

PRESENTATION AND DIRECTION TO STAFF ON THE NORTH EMBARCADERO SUBDISTRICT OF THE PORT MASTER PLAN UPDATE, INCLUDING A SUMMARY PRESENTATION ON THE PMPU DISCUSSION DRAFT, PUBLIC COMMENTS RECEIVED DURING THE 90-DAY REVIEW PERIOD, AND RECOMMENDATIONS FOR REVISIONS TO THE DRAFT PMPU FOR:

A) SUBDISTRICT POLICIES

AND

B) NAVY PIER POLICIES

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PMPU Workshop - September 16, 2019



Mobility



**Maritime
Uses**



**Environmental
Stewardship**



**Development
Intensity**



**Height
Limits**



**La Playa
Piers**

Today's Workshop

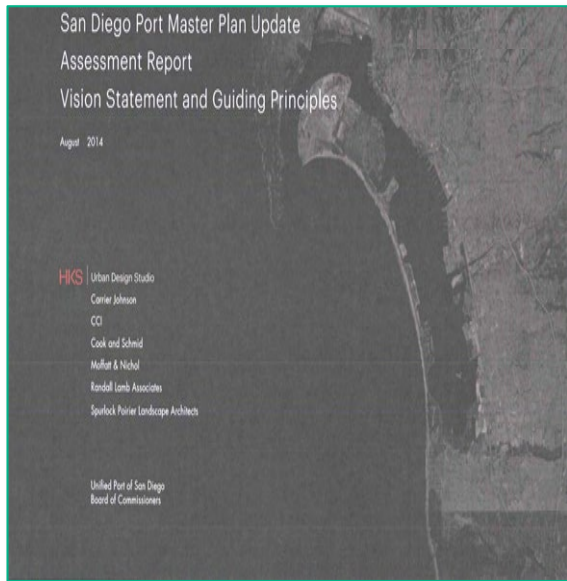
North Embarcadero Subdistrict:

- **Background & Public Engagement**
- **Subdistrict Policies**
 - Review of Commitments Related to North Embarcadero
 - Refresher on Discussion Draft Policy Concepts
 - Themes of Discussion Draft Comments
 - Proposed Revisions to the Draft PMPU
 - Public Comment
 - Board Discussion & Direction to Staff
- **Navy Pier Policies**
 - Review of Commitments Related to Navy Pier
 - Refresher on Discussion Draft Policies
 - Discussion Draft Comments
 - Policy Options for Consideration
 - Public Comment
 - Board Discussion & Direction to Staff
- **Next Steps**

PMPU Discussion Draft **Background & Public Engagement**



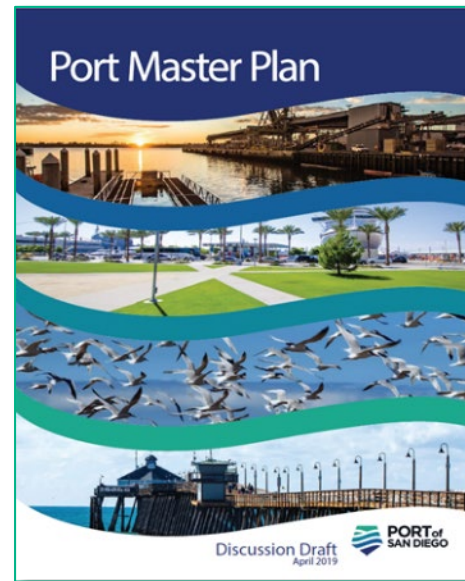
Port Master Plan Update



**Vision Statement and
Guiding Principles
2013-2014**



**Framework Report
2014-2015**



**Discussion Draft
2016-2019
Revised Draft PMPU
2019-2020**

Legislative Framework

Port Act

San Diego Unified
Port District Act
(1962)

Public Trust

Common Law
Doctrine of the
Public Trust

Coastal Act

California
Coastal Act
(1976)

Port Master Plan Blueprint

The Port Master Plan provides a mix of goals, policies, and standards to guide existing uses and activities, as well as future development, activation, and management of Tidelands.



The Port Master Plan is a long-range planning document that focuses on *policies* not **projects**



PROJECTS



POLICIES

PMPU Discussion Draft - Contents

1. Background

2. User Guide

3. Elements } Coastal Access

4. Planning Districts

5. Appendices



Ecology



Economics



Environmental Justice



Safety & Resiliency



Mobility



Water & Land Use

Planning Districts

- PD1 Shelter Island
- PD2 Harbor Island
- PD3 **Embarcadero**
- PD4 Working Waterfront
- PD5 National City Bayfront*
- PD6 Chula Vista Bayfront*
- PD7 South Bay (*Pond 20 Excluded*)
- PD8 Imperial Beach Oceanfront
- PD9 Silver Strand
- PD10 Coronado Bayfront

* *This Planning District was not included in the PMPU Discussion Draft*



PMPU Discussion Draft

90-Day Review Period



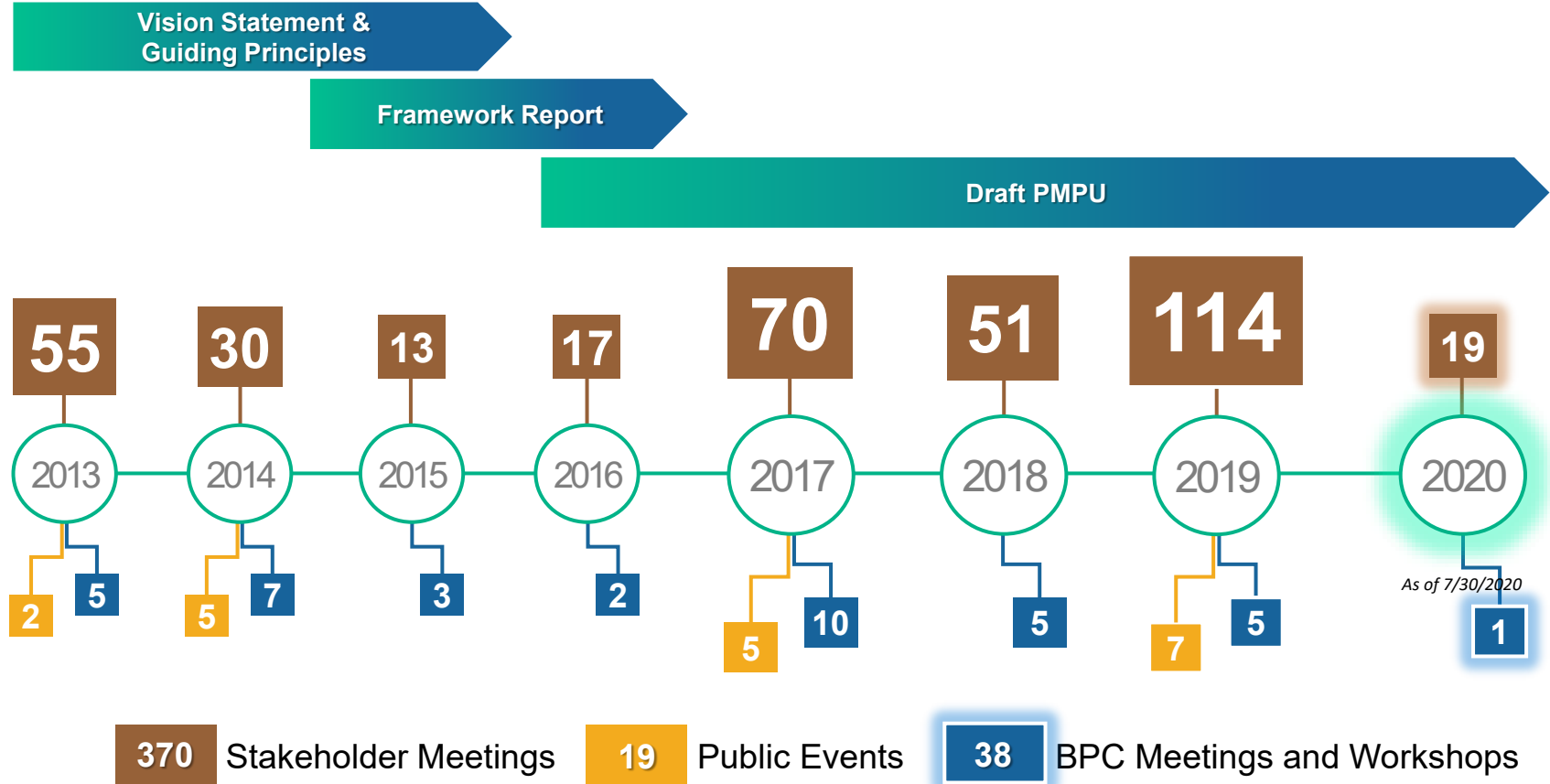
April 30 – July 31, 2019

- Available:
 - Download on Port website: www.portofsandiego.org/waterfront-development/integrated-planning-port-master-plan-update
 - Review hardcopy in Clerks Office
 - Purchase hardcopy from Clerks Office
- Submit written comments to:
 - PMPU@portofsandiego.org
 - 3165 Pacific Highway, San Diego, CA 92101

PMPU Community Discussions



PMPU Public Outreach and Stakeholder Engagement



Comments Letters Received

- **11** comment letters from agencies
- **43** comment letters from organizations
- Approx **2,800** comment letters from individuals
- Nearly **3,000** comment letters total
- Almost **4,000** pages total

PMPU Discussion Draft Subdistrict Policies





**North Embarcadero
Subdistrict**

Embarcadero

**Working
Waterfront**

Harbor Island

**Coronado
Bayfront**

**National City
Bayfront**

Shelter Island

**Chula Vista
Bayfront**

**Silver
Strand**

South Bay

**Imperial Beach
Oceanfront**

Port Master Plan Planning Districts

Planning Commitments for the Embarcadero Planning District

Planning Commitments: Maps



Revise PMP Map



Analyze Waterfront Destination Park Alternatives



Identify Location for Waterfront Destination Park



Evaluate Size of Parks, Plazas, and Open Space



Convert Navy Pier into a Park




Define Future Use of Grape Street Piers



Study 205-foot Setback Adjacent to Harbor Drive

Planning Commitments: Policies

- 
- A photograph of a waterfront park. In the foreground, a group of five people (three women and two men) are walking along a paved path. In the background, a large white ship with a red and blue funnel is docked at a pier. The ship has "BER" visible on its side. The sky is clear and blue.
- ☐ Analyze Replacement of Parking Displaced by New Waterfront Destination Park
 - ☐ Differentiate Parks & Plaza
 - ☐ Reduce Motorized Vehicle Circulation
 - ☐ Identify Opportunities to Enhance Pedestrian Circulation
 - ☐ Implement Circulator Shuttle

2018 Public Outreach for the Embarcadero Planning District

What We Heard

Harbor Drive

- Emphasize pedestrian safety, with less importance on drive lanes, but still want to have a signature waterfront drive experience

Location of Open Space

- Prefer open space that is west of Harbor Drive
- Emphasize open space locations with direct visual and physical connections to the water

Type of Open Space

- Emphasize a diversity in the types of spaces and activities that are available while making it safe and active

What We Heard

Dining and Eating

- A variety of restaurants, including low-price, quick snacks, as well as up-scale, view oriented eateries

Pedestrian Access

- Easy walking along the waterfront with great views to the water, but separate anything with wheels

Parking

- Open to parking in mobility hubs that are within 5- to 10- minute walk to the waterfront that are connected to transit

What We Heard

Overlooks/views of the water

- Maintain and enhance views of the waterfront with unobstructed pedestrian views, and new elevated views

Bicycle friendly

- Protected bike lanes, with pedestrian only sidewalks

Seating areas with shade

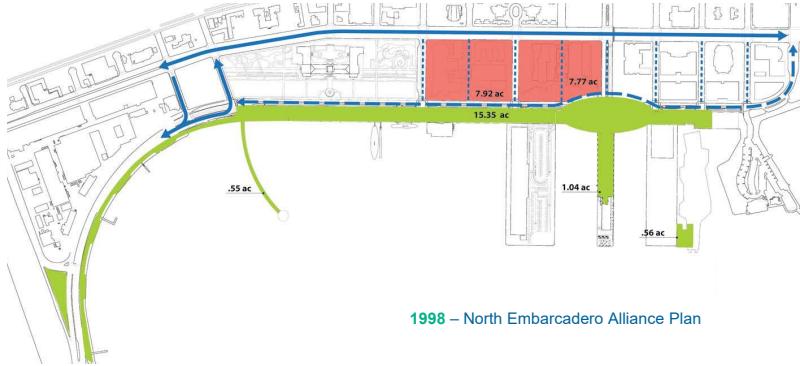
- Shaded areas to rest while walking and enjoying the waterfront

20 years of North Embarcadero Planning

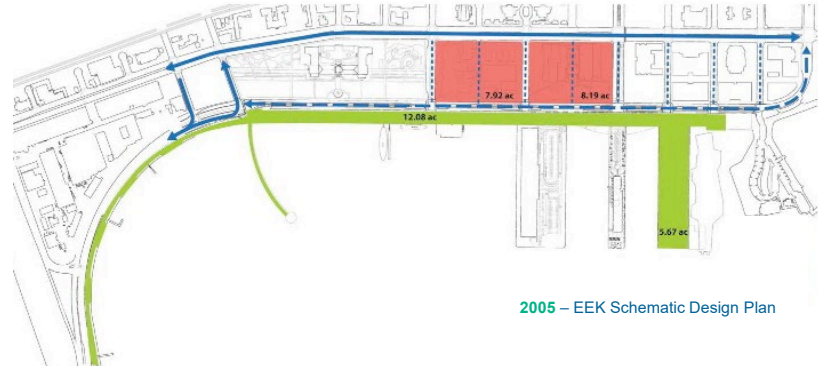
Previous Studies: Understanding

- **North Embarcadero Alliance Visionary Plan, 1998**
- **EEK Schematic Design Plan, 2005**
- **CAC Summary Report (7 Alternatives), 2011**
 - Figure B (Alternative 1)
 - Figure C (Alternative 2)
 - Figure D (Alternative 3)
 - Figure E (Alternative 4)
 - Figure F (Alternative 5)
 - Figure G (Alternative 6)
 - Figure H (Alternative 7)
- **Baucentrum Plan, 2012**
- **Jim Frost Plan (Unified Harbor Drive), 2014**
- **North Embarcadero Next (“NExt”) (9 Configurations), 2017**
 - 74' Roadway Section w/ 150' Setback Park Study
 - 74' Roadway Section w/ 205' Setback Park Study
 - 53' Roadway Section w/ 205' Setback Park Study to West of Realigned Harbor Drive
 - 53' Roadway Section w/ South Waterfront Destination Park
 - 53' Roadway Section
 - 44' Roadway Section w/ North Waterfront Destination Park & 150' Setback Park Study
 - 44' Roadway Section w/ North Waterfront Destination Park
 - 53' Harbor Drive Roadway w/ a 205' Setback Park Study to the East
 - 44' Harbor Drive Roadway w/ a North Waterfront Destination Park

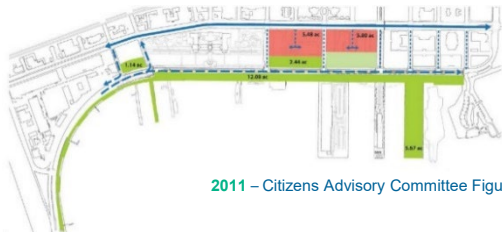
Previous Studies: Understanding



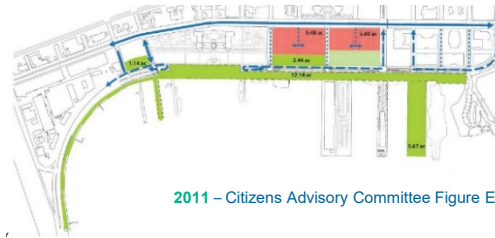
1998 – North Embarcadero Alliance Plan



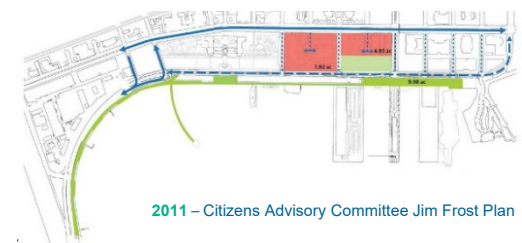
2005 – EEK Schematic Design Plan



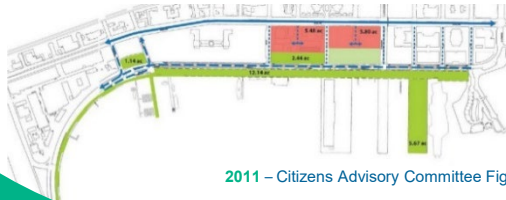
2011 – Citizens Advisory Committee Figure C



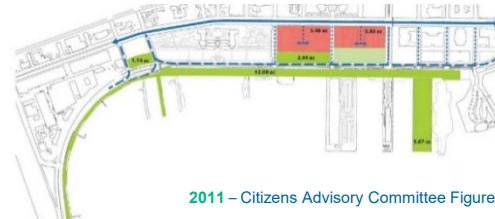
2011 – Citizens Advisory Committee Figure E



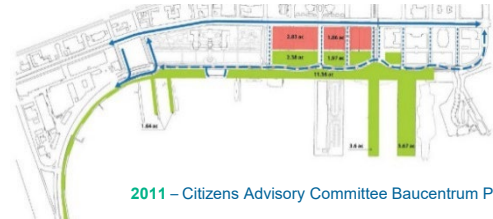
2011 – Citizens Advisory Committee Jim Frost Plan



2011 – Citizens Advisory Committee Figure D

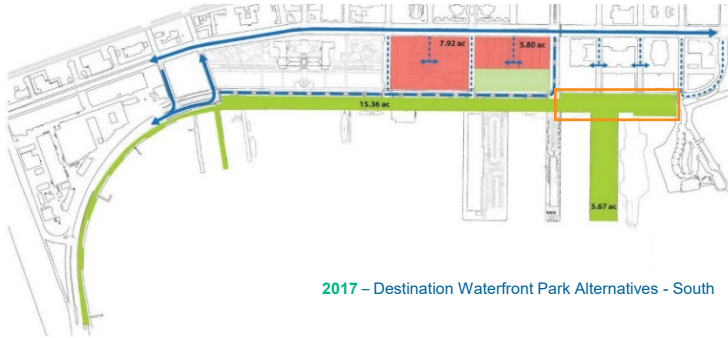


2011 – Citizens Advisory Committee Figure G

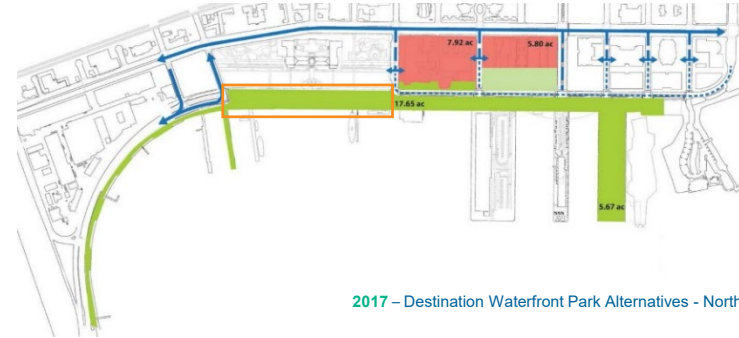


2011 – Citizens Advisory Committee Baucentrum Plan

Previous Studies: Understanding



2017 – Destination Waterfront Park Alternatives - South



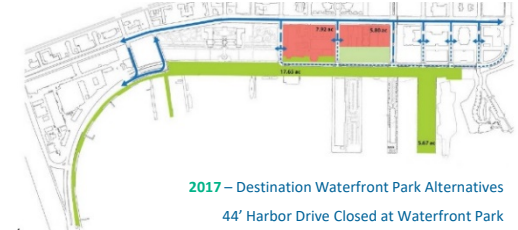
2017 – Destination Waterfront Park Alternatives - North



2017 – Destination Waterfront Park Alternatives
74' Harbor Drive with 150' Setback



2017 – Destination Waterfront Park Alternatives
53' Harbor Drive with 205' Setback



2017 – Destination Waterfront Park Alternatives
44' Harbor Drive Closed at Waterfront Park



2017 – Destination Waterfront Park Alternatives
74' Harbor Drive with 205' Setback



2017 – Destination Waterfront Park Alternatives
53' Harbor Drive with 205' Setback



2017 – Destination Waterfront Park Alternatives
44' Harbor Drive with Harbor Drive Setback 205'

The background of the slide is a blue-tinted photograph of a coastal scene. In the foreground, a long pier with a railing and several streetlights extends into the water. The sky is filled with many seagulls in flight. In the background, there are palm trees and some buildings, possibly part of an airport or a large port facility.

What have we learned?

Common Themes

Harbor Drive Configuration

- Accommodate vehicles & parking but emphasize pedestrians
- Recommend reallocation and reduction of Harbor Drive

Parking

- Promote mobility hubs but accommodate near-term parking on Navy Pier
- Consider the need for employee/volunteer parking that is nearby

Tenant Access/Service

- Flexible plazas for service access and loading zones that are nearby

Common Themes

Configuration of ROS

- Contemplate an ROS that varies in width between 105' to 130', with a water adjacent promenade +/- 30'

Broadway Pier

- Enhanced as a public space that accommodates cruise ship berthing

Navy Pier

- Becomes a public space but should consider accommodate near term parking

Grape Street Piers

- Consolidated into a single pier that is destination / public space

Establishing a Vision for the North Embarcadero

To enable a successful Port Master Plan Update

Mobility Hubs on the North Embarcadero

*To enable the completion of the North Embarcadero
we must first re-locate and improve parking*

Mobility Hubs

- Introduce mobility hubs within 5- to 10-minute walking distances from points of interest
- Emphasize connectivity between bayfront circulator, mobility hubs, and points of interest
- Prioritize near-term readily available locations for mobility hub
- Maintain flexibility and ability to adapt to ever-changing market conditions

Mobility Hubs



Re-allocating Harbor Drive

To maximize the amount of Recreation Open Space we must re-prioritize and reduce the width of Harbor Drive

Re-allocating Harbor Drive

- Maximize the width of the Promenade
- Balance all mobility modes, while maintaining north/south drive lanes
- Introduce a bayfront circulator with dedicated transit lanes in each direction
- Maintain parallel parking / loading / valet
- Introduce dedicated bike lanes
- Enhance Harbor Drive as a pedestrian oriented Signature Waterfront Street



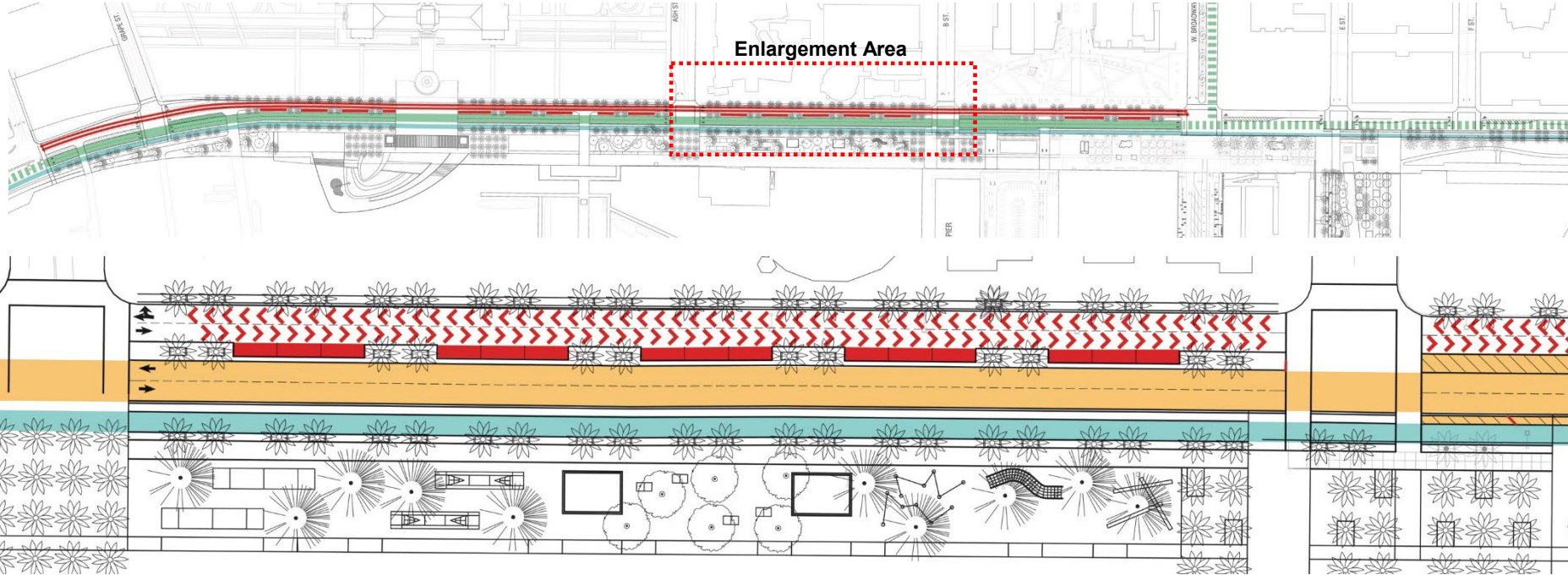
Re-allocating Harbor Drive

Basis for Design

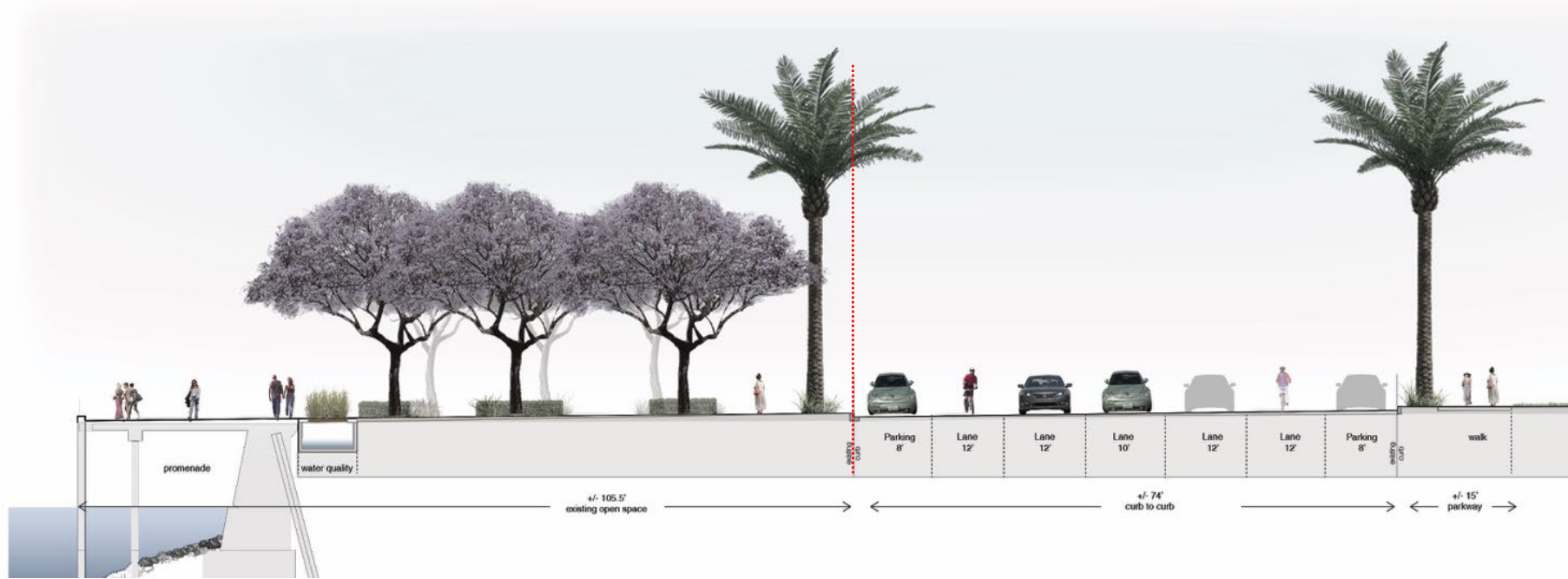
Downtown Mobility Plan EIR & North Harbor Drive Mobility and Access Study

- Assumed PMPU land uses, adjacent Community Plan land uses, Manchester Pacific Gateway, 1HWY1, and Airport 2018 ADP
- Two-lane configuration for Harbor Drive was assumed with transit right-of-way
- Pacific Highway was assumed to be reduced from six to four lanes
- Both corridors were found to operate at acceptable levels
- EIR was certified in 2016

Re-allocating Harbor Drive



Re-allocating Harbor Drive

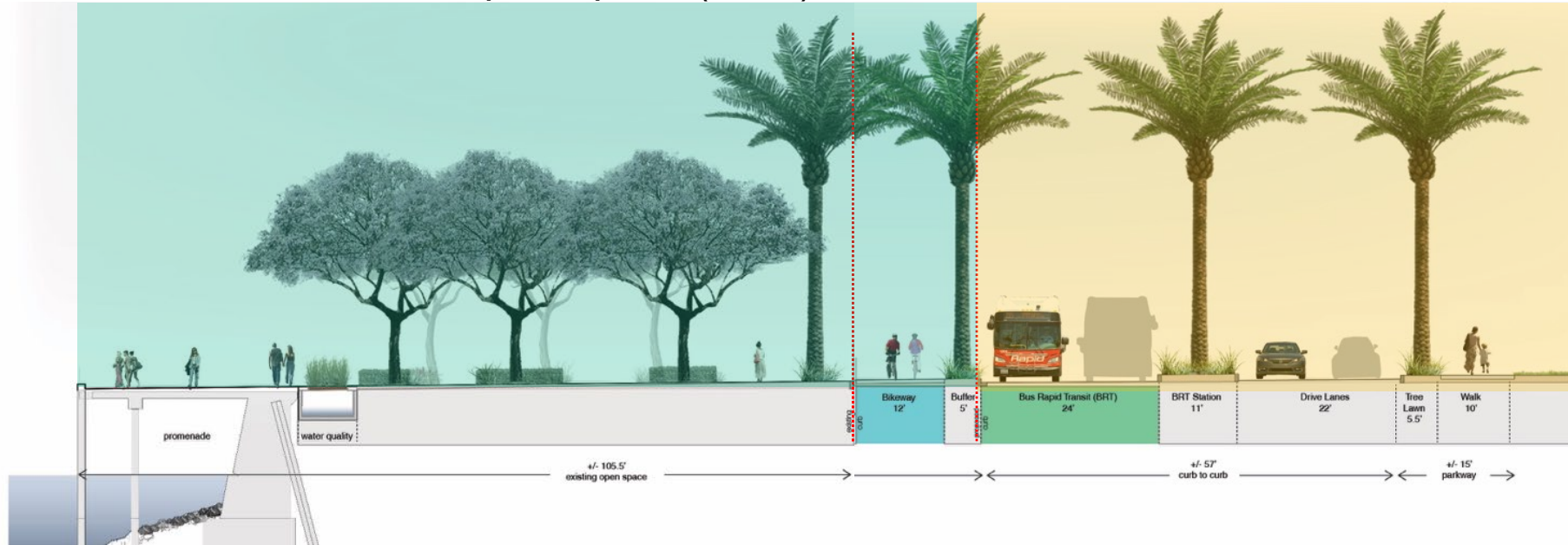


Existing Harbor Drive Street Section

Re-allocating Harbor Drive

Recreation Open Space (ROS)

Public Realm



Conceptual Harbor Drive Street Section

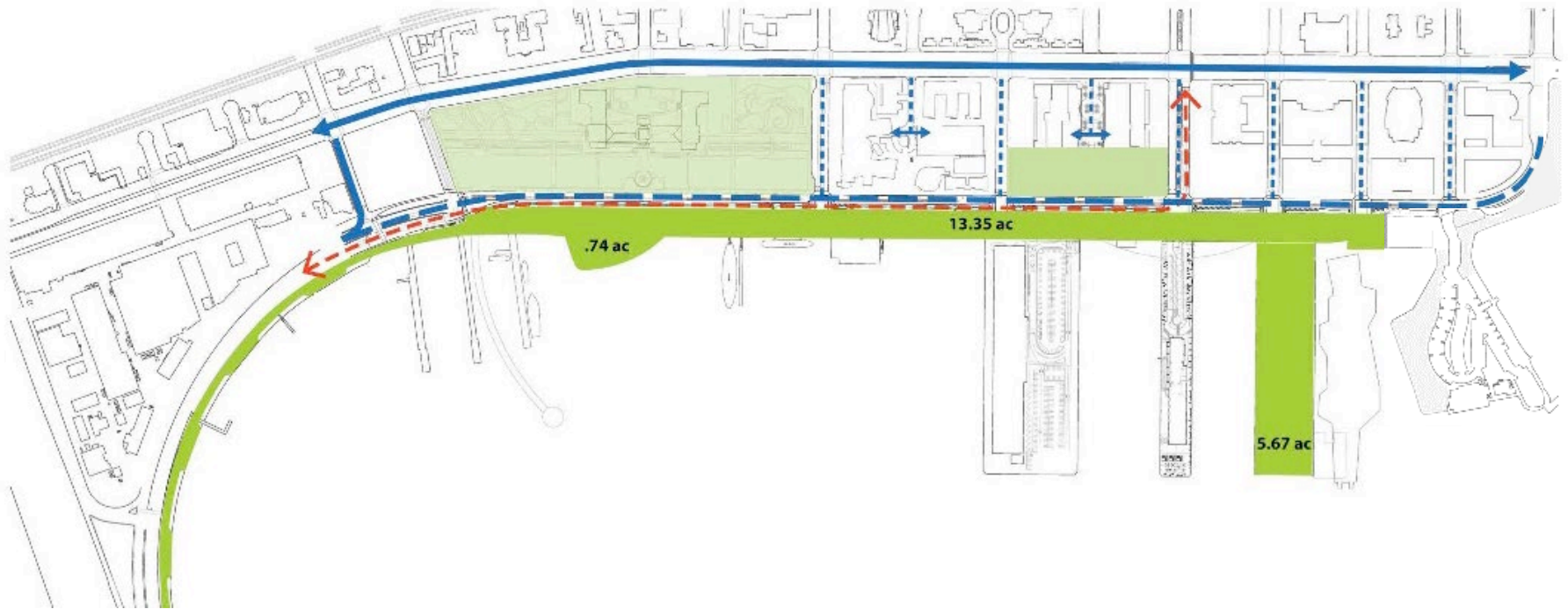
A Vision for the North Embarcadero

As Mobility Hubs and the reconfiguration of Harbor Drive is complete, an expanded and enhanced North Embarcadero is possible

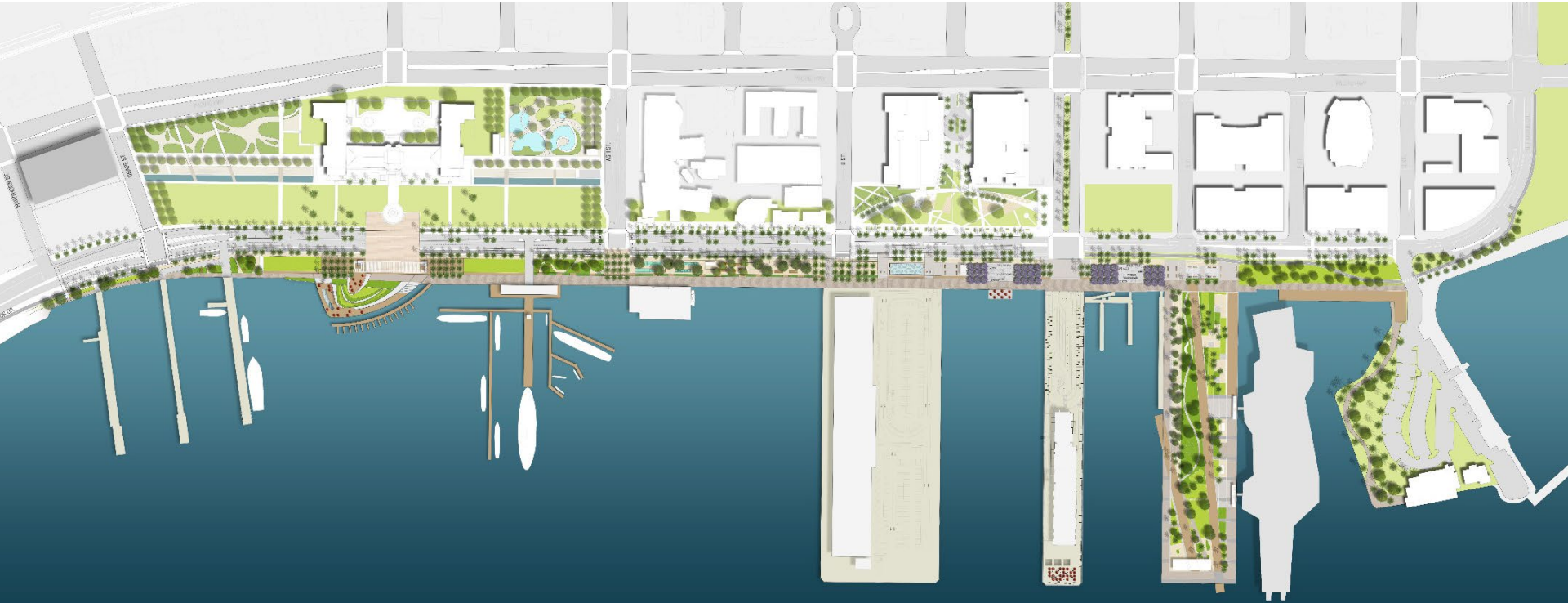
Recreation Open Space

- Bayfront open space is prioritized over open space located east of Harbor Drive
- Maximize the quantity of open space located west of Harbor Drive, while maintaining or exceeding the quality of the completed Phase 1 improvements
- Maximize public access to water and views of the bay along the entire length of the North Embarcadero
- Provide flexible and dynamic spaces to create a vibrant and active waterfront

Recreation Open Space



Establishing A Vision – Window to the Bay Pier Concept



Graphics are for illustrative purposes only



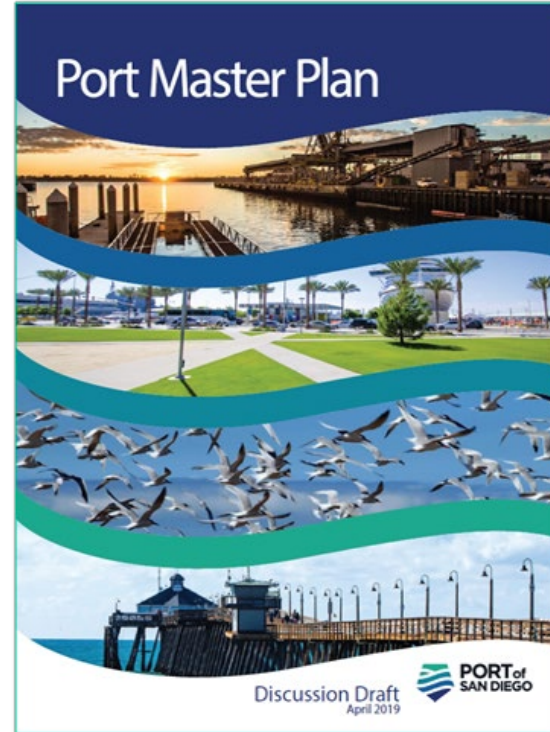
Note: Ultimate condition to occur once on-site parking has been relocated to a proximate Mobility Hub

Graphics are for illustrative purposes only

What was proposed in the Discussion Draft?

North Embarcadero Subdistrict

- Increase water mobility
- Introduce mobility hubs
- Protect commercial fishing uses
- Reconfigure Harbor Drive with Bayfront Circulator
- Increase public space
- Potential increase in hotel rooms, retail and meeting space
- Convert Navy Pier into a park



Planning Commitments: Maps



Revise PMP Map



Analyze Waterfront Destination Park Alternatives



Identify Location for Waterfront Destination Park



Evaluate Size of Parks, Plazas, and Open Space



Convert Navy Pier into a Park



Define Future Use of Grape Street Piers



Study 205-foot Setback Adjacent to Harbor Drive

Planning Commitments: Policies



Analyze Replacement of Parking Displaced by New Waterfront Destination Park



Differentiate Parks & Plaza



Reduce Motorized Vehicle Circulation



Identify Opportunities to Enhance Pedestrian Circulation



Implement Circulator Shuttle

PMPU Discussion Draft
Comment Letters

Subdistrict Themes



Primary themes heard from residents near North Embarcadero on the Discussion Draft PMPU

- **Development Intensity**

- Opposition to net increase of new hotel rooms at Wyndham and/or 1220 sites
- Requests to prioritize keeping existing development footprints
- Suggestions to position any new building footprints closer and perpendicular to Harbor Drive
- Requests to consider aesthetic impacts to Pacific Highway side of development

- **Heights and View Impacts**

- Overall concern with buildings heights and increased development intensity that may result in impacts to private views from residences
- Requests to specify building height limits in the plan
- Requests to preserve the A Street View Corridor

Primary themes heard from residents near North Embarcadero on the Discussion Draft PMPU

- **Traffic Congestion**

- Overall concern related to increased traffic congestion as a result of new development
- Concern about reduced travel lanes on Pacific Highway

- **Mobility Hubs**

- Some opposition to any form of structured parking with preference for more park space
- Preference for siting parking away from Embarcadero
- Support for use of Bayfront Circulator to connect to parking in outer areas
- Support for efforts to reduce reliance on single occupancy vehicles, which will also decrease parking demands
- Mixed support for siting a Local Gateway Mobility Hub between Ash and B Streets
- General support for siting a Regional Mobility Hub at the Grape Street parcel
- Overall excitement for increased water-based transit opportunities

Primary themes heard from residents near North Embarcadero on the Discussion Draft PMPU

- **General Feedback**

- Activating park space and creating linkages to promenade areas is important
- Lighting and safety improvements should be prioritized
- Access to the water should be preserved
- Important to balance tourism and residential uses
- Iconic architecture should be encouraged
- Critical that decision making is data-driven and coordinated with other jurisdictions

Revised Draft PMPU

Proposed Subdistrict Revisions



Development Intensity

Ash Street to B Street

Existing Conditions



Existing Conditions – Building Height



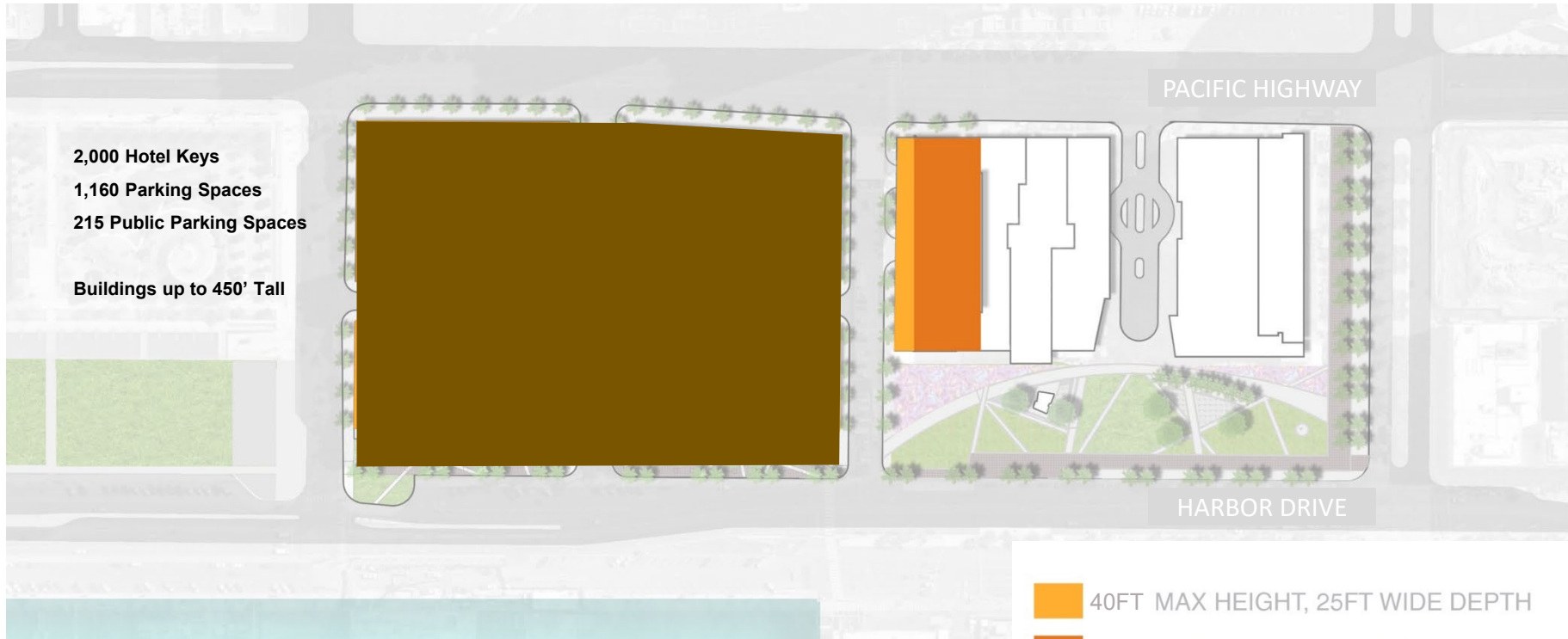
- Existing Residential – 450'
- Lane Field – 185' (north) & 210' (south)
- Wyndham – 170' & 60'




Existing Conditions – Uses



- Lane Field – 800 hotel Keys
- Wyndham – 600 hotel Keys

Discussion Draft Version – Building Step back and Setback Requirements

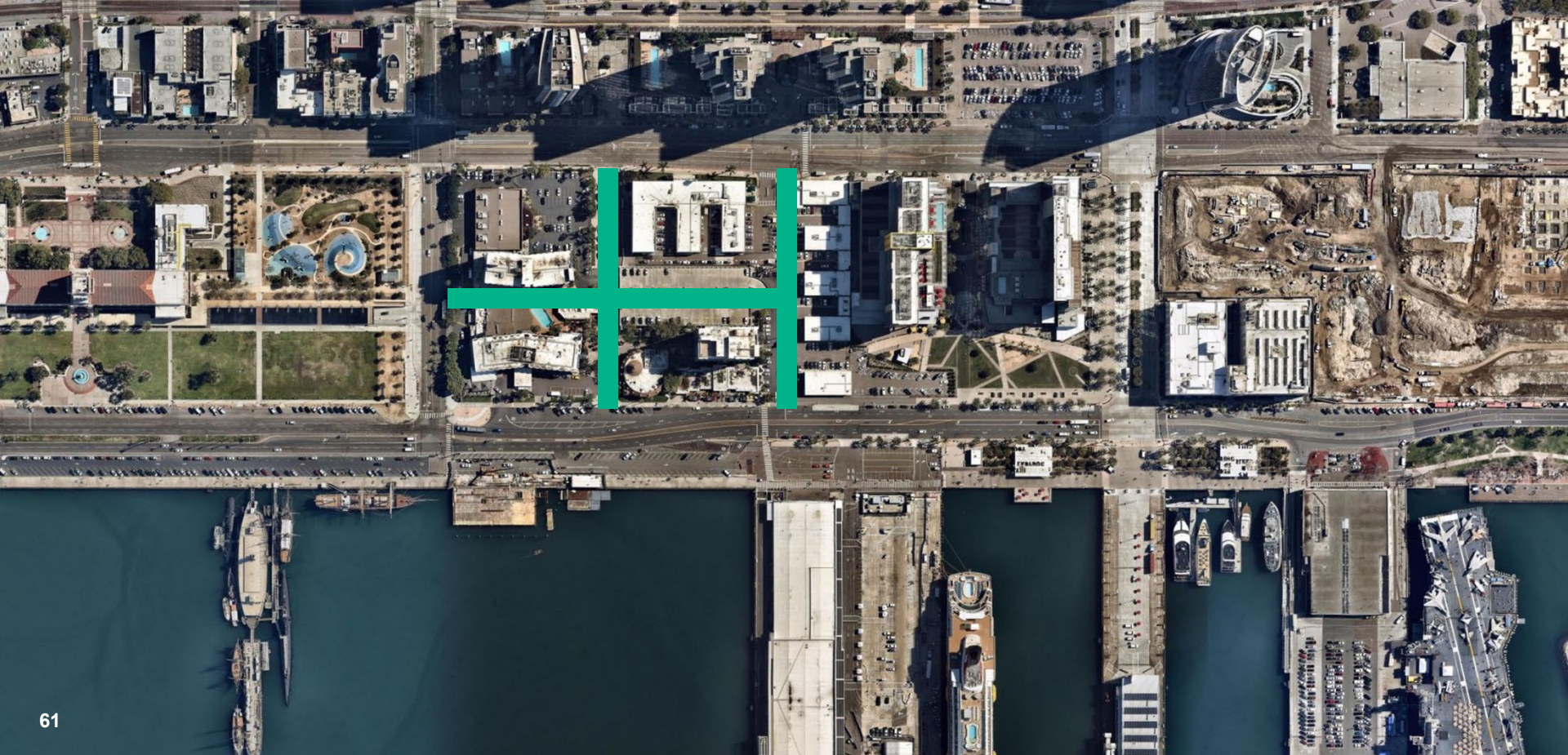


-  40FT MAX HEIGHT, 25FT WIDE DEPTH
-  160FT MAX HEIGHT,
-  MATCH ADJACENT (UP TO 450')

Protect and Enhance View Corridors



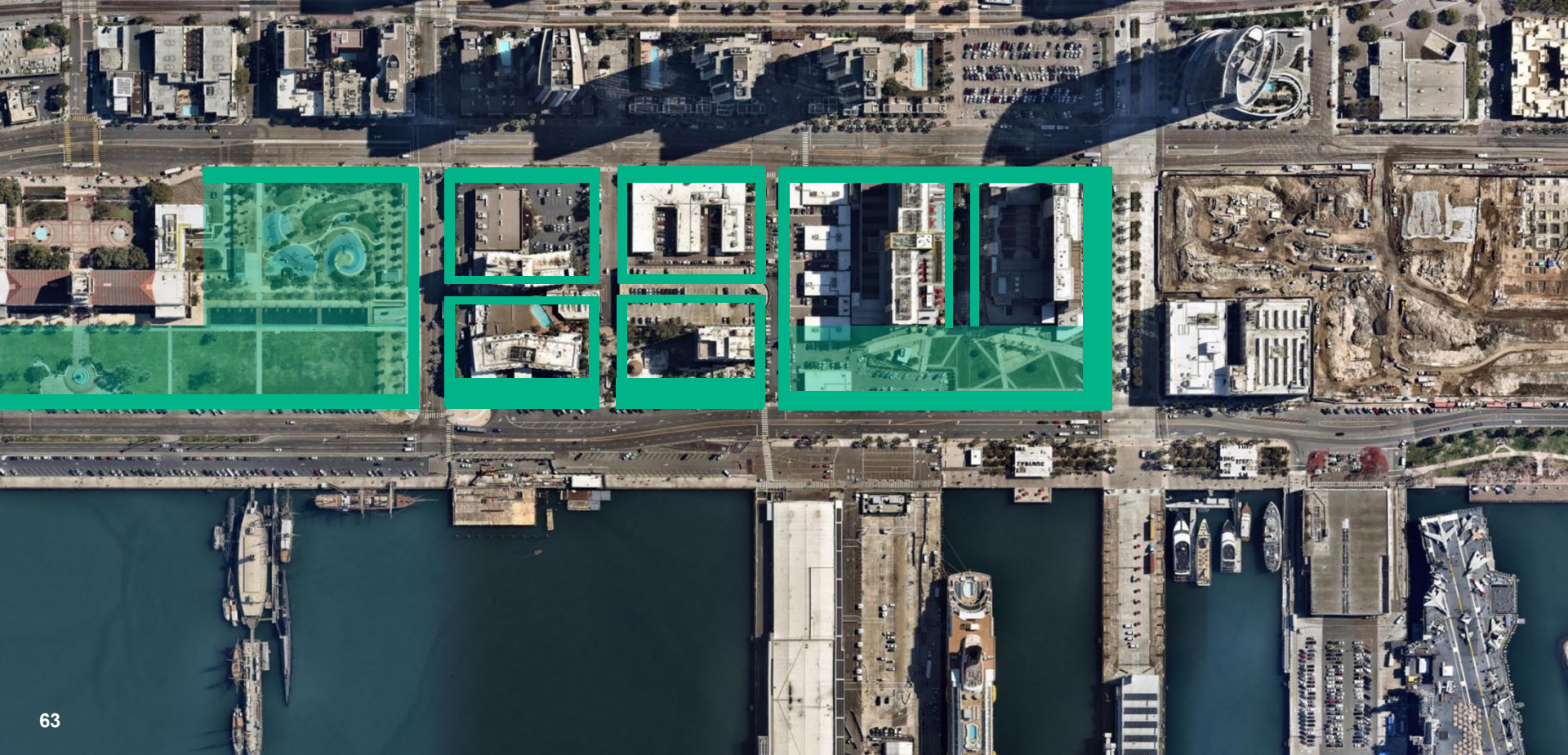
Reconnect the City Grid



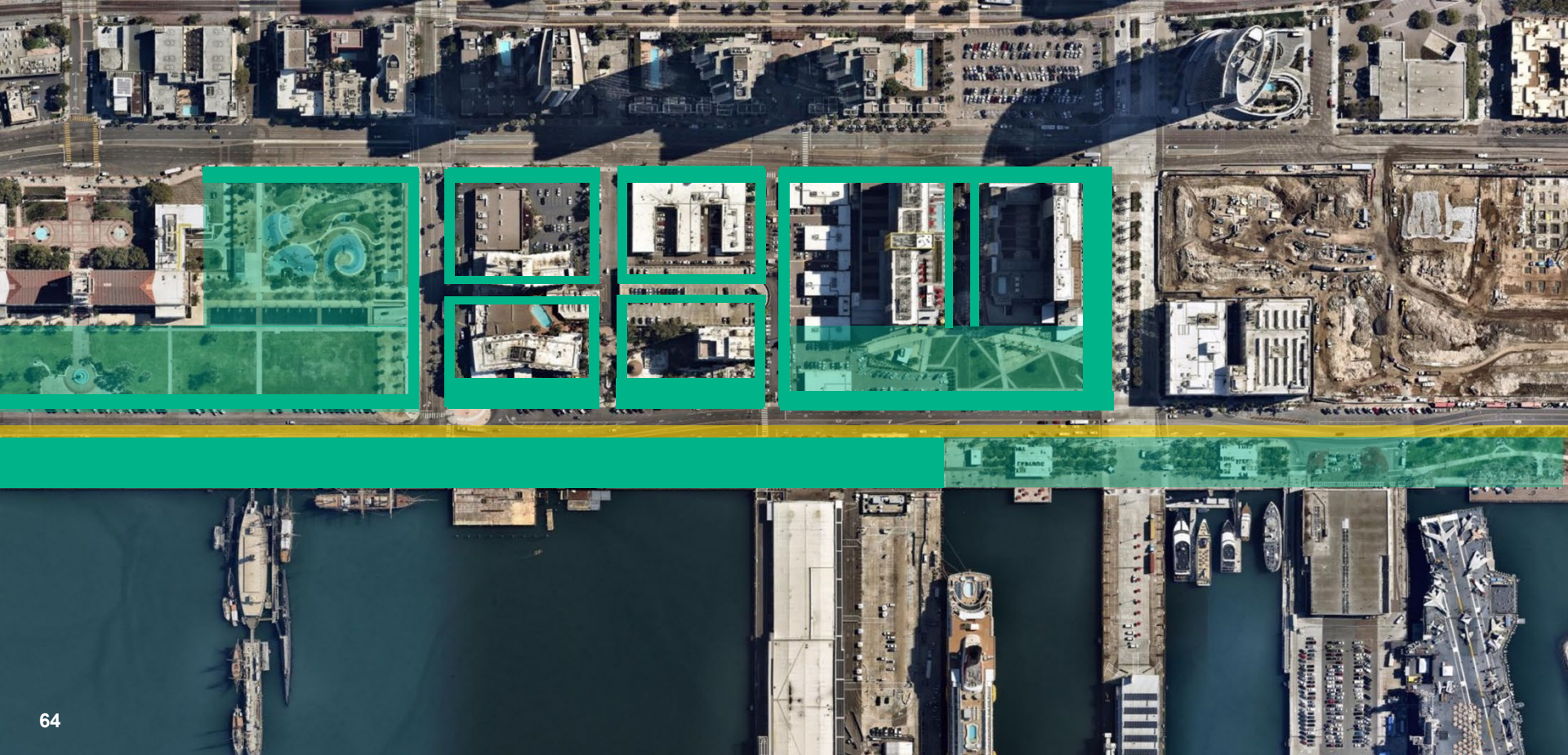
Setback Development to Connect the Parks



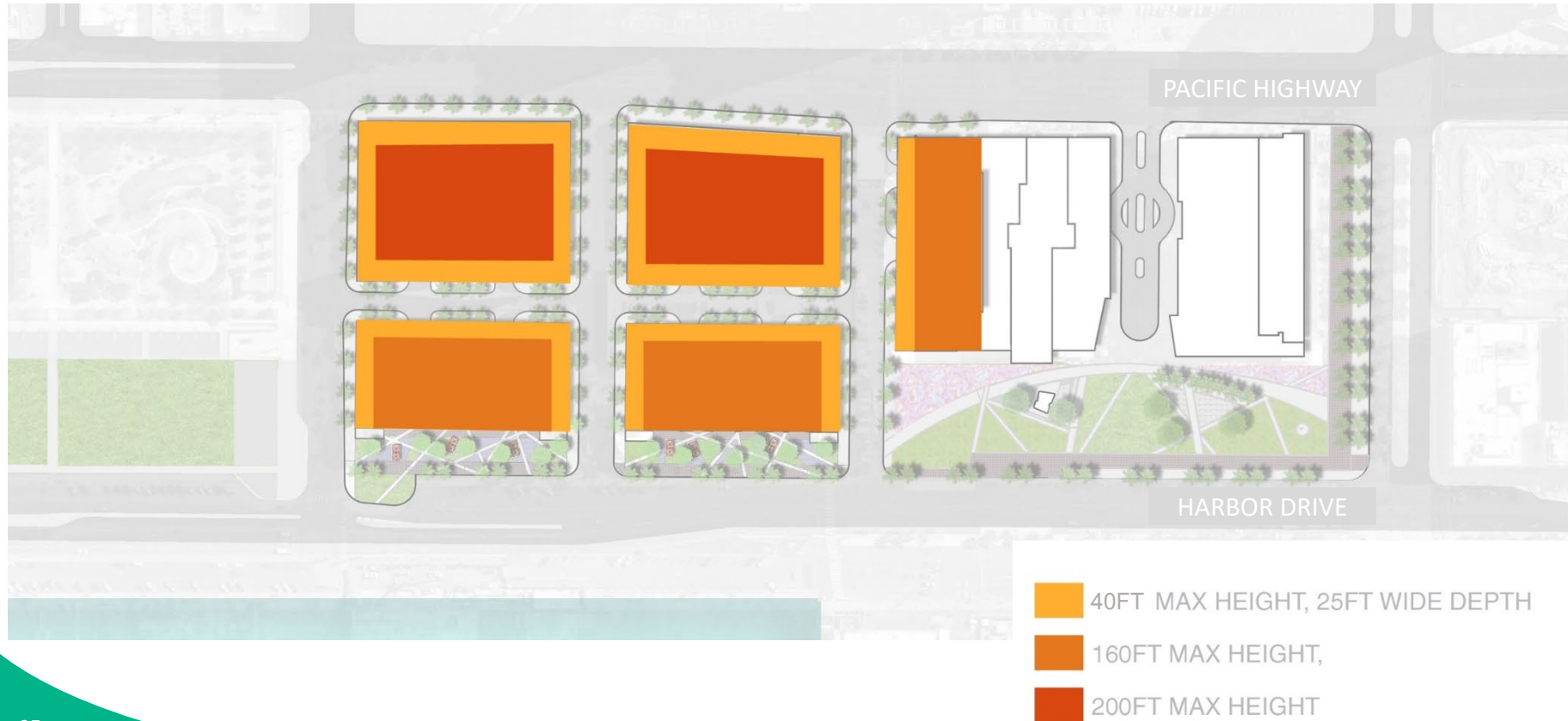
Enhance the Pedestrian Experience



Enhance the Pedestrian Experience



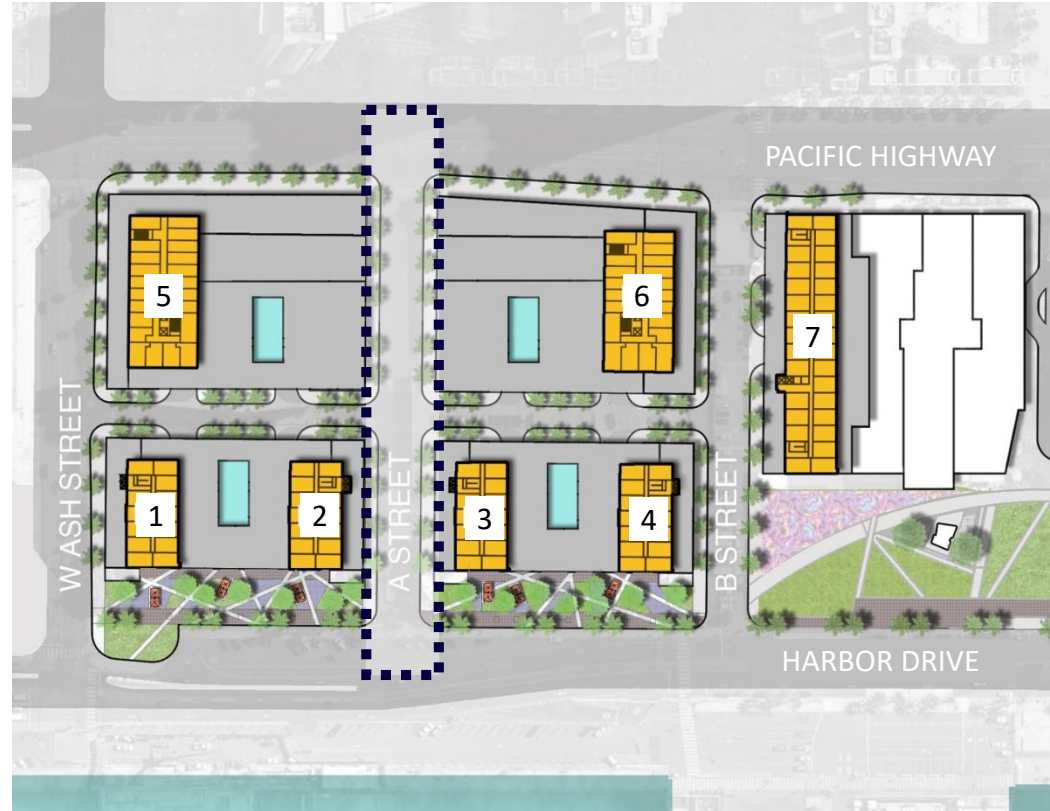
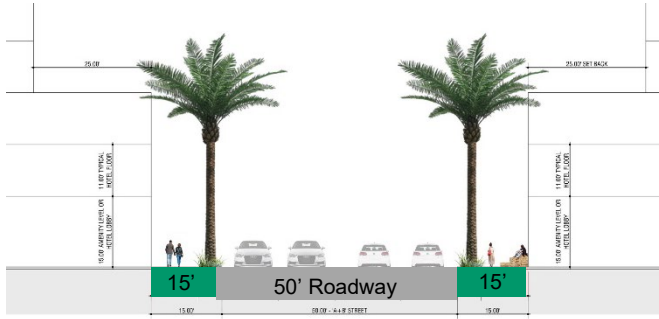
Building Step back and Setback Requirements



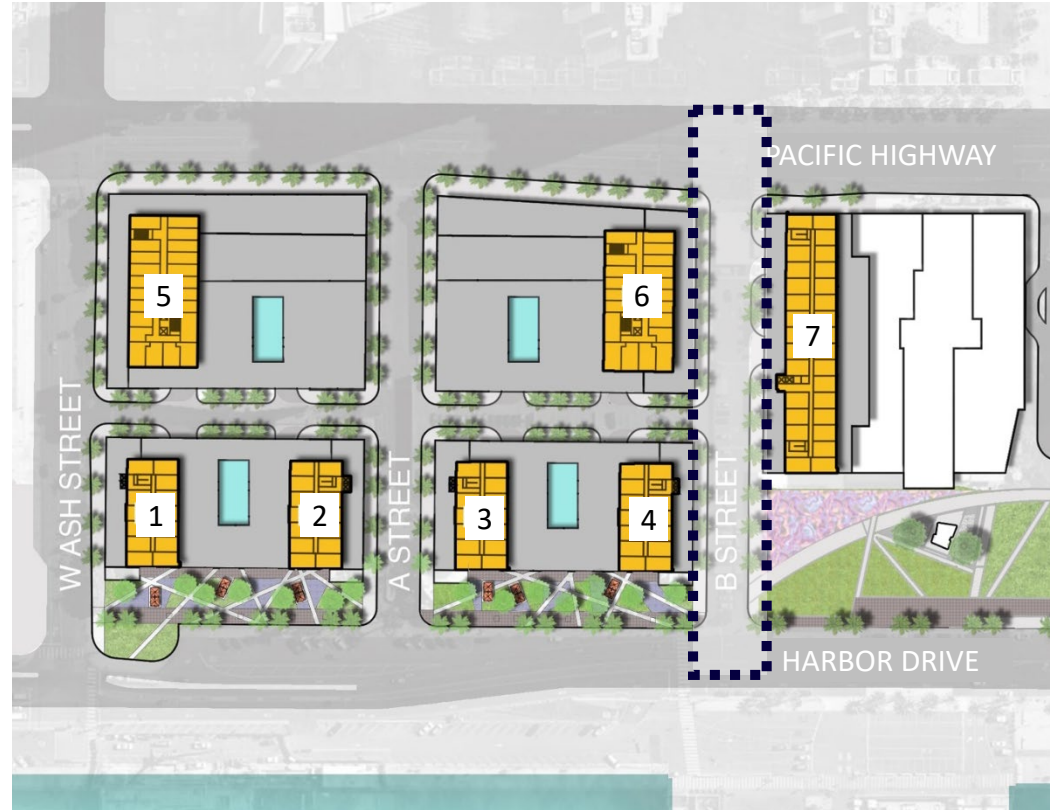
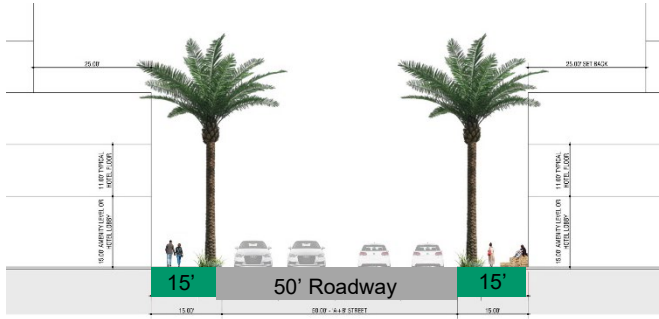
Proposed Revisions



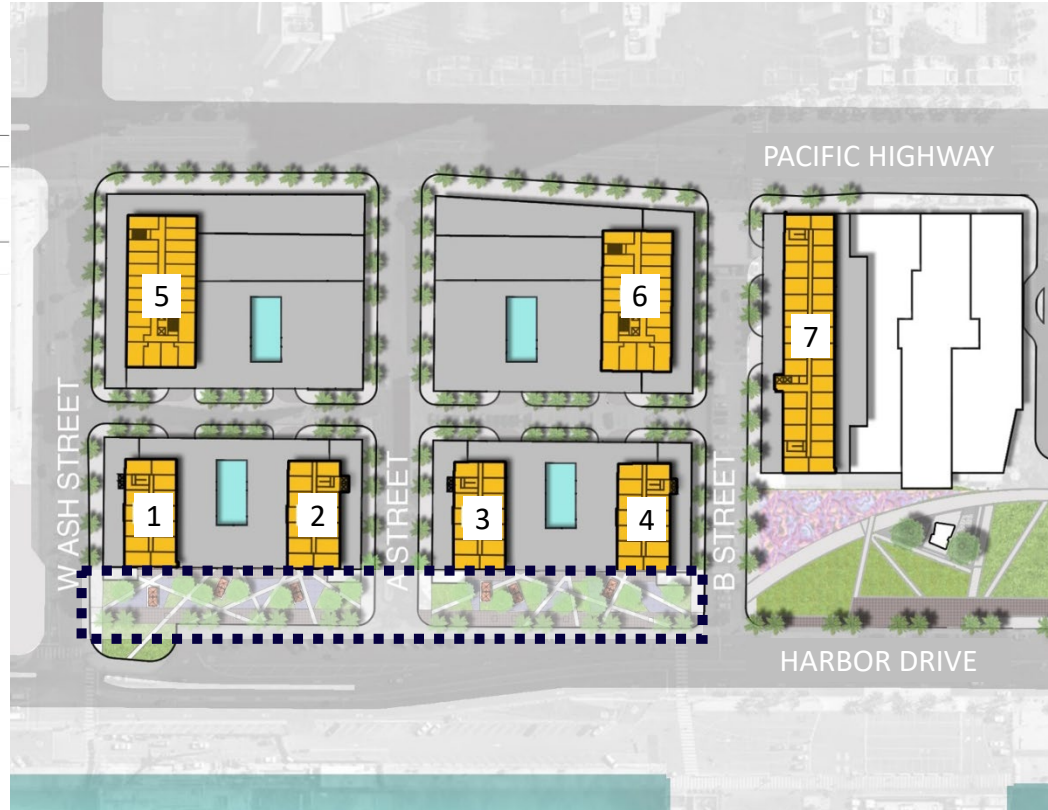
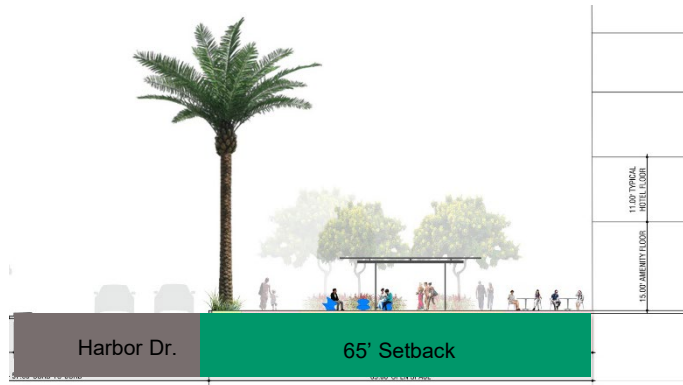
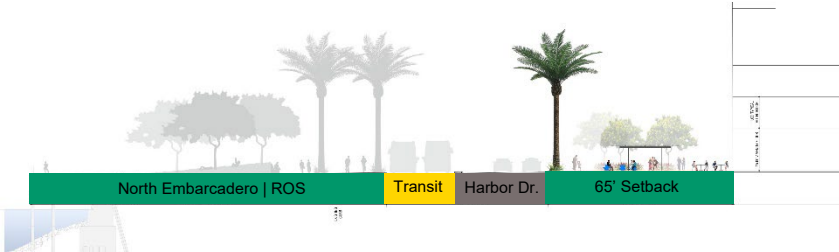
A Street View Corridor



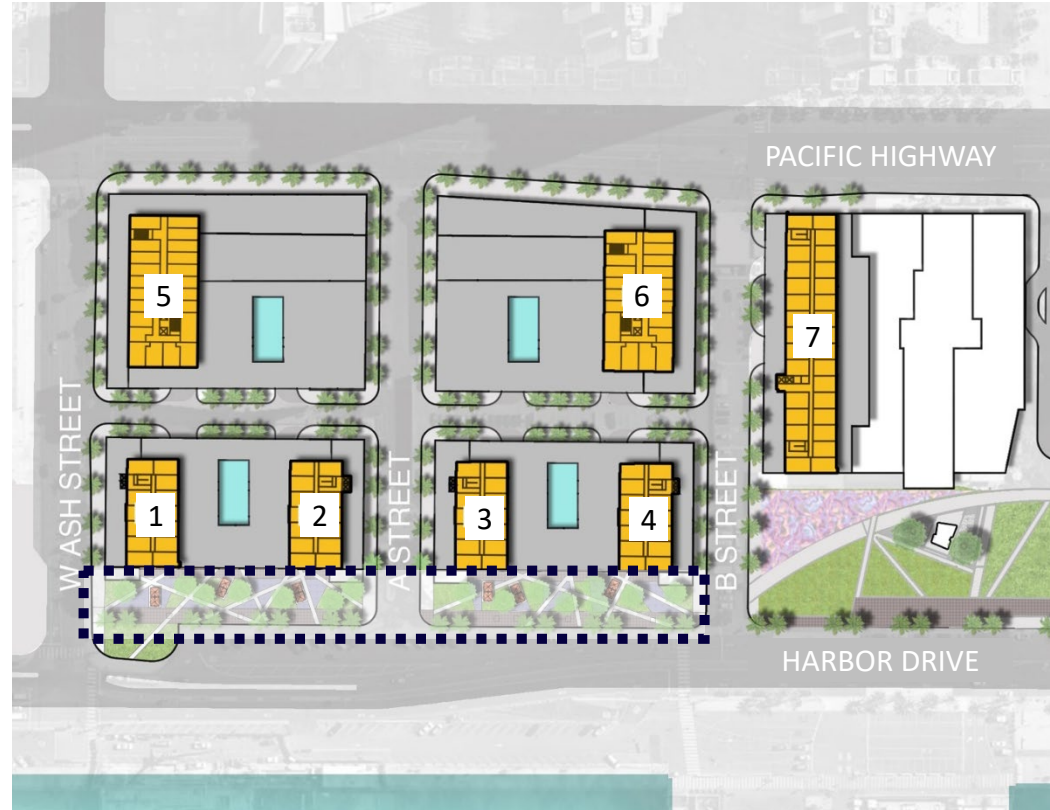
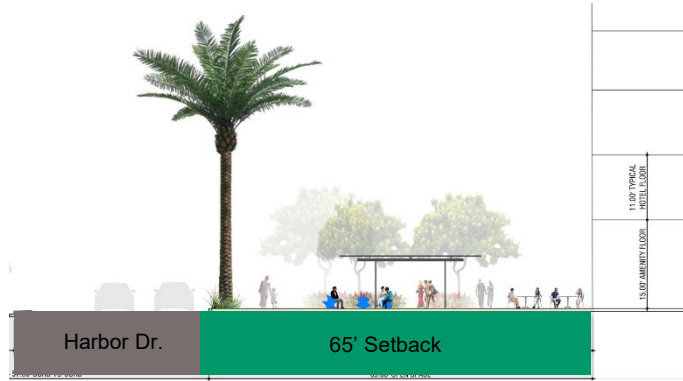
B Street View Corridor



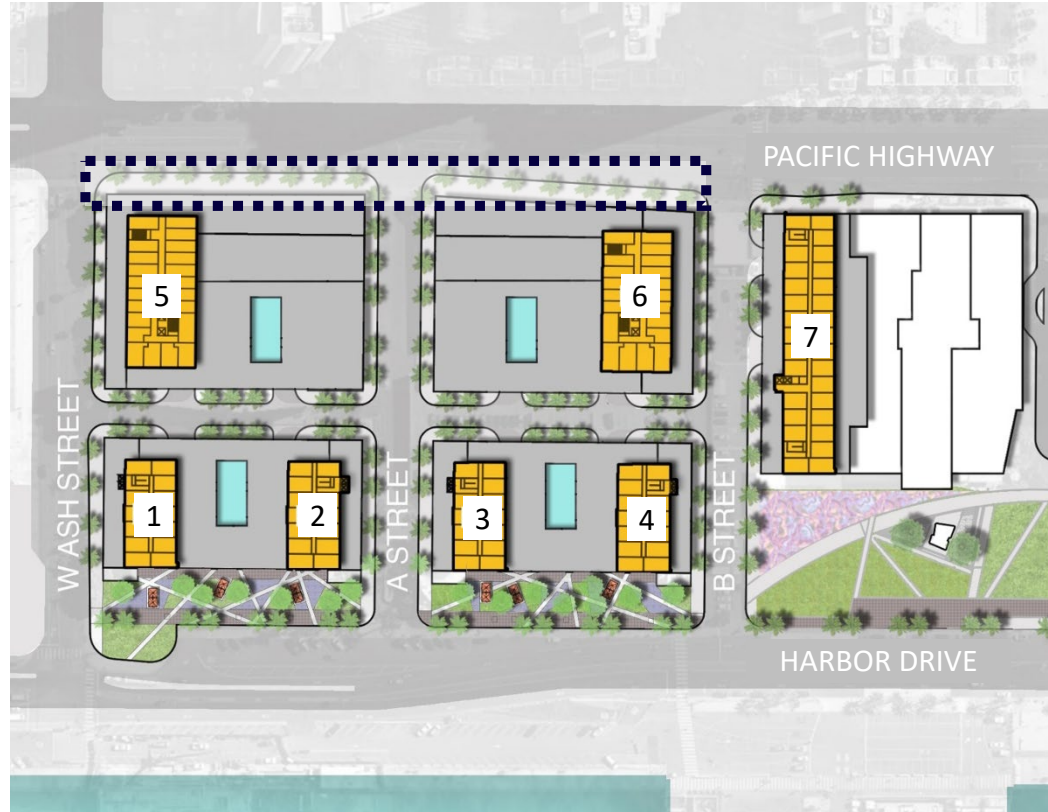
Harbor Drive Open Space Setback 65'



Harbor Drive Open Space Setback 65'



Pacific Highway Setback 25'



Note: Ultimate condition to occur
once on-site parking has been
relocated to a proximate Mobility Hub



Regional Mobility Hub at Grape Street Parcel

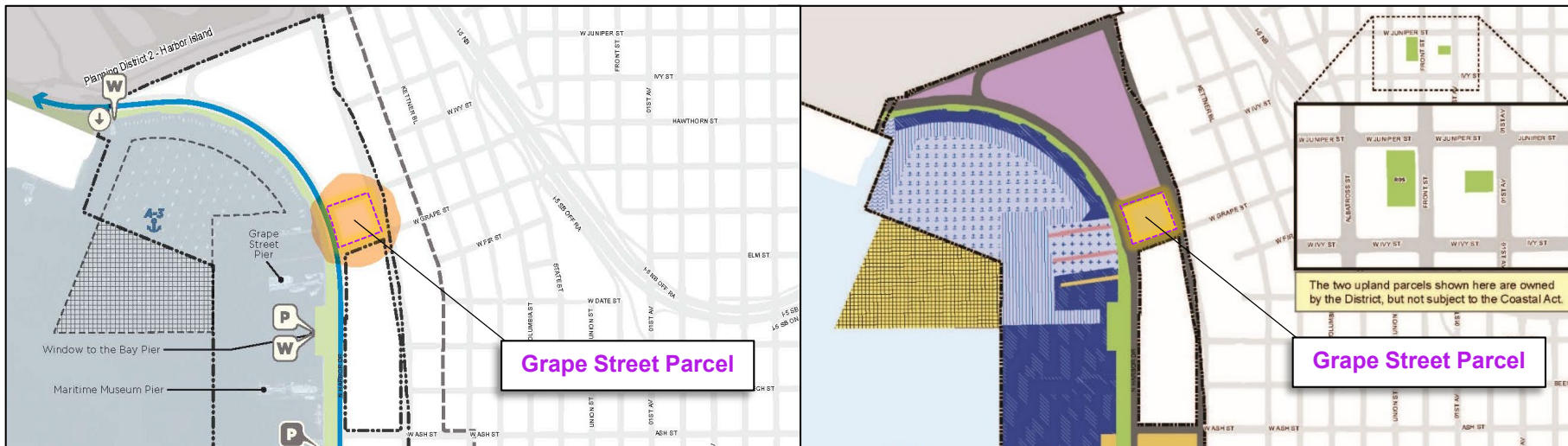
Grape Street Parcel

Discussion Draft



Grape Street Parcel

Proposed Revisions



Landside Access



Regional
Mobility Hub

- District Boundary
- Coastal Zone
- Walkways
- Scenic Vista Area
- View Corridor Extension
- Boat Anchorage Location
- Not Within District Permitting Authority

- LAND USES**
- Commercial Fishing
 - Commercial Recreation
 - Institutional/Roadway
 - Maritime Services and Industrial
 - Planning Area
 - Recreation Open Space
 - Visitor-Serving Marine Terminal

- WATER USES**
- Anchorage
 - Commercial Fishing Berthing
 - Industrial and Deep-Water Berthing
 - Navigation Corridor
 - Open Bay/Water
 - Planning Area (Water)
 - Recreational Berthing
 - Sportfishing Berthing

Staff Recommendations

Revised Draft PMPU

Public Comment

– *Subdistrict Policies* –

Revised Draft PMPU

Board Discussion & Direction to Staff
– *Subdistrict Policies* –

Request for Board Direction

Subdistrict Policies

- **Development Intensity – Ash Street to B Street**
 - Potential Board direction:
 - Advance revisions presented by staff
 - Reduce new hotel rooms proposed in subdistrict
- **Regional Mobility Hub at Grape Street Parcel**
 - Potential Board direction:
 - Advance revisions presented by staff
 - Consider other options

PRESENTATION AND DIRECTION TO STAFF ON THE NORTH EMBARCADERO SUBDISTRICT OF THE PORT MASTER PLAN UPDATE, INCLUDING A SUMMARY PRESENTATION ON THE PMPU DISCUSSION DRAFT, PUBLIC COMMENTS RECEIVED DURING THE 90-DAY REVIEW PERIOD, AND RECOMMENDATIONS FOR REVISIONS TO THE DRAFT PMPU FOR:

A) SUBDISTRICT POLICIES

AND

B) NAVY PIER POLICIES

PMPU Discussion Draft

Navy Pier Policies



Navy Pier

Planning Commitments for Navy Pier

Navy Pier Commitments Summary

2001 Port Master Plan Amendment

- Certified plan commits the District to convert the pier to a park as a specific planning goal with construction to occur as soon as feasible after environmental review

Midway CDP and Lease

- 2003 CDP condition and 2005 Lease require the Midway set aside funding to secure upland parking to allow for the removal of parking and conversion of the pier to a park

NEVP Phase I CDP

- 2011 CDP condition requires an EIR analyze and a PMPA incorporate “converting Navy Pier to a park”

Navy Pier Conversion to Park

Navy Pier - Goals

- Create a signature waterfront park located on Navy Pier
- Consider near-term parking on pier while introducing Recreation Open Space
- Maximize locations with physical and visual connectivity to the water



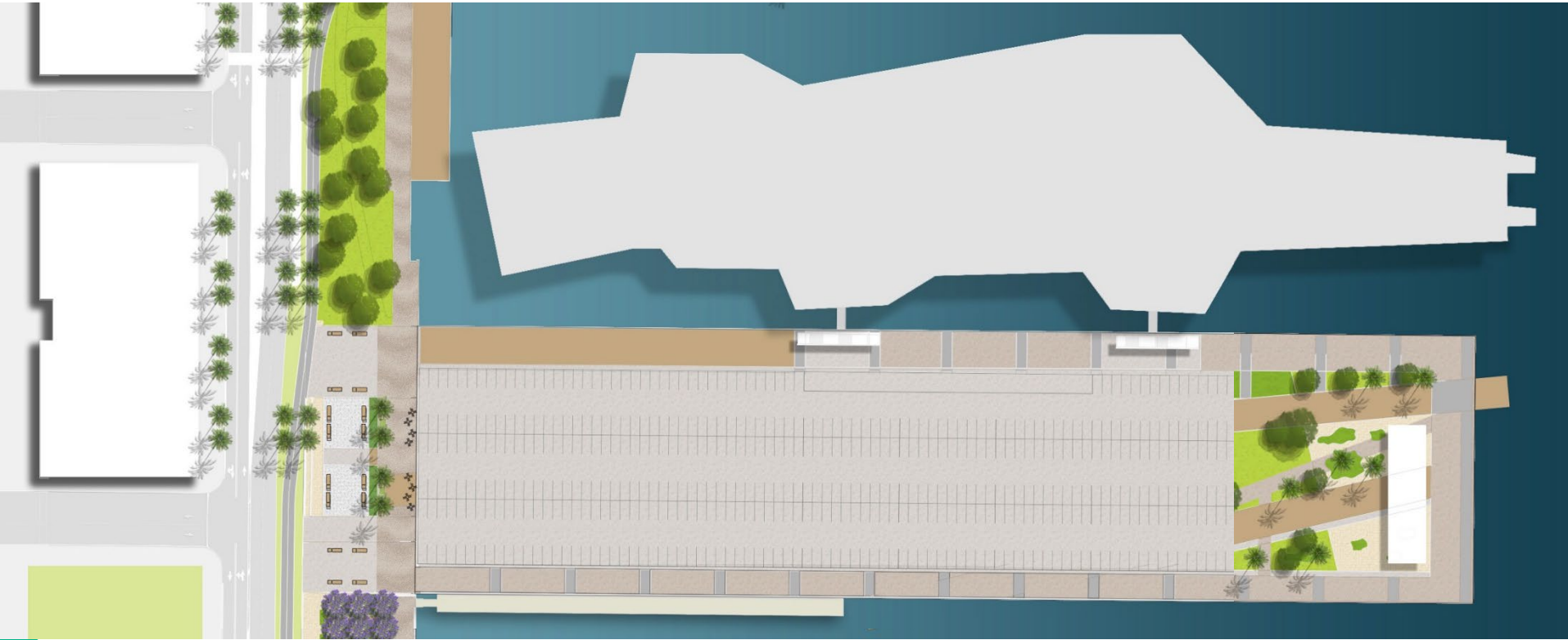
Navy Pier – Runway Concept



Note: Ultimate condition to occur once on-site parking has been relocated to a proximate Mobility Hub

Graphics are for illustrative purposes only

Navy Pier – Runway Concept – Near Term Solution



Note: Ultimate condition to occur once on-site parking has been relocated to a proximate Mobility Hub

Graphics are for illustrative purposes only







Note: Ultimate condition to occur once on-site parking has been relocated to a proximate Mobility Hub

Graphics are for illustrative purposes only

Navy Pier

Discussion Draft

Policy Text

C. Navy Pier

PD3.38 Convert Navy Pier into a Navy Pier Park. Honor the important role the military has played in shaping the region through the design of Navy Pier Park.

PD3.39 Upon completion of a Local Gateway Mobility Hub within a one-quarter mile walking distance to Navy Pier, convert Navy Pier into Recreation Open Space for the entire pier, while maintaining accessibility and service requirements for the Midway Museum.

In the interim, a minimum of one acre of temporary Recreation Open Space may be developed at the western end of the pier with a 30-foot-wide continuous promenade along the perimeter of the pier, both of which shall be integrated into the Navy Pier Park once developed. This interim configuration shall allow for approximately 500 parking spaces to remain on the pier, conditioned on the demolition of the existing headhouse on the pier, until the Local Gateway Mobility Hub is developed.

Navy Pier

Coastal Commission Comments

10. **PD 3.39.** The development of a Local Gateway Mobility Hub is not an adequate trigger for removing parking and converting Navy Pier to a public park. Please refer to the commitments detailed in the certified PMP, as well as in the associated lease agreement and CDP, and develop a more immediate timeline for relocation of parking and construction of the park. The current use of Navy Pier for parking is unpermitted and is considered a violation. The resolution of this violation should be prioritized by both the Port and the U.S.S. Midway Museum as part of the PMPU process, or sooner. Any interim solution should maximize recreation open space; the proposal for a minimum of one-acre is not adequate.

Revised Draft PMPU

Navy Pier Policy Approach



Navy Pier

Policy Concepts

Permissive Policy Approach

- Allow Navy Pier to convert to a Park

Prescriptive Policy Approach

- Convert Navy Pier to a Park by requiring the design and construction of park tied to specific timeframes and/or other physical prerequisites such as providing physical off-site parking

Blended Policy Approach

Revised Draft PMPU

Public Comment

– *Navy Pier Policy Approach* –

Revised Draft PMPU

Board Discussion & Direction to Staff
– *Navy Pier Policy Approach* –

Request for Board Direction

Navy Pier Policy Approach

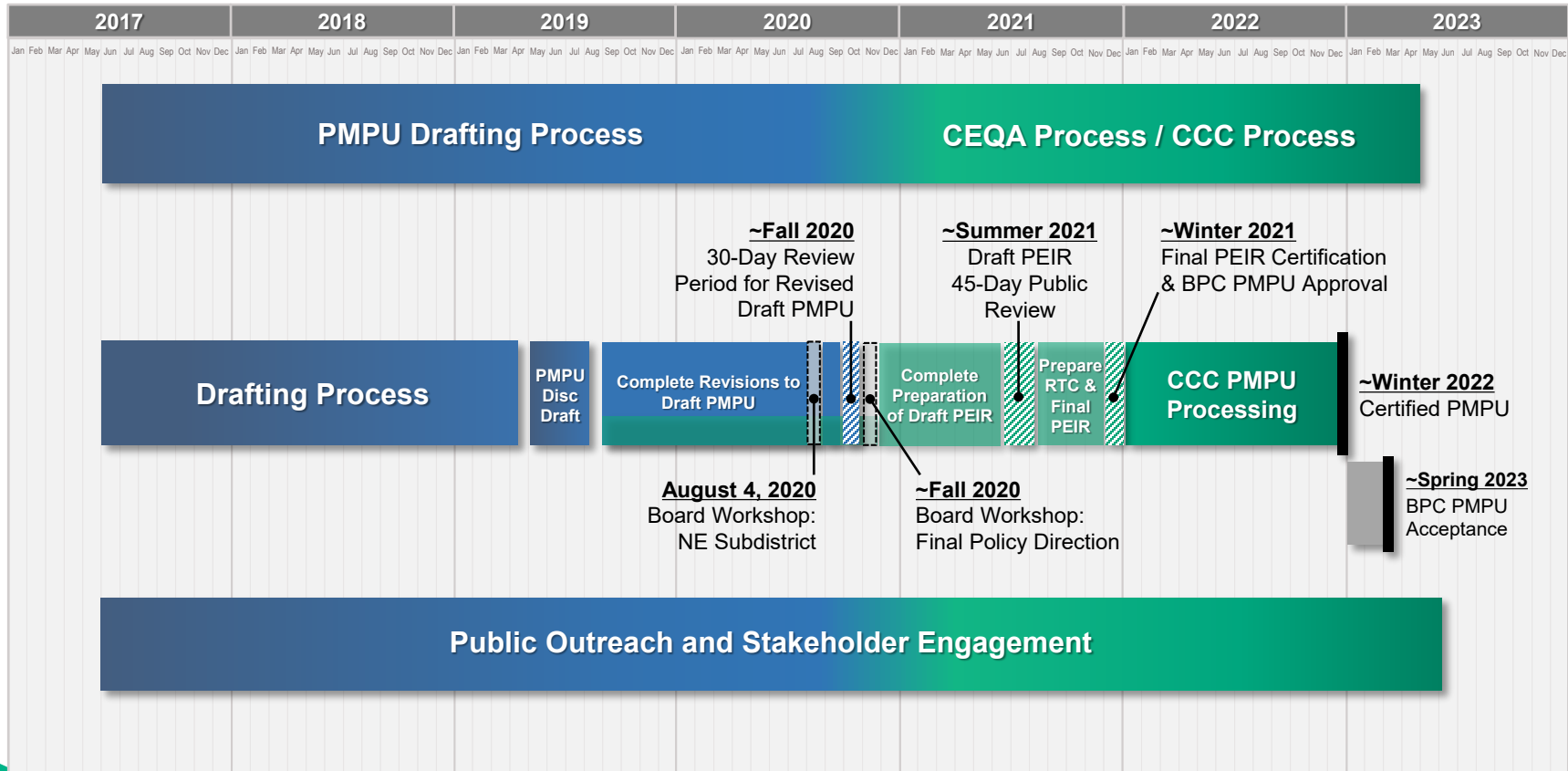
- **Navy Pier Conversion to Park**
 - Potential Board direction:
 - Permissive Policy Approach
 - Prescriptive Policy Approach
 - Blended Policy Approach

Port Master Plan Update

Next Steps



Integrated Planning: Port Master Plan Update Timeline



PRESENTATION AND DIRECTION TO STAFF ON THE NORTH EMBARCADERO SUBDISTRICT OF THE PORT MASTER PLAN UPDATE, INCLUDING A SUMMARY PRESENTATION ON THE PMPU DISCUSSION DRAFT, PUBLIC COMMENTS RECEIVED DURING THE 90-DAY REVIEW PERIOD, AND RECOMMENDATIONS FOR REVISIONS TO THE DRAFT PMPU FOR:

A) SUBDISTRICT POLICIES

AND

B) NAVY PIER POLICIES