CHAPTER 5.0
ENVIRONMENTAL IMPACTS

5.1 LAND USE AND PLANNING

5.1.1 EXISTING CONDITIONS

5.1.1.1 General Land Use Types in Downtown

The Downtown Community Plan area ("downtown planning area") encompasses a variety of land uses including public/institutional, commercial and office, residential, industrial, open space, vacant land, and other uses (Figure 5.1-1). The following discussion identifies and defines the major land uses found downtown (refer to Table 4.1-1).

Residential Use

There are approximately 14,600 residential units in downtown. The majority of residential uses downtown are multi-family units (e.g., apartments, condominiums, and townhouses), while a very small proportion are detached, single-family residences. This category also includes mixed-use buildings that contain residential uses and street-level commercial uses. The existing Cortez Hill and Marina neighborhoods emphasize residential uses. A number of mixed-use residential buildings are concentrated in East Village and Little Italy.

Retail Use

Approximately 2.66 million square feet of retail exists downtown. This category includes specialty shopping areas (such as tourist or "themed" shopping centers), retail stores, restaurants, and business services. The major commercial retail centers downtown are Horton Plaza, Gaslamp Quarter, and Seaport Village.

Office Use

Approximately 9.47 million square feet of private office use occurs downtown. Office uses are currently concentrated in the Core and Columbia neighborhoods.

Civic Office

Civic office comprises approximately 3.7 million square feet and consists primarily of the Federal, State, City and County offices.

Hotel Use

Approximately 8,800 hotel rooms occur downtown. Hotels are concentrated in Marina along the waterfront and in the Core.

Culture and Education

Approximately 1.5 million square feet of culture (e.g. museums) and education uses exist downtown. The major education uses include San Diego City College, San Diego High School, Garfield High School and Washington Elementary campuses, along with a number of charter schools.

Industrial

Square footage estimates of existing industrial uses are not available. However, industrial uses cover approximately 77 acres of downtown. Uses include various smaller operations in the East Village.

Other

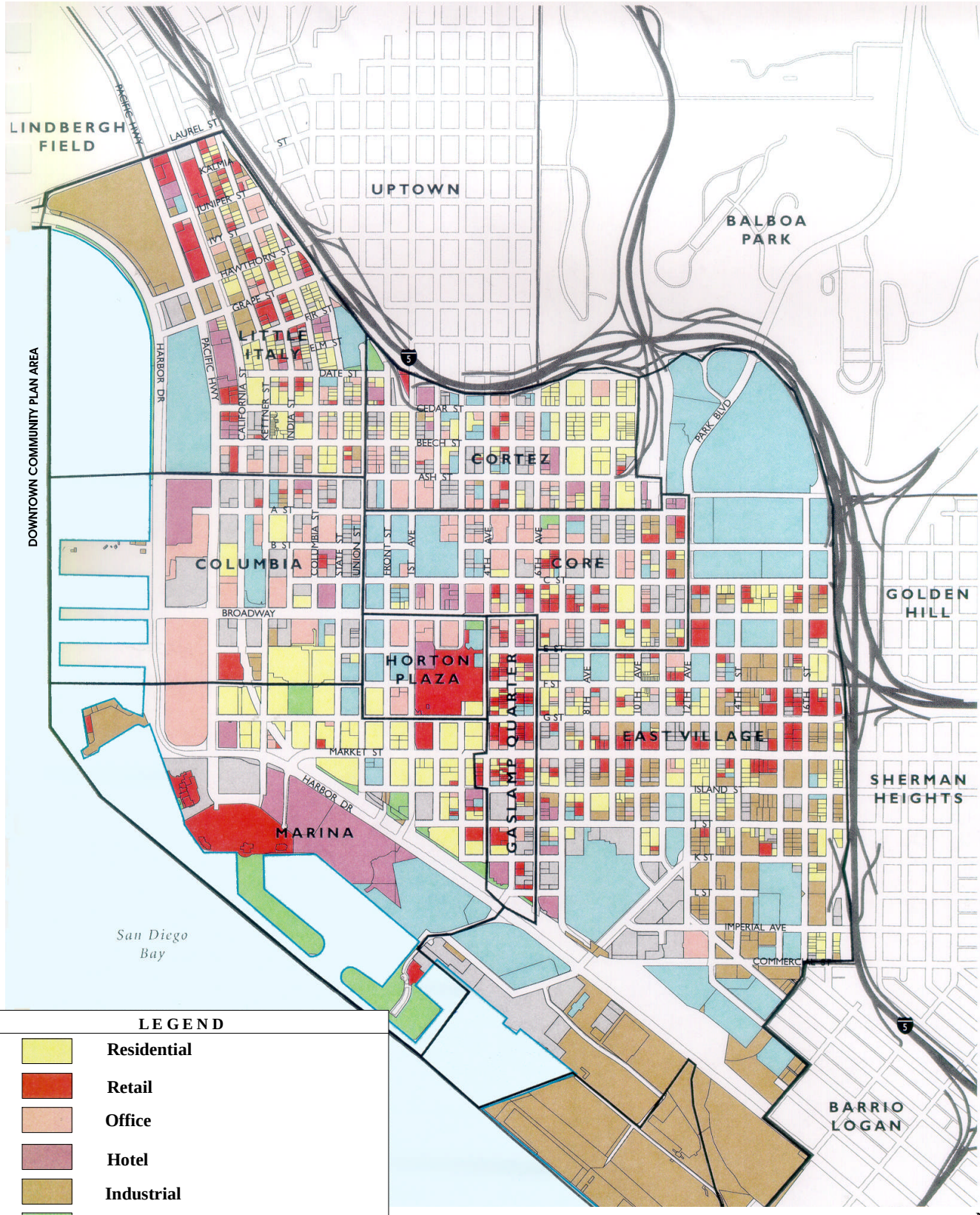
Approximately 2.2 million square feet of downtown space is dedicated to other uses. A major portion of this square footage is dedicated to the San Diego Convention Center and San Diego Padres Ballpark.

5.1.1.2 Surrounding Uses

Land uses surrounding the downtown planning area are varied. Bordering the downtown planning area to the northeast is Balboa Park, a 1,200-acre urban park that provides passive and active recreational opportunities as well as cultural and entertainment attractions. Balboa Park is home to the San Diego Zoo and many museums housed in highly ornate Spanish Colonial Revival buildings.

To the northwest of the planning area are the neighborhoods of Uptown which include Hillcrest, Middletown, Mission Hills, Park West, Banker's Hill, and half of University Heights. The Uptown neighborhoods are predominantly residential in nature, with well-developed local commercial uses, small-scale offices (often in older converted homes), and significant medical facilities, including the UCSD and Scripps Mercy hospitals. Open space is limited, however, proximity to Balboa Park provides the Uptown neighborhoods with recreational opportunities.

To the east of the downtown planning area are the residential neighborhoods of Golden Hill, Sherman Heights, and Logan Heights. Golden Hill is bounded by Highway 94 to the south, and is one of San Diego's first residential neighborhoods. The neighborhood contains mainly single-family residences, although many lots have been converted to multi-family apartment buildings. Commercial uses are concentrated along 25th Street with a small commercial core at 25th Street and Broadway. Between Highway 94 and I-5 are the Sherman Heights and Logan Heights neighborhoods. These neighborhoods have a substantial number of buildings dating back to the late 1800's and early 1900's.



Source: *Downtown Community Plan Update Working Paper # 6, 2003*

Existing Downtown Land Use _____ Figure 5.1-1

This Page Intentionally Left Blank

Directly southeast of the planning area, between I-5 and San Diego Bay, is Barrio Logan. This neighborhood exhibits a mix of uses including: residential, commercial business, heavy and light industrial uses, public/institutional, and major maritime industries. Often incompatible uses, such as heavy industrial and single-family residential, are found adjacent to one another.

West of the planning area, across the San Diego Bay, is the peninsular City of Coronado. The city is accessed by a 2.3-mile bridge that begins off of I-5 in Barrio Logan, south of the downtown planning area boundary. State Highway 75 provides secondary access from the south near Imperial Beach. The City of Coronado encompasses approximately 7.7 square miles and is comprised of two general areas: the Village and the Silver Strand. The U.S. Navy occupies several areas on the Silver Strand, which connects Coronado to Imperial Beach, including Naval Air Station North Island, the U.S. Naval Amphibious Base, and the U.S. Naval Communication Station. The Village (or downtown area) is a beach and tourist town, with emphasis on shopping, hotel and restaurant uses. The Village is surrounded by residential neighborhoods and the historic Hotel Del Coronado.

5.1.1.4 Relevant Plans, Ordinances, and Policies

Downtown land use is regulated primarily by CCDC who has planning jurisdiction over the downtown area. Other government agencies also play a role in downtown's land use planning (refer to Figure 4.4-1 for jurisdictional boundaries). They include the following:

- The SDUPD has primary planning jurisdiction, regulatory duties and proprietary rights over tidelands within the planning area;
- The San Diego County Regional Airport Authority (SDCRAA) acts as the Airport Land Use Commission for the San Diego International Airport, affecting downtown land use in areas within the Airport Influence Area;
- The County of San Diego has planning jurisdiction over its own property in the case of public development;
- The U.S. Navy controls a large developed parcel adjacent to the waterfront (the Broadway Complex), ~~an adjacent pier,~~ and an office building on Pacific Highway; and,
- The California Coastal Commission (CCC) would normally have jurisdiction over all lands within the Coastal Zone; however, the CCC delegated its coastal zone authority to the City of San Diego and the SDUPD through certification of the Local Coastal Program and Port Master Plan. The CCC has retained jurisdiction over the County Administration Center land.

The following section provides an overview of major planning and development regulatory documents for the downtown planning area. These are discussed in the following paragraphs.

Downtown-Based Plans

City of San Diego Progress Guide and General Plan

The City of San Diego's Progress Guide and General Plan is a comprehensive long-term plan for the physical development of the City of San Diego. The General Plan considers downtown as an urbanized area that is the focus of metropolitan San Diego. The objectives for downtown include attracting the most intensive and varied land use, such as office/administrative, financial, residential,

and entertainment, and strengthening the viability of downtown through renewal, redevelopment, and new construction.

Specifically, the General Plan's Strategic Framework Element, encourages the further intensification of downtown to increase its role as a Regional Center. This would be accomplished by maintaining and enhancing its role as the pre-eminent business center in the region and developing as a major urban residential center with the largest concentration of high density multifamily housing in the region.

Overall, the General Plan provides regional goals and policies that do not relate to specific development proposals. The Centre City Community Plan, a more specific planning document (discussed below), is the applicable Land Use Element policy of the City's General Plan for downtown.

Centre City Community Plan

The major policies and objectives related directly to future development in downtown San Diego are outlined in the Centre City Community Plan. The existing Centre City Community Plan would be replaced by adoption of the proposed Downtown Community Plan.

The overarching goal of the 1992 Community Plan was to create a downtown that is:

- An urban resort;
- Focused on the waterfront;
- Accessible from throughout the region;
- Made up of different neighborhoods;
- Designed for the pedestrian;
- Connected to Balboa Park and San Diego Bay;
- In touch with its past; and
- Responsive to its citizens.

Other key goals and objectives include:

- Stimulate mixed-office, commercial, and residential development adjacent to the core and along transit corridors to provide support services for both businesses and residents and to serve as a buffer for residential neighborhoods.
- Preserve the identity of existing special districts and neighborhoods like Little Italy, Chinese Thematic Historic District, the Gaslamp Quarter, and the Arts District, and promote new ones.
- Stimulate residential development downtown, especially in East Village, Little Italy and Cortez Hill.
- Direct a larger proportion of San Diego's regional housing growth to downtown.

- Encourage a variety of housing, including high-rise, mid-rise, and mixed-use; condominiums to buy and apartments to rent; units for singles, couples, and for families with appropriate amenities for each (for instance, child care facilities for families).
- Aim for increased use of mass transit, especially by daily commuters, with less reliance on automobiles and long-term downtown parking.
- Provide a continuous pedestrian-oriented circulation system which connects offices in the Core to the trolleys and buses, parking structures and major retail and public activity areas.
- Protect views of the bay by establishing view corridors which accentuate key public rights-of-way (streets and sidewalks, both existing and proposed) with appropriate zoning, setbacks and design standards. Further, protect major bay views from key freeway points and similar locations by clustering of tall buildings, slender towers, proper building orientation, and floor area restrictions and height limits when necessary.
- Provide a system of small open spaces throughout downtown –pocket parks, plazas, fountains, landscaped streets – to supplement the large open spaces of the waterfront to Balboa Park, to link the various downtown districts and to provide focal points for the various neighborhoods.
- Design and locate human service facilities in a manner which assures easy access for consumers and promotes compatibility with the surrounding neighborhood environment.
- Encourage the location of additional colleges, universities and professional schools in Centre City.

Redevelopment Plans

Two redevelopment projects have been adopted in downtown pursuant to California Redevelopment Law. The Horton Plaza Redevelopment Project was adopted in 1972, with boundaries coterminous with the Horton Plaza neighborhood boundaries and including various properties along B Street. The Redevelopment Plan for the Centre City Redevelopment Project was adopted in 1992. This action merged the Columbia, Marina, and Gaslamp redevelopment projects and expanded the project boundaries to include East Village (then Centre City East), Little Italy (then Harborview), and Cortez Hill. The combined redevelopment project areas occupy the entire downtown area. Together, they comprise the Centre City Community Plan area.

The objectives of the Redevelopment Plans for Horton Plaza and Centre City include:

- Eliminate existing blighted conditions, including small and irregular lots, incompatible land uses, obsolete dilapidated buildings, and substandard and deteriorated public improvements;
- Rehabilitate buildings and preserve architecturally significant historic sites;
- Plan, redesign, and develop areas which are stagnant and underutilized;
- Participate with owners and tenants in the revitalization of their properties; and
- Provide low and moderate income housing.

The Redevelopment Plans establish a process, structure and method to finance redevelopment programs. They enable tax-increment financing, selective eminent domain, and the application of

Redevelopment Agency resources toward the elimination of blight. Redevelopment Agency activities in the project areas include cooperation with owner participants, property rehabilitation, property acquisition, relocation of tenants and owners, demolition of structures, construction of public improvements, land disposition (lease or sale) for private development, continuing land use controls, and assistance in the provision of financing for all of the above.

The Redevelopment Plans divide the downtown area into 10 land use districts (Horton Plaza and nine in the Centre City Redevelopment Project) and define the types of development that are allowed within each district. However, the range of land uses emphasized in each district is also subject to and governed by the land use designations specified in the Centre City Community Plan and the three Downtown Planned District Ordinances. As a result, the substance and intent of the land use regulations must be consistent.

Planned District Ordinances

Three Planned District Ordinances (PDOs) apply to downtown: the Centre City PDO, Gaslamp Quarter PDO, and the Marina Urban Design Plan and PDO. The Gaslamp Quarter and Marina PDOs apply to their respective districts and the Centre City PDO applies to all other districts within the planning area. The PDOs contain regulations and controls pertaining to land uses, development densities/intensities, architectural design, building massing, landscaping, lighting, and other development characteristics. The purpose of the PDOs is to implement the policies of the Centre City Community Plan and redevelopment plans.

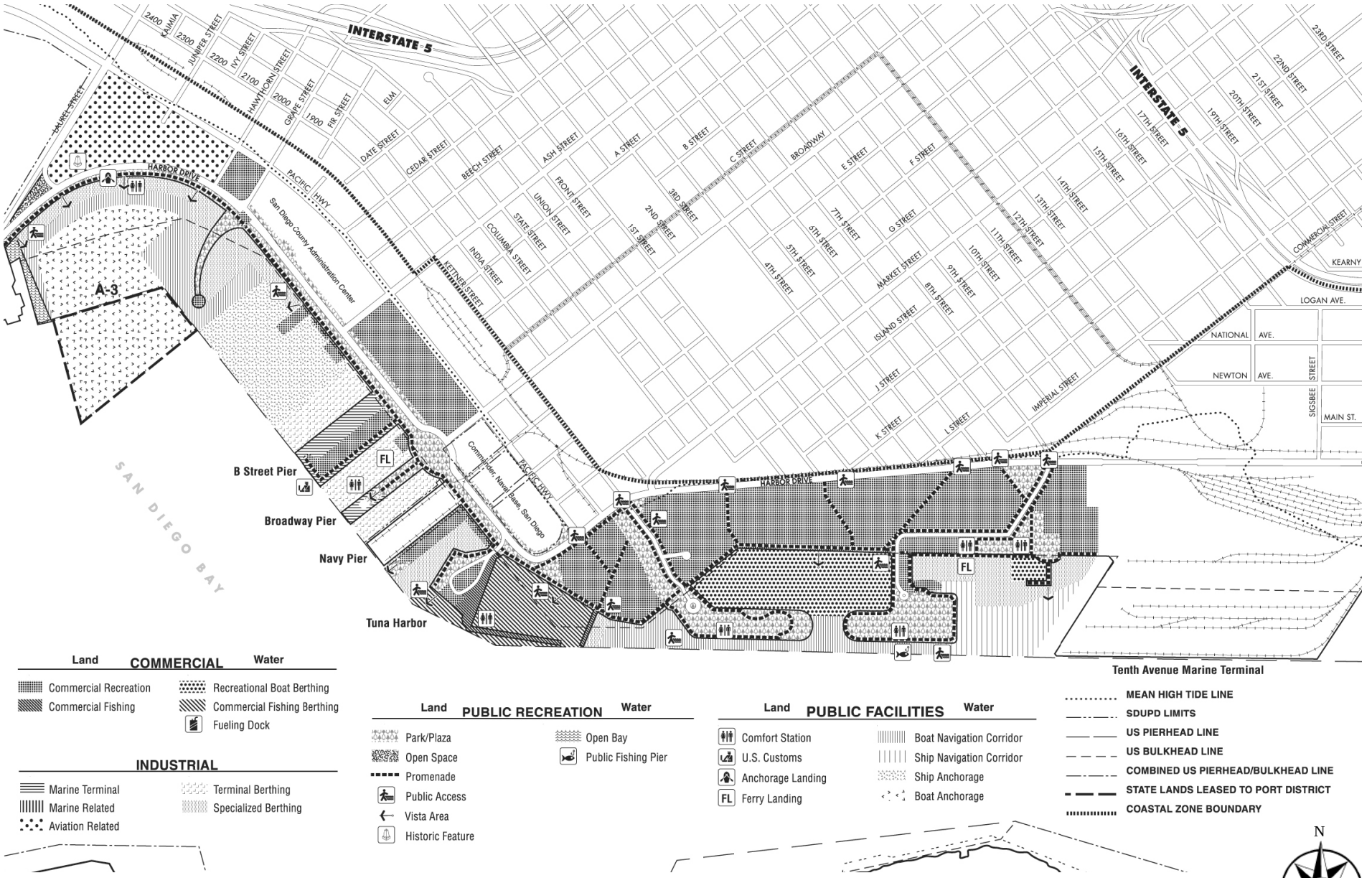
With the exception of development occurring on Port lands or other property held by a public agency with primary jurisdiction (refer to Chapter 4.4 and Figure 4.4-1), any private development occurring on land owned by the Navy or County must comply with the regulations set forth in the appropriate PDO. The PDOs supersede the conventional citywide zoning in the Land Development Code. For those development matters where the PDOs are silent, San Diego City zoning applies.

San Diego Unified Port District

Master Plan

Downtown's waterfront, from San Diego Bay to the historic mean high tide line is under the jurisdiction of the San Diego Unified Port District. The Port District's regulatory duties for the waterfront include development, maintenance, control, regulation, and management of the harbor of San Diego, and promotion of commerce, navigation, fisheries, and recreation. In addition, the Port may exercise its authority to protect, preserve, and enhance physical access, natural resources, and water quality for the Bay.

Development along the waterfront is guided by the Port Master Plan, which was originally certified by the California Coastal Commission in 1981. The Port Master Plan divides tidelands around San Diego Bay into ten Planning Districts. Each Planning District has a corresponding Precise Plan. The downtown tidelands are included in Planning District 3, named Centre City Embarcadero (Figure 5.1-2). The Precise Plan for Planning District 3 allows the Port to lease land under its jurisdiction. Under the Precise Plan, development of commercial fishing and recreation uses; aviation and marine related industrial uses; parks, plazas, promenades, and open space; public facilities; and commercial uses are allowed in certain areas. However, residential uses in all tideland



Not to Scale

Source: *Downtown Community Plan, 2005*

Port Master Plan - Centre City Embarcadero Figure 5.1-2

areas are excluded. Development on tidelands may also be subject to various permits from government agencies such as the Army Corps of Engineers, California Coastal Commission, U.S. Fish and Wildlife Service, and California Department of Fish and Game.

The Centre City Embarcadero Precise Plan 3 includes a Precise Plan Concept. This is similar to the goals in a general plan. Precise Plan 3 states that, "the basic concept of the redevelopment of the Embarcadero is to create a unified waterfront, both visually and physically, which creates an overall sense of place." Important to the Precise Plan is that the Embarcadero become a pedestrian spine lined with commercial and recreational uses. At the same time, industrial aviation and marine uses are designated near the airport and the piers. While pedestrian and public-oriented uses are emphasized, the Precise Plan makes it clear that the Embarcadero is intensively used by many people performing a variety of activities, including those associated with the fisheries, marine transport, and shipping industries.

In addition to the Port Master Plan (PMP), the Port directs two redevelopment projects for the southern downtown tidelands. They are the South Embarcadero Redevelopment Programs 1 and 2. In addition to the PMP, development for the North Embarcadero is guided by the North Embarcadero Alliance Visionary Plan, which was originally the result of a cooperative effort by the Port, CCDC, City of San Diego, County of San Diego, and the United States Navy. Design and implementation of the Plan is now being pursued by the Port and CCDC acting under a Joint Powers Authority (JPA).

South Embarcadero Redevelopment Program 1 (Program 1)

Certified by the Port in 1998, the Program 1 redevelopment area encompasses the South Embarcadero waterfront from the G Street Mole to the Tenth Avenue Marine Terminal between Harbor Drive and San Diego Bay. The southernmost portion of the South Embarcadero project area includes the Fifth Avenue Landing, located adjacent to the San Diego Convention Center Expansion Project and the Tenth Avenue Marine Terminal. These two sites were evaluated in greater detail under the South Embarcadero Redevelopment Program 2.

Program 1 includes 33 acres and involves the redevelopment of four land components, which are described as the Seaport Village Expansion Site, Park Expansion Site, Hyatt Expansion Site, and Marriott Expansion Site. The characteristics of each expansion site are described below.

- **Seaport Village Expansion Site.** This element of Program 1 includes the development of 203,280 square feet of entertainment-oriented/specialty retail. Retail entertainment, retail shops, fast food and various restaurant facilities account for 183,280 square feet and retaining the Chesapeake Fish Company in its existing location accounts for the balance of 20,000 square feet.

  The Seaport Village Expansion also adds small arcades, courtyards, and walkways to focus pedestrian circulation into and through the area; extending "Central Park" through Seaport Village; relocating a carousel to a portion of the 2.3-acre park site; and creating an additional 1.8 acres of park space.

- **Park Expansion Site.** The approximate 4.1-acre Park Expansion Site, located on the eastern part of the Old Police Station site and parts of Seaport Village and its parking lot, is intended to provide visual and physical linkage to the waterfront from Harbor Drive to the shoreline.

- **Hyatt Expansion Site.** This element of Program 1 includes the expansion of the Hyatt Hotel on Harbor Drive by adding a 448-foot-high, 810-room hotel tower; 80,100 square feet of ballroom and meeting space, and connecting the two hotel towers with a six-story structure.

- **Marriott Expansion Site.** This element includes building a third 600-room hotel tower approximately 398 feet high; constructing 45,000 square feet of retail along the bayfront promenade; improving access between the Marriott east tower and the Convention Center; and, widening the Hyatt/Marriott walkway.

South Embarcadero Redevelopment Program 2 (Program 2)

Program 2 encompasses 27 acres and is located between the San Diego Convention Center and the Tenth Avenue Marine Terminal and is bounded by Convention Center Way/Eighth Avenue to the north, the Tenth Avenue Marine Terminal to the southeast, and San Diego Bay to the west. Program 2 involves the development of a 1200-room "Convention Headquarters" Hotel on the former Campbell Industries Shipyard and a 250-room boutique hotel on the Fifth Avenue Landing.

Other Downtown-Based Plans

North Embarcadero Alliance Visionary Plan

The North Embarcadero extends from Laurel Street south to Market Street, and from the railroad tracks along California Street to the San Diego Bay. The North Embarcadero Alliance Visionary Plan generally 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. The Plan was unique in that it is the product of a joint planning venture among five agencies with ownership of property or land use planning authority in the area. The Plan served as a framework for amending each Alliance member's existing plans, policies, guidelines, and standards to implement appropriate aspects of the Visionary Plan.

In addition, the Plan contains a substantial linear esplanade park on the urban waterfront with public art, street furniture, public spaces, expansive Bay views and public parking. The Plan along the waterfront proposes major parks. Pacific Highway would be enhanced to a "grand boulevard" and North Harbor Drive would serve waterfront public access, water-dependent, and Embarcadero commercial and recreational uses. Finally, North Harbor Drive, Broadway, Ash Street, and Grape Street are envisioned as active pedestrian linkages to the Bay from the upland areas of downtown.

The North Embarcadero Alliance Visionary Plan includes 12 plan goals oriented toward establishing the North Embarcadero as a "public precinct" and downtown's "front porch." The plan encourages development along the bayfront that creates an active, vibrant, accessible, economically and socially vital area; preserves and celebrates the area's maritime uses; maximizes views of and to the Bay; provides public access and open space amenity; enhances connections between the North Embarcadero and adjacent neighborhoods; and, preserves the environmental integrity of the Bay.

Unlike the Precise Plan 3 Centre City Embarcadero of the Port Master Plan, the North Embarcadero Alliance Visionary Plan explicitly allows for residential projects in areas east of Port Tidelands in Policy LU-1.

Regional Plans

Regional Comprehensive Plan

SANDAG's Regional Comprehensive Plan (RCP) is a long-range planning document that encourages local jurisdictions to address the San Diego region's housing, economic, transportation, environmental and overall quality of life needs. The RCP establishes a planning framework and implementation actions that aim to increase the region's sustainability and encourage "smart growth" (development that promotes alternative transportation use and minimizes environmental impacts).

To encourage regional sustainability and smart growth, the RCP aims to reduce the number of housing units and residents that are expected to be "exported" from the region by 2030. To achieve this, the Plan identifies certain areas in the region as Smart Growth Opportunity Areas. Designation of these opportunity areas is intended to provide guidance to local governments, property owners, and service providers as to where smart growth development should occur from a regional perspective, and encourages local jurisdictions to focus attention on these areas as they update their general plans and redevelopment plans. Once these areas are designated by local jurisdictions for development types, densities, and intensities consistent with the goals of this Plan, transportation facility improvements and other infrastructure to these areas will be prioritized. The intended effect of this effort is to attract housing units that are anticipated to be exported from the San Diego region to Baja California, Riverside County, Orange County and Imperial County by 2030. The RCP would redirect those housing units to areas within the region that are located along the existing and proposed regional transportation corridors as well as other locations where compact development is appropriate. A portion of this redirected development will occur in areas of vacant land and a portion will occur as redevelopment and infill development in existing communities.

Regional Transportation Plan

The MOBILITY 2030 is the County of San Diego's Regional Transportation Plan (RTP), which is intended to be a blueprint to address the mobility challenges created by the region's growth. It is a long-range plan that contains an integrated set of public policies, strategies, and investments to maintain, manage, and improve the transportation system in the San Diego region. MOBILITY 2030 has seven policy goals which are to improve the mobility, accessibility, reliability, and efficiency of the transportation system, as well as promoting livability of communities, sustainability, and ensuring equity.

California State Implementation Plan

The SIP was adopted by the California ARB and Environmental Protection Agency (EPA) to bring non-attainment air basins into compliance with the National Ambient Air Quality Standards (NAAQS). Due to continued violations of NAAQS standards in the SDAB, the San Diego APCD, in conjunction with SANDAG, prepared a RAQS for its portion of the SIP. The proposed project relates to the SIP through land use and growth assumptions that are incorporated into air quality planning documents.

Water Quality Control Plan for the San Diego Basin

The Regional Water Quality Control Board (RWQCB) adopted a Water Quality Control Plan for the San Diego Basin that recognizes and reflects regional differences in existing water quality, the beneficial uses of the region's ground and surface waters, and local water quality conditions and problems (RWQCB 1994). The plan is designed to preserve and enhance water quality and protect the beneficial uses of all regional waters. The downtown community plan area is included in the 60-square-mile Pueblo San Diego Watershed (Hydrologic Unit Basin No. 908.20). According to the Basin Plan, the beneficial uses of the inland surface waters in the Pueblo San Diego watershed are limited to contact (potential use) and non-contact recreation, warm freshwater habitat, and wildlife habitat. The San Diego Bay receiving water supports an extensive array of beneficial uses, from migration of aquatic organisms to industrial service supply. The beneficial use of groundwater within this basin is for municipal and domestic supply.

The Municipal Storm Water NPDES Permit, issued on February 21, 2001 to the City of San Diego, and other jurisdictions by the RWQCB, requires the development and implementation of storm water regulations addressing storm water pollution issues in development planning and construction associated with private and public development projects. Specifically, private and public development projects are required to include storm water BMPs both during construction, and in the projects permanent design, to reduce pollutants discharged from the project site, to the maximum extent practicable. See Chapter 5.9 for details on water quality.

Multiple Species Conservation Program

The MSCP is a comprehensive habitat conservation planning program that addresses multiple species habitat needs and the preservation of native vegetation communities for a 900-square-mile (582,243 acres) area in southwestern San Diego County. The MSCP includes 11 city jurisdictions, portions of the unincorporated County of San Diego, and several special districts. It is one of three subregional habitat planning efforts in San Diego County which contribute to the preservation of regional biodiversity through coordination with other habitat conservation planning efforts throughout southern California. The MSCP is intended to allow local jurisdictions, including the City of San Diego, to maintain land use control and development flexibility by planning a regional preserve system that can meet future public and private project mitigation needs. The downtown planning area is not within a MSCP subregion.

~~Comprehensive Land Use Plan (CLUP)~~Airport Land Use Compatibility Plan (ALCUP) – San Diego International Airport

The purpose of the ~~CLUP~~ALUCP for San Diego International Airport is to ensure compatible land use development on and surrounding the airport. The ~~CLUP~~ALUCP describes the AIA, which is determined by aircraft-generated noise. Within the AIA, all future land uses are reviewed for ~~CLUP~~ALUCP consistency. This process can result in limitations to building height, construction, and use designations. The ~~CLUP~~ALUCP also explains runway protection zones, the Airport Approach Overlay Zone, and aviation easements and noise attenuation efforts intended to correct the incompatibility of some current land uses.

5.1.2 SIGNIFICANCE CRITERIA

Adoption and implementation of the proposed Plans and Ordinance would result in a significant, adverse environmental impact related to land use if the goals, policies, objectives or regulations established by the planning documents and/or anticipated subsequent development in accordance with those documents would:

Significance Criterion LU-A	Conflict or be inconsistent with applicable federal, state, regional or other local agency plans, regulations, or policies;
Significance Criterion LU-B	Result in substantially incompatible land uses;
Significance Criterion LU-C	Physically divide an established community; or
Significance Criterion LU-D	Substantially increase the physical deterioration of existing neighborhood, community or regional parks through excessive use.

5.1.3 ENVIRONMENTAL IMPACTS

5.1.3.1 Conformance With Relevant Plans, Ordinances, and Policies (LU-A)

Downtown-Based Plans

City of San Diego

San Diego Progress Guide and General Plan

The Progress Guide and General Plan for the City of San Diego considers downtown an urbanized area that is the focus of metropolitan San Diego. The goal of new development is to strengthen downtown's vitality. Therefore, an intensity and variety of uses are encouraged. Intended uses include office, administrative, financial, residential, and entertainment uses. The Downtown Community Plan reiterates the goal of the Progress Guide and General Plan and reinforces downtown's role as a regional center. For instance, the aim of the Downtown Community Plan, Land Use and Housing Goal 3.1-G-1 is to "provide a land use and development framework to guide downtown's evolution as a premier regional and global center of commerce, residence, arts, education, and recreation." Furthermore, a variety of uses would be supported by Goal 3.1-G-2, which is to "provide for an overall balance of uses – employment, residential, cultural, government and destination....". Therefore, the proposed Downtown Community Plan conforms to the vision forwarded by the Progress Guide and General Plan for the downtown area.

The proposed land uses would also implement the goals of the Strategic Framework Element which encourages the further intensification of downtown to increase its role as a Regional Center. This would be accomplished by proposed Community Plan which would substantially increase the housing and employment opportunities downtown.

Centre City Community Plan

If adopted, the proposed Downtown Community Plan would replace the existing 1992 Centre City Community Plan. There are no requirements for consistency between the two Plans, although the proposed Downtown Community Plan carries over many of the goals and policies established in the 1992 Centre City Community Plan. A comparison of the 1992 Centre City Community Plan and the proposed Downtown Community Plan is provided in Chapter 10.0, Alternatives.

Redevelopment Plans

The Redevelopment Plan for the Centre City Redevelopment Project ~~Area~~ enables a project area to be established to address conditions of blight, allows the ability to use tax increment, and describes land use districts. The Downtown Community Plan would not affect the boundaries of the project area or the ability to use tax increment. However, in terms of land use, the Downtown Community Plan would potentially be inconsistent with the land use maps contained in the Redevelopment Plan for the Centre City Redevelopment Project ~~Area~~. The Land Use Map in the Centre City Redevelopment Plan divides the downtown area into 10 land use emphasis districts, whose boundaries diverge from the neighborhood boundaries proposed by the Downtown Community Plan. Amendments to the Centre City Redevelopment Plan ~~for the Centre City Project Area~~ are included as part of the proposed Plans and Ordinance to ensure consistency with the proposed Downtown Community Plan. For this reason, implementation of the Downtown Community Plan could not occur without the amended Redevelopment Plan. Therefore, there would be no conflict.

With respect to the Horton Plaza Redevelopment Plan, the proposed Downtown Community Plan would not affect the land use map or propose changes that would affect allowed buildings and dwelling units. It would be consistent with the Horton Plaza Redevelopment Plan. No amendments to the Horton Plaza Redevelopment Plan would be required.

Centre City Planned District Ordinance

The purpose of the Centre City PDO for the downtown area is to implement the policies of the Centre City Community Plan. To be consistent with the new policies of the Downtown Community Plan, the PDO will be revised as part of the proposed Plans and Ordinance. Therefore, there would be no conflict.

San Diego Unified Port District

Port Master Plan

Under the Precise Plan for Planning District 3 in the Port Master Plan, development of commercial fishing and recreation uses; aviation and marine-related industrial uses; parks, plazas, promenades, and open space; public facilities; and commercial uses are allowed in designated areas. This variety and diversity of uses is consistent with the Downtown Community Plan, which envisions the waterfront as an active, pedestrian-oriented zone with offices, hotels, retail shops, and possibly residential buildings built on the lands closest to the Bay. In addition, the Plan suggests a retail center lining Broadway and Harbor Drive that would have maritime oriented shopping and restaurants at the water's edge. Policy 3.1-P-5 would "encourage a maritime – supporting an diverse mix of uses along the waterfront; allow residential uses where not prohibited by State tidelands restrictions." The Downtown Community Plan is consistent with the Port Master Plan.

In the Port Master Plan, residential uses are excluded within the Port's jurisdiction. The Downtown Community Plan does not anticipate residential uses in the South Embarcadero. Therefore, the Precise Plan for Planning District 3 and the Downtown Community Plan would be consistent with one another.

South Embarcadero Redevelopment Program 1 (Program 1)

Program 1 includes 33 acres and involves the redevelopment of four land components, the Seaport Village Expansion Site, Park Expansion Site, Hyatt Expansion Site, and Marriott Expansion Site. The Program 1 redevelopment area is designated Waterfront/Marine by the Downtown Community Plan. This classification permits a range of maritime-related uses, including ocean-related industry, major tourist and local visitor attractions, trade, office, eating and drinking, markets, retail, parking, museum and cultural facilities, and hotel. Program 1 would include the development of major tourist and local visitor attractions, retail, parking, and hotels. Therefore, Program 1 and the Downtown Community Plan would be consistent with one another.

South Embarcadero Redevelopment Program 2 (Program 2)

Program 2 involves the development of a 1,200-room "Convention Headquarters" Hotel on the former Campbell Industries Shipyard and a 250-room boutique hotel on the Fifth Avenue Landing. As with Program 1 discussed above, Program 2 is designated Waterfront/Marine by the Downtown Community Plan. Hotel use is permitted under this land use designation. Therefore, Program 2 and the Downtown Community Plan are consistent with one another.

Other Downtown-Based Plans

North Embarcadero Alliance Visionary Plan

The components of the North Embarcadero Alliance Visionary Plan were incorporated into the Port Master Plan, Centre City Community Plan, and Planned District Ordinances to encourage development along the bayfront that creates an active, vibrant, accessible, economically, and socially vital area; preserves and celebrates the area's maritime uses; maximizes views of and to the Bay; provides public access and open space; enhances connections between the North Embarcadero and adjacent neighborhoods; and, preserves the environmental integrity of the Bay.

The Downtown Community Plan promotes the goals of the North Embarcadero Alliance Visionary Plan. In fact, it explicitly states that, "the Community Plan reinforces these efforts [the public agency collaboration to create the North Embarcadero Alliance Visionary Plan] to transform the waterfront into a world class regional attraction…The waterfront is envisioned as an active, pedestrian-oriented zone with strong connections to downtown neighborhoods." (page 5-21)

Furthermore, the Downtown Community Plan Waterfront Goals (5.5-G-1 through 5.5-G-6) reinforce the vision presented in the North Embarcadero Alliance Visionary Plan for the waterfront. Through Goal 5.5-G-2, which encourages the development of a diversity of land uses, the waterfront would become an active, vibrant, economically and socially vital area. Goal 5.5-G-1 would enable the waterfront to become more accessible to pedestrians and visitors. In addition, Goal 5.5-G-4 would celebrate the area's maritime uses by supporting the development of "people places" that emphasize the waterfront's unique setting.

Finally, the parks, linear esplanade, and open spaces proposed by the North Embarcadero Alliance Visionary Plan are supported by the Downtown Community Plan. Policy 5.5-P-9 of the Downtown Community Plan would "enhance and extend the waterfront open space network, fostering the completion of ongoing and proposed projects including the County Administration Center parks, Broadway Terminus, and North Embarcadero Bayfront Esplanade." Therefore, the Downtown Community Plan and the North Embarcadero Alliance Visionary Plan are consistent with one another.

Regional Plans

Regional Comprehensive Plan

The proposed Plans and Ordinance would be consistent with the goals of the Regional Comprehensive Plan. The Downtown Community Plan's neighborhood concept would result in pedestrian-oriented and -scaled neighborhoods, each focused on a mixed-use center and a park. The mixed-use center would be located within a relatively short walking distance of employment and housing, with a goal of making neighborhood amenities accessible without the use of a car. In addition, smart growth would be achieved with the proposed increase in intensity of uses. Downtown would maximize its infill development potential by encouraging multi-story residential, office, and mixed uses in appropriate areas, in anticipation of local transit improvements.

Regional Transportation Plan

SANDAG's Regional Transportation Plan, or MOBILITY 2030, is based on the long-range population, housing, and employment projections of SANDAG's preliminary 2030 Cities/County Forecast. As the proposed Plan would change the forecasted demographic values for the downtown area, the proposed Plan would be inconsistent with the assumptions used in the development of MOBILITY 2030. The proposed Community Plan is consistent in that it would facilitate a regional employment and housing center which would maximize density and transit opportunities.

California State Implementation Plan (SIP)

The proposed Downtown Community Plan would be consistent with the California SIP. The assumptions of the SIP are based on growth trends anticipated by regional land use plans, including the Centre City Community Plan. The proposed Downtown Community Plan proposes increases in residential and employment populations above that anticipated by the Centre City Community Plan. However, the regional growth assumed by the SIP would not be substantially different, as anticipated growth would be concentrated to the downtown area providing relief from growth pressures in other parts of metropolitan San Diego and the county. The focus of growth downtown would be consistent with the goals of the SIP as downtown would be walkable, would provide employment opportunities in short proximity to residential areas, and would be better poised to offer a variety of transit opportunities such as bus, trolley, and train than other San Diego neighborhoods.

With implementation of the proposed Community Plan, downtown's growth would increase. The downtown planning area would complement the goals of the RAQS by offering a variety of transit opportunities and by providing employment and neighborhood amenities within walking distance of residential areas. Therefore, there would be no conflict with the RAQS.

Water Quality Control Plan for the San Diego Basin

The proposed Downtown Community Plan would not conflict with the water quality control standards established by the Water Quality Control Plan. The Water Quality Control Plan states: "point sources and nonpoint sources of pollution shall be controlled to protect designated beneficial uses of water." The proposed land uses would be consistent with the beneficial uses allowed for the San Diego Bay, including contact and non-contact recreation and wildlife habitat. As discussed in Chapter 5.9, Best Management Practices (BMPs) would be implemented during and after construction of individual development projects resulting from implementation of the Plan to minimize urban pollutants contributing to runoff from the area.

Multiple Species Conservation Program

The Downtown Community Plan would have no significant direct impact on the goals and objectives of the MSCP as no significant biological resources occur within the downtown area. However, increasing housing and employment opportunities downtown would remove development pressure from vacant land supporting the sensitive biological resources which are the focus of the MSCP.

~~Comprehensive Land Use Plan (CLUP)~~Airport Land Use Compatibility Plan (ALUCP) – San Diego International Airport (SDIA)

The proposed Downtown Community Plan views the proximity of the SDIA as an asset to the downtown planning area and also a potential risk to its residents. Through a rare crash occurrence, there would be risks of injury, loss of life, and/or property damage. In addition, noise related to airport activities has the potential to negatively affect surrounding areas, including downtown. To minimize these risks, the Downtown Community Plan includes Airport Influence goals and policies that would require consistency with the proposed ~~CLUP~~ALUCP for the SDIA which is anticipated to be adopted in 2006. Policy 13.3-P-1 would "regulate development within the various areas ~~impacted~~ affected by Lindbergh Field as follows:

- Building Heights. Consistent with the SDIA ~~CLUP~~ALUCP and City of San Diego restrictions;
- Use and Intensity Limitations. As established by the SDIA ~~CLUP~~ALUCP (incorporated by reference in the City of San Diego's Municipal Code); and
- Noise Sensitive Uses. Use the City of San Diego's adopted noise contour boundaries and use regulations as included in the Municipal Code."

Policy 3.2-P-6 would reduce conflicts with the ALUCP by:

- Restricting building intensities underneath the approach path to Lindbergh Field consistent with the ALUCP.

As the Downtown Community Plan is designed to integrate and implement the ~~CLUP~~ALUCP, there would be no conflict.

5.1.3.2 Land Use Compatibility (LU-B)

Land use incompatibility may result at the interface of different types of land uses. Sources of incompatibility are related to noise, lighting/shading, and transient activities.

Noise

Noise incompatibility occurs when noise generators are located near sensitive noise receivers. Examples of sensitive noise receivers include residential units, senior facilities, hospitals, churches and schools. Noise generators are any use which would cause noise levels at common property lines with noise sensitive receivers to exceed the limits established by the City's Noise Abatement and Control Ordinance, Section 59.5.01101 through 59.5.0802 as described in Chapter 5.7. Noise generators which may occur under the proposed Plans and Ordinance include: entertainment (restaurants, bars, theaters, nightclubs and ballpark), industrial, freeway and major downtown streets, aircraft and railroad activities.

Ballpark Noise

Impact LU-B.1
Ballpark Noise

Noise sensitive uses could be significantly impacted by entertainment activities associated with the ballpark. According to the Ballpark SEIR (CCDC 1999), the area within four blocks of the ballpark could be significantly impacted by crowd noise and fireworks associated with the ballpark. As such, ballpark noise impacts would be limited to future development within East Village within this four-block radius.

Traffic Noise

Impact LU-B.2
Traffic Noise

Residential uses located adjacent to high volume grid streets and freeways would experience excessive levels of noise, resulting in a significant land use compatibility impact. As discussed in Section 5.7, traffic noise from I-5 would exceed acceptable exterior levels within a minimum of 475 feet. In addition, any grid street which would carry more than 7,000 average daily trips would expose future noise-sensitive uses to unacceptable exterior noise levels. Freeway noise impacts would adversely impact noise sensitive uses within Little Italy, Cortez, and East Village. Noise from high volume grid streets would occur throughout all of the neighborhoods.

Aircraft Noise

Impact LU-B.3
Aircraft Noise

Noise sensitive uses within the 65 dB(A) CNEL contour of the San Diego International Airport would be significantly impacted by aircraft noise. Aircraft noise would interfere with a number of common activities including television viewing, conversations and sleeping. Aircraft noise would impact the northerly portions of Little Italy and Cortez.

Railroad Noise

Impact LU-B.4
Railroad Noise

Noise generated by railroad activity would significantly impact noise sensitive uses located nearby. Railroad noise sources include engine, horn and wheel noise as well as crossing bells. Although the average noise levels

generated by railroad activities would not exceed 24-hour average standards, railroad noise would disturb sleep patterns of persons living nearby to the railroad tracks. Railroad noise impacts would be expected to occur in the following districts: Little Italy, Columbia, Marina, East Village and Convention Center.

Other Noise Sources

Other forms of entertainment noise (e.g. restaurants, bars, theaters, and nightclubs are regulated by Section 59.5.0502(b) of the City of San Diego Municipal Code. In addition, the proposed Downtown Community Plan includes a policy to provide a discretionary review process for these uses to ensure compatibility with surrounding uses (13.4-P-4). Therefore, the Municipal code and proposed Plan would limit future resident's exposure to incompatible entertainment noise sources, with the exception of ballpark noise.

Industrial and marine industry activities such as manufacturing or loading activities, could generate noise levels which would adversely affect noise sensitive uses. Pursuant to ~~Table 1906-A of~~ the proposed PDO, heavy manufacturing or marine industries would not be allowed in any zones with the exception of Mixed Commercial and Industrial Transportation. In addition, a Conditional Use Permit would be required by the proposed PDO when they are proposed within these zones to give an opportunity for the incorporation of noise control measures.

Lighting/Shading

Lighting

Impact LU-B.5
Ballpark Lighting

According to the Ballpark SEIR, field lighting associated with the ballpark could significantly impact sleep patterns within a two-block radius. Ambient night-time lighting levels in the area are generally less than 2.0 foot-candles. According the Ballpark EIR, field lighting could cause light levels to exceed the ambient condition within a two-block radius. Light sensitive activities (e.g. sleep) could be adversely impacted by light in excess of ambient levels. Ballpark lighting impacts would be limited to East Village within the immediate area of the ballpark.

Lighting impacts associated with decorative lighting of buildings or outdoor security lighting would be controlled by the City's Light Pollution Ordinance.

Shading

Shading impacts to recreation spaces would be avoided by the proposed Plan through a proactive planning approach designed to reduce shading impacts on major planned neighborhood parks. Policy 5.3-P-1 establishes height limitations around parks to maintain uninterrupted sunlight with specific criteria delineated in the PDO. Sun access criteria are established in the Little Italy neighborhood to protect outdoor spaces from excessive shading.

Transient Activities

Impact LU-B.6
Transient Impacts

Increased development activity could have a significant land use compatibility impact on surrounding neighborhoods by encouraging transients in downtown to relocate into surrounding neighborhoods.

Development within the downtown area could discourage transient activities because the areas would be active around the clock. Seeking more isolation, the transient population could move into the surrounding neighborhoods. The construction of proposed freeway lids could also affect dispersal of the transient population by making it easier to cross I-5 as well as providing open areas. Areas most susceptible to increased transient activities would be undeveloped canyons in residential neighborhoods within Uptown, Golden Hill, Sherman Heights and Barrio Logan, park land within Balboa Park, and vacant buildings and existing industrial areas within Barrio Logan.

The presence of a large transient population is often accompanied by a number of activities which would adversely affect neighborhood character, particularly in residential areas. Common problems include inadequate personal hygiene, litter, crime, and panhandling. Urination and defecation on public and private property poses not only an aesthetic but also public health concern. Unsightly personal shelter areas and improper disposal of trash detract from the appearance of an area. Although the number of displaced homeless may be relatively low in surrounding neighborhoods, the sensitivity of residential neighborhoods and parks to the physical changes associated with homeless activities would result in even a small number of additional homeless having a significant impact on the physical conditions in residential neighborhoods and parks.

Industrial Activities

Significant land use compatibility issues between: (1) future residential uses and existing industrial uses, or (2) future industrial uses with existing or future residential uses would not be anticipated due to goals, policies and regulations contained in the proposed Plans and Ordinances in combination with existing local, state and federal regulations. The source of land use compatibility issues would generally be noise, hazardous materials, visible air emissions and/or odors associated with ongoing and/or future industrial uses downtown.

Existing regulations serve to reduce the potential impacts to below a level of significance. As stated earlier, the City Noise Control and Abatement Ordinance establishes limits on noise levels at common property lines between industrial and residential uses. These noise levels are designed to protect residential uses from excessive noise. The County of San Diego Department of Environmental Health along with the City of San Diego Fire Department regulate the use of, disposal of, and generation of hazardous materials associated with industrial uses which would control the potential health risk to nearby residential uses. Lastly, the County Air Pollution Control District regulates air emissions related to industrial uses.

In addition to these enforceable regulations, the Downtown Community Plan recognizes the importance of promoting industrial development that would be compatible with the mixed use goal for downtown including residential uses. For example, in describing the uses allowed in the Mixed Commercial designation, the Community Plan directs any future industrial to demonstrate that air quality in surrounding residential areas and neighborhoods not be adversely affected. In addition, the following sentence has been added to policy 3.3-P-2 in the Community Plan: "Allow for higher standard of review for residential development adjacent to industrial land use districts." This will allow CCDC to add provisions to the development permit as part of its standard review and will allow flexibility in determining the standards to use in light of any new state standards which may be established.

5.1.3.3 Physically Divide an Established Community (LU-C)

The proposed Downtown Community Plan would not divide an established community. The Downtown Community Plan would create individual neighborhoods organized around an activity center. The boundaries, however, would not divide existing neighborhoods as they would be "paper" boundaries; or, a tool for planners to use when developing land use policies. The boundaries would not result in physical divisions in the downtown landscape. Furthermore, the Downtown Community Plan does not propose any structure or development that would cause a community to become divided. Rather, it proposes to strengthen community identity and make communities more accessible through the development of neighborhood centers, the designation of certain streets as "green streets" to facilitate pedestrian movement between downtown neighborhoods, and the construction of freeway lids to connect downtown to surrounding neighborhoods. Therefore, the buildout of the downtown area would not consist of neighborhood islands isolated from one another, but rather identifiable neighborhoods that would be integrated and connected together.

The development of large facilities (projects with footprints exceeding one block) have the potential to divide an established community by attracting divisive streams of traffic, blocking designated view corridors, and interrupting the street grid. The Downtown Community Plan would allow large facilities to be developed in certain areas, but would apply goals and policies on their design in order to prevent or substantially reduce such adverse impacts.

Goal 3.6-G-1: Allow large facilities only in appropriate locations, and provided that projects do not interrupt community fabric, street grid, designated public views, or the viability of Neighborhood Centers, and that facilities are designed to be compatible in scale and texture with the surrounding uses.

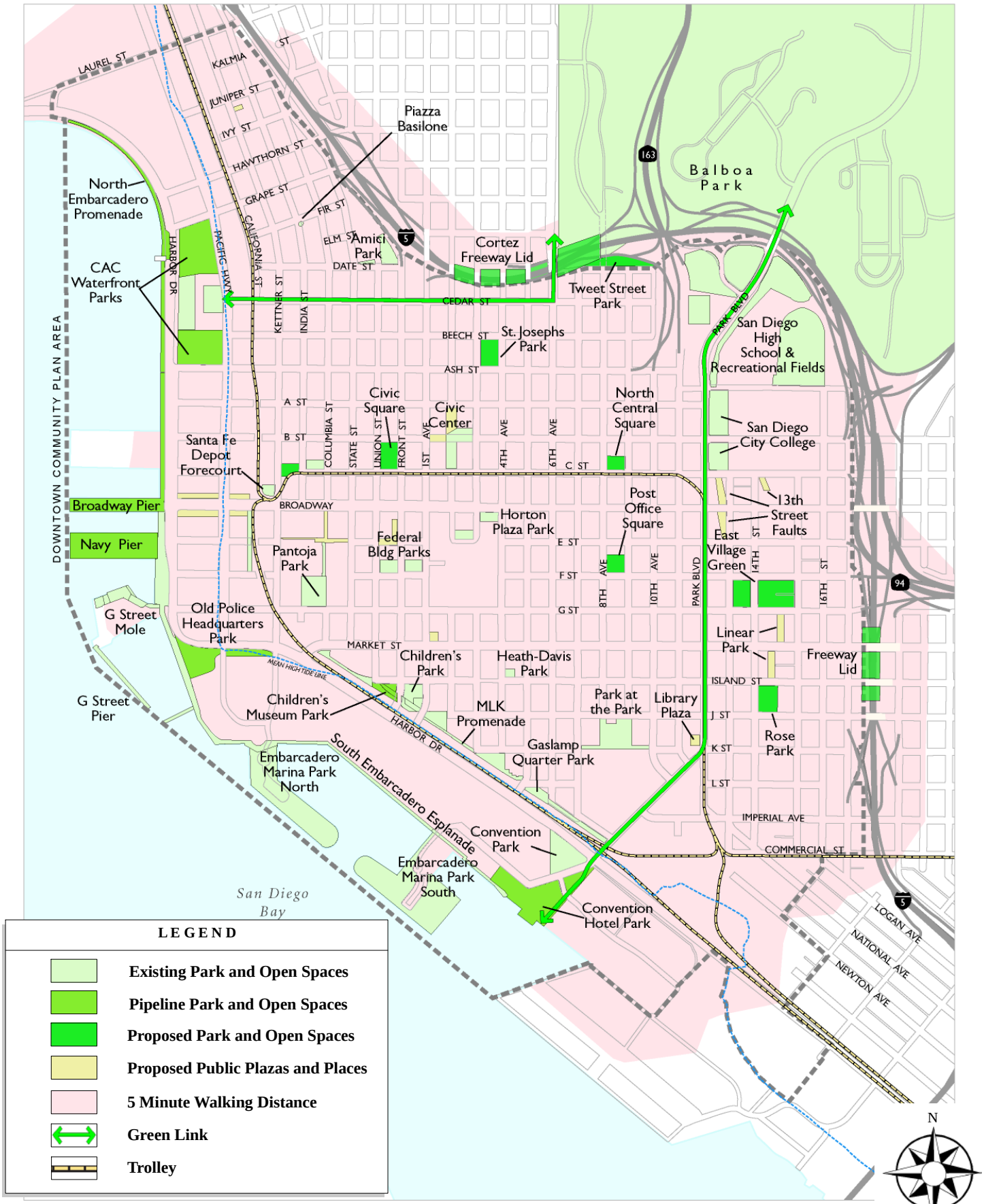
Policy 3.6-P-1: Ensure that all large facilities maintain or reinstate the street grid, and through design and development standards, that they are seamlessly integrated with the surroundings.

Policy 3.6-P-2: Require all large facilities to undergo a discretionary design review process.

Therefore, implementation of the Downtown Community Plan would avoid dividing established communities within the downtown planning area and surrounding areas.

5.1.3.4 Substantially increase the physical deterioration of existing neighborhood, community or regional parks through excessive use (LU-D)

A variety of public and private recreational opportunities are available to the residents of downtown San Diego including City-operated parks and recreation areas, school facilities, and non City-operated recreation areas (Figure 5.1-3 and Table 5.1-1). The Marina neighborhood, with the North and South Embarcadero Marina parks and Pantoja Park, contains the majority of downtown's public park space. Park space is generally located in Columbia, Gaslamp, and Core neighborhoods. Although school and college facilities provide over 26 acres of recreational opportunity downtown,



Source: *Downtown Community Plan, 2005*

Parks and Open Space — Figure 5.1-3

This Page Intentionally Left Blank

TABLE 5.1-1
Existing Downtown Parks and Open Space

PARK	ACREAGE
Existing Parks	
San Diego High School Recreational Fields	21.3[1]
Embarcadero Marina Park South	10.6
Embarcadero Marina Park North	9.9
County Administration Center Open Space	6.0
City College Outdoor Areas	4.0
Martin Luther King, Jr. Promenade	3.3
Pantoja Park	2.9
Outfield Park	2.8
Other existing parks (including Amici Park, Children's Park, Convention Center Park, G Street Mole, Civic Center Plaza, and Horton Plaza Park)	15.1
Sub-total	**78.9**
Pipeline Parks	
North Embarcadero Esplanade	11.8
County Administration Center Waterfront Parks	8.8
Other approved and under-development parks	4.9
Sub-total	**25.5**
TOTAL	**104.4**

[1] Use by the general public is restricted to times when school activities are not occurring.

Source: CCDC, Downtown Community Plan, 2005

they are considered to be limited use since they are only available to the public during non-school hours.

Currently, there are over 104 acres of existing, under-development, and approved park space. This would indicate that for every 1,000 downtown residents, there are approximately four acres of parks. However, of the park land, 21 acres belong to the North and South Embarcadero Marina parks, which are not readily accessible by foot by most of downtown's residents. Excluding these two parks and the semi-public school recreational and outdoor areas, 55.6 acres of accessible park space downtown remains, or two acres per 1,000 residents.

The proposed Downtown Community Plan places a major emphasis on enhancing and/or adding parkland within downtown. A total of up to 131 acres would be devoted to park and recreation uses

(Figure 5.1-3). The land use concept calls for a centralized park as an integral part of each of the planned downtown neighborhoods. In addition, the Plan calls for several blocks to be devoted to larger parks while also encouraging the creation and utilization of plazas and pocket parks. The quality of new parks would be maintained through sun access criteria that would ensure sunlight on parks during peak use hours. Finally, the implementation of a Transfer of Development Rights (TDR) program would facilitate the purchase of new park space. The Plan's intention to increase the number, variety, quality, and accessibility of park and recreation opportunities within downtown is expressed in the following goals and policies:

Increased Number and Variety

Goal 4.1-G-1: Develop a comprehensive open space system that provides a diverse range of outdoor opportunities for residents, workers, and visitors.

Policy 4.1-P-1: Develop at least 15 acres of new parks and plazas open and accessible to the public.

Policy 4.1-P-8: Pursue new smaller open spaces – including public plazas and places, fountains, and pocket parks – on portions of blocks throughout downtown and on geologic faults to supplement the larger public open spaces, provide local focus points, and diversify the built environment.

Policy 4.1-P-10: Require private common open spaces as part of all large new residential developments.

Improved Quality

Goal 4.1-G-4: Make the new public parks and plazas harmonious, inspirational, and sources of community pride and character through community participation and design excellence.

Policy 4.1-P-5: Continue efforts to improve the waterfront open space network according to the North Embarcadero Visionary Plan and connecting to the redeveloped Seaport Village.

Policy 4.1-P-11: Implement a program to reclaim open spaces that have deteriorated, have design features that limit access and use opportunities, and/or are in need of activity and revitalization.

Goal 5.3-G-4: Ensure uninterrupted sunlight during designated periods on all major parks, and maintain standards to ensure adequate sunlight on sidewalks and streets in Neighborhood Centers and residential areas.

Policy 5.3-P-1: Restrict building heights as follows:

- Around parks to maintain uninterrupted sunlight with specific criteria delineated in the PDO:

- In Marina and Gaslamp for sunlight and urban design considerations;
- Stepping down towards the water in the North Embarcadero area;
- Surrounding the CAC; and
- Throughout downtown, consistent with policies and regulations for airport operations established by the Federal Aviation Administration (FAA), the Airport Land Use Compatibility Plan (ALUCP) and the Airport Approach Overlay Zone.~~In the approach zone to Lindbergh Field, as required by the Federal Aviation Administration (FAA)~~.

Improved Accessibility

Goal 4.1-G-2: Provide public open space within walking distance of all residents and employees.

Goal 4.1-G-3: Improve accessibility to recreational, leisure, and cultural opportunities on the waterfront and at Balboa Park.

Policy 4.1-P-9: Improve the Green Streets as an essential element of the open space system – as connections to the waterfront, Balboa Park, activity centers, parks and plazas; as tree-lined open spaces; and as continuous recreational paths.

With implementation of the goals and policies in the proposed Community Plan to increase the number, variety, quality, and accessibility of park space, there would be no significant impact to parks and recreation.

Transfer of Development Rights Program

The primary mechanism for ensuring that parks and recreation space would be achieved through implementation of a TDR program. The TDR program would be established through the following goals and policies:

Goal 3.2-G-4: Use transfer of development rights as a mechanism to create new parkland, open space and preserve historic resources.

Policy 4.1-P-3: Establish a comprehensive program to obtain parkland using a variety of techniques, including but not limited to acquisition and a TDR program potentially allowing proposed open space site owners to sell development rights to property owners in higher-intensity areas of downtown.

The TDR program would be a financing tool for the purchase of downtown park space, facilitating parkland creation. Through the program, all sites designated for public parks that are in private ownership would be eligible to transfer or sell their development rights to a "TDR bank" or receiving site. Receiving sites identified in the Downtown Community Plan would be able to add the development rights from the park site or the bank to that which is allowed by right. This process allows sending sites to realize the increased land value of the property at its full development

potential while preserving the site for park development. Although the receiving site would be permitted to develop at an increased density, there would be no change in type of use. The Downtown Community Plan would restrict TDR receiver sites to areas equipped to support higher densities, such as the proposed Civic/Core, Columbia, and East Village neighborhoods. Designated sending and receiving sites are shown in Figure 5.1-4.

5.1.4 MITIGATION MEASURES

Impact LU-B.1 Ballpark Noise

As discussed in Chapter 5.7, implementation of the noise attenuation measures identified in the acoustical analysis required by Mitigation Measure NOI-B.2-1 would reduce interior noise levels to 45 dB (A) CNEL and reduce potential impacts to below a level of significance.

Impact LU-B.2 Traffic Noise

Completion of noise studies and implementation of appropriate noise attenuation required by Mitigation Measure NOI-B.1-1 in Chapter 5.7 would reduce land use compatibility impacts from traffic noise but not to below a level of significance as exterior noise levels may continue to exceed acceptable levels.

Impact LU-B.3 Aircraft Noise

Completion of noise studies and implementation of appropriate noise attenuation required by Title 21 of the California Code would reduce interior noise levels in new development to within acceptable limits but would be unable to reduce exterior noise levels to within acceptable limits.

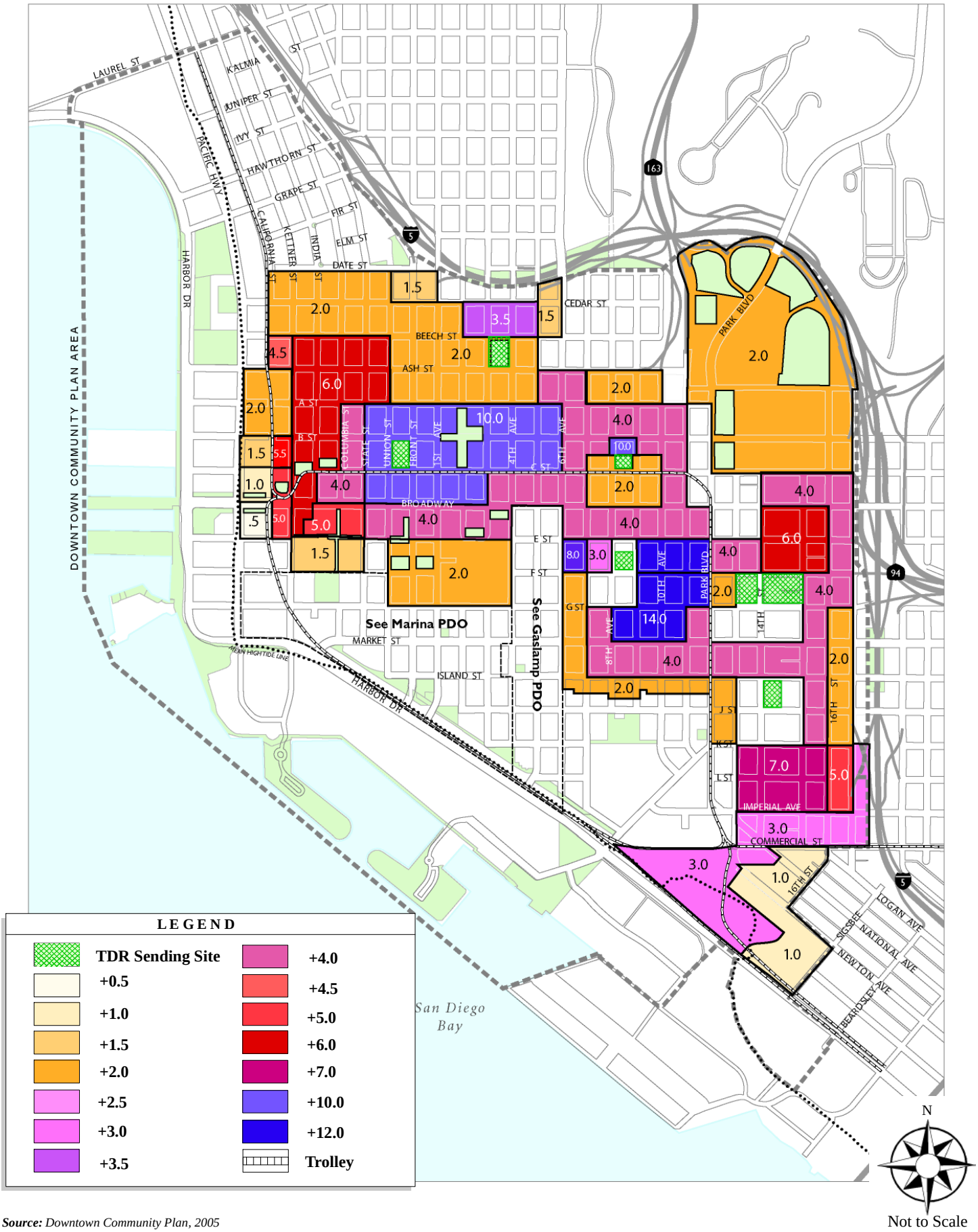
Impact LU-B.4 Railroad Noise

The Downtown Community Plan would include a policy which would seek establishment of quiet zones and enforce ban on sounding of horns (Policy 13.4-P-2). However, implementation of this policy would be subject to the approval of the California Public Utilities Commission and it would not restrict the crossing bells. Crossing bell noise could be reduced by the following measure:

Mitigation Measure LU-B.4-1: Prior to approval of a ~~Development Permit~~Building Permit which would expose ~~sleeping~~ habitable rooms ~~areas~~ to disruptive railroad noise, an acoustical analysis shall be performed. The analysis shall determine the expected exterior and interior noise levels related to railroad activity. As feasible, noise attenuation measures shall be identified which would reduce noise levels to 45 dB(A) CNEL or less in ~~sleeping~~ habitable rooms. Recommended measures shall be incorporated into building plans before approval of a ~~Development~~ Building Permit.

Impact LU-B.5 Ballpark Lighting

Mitigation Measure LU-B.5-1: Prior to approval of a Development Permit which would result in a light sensitive use within a two-block radius of Petco Park, the applicant shall provide a lighting study that demonstrates to the satisfaction of CCDC that habitable rooms would be equipped with light attenuation measures which would allow occupants to reduce night-time light levels to 2.0 foot-candles or less.



Source: *Downtown Community Plan, 2005*

TDR Sending and Receiving Sites Figure 5.1-4

This Page Intentionally Left Blank

Impact LU-B.6 Transient Activities

Finding effective solutions for adverse effects from transient activities has been a challenge in downtown areas throughout the country. Similar problems have faced downtown San Diego. Many local social service and charity organizations provide assistance to help homeless individuals find the medical, nutritional and career assistance necessary to overcome their homelessness. In a similar effort, a Homeless Outreach Team (HOT) was created as a mitigation measure in the Ballpark EIR to provide proactive support to homeless. HOT teams comprised of a police officer and a social worker move through areas of homeless populations to distribute information on how to find the help offered by local social service providers. Continued support of these types of efforts is the most appropriate form of mitigation for potential homeless impacts to surrounding communities.

5.1.5 SIGNIFICANCE OF IMPACT AFTER MITIGATION

Impact LU-B.1 Ballpark Noise

Level of Significance After Mitigation: Not Significant

As discussed in Chapter 5.7, implementation of the noise attenuation measures identified in the acoustical analysis required by Mitigation Measure NOI-B.2-1 would reduce interior noise levels to 45 dB (A) CNEL and reduce potential impacts to below a level of significance.

Impact LU-B.2 Traffic Noise

Level of Significance After Mitigation: Significant

Implementation of noise attenuation required by Mitigation NOI-B.1-1 would reduce interior noise levels to acceptable levels but may not be able to reduce exterior noise levels to acceptable levels. Thus, traffic noise could result in a significant and unmitigated land use compatibility impact.

Impact LU-B.3 Aircraft Noise

Level of Significance After Mitigation: Significant

Completion of noise studies and implementation of appropriate noise attenuation required by Title 21 of the California Code would reduce interior noise levels in new development to within acceptable limits but would be unable to reduce exterior noise levels to within acceptable limits. Thus, aircraft noise would create significant and unmitigated land use compatibility impacts.

Impact LU-B.4 Railroad Noise

Level of Significance After Mitigation: Significant

Implementation of noise attenuation required by Mitigation LU-B.4-1 and implementation of quiet zones would reduce railroad noise but may not be able to eliminate the interference with sleep

patterns associated with noise created by crossing bells, locomotive engines and wheels. Thus, railroad noise is considered significant and unmitigable.

Impact LU-B.5 Ballpark Lighting

Level of Significance After Mitigation: Not Significant

Implementation of the light attenuation measures required by Mitigation Measure LU-B.5.1 would reduce potential impacts to below a level of significance.

Impact LU-B.6 Transient Activities

Level of Significance After Mitigation: Significant

As indicated earlier, effective solutions for homelessness have proven challenging across the country, and San Diego has proven to be no exception. Thus, impacts from migration of displaced transient populations into surrounding neighborhoods are considered significant and unmitigable.

5.2 TRANSPORTATION, CIRCULATION, ACCESS AND PARKING

5.2.1 EXISTING CONDITIONS

The following discussion is based on a transportation analysis completed by Wilson & Company. This analysis evaluates major forms of transportation including automobile, transit and non-motorized options. In addition, the report includes an evaluation of parking supply and demand. A complete copy of this report is contained in Appendix 2.2. A full set of the traffic model worksheets is contained in Volume 3 of this EIR.

5.2.1.1 Existing Roadways

Configuration

The roadway network serving downtown is comprised of regional and local roadways (Figure 5.2-1). Regional roadways are represented by the state and federal highways including I-5, SR-163, and SR-94. I-5 is a north/south freeway serving coastal cities in San Diego County and running northward to Orange and Los Angeles counties and beyond, and southward to the international border with Mexico. SR-163 is also a north/south freeway running from I-15 in the north to Tenth and Eleventh Avenues in downtown. SR-163 provides access to I-8, I-805 and I-15 as well as to SR-52. SR-94 is an east-west freeway running from downtown eastward through southeastern San Diego and terminating at I-8 in eastern San Diego County.

Local roads consist of a grid network with several one-way roadways in both the north-south and east-west directions. Major streets within the grid provide access to the freeway system via couplets. Tenth and Eleventh Avenues provide access to and from SR-163. F and G Streets provide access to SR-94. Access to I-5 is possible from a number of grid streets including Laurel Street, First Avenue, Fifth Avenue, and E Street.

Currently, the 1992 Community Plan divides downtown roadways into six categories: freeway, primary arterial, major street, collector street, business street and local street. Street classifications and examples of characteristic streets are discussed below.

Freeways. Freeways serve to carry through-traffic and are fully access controlled by grade separations, interchanges and ramp connections. Freeways vary in width from four to eight or more lanes.

Prime Arterials. A prime arterial carries heavy vehicular traffic, relatively low pedestrian traffic, and moderate bicycle and transit traffic. It has a raised center median, bicycle lanes, street trees, traffic safety street lighting, sidewalks, and very restricted access to abutting properties. Only Harbor Drive, north of Market Street, is classified as a six-lane primary arterial.

Major Arterials. Major arterials provide a network of roadway access to prime arterials and the freeway system. They also provide access to abutting commercial and industrial properties. They

carry moderate to heavy traffic volumes, low to high pedestrian and bicycle movements, and moderate to high transit movements. Major arterials generally have raised center median, street trees, and sidewalks. Examples of major arterials in the downtown area include Pacific Highway, Kettner Boulevard, Front Street, Fifth Avenue, Park Boulevard, Market Street and Ash Street.

Collector Streets. Collector streets primarily provide connections between local/collector streets and streets of higher classification. The collector street provides access to abutting property and carries low to moderate traffic volumes, low to heavy pedestrian volumes, moderate to heavy bicycle volumes, and low to moderate transit movements. Collector streets have on-street parking, street trees, traffic safety street lighting, and sidewalks. Collector streets in the downtown study area include Columbia Street, State Street, Tenth Avenue and Eleventh Avenue.

Business Streets. Business streets are usually two-, three- or four-lane facilities. Their primary purpose is to carry through traffic and to provide access to abutting property. Business streets function as either one- or two-way facilities. The business street is unique in that it carries a high volume of traffic at low travel speeds (given the short spacing of traffic signals at each block). Business streets have on-street parking, street trees, traffic safety street lighting, and sidewalks.

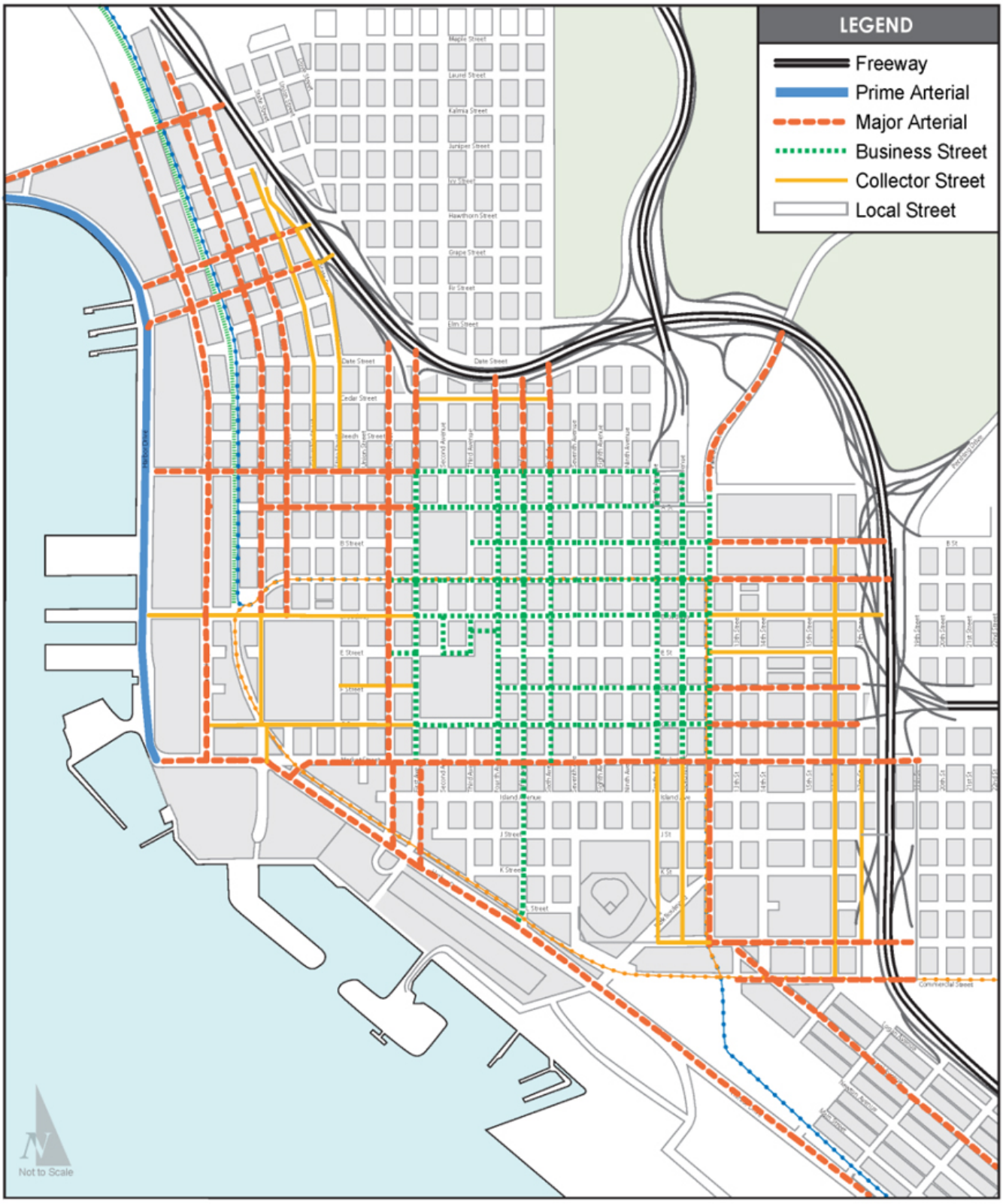
Local Streets. Local streets primarily provide direct access to abutting property. They carry low traffic volumes, low to heavy pedestrian volumes, and low to moderate bicycle volumes. Local streets have on-street parking, street trees, traffic safety street lighting, and sidewalks. Examples of the local streets in the downtown include Seventh Avenue, Ninth Avenue, K Street, 14th Street, Island Avenue, Beech Street and Ivy Street.

Traffic signals are used extensively on the grid to manage traffic flow. The majority of downtown signalized intersections are incorporated into a coordinated and interconnected traffic system through a master controller, enabling synchronized operation along major corridors.

Volumes

The existing traffic volumes on the grid streets (based on year 2002 data) are illustrated in Figures 5.2-2A and B. The heaviest traveled streets in the north-south direction are Harbor Drive, Pacific Highway, Park Boulevard and First Avenue. The heaviest traveled streets in the east-west direction are F Street, Grape Street, Hawthorn Street and Laurel Street. These roadways currently carry traffic volumes in excess of 20,000 vehicles per day.

The freeway volumes on I-5 through the downtown area currently range from 160,000 to 220,000 ADT. Volumes on SR-94, just east of downtown approach 100,000 ADT, while SR-163, just north of downtown, currently carries approximately 101,000 ADT.



N

Not to Scale

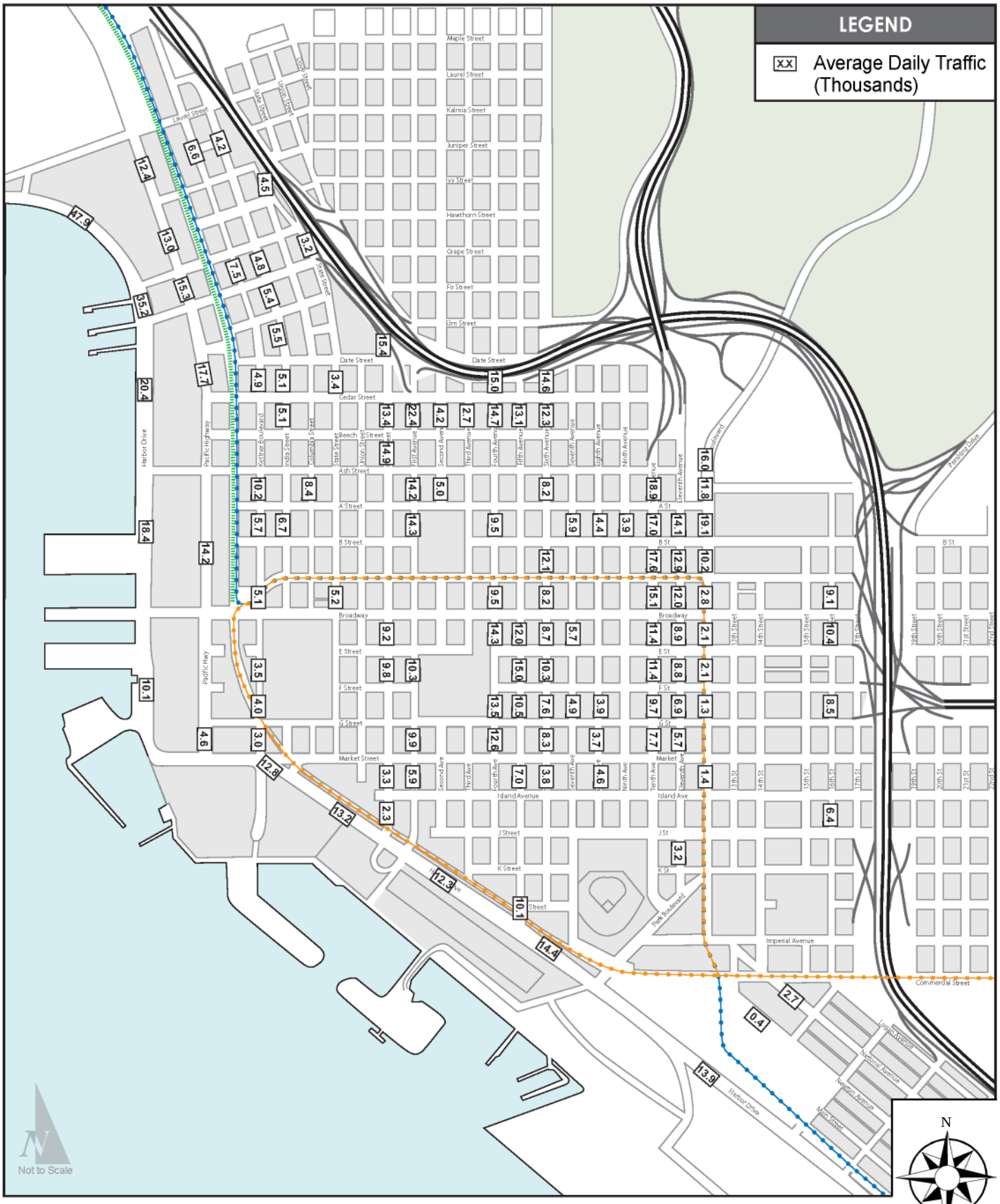
Source: *Wilson and Company, 2005*

Existing Roadways — Figure 5.2-1

This Page Intentionally Left Blank

Source: *Wilson and Company, 2005*

Existing Traffic Volumes on East-West Roadways _____ Figure 5.2-2A



Source: *Wilson and Company, 2005*

Existing Traffic Volumes on North-South Roadways _____ Figure 5.2-2B

Level of Service

The flow of traffic within the relatively dense grid roadway network in the downtown is controlled by the performance of intersections, and specifically their operation during the peak hours. A total of 128 intersections were analyzed under existing conditions. Figure 5.2-3A and B graphically display the intersection analysis results for existing AM and PM peak hours, respectively. During the PM peak hour, six intersections operate at LOS D-E and two operate at LOS F; the remaining intersections operate at LOS C or better.

The concept of Level of Service (LOS) is defined as a qualitative measure describing operational conditions within a traffic stream and the perception of motorists and/or passengers. An LOS definition generally describes these conditions in terms of such factors as speed, travel time, freedom to maneuver, comfort, convenience, and safety. LOS ranges from A to F. Table 5.2- 1 describes the generalized traffic flow for the various LOS on roadway segments. The delay associated with the various LOS at intersections are identified in Table 5.2-2.

TABLE 5.2-1
Level of Service Definition for Grid Streets

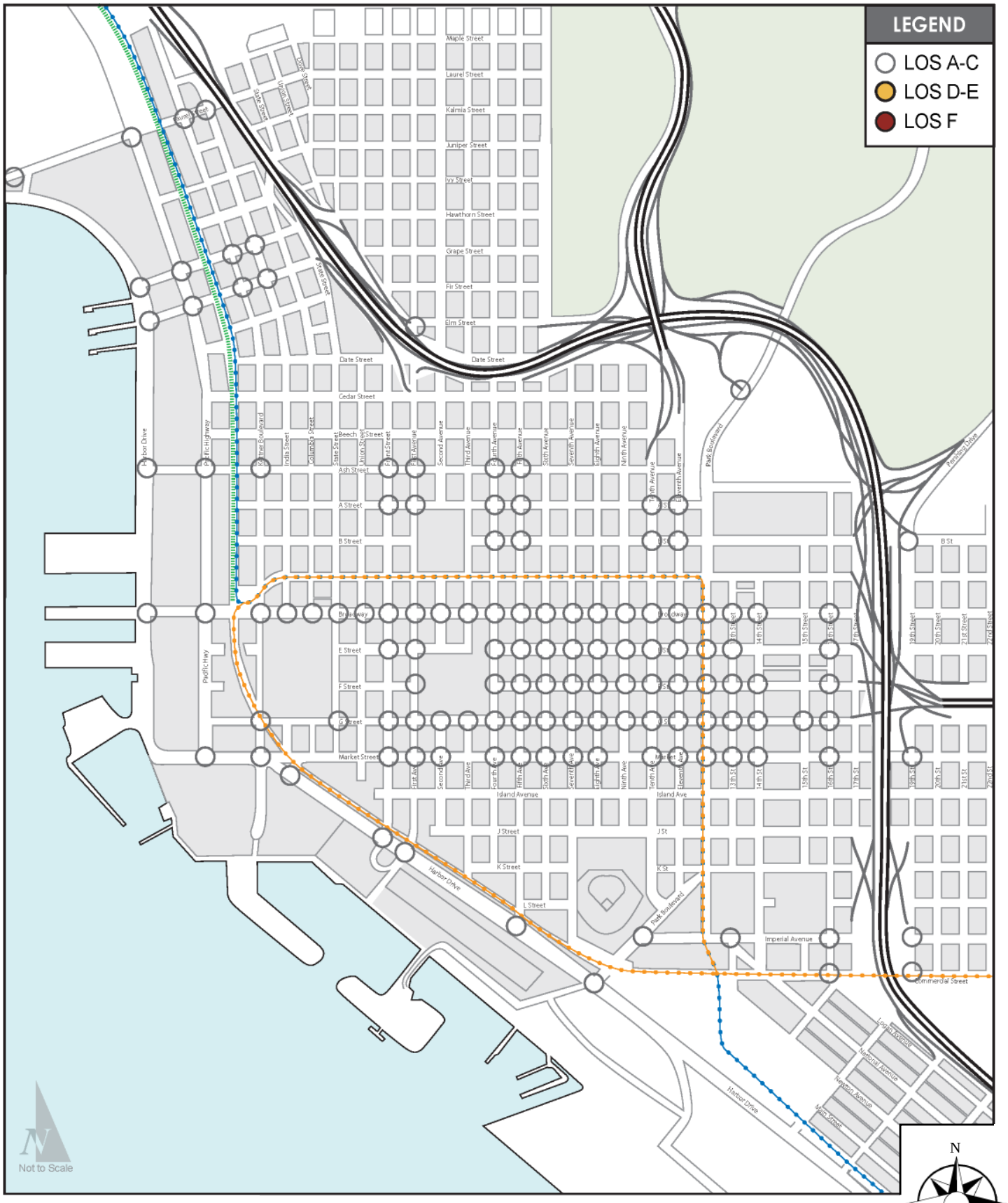
LOS	CONGESTION/DELAY	TRAFFIC FLOW QUALITY
A	None	Low volumes, high speeds. Speed not restricted by other vehicles. All signal cycles clear with no vehicles waiting through more than one signal.
B	None	Operating speeds beginning to be affected by other traffic. Less than 10% of signal cycles have vehicles waiting through more than one signal cycle.
C	None to minimal	Operating speed and maneuverability closely controlled by other traffic. Between 10% and 30% of signal cycles have vehicles waiting through more than one signal cycle.
D	Minimal to substantial	Tolerable operating speeds. Between 30% and 70% of signal cycles have vehicles waiting through more than one signal cycle.
E	Significant	Capacity; Maximum traffic volume an intersection can accommodate. 70% to 100% of signal cycles have vehicles waiting through more than one signal cycle.
F	Considerable	Long queues of traffic. Unstable flows. Travel speeds can drop to zero.

Source: Highway Capacity Manual 2000

Levels of Service on freeway segments are described in Table 5.2-3. Freeway LOS is calculated in the peak direction of flow during both the AM and PM peak hours.

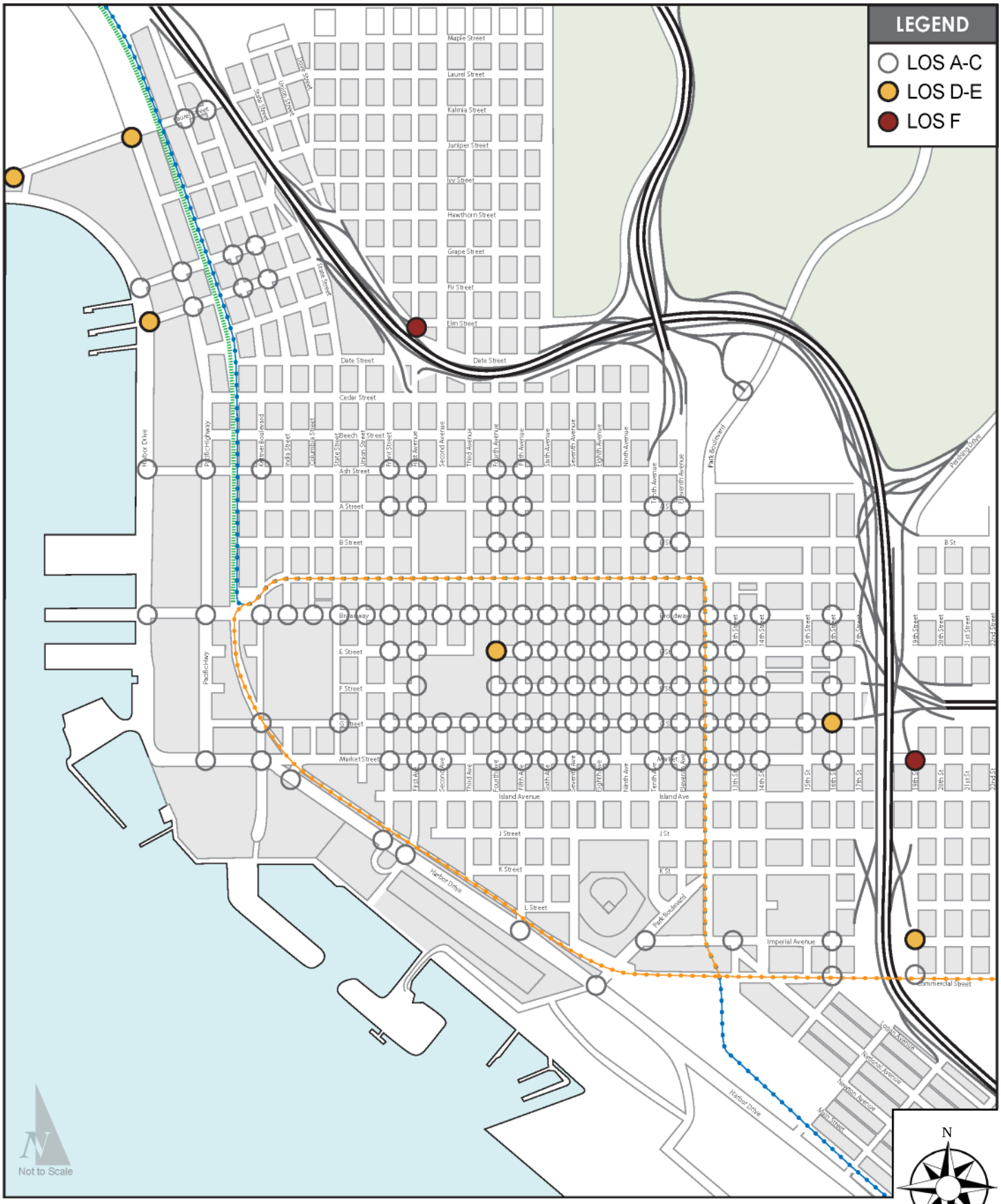
Due to high volumes and limited capacity, the following three freeway segments currently operate at unacceptable LOS F during the AM and/or PM peak hours:

- I-5 between SR-94 and Pershing Drive (southbound (SB) during the PM peak hour);
- I-5 between Pershing Drive and SR-163 (SB during the PM peak hour); and
- SR-163 between I-5 and Washington Street (northbound (NB) during the PM peak hour and SB in the AM peak hour).



Source: *Wilson and Company, 2005*

Existing Level of Service (AM) Figure 5.2-3A



Source: *Wilson and Company, 2005*

Not to Scale

Existing Level of Service (PM) Figure 5.2-3B

TABLE 5.2-2
Level of Service Based on Intersection Delay on Grid Streets

AVERAGE STOPPED DELAY PER VEHICLE (SECONDS / VEHICLE)	LOS CHARACTERISTICS
≤ 10	**LOS A** describes operations with very low delay. This occurs when progression is extremely favorable, and most vehicles do not stop at all. Short cycle lengths may also contribute to low delay.
> 10 – 20	**LOS B** describes operations with generally good progression and/or short cycle lengths. More vehicles stop than for LOS A, causing higher levels of average delay.
> 20 – 35	**LOS C** describes operations with higher delays which may result from fair progression and/or longer cycles lengths. Individual cycle failures may begin to appear at this level. The number of vehicles stopping is significant at this level, although many still pass through the intersection without stopping
> 35 – 55	**LOS D** describes operations with high delay, resulting from some combination of unfavorable progression, long cycle lengths, or high volumes. The influence of congestion becomes more noticeable, and individual cycle failures are noticeable.
> 55 – 80	**LOS E** is considered to be the limit of acceptable delay. Individual cycle failures are frequent occurrences.
> 80	**LOS F** describes a condition of excessively high delay, considered unacceptable to most drivers. This condition often occurs when arrival flow rates exceed the capacity of the intersection. Poor progression and long cycle lengths may also be major contributing causes to such delay.

Source: 2000 Highway Capacity Manual

TABLE 5.2-3
Freeway Segment Level of Service Definitions

LOS	VOLUME/CAPACITY RATIO	CONGESTION/DELAY	TRAFFIC DESCRIPTION
A	≤0.41	None	Free flow.
B	0.42-0.62	None	Free to stable flow, light to moderate volumes.
C	0.63-0.80	None to minimal	Stable flow, moderate volumes, freedom to maneuver noticeably restricted.
D	0.81-0.92	Minimal to substantial	Approaches unstable flow, heavy volumes, very limited freedom to maneuver.
E	0.93-1.00	Significant	Extremely unstable flow, maneuverability and psychological comfort extremely poor.
F	>1.00	Considerable; 0-1 hour delay	Forced flow, heavy congestion, long queues form behind breakdown points, stop and go.

Source: Wilson & Company; July 2005

As shown in Figures 5.2-3A and B, the following downtown freeway on-ramps are currently operating at LOS F during the AM and/or PM peak hours:

- I-5 NB On-Ramp at B Street (AM peak hour);
- I-5 NB On-Ramp at Eleventh Avenue (AM and PM peak hour);

- I-5 NB On-Ramp at First Avenue (PM peak hour); and
- I-5 SB On-Ramp at Grape Street (PM peak hour).

The following downtown freeway off-ramp is currently operating at LOS F during the AM peak hour:

- I-5 SB Off-Ramp at Cedar Street (AM peak hour).

All freeway off-ramps are currently operating at acceptable LOS during the PM peak hour.

5.2.1.2 Transit

The downtown area is served by a variety of transit services, including intercity passenger rail, commuter rail, light rail, and an extensive network of local bus routes, connecting the downtown area to the rest of the region. Key transit centers serving the downtown include the Twelfth and Imperial Transfer Station and the Santa Fe Depot, which provide linkages between bus routes, light rail lines, and commuter rail services.

San Diego Trolley. Two trolley lines run to and through downtown, forming a loop within the downtown area. The Blue Line connects to Mission Valley in the north, and to National City, Chula Vista, and Imperial Beach in the south; ending at the international border in San Ysidro. The 2005 opening of the Blue Line extension will provide a connection to San Diego State University. The Orange Line runs from Santee, El Cajon, La Mesa, and Lemon Grove in the northeast and terminates in the downtown.

Coaster Commuter Rail. The Coaster is a commuter rail service operated by the North County Transit District. The service connects the Oceanside Transit Center, Carlsbad Village, Carlsbad Poinsettia, Encinitas, Solana Beach, Sorrento Valley, the Old Town Transit Center, and downtown. It uses the historic Santa Fe Depot, located at Columbia and Broadway, as its downtown terminal.

Amtrak Intercity Rail. Amtrak currently provides nine daily intercity connections between downtown and Los Angeles and beyond, with local stops in Oceanside and Solana Beach.

Local/Express Buses. There are currently 28 bus routes serving downtown with wide service coverage and frequent service linking the downtown area with outlying communities. In addition, peak period express bus service links the downtown area with residential communities along both the I-8 and I-15 corridors.

Table 5.2-.4 displays the number of existing daily transit trips and total daily person trips within (originating and/or destined to) the downtown area. Total person trips incorporate all travel modes including automobile, transit, walk and bicycle trips. As shown, over 20% of all downtown work trips currently take place by transit, with an overall transit mode share of 4.3% for all downtown person trips.

TABLE 5.2-4
Existing Downtown Transit Mode Share

TRIP PURPOSE	TRANSIT TRIPS	TOTAL PERSON TRIPS	TRANSIT MODE SHARE (%)
Work	27,800	132,650	20.9
Total	53,550	1,226,460	4.3

Source: SANDAG, February 2005

5.2.1.3 Non-motorized Transportation

The downtown environment includes a wide variety of land uses in close proximity providing numerous opportunities for non-motorized travel including walk, bicycle, and pedicab modes. Downtown residents, as well as employees and visitors, are able to accomplish many of their travel requirements without the need for an automobile.

Currently, key areas of pedestrian activity in downtown occur in and around Horton Plaza, the governmental/financial districts along B and C Streets, and throughout the Gaslamp Quarter. Broadway also serves as a significant pedestrian corridor, with the concentration of bus service along the street and interaction among the business and retail/commercial activities in the area.

Table 5.2-5 displays the number of existing daily non-vehicle trips and total daily person trips within the downtown area. As shown, over 15% of all downtown trips currently take place via non-motorized modes (walk, bicycle, and pedicab).

TABLE 5.2-5
Projected Non-Motorized Trips

TRIP PURPOSE	NON-MOTORIZED TRIPS	TOTAL PERSON TRIPS	NON-MOTORIZED MODE SHARE (%)
Work	9,060	132,650	6.8
Total	192,240	1,226,460	15.6

5.2.1.4 Existing Parking

Supply

As shown in Table 5.2-6, the total existing supply of parking in downtown is estimated at 56,880 spaces; of which, 69% of the inventory are available to the public. This estimate is based on an inventory completed by the CCDC in August 2003. The parking inventory summarized the number of parking spaces by parking type including on-street parking, public off-street, and private off-street. Public parking includes both on-street and off-street lots and structures which are readily available for public use. Private parking is restricted to specific property owners and/or lessees, and is typically associated with residential uses. Table 5.2-6 summarizes the results of the CCDC August 2003 parking inventory.

TABLE 5.2-6
Current Inventory of Downtown Parking

TYPE		NUMBER OF SPACES
Public Parking	On-Street Parking	6,990
	Off-Street Public Parking	34,230
	Total Public Parking	41,220
Private Parking	Off-Street Private Parking	15,660
Public and Private Parking Total		**56,880**

Source: CCDC, August 2003

Demand

The total estimated parking demand under current conditions in downtown is 57,824 spaces. This estimate was developed by applying representative parking demand ratios to existing downtown land uses. Table 5.2-7 displays a summary of existing downtown land uses and the estimated parking demand.

TABLE 5.2-7
Current Downtown Parking Demand

LAND USE	QUANTITY	PARKING DEMAND RATIO	TOTAL PARKING SPACES REQUIRED
Office	13,144,000 sf	2.1 / 1,000 sf	27,602
Retail	2,658,000 sf	2.3 / 1,000 sf	6,112
Hotel	8,800 rooms	0.5 / room	4,400
Residential	14,600 units	1.35 / unit	19,710
Total Current Parking Demand			**57,824**

Source: Wilson & Company, July 2005

Based upon a comparison of the existing supply versus the existing demand, a parking deficit of 944 spaces exists. Given the dynamics of the parking estimates (both on the supply and demand side), the comparisons above can reasonably be interpreted to indicate a relative balance in downtown-wide supply and demand under existing conditions, not withstanding the localized parking shortages which can occur during major downtown events.

5.2.2 SIGNIFICANCE CRITERIA

Adoption and implementation of the proposed Plans and Ordinance would result in a significant, direct environmental impact related to transportation if the goals, policies, objectives or regulations established by the planning documents and/or anticipated subsequent development in accordance with those documents would:

Significance Criterion TRF-A.1 Cause the LOS on a roadway segment or intersection to drop below LOS E;

Significance Criterion TRF-A.2 Cause the LOS on a freeway segment to drop below LOS E, or cause a ramp delay in excess of 15 minutes;

Significance Criterion TRF-B Cause the capacity and service capabilities of existing and planned transit services to be exceeded;

Significance Criterion TRF-C Substantially discourage use of non-motorized forms of transportation; or

Significance Criterion TRF-D Create an average demand for parking which would exceed the available average supply.

Cumulatively significant traffic impacts would result at locations where build-out of the proposed Downtown Community Plan would contribute to substandard (LOS F) traffic operations on facilities that currently operate at LOS F under existing conditions. These impacts are discussed in Chapter 6.0.

5.2.3 ENVIRONMENTAL IMPACTS

5.2.3.1 Methodology

This section outlines the key assumptions and methods employed to develop daily and peak hour travel forecasts as well as estimate LOS for the major downtown transportation facilities, including freeways, freeway ramps, and intersections.

Land Use Assumptions

For estimating the transportation impacts, the analysis used a buildout traffic volume that would be generated by a realistic rather than maximum buildout of the land use type and intensity possible under the proposed Plans and Ordinance.

The projected buildout under the Community Plan was derived by synthesizing information about existing conditions and development projects in the "pipeline" with potential future growth calculations including density bonus provisions in the proposed Plans and Ordinance. Potential growth was calculated, in part, from the application of assumed average intensities to vacant parcels and sites with infill potential. As indicated on page 3-26 of the Proposed Community Plan,

"Designation of a site for certain use does not necessarily mean that the site will be built/redeveloped with the designated use within the horizon of the Plan. Similarly, sites that are not anticipated to be redeveloped may actually be reused." These assumptions were developed while taking into account maximum FAR allowed by the Community Plan, context and compatibility with existing development, and economic and other trends. Potential density bonuses achieved through State affordable housing regulations were not factored in. However, it is not anticipated that these bonus provisions would represent a substantial number of residential units.

The resulting buildout projection, which is approximately 80% of the worst-case maximum exclusive of State affordable housing bonus programs, provides a reasonable distribution of potential future growth with respect to allowable FAR ranges, land use types, and projected market potential. For the purposes of calculating buildout population, an average household size of 1.6 was assumed, with a housing unit occupancy rate of 95 percent. These assumptions were based on Census data and demographic trends in downtown.

The land use densities which were assumed for estimating buildout traffic volumes are illustrated in Table 5.2-8.

TABLE 5.2-8
Proposed Downtown Community Plan Land Uses

LAND USE TYPE	QUANTITY
Residential	53,100 units
Office	29,821,000 square feet
Retail	6,070,000 square feet
Hotel	20,000 rooms

Source: Downtown Community Plan, 2005

Proposed Roadway Network

As detailed in the proposed Community Plan, the following roadway classifications are assigned to downtown roadways.

Boulevards. Broad roadways that accommodate pedestrians and vehicular traffic. Provide access to commercial uses. Traffic volumes high, but speeds are moderate.

Green Streets. Streets that link parks and other downtown amenities. Enhanced landscaping, including double rows of trees and expanded sidewalk widths. Vehicular and transit access.

Residential Streets. Streets that traverse neighborhoods and have residential orientation. Maximized on-street parking, including diagonal parking. Vehicular traffic is low volume and low speed.

Main Streets. Serves neighborhood centers and other major activity zones. Lined with commercial activity. Low travel speeds.

Multi-Function Streets. Serves a variety of purposes and does not fall within any of the other classifications.

Figure 5.2-4 displays the proposed downtown street typology system under buildout of the Downtown Community Plan.

)~~Several roadway network improvements and modifications are proposed as part of the proposed Community Plan (Table 5.2-9.~~

~~Some of the more significant street modifications proposed by the Community Plan include the following:~~

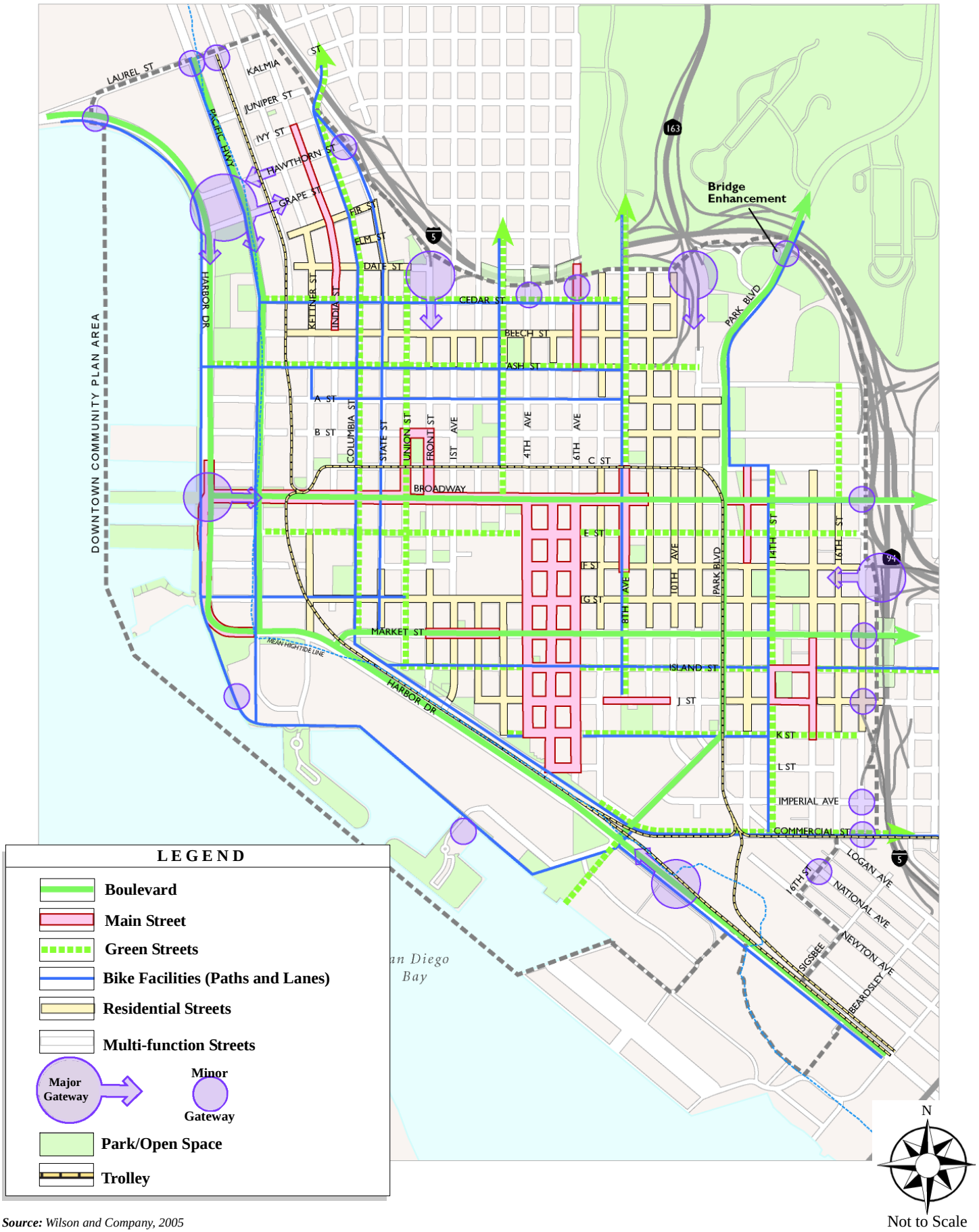
- ~~Closure of the southbound I-5 off-ramp to Cedar Street and conversion of Cedar Street to two-way traffic from Front Street to Fifth Avenue;~~
- ~~Conversion of Columbia Street from three lanes to two lanes during off-peak travel periods.~~
- ~~Closure of C Street between Columbia Street and Park Boulevard for purposes of implementing a transit-only facility;~~
- ~~Conversion of Sixth Avenue from one-way southbound (three-lanes) to two-way (one lane each direction) from Elm Street to Ash Street;~~
- ~~Conversion of Seventh Avenue, between Beech Street and B Street, from three lanes to two lanes (one-way northbound);~~
- ~~Extension of Eighth Avenue north across I-5 and linking to Balboa Park. To the south, Eighth Avenue would be converted from three lanes to two lanes (one-way southbound) between Ash Street and G Street,;~~
- ~~Conversion of Ninth Avenue, between Ash Street and Market Street, from three lanes to two lanes (one-way northbound); and~~
- ~~Connection of A, B, C, E, F and G Streets between Harbor Drive and Pacific Highway.~~

Traffic Forecast Modeling Assumptions

The SANDAG Regional Transportation Model was utilized to prepare future year buildout traffic forecasts. The following major assumptions were incorporated into the computer modeling process.

Growth

Growth factors were derived by comparing modeled "existing" and modeled "future year" peak hour traffic. Growth factors from the modeling were then applied to existing peak hour traffic data to derive future year peak hour volumes.



Source: *Wilson and Company, 2005*

Proposed Roadway Classifications — Figure 5.2-4

This Page Intentionally Left Blank

Future Transit and Roadway Improvements

In anticipation of potential modifications of the downtown street system as part of the proposed Community Plan, the traffic analysis made specific assumptions for the purpose of modeling. These assumptions are identified in Table 5.2-9. It should be noted that while several of these assumptions were not ultimately proposed as part of the Community Plan, their inclusion in the analysis does not adversely affect the conclusions of the analysis. In fact, they assure that the analysis is based on a worst-case scenario.

In order to estimate the regional roadway improvements that would promote traffic flow in the future, the traffic analysis assumed that roadway improvements described in the Revenue-Constrained version of the Regional Transportation Plan (RTP) would be implemented. Although the recent reauthorization of Transnet theoretically allows for the implementation of the more extensive improvements contemplated by the MOBILITY 2030 version of the RTP, uncertainty regarding funding and the potential changes in priority prompted the use of the more conservative Revenue Constrained version for impact analysis.

The proposed Community Plan assumed future year transit improvements for the San Diego region and the downtown area consistent with the SANDAG Regional Transportation Plan (Revenue-Constrained Scenario). This assumes implementation of the following regional transit improvements:

- Extension of the Trolley through Mission Valley, including service to San Diego State University;
- Extension of the Trolley northbound along I-5, providing service to University of California, San Diego and University Towne Center via the Mid-Coast corridor;
- New and improved regional transit routes including BRT providing high speed and priority service throughout the region and downtown;
- Improved/new transit stations and centers; and
- Improved local and express bus service levels.

In addition to the regional transit improvements listed above, the proposed Community Plan includes a number of additional transit service enhancements focused on the downtown.

Downtown Bus Rapid Transit (BRT) Services. BRT is a transit service concept currently being studied and implemented by SANDAG across the region. It is a rubber-tire, rapid transit system designed to have the look and feel of light rail, offering high capacity service on dedicated lanes or city streets. Proposed BRT routes in the downtown area include use of B Street and C Street to access the downtown core as internal loops. The plan identifies the potential for converting C Street to ~~also assumes that~~ a transit-only street ~~lane would be implemented along C Street~~ between Kettner Boulevard and Park Boulevard, requiring closure of the street to through traffic. However, further study would be conducted to determine the feasibility of this concept before implementation. Further study and refinement of the BRT routes in the downtown area are currently underway by CCDC and SANDAG.

TABLE 5.2-9
~~Proposed~~ Assumed Roadway Network Modifications

ROADWAY	SEGMENT	EXISTING NETWORK	ASSUMED NETWORK	PURPOSE / OBJECTIVES
Cedar Street	Front St. to Fifth Ave.	Mostly one-way, 2 and 3 lanes; with one two-way, 3-lane section (Eastbound)	Two-way, 2 lanes and removal of the off-ramp from I-5	• Accommodate green street section • Enhance connectivity in green street network • Traffic calming • Requires removal of the I-5 off-ramp to Cedar St.
A Street	Harbor Dr. to Pacific Highway	Closed	Two-way, 2-lane	• Improve connectivity to waterfront.
B Street	Harbor Dr. to Pacific Highway	Closed	Two-way, 2-lane	• Improve connectivity to waterfront.
C Street	Harbor Dr. to Pacific Highway	Closed	Two-way, 2-lane	• Improve connectivity to waterfront.
	Columbia St. to Park Blvd.	Various: two-way, 2-lane; closed; one-way, 1-lane; one-way, 2-lane	Transit link ~~only~~	• Create consistency • Closed to vehicular traffic • Accommodate trolley, BRT, and/or downtown shuttles • Complement westbound one-way traffic on B Street.
	Park Blvd. To I-5	One-way, 3-lane (Eastbound)	Two-way, 2-lane	• Increase access around City College • Traffic calming in College neighborhood, and north end of 13th Street neighborhood center • Accommodate streetscape improvements
E Street	Harbor Dr. to Pacific Highway	Closed	Two-way, 2-lane	• Improve connectivity to waterfront.
	State St. to Union St.	Two-way, 2-lane	Closed	• Per Federal Courts expansion
	Park Blvd. to I-5	Various: one-way, 2-lane; two-way, 4-lane; two-way, 2-lane; one-way, 1-lane	One-way, 3-lane (Eastbound)	• Create consistency with western portion of street • Complement F/G couplet, to carry increased amounts of traffic
F Street	Harbor Dr. to Pacific Highway	Closed	Two-way, 2-lane	• Improve connectivity to waterfront
G Street	Harbor Dr. to Pacific Highway	Closed	Two-way, 2-lane	• Improve connectivity to waterfront
	Front St. to First Ave.	One-way, 3-lane (Eastbound)	Two-way, 3-lane	• Create consistency with western portion of street

TABLE 5.2-9 (Continued)
Proposed Roadway Network Modifications

ROADWAY	SEGMENT	EXISTING NETWORK	PROPOSED PLAN NETWORK	PURPOSE / OBJECTIVES
L Street	14th St. to 16th St.	Closed	Two-way, 2-lane	• Improve connectivity in Bayside create fine-grained street grid
Kettner Street	Cedar St. to Beech St.	One-way, 3-lane (Southbound)	One-way, 2-lane	• Accommodate residential street section • Traffic calming • Consistent with adjacent residential segment of Kettner Blvd., from Fir St. to Cedar St.
India Street	Ivy St. to Fir St.	One-way, 3-lane (Northbound)	One-way, 2-lane	• Accommodate neighborhood center section • Traffic calming • Consistent with adjacent neighborhood • Center segment of India St., from Fir St. to Beech St.
Columbia Street	Ivy St to Broadway	one-way, 3-lane (Southbound)	2-lane off-peak/ 3-lane peak	• Accommodate green street section • Off-peak traffic calming • Accommodate bikeway
Union	Broadway to F St.	One-way, 2-lane (Northbound)	Closed	• Per Federal Courts expansion
Second Avenue	Broadway to C St.	Two-way, 2-lane	Closed at C St.	• Extension of Civic Center Trolley Station to accommodate 4-car trains.
Third Avenue	G St. to Market St.	Two-way, 3-lane	Two-way, 2-lane	• Accommodate diagonal parking • Accommodate residential street section • Traffic calming • Consistent with two-way 2-lane traffic from Market St. to K St.
Sixth Avenue	I-5 to Ash St.	One-way, 3-lane (Southbound)	Two-way, 2-lane	• I-5 NB off-ramp at Sixth Ave currently provides free left-turn onto Sixth Ave; signal would have to be reconfigured • Accommodate neighborhood center street section • Traffic calming • Consistent with traffic north of I-5. • Provide retail-boosting north-bound turns from Ash St.
Seventh Avenue	Beech St. to Ash St.	One-way, 3-lane (Northbound)	Two-way, 2 lane	• Consistency with surrounding network.

TABLE 5.2-9 (Continued)
Proposed Roadway Network Modifications

ROADWAY	SEGMENT	EXISTING NETWORK	PROPOSED PLAN NETWORK	PURPOSE / OBJECTIVES
Seventh Avenue (cont'd.)	Ash St. to B St.	One-way, 3-lane (Northbound)	One-way, 2-lane	• Accommodate residential street section • Traffic calming • Consistent with lanes on residential blocks from Date St. to Beech St.
	B St. to Broadway	One-way, 3-lane (Northbound)	Closed a C St.	• Accommodate 4-car Trolleys
Eighth Avenue	Ash St. to Broadway	One-way, 3-lane (Southbound)	One-way, 2-lane	• Accommodate green street section • Accommodate bikeway • Accommodate neighborhood center section • Consistent with segment from Date St. to Ash St. • Traffic calming • Improve connectivity from A St. and B St.
	Broadway to G St.	One-way, 3-lane (Southbound)	One-way, 2-lane	• Accommodate green street section • Accommodate bikeway • Accommodate neighborhood center section • Consistent with lanes from Date St. to Ash St • Traffic calming.
	Date to Elm	Closed	Two-way, 2-lane	• New connection to Balboa Park/ I-5 Lid
Ninth Avenue	Ash St. to Market St.	One-way, 3-lane (Northbound)	One-way, 2-lane	• Accommodate residential street section • Consistent with lanes from. Date St. to Ash St. • Traffic calming.
13th Street	C St. to E St.	Two-way, 2-lane	Two-way, 3-lane	• Per Park-to-Bay Link.
14th Street	E St. to Market St.	Two-way, 3-lane	Two-way, 2-lane	• Accommodate green street section • Accommodate bikeway. • Consistent with configuration from C St. to E St.; Market St. to Imperial Ave. • Traffic calming .
15th Street	K St. to Imperial Ave.	Closed	Two-way, 2-lane	• Improve connectivity • Create finer-grained street grid.
new grid	South of Harbor Dr., between Pacific Highway and Kettner St.	None	Grid of two-way, 2-lane streets extending to waterfront	• Improve connectivity to waterfront • Create access to redevelopment in police headquarters area

Source: CCDC *Downtown Community Plan*, 2005

Downtown Shuttles. The analysis assumes the development of intra-downtown shuttles connecting key activity nodes, as recommended in the proposed Community Plan. The downtown shuttle as proposed would connect downtown's neighborhoods, running in a loop along Ash Street, A Street, 13th Street, Market Street, and Kettner Boulevard.

Downtown Grid

Due to the anticipated need to add four-car trolleys to meet the increased demand, the traffic analysis assumed as a worst case scenario that Seventh Avenue would be closed at C Street. This would allow the extensions of the trolley platform without impeding traffic flow. While this closure is not proposed by the Community Plan, it was assumed to provide a conservative analysis of the downtown traffic flow with implementation of the proposed Plans and Ordinance. Additional traffic studies should be conducted before closing Seventh Avenue at C Street to examine potential impacts on surrounding businesses.

Parking

For the purposes of this assessment, baseline parking demand ratios used by the City of San Diego were assumed. The parking demand ratios assumed in this analysis and related demand estimates are illustrated in Table 5.2-10.

TABLE 5.2-10
Parking Demand

LAND USE	RATIO
Office	2.1 / 1,000 s.f.
Retail	2.3 / 1,000 s.f.
Residential	1.35 / dwelling unit
Hotel	0.5 / room

Source: Wilson & Company July, 2005

Peak Hour Intersection Analysis

Peak hour level of service at intersections was based on the SYNCHRO software (v.6) network simulation model. SYNCHRO is capable of accurately modeling the flow of traffic through a network of intersections, and accounting for the impacts of adjacent intersection operations. It is also capable of incorporating the impacts of adjacent at-grade rail crossings on intersection operations. SYNCHRO output is contained in volume 3.0.

5.2.3.2 Trip Generation

Based on the proposed land uses and the traffic modeling assumptions described earlier, build out of downtown under the proposed Community Plan is anticipated to generate a total of 2.7 million daily person trips which represents a 120% increase over the number of person trips currently taking place within downtown. This trip generation is based on the general land use designations of the Proposed Community Plan and does assume any specific trip generation from any specific property due to the

uncertainty associated with the ultimate type and intensity of use which may occur. Approximately 82% of the person trips are projected to be generated by non-residential land uses, a slightly lower percentage than existing (85%). A daily person trip represents a trip taken via various forms of transportation including private automobiles, trolleys, buses, trains, bicycle or on-foot.

The proposed TDR program, while not changing the overall magnitude of planned development in the downtown area and the associated total number of automobile trips generated each day, could result in different parcel-specific land use intensities than currently envisioned by the proposed Downtown Community Plan. Depending upon the actual transfer, this could change traffic flow patterns and related demands/impacts as analyzed and identified in the EIR. For the most part, the downtown grid system is effective in moving traffic, with the primary problem areas being the ramps to/from the freeway system. In most cases, a TDR would not be expected to create new and significantly different traffic impacts compared to those identified in this EIR. Not withstanding, to ensure all impacts are properly identified, the potential effects of a proposed transfer would be evaluated as part of the Secondary Study process and subjected to more study if determined to have a potentially adverse impact on local traffic flow.

Of the total person trips, the proposed Community Plan would generate a total of 1,546,470 average daily automobile trips (ADT). This represents an increase of 112% over existing daily conditions. The peak hour period contribution of 33% would be similar to existing peak hour period conditions.

The anticipated vehicle trips would translate into 863,940 average vehicle miles traveled (VMT) which would represent an increase of 125% above existing levels. The anticipated VMT during peak periods would be 297,990 miles, represent about 35% of the total daily VMT, slightly lower than the current percentage of 40%.

Tables 5.2-11A and B provide a general illustration of the magnitude of the traffic increase that would occur with implementation of the proposed Community Plan. The segments for which volumes are estimated are located along the freeway area to provide a representation of the traffic volumes entering and exiting the downtown area.

5.2.3.3 Local Streets

Traffic flow on the grid streets within downtown is primarily a function of how well the intersections operate due to the frequency of intersections. Due the short segment distance between intersections, a separate LOS for street segments is not analyzed.

Impact TRF-A.1.1
Impacts on Grid Streets

The increased traffic volumes would result in significant congestion on portions of the downtown grid streets. With buildout of the Community Plan, 62 of the 275 intersections would operate at an unacceptable level of service (LOS F). Of the 62 intersections, all currently operate at an acceptable LOS in the AM peak hour and all but two operate at an acceptable level in the PM peak hour. Thus, significant direct impacts would occur at 60 intersections. Impacts to the other two are considered cumulatively significant and are discussed in Chapter 6.0. Table 5.2-12 displays the downtown study area intersections projected to operate at LOS F during the AM and/or PM peak hours along with average traffic delays. A brief description of the identified causes of the substandard intersection LOS is provided. For the most part, substandard intersection LOS is

associated with high volumes and limited capacity due to deficient intersection geometry and laneage.

As shown in Table 5.2-12 and Figure 5.2-5 15 intersections would operate at LOS F during both the AM and PM peak hours, six intersections would operate at LOS F only during the AM peak hour, and 41 intersections would operate at LOS F only during the PM peak hour.

TABLE 5.2-11A
Representative Changes in Traffic Volumes (East-West Streets)

	ROADWAY	SEGMENT	EXISTING	PROPOSED PLAN
1a	Laurel St.	Harbor Dr. to Pacific Hwy.	31,020	54,960
1b	Hawthorn St.	Columbia St. to State St.	25,220	41,940
1c	Grape St.	Columbia St. to State St.	28,300	51,820
Sub-Total			**84,540**	**148,720**
2a	Ash St.	Sixth Ave. to Seventh Ave.	10,150	14,210
2b	A St.	Sixth Ave. to Seventh Ave.	14,010	20,160
2c	B St.	Sixth Ave. to Seventh Ave.	11,070	19,900
Sub-Total			**35,230**	**54,270**
3a	C St.	15th St. to 16th St.	10,660	12,480
3b	Broadway	15th St. to 16th St.	8,250	9,680
3c	E St.	15th St. to 16th St.	4,860	6,240
3d	F St.	15th St. to 16th St.	16,840	31,370
3e	G St.	15th St. to 16th St.	16,950	32,960
3f	Market St.	15th St. to 16th St.	13,520	19,500
3g	Island Ave.	15th St. to 16thSt.	2,810	17,600
3h	J St.	15th St. to 16th St.	2,930	12,340
3i	K St.	15th St. to 16th St.	1,420	3,780
3j	Imperial Ave	15th St. to 16th St.	5,000	12,130
3k	Commercial Ave.	15th St. to 16th St.	1,040	5,130
3l	National Ave.	Commercial Ave. to 16th St.	2,750	17,730
Sub-Total			**87,030**	**180,940**
TOTAL (East-West)			**206,800**	**383,930**

Source: SANDAG; Wilson & Company, July 2005

TABLE 5.2-11B
Representative Changes in Traffic Volumes (North-South Streets)

	ROADWAY	SEGMENT	EXISTING	PROPOSED PLAN
1a	N. Harbor Dr.	Cedar St. to Beech St.	47,850	35,270
1b	Pacific Hwy.	Cedar St. to Beech St.	12,360	42,180
1c	Kettner Blvd.	Cedar St. to Beech St.	6,570	13,370
1d	India St.	Cedar St. to Beech St.	4,230	8,770
1e	State St.	Cedar St. to Beech St.	4,480	8,620
1f	FirSt. Ave.	Cedar St. to Beech St.	22,370	30,320
1g	Second Ave.	Cedar St. to Beech St.	4,170	7,400
1h	Third Ave.	Cedar St. to Beech St.	2,670	5,180
1i	Fourth Ave.	Cedar St. to Beech St.	14,690	21,400
1j	Fifth Ave.	Cedar St. to Beech St.	13,130	24,450
1k	Sixth Ave.	Cedar St. to Beech St.	12,350	18,980
Sub-Total			**144,870**	**215,940**
2a	Seventh Ave.	A St. to B St.	5,910	8,150
2b	Eighth Ave.	A St. to B St.	4,420	23,150
2c	Ninth Ave.	A St. to B St.	3,880	17,430
2d	Tenth Ave.	A St. to B St.	17,010	21,640
2e	11th Ave.	A St. to B St.	14,140	18,860
2f	12th Ave.	A St. to B St.	19,090	25,930
2g	16th St.	Broadway to E St.	10,400	16,280
Sub-Total			**74,850**	**131,440**
TOTAL (East-West)			**219,720**	**347,380**

Source: SANDAG; Wilson & Company, July 2005

TABLE 5.2-12
Impacted Intersections

No.	INTERSECTION		LOS		CAUSE OF FAILURE	
	N/S Street	E/W Street	AM	PM	AM	PM
1	Pacific Highway	Laurel St.	E	**F**	N/A	RT Volumes, No Turn Lanes
2	Harbor Dr	Grape St.	B	**F**	N/A	NBT, NBR Volumes
3	Columbia St.	Grape St.	B	**F**	N/A	EBR Volume, No Turn Lane
4	State St.	Grape St.	A	**F**	N/A	NBR Volume
5	Fifth Ave.	Grape St.	A	**F**	N/A	EBL Volume
6	First Ave.	Elm St.	**F**	**F**[1]	NB Traffic heading to I-5 NB	NB Traffic heading to I-5 NB
7	Sixth Ave.	Elm St.	**F**	**F**	NB and WBL Volume	NB and WBL Volume
8	Fourth Ave.	Cedar St.	**F**	D	SB/WB Volume - No Turn Lanes	N/A
9	Sixth Ave.	Cedar St.	**F**	**F**	NB/SB Volume - No Turn Lanes	NB/SB Volume - No Turn Lanes
10	Park Blvd	I-5 SB On/Off	C	**F**	N/A	NBL Turning Volume
11	Front St.	Beech St.	**F**	**F**	SB/WB Volume - No Turn Lanes	SB/WB Volume - No Turn Lanes
12	Front St.	Ash St.	**F**	**B**	SBR Volume	N/A
13	First Ave.	Beech St.	**F**	**F**	Overall Volumes	Overall Volumes
14	Fourth Ave.	Beech St.	**F**	**F**	Overall Volumes	Overall Volumes
15	Fifth Ave.	Beech St.	**F**	**F**	Overall Volumes	Overall Volumes
16	Sixth Ave.	Beech St.	**F**	**F**	Overall Volumes, No Turn Lanes	Overall Volumes, No Turn Lanes
17	Sixth Ave.	Ash St.	**F**	**F**	SB Volume	SB Volume
18	Harbor Dr.	A St.	B	**F**	N/A	SBL Volume, No Turn Lane
19	Eighth Ave.	A St.	A	**F**	N/A	EBR, SBL Volumes
20	Ninth Ave.	A St.	A	**F**	N/A	EB Volume
21	Tenth Ave.	A St.	**F**	**F**	N/A	SB Traffic
22	Eleventh Ave.	A St.	**F**	**F**	NB Volume	NB Volume
23	Harbor Dr	B St.	B	**F**	N/A	SB Volume
24	Harbor Dr.	C St.	**F**	C	SB Volume, No Turn Lane	N/A
25	Ninth Ave.	B St.	B	**F**	N/A	NB Volume
26	16th St.	B St.	**F**	**F**	WB Volume	N/A
27	15th St.	C St.	**F**	**F**	N/A	EB Volume, No Turn Lane
28	16th St.	C St.	**F**	**F**	Overall Volume, No Turn Lanes	Overall Volume, No Turn Lanes
29	State St.	Broadway	D	**F**	N/A	NB Volume
30	Eighth Ave.	Broadway	B	**F**	N/A	SB Volume
31	Ninth Ave.	Broadway	A	**F**	N/A	NB Volume
32	Harbor Dr.	E St.	C	**F**	N/A	SBL Volume, No Turn Lane
33	15th St.	F St.	**F**	B	WBR and SBR Volume	N/A
34	16th St.	F St.	**F**	**F**	WB and SB Volume, No Turn Lanes	WB and SB Volume, No Turn Lanes

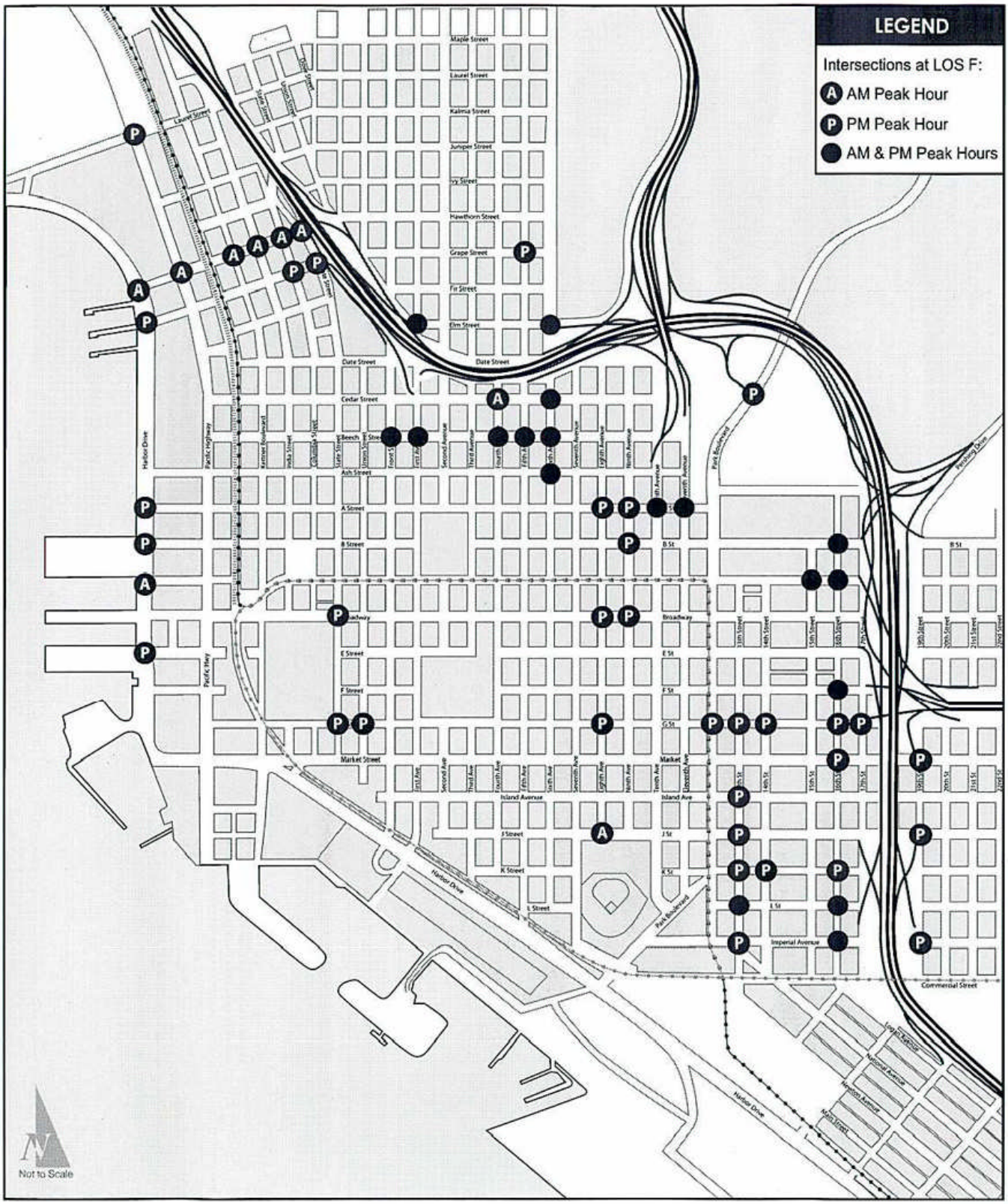
TABLE 5.2-12 (Continued)
Impacted Intersections

No.	INTERSECTION		LOS		CAUSE OF FAILURE	
	N/S Street	E/W Street	AM	PM	AM	PM
35	State St.	G St.	C	**F**	N/A	NB/SB Volume, No Turn Lanes
36	Union St.	G St.	C	**F**	N/A	NB/SB Volume, No Turn Lanes
37	Eighth Ave.	G St.	B	**F**	N/A	SB Volume
38	Park Blvd.	G St.	B	**F**	N/A	EB Volume, No Turn Lanes
39	13th St.	G St.	B	**F**	N/A	EB Volume, No Turn Lanes
40	14th St.	G St.	A	**F**	N/A	Overall Volume, No Turn Lanes
41	16th St.	G St.	A	**F**	N/A	EBT Volume
42	17th St.	G St.	A	**F**	N/A	EB Volume
43	16th St.	Market St.	A	**F**	N/A	NB Volume
44	19th St.	Market St.	B	**F**	N/A	NB Volume
45	13th St	Island St.	B	**F**	N/A	Overall Volumes, No Turn Lanes
46	Eighth Ave.	J St.	**F**	A	EBL Volume	N/A
47	13th Ave.	J St.	B	**F**	N/A	Overall Volume, No Turn Lanes
48	19th St.	J St.	B	**F**	N/A	NB Volume
49	13th St.	K St.	B	**F**[1]	N/A	Overall Volume, No Turn Lanes
50	14th St.	K St.	A	**F**	N/A	Overall Volume, No Turn Lanes
51	16th St.	K St.	E	**F**	N/A	NB LT Volume
52	13th St.	L St.	**F**	**F**	Overall Volumes,No Turn Lanes	Overall Volume,No Turn Lanes
53	16th St.	L St.	**F**	**F**	Overall Volume, No Turn Lanes	Overall Volume, No Turn Lanes
54	13th St.	Imperial Ave.	B	**F**	N/A	NB/SB Volume, No Turn Lanes
55	16th St.	Imperial Ave.	**F**	**F**	N/A	Overall Volume, No Turn Lanes
56	19th St.	Imperial Ave.	B	**F**	N/A	Overall Volume,No Turn Lanes
57	Harbor Dr.	Hawthorn St.	**F**	C	WB Volume	N/A
58	Pacific Highway	Hawthorn St.	**F**	C	WB Volume	N/A
59	Kettner Blvd.	Hawthorn St.	**F**	A	WB Volume	N/A
60	India St.	Hawthorn St.	**F**	B	WB Volume	N/A
61	Columbia St.	Hawthorn St.	**F**	C	WB Volume	N/A
62	State St.	Hawthorn St.	**F**	C	WB Volume	N/A

Source: Wilson & Company, 2005

[1] Already operating at LOS F in the existing condition

Notes:
Bold face type indicates significant direct impact.
NB = northbound SB = southbound WB = westbound EB = eastbound RT = right turn LT = left turn T = through
NBR=northbound right turn SBR=southbound right turn



N

Not to Scale

Source: *Wilson and Company, 2005*

Impacted Intersections — Figure 5.2-5

Impact TRF-A.1.2
Impacts on Surrounding Streets

The increased traffic volumes could result in significant congestion on major streets in the surrounding neighborhoods. Build-out of the proposed Downtown Community Plan will likely cause traffic volumes increases in the adjacent neighborhoods, both east and north of downtown. Table 5.2-13 displays roadway type, forecast ADT traffic volumes, and resulting roadway Level of Service (LOS) on key arterials to the east and north of downtown under existing and build-out of the proposed Downtown Community Plan. As illustrated in Table 5.2-13, all of the segments which would be at LOS F at Buildout of the proposed Plan are already operating at LOS F. Only the segment of Imperial Avenue, east of 28th Street would change from acceptable LOS E to unacceptable with buildout. Impacts to street segments already operating at LOS F would be cumulatively significant and are discussed in Chapter 6.0.

In addition to roadway segments, the following six intersections in the surrounding communities are identified in Table 5.2-12 as operating at an unacceptable level of service:

- First Avenue and Elm Street;
- Fifth Avenue and Grape Street;
- Sixth Avenue and Elm Street;
- 19th Street and J Street;
- 19th Street and Market Street; and
- 19th Street and Imperial Avenue.

In order to promote traffic flow downtown, the Community Plan establishes the following goals and policies.

Goal 7.1-G-1: Develop street typology based on functional and urban design considerations, emphasizing connections and linkages, pedestrian and cyclist comfort, transit movement and compatibility with adjacent uses.

Goal 7.1-G-2: Maintain, reestablish and enhance the street grid, to promote flexibility of movement, preserve and/or open view corridors, and retain the historic scale of the streets.

Policy 7.1-P-1: Implement the street typology shown in Figure 7-1, ~~in the cross sections~~ and described in Box 7-1 of the Community Plan when carrying out streetscape improvements.

Policy 7.1-P-2: Prohibit and discourage any interruption of the street grid.

Policy 7.1-P-3: Forge new connections and view corridors as larger sites are redeveloped, opening rights of way at the waterfront, through the Civic Center, and along Cedar Street, among others. Require full vehicle and pedestrian access in new connections except where precluded by existing plans and projects.

Table 5.2-13
Proposed Downtown Community Plan Impact on Surrounding Roadways

STREET	SEGMENT	STREET CLASSIFICATION	EXISTING		PROPOSED PLAN	
			Volume	LOS	Volume	LOS
Broadway	East of 19th Street	4-Lane Major	4,800	A	10,600	A
	East of 25th Street	4-Lane Major	3,700	A	5,850	A
	East of 28th Street	4-Lane Major	3,300	A	6,860	A
Market Street	East of 19th Street	4-Lane Major	10,000	A	14,030	A
	East of 25th Street	4-Lane Major	7,900	A	15,900	B
	East of 28th Street	4-Lane Major	8,400	A	16,260	B
Imperial Avenue	East of 19th Street	2-Lane Collector (With Continuous Left Turn Lane)	6,900	B	11,950	D
	East of 25th Street	2-Lane Local	8,400	F	12,600	**F**[1]
	East of 28th Street	2-Lane Collector	6,900	E	10,820	**F**
Commercial Street	East of 19th Street	2-Lane Local	1,900	A	6,320	D
	East of 25th Street	2-Lane Local	1,790	A	2,740	B
	East of 28th Street	2-Lane Local	1,200	A	1,550	B
National Avenue	South of Imperial Ave	4-Lane Collector	2,500	A	12,100	B
	South of Cesar Chavez Parkway	4-Lane Collector	4,100	A	5,800	A
	South of Sampson Street	4-Lane Collector	9,100	A	11,100	B
Harbor Drive	South of Park Boulevard	4-Lane Major	14,300	A	23,760	C
	South of Cesar Chavez Parkway	4-Lane Major	11,000	A	25,100	C
	South of Sampson Street	4-Lane Major	11,500	A	24,430	C
Cesar Chavez Parkway	North of Harbor Drive	2-Lane Major	8,100	C	11,500	D
	North of National Avenue	4-Lane Major	11,200	A	15,600	B
25th Street	North of Imperial Avenue	4-Lane Collector	9,200	A	15,100	C
	North of Market Street	4-Lane Collector	11,900	B	15,250	C
	North of Broadway	4-Lane Collector	10,200	B	14,800	C
28th Street	North of Harbor Drive	2-Lane Local	22,800	F	26,500	**F**[1]
	North of National Avenue	2-Lane Local	7,600	F	8,860	**F**[1]
	North of Imperial Avenue	2-Lane Local	8,400	F	9,880	**F**[1]
	North of Market Street	2-Lane Local	9,100	F	11,750	**F**[1]
	North of Broadway	2-Lane Local	9,900	F	12,500	**F**[1]
Pershing Drive	North of Florida Drive	4-Lane Major	8,500	A	11,840	A
Florida Drive	North of Pershing Drive	4-Lane Major	22,900	C	32,300	D

[1] Already operating at LOS F in the existing condition

Note: Bold face type indicates significant direct impact

Source: Wilson & Company, July 2005

In addition, the Community Plan encourages Transportation Demand Management to reduce reliance on the automobile. Related goals and policies include:

Goal 7.5-G-1: Encourage transportation demand management strategies to minimize traffic contributions from new and existing development.

Goal 7.5-G-2: Cooperate with regional transportation planning and demand management programs, and with local agencies for joint use arrangements of transportation and parking facilities during evenings, weekends, and holidays.

Policy 7.4-P-1: Encourage TDM approaches and various SANDAG programs to:

- Rideshare and carpool in all levels of government with offices and facilities downtown as well as other major downtown employers.
- Make available designated preferential, conveniently located car/vanpool parking areas.
- Provide transit reimbursement and other benefits to other users of non-motorized travel.
- Establish a car/vanpool matching service that could use mechanisms such as sign-ups at individual buildings, or via electronic mail or internet website.
- Continue SANDAG's guaranteed ride home for workers who carpool.
- Work with public and private entities to encourage car share programs in downtown.
- Provide flextime and telecommuting opportunities to employees.

In addition, the Section 103.1911(n) of the proposed PDO establishes incentives for commercial and hotel uses to implement TDM measures.

5.2.3.4 Freeway System Impact

Impact TRF-A.2.1 Impact on Freeways	**Buildout traffic volumes would have a significant impact on the freeways serving downtown. Impacts would occur on both freeway segments and ramps.**

Freeway Segments

Due to these high traffic volumes, all nine freeway segments in the downtown study area would operate at substandard LOS F under buildout of the Community Plan during either the AM and/or PM peak hours (Table 5.2-14). As indicated earlier, three of these segments are already operating at LOS F in one or both of the peak hours. Impacts to these segments are considered cumulatively significant as discussed in Chapter 6.0.

TABLE 5.2-14
Freeway Segment Peak Hour LOS at Buildout

FACILITY	SEGMENT		DAILY ADT	RAMP DIRECTION	LOS	
	FROM	TO			AM	PM
I-5	SR-75	J St.	249,600	NB	**F**	D
				SB	C	**F**
	J St.	SR-94	248,000	NB	**F**	D
				SB	C	**F**
	SR-94	Pershing Dr.	265,000	NB	**F**	D
				SB	D	**F**[1]
	Pershing Dr.	SR-163	295,700	NB	**F**	E
				SB	**F**	**F**[1]
	SR-163	Sixth Ave.	291,000	NB	**F**	E
				SB	C	**F**
	Sixth Ave.	First Ave.	308,400	NB	**F**	**F**
				SB	E	**F**
	First Ave.	Hawthorne St.	254,600	NB	**F**	**F**
				SB	**F**	**F**
SR-163	I-5	Washington St.	131,100	NB	C	**F**[1]
				SB	**F**[1]	D
SR-94	17th St.	28th St.	153,600	NB	A	**F**
				SB	**F**	B

1 Already operating at LOS F in the existing condition

Source: SANDAG; Wilson & Company; July 2005

Freeway Ramps

As shown in Table 5.2-15 and Figure 5.2-6, eight on-ramps would operate at substandard LOS F under buildout of the proposed Community Plan during the AM and/or PM peak hours. Four of these on-ramps are currently operating at LOS F. Impacts to these segments are considered cumulatively significant as discussed in Chapter 6.0.

As illustrated in Table 5.2-15, six off-ramps would operate at substandard LOS F under buildout of the proposed Community Plan during the AM and/or PM peak hours. Of these, the off-ramp (I-5 at Cedar Street) currently operates as LOS F but is assumed to be eliminated at buildout in accordance with the proposed Community Plan.

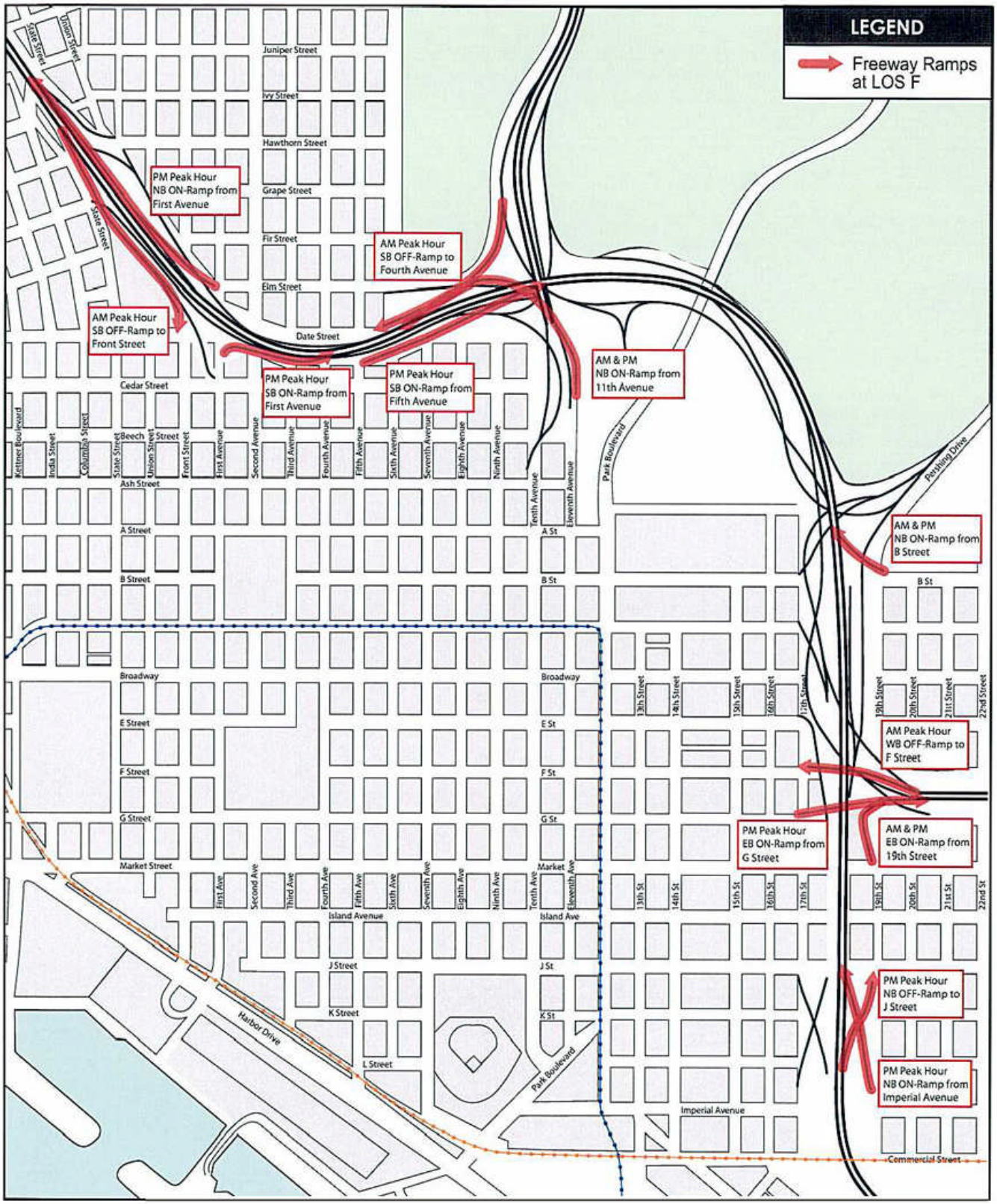
TABLE 5.2-15
Freeway Ramp Peak Hour LOS at Buildout

RAMP			VOLUME/ CAPACITY RATIO		LOS	
	FROM	TO	AM	PM	AM	PM
NB On-Ramps	19th St.	NB I-5	0.75	1.08	C	**F**
	B St.	NB I-5	1.39	1.42	**F**[1]	**F**
	11th Ave.	NB I-5 / NB SR-163	1.93	1.76	**F**[1]	**F**[1]
	First Ave.	NB I-5	2.63	2.58	**F**	**F**[1]
SB On-Ramps	Grape St.	SB I-5	1.67	3.39	**F**	**F**[1]
	First Ave.	SB I-5	1.00	1.33	E	**F**
	Fifth Ave.	SB I-5	0.58	1.33	B	**F**
	Park Blvd.	SB I-5	0.47	0.79	B	C
	C St.	SB I-5	0.80	0.85	C	D
	E St.	SB I-5	0.77	0.89	C	D
	J St.	SB I-5	0.77	0.58	C	B
EB On-Ramps	G St.	EB SR-94	0.29	1.11	A	**F**
	19th St.	EB SR-94	1.02	2.27	**F**	**F**
NB Off-Ramps	NB I-5	J St.	0.92	2.48	D	**F**
	NB I-5	B St.	0.55	1.00	B	E
	NB I-5	Sixth Ave.	0.91	1.00	D	E
SB Off-Ramps	SB I-5	Cedar St.	NA[1]	NA[1]	NA[2]	NA[2]
	SB I-5	Front St.	1.78	0.97	**F**	E
	SB I-5/SB SR-163	Tenth Ave.	0.97	0.97	E	E
	SB I-5	B St.	0.81	0.46	C	B
	SB I-5	17th St.	0.90	0.89	D	D
	SR-163	Fourth Ave.	1.04	0.92	**F**	D
	SR-163	Ash St.	0.95	0.92	E	D
	SR-163	Park Blvd.	0.66	0.42	C	B
WB Off Ramps	SR-94	F St.	1.14	0.81	**F**	D

[1] Already operating at LOS F in the existing condition.

[2] Levels of Service are not available because the model assumed elimination of this ramp at buildout.

Source: SANDAG, 2005; Wilson & Company



N

Not to Scale

Source: *Wilson and Company, 2005*

Impacted Freeway Ramp Segments — Figure 5.2-6

This Page Intentionally Left Blank

The increase in residential development in the downtown area as currently occurring and as will further occur under the proposed Downtown Community Plan has the potential to increase the "reverse commute". The normal commute is characterized by the downtown serving as an employment center with workers commuting from outlying suburban residential land uses. Under this scenario, the work/peak hour commute is inbound to the downtown in the morning and outbound in the evening. With increased downtown residential development, outbound trips from the downtown in the morning and inbound in the evening are anticipated to increase, a reverse of the normal commuting pattern. Implications from a transportation perspective include increased demands on traditionally non-peak directional transit routes (e.g. northbound Coaster in the AM and southbound in the PM) and increasing demands on freeway on-/off-ramps (downtown freeway on-ramps in the AM and downtown off-ramps in the PM.). The overall effects of an increasing reverse commute will be beneficial in balancing peak hour demands on key freeway ramps serving the downtown.

In order to promote solutions for freeway congestion, the following policy is included in the proposed Community Plan:

Policy 7.1-P-4: Work with appropriate transportation agencies to implement freeway improvements in and near downtown.

Impact TRF-A.2.2
Elimination of Cedar Street Off-ramp

Elimination of the Cedar Street off-ramp could adversely impact the freeway system and connecting surface streets. As noted, one of the street modifications proposed by the Downtown Community Plan is the closure of the southbound I-5 off-ramp to Cedar Street and conversion of Cedar Street to two-way traffic. Closure of the Cedar Street I-5 freeway off-ramp would cause an overall increase in traffic on other off-ramps serving the downtown area, particularly the off-ramp at Front Street and Tenth Avenue. Since a number of these ramps are projected to operate at substandard LOS F under build-out of proposed Downtown Community Plan, and since the closure of the Cedar Street off-ramp will cause additional use of these identified substandard ramps, the closure of the Cedar Street off-ramp from southbound I-5 is also identified as a direct project-related significant impact.

Table 5.2-16 displays analysis of the metered freeway on-ramps under buildout of the proposed Downtown Community Plan. It was assumed that all freeway on-ramps would be metered under future buildout conditions. All of the metered ramps would be operating at an unacceptable amount of delay (over 15 minutes) in the AM and/or PM peak hours.

Traffic queues at these ramps would likely extend beyond the on-ramps themselves and potentially impact traffic operations at nearby intersections.

5.2.3.5 Transit Impacts

As indicated in Table 5.2-17, 24% of all work trips would be expected to use transit; a total of 6% of all daily person trips would utilize transit. The total daily ridership would represent an increase of about 98,000 transit trips or 185% over existing conditions. The total work trips would represent an increase of about 130% when compared with existing conditions.

TABLE 5.2-16
I-5 Metered On-Ramp Conditions At Buildout

FACILITY		DELAY (MINUTES)	
FROM	TO	AM	PM
19th St.	NB I-5	<15	**>25**
B St.	NB I-5	<15	**>25**
Eleventh Ave.	NB I-5	**15 - 25**	**15 - 25**
Eleventh Ave.	NB SR-163	**15 - 25**	**15 - 25**
First Ave.	NB I-5	**>25**	**>25**
Grape St.	SB I-5	**>25**	**>25**
First Ave.	SB I-5	**>25**	**15 - 25**
Fifth Ave.	SB I-5	0	**15 - 25**
Park Blvd.	SB I-5	0	0
C St.	SB I-5	**15-25**	**15 - 25**
E St.	SB I-5	<15	**15 - 25**
J St.	SB I-5	<15	0
19th St.	EB SR-94	**15 - 25**	**>25**
G St.	EB SR-94	**>25**	0

Bold face type indicates unacceptable level of delay.

Source: Wilson & Company; 2005

TABLE 5.2-17
Projected Transit Ridership Proposed Community Plan

TRIP PURPOSE	TRANSIT TRIPS	TOTAL PERSON TRIPS	TRANSIT MODE SHARE
Work	64,300	265,800	24.2%
Total	151,600	2,706,000	5.6%

Source: SANDAG, February 2005

Although development of downtown under the proposed Community Plan would increase the demand for transit service including the Trolley and bus service, SANDAG, which is responsible for long-range planning for transit, indicates that existing and planned transit services would have the capacity to meet the increase demand. In addition, the Community Plan contains goals and policies which would promote adequate transit service including:

Goal 7.3-G-1: Provide land uses to support a flexible, fast, frequent, and safe transit system that provides connections within downtown and beyond.

Goal 7.3-G-2: Increase transit use among downtown residents, workers, and visitors.

Policy 7.3-P-1: Locate the highest intensity of development in or near trolley corridors to maximize adjacency of people, activity, and transit accessibility.

Policy 7.3-P-2: Work with other agencies to support planned street improvements to accommodate transit.

Policy 7.3-P-3: Coordinate with the transit agency and other appropriate organizations to implement:

- Internal shuttle service for local trips, connecting key downtown locations with the wider transit network, and using smaller, cleaner vehicles for flexible neighborhood trips.
- BRT service, improving the commuter and long-distance transit network with state-of-the-art technology to provide more frequent and faster trips.
- Bus service modifications to improve service, and to increase transit accessibility when the internal shuttle and BRT services begin.

Policy 7.3-P-5: Enhance streetscapes within transit corridors to increase attractiveness for users and promote shared transit, pedestrian, and cyclist use.

Policy 7.3-P-6: Encourage SANDAG to develop real time information and signage systems for all downtown transit options.

Policy 7.3-P-7: Coordinate transit station design with the transit agency to ensure inviting, enjoyable places, with shade, public art, landscaping, and memorable design features reflective of the surrounding environment.

Policy 7.3-P-8: Cooperate with the transit agency on public programs and campaigns to increase transit agency on public programs and campaigns to increase transit use for various types of trips – work, shopping, entertainment, etc.

Policy 7.3-P-9: Coordinate with regional rail and transit planners to monitor intra-city passenger and freight concepts and potential impacts on downtown.

5.2.3.5 Non-Motorized Circulation and Access Facilities

With growth and development of downtown, pedestrian and bicycle activity would greatly increase throughout the entire downtown area. The additional residential development would provide for greater activity throughout all hours of the day in many areas of the downtown currently lacking such activity.

Table 5.2-18 displays projected non-motorized (walk, bicycle and pedicab) trips in the downtown area under buildout of the proposed Community Plan. Non-motorized trips would represent over 20% of all trips, compared to 15% under existing conditions.

TABLE 5.2-18
Projected Non-Motorized Trips Proposed Community Plan Buildout Conditions

TRIP PURPOSE	NON-MOTORIZED TRIPS	TOTAL PERSON TRIPS	NON-MOTORIZED MODE SHARE
Work	36,700	265,800	13.8%
Total	563,400	2,706,000	20.8%

Source: SANDAG, February 2005

Although sidewalks and signal timing would be designed in accordance with City of San Diego standards to safely accommodate pedestrian activities, the re-striping of additional travel lanes would in many cases create an undesirable walking and biking environment which could discourage use of non-motorized forms of transportation. For example, a crosswalk having to traverse any of the following roadway conditions could adversely affect pedestrians:

- More than four lanes at any intersection (excepting boulevards);
- More than two travel lanes on residential streets, or pedestrian crossings in roadways with more than three lanes;
- More than three travel lanes on multi-function streets, or pedestrian crossings in roadways with more than three travel lanes; or
- Dual right-turn lanes.

Intersection design techniques can be used to reduce the adverse impact on pedestrian and bicycle activities. Examples include: prohibiting right turns on red lights, signage and creating "bulbs" at intersections to reduce the distance pedestrians must travel to cross streets. In addition, the proposed Plan includes a variety of aspects designed to accommodate pedestrian and bicycle activities. Pedestrian Priority Zones are identified where a variety of land use types (neighborhood centers, Main Streets, the Civic/core, and areas around major transit stops) are likely to have increased concentrations of pedestrians. Other key pedestrian features of the proposed Community Plan include:

- Enhanced sidewalks along Broadway;
- Improvement of C Street;
- Reinforcement of the role of Park Boulevard as a key pedestrian link; and
- Provide a pedestrian connection through the civic center on B Street between First and Third Avenues.

The proposed Community Plan includes the following goals and policies relating to pedestrian and bicycle travel:

Goal 7.2-G-1: Develop a cohesive and attractive walking and bicycle system within downtown that provides links within the area and to surrounding neighborhoods.

Goal 7.2-G-2: Facilitate development of mixed-use neighborhoods, with open spaces, services, and retail within convenient walking distance of residents, to maximize opportunities for walking.

Policy 7.2-P-1: Create the system of bike facilities shown in Figure 7-1 of the Community Plan, and encourage regional links such as the San Diego Bayshore Bikeway.

Policy 7.2-P-2: Use traffic-calming measures to control speeds on all freeway couplets- First/Second Avenues, Tenth/Eleventh Avenues, F/G Streets, Fourth/Fifth Avenues– while optimizing traffic volumes during peak hour.

Policy 7.2-P-3: Require bike racks and locking systems in all residential projects, multi-tenant retail and office projects, and government and institutional uses.

Policy 7.2-P-4: In Pedestrian Priority Zones;

- Undertake strategic streetscape improvements (such as sidewalk widening, bulbouts, enhanced lighting and signage);
- Lengthen traffic signal walk times for pedestrians, and explore feasibility of "all walk" signalization at intersections with heavy pedestrian flow; and
- Accept lower levels of automobile traffic level of service.

5.2.3.7 Parking

Predicting the number of parking spaces that will be available at buildout is difficult because of the number of related variables. One important variable is the number of public surface parking lots expected as buildout occurs. It is assumed that most of the existing surface parking lots would be displaced by development.

The number of private parking spaces that would be ultimately provided by future development represents another variable. Although ~~Section 103.1911 of~~ the proposed PDO would establish minimum parking ratios for new development, these ratios would not satisfy the total demand for parking spaces. For example, office uses generate a demand in excess of 2.1 spaces per 1,000 square feet while the PDO would only require parking at a ratio of 1.5 spaces per 1,000 square feet. Also, residential occupants often have more than one car. On the other hand, it is possible that some developers may choose to exceed the minimum parking requirements.

A third variable relates to the number of public parking garages that the private and/or public sector may construct to meet parking demand downtown. Such facilities have already been constructed downtown. Examples of private facilities include the Parking Palace; public facilities include "Park-It-On-Market", ~~Columbia Street Parking Garage,~~ Padres Parkade and the Community Concourse garage.

As shown in Table 5.2-19 the total estimated parking demand generated by the future downtown growth as envisioned by the proposed Plan is estimated at approximately 100,445 spaces. This is over and above the estimated current demand of 57,824 spaces, and results in a total downtown parking demand of 158,269 spaces.

TABLE 5.2-19
Parking Demand vs. Supply at Buildout

LAND USE	PLANNED GROWTH	PARKING PURSUANT TO PDO		ANTICIPATED DEMAND[1]	PARKING SHORTFALL
		RATIO	SUPPLY		
Office	16,677,000	1.5 space/1,000 sf	22,514[2]	35,022	-12,508
Retail	3,412,000	1.0 space/1,000 sf	682[3]	7,848	-7,166
Hotel	11,200	0.3 spaces/room	3,360	5,600	-2,240
Residential	38,500	1.0 space/unit	38,500	51,975	-13,475
		Future	65,056	100,445	-35,389
		Existing	56,880	57,824	-944
		Future + Existing	121,936	158,269	-36,333

[1] Based on demand ratios from Table 5.2-7.
[2] Office development less than 50,000 square feet would be excluded which is estimate to represent about 10% of total.
[3] Retail development less than 30,000 square feet would be excluded which is estimate to represent about 80% of total.

Source: Wilson & Company, July 2005

The proposed PDO parking requirements would result in an estimated additional 65,056 parking spaces with future downtown growth and development. This compares with an estimated future growth related demand of 100,445 spaces, resulting in an estimated shortfall of 35,389 spaces or about 35%.

In order to promote adequate parking, the proposed Plan identifies the following goals and policies relating to parking:

Goal 7.4-G-1: Promote quality of life and business viability by allowing the provision of parking to serve growing needs, while avoiding excessive supplies that discourage transit ridership and disrupt urban fabric.

Goal 7.4-G-2: Site and design new parking structures to accommodate parking needs from multiple land uses to the extent possible and allow shared parking where possible.

Goal 7.4-G-3: Distribute new public garages throughout downtown, in locations contributing to efficient circulation, and convenient and proximate to eventual destinations.

Policy 7.4-P-1: Require a certain portion of on-site motorcycle and bicycle parking in addition to automobile spaces.

Policy 7.4-P-2: Emphasize shared parking approaches, including:

- Development of parking facilities that serve multiple uses, to enable efficient use of space over the course of the day;
- Parking under new parks that are full-block or larger in size, where not limited by geologic or other constraints; and
- Enhanced on-street parking through restriping streets where appropriate.

Policy 7.4-P-3: Allow off-site and/or shared parking arrangements where appropriate to maximize efficient use of parking resources.

Policy 7.4-P-4: Work with developers of high-intensity developments unable to accommodate parking on site to allow development/use of parking under public parks, where appropriate and feasible.

Policy 7.4-P-5: Work with the Port to provide public parking in the Waterfront/Marina area, and with the City, County and other agencies in Civic/Core.

Policy 7.4-P-6: Ensure that all public parking structures maximize the potential for subterranean parking and incorporate other uses at higher floors where feasible. Explore the use of technological advancements to improve cost/parking efficiencies in new public garages.

Policy 7.4-P-7: Maximize the efficiency of street parking by managing metered time limits to correspond with daily activity patterns.

Impact TRF-D.1
Excessive Parking Demand

Buildout of downtown could create a significant parking impact due to the potential for demand to exceed supply. As noted earlier,parking ratios established by the PDO would be inadequate to assure that the full demand for parking created by new development is met. In addition, there is no guarantee that private or public parking structures would be provided to meet the unfulfilled demand.

The potential for parking shortages in the downtown, as previously noted, could result in additional parking in the adjacent neighborhoods, both east and north of I-5. Currently, parking in the adjacent neighborhoods occurs, for the most part, by parkers desiring to avoid the costs of parking in the more central downtown core areas. This generally requires an extensive walk to the primary destinations, which tends to discourage this behavior for all but for a minority of downtown parkers. In the future and with the identified potential for parking shortages in the downtown area, a greater share of parkers could seek parking in the adjacent neighborhoods due to parking supply shortages as well as economic reasons.

The extent of parking in the adjacent neighborhoods will be a function of both the cost and availability of downtown parking as well as the specific uses developed in the adjacent sections of the downtown area. A number of public and private actions may be taken to reduce or avoid the potential parking shortages, but since these actions cannot be assured at this point in time, the

potential for downtown parking shortages is considered a potentially significant impact. In a similar manner, although the extent and magnitude of parking in the adjacent neighborhoods that would occur with build-out of the proposed Downtown Community Plan is difficult estimate, the potential exists, and is therefore identified as a significant project-related impact.

5.2.4 MITIGATION MEASURES

Impact TRF-A.1.1 Impact on Grid Streets

In addition to the roadway segment changes included in the proposed Community Plan, as indicated in Table 5.2-20, a variety of intersection improvements are available to reduce impacts to the grid streets; each of these improvements in comparison with the existing condition are schematically represented in Appendix C of the traffic study. The traffic study identified these potential improvements in an effort to determine the likelihood that the downtown grid could handle buildout traffic. As indicated Table 5.2-20, the preliminary conclusion is that intersection improvements can be accommodated within existing rights of ways to maintain an acceptable level of service on all but possibly 12. However, it should be noted that final design would be required at each of the intersections to determine the appropriateness and feasibility of improvements designed to accommodate anticipated traffic. Furthermore, the traffic consequences of implementing these improvements should be considered prior to implementation. In addition, as indicated earlier, conflicts with pedestrian/bicycle activities could affect the feasibility and/or desirability of proposed intersection improvements.

Based on the preliminary evaluation completed for Table 5.2-20, the following intersections could operate at an unacceptable level of service in the buildout condition due to constraints (e.g. insufficient right of way or pedestrian limitations) associated with implementing potential improvements for those intersections ~~the absence of feasible mitigation measures~~ (see Figure 5.2-7):

- Columbia Street/Grape Street;
- Sixth Avenue/Cedar Street (assuming conversion of Sixth Avenue to two-way street);
- First Avenue/Beech Street;
- Sixth Avenue/Beech Street (assuming conversion of Sixth Avenue to two-way street);
- Sixth Avenue/Ash Street (assuming conversion of Sixth Avenue to two-way street);
- Ninth Avenue/A Street;
- Tenth Avenue/A Street;
- Eleventh Avenue/A Street;
- 15th Street/F Street;
- 16th Street/F Street;
- 13th Street/G Street; and
- Pacific Highway/Hawthorn Street.

TABLE 5.2-20
Potential Intersection Improvements

INTERSECTION			LOS		REQUIRED MITIGATION	FEASIBLE?
NO.	N/S STREET	E/W STREET	AM	PM		
1	Pacific Highway	Laurel St	E	F	Separate NB RT	Y
2	Harbor Dr	Grape St	B	F	Add NB Shared Thru-Right	Y
3	Columbia St	Grape St	B	F	Add EB T; Separate EB RT	N
4	State St	Grape St	A	F	Add EB T	Y
5	Fifth Ave	Grape St	A	F	Separate EB LT	Y
6	First Ave	Elm St	F	F	Convert NB Thru-Left to NB left only	Y
7	Sixth Ave	Elm St	F	F	Provide 2 WB LT, 2 WB Thru, 1 WB RT; Provide NB/SB @ 2 Lanes with Shared Turns	Y
8	Fourth Ave	Cedar St	F	D	Add SB LT, WB LT	Y
9	Sixth Ave	Cedar St	F	F	Separate WB LT and EB LT; Provide NB @ 2 Thru Lanes w/Shared Turns; Provide SB LT, 2 SB Thru, SB RT	N[1]
10	Park Blvd	I-5 SB On/Off	C	F	Add NB LT	Y
11	Front St	Beech St	F	F	Add SB T, WB T, EB T	Y
12	Front St	Ash St	F	B	Add SB RT	Y
13	First Ave	Beech St	F	F	Add NB T, WB T, EB T; Separate NB RT	N
14	Fourth Ave	Beech St	F	F	Add WB T, EB T	Y
15	Fifth Ave	Beech St	F	F	Add WB T, EB T	Y
16	Sixth Ave	Beech St	F	F	Add WB T, EB T; Provide NB @ 2 Lanes w/Shared Turns; Provide SB @ 2 Thru Lanes w/Shared Left and Separate Right	N[1]
17	Sixth Ave	Ash St	F	F	Provide 2 SB RT and 2 SB T	N[1]
18	Harbor Dr	A St	B	F	Provide SB LT	Y
19	Eighth Ave	A St	A	F	Add SB LT	Y
20	Ninth Ave	A St	A	F	Separate EB LT; Provide 2 NB T, NB Thru-right, NB RT	N
21	10th Ave	A St	F	F	Add 2 EB T, Separate EB RT; Add SB T, Separate SB LT	N
22	11th Ave	A St	F	F	Separate EB LT; Add NB T, Separate NB RT	N
23	Harbor Dr	B St	B	F	Provide SB LT	Y
24	Harbor Dr	C St	F	C	Provide SB LT	Y

TABLE 5.2-20 (Continued)
Potential Intersection Improvements

INTERSECTION			LOS		REQUIRED MITIGATION	FEASIBLE?
NO.	N/S STREET	E/W STREET	AM	PM		
25	Ninth Ave.	B St.	B	F	Provide 3 NB T w/ Shared Left	Y
26	16th St.	B St.	F	F	Separate NB LT; Add WB T, Separate WB LT	Y
27	15th St.	C St.	F	F	Provide 2 EB T w/Shared Turns	Y
28	16th St.	C St.	F	F	Provide 2 EB T w/Shared Right, Separate EB LT, WB LT; Add NB T, Separate NB LT, SB LT	Y
29	State St.	Broadway	D	F	Separate NB LT	Y
30	Eighth Ave.	Broadway	B	F	Provide 3 SB T w/ Shared Turns	Y
31	Ninth Ave.	Broadway	A	F	Provide 3 NB T w/ Shared Turns	Y
32	Harbor Dr.	E St.	C	F	Provide SB LT	Y
33	15th St.	F St.	F	B	Separate WB LT, WB RT	N
34	16th St.	F St.	F	F	Separate NB LT, SB LT; Add WB T, Separate WB LT, WB RT	N
35	State St.	G St.	C	F	Separate NB LT, SB LT	Y
36	Union St.	G St.	C	F	Separate NB LT, SB LT	Y
37	Eighth Ave.	G St.	B	F	Add SB T	Y
38	Park Blvd.	G St.	B	F	Add EB T	Y
39	13th St.	G St.	B	F	Add EB T, Separate EB LT; SB LT	N
40	14th St.	G St.	A	F	Add EB T; Separate SB LT, NB RT	Y
41	16th St.	G St.	A	F	Add EB T	Y
42	17th St.	G St.	A	F	Add EB T	Y
43	16th St.	Market St.	A	F	Separate NB LT, NB RT	Y
44	19th St.	Market St.	B	F	Convert NB LT to Shared NB Thru-Left	Y
45	13th St.	Island St.	B	F	Separate NB LT, SB LT	Y
46	Eighth Ave.	J St.	F	A	Separate EB LT	Y
47	13th St.	J St.	B	F	Separate SB LT, NB LT	Y
48	19th St.	J St.	B	F	Add NB T	Y
49	13th St.	K St.	B	F	Separate SB LT, NB LT	Y

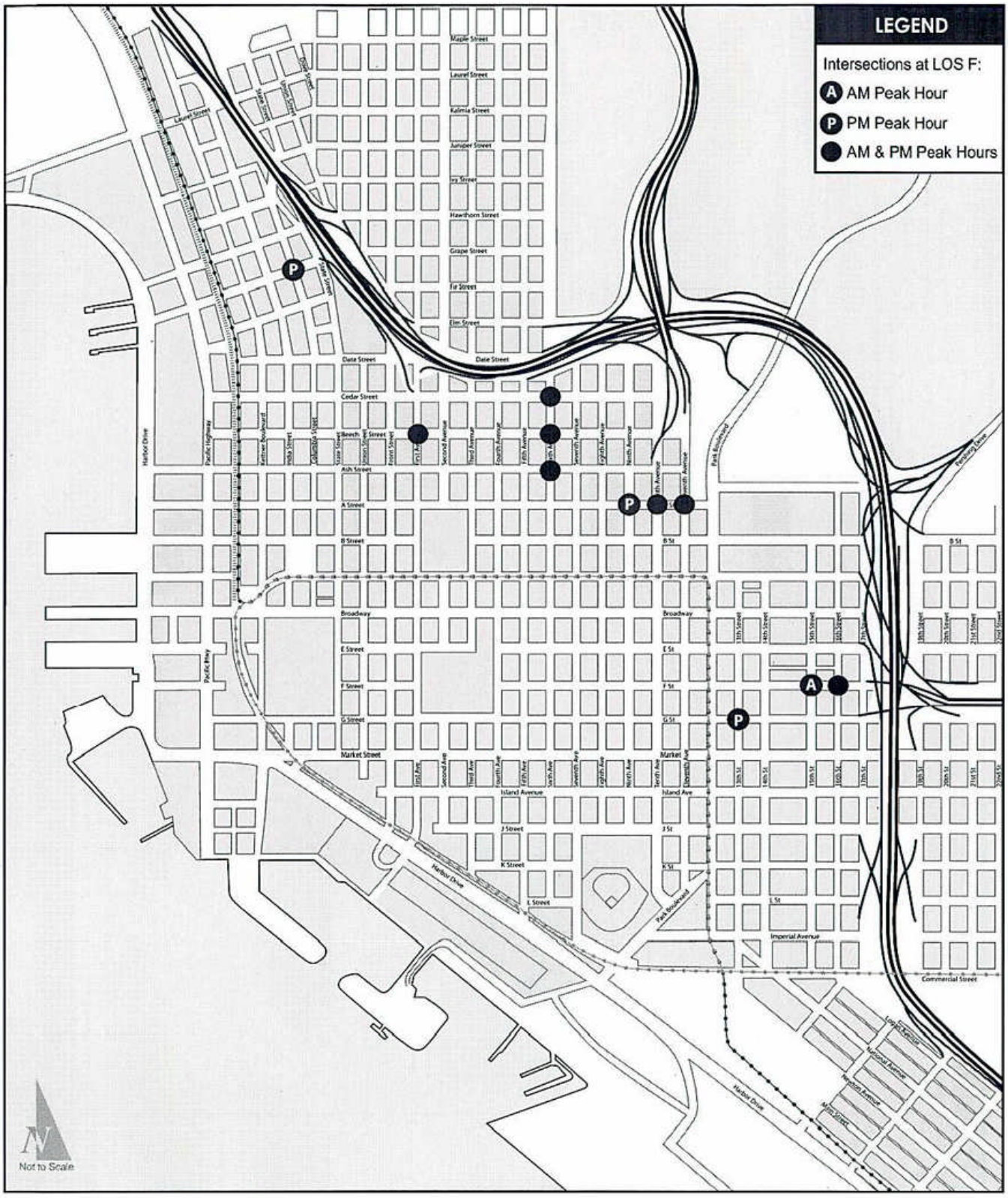
TABLE 5.2-20 (Continued)
Potential Intersection Improvements

INTERSECTION			LOS		REQUIRED MITIGATION	FEASIBLE?
NO.	N/S STREET	E/W STREET	AM	PM		
50	14th St.	K St.	A	F	Separate EB LT, WB LT, SB LT, NB LT	Y
51	16th St.	K St.	E	F	Separate SB LT, NB LT	Y
52	13th St.	L St.	F	F	Provide 2 NB T, NB RT; Provide EB LT, EB RT, Provide SB Thru-Left	Y
53	16th St.	L St.	F	F	Separate EB LT, WB LT, SB LT, NB LT	Y
54	13th St.	Imperial Ave.	B	F	Provide NB LT, NB T, NB Thru-Right; Provide SB LT, SB T, SB Thru-Right	Y
55	16th St.	Imperial Ave.	F	F	Separate NB LT, SB LT	Y
56	19th St.	Imperial Ave.	B	F	Separate EB LT, Add EB LT	Y
57	Harbor Dr.	Hawthorn St.	F	C	Add Shared WB Left-Right	Y
58	Pacific Highway	Hawthorn St.	F	C	Add WB T, Separate WB LT	N
59	Kettner Blvd.	Hawthorn St.	F	A	Add WB T	Y
60	India St.	Hawthorn St.	F	B	Add WB T	Y
61	Columbia St.	Hawthorn St.	F	C	Add WB T	Y
62	State St.	Hawthorn St.	F	C	Add WB T	Y

[1] These intersections would only be unmitigated if Sixth Avenue is converted to a two-way street between Ash and Elm Streets, as contemplated in an earlier version of the proposed Community Plan. This proposal is no longer included in the current proposed Community Plan.

Source: Wilson & Company, March 2005

Note: NB = northbound SB = southbound WB = westbound EB = eastbound
RT = right turn LT = left turn T = through



N

Not to Scale

Source: *Wilson and Company, 2005*

Unmitigable Intersections — Figure 5.2-7

It should be noted that the earlier version of the proposed Community Plan, upon which the traffic study was based, anticipated converting Sixth Avenue from a one-way to a two-way street between Ash and Elm streets. The current version of the proposed Community Plan is no longer proposing this change due to the adverse impacts identified during the traffic study. Assuming that Sixth Avenue would remain a one-way street between Elm and Ash streets, the unmitigable impacts identified in Table 5.2-20 at the intersections of Sixth Avenue with Ash, Beech and Cedar streets would be eliminated. Thus, under the current proposed Plan, up to nine intersections impacted at buildout are expected to be unavoidably impacted.

The timing associated with implementation of improvements identified in Tables 5.2-20 and 21 is difficult to predict at the programmatic level. In order to determine when improvements are required and the appropriate design of the improvements, the following mitigation measure would be implemented.

Mitigation Measure TRF-A.1.1-1: At five-year intervals, commencing upon adoption of the proposed Community Plan, CCDC shall conduct a downtown-wide evaluation of the ability of the grid street system to accommodate traffic within downtown as well as the following roadway segment in the surrounding neighborhood: Imperial Avenue (between 25th Street and of 28th Street). The need for roadway improvements shall be based upon standards established by CCDC, in cooperation with the City Engineer. In completing these studies, the potential improvements identified in Appendix C of the traffic study and Tables 5.2-20 and 21 of the EIR will be reviewed to determine whether these or other actions are required to improve traffic flow along affected roadway corridors. As necessary, potential improvements shall also be determined for the identified roadway segments within the surrounding neighborhoods. In selecting improvements, CCDC shall review the effect the improvement may have on pedestrian or bicycle activities whenever pedestrians must traverse any of the following roadway conditions:

- Five or more lanes at any intersection (excepting Boulevards);
- Three or more travel lanes on residential streets, or crossing roadways with four or more lanes;
- Four or more travel lanes on multi-function streets, or crossing roadways with four or more travel lanes; or
- Dual right-turn lanes.

Following the completion of each five-year monitoring event, CCDC shall incorporate needed roadway improvements into its Capital Improvement Program (CIP) or identify another implementation strategy.

In order to determine if the roadway improvements included in the current five-year CIP, or the equivalent, are sufficient to accommodate developments, a traffic study would be required for large projects. The threshold to be used for determining the need for a traffic study shall reflect the traffic volume threshold used in the Congestion Management Program (CMP). The CMP stipulates that any activity forecasted to generate 2,400 or more daily trips (200 or more equivalent peak hour trips).

TABLE 5.2-21
Potential Roadway Segment Improvements

ROADWAY	FROM	TO	EXISTING	PROPOSED PLAN	POTENTIAL MODIFICATION
Grape St.	Harbor Dr.	State St.	3-lane EB 1-way, with parking	No Change	4-lane EB 1-way, no parking
Hawthorn St.	Harbor Dr.	State St.	3-lane WB 1-way, with parking	No Change	4-lanes WB 1-way, no parking
Cedar St.	Fourth Ave.	Sixth Ave.	Mostly One-way, 2 and 3 lanes, with one two-way section	2-lane2-way, with parking; Removal of the southbound off-ramp from I-5	2-lane 2-way, with continuous left turn lane and parking; removal of southbound off-ramp from I-5
Beech St.	Front St.	Sixth Ave.	2-lane 2-way, with parking	No Change	4-lanes 2-way, no parking
C St.	Park Blvd.	I-5	3-lane EB 1-way, with parking	2-lane 2-way, with parking	3-lane 2-way (2-lane EB, 1-lane WB), with parking
G St.	Park Blvd.	17thSt.	3-lane EB 1-way, with parking	No Change	4-lane EB 1-way, no parking, during peak periods
Imperial Ave.	Park Blvd.	19th St.	4-lane 2-way, no parking	No Change	4-lane 2-way, with continuous left turn lane, no parking
Fifth Ave.	Elm St.	Ash St.	3-lane NB 1-way, with parking	No Change	4-lane NB 1-way, no parking, during peak periods
Sixth Ave.	Elm St.	Ash St.	3-lane SB 1-way, with parking	2-lane 2-way, with parking[†]No Change	3-lane SB 1-way, with parking
Eighth Ave.	Ash St.	G St.	3-lane SB 1-way, with parking	2-lane 1-way SB, with parkingNo Change	3-lane 1-way SB, with parking
Ninth Ave.	Ash St.	Market St.	3-lane NB 1-way, with parking	2-lane 1-way NB, with parkingNo Change	3-lane 1-way NB, with parking
19th St.	Imperial Ave.	SR-94	2-3 lanes 1-way NB	No Change	3-lane NB 1-way, with parking

[†] This change is no longer contained in the proposed Community Plan.

Source: Wilson & Company, 2005

TABLE 5.2-21
Proposed Roadway Segment Improvements

ROADWAY	SEGMENT	PROPOSED IMPROVEMENT
Grape Street	Harbor Dr. to State Street	4-lane EB 1-way, no parking
Hawthorn Street	Harbor Dr. to State Street	~~4~~-lane WB 1-way, no parking
Cedar Street[1]	Fourth Avenue to Sixth Avenue	2-lane, 2-way, with continuous left turn lane and parking; removal of southbound off-ramp from I-5
Cedar Street[1]	Front Street to Fifth Avenue	Two-way, 2 lanes and removal of the off-ramp from I-5
Beech Street	Front Street to Sixth Avenue	4-lane, 2-way, no parking
A Street	Harbor Dr. to Pacific Highway	Two-way, 2-lane
B Street	Harbor Dr. to Pacific Highway	Two-way, 2-lane
C Street[1]	Park Blvd. to I-5	3-lane, 2-way (2 lane EB, 1 lane WB), with parking
C Street	Columbia Street to Park Blvd.	Transit link only
E Street	Harbor Dr. to Pacific Highway	Two-way, 2-lane
E Street	State Street to Union Street	Closed
E Street[1]	Park Blvd. to I-5	One-way, 3-lane (Eastbound)
F Street	Harbor Dr. to Pacific Highway	Two-way, 2-lane
G Street	Park Blvd. to 17th Street	4-lane EB 1-way, no parking, during peak periods
G Street[1]	Harbor Dr. to Pacific Highway	Two-way, 2-lane
	Front Street to First Avenue	Two-way, 3-lane
L Street	14th Street to 16th Street	Two-way, 2-lane
Kettner Street	Cedar Street to Beech Street	One-way, 2-lane
Imperial Avenue	Park Blvd. to 19th Street	4-lane 2-way, with continuous left turn lane, no parking
India Street[1]	Ivy Street to Fir Street	One-way, 2-lane
Columbia Street[1]	Ivy St to Broadway	2-lane off-peak/ 3-lane peak
Union	Broadway to F Street	Closed
Second Avenue[1]	Broadway to C Street	Closed at C Street
Third Avenue	G Street to Market Street	Two-way, 2-lane
Fifth Avenue	Elm Street to Ash Street	4-lane NB 1-way, no parking, during peak periods
Seventh Avenue[1]	Beech Street toAsh Street	Two-way, 2 lane
Seventh Avenue[1]	Ash Street to B Street	One-way, 2-lane
Seventh Avenue[1]	B Street to Broadway	Study Closure at C Street
Eighth Avenue	Date to Elm	Two-way, 2-lane
13th Street	C Street to E Street	Two-way, 3-lane
14th Street	E Street to Market Street	Two-way, 2-lane

TABLE 5.2-21
Proposed Roadway Segment Improvements

ROADWAY	SEGMENT	PROPOSED IMPROVEMENT
15th Street	K Street to Imperial Avenue	Two-way, 2-lane
19th Street	Imperial Avenue to SR-94	3-lane NB 1-way, with parking
new grid[1]	South of Harbor Dr., between Pacific Highway and Kettner Street	Grid of two-way, 2-lane streets extending to waterfront

[1] Indicates proposed improvement which requires additional evaluation.

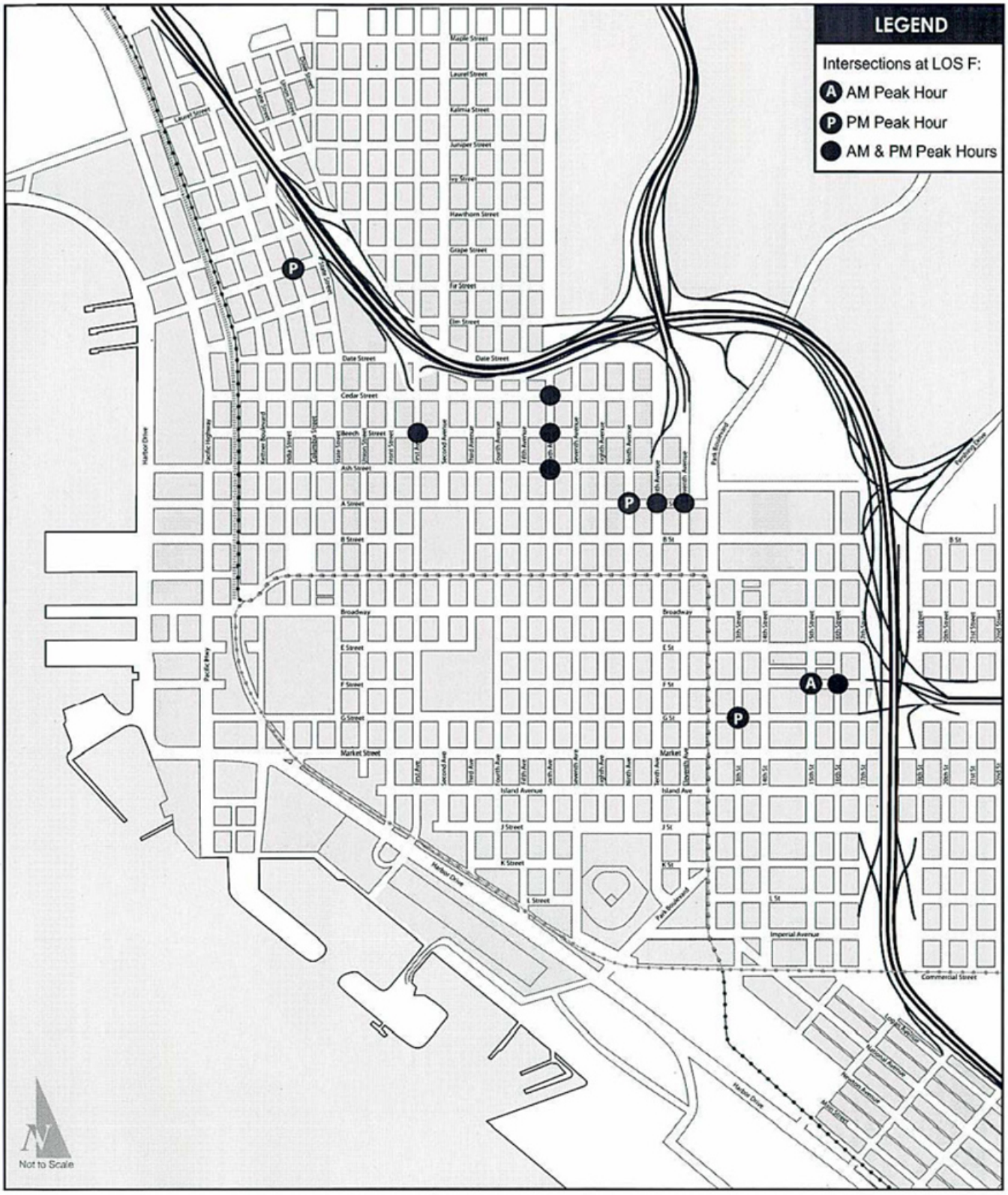
Mitigation Measure TRF-A.1.1-2: Prior to approval of any development which would generate a sufficient number of trips to qualify as a large project under the Congestion Management Program (i.e. more than 2,400 daily trips, or 200 trips during a peak hour period), a traffic study shall be completed as part of the Secondary Study process. The traffic study shall be prepared in accordance with City's Traffic Impact Study Manual. If the traffic study indicates that roadways substantially affected by the project would operate at LOS F with the addition of project traffic, the traffic study shall identify improvements to grid street segments and/or intersections which would be required within the next five years to achieve an acceptable LOS or reduce congestion, to the extent feasible. If the needed improvements are already included in CCDC's CIP, or the equivalent, no further action shall be required. If the any of the required improvements are not included in the CIP, or not expected within five years of project completion, CCDC shall amend the CIP, within one year of project approval, to include the required improvements and assure that they will be implemented within five years of project completion. At CCDC's discretion, the developer may be assessed a pro-rated share of the cost of improvements.

Mitigation Measure TRF-A.1.1-3: Upon adoption of the Community Plan, CCDC and the City shall update the Centre City Public Facilities Financing Plan (PFFP) to include a transportation element to be completed within six (6) months. The update to the Centre City PFFP required by this mitigation measure shall include the following:

a) The responsible entities [the Entities] included in this effort will include, but may not be limited to, the City of San Diego, CCDC, SANDAG, and the Metropolitan Transit System. Other entities may be included upon the concurrence of the foregoing Entities;

b) The PFFP update will specify transportation improvements as identified on Figure 7.2 of the Community Plan and further described on Table 5.2-21 and Figure 5.2-8 of this FEIR;

c) The PFFP update will specifically include capital improvements to the downtown transit network as identified on page 7-10 and Figure 7-4 of the Community Plan and further described in Table 5.2-22 of this FEIR;



N

Not to Scale

Source: *Wilson and Company, 2005*

Unmitigable Intersections Figure 5.2-8

This Page Intentionally Left Blank

TABLE 5.2-22
Proposed Local Transit Improvements

NO.	IMPROVEMENT	DESCRIPTION
1	C Street/Park Boulevard/Bayside Trolley Corridor Improvements	– Advanced Traffic Signal Management System – Expand/upgrade Civic Center Station to accommodate four-car trains – Other station improvements to accommodate four-car trains – Station modifications to accommodate low-floor vehicles – Station shelters, hardscape, and landscape improvements – Upgraded track work
2	Downtown Stations for Early Action BRT/Rapid Bus Services	– Upgraded shelters/hardscaping./landscaping/passenger information
3	Downtown Periphery Bus Transit Centers	– Transfer stations at west and east ends of Broadway to facilitate bus/trolley transfers (minimizes Broadway bus volumes)
4	Transit and Bus Rapid Transit (BRT) Priority Measures	– Signal priority treatments/queue jump lanes/transit lanes on key downtown transit streets to provide peak hour and priority access
5	Santa Fe Depot/American Plaza Station & Pedestrian Improvements	– Enhanced station platforms and pedestrian connections between Santa Fe Depot and America Plaza Trolley stations to facilitate transfers between trolley lines
6	Twelfth & Imperial Station and Track Improvements	– Upgraded station to accommodate increased ridership and track improvements to provide Bayside to South Bay connectivity
7	Additional Trolley Vehicles	– Additional trolley vehicles to handle downtown growth (would be procured over time to match population and employment growth)
8	Downtown Shuttle/Circulator Vehicles	– Dedicated fleet of small vehicles for downtown routes
9	Downtown Transit Improvement Study, (including Subway Study)	– Continuation of Comprehensive Downtown Transit Study work for BRT routing – Feasibility study for downtown trolley subway, including assessment engineering, environmental and capital costs

d) For this mitigation measure, the PFFP update will not include freeway improvements, freeway ramps and will not now or in the future include transit operation or maintenance improvements as these are specifically prohibited in Government Code 66000, which are addressed in Mitigation Measure TRF-A.2.1-2 below;

e) The PFFP update will set forth a timeline and other agreed-upon relevant criteria for implementation of each improvement identified in items (b) and (c) above;

f) The PFFP update will identify the total estimated costs for each improvement in items (b) and (c) above as provided for by CCDC and reviewed and confirmed by the City's Transportation Planning and Facilities Financing Section of the Planning Department;

g) The PFFP update will include the establishment of a fair-share contribution from downtown development for improvement in items b) and c) above, through a Developer Impact Fee or secure, local alternative funding sources, in a manner that will comply with applicable law;

h) Prior to adoption by the City of San Diego Council, the PFFP will be sent to the Entities for their review and comment;

i) CCDC and the Facilities Financing Section of the Planning Department shall seek adoption of the PFFP update at a public hearing before the San Diego City Council within six months after adoption of the Community Plan Update. As extension not to exceed three (3) months shall be granted upon mutual consent of the Entities.

The failure or refusal of any Entity other than CCDC or the City, to cooperate in the implementation of this mitigation measure, shall not constitute a failure of CCDC or the City to implement this mitigation measure; however, the City and CCDC shall each use its best efforts to obtain the cooperation of all responsible Entities to fully participate, in order to achieve the goals of the mitigation measure.

Impact TRF-A.1.2 Impacts on Surrounding Streets

Implementation of Mitigation Measure TRF-A.1.1-1 would provide mitigation for surrounding street impacts.

Impact TRF-A.2.1 Impacts on Freeways

The proposed Community Plan would contribute to projected substandard traffic conditions on study area freeway segments (I-5, SR-163 and SR-94) and ramps serving the downtown area. Poor operations on the freeway mainlines are caused by high forecast traffic volumes and merge/diverse conflicts at the various on- and off-ramp locations. As a contributing factor to the forecast travel demands on the study area freeway facilities, the proposed Community Plan would result in significant traffic impacts to these facilities.

As noted previously, the traffic analysis was conducted assuming the various roadway network assumptions included in the "revenue-constrained" funding scenario of the SANDAG RTP. This

was intended at the time of the analysis to represent an appropriate worst-case scenario. Since passage of the Transnet funding program in November 2004, the SANDAG RTP "Mobility" scenario becomes the operative plan for regional transportation planning. This scenario includes implementation of High Occupancy Vehicle (HOV) lanes on I-5 through the downtown area as well as on SR 94 serving downtown to/from the east. These improvements would, in part, improve the capacity of the freeway system and resulting traffic operations, but would not specifically address freeway ramp operations and associated access requirements for the downtown area.

Previous SANDAG studies of the freeway system and the ramps serving the downtown area (Central I-5 Corridor Study; Freeway Deficiency Plan, December 2003) identified potential freeway improvements that would address projected longer range deficiencies. These improvements included additional through lanes on I-5, supported by new auxiliary lanes and a modified system of ramps serving the downtown area. This study also confirmed that no feasible and acceptable improvement options are available to address projected deficiencies on SR-163, north of downtown due to the demonstrated public over maintaining the aesthetic qualities of this highway through Balboa Park. SANDAG, Caltrans and CCDC have recommended further study of the freeway improvement proposals identified by the Central I-5 Corridor Study to ensure proper consideration of all potential community and environmental impacts.

In addition, each of the ramps serving downtown were evaluated in the course of the traffic study to determine the feasibility of adding the additional lanes needed to accommodate buildout traffic. According to Table 4.14 of the Traffic Study, the feasibility of adding any additional lanes to these ramps is extremely limited. In general, the addition of lanes to the ramps is restricted by two primary factors. First, the freeway and/or ramp facilities cannot accommodate either additional merging movements or the necessary entrance/exit lane configuration. Second, the on-street network cannot accommodate either the additional lane(s) feeding or exiting the ramp.

Due to the uncertainty associated with implementing freeway improvements and limitations on increasing ramp capacity, the freeway impacts associated with the proposed Community Plan would remain significant and unmitigated. However, in an effort to promote securing the appropriate freeway improvements, the following mitigation measures would be implemented.

Mitigation Measure TRF-A.2.1-1: Upon adoption of the Community Plan, CCDC shall initiate a multi-jurisdictional effort to develop a detailed, enforceable plan [the Plan] that will identify transportation improvements that would reduce congestion on I-5 through downtown, as well as identify funding sources including federal, state, regional and local funding and which may also include fair share contributions by development as well as other mechanisms based on a nexus study. The process and Plan required by this mitigation measure shall include the following.

a) The responsible entities [the Entities] included in this effort will include, but may not be limited to, the City of San Diego, CCDC, SANDAG, Caltrans, and the Metropolitan Transit System. Other entities may be included upon the concurrence of the foregoing Entities.

b) The Plan will specifically identify physical and operational improvements to I-5, other freeways, relevant arterial roads and transit facilities [the Improvements], that are focused on specific transportation impacts created by downtown development, and will also identify the specific responsibilities of each Entity for the construction, maintenance and financing for each

Improvement. The Plan may also identify other improvements necessary to address regional transportation needs, but for purposes of this mitigation measure, the Improvements included in the Plan need only be designed to mitigate the impacts created by downtown development.

c) The Plan will set forth a timeline and other agreed-upon relevant criteria for implementation of each Improvement.

d) The Plan will identify the total estimated costs for each such Improvement, including construction, maintenance and operational costs [the Total Costs], and the responsibility of each Entity for both implementation and funding for such Total Costs.

e) The Plan will include the parameters for any fair-share or development impact fee programs (or the like) to be implemented, that would require private and/or public developers to contribute to the Total Costs, in a manner that will comply with applicable law.

f) In developing the Plan, the Entities shall also consider ways in which the Improvements can be coordinated with existing local and regional transportation and facilities financing plans and programs, in order to avoid duplication of effort and expenditure; however, the existence of such other plans and programs shall not relieve the Entities of their collective obligation to develop and implement the Plan as set forth in this mitigation measure. Nothing in the Plan shall be construed as relieving any Entity (or any other entity) from its independent responsibility (if any) for the planning, funding, construction, maintenance or operation of any transportation improvement.

g) Upon adoption of the Plan by the City Council, SANDAG, MTS and Caltrans will also seek endorsement of same through their government structures.

h) CCDC shall seek adoption of the Plan at a public hearing before the City Council within one year of the initiation of the multi-jurisdictional effort to develop the Plan. CCDC shall report in writing, and at a public hearing before the City Council and SANDAG (if SANDAG agrees to place such a report on its agenda), regarding the progress made to develop the Plan, within six months of the first meeting of the entities. Thereafter, CCDC shall report to the City Council at least annually regarding the progress of the Plan, for a period of not less than five years, which may be extended at the request of the City Council.

i) The Plan shall also expressly include each Entity's pledge that it will cooperate with CCDC in making the required reports to the Agency, including the presence and participation of a responsible representative of the Entity at all public hearings called for the purpose of reviewing the progress of development and implementation of the Plan.

j) The PFFP shall be amended to include any projects in the Plan that CCDC and the City Council determine are appropriate for inclusion in the PFFP. The amendment to the PFFP to accommodate such appropriate improvements shall be processed for adoption at the time the Plan is submitted for adoption to the City Council.

The failure or refusal of any Entity other than CCDC or the City to cooperate in the implementation of this mitigation measure shall not constitute a failure of CCDC or the City to implement this

mitigation measure; however, the CCDC and City shall each use its best efforts to obtain the cooperation of all responsible Entities to fully participate, in order to achieve the goals of the mitigation measure.

Further, if the City Council or Redevelopment Agency finds that (1) any of the Entities fails or has failed to cooperate in the development or implementation of this Plan, or (2) there is insufficient funding for implementation of the improvements in accord with the Plan, or (3) development downtown has significantly outpaced the development of infrastructure needed to support the development, the Council/Agency shall thereafter review the status of the Plan and its improvements, to determine whether substantial evidence shows that any of the conditions listed in Public Resources Code section 21166 and Guidelines section 15162 exist, so that additional environmental documentation would be required. In any event, the annual progress report delivered by CCDC pursuant to this mitigation measure shall include an evaluation of whether any of these conditions exist.

Impact TRF-A.2.2 Elimination of Cedar Street Offramp

Implementation of the following mitigation measure would reduce potential impact of eliminating the Cedar Street off-ramp but not to below a level of significance due to the uncertainty associated with the conclusions of the evaluation required by the mitigation measure.

Mitigation Measure TRF A.2.2-1: Prior to elimination of the Cedar Street off-ramp from I-5, a traffic study shall be done by CCDC in consultation with the City of San Diego and Caltrans to determine the potential effects associated with elimination of the off-ramp and the conversion of Cedar Street from one- to two-way. The report shall also identify roadway modifications that would minimize potential impacts on local surface streets and I-5.

Surrounding Roadways

Implementation of roadway improvements such as restriping and/or widening may be able to reduce cumulative impacts on surrounding roadways. Subsequent monitoring required by Mitigation Measure TRF-A.1.1-1 would determine appropriate improvements.

Transit

Fair share contributions from downtown development pursuant to Table 5.2-22 and Mitigation Measure TRF- A.1.1-3 will assist SANDAG in meeting ~~As SANDAG expects to be able to meet~~ the demand for transit resulting from the proposed Plan. As a result, no mitigation measures are required for transit.

Non-Motorized Transportation

Consideration of pedestrian and bicycle activities, as required by Mitigation Measure TRF A.1-1 would provide adequate mitigation for potential impacts associated with roadway improvements.

Impact TRF-D.1 Excessive Parking Demand

The proposed PDO would establish parking standards which would assure that future development provides for its minimum demand for parking.

As the downtown develops and a parking shortfall develops, construction of new publicly-owned parking facilities could fill the shortage. Parking garages could be centrally located in key activity nodes or located on peripheral areas served by shuttle bus services. Typical multi-level parking structures in the downtown area could provide 600-700 parking spaces each, with larger facilities providing over 1,000 spaces.

In addition to constructing additional parking supply, successful implementation of parking demand measures could offset the need for new parking. Many elements will need to be considered in the development of a parking management strategy for the downtown. While the intent would not be to specify the components of a comprehensive parking management strategy for the downtown area, some example measures could include:

- Provide incentives for shared parking for developments with mixed uses to encourage joint development and improve utilization of parking facilities;
- Enhance coordination between parking and transit services, including encouraging commuters to park at remote and fringe locations and utilize downtown transit services;
- Implement car sharing programs to eliminate and reduce the need for an individual to have a personal car available for travel.

In order to minimize parking impacts downtown and within surrounding residential areas, CCDC shall assess the availability of parking with the demand generated by downtown development. The study area shall include downtown as well as ~~amount of parking generated by downtown development which is occurring in~~ residential areas within a quarter-mile radius of downtown. This would be achieved through implementation of the following mitigation measure ~~and carry out programs to reduce impacts in accordance with the following mitigation measure~~.

Mitigation Measure TRF-D.1-1: At five-year intervals, commencing upon adoption of the proposed Community Plan, CCDC shall evaluate the parking supply and demand within the downtown area as well as assess the amount of parking generated by downtown development in residential areas within a quarter-mile radius of downtown. The evaluations will include an inventory of the number of public and private parking spaces available for public parking within downtown and the residential neighborhoods within a quarter-mile radius of downtown. The evaluation shall determine the current as well as anticipated parking supply and demand during the ensuing five-year period. Based on the evaluation, ~~Upon adoption of the proposed Community Plan, CCDC will conduct an initial inventory to establish a baseline for determining additional impacts from downtown development. During the subsequent 5-year assessments,~~ CCDC shall determine if the discrepancy between demand and supply~~impact has increased to a level which~~ warrant~~s~~ ameliorative action~~s~~ which may include but not be limited to: (1) constructing new public parking, (2) implementing specific shared parking programs with private parking facilities, (3) implementing parking meter programs that respond to changes in the parking demand which occur during a 24-

hour period and/or (4) implementing residential permit parking programs. Any actions identified during the parking evaluation shall be incorporated into CCDC's ~~and include parking facilities determined to be required in its~~ Capital Improvement Program, if appropriate, ~~or~~ carried out through some other form of enforcement such as amending Planned District Ordinances or other regulatory programs dealing with parking.~~other implementation program.~~

5.2.5 SIGNIFICANCE OF IMPACT AFTER MITIGATION

Impact TRF-A.1.1 Impact on Grid Streets

Level of Significance After Mitigation: Significant

The increase in traffic with the proposed Community Plan would create daily traffic volumes which would exceed the capacity of 62 intersections given their current configuration. Preliminary analysis indicates that improvements can be made at 50 of these intersections which would maintain an acceptable level of service. Up to 12 intersections may not be able to be improved to provide an adequate level of service due to constraints imposed by adjacent land use. In addition, conflicts with pedestrian or bicycle activities could override the traffic benefits of some of the preliminary solutions for intersection improvements. Thus, impacts to grid streets are considered significant and unmitigable.

Impact TRF-A.1.2 Impact on Surrounding Streets

Level of Significance After Mitigation: Significant

The increase in traffic with the proposed Community Plan would create daily traffic volumes which would cause an existing, acceptable level of service to become unacceptable. Implementation of roadway improvements such as restriping and/or widening may be able to reduce cumulative impacts on surrounding roadways. Subsequent monitoring required by Mitigation Measure TRF-A.1.1-1 and traffic studies required by Mitigation Measure A.1.1-2 would determine appropriate improvements. As no specific information exists at this time regarding potential improvements or guarantees exists that improvements would be implemented, the impacts are considered potentially significant and umitigable.

Impact TRF-A.2.1 Impact on Freeways

Level of Significance After Mitigation: Significant

Traffic volumes in the buildout condition would significantly impact nine freeway segments and 14 freeway ramps. Impacts to the freeway system are considered significant and unmitigable for several reasons. First, CCDC and the City of San Diego do not have jurisdiction to improve the freeway system. Second, adjacent land uses severely constrain the ability of Caltrans to implement major modifications to the freeway system. Nevertheless, the commitment imposed upon CCDC (Mitigation Measure A.2.1-1) to initiate a multi-agency study to define improvements and financing for the downtown freeway system would help toward finding solutions.

Impact TRF-A.2.2 Elimination of Cedar Street Off-ramp

Level of Significance After Mitigation: Significant

The potential effect of eliminating the Cedar Street off-ramp are unknown. Although the study required by Mitigation Measure TRF-A.2.2-1 could potentially reduce the potential impacts on surface streets and I-5, insufficient information exists to determine if the potential impact could be reduced to below a level of significance.

Impact TRF-D.1 Excessive Parking Demand

Level of Significance After Mitigation: Significant

The demand for parking at buildout would exceed the amount of parking supply that would be created solely from conforming to the parking requirements of the proposed PDO. Implementation of Mitigation Measure TRF-D.1-1 would require periodic review of the parking supply and a determination by CCDC of what, if any, actions could be undertaken to reduce excessive demand including but not be limited to: (1) constructing new public parking, (2) implementing specific shared parking programs with private parking facilities, (3) implementing parking meter programs that respond to changes in the parking demand which occur during a 24-hour period and/or (4) implementing residential permit parking programs. Any actions identified during the parking evaluation would be incorporated into CCDC's Capital Improvement Program, if appropriate, or carried out through some other form of enforcement such as amending Planned District Ordinances or other regulatory programs dealing with parking. However, despite these actions, there would be no guarantee that the full parking demand would be met. Potential shortages of parking could be mitigated by mandating the construction of public parking facilities to meet the parking demand which is unmet by the PDO parking requirements. However, this mitigation measure is not proposed for several reasons. Unrestrained parking availability would be contrary to the goal of promoting alternative forms of transportation to and from as well as within downtown. The inability to find convenient parking encourages commuters and retail patrons to take transit. Increased use of transit is critical to reducing mobile-source air emissions attributed to private automobiles and reducing traffic congestion on local and regional roadways. Correlating the location of public parking with the demand would also be difficult to achieve due to the lack of assurance that suitable property would be available to construct the necessary parking facilities. Lastly, funding sources for public parking structures would likely be uncertain. Thus, the impact of buildout out of the proposed Plans and Ordinance on parking is considered significant and unmitigable.

5.3 ~~CULTURAL~~ HISTORICAL RESOURCES

5.3.1 EXISTING CONDITIONS

The following discussion summarizes the ~~cultural resources study~~historical resources report for the downtown planning area prepared by Marie Burke Lia, Attorney at Law, as a consultant to CCDC. The complete report is contained in Appendix 2.3 of the technical appendices.

The following discussion is divided between historical and archaeological resources. In accordance with Section 143.0210 of the City's Land Development Code as defined in Chapter 11, historical resources include:

- Designated historical resources;
- Historical buildings;
- Historical districts;
- Historical landscapes; and
- Historical objects.

Archaeological resources include:

- Important archaeological sites; and
- Traditional cultural properties.

5.3.1.1 Historic Buildings/Structures

Methodology

As the oldest part of metropolitan San Diego outside of Old Town, the downtown planning area contains a large and well-documented collection of historic buildings and structures. These historic buildings/structures have been extensively reviewed and inventoried to identify potential eligibility for federal, state and local designation. Within the past four years, four surveys have been conducted to address various historical themes within the downtown planning area, and much of this activity has emphasized the East Village District. These four surveys were prepared by various consultants to CCDC. The first survey was an update of the 1988-89 Historic Site Inventory of Centre City that was prepared for the 1992 expansion of the Centre City Redevelopment Area. This update focused on the Core and East Village Districts of the downtown planning area, districts which had not been addressed by the Historical Resources Board subsequent to the distribution of the 1988-89 Inventory. The second survey was a new survey of properties more than 45 years of age within these districts, which had not been previously addressed. The third survey was required by a Settlement Agreement from the Ballpark litigation and required the evaluation of a potential Warehouse District within the downtown planning area. The fourth survey was initiated by CCDC to understand the historical contributions made by African/Americans to the downtown planning area. As a result of this extensive survey activity, the historic buildings/structures database for downtown is thorough and includes the entire Centre City Redevelopment Project area.

Basis for Establishing Historical Value

The determination of significance for historic buildings/structures in this EIR is based upon the criteria utilized by the National Register of Historic Places (National Register), California Register of Historical Resources (California Register) and City of San Diego's Register of Designated Historical Structures ~~Historical Resources Register~~ (San Diego Register).

Federal Criteria

Authorized by the National Historic Preservation Act of 1966 (16 U.S.C. Sec. 470 et seq.), the National Register is the official federal list of districts, sites, buildings, structures, and objects significant in American history, architecture, archaeology, engineering, and culture. Preservation goals for National, California and City of San Diego Register-listed properties are described in Table 5.3-1.

TABLE 5.3-1
Historical Designations and Preservation Goals

HISTORICAL DESIGNATION/STATUS	PRESERVATION GOAL
National Register-Listed	Retention onsite; any improvements, renovation, rehabilitation, and/or adaptive reuse shall be consistent with the Secretary of Interior' Standards and Guidelines. Buildings/structures contributing to a National Register District have the same protection status as individually listed structures.
National Register-Eligible	~~Determine eligibility~~Evaluate and encourage listing through the State Office of Historic Preservation or the National Park Service. Buildings/ structures thus determined eligible have the same protection status as individually listed National Register buildings/ structures. If determined not eligible, determine eligibility for the San Diego Register and, if designated, provide San Diego Register protection.
California Register-Listed/Eligible	Retention onsite; any improvements, renovation, rehabilitation, and/or adaptive reuse should be consistent with the Secretary of Interior' Standards and Guidelines. Structures contributing to a California Register District have the same protection status as individually listed structures.
San Diego Register-of Designated Historical Resources[1]	Whenever possible, retain resource onsite. Partial retention, relocation or demolition of a resource shall only be permitted through applicable City procedures. ~~Depending on feasibility, retain on site, retain significant portions onsite, relocate or document prior to demolition (listed in order of preference).~~ Buildings/structures contributing to a Local Register District have the same protection status as individually listed buildings/structures~~.~~

[1] Buildings/structures that are potentially eligible for listing must be taken to the City of San Diego Historical Resources Board for designation.

Source: CCDC, Downtown Community Plan, 2005.

Based on the National Register criteria, significant properties are districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- That are associated with events that have made a significant contribution to the broad patterns of our history;
- That are associated with the lives of persons significant in our past;
- That embody the distinct characteristics of a type, period, or method of construction, or that represent the workmanship of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- That has yielded, or may be likely to yield, information important in prehistory or history.

A property achieving significance within the last 50 years is eligible for the National Register only if it is of exceptional importance. Usually, properties eligible for, or listed on, the National Register are more than 50 years of age.

State Criteria

Similar to the National Register, the California Register is the authoritative guide in California used by state and local agencies, private groups, and citizens to identify the state's historical resources and to indicate which properties are to be protected, to the extent prudent and feasible, from substantial and adverse change [California Public Resources Code Sec. 5024.1(a)]. The California Register includes properties formally determined eligible for, or listed on, the National Register, State Historical Landmarks, State Historical Points of Interest, and nominated sites determined to be significant by the State Historical Resources Commission. Preservation goals for California Register-listed properties are described in Table 5.3-1.

Local Criteria

The City of San Diego Historical Resources Board is established by the City Council as an advisory board to identify, designate and preserve the historical resources of the City; to review and make a recommendation to the appropriate decision making authority on applications for permits and other matters relating to the demolition, destruction, substantial alteration, removal or relocation of designated historical resources; to establish criteria and provide for a Historical Resources Inventory of properties within the boundaries of the City; and to recommend to the City Council and Planning Commission procedures to facilitate the use of the Historical Resources Inventory results in the City's Planning process.

Any improvement, building, structure, sign, interior element and fixture, feature, site, place, district, area, or object may be placed on the City's Register of Designated Historial Resources ~~designated~~ by the Historical Resources Board if it meets any of the following criteria:

- Exemplifies or reflects special elements of the City's, a community's or a neighborhood's historical, archaeological, cultural, social, economic, political, aesthetic, engineering, landscaping or architectural development;
- Is identified with persons or events significant in local, state or national history;
- Embodies distinctive characteristics of a style, type, period, or method of construction or is a valuable example of the use of indigenous materials or craftsmanship;
- Is representative of the notable work of a master builder, designer, architect, engineer, landscape architect, interior designer, artist or craftsman;
- Is listed or has been determined eligible by the National Park Service for listing on the National Register of Historic Places or is listed or has been determined eligible for listing by the State Historic Preservation Office for listing on the State Register of Historic Resources; or,
- Is a finite group of resources related to one another in a clearly distinguishable way or is a geographically definable area or neighborhood containing improvements which have a special character, historical interest or aesthetic value or which represent one or more architectural periods or styles in the history and development of the City.

Preservation goals for San Diego Register-designated properties are described in Table 5.3-1.

Local Regulatory Controls

The San Diego Municipal Code contains three ~~ordinances~~ regulations intended to preserve and protect historical resources to the greatest extent feasible. These ~~ordinances~~ regulations, which ~~-~~are contained in the Land Development Code~~.~~ ~~The first~~ require~~s~~ a Site Development Permit for any development proposed for a site where a historical resource is present, or for a site within a historical district, unless such proposal is exempt ~~as~~ based on consistency with the Secretary of the Interior's Standards (SDMC 126.0501 et seq. and 143.0201 et seq.)~~.~~ ; ~~The second~~ requires implementation of the CEQA and the State CEQA Guidelines for all proposed projects affecting "historical resources" as such resources are defined within that Act (SDMC 128.0101 et seq.)~~.~~ , and ~~The third~~ requires that development affecting designated historical resources or historical districts provide full mitigation for the impact to the resource (SDMC 143.0251). In addition, Section 142.0670(b)(1) and (2) of the Land Development Code requires that specific street improvements be constructed to preserve historic design elements in specific neighborhoods. This includes the location, width, elevation, scoring pattern, texture, color and material to the satisfaction of the City Engineer. Concrete sidewalk stamps must be sawcut and replaced in-place or close proximity to the original location.

~~Historic Buildings/Structures~~ Historical Resources within the Project Area

For the purpose of this EIR, all of the above-referenced documentation of potentially designated and identified historic buildings/structures in the downtown planning area has been reviewed and evaluated. In the course of this review, five levels were developed to understand the current status of various categories of historic or potentially historic buildings/structures within the downtown planning area. Inventoried historic and potentially historic buildings/structures in the downtown planning area are listed in Table 5.3-2 and shown in Figure 5.3-1. Table 5.3-2 does not include buildings identified in potential historic districts. Although all National Register listed

TABLE 5.3-2
Inventoried Historic Resources within the
Downtown Community Plan Area

ADDRESS	RESOURCE NAME
National Register Listed	
1. 868 Fourth Avenue	Balboa Theater
2. 733 Eighth Avenue	Eagles Hall
3. 702 Ash Street	El Cortez Hotel
4. 326 Broadway	U.S. Grant Hotel
5. 1202 Kettner Blvd.	McClintock Warehouse
6. 233 A Street	Medico-Dental Building
7. 105 West F Street	Panama Hotel
8. 1600 Pacific Highway	San Diego Civic Center
9. 530 Broadway	San Diego Trust & Savings
10. 1050 Kettner Blvd.	Santa Fe Depot
11. 123 Broadway	Spreckels Theater Building
12. 325 West F Street	U.S. Courthouse
13. 815 E Street	U.S. Post Office
14. 1014 Fifth Ave/602 Broadway	Walker Scott Owl Drug
15. Various	Gaslamp Quarter Historic District
National Register Eligible	
16. 500 West Broadway	Armed Services YMCA
17. 301 West Market	Pacific Soap Factory
18. 903 Kettner	SDG&E Substation B
19. G at California Street	Plaza de Pantoja
20. 720 Fourth Avenue	Golden West Hotel
21. 339 West Broadway	Hotel San Diego
22. 1572 Second Avenue	Anton Mayrhofer Residence
23. 509 Twelfth Avenue	Bay View Hotel
24. 1620 Sixth Avenue	Bradley-Woolman Funeral Church
25. 330-336 C Street	California Theater
26. 350 Cedar Street	Elks Club Lodge
27. 1568 Ninth Avenue	John Ginty Residence
28. 420-424 Ash Street	J.C. Hearne Surgical Hospital
29. 1654-1668 State Street	Our Lady of the Rosary Church
30. 1535 Third Avenue	St. Joseph's Cathedral
31. 1362 Fourth Avenue	San Diego Gas & Electric

TABLE 5.3-2 (Continued)
Inventoried Historic Resources within the
Downtown Community Plan Area

ADDRESS	RESOURCE NAME
National Register Eligible (Continued)	
32. 1245 Island Avenue	Sheldon Residence
33. 540 Third Avenue	Plants & Fireproofing Building
34. 500 Third Avenue	Ying On Benevolent Assn. Building
35. 426-428 Third Avenue	Chinese Benevolent Assn. Building
~~Local~~ San Diego Register Listed	
36. 1250 Sixth Avenue	San Diego Athletic Club
37. 625 Broadway	John D. Spreckels Building
38. 402 Island Avenue	Davis-Horton House
39. Broadway at Fourth Ave.	Horton Plaza and Fountain
40. 325 Island Avenue	Brooklyn (Kahle) Hotel
41. 1157 Columbia Street	San Diego Steam Laundry
42. 325 Island Avenue	Horton Grand Hotel
43. 765 Tenth Avenue	Buckner Hotel
44. Second Avenue and Ash Street	Kiessig Corner
45. 215 Seventh Avenue	Western Metal Building
46. 611 Island Avenue	Klauber Wagenheim Building
47. 305 Eighth Avenue	Showley Bros. Candy Factory
48. 715 J Street	Simon Levi Building
49. 861 Sixth Avenue	Timken Building
50. 330 Eighth Avenue	Levi Wholesale Grocery
51. Various (20+ buildings)	Asian/Pacific Historic District
52. 427 C Street	Marston Department Store
53. 1301 Fifth Avenue	Sanford Hotel
54. 1702 India Street	Bernadini Building
55. 1572 Columbia Street	Fire Station #6
56. 1665 Union Street	Shaffer Residence
57. 1658 Front Street	Clawson Jones Rental
58. 205 West Date	Silverhorn/Hord Residence
59. 820 West Ash	Parron Hall
60. 2260 Columbia Street	Foster-Kleiser Building
61. 1917 India Street	Fintzelberg Commercial Building
62. 1702 Kettner Blvd	Electrical Products Co.

TABLE 5.3-2 (Continued)
Inventoried Historic Resources within the
Downtown Community Plan Area

ADDRESS	RESOURCE NAME
~~Local~~ San Diego Register Listed (Continued)	
63. 1703 India Street	DeFalco's Grocery
64. 1731 India Street	Tait's Meat Market
65. 1743 India Street	Auto Body Company
66. 1747 India Street	Muller Grocery
67. 2400 India Street	McDonough Cleaners
68. 800 West Ivy	Adams-Henry Company
69. 2308 Kettner Blvd	San Diego Macaroni Co.
70. 1557 Columbia	Ballatore's Residence
71. 1762 Columbia	St. Anne's Clinic
72. 1764 Columbia	Tait Rentals
73. 532 West Grape	Vue de L'Eau
74. 648 West Hawthorne	Fiesta Apartments
75. 1907 Kettner Blvd	Pray Rentals
76. 1620 State Street	Ordway Residence
77. 1632 State Street	Cook Residence
78. 1642 State Street	Spaeth Rental
79. 1644 State Street	Spaeth Residence
80. 1610 Union Street	Millard Rental
81. 1620 Union Street	Cassidy Home
82. 1642 Union Street	Kutchin Home
83. 1654 Union Street	French Rental
84. 354 Eleventh Avenue	Carnation/Qualitee Dairy
85. 230 West Cedar	Rawson Residence
86. 317 Ash Street	First Church Christ Science
87. 1468 First Avenue	San Diego Nurses Club
88. 1545 Second Avenue	Wilsonia Hotel
89. 1502 Sixth Avenue	Dr. Peper Residence
90. 1609 Eighth Avenue	Alexandria Apartments
91. 1604 Seventh Avenue	Mills Residence
92. 1471 Eighth Avenue	Kroenert Residence
93. 629 J Street	Julian Produce Company
94. 726 West Beech	Star Builders Company

TABLE 5.3-2 (Continued)
Inventoried Historic Resources within the
Downtown Community Plan Area

ADDRESS	RESOURCE NAME
~~Local~~ San Diego Register Listed (Continued)	
95. 400 Eighth Avenue	Fire Station #4
96. 900 E Street	Guymon-Fletcher-Lovett Building
97. 906 Tenth Avenue	First Baptist Church
98. 21 16th Street	Residence
99. 33 16th Street	Residence
100. 53 16th Street	Residence
101. 525 C Street	Scripps Building
102. 1041 Fifth Avenue	Jessop & Sons Building
103. 371 Eighth Avenue	Shieffer & Sons Warehouse
104. 1290 J Street	Rosario Hall
105. 808 J Street	Wellman Peck/TR Produce
106. 421 17th Street	Evans Home
107. 911 Sixth Avenue	Leland Hotel
108. 721 14th Street	Daggett Residence
109. 719 14th Street	Murray Apartments
110. 171 14th Street	Wonder Bread Building
111. 602 Broadway	Fletcher-Salmons Building
112. 500 Broadway	First National Bank
113. 1312 Twelfth Avenue	Riviera Apartment Hotel
114. 501 Seventh Avenue	Clermont/Coast Hotel
115. 81 buildings located on Fourth Avenue, Fifth Avenue, Sixth Avenue, Broadway, F Street, Market Street, and J Street	Gaslamp Quarter Historic District
116. 614 Fifth Avenue	Backesto Block Building
117. 813 Fifth Avenue	Hubbell Building
118. 809 Fifth Avenue	Marston Building
119. 611 Fifth Avenue	McGurck Block
120. 526-46 Market Street	I.O.O.F. Building
121. 432 F Street	Keating Building
122. 825-31 Fifth Avenue	Nesmith-Greely Building
123. 835-45 Fifth Avenue	Louis-Bank of Commerce
124. 631-33 Fifth Avenue	Yuma Building

TABLE 5.3-2 (Continued)
Inventoried Historic Resources within the
Downtown Community Plan Area

ADDRESS	RESOURCE NAME
~~Local~~ San Diego Register Listed (Continued)	
125. Fifth Avenue and E Street	First National Bank
126. 750 Fifth Avenue	Spencer Ogden Building
127. 722-28 Fifth Avenue	Llewelyn Building
128. 660 Fifth Avenue	Cole Block
129. 560 Fourth Avenue	The Royal Pie Bakery
130. 552 Fifth Avenue	The Marin Hotel
131. 17 buildings located on Sixth Avenue, Fifth Avenue, Fourth Avenue, Third Avenue, and Market Street	Asian/Pacific Thematic District
132. 526 Third Avenue	Chinese Consolidated Benevolent Society Building
133. 502 Third Avenue	Ying-On Merchants and Labor Benevolent Association Building
134. 611-617 B Street	Southern Hotel
135. 927-945 Broadway	Frances Apartments
136. 428 C Street	Kress Department Store
137. 619 C Street/1071 Sixth Avenue	Burnham Building
138. 640 C Street	Hamilton Fine Foods
139. 801-819 C Street	Rowe Market Building
140. 827 C Street	Hotel Churchill
141. 914 C Street	Pacific Telephone & Telegraph
142. 926-928 C Street	Remington Rand Company Building
143. 1012 C Street	YWCA Building
144. 1037-1041 Fourth Avenue	Waldorf Hotel/Plaza Hotel
145. 950 Ninth Avenue	Carnegie Apartments
146. 1018 Ninth Avenue	Ed Fletcher Real Estate Office
147. 901 Tenth Avenue	Ameila Apartments
148. 930 Tenth Avenue	First Baptist Church Annex
149. 1045 Tenth Avenue	Frazee-Kurtz Paint & Annex
150. 1151-1159 Tenth Avenue	Harwood Tichenor Rental Property
151. 1229 Tenth Avenue	Elkins Apartments
152. 1130-1134 Eleventh Avenue	Lesinsky House
153. 820 E Street	San Diego City Library
154. 1027 Sixth Avenue	San Diego Federal

TABLE 5.3-2 (Continued)
Inventoried Historic Resources within the
Downtown Community Plan Area

ADDRESS	RESOURCE NAME
~~Local~~ San Diego Register Listed (Continued)	
155. 1401 J Street	Carter Hotel
156. 1125-1133 Sixth Avenue	Vegetarian Cafeteria
157. 612-640 F Street	Maryland Hotel
158. 447 Ninth Avenue	Hiatt Family House
159. 200 Sixth Avenue	National City & Otay Railroad
160. 1460 Island Avenue	Electric Laundry Company Bldg.
161. 102-150 West Broadway	Pickwick Hotel
162. 701 16th Street	Snowflake Bakery
163. 701 Island Avenue	Bledsoe Furniture Company
164. 704 J Street	Western Wholesale Drugs
165. 941 Eleventh Avenue	Hamilton Apartments
166. 341-343 13th Street	Mexican Presbyterian Church
~~Local~~ San Diego Register Eligible	
167. 1531-1541 Broadway	Parcel No. 534-352-04
168. 1640 Broadway	Parcel No. 534-224-04
169. 109-113 C Street	Parcel No. 533-516-10
170. 1317 C Street	Parcel No. 534-205-02
171. 1321 C Street	Parcel No. 534-205-02
172. 1333 C Street	Parcel No. 534-205-03
173. 1343-1345 C Street	Parcel No. 534-205-12
174. 1425 C Street	Parcel No. 534-204-06
175. 901-923 E Street	Parcel No. 534-336-01
176. 1035 E Street	Parcel No. 534-335-09
177. 1045 E Street	Parcel No. 534-335-09
178. 1327-1335 E Street	Parcel No. 534-345-10
179. 1401-1429 E Street	Parcel No. 534-344-01
180. 1508-1544 E Street	Parcel No. 534-352-02 & 03
181. 741 F Street	Parcel No. 535-102-10
182. 801-821 F Street	Parcel No. 535-103-01
183. 1328-1344 F Street	Parcel No. 534-345-12
184. 1451-1453 F Street	Parcel No. 535-171-01
185. 1455 F Street	Parcel No. 535-171-09

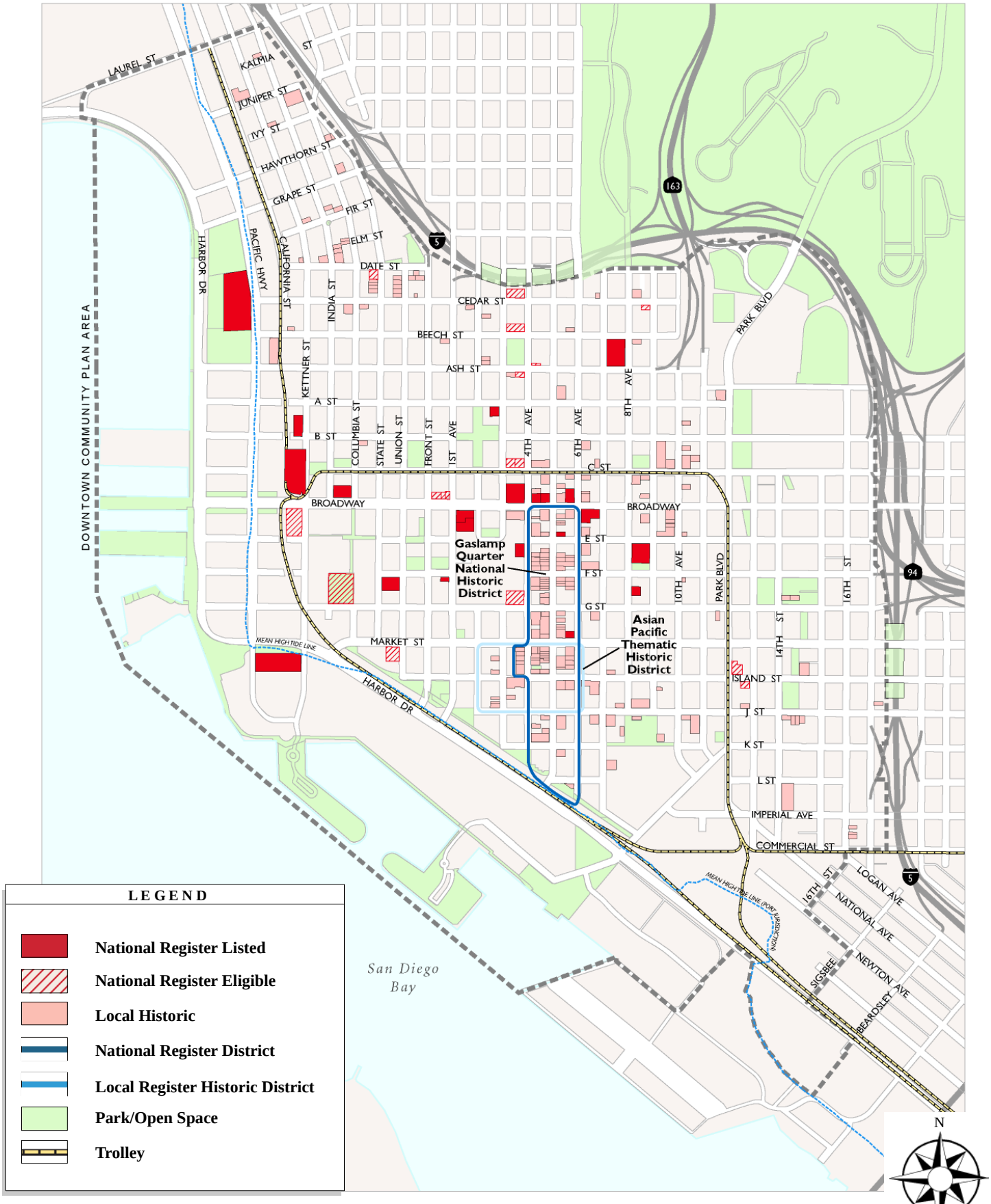
TABLE 5.3-2 (Continued)
Inventoried Historic Resources within the
Downtown Community Plan Area

ADDRESS	RESOURCE NAME
San Diego Register ~~Local~~ Eligible (Continued)	
186. 1610-1620 F Street	Parcel No. 534-360-12
187. 643-655 G Street	Parcel No. 535-106-11
188. 675 G Street	Parcel No. 535-106-11
189. 903-915 Island	Parcel No. 535-126-01
~~185.701 Island Avenue~~	~~Parcel No. 535-115-01~~
~~189.~~190. 1619-1625 Island Avenue	Parcel No. 535-393-13
~~187.704 J Street~~	~~Parcel No. 535-115-04~~
191. 1335 J Street	Parcel No. 535-372-15
192. 1479 J Street	Parcel No. 535-396-04
193. 1619 J Street	Parcel No. 535-394-01
194. 1615 K Street	Parcel No. 535-383-01
195. 726-732 Market Street	Parcel No. 535-105-07
196. 1101 Market Street	Parcel No. 535-123-10
197. 1425-1431 Market Street	Parcel No. 535-153-14
198. 1704-1710 Market Street	Parcel No. 535-190-02
199. 1488 Market Street	Parcel No. 535-161-04
200. 1715 Market Street	Parcel No. 535-190-08
201. 705 Sixth Avenue	Parcel No. 535-101-03
202. 701 Seventh Avenue	Parcel No. 535-102-06
203. 615 Eighth Avenue	Parcel No. 535-104-03
204. 701-729 Eighth Avenue	Parcel No. 535-103-04
205. 660 Tenth Avenue	Parcel No. 535-136-01
206. 734 Tenth Avenue	Parcel No. 535-131-05
207. 743-733 Tenth Avenue	Parcel No. 535-132-04
208. 650 Eleventh Avenue	Parcel No. 535-135-09
209. 727-733 Eleventh Avenue	Parcel No. 535-133-15
210. 741 Eleventh Avenue	Parcel No. 535-133-03
211. 760-770 Eleventh Avenue	Parcel No. 535-132-07
~~209.941 Eleventh Avenue~~	~~Parcel No. 534-333-02~~
212. 509 Twelfth Avenue	Parcel No. 535-151-05
213. 999 Twelfth Avenue	Parcel No. 534-341-10
214. 1025 Twelfth Avenue	Parcel No. 534-206-03

TABLE 5.3-2 (Continued)
Inventoried Historic Resources within the
Downtown Community Plan Area

ADDRESS	RESOURCE NAME
~~Local~~ San Diego Register Eligible (Continued)	
215. 1166 Twelfth Avenue	Parcel No. 534-193-10
~~214.353-357 13th Avenue~~	~~Parcel No. 535-372-03~~
216. 416 13th Street	Parcel No. 535-156-06
217. 454 13th Street	Parcel No. 535-156-08
218. 360 15th Street	Parcel No. 535-396-04
219. 648 15th Street	Parcel No. 535-174-04
220. 1037 15th Street	Parcel No. 534-225-04
221. 39 16th Street	Parcel No. 535-623-04
222. 255 16th Street	Parcel No. 535-383-02
~~222.701 16th Street~~	~~Parcel No. 535-180-01~~
223. 716 16th Street	Parcel No. 535-172-06
224. 815 16th Street	Parcel No. 534-360-12
225. 349-363 17th Street	Parcel No. 535-406-01
226. 420-424 17th Street	Parcel No. 535-393-08
227. 430 17th Street	Parcel No. 535-393-09
228. 454 17th Street	Parcel No. 535-393-11
229. 470 17th Street	Parcel No. 535-393-13
230. 505 17th Street	Parcel No. 535-190-14
231. 508 17th Street	Parcel No. 535-164-03
232. 512 17th Street	Parcel No. 535-164-03
233. 515 17th Street	Parcel No. 535-190-13
234. 518 17th Street	Parcel No. 535-164-03
235. 525 17th Street	Parcel No. 535-190-41
236. 531 17th Street	Parcel No. 535-190-40
237. 532-534 17th Street	Parcel No. 535-164-04
238. 768 17th Street	Parcel No. 535-180-05
239. 914 17th Street	Parcel No. 534-360-07

Source: Marie Lia, Historical Resources Report for the Centre City Community Plan Update, 2005



Source: *Downtown Community Plan, 2005*

Designated Architectural Resources — Figure 5.3-1

This Page Intentionally Left Blank

buildings/structures are also automatically listed on the California Register, Table 5.3-2 lists them once under the National Register category.

Category 1: National Register and/or California Register-Listed Buildings/Structures

The first and highest category consists of buildings/structures listed on the National Register and/or California Register, or contributing to a National Register Historical District. Within the downtown planning area, 14 individual buildings/structures are listed on the National Register and California Register. In addition, the Gaslamp Quarter was listed as a National Register Historic District in 1980. At the time of the Gaslamp Quarter's listing, 86 buildings/structures were identified as potential contributors. Since then, 38 buildings/structures have been formally designated as contributors to the District and five have been demolished, leaving a total of 81 identified or potential contributors. The potential contributors are presumed to be contributors to the District for purposes of development and environmental review. All identified contributors to the Gaslamp Quarter National Register Historic district are also contributors to a Local Historical District.

Category 2: National Register and/or California Register-Eligible Buildings/Structures

This category includes buildings/structures determined eligible for the National Register and/or California Register, but not yet listed. The Keeper of the Register has determined that 6 properties within the downtown planning area, but outside of the Gaslamp Quarter, are eligible. The State Office of Historic Preservation has determined that a total of 11 properties outside the Gaslamp Quarter are eligible for the National Register, and various Historic Site Inventories have identified three additional properties that may be eligible for the National Register.

Category 3: San Diego Register-Designated Buildings/Structures

Outside of the Gaslamp Quarter, but within the downtown planning area, 125 individual properties are listed on the San Diego Register. This total includes three categories of sites: (1) those designated prior to 1990, (2) those within three of the five Districts that were the subject of the 1988-89 Historic Sites Inventory and were subsequently designated, and (3) those within the 1998 Ballpark Inventory that were subsequently designated. The three 1988-89 Inventory Districts were Little Italy, Cortez and Core. At hearings held in 1990, 1999 and 2004, these District Inventories were reviewed by the Historical Resources Board and specific sites were designated. Other sites were not-designated and thus cleared for redevelopment. However, the designation of 6 sites within the Core District has been appealed to the City Council, and the designation consideration of 1 additional Core site has been continued.

Another 17 buildings/structures have been identified as contributors to the Asian/Pacific Thematic Historic District established by adoption of the Asian Pacific Thematic Historic District Master Plan in 1995. All of these buildings/structures constitute designated historical resources. Within thematic districts, individual buildings/structures that represent the historic theme within the specified boundaries are considered contributors, but buildings/structures that do not represent the historic theme are not restricted, unless otherwise listed.

Category 4: San Diego Register Potentially Eligible Buildings/Structures

This category includes two types of buildings/structures identified in the Historic Site Inventories as potentially eligible for local designation that have not been reviewed by the Historical Resources Board. These buildings/structures are located in the East Village District. Between 2001 and 2004, CCDC updated the 1988-89 Inventory for this district. The Historical Resources Board staff and their consultants have reviewed these sites and included 70 of them, with eligibility recommendations, in a document entitled "East Village Combined Surveys" that was formally submitted to the Historical Resources Board in January of 2005. These 70 buildings/structures, referred to as Updates, are the first type identified as potentially eligible.

The second type of potentially eligible buildings/structures are referred to as "Over 45s" and includes those buildings/structures identified in the 2001 photographic survey as more than 45 years of age. The intent of the survey was to identify buildings/structures which had not been included in previous inventories, but which appeared to be more than 45 years of age~~,. the CEQA cutoff for potential historical significance.~~ This photographic survey identified 152 sites. Between 2001 and 2004, a review process conducted by Historical Resources Board Staff and their consultants and CCDC Staff and their consultants, with public input, reduced the number of buildings/structures identified in the photographic survey to nine within the Core District (which were addressed, as described above, in 2004) and 14 within the East Village District.

The above-referenced "East Village Combined Surveys" that were submitted to the Historical Resources Board in January of 2005 included 70 "Updates," East Village District building/structures from the 1988-89 Inventory; one "Over 45" continued Core building/structure; and 14 "Over 45s" East Village District building/structures for a total of 85 properties. Historical Resources Board staff is recommending designation of 69 of these 85 buildings/structures. Subsequent proceedings have reduced this total to 81 properties. Individual property owners will be entitled to bring their properties forward, seeking designation or non-designation, if and when they determine such action is appropriate.

Category 5: Potential Contributors to Proposed Historical Districts

In 1999, a Settlement Agreement was entered into by parties to litigation over the new Ballpark to be constructed in the East Village District. That Agreement required the evaluation of a potential Warehouse District within Centre City in accordance with national, state and local criteria. Upon completion of that evaluation, Save Our Heritage Organization (SOHO) and the National Trust for Historic Preservation (NTHP) are charged with the determination as to whether a potential warehouse district, qualifying for listing on any register, exists and, if so, the responsibility to direct that a district nomination be prepared. The recently completed "Historic Assessment Report for a Proposed Warehouse Thematic District," prepared by Heritage Architecture & Planning, will serve as this evaluation. The report identified 59 structures as potential contributors to a San Diego Register Warehouse Thematic Historic District. The boundaries of the proposed District are the railroad easement along Harbor Drive and Commercial Avenue as the southern boundary, the west side of Fourth Avenue as the western boundary, mid-block between Market and Island Avenue as the northern boundary, and the east side of 15th Street as the eastern boundary. It is possible that the designation of such a Warehouse Thematic Historic District, will be considered by the Historical Resources Board in 2005.

In 2002, CCDC awarded a contract to document the history of African-Americans within a study area that encompassed the East Village, Gaslamp Quarter, Marina and southern Core Districts to Mooney & Associates. The purpose of the study was to examine the buildings, environment and cultural landscape of the study area within the context of African-American history and culture. The recently released "Downtown San Diego African-American Heritage Study" identifies 17 standing buildings/structures that have significant association with the contributions and experiences of African-Americans in the downtown planning area between 1806 and 1960. The study also identifies 21 locations of former buildings, or non-standing resources, that were also significant in the history of this community and its members. The boundaries of this potential thematic historic district are Pacific Highway on the west, Broadway on the north, 15th Street on the east, and Harbor Drive on the south. It is possible that the designation of such an African-American Historic Thematic District will be considered by the Historical Resources Board in 2005.

In summation, a total of 411 structures have received some form of historic recognition. A breakdown by category follows:

National Register Individually-Listed Buildings/Structures	14
National Register District-Listed or Potential Contributors	81
National Register-Eligible Buildings/Structures	20
San Diego Register-Listed Buildings/Structures	125
San Diego Register Asian/Pacific Thematic Historic District Contributors	17
San Diego Register Potentially Eligible Buildings/Structures	78
San Diego Register Potential Warehouse District Contributors	59
San Diego Register Potential African-American District Contributors	17
Total Number of Potential Historical Properties	**411**

It should also be noted, that new information may result in additions to or deletions from the San Diego Register.

5.3.1.2 Archaeological Resources

Methodology

Several recent summaries discuss the archaeological resources of San Diego County and provide a reasonable background for understanding the prehistory and history of the downtown planning area. Prehistoric native populations are known to have inhabited and used the area. Over the years, native peoples were attracted to the coast by the abundance of various resources, including shellfish and other marine food sources. However, the historic settlement patterns and growth of San Diego led to the destruction or obscurity of much of the prehistoric record.

In published notes discussing San Diego as it existed in the 1920's, pioneering San Diego Museum of Man archaeologist Malcolm Rogers noted that prior to the beginning of the museum's archaeological survey, no excavations had been conducted as the City was built. He also noted that most of the materials in the museum's collections were accumulated through the donation of accidental finds by citizens. Much of the area from "Old Town" south through the downtown planning area and along San Diego Bay had been developed for so long that most of the Native

American sites had been destroyed. However, in the past 20 years, investigations performed in the downtown area have identified the existence of prehistoric archaeological resources.

The Pueblo of San Diego was founded in 1769 and originally settled in the "Old Town" area. By 1850, however, the Americanization of San Diego began to develop. San Diego grew slowly over the next decade and began the development of a "New Town" closer to the bay. Alonzo Horton's development of New San Diego (modern downtown) in 1867 began to swing the community focus away from "Old Town." Historic archaeological resources uncovered in the downtown planning area represent the remains of downtown San Diego's historic past and early urban development after 1848. Such remains include the foundations of public, private and commercial buildings; industrial features; privies, wells, and trash pits; and artifact scatters. Typical artifacts include bottles, ceramic dinnerware, personal items, household objects, hardware, and food remains. For the purpose of this discussion, an archaeological resource may include buried historic, as well as prehistoric, resources.

Local Regulatory Controls

As with historic buildings/structures, the San Diego Municipal Code contains three ~~ordinances regulations~~ specific provisions intended to preserve and protect historical resources to the greatest extent feasible. ~~These ordinances regulations, which are contained in the Land Development Code. The first requires a~~A Site Development Permit is required for any development proposed for a site where a historical resource is present, or for a site within a historical district, unless such proposal is exempt ~~as~~ based on consistency with the Secretary of the Interior's Standards (SDMC 126.0501 et seq. and 143.0201 et seq.)~~. The second requires implementation of the~~ CEQA and the State CEQA Guidelines must be implemented for all proposed projects affecting "historical resources" as such resources are defined within ~~that Act~~CEQA (SDMC 128.0101 et seq.)~~. The third requires that d~~Development affecting designated historical resources or historical districts must provide full mitigation for the impact to the resource (SDMC 143.0251).

Human Remains

There are no historic cemeteries in the downtown planning area. In addition, no historic burials have been previously recorded in the downtown planning area. During downtown San Diego's early history, people were interred in Cavalry Cemetery (located in Mission Hills above "Old Town") and Mt. Hope Cemetery. Similarly, no prehistoric burials or cremations have been reported from the downtown planning area either. A 5,200 year old burial of a Native American woman, however, was recovered in 1990 during construction monitoring at the AT&SF Crosby Street Rail Yard, adjacent to the downtown planning area. Procedures for the ~~treatment~~ disposition of human remains are set forth in the California Public Resources Code (Sec. 5097.98) and State Health and Safety Code (Sec. 7050.5).

5.3.2 SIGNIFICANCE CRITERIA

Adoption and implementation of the proposed Plans and Ordinances would result in a significant, adverse environmental impact related to ~~cultural~~ historical (historical and archaeological) resources if the goals, policies, objectives, or regulations established by the planning documents and/or anticipated subsequent development in accordance with those documents would:

Significance Criterion ~~CUL~~HIST-A Cause a substantial adverse change in a historical resource that is listed on, or determined to be eligible for listing on, the National Register or the California Register; listed on the San Diego Register; or that meets any of the following criteria:

- Is closely associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;
- Is closely associated with the lives of persons important in California and/or San Diego's past;
- Embodies the distinctive characteristics of a commonly-recognized type, period, region, or method of construction, or represents the work of any important creative individual, or possesses high artistic values; or
- Has yielded, or may be likely to yield, information important in prehistory or history; or

Significance Criterion ~~CUL~~HIST-B Cause an adverse change in an important archaeological site or disturb any human remains, including those interred outside of formal cemeteries.

5.3.3 ENVIRONMENTAL IMPACTS

5.3.3.1 Historical Resources (~~CUL~~HIST-A)

Impact ~~CUL~~HIST-A.1
Impacts to Historical Resources

The demolition or substantial alteration of a resource listed on, or formally determined eligible for, the National Register or California Register, including contributors to National Register or California Register Historic Districts; or listed on the San Diego Register, including contributors to San Diego Register Historic Districts; or that meet the CEQA criteria for historical resources would represent a significant direct impact. Future development within downtown pursuant to the proposed Downtown Community Plan could have a significant impact on historical resources. Although the impact cannot be accurately predicted on a plan-wide basis, impacts to historical resources may include substantial alteration, relocation, or demolition.

Although future development in accordance with the Downtown Community Plan could have a significant impact on historical resources, adoption of the Plan would not, in and of itself, have a significant impact. In fact, the emphasis placed by the Downtown Community Plan on conserving and integrating historical resources into downtown redevelopment would reduce impacts to historical resources that may have otherwise occurred with redevelopment.

With respect to historic conservation, the Downtown Community Plan would primarily rely on the regulatory process for conserving historic properties established by the Land Development Code and the preservation incentives provided properties listed on the National Register, California Register or

San Diego Register. In addition, the Downtown Community Plan would include the following goals and policies:

Goals

Goal 9.1-G-1: Protect ~~significant~~ historic resources to communicate downtown's heritage.

Goal 9.1-G-2: Encourage the rehabilitation and reuse of designated historic properties.

Policies

Policy 9.1-P-1: Maintain review procedures for projects potentially affecting National Register, California Register and San Diego Register properties and districts.

Policy 9.1-P-2: Offer incentives to encourage rehabilitation and reuse of historic properties, including floor area bonuses and exceptions to parking requirements.

Policy 9.1-P-3: Assist in the rehabilitation of historic properties through five on-going programs:

- Rehabilitation loans and grants,
- Low- and moderate-income housing loans and grants,
- Off-site public improvements,
- Façade improvements, and
- Grants and funds.

~~The Downtown Community Plan anticipates the loss of some properties listed on the City of San Diego Register in order to accommodate growth and population goals.~~ For City of San Diego Register properties, the Downtown Community Plan envisions that downtown's history would be ~~propagated~~ preserved through a combination of rehabilitated ~~preserved~~ buildings, historic districts, portions of older buildings integrated into new projects, emphasis on downtown's historic public realm, and on-going architectural and cultural history interpretive programs. Goals and policies in the Downtown Community Plan relating to the integration of downtown's heritage during redevelopment include:

Goals

Goal 9.2-G-1: Integrate designated historic resources into the downtown fabric while achieving policies for significant development and population intensification.

Goal 9.2-G-2: Preserve and enhance downtown's historic public realm in redevelopment planning.

Goal 9.2-G-3: Keep history alive through interpretive programs.

Policies

Policy 9.2-P-1: ~~Where feasible and not in conflict with achievement of development and population intensity policies,~~ Incorporate elements of buildings in new projects to impart heritage.

Policy 9.2-P-2: Partner with business, community, cultural, and historic organizations associated with designated historical districts to prepare and implement interpretive programs, such as walking and audio tours or a "story pole," permanent displays and signage, information pamphlets, banners, and special events celebrating downtown's history.

Policy 9.2-P-3: Promote the adaptive reuse of intact buildings (designated or not) and/or significant elements, as a cultural and sustainability goal.

Policy 9.2-P-4: Encourage the historic interpretation of various cultural resources as they are established over time, including but not limited to Asian-Pacific, African-American, warehouse buildings, etc.

~~Section 103.1907(d)(1) of t~~The proposed PDO would reinforce the incentives for preserving historic structures by exempting the area of historic buildings incorporated into new development from the allowed FAR. ~~Section 103.1909(l) of t~~The proposed PDO would encourage preservation of historic structures. ~~Section 103.1917 of t~~The proposed PDO establishes a specific review process for historic structures which are proposed to be altered by new development.

The intensity incentives contained in Chapter 3.2 of the proposed Downtown Community Plan would also encourage the preservation of historical resources. The Plan would allow the gross floor area of a National Register or California Register listed or eligible resource, or a San Diego Register listed resource, to be excluded from the calculation of the total FAR, so long as the resource is rehabilitated and not adversely affected by the proposed development. In this way, a developer can realize the full development potential of the underlying land use designation.

In addition to the Downtown Community Plan's goals and policies for historic preservation, historical resource protections are provided by the Land Development Code and CEQA, which require an extensive regulatory process to avoid adverse impacts to designated historical resources to the extent feasible (described in Chapter 5.3.1.1). These provisions have resulted in redevelopment trends that creatively incorporate historic elements or entire structures into new developments. For instance, the historic Western Metal Building was incorporated into the Padres ballpark. The Candy Factory and historic elements of the Kvaas Construction Building were integrated into the developments of East Village Square, and the facades of the historic Station B will be rehabilitated and used in a new multi-story residential development in the Columbia neighborhood. Therefore, the enforcement of local, state and federal regulations aids in ensuring the conservation of significant historical resources.

5.3.3.2 Archaeological Resources (~~CUL~~HIST-B)

Impact ~~CUL~~HIST-B.1
Impacts to Archaeological Resources

If important archaeological sites occur at redevelopment sites, construction activities, such as grading and excavation, could result in significant impacts. Archaeological resources may be difficult to detect prior to construction activities, as they are located underground. In the downtown planning area, archaeological resources have been found within inches of the ground surface. Therefore, the potential to affect important archaeological sites exists if a redevelopment activity requires even minimal grading and/or excavation. The likelihood of encountering archaeological resources is greatest on redevelopment sites that have been minimally excavated in the past (e.g., vacant lots and lots containing surface parking; undeveloped areas around historic buildings; under buildings with post, pier, slab, or shallow wall foundations without basements; etc.). Once encountered, historic artifacts associated with the archaeological feature or deposit would be documented in place, analyzed in a laboratory setting and prepared for curation in accordance with the City of San Diego's Historical Resources Guidelines (April 2001) and the State Office of Historical Preservation's *Guidelines for the Curation of Archaeological Collections (1993)*. A Collection Management Plan would be required for projects which result in a substantial collection of historical artifacts and must address the management and research goals of the project, the types of materials to be collected and curated, and a sampling strategy that is acceptable to CCDC. Previously excavated areas are generally considered to have a low potential for archaeological resources, since the soil containing the archaeological resources has been removed. In addition, building demolition and surface clearance could result in impacts to archaeological resources.

While there are no formal cemeteries or recorded burials downtown, prehistoric burials are possible. Consequently, the potential for encountering human remains during construction of redevelopment activities is considered low. Nevertheless, impacts to human remains as a result of the proposed Plan may occur.

5.3.4 MITIGATION MEASURES

Impact HIST~~CUL~~-A.1 Impact to Historical Resources

Mitigation Measure ~~CUL~~HIST-A.1-1: ~~Prior to issuance of any permit that would directly or indirectly affect a building/structure in excess of 45 years of age, CCDC shall determine whether the affected building/structure meets any of the following criteria: (1) National Register Listed or formally determined recommended eligible, (2) California Register Listed or formally determined eligible, (3) San Diego Register Listed or formally determined eligible, or (4) meets the CEQA criteria for a historical resource. If the building/structure has been previously determined not to meet any of these four criteria, no additional action will be required. If the building/structure has been formally determined eligible for the San Diego Register by Historical Resources Board (HRB) staff, the building/structure will be referred to the Historical Resources Board for designation consideration. If no formal determination has been made under any of these four criteria, the applicant shall submit the following for review by CCDC staff: (1) Photographs of the site, including each building façade, with the street address clearly visible, details of windows, siding and eaves; and streetscape views; (2) Records of building permits which affected the exterior of the structure; and (3) A copy of the Assessor's Building Record from the County of San Diego. On the basis of this review, CCDC staff will determine whether to refer the property to the HRB staff for possible designation consideration. If,~~

~~after evaluation of the information, the HRB staff declines to refer the building/structure to the HRB, or if, after referral, the HRB declines to designate the building/structure, no further action is required.~~

For historic resources which are 45 years of age or older and which have not been evaluated for local, state and federal historic significance, CCDC shall consult with HRB to determine whether the resource is significant pursuant to CEQA.

For ~~structures~~ resources that have been formally determined to be significant under federal, state, ~~or~~ local criteria, the following actions shall be carried out under direction of CCDC in consultation with HRB, as appropriate.

- **National Register-Listed/Eligible, California Register-Listed/Eligible ~~Structures~~Resources**: ~~Structures~~ Resources listed on or formally determined eligible for the National Register or California Register and structures identified as contributing structures within a National or California Register District, shall be retained onsite and any improvements, renovation, rehabilitation and/or adaptive reuse of the historical property shall ensure its preservation according to the Secretary of the Interior's Standards for Rehabilitation of Historic Buildings and Guidelines for Rehabilitation of Historic Buildings.

- **San Diego Register-Listed ~~Structures~~ Resources**: ~~Structures~~ Resources ~~listed on the San Diego Register shall be retained onsite to the extent feasible.~~ Any development that proposes to remove or significantly alter one of these historical structures shall comply with Chapter 14, Article 3, Division 2 of the San Diego Municipal Code which regulates Historical Resources.

  - ~~For structures designated under local Criteria C or D, prepare an analysis to the satisfaction of the Agency that retention of the historical structure or substantial portions of the historical structure, such as its facade, and incorporation into the proposed development is infeasible. For structures designated under local Criteria A or B, prepare an analysis to the satisfaction of the Agency that retention of the historical structure or substantial portions of the historical structure, such as its façade, would not represent the grounds for which the structure was found to qualify for the local register. Such analysis shall be reviewed and commented on by the HRB staff.~~

  - ~~Provide for relocation and preservation of the historical structure at a site and in a manner acceptable to the Agency, unless such relocation and preservation are proven infeasible to the satisfaction of the Agency, after consideration of the HRB staff's review and comments on the issue. Such relocation effort shall include making the structure available to any known interested, responsible party under procedures to be established by the Agency. Any adaptive reuse of a locally designated historical structure shall ensure its preservation according to applicable guidelines; and,~~

  - ~~In the event that the Agency finds that the historical structure cannot be feasibly retained onsite or relocated, the applicant/developer shall provide for documentation of the historical structure before it is removed from the development site, including but not limited to photographic documentation of the exterior and interior of the~~

~~structure, and "as built" drawings of the structure according to the standards of the Historic American Building Survey (HABS). Such historical documentation shall be provided to the Agency and the HRB before a demolition permit is issued by the City for the structure.~~

Mitigation Measure HIST-A.1-2: If the potential exists for direct and/or indirect impacts to retained or relocated designated historical resources, the following measures shall be implemented.

I. Prior to Permit Issuance

A Construction Plan Check

1. Prior to Notice to Proceed (NTP) for any construction permits, including but not limited to, the first Grading Permit Demolition Permits and Building Permits, but prior to the first preconstruction meeting, whichever is applicable, the Centre City Development Corporation (CCDC) shall verify that the requirements for historical monitoring during demolition and/or stabilization have been noted on the appropriate construction documents.
   a. Demolition and/or sStabilization work can not begin until a Precon Meeting has been held at least one week prior to issuance of appropriate permits.
   b. Physical description, including the year and type of structure, and extent of demolition and/or stabilization shall be noted on the plans.

B. Submittal of Treatment Plan for Retained Historic Resources

1. Prior to Notice to Proceed (NTP) for any construction permits, including but not limited to, the first Grading Permit, Demolition Permits and Building Permits, but prior to the first preconstruction meeting, whichever is applicable, the Applicant shall submit a Treatment Plan to CCDC for review and approval that includes measures for protecting any historic buildings and/or building components during construction related activities (e.g. removal of non-historic features, demolition of adjacent structures, subsurface structural support, etc.). The Treatment Plan shall be shown as notes on all construction documents (i.e. Grading, Demolition and/or Building Plans).

C. Letters of Qualification have been submitted to CCDC

1. The applicant shall submit a letter of verification to CCDC identifying the Principal Investigator (PI) for the project and the names of all persons involved in the historical monitoring program (i.e., Architectural Historian, Historic Architect and/or Historian), as defined in the City of San Diego Historical Resources Guidelines (HRG).
2. CCDC will provide a letter to the applicant confirming the qualifications of the PI and all persons involved in the historical monitoring of the project.
3. Prior to the start of work, the applicant must obtain approval from CCDC for any personnel changes associated with the monitoring program.

II. Prior to Start of Construction

A. Documentation Program (DP)

1. Prior to the first Precon Meeting and/or issuance of any construction permit, the DP shall be submitted to CCDC for review and approval and shall include the following:
   a. Photo Documentation
      (1) Documentation shall include professional quality photo documentation of the structure prior to demolition with 35mm black and white photographs, 4x6 standard format, taken of all four elevations and close-ups of select architectural elements, such as, but not limited to, roof/wall junctions,

window treatments, decorative hardware. Photographs shall be of archival quality and easily reproducible.

(2) Xerox copies or CD of the photographs shall be submitted for archival storage with the City of San Diego Historical Resources Board and the CCDC Project file. One set of original photographs and negatives shall be submitted for archival storage with the California Room of the City of San Diego Public Library, the San Diego Historical Society and/or other relative historical society or group(s).

b. Required drawings

(1) Measured drawings of the building's exterior elevations depicting existing conditions or other relevant features shall be produced from recorded, accurate measurements. If portions of the building are not accessible for measurement, or cannot be reproduced from historic sources, they should not be drawn, but clearly labeled as not accessible. Drawings produced in ink on translucent material or archivally stable material (blueline drawings are acceptable). Standard drawing sizes are 19" x 24" or 24" x 36", standard scale is 1/4" = 1 foot.

(2) One set of measured drawings shall be submitted for archival storage with the City of San Diego Historical Resources Board, the CCDC Project file, the South Coastal Information Center, the California Room of the City of San Diego Public Library, the San Diego Historical Society and/or other historical society or group(s).

2. Prior to the first Precon Meeting, CCDC shall verify that the DP has been approved.

B. PI Shall Attend Precon Meetings

1. Prior to beginning any work that requires monitoring, the Applicant shall arrange a Precon Meeting that shall include the PI, Construction Manager (CM) and/or Grading Contractor, Resident Engineer (RE), Building Inspector (BI), if appropriate, and CCDC. The qualified Historian and/or Architectural Historian shall attend any grading/excavation related Precon Meetings to make comments and/or suggestions concerning the Historical Monitoring program with the Construction Manager and/or Grading Contractor.

a. If the PI is unable to attend the Precon Meeting, the Applicant shall schedule a focused Precon Meeting with CCDC, the PI, RE, CM or BI, if appropriate, prior to the start of any work that requires monitoring.

2. Historical Monitoring Plan (HMP)

a. Prior to the start of any work that requires monitoring, the PI shall submit an Historical Monitoring Plan which describes how the monitoring would be accomplished for approval by CCDC. The HMP shall include an Historical Monitoring Exhibit (HME) based on the appropriate construction documents (reduced to 11x17) to CCDC identifying the areas to be monitored including the delineation of grading/excavation limits.

b. The HME shall be based on the results of a site-specific records search as well as information regarding existing known soil conditions (native or formation).

c. Prior to the start of any work, the PI shall also submit a construction schedule to CCDC through the RE indicating when and where monitoring will occur.

d. The PI may submit a detailed letter to CCDC prior to the start of work or during construction requesting a modification to the monitoring program. This request

shall be based on relevant information such as review of final construction documents which indicate site conditions such as depth of excavation and/or site graded to bedrock, etc., which may reduce or increase the potential for resources to be present.

C. Implementation of Approved Treatment Plan for Historic Resources

1. Implementation of the approved Treatment Plan for the protection of Historic Resources within the project site may not begin prior to the completion of the Documentation Program as defined above.
2. The Historian and/or Architectural Historian shall attend weekly jobsite meetings and be on-site daily during the stabilization phase for any retained or adjacent historic resource to photo document the Treatment Plan process.
3. The Historian and/or Architectural Historian shall document activity via the Consultant Site Visit Record (CSVR). The CSVR's shall be faxed by the CM to the RE the first day and last day (Notification of Monitoring Completion) of the Treatment Plan process and in the case of ANY unanticipated incidents. The RE shall forward copies to CCDC.
4. Prior to the start of any construction related activities, the applicant shall provide verification to CCDC that all historic resources on-site have been adequately stabilized in accordance with the approved Treatment Plan. This may include a site visit with CCDC, the CM, RE or BI, but may also be accomplished through submittal of the draft Treatment Plan photo documentation report.
5. CCDC will provide written verification to the RE or BI after the site visit or upon approval of draft Treatment Plan report indicating that construction related activities can proceed.

D. Verification of approval of a Historical Commemorative Program (HCP), if applicable

1. The applicant shall submit documentation to CCDC for concurrent review and approval by HRB for a site-specific HCP, if mitigation for impacts to a designated resource is based on association with an important person, event or community history and the building would not be retained on-site.
2. CCDC shall provide a letter to the applicant approving or denying the proposal prior to the first preconstruction meeting and/or issuance of any construction permit. However, should CCDC grant conditional approval of the proposal, construction may be allowed to proceed, but the Certificate of Occupancy may not be issued until the historical commemorative program is approved.
3. Prior to the issuance of any Certificate of Occupancy, the applicant shall provide verification to CCDC that the HCP has been implemented in accordance with the approved program. This may include a site visit with CCDC, the CM, RE or BI, but may also be accomplished through submittal of photo documentation or appropriate reporting program.
4. CCDC will provide written verification to the RE or BI after the site visit indicating that the Certificate of Occupancy can issued.

III. During Construction

A. Monitor Shall be Present During Grading/Excavation/Trenching

1. The monitor shall be present full-time during grading/excavation/trenching activities which could result in impacts to historical resources as identified on the HME. The

Construction Manager is responsible for notifying the RE, PI, and CCDC of changes to any construction activities.

2. The monitor shall document field activity via the Consultant Site Visit Record (CSVR). The CSVR's shall be faxed by the CM to the RE the first day of monitoring, the last day of monitoring, monthly (Notification of Monitoring Completion), and in the case of ANY incidents involving the historical resource. The RE shall forward copies to CCDC.
3. The PI may submit a detailed letter to CCDC during construction requesting a modification to the monitoring program when a field condition arises which could effect the historical resource being retained on-site or adjacent to the construction site.

B. Notification Process

1. In the event of damage to a historical resource retained on-site or adjacent to the project site, the Historical Monitor shall direct the contractor to temporarily divert construction activities in the area of historical resource and immediately notify the RE or BI, as appropriate, and the PI (unless Monitor is the PI) .
2. The PI shall immediately notify CCDC by phone of the incident, and shall also submit written documentation to CCDC within 24 hours by fax or email with photos of the resource in context, if possible.

C. Determination/Evaluation of Impacts to a Historical Resource

1. The PI shall evaluate the incident relative to the historical resource.
   a. The PI shall immediately notify CCDC by phone to discuss the incident and shall also submit a letter to CCDC indicating whether additional mitigation is required.
   b. If impacts to the historical resource are significant, the PI shall submit a proposal for mitigation and obtain written approval from CCDC. Direct and/or indirect impacts to historical resources from construction activities must be mitigated before work will be allowed to resume.
   c. If impacts to the historical resource are not considered significant, the PI shall submit a letter to CCDC indicating that the incident will be documented in the Final Monitoring Report. The letter shall also indicate that that no further work is required.

IV. Night Work

A. If night work is included in the contract

1. When night work is included in the contract package, the extent and timing shall be presented and discussed at the precon meeting.
2. The following procedures shall be followed.
   a. No Impacts/Incidents

      In the event that no historical resources were impacted during night work, the PI shall record the information on the CSVR and submit to CCDC via fax by 9am the following morning, if possible.
   b. Potentially Significant Impacts

      If the PI determines that a potentially significant impact has occurred to a historical resource, the procedures detailed under Section III - During Construction shall be followed.

c. The PI shall immediately contact CCDC, or by 8AM the following morning to report and discuss the findings as indicated in Section III-B, unless other specific arrangements have been made.

B. If night work becomes necessary during the course of construction
   1. The Construction Manager shall notify the RE, or BI, as appropriate, a minimum of 24 hours before the work is to begin.
   2. The RE, or BI, as appropriate, shall notify CCDC immediately.

C. All other procedures described above shall apply, as appropriate.

V. Post Construction

A. Submittal of Draft Monitoring Report
   1. The PI shall submit two copies of the Draft Monitoring Report (even if negative) which describes the results, analysis, and conclusions of all phases of the Historical Monitoring Program (with appropriate graphics) to CCDC for review and approval within 90 days following the completion of monitoring.
      a. The preconstruction Treatment Plan and Documentation Plan (photos and measured drawings) and Historical Commemorative Program, if applicable, shall be included and/or incorporated into the Draft Monitoring Report.
      b. The PI shall be responsible for updating (on the appropriate State of California Department of Park and Recreation forms-DPR 523 A/B) any existing site forms to document the partial and/or complete demolition of the resource. Updated forms shall be submitted to the South Coastal Information Center with the Final Monitoring Report.
   2. CCDC shall return the Draft Monitoring Report to the PI for revision or, for preparation of the Final Report.
   3. The PI shall submit revised Draft Monitoring Report to CCDC for approval.
   4. CCDC shall provide written verification to the PI of the approved report.
   5. CCDC shall notify the RE or BI, as appropriate, of receipt of all Draft Monitoring Report submittals and approvals.

B. Final Monitoring Report(s)
   1. The PI shall submit one copy of the approved Final Monitoring Report to the RE or BI as appropriate, and one copy to CCDC (even if negative), within 90 days after notification from CCDC that the draft report has been approved.
   2. The RE shall, in no case, issue the Notice of Completion until receiving a copy of the approved Final Monitoring Report from CCDC.

Mitigation Measure HIST-A.1-3: If a Designated Local Register historical resource would be demolished, the following measure shall be implemented.

I. Prior to Issuance of a Demolition Permit

A. A Documentation Program (DP) shall be submitted to CCDC for review and approval and shall include the following:
   1. Photo Documentation
      a. Documentation shall include professional quality photo documentation of the structure prior to demolition with 35mm black and white photographs, 4x6 standard format, taken of all four elevations and close-ups of select architectural elements, such as, but not limited to, roof/wall junctions, window treatments,

decorative hardware. Photographs shall be of archival quality and easily reproducible.

b. Xerox copies or CD of the photographs shall be submitted for archival storage with the City of San Diego Historical Resources Board and the CCDC Project file. One set of original photographs and negatives shall be submitted for archival storage with the California Room of the City of San Diego Public Library, the San Diego Historical Society and/or other relative historical society or group(s).

2. Required drawings

a. Measured drawings of the building's exterior elevations depicting existing conditions or other relevant features shall be produced from recorded, accurate measurements. If portions of the building are not accessible for measurement, or cannot be reproduced from historic sources, they should not be drawn, but clearly labeled as not accessible. Drawings produced in ink on translucent material or archivally stable material (blueline drawings are acceptable). Standard drawing sizes are 19" x 24" or 24" x 36", standard scale is 1/4" = 1 foot.

b. One set of measured drawings shall be submitted for archival storage with the City of San Diego Historical Resources Board, the CCDC Project file, the South Coastal Information Center, the California Room of the City of San Diego Public Library, the San Diego Historical Society and/or other historical society or group(s).

B. Prior to the first Precon Meeting, CCDC shall verify that the DP has been approved.

C. In addition to the Documentation Program, the Applicant shall comply with any other conditions contained in the Site Development Permit, as approved through the City's Historic Regulations contained in Chapter 14, Article 3, Division 2, which shall include, but not be limited to, one or more of a list of actions prepared and adopted by the HRB for demolition of the Local Register Resources.

Impact HIST-B.1 Impacts Archaeological Resources

Mitigation Measure HIST-B.1-1: If the potential exists for archaeological resources, the following measures shall be implemented.

I. Prior to Permit Issuance

A Construction Plan Check

1. Prior to Notice to Proceed (NTP) for any construction permits, including but not limited to, the first Grading Permit, Demolition Permits and Building Permits, but prior to the first preconstruction meeting, whichever is applicable, the Centre City Development Corporation (CCDC) shall verify that the requirements for Archaeological Monitoring and Native American monitoring, if applicable, have been noted on the appropriate construction documents.

B. Letters of Qualification have been submitted to CCDC

1. The applicant shall submit a letter of verification to CCDC identifying the Principal Investigator (PI) for the project and the names of all persons involved in the archaeological monitoring program, as defined in the City of San Diego Historical Resources Guidelines (HRG). If applicable, individuals involved in the archaeological monitoring program must have completed the 40-hour HAZWOPER training with certification documentation.

2. CCDC will provide a letter to the applicant confirming the qualifications of the PI and all persons involved in the archaeological monitoring of the project.
3. Prior to the start of work, the applicant must obtain approval from CCDC for any personnel changes associated with the monitoring program.

II. Prior to Start of Construction

A. Verification of Records Search

1. The PI shall provide verification to CCDC that a site-specific records search (1/4 mile radius) has been completed. Verification includes, but is not limited to a copy of a confirmation letter from South Coast Information Center, or, if the search was in-house, a letter of verification from the PI stating that the search was completed.
2. The letter shall introduce any pertinent information concerning expectations and probabilities of discovery during trenching and/or grading activities.
3. The PI may submit a detailed letter to CCDC requesting a reduction to the ¼ mile radius.

B. PI Shall Attend Precon Meetings

1. Prior to beginning any work that requires monitoring, the Applicant shall arrange a Precon Meeting that shall include the PI, Construction Manager (CM) and/or Grading Contractor, Resident Engineer (RE), Building Inspector (BI), if appropriate, and CCDC. The qualified Archaeologist shall attend any grading/excavation related Precon Meetings to make comments and/or suggestions concerning the Archaeological Monitoring program with the Construction Manager and/or Grading Contractor.
   a. If the PI is unable to attend the Precon Meeting, the Applicant shall schedule a focused Precon Meeting with CCDC, the PI, RE, CM or BI, if appropriate, prior to the start of any work that requires monitoring.
2. Archaeological Monitoring Plan (AMP)
   a. Prior to the start of any work that requires monitoring, the PI shall submit an Archaeological Monitoring Plan (AMP) which describes how the monitoring would be accomplished for approval by CCDC. The AMP shall include an Archaeological Monitoring Exhibit (AME) based on the appropriate construction documents (reduced to 11x17) to CCDC identifying the areas to be monitored including the delineation of grading/excavation limits.
   b. The AME shall be based on the results of a site-specific records search as well as information regarding existing known soil conditions (native or formation).
   c. Prior to the start of any work, the PI shall also submit a construction schedule to CCDC through the RE indicating when and where monitoring will occur.
   d. The PI may submit a detailed letter to CCDC prior to the start of work or during construction requesting a modification to the monitoring program. This request shall be based on relevant information such as review of final construction documents which indicate site conditions such as depth of excavation and/or site graded to bedrock, etc., which may reduce or increase the potential for resources to be present.

III. During Construction

A. Monitor Shall be Present During Grading/Excavation/Trenching

1. The monitor shall be present full-time during soil remediation and grading/excavation/trenching activities which could result in impacts to archaeological resources as identified on the AME. The Construction Manager is responsible for notifying the RE, PI, and CCDC of changes to any construction activities.
2. The monitor shall document field activity via the Consultant Site Visit Record (CSVR). The CSVR's shall be faxed by the CM to the RE the first day of monitoring, the last day of monitoring, monthly (Notification of Monitoring Completion), and in the case of ANY discoveries. The RE shall forward copies to CCDC.
3. The PI may submit a detailed letter to CCDC during construction requesting a modification to the monitoring program when a field condition such as modern disturbance post-dating the previous grading/trenching activities, presence of fossil formations, or when native soils are encountered may reduce or increase the potential for resources to be present.

B. Discovery Notification Process

1. In the event of a discovery, the Archaeological Monitor shall direct the contractor to temporarily divert trenching activities in the area of discovery and immediately notify the RE or BI, as appropriate.
2. The Monitor shall immediately notify the PI (unless Monitor is the PI) of the discovery.
3. The PI shall immediately notify CCDC by phone of the discovery, and shall also submit written documentation to CCDC within 24 hours by fax or email with photos of the resource in context, if possible.

C. Determination of Significance

1. The PI and Native American representative, if applicable, shall evaluate the significance of the resource. If Human Remains are involved, follow protocol in Section IV below.
   a. The PI shall immediately notify CCDC by phone to discuss significance determination and shall also submit a letter to CCDC indicating whether additional mitigation is required.
   b. If the resource is significant, the PI shall submit an Archaeological Data Recovery Program (ADRP) and obtain written approval from CCDC. Impacts to significant resources must be mitigated before ground disturbing activities in the area of discovery will be allowed to resume.
   c. If resource is not significant, the PI shall submit a letter to CCDC indicating that artifacts will be collected, curated, and documented in the Final Monitoring Report. The letter shall also indicate that that no further work is required.

IV. Discovery of Human Remains

If human remains are discovered, work shall halt in that area and the following procedures set forth in the California Public Resources Code (Sec. 5097.98) and State Health and Safety Code (Sec. 7050.5) shall be undertaken:

A. Notification
1. Archaeological Monitor shall notify the RE or BI as appropriate, CCDC, and the PI, if the Monitor is not qualified as a PI.
2. The PI shall notify the Medical Examiner after consultation with the RE, either in person or via telephone.

B. Isolate discovery site
1. Work shall be directed away from the location of the discovery and any nearby area reasonably suspected to overlay adjacent human remains until a determination can be made by the Medical Examiner in consultation with the PI concerning the provenience of the remains.
2. The Medical Examiner, in consultation with the PI, shall determine the need for a field examination to determine the provenience.
3. If a field examination is not warranted, the Medical Examiner shall determine with input from the PI, if the remains are or are most likely to be of Native American origin.

C. If Human Remains are determined to be Native American
1. The Medical Examiner shall notify the Native American Heritage Commission (NAHC). By law, only the Medical Examiner can make this call.
2. The NAHC shall contact the PI within 24 hours or sooner, after Medical Examiner has completed coordination.
3. NAHC shall identify the person or persons determined to be the Most Likely Descendent (MLD) and provide contact information..
4. The PI shall coordinate with the MLD for additional consultation.
5. Disposition of Native American Human Remains shall be determined between the MLD and the PI, if:
   a. The NAHC is unable to identify the MLD, OR the MLD failed to make a recommendation within 24 hours after being notified by the Commission; OR;
   b. The landowner or authorized representative rejects the recommendation of the MLD and mediation in accordance with PRC 5097.94 (k) by the NAHC fails to provide measures acceptable to the landowner.

D. If Human Remains are not Native American
1. The PI shall contact the Medical Examiner and notify them of the historic era context of the burial.
2. The Medical Examiner will determine the appropriate course of action with the PI and City staff (PRC 5097.98).
3. If the remains are of historic origin, they shall be appropriately removed and conveyed to the Museum of Man for analysis. The decision for internment of the human remains shall be made in consultation with CCDC, the applicant/landowner and the Museum of Man.

V. Night Work

A. If night work is included in the contract
1. When night work is included in the contract package, the extent and timing shall be presented and discussed at the precon meeting.
2. The following procedures shall be followed.
   a. No Discoveries

In the event that no discoveries were encountered during night work, the PI shall record the information on the CSVR and submit to CCDC via fax by 9am the following morning, if possible.

b. Discoveries

All discoveries shall be processed and documented using the existing procedures detailed in Sections III - During Construction, and IV – Discovery of Human Remains.

c. Potentially Significant Discoveries

If the PI determines that a potentially significant discovery has been made, the procedures detailed under Section III - During Construction shall be followed.

The PI shall immediately contact CCDC, or by 8AM the following morning to report and discuss the findings as indicated in Section III-B, unless other specific arrangements have been made.

B. If night work becomes necessary during the course of construction

1. The Construction Manager shall notify the RE, or BI, as appropriate, a minimum of 24 hours before the work is to begin.
2. The RE, or BI, as appropriate, shall notify CCDC immediately.

C. All other procedures described above shall apply, as appropriate.

VI. Post Construction

A. Submittal of Draft Monitoring Report

1. The PI shall submit two copies of the Draft Monitoring Report (even if negative) which describes the results, analysis, and conclusions of all phases of the Archaeological Monitoring Program (with appropriate graphics) to CCDC for review and approval within 90 days following the completion of monitoring,
   a. For significant archaeological resources encountered during monitoring, the Archaeological Data Recovery Program shall be included in the Draft Monitoring Report.
   b. Recording sites with State of California Department of Parks and Recreation

      The PI shall be responsible for recording (on the appropriate State of California Department of Park and Recreation forms-DPR 523 A/B) any significant or potentially significant resources encountered during the Archaeological Monitoring Program in accordance with the City's Historical Resources Guidelines, and submittal of such forms to the South Coastal Information Center with the Final Monitoring Report.
2. CCDC shall return the Draft Monitoring Report to the PI for revision or, for preparation of the Final Report.
3. The PI shall submit revised Draft Monitoring Report to CCDC for approval.
4. CCDC shall provide written verification to the PI of the approved report.
5. CCDC shall notify the RE or BI, as appropriate, of receipt of all Draft Monitoring Report submittals and approvals.

B. Handling of Artifacts and Submittal of Collections Management Plan, if applicable

1. The PI shall be responsible for ensuring that all cultural remains collected are cleaned and catalogued.

2. The PI shall be responsible for ensuring that all artifacts are analyzed to identify function and chronology as they relate to the history of the area; that faunal material is identified as to species; and that specialty studies are completed, as appropriate.
3. The PI shall submit a Collections Management Plan to CCDC for review and approval for any project which results in a substantial collection of historical artifacts.

C. Curation of artifacts: Accession Agreement and Acceptance Verification
1. The PI shall be responsible for ensuring that all artifacts associated with the survey, testing and/or data recovery for this project are permanently curated with an appropriate institution. This shall be completed in consultation with CCDC and the Native American representative, as applicable.
2. The PI shall include the Acceptance Verification from the curation institution in the Final Monitoring Report submitted to the RE or BI and CCDC.

D. Final Monitoring Report(s)
1. The PI shall submit one copy of the approved Final Monitoring Report to the RE or BI as appropriate, and one copy to CCDC (even if negative), within 90 days after notification from CCDC that the draft report has been approved.
2. The RE shall, in no case, issue the Notice of Completion until receiving a copy of the approved Final Monitoring Report from CCDC which includes the Acceptance Verification from the curation institution.

~~***Mitigation Measure CUL-B.1-1:*** Prior to issuance of any permit that could directly affect an archaeological resource, CCDC shall require the following steps be taken to determine: (1) the presence of archaeological resources and (2) the appropriate mitigation for any significant resources which may be impacted by a development activity. Sites may include residential and commercial properties, privies, trash pits, building foundations, and industrial features representing the contributions of people from diverse socio-economic and ethnic backgrounds. Sites may also include resources associated with pre-historic Native American activities.~~

~~Step 1-Initial Evaluation~~

~~An initial evaluation for the potential of significant subsurface archaeological resources shall be prepared to the satisfaction of CCDC Staff as part of a Secondary Study for any activity which involves excavation or building demolition. The person completing the initial review shall be approved by CCDC staff. The initial evaluation shall consist minimally of a review of the following historical sources: The 1876 Bird's Eye View of San Diego, all Sanborn Fire Insurance Company maps, appropriate city directories that correspond to identified historical properties, and a records search at the South Coastal Information Center that is limited to the property boundaries. Historical and existing land uses shall also be reviewed to assess the potential for significant prehistoric and historic archaeological resources to be present.~~

~~No further action is required if the initial evaluation demonstrates there is no potential for subsurface resources. The results of this research shall be summarized in the Secondary Study.~~

~~Step 2 Testing~~

~~A testing program is required if the evaluation demonstrates that there is a potential for subsurface resources. The test program shall be made during the hazardous materials remediation or following the removal of any structure or surface covering which may be underlain by potential resources. The removal of these structures shall be conducted in a manner which minimizes disturbance of underlying soil. This shall entail a separate phase of investigations from any mitigation monitoring during construction.~~

~~The testing program shall be performed by a qualified Historical Archaeologist meeting the qualifications specified in Appendix B of the San Diego Land Development Code, Historical Resources Guidelines. The Historical Archaeologist must be approved by CCDC staff prior to commencement. Before commencing the testing, a treatment plan shall be submitted for CCDC approval that reviews the initial evaluation results and includes a research design. The research design shall include a discussion of field methods, research questions against which discoveries shall be evaluated for significance, collection strategy, laboratory and analytical approaches, and curation arrangements. All tasks shall be in conformity with best practices in the field of historic urban archaeology. A recommended approach for historic urban sites is at a minimum to remove fills and debris along interior lot lines or other areas indicated on Sanborn maps.~~

~~Security measures such as a locked fence or surveillance shall be taken to prevent looting or vandalism of archaeological resources as soon as demolition is complete or paved surfaces are removed. These measures shall be maintained during archaeological field investigations. It is recommended that exposed features be covered with steel plates or fill dirt when not being investigated.~~

~~The results of the testing phase shall be submitted in writing to CCDC and shall include the research design, testing results, significance evaluation, and recommendations for further treatment. Final determination of significance shall be made in consultation with CCDC Staff, and with the Native American community, if the finds are prehistoric. If no significant resources are found and site conditions are such that there is no potential for further discoveries, then no further action is required. If no significant resources are found but results of the initial evaluation and testing phase indicate there is still a potential for resources to be present in portions of the property that could not be tested, then mitigation monitoring is required. If significant resources are discovered during the testing program, then data recovery shall be undertaken prior to construction. CCDC Staff must concur with evaluation results before the next steps can proceed.~~

~~Step 3 Data Recovery~~

~~For any site determined to be significant, a Research Design and Data Recovery Program shall be prepared, approved by CCDC Staff, and carried out to mitigate impacts before any activity which could potentially disturb significant resources. The archaeologist shall notify CCDC of the date upon which data recovery will commence 10 working days in advance.~~

~~All cultural materials collected shall be cleaned, catalogued and permanently curated with an appropriate institution. All artifacts shall be analyzed to identify function and chronology as they relate to the history of the area. Faunal material shall be identified as to species and specialty studies~~

~~shall be completed, as appropriate. All newly discovered archaeological sites shall be recorded with the South Coastal Information Center at San Diego State University. Any human bones and associated grave goods of Native American origin shall, upon consultation, be turned over to the appropriate Native American group for reburial, in accordance with state regulations.~~

~~A draft Data Recovery Report shall be submitted to CCDC within twelve months of the commencement of the data recovery. Data Recovery Reports shall describe the research design or questions, historic context of the finds, field results, analysis of artifacts, and conclusions. Appropriate figures, maps and tables shall accompany the text. The report shall also include a catalogue of all finds and a description of curation arrangements at an approved facility. Finalization of draft reports shall be subject to CCDC Staff review.~~

~~Step 4- Monitoring~~

~~When important archaeological sites are suspected to be present on a project site but their presence cannot be confirmed prior to construction or demolition due to obstructions or spatially limited testing and data recovery, the applicant shall prepare and implement an archaeological monitoring program as a condition of development approval to the satisfaction of CCDC Staff, according to the financial considerations identified in Public Resources Code §21083.2, f. The archaeological monitoring program shall include the following provisions and components.~~

- ~~oThe archaeological monitor shall be approved by CCDC Staff prior to any disturbance of the subject property.~~

- ~~oThe archaeological monitor shall attend preconstruction meetings to review the monitoring program procedures with the construction manager.~~

- ~~oThe monitor shall be present full-time during grading below street level until native soils are reached.~~

- ~~oWhen requested by the archaeological monitor, the applicant's contractor shall divert, direct or temporarily halt ground disturbance activities on the area of discovery to allow evaluation of potentially important archaeological sites. The archaeologist shall immediately notify CCDC Staff of such findings at the time of discovery. The significance of the discovered resources shall be determined by the archaeological monitor, in consultation with CCDC Staff, and the Native American community, if the finds are prehistoric. CCDC Staff must concur with the evaluation before grading activities may resume. For significant archaeological resources, data recovery procedures shall conform to those described in Step 3. The initial evaluation report, testing report, or research design from prior data recovery efforts may be used to guide site evaluations and data recovery following monitoring discoveries.~~

- ~~oA report describing the monitoring and results shall be submitted to CCDC within 30 days of the completion of monitoring. Proof of curation of artifacts shall be submitted to CCDC within 30 days of the completion of the curation.~~

~~oThe archaeologist shall complete the appropriate California Department of Park and Recreation site forms for any significant or potentially significant resources, and submit them to the South Coastal Information Center.~~

5.3.5 SIGNIFICANCE OF IMPACT AFTER MITIGATION

Impact ~~CUL~~HIST-A.1 Impacts to Historical Resources

Level of Significance After Mitigation: Significant

Preservation, rehabilitation or adaptive reuse of National Register-listed/eligible historical structures or California Register-listed/eligible structures, consistent with the Secretary of the Interior's Standards and Guidelines~~,~~ would reduce impacts to said historical structures to below a level of significance. For San Diego Register Listed resources, where retention or relocation is determined infeasible pursuant to the City's Historic Resource Regulations as implemented through the City's Site Development Permit process, a Documentation Program (DP) shall be prepared and implemented pursuant to Mitigation Measure HIST A.1-3. While it is anticipated that the majority of the San Diego Register Resources would be retained or relocated, the potential exists for San Diego Register Listed resources to be demolished. It is considered speculative to determine whether implementation of Mitigation Measure A.1-3 would be able to reduce impacts to those resources to below a level of significance. Therefore, impacts to San Diego Register Listed are considered potentially significant and unmitigated. ~~With respect to San Diego Register-Listed Structures, if these actions are demonstrated, pursuant to a Site Development Permit, to be infeasible and the resource would be substantially altered, relocated or demolished in order to accommodate the site's redevelopment, documentation of the resource prior to its substantial alteration, relocation or demolition may or may not be sufficient to reduce the impacts to below a level of significance. Thus, in some circumstances, impacts to historical resources would be significant and unmitigated and, in other circumstances, impacts would be significant, but mitigated.~~

Impact ~~CUL~~HIST-B.1 Impacts to Archaeological Resources

Level of Significance After Mitigation: Significant

Construction of projects within the Downtown development area could result in potentially significant adverse effects to unknown subsurface prehistoric or historic archaeological resources. Since the potential for an archaeological deposit cannot be confirmed unless structures are removed and subsurface excavation is conducted, monitoring pursuant to Mitigation Measure HIST-B.1-1 would be required during demolition of existing structures and foundations, as well as during all grading and excavation activities on a project site. In addition, should an archaeological deposit and/or feature be encountered during construction activities an Archaeological Data Recovery Program (ADRP) would be implemented to reduce direct impacts. However, because the nature and extent of impacts associated with future projects cannot be predicted at this time, implementation of an ADRP may or may not be sufficient to reduce the impacts to below a level of significance. Thus, while impacts are expected to be fully mitigated by implementation of Mitigation Measure HIST-B.1-1, isolated instances may exist where full mitigation cannot be achieved even with an extensive data recovery program. As a result, it is necessary to conclude that archaeological impacts may be significant.

~~Development encroachment into an important archaeological site consistent with the Land Development Code, with preservation through avoidance of the remaining portion of the important archaeological site to the extent feasible and implementation of a Research Design and Data Recovery Program for the portion that would be lost due to encroachment, would reduce impacts to important archaeological sites to below a level of significance. However, if preservation is infeasible and the resource would be lost, implementation of a Research Design and Data Recovery Program prior to destruction may or may not be sufficient to reduce the impacts to below a level of significance. Similarly, since the discovery of an important archaeological site during construction monitoring would preclude preservation of a portion of the site, implementation of a Research Design and Data Recovery Program may or may not be sufficient to reduce the impacts to below a level of significance. Thus, in some circumstances, impacts to important archaeological sites will be considered significant and unmitigated.~~

5.4 PUBLIC FACILITIES AND SERVICES

5.4.1 EXISTING CONDITIONS

5.4.1.1 Schools

Information regarding downtown-area schools was provided by written correspondence from the Instructional Facilities Planning Department of San Diego City Schools (refer to Appendix 2.4).

The downtown planning area is located within the jurisdiction of San Diego City Schools. Washington Elementary (K-5) and San Diego High School Educational Complex (9-12) are currently the only public schools located downtown. Washington Elementary is located in Little Italy and San Diego High School Educational Complex is located in East Village. Perkins Elementary (K-5), Sherman Elementary (K-5), Roosevelt Middle School (6-8), and Memorial Junior High (6-9) serve parts of the downtown planning area, though they are not located within its boundaries. The locations of the public schools serving the downtown planning area are shown in Figure 5.4-1.

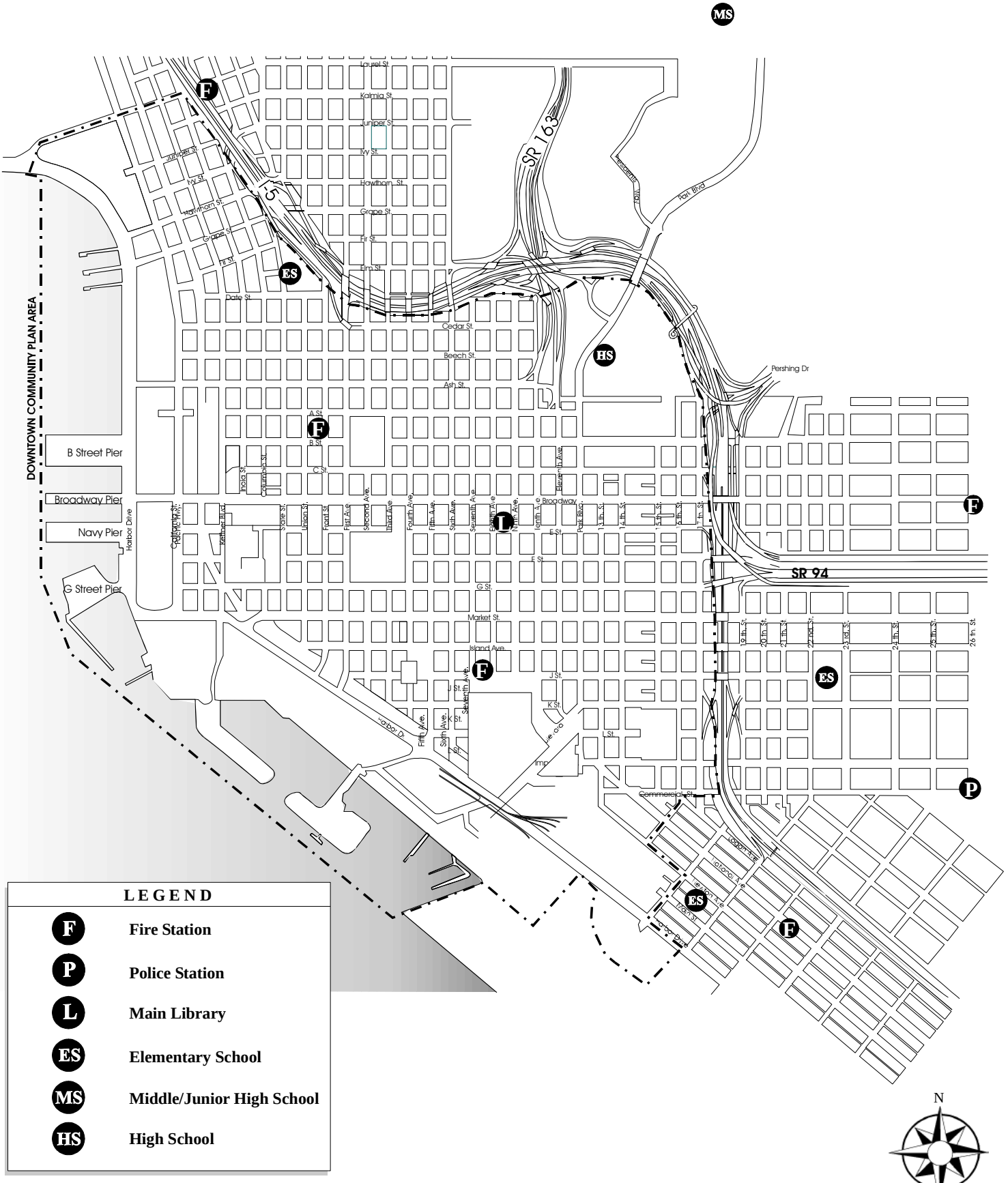
Garfield High School was not included in the analysis because it is a continuation school that draws students from throughout the district. Students are referred there by counselors at their previous school, so unlike the other schools serving the downtown planning area, admission to Garfield is not based on one's address.

The capacity of the public schools serving the downtown planning area and the current enrollment are provided in Table 5.4-1. As indicated in the table, all schools are currently within their design capacity.

TABLE 5.4-1
School Enrollment and Capacity

SCHOOL	ENROLLMENT OCTOBER 2004	2004-2005 CAPACITY
Perkins Elementary School	400	564
Sherman Elementary School	630	1051
Washington Elementary School	291	414
Roosevelt Middle School	1052	1404
Memorial Junior High School	1491	1626
San Diego High School	2861	2871

Source: San Diego City Schools, Instructional Facilities Planning Department. 2005



Source: *ProjectDesign Consultants, 1/13/2005*

Existing Downtown Public Service Facilities _____ Figure 5.4-1

5.4.1.2 Libraries

Information regarding downtown-area libraries was provided by written correspondence from the San Diego Public Library (Appendix 2.4) and the City of San Diego website.

Downtown is located within the San Diego Public Library system. The Central Library, located at 820 E Street, serves as the local branch for the project area and also functions as headquarters for all 34 branches in the San Diego Public Library system. The Central Library contains 144,524 square feet, approximately 700,000 books, media (CDs, DVDs, etc.) and magazines (the most of any branch library), and staffs 140 full time employees. The Central Library offers a variety of services such as youth and adult programming, patent workshops, live musical and theatrical performances, career workshops, book talks, local author events, exhibitions and displays, art exhibits, civic meetings, educational symposiums, and instructional classes. This library is currently very active; however, it is compromised by its aging infrastructure and inability to adequately expand to meet the needs of a growing downtown population.

The Central Library, built in 1954, has aging wiring and plumbing, has noticeably outgrown its 144,524 square feet, and is unable to expand further. Programming is often limited because the library has relatively few computers (84) and the building does not provide parking. Taking this into account, the San Diego Public Library and the City of San Diego made the decision to relocate the Central Library to a new and larger facility. Construction for the new Main Library, to be located in the proposed Ballpark sub-district is anticipated to be completed by the year 2010. Refer to Table 5.4-6 for more information on the new Main Library.

5.4.1.3 Fire Protection/Emergency Medical

Fire protection and emergency medical service information is provided by the City of San Diego Fire Department (SDFD), which provides fire protection, rescue, emergency medical services, and hazardous materials response within the downtown planning area (refer to Appendix 2.4).

The SDFD operates five fire stations whose service boundaries are either wholly or partially contained in downtown planning area. Fire Stations #1 and #4 are located within downtown, and Fire Stations #3, #7, and #11 are located just outside of downtown in neighboring communities. Each station is described below and illustrated on Figure 5.4-1.

Station #1 is located at 1222 First Avenue (First Avenue and B Street) and is equipped with two engines, one 100-foot aerial ladder truck, one light and air apparatus, one battalion chief vehicle, one explosive device technician apparatus, one canteen apparatus, one chemical response apparatus, and one utility apparatus.

Station #4 is located at 404 Eighth Avenue (Eighth Avenue and J Street) and is equipped with one engine and one heavy rescue apparatus.

Station #3 is located at 725 Kalmia Street and is equipped with one engine.

Station #7 is located at 944 Crosby Street (Crosby Street and National Avenue) and is equipped with one engine.

Station #11 is located at 945 25th Street and is equipped with one engine.

The goal of the SDFD is to maintain a per capita ratio of one firefighter per 1,000 residents. Currently, the downtown population is 27,500 which requires 28 firefighters to meet this standard. In total, 29 firefighters, two emergency medical technicians, and two paramedics currently serve the downtown planning area. Therefore, the SDFD is presently within its established per capita ratio goal.

The quality of fire and emergency medical services to the downtown planning area is evaluated by the average response time to an emergency call. Response times are based on the time from notification of the incident to the arrival of the first emergency vehicle on scene. As is illustrated in Table 5.4-2, the SDFD has established target response times that each emergency vehicle should meet. In the downtown planning area, the average response time to an emergency call is within the target response time for each emergency vehicle.

TABLE 5.4-2
San Diego Fire Department Response Times in the Downtown Planning Area

First Emergency Vehicle to Arrive On Scene	Average Response Time	Target Response Time
Structure Fire		
First Engine Page to On Scene	3:58 minutes	6 minutes
First Ladder Page to On Scene	5:21 minutes	9 minutes
Effective Fire Force Page to On Scene	6:22 minutes	12 minutes
Medical Priority		
First Engine Page to On Scene	3:44 minutes	8 minutes
First Advanced Life Support Ambulance Dispatch to On Scene	6:26 minutes	12 minutes

Source: San Diego Fire Department, Fire Marshal. 2004

The SDFD is in the process of securing sites for two new fire stations in the downtown area. One site is being sought on the west side of Harbor Drive while another is targeted for East Village. ~~Recently, CCDC has agreed to allow property it owns in East Village at the northwest corner of the intersection of Broadway and 14th Street to be used for a future fire station.~~

5.4.1.4 Law Enforcement

The following discussion is based on information provided by the City of San Diego Police Department (SDPD) whose duties downtown include preventing crime, apprehending criminals, and developing community partnerships. (Refer to Appendix 2.4).

The Central Division is the police station that serves downtown. The Central Division is located at 2501 Imperial Avenue (Figure 5.4-1) has a staff of ~~178~~ 160 officers, serves a population of approximately ~~85,900~~86,700, and encompasses 9.7 square miles. The officers are made up of patrol

officers, detectives, ~~community service officers,~~ sergeants, lieutenants, and a captain. There are also three administrative personnel assigned to the Central Division. The Central Division is divided into beats, and the downtown planning area falls into the "520" service area, which has approximately 95 patrol officers.

At any one time in the downtown planning area, there are at least seven officers and one sergeant on patrol. When police protection services are in high demand, such as Friday or Saturday night at 10:00 pm, there can be as many as 22 officers and three sergeants on patrol downtown.

Citywide, the goal of the SDPD is to maintain an officer to population ratio of two officers per 1,000 residents. Currently, the ratio is ~~3.5~~1.55 officers per 1,000 residents, which ~~exceeds~~ is less than the established goal. SDPD has recommended an increase in staff of ~~38~~ 57 officers over the next ~~five~~ fifteen years, plus equipment, and an ~~increase~~ additional five in civilian staff as well.

Like fire protection services, the quality of police protection services to the downtown planning area is evaluated by the average response time to an emergency call. According to SDPD, the Central Division's average response times for emergency and Priority 1 calls is somewhat less than the City-wide average due to the shorter distances that officers travel to get to the calls.

5.4.1.5 Water

Regional Water Supply

The regional water suppliers serving downtown include the Metropolitan Water District (MWD) and the San Diego County Water Authority (SDCWA). MWD is the principal supplier supplying water to many water agencies throughout southern California including the SDCWA. MWD receives its water from the Colorado River via the Colorado River Aqueduct and from northern California via the California Aqueduct, which is part of the State Water Project. The SDCWA sells water to 27 member agencies.

It was originally believed that the Colorado River could yield approximately 20 million acre feet (MAF) per year, however, it is now clear that the river can only yield approximately 15 MAF per year. Although California's allotment from the Colorado River is 4.4 MAF annually, California currently takes approximately 5.2 MAF annually from the Colorado River by also relying on surplus water not used by Arizona and Nevada. These states are now requiring more water, and therefore California can no longer rely on receiving their surplus.

Long-term water supply in southern California continues to be a concern because the region is so heavily dependent on remote water sources. In San Diego County, less than ten percent of water demand is met from local sources.

MWD has set forth a preferential right to water for each of its member agencies. As calculated by MWD, SDCWA currently has a preferential right to approximately 15.5 percent of MWD's supply, but purchases approximately 28 percent. Under preferential rights, MWD could allocate water without regard to historic water use or dependence on MWD (although MWD has stated that it is prepared to provide the SDCWA's service area with adequate supplies of water to meet expanding and increasing needs in the years ahead). Therefore, SDCWA and its member agencies are taking

measures to reduce dependence upon MWD through development of additional supplies and a water supply portfolio that would not be jeopardized by preferential rights allocation.

The SDCWA is taking numerous steps to meet future demands and diversify its supplies. Implementation of water conservation measures is one of the most cost effective ways of reducing demand. SDCWA entered into an agreement with the Imperial Irrigation District (IID) for the long-term transfer of conserved Colorado River water to SDCWA. Imperial Valley farmers who voluntarily participate in the program will conserve Colorado River water, which will then be sold and transferred to the SDCWA. Delivery of 10,000 acre-feet (AF) of conserved water was transferred to SDCWA in 2003. In 2004, 20,000 AF will be conserved and delivered to the SDCWA. The quantities will increase annually to 200,000 AF by 2021 and remain fixed for the duration of the 45-year initial term. SDCWA will also receive 77,700 AF per year of conserved water from projects that will line the All American Canal and Coachella Canal. The project will reduce the loss of water that currently occurs through seepage; the conserved water will go to the SDCWA. This will provide the SDCWA with an additional 8.5 MAF of water over the 110-year life of the agreement. Another way SDCWA may increase water supply is by using water produced by a proposed Seawater Desalination Project. The Desalination Project is anticipated to produce 56,000 AF annually of new water supply generated from seawater drawn in by the Encina Power Station cooling water circulation system from the Pacific Ocean via the Agua Hedionda Lagoon. The Desalination Project would provide a new source of high quality water that would meet or exceed state and federal standards, which would be conveyed from the plant to the local and regional water distribution systems.

The SDCWA produced an Urban Water Management Plan in the year 2000 which predicted water supply and demand through the year 2020. In the year 2000, water demand within the SDCWA service area was 695,000 AF. Based on population projections of SANDAG's 2020 Cities/County Forecast, SDCWA projects the total demand in 2020 to be 813,000 AF. SDCWA has projected that in the year 2020 its imported water supplies would be 589,500 AF. To supplement this and meet the additional need, SDCWA projects that they will have a local water supply (from surface water, water recycling, groundwater, and seawater desalination) of 223,500 AF.

City of San Diego

The City of San Diego Water Department, which serves downtown, treats and delivers more than 200,000 MAF of water annually. The Water Department delivers potable water throughout an area of approximately 330 square miles. In addition to delivering potable water, the City has a recycled water program for non-potable water. During an average year the City's water supply is made up of approximately 10 to 20 percent of local rainfall, with the remaining amount imported from the MWD and SDCWA. Water is transferred from MWD through SDCWA-operated pipelines to one of three water treatment plants operated by the Water Department.

The use of local water by the Water Department to meet water demand is affected by availability and water resource management policies. The Water Department's policy is to first use local water when available, and to reduce imported water purchases and costs. The Water Department also operates emergency and seasonal storage programs in conjunction with its policy. The Water Department maintains and operates nine local surface raw water storage facilities. On average in the San Diego region, approximately 13 percent of the local precipitation produces surface runoff to streams and

Water Department reservoirs. Approximately half of the runoff is used for the municipal water supply, while the remaining runoff evaporates during storage or spills over the dams and returns to the Pacific Ocean. The Water Department also relies on recycled water for non-potable uses. The Water Department has a combined treatment capacity of 15 mgd from its two Reclamation Plants, and as of December 2003, it had over 292 recycled water meters in operation, and distributed 4,187 AF of recycled water, primarily for landscaping use. The Water Department has also established a Water Conservation Program which accounts for approximately 21,000 AF per year of water savings. Possible future water supplies include groundwater and water transfers.

The City of San Diego has developed an Urban Water Management Plan (UWMP) to assist in forecasting and planning for future water demand. The most recent version of the UWMP was approved in year 2000 and the City is currently in the process of updating the UWMP for year 2005. Based on the 2000 UWMP, ~~T~~the forecasted normal year water demands compared with the projected supplies for the Water Department are shown in Table 5.4-3.

TABLE 5.4-3
Water Department Projected Water Supply and Demand during Normal Year for Period 2005 to 2025 (ac-ft per year)

SUPPLY SOURCE	2005	2010	2015	2020	2025
Imported Water Supply	204,420	204,724	217,615	231,126	252,958
Local Surface Water Supply	23,000	23,000	23,000	23,000	23,000
Local Recycled Supply	6,720	15,000	15,000	15,000	15,000
Total Required Supply	**234,140**	**242,724**	**255,615**	**269,126**	**290,958**
Total Projected Demand	**234,140**	**242,724**	**255,615**	**269,126**	**290,958**

Source: City of San Diego Water Department, 2004.

The normal, single, and multiple dry year scenarios, within a 20- year projection, are shown in Table 5.4-4, which demonstrates that supplies will be adequate to meet future demands in dry year periods for the Water Department.

On January 1, 2002 Senate Bill 610 (SB 610) and Senate Bill 221 (SB 221) took effect. The intent of SB 610 and SB 221 is to improve the link between information on water supply availability and certain land use decisions made by local jurisdictions. SB 610 requires the preparation of a Water Supply Assessment (WSA) Report for projects that meet any of the following criteria: (1) residential project with more than 500 units, (2) shopping center or business employing with more than 1,000 persons or more than 500,000 square feet of floor space, (3) office building with more than 1,000 persons or more than 250,000 square feet of floor space, (4) hotel or motel with more than 100 rooms, (5) industrial project housing more than 1,000 persons, covering more than 40 acres, or with more than 650,000 square feet of floor space, (6) mixed use project with one or more of the projects specified previously, or (7) project that would demand an amount of water equivalent to, or greater than, the amount required for 500 dwelling units. SB 221, requires affirmative written verification of sufficient water supply.

As a result of the SB 610 requirements, CCDC will send a memo to the Principal Water Resource Specialist at the Water Department requesting a WSA report for any project which meets the SB 610 criteria. The memo will include a project description. This will assure that water supply is assessed before any project meeting the above criteria would be approved.

Downtown Planning Area

Water supplied to downtown is first treated at the Alvarado Water Treatment Plant. Operated by the Water Department, this facility meets the regional demand for treated water by producing between 90 and 150 million gallons per day (mgd) for the entire City of San Diego. Currently, upgrades to this facility include, among others, constructing new filters and treatment facilities, rehabilitating pump stations, and replacing the existing Earl Thomas Reservoir. Facility improvements are anticipated to be completed in 2008, and will ultimately increase water supply reliability, meet or exceed strict water quality regulations, and have a useful life of 75 years. In addition, the capacity of the treatment plant will increase to 200 mgd.

In the downtown planning area, the average water demand in 2003 amounted to 8.62 million gallons per day. This quantity of water was delivered to the area through a system of transmission and distribution lines that range in diameter from six to 30 inches.

TABLE 5.4-4
Water Department Projected Water Supply and Demand during Single and Multi-Year Dry Period (ac-ft per year)

Supply Source	Normal Water Year (2025)	Single Dry Water Year (2025)	Multi-Year Dry Period			
			2010	2015	2020	2025
Imported Water Supply[1]	252,958	291,292	281,946	304,024	310,381	294,427
Local Surface Water Supply[2]	23,000	13,200	13,200	8,200	7,200	5,900
Local Recycled Supply	15,000	15,000	15,000	15,000	15,000	15,000
Total Required Supply	**290,958**	**319,492**	**305,473**	**322,552**	**335,454**	**315,327**
Total Projected Demand	**290,958**	**319,492**	**305,473**	**322,552**	**335,454**	**315,327**

[1] Includes deliveries of both Metropolitan and Water Authority supplies. Metropolitan's March 2003 Report, within which it states that they will have adequate supplies to meet dry year demands within its service area over the next 20 years.

[2] Multiple dry year local surface water based on 1955-1958, and 1962-65 local supply data, assumes a dry year(s) following a 4-year period of average runoff.

Source: City of San Diego Water Department, 2004.

Potable water pipelines are located underneath the majority of downtown's streets mimicking the above-ground street grid pattern. Major distribution lines surround the planning area and include the Pacific Highway Pipeline (30 inches), which runs along the western and southern boundaries of the planning area. The Balboa Park Pipeline (24 inches) comes into the downtown planning area through Ninth Avenue to serve the northeastern and eastern portions of the planning area. Other large diameter pipelines (16 inches) are located along Harbor Drive, near the Ballpark, and around Horton Plaza.

The San Diego Water Department operates a Capital Improvement Projects (CIP) program that replaces water lines downtown. As part of ongoing maintenance, the CIP program replaces aging pipe that is no longer suitable for delivering water efficiently. Another goal of the CIP program is to "upsize" small-diameter pipe with larger pipe in areas requiring more supply capacity. For instance, six-inch pipe is now considered too small to adequately supply parts of the downtown planning area. This pipe size, which occurs in isolated areas in the Columbia and East Village districts, is being systematically replaced with larger diameter pipe in order to accommodate new and more intense development.

5.4.1.6 Wastewater

Regional

Wastewater generated by the downtown planning area is treated at the Point Loma Wastewater Treatment Plant (PLWTP). Located on a 40-acre site in Point Loma, the PLWTP's service area spans 450 square miles and uses an advanced primary treatment system to treat wastewater. The treatment capacity of the PLWTP is 240 mgd and currently treats approximately 180 mgd of wastewater per year. In the process of treating wastewater, the PLWTP is required by the EPA to limit the total suspended solids that are discharged into the ocean to 13,600 metric tons per year. This requirement is called the Mass Emission Rate (MER). Currently, the PLWTP discharges 10,400 metric tons per year and is well under the MER. It is estimated that the PLWTP will exceed the MER in 2025.

By the year 2025, the Metropolitan Wastewater Department (MWWD) plans to construct the South Bay Wastewater Treatment Plant (SBWTP) next to the South Bay Water Reclamation Plant to treat additional wastewater flow and enable the PLWTP to continue to meet the MER requirement.

Wastewater is currently transported to the PLWTP through a network of underground collector pipes, trunk lines, and force mains. Collector pipes have diameters of usually 8 to 12 inches and are the pipes to initially receive wastewater generated by residences, businesses, and industrial facilities. Collector pipes transport wastewater to trunk lines, which are much larger in diameter (15 inches or larger). Trunk lines receive the collective wastewater flow from collector pipes in a given service area and ultimately transport it to Pump Station 2. Pump Station 2 is located under Harbor Drive and pumps wastewater received from trunk lines into the force mains, which, in turn, transport the wastewater to the PLWTP. Pump Station 2 has a peak pumping capacity of 432 mgd, and presently pumps 220 mgd of peak wet weather flow (50% capacity) or 180 mgd of average daily flow (42% capacity).

Downtown Planning Area

Based on current population and employment figures (population: 27,500; employment: 74,500), the estimated wastewater flow from downtown is 5.1 mgd. This volume of effluent is collected and transported within the downtown area by means of a network of underground collector pipes and nine trunk lines.

The collector pipes downtown are located beneath nearly every major street in the planning area. They are composed of either vitrified clay, PVC, or plastic-lined concrete. MWWD operates a

program through its Capital Improvement Projects division that systematically replaces collector pipes as they age or require "upsizing" to a larger diameter.

5.4.1.7 Solid Waste

Solid waste disposal information for the following discussion was provided by the City of San Diego Environmental Services Department (ESD) that, along with private collectors, provides solid waste disposal services for downtown (refer to Appendix 2.4).

Solid waste generated downtown is collected by private collection companies. Private collectors have the option of disposing solid waste in any of the region's landfills including Miramar, Sycamore, and Otay. However, as Miramar Landfill is closest to the downtown area, it is the least expensive landfill to deliver to in terms of transportation costs. Therefore, it is assumed by the ESD that the great majority of solid waste is disposed of at the Miramar Landfill. According to the ESD, the Miramar Landfill has a maximum capacity of approximately 56.5 million cubic yards and a remaining permitted capacity of 19 million cubic yards of solid waste. The ESD anticipates that the Miramar Landfill will reach its maximum capacity by November 2011.

Solid waste generated after Miramar Landfill closes will go to Sycamore Canyon Landfill. The City has an agreement with this landfill to accept a percentage of City waste that the City has control over or is responsible for. The agreement is good until Sycamore Landfill closes, which is expected to be 2017 unless it gets approval to increase its capacity.

As is illustrated in Table 5.4-5, downtown is currently estimated to generate approximately 71,067 tons of solid waste per year.

TABLE 5.4-5
Estimated Annual Solid Waste Generated by the Downtown Planning Area

LAND USE TYPE	EXISTING LAND USES (2004)	SOLID WASTE GENERATION RATE	TOTAL SOLID WASTE (TONS/YEAR)
Residential (unit)	14,600	1.2 tons/year	17,520
Retail (square feet)	2,658,000	0.0028 tons/year	7,442
Hotels (square feet)	5,280,000	0.0045 tons/year	23,760
Office (square feet)	13,144,000	0.0017 tons/year	22,345
TOTAL Estimated Solid Waste Generated per Year			**71,067**

Source: City of San Diego, Environmental Services Department. 2004
CCDC, Downtown Community Plan. 2005

5.4.2 SIGNIFICANCE CRITERIA

Adoption and implementation of the proposed Plans and Ordinances would result in a significant, adverse environmental impact related to public services and utilities if the goals, policies, objectives

or regulations established by the planning documents and/or anticipated subsequent development in accordance with those documents would:

Significance Criterion PS-A Result in a significant physical change associated with expanding a public service to meet the anticipated demand created by the proposed Plan.

In accordance with Sections 15126.2(a) and 15382 of the CEQA Guidelines, impacts related to public services are evaluated in light of whether the impact would result in a physical change in the environment. For instance, the need to add staff or equipment to meet a future need would only be considered a significant environmental impact if it would precipitate the need to construct a new facility which could result in a physical change in the environment. If the additional staff and equipment can be housed within existing buildings, no physical change would result and no environmental impact would occur. Where additional facilities may be required but the location or extent of such a facility is unknown, Section 15145 of the CEQA Guidelines states that potential impacts need not be specifically addressed in an EIR if the assumptions needed to analyze potential effects are considered too speculative.

5.4.3 ENVIRONMENTAL IMPACTS

5.4.3.1 Demand for New or Expanded Public Service Facility (PS-A)

Schools

Implementation of the proposed Downtown Community Plan would result in additional residential units, which would generate school-aged children attending local public schools. Student generation factors were used to calculate the average number of students that would result from residential buildout of the proposed Community Plan. The school district estimates that future residential development downtown would generate elementary-aged students (K-5th) at a rate of 0.026 per unit and secondary-aged students (grades 6th-12th) at a rate of 0.018 per unit. Using these rates, the future 53,100 residential units are anticipated to generate approximately 1,381 students enrolled in public elementary schools. Based on Table 5.4-1, the three elementary schools serving downtown (Perkins Elementary, Sherman Elementary, and Washington Elementary) have a combined unused capacity of 708 students. Therefore, the additional students generated by new residential development downtown would exceed the capacity of the present elementary schools serving downtown by 673 students. Assuming an elementary school normally accommodates around 600 students, buildout of the downtown residential component would require construction of a new elementary school. However, no site for a future school has been identified. Thus, pursuant to Section 15145 of CEQA, analysis of physical changes which may occur from a future elementary school would be speculative and no further analysis is required. However, construction of a new school would be subject to an independent environmental analysis pursuant to the California Environmental Quality Act (CEQA) at the time the new school is planned for construction.

Using the school district's rates, the future 53,100 residential units are anticipated to generate approximately 956 secondary-aged students. Middle schools serving the downtown planning area have a total capacity of 3,030 students. Assuming half of the secondary students would attend

middle school; the 478 students generated downtown would not exceed the remaining middle school capacity of 487 students. As indicated in Table 5.4-1, the high school serving the area has a remaining capacity of 10 students. Thus, the 478 high school students generated by downtown residential development would exceed the capacity of the existing high school. The need for a new high school is less clear than the elementary school because of several factors. First of all, Lincoln High School will be reopening in 2006 which will result in revisions to boundaries of San Diego High School. In addition, it is not uncommon for high school students to attend high schools outside of their assigned neighborhood attendance area. However, even if a new high school would be required, evaluation of physical impacts from such a school would be speculative and are not addressed in this EIR.

Libraries

As the proposed Downtown Community Plan is implemented, new residential, mixed-use, commercial, and industrial uses would be developed. The population of downtown would increase to a total of 89,100 people. There would be a corresponding increase in demand for library services, including the possible need for additional library space.

The construction of the new Main Library would alleviate the demand created by the proposed Downtown Community Plan for library services downtown. The new Main Library is planned to be constructed in the proposed Ballpark neighborhood, located on the block bounded by Eleventh and Twelfth Avenues and J and K Streets. The building is proposed to be nine stories, containing 495,942 square feet, and having 250 onsite parking spaces in addition to 250 more spaces across the street and 2,000 parking spaces located in various parking structures in the immediate vicinity. The total collection size would grow by over 40,000 resources to 1,240,598. The number of computers would quadruple to 407. In addition, the new Main Library would have a 350-seat auditorium, six meeting rooms, 13 study rooms, and space for literary services, an art gallery, and special events. The new Main Library would meet downtown's demand for new libraries.

The branch system is based on the premise that the central or main library is the main backup for the entire system. On the first floor of the new Main Library, a "popular library" would help serve the expanding residential population downtown and would effectively act as a branch library within the new Main Library

The new Main Library would be within two miles from the furthermost residential areas in the downtown planning area, located in the northern Little Italy. This distance is considered to be the point where library usage diminishes. As the boundaries of the downtown planning area are within two miles of the new Main Library site, the library would adequately accommodate all downtown residents and no new or expanded libraries would be needed.

The new Main Library is anticipated to adequately serve downtown's residential population at buildout; therefore, no new or expanded library facilities would be needed. Furthermore, the environmental impacts of the new Main Library were addressed in a Secondary Study which was prepared by CCDC in May 2001. This study concluded that the construction of the library would have no significant environmental impacts that could not be reduced to below a level of significance. The proposed Plan allows for smaller, topical libraries throughout downtown. However, no specific additional library sites are identified in the proposed Plan. Thus, it is impossible to identify any

significant physical changes which may accompany construction of these new facilities. Pursuant to Section 15145 of CEQA, analysis of physical changes which may occur from future topical libary construction would be speculative and no further analysis is required. However, future library facilities would be subject to an independent environmental analysis pursuant to the California Environmental Quality Act at the time they are planned for construction.

Fire Protection/Emergency Medical

Under the per capita standards currently used by the Fire Department, implementation of the Proposed Plans and Ordinances would require additional 56 fire personnel to serve the additional estimated increase of 61,600 residential units, 16.7 million square feet of office space, 3.4 million square feet of retail space, and 11,200 hotel rooms. The exact number of additional personnel is difficult to forecast. Potential improvements in fire fighting and/or design measures included in future buildings could allow the per capita criteria to increase.

Policy 8.2-P-1 calls for the collection of Development Impact Fees (DIF) for all developments to help pay for needed fire facilities. The proposed Community Plan would lessen impacts on fire fighting services by integrating new fire facilities into mixed-use development projects to the extent possible (Policy 8.2-P.3). Policy 8.2-P-4 encourages special event management to minimize conflict with fire equipment access throughout downtown.

Increased traffic congestion as a result of growth downtown would hinder timely responses to emergency calls. The run volume for the downtown response units has already increased with the current level of growth of the downtown area. In addition, the increase in the number of high rises (particularly residential) would result in an increase in medical aids and a decreased ability to respond to other emergencies.

While the two new fire stations which may be built downtown would result in physical impacts, their construction would not be directly related to the proposed Plan. Furthermore, insufficient information exists to accurately determine the any physical impacts which may occur from either of the proposed stations. ~~As no site has been selected for a station west of Harbor Drive, no evaluation can be made. While the potential site in East Village site appears to be well suited for a fire station, further environmental review would be conducted when a formal plan is proposed. The property is paved and formerly supported a used car lot. It is located opposite the City's police headquarters and is a block away from City College. The area to the south is occupied by the Salvation Army Adult Rehabilitation Center; a Salvation Army outlet is located to the west across 13th Street. A new residential development, known as Union Square, is located to the east, across 14th Street. Older residential apartments are located to the north.~~

Law Enforcement

Similar to fire protection services, population growth and increased residential, commercial, industrial, and institutional uses would correspond to an increased demand for law enforcement services. The Downtown Community Plan would result in an increase in population to 89,000. Therefore, to maintain the goal of two officers per 1,000 residents, the SDPD would require an additional 83 officers to serve the downtown area (520 service area). City-wide, the SDPD has an officer to population ratio of ~~1.65~~1.55, which falls short of the 2.0 goal ratio. To achieve the ratio

goal of two officers per 1,000 residents, the SDPD has requested the addition of ~~35~~ 57 officers. The addition of ~~35~~ 57 officers for the entire City would not be sufficient to meet the demand generated by the Downtown Community Plan. Even if all of the ~~35~~ 57 officers were assigned to the downtown area, downtown would require an additional 48 officers to meet the goal service ratio.

To keep up with anticipated demand, the SDPD would need additional resources such as personnel, equipment, and training. The need for a new SDPD substation has not been identified. If such a need is identified in the future, the substation will be subject to an independent environmental analysis pursuant to the CEQA. Pursuant to Section 15145 of CEQA, analysis of physical changes which may occur from future police facility construction would be speculative and no further analysis is required.

Water

Buildout under the proposed Plan would increase the demand for treated water downtown from approximately 8.62 million gallons per day (mgd) to approximately 18.89 mgd. As this additional demand would not have been considered in SDCWA's Urban Water Management Plan (UWMP), the 2020 demand forecast by the UMWP would increase 1.4% (11,500 AF) from 813,000 to 824,500 AF. As indicated earlier, the UWMP projects that in the year 2020 its imported water supplies would be 589,500 AF. To supplement this and meet the additional need, SDCWA indicates that it will have a local water supply (from surface water, water recycling, groundwater, and seawater desalination) of 245,000 AF (including the additional demand resulting from the proposed Community Plan). This additional demand would not represent a substantial increase in the challenge of meeting the otherwise anticipated demand for water within the SDCWA service area.

In addition, pursuant to SB 610 and SB 221, the City will require a Water Supply Assessment (WSA) report for any development meeting the criteria established by SB610. Completion of these assessments would assure that the long-term water supply will be considered throughout the buildout of downtown.~~While this represents a substantial increase in demand, sufficient water supply is expected to be available to meet the overall regional demand, as discussed above.~~

~~Specifically, t~~The Alvarado Water Treatment Plant currently supplies up to 150 mgd, and by 2008 will have a capacity of 200 mgd. With an additional demand of 10.3 mgd generated by the proposed Plan, the Alvarado Water Treatment Plant would still have a remaining supply capacity of approximately 39.7 mgd. Consequently, approval of the proposed Plans and Ordinances as well as subsequent development would not have a significant impact on water supply and would not result in the construction of a new or expanded water treatment facility. As no potential physical impacts would occur, no significant impacts would be associated with meeting the proposed water demand.

To keep up with anticipated demand, the San Diego Water Department would systematically replace or upsize deteriorating and under-sized pipes through its Capital Improvement Projects program. The exact location of improvements is unknown at this time; thus, it is impossible to identify any significant physical changes which may accompany replacement of underground water pipes. However, such improvements are categorically exempt from environmental review pursuant to CEQA.

Wastewater

Buildout of the proposed Downtown Community Plan would increase the demand for wastewater services to 13.1 mgd. This is approximately 8 mgd greater than what is estimated to be currently generated. This represents a substantial increase in demand; however, the PLWTF would be able to accommodate the increased flow. The PLWTF currently treats 180 mgd of flow and has a treatment capacity of 240 mgd, leaving 60 mgd of unused capacity. With the additional demand of 8 mgd generated by the proposed Plan, the PLWTF would still have a remaining treatment capacity of 52 mgd. Therefore, buildout under the proposed Plan would not result in a physical change and would not result in a significant environmental impact.

The MER requirement is anticipated to be met in 2025, with the SBWTP online at that time to handle the extra flow diverted from PLWTP. The proposed Community Plan may require the SBWTP to be online a few years sooner. This forecast change would be anticipated by MWWD through the frequent update of the Metro Master Plan, a regional wastewater treatment planning document. This document is updated every three years to incorporate the latest regional demographic information from SANDAG. The next full update is expected to be completed in 2008 and would incorporate the population changes forecasted by the proposed Community Plan, should it be approved. According to MWWD, regional wastewater planners would have sufficient time to plan for the opening of the SBWTP should its forecasted opening day be brought forward.

To keep up with anticipated demand, the San Diego Metropolitan Wastewater Department would replace deteriorating or under-sized pipes through its Capital Improvement Projects program. As the exact location of improvements is unknown at this time, it is impossible to identify significant physical changes which may accompany replacement of underground sewer pipes. However, such improvements are categorically exempt from environmental review pursuant to the California Environmental Quality Act.

Solid Waste

Implementation of the Downtown Community Plan would result in additions to the solid waste stream, thereby further decreasing the capacity and lifespan of the Miramar Landfill. Waste would be generated from both construction activities as well as the resulting new development.

The total amount of solid waste generated by the development anticipated by the Downtown Community Plan, excluding construction waste, can be estimated using the generation rates provided by ESD in Table 5.4-6. The anticipated amount of solid waste generated by the downtown planning area at buildout is approximately 184,000 tons per year. This amount is approximately 113,000 tons greater than what is currently disposed of annually.

TABLE 5.4-6
Estimated Annual Solid Waste Generated Downtown at Buildout of the Downtown Community Plan

LAND USE TYPE	BUILDOUT LAND USES	SOLID WASTE GENERATION RATE	TOTAL SOLID WASTE (TONS/YEAR)
Residential (unit)	53,100	1.2 tons/year	63,720
Retail (square feet)	6,070,000	0.0028 tons/year	16,996
Hotels (square feet)	12,000,000	0.0045 tons/year	54,000
Office (square feet)	29,821,000	0.0017 tons/year	50,696
TOTAL Estimated Solid Waste Generated per Year			**185,412**

Source: City of San Diego, Environmental Services Department. 2004
CCDC, Downtown Community Plan, 2005

The project would result in a net increase of solid waste to be placed in the Miramar Landfill and an alternate landfill once this landfill closes. However, pursuant to Section 15145 of CEQA, analysis of physical changes which may occur from a new landfill would be speculative and no further analysis is required.

In order to reduce the amount of waste material entering landfills and meet recycling goals established by the City and mandated by the state of California, the City of San Diego requires individual redevelopment activities of at least 50 residential units or at least 40,000 square feet of commercial space to submit a Waste Management Plan to limit construction and demolition waste. In addition, redevelopment activities meeting this threshold would be required by San Diego Municipal Code to manage long-term solid waste generated after construction. They would be required to have as many recycling bins as trash bins on the premises and provide adequate interior and exterior refuse and recycling storage space (San Diego Municipal Code §142.0801 through 142.0830). ~~Conformance to the Municipal Code would reduce long-term solid waste generation impacts to below a level of significance.~~

5.4.4 MITIGATION

Physical impacts on the environment associated with the proposed Community Plan have either been considered not significant or to be speculative pursuant to Section 15145 of the CEQA Guidelines. Consequently, no mitigation measures are identified.

5.4.5 SIGNIFICANCE OF IMPACT AFTER MITIGATION

Physical impacts on the environment associated with the proposed Plans or Ordinances have either been considered not significant or to be speculative pursuant to Section 15145 of the CEQA Guidelines. Consequently, no mitigation measures are identified.

5.5 GEOLOGY AND SEISMICITY

5.5.1 EXISTING CONDITIONS

The following geologic discussion is based on information from the Geologic Hazards Study prepared by URS Corporation in October 2002, and located in Appendix 2.5 of the technical appendices.

5.5.1.1 Geologic Setting

The downtown planning area lies within a low relief coastal plain adjacent to the San Diego Bay. The historic high tide line follows the Pacific Coast Highway and the former alignment of Harbor Drive. Further inland, the coastal plain rises to the northeast to an elevation 160 feet above mean sea level (MSL) near Balboa Stadium. Due to the highly urbanized environment of the downtown area, most ground surfaces have been modified or obscured. The tidal flats adjacent to the San Diego Bay have been reclaimed by artificial fill to form the current bay margin.

Geologic Units

Mapping completed by Kennedy (1975) shows that the downtown San Diego area is underlain by the San Diego Formation on the eastern border of the downtown planning area, by the Bay Point Formation in the center of the planning area, and by artificial fill along San Diego Bay (Figure 5.5-1)

Artificial Fill

The majority of artificial fill is located along the San Diego Bay, and generally, the depth of fill is greatest near the bayfront. Known thickness of fill ranges from 0 to 20 feet, however, the average depth within the downtown planning area is approximately three feet. Artificial fill generally consists of gravel, sand, silt and clay with organic and demolition debris. The artificial fill in the planning area ranges from damp to saturated, and loose to medium density. It often contains voids and is locally potentially expansive.

Bay Point Formation

Beneath the artificial fill or at the surface where fill does not exist is the Bay Point Formation. Containing marine and non-marine sediments, this Late Pleistocene-age formation generally consists of fine- to medium-grained, thinly laminated, moderate- to well-sorted sands, with occasional clayey silts and gravels (Kennedy 1975). This formation is moist to saturated and moderately to non-expansive. Depth to the formation ranges from 0 to 10 feet and thickness is approximately 120 feet.

San Diego Formation

From the Pliocene age, the San Diego Formation lies underneath the Bay Point Formation. This is a marine formation that consists primarily of siltstone and sandstone, with lenses of conglomerate, marl and mudstone. Fossil shell lenses are also common. This formation is dense to very dense, locally cemented and generally non-expansive. Depth to the San Diego Formation varies by location from 0 to 120 feet and reaches a maximum thickness of 1,200 feet. The San Diego Formation rests on older pre-Pliocene rocks.

Groundwater

Groundwater in the downtown planning area is relatively shallow as a result of the proximity of the ocean and can be approximated based on the elevation of an area. In general, groundwater is encountered a few feet above mean sea level in the downtown area. Areas very close to the San Diego Bay may see some daily changes in groundwater level resulting from tidal variation. Groundwater levels in other areas of downtown may be locally affected by temporary dewatering systems for adjacent structures under construction or, in a few cases, permanent dewatering systems. Localized, perched water is also encountered in the downtown area at elevations above the permanent groundwater surface.

Below-grade structures located within several City blocks inland of San Diego Bay require temporary dewatering to lower the groundwater table. There are current ordinances that deter permanent dewatering. In the downtown area, the ground surface gains elevation at a steeper gradient than the groundwater table. Below-grade construction at a distance from the Bay can typically take place without the need for dewatering, depending on the depth of the proposed excavation. Below-grade structures can also be designed to withstand hydrostatic pressures of the permanent groundwater table. Therefore, it is generally feasible to construct multi-level below-grade structures anywhere within the downtown planning area.

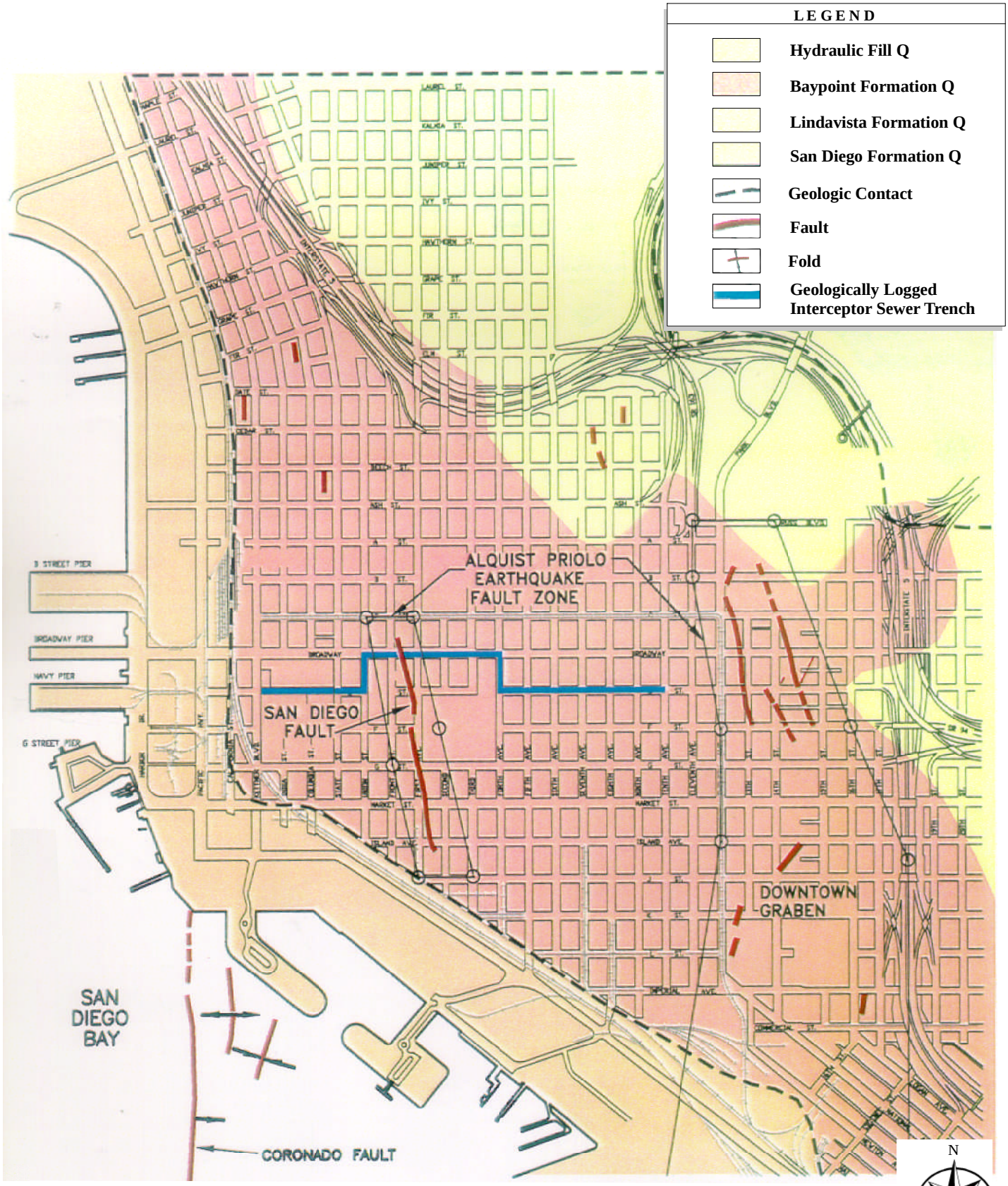
5.5.1.2 Tectonic Setting

As illustrated in Figure 5.5-1, a number of faults occur in downtown. The tectonic setting of the downtown planning area is influenced by plate boundary interaction between the Pacific and North American lithospheric plates. This interaction occurs along a broad zone of northwest-striking faults that, at the latitude of San Diego, extends from the San Clemente fault zone (60 miles offshore) to the San Andreas Fault (90 miles east of San Diego).

The most active faults occur along the eastern margin of the plate boundary and include the San Andreas, San Jacinto, and Imperial Faults. To a lesser extent, earthquakes generate from western and offshore fault zones, including the Ellsinore, Rose Canyon, Coronado Bank, and San Clemente fault zones (Figure 5.5-2).

Historical Seismicity

The historical pattern of seismic activity in coastal San Diego (since about the 1930s) has generally been characterized as a broad scattering of small magnitude earthquakes. This is in contrast with the surrounding regions of Southern California, northern Baja California, and the nearby offshore regions, which are characterized by a high rate of seismicity, where many large to moderate earthquakes have occurred during the past 50 years or so. Although the historical seismicity for San Diego during the short period of observations is low, geologic data indicates that the Rose Canyon Fault Zone represents a significant seismic hazard to the entire coastal metropolitan region of San Diego, and is clearly capable of generating large earthquakes. The San Diego Bay region is considered to lie within the Rose Canyon Fault Zone and has been the location of repeated small to moderate magnitude earthquakes. A 1985 series of earthquakes (largest event M4.7) were centered generally within about 0.6 mile south of the San Diego-Coronado Bay Bridge. A similar series of small earthquakes in 1964 were also generally located beneath the southern San Diego Bay.

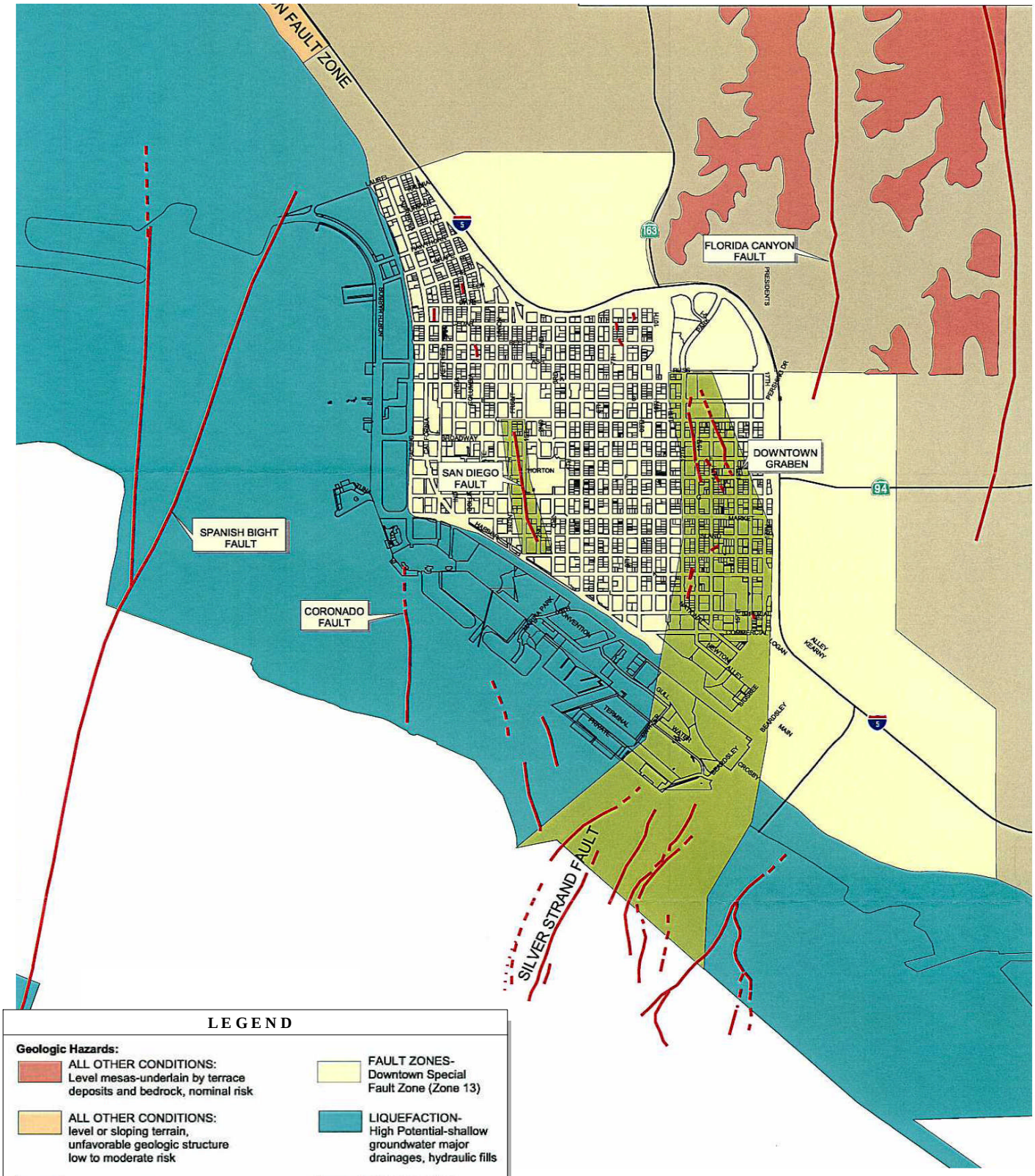


Not to Scale

Source: *URS, 10/16/2002, City of San Diego Seismic Safety Study, 1995 and CDMG 1996*

Geologic Formations and Faults — Figure 5.5-1

This Page Intentionally Left Blank



Source: *URS, Downtown Community Plan, 10/16/2002*

Geologic Hazards Figure 5.5-2

This Page Intentionally Left Blank

Local Faults

Rose Canyon Fault

Based on present geologic mapping, downtown San Diego is located generally within the Rose Canyon fault zone (RCFZ), which extends along the northeast flank of Mount Soledad and continues southward along the eastern margins of Mission Bay. Between Mission Bay and San Diego Bay, the zone appears to widen and diverge. At least three principal faults extend across to Coronado and beyond to the south. The three principal faults identified in the offshore area of San Diego Bay are the Spanish Bight, Coronado, and Silver Strand Faults (Figure 5.5-2). Based on indications that several areas in the eastern downtown area show faults with Holocene (last 10,000 years) displacements, these areas are considered to be active. Both the RCFZ and the offshore faults have been zoned by the California Department of Mines and Geology as Earthquake Fault Zones (Alquist-Priolo zone).

Downtown Graben

The active faults in the eastern downtown area have been referred to as the "Downtown Graben". The graben, considered to be within the RCFZ, defines an approximately 1,000-foot-wide area, roughly bounded by C and F Streets between Twelfth Avenue and 15th Street. Based on a broad, subtle topographic swale, the faults comprising the graben probably continue south towards the Bay.

San Diego Fault

An active fault currently included in an Alquist-Priolo Earthquake Fault Zone, the San Diego Fault runs in a north-south direction near Broadway to Island Avenue, and between Front Street and Second Avenue.

Other Faults

Other faults have been located during recent investigations downtown in the Little Italy neighborhood. These faults have not shown evidence of active faulting, but are classified as potentially active since they displace Pleistocene deposits.

Potentially active faults have also been found northwest of the Downtown Graben in the vicinity of the El Cortez Hotel near Beech and Cedar Streets and Tenth and Twelfth Avenues.

Liquefaction

Liquefaction is a phenomenon where loose, saturated, and relatively cohesionless soil deposits lose strength during strong ground motions. Primary factors controlling development of liquefaction include intensity and duration of ground accelerations, characteristics of the subsurface soil, in situ stress conditions, and depth of groundwater. Sites underlain by relatively loose, saturated deposits of fill, such as found along the San Diego Bay, and areas underlain by younger Bay deposits are susceptible to liquefaction.

Lateral spreading is a lateral ground movement that takes place when liquefaction occurs adjacent to a slope or open face. The loss of strength in the liquefied material near the base of a slope can result

in a slope failure. These kinds of failures have occurred adjacent to rivers and streams and along waterfronts and beaches during seismic events.

5.5.2 SIGNIFICANCE CRITERIA

Adoption and implementation of the proposed Plans and Ordinances would result in a significant, adverse, environmental impact related to Geology and Seismicity if the goals, policies, objectives or regulations established by the planning documents, and/or anticipated subsequent development in accordance with those documents would:

Significance Criterion GEO-A Expose people or structures to substantial risk or injury or loss of life, or destruction of property caused by seismic or geologic hazards.

5.5.3 ENVIRONMENTAL IMPACTS

5.5.3.1 Seismic and Geologic Hazards (GEO-A)

Seismic activity is considered to be a hazardous geologic condition in the downtown planning area. All of downtown San Diego is located essentially within approximately one mile of the Rose Canyon Fault Zone, which is considered a significant seismic hazard to the San Diego metropolitan area. A moderate or major earthquake could occur that would threaten lives and property. Buildout of the proposed Downtown Community Plan would result in the construction of 38,500 new housing units, 16.7 million new square feet of office space, and over 11,200 hotel rooms that would be exposed to the effects of groundshaking. Therefore, there would be a proportionate increase in personal and property damage as the population within the downtown planning area increases. Ground shaking could also cause secondary geologic hazards such as slope failures and seismically-induced settlement. Since the downtown planning area is relatively flat and has no history of landslides, the potential for landsliding caused by earthquakes is considered to be low.

Potentially significant impacts to future development as a result of seismic groundshaking would be reduced to below a level of significance through implementation of goals and policies contained in the Health and Safety chapter of the Downtown Community Plan. They include:

Goal 13.1-G-1: Maintain a safe and livable environment by mitigating and avoiding risks posed by seismic conditions.

Goal 13.1-G-2: Create an open space network in areas where development is precluded by faults to the greatest extent possible.

Policy 13.1-P-1: Implement all seismic-safety development requirements, including the Alquist-Priolo Zone Act, City requirements for the Downtown Special Fault Zone and areas subject to potential liquefaction, and building codes.

Policy 13.1-P-2: Coordinate with the City in enforcement of Ordinance 18451 for unreinforced masonry (URM) building reinforcement, and require appropriate reinforcement of URM buildings integrated into new development.

Policy 13.1-P-3: Where active faults are found and building cannot take place, work closely with developers to provide publicly-accessible open space.

In addition to these goals and policies, conformance to building construction standards for seismic safety within the Uniform Building Code would assure that new structures would be able to withstand anticipated seismic events within the downtown planning area.

5.5.4 MITIGATION MEASURES

No mitigation measures would be required as there are no identified significant impacts with respect to Geology and Seismicity.

5.5.5 SIGNIFICANCE OF IMPACT AFTER MITIGATION

Potential impacts would not be significant.

This Page Intentionally Left Blank

5.6 AESTHETICS/VISUAL QUALITY

5.6.1 EXISTING CONDITIONS

5.6.1.1 Setting

The downtown planning area is highly urbanized and is characterized by such features as a grid street network; fully developed blocks; historic buildings; mid-to high-rise commercial, public and institutional structures; multi-family residential developments; low-rise warehouses; trolley and rail lines; parking structures; and a scattering of neighborhood parks. The downtown planning area lacks natural scenic resources like the natural landforms, waterways and open space typically found in less developed areas.

Natural and constructed visual resources occur just outside of the downtown planning area boundary and can be seen from public spaces downtown. Important natural visual features include San Diego Bay and the distant views of Point Loma and the City of Coronado. The most prominent constructed visual features include the San Diego-Coronado Bay Bridge and Balboa Park. From the periphery, downtown's skyline is considered to be an important constructed visual resource.

The following discussion describes the character of the existing downtown neighborhoods and districts. For a thorough description of these neighborhoods, refer to Chapter 3.0 Environmental Setting.

Core

Visual characteristics of the Core neighborhood include:

- A cluster of high-rise office buildings located west of Eighth Avenue. A number of these buildings were built in the 1980's and reflect a modern architectural style, having rectangular, unarticulated appearances and facades with reflective glass windows, neutral tones, or painted steel;
- Older high-rise administrative and institutional buildings near Third Avenue, including the Civic Center Complex (which contains city administration offices, Golden Hall, and the Civic Theater), the Concourse Plaza on C Street, and various mid-rise to high-rise historic structures exhibiting more elaborate façades; and,
- Small-scale commercial and light industrial buildings with few architecturally-distinguishing features and surface parking lots.

Columbia

Visual characteristics of Columbia include:

- A mix of buildings containing various scales, uses, and architectural styles;
- Marine travel infrastructure such as the Broadway Pier, the Cruise Ship Terminal, and boat docks;
- Trains and trolleys moving through the western edge of Columbia on California Street;

- The historic Santa Fe Depot (the downtown hub for train and trolley) constructed in a Spanish Mission architectural style;
- Small-scale office buildings, hotels, and surface parking lots, and public art located along the waterfront; and,
- A number of tall, architecturally distinctive high-rise developments located inland from the waterfront.

Cortez Hill

Visual characteristics of Cortez Hill include:

- A number of mid-rise apartment buildings and a few remaining Victorian-era, single-family homes on the east side of the neighborhood;
- The high-rise historic El Cortez Hotel building with distinctive facades and the landmark "El Cortez" red neon sign on its roof;
- Recently-constructed high-rise mixed-use buildings;
- Views of Balboa Park, lower downtown, and San Diego Bay; and,
- A mix of buildings containing various scales, uses, and architectural styles such as courts of law, offices, affordable housing, religious institutions and charities, and the California Western School of Law, located on the west side of the neighborhood.

East Village

Visual characteristics of East Village include:

- The academic campuses of City College, San Diego High School and Garfield High School, occupying the northeast quadrant of the neighborhood;
- The Central Library and Main Post Office housed in historic buildings in addition to low- to mid-rise historic buildings in the northwest quadrant of the neighborhood.
- Large and small warehouses, adapted buildings, surface parking lots, small single-family residential homes from the early 1900's, social service facilities, deteriorated and blighted properties, multi-family apartments, and some retail, located throughout the neighborhood, but primarily in its southeast quadrant; and,
- Petco Park, Outfield Park, and recently-constructed high-rise mixed-use, multi-family residential, and hotel developments, as well as multi-level parking garages, located in the southwest quadrant of the neighborhood.

Gaslamp Quarter

Visual characteristics of the Gaslamp Quarter include:

- A tight cluster of low- and mid-rise historic buildings from the late 1800's, containing uses such as nightclubs, restaurants, sidewalk cafes, movie theaters, retail, hotels, offices, galleries, and live/work lofts;

- Turn-of-the-century gaslamp-style light fixtures along the sidewalks; and,
- Recently-constructed mid-rise buildings at the southern end of the neighborhood.

Horton Plaza

Visual characteristics of Horton Plaza include:

- The Horton Plaza outdoor shopping mall built in the 1980's, containing three shopping levels and an inward orientation;
- Street-level retail and restaurants;
- Historic buildings containing theaters and restaurants; and,
- The Federal Building and the courthouse.

Little Italy

Visual characteristics of Little Italy include:

- The historic County Administration Center and lawns, and large-scale, boxy industrial centers located close to the waterfront;
- A small number of new high-rise buildings located in the southern part of the neighborhood;
- The revitalized India Street, lined with a number of retail shops, restaurants, galleries, and artists studies, noted for its large "Little Italy" sign spanning the street;
- Recently-constructed low- to mid-rise residential and mixed-use projects; and,
- Public art along India Street and around Amici Park.

Marina

Visual characteristics of Marina include:

- Seaport Village, a collection of tourist-oriented and marine-themed shops and restaurants, boat docks, walkways, and parks;
- A number of up-scale high-rise and mid-rise residential developments;
- Pantoja Park; and,
- The nautically-inspired architectural designs of the Convention Center and high-rise hotels along the South Embarcadero.

5.6.1.2 Key View Locations and Characteristics

Key Vantage Points

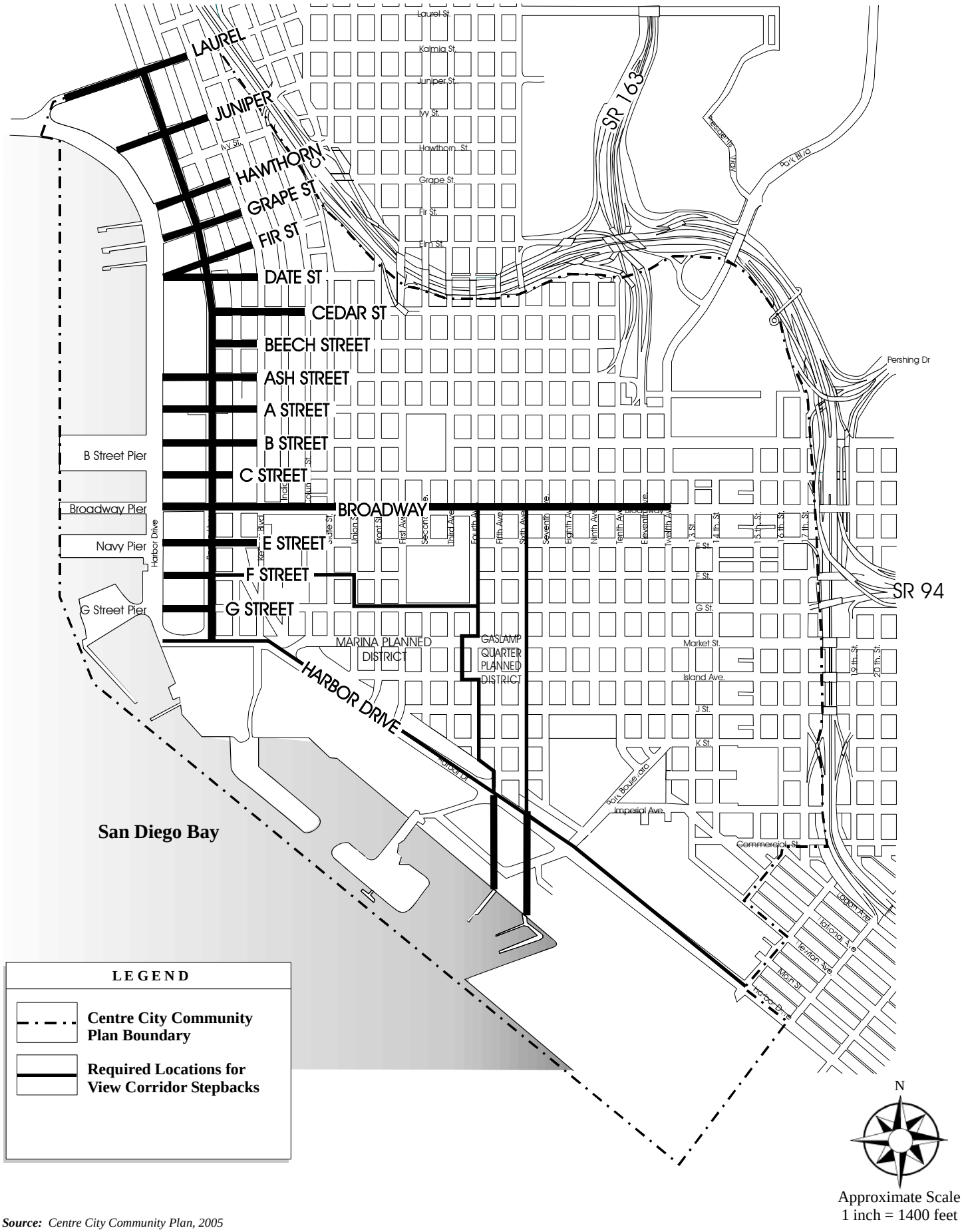
For the purpose of analysis, the following six key public areas within and around the downtown planning area were selected:

- **Waterfront – North Embarcadero.** Views from this vantage point include San Diego Bay and Point Loma.
- **Waterfront – South Embarcadero.** Views from this vantage point include San Diego Bay, the City of Coronado, and the San Diego-Coronado Bay Bridge.
- **Balboa Park.** Views from this vantage point include the Downtown San Diego skyline, San Diego Bay, and San Diego-Coronado Bay Bridge.
- **Interstate-5.** Views from this vantage point include the Downtown San Diego skyline and San Diego Bay.
- **Highway 94.** Views from this vantage point look over East Village to the San Diego Bay.
- **San Diego-Coronado Bay Bridge.** Views from this vantage point include San Diego Bay and the Downtown San Diego skyline.

All of these viewpoints are accessible by the public and afford long-range views of one or many scenic resources such as the San Diego Bay, San Diego-Coronado Bay Bridge, Point Loma, Coronado, and the downtown skyline. Public parks within the downtown planning area, inland from the waterfront, such as Pantoja Park, Amici Park, Outfield Park, and Martin Luther King Jr. Promenade were considered for analysis but excluded as they offer little opportunity for taking in long-range views of scenic resources.

View corridors

While development downtown has interfered with views of San Diego Bay, Horton Plaza and Ballpark, (e.g. the Convention Center and County Administration Building), many of the views to the San Diego Bay and other important visual features have been preserved along a number of downtown streets, which are also considered public vantage points. In particular, views of San Diego Bay and Point Loma can be seen from Hawthorne Street, Grape Street, Ash Street, and Broadway. Views of San Diego Bay occur west of Union, B, C, and E streets. North-South trending streets including Sixth Avenue and Park Boulevard also offer views of San Diego Bay. View corridors designated by the existing Centre City Community Plan are shown on Figure 5.6-1.



Approximate Scale
1 inch = 1400 feet

Source: *Centre City Community Plan, 2005*

Existing Designated View Corridors — Figure 5.6-1

5.6.2 SIGNIFICANCE CRITERIA

Adoption and implementation of the proposed Plans and Ordinances would result in a significant, adverse environmental impact related to visual quality if the goals, policies, objectives or regulations established by the planning documents and/or anticipated subsequent development in accordance with those documents would:

Significance Criterion VIS-A Result in bulk, scale, materials, or style that would be incompatible with surrounding development;

Significance Criterion VIS-B Substantially disturb a vista or scenic view from a public viewing area;

Significance Criterion VIS-C Substantially degrade a scenic resource; or

Significance Criterion VIS-D Cause substantial light or glare that would adversely affect daytime or nighttime view in the area.

5.6.3 ENVIRONMENTAL IMPACTS

5.6.3.1 Neighborhood Character (VIS-A)

Although major new development would be anticipated to occur in accordance with the proposed Plans, it is anticipated that the proposed Downtown Community Plan would not adversely affect neighborhood character through the development of land uses with incompatible bulk, scale, materials, or style. In fact, the proposed Community Plan would likely enhance neighborhood-character through goals and policies that focus on historic preservation, landscaping, streetscaping, bulk and scale limitations, and urban design guidelines. Fine-grain development overlays are established by the proposed Plan over neighborhood mixed use centers and two large areas in Little Italy and East Village. These fine-grain criteria would help retain the neighborhood character by assuring a diversity of architectural styles and encouraging small block development. Fine grain overlays would also established ~~by Section 103.1905(b)(6) of~~ the proposed PDO.

With respect to landscaping and streetscaping, the proposed Community Plan would not result in significant adverse neighborhood character impacts. Goal 5.4-G-1 of the proposed Downtown Community Plan would "enhance downtown through distinctive streetscapes and promote street trees and unified landscape treatments along streets, while ensuring sunlight." Goal 5.4-G-2 envisions streets as "extensions of downtown's open space network, presenting opportunities to linger, stroll, and gather, rather than simply as traffic movement spines." Therefore, landscaping and streetscaping goals of the proposed Community Plan would serve to improve the visual quality of downtown's neighborhoods.

The development of buildings containing incompatible bulk and scale would be minimized as a result of the proposed Plans. The proposed Planned District Ordinance would regulate bulk and floor area ratios, maximum building heights, minimum and maximum floor plate areas, high-rise

tower articulation, and sun access for the downtown planning area. ~~Section 103.1908(1) and (2) of t~~The proposed PDO would establish sun access criteria for development.

The proposed Planned District Ordinance would also include mandatory urban design standards for future downtown development. Therefore, the visual quality of downtown's architecture would be well-regulated and improved as a result of the proposed standards.

Neighborhood mixed-use centers proposed by the Downtown Community Plan would be designed to be visually compatible with surrounding development. Policy 5.2-P-2 would ensure that centers are "attractive destinations [that] offer pedestrian comfort, and maximize sun access to street and sidewalks through a variety of implementing mechanisms including: streetscape improvements (such as consistent street trees, widened sidewalks, seating, and lighting), maximum on-street parking, and sun access standards." In addition, the proposed Downtown Community Plan would ensure that retail uses in the mixed-use centers would blend with the surrounding neighborhood. Policy 3.1-P-4 would allow retail establishments of any size in the Main Streets and Centers, provided they are "integrated with the centers, maintain a pedestrian orientation and active street frontage, and do not require block consolidation." Therefore, the neighborhood mixed-use centers would not negatively affect neighborhood character. In fact, they would reinforce the character of evolving neighborhoods.

In addition, new parks would be designed to become visual assets of downtown's neighborhoods. Goal 4.1-G-4 would make "new public parks and plazas harmonious, inspirational, and sources of community pride and character through design excellence." New parks would also have an indirect benefit by providing space underground for parking, thereby reducing the demand for potentially visually unappealing parking structures or surface parking lots. Policy 4.1-P-4 would allow parking under all new parks and open spaces greater than half-block in size, or less than half-block in size where feasible. Therefore, new parks would improve the visual quality of downtown's neighborhoods.

The following discussion evaluates the potential impacts to neighborhood character the Community Plan would have on each of the proposed downtown neighborhoods.

Civic/Core

There would be no significant neighborhood character impacts in Civic/Core resulting from the implementation of the proposed Community Plan. Goal 5.3-G-1 of the proposed Downtown Community Plan would permit bulkier buildings in the Core while striving for slender towers in the neighborhoods that permit greater sky exposure for adjacent sidewalks. Although bulkier buildings would be permitted in Civic/Core, neighborhood character would not be adversely affected. As downtown's business district, there is an existing high density of high-rise and large-scale buildings. Therefore, further development of such structures would not be out of context in this neighborhood.

Columbia

No significant impacts to neighborhood character would occur in Columbia from implementation of the proposed Community Plan. The proposed Downtown Community Plan would continue the current redevelopment trend of building high-rise residential, office, and hotel towers in Columbia

by designating the majority of the neighborhood as Core. This designation allows for a high intensity of uses with fewer restrictions on building bulk and tower separation than in other districts. Like in the Civic/Core neighborhood, bulkier buildings would not adversely affect neighborhood character as there is an existing high density of high-rise and large-scale buildings. Additionally, Urban Design Standards contained in the Planned District Ordinance would ensure compatible building scales and styles. Therefore, further development of high-rise structures would not be out of context in this neighborhood.

Columbia's waterfront offers views of the San Diego Bay and Point Loma which could be affected by the proposed Community Plan. The effect of the proposed Community Plan on public views and view corridors is discussed below in Chapter 5.6.3.2.

Convention Center

There would be no significant neighborhood character impact to the Convention Center district as a result of implementation of the proposed Community Plan. As the Convention Center neighborhood is largely established by such facilities as the Convention Center, Tenth Avenue Marine Terminal, and railroad switching yards, only a small area would be affected by the Downtown Community Plan. This area is located near the proposed East Village SE sub-district and would be designated as Mixed Commercial (previously called "Flexible Use") by the proposed Downtown Community Plan. The Mixed Commercial ~~"flexible use"~~ designation allows for residential, artists' studios, live/work spaces, small-scale offices, and research and development. Light industrial, warehousing and distribution, and transportation services would also be allowed here. Small-scale warehouses and rail support services already occupy this area. Therefore, the proposed designation would not substantially alter the character of the neighborhood.

Cortez

There would be no significant impacts to neighborhood character in Cortez as a result of the proposed Community Plan. The designations proposed for Cortez would allow for development of residential, mixed-use, and office uses. Urban Design Standards contained in the Planned District Ordinance would ensure that these uses are developed to be visually compatible with surrounding areas. Additionally, the freeway lids proposed by the Downtown Community Plan for the northern boundary of Cortez would provide a visual amenity to the neighborhood. As many as five lids would cap the visually unappealing I-5 freeway and create new landscaped areas.

East Village: Ballpark Sub-district

There would be no significant neighborhood character impacts associated with future development in the Ballpark sub-district as a result of implementation of the proposed Community Plan. The Ballpark Protection Overlay, established as a result of the Ballpark SEIR and incorporated into the proposed Downtown Community Plan, would protect surrounding development from visually incompatible land uses by minimizing light, glare, and shadow impacts, and by defining design criteria for signs. Additionally, Urban Design Standards contained in the Planned District Ordinance would ensure compatible building scales and styles.

East Village: Northeast Sub-district

There would be no significant impacts to neighborhood character in Northeast Sub-district as a result of implementation of the proposed Community Plan. The proposed Downtown Community Plan would allow for the development of satellite educational facilities as well as larger floor plate buildings containing medical or office uses. These buildings would not be out of character with surrounding areas as Goal 8.1-G-4 of the Downtown Community Plan would integrate new school buildings and improvements with downtown's urban environment. In addition, Goal 8.1-P-6 instructs that in design and programming of new educational facilities, connections with surrounding uses, relationships to neighboring structures and streets, efficient use of land, and multi-story urban models would be emphasized. This goal encourages the integration of new educational facilities with established neighborhood uses, which vary from residential to mixed-use to office. Therefore, there would be no adverse impact to neighborhood character.

East Village: Northwest Sub-district

No significant impacts to neighborhood character would result in the Northwest sub-district as a result of implementation of the proposed Community Plan. The proposed Downtown Community Plan would continue the current redevelopment trend of building residential towers and mixed-use buildings by designating most of the sub-district as Residential Emphasis and the rest as Neighborhood Mixed-Use and Employment/Residential Mixed Use. It is anticipated that neighborhood character would improve as new development continues to replace older buildings affected by blighted conditions. Urban Design Standards contained in the Planned District Ordinance would ensure that these uses are developed to be visually compatible with the neighborhood. Therefore, neighborhood character would not be adversely affected.

East Village: Southeast Sub-district

There would be no significant neighborhood character impacts in the Southeast sub-district resulting from the proposed Community Plan. The proposed Downtown Community Plan would designate most of the sub-district as Residential Emphasis and the rest of the sub-district as Neighborhood Mixed-Use and Flexible Use. It is anticipated that visual quality would improve in here as new development replaces older, deteriorating buildings affected by blighted conditions. In addition, freeway lids proposed for the sub-district's eastern boundary would provide a visual amenity to the neighborhood. Up to three lids would cover portions of the I-5 freeway and create additional landscaped park space.

The proposed Downtown Community Plan would allow for the development of large facilities in Southeast Sub-district that could significantly impact the fine-grained character of the neighborhood. However, goals and policies contained in the Downtown Community Plan would preclude such impacts from occurring. Goal 3.5-G-1 would allow large facilities in this and Convention Center areas, provided that the facilities do not interrupt community fabric, street grid, designated public views, or the viability of Neighborhood Centers, and that facilities are designed to be compatible in scale and texture with the surrounding uses. Providing specific measures to achieve this goal, Policy 3.5-P-1 would only approve a large facility when the following objectives are met:

- All large floor plate space and parking is located completely below grade to retain street grid and neighborhood design and feel;
- The street grid is maintained, and any previously interrupted streets on the project site are reinstated;
- Above-ground buildings are seamlessly integrated in scale, size, and character with the neighborhood;
- Uses are consistent with the applicable land use category; all applicable development and design policies, regulations, and standards (including bulk and volume standards) are met; a portion of above-ground buildings are devoted to another civic or community-oriented facility, such as a school, college, hospital, or fire station; designated public views are maintained; and,
- The project is oriented as a complement to any nearby Neighborhood Center, and retain, restaurants, and pubs developed as part of or in tandem with the project are limited or the side or corner of facility facing the Center.

Finally, Policy 3.5-P-2 would require all large facilities to undergo a discretionary design review process. Therefore, there would be no significant impact to neighborhood character as a result of the development of large facilities in Southeast Sub-district.

Gaslamp Quarter/Horton Plaza

No significant neighborhood character impacts would occur in Gaslamp Quarter/Horton Plaza as a result of implementation of the proposed Community Plan. It is anticipated that this neighborhood would experience the fewest changes of all of the proposed neighborhoods, as it is nearly built-out. The architectural quality of historic Gaslamp Quarter buildings is protected by the National Register of Historic Places. Therefore, this policy would minimize impacts to the Gaslamp's historic character.

Little Italy

There would be no significant impacts to neighborhood character in Little Italy as a result of implementation of the proposed Community Plan. Proposed land use designations for Little Italy would mirror existing uses. India Street would continue to act as the neighborhood center. There would also continue to be residential, mixed-use, office, artists' studios and industrial uses surrounding the neighborhood center. Therefore, although intensification would occur as buildout occur, the character of Little Italy would not change substantially. In addition, Urban Design Standards in the Planned District Ordinance would ensure that future uses are designed to be visually-compatible with the neighborhood.

Marina

There would be no significant impact to neighborhood character in Marina as a result of the proposed Community Plan. The Marina neighborhood is the most complete residential neighborhood of all of downtown's neighborhoods. It is anticipated that it would not change substantially as a result of the proposed Community Plan. However, the Navy Broadway Complex along Marina's waterfront could experience some redevelopment. The policies and goals contained

in the proposed Downtown Community Plan would ensure that individual redevelopment developments in this area would remain small in scale and protect views of the Bay. For instance, Policy 5.5-P-3 would ensure that development along the shoreline is low in scale and intensity, increasing in stepped building envelopes further inland. Policy 5.5-P-5 would prohibit large structures, such as sports arenas from developing along the waterfront. Finally, Policy 5.5-P-6 would require a high degree of architectural detail and quality to emphasize the importance of the waterfront. Therefore, in addition to Urban Design Standards in the Planned District Ordinance, these waterfront policies would enhance the quality of redevelopment along Marina's waterfront.

Marina's waterfront offers views of the San Diego Bay, the City of Coronado, and the San Diego-Coronado Bay Bridge. The proposed Community Plan would have a beneficial effect on public views of the waterfront in the Marina neighborhood by extending E, F, and G streets, which currently truncate at Pacific Highway, through to Harbor Drive. The effect of the proposed Community Plan on public views and view corridors is further discussed in Chapter 5.6.3.2.

5.6.3.2 Public Views and View Corridors (VIS-B)

Key Vantage Points

The following discussion evaluates how the proposed Community Plan would affect scenic views from public vantage points (as described in Chapter 5.6.1.2).

Waterfront – North Embarcadero. Although redevelopment activity would occur along the waterfront at the North Embarcadero, the public view space occurs at the western border of the redevelopment area, adjacent to the San Diego Bay, where there would be no available land for development. Therefore, views of San Diego Bay and Point Loma would not be affected.

Waterfront – South Embarcadero. Like the North Embarcadero, public view space along the South Embarcadero occurs at the southern border of the redevelopment area, adjacent to San Diego Bay, where there could be no development to obstruct public views. Therefore, views of the San Diego Bay, the City of Coronado, and the San Diego-Coronado Bay Bridge would not be affected.

Impact VIS-B.1
San Diego Bay and Coronado Bay Bridge View Interruption

Balboa Park. Buildout of the East Village sub-districts would have a significant impact on views of San Diego Bay and the San Diego-Coronado Bay Bridge. The proposed Plan would promote slender upper towers on future high-rise buildings in order to allow intervening views of the Bay and the bridge. Goal 5.3-G-2 would encourage building design that would result in maintaining views of the Bay. However, views of the San Diego Bay and San Diego-Coronado Bay Bridge are largely uninterrupted at the present time from Balboa Park because the intervening East Village is currently predominated by low-rise buildings. Thus, any new high-rise development in the area would result in increased view blockage and the impact would be significant.

There would be no significant impact to the skyline views from Balboa Park, as the proposed Downtown Community Plan would ensure that it remains visually appealing. Goal 5.3-G-3 would create a "variegated skyline with peaks in the Core and high-intensity East Village residential area, stepping down to the waterfront and surrounding neighborhoods."

Interstate 5. From I-5, the view of the downtown planning area is taken from a distance and at a higher elevation, affording wide and long-range views of San Diego Bay. Currently, high-rise buildings comprising the skyline do not enter into the view of San Diego Bay. Therefore, though high building elements would be added to the skyline as a result of the Downtown Community Plan, views of San Diego Bay from I-5 would not be impeded. In addition, the San Diego skyline would retain its visual quality through Goal 5.3-G-3 of the proposed Downtown Community Plan.

Impact VIS-B.1
San Diego Bay and Coronado Bay Bridge View Interruption

Highway 94. Buildout of the East Village sub-districts would have a significant impact on views of San Diego Bay and the San Diego-Coronado Bay Bridge. The proposed Plan would strive to limit view impacts by promoting slender upper towers on future high-rise and encouraging building design that would maintain views of the Bay. However, views of the San Diego Bay and San Diego-Coronado Bay Bridge are largely uninterrupted at the present time from Highway 94 because the highway is at a higher elevation and the intervening East Village is currently predominated by low-rise buildings. Thus, any new high-rise development in the area would result in increased view blockage and the impact would be significant.

There would be no significant impact to views of the skyline from Highway 94 as the proposed Downtown Community Plan would ensure that it remains visually appealing. Goal 5.3-G-3 would create a variegated skyline with peaks in the Core and high-intensity East Village residential area, stepping down to the waterfront and surrounding neighborhoods.

San Diego-Coronado Bay Bridge. Views from this vantage point include San Diego Bay and the Downtown San Diego skyline. As stated earlier, Goal 5.3-G-3 would ensure that the San Diego skyline retains its visual quality. Looking out from the Bridge, there would be no development to impede views of San Diego Bay.

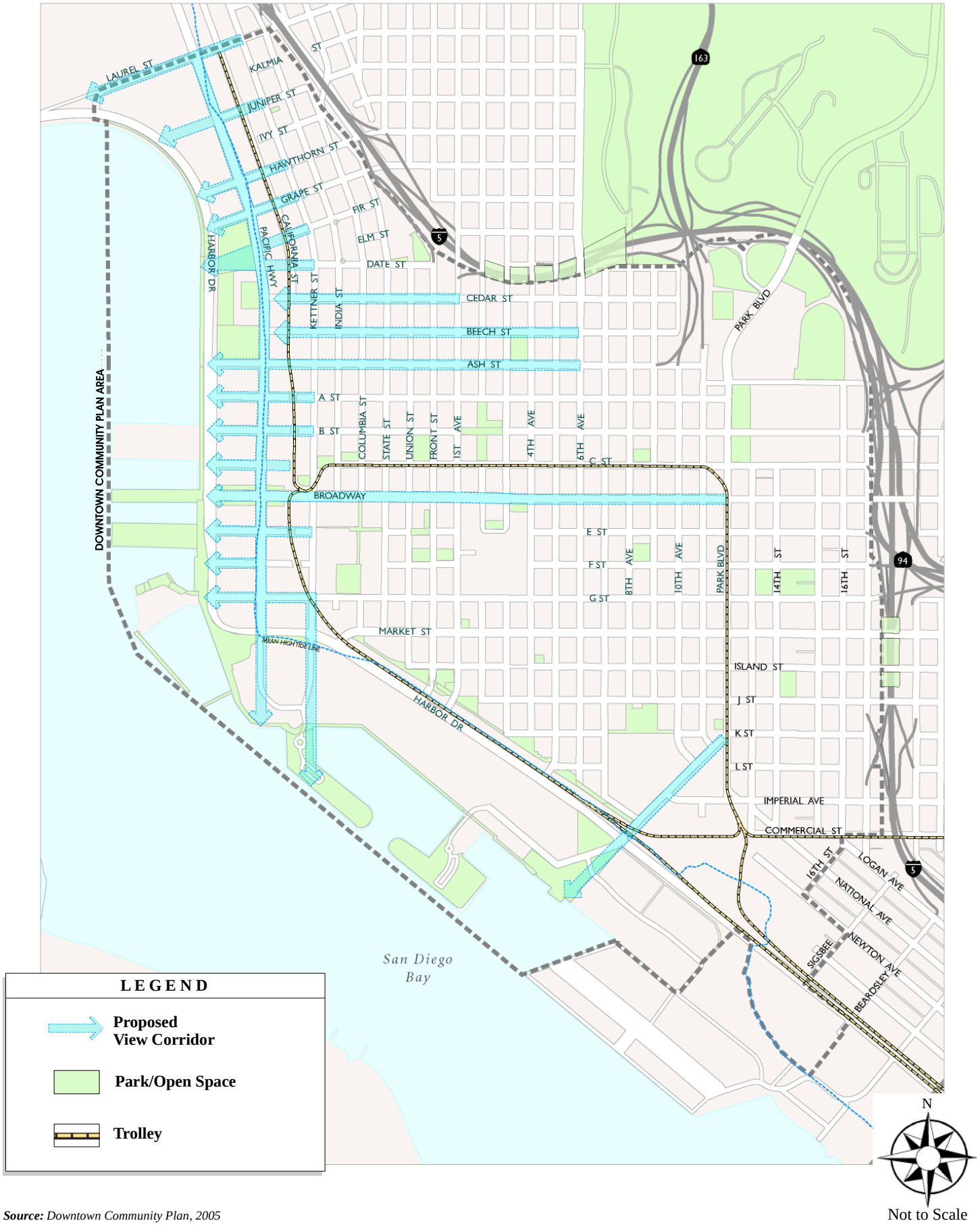
View Corridors

There would be no significant impact to views of San Diego Bay along Hawthorne, Grape, Ash, Union, B, C, or E streets, or Broadway. There would also be no significant impact to views of San Diego Bay along the north-south trending Sixth Avenue and Park Boulevard. The proposed Downtown Community Plan includes goals and policies to protect these view corridors from encroachment by surrounding development. Downtown Community Plan goals and policies are provided below and the proposed view corridors are illustrated in Figure 5.6-2.

Goal 5.1-G-~~3~~2: Protect public views of the San Diego Bay by establishing view corridors with appropriate development standards, and capture new public views where possible as waterfront sites are developed.

Goal 5.3-G-2: Ensure that building height, massing, and tower spacing allows for greater visual penetration closer to the water.

Policy 5.5-P-3: Preserve and create views by:



Source: *Downtown Community Plan, 2005*

Proposed Designated View Corridors — Figure 5.6-2

This Page Intentionally Left Blank

- Requiring all buildings to comply with view corridor stepbacks along existing streets and future view corridors to maintain visual and physical access to the Bay.
- Requiring buildings taller than 120 feet in the Waterfront/Marina District to be oriented so as to present the smaller face along the view corridors toward the water.

Policy 6.10-P-9: Protect views available along Hawthorn, Grape, Fir, Date, and Beech streets from obstructions potentially caused by street trees and development projects.

~~Policy 6.11-P-1: Encourage the Port to ensure that views to the Bay along Park Boulevard are maintained, and not obscured by buildings or vegetation.~~

Policy 5.1-P-5: Prohibit the construction of "sky-walks" or any visible structure in view corridors. Discourage "sky-walks" above all streets. If they occur, make them minimal in size and encourage open-air construction or transparency.

Policy 5.1-P-6: Ensure that streetscape design in the designated corridors is sensitive to views.

Policy 5.1-P-7: Work with the Port to maintain open view corridors to the water – that is, free of structures and landscaping that would restrict the views. Encourage the Port to create a view corridor extending southward along Pacific Highway and Kettner Boulevard at such time that redevelopment of the Seaport Village site is undertaken.

In addition, the Downtown Community Plan encourages new view corridors to be opened, primarily through the connection of A, B, C, E, F and G Streets between Harbor Drive and Pacific Highway.

Policy 5.1-P-3: Protect public views of the water, and re-establish water views in the corridors shown in Figure 5-1 of the Downtown Community Plan, with the following two-tiered system:

- Within the system established in *Chapter 7: Transportation* of the Downtown Community Plan, including streets and new street segments to be created when future development proceeds (such as G Street); and,
- In instances where the view corridors have been designated on Figure 5-1 of the Downtown Community Plan but a street will not be built, view/public access easements or dedications shall be required where the ground-level right-of-way width will be the same average dimension as the existing street right-of-way for street segments comprising the view corridor, including Date, Beech, A, B, C, and E streets.

Policy 7.1-P-3: Forge new connections and view corridors as larger sites are redeveloped, opening rights-of-way at the waterfront, through the Civic Center among others, and along Cedar Street. Require full vehicle and pedestrian access in new connections except where precluded by existing plans and projects.

The proposed PDO includes several requirements that would reduce visual impacts of future development. The proposed PDO ~~Table 1908-B~~ establishes view corridor stepbacks on specific streets to maintain views. Building bulk controls would be established by the proposed PDO ~~Section 103.1908(d)~~ including minimum tower spacing, street wall design and maximum lot coverage.

5.6.3.3 Scenic Resources (VIS-C)

There are no designated scenic resources within the downtown planning area. Therefore, the proposed Community Plan would not significantly impact scenic resources. The affect the proposed Community Plan would have on scenic resources that can be viewed from the downtown planning area and vicinity is discussed in Chapter 5.6.3.2 Key Vantage Points.

5.6.3.4 Light and Glare (VIS-D)

Light and glare produced from the illuminated signs and the reflective nature of some building materials at night can detract from neighborhood character by dominating the appearance of an area and also cause a hazard to motorists. The proposed Downtown Community Plan and the Planned District Ordinance anticipate these adverse effects and include policies and regulations to minimize them. With respect to light from signs, Policy 5.7-P-2 of the Downtown Community Plan would maintain "appropriate regulations to ensure that signs are allowed as a means of identification, while preventing signs from dominating the appearance of downtown and its streets, avoiding nuisances to nearby properties and protecting neighborhoods." Policy 5.8-P-3 would "explore the feasibility of building reflectivity standards to maximize ambient light in streets and other public spaces, without glare." ~~Section 103.1910(b) of t~~The proposed PDO would require a light, glare and shadow study for any building over 75 feet in height.

Furthermore, lighting associated with downtown development is controlled by the City of San Diego's Light Pollution Law (Sections 101.1300 through 101.1309 of the Municipal Code), which is intended to protect surrounding land uses, including sensitive land uses such as residential uses, as well as astronomical activities at the Palomar and Mt. Laguna observatories from excessive light generated by new development. The Light Pollution Law requires that outdoor light fixtures associated with new commercial, industrial or multi-family development comply with the following:

- Where color rendition is required for commercial and industrial purposes, such as in sales, assembly and repair areas, the outdoor lighting fixtures shall be shielded, be equipped with automatic timing devices and utilize only the minimum amount of light necessary;
- Where used for security purposes or to illuminate walkways, roadways, equipment yards and parking lots, only shielded low-pressure sodium outdoor light fixtures shall be utilized;
- Where used for on or off premises signs or for decorative effects or recreation facilities, such as for building, landscape or ballfield illumination, the outdoor light fixtures shall be equipped with automatic timing devices and where feasible, be shielded and/or focused (aimed) to minimize light pollution;
- All outdoor light fixtures, existing or hereafter installed and maintained on private property within commercial, industrial and multi-family zones, shall be turned off between 11:00 p.m. and sunrise except when used for:

  - commercial and industrial uses, such as in sales, assembly and repair areas, where such use continues after 11:00 p.m. but only for so long as such use continues;
  - security purposes or to illuminate walkways, roadways, equipment yards and parking lots; and
  - recreation use that continues after 11:00 p.m. but only for so long as such use continues; and
- All illuminated on premises signs and searchlighting for advertising purposes shall be turned off between 11:00 p.m. and sunrise, except that on premises signs may be illuminated while the business facility on the premises is open to the public. All illuminated off premises signs shall be turned off between 12:00 midnight and sunrise.

It should be noted that the City of San Diego has exempted the downtown planning area from the restriction on the use of high pressure sodium street lighting.

Downtown Community Plan goals and policies as well as the City's Light Pollution Law would ensure that there would be no significant impact to motorists and neighborhood character as a result of nighttime light and glare.

5.6.4 MITIGATION MEASURES

Impact VIS-B.1 San Diego Bay and Coronado Bay Bridge View Interruption.

No mitigation is feasible.

5.6.5 SIGNIFICANCE OF IMPACT AFTER MITIGATION

Impact VIS-B.1 San Diego Bay and Coronado Bay Bridge View Interruption

Level of Significance After Mitigation: Significant

Buildout of the East Village sub-districts in accordance with the proposed Community Plan would result in taller buildings, which would substantially block views of the San Diego Bay and the San Diego-Coronado Bay Bridge currently seen from Balboa Park and Highway 94. Although design measures required by the proposed Community Plan and Planned District Ordinance would assure that the future buildings would not be unattractive, the only way to avoid the potential view blockage would be to greatly restrict high-rise development in the intervening areas. Such an action would require a major modification of the land use program of the proposed Community Plan and would conflict with the overall goal of reinforcing downtown as an urban node.

Thus, the impact of the proposed Community Plan and Planned District Ordinance on public views would be significant and not mitigated.

This Page Intentionally Left Blank

5.7 NOISE

The following discussion is based on information from the Noise Impact Analysis prepared by Giroux & Associates on July 19, 2005, located in Appendix 2.6 of the technical appendices.

5.7.1 EXISTING CONDITIONS

5.7.1.1 Background

Definition

Noise is often defined as unwanted sound. Sound is energy mechanically transmitted by pressure waves in a compressible medium such as air and is described in terms of the loudness (amplitude) of the sound and frequency (pitch) of the sound. The standard unit of measurement of the loudness of sound is the decibel (dB).

Rating Scales

A specific rating scale, the A-weighted decibel (dBA), was devised to relate sound to the sensitivity of the human hearing system. This scale is calibrated to the faintest sound audible and has approximately the same frequency response as the human hearing system.

Several rating scales have been developed for measurement of community noise. These scales account for the variety of noises found in the environment and the variations in noise levels that occur as a person moves through the environment. Two common noise scales are discussed below.

- **Leq (Equivalent Sound Level)** is the average sound level in an area over a period of time. Leq can be measured for any time period, but is typically measured for one hour. This one-hour noise level can also be referred to as the Hourly Noise Level.

- **CNEL (Community Noise Equivalent Level)** is the predominant rating scale in use in California for land use compatibility assessment, particularly for aircraft. The CNEL incorporates both the dBA scale and factors of annoyance. CNEL combines the average sound level of each noise event over a 24-hour period, the number of events during that period, and an "annoyance" factor for three separate time periods. The "annoyance" factor is used to portray the increasingly disruptive quality that noise has on people during evening and nighttime hours.

Effects of Noise

For most people, the usual consequences of noise are associated with speech interference, distractions at home and at work, disturbance with rest and sleep, and the disruption of recreational pursuits. The long-term effects of excessive noise exposure are physical as well as psychological. Physical effects may include headaches, nausea, irritability, constriction of blood vessels, changes in the heart and respiratory rate, and increased muscle tension. Prolonged exposure to high noise levels may result in hearing damage. Psychological effects may result from the stress and irritability associated with a change in sleeping patterns due to excessive noise.

5.7.1.2 Noise Regulations and Policies

Standards for noise/land use compatibility have been developed for various classes of land uses to ensure that noise exposure is considered in development decisions. Noise standards for land use compatibility are set forth in the City of San Diego Progress Guide and General Plan. These guidelines are based primarily on noise/land use recommendations from the State Department of Health and Noise Control Office and are based on CNEL.

Land uses that are particularly sensitive to noise include residential, hospitals, libraries, churches, parks and schools (hereafter referred to as "sensitive uses"). As shown in Figure 5.7-1, residential uses are normally considered compatible with noise levels up to 65 dB(A) CNEL. Least-sensitive commercial, office, manufacturing and some recreational uses are considered compatible with exterior noise levels up to 75 dB(A) CNEL. There are no land uses which are compatible with noise exposures that exceed of 75 dB(A) CNEL.

An interior CNEL of 45 dB(A) CNEL is mandated by the State of California Noise Insulation Standards (CCR, Title 24, Part 6, Section T25-28) for multiple family dwellings and hotel and motel rooms. In 1988, the State Building Standards Commission expanded that standard to include all habitable rooms in residential use, including single-family dwelling units. With standard construction practice and closed windows, exterior-to-interior attenuation of 20 dB(A) can generally be achieved. Thus, interior noise levels of 45 dB(A) CNEL can normally be met in areas of ambient noise of up to 65 dB(A) CNEL as long as they have the option of closing their windows. Noise sensitive uses can attain a 45 dB(A) CNEL in areas which exceed 65 dB(A) CNEL with additional attenuation including increased insulation and dual-pane windows.

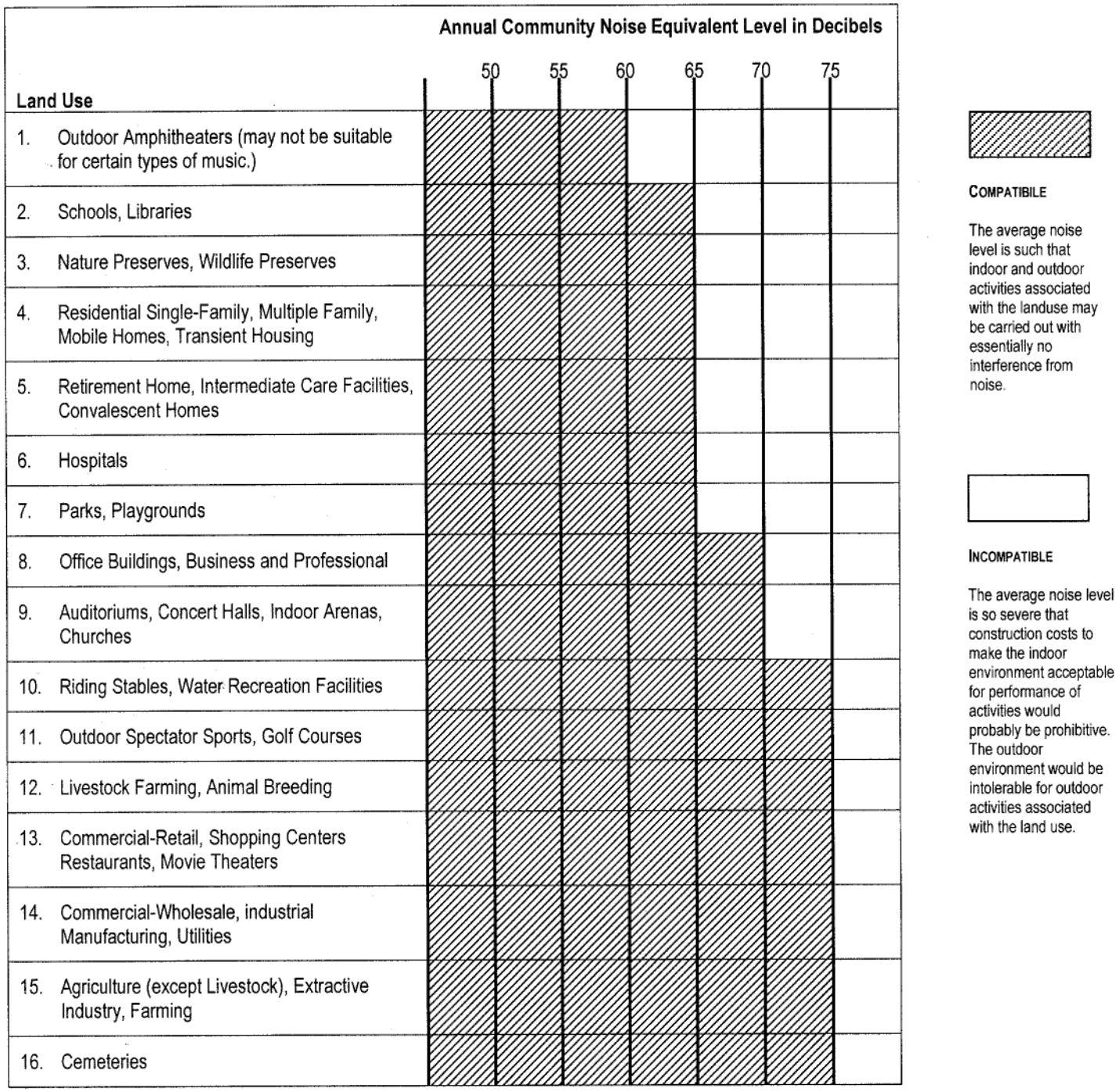
Title 21 of the California Code of Regulations establishes interior noise levels requirements for habitable rooms within the 65 dB(A) CNEL contour of a public airport. Title 21 applies to single- as well as multi-family development. Noise levels in habitable rooms are limited to 45 dB(A) CNEL or less by Title 21.

5.7.1.3 Ambient Noise Levels

The downtown planning area is subject to various noise sources including traffic (e.g., freeway and street grid traffic), aircraft from San Diego International Airport and NAS North Island, railroad activity, and to a lesser extent commercial and industrial activities. To better define current baseline noise characteristics in the downtown planning area, a noise monitoring study was conducted. Seven noise-sensitive sites were selected, most of which were located close to I-5. The locations of the monitored sites and their current ambient noise levels are included in Table 5.7-1.

Traffic Noise

Traffic from the I-5 freeway and the downtown street grid represents the most significant source of noise in the downtown planning area. Overall, the estimated 65 dB(A) CNEL contour for freeway traffic is approximately 400 feet from I-5 freeway centerline assuming partial shielding from closer-in development is present. Each of the monitored sites had background noise typical of the steady "hum" from traffic along I-5. Six of the seven monitored sites near residences have estimated noise levels that exceed the City of San Diego exterior noise standards for noise-sensitive land uses (65 dB(A) CNEL). All seven sites are within City standards for less noise-sensitive uses such as office, retail, and industrial.



Source: *Progress Guide and General Plan (Transportation Element)*

City of San Diego Noise Land Use Compatibility Chart — Figure 5.7-1

TABLE 5.7-1
Noise Monitoring Readings in the Downtown Planning Area

SITE	LOCATION	Noise Level (dB(A) CNEL)
1	San Diego City College Football Stadium Parking lot, East side of Stadium	66.1
2	Multi-Family Residence 17th and F Streets, Southwest corner	69.1
3	Single-Family Residence 17th and Island Streets, Northeast corner	61.4
4	Multi-Family Residence 17th and K Streets	65.4
5	Multi-Family Residence Date Street and Eighth Avenue, South side of Date	70.4
6	Amici Park Date and Front Streets, Southwest corner	68.8
7	Washington Elementary School Playground State Street	65.8

Source: Giroux & Associates, 2005

With respect to downtown street grid noise, Table 5.7-2 shows existing traffic noise levels along select downtown street segments. The traffic study analyzed 36 representative links where an ADT comparison was made for the various development scenarios. These analyzed links represent north-south and east-west screen-line locations that are representative of traffic in/out and back/forth through the Centre City area. They cover only a partial spectrum of downtown traffic. The traffic noise analysis based upon the traffic study is therefore a representative sampling of a much wider pattern of future traffic noise changes.

Aircraft Noise

Aircraft is another noise source within the downtown planning area. The San Diego International Airport is located less than two miles away to the northwest. The 65 dBA CNEL contour extends into the northwest corner of the downtown planning area. Areas north of Grape Street experience noise in excess of 65 dB (A) CNEL. Substantial noise constraints are experienced in the area from Ivy to Laurel Streets. A very small section of the downtown planning area near Laurel Street experiences aircraft noise in excess of 75 dB (A) CNEL. Industrial or inactive uses such as parking structures or rental car storage are allowed in this area.

NAS North Island is located on Coronado Island across the San Diego Bay from the downtown planning area. The 65 dB (A) CNEL contour from this airfield does not extend into the downtown planning area and so does not generate sufficient noise to affect outdoor areas of sensitive land uses.

TABLE 5.7-2
Representative Existing Street Grid Noise Levels

DOWNTOWN ROADWAY	Noise Level (dB(A) CNEL)
East-West Segments	
Laurel Street (Harbor Drive to Pacific Highway)	70.1
Hawthorn Street (Columbia Street to State Street)	69.2
Grape Street (Columbia Street to State Street)	69.7
Ash Street (Sixth Avenue to Seventh Avenue)	65.3
A Street (Sixth Avenue to Seventh Avenue)	66.7
B Street (Sixth Avenue to Seventh Avenue)	65.6
C Street (15th Street to 16th Street)	65.5
Broadway (15th Street to 16th Street)	64.4
E Street (15th Street to 16th Street)	62.1
F Street (15th Street to 16th Street)	67.5
G Street (15th Street to 16th Street)	67.5
Market Street (15th Street to 16th Street)	66.5
Island Avenue (15th Street to 16th Street)	59.7
J Street (15th Street to 16th Street)	59.9
K Street (15th Street to 16th Street)	56.7
Imperial Avenue (15th Street to 16th Street)	62.2
Commercial Street ((15th Street to 16th Street)	55.4
National Avenue (Commercial to 16th Street)	59.6
North-South Segments	
North Harbor Drive (Cedar Street to Beech Street)	62.0
Pacific Highway (Cedar Street to Beech Street)	66.1
Kettner Boulevard (Cedar Street to Beech Street)	63.4
India Street (Cedar Street to Beech Street)	61.5
State Street (Cedar Street to Beech Street)	61.7
First Avenue (Cedar Street to Beech Street)	68.7
Second Avenue (Cedar Street to Beech Street)	61.4
Third Avenue (Cedar Street to Beech Street)	59.4
Fourth Avenue (Cedar Street to Beech Street)	66.9
Fifth Avenue (Cedar Street to Beech Street)	66.4
Sixth Avenue (Cedar Street to Beech Street)	66.1

TABLE 5.7-2 (Continued)
Representative Existing Street Grid Noise Levels

DOWNTOWN ROADWAY	Noise Level (dB(A) CNEL)
Seventh Avenue (A Street to B Street)	62.9
Eighth Avenue (A Street to B Street)	61.7
Ninth Avenue (A Street to B Street)	61.1
Tenth Avenue (A Street to B Street)	67.5
Eleventh Avenue (A Street to B Street)	66.7
Twelfth Avenue (A Street to B Street)	68.0
16th Street (Broadway to E Street)	65.4

Source: Giroux & Associates, 2005

Railroad Noise

Freight and commuter rail and the San Diego Trolley enter the downtown planning area on railroad tracks along California Street (one block west of Kettner), follow the planning area's western and southern boundaries and exit the planning area on the railroad right-of-way north of Harbor Drive. Noise associated with the railroad takes two forms: the persistent noise of wheels along the tracks and the "nuisance" noise of sounding bells and horns.

Average hourly noise levels generated by railroad activity along California Street and Harbor Drive do not exceed 65 dB (A) CNEL. Train and trolley movements throughout the downtown area are relatively slow. Electric trolleys produce short-term noise levels of 75 dB (A) during single events, but the hourly average trolley noise along any track alignments is well below 65 dB (A) CNEL. Diesel train engines may produce short-term levels of 85 dB (A) during maneuvering events, but the duration of the noise is insufficient to create a measurable noise constraint except near the station where engines idle continuously during train turn-arounds.

Nuisance noise from train horns and crossing bells may reach a noise level of 95 dB (A) at a distance of 50 feet. This indicates that, in cases where there are no noise obstructions, noise could be audibly intrusive in residential interiors as much as 1,000 feet away.

Ballpark Noise

Petco Park is a unique noise source that affects surrounding noise sensitive uses on a periodic basis when baseball games or concerts are held. According to the SEIR prepared for the ballpark, significant noise impacts could occur within a four-block radius of the ballpark (CCDC 1999). Hourly average noise levels do not exceed 60 dB (A) CNEL beyond the physical ballpark boundary because most loud noise events tend to be brief. However, while crowd noise and/or amplified music would not exceed the exterior noise standard of 65 dB (A) CNEL, the noise levels are

sufficient to cause interior noise levels within buildings to exceed 45 dB (A) CNEL without noise attenuation.

Manufacturing/Industrial Noise

On-going cargo operations at the Tenth Avenue Marine Terminal generate noise from ship traffic, cargo handling equipment, and truck traffic. Except possibly ship horns, in-terminal activities are generally inaudible at off-site receivers because of distance and the intervening warehouse structures acting as sound barriers.

5.7.2 SIGNIFICANCE CRITERIA

Adoption and implementation of the proposed Plans and Ordinances would result in a significant, adverse, direct environmental impact related to noise if the goals, policies, objectives or regulations established by the planning documents and/or anticipated subsequent development in accordance with those documents would:

Significance Criterion NOI-A Generate noise levels which would exceed standards established by the City of San Diego Noise Abatement and Control Ordinance;

Significance Criterion NOI-B Expose habitable areas of residences, ~~medical facilities~~hospitals, and hotels ~~schools, libraries or other noise sensitive uses~~ to interior noise levels in excess of 45 dB (A) CNEL;

Significance Criterion NOI-C Expose required outdoor open space in residential developments to exterior noise levels in excess of 65 dB (A) CNEL; or.

Significance Criterion NOI-D Expose public parks and plazas to exterior noise levels in excess of 65 dB (A) CNEL.

5.7.3 ENVIRONMENTAL IMPACTS

5.7.3.1 Noise Generators (NOI-A)

Temporary Impacts

Construction noise represents a temporary impact on ambient noise levels. Noise generated by construction equipment, which may include trucks, graders, bulldozers, concrete mixers and portable generators can reach high levels. The peak noise level for most construction equipment is 75 to 90 dB (A) at a distance of 50 feet. Pile drivers may have equipment noise levels in excess of 100 dB (A) at a distance of 50 feet. These noise levels are based upon worst-case conditions, and typically, noise levels near individual development sites would be less.

The development contemplated by the proposed Downtown Community Plan would result in construction noise impacts. However, the impact would not be significant as construction noise is regulated by the City of San Diego Municipal Code (Section 59.5.0404). This ordinance limits the hours of allowable construction activities and establishes performance standards for construction noise. Section 59.5.0404 of the Municipal Code states:

A. It shall be unlawful for any person, between the hours of 7:00 p.m. of any day and 7:00 a.m. of the following day, or on legal holidays as specified in Section 21.04 of the San Diego Municipal Code, with exception of Columbus Day and Washington's Birthday, or on Sundays, to erect, construct, demolish, excavate for, alter or repair any building or structure in such a manner as to create disturbing, excessive or offensive noise unless a permit has been applied for and granted beforehand by the Noise Abatement and Control Administrator.

B. Except as provided in Subsection C hereof, it shall be unlawful for any person, including the City of San Diego, to conduct any construction activities so as to cause, at or beyond the property lines of any property zoned residential, an average sound level greater than 75 decibels during the 12-hour period from 7:00 a.m. to 7:00 p.m.

C. The provisions of Subsection B of this section shall not apply to construction equipment used in connection with emergency work, provided the Administrator is notified within 48 hours after commencement of work.

Compliance with this ordinance would avoid significant noise impacts related to construction activity.

Long-term Impacts

It is anticipated that new development resulting from the Downtown Community Plan would not generate substantial noise to adversely affect the acoustic environment. The land use mix downtown is internally compatible, and the type of development envisioned by the proposed Plan would reflect this current mix. In addition, the Downtown Community Plan does not propose any new land use category that would result in substantial noise generation. In fact, the proposed Community Plan is sensitive to the noise that may result from development downtown and seeks to balance intensity with livability. The following goals and policies would serve to minimize long-term noise impacts from development:

Goal 13.4-G-1: Maintain a pleasant, livable sound environment alongside rising levels of activity and increasing mixing of uses;

Goal 13.4-G-2 Work with responsible agencies to mitigate to the extent possible severe noise impacts from un-changeable sources - such as railroads and freeways; and

Policy 13.4-P-4: Provide discretionary review process for night clubs, music halls, live-music performance venues, and other sources of loud noise to ensure compatibility with surrounding uses.

Two primary sources of noise would be allowed by the proposed Community Plan: entertainment and industrial sources. Entertainment noise sources include bars and night clubs as well as Petco Park. Industrial uses could also generate noise due to outside activities. Both noise sources are regulated by the San Diego Municipal Code to avoid significant noise/land use conflicts. Finally, it is acknowledged that urbanized areas have higher ambient noise levels than suburban residential areas or other less-developed neighborhoods in the region. They contribute to the excitement and vitality of the urban core. The expectation of quiet is considerably less in downtown areas than it is in residential suburbs or semi-rural areas. Therefore, future downtown residents would move downtown with the understanding that its mixed land uses and 24-hour orientation would be associated with higher ambient noise levels than those typically experienced in purely residential neighborhoods.

Impact NOI-A.1
Traffic Noise Increase

Traffic noise on nine of the grid street segments would significantly increase with implementation of the proposed Community Plan. The increased traffic volumes associated with the proposed Community Plan would result in a significant noise increase (>3.0 dB(A) CNEL for noise levels already exceeding 65 dB(A) CNEL, or causing a noise level to exceed the 65 dB(A) CNEL threshold) along nine street segments in the downtown planning area (see Table 5.7-3).

TABLE 5.7-3
Significant Street Noise Increases at Buildout (Year 2030)

STREET SEGMENT	PROPOSED PLAN NOISE LEVELS (DB(A) CNEL)	PROPOSED PLAN VS 1992 PLAN
Island Avenue (15th Street to 16th Street)	67.7	+8.0
J Street (15th Street to 16th Street)	66.1	+6.2
Imperial Avenue (15th Street to 16th Street)	66.0	+3.8
National Avenue (Commercial Street to 16th Street)	67.7	+8.1
North Harbor (Cedar Street to Beech Street)	70.7	+8.7
Pacific Highway (Cedar Street to Beech Street)	71.5	+5.4
Kettner Boulevard (Cedar Street to Beech Street)	66.5	+3.1
Eighth Avenue (A Street to B Street)	68.8	+7.1
Ninth Avenue (A Street to B Street)	67.6	+6.5

Source: Giroux & Associates, 2005

All of the street segments in Table 5.7-3 would be significantly impacted as a result of the traffic generated by buildout of the Downtown Community Plan. However, as illustrated in Table 5.7-3, most of these impacts would have occurred under the current 1992 Plan as well. Of the impacted streets, only the Kettner Boulevard segment would not experience an increase of more than 3 dB (A) CNEL under the 1992 Plan. One street segment (National Avenue) would experience an individually significant increase (+4.4 dB (A) CNEL) with implementation of the proposed Downtown Community Plan when compared to noise levels under the 1992 Plan.

The additional traffic on the freeways serving downtown would not result in a significant increase in traffic noise from these roadways. For instance, an anticipated increase of 68,000 ADT along I-5 between SR-163 and Sixth Avenue at buildout would increase noise levels by only 1.16 dB (A) CNEL and extend the 65 dB(A) contour 75 feet due to the fact that existing automobile trips on this segment are already very high.

5.7.3.2 INTERIOR NOISE (NOI-B)

Traffic Noise

Impact NOI-B.1
Interior Traffic Noise

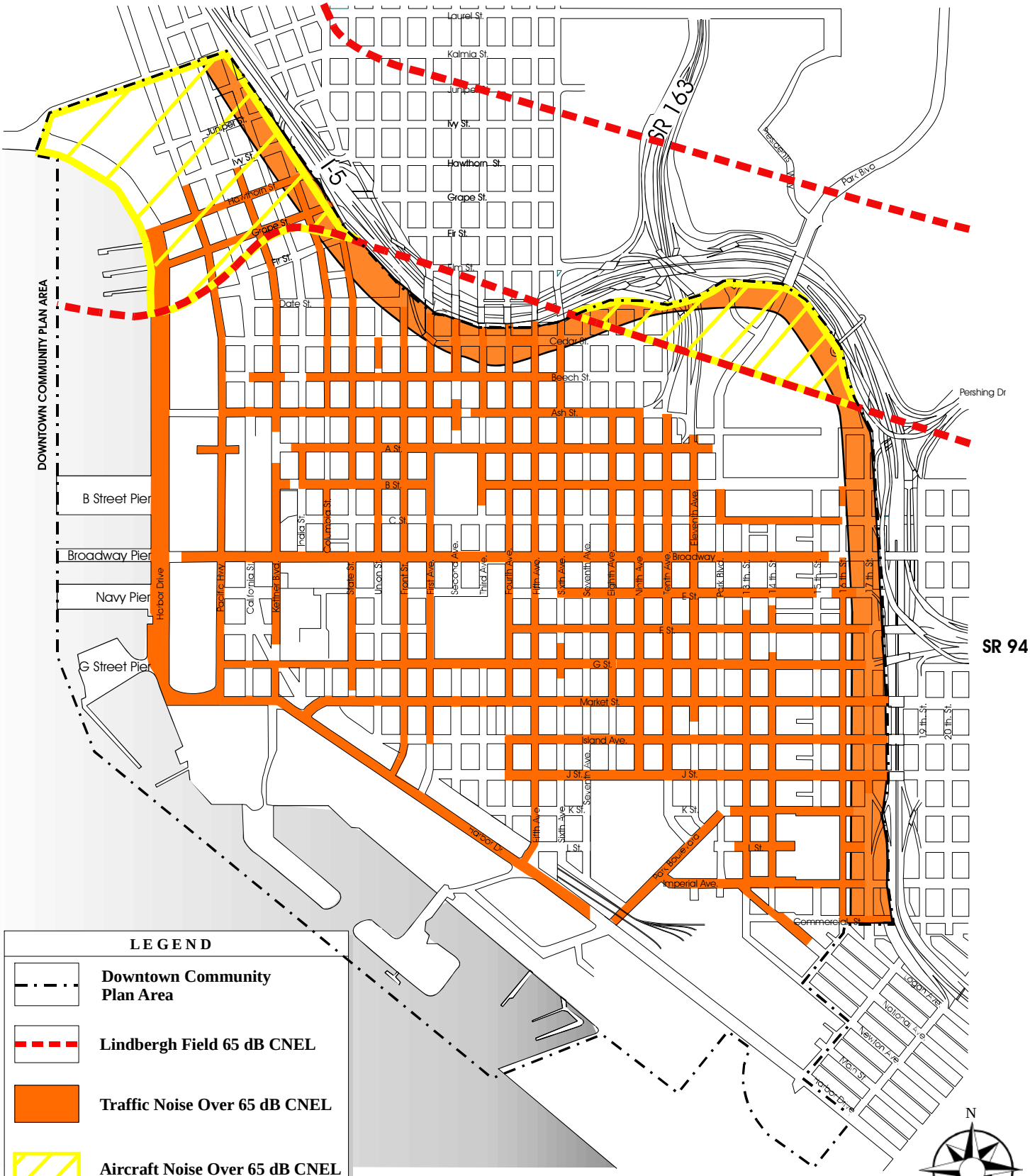
Segments of grid streets downtown as well as I-5 are expected to carry traffic volumes which would create traffic noise in excess of 65 dB (A) CNEL and, thus, could result in interior noise levels in excess of 45 dB(A) CNEL. As illustrated in Figure 5.7-2 a number of street segments downtown are expected to carry traffic volumes which would create traffic noise in excess of 65 dB (A) CNEL. Table 5.7-4 identifies levels on the 36 street segments evaluated in the traffic study. Those street segments which are expected to ultimately carry sufficient daily traffic volumes to generate noise levels in excess of 65 dB(A) CNEL are highlighted. As evident on Figure 5.7-2, a number of streets are only partially affected by noise. High traffic noise levels on cross streets are responsible for this phenomenon because the traffic noise form the high volume street overlaps the nearest portion of the low volume street. Noise sensitive uses within 475 feet of I-5 could be impacted as well. Any habitable areas associated with future residential or other noise-sensitive land use facing these highlighted segments could experience interior noise levels in excess of 45 dB(A) CNEL if adequate insulation is not provided.

Adherence to Title 24 of the California Code and the Building Code, would assure that interior noise levels in habitable rooms of residential development and hotels would not exceed 45 dB(A) CNEL. Thus, no significant impacts from traffic noise would occur to these uses. However, Title 24 does not apply to non-residential noise-sensitive uses. Thus, habitable rooms in these uses located in areas where exterior noise levels may exceed 65 dB(A) CNEL may experience interior noise levels in excess of 45 dB(A) CNEL.

Policy 13.4-P-3: Require construction techniques that mitigate interior noise near freeways – in areas of 65 dB (A) CNEL or greater – pursuant the City of San Diego's Municipal Code, such as greater insulation, reinforced windows, ventilation systems, and limited outdoor exposure.

Airport Noise

Aircraft noise associated with San Diego International Airport would exceed 65 dB(A) CNEL in the northern portion of downtown. Consequently interior noise levels in habitable rooms could exceed 45 dB(A) CNEL. However, compliance with Title 21, as well as Title 24 and the Building Code, would assure that interior noise levels of habitable rooms in single- as well as multi-family development would not exceed 45 dB(A) CNEL. Thus, no significant interior noise impacts would occur on future residential development within the 65 dB(A) CNEL aircraft noise contour.



Note: The end of streets carrying low traffic volumes may experience high noise levels due to "spill over" noise generated by high volume cross streets.

Source: *Giroux and Associates, 6/2005, Lindbergh Field 2004 Noise Contours for Downtown Community Plan Area*

Noise Contours Map Figure 5.7-2

This Page Intentionally Left Blank

TABLE 5.7-4
Representative Future Street Grid Noise Levels that Exceed 65 dB(A) CNEL

DOWNTOWN ROADWAY	Noise Level (dB(A) CNEL)
East-West Segments	
Laurel Street (Harbor Drive to Pacific Highway)	72.6
Hawthorn Street (Columbia Street to State Street)	71.4
Grape Street (Columbia Street to State Street)	72.3
F Street (15th Street to 16th Street)	70.2
G Street (15th Street to 16th Street)	70.4
Market Street (15th Street to 16th Street)	68.1
Island Avenue (15th Street to 16th Street)	67.7
J Street (15th Street to 16th Street)	66.1
Imperial Avenue (15th Street to 16th Street)	66.0
National Avenue (Commercial to 16th Street)	67.7
North-South Segments	
North Harbor Drive (Cedar Street to Beech Street)	70.7
Pacific Highway (Cedar Street to Beech Street)	71.5
Kettner Boulevard (Cedar Street to Beech Street)	66.5
First Avenue (Cedar Street to Beech Street)	70.0
Fourth Avenue (Cedar Street to Beech Street)	68.5
Fifth Avenue (Cedar Street to Beech Street)	69.1
Sixth Avenue (Cedar Street to Beech Street)	68.0
Eighth Avenue (A Street to B Street)	68.8
Ninth Avenue (A Street to B Street)	67.6
Tenth Avenue (A Street to B Street)	68.6
Eleventh Avenue (A Street to B Street)	68.0
Twelfth Avenue (A Street to B Street)	69.3
16th Street (Broadway to E Street)	67.3

Source: Giroux & Associates, 2005

Aircraft noise impacts would be reduced by implementation of the following policy of the Community Plan:

Policy 13.3-P-1: "Noise Sensitive Uses. Use the City of San Diego's adopted noise contour boundaries and use regulations as included in the Municipal Code."

Railroad Noise

Assuming railroad activity (train and trolley) remains relatively similar to the current condition, railroad operations would not result in a significant direct noise impact because they would not exceed the exterior standard of 65 dB (A) CNEL.

While railroad noise would not exceed the standard, intermittent noise generated by the horns and crossing bells would represent a source of nuisance for nearby residents. Nuisance noise from train horns and crossing bells may reach a noise level of 95 dB (A) at a distance of 50 feet. This indicates that, in cases where there are no noise obstructions, noise could be audibly intrusive in residential interiors as much as 1,000 feet away. Although nuisance noise is intermittent and not considered to significantly affect human activity, the Downtown Community Plan would seek to minimize these noise occurrences from railroad activity by including the following goals and policies:

Policy 13.4-P-1: Continue working toward innovative solutions with railroad operators to balance public safety, urban design, and heritage goals.

Policy 13.4-P-2: Apply for a downtown quiet zone, to include the 13 railway crossings, and enforce ban on sounding of horns, bells, and whistles.

Ballpark Noise

Impact NOI-B.2
Interior Ballpark Noise

Noise generated during ballgames or concerts at Petco Park would have a significant direct impact on nearby noise sensitive uses. As discussed earlier, noise from crowds or amplified music could cause interior noise levels to exceed 45 dB (A) CNEL within four blocks for the ballpark. However, exterior noise levels would not exceed acceptable levels when average over a 24-hour period.

Manufacturing/Industrial Noise

Most noise generating activity at the Tenth Avenue Marine Terminal is generally inaudible off-site because of distance and intervening structures. Trucking activity associated with the Marine Terminal may create substantial noise along downtown roadways. However, most Marine Terminal trucks use Crosby Street for access. Structures along this street confine the vehicle noise within a limited corridor without expanding far into the community. Crosby Street is on the fringe of the planning area (extreme southeast corner). Therefore, the location of the truck access street in addition to the confinement of noise to the immediate vicinity would not create adverse impacts to new sensitive uses resulting from implementation of the Downtown Community Plan.

5.7.3.3 EXTERIOR NOISE IN RESIDENTIAL DEVELOPMENT (NOI-C)

Traffic Noise

Impact NOI-C.1
Exterior Traffic Noise in Residential Development

Segments of grid streets downtown as well as I-5 are expected to carry traffic volumes which would create traffic noise in excess of 65 dB (A) CNEL and, thus, could expose required outdoor open space to noise levels considered unacceptable. Outdoor activities such as swimming and barbequing are more enjoyable in areas where background traffic noise levels are less than 65 dB(A) CNEL because higher levels interfere with normal conversation. Therefore, residential recreation activities in areas above 65 dB(A) CNEL would be significantly impacted.

Airport Noise

Impact NOI-C.2
Exterior Aircraft Noise in Residential Development

Aircraft noise associated with San Diego International Airport would impact required outdoor open space within residential development located in the northern portion of downtown. The existing CLUP for San Diego International Airport indicates that aircraft noise levels in the northwestern portion of the downtown planning area would be in excess of 65 dB(A) CNEL, as shown in Figure 5.7-2. None of the plan area lies within the 65 dB(A) CNEL contour for NAS North Island. As a result, residential and other noise-sensitive uses in the northern portion of the plan area would experience noise levels that would exceed 65 dB(A) CNEL. While future residential units would be required by Title 21 to achieve a ~~45~~ CNEL dB(A) level in all habitable rooms, traditional noise attenuation for exterior noise (e.g. walls) would be ineffective as the noise source would be vertical rather than lateral. Thus, required outdoor open space areas in new residential development could be significantly impacted by aircraft noise.

5.7.3.3 EXTERIOR NOISE IN PUBLIC PARKS AND PLAZAS (NOI-D)

Traffic Noise

Impact NOI-D.1
Exterior Traffic Noise in Public Parks and Plazas

Segments of grid streets downtown as well as I-5 are expected to carry traffic volumes which would create traffic noise in excess of 65 dB (A) CNEL and, thus, could expose public parks and plazas to noise levels considered unacceptable. Recreation activities in these parks and plazas including picnicking, conversations, and other activities are more enjoyable in areas where background traffic noise levels are less than 65 dB(A) CNEL because higher levels interfere with normal conversation. Therefore, recreation activities in public parks and plazas above 65 dB(A) CNEL would be significantly impacted.

Airport Noise

Impact NOI-D.2
Exterior Aircraft Noise in Public Parks and Plazas

Aircraft noise associated with San Diego International Airport would impact recreation activities within public parks and plazas located in the northern portion of downtown. The existing CLUP for San Diego International Airport indicates that aircraft noise levels in the northwestern portion of the downtown planning area would be in excess of 65 dB(A) CNEL, as shown in Figure 5.7-2. None of the plan area lies within the 65 dB(A) CNEL contour for NAS North Island. As a result, recreation activities within public parks and plazas in the northern portion of the plan area would experience noise levels that would exceed 65 dB(A) CNEL. Thus, recreation activities in affected public parks and plazas could be significantly impacted by aircraft noise.

5.7.4 MITIGATION MEASURES

Impact NOI-A.1 Traffic Noise Increase

No feasible mitigation measures are available to reduce the significant increase in traffic noise on affected roadway segments. In most cases, insufficient room exists to construct a noise attenuation wall to reduce exterior traffic noise and, if feasible, the wall would only protect ground level areas. While buildings within the affected area could be retrofitted to attenuate the effects of the noise increase, implementation of such a mitigation strategy is not considered feasible given the expected cost and complexity associated with undertaking such a program. As the impact would be aggregate in nature, the obligation to carry out this program would not fall upon any single development. Lastly, existing property owners must consent to the retrofit. As some owners may choose not to allow the retrofitting, the impact could remain unmitigated.

Impact NOI-B.1 Interior Traffic Noise

Mitigation Measure NOI-B.1-1: Prior to approval of a Building Permit for any residential, hospital, or hotel ~~noise-sensitive use (excluding residential and hotel uses)~~ within 475 feet of the centerline of Interstate 5 or adjacent to a roadway carrying more than 7,000 ADT, an acoustical analysis shall be performed to confirm that architectural or other design features are included which would assure that noise levels within habitable rooms would not exceed 45 dB(A) CNEL.

Impact NOI-B.2 Interior Ballpark Noise

Mitigation Measure NOI-B.2-1: Prior to approval of a Building Permit for any noise-sensitive land uses within four blocks of Petco Park, an acoustical analysis shall be performed. The analysis shall confirm that architectural or other design features are included in the design which would assure that noise levels within habitable rooms would not exceed 45 dB(A) CNEL.

Impact NOI-C.1 Exterior Traffic Noise in Residential Development

Mitigation Measure NOI-C.1-1: Prior to approval of a Development Permit for any residential development within 475 feet of the centerline of Interstate 5 or adjacent to a roadway carrying more than 7,000 ADT, an acoustical analysis shall be performed to determine if any required outdoor open

space areas would be exposed to noise levels in excess of 65 dB(A) CNEL. ~~As feasible, noise attenuation measures shall be identified which would maintain noise levels in required outdoor recreation areas to a level below 65 dB(A) CNEL. Recommended measures shall be incorporated into building plans before approval of a Building Permit.~~ Provided noise attenuation would not interfere with the primary purpose or design intent of the exterior use, measures shall be included in building plan, to the extent feasible.

Impact NOI-C.2 Exterior Aircraft Noise in Residential Development

No feasible mitigation measures are available to reduce outdoor aircraft noise.

Impact NOI-D.1 Exterior Traffic Noise in Public Parks and Plazas

Mitigation Measure NOI-D.1-1: Prior to approval of a Development Permit for any public park or plaza within 475 feet of the centerline of Interstate 5 or adjacent to a roadway carrying more than 7,000 ADT, an acoustical analysis shall be performed to determine if any recreation areas would be exposed to noise levels in excess of 65 dB(A) CNEL. ~~As feasible, noise attenuation measures shall be identified which would maintain noise levels in recreation areas to a level below 65 dB(A) CNEL. Recommended measures shall be incorporated into building plans before approval of a Building Permit.~~ Provided noise attenuation would not interfere with the intended recreational use or park design intent, measures shall be included, to the extent feasible.

Impact NOI-D.2 Exterior Aircraft Noise in Public Parks and Plazas

No feasible mitigation measures are available to reduce outdoor aircraft noise.

5.7.5 SIGNIFICANCE OF IMPACT AFTER MITIGATION

Impact NOI-A.1 Traffic Noise Increase

Level of Significance After Mitigation: Significant

As discussed earlier, no feasible mitigation measures exist to protect existing noise-sensitive uses from experiencing noise levels in excess of 65 dB (A) CNEL. Therefore, the impact would be significant and unmitigated.

Impact NOI-B.1 Interior Traffic Noise

Level of Significance After Mitigation: Not Significant

Implementation of Title 24 and Building Code requirements for residential development and Mitigation Measure NOI-B.1-2 for all other noise-sensitive uses would reduce interior noise impacts to below a level of significance by requiring noise levels in habitable rooms to not exceed 45 dB(A) CNEL. Thus, this impact is considered significant but mitigable.

Impact NOI-B.2 Interior Ballpark Noise

Level of Significance After Mitigation: Not Significant

Implementation of the noise attenuation measures identified in the acoustical analysis required by Mitigation Measure NOI-B.3-1 would be expected to be capable of reducing interior noise levels to 45 dB (A) CNEL. Thus, the impact is considered potentially significant but mitigable.

Impact NOI-C.1 Exterior Traffic Noise in Residential Development

Level of Significance After Mitigation: Significant

Implementation of Mitigation Measure NOI-C.1-1 would reduce noise impacts on required open space areas. However, without knowing the exact spatial relationship of the open space areas to the traffic noise source for each future development, it is impossible to know whether every future development would be able to maintain noise levels below 65 dB(A) CNEL. Furthermore, full attenuation of noise may be contrary to the goal of creating outdoor open space. If full enclosure of the open space would be required to fully attenuate noise, it would defeat the basic goal of providing "outdoor" open space. Thus, the impact is considered potentially significant and unmitigable.

Impact NOI-C.2 Exterior Aircraft Noise in Residential Development

Level of Significance After Mitigation: Significant

No mitigation measures are available to reduce outdoor aircraft noise. While full enclosure of the open space could reduce noise levels to less than 65 dB(A) CNEL, this would defeat the primary goal of providing "outdoor" open space. Thus, the impact is considered potentially significant and unmitigable.

Impact NOI-D.1 Exterior Traffic Noise in Public Parks and Plazas

Level of Significance After Mitigation: Significant

Implementation of Mitigation Measure NOI-D.1-1 would reduce noise impacts on public parks and plazas. However, without knowing the exact spatial relationship to the traffic noise source for each future public park or plaza, it is impossible to know whether every park or plaza would be able to maintain noise levels below 65 dB(A) CNEL. Furthermore, full attenuation of noise may be contrary to the goal of creating outdoor recreation opportunities. If full enclosure of the open space would be required to fully attenuate noise, it would defeat the basic goal of providing "outdoor" open space. Similarly, exterior walls enclosing parks and plazas would diminish the recreational experience of persons using these facilities by walling them off from the surrounding community. Thus, the impact is considered potentially significant and unmitigable.

Impact NOI-D.2 Exterior Aircraft Noise in Residential Development

Level of Significance After Mitigation: Significant

No mitigation measures are available to reduce outdoor aircraft noise. While full enclosure of the open space could reduce noise levels to less than 65 dB(A) CNEL, this would defeat the primary goal of providing "outdoor" open space. Thus, the impact is considered potentially significant and unmitigable.

This Page Intentionally Left Blank

5.8 AIR QUALITY

5.8.1 EXISTING CONDITIONS

Giroux and Associates conducted an air quality study (May 2005) for the proposed Downtown Community Plan. The following analysis is based on this report, which is contained in Appendix 2.7 to this EIR.

5.8.1.1 Climate and Meteorology

The downtown planning area is located in the San Diego Air Basin (SDAB), which is coterminous with San Diego County. The climate in the San Diego region is characterized by a repetitive pattern of frequent early morning cloudiness, hazy afternoon sunshine, clean daytime onshore breezes, and relatively consistent year-round temperatures. An average of ten inches of rain falls each year from November to early April, while the remainder of the year is typically dry. Measurable rain falls on 20 days per year, with only six days of moderate (0.5 inches in 24-hours) rainfall per year.

On a regional scale, these atmospheric conditions create desirable living conditions; however, they also facilitate poor air quality conditions. More specifically, the ability of the atmosphere to disperse air pollutants is limited. The onshore winds across the coastline diminish quickly when they reach the foothill communities east of San Diego. The sinking air within the onshore high pressure system forms a massive temperature inversion that traps all air pollutants near the ground. The resulting stagnation, in addition to the ample sunshine, cause a number of reactive pollutants to undergo photochemical reactions. Through these reactions, smog is formed. Occasionally, high smog levels in coastal communities occur when polluted air from the South Coast Air Basin (the greater Los Angeles and Orange County area) drifts seaward and southward at night, and then blows onshore the next day. Regardless of local air pollution control efforts in San Diego, such interbasin transport will occasionally cause unhealthy air.

On a local scale, a second inversion type occurs when cool air at night stagnates above the ground, while the air aloft remains warm. The inversion may trap vehicular exhaust pollutants, such as carbon monoxide (CO), near their source until the inversion dissipates as a result of surface warming the next morning. Such CO "hot spots" most often occur on freeways, large parking lots, and at times, within the "street canyons" of the downtown area. CO "hot spots" are highly localized in space and time (if they occur at all), and continued improvement in vehicular emissions have led to the near disappearance of CO "hot spots" even in the downtown San Diego area.

5.8.1.2 Air Quality Standards

Federal and State ambient air quality standards designate maximum levels of background pollution considered acceptable (with an adequate margin of safety) to protect public health, safety, and welfare. They are designed to protect "sensitive receptors" which include persons susceptible to respiratory distress (asthmatics), the elderly, very young children, people already weakened by disease or illness, and persons engaged in strenuous work or exercise. The numbers of days of which pollutant levels exceed State and/or Federal criteria are used to evaluate air quality.

National Ambient Air Quality Standards

The National Ambient Air Quality Standards (NAAQS) were developed by the Environmental Protection Agency in response to requirements set forth by the Federal Clean Air Act of 1970. Standards have been set for six pollutants including: ozone (O_3), carbon monoxide (CO), nitrogen oxides (NO_x), sulfur dioxide (SO_2), lead, and total suspended particulate matter smaller than 10 microns in diameter (PM_{10}). In addition, it is anticipated that national standards for suspended particulate matter with diameters of 2.5 microns or less ($PM_{2.5}$) will be adopted in the future. Federal standards for these pollutants are not to be exceeded more than once per year. The EPA has also allowed states the option of developing stricter standards than the NAAQS. Since California established air quality standards before the NAAQS were developed, there are considerable differences between California and Federal clean air standards. In those instances where State and Federal standards differ, the more restrictive one(s) apply.

California Ambient Air Quality Standards

Due to the unique air quality problems in California, the California Air Resources Board (CARB) has developed more stringent standards for the six NAAQS pollutants, and has included sulfates, hydrogen sulfide, vinyl chloride, and visibility-reducing particulates in its California Ambient Air Quality Standards (CAAQS). State standards for ozone, CO, NO_x, SO_2, and PM_{10} are not to be exceeded. The standards for the other air pollutants are not to be equaled or exceeded.

Air Quality Management Planning

In 1979, the EPA required each state to prepare a SIP to bring every non-attainment air basin within the United States into compliance with all NAAQS. SIPs are documents that contain air quality goals, strategies, schedules, and enforcement actions that must be implemented by each non-attainment air basin. Due to continued violations of NAAQS standards in the San Diego Air Basin (SDAB), the San Diego Air Pollution Control District (APCD), in conjunction with the San Diego Association of Governments (SANDAG), prepared a Regional Air Quality Strategy (RAQS) for its portion of the SIP in the early 1970's (revised in 1979 and 1982). The initial RAQS targeted attainment (achieving air quality standards) by 1982, although this goal was not achieved. In 1982, extensions until 1987 were granted to many air basins (including SDAB). No further revisions to the 1982 RAQS were made by the APCD until Congress enacted new Federal Clean Air Act amendments in 1990.

The 1989 California Clean Air Act (AB 2595) also mandates that non-attainment districts develop an air quality management plan (AQMP), which is to be updated every three years, to meet both State and Federal standards as soon as possible. Subsequently, the APCD and SANDAG revised the federally mandated RAQS to reflect State standards. The first State RAQS for the SDAB was developed in 1991 from pollution sources located within the air basin, although little can be done about interbasin transport. The revised 1994 State RAQS, which were approved by EPA in 1996, found that the SDAB, in the absence of interbasin transport can meet the Federal ozone standard by the year 1999 without the creation of any new control programs not already in progress. Accordingly, the EPA reclassified the SDAB from "severe" to "serious." Any violations of ozone standards in the year 2000 or beyond are forecast to occur only on days when transport from the Los

Angeles Air Basin creates substantially elevated baseline levels upon which any local basin impacts would be exacerbated.

Currently the SDAB has met the attainment standard for all air pollutants monitored, including carbon monoxide, with the exception of PM_{10} and ozone. The SDAB is non-attainment for ozone based on both the federal and state standards, and non-attainment for PM_{10} based on the state standard only.

In addition to preparing RAQS, other duties delegated to the APCD include: the regulation of stationary air pollution sources; air quality monitoring; emission inventories; air quality analyses and forecasts; and, enforcement of all Federal and State air quality standards within the SDAB. Before permits to generate any new emissions are granted for a project, APCD rules and regulations require that sources of potential air pollutants be remediated prior to construction by the following: using control equipment (scrubber, oxidizer, etc.); verification that any public health risk does not exceed "de minimus" levels; the removal of asbestos containing material (ACM) and lead-based paint (LBP) prior to structural demolition; and, specific procedures that must be used to minimize potential airborne releases of hazardous/toxic materials.

5.8.1.3 Sources of Pollution

Nitrogen oxides (NO_x) and reactive organic gases (ROG) are the two precursors of photochemical smog. In San Diego County, 68% of the 310 tons of ROG emitted per day comes from mobile sources (cars, planes, heavy equipment, etc.). For NO_x, 88% of the 240 tons emitted per day is from mobile sources. In addition, polluted air from the South Coast Air Basin (Los Angeles) occasionally drifts into San Diego by interbasin transport, which blows pollutants seaward and southward at night, and then onshore the next day. Computer modeling of smog formation has shown that a reduction of about 25% for NO_x and ROG would allow the San Diego Air Basin to meet the Federal ozone standard on days when there is no substantial interbasin transport from other airsheds. However, no matter what San Diego County does to achieve clean air in the SDAB, such interbasin transport will occasionally result in unhealthy air over much of the County despite its ongoing effort to control air pollution.

In urbanized areas, projects that add to the regional trip generation increase the vehicle miles traveled (VMT) within the overall airshed and add traffic to the local roadway systems in the vicinity of the project site which can cause substantial air quality impacts. This is particularly true if the area is already in non-compliance with Federal and/or State air quality standards (e.g., SDAB). Furthermore, if such traffic occurs when atmospheric ventilation is poor, a large number of vehicles "cold started" and operating at pollution inefficient speeds, and roadways already congested with non-project traffic, microscale air pollution "hot spots" can form in the area immediately around points of congested traffic.

Air quality can also be negatively impacted by secondary pollution sources such as dusts, fumes, paints, thinners or solvents used in construction and maintenance activities; increased fossil-fuel combustion in power plants; emissions from nearby gas stations; increased visitor air travel to and from the area; tire dust from wear; and re-suspended roadway dust. These emissions are typically either temporary or very small in comparison to project-related vehicular emissions. In addition to small airborne dust particulates, construction also generates many large particles that can settle on

parked cars, benches, and other nearby horizontal surfaces creating a soiling nuisance and a possible unhealthy air quality effect.

Baseline Air Quality

Downtown air quality can be best characterized from ambient measurements made by the San Diego County APCD, the agency responsible for air quality planning, monitoring and enforcement in the SDAB. The APCD air quality monitoring station located on Twelfth Avenue in downtown San Diego is the closest station to the development area that monitors the full spectrum of air quality. Healthful air quality is seen in almost every pollution category. No national air quality standards were exceeded during the last six years (one violation per year is allowed under federal guidelines). The more stringent State standards for ozone and the State standard for PM_{10} were infrequently exceeded. Levels of carbon monoxide or nitrogen oxides, which are more indicative of local source/receptor relationships, are very low at this downtown monitoring station.

With only two violations of the federal 1-hour ozone standard in five years from 1999 - 2003 in the region, SDAPCD initiated a request for re-designation of the basin as "attainment" for the 1-hour standard. That request was granted in 2003. The 8-hour ozone standard is, however, still exceeded frequently at the Alpine air monitoring station. The basin was designated as "non-attainment" for the 8-hour federal standard. However, no major change in the attainment planning process is anticipated. The attainment plan will continue to contain emissions reduction programs to achieve the 8-hour standard now that the 1-hour standard has been met.

5.8.2 SIGNIFICANCE CRITERIA

Adoption and implementation of the proposed Plans and Ordinances would result in a significant, adverse, environmental impact related to air quality if the goals, policies, objectives or regulations established by the planning documents, and/or anticipated subsequent development in accordance with those documents would:

Significance Criterion AQ-A Conflict with or obstruct implementation of the County's Regional Air Quality Strategies or the State Implementation Plan; or

Significance Criterion AQ-B Expose sensitive receptors to substantial air contaminants including smoke, charred paper, soot, grime, carbon, noxious acids, toxic fumes, gases, odors, and particulate matter, or any emissions that endanger human health. Based on thresholds used by the City of San Diego, emission generation in excess of the following daily levels would be considered significant.

Emission	Level (lbs/day)
Carbon Monoxide (CO)	500
Reactive Organic Gases (ROG)	55
Nitrogen Oxides (NO_x)	250
Sulfur Oxides (SO_x)	250
Particular Matter (PM_{10})	100

5.8.3 ENVIRONMENTAL IMPACTS

5.8.3.1 Relationship to Regional Air Quality Planning (AQ-A)

Although implementation of the proposed Plan would substantially increase the air emissions generated from downtown with respect to current levels, the proposed land use plan would not conflict with regional air quality planning because it would implement many of the strategies and policies established by regional plans to reduce air pollution. Most notably, the mixed-use emphasis would implement an important technique to reduce mobile source emission by co-locating housing and employment opportunities. In addition, the downtown area is well-served by a variety of transit opportunities including light rail (the Trolley), commuter trains (the Coaster) and bus service. BRT service planned for downtown would also reduce mobile source emissions in the SDAB.

More specifically, the proposed Community Plan represents "smart growth" that would achieve the following strategies identified by the San Diego Air Pollution Control District:

- Designate future transit corridors and rail station sites as "Transit Focus Areas," and zone such areas for compact, pedestrian-oriented development;
- Incorporate residential uses in existing employment areas;
- Designate a central business core and direct commercial uses there, enabling ridesharing and daytime worker errands on foot; and,
- Promote revitalization and infill development in mixed-use core areas.

Therefore, the proposed Community Plan would be consistent with air quality/land use planning strategies and regional air quality planning.

5.8.3.2 Expose Sensitive Receptors to Unacceptable Emission Levels (AQ-B)

Implementation of the proposed Community Plan would result in potential air quality impacts related to air emission generators and receptors. Air emission generators fall into three main categories: construction, mobile-source and stationary-source. Construction emissions are normally considered short-term as they often last less than one year. However, as construction is expected to occur throughout the buildout of downtown, these emissions sources may be short-term with respect to any one location but present on a long-term basis somewhere within downtown. The majority of air emissions will be generated by mobile sources, primarily automobile use. Stationary sources include increased power plant emissions; on-site combustion emissions from natural gas and other fuels; and small population activity-related emissions sources. The total levels of daily emissions generated by existing development and buildout under the proposed Community Plan is illustrated in Table 5.8-1.

TABLE 5.8-1
Daily Emissions Generated by Community Plan Development

	ROG (lbs/day)	NOx (lbs/day)	CO (lbs/day)	SOx (lbs/day)	PM_{10} (lbs/day)
Existing					
Stationary Sources	726.1	152.7	65.6	0.0	0.3
Mobile Sources	8,460.1	11,366.9	113,950.	100.0	9,764.4
Construction Sources	7.2	107.2	23.6	7.6	57.9
EXISTING TOTAL	**9,193.4,**	**11,626.8**	**114,039.6**	**107.6**	**9,822.6**
Year 2030 (Proposed Plan)					
Stationary Sources	2,631.1	497.4	210.9	0.0	1.0
Mobile Sources	3,422.2	3,469.5	40,899.2	117.9	20,528.5
Construction Sources	7.2	107.2	23.6	7.6	57.9
BUILDOUT TOTAL	**6,060.5**	**4,074.1**	**41,133.7**	**125.6**	**20,587.4**

Construction Emissions

Impact AQ-B.1
Construction Emissions

Particulates generated during construction activities could exceed acceptable local standards and pose a health risk to nearby sensitive receptors. Emissions related to construction activity are considered short-term sources as their duration is limited to the period of construction at any single site within downtown. However, as construction may occur throughout the buildout process for downtown, these construction emissions would normally be present at various locations throughout downtown.

In order to estimate the amount of construction emissions generated by development, the air quality analysis, contained in Appendix 2.7, makes several assumptions regarding construction. First, it is assumed that the amount of land under construction at any one time would normally be less than five acres and rarely exceed 10 acres. Construction is assumed to occur 200 days per year.

Dust

Dust would be created during clearing, grading, excavation and building assembly of various developments within the downtown planning area. Three types of dust emissions may be associated with construction; the types are categorized according to the diameter of the particles.

Large particulate matter is over 10 microns in diameter. The majority of large particles generated during construction are heavy enough to settle out of the air close to the source; often within 100 feet. As large particles are easily filtered by human breathing passages, they represent a soiling nuisance rather than any potentially unhealthful air quality impact. With west to east winds, dust

soiling potential would likely be greatest directly east of any development site. While large particulate deposition can be minimized, it often cannot be completely eliminated. While temporary soiling would represent a nuisance, it would not constitute a significant air quality impact.

Particulate matter which ranges in diameter between 10 and 2.5 microns is referred to as PM_{10}. This form of particulate is considered a potential health risk because is small enough to enter deep lung tissue. State and federal ambient air quality standards have been established for PM_{10}. The PM_{10} fraction of TSP is assumed to be around 50 percent.

The smallest particulate matter, referred to as $PM_{2.5}$, is characterized by a diameter of less than 2.5 microns. $PM_{2.5}$ material is capable of reaching deepest lung tissue and causing the most adverse health impacts. The primary source of $PM_{2.5}$ material is from combustion of diesel fuel by construction equipment, referred to as diesel particulate matter (DPM). A discussion of $PM_{2.5}$ effects is provided in the following discussion of engine emissions.

Engine Emissions

Construction requires heavy equipment operations to prepare the ground, excavate for utilities and services, and perform building construction. Construction activities use diesel-fueled equipment that emits DPM in its exhaust. DPM is a known carcinogen. Individual cancer risk at any nearby receptor is calculated by assuming that a person sits continuously outside of their home for the next 70 years while breathing exhaust pollutants. The excess cancer risk from construction activities due to DPM is typically less-than-significant because:

- Construction activities last only a few months out of the 70-year risk "window;"
- Many people are gone during the daytime when equipment is operating, and do not remain outside their home continuously when they are home; and
- Emissions standards for new construction equipment require soot filters that will make the equipment fleet for future major construction activities much cleaner than the current fleet.

Combined Construction Emissions

Together, the dust and construction equipment emissions would be considered significant as they would exceed the City's daily standard for Particulate Matter. The total maximum daily construction emissions are illustrated in Table 5.8-2.

Hazardous Materials

If any existing structures to be demolished or renovated were built when hazardous compounds were routinely used as building products, they may have asbestos containing materials (ACMs), lead based paint (LBP), or other harmful building materials within their structures. Any demolition or renovation would require a pre-construction hazards assessment. If such materials are present, particularly asbestos, a number of strictly-regulated remediation procedures would be required to be implemented. Thus, the potential for air quality impacts due to hazardous building materials would be less-than-significant.

TABLE 5.8-2
Total Average Daily Construction Emissions

POLLUTANT	DAILY EMISSIONS (LBS/DAY)	CITY OF SAN DIEGO THRESHOLD (LBS/DAY)	PERCENT OF DAILY THRESHOLD
CO	23.6	550	4.2
ROG	7.2	55	13.1
NOx	107.2	250	42.9
SOx	7.6	250	3.0
PM_{10}	57.8	100	57.8

Mobile Source Emissions

The bulk of the development-related impacts would derive from the trips generated by any land use intensification within the downtown area. Table 5.8-1 illustrates the daily emissions projected in the year 2030 related to both mobile- and stationary-source emissions; although mobile-source emissions would comprise the dominant proportion of these emissions. The direct impact of the mobile-source emissions resulting from buildout of downtown under the proposed Community Plan would not be significant. However, these emissions would combine with other emissions in the San Diego Air Basin to create significant cumulative air quality impacts as discussed in Chapter 6.0.

As indicated in Table 5.8-1, the future vehicular emissions levels associated with the proposed Downtown Community Plan development, while substantial, would be lower than the currently existing vehicle emissions for ROG, NO_x, and CO. These estimates are based on a computer model developed by the California Air Resources Board. The model uses EMFAC2002 statewide emissions forecasting methodologies which are mandated by EPA for use by all air quality planning agencies in forecasting emissions as part of any attainment planning programs. EMFAC2002 incorporates all existing emission control programs and forecasts the future vehicular fleet make-up using historical patterns of car buying/retention behavior. Thus, the general decrease in emission levels ~~This~~ is attributed to the fact that vehicles are becoming more "clean" with improvements in technology and programs designed to reduce harmful emissions. PM_{10} emissions primarily derive from roadway dust, and tire or brake wear. Little PM_{10} derives from engine exhaust except for heavy trucks. PM_{10} emission rates thus would grow in direct proportion to downtown development without benefiting from continued emissions reductions from a cleaner vehicle fleet.

In order to confirm that there would not be a substantial spike in the mobile source emissions prior to buildout due to delays in the effects of clean air requirements, the mobile source emissions in five-year increments were calculated using a linear growth assumption for downtown (Table 5.8-3). For example by the year 2010, 20 percent of new growth was assumed to occur and 40 percent was assumed by the year 2015. As a review of this table indicates, the general trend toward lower emissions occurs in the early years as well as later years.

TABLE 5.8-3
Emissions Comparisons for Assumed Linear Growth (lbs/day)

YEAR	ROG	NO_X	CO	SO_2	PM-10
2005	9,186	11,520	114,016	100	9,765
2010	8,190	9,757	95,206	70	12,094
2015	6,909	7,146	70,193	82	14,332
2020	6,498	5,769	59,009	94	16,491
2025	6,012	4,545	45,563	107	18,553
2030	6,053	3,967	41,100	118	20,529

While all mobile source emissions could represent a health risk when combined with other emissions within the SDAB, CO emissions may create localized health effects if sufficiently concentrated due primarily to traffic congestion. An evaluation of the potential for future CO problems (commonly referred to as "hot spots") as result of implementation of the proposed Plan was conducted in Appendix 2.7. Based on anticipated traffic congestion, the intersections with the potential for the highest CO levels near sensitive land uses in the development area were analyzed. Based on this analysis, no future CO "hot spots" are forecast at any intersection near the development area with the additional traffic generated by the proposed Plan. Thus, CO "hot spot" impacts are considered less-than-significant.

The proposed Community Plan includes a number of goals and policies to reduce reliance on automobiles which would reduce mobile source emissions including:

Goal 7.1-G-1: Develop street typology based on functional and urban design considerations, emphasizing connections and linkages, pedestrian and cyclist comfort, transit movement and compatibility with adjacent uses.

Goal 7.5-G-1: Encourage transportation demand management strategies to minimize traffic contributions from new and existing development.

Policy 7.5-P-1: Encourage TDM approaches for various SANDAG programs including:

- Rideshare and carpool in all levels of government with offices and facilities downtown as well as other major downtown employers.
- Make available designated preferential, conveniently located car/vanpool parking areas.
- Provide transit reimbursement and other benefits to other users of non-motorized travel.
- Establish a car/vanpool matching service that could use mechanisms such as sign-ups at individual buildings, or via electronic mail or internet website.
- Continue SANDAG's guaranteed ride home for workers who carpool.

- Work with public and private entities to encourage car share programs in downtown.
- Provide flextime and telecommuting opportunities to employees.

Stationary Source Emissions

In general, stationary sources of emissions would be expected to remain constant or be reduced due to the fact that the proposed Plan would not encourage the establishment of new major sources. Existing major sources such as the Tenth Avenue Marine Terminal, railroad operations and the cruise ship terminal would be expected to continue to operate within downtown. However, small manufacturing sources of emissions (e.g. chrome-plating) would be expected to be eliminated as development occurs. The only notable increase in stationary source emissions would occur with respect to ROG emissions related to increased residential use of ROG-producing products such as personal care products (e.g. hair sprays and deodorants, household cleaning products, and landscape maintenance equipment).

Buildout of the proposed Community Plan would increase the number of people located near stationary sources occurring within and/or adjacent to the downtown area. Although major new stationary sources of substantial levels of air emissions would not be anticipated, several existing stationary sources are expected to continue to occur within or adjacent to downtown. Major stationary sources which are expected to continue include: Tenth Avenue Marine Terminal, railroad operations, cruise ship terminal, small commercial sources including dry cleaners and gas stations, as well as industrial and manufacturing uses including chrome-plating. The primary hazardous pollutant of concern is DPM generated by diesel engines, but other hazardous airborne compounds such as benzene (gas stations), chrome (plating shops), perchloroethylene (dry cleaners) or other toxic air contaminants (TACs) may be present.

There are no adopted standards for evaluating the potential risk to sensitive receptors located in proximity to stationary-source emissions. This is largely due to the variables involved in predicting the effect of emissions on nearby receivers. The variability in meteorological conditions is largely responsible for the difficulty associated with predicting the influence of emissions. Prevailing winds may result in emissions blowing toward or away depending on where the receiver is located. Air moisture may also affect dispersal.

Recently, the California Air Resources Board (CARB) released guidelines intended to help local agencies address the relationship between common stationary source emission generators and sensitive receptors (California Air Resources Board, 2005). The guidelines are heavily based on the impacts related to diesel-powered equipment due to the risk associated with DPM. In the introduction to the guidelines, CARB emphasizes that the guidelines are "advisory and should not be interpreted as defined "buffer zones." The influence of meteorological conditions is recognized as a strong influence. The CARB further acknowledges that other important considerations must be considered in the land use process, including housing and transportation needs, community economic development priorities and other quality of life issues, and that the recommendations in the guidelines "need to be balanced with other State and local policies." Further, the guidelines "recognize the opportunity for more detailed site-specific analysis always exists, and that there is no "one size fits all" solution to land use planning." In light of these qualifiers, the following setbacks are identified in the CARB guidelines:

- 500 feet from any freeway;
- 1,000 feet from any major rail yard or chrome plating operation;
- 1,000 feet from any distribution center with more than 100 trucks per day;
- Immediately downwind of a port or petroleum refinery; and
- 300 feet from any dry cleaning operation or large gas station.

A review of the proposed Community Plan indicates that new residential and other sensitive receptors would be expected to develop near to the types of emission generators identified above. While some would likely occur within the distances identified by the CARB guidelines, as indicated earlier, the potential for a health risk would be dependent on the intensity of the emission generation and the relationship of a particular receptor in terms of distance and meteorological factors. In addition, it is important to note that long-term exposure is often required to create a significant health risk. For example, as discussed earlier in the case of DPM, the exposure standard is based on a person being exposed continuously over a period of 70 years.

Implementation of the proposed Community Plan would not increase the health risk to existing sensitive receptors in downtown or surrounding neighborhoods. While existing major stationary sources would continue, no major new sources would be encouraged by the Community Plan. Furthermore, with the possible exception of trolley operations, existing stationary sources would not intensify as a direct result of implementation of the proposed plan. Operations in the Tenth Avenue Marine Terminal are a function of regional demand for goods delivered by ship. Similarly, operations at the cruise ship terminal are a function of the regional tourist industry. Rail operations would continue through downtown and within the switching yard regardless of the proposed Plan. Although the increased development intensity would be expected to increase trolley activity, the trolley operates on electricity which creates minimal local emissions. High traffic volume on I-5 would continue to affect nearby sensitive receptors whether or not the proposed plan is implemented. Existing manufacturing activities associated with emissions (e.g. chrome-plating) would be anticipated to diminish with development within East Village. Lastly, dry cleaners and gas stations already occur in downtown and the mixed use philosophy of the proposed Plan would likely result in additional dry cleaners and service stations in close proximity to sensitive receptors.

5.8.4 MITIGATION MEASURES

Impact AQ-B.1 Construction Emissions

Mitigation Measure AQ-B.1-1 Prior to approval of a Development Permit which may involve grading and/or building demolition, ~~CCDC~~ the City shall confirm that the following conditions have been applied, as appropriate:

1. Exposed soil areas shall be watered twice per day. On windy days or when fugitive dust can be observed leaving the development site, additional applications of water shall be applied as necessary to prevent visible dust plumes from leaving the development site. When wind velocities are forecast to exceed 25 miles per hour, all ground disturbing activities shall be halted until winds that are forecast to abate below this threshold.

2. Dust suppression techniques shall be implemented including, but not limited to, the following:

   a. Portions of the construction site to remain inactive longer than a period of three months shall be seeded and watered until grass cover is grown or otherwise stabilized in a manner acceptable to the CCDC.

   b. On-site access points shall be paved as soon as feasible or watered periodically or ~~chemically~~ otherwise stabilized.

   c. Material transported offsite shall be either sufficiently watered or securely covered to prevent excessive amounts of dust.

   d. The area disturbed by clearing, grading, earthmoving, or excavation operations shall be minimized at all times.

3. Vehicles on the construction site shall travel at speeds less than 15 miles per hour.

4. Material stockpiles subject to wind erosion during construction activities, which will not be utilized within three days, shall be covered with plastic, an alternative cover deemed equivalent to plastic, or sprayed with a nontoxic chemical stabilizer.

5. Where vehicles leave the construction site and enter adjacent public streets, the streets shall be swept daily or washed down at the end of the work day to remove soil tracked onto the paved surface. Any visible track-out extending for more than fifty (50) feet from the access point shall be swept or washed within thirty (30) minutes of deposition.

6. All diesel-powered vehicles and equipment shall be properly operated and maintained.

7. All diesel-powered vehicles and gasoline-powered equipment shall be turned off when not in use for more than five minutes, as required by state law.

8. The construction contractor shall utilize electric or natural gas-powered equipment in lieu of gasoline or diesel-powered engines, where feasible.

9. As much as possible, the construction contractor shall time the construction activities so as not to interfere with peak hour traffic. In order to minimize obstruction of through traffic lanes adjacent to the site, a flag-person shall be retained to maintain safety adjacent to existing roadways, if necessary.

10. The construction contractor shall support and encourage ridesharing and transit incentives for the construction crew.

11. Low VOC coatings shall be used as required by SDAPCD Rule 67. Spray equipment with high transfer efficiency, such as the high volume-low pressure (HPLV) spray method, or manual coatings application such as paint brush hand roller, trowel, spatula, dauber, rag, or sponge, shall be used to reduce VOC emissions, where ~~practical~~feasible.

12. If construction equipment powered by alternative fuel sources (LPG/CNG) is available at comparable cost, the developer shall specify that such equipment be used during all construction activities on the development site.

13. The developer shall require the use of particulate filters on diesel construction equipment if use of such filters is demonstrated to be cost-competitive for use on this development.

14. During demolition activities, safety measures as required by City/County/State for removal of toxic or hazardous materials shall be utilized.

15. Rubble piles shall be maintained in a damp state to minimize dust generation.

16. During finish work, low-VOC paints and efficient transfer systems ~~should~~ shall be utilized, to the extent feasible.

17. If alternative fueled and/or particulate filter-equipped construction equipment is not feasible, construction equipment shall use the newest, least-polluting equipment, whenever possible.

5.8.5 SIGNIFICANCE OF IMPACT AFTER MITIGATION

Impact AQ-B.1 Construction Emissions

Level of Significance After Mitigation: Not Significant

Implementation of standard dust controls mandated by the City of San Diego as well as implementation of dust control measures required under Mitigation Measure AQ-B.1-1 would keep construction dust to within acceptable levels.

This Page Intentionally Left Blank

5.9 HYDROLOGY/WATER QUALITY

5.9.1 EXISTING CONDITIONS

5.9.1.1 Surface Water

The following discussion is based largely on the San Diego Bay Watershed Urban Runoff Management Program Document prepared by the City of Chula Vista, City of Coronado, City of Imperial Beach, City of La Mesa, City of Lemon Grove, City of National City, City of San Diego, County of San Diego, and the Port of San Diego in January 2003 and the Storm Water Quality Technical Report for CCDC in the City of San Diego, California prepared by Rick Engineering Company in October 2002.

The downtown planning area is located within the San Diego Bay watershed. The San Diego Bay watershed encompasses a 415 square-mile area that extends easterly from the San Diego Bay to the Laguna Mountains over 50 miles away to the east. The majority of the watershed land area generally lies north of the border with Mexico and south of Interstate 8. Watercourses feeding San Diego Bay include the Sweetwater River, the Otay River, Chollas Creek, Paleta Creek, Paradise Creek, and Switzer Creek.

On a smaller scale, the downtown planning area lies within the Pueblo San Diego sub-watershed, one of the San Diego Bay watershed's three sub-watersheds (Figure 5.9-1). The Pueblo San Diego is the smallest of the three sub-watersheds, encompassing an area of 60 square miles. In addition, the Pueblo San Diego sub-watershed has no central stream system. As such, there are no surface watercourses within the downtown planning area. Pueblo San Diego is the most developed and most densely populated sub-watershed in the San Diego Bay watershed. Ninety-two percent of the land uses within the Pueblo San Diego sub-watershed area is urban in character, and 53% of the land area is residential. The population within the sub-watershed is expected to reach over 577,000 by the year 2020. This translates to a density of 9,600 people per square mile within the sub-watershed.

The major water feature adjacent to the downtown planning area is the San Diego Bay. San Diego Bay is the largest estuary in San Diego County and has been extensively developed as a port. Only 17 to 18% of the original Bay floor remains undisturbed by dredge or fill. Dams and extensive use of groundwater in the Sweetwater and Otay Rivers have reduced hydrologic input to the Bay by 76%. Therefore, the majority of freshwater input to the Bay is from urban runoff from developed areas and intermittent flow from rivers and creeks during rain events. There are over 200 storm drains that discharge into San Diego Bay.

Beneficial uses of the Bay include industrial service supply, navigation, contact and non-contact water recreation, commercial and sport fishing, shellfish harvesting, and several biological habitats. Constituents of concern in the San Diego Bay watershed include copper, zinc, diazinon (a pesticide), bacteria, and turbidity/total suspended solids. Other potential constituents of concern that may present high priority water quality issues in the future include lead, nitrogen, and trash.

The existing quality of urban runoff in the downtown planning area is similar to typical urban runoff. Typical pollutants found in urban runoff include metals, sediments, pesticides, hydrocarbons,

nutrients (phosphates and nitrates), surfactants, bacteria, and pathogens. Runoff is currently conveyed through the City of San Diego stormwater system to outfalls that discharge into San Diego Bay.

5.9.1.2 Groundwater

In general, groundwater is encountered a few feet above mean sea level in the downtown planning area. Groundwater is not designated as having current or potential beneficial use in the San Diego Basin Plan and is exempt from municipal use. Although the pollutants in downtown's groundwater have not been fully characterized, site investigations performed downtown have identified such pollutants as petroleum products and solvents. For further discussion of groundwater in the downtown planning area, refer to Chapter 5.5.1.1.

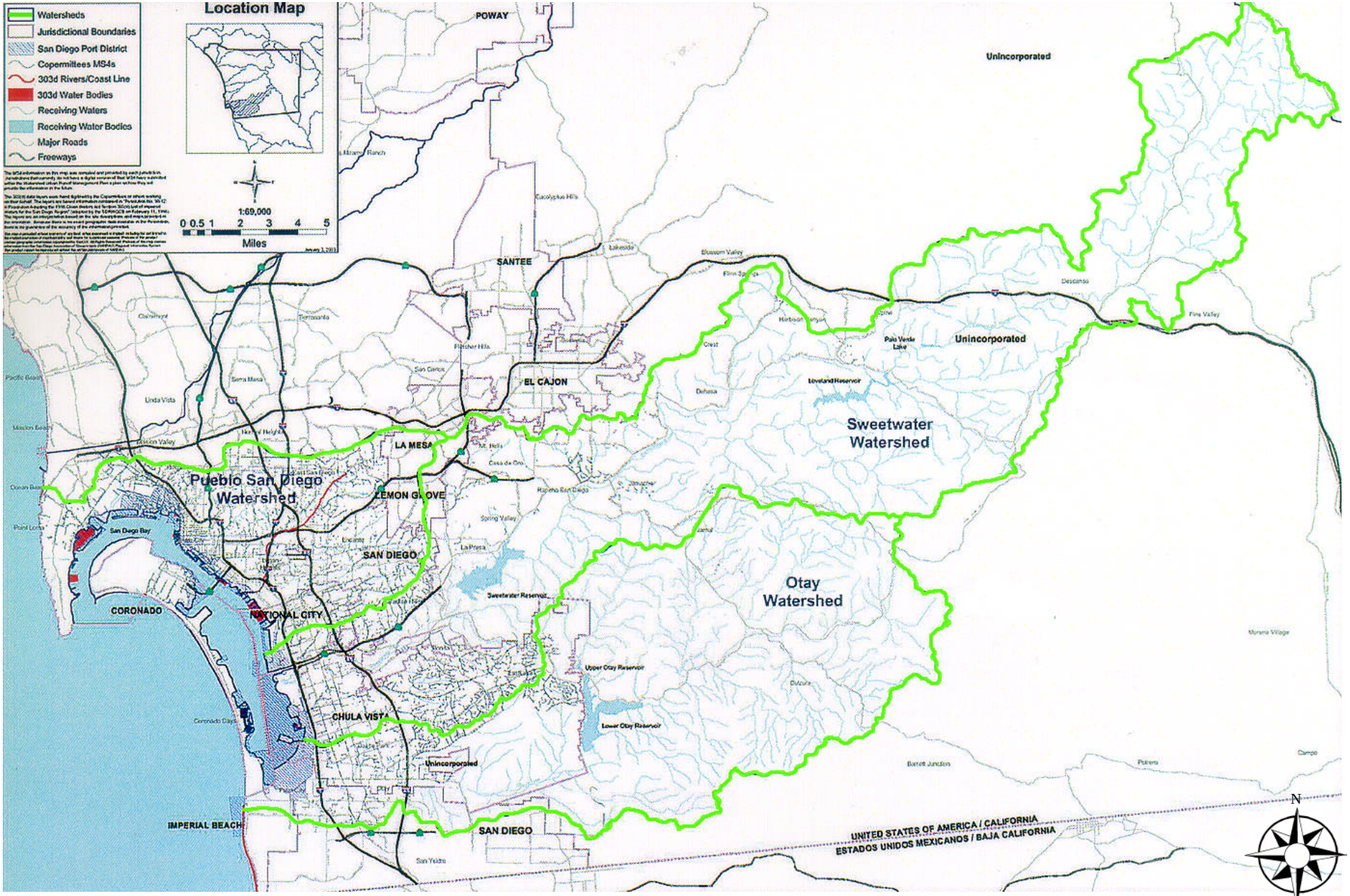
5.9.1.3 Storm Drain System

The majority of the downtown land area (over 97%) is developed, leaving very little vacant land where rainwater and urban runoff can percolate into the soil. The storm drain collection system, therefore, has become the primary mechanism for collecting, transporting, and discharging downtown's urban storm water runoff. The storm drain collection system within the downtown planning area, depicted in Figure 5.9-2, directs storm water runoff via the curb and gutter system to storm drain inlets. Some inlets connect to reinforced concrete pipes (RCPs); some connect to reinforced concrete boxes (RCBs). The RCPs normally range from 12" to 72" in diameter and the RCBs normally range from 4.5' x 6' to 9' x 6'. Also, there are many inlets downtown that connect to 8" x 10" to 10" x 24" boxes; they take water from one street to another, discharging around corners or across streets. These boxes alleviate the need for cross gutters and make the corners safer and more user friendly for pedestrian traffic. Storm water is discharged into San Diego Bay through both RCPs and RCBs at 21 outfall locations along the waterfront within the downtown planning area. The majority of the storm drains are located within the streets.

The City of San Diego General Services Department maintains a Storm Drains Needs List to prioritize areas within the storm drain system that need replacement or upgrade. In the downtown planning area, there are four known places where storm drains require physical improvement (refer to Figure 5.9-2). There is need for a new box culvert at B Street at Pacific Highway, new underdrains at the India Street/Grape Street and India Street/Hawthorn Street intersections, and an upgrade to a larger drain at Pacific Highway and Ivy Street.

5.9.1.4 Relevant Ordinances and Regulations

A number of laws, general policies, and regulations govern hydrology and water quality factors associated with the proposed Downtown Community Plan. This regulatory framework also provides the guidelines and management practices to avoid, minimize, or mitigate adverse impacts to these resources. A brief description of these regulations is provided below.

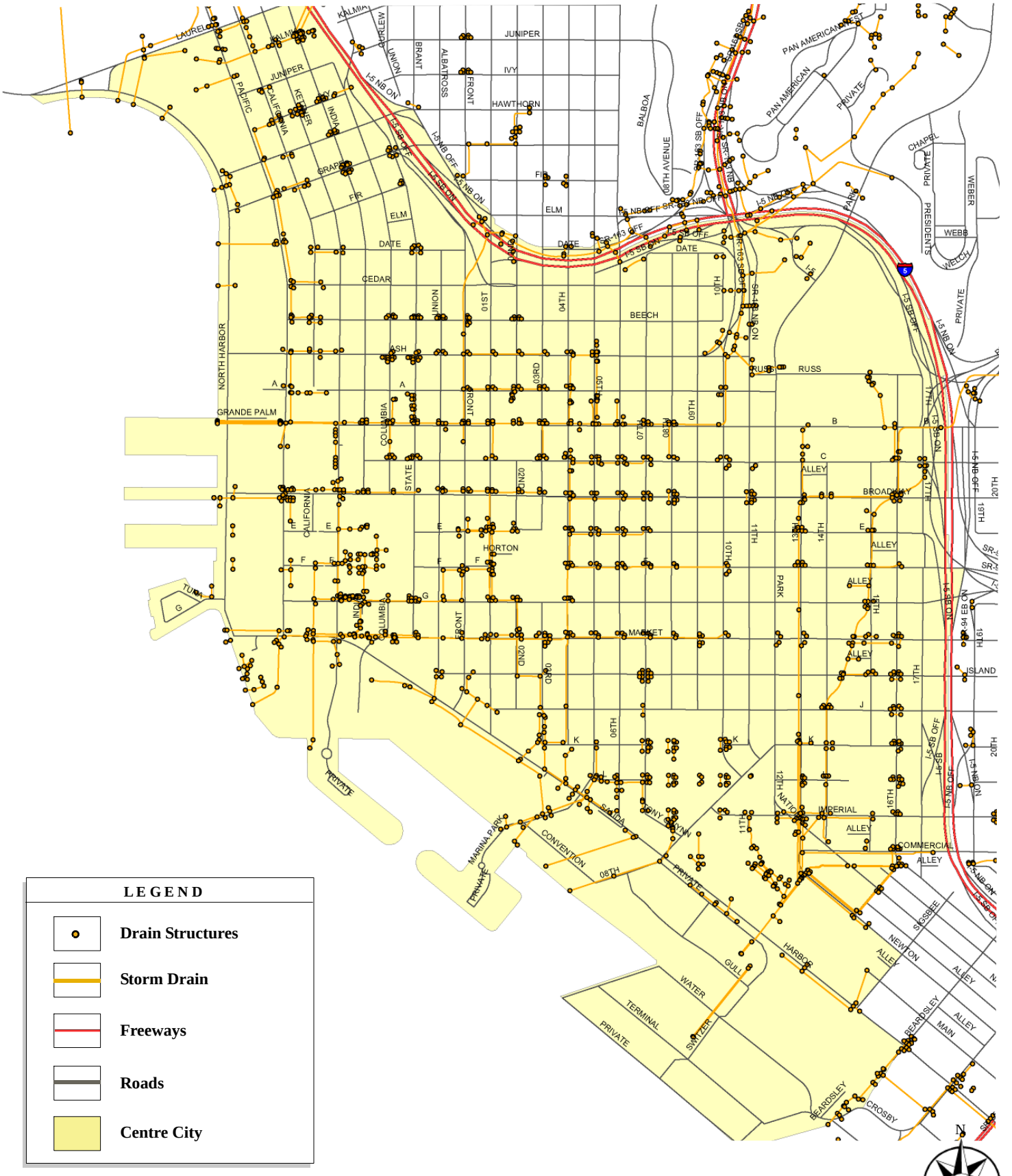


Source: *SANGIS, 1/2005*

Not to Scale

San Diego Bay Sub-Watersheds Figure 5.9-1

This Page Intentionally Left Blank



Source: *SanGIS, 2/2005*

Downtown Storm Drain System _____ Figure 5.9-2

This Page Intentionally Left Blank

Federal

Federal Clean Water Act of 1972 (33 U.S. C. 1251 et seq.)

This is the basic federal law dealing with surface water quality control and protection of beneficial uses of water. The basis for the state and local controls is Section 402(p) of the federal Clean Water Act (CWA). The CWA establishes a framework for regulating storm water discharges from municipal, industrial, and construction activities under the NPDES. Under the CWA, municipalities across the nation are issued Municipal NPDES permits. In California, the State Water Resources Control Board (SWRCB) administers the NPDES program.

State

Porter-Cologne Water Quality Control Act of 1969 (Division 7 of the 1969 California Water Code)

This act mandates that the waters of the State shall be protected such that activities that may affect waters of the State shall be regulated to attain the highest quality.

Water Quality Management Policy of the Regional Water Quality Control Board (RWQCB)

This policy, stated in the Water Quality Control Plan for the San Diego Basin (9) (RWQCB 1994), consists of the following five statements:

- Policy One: Water quality objectives, beneficial uses, and water quality control plans and policies adopted by the State Water Resources Control Board and the Regional Water Quality Control Board shall be an integral part of the basis for water quality management.
- Policy Two: Water shall be reclaimed and reused to the maximum extent feasible.
- Policy Three: Point sources and nonpoint sources of pollution shall be controlled to protect designated beneficial uses of water.
- Policy Four: Instream beneficial uses shall be maintained, and when practical, restored, and enhanced.
- Policy Five: A detailed and comprehensive knowledge of the beneficial uses, water quality and activities affecting water quality throughout the Region shall be maintained.

In October 2002, the RWQCB approved Order 2001-01 (NPDES No. CAS0108758) which specifies requirements for 20 co-permittees in San Diego County (including the City of San Diego) to ensure water quality within their respective jurisdictions. Order No. 2001-01 requires the co-permittees to comply with a number of provisions.

Co-permittees are required to prohibit discharges into storm drains which would:

- Cause or threaten to cause pollution, contamination or nuisance;
- Cause or contribute to exceedances of receiving water quality objectives; and
- Result in discharges which have not been reduced to the maximum extent possible.

The Order prohibits all types of non-storm water discharges into a storm drain system.

Each co-permittee is required to develop and implement its own plan for water quality management referred to as a Jurisdiction Urban Runoff Management Plan (JURMP). The plan is required to have the following components:

- Land Use Planning for New Development and Redevelopment;
- Construction;
- Existing Development;
- Education;
- Illicit Discharge Detection and Elimination;
- Public Participation;
- Assessment of JURMP Effectiveness; and
- Fiscal Analysis.

The RWQCB Water Quality Control Plan, also called the "Basin Plan," sets forth water quality objectives for constituents that could potentially cause an adverse effect or impact on the beneficial uses of water. The following beneficial uses are designated for San Diego Bay in the San Diego RWQCB Basin Plan:

Industrial Service Supply (IND)
Navigation (NAV)
Contact Water Recreation (REC-1)
Non-contact Water Recreation (REC-2)
Commercial and Sport Fishing (COMM)
Biological Habitats of
Special Significance (BIOL)
Spawning, Reproduction, and/or
Early Development (SPWN)
Estuarine Habitat (EST)
Wildlife Habitat (WILD)
Shellfish Harvesting (SHELL)
Marine Habitat (MAR)
Migration of Aquatic Systems Preservation of (MIGR)
Rare, Threatened, or Endangered Species (RARE)

Construction Dewatering

Construction dewatering discharges must be permitted either by the San Diego RWQCB under an NPDES general permit for construction dewatering discharge to surface waters or by the City of San Diego Metropolitan Wastewater Department for discharge into the city sanitary sewer under the Industrial Waste Pretreatment Program. Discharge via either of these mechanisms must meet applicable water quality objectives, constituent limitations, and pre-treatment requirements.

Local

The City of San Diego regulates water quality through a variety of ordinances and guidelines. Construction pollutant sources are regulated by the Municipal Code. Sections 62.0401 through 62.0423 of the Municipal Code require the City to review and approve grading plans. Grading plans

are required to include procedures to control erosion and minimize sediment runoff draining from land undergoing development.

Sections 43.0301 through 43.0311 of the Municipal Code require future development to adhere to the various state and federal regulations which govern water quality and in particular, Order No. 2001-01 of the San Diego Regional Water Quality Control Board. These sections of the Municipal Code reinforce the need for development to implement appropriate best management practices (BMPs) to limit contributions of pollutants. Section 43.0308 outlines requirements related to business activities such as preparation of a Storm Water Pollution Prevention Plan (SWPPP) and a Hazardous Materials Release Response and Inventory Plan, as required under Chapter 6.95 of the California Health and Safety Code. Section 43.0308 of the Municipal Code also requires project compliance with NPDES permitting for storm water discharges and general construction activities; regular cleaning or sweeping of parking lots and impervious areas; and compliance with storm water BMPs.

In accordance with the provisions of Order 2001-01, the City of San Diego adopted the Land Development Manual including Storm Water Standards as the City's local Standard Urban Storm Water Mitigation Plan (SUSMP). The Storm Water Standards identify mitigation strategies required to protect storm water quality for development and new development within the City of San Diego. Development within the Downtown Community Plan area is subject to the City's SUSMP requirements.

The City's Storm Water Standards establishes a series of standard permanent BMPs which are to be implemented by new development. In addition, more requirements are identified for specific types of development projects, referred to as priority projects. Priority projects include residential, commercial (greater than 100,000 square feet), automotive repair, restaurants, parking lots and streets.

Permanent BMPs are intended to be implemented in the following progression:

- Site Design;
- Source Control; and
- Treatment Control.

Site design BMPs are intended to maintain or reduce post-project runoff to conditions as similar to pre-development conditions as feasible. Design techniques include minimizing impervious areas, conserving natural areas, and landscaping.

Source control BMPs include proper storage of hazardous materials, trash controls, Integrated Pest Management, efficient landscape and irrigation design, and education such as storm drain stenciling and signage. Priority projects are required to implement appropriate source controls including equipping streets and parking areas with inlet filters or natural swales, permeable paving, and covering activities associated with potential pollutants (e.g. loading docks and vehicle maintenance areas).

Treatment control BMPs are intended to be applied only after site design and source control BMPs have been incorporated into development. Priority projects are required to design a single or combination of treatment control BMPs to infiltrate, filter and/or otherwise treat project runoff. The treatment must be designed to meet numeric sizing treatment standards which require treatment of runoff resulting from an 85th percentile storm event which represents approximately the first 0.6 inch of rain. Treatment control measures may include biofilters, detention basins, infiltration basins, ponds, drainage inserts, filtration and hydrodynamic separator systems.

Standards are also established for short-term construction BMPs to control water quality including:

- Perimeter protection BMPs;
- Sediment control and sediment control tracking BMPs;
- Standby BMP materials;
- "Weather Triggered" action plan (40 percent chance of rain);
- Physical or vegetation erosion control BMPs as soon as grading/excavation is completed;
- Limiting area being cleared or graded to amount that can be adequately protected;
- Washout area;
- Storage areas for materials and wastes;
- Remnant trash and debris shall be removed or stored daily;
- Storage, service, cleaning and maintenance area for vehicles identified and protected;
- Onsite materials for spill control/containment;
- Non-storm water discharge must be eliminated or controlled;
- Erosion control BMPs must be upgraded for storms within rainy season;
- Physical or vegetation erosion control BMPs must be installed prior to rainy season and maintained throughout season;
- Vegetation erosion control must be established prior to rainy season to be considered a BMP;
- Limiting area of exposed soil to amount that can be adequately protected; and
- Disturbed area not completed and not being actively graded must be fully protected if left for seven or more calendar days.

Erosion control BMPs include physical stabilization (e.g. geotextiles, mats, and mulch) and vegetation stabilization (e.g. retaining existing vegetation and establishing interim vegetation). Silt control BMPs include silt fencing, gravel bags, fiber rolls, de-silting basins, and energy dissipaters. Materials management BMPs relate to proper materials and equipment storage.

5.9.2 SIGNIFICANCE CRITERIA

Adoption and implementation of the proposed Plans and Ordinances would result in a significant, adverse, environmental impact related to hydrology, or water quality if the goals, policies, objectives or regulations established by the planning credentials and/or anticipated subsequent development in accordance with those documents would:

Significance Criterion HYD-A	Result in a substantial increase in impervious surfaces and associated increased runoff;
Significance Criterion HYD-B	Result in a substantial alteration to on- and off-site drainage patterns due to changes in runoff flow rates or volumes;
Significance Criterion HYD-C	Impede or redirect flood flows within a 100-year flood hazard area;
Significance Criterion WQ-A	Substantially degrade the quality of groundwater and surface water;
Significance Criterion WQ-B	Result in a substantial increase in erosion and sedimentation; or
Significance Criterion WQ-C	Violate federal, state, or regional water quality standards or waste discharge requirements.

5.9.3 ENVIRONMENTAL IMPACTS

5.9.3.1 Substantially increase impervious surfaces and associated runoff (HYD-A)

Surface Water Hydrology

Implementation of the Downtown Community Plan would not result in a substantial increase in impervious surfaces within the downtown planning area. The proposed mix of uses is anticipated to replace the impervious surfaces that already exist in the area. This would maintain existing general runoff characteristics. For example, a redevelopment activity that changes the use of a site from a surface parking lot to a high-rise office building would not substantially change the runoff characteristics of the site. Although the use would be different, the impermeable surface area would not change because the impervious surface of the parking lot would be replaced by the impervious surface of the building roof. As a result, the amount of runoff entering the storm drain system would not be substantially different with the land use change. As the downtown planning area is highly urbanized, paved with impervious surfaces, and contains very little vacant land (approximately 3% of the planning area), redevelopment within downtown under the proposed Plan would not result in a substantial increase in impervious surface area. Therefore, the storm drain system would not be significantly impacted.

The Downtown Community Plan may in fact result in a decrease in impervious surfaces as park land would increase from 79 acres to 131 acres at buildout. The parks would absorb more rainfall than developed areas, which would serve to reduce the overall volume of runoff.

In addition, Policy 5.8-P-6 would result in the reduction of impervious surfaces downtown. It states, "In new development and re-use projects alike, encourage use of low impact development principles such as eco-roofs, roof gardens, landscaped courtyards, grass filter strips, permeable pavement, and rainwater systems, to reduce surface runnoff volumes and pollutants as well as reduce heat island effect." ~~Section 103.1907(c)(4) of t~~The proposed PDO would grant a FAR bonus ~~of 1.0~~ to redevelopment activities that incorporate a green or eco-roof. Furthermore, Planned District Ordinance~~Section 103.1908(g)(1)(A)~~ requires at least 25% of the lot area of new residential developments to be provided as common open space. At least 30% of the open space common area must be permeable. These strategies would capture roof runoff and reduce the volume and flow rate as it enters the storm drain system.

5.9.3.2 Substantially alter on- and off-site drainage patterns due to changes in runoff flow rates or volumes (HYD-B)

As stated previously, the downtown planning area is highly urbanized, paved with impervious surfaces, and contains very little vacant land. The hydrology of the downtown planning area would not be substantially altered, as the Downtown Community Plan would propose land uses that would maintain the existing quantity of impervious surfaces and, therefore, general runoff characteristics. In addition, the Downtown Community Plan does not propose substantial changes to the topography of the area to result in increases to runoff flow rates. In fact, the Downtown Community Plan proposes an increase in park land and promotes the development of green roofs, which would increase permeable areas and result in the reduction of overall flow rates and volumes of urban runoff. Therefore, the impact would be less than significant.

5.9.3.3 Impede or redirect flows within a 100-year flood hazard area (HYD-C)

With respect to flood flows, the proposed Downtown Community Plan would have no impact on a 100-year flood hazard area as none of these areas exist within downtown.

5.9.3.4 Surface Water and Groundwater Quality (WQ-A)

With adherence to state and local water quality controls discussed earlier (e.g. JURMP, SUSMP, SWPPP, City Stormwater Standards, and Hazardous Materials Release Response and Inventory Plan) the contribution to urban runoff generated by new development would be reduced to below a level of significance. Best Management Practices (BMPs) required as part of the SWPPP would prevent significant water quality impacts during construction. Long-term BMPs required by the SUSMP and Stormwater Standards would similarly protect against long-term significant water quality impacts from future development. Waste Discharge Permits required for groundwater discharge during construction would avoid significant water quality impacts from this process.

Improper storage of hazardous materials and improper disposal of waste materials would be avoided through the Hazardous Materials Release Response and Inventory Plan required for new development within downtown.

The Planned District Ordinance includes in ~~Section 103.1908(g)(3)~~ a requirement for new residential developments to improve 100 square feet for use by pets. This requirement would help limit pet waste from entering the storm drain system.

5.9.3.5 Substantially increase erosion and sedimentation (WBF-B)

As indicated above, the preparation and implementation of the SWPPPs mandated for all new development would reduce erosion and sedimentation impacts to below a level of significance.

5.9.3.6 Consistency with Water Quality Standards and Discharge Requirements (WQ-C)

Federal

The municipal NPDES stormwater permit for San Diego helps to improve water quality in the San Diego Bay. The Downtown Community Plan would not contain policies or goals to undermine the efficacy of this program and stormwater permit regulations would continue to be implemented downtown. Therefore, there would be no conflict with the NPDES stormwater permit for San Diego.

State

RWQCB Water Quality Control Plan "Basin Plan"

The Downtown Community Plan would implement goals and policies to reduce the amount of urban storm water runoff entering the Bay and also improve the quality of storm water as it enters the storm drain system. The Downtown Community Plan would not contain goals or policies to undermine the efficacy of the Basin Plan. Therefore, there would be no conflict with the goals of the Basin Plan for maintaining water quality.

Construction Dewatering

Redevelopment activities involving groundwater dewatering would be required to obtain an NPDES general permit (for discharge to the Bay) or a permit from the Metropolitan Wastewater Department (for discharge into the sanitary sewer). Obtaining this permit would assure that construction dewatering would not significantly impact water quality.

Local

Grading and Erosion Control

Redevelopment activities pursuant to the Downtown Community Plan would be required to comply with grading and land development regulations, including Municipal Code Sections 62.0401 through 62.0423.

Reduction of Pollutants in Stormwater

Redevelopment activities resulting from the Downtown Community Plan would also be required to comply with stormwater pollution reduction regulations as set forth in Municipal Code Section 43.0301 through 43.0308 and the California Health and Safety Code Chapter 6.95. Adherence to the City's Development Manual Stormwater Standards would also reduce impacts to stormwater quality.

General Construction Activity Stormwater Permit

Redevelopment activities resulting from the Downtown Community Plan that would disturb more than five acres of land would be required to obtain a General Construction Activity Stormwater Permit. The development and implementation of a Stormwater Pollution Prevention Plan would also be required.

5.9.4 MITIGATION MEASURES

Adherence to existing state and local regulations governing the release of pollutants into surface waters would provide sufficient protection against significant water quality impacts. No further mitigation measures would be required.

5.9.5 SIGNIFICANCE OF IMPACT AFTER MITIGATION

No significant hydrology or water quality impacts would occur with approval of the proposed Plans and Ordinances as well as subsequent development in accordance with these Plans and Ordinances.

5.10 HAZARDOUS MATERIALS

5.10.1 EXISTING CONDITIONS

5.10.1.1 Hazardous Materials

The following discussion is intended to provide general information on the potential for hazardous materials sites within the downtown planning area as well as the current regulatory framework managing hazardous materials risk. Inspection of individual properties was not conducted for this EIR, but would be required in the course of any project-specific environmental review. The discussion incorporates by reference the 1992 Master Environmental Impact Report for the Centre City Redevelopment Project, the Final Hazardous Materials Assessment for the Centre City Redevelopment Project (January 1992), and the Final Subsequent Environmental Impact Report for the Proposed Ballpark and Ancillary Development Projects and Associated Plan Amendments (October 1999).

Contaminated Sites

Hazardous materials are any materials that, because of their quantity, concentration, or physical and chemical characteristics, pose a significant present or potential hazard to human health and safety or the environment. Within the downtown planning area, there are historic and existing land uses that have generated hazardous waste as part of daily business operations. Large- and small-quantity generators of hazardous materials include such commercial uses as painters, dry cleaners, photographers, etc. and industrial uses such as automotive service stations, sheet metal works, metal scrap yards, truck yards, cement and lime warehouses, coal yards, battery manufacture, and SDG&E substations. In addition, older structures may contain building materials that are considered hazardous, such as asbestos and lead-based paint. In general, these historic and current uses and building materials are located throughout the planning area.

The Hazardous Waste and Substances Sites (Cortese) List and the County of San Diego's Site Assessment Mitigation (SAM) Case Listing are used by the State and local agencies as a source of information about the location of hazardous release sites. Government Code section 65962.5 requires the California Environmental Protection Agency to update the Cortese List on an annual basis. There is one Cortese List hazardous waste site in the downtown planning area, called the Tow Basin Facility, which is located at 3380 North Harbor Drive. The site was once used to conduct tests of the hydrodynamic designs of boats, ships, submersible vehicles, and seaplanes and was found to be contaminated with PCBs.

Regulatory Background

Hazardous materials handling and hazardous waste management are the subject of many laws and regulations. A brief summary of the primary regulations follows.

Worker Safety

Occupational safety standards are defined in federal and state laws to minimize safety risks to workers from chemical hazards. The California Division of Occupational Safety and Health

Administration (Cal-OSHA) and the federal Occupational Safety and Health Administration (OSHA) are primarily responsible for enforcing these standards. A Site Health and Safety Plan for the workers within the "exclusion zone" is required pursuant to the regulations in 29 Code of Regulations (CFR) Part 1910.120, and Title 8 California Code of Regulations, Section 5192 (et. seq.).

Hazardous Waste Handling

The California Environmental Protection Agency (Cal-EPA) Department of Toxic Substances Control (DTSC) regulates the generation, transportation, treatment, storage and disposal of hazardous waste under the federal Resources Conservation and Recovery Act (RCRA) and the California Hazardous Waste Control Law. Both laws impose regulatory systems for handling hazardous wastes including requiring that wastes be disposed of in licensed facilities. Permits are required by DTSC for all hazardous waste treatment or long-term storage (over 90 days) and disposal activities.

In San Diego, remediation and clean up of most contaminated sites is performed under the supervision of the County of San Diego Department of Environmental Health (DEH). Various state agencies can also supervise these activities, but DEH will be the coordinating agency in the area. The DEH approves remediation activities aimed at eliminating health risks posed by contaminated sites. Implementation of approved remediation must occur before construction activities may proceed.

Hazardous Materials Transportation

Transportation of hazardous materials is regulated by the federal Department of Transportation if the materials are transported inter-state. Intra-state transportation is regulated by the California Highway Patrol and California Department of Transportation. Together, these agencies determine the container types to be used and license hazardous waste haulers.

Hazardous Building Materials

Federal and state laws regulate handling of building materials which contain hazardous materials (e.g., asbestos and lead-based paint). Asbestos-containing materials are regulated as a hazardous air pollutant under the Clean Air Act, and by Cal-OSHA. These regulations limit emissions of asbestos from manufacturing, demolition or construction activities. They require monitoring of employee health conditions. Specific precautions and work practices are required for activities involving asbestos. The San Diego Air Pollution Control District, through the authority of CARB and Cal-EPA, are primarily responsible for enforcing asbestos regulations.

Both OSHA and Cal-OSHA enforce regulations for handling building materials which contain lead-based paint to assure that exposure does not exceed specific standards established by state and federal regulations.

Storage of Hazardous Materials

Hazardous material storage is regulated by the City of San Diego Fire Code (City of San Diego Municipal Code Sections 55.0101 through 55.9201). The San Diego Fire Code has adopted provisions of the Uniform Fire Code with respect to storage requirements for hazardous materials.

In accordance with Section 8003 of the UFC (1994), secondary containment is required for the storage of solid and liquid hazardous materials.

5.10.2 SIGNIFICANCE CRITERIA

Adoption and implementation of the proposed Plans and Ordinances would result in a significant, adverse environmental impact related to public health and safety if the goals, policies, objectives or regulations established by the planning documents and/or anticipated subsequent development in accordance with those documents would:

Significance Criterion HAZ-A Result in significant public health risks due to hazardous emissions or the handling of hazardous or acutely hazardous materials;

Significance Criterion HAZ-B Be located on or within 2,000 feet of a site which is included on a list of hazardous materials site compiled pursuant to Government Code Section 65962.5; or

Significance Criterion HAZ-C Substantially impair implementation of, or physically interfere with, an adopted emergency response plan or emergency evacuation plan.

5.10.3 ENVIRONMENTAL IMPACTS

5.10.3.1 Potential Health Risks from Handling or Emitting Hazardous Materials (HAZ-A)

Hazardous materials which occur within the downtown planning area pose significant public health and safety risks during construction or long-term use of proposed development if they occur in concentrations that exceed state and/or federal standards. Exposure to hazardous materials can occur through contact with contaminated soil or groundwater through ingestion, skin contact or the inhalation of vapors or dust.

During construction, workers may come in contact with hazardous or potentially hazardous materials during demolition of buildings or excavation activities. Demolition of buildings may expose workers to asbestos and lead paint as well as chemicals stored in or leaking from underground storage tanks. Inhalation of friable asbestos fibers can cause lung cancer and asbestosis. Similarly, inhalation of lead-containing dust may cause acute or chronic toxicity. Exposure to persons other than construction workers would be minimized by the exclusion of non-authorized personnel in areas determined to contain hazardous or potentially hazardous materials.

Excavation would disturb soils and possibly cause contaminants to become airborne. Excavation below the groundwater table or dewatering could also bring construction workers in contact with contaminants. Exposure may occur from skin contact, ingestion or inhalation.

The types of hazardous materials occurring within the downtown planning area are not likely to occur in sufficient concentrations to represent significant carcinogenic or non-carcinogenic risks to

construction workers. The potential does exist that construction workers could encounter hazardous materials in buried drums or underground storage tanks. However, property-specific Phase II Environmental Assessments required prior to development would identify areas most likely to contain such materials prior to construction, enabling appropriate actions to be taken to control risk exposure.

The first phase of construction of an individual redevelopment activity would involve carrying out remedial measures necessary to remove or clean contaminated buildings, soil or groundwater, as necessary. As with excavation, remedial measures which disturb contaminated buildings, soil or groundwater have the potential to expose construction workers to hazardous material via contact, ingestion or inhalation. Additionally, trucks transporting materials offsite could potentially impact residents, employees, and motor vehicle operators on the route traveled. All remediation activities are anticipated to take place prior to construction; however, it is possible that additional contamination may be encountered during construction.

Although it is not likely, it is possible that after construction is complete, residual soil and groundwater contaminants could pose a health and safety risk to downtown's residents, employees, and visitors. The risk of exposure would be greatly reduced as the chances of encountering groundwater would be low and the majority of the soil would be covered by structures or pavement.

In addition to risks posed by pre-existing hazardous materials, potential risks are associated with the individual redevelopment activities themselves. Herbicides and fertilizers associated with the landscaping of a redevelopment activity have the potential to pose a health risk if not properly managed. Similarly, proposed retail, office, and hotel uses may also involve the use or storage of materials which may be considered hazardous if not properly managed. These risks would be managed to a level below significant through the implementation of existing mandatory federal, state, and local regulations described below.

Applicable Rules, Regulations and Remedial Measures

The potential health risks during and after construction of individual redevelopment activities located on a site with hazardous materials remediation needs would be reduced through the mandatory controls imposed by State and Federal regulations described in 5.10.1.1. In accordance with these laws and regulations, all hazardous materials/wastes and petroleum products will have to be removed and remediated prior to, or during construction, to the standards set by the various federal, state, and local regulations. The type and extent of the remediation activities would be tailored to the individual properties based on the amount of hazardous materials/wastes and petroleum products identified by subsequent site-specific Phase I and II Environmental Assessments, and the planned land uses to be constructed on the site.

Although specific remediation activities have not been determined for future individual redevelopment activities within the downtown planning area, proven soil remediation technologies are described in the following paragraphs. Not all remediation activities would be conducted at all sites. Both soils containing no measurable contaminants and soils containing contaminants at concentrations below the remediation goals and not classified as hazardous by Title 22 of the California Code of Regulations may be used as backfill on future activity sites.

No Action

Based on the nature, concentration, and distribution of the contaminant, distance to potential receptors (including groundwater and San Diego Bay), and the intended site land use, the DEH may not require any soil or groundwater remediation activities to occur.

Soil Remediation

If the contaminants in soil are judged to pose a potential unacceptable risk to human health or the environment, the DEH will likely require remedial activities to take place to reduce the potential risk. Typically, the soil is remediated either in place (*in situ*), or after it has been excavated (*ex situ*). The following is a summary of the methods that may be used to treat soil in the downtown planning area.

In situ Methods

In many cases, it is possible to remediate soil without having to excavate the soil. Although there are several *in situ* methods available, the two most common ones are vapor extraction and air sparging.

Natural Attenuation. This method allows contaminated soils or groundwater to remain in place when the DEH concurs that a contaminant plume is stable (e.g., not migrating) and the concentrations of the contaminant have been shown to be decreasing over time. In most cases, the method is used for residual contamination remaining in the subsurface after other types of remediation activities have been performed to remove the source of contamination, and usually requires long periods of monitoring activities to establish the stability and decreasing trends of the contaminant plume. This method is typically used for fuels, oils, and other organic chemicals.

Vapor Extraction. This method involves the installation of vapor extraction wells which are connected to a vacuum source. Contaminant-laden vapors are removed from the soil and treated prior to being discharged to the atmosphere. Typically, the contaminant-laden vapors are treated using activated carbon or oxidation systems. This method typically works best to treat volatile compounds such as gasoline and solvents in highly permeable soil.

Air Sparging. Air sparging is typically used in conjunction with vapor extraction. Air sparging involves the injection of compressed air into the soil. The compressed air assists in the biological and chemical degradation of contaminants in the soil. This method typically works best to treat volatile compounds such as gasoline and solvents in highly permeable soil.

Free Product Removal. The removal of phase-separated product may be accomplished by vapor extraction, as previously discussed, or by either passive or active skimmers, or by hand-bailing. These methods are most effective with light non-aqueous phase liquids (LNAPLs) such as petroleum products (oils, fuels, and petroleum-based solvents such as mineral spirits and Stoddard solvent).

Ex situ Methods

Based on the contaminant type and the permeability of the soil, it may not be possible to treat soil *in situ*. Therefore, the soil is excavated and treated. The excavated soil can be treated onsite or

transported to an offsite treatment facility. If the soil is treated onsite, it can either be used onsite, or disposed at an offsite location.

Vapor Extraction. This method is similar to the vapor extraction previously described, except that it is conducted after the soil is excavated. This method can be used when the permeability of the soil is too low to be feasible to conduct in situ vapor extraction. In this method the soil is excavated and piled onsite. Piping is placed in the soil stockpiles for the vapor extraction. This method typically works best to treat volatile compounds such as gasoline and solvents.

Bioremediation. This method involves the addition of nutrients, water, oxygen, and possibly bacteria to excavated soil. The nutrients, water, and oxygen will increase the indigenous or added bacteria populations. The bacteria use the selected contaminants as a food source. Bioremediation has been proven successful in the treatment of many contaminants including fuels, oils, and other organic chemicals.

Fixation. This method involves the addition of chemicals (cement is typically used) to the excavated soil to reduce the potential for the contaminant to be mobile. This method is typically used to treat inorganic compounds such as metals.

Thermal Desorption. This method involves heating the excavated soil to cause the contaminant to volatilize and migrate from the soil as a vapor. The vapor is then treated, using activated carbon or by a catalytic oxidation unit, and discharged to the atmosphere. This method is typically used to treat organic compounds such as fuels, oils, and solvents. A portable unit is placed adjacent to or on the site where the contaminated soils are being excavated or stockpiled.

Offsite Thermal Desorption. Similar to the desorption process described above, this method involves transporting the excavated soil to an offsite facility for treatment. The soil is then transported back to the site for use as backfill or transported elsewhere for use or disposal.

Offsite Incineration. This method involves heating the excavated soil to cause the contaminant to volatilize and oxidize. The exhaust is treated by conventional methods (e.g., air scrubbers, catalytic oxidation units, etc.) prior to being released into the atmosphere. This method is typically used to treat organic compounds such as fuels, oils, and solvents.

Offsite Bioremediation/Soil Washing. This process is similar to onsite bioremediation described above except that the excavated soil is transported to an offsite facility where nutrients, water, oxygen, and possibly bacteria are added to the excavated soil. The nutrients, water, and oxygen will increase either the indigenous or added bacteria populations. The bacteria are able to use selected contaminants as a food source. Bioremediation has been proven successful in treating many contaminants including fuels, oils, and other organic chemicals.

Offsite Storage of Hazardous Materials. Redevelopment activities resulting from the Downtown Community Plan would be required to comply with hazardous material storage requirements contained in City of San Diego Municipal Code Sections 55.0101 through 55.9201 and the Uniform Fire Code Section 8003. Therefore, there would be no conflict.

5.10.3.2 Hazardous Waste Sites (HAZ-B)

Due to the nature of historic and current land uses located throughout the downtown planning area, there is a high potential for encountering hazardous materials sites identified on registers compiled pursuant to Government Code Section 65962.5. However, significant impacts to human health and the environment would be avoided through compliance with mandatory federal, state, and local regulations described previously.

With respect to the Tow Basin Facility hazardous release site located downtown, in November 2004, the Department of Toxic Substances Control approved the Final Implementation Report for the site which resulted in remedial action. The entire building was demolished and 142,477 pounds of PCB contaminated solids were removed and transported offsite for disposal. No further remedial action is required. Therefore, this site would not pose a substantial risk to current and future residents of the downtown planning area and there would be no impact.

5.10.3.3 Emergency Preparedness (HAZ-C)

As redevelopment proceeds in the downtown planning area as a result of the proposed Downtown Community Plan, urbanized areas would intensify. As intensification of uses increases, the potential impacts of man-made or natural disaster could also increase. The ongoing implementation and updating of the City of San Diego's Emergency Operations Plan would assure adequate response to emergencies. In addition, the City would continue to cooperate with federal and state emergency preparedness agencies. In particular, the City would continue to participate in the Unified San Diego County Emergency Services Organization to assure regional cooperation and assistance with emergencies within the City. The City would also continue to conduct drills and training simulations for the emergency operations center to assure improved operation in the event of an actual disaster.

5.10.4 MITIGATION MEASURES

Adherence to federal, state and local regulations controlling hazardous materials would be sufficient to avoid significant impacts from hazardous materials. No mitigation measures are required.

5.10.5 SIGNIFICANCE OF IMPACT AFTER MITIGATION

No significant hazardous materials impacts would occur with approval of the proposed Plans and Ordinances as well as subsequent development in accordance with these Plans and Ordinances.

This Page Intentionally Left Blank

5.11 POPULATION/HOUSING

5.11.1 EXISTING CONDITIONS

This section provides an overall discussion of population and housing conditions in the downtown planning area. For the purpose of this discussion, the evaluation of population and housing is based on 1990 and 2000 U.S. Census data, 2004 SANDAG estimates, and 2030 SANDAG projections. Census tracts were used to estimate population and demographic statistics for the downtown planning area (Figure 5.11-1).

5.11.1.1 Population

According to the most recent population estimates for 2004, the total population downtown has grown by approximately 46% to ~~21,237~~27,500 since the 1990 Census was taken. Projecting to the future, the Cities/County Forecast developed by SANDAG estimates the downtown population will reach 59,598 by 2030 under the existing Centre City Community Plan.

5.11.1.2 Housing

Housing in the downtown planning area is dominated by high-density, multi-family residential apartment and condominium buildings. In 2004, the total housing stock (the total number of housing units) numbered 11,419 (Table 5.11-1). Of this, over 95% of housing units are classified as multi-family residential. Single-family residential and other residential comprise the balance. The preference for multi-family residential development downtown has resulted in a high intensity of residential space, where many families live above one another in high-rise buildings, rather than each individual family living side by side on the ground level. As a consequence, the average density of 108 housing units per residential acre downtown is considered to be relatively high.

Table 5.11-1
Downtown's Housing Stock

YEAR	TOTAL HOUSING STOCK	SINGLE FAMILY (%)	MULTIPLE FAMILY (%)	OTHER (%)
2004	11,419	4	95	<1

In addition to the high density of residential uses, downtown has a very high occupancy rate. For multi-family housing, approximately 92% of units are occupied. For single-family housing, approximately 88% are occupied. The high occupancy rates combined with the fact that market values for condominiums and rentals are currently very competitive demonstrate that the demand for downtown housing is strong.

5.11.2 SIGNIFICANCE CRITERIA

Adoption and implementation of the proposed Plans and Ordinances would result in a significant, adverse environmental impact related to population and housing if the goals, policies, objectives or

regulations established by the planning documents and/or anticipated subsequent development in accordance with those documents would:

Significance Criterion POP-A Induce substantial population growth to result in adverse physical changes; or

Significance Criterion POP-B Displace a substantial number of existing housing units or people, necessitating construction of replacement housing.

5.11.3 ENVIRONMENTAL IMPACTS

5.11.3.1 Population (POP-A)

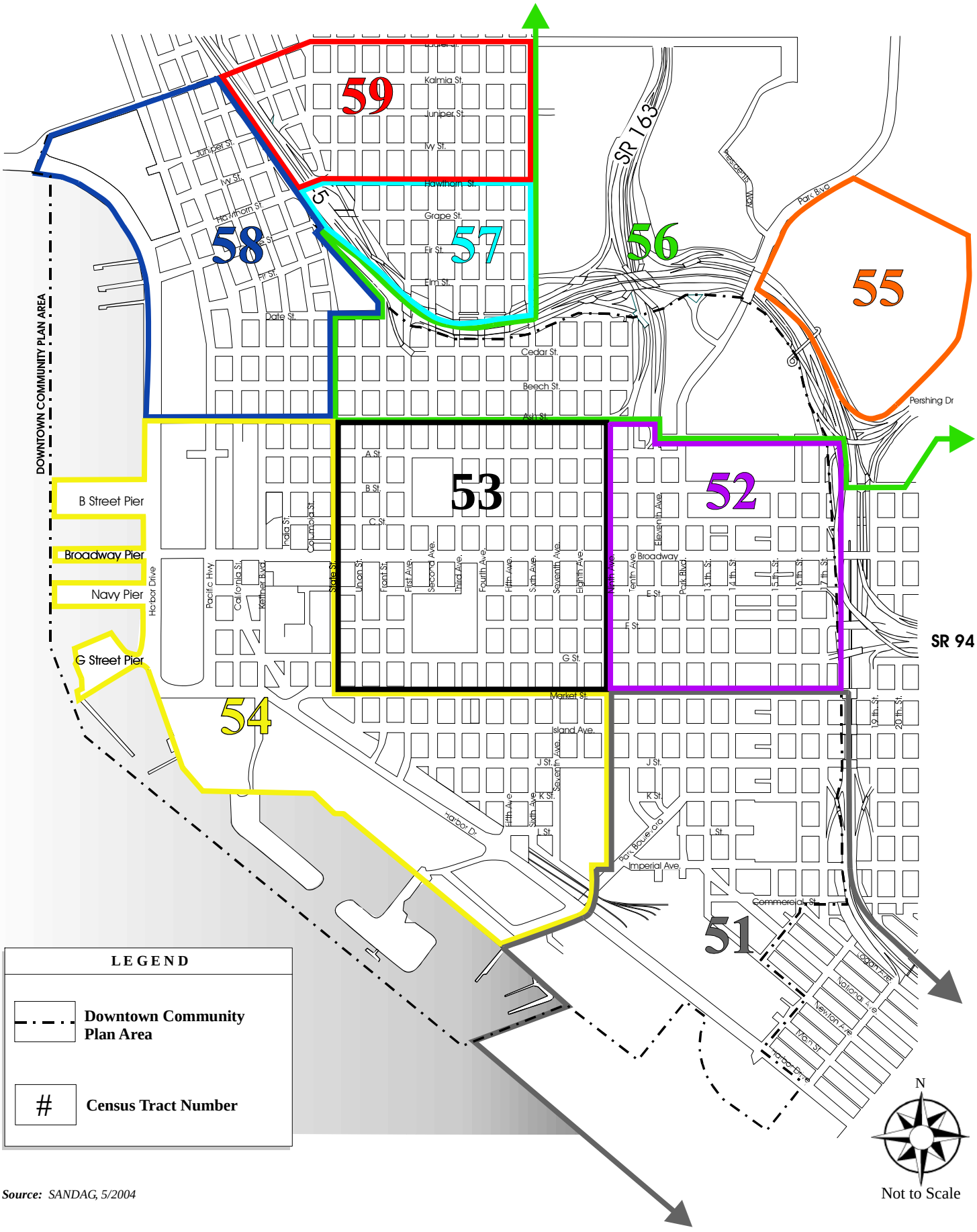
Implementation of the Downtown Community Plan would form the basis for anticipating population growth in the downtown planning area. The residential designation in addition to the maximum FAR would allow for a range of dwelling unit densities across the downtown area. The number of dwelling units would realistically fall below that which would be allowed by the maximum FAR due to economic constraints.

Based on the land use allocations of the Land Use Map (Chapter 5.1), CCDC is projecting a maximum population of 89,100 by 2030 under the proposed Community Plan. Therefore, the existing population of 27,500 would more than quadruple as a result of the Downtown Community Plan. While development of the proposed Land Use Map is based on expected densities of development, the actual population growth may be lower depending on changes in regional housing trends and local economies.

CCDC's population projection for the Downtown Community Plan would be greater than the projections in the 2030 Cities/County Forecast developed by SANDAG. As noted above, SANDAG's projected population in the downtown planning area for the year 2030 would be 59,598, while CCDC is estimating a year 2030 population of 89,100. The difference of 29,502 residents represents nearly a 50 percent increase. Potential adverse physical changes that would be associated with this increase, such as increased water and energy consumption and increased traffic and air quality impacts, are issue-specific and are addressed in Chapter 5.0 of the EIR.

5.11.3.2 Housing (POP-B)

Based on examination of the land use designations and maximum FAR allowed on the Land Use Map (Chapter 5.1), CCDC expects the number of residential units to reach a maximum of 53,100 by the year 2030 as a result of implementation of the Downtown Community Plan. Therefore, the existing number of residential units would increase by approximately 360 percent.



Source: *SANDAG, 5/2004*

Downtown Census Tracts _____ Figure 5.11-1

This Page Intentionally Left Blank

The year 2030 residential unit projection for the proposed Downtown Community Plan would be greater than that anticipated by the 2030 Cities/County Forecast. SANDAG's projected number of residential units in the downtown planning area is 34,282 by 2030. The difference between CCDC's estimate based on the Land Use Map and the SANDAG forecast is 18,818 residential units. Therefore, the proposed Plan would contribute additional housing to a region that is currently experiencing housing deficiencies and would have a beneficial effect on housing supply.

5.11.4 MITIGATION MEASURES

As no significant population or housing impacts would occur with the proposed Community Plan, no mitigation measures are required.

5.11.5 SIGNIFICANCE OF IMPACT AFTER MITIGATION

No significant population or housing impacts would occur as a result of approval and implementation of the proposed Plans and Ordinances.

This Page Intentionally Left Blank

5.12 PALEONTOLOGICAL RESOURCES

Fossils are the remains and/or traces of prehistoric plant and animal life. Fossils such as bones, teeth, shells, and leaves are found in the geologic deposits (rock formations) within which they were originally buried. Paleontological resources include not only fossils, but also the collecting localities and the geologic formations containing those localities. The following discussion is based on the underlying geologic formations of the planning area identified in the geotechnical investigation prepared by URS Corporation (July 2002) (see Appendix 2.5 of the EIR) and the paleontological sensitivity of these formations (Déméré and Walsh 1993).

5.12.1 EXISTING CONDITIONS

The downtown planning area is underlain by the Pliocene aged San Diego Formation, the Pleistocene aged Bay Point Formation and recent artificial fill (refer to Figure 5.5-1 located in Chapter 5.5 Geology and Seismicity). The potential for these formations to bear fossils is described below.

San Diego Formation

The San Diego Formation is a marine sedimentary deposit of late Pliocene age (approximately 1.5-3 million years ago), which typically consists of yellowish-gray, fine-grained sandstones. The San Diego Formation is well known for its rich and well-preserved fossil beds. Important fossils that have been recovered in the San Diego Formation include marine clams, scallops, snails, crabs, barnacles, sand dollars, sharks, rays, bony fish, sea birds, walrus, fur seal, sea cow, dolphins, and baleen whales. In addition, rare remains of terrestrial mammals including cat, wolf, skunk, peccary, camel, antelope, deer, horse, and gomphothere (an elephant ancestor) have also been recovered in this formation. The San Diego Formation has also produced fossil remains of the wood and leaves of oak, pine, laurel, cottonwood, and avocado trees. Because of the diversity and quality of the fossil organisms recovered in the San Diego Formation, it is assigned a high paleontological resource sensitivity.

The San Diego Formation occurs within the northwest portion of the planning area, from I-5 south to B Street and west to Third Avenue, and between I-5 and 16th Street from Broadway to F Street.

Bay Point Formation

The Bay Point Formation is a nearshore marine sedimentary deposit of the late Pleistocene age (approximately 220,000 years ago), which typically consists of light gray, fine- to coarse-grained, massive and cross-bedded sandstones. The Bay Point Formation has produced large and diverse assemblages of well-preserved marine fossils including mollusks, sharks, rays and bony fishes. This formation is assigned a high resource sensitivity.

The Bay Point Formation underlies the majority of the planning area, occurring north and east of Harbor Drive and south of I-5.

Artificial Fill

Artificial fill is not a naturally occurring formation, but is young geologic material used in the construction of the harbor and harbor facilities. It is considered to have zero paleontological resource potential. Artificial fill occurs west and south of Harbor Drive adjacent to San Diego Bay.

5.12.2 SIGNIFICANCE CRITERIA

Adoption and implementation of the proposed Plans and Ordinances would result in a significant, adverse environmental impact related to paleontological resources if the goals, policies, objectives or regulations established by the planning documents and/or anticipated subsequent development in accordance with those documents would:

Significance Criterion PAL-A Substantially impact a unique paleontological resource or impact a geologic formation possessing a medium to high fossil-bearing potential.

5.12.3 ENVIRONMENTAL IMPACTS

Impact PAL-A.1
Impacts to Paleontological Resources

Construction activities resulting from the Downtown Community Plan would have the potential to result in significant impacts to paleontological resources. Except in areas underlain by artificial fill, all development associated with the Downtown Community Plan would occur on geologic formations that are assigned a high paleontological resource sensitivity. Any development that involves grading or excavation beyond the one to three foot depth of surficial fills for foundations, subterranean parking, or below-grade features including utility trenches would have the potential to expose fossil-bearing geologic formations and adversely impact paleontological resources.

5.12.4 MITIGATION MEASURES

Impact PAL-A.1-1 Impact to Paleontological Resources

Mitigation Measure PAL-A.1-1: If the potential exists for significant paleontological resources, a monitoring program in accordance with the following mitigation measure would be implemented.

I. Prior to Permit Issuance

A. Construction Plan Check

1. Prior to Notice to Proceed (NTP) for any construction permits, including but not limited to, the first Grading Permit, Demolition Permits and Building Permits, but prior to the first preconstruction meeting, whichever is applicable, Centre City Development Corporation (CCDC) shall verify that the requirements for Paleontological Monitoring have been noted on the appropriate construction documents.

B. Letters of Qualification have been submitted to CCDC

1. The applicant shall submit a letter of verification to CCDC identifying the Principal Investigator (PI) for the project and the names of all persons involved in the paleontological monitoring program, as defined in the City of San Diego Paleontology Guidelines.
2. CCDC will provide a letter to the applicant confirming the qualifications of the PI and all persons involved in the paleontological monitoring of the project.
3. Prior to the start of work, the applicant shall obtain approval from CCDC for any personnel changes associated with the monitoring program.

II. Prior to Start of Construction

A. Verification of Records Search

1. The PI shall provide verification to CCDC that a site-specific records search has been completed. Verification includes, but is not limited to a copy of a confirmation letter from San Diego Natural History Museum, other institution or, if the search was in-house, a letter of verification from the PI stating that the search was completed.
2. The letter shall introduce any pertinent information concerning expectations and probabilities of discovery during trenching and/or grading activities.

B. PI Shall Attend Precon Meetings

1. Prior to beginning any work that requires monitoring, the Applicant shall arrange a Precon Meeting that shall include the PI, Construction Manager (CM) and/or Grading Contractor, Resident Engineer (RE), Building Inspector (BI), if appropriate, and CCDC. The qualified paleontologist shall attend any grading/excavation related Precon Meetings to make comments and/or suggestions concerning the Paleontological Monitoring program with the Construction Manager and/or Grading Contractor.
   a. If the PI is unable to attend the Precon Meeting, the Applicant shall schedule a focused Precon Meeting with CCDC, the PI, RE, CM or BI, if appropriate, prior to the start of any work that requires monitoring.
2. Identify Areas to be Monitored
   a. Prior to the start of any work that requires monitoring, the PI shall submit a Paleontological Monitoring Exhibit (PME) based on the appropriate construction documents (reduced to 11x17) to CCDC identifying the areas to be monitored including the delineation of grading/excavation limits. The PME shall be based on the results of a site specific records search as well as information regarding existing known soil conditions (native or formation).
3. When Monitoring Will Occur
   a. Prior to the start of any work, the PI shall also submit a construction schedule to CCDC through the RE indicating when and where monitoring will occur.
   b. The PI may submit a detailed letter to CCDC prior to the start of work or during construction requesting a modification to the monitoring program. This request shall be based on relevant information such as review of final construction documents which indicate conditions such as depth of excavation and/or site graded to bedrock, presence or absence of fossil resources, etc., which may reduce or increase the potential for resources to be present.

III. During Construction

A. Monitor Shall be Present During Grading/Excavation/Trenching

1. The monitor shall be present full-time during grading/excavation/trenching activities as identified on the PME that could result in impacts to formations with high and moderate resource sensitivity. The Construction Manager is responsible for notifying the RE, PI, and CCDC of changes to any construction activities.
2. The monitor shall document field activity via the Consultant Site Visit Record (CSVR). The CSVR's shall be faxed by the CM to the RE the first day of monitoring, the last day of monitoring, monthly (Notification of Monitoring Completion), and in the case of any discoveries. The RE shall forward copies to CCDC.
3. The PI may submit a detailed letter to CCDC during construction requesting a modification to the monitoring program when a field condition such as trenching activities that do not encounter formational soils as previously assumed, and/or when unique/unusual fossils are encountered, which may reduce or increase the potential for resources to be present.

B. Discovery Notification Process

1. In the event of a discovery, the Paleontological Monitor shall direct the contractor to temporarily divert trenching activities in the area of discovery and immediately notify the RE or BI, as appropriate.
2. The Monitor shall immediately notify the PI (unless Monitor is the PI) of the discovery.
3. The PI shall immediately notify CCDC by phone of the discovery, and shall also submit written documentation to CCDC within 24 hours by fax or email with photos of the resource in context, if possible.

C. Determination of Significance

1. The PI shall evaluate the significance of the resource.
   a. The PI shall immediately notify CCDC by phone to discuss significance determination and shall also submit a letter to CCDC indicating whether additional mitigation is required. The determination of significance for fossil discoveries shall be at the discretion of the PI.
   b. If the resource is significant, the PI shall submit a Paleontological Recovery Program (PRP) and obtain written approval from CCDC. Impacts to significant resources must be mitigated before ground disturbing activities in the area of discovery will be allowed to resume.
   c. If resource is not significant (e.g., small pieces of broken common shell fragments or other scattered common fossils) the PI shall notify the RE, or BI as appropriate, that a non-significant discovery has been made. The Paleontologist shall continue to monitor the area without notification to CCDC unless a significant resource is encountered.
   d. The PI shall submit a letter to CCDC indicating that fossil resources will be collected, curated, and documented in the Final Monitoring Report. The letter shall also indicate that no further work is required.

IV. Night Work

A. If night work is included in the contract

1. When night work is included in the contract package, the extent and timing shall be presented and discussed at the precon meeting.
2. The following procedures shall be followed.
   a. No Discoveries
      (1) In the event that no discoveries were encountered during night work, The PI shall record the information on the CSVR and submit to CCDC via fax by 9am the following morning, if possible.
   b. Discoveries
      (1) All discoveries shall be processed and documented using the existing procedures detailed in Sections III - During Construction.
   c. Potentially Significant Discoveries
      (1) If the PI determines that a potentially significant discovery has been made, the procedures detailed under Section III - During Construction shall be followed.
   d. The PI shall immediately contact CCDC, or by 8AM the following morning to report and discuss the findings as indicated in Section III-B, unless other specific arrangements have been made.

B. If night work becomes necessary during the course of construction

1. The Construction Manager shall notify the RE, or BI, as appropriate, a minimum of 24 hours before the work is to begin.
2. The RE, or BI, as appropriate, shall notify CCDC immediately.

C. All other procedures described above shall apply, as appropriate.

VI. Post Construction

A. Submittal of Draft Monitoring Report

1. The PI shall submit two copies of the Draft Monitoring Report (even if negative) which describes the results, analysis, and conclusions of all phases of the Paleontological Monitoring Program (with appropriate graphics) to CCDC for review and approval within 90 days following the completion of monitoring,
   a. For significant paleontological resources encountered during monitoring, the Paleontological Recovery Program shall be included in the Draft Monitoring Report.
   b. Recording Sites with the San Diego Natural History Museum
      (1) The PI shall be responsible for recording (on the appropriate forms) any significant or potentially significant fossil resources encountered during the Paleontological Monitoring Program in accordance with the City's Paleontological Guidelines, and submittal of such forms to the San Diego Natural History Museum with the Final Monitoring Report.
2. CCDC shall return the Draft Monitoring Report to the PI for revision or, for preparation of the Final Report.
3. The PI shall submit revised Draft Monitoring Report to CCDC for approval.
4. CCDC shall provide written verification to the PI of the approved report.
5. CCDC shall notify the RE or BI, as appropriate, of receipt of all Draft Monitoring Report submittals and approvals.

B. Handling of Fossil Remains

1. The PI shall be responsible for ensuring that all fossil remains collected are cleaned and catalogued.
2. The PI shall be responsible for ensuring that all fossil remains are analyzed to identify function and chronology as they relate to the geologic history of the area; that faunal material is identified as to species; and that specialty studies are completed, as appropriate

C. Curation of fossil remains: Deed of Gift and Acceptance Verification
1. The PI shall be responsible for ensuring that all fossil remains associated with the monitoring for this project are permanently curated with an appropriate institution.
2. The PI shall include the Acceptance Verification from the curation institution in the Final Monitoring Report submitted to the RE or BI and CCDC.

D. Final Monitoring Report(s)
1. The PI shall submit two copies of the Final Monitoring Report to CCDC (even if negative), within 90 days after notification from CCDC that the draft report has been approved.
2. The RE shall, in no case, issue the Notice of Completion until receiving a copy of the approved Final Monitoring Report from CCDC which includes the Acceptance Verification from the curation institution.

~~***Mitigation Measure PAL-A.1-1*** Prior to the issuance of a Development Permit for any development located in an area underlain by San Diego or Baypoint Formations (geologic materials containing moderate to high paleontological resources potential) as identified in Figure 5.5-1 of the EIR, the applicant shall provide a letter of verification stating that a qualified paleontological monitor, as defined in the City of San Diego Paleontological Guidelines, has been retained to implement the monitoring program. The requirement for paleontological monitoring shall be noted on the Redevelopment Permit. The applicant shall notify CCDC of the start and end of construction.~~

~~a.The paleontological monitor shall attend any preconstruction meetings to make comments and/or suggestions concerning the paleontological monitoring program with the construction manager.~~

~~b.The paleontological monitor shall be on site full-time during the initial cutting of previously undisturbed areas. Monitoring may be increased or decreased at the discretion of the paleontological monitor, and will depend on the rate of excavation, the materials excavated, and the abundance of fossils.~~

~~c.When requested by the paleontological monitor, the applicant's contractor shall divert, direct, or temporarily halt ground disturbance activities in the area of discovery to allow recovery of fossil remains. The paleontologist shall immediately notify CCDC staff of such findings at the time of discovery. The significance of the discovered resources shall be determined by the paleontological monitor, in consultation with CCDC. CCDC must concur with the evaluation before grading activities will be allowed to resume.~~

~~d.The paleontological monitor shall be responsible for preparation of fossils to a point of identification, as defined in the City of San Diego Paleontological Guidelines, and submittal of a letter of acceptance from a local qualified curation facility. Any~~

~~discovered fossil sites shall be recorded by the paleontologist at the San Diego Natural History Museum.~~

~~e.Within three months following the completion of grading, a monitoring results report, with appropriate graphics, summarizing the results, analysis and conclusions of the paleontological monitoring program shall be submitted to and approved by CCDC.~~

5.12.5 SIGNIFICANCE OF IMPACT AFTER MITIGATION

Impact PAL-A.1-1 Impact to Paleontological Resources

Level of Significance After Mitigation: Not Significant

Implementation of Mitigation Measure PAL-A.1-1 would reduce potentially significant impacts to paleontological resources to below a level of significance.

This Page Intentionally Left Blank

5.13 ENERGY

Information regarding electricity and natural gas service in the downtown planning area was provided by written correspondence from San Diego Gas and Electric (SDG&E), a Sempra Energy utility.

5.13.1 EXISTING CONDITIONS

5.13.1.1 Electricity

Based on existing land uses, it is estimated that the average consumption of electricity downtown is approximately 1.8 million kilowatt hours (kWh) per day.

Three substations serve the downtown area; they are referred to as Station B, Urban, and Sampson.

- Station B is located on the west side of Kettner, between E and F Streets, and is a 120 MVA, 69/12kV substation, consisting of four 20 MVA transformers with four sections of switch gear to accommodate 16 circuits.
- Urban is located on the southeast corner of 14th and F streets, and is a 69/12kV substation. It currently has three 20 MVA transformers, with a planned buildout of 120 MVA. The substation consists of four sections of switch gear to accommodate 15 circuits.
- Sampson, is located on the southwest corner of Sampson Street and Harbor Drive. It has an existing capacity of 120 MVA, 69/12kV, consisting of four 30 MVA transformers with four sections of switch gear to accommodate 16 circuits.

The electrical distribution lines serving downtown are located both above ground and underground. Each year, SDG&E allocates capital funds for the purpose of converting overhead electric distribution lines. Under the provisions of Rule 20A established by the California Public Utilities Commission, the City may designate major streets for undergrounding overhead lines. In general, all new commercial, industrial and residential developments are required to accept underground service.

SDG&E has the capacity to meet the present demand for electrical service. However, SDG&E has forecasted that the downtown-serving substations will have an aggregate loading of 93% by 2006 and will be fully loaded by 2010. To prevent extended outages and disruption of services to new and existing customers, maintain distribution system operating flexibility, as well as maintain reliable service to SDG&E customers, SDG&E is currently constructing a four-bank ultimate 120 MVA distribution substation (to be known as the Grant Hill Substation) in Uptown.

5.13.1.2 Natural Gas

The amount of natural gas used downtown varies widely throughout the year. Based on current land uses, the average use of natural gas in the downtown planning area is estimated to be 5.3 million cubic feet per day.

Approximately 97 percent of the natural gas consumed in SDG&E's service territory is transported through seven major interstate and intrastate transmission pipelines. These transmission lines are connected to out-of-state supply basins in New Mexico, Texas, the Rocky Mountains, and the Canadian West. The remaining three percent is produced in California and transported through transmission lines located along the coast and in the Central Valley. Ultimately, all of these sources travel through pipelines owned by Southern California Gas Company before delivery into SDG&E's natural gas system.

Natural gas service is provided to downtown customers in pipes that vary from one-half inch to two inches in diameter. The downtown system has pipes that are Schedule 40 grade "B" steel and medium-density polyethylene. The major distribution pipes delivering gas to and through the downtown area enter at three locations. In the northwest, there is a 12-inch steel line in Kettner Boulevard. In the northeast, another 12-inch steel pipe enters along Park Boulevard. A third 12-inch pipe is located in the southern part of the downtown planning area in National Avenue.

According to SDG&E, the current natural gas distribution system is in good operating condition and is adequate to meet the current demand.

5.13.2 SIGNIFICANCE CRITERIA

Adoption and implementation of the proposed Plans and Ordinances would result in a significant, adverse environmental impact related to energy if the goals, policies, objectives or regulations established by the planning documents and/or anticipated subsequent development in accordance with those documents would:

Significance Criterion E-A — Result in a significant physical change associated with expanding or constructing new electricity or natural gas facilities to meet the anticipated demand created by the proposed Plan.

5.13.3 ENVIRONMENTAL IMPACTS

5.13.3.1 Electricity

Additional development resulting from the implementation of the proposed Downtown Community Plan would increase electricity demand and would require additional supply compared to existing conditions. Based on the projected commercial, industrial, and residential growth downtown, it is estimated that the downtown planning area under the proposed Plan would use approximately 1.82 billion kWh of electricity per day, based on a California average of 7,178 kWh consumed per capita per day multiplied by the projected total residential and employment population of 253,800. Although this would represent an increase of 1.09 billion kWh over the present consumption, it is anticipated that SDG&E would be able to provide the infrastructure needed to supply this amount of electricity with the three existing substations downtown and the approved station in the Uptown area, (which has already gone through its own environmental review and is not part of the Downtown Community Plan). Thus, meeting the electrical needs of future development in

accordance with the proposed Community Plan would not result in any physical changes which could impact the environment. Therefore, the impact would not be significant.

In addition, the Downtown Community Plan would encourage landscaped and ecologically-designed rooftops through Policy 5.8-P-6, and the Planned District Ordinance would grant a FAR bonus of 1.0 to those activities that incorporate a green roof. Not only do green roofs have a beneficial effect in terms of hydrology (see Section 5.9), but they also provide additional insulation to buildings, reducing electricity needs for heating and cooling. On a larger scale, green roofs help to reduce the heat island effect, a phenomenon where temperatures in urban areas become artificially high due to the high heat absorption of asphalt and other dark surfaces. The increase in local temperature causes an increased use in air conditioning and electricity. The Downtown Community Plan's promotion of green roofs would help to reduce the heat island effect and electricity demand downtown-wide.

5.13.3.2 Natural Gas

Based on an average natural gas consumption of 193.7 cubic feet per day per person, it is anticipated that natural gas consumption would reach approximately 49 million cubic feet per day as a result of implementation of the Downtown Community Plan. While this value is nearly 250% the daily consumption rate currently estimated for the downtown area, it is anticipated that SDG&E would be capable of providing the infrastructure required to meet the natural gas demand of the proposed downtown uses with the existing infrastructure serving downtown. Thus, meeting the natural gas needs of future development in accordance with the proposed Community Plan would not result in any physical changes which could impact the environment. Therefore, the impact would not be significant.

5.13.4 MITIGATION MEASURES

As no significant physical impacts are anticipated, no mitigation measures are required.

5.13.5 SIGNIFICANCE OF IMPACT AFTER MITIGATION

Impacts related to electricity and natural gas service would be less than significant.

This Page Intentionally Left Blank