

CHAPTER 10.0

ALTERNATIVES

In considering the appropriateness of a proposed project, CEQA mandates that alternatives be discussed. Section 15126.6 of the State CEQA Guidelines requires the discussion of a range of reasonable alternatives to a project which would feasibly attain most of the basic objectives of the project, but would avoid or substantially lessen any of the significant effects of the proposed project. The Guidelines also require that the specific alternative of “no project” be evaluated along with its impact. When the project is the revision of an existing land use plan, the “no project” alternative is the continued implementation of the existing land use plan; in this case, the Centre City Community Plan. Section 15126.6 further states that "The range of alternatives required in an EIR is governed by a 'rule of reason' that requires the EIR to set forth only those alternatives necessary to permit a reasoned choice."

As discussed in Section 5.0, implementation of the proposed Community Plan could result in significant, direct environmental impacts related to air quality, cultural resources, land use, noise, paleontology, transportation/circulation, access and parking, as well as visual quality. As discussed in Section 6.0, the proposed Community Plan would result in significant cumulative impacts related to air quality, cultural resources, hydrology/water quality, noise, and traffic/circulation. In developing the alternatives to be addressed in this section, consideration was given regarding their ability to: 1) meet the basic objectives of the project, as discussed in Section 4.0, and 2) eliminate or substantially reduce significant environmental impacts, as identified in Sections 5.0 and 6.0 of this EIR. ~~As discussed in Section 5.0, implementation of the proposed Community Plan could result in significant, direct environmental impacts related to air quality, cultural resources, land use, noise, paleontology, transportation/circulation, access and parking, as well as visual quality. As discussed in Section 6.0, the proposed Community Plan would result in significant cumulative impacts related to air quality, cultural resources, hydrology/water quality, noise, and traffic/circulation.~~

As required by CEQA, this section considers the environmental impacts associated with implementing the adopted 1992 Community Plan which represents the No Project alternative.

Based on the comparison of the impacts associated with implementing the 1992 Plan with those of the proposed Community Plan contained in Section 10.1, it was determined that evaluation of an alternative which would reduce land use density and intensity to a level between the adopted and proposed Community Plan was not required. One of the key factors in this determination was the language of Section 15126.6 which indicates that an alternative should “substantially lessen any of the significant effects of the proposed project”. Due to the nature of the impacts, the primary consideration of alternatives is traffic as well as factors related to traffic, such as air quality.

Based on a comparison of the traffic impacts under the Proposed Plan versus the 1992 Plan, the traffic analysis concluded that, although some of the individual freeway segments would be less

impacted under the 1992 plan, the overall impact on the freeway system downtown would be significant and not mitigable under both the 1992 and Proposed Plan. Similarly, no substantial change would be expected with respect to air quality since the air quality analysis concludes that the automobile emissions would be reduced in subsequent years due to clean air requirements through the buildout of the downtown.

On the basis of the lack of overall reduction in traffic impacts, it was determined that a reduced density alternative would not meet the test of avoiding or substantially reducing traffic impacts and need not be considered in this EIR.

No other substantially different approaches to developing downtown were identified in the course of the extensive public outreach effort that took place during the preparation of the proposed Community Plan. The focus of issues expressed by members of the public at these meetings was on arts and culture aspects of downtown, and affordable housing. As no significant issues were identified with respect to these areas, a discussion of them is not required under CEQA relative to alternatives to the proposed project.

~~Based on the previously described criteria, the following alternative is considered in this section.~~

~~• No Project Alternative: Continued Implementation of Existing Centre City Community Plan.~~

Prior to selecting the land use plan which is the basis of the proposed Community Plan, three additional land use approaches were considered. Working Paper #7 identifies these three approaches as follows:

- Concentrated Office Core, Maximum Residential;
- Double Multi-use Cores, Expanded Residential Area; and
- Large Multi-Use Core, Waterfront Retail District.

These three land use plan concepts were developed by CCDC in the course of defining the land uses included in the proposed Community Plan. No discussion of these concepts is included in this section because they do not represent alternatives as defined by Section 15126 of the CEQA guidelines. None of these land use concepts would result in avoidance or substantial reduction in significant impacts associated with the proposed Plans and Ordinance.

~~A brief description of each of these approaches is provided in the discussion of Alternatives Considered But Rejected located at the end of this section. The approaches are identified in this section for the sake of completeness. They were developed prior to this EIR and, thus, were not generated as alternatives intended to minimize or avoid significant environmental impacts. Rather they were developed as a means of exploring various development approaches for downtown. The proposed Community Plan represents a blend of elements from all three initial land use approaches.~~

10.1 NO PROJECT ALTERNATIVE: CONTINUED IMPLEMENTATION OF EXISTING CENTRE CITY COMMUNITY PLAN (1992 PLAN)

Under this alternative, development within downtown would occur pursuant to the Centre City Community Plan that was originally adopted in 1992 including related Planned District Ordinances. As discussed in Section 5.1.1.4, the adopted Community Plan and Planned District Ordinances contain a series of goals, policies and regulations which are intended to promote a diverse mixture of land uses within downtown. As illustrated in Figure 10.1-1, the downtown area would be developed with a mixture of land uses.

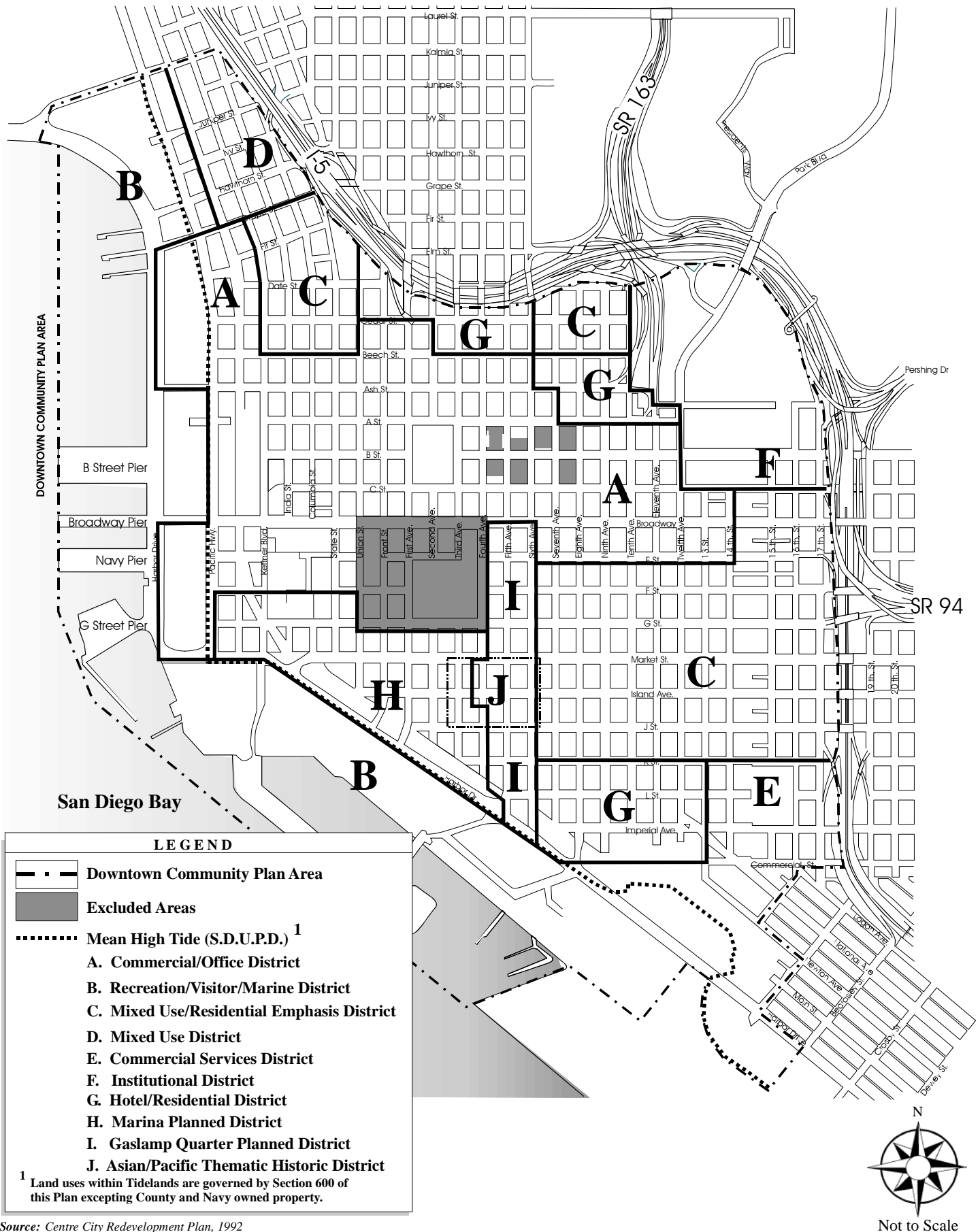
While implementation of the 1992 Plan would achieve the same general objectives as the proposed Community Plan, the 1992 Plan would have several notable differences. First, it would result in an overall reduced intensity of development. As illustrated in Table 10.1-1, the 1992 Plan would result in residential population buildout of 48,000 people, which is only 54% of that anticipated under the proposed Community Plan. Employment was emphasized in the 1992 Plan, but at buildout, would result in an employment population that is only 74% of that proposed by the new Plan. There are similar reductions for land uses such as residential, office, retail, and hotel. In addition, while the 1992 Plan focused on increasing the use of mass transit, with less reliance on automobiles and long-term parking downtown, it did not focus residential uses around neighborhood centers or designate green streets to promote pedestrian activity downtown. Finally, the 1992 Plan includes goals to create an urban park system downtown, but at buildout would result in fewer acres of park space compared to the proposed Plan.

The following discussion compares the potentially significant impacts of development in accordance with the 1992 Plan with the impacts associated with the proposed Community Plan. Table 10.1-2 provides a comparison of this alternative with the proposed Plans and Ordinances.

10.1.1 AIR QUALITY

10.1.1.1 Construction Emissions (AQ-A.1)

Dust and construction equipment emissions generated under the 1992 Plan would be comparable to those associated with the proposed Plans and Ordinance. As with the proposed Plan, dust and emission controls would be required which would reduce direct impacts to less than significant.



Source: Centre City Redevelopment Plan, 1992



1992 Community Plan Land Use Districts _____ Figure 10.1-1

TABLE 10.1-1
Comparison of Buildout Condition under the 1992 Community Plan
and the Proposed Community Plan

| LAND USE/ DEMOGRAPHIC CATEGORY | 1992 COMMUNITY PLAN BUILDOUT | PROPOSED COMMUNITY PLAN BUILDOUT |
|-----------------------------------|---------------------------------|-------------------------------------|
| Population | 48,000 | 89,100 |
| Employment | 117,000 | 167,700 |
| Residential (units) | 30,700 | 53,100 |
| Office (s.f.) | 20,700,000 | 22,028,000 |
| Office (Civic) (s.f.) | NA | 7,793,000 |
| Culture and Education (s.f.) | NA | 2,560,000 |
| Retail (s.f.) | 4,300,000 | 6,070,000 |
| Hotel Rooms | 15,600 | 20,000 |
| Other | NA | 2,780,000 |

10.1.1.2 Increase in mobile source emissions (AQ-C10.1.2.2)

Increase in mobile source emissions (AQ-A.1)

As with the proposed Downtown Community Plan, implementation of the existing 1992 Plan would have significant cumulative impacts on regional air quality. However, due to the lower intensity of uses at buildout, the 1992 Plan would result in fewer automobile trips generated per day. This would result in fewer mobile source emissions compared to the proposed Community Plan. Therefore, there would be fewer stationary sources of air pollution from electrical power plants.

On the other hand, the No Project alternative would not implement the smart growth principals incorporated into the proposed Plans and Ordinances which are intended to reduce reliance on the private automobile, thereby reducing mobile source emissions.

10.1.2 ~~CULTURAL-HISTORICAL~~ RESOURCES

10.1.2.1 Impacts to ~~Historical-Architectural~~ Resources (~~CULHIST~~-A.1)

Implementation of the existing 1992 Plan could significantly impact sensitive ~~historical-architectural~~ resources, which occur throughout the downtown planning area. The 1992 Plan contains development incentives to encourage the restoration and renovation of designated historic sites, including floor area ratio exceptions, land use and property development exceptions, alternative building code provisions, and tax credits. The proposed Downtown Community Plan would carry these incentives over. However, potentially significant impacts could still occur despite the incentive programs. Therefore, there is no substantial difference between the 1992 Plan and the proposed Plan with respect to historic ~~architectural~~ resources.

**TABLE 10.1-2
Qualitative Comparison of the Environmental Effects of No Project (1992 Plan)
Relative to the Proposed Community Plan**

| ENVIRONMENTAL ISSUE | PROPOSED COMMUNITY PLAN | | NO PROJECT: 1992 PLAN | |
|---|-------------------------|------------|-----------------------|------------|
| | DIRECT | CUMULATIVE | DIRECT | CUMULATIVE |
| Air Quality (AQ) | | | | |
| AQ-B.1 Construction Emissions | SM | SNM | SM (=) | SNM (=) |
| AQ-C.1 Mobile-source Emissions | NS | SNM | NS | SNM (-) |
| CULHIST Resources (CUL) | | | | |
| CUL HIST-A.1 Impacts to Historical Architectural Resources | SNM | SNM | SNM (=) | SNM (=) |
| CUL HIST-B.1 Impacts to Archaeological Resources | SNM | SNM | SNM (=) | SNM (=) |
| Land Use (LU) | | | | |
| LU-B.1 Ballpark Noise | SM | NS | SM (=) | NS |
| LU-B.2 Freeway Noise | SNM | NS | SNM (=) | NS |
| LU-B.3 Aircraft Noise | SNM | NS | SNM (=) | NS |
| LU-B.4 Railroad Noise | SNM | NS | SNM (=) | NS |
| LU-B.5 Ballpark Lighting | SM | NS | SM (=) | NS |
| LU-B.6 Transient Impacts | SNM | SNM | SNM (=) | SNM(=) |
| Noise (NOI) | | | | |
| NOI-A.1 Traffic Noise Level Increase on Grid Streets | SNM | SNM | SNM (-) | SNM (-) |
| NOI-B.1 Interior Traffic Noise | SM | NS | SM (=) | NS |
| NOI-B.2 Interior Ballpark Noise | SM | NS | SM (=) | NS |
| NOI-C.1 Exterior Traffic Noise in Residential Development | SNM | NS | SNM (-) | NS |
| NOI-C.2 Exterior Aircraft Noise in Residential Development | SNM | NS | SNM (=) | NS |
| NOI-D.1 Exterior Traffic Noise in Public Parks and Plazas | SNM | NS | SNM (=) | NS |
| NOI-D.2 Exterior Aircraft Noise in Public Parks and Plazas | SNM | NS | SNM (=) | NS |
| Paleontological Resources (PAL) | | | | |
| PAL-A.1 Impacts to significant paleontological resources during construction | SM | NS | SM (=) | NS |
| Traffic and Circulation (TRF) | | | | |
| TRF-A.1.1 Impact on local streets | SNM | NS | SNM (-) | NS |
| TRF-A.2.1 Impact on freeways | SNM | NS | SNM (-) | NS |
| TRF-A.2.2 Impact from Removal of Cedar Street Off-ramp | SNM | NS | SNM (-) | NS |
| TRF-D.1 Excessive parking demand | SNM | NS | SNM (-) | NS |
| Visual Quality (VIS) | | | | |
| VIS-B.1 Disruption of views of San Diego Bay and San Diego-Coronado Bay Bridge from Balboa Park and Highway | SNM | NS | SNM (-) | NS |
| Water Quality (WQ) | | | | |
| WQ-A Surface Water Pollution | NS | SNM | NS | SNM (=) |

NA: Not Applicable
 NS: Not Significant
 SM: Significant but mitigable
 SNM: Significant and not mitigable

(=) Impact essentially equivalent to proposed Community Plan
 (+) Impact greater than proposed Community Plan
 (-) Impact less than proposed Community Plan

10.1.2.2 Impacts to Archaeological Resources (~~CULHIST~~-B.1)

Future development under the existing 1992 Plan is expected to occur in areas that possess moderate to high potential for archaeological resources. Grading associated with construction in these areas could significantly impact sensitive archaeological resources despite resource recovery plans. As similar impacts could also occur under the proposed Plan, there would be no substantial difference between the two plans.

10.1.3 LAND USE COMPATIBILITY

10.1.3.1 Ballpark Noise (LU-B.1)

New development within four blocks of the ballpark would continue to be potentially impacted by ballpark noise. Thus, as with the proposed Plan, significant noise impacts could occur on future noise sensitive uses.

10.1.3.2 Traffic Noise (LU-B.2)

As with the proposed Plan, the existing 1992 Plan would allow additional residential development in areas impacted by traffic noise. Thus, under either plan, significant traffic noise impacts would occur on noise-sensitive land uses allowed within the 65 dB(A) CNEL contour of freeways or grid streets. Due to the lack of specific information on the potential location and intensity of noise sensitive uses within the area impacted by traffic noise, no quantitative analysis can be made as to the number of persons potentially exposed to high noise levels under the two Plans.

10.1.3.3 Aircraft Noise (LU-B.3)

As with the proposed Plan, the existing 1992 Plan would allow additional residential development in areas impacted by aircraft operations associated with the San Diego International Airport. Thus, under either plan, significant aircraft noise impacts would occur on noise-sensitive land uses allowed within the 65 dB(A) CNEL contour. Due to the lack of specific information on the potential location and intensity of noise sensitive uses within the area impacted by aircraft noise, no quantitative analysis can be made as to the number of persons potentially exposed to high noise levels under the two Plans.

10.1.3.4 Railroad Noise (LU-B.4)

As future noise sensitive development constructed in accordance with the 1992 Plan would face similar noise impacts from railroad operations, the impacts under the 1992 Plan would be significant.

10.1.3.5 Ballpark Lighting (LU-B.5)

New development within two blocks of the ballpark would continue to be potentially impacted by ballpark lighting. Thus, as with the proposed Plan, significant noise impacts could occur on future light sensitive uses.

10.1.3.6 Transient Impacts (LU-B.6)

As with the proposed Plan, continued development would be expected to displace homeless individuals which occur in less active areas within downtown which are favored by the homeless population. As a result, a similar pressure would be created for homeless individuals to move into canyons and less active areas within surrounding neighborhoods.

10.1.4 NOISE

10.1.4.1 Traffic Noise Level Increase (NOI-A.1)

New development in accordance with the 1992 Plan would increase noise levels on the grid streets due to increased traffic volumes. Although the traffic increase would be proportionately less due to the lower land use intensity, the 1992 Plan would result in significant noise level increases on grid streets.

10.1.4.2 Interior Traffic Noise (NOI-B.1)

As with the proposed Plans and Ordinance, future noise sensitive uses could be exposed to exterior traffic noise levels which would cause interior noise levels to exceed 45 dB(A) CNEL without special noise attenuation.

10.1.4.3 Interior Ballpark Noise (NOI-B.2)

As with the proposed Plans and Ordinance, future noise sensitive uses could be exposed to exterior event noise levels within four blocks of the ballpark which would cause interior noise levels to exceed 45 dB(A) CNEL without special noise attenuation.

10.1.4.4 Exterior Traffic Noise in Residential Development (NOI-C.1)

As with the proposed Plans and Ordinance, it may not be feasible to protect all required outdoor open space associated with residential development from traffic noise in excess of 65 dB(A) CNEL. Thus, the No Project could result in significant impacts on required outdoor recreation areas in residential development.

10.1.4.6 Exterior Aircraft Noise in Residential Development (NOI-C.2)

As with the proposed Plans and Ordinance, it may not be feasible to protect all required outdoor open space associated with residential development from aircraft noise in excess of 65 dB(A) CNEL. Thus, the No Project could result in significant impacts on required outdoor recreation areas in residential development.

10.1.4.7 Exterior Traffic Noise in Public Parks and Plazas (NOI-D.1)

As with the proposed Plans and Ordinance, it may not be feasible to protect all recreational areas in public parks and plazas from traffic noise in excess of 65 dB(A) CNEL. Thus, the No Project could result in significant impacts on these uses.

10.1.4.8 Exterior Aircraft Noise in Residential Development (NOI-D.2)

As with the proposed Plans and Ordinance, it may not be feasible to protect all recreational areas in public parks and plazas from aircraft noise in excess of 65 dB(A) CNEL. Thus, the No Project could result in significant impacts on these uses.

10.1.5 PALEONTOLOGICAL RESOURCES

10.1.5.1 Impacts to significant paleontological resources during construction (PAL-A.1)

Future development downtown under the existing 1992 Plan is expected to occur in areas which possess high fossil-bearing potential. Thus, as with the proposed Plan, grading associated with construction in these areas could significantly impact important paleontological resources.

10.1.6 TRANSPORTATION CIRCULATION/ACCESS AND PARKING

Overall, the 1992 Plan would generate approximately 588,000 (28%) fewer daily person trips than the proposed Plan. The 1992 Plan would also generate approximately 298,000 (or about 24%) less vehicle trips on a daily basis than the proposed Plan.

Although the 1992 Plan would generate less overall trips, it would not achieve the increase the overall percentage of person trips that would be expected to use alternate forms of transit that would occur under the proposed Plan. As indicated in the traffic study, the proposed Downtown Community Plan, when compared with the 1992 Plan, would result in increased use of alternative modes as follows:

- 40% increase in daily non-motorized trips, including walk, bicycle, and pedicab modes;
- 28% increase in daily carpool trips; and
- 30% increase in daily transit trips.

10.1.6.1 Impact on Grid Streets (TRF-A.1.1)

Although significant impacts would occur on downtown intersections under the 1992 Plan, less intersections would be impacted due to the reduced traffic volume increase. Twenty-seven

signalized intersections would operate at LOS F under the 1992 Plan. This compares with a total of 62 deficient intersections under build-out of the proposed Downtown Community Plan. Under the 1992 Plan, 11 intersections would fail in the AM peak hour; 19 intersections would fail in the PM peak hour; with 4 intersections identified as failing in both the AM and PM peak hours.

10.1.6.2 Impact on Surrounding Streets (TRF-A.1.2)

As with the proposed Plan, future development downtown would create additional traffic on surrounding streets. Although the traffic volumes would be somewhat less, a number of segments would be expected to experience LOS F conditions. Thus, development under the 1992 Plan would result in significant impacts to surrounding streets.

10.1.6.3 Increased Freeway Traffic (TRF-A.2.1)

Freeway segment volumes would generally range from 5,000 to 15,000 ADT lower than under the proposed Downtown Community Plan. Performance of the downtown area freeway segments under build-out of the proposed Downtown Community Plan and the 1992 Plan would generally be similar, with no change in the number of segments operating at LOS F, with the exception of the following:

- I-5 from Pershing to SR-163 would improve to LOS E in the AM southbound direction under the 1992 Plan; and
- I-5 from Sixth Avenue to First Avenue would improve to LOS E in the PM southbound direction under the 1992 Plan.

Performance of the downtown area freeway ramps under build-out of the proposed Downtown Community Plan and 1992 Plan would generally be similar, with no change in the number of ramps operating at LOS F, with exception of the following:

- I-5 NB on-ramp from 19th Street would improve to LOS E during the PM peak hour under the No Project alternative. SR-94 EB on-ramp from 19th Street improves to LOS C during AM peak hour under the 1992 Plan;
- I-5/SR-163 SB off-ramp to 10th Avenue would improve to LOS E during AM peak hour under the 1992 Plan; and
- SR-163 SB off-ramp to Fourth Avenue would improve to LOS C under the 1992 Plan.

10.1.6.4 Elimination of Cedar Street Off-ramp (TRF-A.2.2)

Development in accordance with the 1992 Plan would avoid the freeway impacts associated with elimination of the Cedar Street off-ramp because the 1992 Plan does not propose elimination of this off-ramp.

10.1.6.5 Excessive Parking Demand (TRF-D.1)

As with the proposed Plan, future development downtown would create additional demand for parking which may not be accommodated by planned parking facilities within downtown. Consequently, as with the proposed Plan, downtown employees and residents may seek parking in surrounding neighborhoods creating potentially significant impacts.

10.1.7 VISUAL QUALITY

10.1.7.1 Disruption of views of San Diego Bay and San Diego-Coronado Bay Bridge from Balboa Park and Highway 94 (VIS-B.1)

Like the Downtown Community Plan, the 1992 Plan would encourage development of residential uses in East Village. However, the 1992 Plan would not result in as high an intensity of residential uses in these areas. It can not be predicted whether buildout of the 1992 Plan would result in high rises that would disrupt views of San Diego Bay and the San Diego-Coronado Bay Bridge from Balboa Park and Highway 94; the 1992 Plan did not specifically address views from these locations. Regardless, these public vantage points are not protected by the 1992 Plan; therefore, view impacts are potentially significant as they would be under the proposed Plan.

~~10.2 ALTERNATIVES CONSIDERED BUT REJECTED~~

~~10.2.1 CONCENTRATED OFFICE CORE, MAXIMUM RESIDENTIAL~~

~~10.2.1.2 Overview~~

~~Under this land use approach, the vast majority of new office development would be directed to the existing office core by increasing the allowable FAR. Residential uses would predominate in the rest of downtown in addition to support retail. Residential would be concentrated in specific high density nodes with densities lessening around these nodes.~~

~~High intensity office development would be concentrated in a compact but intense quarter mile radius district, similar in overall size to successful financial districts of other major American downtowns. This alternative would build on the existing cluster of tall office buildings and reinforces existing civic uses.~~

~~Residential uses would be maximized in remaining areas, with very high density nodes occurring around the junction of Market Street and Park Boulevard in East Village, and in Cortez, and decreasing densities moving away from these concentrations.~~

The waterfront would be lined with residences on the Navy Broadway Complex and a mix of office and hotel buildings from Ash to Broadway, all keeping within overall volumes envisioned by the North Embarcadero Visionary Plan.

Retail uses would occur at ground level within the office core to support business and other needs. In residential zones, multi-use corridors would be established within a five-minute walk of most residences. They would contain support retail and office spaces on the first one or two floors and place residential uses above.

Two multi-block parks in north and south East Village would be located convenient to new residents, reinforcing the Park to Bay link. Another large open space would be located on a lid bridging the I-5 freeway, between Cortez Hill and Balboa Park. Broadway would acquire a ceremonial, boulevard character in the stretch from the waterfront to a new large gathering space near the civic uses, and a predominantly pedestrian character from the civic space to Fifth Avenue. Market Street, Park Boulevard, Sixth Avenue, and Ash Street would also be identified for special landscape treatment. Residential development would occur at a variety of densities, ranging in types from four-story buildings to skyscrapers, with an average of about 200 units per acre.

Under this alternative, downtown San Diego's population would exceed 80,000 by buildout at 2025. Hotel rooms would double, while office space would increase by about 15 million s.f. to nearly 24 million s.f. Just over half the office space would be in the Core/Broadway area, the rest would be along the waterfront, in the civic center, or in the neighborhood mixed-use centers.

10.2.1.2 Basis for Rejection

This land use approach was rejected because it failed to achieve the primary goal of creating a development pattern which would result in a vibrant development pattern encouraging 24-hour activities throughout the week. Focusing office development in the existing core could discourage residential and retail uses which are responsible for activating areas outside the normal working hours. In addition, the plan offered insufficient number and diversity of mixed-use neighborhood centers, and related opportunities for shared parking, synergistic activities, and transit/pedestrian circulation.

In addition to the adverse impact on the existing core, centralizing office space would diminish the goal of providing employment opportunities near residential uses to promote walking and discourage community commuting outside of the downtown area. In addition, office workers distributed throughout downtown could help the economic viability of retail uses in areas outside of the existing core.

The uses proposed along the waterfront could be incompatible with the land use regulations governing tidelands.

~~10.2.2—DOUBLE MULTI-USE CORES, EXPANDED RESIDENTIAL AREA~~

~~10.2.2.1—Overview~~

~~This alternative approach would result in an expanded core area which would also have more emphasis on mixed uses including residential. As a result, residential development would be distributed throughout the entire community plan area.~~

~~Rather than a concentrated office core, two less intense multi-use cores would occur within the Core and Columbia neighborhoods. In Core, residential uses would mix with offices; while in Columbia the mixed use would consist of office, residential, and hotel uses.~~

~~Very high density residential development would be located near these cores, with low to high density residential development throughout the rest of downtown. East Village would be a series of residential neighborhoods clustered around parks and commercial cores. Both the existing municipal bus yard and the rail switching yards would be relocated, creating a new neighborhood with a street grid connecting Barrio Logan to downtown.~~

~~Two arts and culture districts would be created with one beginning in Cortez along Fifth Avenue and crossing into Uptown on a lid over I-5, providing a connection to Balboa Park. The other would be gathered around the new library site and ballpark. An elementary school would occupy up to three blocks in the East Village.~~

~~Open space would be concentrated in two linear configurations. A seven block park would run along the north side of A Street from Front Street to Harbor Drive, serving the Columbia and Little Italy neighborhoods and providing water vistas. A five block strip of half block parks would run between F and K Streets in the East Village. The strip would terminate in a much larger open spaces on its north and south ends, providing recreational centerpieces to under served East Village neighborhoods. A triangular park in the south of East Village would serve as the focus of a multi-use center of the new neighborhood created by relocation of the rail yards.~~

~~Multi-use corridors with ground level retail and offices and residential uses above, would serve the various neighborhoods in this option, with clusters along India Street in Little Italy; Union Street in Columbia; Ash Street in Cortez; and Eleventh Avenue, Market Street, and Imperial Avenue in East Village.~~

~~Hotels would line the waterfront north of Broadway, and be interspersed with residential and office uses in the Columbia multi-use core.~~

~~Boulevards or streets with special landscape treatment would include A Street, Broadway, Market Street, Fifth Avenue, Park Boulevard, and Imperial Avenue.~~

~~Some new residential development would be in skyscrapers, but a large portion (20 percent) would occur in lower rise (less than six story) residential developments, with an overall average of 180 units per acre.~~

~~10.2.2.2 Basis for Rejection~~

~~Similar to the previous alternative, this land use approach was rejected because it failed to achieve the primary goal of creating a development pattern which would result in a vibrant development pattern encouraging 24-hour activities throughout the week. Focusing office development in the a single area could discourage residential and retail uses which are responsible for activating areas outside the normal working hours. In addition, the alternative offered insufficient mixed-use neighborhood centers.~~

~~In addition centralizing office space would diminish the goal of providing employment opportunities near residential uses to promote walking and discourage community commuting outside of the downtown area.~~

~~This alternative also lacked major open space features for active recreational pursuits and larger gatherings.~~

~~10.2.3 LARGE MULTI-USE CORE, WATERFRONT RETAIL DISTRICT~~

~~10.2.3.1 Overview~~

~~Under this alternative, downtown would be composed of a very large multi-use core of varying intensities, similar to the existing one, with growing residential neighborhoods in Little Italy, Cortez, and East Village. A new waterfront multi-use district would extend between Harbor Drive and Pacific Highway, north of Broadway. Retail and other active uses, serving local residents and visitors, would be located at the ground level, while hotels and offices occupy the upper floors in this enlarged core.~~

~~A mix of residential and commercial uses would occupy the Navy Broadway Complex (located south of Broadway), but without a particular retail focus. Development intensities peak in the current Core district, would gradually step down toward the waterfront at the Broadway terminus, and toward Cortez Hill and East Village.~~

~~A strong emphasis would be placed on important corridors running through downtown: Broadway, Fifth Avenue, Park Boulevard, and Market Street. Ground-level retail and office uses would reinforce the corridors, with clusters at either end of Broadway and the north end of Fifth Avenue.~~

~~A five-block portion of Market Street would be reconfigured with a linear parkway fronted by active retail uses forming a focus for the East Village neighborhood as well as for the corridor itself. Parks would anchor Broadway at Eleventh Avenue, and a small park would be located at the south end of Fifth Avenue. A freeway lid would run from Second to Sixth Avenues would also serve as a park. An arts and cultural district would be located around Park Boulevard, C Street, and Broadway, forming a link between downtown and routes to Balboa Park in the north. A new elementary school would be located in East Village.~~

~~Hotels would be built throughout the multi-use core, and would be mixed with residential uses in the vicinity of the ballpark. Low rise offices, light industry, and residential uses would be located in Little Italy and East Village, following existing trends. Southern portions of East Village, as well as some small stretches of downtown along the I-5 freeway, would retain industrial uses, and may also accommodate social services. The bus yard and the railroad maintenance yards would remain.~~

~~10.2.3.2 Basis for Rejection~~

~~This alternative would not foster the intensification goals and policies of the City of Villages Framework Plan. As with the previous two alternatives, this plan would preclude the benefits of smaller neighborhood villages. As with the first alternative, this plan could also conflict with the land policies adopted by the Port Authority for state tidelands. With respect to the goal of accommodating future office development, this alternative would not adequately protect future office use opportunities in downtown.~~

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