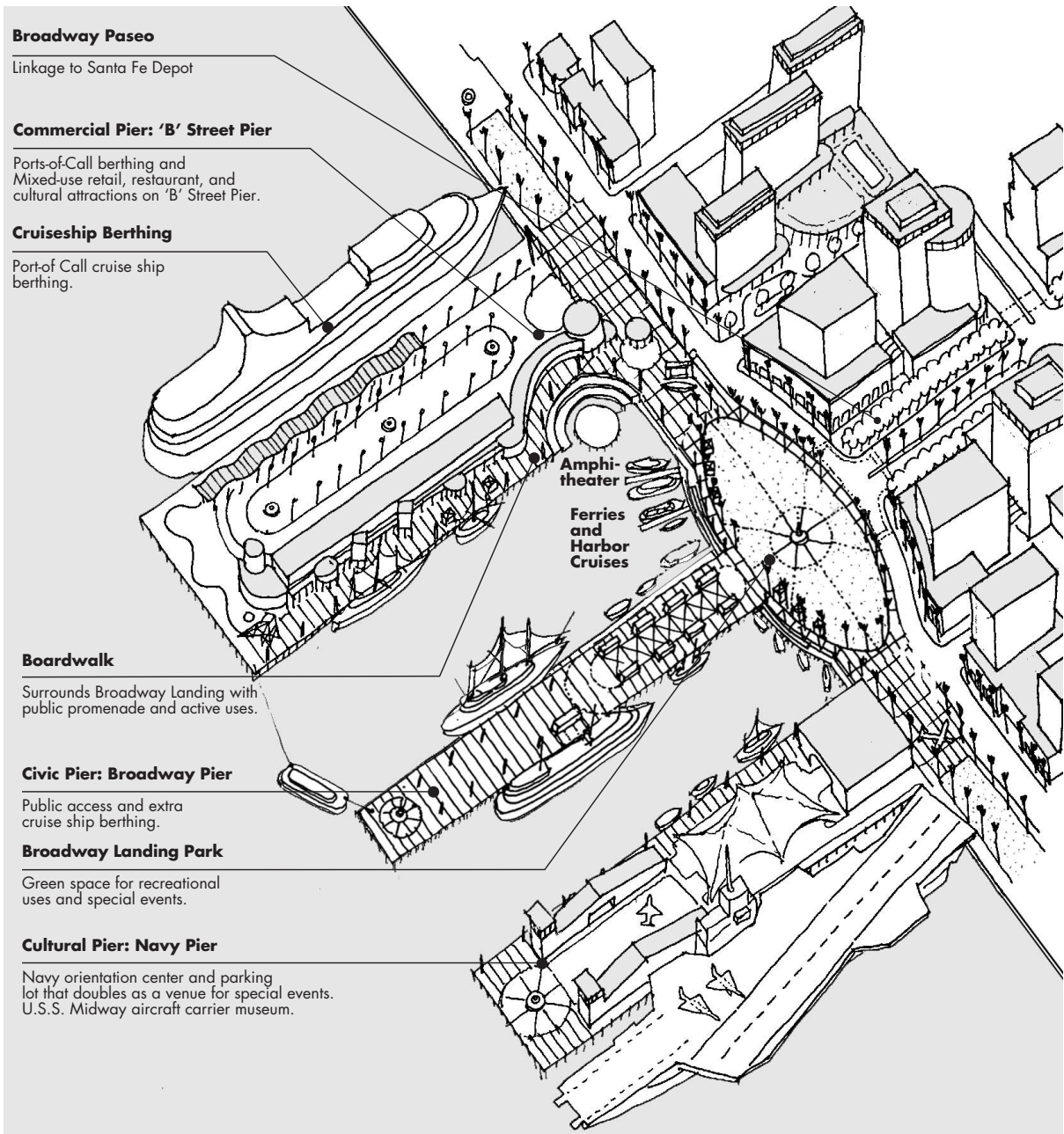


Figure 3.5
 Broadway Landing with Port-of-Call Cruise Ship Terminal

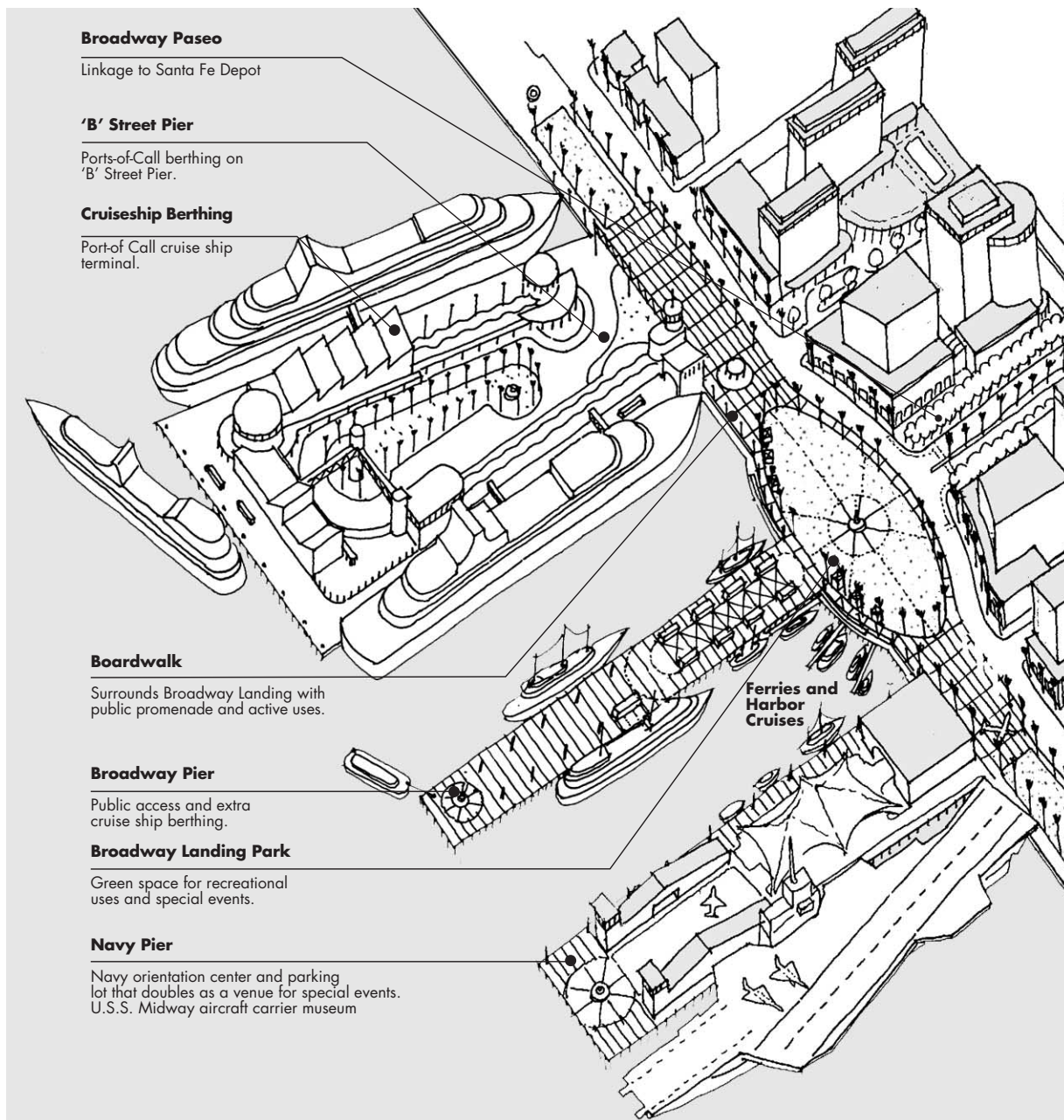


Figure 3.6

Broadway Landing with Home port Cruise Ship Terminal

Scenario 2: Home port Cruise Ship Terminal

Illustrated in Figure 3.6, an expanded 'B' Street pier could be developed as a 'signature' Home port cruise ship terminal complete with customs and immigration facilities and full service capabilities.

In the Home port cruise ship terminal alternative, the south side of 'B' Street pier would be a restricted zone designated for cruise ship berthing only. The head house of the new terminal building could house a destination restaurant with a key position overlooking the new Broadway Landing. A wide 60-100' wide apron for loading and truck queuing skirts the entire 'B' Street pier, allowing for segregated and secure service access to cruise ships. Buses, shuttles, taxis, and private vehicles drop-off and pick-up passengers via a separate central public access zone in the middle of the pier. 'Port-of-Call' berthing could also be accommodated on the south side of Broadway Pier.

The Home port cruise ship terminal, unlike the Port-of-Call cruise ship terminal, will require careful coordination of traffic/ parking initiatives in order to minimize traffic-related impacts in the North Embarcadero area. By design, it is assumed that most of the truck, bus, and passenger vehicle loading and queuing will occur on the expanded 'B' Street pier itself. However, routing and stacking of trucks, buses, and taxis must be carefully considered within the context of the Visionary Plan. These circulation considerations are described in greater detail in Chapter Six of the Plan.

Streets

The elements that comprise the framework of public spaces in the North Embarcadero (the Bayfront Esplanade, County Terrace, and Broadway Landing) are supported functionally by a system of streets that provide public access for vehicles and pedestrians. The streets, working as a system, each play a distinct role in the North Embarcadero, distributing traffic and servicing new developments. With wide sidewalks, street trees, and active street frontages, the streets also provide for a convenient, comfortable, and inviting pedestrian network throughout the North Embarcadero.

Pacific Highway

Pacific Highway is envisioned as a tree-lined boulevard accommodating through traffic and pedestrian circulation. The Visionary Plan routes major through traffic onto the six-lane Pacific Highway, allowing North Harbor Drive to carry less traffic and take on a more pedestrian orientation.

North Harbor Drive

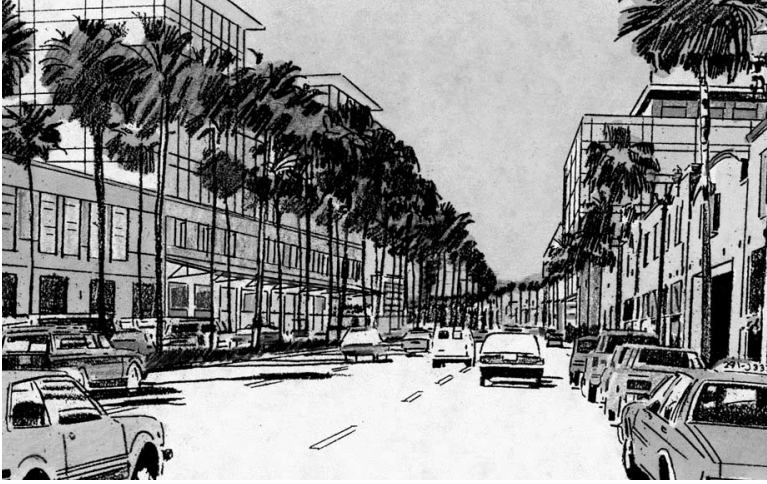
North Harbor Drive is a prominent palm-lined street, providing easy access and on-street parking for visitors to both the Esplanade and shops along the east side of the street. North Harbor Drive has a clear pedestrian orientation. At intersections, special paving treatment and wider sidewalks help to calm traffic and ease pedestrian crossings.

Broadway

As one travels from the center of the Downtown, Broadway slowly widens to gently meet the bay at the Broadway Landing. Amtrak and the San Diego trolley system make up a transit hub located on Broadway just east of the North Embarcadero. A wide tree-lined paseo connects the land-side public transit to the water-side transportation facilities, including the harbor excursion ferries and the cruise ship terminal. This network also effectively links the city museum and future downtown library facilities to the waterfront.

East-West Streets

A series of east-west streets, aligned with the downtown street system, provide frequent and convenient public access from Pacific Highway to North Harbor Drive. They distribute traffic more evenly across the entire North Embarcadero. These streets also act as the primary service and parking access to the development parcels between North Harbor Drive and Pacific Highway.



Pacific Highway



North Harbor Drive



Broadway Paseo



Birds Eye View of North Embarcadero looking North

4

LAND USE AND URBAN FORM

The North Embarcadero Alliance Visionary Plan establishes the distribution, location, and extent of land uses in the North Embarcadero and the desired form, scale, and character of future development.

The success of the Visionary Plan, for the most part, relies on the proposed public improvements and the character of development that defines and activates the public realm rather than on specific uses or intensities of development. The Plan encourages mixed-use developments, including residential projects, that enliven the area. It recommends building height limits, building setback requirements, and other development regulations that give prominence to the bayfront, activate the area, and provide bayfront access. The Visionary Plan establishes design guidelines that ensure a character of development that is both high-quality and appropriate for the bayfront.

In this chapter:

- Land and Water Use
- Development Intensity
- Building Heights and Massing
- Street-Level Treatment
- Architectural Treatment
- Public Access
- Site Access, Parking, and Service
- Special Precincts Treatment

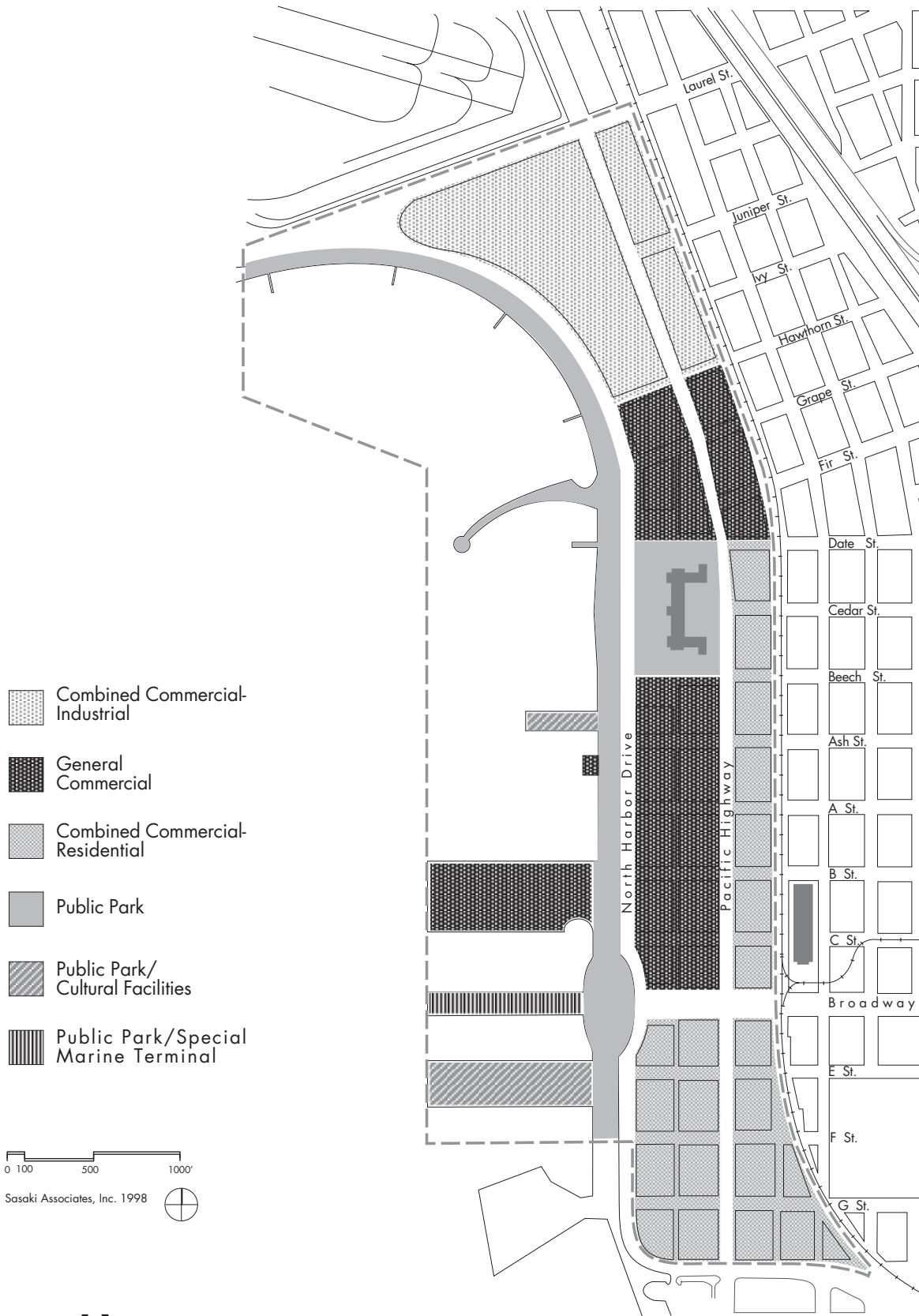


Figure 4.1
Land Use

Note: The Visionary Plan assumes as a baseline condition that San Diego International Airport at Lindbergh Field will remain at its current location, with a similar runway configuration, for the foreseeable future. If and when the airport is relocated, the proposed land use designation and development intensity for the northern stretch of the North Embarcadero, particularly the Solar Turbine site, should be reconsidered.

LAND AND WATER USE

The Visionary Plan establishes use designations for land and water, ensuring mutually reinforcing uses for the whole of the North Embarcadero. These designations should be considered within the context of the development scenarios, guidelines for improvements, and public amenity features described in other sections of the Visionary Plan.

Land Use

Illustrated in Figure 4.1, the Visionary Plan accommodates a mix of land uses consistent with current market conditions, the desired character for the area, and restrictions imposed on tidelands properties by State law and on areas in close proximity to an active airport (see Chapter 2). The Plan restricts light industrial and automotive uses to the area nearest the airport north of Hawthorn Street. It allows for a mix of hotel, office, retail, and entertainment uses throughout the North Embarcadero, and it encourages residential projects where possible to enliven the area. The Plan encourages uses at the water's edge (and along North Harbor Drive) that have a water-orientation or activate the bayfront and are supported by market demand, the public sector (i.e. the Cruise Ship Terminal), or private/non-profit interests (i.e. Maritime Museum, Aircraft Carrier Museum).

The Visionary Plan identifies six broad land use categories: Combined Commercial-Industrial, General Commercial, Combined Commercial-Residential, Public Park, Public Park/Cultural Facilities, and Public Park/Special Marine Terminal.

Combined Commercial-Industrial

This land use category allows for uses consistent with the existing land use pattern and suitable for an area in close proximity to the airport. This designation allows for the following uses: office, hotel, retail, restaurant, entertainment, public parks, light manufacturing, assembly and fabrication, incubator industrial, wholesale, research and development, warehousing and distribution, food processing, automotive (rental, repair, and service), and parking facilities.

General Commercial

The non-specialized General Commercial land use category permits a variety of commercial uses where residential development is inappropriate or not permitted. This designation allows for the following uses: office, hotel, retail, restaurant, entertainment, other compatible commercial uses, public parks, cultural facilities, marine terminal ("B" Street Pier only), and parking facilities. Stand-alone parking facilities, if developed, should be located along Pacific Highway, not North Harbor Drive.

Several sites within the General Commercial area have a sensitive location or special role within the North Embarcadero, requiring additional land use recommendations. These special sites are discussed in greater detail below.

Combined Commercial-Residential

This land use category encourages residential development in addition to traditional general commercial uses. This designation allows for the following uses: office, hotel, retail, restaurant, entertainment, other compatible commercial uses, public parks, cultural facilities, multi-family residential (including live/work), and parking facilities. Stand-alone parking facilities, if developed, should be located along Pacific Highway, not North Harbor Drive.

Public Park

The Public Park land use category applies to most of the +110-foot-wide esplanade along the bayfront (described in Chapter Three and Five). This designation allows for parks, plazas, and support retail/cafes accommodated in small kiosks (not to exceed 250 square feet in size each). In total, small structures should occupy no more than 10,000 square feet of site area in the Esplanade.

Public Park/Cultural Facilities

The Public Park/Cultural Facilities land use category applies to the Navy Pier and Maritime Museum. This designation allows for parks, plazas, cultural facilities (such as the Maritime Museum and the Aircraft Carrier Museum), support retail/cafes, and parking facilities (Navy Pier only).

Public Park/Special Marine Terminal

The Public Park/Special Marine Terminal land use category applies to Broadway Pier. This designation allows for parks, plazas, and support retail/cafes accommodated in small kiosks (not to exceed 250 square feet in size each). This land use category also allows for the berthing and embarking/disembarking of Ports-of-Call cruise ships and Day cruisers and other visiting ships that require minimal immigration, storage, or other building facilities. A small structure, up to 1,500 square feet in site area, may be constructed to service visiting ships. In addition, the designation allows for limited parking associated with visiting ships or special events. Broadway Pier is described in more detail in Chapter Five.

Special Sites and their Land Use

Due to their sensitive location and/or role in the overall vision of the Plan, certain sites within the General Commercial area require further elaboration. Identified in Figure 4.2, these sites are:

1. *Solar Parking Lot.* The Solar Parking Lot is difficult to develop because it is surrounded by four major arterial roadways (North Harbor Drive, Hawthorn Street, Pacific Highway, and Grape Street). For this reason, the Visionary Plan supports its continued use as a parking lot (with additional landscaping to screen cars), providing views to the bay from upland areas, until such time that another General Commercial use becomes viable. A reconfigured North Harbor Drive passing through the site, a use ruled out by the Visionary Plan, is discussed in Chapter Six.
2. *North Lot, County Administration Building.* To the extent supported by market demand, the use at the north lot should include office, retail, restaurant, a marketplace, or

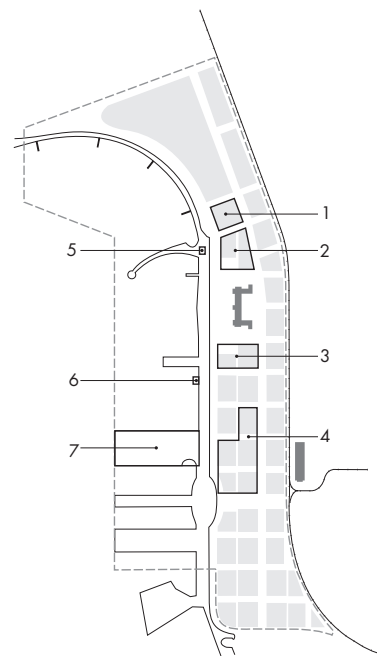


Figure 4.2
Special Sites

other General Commercial uses that would draw visitors to this end of the bayfront from Little Italy and the southern reaches of the North Embarcadero.

3. *South Lot, County Administration Building.* The Visionary Plan proposes two alternative development scenarios for the south lot: a performing arts center or a hotel or other General Commercial use.
4. *Lane Field and 1220 Pacific Highway.* The Visionary Plan encourages a mixed-use hotel, office, and retail development for Lane Field and, when available, 1220 Pacific Highway. The Plan acknowledges that the site(s) could be developed, in part, as support-facilities for a Cruise Ship Terminal on 'B' Street Pier. Such a facility might include a parking structure, storage, and staging area for trucks, buses, and taxis.
5. *The Esplanade at Grape Street Pier.* The Visionary Plan supports the development of a major restaurant on the esplanade at the foot of Grape Pier, providing a destination and activity in the northern reaches of the North Embarcadero. This restaurant should have a footprint of no more than 5,000 square feet, and it could include a second story (for a maximum size of 10,000 square feet). The restaurant could also include a ground floor patio and a second level dining terrace.
6. *Anthony's Seafood Grotto.* The Plan recognizes that Anthony's Seafood Grotto restaurant is a significant community landmark on the waterfront and that it should remain in its current location. Any improvements to the building should minimize view blockage to the bay and maximize waterside public access (see Bayfront Precincts guidelines later in this chapter). In the future, Anthony's may want to be relocated to other waterside locations, such as the redeveloped 'B' Street Pier, and the existing building torn down, thereby opening views, and public access, to the bay.
7. *'B' Street Pier.* The Visionary Plan proposes two alternatives for developing the cruise ship terminal and other recreational uses on the 'B' Street Pier: a Port-of-Call

Cruise Ship Terminal with mixed-use retail, restaurant, and cultural attractions and a Home port Cruise Ship Terminal with full customs, immigration, and ship service facilities.

Water Use

The Visionary Plan establishes water use designations consistent with the overall vision and specific amenities of the North Embarcadero. Illustrated in Figure 4.3, the Plan identifies seven broad water use categories: Commercial Fishing Berthing, Boat/Ship Navigation Corridor and Anchorage, Public Boat Docking and Ferry Landing, Boat/Ship Navigation Corridor, Ship Anchorage, Terminal Berthing with Marine Terminal, and Terminal Berthing and Ferry Landing.

Commercial Fishing Berthing

The Commercial Fishing Berthing designation applies to the area along the crescent in the north of the planning area.

Boat/Ship Navigation Corridor and Anchorage

The Boat/Ship Navigation Corridor and Anchorage designation applies to the area north of the reconfigured Grape Street Pier.

Public Boat Docking and Ferry Landing

The Public Boat Docking and Ferry Landing designation applies to the Grape Street Pier. This category allows for temporary boat docking for the general public and a landing for ferries and excursion boats.

Boat/Ship Navigation Corridor

The Boat/Ship Navigation Corridor designation applies to the area directly in front of the County Administration Building. This designation allows for the navigation of boats and ships but does not allow for their anchorage, providing a clear vista out from and back to the landmark County building.

Ship Anchorage

The Ship Anchorage designation applies to the area around the Maritime Museum.

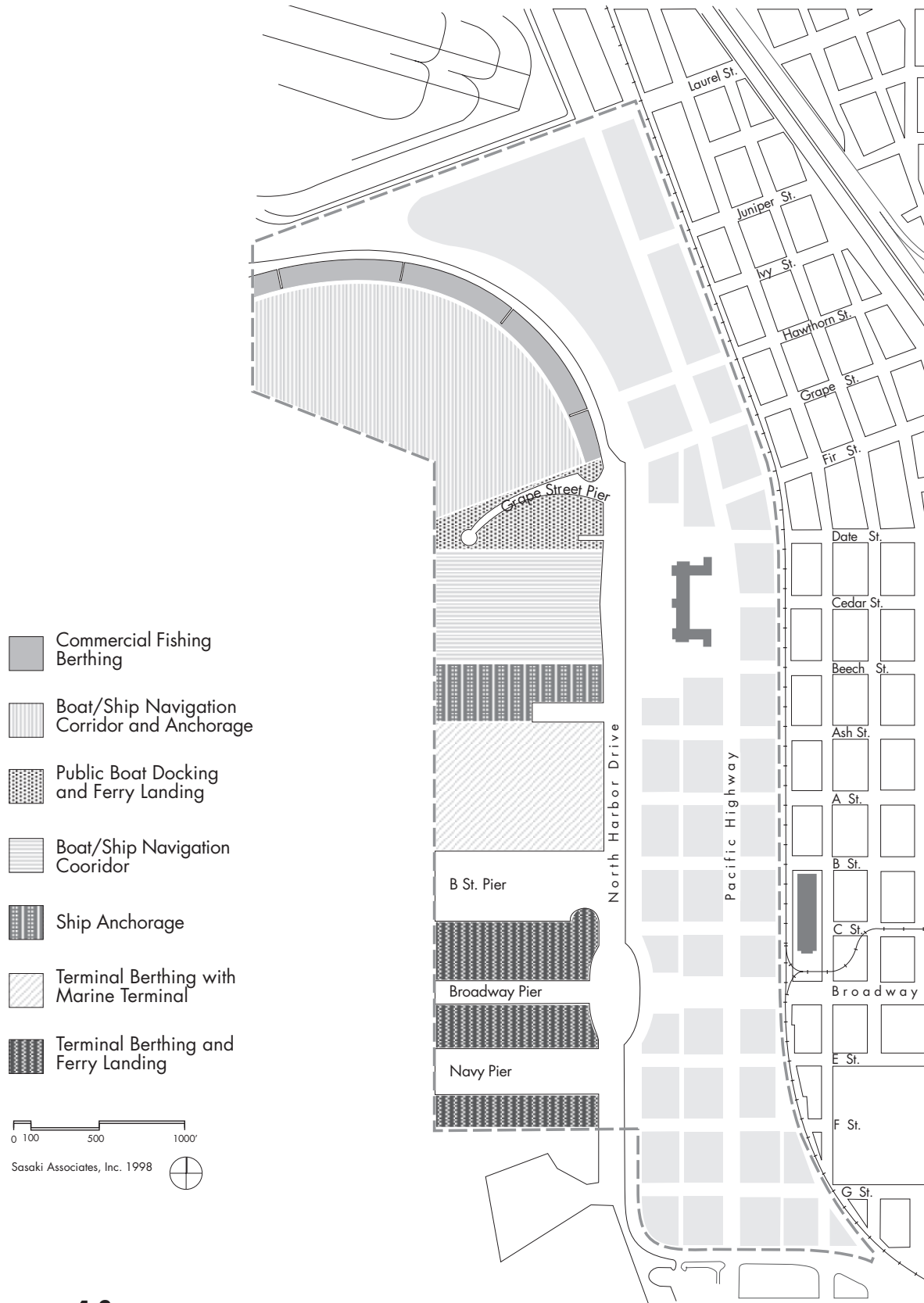


Figure 4.3
Water Use

Terminal Berthing with Marine Terminal

The Terminal Berthing with Marine Terminal category applies to the area north of the 'B' Street Pier, and it allows for the general berthing of ships, including cruise ships at 'B' Street Pier and historic ships at the Maritime Museum. This designation recognizes that the 'B' Street Pier could be enlarged to accommodate a larger cruise ship facility. If such an expansion were to occur, the Plan encourages a pier configuration that minimizes view blockage to the bay. The Plan accommodates such an expansion up to Ash Street.

Terminal Berthing and Ferry Landing

The Terminal Berthing and Ferry Landing designation is for the area south of 'B' Street Pier. This designation allows for the berthing of cruise ships and other (non-industrial) visiting ships, a landing for ferries and excursion boats, and the berthing of ships related to the proposed Aircraft Carrier Museum. Active Navy ships may also berth in this area.

DEVELOPMENT INTENSITY

The Visionary Plan accommodates a density of development, particularly near Broadway, consistent with the downtown setting and the intensity of development previously approved for the Navy Broadway Complex and the Catellus Property (see Chapter Two for discussion of development entitlements).

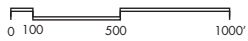
Illustrative Plan


The illustrative plan (see Figure 1.2 in Chapter One) indicates how the North Embarcadero could potentially build out within the regulations and guidelines of the Plan. It is important to emphasize that the illustrative plan indicates only one potential development concept and that the actual build-out will likely vary, and be less than, this initial depiction. As envisioned by the Plan, the full build-out of the North Embarcadero could result in up to 3,500 hotel rooms; 3.0 million square feet of office space; 175,000 square feet of retail/restaurant/entertainment uses; a Home port cruise ship terminal including customs and immigration facilities; 800 residential units; 100,000 square feet of cultural facilities; and over 12,000 development-related parking spaces.

Notes:

FARs may vary from those cited for the following areas (see text):

- ① Catellusís Santa Fe Depot property
- ② Navy Broadway Complex
- ③ Marina District



Sasaki Associates, Inc. 1998 

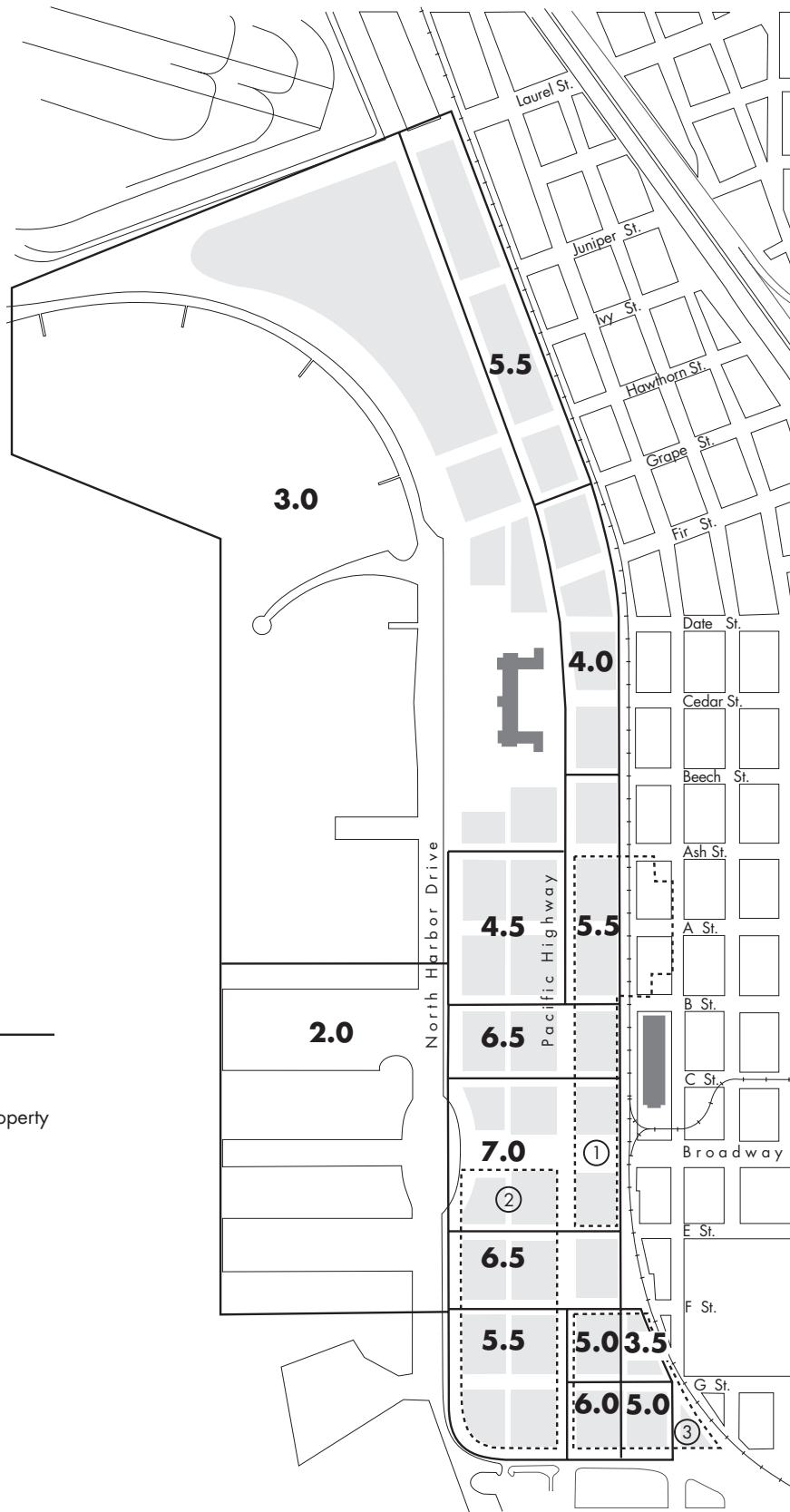


Figure 4.4
Floor Area Ratios

Floor Area Ratio

Development density limits, together with other requirements such as height limits, massing limits, and setback requirements, set parameters for the final build-out potential of a site. Consistent with the Centre City Planned District Ordinance and the Marina Plan District Ordinance, Figure 4.4 describes the maximum intensity of development in terms of Floor Area Ratio (FAR). Floor Area Ratio is defined as the ratio of gross floor area to site area. Gross floor area includes on-grade and above-grade parking area. Site area excludes land in rights-of-way.

The maximum intensity of development may vary from that cited in Figure 4.4 for Catellus's Santa Fe Depot property, the Navy Broadway Complex site, and the Marina Plan District. Under its development agreement and owner participation agreement, Catellus may relocate FAR from other portions of its site situated both inside and outside the North Embarcadero project area. The Navy's maximum allowable development, per its development agreement, is based on an overall quantity of development and building heights. The Marina Planned District Ordinance allows for FAR bonuses for residential development that meet certain public policy objectives.

BUILDING HEIGHTS AND MASSING

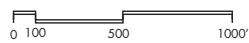
Building Heights and Orientation

A fundamental principle of the Plan establishes a development pattern in the North Embarcadero whereby buildings generally "step down" to the meet the Bay. The Plan embodies this principle while allowing for high densities of development within the area.

Illustrated in Figure 4.5, the maximum permitted building heights for the North Embarcadero allow for taller buildings nearer Broadway and along Pacific Highway and shorter buildings nearer the County Administration Building and along North Harbor Drive. Exempt from these limits are poles, masts, and other structures that occupy no more than 10% of the roof area. At 'B' Street Pier, an expanded cruise ship terminal, now under study, may require (for functional reasons) building(s) in excess of

Notes:

- ① Height limit set at 225' until height restriction related to runway 13/31 at San Diego International Airport is lifted.
- ② See text for further explanation of height limits at 'B' Street Pier.



Sasaki Associates, Inc. 1998

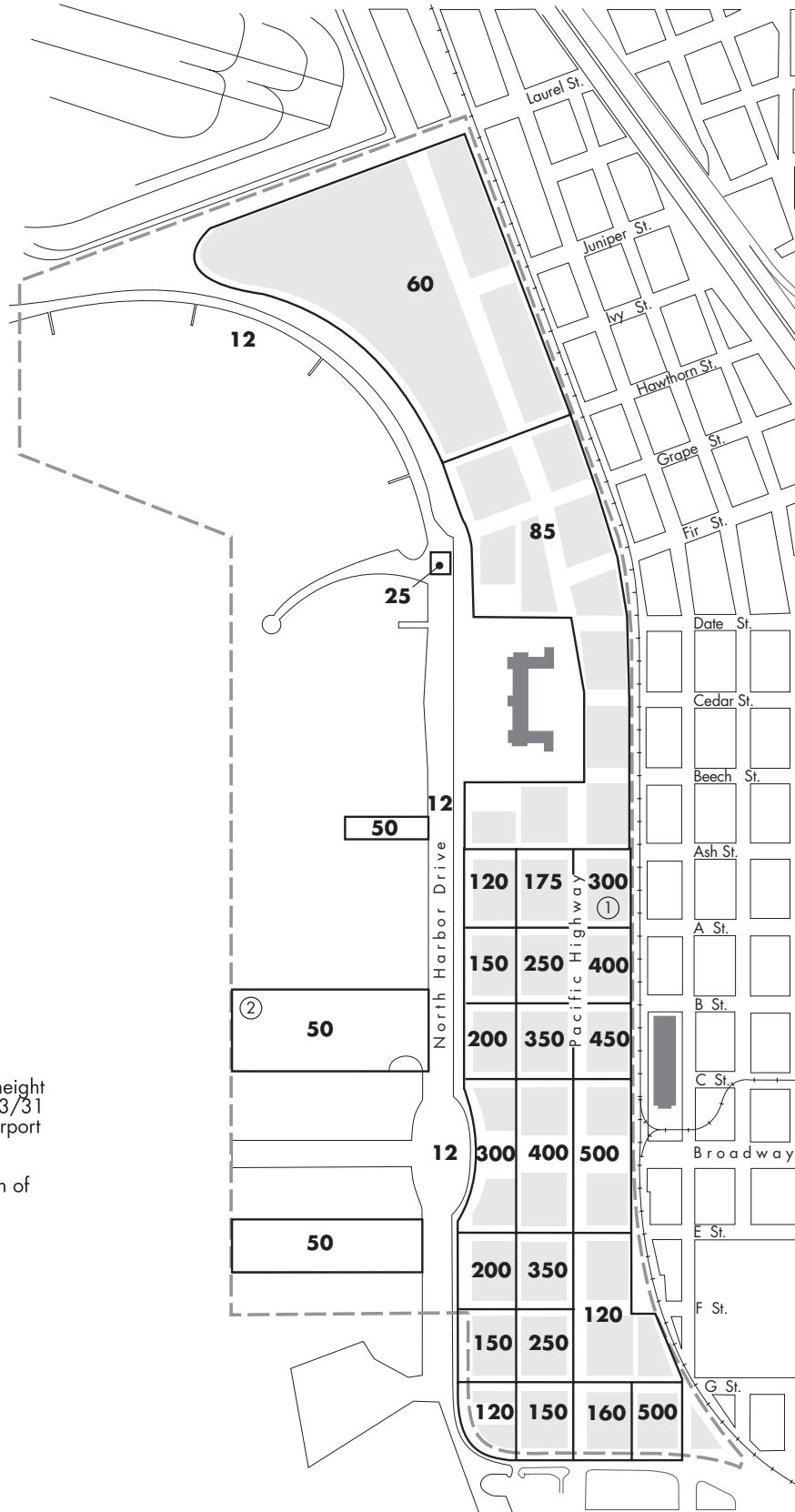


Figure 4.5
Maximum Building Heights

50 feet in height. Pursuant to the Port’s cruise ship terminal study, alternative height restrictions and other guidelines affecting ‘B’ Street Pier may be appropriate and acceptable, and they should be considered by the Alliance.

Tower elements, or those portions of building over 125 feet, shall be designed as slender structures to minimize view obstructions from inland areas and to create a well-composed skyline compatible with existing and planned development.

Note: Unless otherwise referenced in the Visionary Plan, the building heights and massing should be in compliance with guidelines outlined in the San Diego Municipal Code, Section 103.1915(E) and (H) and in the Marina Planned District Ordinance, 1992, Sections 103.2006 and 103.2007. See Appendix for applicable ordinances.

Build-Up Lines

Build-up lines establish a minimum height for buildings along a street or open space. Illustrated in Figure 4.6, build-up lines create a "street-wall" at North Harbor Drive, Broadway, and the County Building that frame and define these important places in the North Embarcadero. The build-up lines are a minimum 40’ or three stories at the minimum required setback (discussed below). Consistent with the 1992 Centre City Planned District Ordinance, the build-up lines are a minimum of 30 feet along all other streets.

Building Setbacks

Building setbacks from the property lines are regulated to ensure a consistent relationship between adjacent buildings and their shared street frontage, and to provide a recognizable, urban street enclosure.

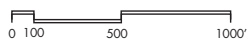
Buildings (street walls) along all streets in the North Embarcadero, including east-west streets and excluding Broadway, Cedar, and North Harbor Drive at the foot of Broadway, shall be built up to, or within, five feet of the property or leasehold line. Buildings along Broadway and Cedar Street shall be set back from the property or leasehold line by the amount indicated in Figure 4.7. These setback requirements allow for expanded views to the bay and landmark County

40' or three stories

Note: All other streets have a 30' minimum build-up.

Notes:

- ① Guideline does not apply at Solar Turbines site until land use changes.



Sasaki Associates, Inc. 1998

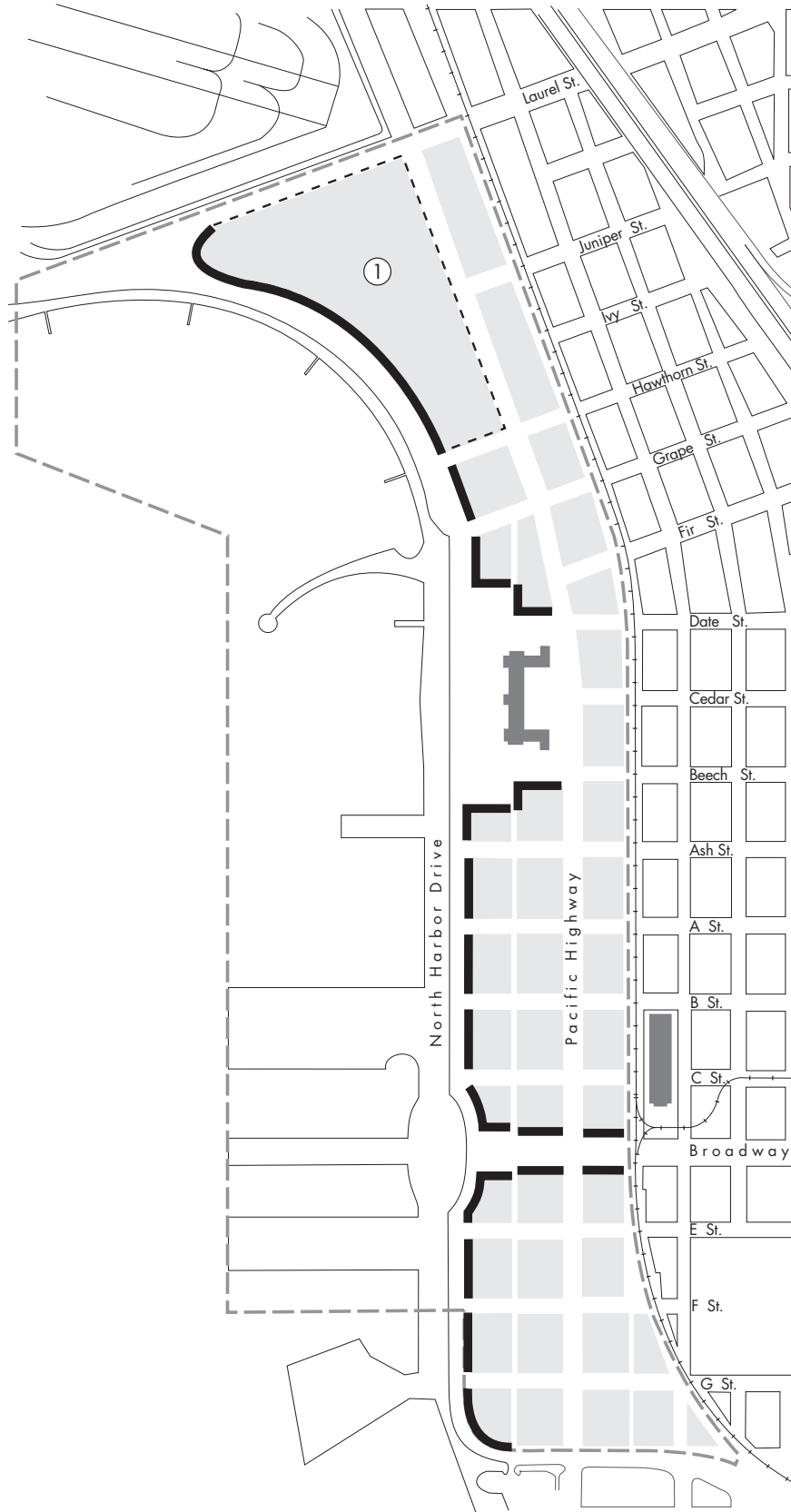


Figure 4.6
Build-up Lines

Building, respectively, and for enhanced pedestrian linkages between transit stops and the bayfront. At the County Administration Building, buildings shall be set back by the amounts indicated in Figure 4.7, thereby framing the County Terrace at this location. Buildings along North Harbor Drive at Broadway shall be set back from the existing right-of-way (leasehold) line by the amount indicated in Figure 4.7, allowing for a reconfigured (curved) North Harbor Drive and a sizeable, well-defined park at the foot of Broadway.

The buildings in the North Embarcadero should maximize their frontage along the street; the street wall should be 100% of the total linear street frontage. A driveway (discussed below), building entry, or an exterior public open space (including a portecochere), may reduce the required street wall length except along North Harbor Drive.

Stepbacks

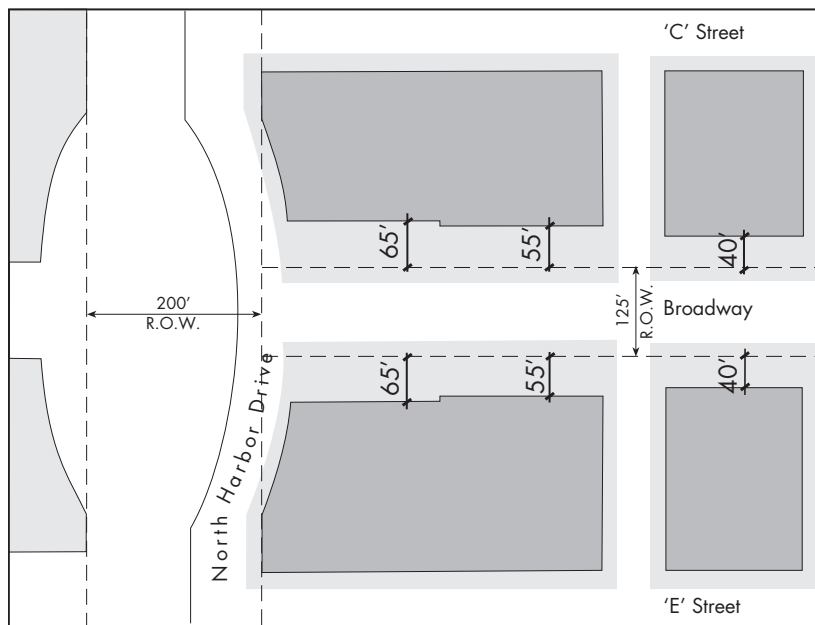
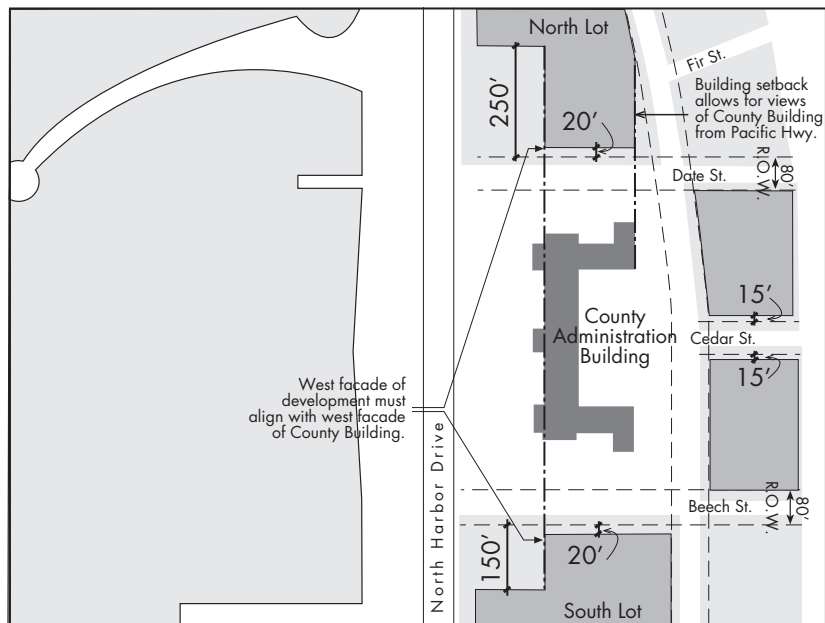
Illustrated in Figure 4.8, upper-story stepbacks assure that buildings maintain a pedestrian scale and that views to the bay are enhanced from inland areas.

Along North Harbor Drive and Broadway, the upper stories of buildings (between 40 feet/three stories and 50 feet) should step back a minimum of 25 feet from the property line, leasehold line, or minimum setback requirement. Along 'C' Street, and 'E' Street, the upper stories of buildings (between 30 and 50 feet) should step back a minimum of 25 feet. Along other east-west streets, the upper stories of buildings (between 30 feet and 50 feet) should step back a minimum of 15 feet. There are no step-back requirements for development along Pacific Highway.

STREET-LEVEL TREATMENT

The careful treatment of buildings at the street-level enhances the pedestrian experience and orientation of the North Embarcadero.

Illustrated in Figure 4.9, North Harbor Drive, Broadway, Ash Street, and Grape Street are envisioned as highly active pedestri-



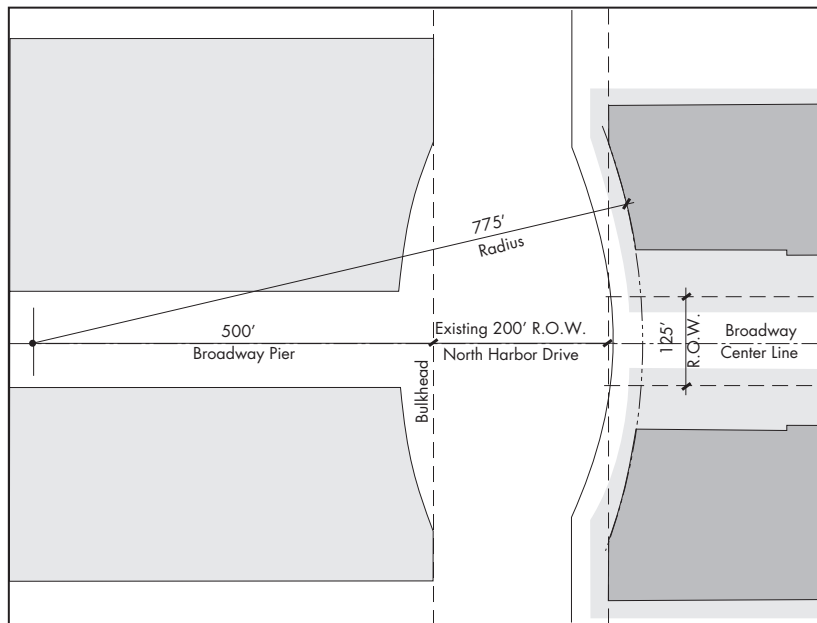
--- Property/Leasehold Lines

Figure 4.7
Special Building Setback Requirements

an streets that enliven the bayfront or enhance pedestrian linkages from upland areas. At least 75 percent of the building frontage adjacent to these streets shall be developed with uses that promote pedestrian activity including retail, restaurant, and other public-oriented activities. Ground-level facades shall be substantially transparent to maximize the sense of contact between indoor and outdoor activities. Colorful awnings and/or similar features shall be incorporated into the facade to reinforce the pedestrian environment.

Along all other streets, including east-west streets, ground-level facades shall be substantially transparent to maximize the sense of contact between indoor and outdoor activities. Blank Wall should be minimized.

Note: Unless otherwise referenced in the Visionary Plan, street-level treatment should be in compliance with guidelines outlined in the San Diego Municipal Code, Section 103.1915 (F). See Appendix for applicable ordinance.



Building setback along North Harbor at Broadway defined by the following:
 A 775' arc with a center point on the center line of Broadway 500' west of the Bulkhead on Broadway Pier, intersecting with the existing 200' R.O.W. on North Harbor Drive.

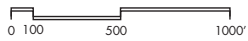
Figure 4.7 contd.
 Special Building Setback Requirements

— 25' min. @ 50'

▨ 15' min. @ 50'

Notes:

- ① Guideline does not apply at Solar Turbines site until land use changes.



Sasaki Associates, Inc. 1998

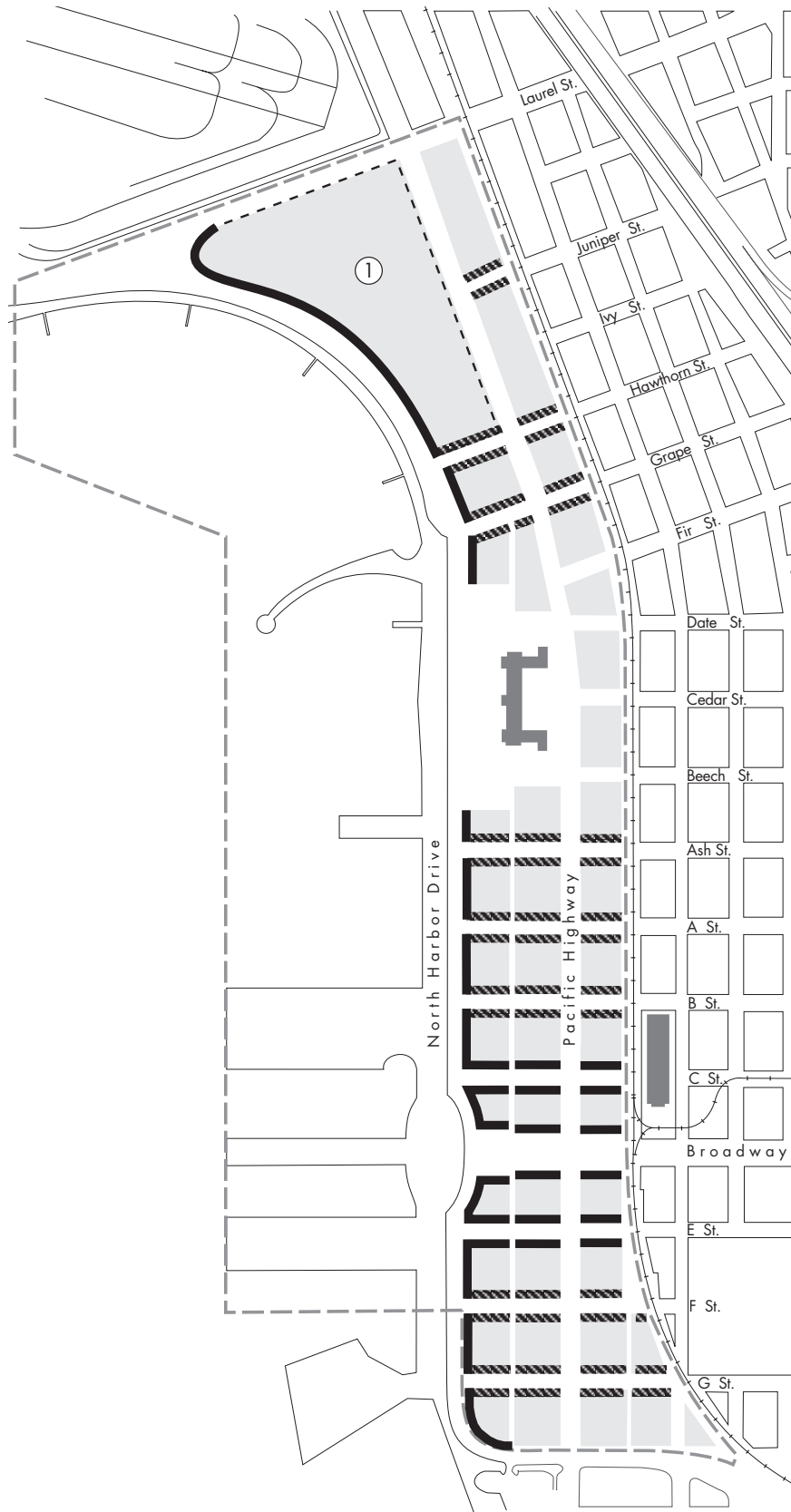


Figure 4.8

Stepbacks

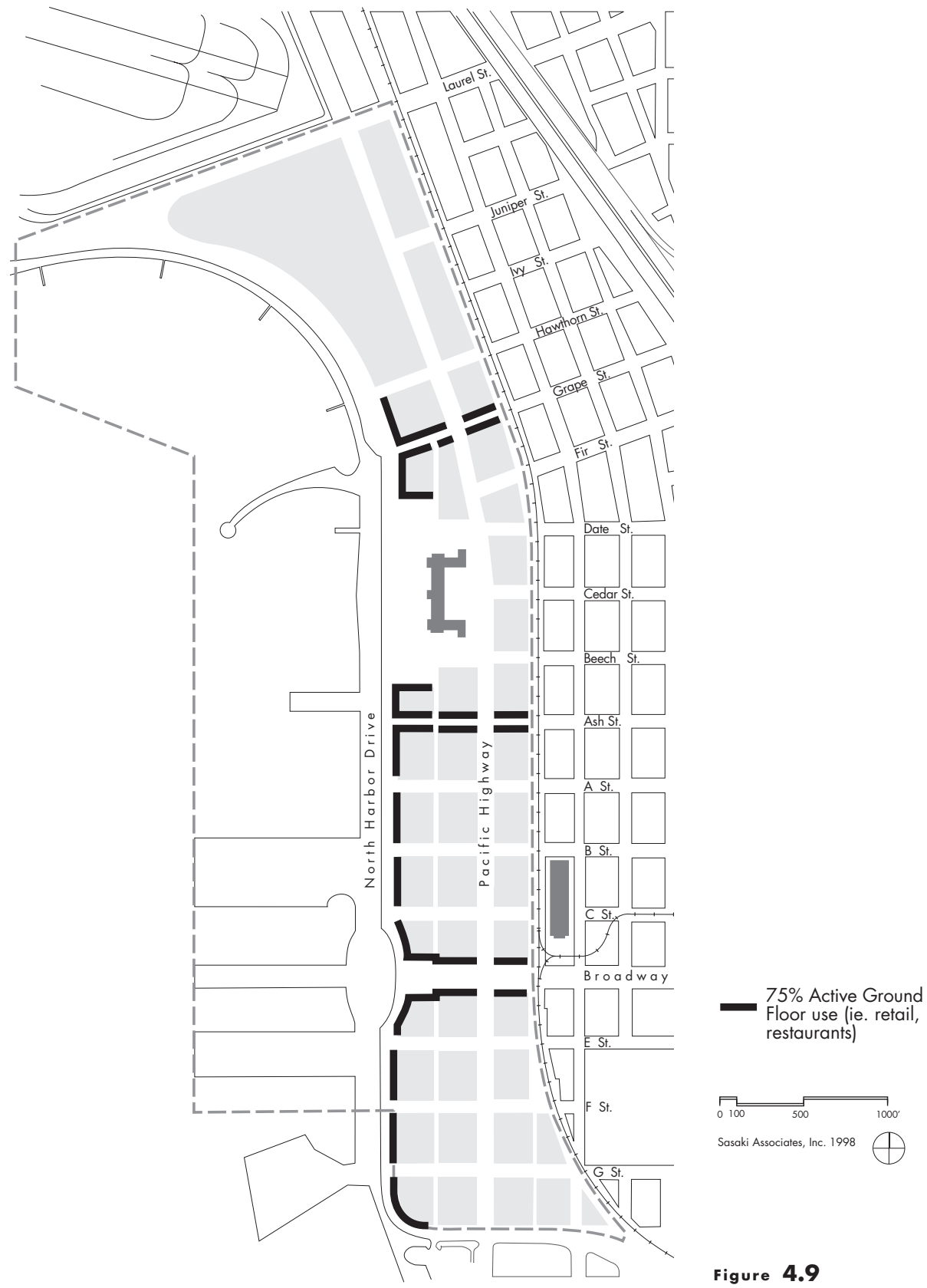


Figure 4.9
Active Streets

ARCHITECTURAL TREATMENT

Architectural guidelines enhance the overall quality of development in the North Embarcadero and allow ample design expression by project architects.

Building facades shall be articulated to create variety and interest; large areas of curtain wall glazing (vision glass or spandrel construction) shall not be permitted. Reflective glass shall be avoided. Architectural treatment of facades should provide visual complexity while maintaining formal integrity.

Low-rise elements shall be articulated to create interest and variety (see paragraph above) and to promote the pedestrian scale of the street. Articulation of the first two floors with architectural detailing such as storefront design and awnings shall be required. Special treatment and detailing of the cornice of street-wall buildings shall be required.

Tower elements shall be designed with distinctive roof forms that create a pleasing skyline profile. Mechanical equipment, appurtenances, and penthouses located on rooftops shall be architecturally screened and enclosed, and incorporated as an integral part of the architectural design.

Note: Unless otherwise referenced in the Visionary Plan, architectural treatment should be in compliance with guidelines outlined in the San Diego Municipal Code, Section 103.1915(F). See Appendix for applicable ordinance.

PUBLIC ACCESS

Public "rights-of-way" through development parcels, aligned with existing downtown streets, enhance the physical and visual access to the bay.

Rights-of-Way through Development Parcels

Public "rights-of-way" aligned with existing downtown streets shall be created through development parcels in the North Embarcadero, as identified in Figure 4.10. The right-of-ways shall be a minimum of 80-feet-wide, consistent with established right-of-way dimensions for downtown streets. Described in more

detail in Chapter Six, the rights-of-way shall have the character of a public street or otherwise feel welcoming to the general public. They shall accommodate pedestrian and vehicular (Beech Street, Date Street, and, possibly, 'C' Street excepted) circulation between Pacific Highway and North Harbor Drive.




At 'C' Street between North Harbor Drive and Pacific Highway, the right-of-way may or may not accommodate vehicular circulation. Between North Harbor Drive and the Burlington Northern Santa Fe railroad tracks, 'C' Street could shift slightly (up to 20 feet) north or south from the existing street alignment. In any case, 'C' Street shall be in alignment between North Harbor Drive and the railroad tracks. Such an alignment will be determined by which property (Lane Field or Catellus) is developed first or by mutual agreement between the Port and CCDC.

At 'A' Street, existing development between North Harbor Drive and Pacific Highway (i.e. Holiday Inn) may preclude inclusion of a street in the near-term. When the Holiday Inn site is redeveloped (i.e. existing improvements are substantially or entirely demolished and replaced with new improvements), such a public right-of-way shall be provided.

Illustrated in Figure 4.10, a continuous north-south movement through a series of public and quasi-public spaces should be created through development parcels, if practical. This could be designed as an interesting sequence of spaces with a diversity of activities and spatial experiences (e.g. galleries, courts, exterior plazas, etc.). The north-south movement could meander, and it could pass through a series of interior and/or exterior spaces. Accommodating pedestrians only, these pathways, if provided, should be inviting to the public and located near the center of the block. Such passages can link pedestrian circulation from parcel to parcel.

View Corridors

Illustrated in Figure 4.11, public view corridors shall be aligned along existing east-west streets in downtown San Diego (and the required "rights-of-way" through development parcels - discussed above), providing visual access to the bay or to focal elements, such as the County Administration Building. Public view corridors are straight, largely unobstructed shafts of space with clear

-  Pedestrian and Vehicular (Service and Parking) Access (80' min.)
-  Pedestrian Access (80' min.)
-  North-South Pedestrian Link (alignment may vary)

Notes:

- ① Guideline does not apply at Solar Turbines site until land use changes.
 - ② C Street between North Harbor Drive and the Rail Road tracks can shift slightly (up to 20') north or south of existing street alignment.
- C Street between North Harbor Drive and Pacific Highway may or may not accommodate vehicular circulation.

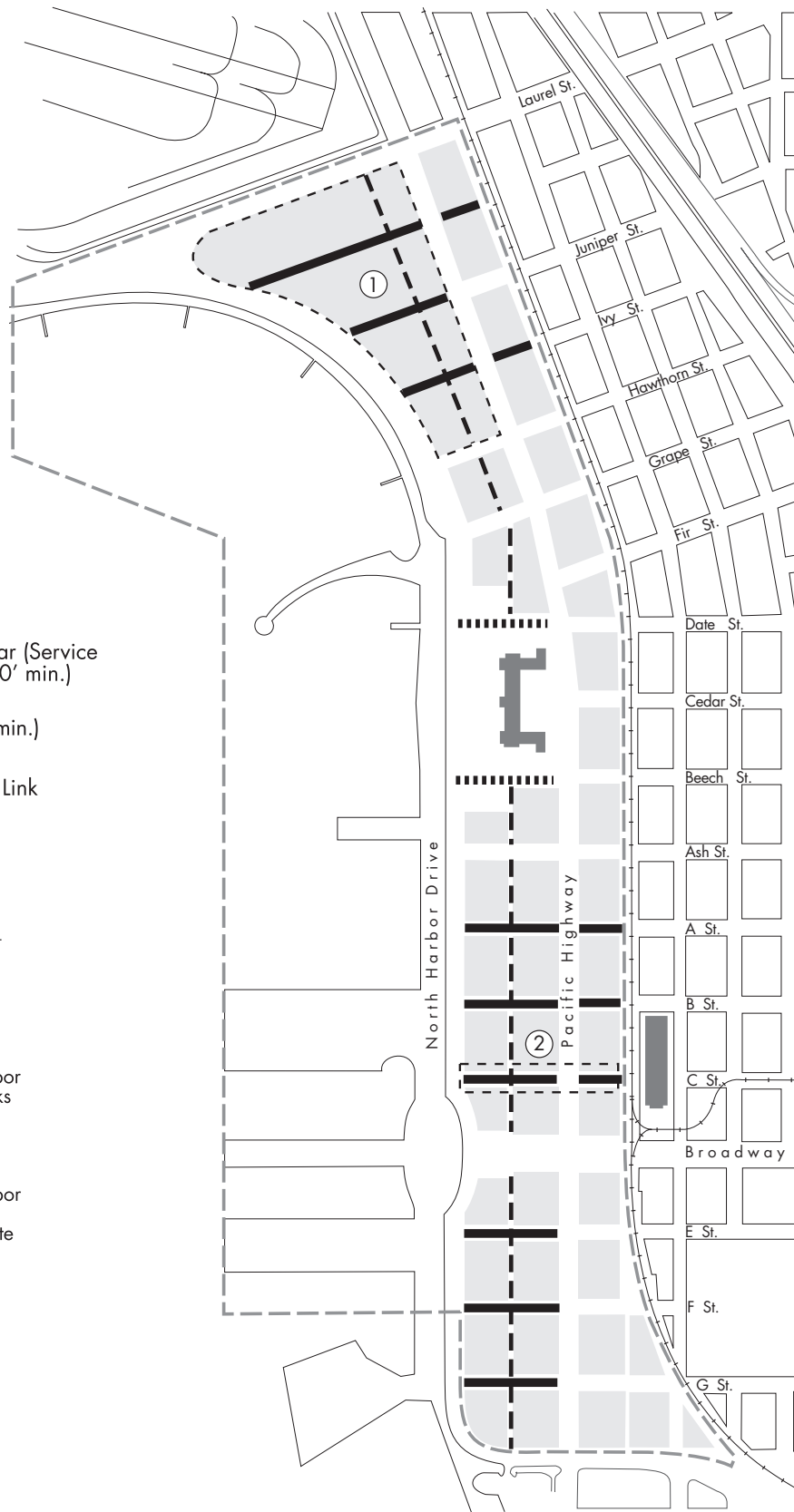
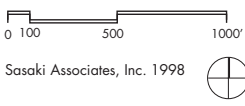
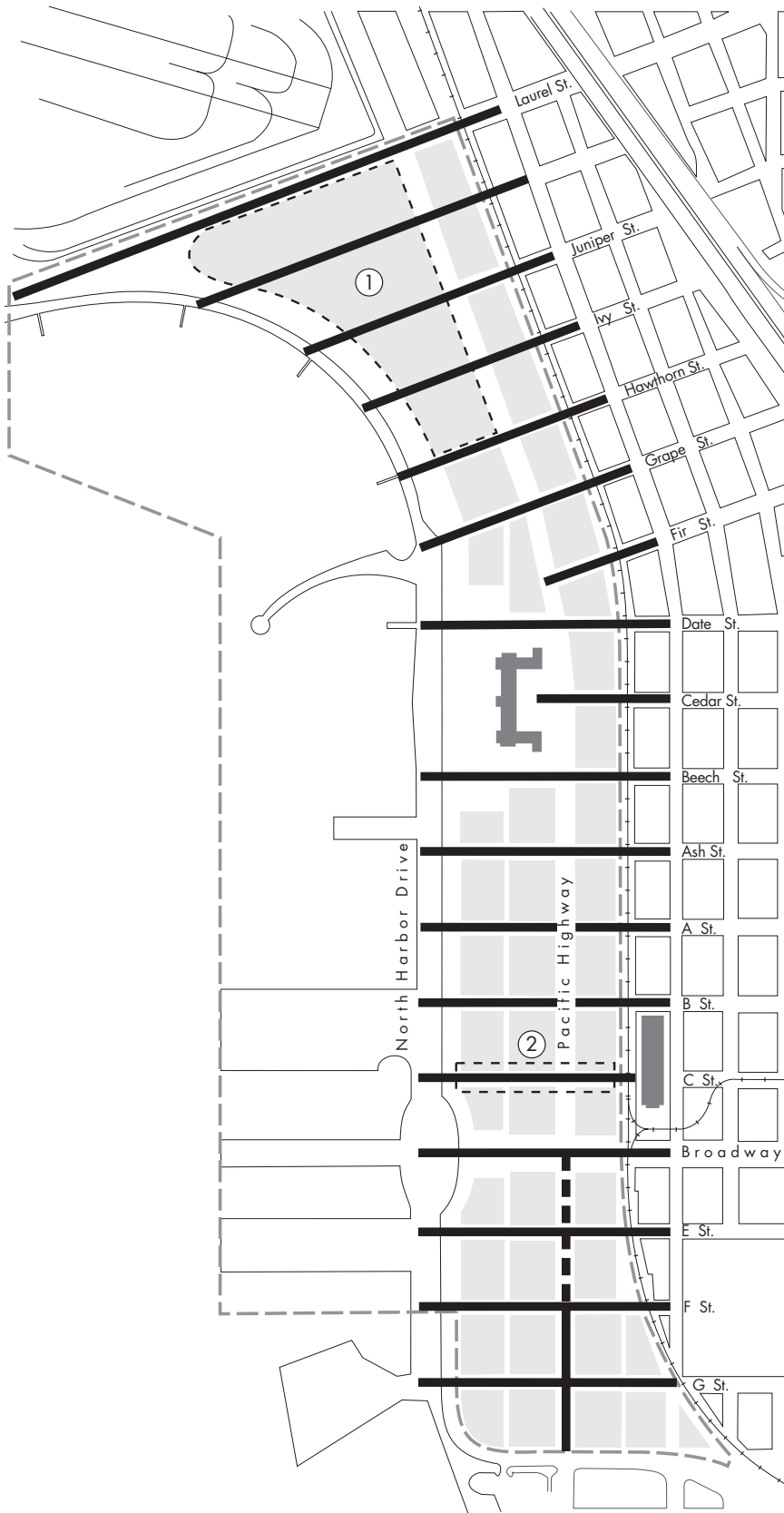
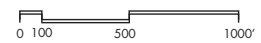


Figure 4.10
Rights of Way Through Development Parcels



Notes:

- ① Guideline does not apply at Solar Turbines site until land use changes.
- ② C Street view corridor between North Harbor Drive and the Rail Road tracks can shift slightly (up to 20') north or south of existing street alignment.



Sasaki Associates, Inc. 1998



Figure 4.11

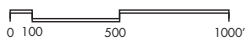
View Corridors

— Desired

- - - Acceptable

Notes:

- ① Guideline does not apply at Solar Turbines site until land use changes.



Sasaki Associates, Inc. 1998

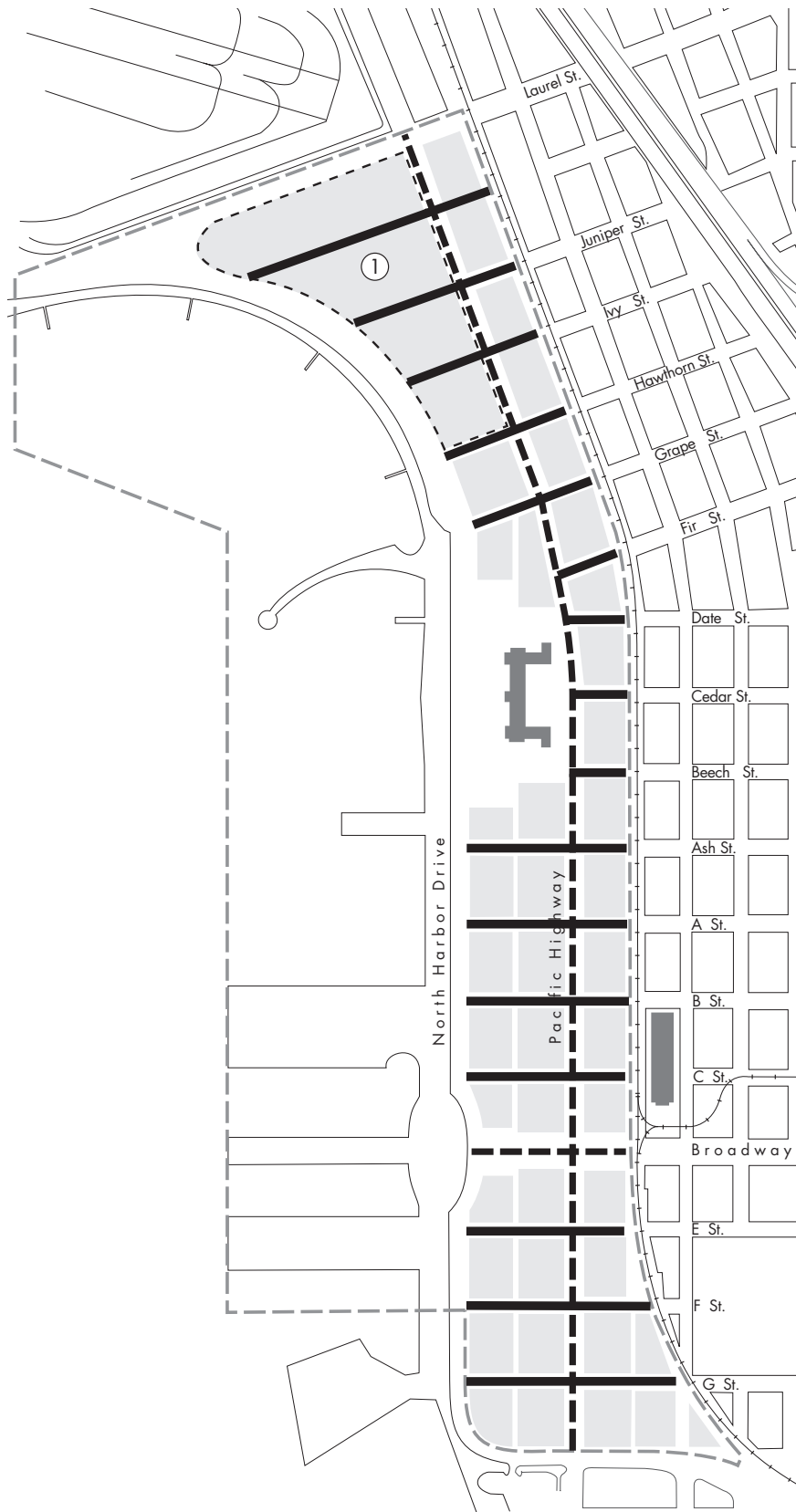


Figure 4.12

Parking and Service Access

views to the bay or a focal element from public rights-of-way, as viewed at ground level. The minimum width of public view corridors shall be the same width as the street right-of-way (typically 80 feet). Sky bridges or gross floor area above, over, or within public view corridors are prohibited. Typical street furnishings associated with a public street, such as street trees, are permitted within a view corridor. Along Broadway, canopies and other structures should be designed to minimize impacts to views down that street.

SITE ACCESS, PARKING, AND SERVICE

Guidelines addressing access to sites and the provision and treatment of parking and service improve overall circulation in the area and minimize the visual impacts of large parking and service facilities.

Site Access

Illustrated in Fig. 4.12, parking and service access to sites in the North Embarcadero should be provided from east/west streets. Parking and service access could be provided from Pacific Highway, particularly for those sites that do not have direct frontage on east-west streets, and Broadway. Parking and service access from North Harbor Drive, except for (existing) service access of the County Administration Building, is prohibited.

When needed, curb-cuts should be situated along the east-west streets, and they could be situated on Pacific Highway and Broadway. Curb cuts shall not be permitted along North Harbor Drive (except for the existing service access of the County Administration Building). Curb cuts for driveways should be minimum in number, and they should have a minimum width dimension. Curb-cuts shall not be located closer than 50 feet from street intersections.

At Broadway, a vehicular entry court serving a development project, such as a hotel, could be provided. Curb cuts are allowed for access to such an entry court and associated garage entrance; they are not permitted for access to service or parking facilities not associated with an entry court. The vehicular entry court should be as small as possible, and it shall not be located within a 40-foot-wide pedestrian zone. The pedestrian zone is

defined as the area adjacent to the roadway; it allows for a vehicular-free “paseo” linking Santa Fe Depot with Broadway Landing Park.

The use of shared driveways between adjacent parcels is encouraged. When feasible, new development should be linked to adjacent property by common circulation areas for cars and people. When no development exists on adjacent properties, consideration should be given to how sites can develop common circulation linkages in the future. Exceptions may be appropriate for small parcels or other special conditions.

Access to parking and loading areas shall be screened from predominant view, and designed to allow vehicles to maneuver on site without obstructing public pedestrian or vehicular circulation.

Parking Facilities

Due to the likely intensity of development in the North Embarcadero, parking will likely occur in parking structures, both subterranean and above ground. The Visionary Plan encourages the placement of parking underground or in facilities substantially hidden from public view. The Plan recognizes that some development, particularly lower density development in the northern reaches of the North Embarcadero, may use parking lots rather than structures to accommodate their parking.

Large parking lots and structures should be located away from North Harbor Drive to enhance the quality of the public realm at the water’s edge. Discussed below are development and design guidelines for subterranean parking structures, above ground parking structures, and parking lots in the North Embarcadero.

Parking - Subterranean

Every reasonable effort should be made to provide two levels of below-grade parking prior to the provision of above-grade parking. At least one level of below grade parking should be provided, if practical.

Underground parking should optimize the number of parking spaces available on a given development site and may extend

into the vault space beneath the adjacent sidewalk area and street (particularly east/west streets) but must afford sufficient clearance and depth for the planting of trees.

Underground parking must be a full level below grade; partially depressed parking is not recommended given that it disrupts street-level activity and creates a physical barrier between the street and the development frontage.

Parking - Above Ground

Surface parking and above-ground parking structures should not front on North Harbor Drive. To the extent that such facilities have frontage on Pacific Highway, they should either be totally encapsulated or screened in a manner consistent with the guidelines indicated below.

Above-ground structured parking within a development parcel should be either completely encapsulated (i.e. clad in such a manner that it is indistinguishable from the building elements around it), or visually screened by means of other uses, by substantial perimeter planters, or by architectural elements which effectively shield vehicles within the structure from view at grade level. Ceiling-mounted lighting within the structure should also be screened from grade-level view.

Above-ground parking structures which are visible at the perimeter of a development should be limited to a maximum of six levels of parking or 60 feet above grade. At street level, other uses, preferably active uses, shall screen above-grade parking from predominant public view along Pacific Highway and North Harbor Drive frontages. Along east-west streets, above-grade parking shall be designed to appear as an integral part of the building facade.

Parking Lots

Parking lots should be located at the rear of the property behind the building. A less desirable solution, but acceptable when special conditions exist, is to locate the parking to the side of the buildings. Surface parking shall be well screened from public street views with perimeter landscaping and shall be well-lighted.

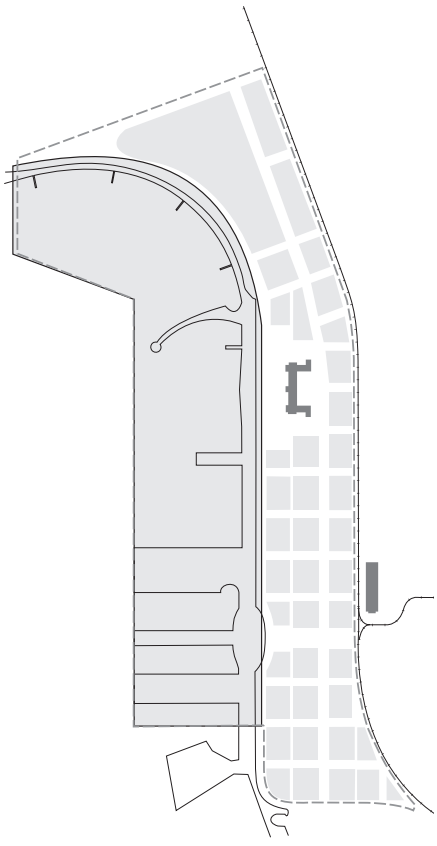


Figure 4.13
Bayfront Precinct

Service Treatment

Truck loading should be an integral part of the development and should be screened from public view. All exterior garbage and refuse facilities and mechanical equipment should be screened in a manner that is compatible with the overall building design and streetscape treatment.

SPECIAL PRECINCTS TREATMENT

Certain places within the North Embarcadero require additional attention, and guidelines, because of their role in the Visionary Plan or their landmark status.

Buildings and other structures along the esplanade and on the piers should enhance these great civic spaces by celebrating the waterfront setting and by enhancing and preserving both the public realm and physical and visual access. Buildings adjacent to the landmark County Administration Building should respect the scale and character of this most significant historical structure, ensuring its preeminence in the North Embarcadero and larger community.

The guidelines for the two "precincts", the Bayfront precinct and the County Administration Building, are in addition to the ones discussed earlier in this chapter.

Bayfront Precinct

Within the overall boundaries of the North Embarcadero planning area, the Bayfront precinct is the area west of North Harbor Drive from Laurel Street south to the 'G' Street mole (see Figure 4.13). This precinct includes the proposed pedestrian esplanade and all waterside activity areas including the crescent and all the piers along North Embarcadero.

The North Embarcadero Visionary Plan proposes a number of water-side structures including:

1. *Kiosks/ Structures on the Esplanade and Broadway Pier*
Kiosks and a restaurant building could be built along the Esplanade. Kiosks and a small structure (up to 1,500 square feet in site area) serving visiting ships could be built at Broadway Pier.

2. *Maritime Museum Expansion*

The Maritime Museum could be reconstructed on a floating pier on the southern edge of the County Terrace.

3. *Anthony's Seafood Grotto*

Anthony's Seafood Grotto may remain in its current location. In the future, Anthony's may be reconfigured or relocated.

4. *'B' Street Pier Redevelopment*

'B' Street Pier development could include cruise ship terminal buildings with retail/restaurant development.

5. *Naval Orientation Center and Aircraft Carrier Museum*

The Midway aircraft carrier and an interactive naval museum may be located at the Navy Pier.

If a building is considered for location within the Bayfront precinct, it must comply with the following criteria:

- The structure must be designed to minimize blockage of views to the Bay from the Embarcadero. Consideration should be given to the buildings impact on oblique views as well as head-on views from the land-side. In general, efforts should be directed at reducing the building footprint as much as possible. The longer dimension of the structure should be perpendicular to the water's edge.
- Cruise ship terminal structures on the 'B' Street Pier, for example, should be built as long slender buildings running perpendicular to the bayfront. The Visionary Plan recognizes that the 'B' Street Pier could be enlarged to accommodate a larger cruise ship facility. If such an expansion were to occur, the Plan encourages a pier configuration that minimizes view blockage to the bay. In the future, if and when Anthony's is renovated or relocated, the Visionary Plan recommends that the structure be reconfigured to minimize view blockages.
- Major structures on piers should not exceed 50 feet in height. Exceptions may be considered for an enlarged cruise ship facility at 'B' Street Pier (see Chapter Four - Building Heights). At 'B' Street Pier, an expanded cruise ship terminal, now under study, may require (for function-

al reasons) building(s) in excess of 50 feet in height. Pursuant to the Port's cruise ship terminal study, alternative height restrictions and other guidelines affecting 'B' Street Pier may be appropriate and acceptable, and they should be considered by the Alliance. Exceptions to the 50 foot height limit may also be considered for very slender structures with minimal footprint, such as an observation tower or similar feature, provided that the use and character of such a structure is deemed appropriate for its location within the North Embarcadero. Structures not more than two stories in height are encouraged. The U.S.S. Midway Aircraft Carrier should be kept low to reduce its visual impact in the North Embarcadero.

- Incidental commercial structures like kiosks may not exceed a site coverage of 250 square feet or a height of 12 feet. These structures should be designed as part of the integrated esplanade design. They are typically located at plazas or around the Broadway Landing.
- Any structure located along the water's edge or within the water must make provisions for the continuity of public access along the esplanade.
- Sky bridges over North Harbor Drive are prohibited, except for those that may be necessary to serve an expanded cruise ship facility at 'B' Street Pier. Every effort should be made to find other ways to accommodate circulation needs before using a sky bridge. The sky bridge at the Navy property should be removed when feasible and when it is no longer needed.
- The design of any structure on the bayfront should be highly articulated and compatible with the pedestrian scale of the area. Its character should be one of lightness and transparency. Massive, unrelieved, and opaque structures should be avoided. Such criteria should also be applied to the redevelopment of the cruise ship facilities on the 'B' Street Pier.
- Other than parking related to uses on the 'B' Street Pier and the Navy Pier, parking for water-related structures should be accommodated on-street or east of North Harbor Drive.

County Administration Building Precinct

The County Administration Building is the centerpiece of the County Terrace, and it has a significant landmark presence on Pacific Highway. Buildings in the area should enhance the setting of the County Building, framing the structure while giving deference to its unique character and role in the North Embarcadero. Illustrated in Figure 4.14, the County Administration Building precinct is the area defined by Grape Street, the Burlington Northern Santa Fe tracks, Ash Street, and North Harbor Drive.

Building height limits, setback requirements, and other guidelines described earlier in this chapter help ensure that the County Administration Building retains its rightful place in the North Embarcadero. In addition, the Visionary Plan is in general agreement with the "Design Guidelines for the Pacific Highway-County Administration Center Design Zone", Architecture Section (D), contained in the Centre City Community Plan, 1992 (see Appendix), with the following proviso:

- The Visionary Plan supports the concept that new buildings should "emphasize compatibility of form, materials, and colors with the County Administration Building". However, building "form" should not imply literal building geometry, allowing for other building types such as a performing arts building to be built in the area.

Regarding Pacific Highway at Cedar Street, the Visionary Plan maintains a consistent built edge along Pacific Highway, giving greater enclosure to the civic space at the east entry to the County Administration Building. This consistent built edge is instead of a substantial setback at Cedar Street and Pacific Highway, as called for in the Centre City Community Plan. These setbacks would create small plazas on the corners of Cedar and Pacific.

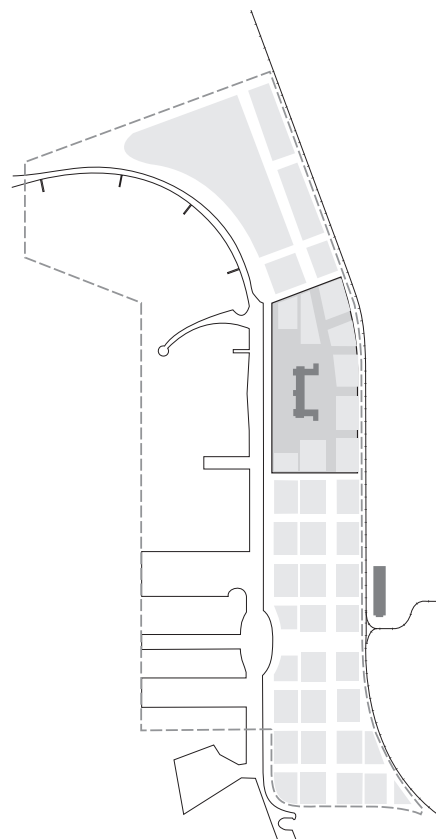


Figure 4.14

County Administration Building District



Parks and Open Space Amenities

5

OPEN SPACE AND PUBLIC AMENITIES

The North Embarcadero Alliance Visionary Plan provides for an expansive public realm at the San Diego Bay. The Plan's open space and public amenities include three bayside public spaces: the Esplanade, County Terrace in front of the landmark County building, and Broadway Landing at the foot of Broadway. The Esplanade is a linear open space along the edge of the bay. The other two public spaces serve as important civic spaces, anchoring the north and south ends of the North Embarcadero. Both are conveniently linked to water- and land-based transit. Figure 5.1 illustrates the open space and public amenities in the North Embarcadero.

In this chapter:

- Bayfront Esplanade
- County Terrace
- Broadway Landing

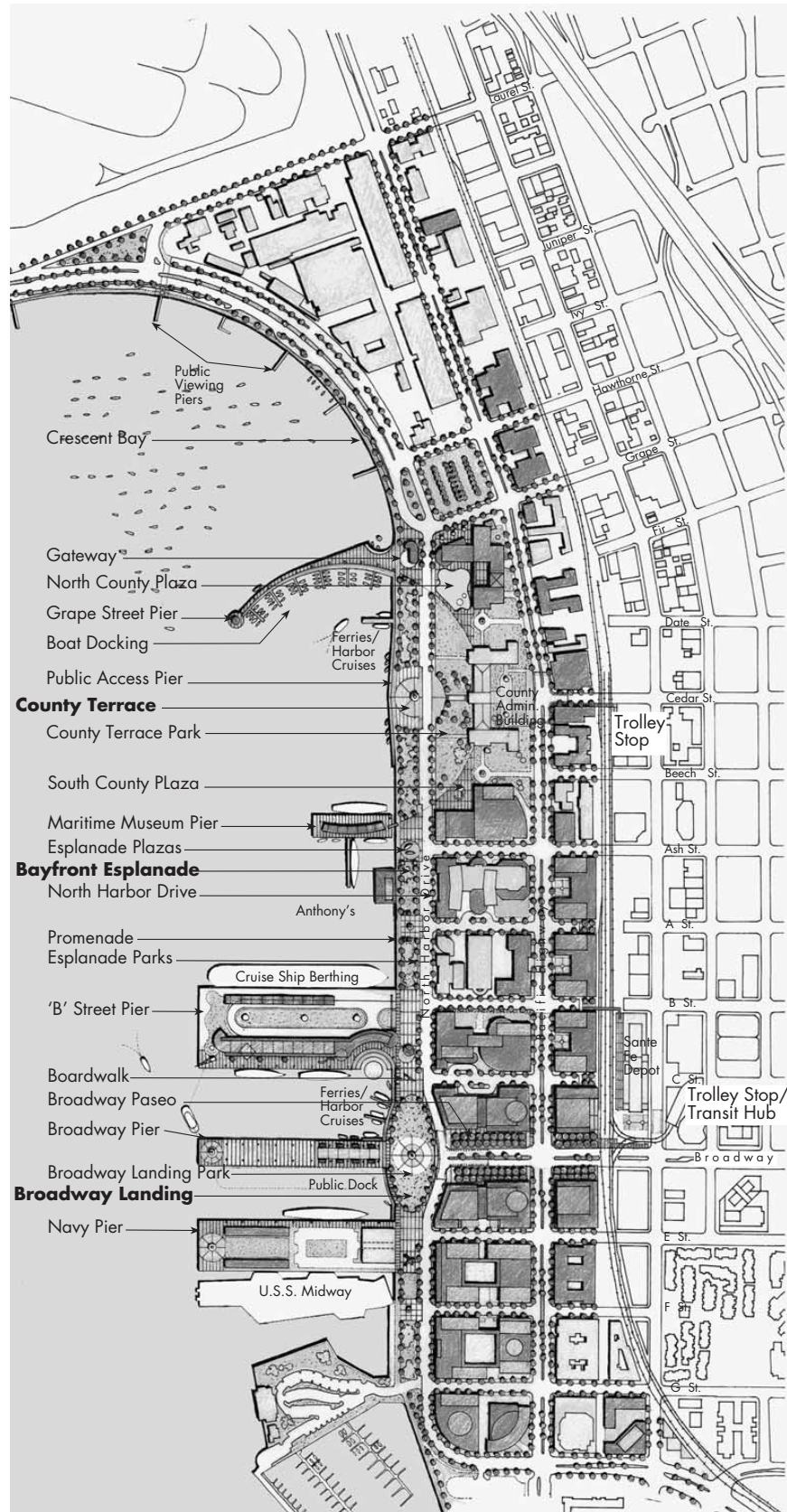


Figure 5.1

Open Space and Public Amenities

BAYFRONT ESPLANADE

The Esplanade is a continuous public open space spine defined by the crescent-shaped bayfront along its western edge and a consistent backdrop of buildings to the east. Illustrated in Figures 5.2 and 5.3, the Esplanade consists of a ± 110 -foot-wide zone of open spaces (to be no less than 100 feet) running from Grape Street in the north to 'F' Street in the south. It strings together a series of parks, plazas, and other public attractions (both existing and new), forming a necklace of significant new open spaces and public amenities along the length of the North Embarcadero. The Esplanade connects with an existing promenade both north and south of the area, joining Harbor Island to the north with Seaport Village and the South Embarcadero to the south. The individual elements of the Esplanade are described below.

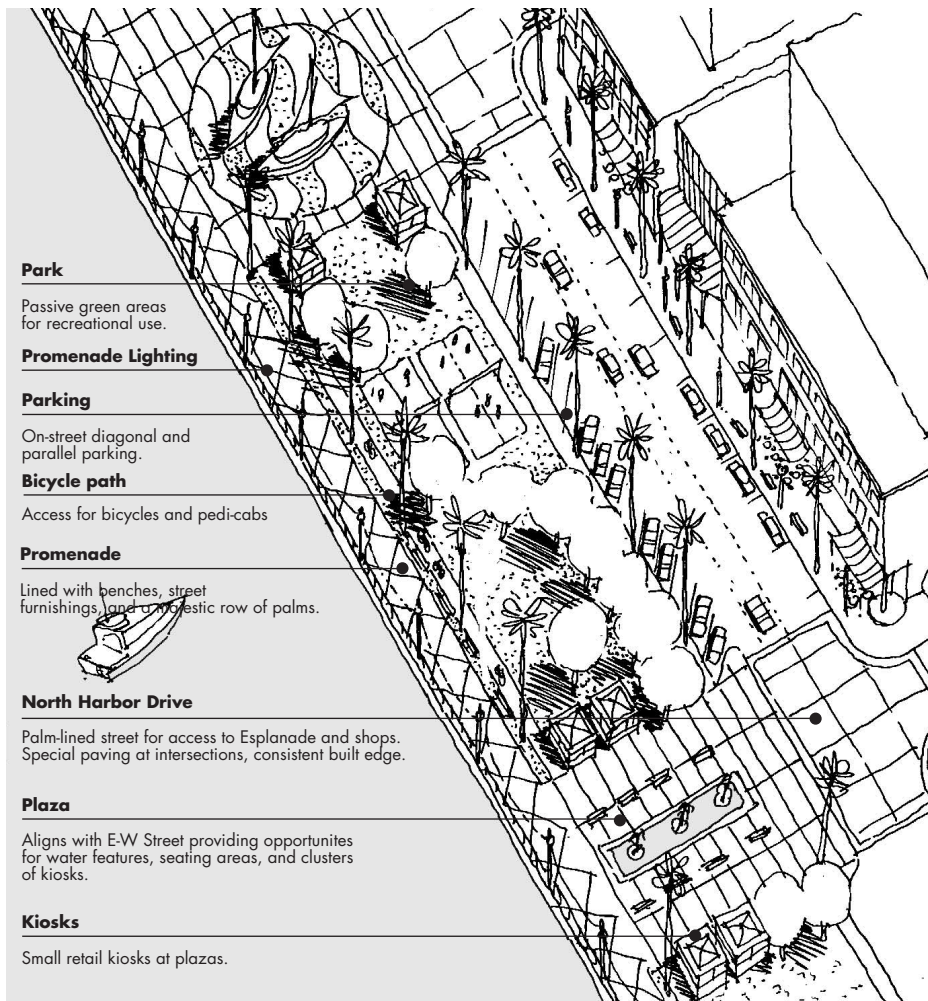
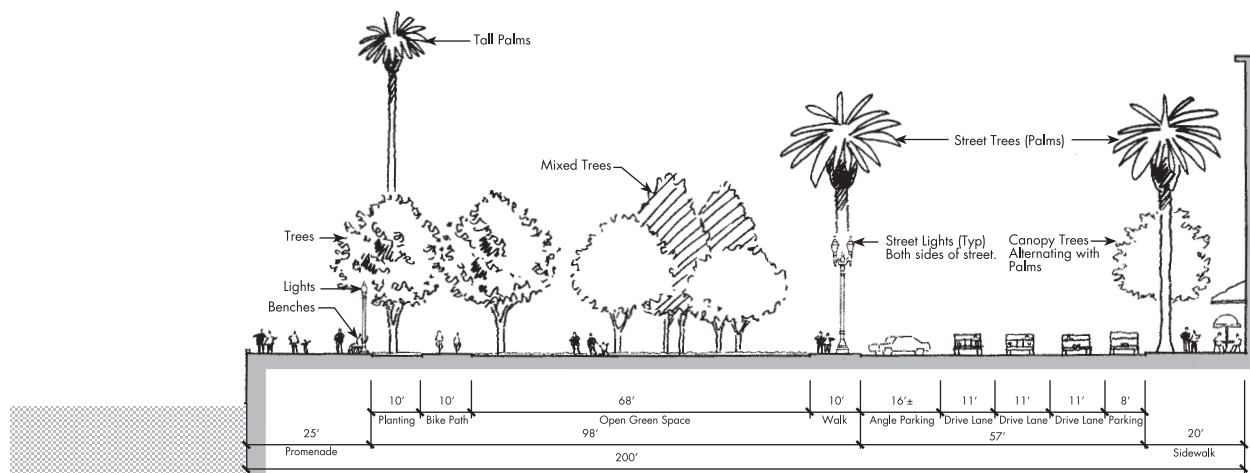


Figure 5.2
Bayfront Esplanade

Figure 5.3

Section of Bayfront Esplanade



The Promenade

One of the key elements of the Esplanade is a continuous 25-foot-wide paved promenade adjacent to the water's edge. The palm-lined promenade provides ample room for pedestrians to sit, stroll, or pause and enjoy a view of the bay. The design of the promenade highlights the simple and unobstructed character of the sweeping North Embarcadero bayfront. To recall the image of a working waterfront, the wharf-side remains clear of objects and furnishings that could limit use and block bay views. Where needed, the promenade is equipped with steel railings, transparent in appearance, that both minimize view obstructions of the bay and provide the necessary level of safety. A delicate string of lights highlights the crescent shape of the bayfront.

A separate 10-foot-wide bicycle path runs parallel to the promenade, separated from the promenade by a narrow zone of benches, other street furnishings, and plantings. Canopy trees, nestled behind a row of majestic palms, offer opportunities for shade along the bicycle path and the promenade. The bicycle path accommodates both bicycles and pedi-cabs.

Plazas

A series of small plazas along the Esplanade provide multiple opportunities for residents and visitors to enjoy the attractions of the Bay. Collectively, the series of plazas form a new "front porch" for the city, affording opportunities for a diversity of activ-



Bayfront Esplanade

ities at the water's edge. The plazas cluster pedestrian amenities and public activities where east-west streets terminate at the bay, taking advantage of views and street connections back to the city. They also create comfortable pedestrian zones for people to cross North Harbor Drive.

The Plan encourages the enhancement of plazas by allowing adjacent uses to occupy the plazas for exhibitions or related events. For example, the plaza at the foot of Ash Street becomes a stage for the Maritime Museum where historic artifacts can be on public display. Other plazas may be used for periodic food and craft fairs or small concerts by local musicians. The Plan proposes that, over time, each plaza take on the character of its adjacent neighbor.

Plazas are designed to provide ample seating and gathering opportunities. They allow for both permanent attractions like fountains, public art, or band shells and temporary installations to accommodate special events. Small kiosks may cluster around the plazas, allowing people to get a hot dog, rent roller blades, or buy a ticket for a bay cruise.

Parks

Passive green spaces lie between the plazas on the Esplanade, providing recreational opportunities — places for people to relax under a tree, play a bit of frisbee, or set up a volleyball net. Planting, composed of sunny glades and shady groves, provides comfortable spaces and visual interest, while preserving views from North Harbor Drive to the Bayfront. The Plan encourages the establishment of community-oriented uses, such as children’s playgrounds, and varied landscapes that provide for interesting and diverse experiences for users of the parks.

North Harbor Drive

North Harbor Drive is a palm-lined street that provides access to the Esplanade and the shops and other amenities along North Harbor Drive. The street is designed to limit the speed and volume of through traffic while enhancing public access to the Bayfront. North Harbor Drive, and its role in the North Embarcadero, is explained in more detail in Chapter Six.

Parallel parking on the east side and diagonal parking on the west side of the street provide visitors with convenient access to attractions along the Esplanade. At intersections, special paving treatment and wider sidewalks help calm traffic and give pedestrians easy access to the Esplanade plazas.

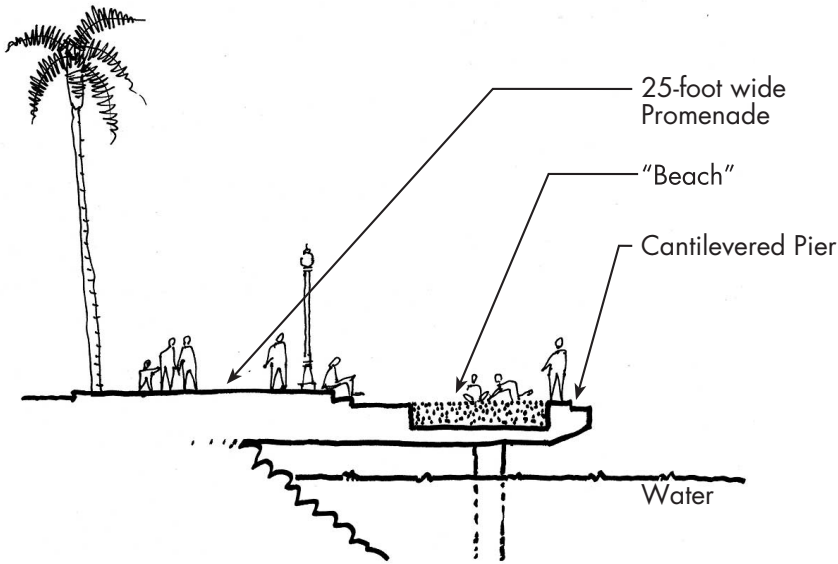


North Harbor Drive

Crescent

The Visionary Plan proposes several improvements to the area along the bay north of Grape Street. The promenade that continues north of Grape Street along the crescent, to Laurel Street and points north, provides public access and docking opportunities for small vessels and fishing boats. The existing cantilevered walkway that jogs in and out from the bulkhead is filled in between, creating a wide continuous curved promenade edge to the crescent. Four new viewing piers, built at the Esplanade level, allow the public to get out over the water and enjoy the dramatic views back to the San Diego skyline. One of the viewing piers is strategically located at the terminus of the "Park-to-Bay" link where North Harbor Drive intersects with northbound Laurel Street. Existing, or repositioned, floating piers continue to provide boat access and docking. Existing diagonal parking and driveways remain in their current configuration, providing convenient access to the crescent promenade.

As an additional amenity along this portion of the Bay, a beach-like terrace could be built stepping down to the Bay, allowing people to come close to the water and feel the sand in their toes.



Possible "Beach" at the Crescent

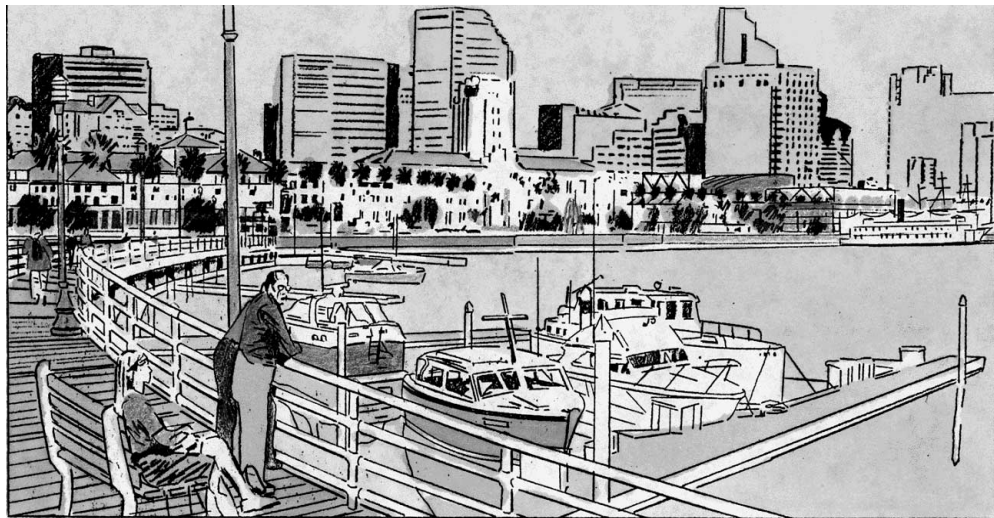
Boating Amenities and Opportunities

The Visionary Plan provides for a variety of amenities for users of small boats. Mooring balls, dinghy docks, and moorings along the sea wall will remain, and new ones could be added, in the crescent (northern) area of the North Embarcadero. Viewing piers in the area should not interfere with boater activity. The newly-configured Grape Street Pier accommodates a combination of transient boat docks, dinghy docks, and small launch areas for kayaks and other small boats. Transient boat docks are also provided along the sea wall in the vicinity of Broadway Pier. The exact location of the docks will depend on the final configuration of the cruise ship terminal at 'B' Street Pier and possible relocation of the ferry/harbor cruise facility to the south side of Broadway Pier.

COUNTY TERRACE

The Plan envisions a grand space, the County Terrace, in front of the County Administration Building to complement and enhance the landmark structure. Illustrated in Figure 5.4, the County Terrace commands an open bay view framed by the new Grape Street pier to the north and the Maritime Museum pier to the south.

The County Terrace consists of a number of interconnected spaces and amenities that together create a vibrant new public precinct in the northern portion of the North Embarcadero. The elements of the County Terrace are described below.



View from Grape Street Pier toward County Terrace

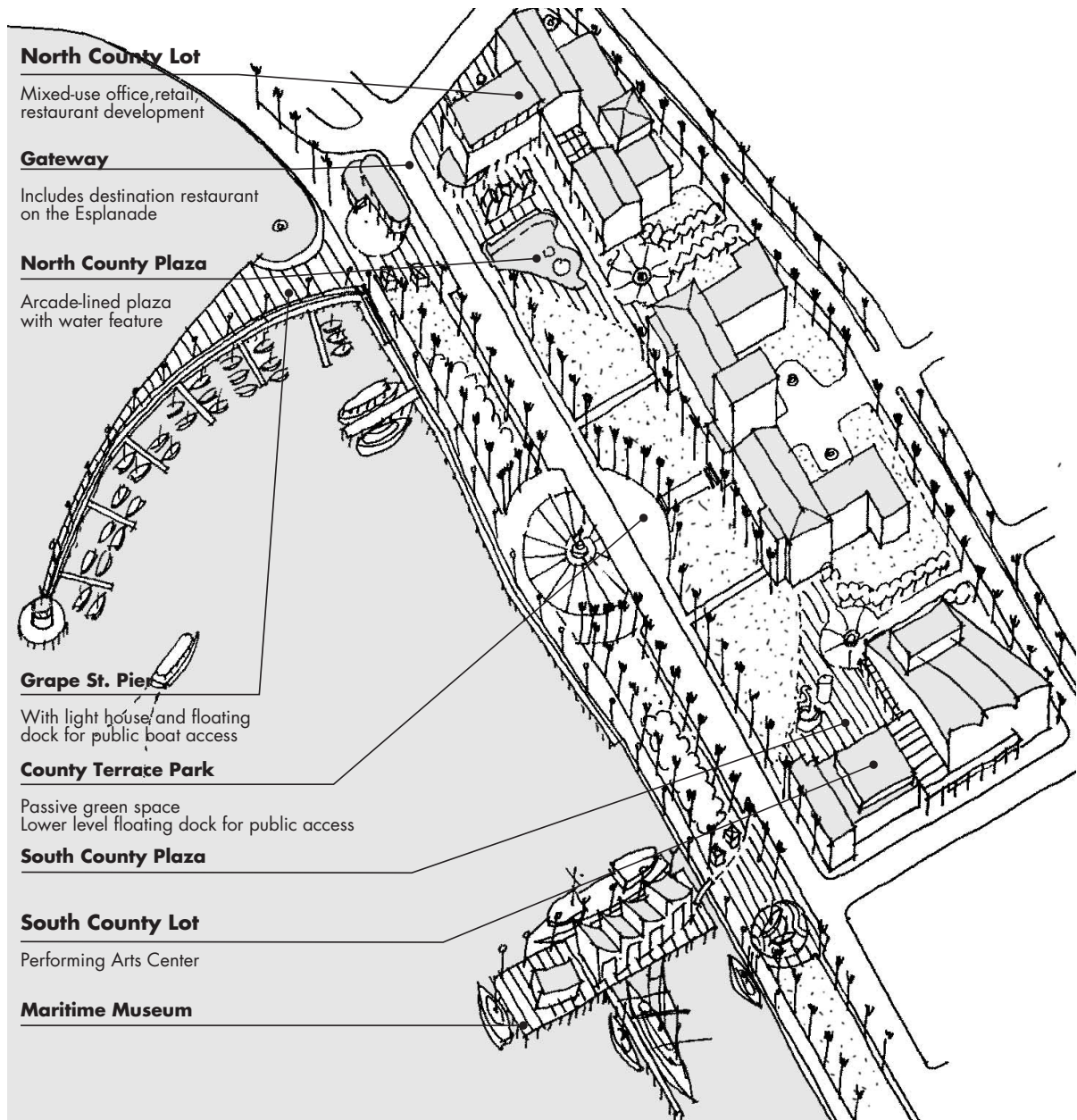


Figure 5.4
County Terrace

County Terrace Park

The County Terrace Park is envisioned as a quiet green space where people can find a shady retreat to enjoy their lunch. The park is bounded on its northern and southern edges by plazas, offering outdoor spaces that complement the developments on the north and south lots of the County district (discussed below).

The design of the County Terrace should complement the landmark character of the building and highlight its unique architectural features. Framed by majestic palms, the building stands out along the North Embarcadero. To the west of North Harbor Drive, in front of the County Administration Building, the Bayfront Esplanade expands gently out over the water and offers unobstructed views to the Bay. County Terrace Park could include a center-piece fountain or statue.

The Plan envisions two alternative scenarios for the development of the north and south lots at the County Building. Both scenarios adhere to the same urban design guidelines and enhance the public character of the north and south borders of the County Terrace. Chapters Three and Four describe the proposed development scenarios, a mixed use/performing arts center and an office/hotel development, in more detail.

The North and South Plazas

The north and south plazas, adjacent to and integrated with development on the north and south lots, enliven the County Terrace with activities like outdoor restaurant seating, a farmer’s market, and craft and food fairs. A water feature in the north plaza could recall San Diego’s historic shoreline, tying the land-side of the County Terrace back to the water-side. Planting, paving, and landscape features combine to provide a backdrop for the diverse activities around the County Administration Building. The dimensions and setbacks of the County Terrace are defined in Chapter Four of the Plan.

Grape Street Pier

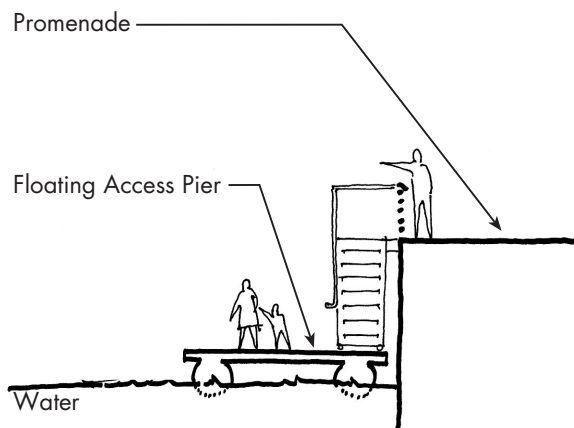
The three existing Grape Street piers are to be replaced by a single, elegantly curved pier that aligns with views down Grape Street and Date Street. The new Grape Street pier gently holds the north side of the County Terrace, and it provides pedestrians with dramatic views back to the San Diego skyline. A beacon or lighthouse with a concession for a small vendor could sit at the end of the pier. The new Grape Street Pier should be amenable to pedestrians, paved with a warm material like wood and outfitted with pedestrian-scale benches and lights.

Maritime Museum Pier

The Maritime Museum may be located on a floating dock at the southern edge of the County Terrace. The position and alignment of the dock and the structures on it should complement the spatial definition of the County Terrace. The Museum is encouraged to enliven the areas around it with cultural activities that reflect the maritime history of the area.

Public Boat Dock and Public Access Pier

A floating pier along the southern edge of the Grape Street pier provides boat docking facilities for the general public and public access to the water. A wave screen incorporated into the pier protects the facility from wave activity. An adjoining dock just south of Grape Street pier provides docking facilities for ferries and harbor cruises. A floating pier just south of the ferry/harbor cruise pier, running along the bulkhead in front of the County Administration Building, provides public access to the water. This pier is not intended for boat docking. All of the floating docks and piers are accessible via self-adjusting ramps from the Esplanade level.



Public Access to Water's Edge in front of County Terrace Park



Cruise Ship Activity

Gateway

A small building at the northern point of the Esplanade where Grape Street meets the bay could accommodate a destination restaurant. This freestanding building, together with development in the north County lot, define a clear "gateway" to the North Embarcadero Esplanade. The restaurant will have a footprint no larger than 5,000 SF, and it could include a second story (for a maximum size of 10,000 SF) or a second level dining terrace, affording customers a commanding view of the Esplanade and the Bay. The restaurant must be carefully designed so as not to obstruct the expansive views of the County Administration Building. More detailed guidelines regarding building height and mass are outlined in Chapter Four of the Plan.

Also serving as a gateway destination, a significant restaurant could be built as part of a mixed-use development on the north parking lot of the County Building.

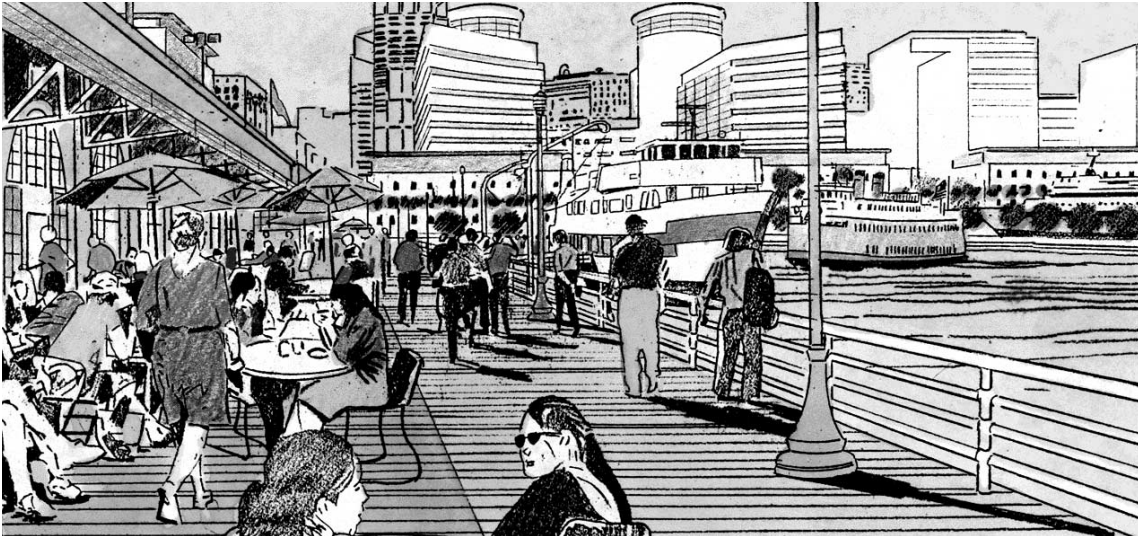
BROADWAY LANDING

Framed by the active edges of 'B' Street, Broadway, and Navy piers, Broadway Landing is an expansive public space that reaches from the grand oval-shaped park on the Bayfront Esplanade out over the water.

The foot of Broadway has historically served as a front door to San Diego's downtown, where sailors coming home from duty are met by anxious friends and relatives. In more recent years, the area has become the landing for cruise ship visitors and the departure point for significant numbers of people interested in a harbor excursion. The Broadway Landing builds on this history, creating an important new civic space for all San Diegans. Illustrated in Figure 5.5, Broadway Landing is bounded by the 'B' Street pier to the north and the Navy pier to the south. It includes the Broadway Pier and a large expanse of the harbor for berthing of vessels of all sizes. The elements of the Broadway Landing are described below.

'B' Street Pier

'B' Street Pier continues in its role as a commercial pier near the foot of Broadway. The commercial uses include a cruise ship terminal facility, and they could include a mixed-use retail and



Broadway Landing

restaurant component on the south side of the pier. Discussed in Chapter Three, the Visionary Plan supports either a Ports-of-Call cruise ship terminal with mixed-use retail and cultural attractions or a Homeport cruise ship terminal with full service capabilities or a combination of the two. Both alternatives support the maritime character and active usage of the new Broadway Landing.

With the Port-of-Call alternative, the south side of 'B' Street Pier includes a mixed-use commercial development with restaurants and shops, and it could include an outdoor amphitheater, near the Esplanade, where outdoor events and concerts would occur. With the Homeport alternative, 'B' Street Pier is devoted solely for cruise ship operations with ancillary restaurant and retail uses. In both alternatives, a central park down the middle of the pier provides access for buses, shuttles, and cars.

The correct balance between the operational needs of a cruise ship facility and other commercial activities must be determined based on the future needs of the cruise ship industry in San Diego.

Broadway Pier

A significant historic and civic resource, Broadway pier is redesigned to accommodate a variety of elements along its length. At the base of the pier, food and craft kiosks line a small commercial area. The central portion of the pier is left clear to

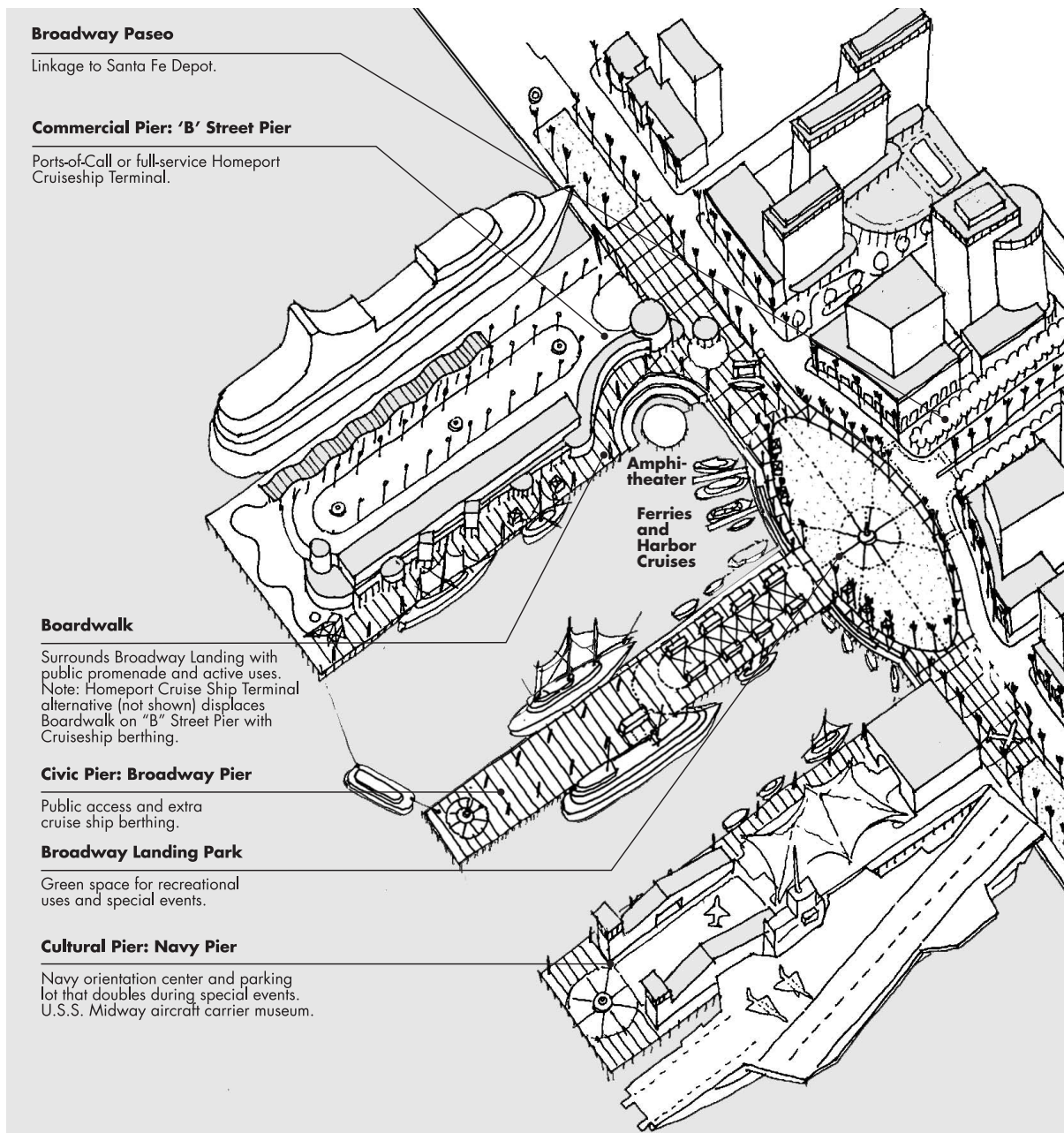


Figure 5.5

Broadway Landing

accommodate temporary and changing events. The outer end of the pier is an ideal location for a symbolic and significant sculptural water element paying homage to the maritime culture of San Diego and the importance of the bay to the city's everyday life. The outer edge of the pier is conceived of as the continuation of the boardwalk that wraps the water's edge around the Broadway Landing.

Broadway pier may also accommodate Port-of-Call ships and Daycruisers when the need arises. When cruise ships or other large ships berth at the Broadway Pier, the drop-off and pick-up of passengers by buses, taxis, and private vehicles occurs on the pier. During these times, extra buses can form a queue in the on-street parking allowance along Broadway and North Harbor Drive, if necessary. Under no circumstance would they, or any other vehicles, form a queue in Broadway Landing Park (discussed below).

Navy Pier

The Navy pier could support permanent and temporary cultural uses. The Navy, which has and continues to play a central role in San Diego’s history, could have a very prominent location for a museum or orientation center.

The existing head house that remains at the top of the pier would be restored and a large central opening created to provide a new entrance onto the pier. The aircraft carrier U.S.S. Midway could be docked along the pier’s southern edge and the necessary support facilities located on the pier. The central portion of the pier could be used on a daily basis for parking and during special events as a site for large concerts.

Boardwalk

The edge of the ‘B’ Street Pier (Port-of-Call cruise ship terminal alternative only), Broadway Pier, and Navy Pier are designed as a consistent boardwalk lined with benches and lights, creating an intimate environment. The boardwalk will be lined by active uses where visitors can pause and enjoy the ships and the people passing by. These uses include shops and restaurants at ‘B’ Street Pier (Port-of-Call cruise ship terminal alternative only) and small retail and food kiosks elsewhere. The boardwalk will be animated with interpretive signage, public art, parks, and venues for events.

Broadway Landing Park

Broadway Landing Park commands an important location: the critical juncture where the bayfront Esplanade, Broadway, and San Diego Bay meet. It also forms the center of Broadway Landing, a grand civic precinct.



Waterfront Promenade

The oval-shaped park is a significant new addition to San Diego's stock of urban parks. The park expands gently into the water, creating a belvedere overlooking the bay, and nudges North Harbor Drive to the east. It is a landscaped public open space, accommodating recreational activities on a daily basis or large public gatherings. The park includes a central plaza punctuated by a landmark element such as a fountain or sculpture, orienting visitors and drawing attention to this important public precinct.

Broadway Landing Park is approximately two city blocks in size, considerably larger than any of the parks in downtown. Because of its one-sided configuration, with buildings only to the east, the scale of the bay gives the space an expansive feeling larger than its actual size, much as in Baltimore's Inner Harbor or the harbor in Barcelona. The park is located on the west side of North Harbor Drive and is not divided by any streets. The oval-shaped park does not affect significantly the berthing of large ships, and it does not disrupt the traffic patterns on North Harbor Drive or Broadway.



Broadway Paseo

On rare occasions, a drive at the western perimeter of the park could provide limited vehicular access to Broadway Pier to serve visiting ships. Vehicular access to the drive would be highly controlled, and parking, queuing, or staging activities on the drive would be prohibited. The drop-off and pick-up of passengers by buses, taxis, and private vehicles would occur on Broadway Pier itself.

Broadway Paseo

The Visionary Plan recognizes Broadway as a grand civic street. Between Santa Fe Depot (and its transit hub) and the bay, it establishes a wide paseo, lined with trees, that invites pedestrians to stroll to the bay, or uptown (from the bay). The paseo enhances the connection between land-based transit and water-side transportation facilities like the harbor excursion ferries and the cruise ship terminal.

At the portion nearest North Harbor Drive, the street widens, creating a plaza on both sides of Broadway and a grand gesture, and window, to the bay. The plaza, in turn, serves as a “portal” to downtown for those travelling along the bayfront.

Public Boat and Ferry/Harbor Cruise Dock

As in the County Terrace, a public floating dock lines the water’s edge along the bulkhead of the Esplanade. This pier provides public docking for pleasure boaters and other small craft. The main ferry landing for bay cruises and harbor excursions is also located at this critical juncture between land and sea-going visitors. The various ferry and harbor cruise operations should be consolidated into an attractive new facility.



Santa Fe Depot









CIRCULATION AND PUBLIC ACCESS

The North Embarcadero Alliance Visionary Plan establishes a pedestrian-friendly waterfront district oriented to public access. The Plan envisions an integrated public access system consisting of:

- Pedestrian and bicycle access, orientation, and amenity, particularly at the Bayfront Esplanade.
- Vehicular access both to and through the North Embarcadero, with through traffic concentrated on Pacific Highway and frequent east-west streets connecting Pacific Highway with pedestrian-oriented North Harbor Drive.
- Connections to land- and water-based transit.
- Ample public parking on-street and in existing and proposed publicly-accessible lots associated with private development.

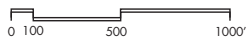
In this chapter:

- Circulation System
- Parking Strategy
- Traffic Flow

-  Principal Vehicular Circulation
-  Secondary Vehicular Circulation
-  Pedestrian Only Circulation
-  Bikeways
-  Ferry/Excursion Boat Terminal and Line
-  Trolley Stop

Notes:

- ① C Street between North Harbor Drive and Pacific Highway may or may not accommodate vehicular circulation.



Sasaki Associates, Inc. 1998

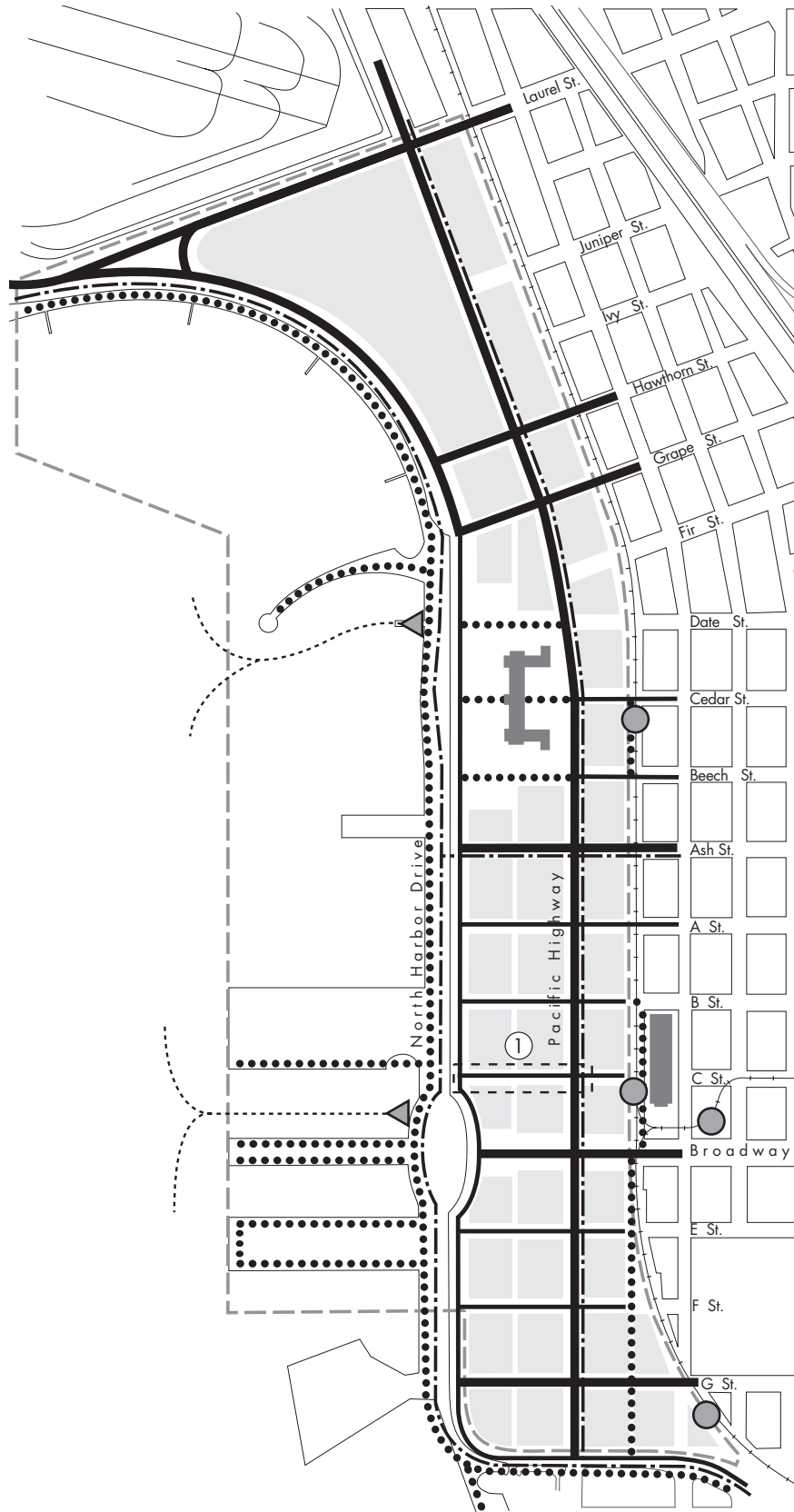


Figure 6.1
Proposed Traffic Circulation

Circulation and public access in the North Embarcadero is described in the following three sections of this chapter:

1. **Circulation System.** This section describes the bayfront promenade and bike trail, street system, and transit linkages in the North Embarcadero.
2. **Parking Strategy.** This section outlines the strategy for providing publicly-accessible parking in the North Embarcadero.
3. **Traffic Flow.** This section describes how traffic is accommodated on Pacific Highway and, in general, on the proposed street system in the North Embarcadero.

CIRCULATION SYSTEM

Illustrated in Figure 6.1, the Visionary Plan provides for a circulation system that accommodates pedestrian and bicycle access, vehicular movement, and transit use, and it establishes an elegant, distinctive, and inviting character for the area.

Pathways

The Visionary Plan establishes a clear pedestrian-orientation throughout the North Embarcadero, featuring a 25-foot-wide promenade along the bay within the Bayfront Esplanade and wide sidewalks along all streets. It establishes a pedestrian-scale block system, similar to downtown, that connects where possible to surrounding districts. The Plan also features a separated bike path along the length of the bayfront and the provision of bike racks at selected points along the esplanade. Figure 6.2 illustrates a typical section of the Bayfront Esplanade, and the promenade and bike path, along North Harbor Drive. Chapters Three and Five describe the Esplanade in more detail.

Streets

The Visionary Plan's street system is comprised of three "street types" that reinforce one another, allowing the three to act as an integrated whole. The street system is comprised of:

- Vehicular-oriented Pacific Highway,
- Pedestrian-oriented North Harbor Drive (south of Grape Street), and
- Vehicular- and pedestrian-oriented east-west streets, including Broadway

The Plan places major vehicular through traffic on Pacific Highway, thereby allowing North Harbor Drive (south of Grape Street) to carry less traffic and have a more determined pedestrian-orientation. Frequent east-west streets, aligned with the downtown street system, provide convenient vehicular and pedestrian connections between Pacific Highway and North Harbor Drive. The east-west streets, and the resultant grid street pattern, offer smaller, more "walkable" blocks, and they allow for vehicular and pedestrian linkages throughout the North Embarcadero.

Consistent with their role and character, the streets vary in their provision of parking and service access to development parcels in the North Embarcadero. Prescribed through guidelines in Chapter Four, Pacific Highway and Broadway have limited parking and service access (driveways); North Harbor Drive has none. The east-west streets serve to accommodate access to parking and service facilities.

Figure 6.2 illustrates typical street sections For Pacific Highway, North Harbor Drive, Broadway, and East-West streets.

Pacific Highway

The Plan establishes Pacific Highway as an elegant tree-lined boulevard accommodating through traffic and pedestrian circulation. The street is designed with six travel lanes, a center turn lane and/or median, two parking lanes, and two fourteen-foot-wide sidewalks. Consistent with the CCDC Pacific Highway Concept Plan, the Visionary Plan establishes a consistent 130-foot-wide street section from Hawthorn Street to Harbor Drive in

place of the inconsistent street section existing today. This treatment requires acquisition of property, up to 22-feet-wide, at selected points along the street (see Chapter Seven for further discussion). The Visionary Plan, consistent with CCDC Plan, proposes the 130-foot-wide section improvements up to Hawthorn Street; the Visionary Plan proposes only streetscape improvements consisting of street trees and lights for the portion of Pacific Highway between Hawthorn and Laurel Streets.

The proposed street section could be modified to include an acceleration or deceleration lane in place of a parking lane (i.e. a 20-foot-wide outside lane in place of a 12-foot-wide drive lane and an 8-foot-wide parking lane), particularly at the Catellus property. As appropriate, median breaks should be provided at the intersections of 'A', 'B', 'C', 'E', 'F', and 'G' Streets.

In addition, Pacific Highway may not achieve the 130-foot-wide section in one small area adjacent to the north lot at the County Administration Building. An existing facility (chilling equipment) protrudes into the proposed street section. This facility could be relocated, an expensive proposition for the Alliance; the sidewalk could be narrowed; or a few parking spaces could be eliminated and the street curb shifted eastward, thereby allowing ample room for a sidewalk around the facility.

North Harbor Drive

The Visionary Plan establishes North Harbor Drive as a narrow, pedestrian-oriented street with ample on-street parking, providing much needed waterfront access and slowing traffic. The Plan relocates the street eastward within the existing 200-foot-wide North Harbor Drive right-of-way, thereby opening the western portion for an expansive pedestrian-oriented esplanade. At Broadway, North Harbor Drive shifts slightly east of the 200-foot right-of-way, accommodating Broadway Landing Park in that location (see Chapter Four and Five for more details). North Harbor Drive is designed with three travel lanes, parallel parking (east side) and diagonal parking (west side), and 20-foot-wide (east side) and 10-foot-wide (west side) sidewalks. Its design includes wider sidewalks at street intersections to enhance the pedestrian orientation of the street.

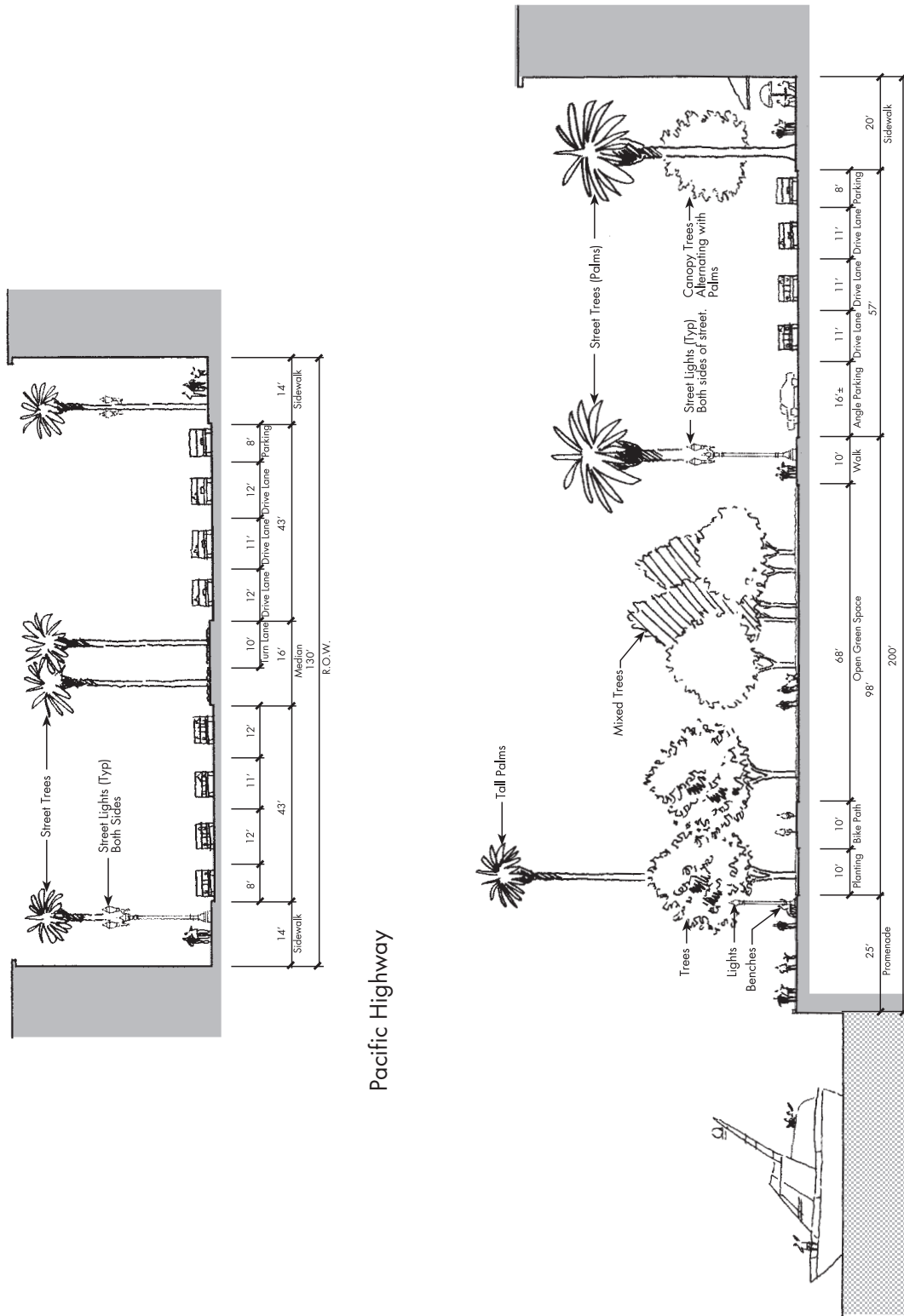
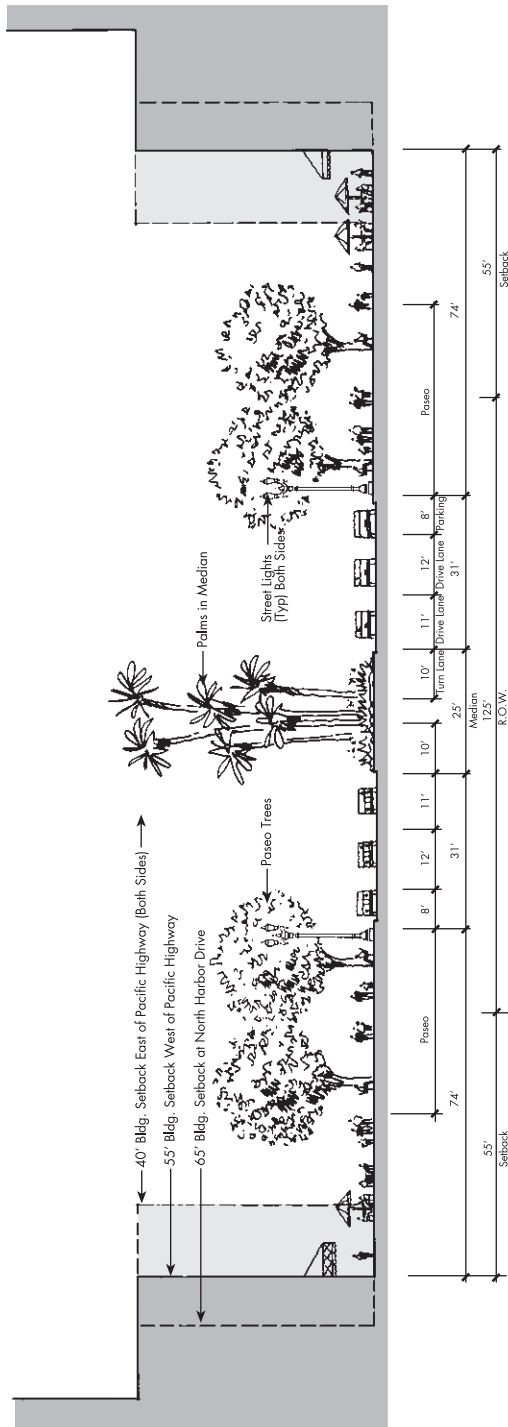


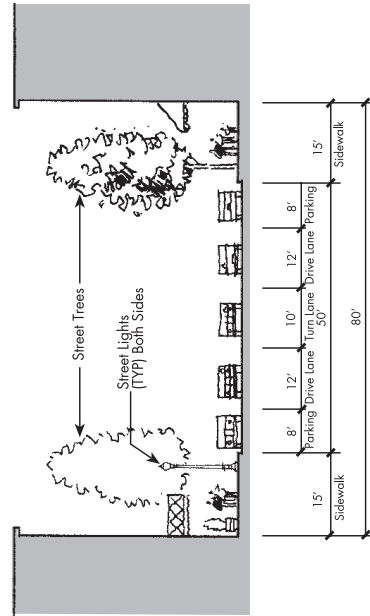
Figure 6.2
Typical Street Sections

Pacific Highway

North Harbor Drive/Esplanade



Broadway



East/West Streets

Discussed below under Traffic Flow, the Plan recognizes that the reconfigured North Harbor Drive may need to be modified to accommodate possible traffic and service access needs, particularly those associated with a large cruise ship facility at 'B' Street Pier. Such a modification could include adding a fourth travel lane to North Harbor Drive.

Broadway

Consistent with previous planning efforts, the Visionary Plan establishes Broadway as a grand ceremonial street connecting the heart of downtown with Broadway Landing and the bay. Between the Santa Fe Depot and North Harbor Drive, buildings are setback from the established right-of-way (see Chapter Four), providing both views and a grand promenade to the bay. Broadway is designed with four travel lanes, a center turn lane and/or median, two parking lanes, and two wide "paseos" that widen to a plaza at North Harbor Drive.

East-West Streets

The Visionary Plan proposes a series of east-west streets, aligned with the downtown street system, between Pacific Highway and North Harbor Drive. The streets provide convenient and frequent access to the bayfront for motorists and pedestrians. Where possible, the east-west streets cross the Burlington Northern Santa Fe Railroad tracks, connecting downtown with the bay (i.e. Laurel, Hawthorn, Grape, Cedar, Beech, Ash, Broadway, and 'G' Streets). East-west streets (except Broadway and, possibly, 'C' Street) are designed with three travel lanes, two parking lanes, and two 15-foot-wide sidewalks.

Some east-west streets exist today and some are established rights-of-way through development parcels (see Chapter Four). Except for Broadway (discussed above), all the east-west streets have a similar 80-foot-wide street section. This section could be modified, as appropriate, to include diagonal parking in place of a travel and parking lane, increasing the supply of on-street parking. In turn, east-west streets, particularly 'B' Street, could be used as a staging area for trucks, buses, and taxis serving a large cruise ship facility at 'B' Street Pier. East-west streets between Pacific Highway and the railroad tracks at Catellus ('A', 'B', and 'C' Streets) could be used for parking, service, and fire access, possibly limiting sidewalk and on-street parking opportunities at these locations.

At 'C' Street between North Harbor Drive and Pacific Highway, the street may or may not accommodate vehicular circulation. Between North Harbor Drive and the Burlington Northern Santa Fe railroad tracks, 'C' Street could shift slightly (up to 20 feet) north or south from the existing street alignment. In any case, 'C' Street shall be in alignment between North Harbor Drive and the railroad tracks. Such an alignment will be determined by which property (Lane Field or Catellus) is developed first or by mutual agreement between the Port and CCDC.

At 'A' Street, existing development between North Harbor Drive and Pacific Highway (i.e. Holiday Inn) may preclude a street in the near-term. When the Holiday Inn site is redeveloped (i.e. existing improvements are substantially or entirely demolished and replaced with new improvements), such a street shall be provided.

The east-west streets have the character of a public street or otherwise feel welcoming to the general public. They should include regularly planted street trees along each sidewalk. The east-west streets through development parcels could have special paving or other treatment that slows traffic and helps integrate (visually) development north and south of the street.

Transit Linkages

The Visionary Plan considers land- and water-based transit services as integral components of the North Embarcadero circulation system. The Plan establishes prominent pedestrian connections to existing trolley and heavy rail service. Broadway, and its wide paseo, and 'B' Street, via a pedestrian bridge over the railroad tracks, connect the bayfront with the Santa Fe Depot and the America Plaza Transfer Station. Cedar and Beech Streets link the bayfront to the County Center/Little Italy Station. 'G' Street links to the Seaport Village trolley station. A ferry and excursion boat docking facility at the foot of Broadway and at the Grape Street Pier provide water-based transit opportunities for the area. The Plan proposes signage emphasizing the connections to the land- and water-based transit facilities.

The Plan encourages bus service, as appropriate, to serve demand in the North Embarcadero. It does not favor using the North Embarcadero as a terminus staging area for bus service in the area.

PARKING STRATEGY

The Visionary Plan establishes a parking strategy that serves both public access and private development. The Plan's approach reflects a fundamental concept: public and private parking demand can be satisfied through a combination of on-street parking and publicly-accessible, project-related parking facilities required for every project.

Parking Approach

The Visionary Plan establishes a series of fundamental principles regarding parking in the North Embarcadero, ensuring a parking supply that accommodates both the general public and development.

1. *All streets shall have on-street parking, including diagonal parking on North Harbor Drive and, as appropriate, east-west streets.*
2. *Every project shall provide for its own parking needs, with a few exceptions (discussed under Parking Supply below).*
3. *Every project shall use commonly accepted standards for parking demand (discussed under Parking Requirements below).*
4. *All parking facilities over 100 spaces, except for those serving residential uses, should be made available for public parking, if economically feasible.*
5. *Selected projects shall replace existing on-site parking.*

This parking is related to existing commitments to Port tenants and County employees. It is in addition to the parking required to serve the development program. The selected sites are the Solar lot (bounded by North

Harbor Drive, Hawthorn Street, Pacific Highway, and Grape Street), the north and south lots on either side of the County Administration Building, and a portion of the Lane Field lot.

6. *The availability of transit connections, pedestrian linkages, and the locations of less costly parking shall be made evident to the visiting public.*

An objective of the Visionary Plan is to have sufficient parking for each project within the North Embarcadero available and contained on each site. Each project would construct parking in whatever manner necessary to accommodate their demand, and this parking would be available for shared public use, especially during off-hours, if economically feasible.

While a project would typically provide for its parking on-site, two or more projects may cooperate to satisfy their combined parking needs together on- or off-site, assuming that assurances are provided that such facilities will continue to exist to meet project needs.

For a variety of reasons, some projects may not be able to provide for all or any of their own parking, particularly those west of North Harbor Drive. In all cases, these projects would rely on on-street parking and shared-use of off-street parking facilities. Such projects include:

- Maritime Museum
- Performing Arts Facility (if developed) at the south lot of the County Administration Building

The peak demand for parking for these projects generally occurs when parking spaces at commercial development are most available (i.e. evenings and weekends).

Parking Requirements

The Visionary Plan requires stand-alone projects to use the following parking standards, or the City's shared parking standards (see San Diego Municipal Code Secs. 101.0822 and 101.0830 in the Appendix), to determine their parking requirements:

Office	2 spaces/1,000 square feet
Hotel	0.75 spaces/room
Retail	5 spaces/1,000 square feet
Restaurant	8 spaces/1,000 square feet
Residential	1 space/bedroom up to 2 spaces (max)/unit

Existing projects or proposed projects with existing entitlements, such as Navy Broadway Complex and the Catellus project, may not satisfy the Plan's parking standards. In such cases, it is assumed that every effort will be made to satisfy true parking demand. At such time as further approvals are sought, the standards of this Visionary Plan should be applied.

Projects may attempt to demonstrate that their parking requirements may be adequately satisfied in the near-term using existing, off-site facilities. However, assurances will need to be made that their ultimate needs for parking can be met either on-site or in combination with their neighboring developments upon full development of the North Embarcadero.

Public Parking Supply

The Visionary Plan anticipates an ample public parking supply both in the near-term and in the future.

Currently, the supply of parking at North Harbor Drive (on-street and in adjacent lots) far exceeds parking demand (see Chapter Two). The principle that all major parking facilities are to be open to the public, if economically feasible, ensures a more-than-ample supply in the near-term, as illustrated in Figure 6.3. *(Note: the availability of the Navy lot has been discussed but not confirmed).*

In the future, the Plan envisions satisfying demand for public parking with the publicly-accessible parking facilities identified below. The Plan does not rule out adding additional public park-

ing, at Alliance expense, if it is determined, in the future, that the actual supply does not satisfy demand. Such additional public parking could be accommodated in a stand-alone facility or as part of a proposed commercial development through a public-private partnership. In addition, a publicly-funded parking facility could be located outside the North Embarcadero with access to the bay provided via shuttles or mass transit.

The Plan anticipates satisfying demand for public parking with:

- On-street parking.
- Parking provided by development to satisfy on-site demand.
- Existing parking at selected sites that will be replaced when the sites are developed.
- Overall affordable parking in the North Embarcadero.

On-Street Parking

Where feasible, on-street parking is provided on all streets in the North Embarcadero, including North Harbor Drive, Pacific Highway, and east-west streets. Described earlier, North Harbor Drive includes parallel parking on the east-side of the street and diagonal parking on the bay-side. In most circumstances, all other streets include parallel parking. In some cases, the east-west streets could be modified to include diagonal parking in place of a travel lane and parking lane, increasing the supply of on-street parking.

The creation of an expansive esplanade along the bayfront, and the removal of parallel frontage roads, displaces some existing on-street parking on North Harbor Drive. The addition of on-street parking on east-west roads and Pacific Highway increases supply.

Illustrated in Figures 6.4 and 6.5 and summarized below, the on-street public parking supply in the North Embarcadero is estimated to increase in the long-term by over 300 spaces. This number is a rough estimate and may vary at actual build-out.

On-Street Parking - Existing

North Harbor Drive and Broadway Pier	580 spaces
Pacific Highway	140 spaces
East-West Streets	190 spaces
TOTAL	910 spaces

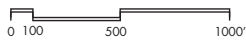
Existing Parking-Major Facilities

Number of Parking Spaces

* Open Evenings and Weekends Only

Note:

Parking count based on windshield survey, review of aerial photograph, and estimates provided by Alliance members.



Sasaki Associates, Inc. 1998

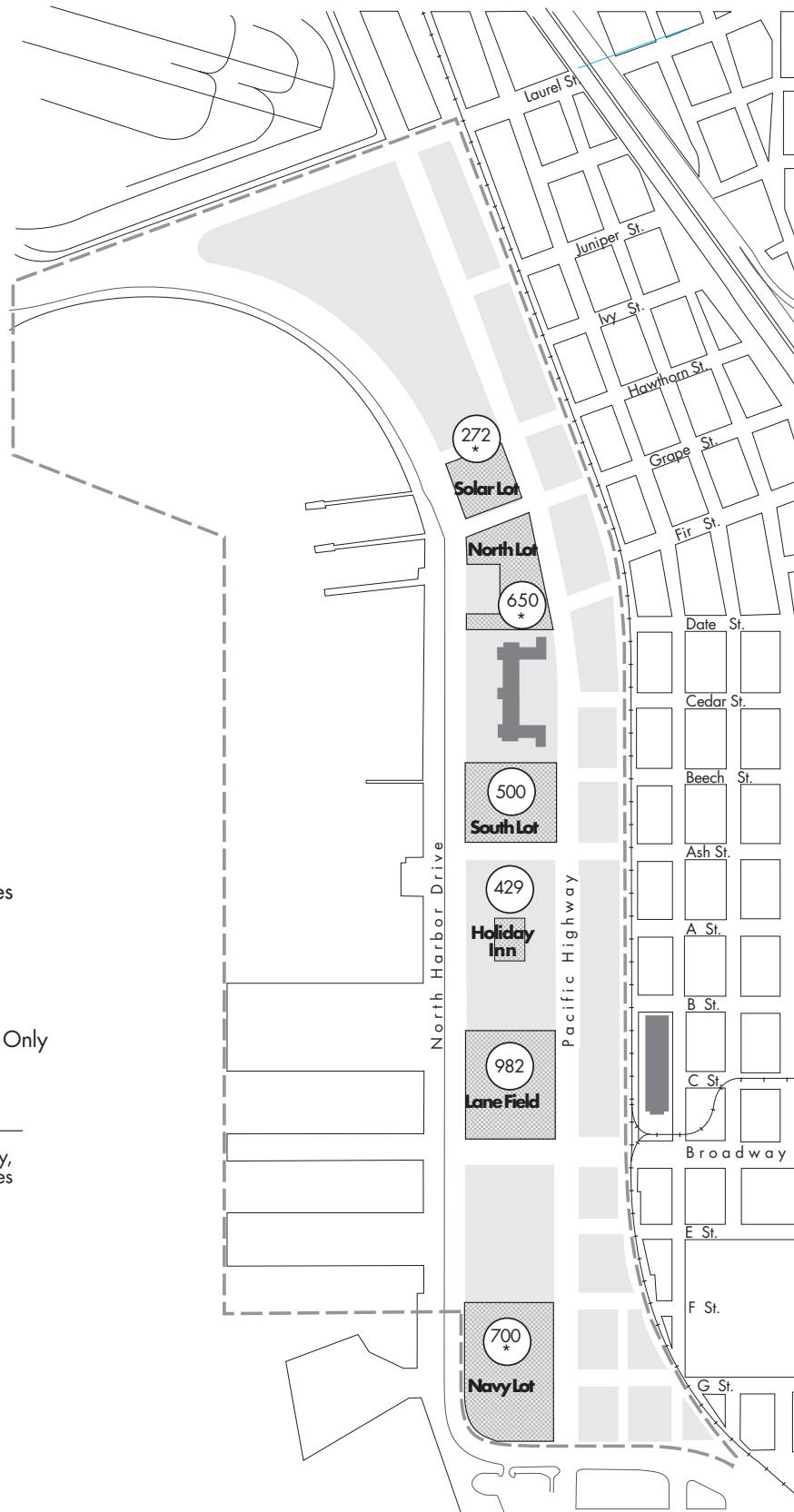


Figure 6.3

Off-Street Parking Supply — Near Term

<i>On-Street Parking - Long-Term (Projected)</i>	
North Harbor Drive	420 spaces
Pacific Highway	380 spaces
East-West Streets	440 spaces
TOTAL	1,240 spaces
<i>On-Street Parking - Net Gain (Long-Term)</i>	330 spaces

To help ensure an available supply of public parking, the Visionary Plan recommends the metering all on-street parking spaces. While parking management is beyond the scope of the Plan, it makes little sense to have blocks of non-metered spaces anywhere within the core downtown or the North Embarcadero.

Parking at Development Sites

As described earlier, all major parking facilities in the project area should be open to the public, if economically feasible, and provide parking using prescribed parking standards.




The parking ratios recommended for the Visionary Plan are consistent with a downtown situation rather than a suburban setting. During peak hours (typically mid-day weekdays), the portion of parking facilities serving project-related parking could approach capacity. However, parking sufficient for all needs (public and private) would be available other times, particularly evenings and weekends, when public parking is most in demand.

The Plan acknowledges that two major projects with existing entitlements, Navy Broadway Complex and the Catellus projects, do not meet the Plan’s parking standards. The Plan encourages these projects to supply parking consistent with the recommended standards.

The Plan recognizes that, at some point, construction of private or public improvements may temporarily displace available parking. The Plan recommends that the phasing of projects be carefully monitored to minimize disruption, if possible, to the available parking supply in the North Embarcadero.

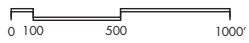
Existing On-Site Parking Replaced

Described earlier, the Plan calls for replacing existing parking on selected sites when redevelopment of those sites occur. The parking is related to existing commitments to Port tenants and County

-  North Harbor Drive and Broadway Pier
580 spaces
 -  Pacific Highway
140 spaces
 -  East-West Streets
190 spaces
- TOTAL** 910 spaces

Note:

Parking count based on windshield survey, review of aerial photograph, and estimates provided by Alliance members.



Sasaki Associates, Inc. 1998

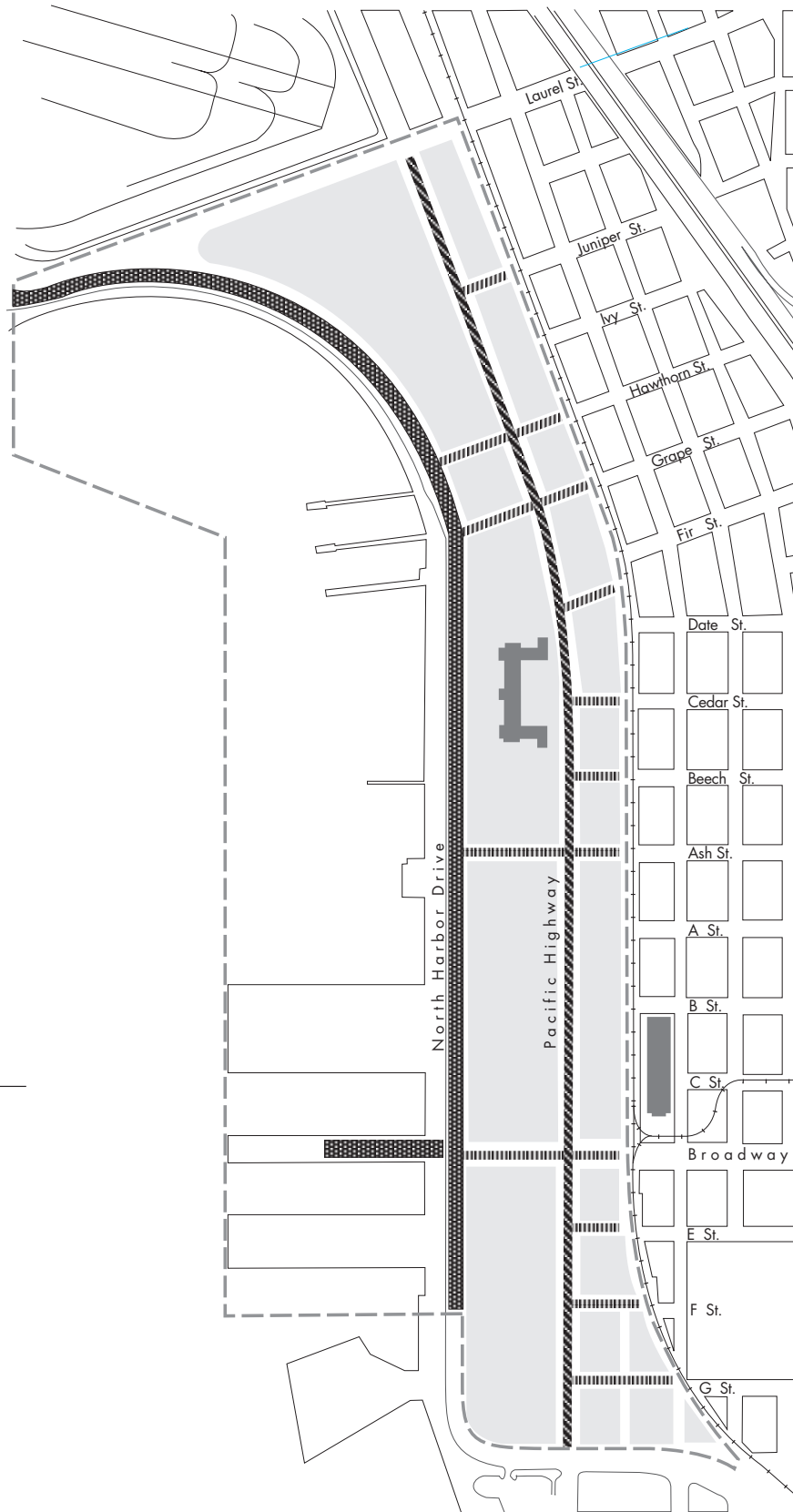
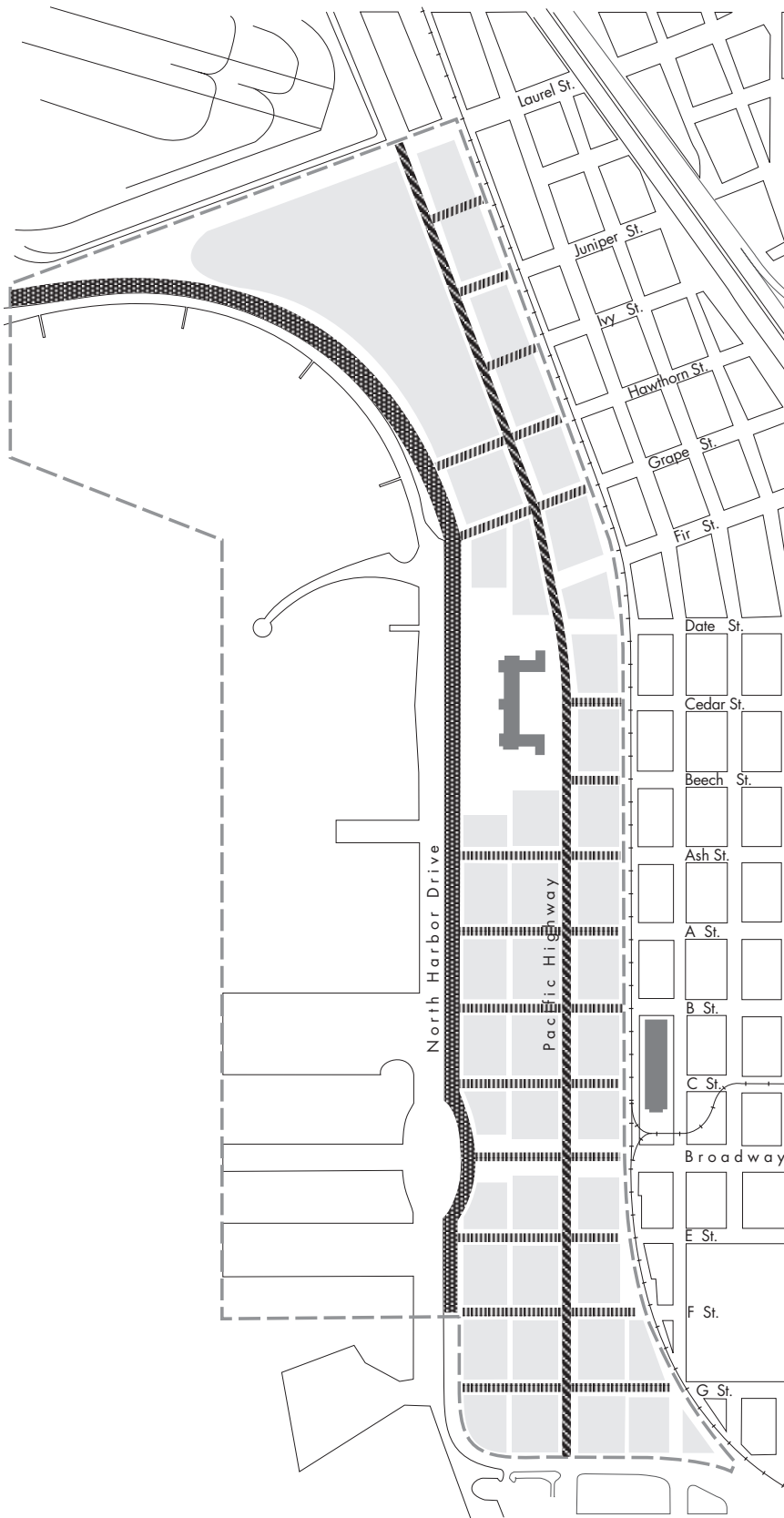





Figure 6.4

On-Street Parking — Existing



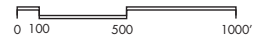
	North Harbor Drive 420 spaces
	Pacific Highway 380 spaces
	East-West Streets 440 spaces
TOTAL	1,240 spaces

Note:

Parking count based upon:

A. Parallel parking:
linear footage of street x
(1 parking space/24') X
75% of spaces useable
for parking.

B. Diagonal parking
along western edge of
North Harbor Drive:
proposed parking layout x
75% of spaces useable
for parking.



Sasaki Associates, Inc. 1998



Figure 6.5

On-Street Parking — Long Term

employees. It is in addition to the parking required to satisfy new on-site development, and it is part of the supply of parking available to the general public. The sites includes the Solar Lot (272 spaces), the north lot (400 to 600 spaces) and the south lot (500 spaces) at the County Administration Building, and a portion of Lane Field (150 to 350 spaces). The replacement parking should be conveniently located at or near the existing parking locations.

Affordable Public Parking

With an ample supply of parking both short-term and long-term from on-street parking, parking lots, and parking structures associated with development, the Plan anticipates that competition will keep public parking rates down. The Plan suggests that public parking rates in the North Embarcadero be monitored over time to help ensure that public parking remain affordable. The Plan does not, however, suggest that parking rates at private parking facilities be regulated or fixed.

TRAFFIC FLOW

The Visionary Plan anticipates that the proposed roadway system in the North Embarcadero can adequately carry traffic associated with the envisioned bayfront attractions, potential levels of development, and anticipated through traffic.

Roadway System

The Visionary Plan places major vehicular through traffic on the six-lane Pacific Highway, a roadway today that has underutilized roadway capacity. This allows North Harbor Drive to carry less traffic and to operate with a smaller (three-lane) street section, turning North Harbor Drive (south of Grape Street) from a heavily traveled roadway with a predominance of cars into a pedestrian-oriented bayfront precinct. The introduction of east-west streets creates additional intersections, allowing for more dispersed travel patterns and less congestion at the bayfront.

The Plan recognizes that an enlarged cruise ship operation at 'B' Street Pier could put additional traffic demands on North Harbor Drive, thereby affecting the final cross section of the road (such

as adding an additional drive lane). The possible affects from an enlarged cruise ship operation are discussed below under Cruise Ship Terminal Expansion.

The Plan directs traffic from southbound North Harbor Drive to Pacific Highway via Grape Street by use of geometric improvements, such as curb placement, channelization, and signage, at the North Harbor/Grape Street intersection. The Plan proposes this improvement rather than realigning North Harbor Drive to pass through the Solar site (bounded by North Harbor Drive, Hawthorn Street, Pacific Highway, and Grape Street) because a realigned roadway would:

- Do little, if anything, to enhance traffic flow or orient motorists away from the bayfront that a proper geometric improvement at the existing intersection could not accomplish.
- Likely require the realignment of Hawthorne Street to intersect the realigned North Harbor Drive at a right angle, introducing a major four-way intersection at the water's edge.
- Be much more expensive than the Visionary Plan's proposal.
- Reduce, or eliminate, the economic vitality of the Solar site.
- Interrupt the Visionary Plan's "Riviera" concept of a clean, clearly defined edge along the bay consisting of a combination of street wall, street trees, and street furnishings.

The Plan recognizes that traffic control and geometric improvements may also be needed at the intersection of Pacific Highway and North Harbor Drive, at the south end of the North Embarcadero, to encourage through traffic to use Pacific Highway.

To enhance the carrying capacity of Pacific Highway, the Visionary Plan proposes that driveways be minimized along Pacific Highway and, instead, concentrated on east-west streets. Left turns along Pacific Highway are not permitted between intersections.

Traffic Congestion

Based on the roadway system described above and possible future development in the area, both roadways and intersections in the North Embarcadero are expected to function adequately. Figures 6.6 and 6.7 illustrate possible traffic flow and congestion in the North Embarcadero using land use densities defined in Chapter Four. The analysis of possible vehicular circulation patterns on the proposed roadway system assumed a development program of about 3,500 hotel rooms, three million SF of office, and 400,000 SF of commercial/retail and wholesale. It also included the growth of other development as proposed in the South Embarcadero.

An analysis of the impact of future development potential on roadway segments and intersections in the North Embarcadero is discussed below.

Roadway Congestion

Illustrated in Figure 6.7, selected roadway segments were analyzed using the following congestion categories:

- **Heavy:** the heavy congestion categorization is defined as an unstable flow with poor maneuverability.
- **Medium:** the medium congestion categorization is described as stable flow, moderate volumes, and noticeable restricted maneuverability.
- **Light:** the light congestion categorization is defined as light to moderate volumes with free to stable flow.

Future east-west streets within the North Embarcadero are expected to operate at a medium congestion categorization as well as alleviating some congestion from the existing roadway segments.

In general, the system of roadways in the North Embarcadero is expected to be able to function adequately. Although some street segments experience congestion when measured by daily traffic volumes to street capacity, a true indication of roadway conditions is determined by peak hour operations at arterial intersections (discussed below).

Intersection Congestion

Sixteen signalized intersections in the North Embarcadero were analyzed using congestion categories, different from the segment categories, as follows:

- **Heavy:** an unstable flow with lengthy delays exceeding 40 seconds. Most vehicles wait more than one green interval to clear intersection.
- **Medium:** a steady flow, in some cases delay approaches 30 seconds. Some vehicles entering the intersection may not clear during one green interval.
- **Light:** a steady flow with moderate delay (5 to 15 seconds). All vehicles entering intersection clear during one green interval.




Illustrated in Figure 6.7, all study intersections operate at or better than the medium congestion category, assuming limited improvements are completed.

For eight of the intersections (mainly along Pacific Highway), the analysis included minor improvements, such as dedicated right turn lanes or dual left turn lanes. The eight intersections are:

- Pacific Highway and Laurel Street
- Pacific Highway and Hawthorn Street
- Pacific Highway and Grape Street
- Pacific Highway and Cedar Street
- Pacific Highway and Ash Street
- Pacific Highway and Broadway
- North Harbor Drive and Ash Street
- Harbor Drive and Pacific Highway

A few higher volume intersections (included in the list above) could require improvements beyond the typical cross sections to allow them to function adequately.

Vehicular Circulation
Average Daily Traffic (ADT)

-  High (> 30,000 ADT)
-  Medium (15,000-30,000 ADT)
-  Low (<15,000 ADT)

0 100 500 1000'

Sasaki Associates, Inc. 1998

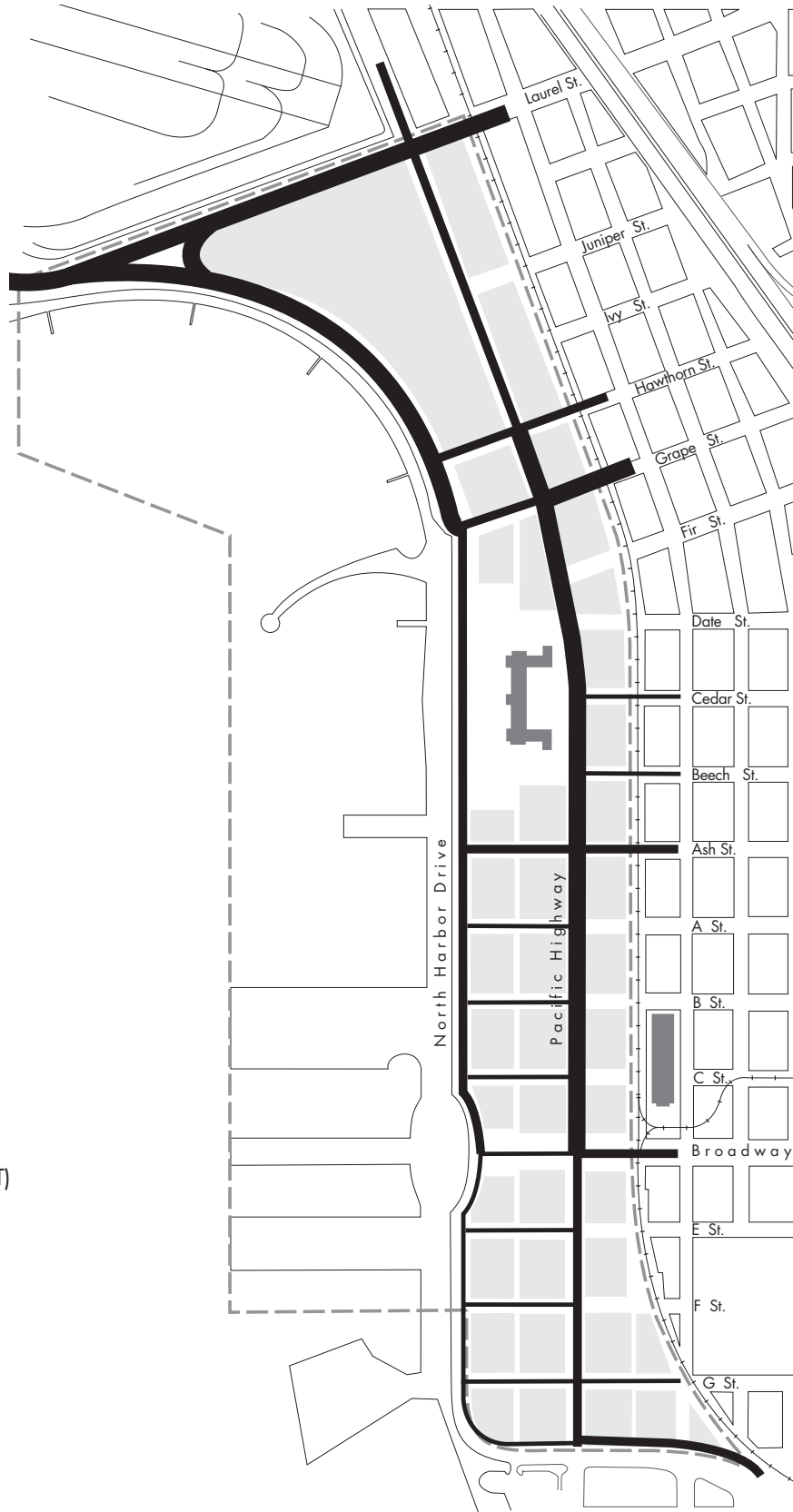


Figure 6.6
Anticipated Traffic Volumes

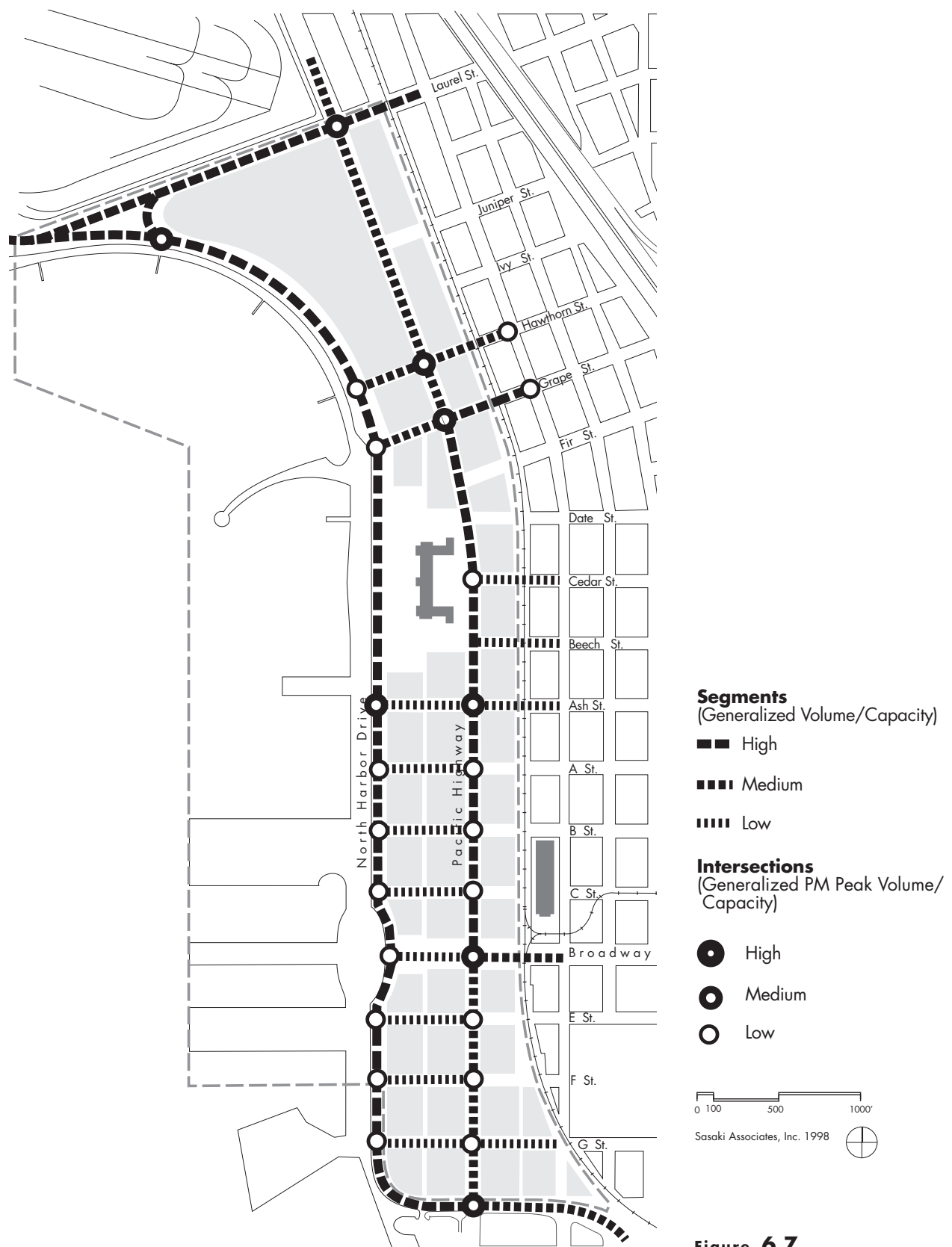


Figure 6.7
Anticipated Traffic Congestion

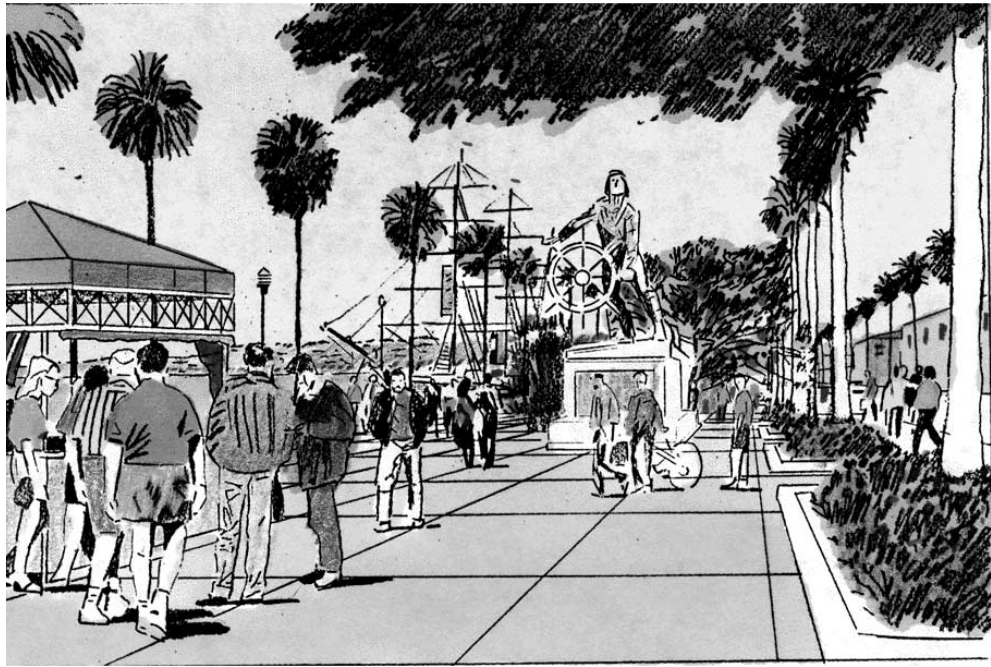
Cruise Ship Terminal Expansion

The Visionary Plan accommodates an expanded Homeport cruise ship terminal at 'B' Street Pier complete with customs and immigration facilities and full service capabilities. Such a facility requires additional service by trucks, buses, and taxis, generating additional traffic in the area of the pier. Circulation improvements to the area must balance the pedestrian-orientation of the area with the legitimate service needs of a cruise ship terminal.

The Plan recommends that an expanded cruise ship terminal include a wide apron (60- to 100-foot-wide) around the perimeter of the pier for loading and truck queuing, allowing for segregated and secure service access to cruise ships. Buses, shuttles, taxis, and private vehicles would use a separate central public zone in the middle of the pier. Parking could be accommodated on Lane Field across North Harbor Drive or, preferably, at a remote location away from the bayfront. Some short-term parking could be available on the pier itself.

In general, improvements to the area related to an expanded cruise ship terminal should carefully consider:

- Design improvements to 'B' Street pier that maximize vehicular stacking on the pier and off of North Harbor Drive.
- Use of new east-west streets, particularly 'B' Street, for stacking rather than North Harbor Drive if stacking must occur off-site (off of 'B' Street Pier).
- Use of Pacific Highway as much as possible for approaching traffic, before directing such traffic to North Harbor Drive and 'B' Street Pier.
- Use of the center lane on North Harbor Drive as a turn lane rather than a drive lane.
- Additional drive lane on North Harbor Drive, if necessary.



Bayfront Esplanade

7

FINANCING

The North Embarcadero Alliance Visionary Plan establishes a financing strategy and funding approach for implementing the proposed public improvements for the North Embarcadero.

FINANCING STRATEGY

The Visionary Plan outlines a financing strategy for implementing an estimated \$54 million program of public improvements, by five separate public entities (i.e. the Alliance members), that enhance the waterfront for the benefit of all citizens.

The financing strategy considers certain criteria to be critical in developing an approach to funding and implementation. These criteria are:

- Participation by both the public sector (Alliance members) and private interests that will benefit from implementation of the Visionary Plan.

In this chapter:

- Financing Strategy
- Elements and Costs of the Plan
- Funding Approach

- Fairness in the assignment of costs among Alliance members, with a clear relationship between financial responsibilities and the benefits received from implementation of the Plan.
- Predictability in respect to the costs that will be borne by each entity.
- Ability to fund key improvements in the near-term, with the implementation preceding rather than lagging development.

The financing strategy is based on an asset base concept for cost allocation of public improvements. Described below, the strategy of “cost sharing” by members of the Alliance for public improvements is preferred over a “revenue sharing” approach.

Asset Base Concept and Cost Sharing

The asset base concept for cost allocation appears to provide the most equitable and feasible approach to the funding of project activities by members of the North Embarcadero Alliance. The principal contributors to the Plan will be members of the Alliance.

The essence of this approach is the following:

- Members of the Alliance will fund obligations in proportion to their share of the total Asset Base of the North Embarcadero area.
- The Asset Base consists of all the principal real estate and non-real estate related assets of members of the North Embarcadero Alliance, inclusive of undeveloped land, income from leases and operating agreements, the value of occupied facilities (“in use” value), and the right to receive property tax, transient occupancy tax, and other sources of tax revenue.
- All of the values are expressed in constant 1998 dollars, with appropriate risk premiums placed on the receipt of future income.

Table 7.1 provides the text of the approach to financing that embodies the asset base concept. With this concept, members of the Alliance would fund project activities based on their respective shares of the asset base. There would be a periodic re-evaluation of the asset base for the assignment of future costs, based on changing market conditions. Private sector funding of Pacific Highway improvements would occur through an assessment district or reimbursement district. There would be an obligation on the part of public land lessors (Port and County) to require lessees to provide frontage improvements consistent with the Plan as part of the development of leasehold improvements.

Asset Base Allocation among Alliance Members

Based on an evaluation of the asset base for each Alliance member, the current asset base of members of the North Embarcadero Alliance is as follows:

<i>County</i>	\$37.9 million	(12.2%)
<i>City</i>	\$85.6 million	(27.6%)
<i>CCDC</i>	\$27.7 million	(8.9%)
<i>Navy</i>	\$48.0 million	(15.5%)
<i>Port</i>	\$111.0 million	(35.8%)

As noted above, the Navy’s share of the asset base is 15.5%. It appears that the Navy will not be a financial participant in the Plan due to limitations in the ability of the Federal Government to commit to fund project activities and undertake other project-related responsibilities. Due to limitations on the Navy’s ability to act, it is apparent that other Alliance members will need to fund the Navy’s share.

Without the participation of the Navy, the following are the percentage shares of the remaining asset base among Alliance members:

<i>County</i>	14.4%
<i>City</i>	32.7%
<i>CCDC</i>	10.6%
<i>Port</i>	42.3%

NORTH EMBARCADERO ALLIANCE SUGGESTED APPROACH TO FINANCING

1. The responsibility for funding Project Costs will be shared among Alliance members, based upon the Asset Base allocation, and the private sector. Asset Base allocation measures each Member's economic "stake" in the North Embarcadero area.
2. The current estimate of the Asset Base will apply to the distribution of Initial Costs. Future re-evaluations of the Asset Base will govern the distribution of Subsequent Costs.
3. In the event that improvements are implemented in phases, the Asset Base could be re-evaluated prior to the next phase of improvements. Precise definition of what triggers a re-evaluation is to be agreed upon as part of agreement documentation.
4. The private sector will fund its fair share of Pacific Highway improvements through an Assessment District or Reimbursement District. When their properties are developed, private property owners will be responsible for installing frontage improvements consistent with the Plan's requirements.
5. Public landowners will use maximum efforts to require lessees that are newly developing or renovating their leaseholds to install frontage and other improvements consistent with the Visionary Plan.

Project Costs

6. Project costs include the following:
 - Capital Improvements, consisting of Initial Improvements and Subsequent Improvements (see # 7-9 below),
 - Value diminution (if any) of property owned by Alliance members (see #10 below) and property acquisition (see # 11 below),
 - Provision of public parking, if any (see # 12 below),
 - On-going costs associated with the maintenance of public open space incurred by the public entity charged with maintaining that space, and
 - Soft costs associated with permitting and related costs, such as design and engineering expenses.
7. There will be a program for capital improvements consisting of both Initial Improvements and Subsequent Improvements if the Plan is implemented in phases.

Table 7.1

Suggested Approach to Financing

NORTH EMBARCADERO ALLIANCE SUGGESTED APPROACH TO FINANCING CONT'D

8. Initial Improvements will be placed in service prior to any specified level of new development. These improvements will be funded by Alliance members based on their respective shares of the Asset Base. The ability of members to fund their commitments, based upon an agreed-upon program of improvements, needs to be identified near-term. If one member cannot fund its commitment, a second member may agree to fund their share based on mutually agreeable financial arrangements, including a claim on future revenue (see below for separate discussion regarding the Navy).
9. Subsequent Improvements will be placed in service consistent with phasing agreed to by the Alliance members.
10. The value of property and/or development rights foregone by Alliance member(s) as a result of the Plan are Project Costs that will be reimbursed to affected member(s). Instances in which value diminution is claimed will be evaluated on a case-by-case basis taking into account, among other things, development economics and the regulatory feasibility of future development.
11. Public lands required for improvements to Pacific Highway and the foot of Broadway (at North Harbor Drive) shall be dedicated to the Plan. Private lands required for improvements will be a Project Cost and will be shared according to each Alliance member's share of the Asset Base.
12. In the Visionary Plan, public parking will be accommodated on-street and in large parking facilities either existing or provided by new commercial developments. The Visionary Plan proposes that developments in the North Embarcadero provide for their own parking needs, and that such (large) facilities be available for public parking if economically feasible. Additional public parking, if needed, will be a cost to the Plan.

Navy

13. The Navy can not be a financial participant in the Plan due to the Federal Government's limited ability to commit to funding project activities and to undertake other project-related responsibilities. As the Navy's holdings will be directly benefited by project activities, an accounting of the Navy's "fair share" based upon the same principles applicable to other Alliance members will be maintained (i.e., shadow accounting). That accounting will be made available to the City and/or other permitting entities when entitlements for development of the Navy's property are reviewed and renegotiated.

Revenue to Members of Alliance

14. Asset Base financing makes Alliance members whole in respect to any value diminution resulting from the Plan. Revenue that will be received by Alliance members will be equal to the revenue that would have been received without the Plan, with the key proviso that the effect of the Plan would enhance economic performance of the affected real estate, with higher values and income as a result.

Recognizing that activities of the Alliance will enhance the value of the Navy's Broadway Complex, it is recommended that a "shadow accounting" of the Navy's share of Alliance costs be maintained and that the accounting be made available to City negotiators when and if the Navy's entitlements for the Broadway Complex are re-negotiated. Re-negotiation could occur in several years if a lease to a developer of the Navy's property is not conveyed.

Revenue Sharing

The Asset Base concept is for cost allocation among Alliance members, not for the sharing of revenue.

A revenue sharing approach was considered whereby revenues from North Embarcadero would be shared by Alliance members. This approach appeared problematical for several related reasons:

- Revenue-sharing is inconsistent with operating procedures of various Alliance entities.
- There is strong reluctance to share proceeds from property tax, transient occupancy tax, land leases, and other sources with other entities of government.
- The revenue-sharing concept, if meaningful, would not be revenue-neutral: there would be net "winners" and "losers".
- Revenue-sharing does not solve the question of how improvements will be funded.

ELEMENTS AND COSTS OF THE PLAN

The Visionary Plan identifies the composite elements associated with public improvements to the North Embarcadero and their associated costs.

Elements of the Plan

Described in more detail below, elements of the Plan include the following:

1. Capital improvements
2. Property acquisition and compensation for diminution in value of property owned by Alliance members
3. Replacement of public parking (if required)
4. Maintenance of public improvements
5. Processing and indirect costs

1. Capital Improvements

Estimated to cost approximately \$37.7 million, the capital improvements for the North Embarcadero consist of the basic elements listed below. Table 7.2, in association with Figure 7.1, describe and illustrate the capital improvements in more detail.

Bayfront Esplanade *\$12.4 million*

This includes a 25±-foot-wide (Laurel to Grape Streets) and a 100±-foot-wide esplanade (Grape to 'G' Streets) with paving, planting, lighting, street furniture, and cantilevered walkway (where needed).

North Harbor Drive *\$6.8 million*






This includes repositioning North Harbor Drive to the east edge of the existing 200-foot-wide right-of-way and installing new gutters, curbs, sidewalks, and street furniture.

In-Bay Improvements *\$12.3 million*

This includes new viewing platforms at the "crescent"; removal of the existing Grape Street Piers and replacement with new public access pier and boat dock, with new paving, lighting, and furniture; new terrace at the County Building, along the bulkhead, with new paving, lighting, and furniture; new floating access pier in front of terrace at the County Building; and improvements to Broadway Pier including paving, planting, lighting, and furniture.

Pacific Highway Improvements *\$4.1 million*

This includes resurfacing the road and median, and installing new sidewalks, lighting, and street and median trees from Laurel to Market Streets. Cost does not include traffic signals/controls.

-  North Harbor Drive Roadway and Sidewalk (Items A, B, and C)
-  Bayfront Esplanade (Items D, E, F, G, H, I, and J)
-  In-Bay Improvements (Items H, I, J, and K)
-  East/West Linkages to Broadway (Item L)
-  Pacific Hwy (Items M and N)

Note: Letters refer to Table 7.2

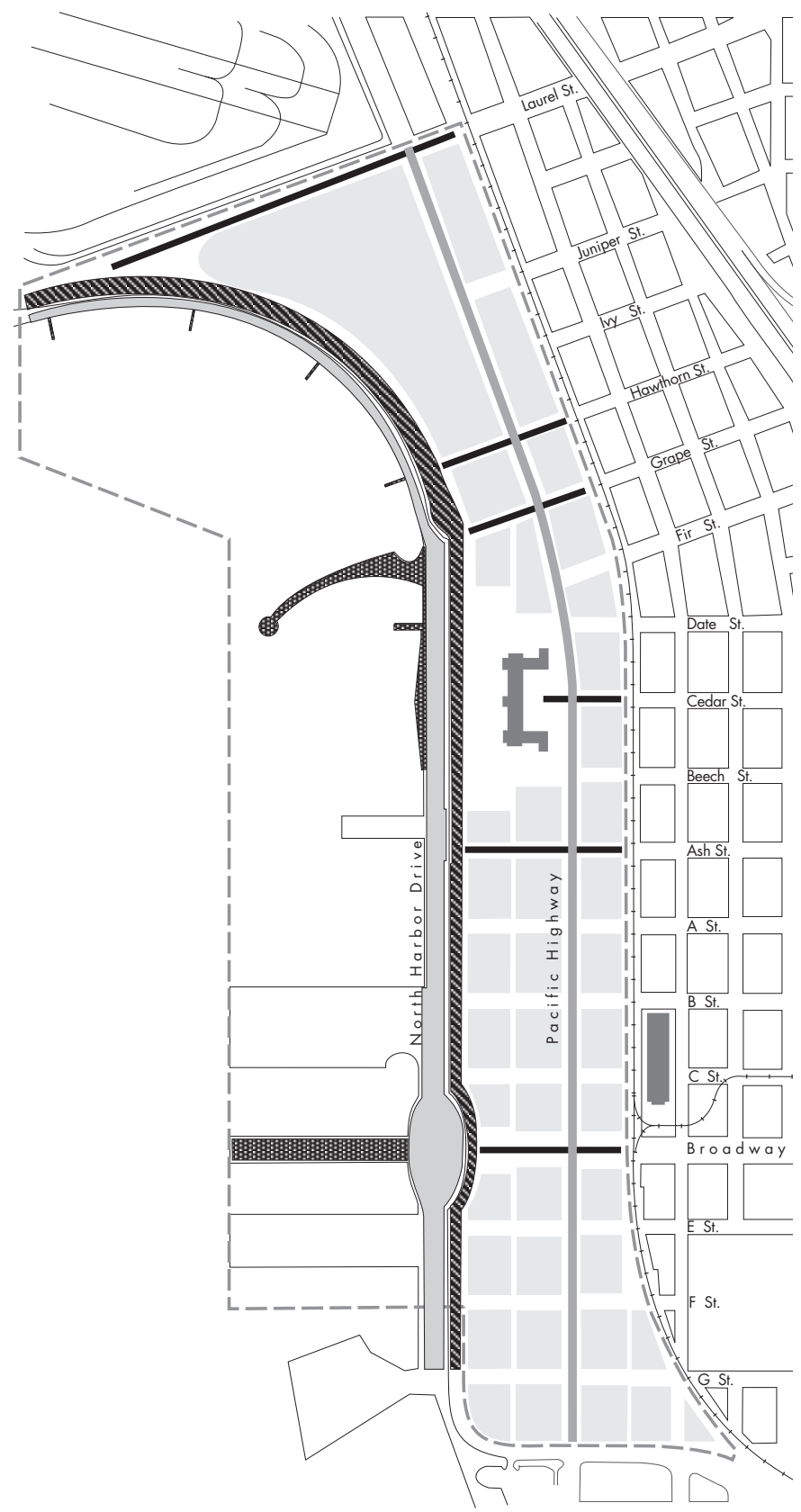
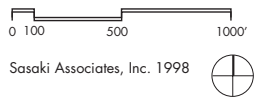


Figure 7.1
Public Improvements

Estimate of Costs for Public Improvements
North Embarcadero Alliance Visionary Plan
November 1998

Item	Area	SF/LF	Unit	Subtotal	Notes
Bayfront/ Harbor Drive Improvements					
A1	North Harbor Drive Road: Hawthorn to Pacific Hwy	253,750	SF	\$ 2,370,000	Repaired roadway; new gutter and curbs
A2	North Harbor Drive Road: Foot of Broadway (Phase 2)	18,250	SF	\$ 180,000	Repaired roadway; new gutter and curbs
B	North Harbor Drive Sidewalk: Laurel to Hawthorn	12,600	SF	\$ 300,000	Street trees - two rows 50' OC.
C1	North Harbor Drive Sidewalk: Hawthorn to Pacific Hwy	150,600	SF	\$ 3,550,000	Sidewalk - 20' and 10'; street lighting; street trees
C2	North Harbor Drive Sidewalk: Foot of Broadway (Phase 2)	17,400	SF	\$ 390,000	Sidewalk - 20' and 10'; street lighting; street trees
D	Bayfront Esplanade: Laurel to Hawthorn	72,510	SF	\$ 2,510,000	Paving; planting; lighting; furniture; cantilevered walkway
E	Bayfront Esplanade: Hawthorn to Ash	226,000	SF	\$ 3,270,000	Paving; planting; lighting; furniture
F1	Bayfront Esplanade: Ash to 'F' Street (Incl. Foot of Broadway)	314,200	SF	\$ 6,190,000	Paving; planting; lighting; furniture
F2	Bayfront Esplanade: Foot of Broadway (Phase 2)	13,900	SF	\$ 250,000	Paving; planting; lighting; furniture
G	Bayfront Esplanade: 'F' Street to 'G' Street	7,500	SF	\$ 200,000	Paving; planting; lighting; furniture
	Total			\$ 19,210,000	
In-Bay Improvements					
H	Viewing piers at Crescent	6,000	SF	\$ 750,000	New viewing platforms (four)
I1	New Grape Street Pier	30,000	SF	\$ 4,700,000	New pier; paving; lighting; furniture
I2	Public Access pier at Grape Street Pier	12,000	SF	\$ 450,000	New public boat dock; excursion/ferry boat dock
I3	Removal of Existing Grape Street Piers	42,000	SF	\$ 770,000	Removal and treatment of contaminated material not included
I4	Wave Screen	800	LF	\$ 600,000	Protection for boat dock
J1	Terrace at County Bldg.	10,000	SF	\$ 1,250,000	New terrace along bulkhead; paving; lighting; furniture
J2	Public Access Pier at County Bldg.	18,000	SF	\$ 675,000	New floating access pier at water's edge
K	Broadway Pier Improvements	125,000	SF	\$ 3,125,000	Paving; planting; lighting; furniture
	Total			\$ 12,320,000	
Street Improvements					
L	E/W Linkages: Hawthorn, Grape, Ash, Cedar, and Broadway	226,000	SF	\$ 1,370,000	Road resurface; sidewalk paving; lighting; street trees; furniture
M	Pacific Highway Sidewalk: Laurel to Market	168,000	SF	\$ 2,400,000	Paving; lighting; street trees
N	Pacific Highway Roadway: Laurel to Market	468,000	SF	\$ 1,700,000	Rd resurface; median with trees; traffic control/signals not incl.
	Total			\$ 5,470,000	
Signage					
X	Signage: Wayfinding			\$ 740,000	2% of total construction costs
	TOTAL			\$ 37,740,000	

Table 7.2

Estimate of Costs for Public Improvements

East-West Linkages \$1.4 million

This includes resurfacing the road and installing new sidewalks, lighting, street trees, and furniture on Broadway, Hawthorn, Grape, Cedar, and Ash Streets.

Signage \$0.7 million

This includes installing a way-finding system.

TOTAL **\$37.7 million**

An additional cost, equal to 15% of the costs above, covers design, engineering, and other related expenses. This additional cost is described below under Processing and Indirect Costs.

2. Property Acquisition/Value Diminution

To implement Pacific Highway improvements, it will be necessary to acquire land currently owned by the Port, County, Navy, and private property owners (see Figure 7.2). The land currently owned by the Port, County, and Navy will be dedicated; private property will be purchased. If the land were valued at \$100/SF, the cost that would be assigned to the Plan to purchase private property would be approximately \$810,000. The land acquisition costs will be borne by each member of the Alliance according to their share of the asset base. An appraisal of property will ultimately be required.

Improvements to North Harbor Drive at Broadway will also require land currently owned by the Port and Navy. This land will be dedicated to the Plan rather than purchased.

In addition, any diminution in asset value of members of the Alliance would be regarded as a cost of the Plan (to be allocated among Alliance members). In this regard, the proposed elimination of the existing Grape Street Piers, and their replacement by a new pier that serves non-commercial public purposes, will result in the loss to the Port of the ability to cover approximately 40,000 square feet of water area with commercial uses. At a value for submerged lands equal to 25% of the value of equivalent land area, the loss in value to the Port is estimated at \$1 million.

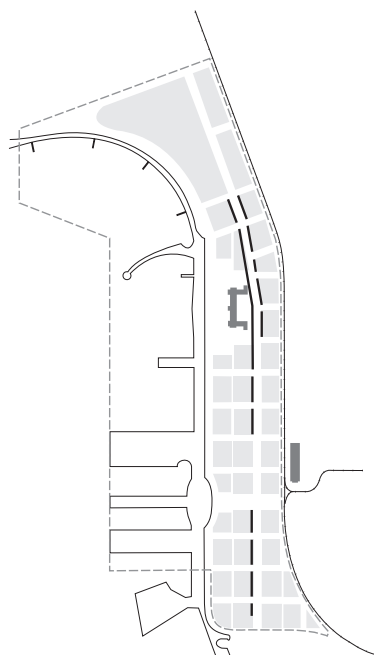


Figure 7.2
Land Needed for Pacific Highway Improvements

Based on detailed consideration of all other elements of the Plan, there do not appear to be any other situations in which the Plan would require additional acquisition or result in a diminution of value of property that is controlled by members of the North Embarcadero Alliance.

3. Public Parking

Public parking will be accommodated on-street and in large parking facilities either existing or provided by new commercial developments. The Visionary Plan proposes that developments in the North Embarcadero provide for their own parking needs and that such facilities be available for public parking, if economically feasible. If additional public parking is determined to be necessary, the cost to produce the public parking will be a cost of the Plan.

4. Maintenance of Public Improvements

A recurring cost of approximately \$100,000 per year has been identified for the maintenance of the Esplanade, based on unit costs provided by the City in connection with maintenance of the Martin Luther King Promenade. The capitalized value of the obligation to maintain the Esplanade is estimated at \$2 million. The required funding of this obligation (most likely to the Port, which would maintain the improvements) could be periodically reviewed to ascertain actual costs.

5. Processing and Indirect Costs

The cost of processing the project EIR and amendment of the Local Coastal Plan (LCP) is estimated at \$500,000. The estimate for indirect costs such as design, engineering, contract administration, inspection, and review is estimated at \$5,700,000 or approximately 15% of the capital improvement costs. The estimated cost for bond issuance is \$1,000,000.

Summary of Estimated Costs

Summarized below and in Table 7.3, the overall estimated costs of the Plan is approximately \$54 million. It breaks down as follows:

<i>Public Improvements</i>	\$37.7 Million
<i>Property Acquisition/Value Diminution</i>	\$1.8 Million
<i>Contingency/Public Parking</i>	\$5.3 Million
<i>Esplanade Maintenance</i>	\$2.0 Million
<i>Processing - EIR/LCP</i>	\$0.5 Million
<i>Indirect Costs/Bond Issuance</i>	\$6.7 Million
Total	\$54 Million

The Plan proposes that improvements be implemented at the front end for several reasons:

- To set the framework for high quality future development.
- To minimize disruption from continuous construction activities.
- To create cost efficiencies.

Cost Assignment

Funding for improvements to the North Embarcadero would be by contributions from Alliance members based on their respective share of the asset base. Such contributions could be in cash or through a bond measure, with debt service reflective of the asset base of each Alliance member.

In addition, Pacific Highway improvements could be funded through an assessment district or reimbursement district in which both private property owners and members of the Alliance would be participants. Cost allocation could be determined by an assessment engineer retained by the Alliance.

FUNDING APPROACH

The components of the Plan that must be funded either in cash or through a financing mechanism, such as bonds, are capital improvements; land acquisition/value diminution; contingency items such as public parking (if any); maintenance; and indirect costs for such items as design, engineering, bond issuance, and

NORTH EMBARCADERO ALLIANCE
VISIONARY PLAN
ESTIMATED DEVELOPMENT COSTS
(000's)

Cost Elements	Public Improvements (1)	Property Acquisition/Value Loss (2)	Public Parking	Explanade Maintenance (3)	Permits/Processing	Total
Public Improvements						
North Harbor Drive Roadway	\$ 2,370					\$ 2,370
North Harbor Drive: Laurel to Hawthorn	\$ 300					\$ 300
North Harbor Drive: Broadway	\$ 570					\$ 570
North Harbor Drive Sidewalks	\$ 3,550					\$ 3,550
Bayfront Esplanade	\$ 12,420					\$ 12,420
In-Bay - Terrace at County Building	\$ 1,250					\$ 1,250
In-Bay - Public Access Pier At County Bldg.	\$ 675					\$ 675
In-Bay - Broadway Pier Improvements	\$ 3,125					\$ 3,125
Various In-Bay Improvements	\$ 7,270					\$ 7,270
Pacific Highway Improvements	\$ 4,098					\$ 4,098
E/W Linkages	\$ 1,370					\$ 1,370
Signage	\$ 740					\$ 740
Subtotal	\$ 37,738					\$ 37,738
Property Acquisition/Value Diminution						
Port - Grape Street Pier (Water Area)		\$ 1,000				\$ 1,000
Private Land - Pacific Highway		\$ 810				\$ 810
Subtotal		\$ 1,810				\$ 1,810
Public Parking						
Contingency			\$ 5,250			\$ 5,250
Explanade Maintenance						
Reimbursement to Port			\$ 2,000			\$ 2,000
Permits/Processing						
ER and LCP Amendment					\$ 500	\$ 500
TOTAL	\$ 37,738	\$ 1,810	\$ 5,250	\$ 2,000	\$ 500	\$ 47,298
Soft Costs: Design, Engineering and Bond Issuance Fee(s) (4)						
					\$ 6,600	\$ 6,600
GRAND TOTAL						
Or Say (Rounded)					\$ 53,898	\$ 53,898
					\$ 53,900	\$ 53,900

Notes:
(1) Per Saaki Associates, 6/5/98
(2) In this analysis, land is valued at \$100/SF while submerged land is valued at \$25/SF. Port's submerged lands (i.e. existing Grape Street piers) equal 40,000 SF, while Private lands equal 8,100 SF. (Navy, County and Port will dedicate other public lands along Pacific Highway and Harbor Drive).
(3) Based on expense to city of maintaining Martin Luther King Promenade, capitalizing annual amount of \$100,000. Actual costs would be subject to rebook based upon agreed time frame.
(4) Soft Costs/Indirect Costs are 15% of Capital Improvements plus Design/Engineering costs for plan area.

Table 7.3
Estimated Development Costs

processing. Approximately 9% of the total amount of \$54 million or \$4.9 million is for Pacific Highway and consists of capital improvements and land acquisition. The balance or \$49 million is for improvements and related costs in the project area other than Pacific Highway.

There are essentially two approaches for funding these improvements and related costs: the "cash basis" or the "public financing basis".

Cash Basis

Under the cash basis approach, each member of the Alliance would budget their respective portion of the total cost in a future year's Capital Improvement Program (CIP). Table 7.4 shows the breakdown of each member of the Alliance's percentage of the asset base and allocated dollar amount of improvement costs. The table also details each member's share with and without the Navy.

Under the cash-basis, the members of the Alliance would enter into a Memorandum of Understanding (MOU) and designate one of the Alliance members to act as the contract administrator for the public improvement project. When the design and environmental documentation is completed and funds have been deposited in a special construction account, the improvement project could be publicly bid.

Assessment District/Reimbursement District

The Visionary Plan proposes improvements, including beautification and selected widening, of Pacific Highway from Laurel Street to Market Street. The eastern portion of the project area along Pacific highway is owned by numerous private owners. Improvements made to Pacific Highway will benefit private property owners and enhance their property values. Therefore, it seems appropriate that these private property owners should bear a fair share allocation of the cost of improvements closest to their property. The west side of Pacific Highway is owned by the Navy, the Port, and the County.

Allocation of Plan Cost(s)

Cash Basis

Alliance Member Distribution Total (1) : \$53,952,951					
	12%	6,474,354	14%	7,553,413	(1,079,059)
County	28%	15,106,826	33%	17,804,474	(2,697,648)
City	9%	4,855,766	11%	5,934,825	(1,079,059)
CCDC	15%	8,092,943	0%	-	-
Navy	3.6%	19,423,062	4.2%	22,660,239	(3,237,177)
Port	100%	\$53,952,951	100%	\$53,952,951	(\$8,092,943)
Total:		\$54,000,000		\$54,000,000	
Total (Rounded):					

(1) Based on Sasaki Associates, Inc. "North Embarcadero Alliance Visionary Plan" Costs.

(2) Carrying/Financing costs, if applicable, have not been incorporated.

Table 7.4

Cash Basis — Allocation of Plan Cost(s)

Property acquisition is proposed for private property north of Catellus's holdings on the east side of Pacific Highway. Property on the west side of the street, all publicly owned, will be contributed by the respective public entities.

Pursuant to Proposition 218, infrastructure improvements can be paid for through a municipal assessment district or reimbursement district, with all private interests bearing their portion of the cost in relation to their percentage of ownership of land fronting on the street to be improved. Conceptually, the capital improvement, land acquisition, indirect, and financing costs could be divided according to ownership for the private owners and pursuant to the asset base for the public sector owners.

This discussion is simply conceptual at this juncture. Before bonds are sold, the City will be required to retain a financing consultant, assessment engineer, bond counsel, and underwriter.

Public Financing Basis

Under the public financing basis, the process becomes more complicated. Each Alliance member would be responsible for a pro-rata portion of the indebtedness. This approach reduces the amount of cash that each member must allocate each year. However, it raises numerous issues related to each member's contractual responsibility for their pro-rata portion of debt service, which Alliance member would be the issuing entity of the bonds, and the potential voting requirements for some of the members.

Table 7.5 shows the cost breakdown using the public financing approach. The table shows each member of the Alliance's percentage of the asset base, allocated dollar amount of improvement costs, and portion of the indebtedness.

There are numerous approaches for financing the non-assessment or non-reimbursement district portions of the improvements. For simplicity, two approaches are discussed: Joint Powers Authority bonds and infrastructure bonds sold by one of the Alliance members. It should be understood that neither approach is advocated above the other.

Table 7.5

Public Finance Basis — Allocation of Plan Cost(s)

	Allocation of Plan Cost(s)					
	Development Costs With Navy	Development Costs Without Navy				
	Asset Base (%)	Allocated Amount	Annual DS Payment (2) [Rounded]	Asset Base (%)	Allocated Amount	Annual DS Payment (2) [Rounded]
County						
City	12%	6,474,354	570,000	14%	7,553,413	660,000
CCDC	28%	15,106,826	1,320,000	33%	17,804,474	1,560,000
Navy	9%	4,855,766	420,000	11%	5,934,825	520,000
Port	15%	8,092,943	710,000	0%	-	-
	36%	19,423,062	1,700,000	42%	22,660,239	1,980,000
	100%	\$53,952,951	\$4,720,000	100%	\$53,952,951	\$4,720,000
Total:		\$54,000,000			\$54,000,000	
Total (Rounded):						

"Cost of the Plan"

(1) Based on Sasaki Associates, Inc. "North Embarcadero Alliance Visionary Plan" Costs.
 (2) Debt Terms: 25 year Amortization @ 6.0% Interest; 3.0% Issuance Fee; One Year Reserve Fund (based upon "Allocated Amount").

Joint Powers Authority Bonds

Joint Powers Authority (JPA) bonds are often used to fund public facilities and infrastructure when multiple public entities are involved. In this instance, a JPA could be created by two or more members of the Alliance. Each member of the JPA would agree in a binding agreement to bear their pro-rata portion of the debt service on bonds sold for design and construction of the improvements. The method of calculating each member's portion of the indebtedness would be their percentage of the asset base. All improvements could be financed in this manner at one time, thereby taking advantage of low interest rates and the positive impact that the new improvements would have in the project area. The Alliance may decide to include the assessment district or reimbursement district portion in the JPA financing and later establish the assessment district or reimbursement district in order to assess the benefiting private property owners.

Infrastructure Bond Financing

In the event that members of the Alliance elect not to use the JPA financing vehicle, infrastructure bonds could be sold. However, one of the Alliance members must be willing to be the issuing entity. Also, there is a structuring difficulty involving each member's ability to make multi-year commitments for debt service. The City and the County have the most difficulty with this aspect.

For illustrative purposes, the Port could agree to be the issuing entity of the bonds. The important aspect to resolve then would be how the Port could secure legally binding agreements with each of the other members of the Alliance, thereby ensuring that the other Alliance members bear their pro-rata share of the indebtedness during the term of the financing.

The Port can enter into multi-year obligations. However the City and the County cannot enter into such agreements unless they are structured as leases or have received an affirmative vote. For example, one approach could be for the Port to issue the infrastructure bonds and the County to bear their portion of the cost, in a cash payment in lieu of debt service, in the year that the bonds are sold.

The Agency represented by CCDC could contract for the Agency's share and for the City's share of costs. For example, the Agency and the City could enter into a Cooperation

Agreement, with the Agency paying the City's share over the term of the financing from any Agency revenues received in the project area or from other funds.

The Alliance should understand that an assessment district or a reimbursement district is a potential method for having the private property owners pay their pro-rata portion of the costs of a project that will enhance their property values. It is also important for the Alliance to receive the benefit of the lowest possible interest rate on bonds sold for construction of the improvements.

Therefore, the suggested approach is for the Alliance to use either of the financing methods outlined in this chapter for the total cost of the project and later establish the assessment district or reimbursement district, with private property owners paying their pro-rata portion of the costs as a means of reimbursement to the Alliance. In other words, the Alliance will fund all of the costs initially in order to keep total costs of the project down.

Attorneys and representatives of all Alliance members, except the Navy, have met with bond counsel and have tentatively agreed that the most feasible approach for funding all improvements would be the public financing approach. The most feasible bond structures would be Joint Powers Authority bonds or infrastructure bonds sold by one of the Alliance members. These structures would be well received in the marketplace. The Alliance will need to take the following steps:

- Amend MOU for implementation.
- Determine which member of the Alliance will be the manager or administrator.
- Determine which member of the Alliance will be the lead agency for the EIR.
- Proceed with retention of bond counsel and underwriter.
- Proceed with a process for due diligence, refinement of the allocation of costs and revenues, and further design of the improvements to be constructed.
- Negotiate agreement with the Navy for payment of the Navy's portions of the costs.



County Administration Building and Environs

8

IMPLEMENTATION

The North Embarcadero Alliance Visionary Plan recommends a strategy for the Plan's implementation. The following discussion outlines the recommendations, implementation considerations, implementation approach, Memorandum of Understanding elements, timing of implementation, and other considerations.

SUMMARY OF RECOMMENDATIONS

The strategy for implementation is one in which members of the Alliance work collaboratively whenever possible to implement the Plan.

Initially, members of the Alliance Steering Committee work together to secure conceptual approval of the Visionary Plan from their respective agencies. Once approval is secured, the City and the Port amend their respective land and water use plans to make them consistent with the Visionary Plan. These plan amendments

In this chapter:

- Summary of Recommendations
- Implementation Considerations
- Implementation Approach
- Memorandum of Understanding (MOU) Elements
- Timing of Implementation
- Other Considerations

would constitute the discretionary actions requiring California Environmental Quality Act (CEQA) compliance, which could be accomplished by a programmatic EIR prepared jointly by the City and the Port. The City and Port would also concurrently process amendments to their respective Coastal Act compliance plans.

A Memorandum of Understanding (MOU), signed by all members of the Alliance at the time of the Visionary Plan approval, would broadly define agency roles and responsibilities.

IMPLEMENTATION CONSIDERATIONS

Unified vs. Individual Jurisdiction Approach

In implementing the North Embarcadero Alliance Visionary Plan, jurisdictions/agencies can proceed individually or collectively. The Plan recommends a collective or unified approach because it:

- Carries forward the cooperative themes established through the Alliance.
- Improves funding and long-term implementation potential simply because of five jurisdictions support.
- Enhances consistency in Plan implementation.
- Creates inter-jurisdictional linkages that provide a framework for later, mid-course corrections.

Environmental Review Process

Inherent in the adoption and implementation of the Visionary Plan is the need for environmental evaluation in compliance with CEQA.

As a general rule, the specific type of environmental evaluation triggered by each stage in the implementation of the Visionary Plan should be consistent with the certainty and detail of develop-

ment available at that point. Thus, the Visionary Plan should be conceptually endorsed initially by the Steering Group and individual member jurisdictions.

Conceptual endorsement does not constitute an action requiring CEQA compliance because its purpose is to describe a "project" that would then be addressed in a subsequent, programmatic, plan-level CEQA document.

A CEQA document should be prepared when the Port and the City are changing their plans to make them consistent with the Visionary Plan. The most likely environmental document to be prepared at that time is a single programmatic CEQA analysis. The programmatic EIR should be prepared jointly by the City and the Port, since the Plan encompasses these two land use jurisdictions and implementation requires their cooperation and coordination.

The programmatic EIR would address the separate land and, in the case of the Port, water use issues, and the cumulative impacts of plan implementation. Analysis would be at the plan level, addressing proposed types and intensity of land and water uses and the public improvement program. Known individual development projects in the North Embarcadero planning area could either be addressed on a project specific basis in this same document or as known future projects in the required cumulative analysis. This allows separate projects to proceed individually on their own time frames.

Regulatory Responsibility

While the Alliance is made up of the City, CCDC, the Port, the Navy, and the County, principal land use regulatory authority within the North Embarcadero study area rests with two entities: the Port District and CCDC (i.e. the City of San Diego has delegated land use and development authority in Centre City to CCDC).

Funding/Financing

All of the North Embarcadero financing approaches currently under consideration by the Alliance fit within the recommended implementation strategy.

IMPLEMENTATION APPROACH

1. Endorsement of Visionary Plan by Alliance Steering Committee

This first step in the implementation process is meant to show solidarity for the Visionary Plan. Endorsement includes the entire plan - which means the overall land/water use program as well as elements on urban design, circulation, parking, public access, public improvements, implementation strategy, etc. By "endorsing" rather than "adopting" the Plan, no entitlements are granted and thus no environmental review is necessary.

2. Agreement on a Memorandum of Understanding (MOU)

To be signed by all cooperating Alliance jurisdictions and agencies, an MOU should identify the common understanding of how implementation will occur.

It must respect the limits of authority of the various signatories and the variation in agency involvement. For that reason, it must be general in nature and avoid the specifics and details which will only be known in the future, and therefore must be the subject of future, separate agreements.

The recommended elements of the MOU are discussed below.

3. Endorsement of Visionary Plan and MOU by Alliance Member Agencies

The San Diego City Council, the Board of CCDC, the Board of Port Commissioners, and the County Board of Supervisors would each vote their support for the Visionary Plan and the MOU. Presentations to each agency could be made by representatives from all member agencies.

Through this process, jurisdictions not only agree to a single vision for North Embarcadero, they are also formally agreeing on what constitutes "The Project" as it may subsequently be defined in an environmental document. Environmental analysis is not required for this endorsement because no entitlements are being granted and no "Project" is being approved. Request for approval of the MOU would also occur at this time.

4. Revision to Member Agencies Plans/Policies

The Port and the City of San Diego would review and modify existing adopted plans, standards, and/or policies to bring them into conformance with the Visionary Plan. The Port plan most likely to change is the Centre City Embarcadero Precise Plan of the Port Master Plan. City plans likely to change include the Centre City Community Plan, Centre City Redevelopment Project Plan, Centre City Planned District Ordinance, Streetscape Manual, and others.

5. Preparation of Environmental Analyses

As discussed earlier, compliance with CEQA will be required by the City and the Port as a result of the discretionary actions needed to amend their respective plans to reflect the Visionary Plan.

The City and the Port coordinate preparation of a programmatic EIR, the nature of which presumes there will be subsequent project-level environmental reviews for specific projects. The programmatic EIR focuses on major planning level issues: land use, waterside uses, density/intensity, public improvements, circulation, and parking.

6. Processing of Plans/Policies, Environmental Analyses, Local Coastal Plan Amendments

As a matter of course, a section of the EIR will identify and assess the impacts of the revisions required for the respective Coastal Act considerations for the Port Master Plan and Centre City Local Coastal Program (LCP).

Adoption of the amended plans and certification of the EIR by the Port and the City will be followed by approval of the respective plan amendments by the Coastal Commission. Because of different review standards, each agency initiates action separately: the Port Master Plan amendment will be submitted as a distinct application from the City of San Diego's Local Coastal Program (LCP) amendment (if required)

MEMORANDUM OF UNDERSTANDING (MOU) ELEMENTS

Initially, the MOU document should describe the background and rationale for the agreement, potentially including: background of the formulation of the Alliance; description of the Alliance members; area of jurisdiction; development potential and major projects contemplated; anticipated tax increment and TOT generation; and public involvement in the process such as number of meetings, etc.

Subsequently, the MOU should:

- Describe the Visionary Plan and what it portrays and accomplishes, including guiding the further planning and environmental efforts of the Port, City, CCDC, and County.
- Describe the significant public improvements contemplated. This statement should be very general and highly conceptual, in as much as specific design and funding will be addressed in later documents.
- Describe the responsibilities of the various parties (Navy, County, City, Port and CCDC) for:
 - Plan amendments and environmental review,
 - Public improvements (possibly,
 - Imposition of improvement and dedication requirements on tenants, and
 - Imposition of requirements on development authorizations granted by the jurisdictions.
- Provide a general concept statement of cost sharing and the idea of making parties whole.
- Discuss the possibility of future agreements between various parties to effect the implementation of the Memorandum, such as City/Port, City/County, Navy/CCDC, etc.

- Describe a mechanism to assure that all Alliance members comply with the recommendations of the Visionary Plan. Specifically, there should be either multi-lateral or bi-lateral agreements that give agencies review and comment or, preferably, review and approval of plan and project proposals.

The MOU should reflect agreement that changes to future plans should be accomplished through separate agreements reached between affected agencies.

TIMING OF IMPLEMENTATION

Following endorsement of the Visionary Plan and MOU by Alliance member jurisdictions/agencies, it should be anticipated that revision of individual plans to make them consistent with the Visionary Plan, as well as the preparation/processing of associated environmental documents, will take approximately 12 to 18 months.

Thereafter, processing the Local Coastal Plan amendments through the Coastal Commission could take another three to five months.

This timing assumes that work associated with the Visionary Plan is given a priority status at both the City and the Port, and that Coastal Commission staff reacts favorably to the Plan.

OTHER CONSIDERATIONS

Concurrent Processing

During the process of implementing the North Embarcadero Visionary Plan, specific development projects may be proposed within the North Embarcadero planning area. In these instances, the specific development project(s) should be evaluated against the design standards recommended in the Visionary Plan and/or as further refined by the City and the Port, to provide an idea of the variation, if any, between the proposal and the Visionary Plan. Such projects should be encouraged to be consistent with the Visionary Plan. Any environmental analysis would occur at the project level.

Similarly, the City, CCDC, and Catellus should consider mutually agreeable modifications to Catellus’s development rights in order for the Catellus project to be more consistent with the Visionary Plan.

The high probability of new projects being proposed in the near-term for the North Embarcadero underscores the importance of rapid implementation of the Plan.

Variation with Navy Broadway Complex

The Visionary Plan and the 1992 Broadway Complex Development Plan are generally consistent with one another. However, the two differ in some aspects, particularly in the configuration of the proposed open space at the foot of Broadway.

The discrepancy does not inhibit moving forward on the Plan since the issue will be resolved in the course of implementation.

At the time the LCP is evaluated by the Coastal Commission, the subject of the Navy footprint will be considered. At that time, the rationale for a smaller Broadway plaza can be made in the context of the overall North Embarcadero Visionary Plan public facilities/public access discussions.



Community Workshop

ACKNOWLEDGEMENTS

The North Embarcadero Alliance Visionary Plan is the result of a collaborative effort among citizens of San Diego, the five Alliance members, and the consultant team. The Visionary Plan acknowledges the contributions of the following individuals.

Centre City Development Corporation (CCDC)

Peter Q. Davis, Chairman
 Peter J. Hall, President and Chief Operating Officer
 Frank Alessi, Vice President and Chief Financial Officer
 Walter S. Rask, Manager, Architecture and Planning

City of San Diego

Susan Golding, Mayor
 Byron Wear, Deputy Mayor
 Thomas T. Story, ASLA, AICP, Deputy Director
 Lesley Henegar, Senior Urban Designer
 Precilla Dugard, Head Deputy City Attorney
 Doug Humphreys, Deputy City Attorney

County of San Diego

Greg Cox, Chairman, District 1, County Board of Supervisors
 Pam Slater, Supervisor, District 3, County Board of Supervisors
 Lawrence B. Prior III, Chief Administrative Officer
 John Weil, Chief of Staff
 Brice Bossler, Policy Advisor
 Helen N. Robbins-Meyer, Deputy Chief Administrative Officer
 John A. Miller, Director, Department of General Services
 William J. Kelly, Chief Financial Officer/Auditor and Controller (Acting)
 Gary Pryor, Director, Department of Planning and Land Use
 Nick Marinovich, Capital Project Coordinator, Department of General
 Services
 Lucy Franck, CAO Staff Officer
 William Smith, County Counsel

San Diego Unified Port District

Michael McDade, Commissioner
 Lawrence M. Killeen, Executive Director
 Wayne Lindquist, Deputy Executive Director
 Dan Wilkens, Senior Director, Strategic Planning Services
 Ralph Hicks, Director, Land Use Planning and Special Projects
 Tom Morgan, Senior Director, Real Estate Operations
 Rita Vandergaw, Director, Marketing and Public Relations
 Melissa Mailander, Environmental Review Coordinator
 Karen Weyman, Senior Asset Manager

United States Navy

V. Z. Froman, Rear Admiral, USN, Commander Naval Base San Diego
 Brian Rollins, Captain, USN, Chief of Staff, Commander Naval Base
 San Diego
 T. M. Booth, Captain, CEC, USN, Commander, Southwest Division,
 Naval Facilities Engineering Command
 Louis Misko, Director, Navy Broadway Complex Project, Southwest
 Division, Naval Facilities Engineering Command

Consultant Team

Sasaki Associates, Inc.

Owen Lang, ASLA, Principal-in-Charge, North Embarcadero Project
Manager

Mark Hoffheimer, AICP, Consultant Team Project Manager

Janne Corneil, Urban Designer

Cody C. Andresen III

Grayson Baur

Andrew Cruse

Amanda Lehman

Rick Planning Group

Steve Silverman, AICP, Senior Land Use Planner

John P. Fowler, RCE, Principal Planner

Keyser Marston Associates

Gerald M. Trimble, Principal Economist

Bob Wetmore, Senior Principal

Steve Saffian

M. W. Steele Group, Inc.

Mark Steele, AIA, AICP, Principal Architect

Thomas Anglewicz, AIA, Principal Architect, Local Design Liaison

Katz & Associates

Sara Katz, Principal, Community Relations

Stephen Hughes, Assistant, Community Relations

BRG Consulting, Inc.

Patricia Butler, Principal Environmental Planner

Kim Howlett, Managing Environmental Planner

Katz, Okitsu & Associates

Arnold Torma, Principal Traffic Engineer and Planner

Bernard Arroyo, Transportation Planner

Allied Geotechnical Engineers, Inc.

Tiong J. Liem, Principal Engineer

