

October 1998



Naval Training Center San Diego
REUSE PLAN

A Plan, Rationale, and Implementation Program
for Reuse and Redevelopment of NTC

NAVAL TRAINING CENTER SAN DIEGO

REUSE PLAN

Prepared for

**CITY OF SAN DIEGO
SAN DIEGO CITY COUNCIL, ACTING AS
THE LOCAL REDEVELOPMENT AUTHORITY**

August 31, 1998

**Adopted by the City Council
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THE VISION

Create a center that celebrates San Diego's maritime history and opens public access to a waterway linking San Diego and Mission Bays. This community will anchor revitalization of the North Bay region. It will also support education, training, and research and development programs that attract new industries to San Diego and strengthen the region's performance in international trade from Mexico to the Pacific Rim.

Adopted April 27, 1994, NTC Reuse Planning Committee.

This Draft Reuse Plan for Naval Training Center, San Diego (NTC) is prepared for the San Diego City Council, acting as the Local Redevelopment Authority. It is designed to comply with laws and regulations affecting base reuse implementation adopted in response to the Base Closure and Realignment Act of 1988 and the Defense Base Closure and Realignment Act of 1990.

CONTENTS

EXECUTIVE SUMMARY

A.	Closure of the Naval Training Center	i
B.	Site Description	i
C.	Site Constraints	i
D.	Reuse Planning Process	ii
E.	Land Use Policies	ii
F.	Land Use Program	iii
G.	Urban Design Program	viii
H.	Financing Program	vii
I.	Implementation Program	ix
	Land Use Plan Diagram	Follows x
	Illustrative Plan	Follows x

1.0 INTRODUCTION

1.1	Reuse Planning at NTC	1 - 1
1.2	Reuse Committee Goals and Objectives	1 - 5
1.3	Base History	1 - 6
1.4	Site Environs	1 - 7
1.5	Community Outreach	1 - 8
1.6	Environmental Processing	1-15

2.0 EXISTING CONDITIONS

2.1	Buildings and Structures	2 - 1
2.2	Infrastructure	2- 2
2.3	Tidelands Trust	2-11
2.4	Historic District	2-11
2.5	Least Tern Habitat	2-14
2.6	Lindbergh Field	2-14
2.7	Other Considerations	2-15

3.0 LAND USE PLAN

3.1	Overview and Summary	3- 1
3.2	Planning Considerations and Principles	3- 3
3.3	Land Use Program	3- 6
3.4	Urban Design Program	3-14

4.0 ECONOMIC AND FINANCIAL EVALUATION

4.1	Economic/Market Conditions	4-
.1		
4.2	Development Issues	4-11
4.3	Redevelopment Project Creation	4-15
4.4	Economic Blight Analysis	4-16
4.5	Market Assessment	4-29
4.6	Financial Analysis	4-33
4.7	Financing Program	4-41

5.0 IMPLEMENTATION

5.1	Overall Development Strategy and Phasing	5- 1
5.2	Strategies for Real Property Conveyance	5-14
5.3	Acquisition Program for Personal Property	5-20
5.4	Homeless Assistance	5-21
5.5	Least Tern Area	5-22
5.6	Historic District	5-22
5.7	Tidelands Trust	5-22
5.8	Resource Management Program	5-23
5.9	Consistency with the Reuse Plan	5-24
5.10	Immediate Action Program	5-24

APPENDIX

- A - Reuse Committee Membership
- B - Preliminary Business Plan
- C - Costing Assumption
- D - Homeless Assistance Agreement
- E - Historic District Memorandum of Agreement
- F - School Site Memorandum of Agreement
- G - San Diego Unified Port District Agreement
- H - Urban Design Guidelines
- I - Infrastructure/Improvement Cost Estimates (separately bound)

FIGURES

1 - Project Vicinity	Follows 1- 1
2 - NTC Environs	Follows 1- 7
3 - NTC Site Area	Follows 2- 2
4 - Tidelands Trust Boundary	Follows 2-11
5 - Historic District	Follows 2-13
6 - Least Tern Nesting Site	Follows 2-14
7 - Airport Impact	Follows 2-15
8 - Land Use Plan	Follows 3- 1
9 - NTC Subareas	Follows 3- 5
10 - Organizing Concepts Plan	Follows 3-14
11 - Open Space Plan	Follows 3-16
12 - Circulation Plan	Follows 3-18
13 - Design Character Plan	Follows 3-20
14 - Development Phasing Units	Follows 5- 5
15 - 1997-2006 Development Phase I	Follows 5- 5
16 - 2007-2016 Development Phase II	Follows 5- 5
17 - 2017-2036 Development Phase III	Follows 5- 5
18 - 1996-2036 Development Phasing	Follows 5- 5
19 - Buildings Eligible for Demolition	Follows 5- 7
20 - Buildings Designated for Rehabilitation	Follows 5-11
21 - Land Conveyance	Follows 5-16
22 - Proposed Tidelands Trust Boundary	Follows 5-22
23 - Transportation Improvements	Appendix C

TABLES

1 - Summary Development Program	vii
2 - Building Description	2- 3
3 - Infrastructure Constraints Summary	2- 10
4 - Buildings Contributing to NTC's Historic District	2- 12
5 - Land Use Suitability in Noise Impact Areas	Follows 2- 15
6 - Development Program - New Construction and Rehabilitation ...	3- 1
7 - Land Use by Subarea	3-13
9 - Population by SRA - 1990 and 1997	4- 1
10 - Population by SMSA - 1990 and 1997	4- 2
11 - Median Household Income by Area - 1990 and 1997	4- 3
12 - Total Housing Units by SRA - 1990 and 1997	4- 3
13 - Total Housing Units by MSA - 1990 and 1997	4- 4

14 - Taxable Sales Transactions - 1990 and 1996	4- 5
15 - Office Space Inventory by MSA - 1991 and 1997	4- 5
16 - Industrial/R&D Inventory by MSA - 1991 and 1996	4- 6
17 - San Diego County Housing Prices	4- 9
18 - Building Permits	4-10
19 - Real Estate Opportunities and Constraints	4-14
20 - Net Surplus/(Deficit) After Demolition	Follows 4-25
21 - Rehabilitated Buildings' Capitalized Value	Follows 4-25
22 - Capitalized Value of New Construction	Follows 4-25
23 - Summary of Financial Feasibility	Follows 4-33
24 - Project Description for Fiscal Analysis	Follows 4-33
25 - Rehabilitated Buildings' Capitalized Value	Follows 4-34
26 - Residential Land Proceeds	Follows 4-35
27 - Commercial Land Proceeds	Follows 4-36
28 - Project Tax Increment	Follows 4-37
29 - Project Transient Occupancy Tax	Follows 4-38
30 - Total Project Costs	Follows 4-39
31 - 15-Year Financing Plan Summary of Sources and Uses	Follows 4-41
32 - 15-Year Financing Plan Description	Follows 4-41
33 - 15-Year Financing Plan Sources	Follows 4-43
34 - Land Sale/Lease Proceeds	Follows 4-44
35 - Tax Increment	Follows 4-45
36 - 15-Year Financing Plan Uses	Follows 4-46
37 - Demolition/Rehabilitation/Infrastructure Costs	Follows 4-47
38 - Buildings Eligible for Demolition	5 - 8
39 - Buildings Designated for Rehabilitation	5 -12
40 - Property Conveyance Land Use Matrix	Follows 5 -20
41 - Estimated Facility Maintenance Budget	5 -26

EXECUTIVE SUMMARY

NTC REUSE PLAN

Executive Summary

A. CLOSURE OF THE NAVAL TRAINING CENTER

In July 1993, under terms of the Base Closure and Realignment Act of 1990, the U.S. Navy announced its intention to close the Naval Training Center (NTC), San Diego. On April 30, 1997, all active military use of the base concluded. Transfer of the property from the U.S. Navy to other ownerships is anticipated in July 1999, following planning and environmental studies and negotiations between the City of San Diego and the U.S. Navy.

B. SITE DESCRIPTION

Of the entire Naval Training Center site of 550 acres, approximately 80 percent or 430 acres are the subject of this Reuse Plan. Within the 430-acre Reuse Planning Area are more than 200 structures, of which 52 are designated as contributing to an Historic District. Most structures fall within six principal use categories of use: Barracks/Housing; Classrooms/Training; Administration; Recreation; Storage; and Maintenance.

C. SITE CONSTRAINTS

Several significant constraints affect future land use at NTC:

1. *Building Condition* - Many buildings at NTC require significant improvement to make them usable. In a building survey conducted by the Navy and last updated in July 1994, the Navy estimated a cost of \$28,573,146 to correct building deficiencies.
2. *Infrastructure* - Most infrastructure requires improvement to assure it doesn't limit development opportunities on site.
3. *Tidelands Trust* - About 225 acres of NTC is impressed with the tidelands trust. This land must remain in public ownership and may be planned only for uses in furtherance of commerce, navigation, and fishing.
4. *Historic District* - A total of 52 buildings and structures at NTC fall within an Historic District and are subject to special guidelines and conditions governing use. Full rehabilitation of historic structures could cost more than \$100 million.

5. *Least Tern Habitat* - A 10 acre least tern nesting site and a 15-acre buffer exist on the site presently.
6. *Airport Impact* - A portion of the base falls within Lindbergh Field's Runway Protection Zone which generally precludes any new structures. Also, more than 60 percent of the reuse planning area is subject to high noise levels which restricts some uses and requires others to insulate against noise.

D. REUSE PLANNING PROCESS

A draft NTC Reuse Plan was developed under the direction of the NTC Reuse Planning Committee, a 26-member advisory committee chaired by San Diego Mayor Susan Golding. The vision for NTC adopted by the Reuse Planning Committee is to:

Create a center that celebrates San Diego's maritime history and opens public access to a waterway linking San Diego and Mission Bays. This community will anchor revitalization of the North Bay region. It will also support education, training, and research and development programs that attract new industries to San Diego and strengthen the region's performance in international trade from Mexico to the Pacific Rim.

Over a 24 month period, the Reuse Planning Committee and five subcommittees met regularly to discuss the reuse planning effort.

Community outreach was a dominant feature of the planning program and, in addition to open meetings, community and group presentations, flyers, newsletters, meeting notices, and press releases, most meetings of the Reuse Planning Committee were video taped and shown on cable television.

In May 1996, the Committee made final recommendations to the San Diego City Council. In October 1996, the City Council met and endorsed a Draft NTC Reuse Plan.

E. LAND USE POLICIES

Guiding principles for development of the reuse plan for NTC include:

1. Provide compatibility with the adjacent residential community.
2. Emphasize open space and recreation.
3. Respect the heritage and artifacts of NTC.

4. Capitalize on the reuse opportunities of existing buildings.
5. Extend the existing pedestrian and vehicular circulation system.
6. Orient people and activities to the boat channel.
7. Locate uses in consideration of site constraints.
8. Assure a strong pedestrian orientation, including access to the waterfront.
9. Develop the site to integrate with the Bay-to-Bay plan.
10. Create long term value by mixing uses, activities, and interests on site.
11. Support early occupancy of the site.
12. Create an open space/landscape perimeter around the base.
13. Integrate all elements of the reuse program so that NTC functions as a single blended community.

F. LAND USE PROGRAM

Reuse of the Naval Training Center is intended to create a place surrounded by green, bordered by water, and centered on history. It is to be a place where San Diegans can come together in an active, productive, and stimulating environment. To live at NTC will mean living as part of a traditional neighborhood; working at NTC will mean working among a diversified group of educational, service, retail, and visitor-commercial businesses; and visiting NTC will mean experiencing parks, retail shops, museums, and an urban waterfront.

A number of different land uses are proposed for NTC and must locate within specifically designated areas. Typically, site constraints rather than lofty planning concepts dictate location:

- *Residential use* is proposed on the only portion of NTC outside the high noise impact area and beyond restrictions on private ownership imposed by the tidelands trust. Thus, it is the only place on NTC where residential use and home ownership is possible.

- *Educational use* is proposed on portions of NTC where the Navy conducted training classes and where structures lend themselves to adaptive reuse. The educational use area contains buildings which come closest to "move-in" condition.
- *Mixed use* is proposed in an area designated an Historic District by both the Federal and State governments. Given the age of structures within the District and the high aircraft noise level, building rehabilitation costs are estimated in excess of \$50 SF for minimal mitigation. "Mixed Use" therefore allows maximum opportunity *to find a use* that can adapt to the setting and circumstance.
- *Airport expansion* is proposed for a portion of the base that lies immediately adjacent to Lindbergh Field and is physically separated from the main portion of NTC by a boat channel. It is the only location where airport expansion can occur.
- *Police and fire training* is also proposed for that portion of the base physically separated from the main portion of NTC by a boat channel. Use of existing Navy facilities is estimated to save police and fire departments more than \$20 million.

Some uses proposed in the plan are recommended primarily because they represent opportunities to help finance the reuse effort. As detailed in Section 4 of this report, creation of a redevelopment area at NTC is critical to a workable financing program. Under a redevelopment program, a principal revenue-generator at NTC is hotel use. While other uses contribute to the financing program, two on-site hotels are key to the strategy.

Finally, NTC represents a major recreation and waterfront opportunity. Not only can it provide a local-serving open space function for the residential community adjacent to the base, but it represents a major new park area for San Diego residents and the first step in creating a link between San Diego Bay and Mission Bay.

Within five loosely defined "subareas" of the site, different uses are emphasized:

EDUCATION SUBAREA	
<p>Governing Policy and Priorities Education and educational support activities are the preferred use within the subarea. Other uses are acceptable so long as their presence and impacts are compatible with educational uses.</p>	<p>Priority Uses Classroom instruction, vocational training, incubator business, and support facilities for educational and cultural activities.</p>
<p>Educational Development Concept The educational component links the residential neighborhood with campus buildings and open space areas. Several large modern buildings are to be rehabilitated for educational purposes and, together with the historic Mall 30, form the educational campus. At its core, the educational area is oriented toward an open green quadrangle that is part of a linear urban park.</p>	
HISTORIC CORE	
<p>Governing Policy and Priorities Within the Historic Core, historic structures should be conserved, preserved, and reused to the extent economically feasible. The Historic Core should evolve into the area with the greatest diversity of uses at NTC.</p>	<p>Priority Uses Office and administration, commercial, for-profit and non-profit institutional, low/no environmental impact research and development, museum and arts and cultural activities, public use areas.</p>
<p>Historic Core Development Concept At the north end could be a retail marketplace featuring restaurants, marine oriented crafts, farmers markets, and other festive retail uses. Along with traditional retailers, uses that combine crafts and manufacturing with retail sales are encouraged. The main body of the Historic Core could be rehabilitated into a variety of commercial uses including offices, small retail uses, and live/work spaces. The NTC headquarters building and its grounds could become the site of a military and maritime museum celebrating San Diego's maritime history and military heritage.</p>	
WATERFRONT/RECREATION SUBAREA	
<p>Governing Policy and Priorities A variety of public and private recreational activities dominate this use area. Public access along the waterfront is of primary importance. Sand beaches along the waters' edge remain an option, as do the creation of wildlife and habitat opportunities.</p>	<p>Priority Uses Active and passive public/private recreation, viable water habitat, interpretive features, visitor access, public use areas, educational facilities, visitor commercial uses.</p>

Waterfront/Recreation Development Concept

Most of the passive open space and recreation opportunities at NTC are in this subarea, generally comprised of passive park areas except for an urban plaza and various ball fields. Passive, active and formal open space has been linked to form a network of green. A hardscape plaza will bring visitors near the water via a major public space extending from the current Headquarters Building and connecting to the boat channel. Supporting elements will be health and recreation buildings featuring swimming and sports courts. The existing Sail Ho golf course at the northwest corner of NTC will be enlarged and enhanced. A portion of the west shore of the channel is proposed to return to native habitat. Pedestrian walks could be built along these shores. The channel itself would be made available for small water craft. Near Nimitz Bridge is the site of a proposed 350-room hotel and tennis club oriented for family vacationers.

RESIDENTIAL SUBAREA

Governing Policies and Priorities

Within the Residential Subarea, up to 350 units of market rate housing is to be developed.

Priority Uses

Single family dwellings, including attached, detached, and townhouse units; and multi-family dwellings.

Residential Development Concept

A group of single family homes and townhouses will, through interaction with the range of activities, facilities, and uses at NTC, create a new neighborhood in Pt Loma. As proposed, the NTC residential subarea would be organized into traditional rectilinear blocks which terminate in an urban park sited in easy walking distance from all residences. Garages are located in the rear of residences and will be accessed from alleyways. Streets and sidewalks will literally and figuratively belong to the pedestrian; they will be designed to provide easy linkages between the residential area and the educational, recreational, commercial, and office uses at NTC. The pedestrian connections will not only foster interaction among uses, they will bring vitality to the entire site.

CAMP NIMITZ

Governing Policies, Priorities, and Uses

A 650-room hotel will be developed in the southwest corner of Camp Nimitz, adjacent to both the boat channel and Harbor Drive. A marine sciences laboratory to be used by the Metropolitan Wastewater Department (MWW) and San Diego State University will also occupy an area along the boat channel and will be sited adjacent to the hotel. The balance of Camp Nimitz includes: a proposed Public Safety Training Institute; expansion area for San Diego Lindbergh Field; and the least tern nesting area and its surrounding buffer. A very small portion of Camp Nimitz will become part of the City's pump station. (The small arms firing range on Camp Nimitz was granted by the U.S. Navy to the Immigration and Naturalization Service. Technically, it is not part of the NTC surplus determination and, therefore, not part of the reuse planning effort.)

Camp Nimitz Development Concept

From the park along the west side of the boat channel, a visitor looking across the water to Camp Nimitz will see a heavily landscaped shoreline, a mid-rise hotel, and a story or two of an office building. Beyond that lies the police and fire Public Safety Institute and Lindbergh Field. The hotel on Camp Nimitz will be a mid-rise structure directed primary to business travelers. The Public Safety Institute will use many existing buildings for training and education, including the fire training facility and the old barracks.

Table 1: SUMMARY DEVELOPMENT PROGRAM	
USE, BY SQUARE FOOT	
Office/Research & Development	428,000 SF
Commercial	387,300 SF
Educational	436,000 SF
Civic/Institutional/Arts	176,600 SF
OTHER USES	
Market Rate Housing	350 dwellings
Hotel Rooms	1000 rooms
Bed and Breakfast Rooms	30 rooms
Park/Golf Course	70 acres
Boat Channel	54 acres
Public Safety Training Institute	25 acres
Metropolitan Wastewater Lab	9 acres/100,000 SF
Lindbergh Field Expansion	26 acres
Least Tern Area	25 acres

G. URBAN DESIGN PROGRAM

The configuration of streets, parks, lighting, hardscape, site furniture, landscape, artifacts, architectural style and form are all governed and determined by urban design. Overall structure of the urban design program is based on an *open space plan* (parks, boat channel, landscaping, design features), a *circulation plan* (entrances, streets, pedestrian circulation, design features), and a *design character plan* which creates five design areas at NTC:

Design Area 1, the residential area, will reflect the style and character of the established residential neighborhood around NTC.

Design Areas 2 and 3 include the Education Subarea, Camp Nimitz, and the two hotel sites. It will not mandate any specific building style.

Design Area 4, dominated by the Historic Core, will reflect the character of the Core in overall design character and materials.

Design Area 5, the military housing area, is outside the boundaries of the Reuse Plan but will reflect the style and character of adjacent residential neighborhoods, both existing and new.

H. FINANCING PROGRAM

After recognizing that the City has a limited ability to finance NTC redevelopment in an accelerated manner, a financing program evolved based on the concept of partnering with a master developer or development team.

A master developer partner, working as an agent of the City Redevelopment Agency, could take on the responsibility for demolishing structures, constructing improvements and infrastructure, rehabilitating/adaptively reusing and selling/leasing portions of the base, and otherwise managing development.

A master developer partner would be expected to provide much - if not all - of the up-front costs of development of NTC pursuant to the Reuse Plan, then be repaid over time by the City from funds generated by the redevelopment effort.

Recommendations for financing NTC reuse are based on the uses included in the Plan, and divided into a near-term costs (first 15 years) and long term (year 16 and thereafter).

ESTIMATE OF CAPITAL COSTS, AT BUILDOUT				
Period	Demolition	Rehabilitation	Infrastructure	TOTAL
Est Costs for Development Years 1-15	\$17,676,000	\$70,567,000	\$22,586,000	\$110,829,000
Est Costs for Development Years 16+	\$ 7,426,000	\$45,527,000	\$ 7,471,000	\$ 60,424,000
TOTAL Est at Buildout	\$25,102,000	\$116,094,000	\$ 30,057,000	\$171,253,000

To further assess the funds that might be required of a master developer, a more detailed breakout was prepared for the first 15 years of the reuse program. This time, however, the source of funds was split between the master developer and subordinate developers. As well, additional expenses beyond the basic demolition/rehabilitation/infrastructure needs were included, e.g., off-site improvements, project administration, and upgraded landscaping.

ESTIMATE OF CAPITAL AND OTHER COSTS, YEARS 1-15 (in \$000's)					
Source	Demolition	Rehabilitation	Infrastructure	Other ❶	TOTAL
Master Developer	\$ 3,430	\$ 9,567	\$ 13,140	\$ 30,500	\$ 56,637
Owner/ Developer	\$ 14,246	\$ 61,000	\$ 9,446		\$ 84,692
TOTAL Est Years 1-15	\$17, 676	\$70,567	\$22,586	\$30,500	\$141,329
❶ Other costs, necessary for marketing and mitigation, are made up of: new gas line, \$500,000; undergrounding of a portion of the steam line, \$900,000; off-street parking, \$3,600,000; additional park improvements and landscaping, \$5,100,000; off-site street improvements, \$5,000,000; project administration (master developer + city), \$15,400,000.					

I. IMPLEMENTATION PROGRAM

1. Overall Development Strategy

The development and reuse of NTC will depend principally on the investment of private capital. This investment will take the form of new construction such as office and R&D, residences, and hotels. In the case of buildings to be retained, the investment will consist of rehabilitation and tenant improvements.

The amount of time required for development and reuse relates directly to the availability of funding and future market conditions. Because of the extent of rehabilitation required at NTC, reuse could require 25 years or more to complete.

About 130 obsolete buildings have been identified for removal at an estimated cost of more than \$15 million. Reuse of existing buildings involves 81 structures of which 52 are located in the Historic District. Rehabilitation and noise mitigation costs could exceed \$50 per square foot depending on the intended use of the building.

A phased development program begins with demolition of buildings and clearing of sites in the vicinity of the Educational Subarea to permit office and R&D development. This would be followed by clearing in the residential area, the hotel site on the west side of the boat channel, and on Camp Nimitz. Subsequent clearing for park purposes and building rehabilitation would proceed as funding permits.

2. Real Property Conveyance

Parcels of land proposed for a Public Benefit Conveyance are recreational areas west of the boat channel and the portion of Camp Nimitz identified for airport use which may include the least tern site. The balance of NTC is proposed for an Economic Development Conveyance.

3. Homeless Assistance

An agreement between the City of San Diego and representatives of the homeless agreed on a City contribution of \$7.5 million to be expended on projects proposed by members of the NTC Homeless Subcommittee. The agreement was reviewed and approved by the Department of Housing and Urban Development in June 1997.

4. Least Tern Area

Federal protection of the California least tern site is proposed to be maintained through establishment of a conservation easement. The California least tern site would remain in its current configuration, but would be transferred to the San Diego Unified Port District.

5. Historic Preservation

An agreement among the Department of the Navy, the California Historic Preservation Officer, and the Advisory Council on Historic Preservation, which received the concurrence of the City of San Diego and the Save Our Heritage Organization, stipulated changes permitted to the ground surface, landscaping, or structures within the Historic District that might occur prior to conveyance. It also stipulated the process to be followed after conveyance.

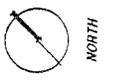
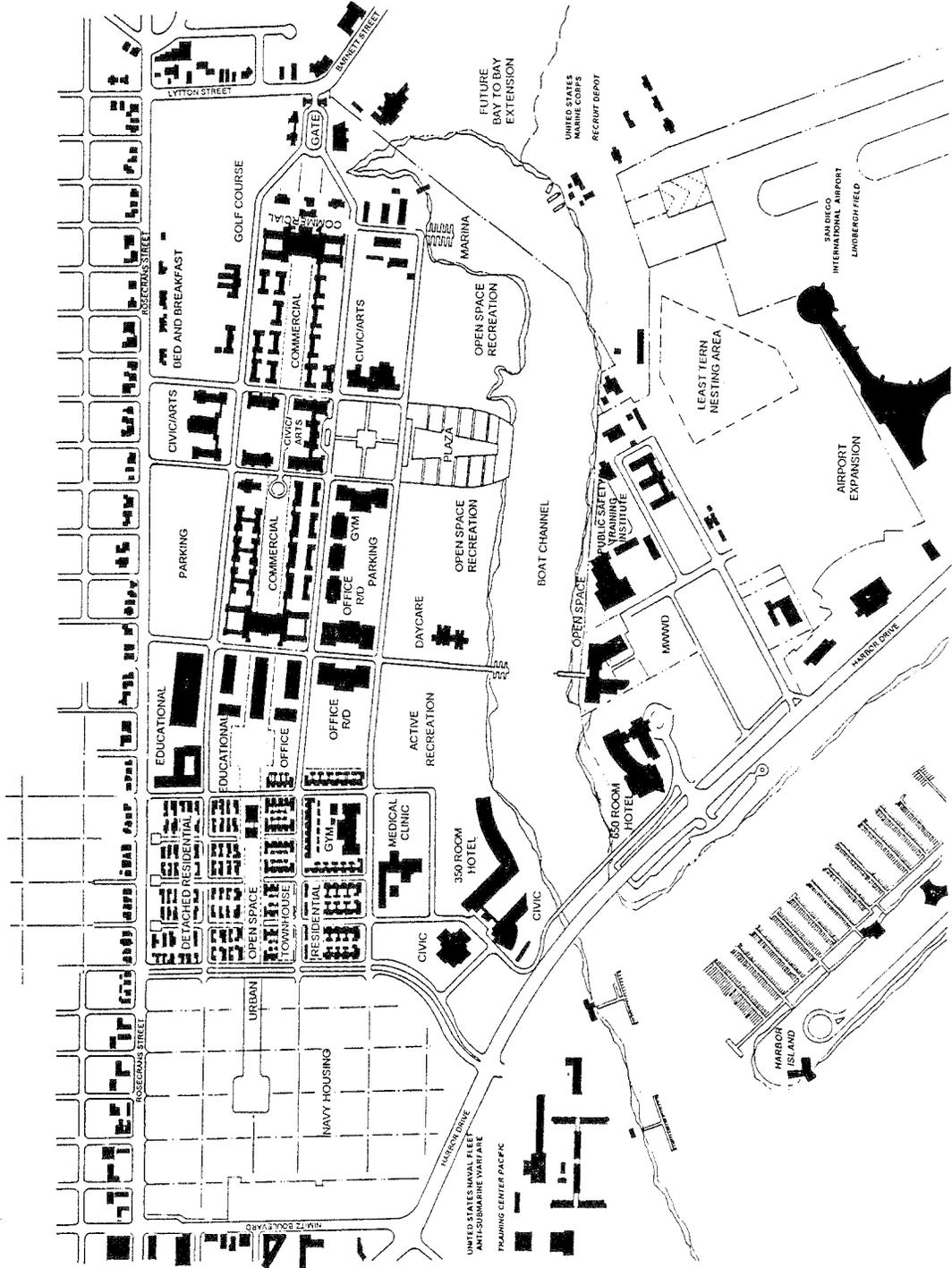
6. Tidelands Trust

Because of the limitations on use and ownership imposed by the Tidelands Trust, the Public Safety Training Institute (PSTI) may not be an eligible use on Camp Nimitz, since Camp Nimitz is covered by the Trust. The City should work with the State Lands Commission to extinguish the Trust on that portion of Camp Nimitz designated for the PSTI, and instead impose Trust restrictions on other areas of NTC recommended for public recreation.

LAND USE TABULATIONS

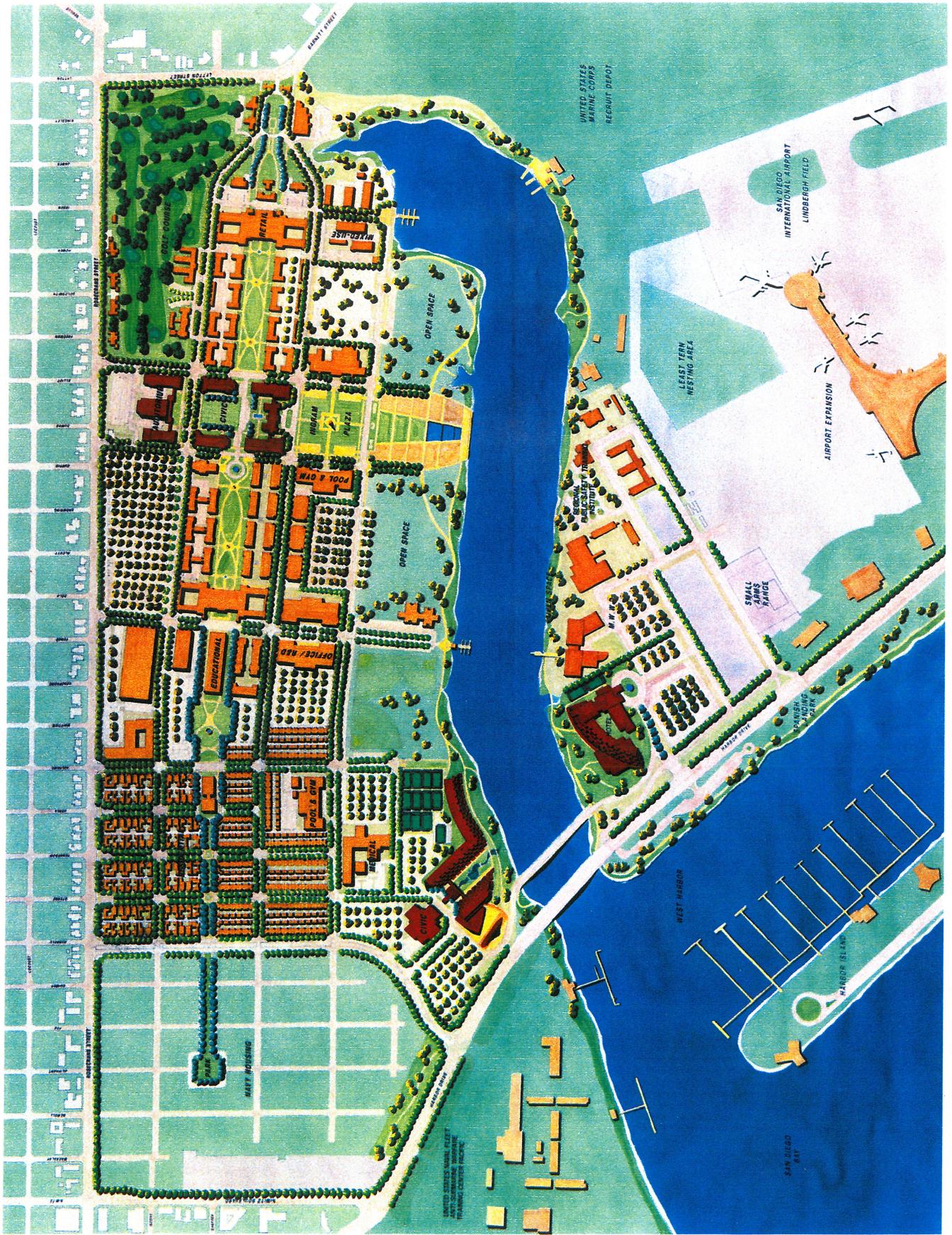
Office / R&D	428,000 s.f.
Commercial Market, Restaurant, Retail, Live/work	387,300 s.f.
Educational	436,000 s.f.
Civic / Arts	176,600 s.f.
Housing	350 dwellings
Hospitality	1030 rooms
Park / Golf Course	70 acres

FLOOR AREAS ARE APPROXIMATE



LAND-USE PLAN





SAN DIEGO NAVAL TRAINING CENTER ILLUSTRATIVE PLAN

0 100 200 500 8-10-98

CONSULTANT TEAM
 Rick Engineering Company
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