

***SAN DIEGO UNIFIED PORT DISTRICT***

**DATE:** January 10, 2012

**SUBJECT: NATIONAL CITY MARINA DISTRICT JOINT PLANNING EFFORT:**

- A) PRESENTATION ON THE OUTCOME OF THE NATIONAL CITY MARINA DISTRICT JOINT PLANNING PROCESS**
- B) RESOLUTION AUTHORIZING STAFF TO WORK JOINTLY WITH THE CITY OF NATIONAL CITY TO ISSUE A REQUEST FOR QUALIFICATIONS FROM PARTIES INTERESTED IN LEASING AND DEVELOPING UP TO 20 ACRES OF TIDELANDS ON 32ND STREET NEAR PIER 32 MARINA**

**EXECUTIVE SUMMARY:**

At the December 2010 Board meeting, Port staff presented the proposed process for a joint planning effort with the City of National City (City) to develop a vision plan for the "National City Marina District" (study area), an approximately 108-acre area that is generally bordered by Bay Marina Drive on the north, the Sweetwater River flood control channel on the south, Marina Way and Paradise Marsh on the east, and Tidelands Avenue on the west. The study area and existing land use designations are shown on Figure 1.

To begin the joint planning effort, the Port and City hired a consultant to conduct stakeholder interviews to gain their views of the study area; hold public workshops; and, using the input received, develop possible alternatives for future land uses in the area. Public comments were solicited during the stakeholder outreach on the three alternatives that were developed by the consultant. The three alternatives and the consultant's preferred alternative are summarized in the National City Marina District Vision Plan (Vision Plan) (see Attachment A). The preferred alternative recommended by the consultant in the Vision Plan proposes to realign both Marina Way and Tidelands Avenue and to convert maritime industrial uses to commercial uses, which would require the replacement of approximately 23 acres of maritime industrial land at the National Distribution Center (NDC) site in the vicinity of the National City Marine Terminal (NCMT) or the Tenth Avenue Marine Terminal (TAMT). This alternative would also require the relocation of existing tenants at NDC to another maritime property.

At a public meeting on December 7, 2011 the preferred alternative recommended by the consultant was presented and did not receive a favorable endorsement by all stakeholders, especially maritime tenants and members of the working waterfront. The

ACTION TAKEN: 01-10-2012 - Resolution 2012-12

Port tenants and other stakeholders expressed concern that redevelopment of the NDC to a commercial use would significantly diminish maritime industrial land adjacent to NCMT, which could limit opportunities to retain and grow maritime-related uses.

Maritime and maritime related operations are a primary port function and the growth of maritime trade is a priority for the Port. The redevelopment of NDC for commercial use would not only result in the significant diminishment of maritime industrial land adjacent to NCMT but would also displace existing operations at an already improved maritime industrial property. Therefore, Port staff does not support this element of the consultant's preferred alternative. However, there are elements of the consultant's preferred alternative that offer public amenities, increased public access and synergy with the existing marina that are less impactful to existing maritime operations. This portion of the study area is generally located north and south of 32<sup>nd</sup> Street near Pier 32 Marina, as shown on Figure 2. Throughout the public outreach process there has been general consensus about the redevelopment of these parcels. Port staff's recommendation, therefore, is to proceed with a Request for Qualifications (RFQ) for developers interested in leasing and developing all or portions of this unimproved property, while maintaining the existing operations and maritime industrial land use designation at NDC. A qualified developer would be responsible for working with all stakeholders to develop a project for further consideration.

Staff is seeking direction from the Board on the next steps in this process and recommends the Board direct staff to work with the City to develop a joint RFQ from interested developers for the Port staff recommended alternative identified in Figure 2. Staff will return to the Board for further direction once a qualified respondent has been identified.

**RECOMMENDATION:**

National City Marina District Joint Planning Effort:

- A) Presentation on the outcome of the National City Marina District Joint Planning Process
- B) Adopt a resolution authorizing staff to work jointly with the City of National City to issue a Request for Qualifications from parties interested in leasing and developing up to 20 acres of tidelands on 32<sup>nd</sup> Street near Pier 32 Marina

**FISCAL IMPACT:**

This agenda item has no fiscal impact.

**COMPASS STRATEGIC GOALS:**

The Vision Plan presents a possible long-term vision for redevelopment of the study area to increase the enjoyment of tidelands and the surrounding area by visitors, and enhance the economic benefit to the City and the Port. This agenda item supports the following Strategic Goal(s).

- Enhance and sustain a dynamic and diverse waterfront.
- Develop and maintain a high level of public understanding that builds confidence and trust in the Port.

**DISCUSSION:****Background**

In response to unsolicited proposals from prospective developers since the completion of Pier 32 Marina by the Port, and the Marina Gateway Hotel and Restaurant Project by the City, the Port and City joined together to develop a vision plan for the study area. Approximately one-third of the study area is located within the land use jurisdiction of the City (see Figure 3). At the December 2010 Board meeting, staff presented the proposed process for a joint planning effort based on the following mutually agreed upon objectives:

- Protect maritime uses
- Enhance the working waterfront
- Ensure environmental compliance
- Increase public access to the waterfront
- Build public amenities
- Build visitor serving uses
- Promote compatibility with the existing Marina and Marina Gateway Projects
- Demonstrate financial feasibility and fiscal benefit to Port and City
- Consider compatibility of adjacent and transitional land uses
- Ensure public and stakeholder participation

Following the December 2010 Board meeting, Port staff issued an informal request for proposals (RFP) to solicit local firms to conduct the planning efforts. The RFP was sent to eight planning firms, in which four submitted proposals. Staff from the Port and City evaluated the proposals and selected Project Design Consultants (Consultant) for their overall approach and understanding of the proposed planning process. The Port, City and Consultant entered into a three-party agreement in which the City contributed one-third of the total cost.

**Public and Stakeholder Outreach**

Work on the planning study commenced in March 2011 with the assembly of existing conditions data, identification of stakeholders, and establishment of a schedule for public workshops. Stakeholders included property owners and long-term leaseholders

in and adjacent to the study area; Port staff, City staff, and state and local resource agencies; and, interested parties from the broader community. Beginning in April 2011, the Consultant interviewed stakeholders to gain their views on the future of the study area. The public workshops commenced in May 2011 and were attended by a diverse range of entities including Port tenants, the Environmental Health Coalition, outside agencies, potential developers, and representatives of adjacent jurisdictions. However, some Port tenants have expressed concerns regarding the lack of attendance and participation by members of the working waterfront. In the event that the Board concurs with the Port staff recommended alternative, the qualified developer will be required to further work with all stakeholders to develop a project for further consideration.

The first public workshop, held on May 4, provided the public with an overview of the study objectives and solicited input on issues, opportunities, constraints, and desirable land uses for the study area. The second public workshop, held on June 15, introduced three conceptual land use alternatives developed by the Consultant based on public and stakeholder comments, and public comments were solicited. The June 15 workshop also included the Consultant conducting a survey to gain the workshop participants' opinions on various land use concepts for the study area. City staff also surveyed City elected officials following the workshop. A summary of the survey results from the survey participants and the City elected officials is provided as Attachment B.

Following the June 15 workshop, the three conceptual land use alternatives were placed on the Port website to solicit additional public comments. The comment letters received on the three alternatives are provided as Attachment C to this agenda sheet. The third workshop, held on October 5, presented the results of the public input received on the three alternatives. The fourth and final public workshop, held on December 7, included a presentation of the preferred alternative recommended by the consultant, which was developed based on its consistency with the project objectives and input gained during the stakeholder interviews and public workshops. Summaries of the three alternatives and the consultant's preferred alternative are provided below.

### **Summary of Consultant's Vision Plan and Conceptual Land Use Alternatives**

The Vision Plan summarizes the project objectives, the three alternatives, the consultant's preferred alternative, and the entitlement steps needed to implement the consultant's preferred alternative.

*Alternative A* – This alternative includes the largest amount of industrial space of the three alternatives and most closely resembles the study area's existing conditions. It proposes an equal exchange between commercial parcels and industrial parcels located north of 32<sup>nd</sup> Street. The reconfigured parcels would potentially create parcels that are better shaped for development and would avoid or negate the need to provide replacement land for maritime industrial uses in the vicinity of NCMT or TAMT in order to meet the project objective of "protect maritime uses." As with the existing conditions, this alternative would have approximately 36 acres of maritime industrial land.

*Alternative B* – This alternative would separate the industrial and commercial uses to minimize their potential impact on each other. It proposes to change the portion of the NDC that is currently occupied by the County of San Diego Child Protective Services Department (a pre-existing non-conforming use) to a commercial use. Larger commercial sites would be created north of 32<sup>nd</sup> Street and a portion of Marina Way would be realigned to the west. The realignment of Marina Way would create a larger commercial area adjacent to Paradise Marsh. This alternative would require approximately 12 acres of maritime industrial replacement in the vicinity of NCMT or TAMT.

*Alternative C* – This alternative proposes the largest amount of commercial space and would turn the entire NDC (an existing maritime-industrial use designation) into a commercial site. Tidelands Avenue would shift east to minimize the impact between the industrial and commercial uses. This alternative would require approximately 21 acres of maritime industrial replacement in the vicinity of NCMT or TAMT.

*Consultant's Preferred Alternative* – The preferred alternative recommended by the Consultant is a combination of Alternative B and Alternative C. It proposes to realign both Marina Way and Tidelands Avenue and to convert maritime industrial uses to commercial uses. This alternative also proposes an expansion of Pepper Park. This alternative would require approximately 23 acres of maritime industrial replacement in the vicinity of NCMT or TAMT.

A summary of the existing maritime industrial acreage and the acreage associated with each alternative from the Vision Plan is provided in the following table.

| <b>Vision Plan Alternative</b> | <b>Approximate Replacement Acreage for removal of Maritime Industrial</b> |
|--------------------------------|---|
| Alternative A                  | 0 acres   |
| Alternative B                  | 12 acres  |
| Alternative C                  | 21 acres  |
| Consultant's Preferred         | 23 acres  |

The Vision Plan prepared by the Consultant indicates that implementation of the Consultant's preferred alternative is a long-range plan due to many factors, including acquiring replacement land in the vicinity of NCMT or TAMT, relocating the maritime industrial uses to those lands, negotiating new leases, obtaining funding, and having sufficient market demand for commercial uses. In addition, regulatory approvals, including review under the California Environmental Quality Act (CEQA), and entitlements would need to be obtained. Regulatory approvals include, but are not limited to, State Lands Commission approval of the acquisition of new acquired maritime industrial lands, and California Coastal Commission certification of an amendment to the Port Master Plan to include the new lands and revisions to the existing land use designations.

**COMPASS Strategic Plan and Integrated Planning**

At the December 2011 Board meeting, the Board adopted the COMPASS Strategic Plan (Strategic Plan) for Fiscal Years 2012 through 2017. The Strategic Plan outlines the goals and strategies of the Port as directed by the Board. The Strategic Plan guides policy, priorities and resource allocation for a five-year planning horizon, with a longer-term view. The Strategic Plan states that the Port's mission is to "protect the Tidelands Trust resources by providing economic vitality and community benefit through a balanced approach to maritime industry, tourism, water and land recreation, environmental stewardship, and public safety." The second goal of the Strategic Plan is to have a "thriving and modern maritime seaport." Strategies to support this goal include, but are not limited to:

- Practice environmentally smart and efficient goods movement.
- Become an integral link in the maritime supply chain.
- Develop maritime-related industry niche businesses and services.

The preferred alternative recommended by the Consultant would not be consistent with the adopted Strategic Plan because it would require replacement of up to 23 acres of maritime industrial land due primarily to the conversion of the NDC site to a commercial use. The NDC is located adjacent to NCMT and allows for efficient and effective goods movement.

In addition, as presented at the December 2011 Board meeting, Port staff is currently exploring a separate joint planning effort that would encompass the working waterfront area from the San Diego Convention Center south to Pier 32 in National City. As staff is evaluating the scope of that joint planning effort, one possible "next step" is to pause the efforts of the National City Marina District Vision Plan in order to more comprehensively plan the working waterfront area.

**Staff Recommendation**

Staff is seeking direction from the Board on the next steps for the National City Marina District Joint Planning Effort. Staff recommends the alternative shown on Figure 2, which is a combination of Alternative A and Alternative B, and does not propose any changes to the NDC site. The staff recommended alternative is to proceed with a developer qualification process for redevelopment of all or portions of an approximately 20 acre area, of which approximately seven (7) acres are designated maritime industrial use. Generally, staff believes that this alternative is more consistent with the Port's priorities and may generate less contention than the preferred alternative recommended by the Consultant because it would require the relocation of less maritime industrial land and involves fewer existing lease constraints. This area is unimproved land encumbered by short-term lease agreements. The staff recommended alternative is also consistent with the maritime goals and strategies of the Strategic Plan.

Staff recommends the Board direct staff to work with the City to develop an RFQ to solicit interested developers for the portion of the study area highlighted in Figure 2. Environmental review and other entitlements, such as a Port Master Plan Amendment, could commence after a developer is selected and a project is defined.

**Port Attorney's Comments:**

The Port Attorney's office has reviewed the issues set forth in this agenda sheet and there are no legal concerns as presented. The Board may analyze the issues presented and take appropriate action.

**Environmental Review:**

This presentation to the Board and requested direction to staff does not constitute a "project" under the definition set forth in CEQA Guidelines Section 15378 and is therefore not subject to CEQA.

**Equal Opportunity Program:**

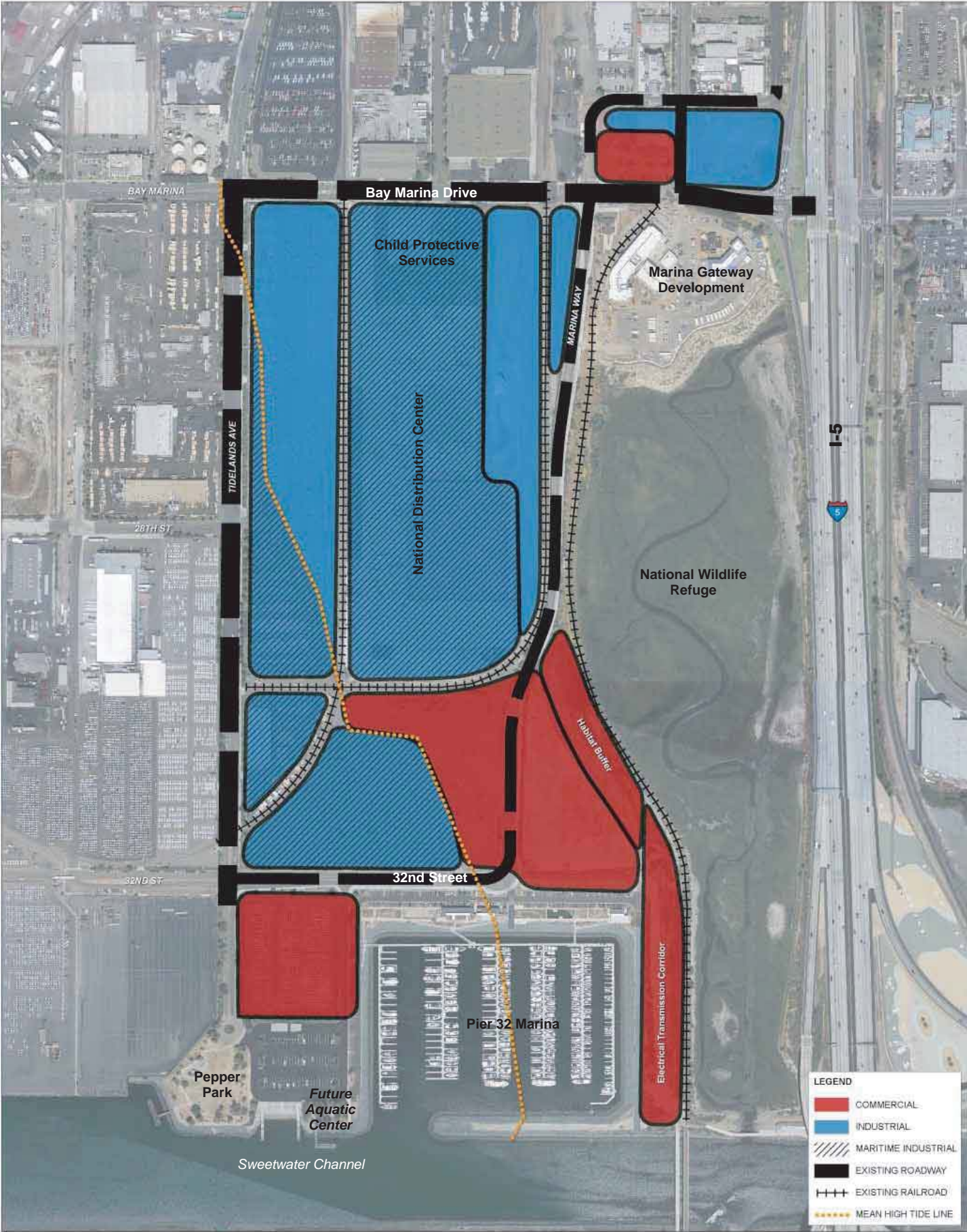
Not applicable.

**PREPARED BY:** Anna Buzaitis  
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Attachment(s):  
Figure 1: Existing Land Uses  
Figure 2: Port Staff Recommended Alternative  
Figure 3: Jurisdictional Boundaries of Study Area

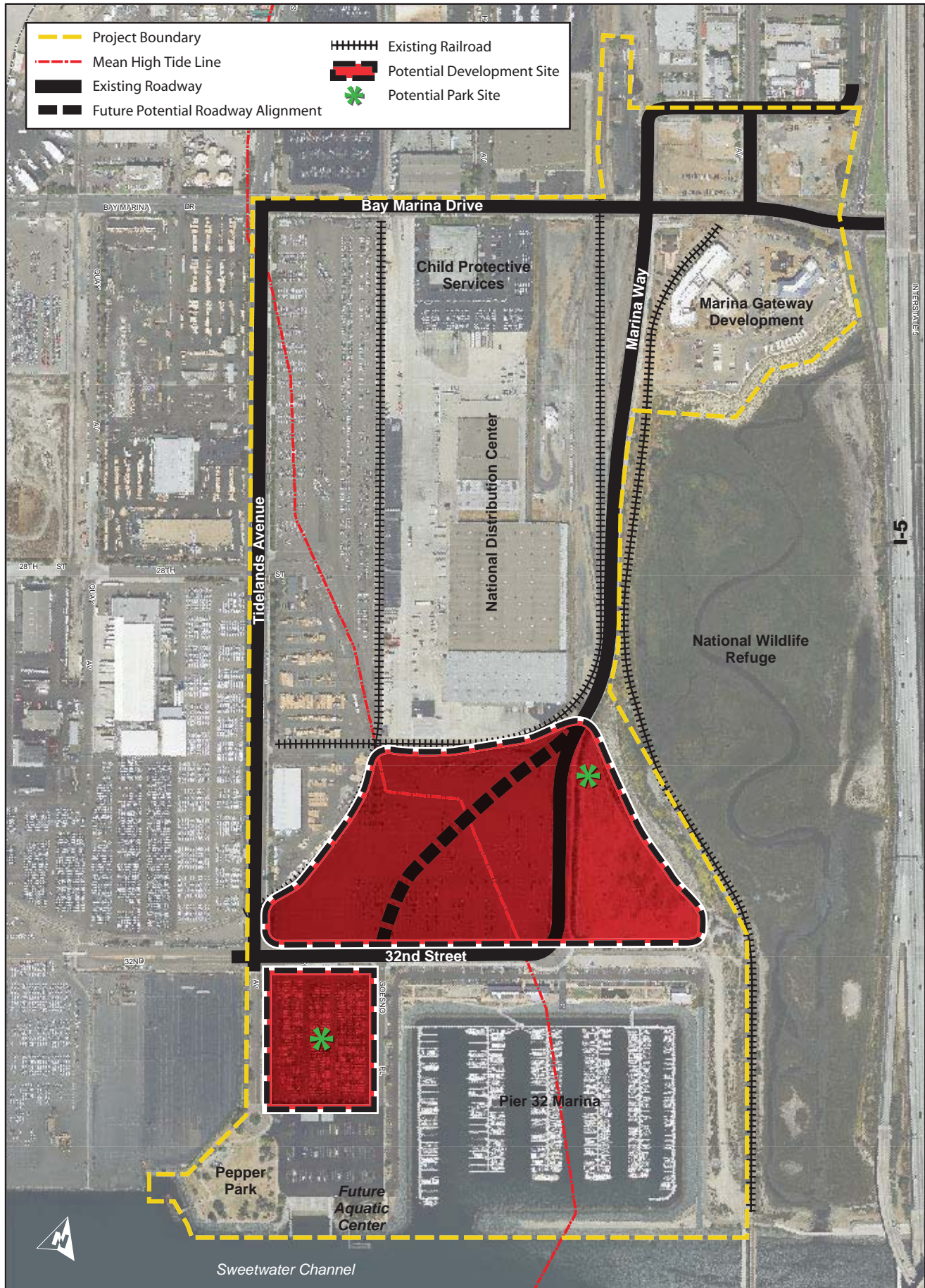
Attachment A: National City Marina District Vision Plan  
Attachment B: Survey Results from June 15 Public Workshop Participants and City Elected Officials  
Attachment C: Public comment letters received on the three alternatives

Figure 1: Existing Land Uses





## Figure 2: Port Staff Recommended Alternative



**Figure 3: Jurisdictional Boundaries of Study Area**



**National City Bayfront  
Marina District Vision Plan  
National City, California**

**December 2011**

Prepared For:

**San Diego Unified Port District and City of National City**

Prepared By:



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## **1.0 INTRODUCTION**

### **1.1 Vision Plan Study Area**

This vision plan is a cooperative effort between the San Diego Unified Port District and the City of National City to develop a vision that may further enhance the Marina District area of the National City bayfront (see Figure 1, Vision Plan Boundary). The study area for this vision plan is generally bounded by Paradise Marsh, Marina Way, and Interstate 5 on the east; 22<sup>nd</sup> Street, 23<sup>rd</sup> Street, and Bay Marina Drive on the north; Tidelands Avenue on the west; and the Sweetwater River Flood Control Channel on the south. This area totals approximately 108 acres.

### **1.2 Objectives**

The purpose of this study is to analyze the development and redevelopment potential of the Marina District and identify opportunities to compliment and draw from the successes of the recently completed Pier 32 Marina and Sycuan/MRW Marina Gateway hotel, restaurant, and commercial development, while protecting adjacent maritime industrial uses. Specifically, the objectives of this study are to:

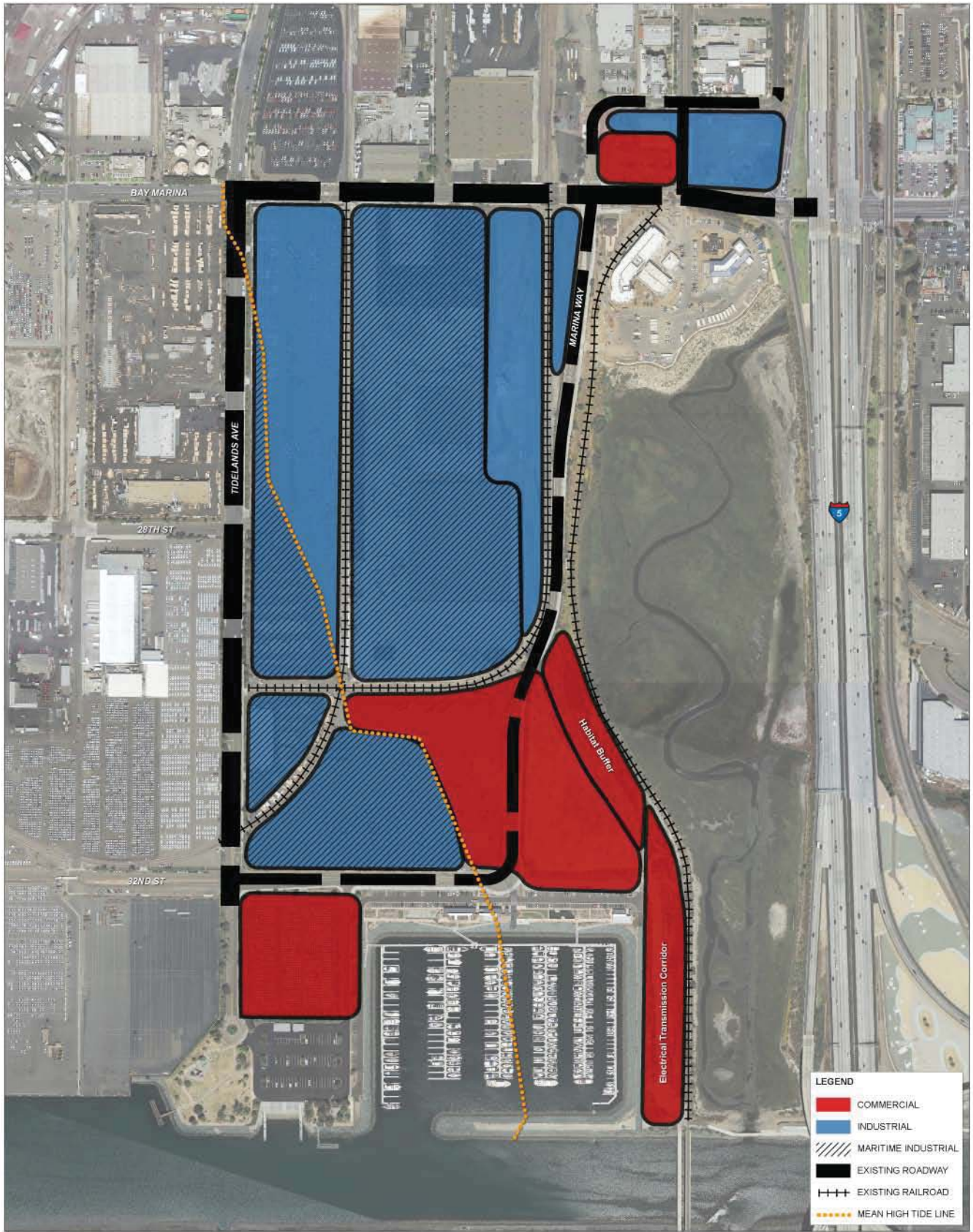
- Protect maritime uses.
- Enhance the working waterfront.
- Increase public access to the waterfront.
- Provide additional public amenities.
- Establish additional visitor-serving uses.
- Consider compatibility of adjacent and transitional land uses.
- Solicit public and stakeholder input to assist in the design of the plan.
- Comply with environmental regulations and protect coastal resources.
- Develop a plan that is financially feasible and provides a fiscal benefit to both the Port and the City.

## **2.0 EXISTING CONDITIONS**

Currently, roughly 20% of the study area is designated for medium industrial uses and 35% of the site is designated for maritime industrial uses. Approximately 40% of the site is designated for commercial use, but much of this commercial-designated land is used for industrial purposes. Pepper Park constitutes approximately 5% of the site (Refer to Figure 2, Existing Land Use).



**Figure 1 - Vision Plan Study Area Boundary**



**LEGEND**

|   |                     |
|---|---------------------|
| <span style="color: red;">■</span>  | COMMERCIAL          |
| <span style="color: blue;">■</span>   | INDUSTRIAL          |
| <span style="color: blue;">▨</span>   | MARITIME INDUSTRIAL |
| <span style="border-bottom: 1px solid black; width: 20px; display: inline-block;"></span>                 | EXISTING ROADWAY    |
| <span style="border-bottom: 1px dashed black; width: 20px; display: inline-block;"></span>                | EXISTING RAILROAD   |
| <span style="color: yellow; border-bottom: 1px dotted black; width: 20px; display: inline-block;"></span> | MEAN HIGH TIDE LINE |

**Figure 2 - Existing Land Uses**

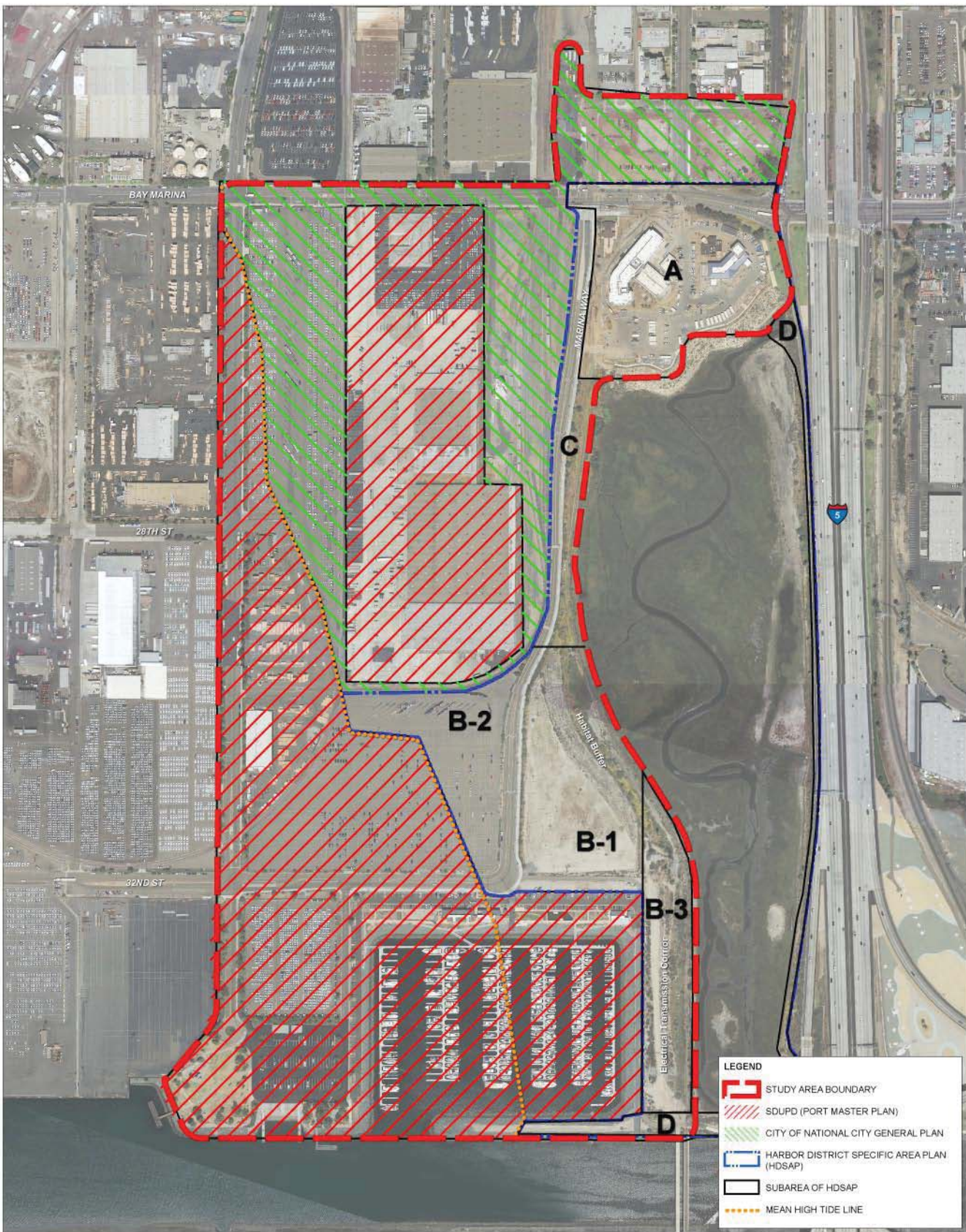


The San Diego Unified Port District manages the land west of the mean high tide line, the National Distribution Center, and the Pier 32 Marina. This land is currently located within the Port Master Plan. In addition, the Port District owns the properties identified as B-1 and B-2 within the Harbor District Specific Area Plan (HDSAP). The HDSAP also encompasses the existing Marina Gateway development, a railroad owned by the San Diego and Arizona Eastern Railway, and land owned by San Diego Gas and Electric. The remainder of the study area is under the jurisdiction of the City of National City, but lies outside the boundaries of the HDSAP (refer to Figure 3, Jurisdictional Map).

Over the years, there has been significant cooperation between the City of National City and the San Diego Unified Port District in terms of planning, implementing, and funding a variety of projects within the study area including Pepper Park, Pier 32, the Marina Gateway development, improvements along Marina Way and Bay Marina Drive, and a new aquatic center. To compliment these efforts, there is a strong desire to study the potential of redesignating portions of the study area from an industrial use to a commercial use.

There are multiple challenges involved in developing the site with new uses, including:

- There are several successful maritime industrial uses currently located within the study area and it is a vision plan objective to protect and enhance those uses. Any time maritime industrial land within the Port jurisdiction is designated for a different non-maritime industrial land use, an area equivalent to the re-designated land must be established elsewhere for maritime industrial use.
- The San Diego Unified Port District has several leases with existing tenants which cannot be terminated.
- There are several railroad spurs that run through the project site, which are utilized for industrial purposes.
- Significant buffers and setbacks are required from Paradise Marsh, which is located along the eastern boundary of the planning area.
- SDG&E owns land just to the east of the marina, which is occupied by electrical transmission towers. SDG&E requires that this area remain unimpeded by other uses.
- The alignment of Marina Way creates an odd triangular-shaped parcel (Subarea B-1 of the HDSAP) that is difficult to develop due to its proximity to Paradise Marsh on its eastern boundary (and the associated habitat buffers that must be maintained) and Marina Way on its western boundary.
- Issues of compatibility between industrial, commercial, and recreational uses will need to be evaluated.

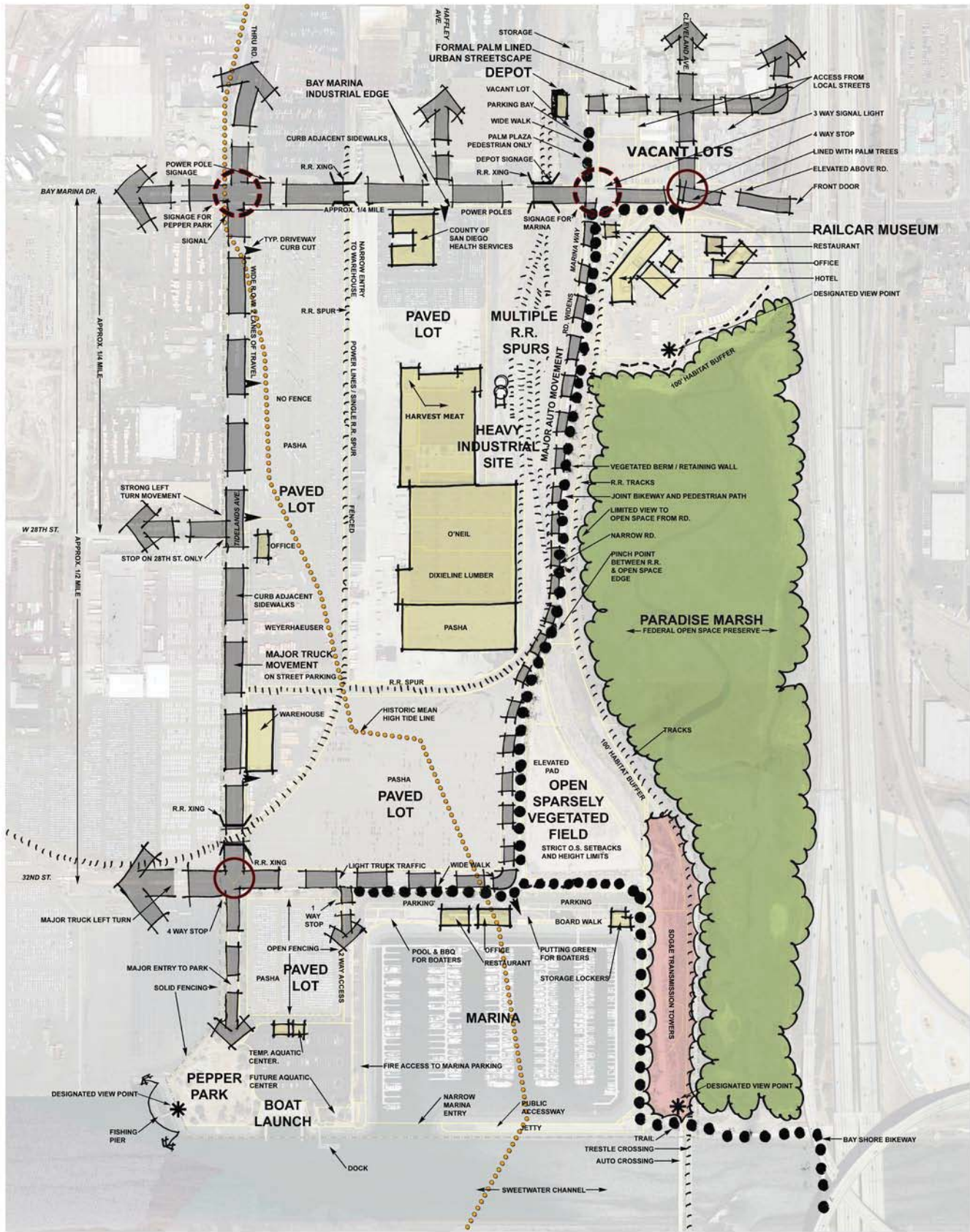


**Figure 3 - Existing Planning Documents**

Despite these challenges, there are also features of the study area that make the site desirable for additional commercial/visitor serving uses including:

- The establishment of the Sycuan/MRW Marina Gateway hotel and restaurant development and the Pier 32 Marina, which have both been successful.
- The existing Bayshore Bikeway that runs adjacent to the marina and is planned to be continued along Tideland Avenue north to San Diego.
- The historic ties to the National City Depot and the Railcar Plaza.
- Substantial effort has been made for many years by the San Diego Electric Railway Association (SDERA) to establish a vintage trolley service on the tracks that run along Marina Way providing tourists and residents easy direct access between all the regional public assets along the Bayfront, including the Salt Works, commercial and recreational facilities such as the Marina, and the Wetlands Preserves.
- Views of Paradise Marsh and the Marina/Sweetwater Channel.
- There is an opportunity to enhance and increase public access to the waterfront.
- A new aquatic center is being located at Pepper Park.
- Funding has been designated for public improvements including a new commercial recreational area that may feature both parkland and visitor-serving commercial uses.

Refer to Figure 4, Existing Conditions, for an exhibit illustrating the above characteristics of the project site.



**Figure 4 - Existing Conditions Map**

### 3.0 PUBLIC OUTREACH AND PARTICIPATION

A public outreach and participation program was undertaken to solicit public input on the issues, opportunities, constraints, and desirable land uses for the vision plan.

#### 3.1 Noticing

Owners and tenants within the study area and within 300 feet of the study area were mailed a notice identifying the intent of the vision plan and the dates, times, and location of the scheduled public meetings. An article regarding the vision plan and public workshops was posted on the Port District’s website and ads were published in the Union Tribune.

#### 3.2 Stakeholder Interviews

An extensive list of stakeholders was provided by the Port District and the City of National City identifying property owners and businesses within and adjacent to the study area, Port tenants, non-profit organizations, public agencies, and associations. These stakeholders were contacted and asked to participate in interviews prior to the first public workshop. Seventeen stakeholder interviews were conducted.



#### 3.3 Public Workshops

Public workshops were held on May 4<sup>th</sup>, June 15<sup>th</sup>, and October 5<sup>th</sup> to obtain public input on the vision for the area. At the May 4<sup>th</sup> workshop, participants were provided with an overview of the objectives of the visioning process and the existing conditions within the study area. They were asked to provide their ideas for the future of the area by drawing and making notes on large scale aerial maps. The input received in that workshop was utilized to prepare the three preliminary land use alternatives. At the June 15<sup>th</sup> workshop, the three alternatives were summarized, a brief presentation was given regarding the current and projected economic outlook for the area, and participants were asked a series of questions regarding their opinion on the three alternatives. At the October 5<sup>th</sup> meeting, the public input received regarding the three alternatives was presented. The public feedback was considered in the development of the preferred alternative, which was presented to the public on December 7<sup>th</sup>.



### 3.4 Additional Comments

Interested parties were also invited to submit comments and input through either the Port District or the City’s websites or through written letters. Several emails and letters were received, which also were considered when developing a preferred alternative.

## 4.0 LAND USE ALTERNATIVES

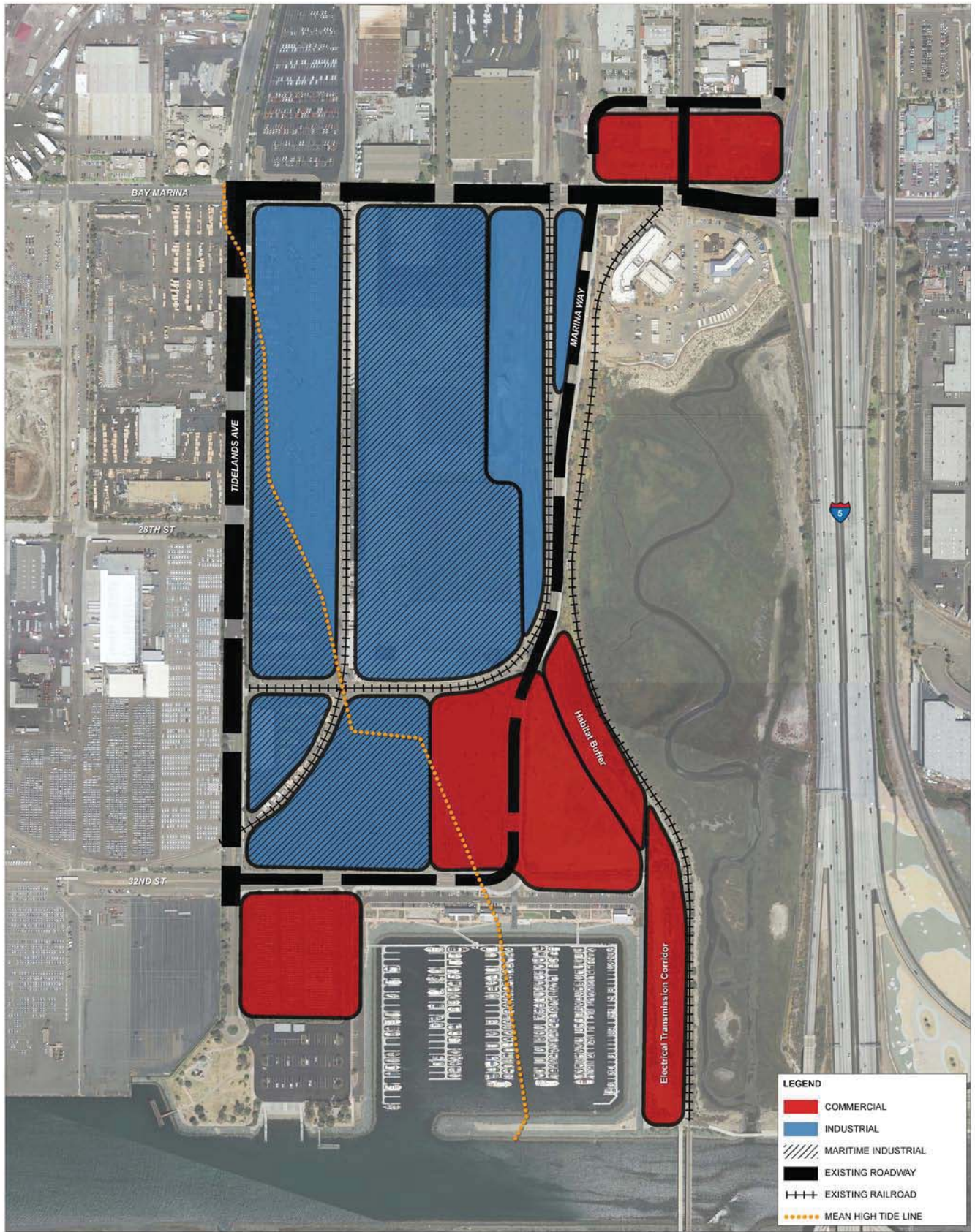
A variety of comments were received from stakeholders and members of the public, which ranged from not making any changes to the project area to converting the entire site to commercial and recreational uses. Three alternatives were developed to identify minimal changes, moderate changes, and large scale changes to the existing land use and circulation pattern for the study area.

### 4.1 Alternative A

Alternative A proposes the least amount of change within the study area. Under this alternative, an area north of Bay Marina Drive, which is currently vacant, would be changed from an industrial use to a commercial use. In addition, there would be an equal exchange of commercial uses and maritime industrial uses north of 32<sup>nd</sup> Street. This exchange would potentially create parcels that are better shaped for development and would avoid the need to provide a replacement for maritime industrial uses on Port District lands. There is also potential to increase parkland in the commercial areas. Refer to Figure 5. Table 1, below, compares Alternative A to existing conditions.

**TABLE 1**  
**Alternative A**

| Land Use                   | Approximate Acreage |               |
|----------------------------|---------------------|---------------|
|                            | Existing Conditions | Alternative A |
| Commercial                 | 24                  | 28            |
| Industrial (City)          | 33                  | 29            |
| Maritime Industrial (Port) | 36                  | 36            |
| Total                      | 93                  | 93            |



**Figure 5 - Alternative A**

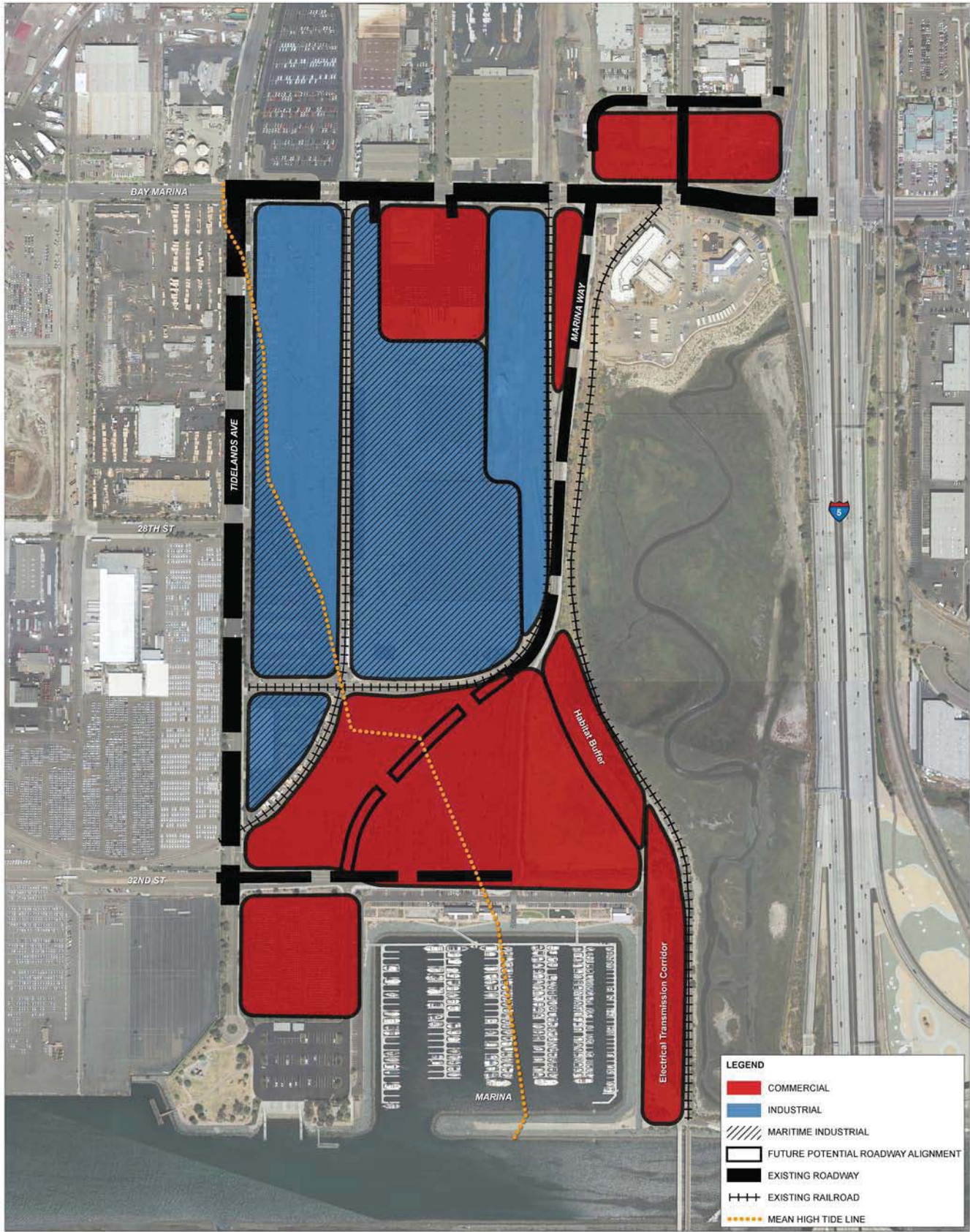
## 4.2 Alternative B

Alternative B is a moderate approach to land use changes within the study area that separates the industrial and commercial uses to minimize their potential impact on each other. It proposes changing the industrial site north of Bay Marina Drive and a small 1-acre industrial site between Marina Way and the railroad to a commercial use. It also proposes to change the site currently occupied by the County of San Diego Child Protective Services Department to a commercial use. Larger commercial sites would be created north of 32nd Street and a portion of Marina Way would be realigned to the west. The realignment of Marina Way would relieve some constraints to developing the commercial area adjacent to Paradise Marsh creating a parcel configuration more suitable for development. There is also potential to increase parkland in the commercial areas. Refer to Figure 6. Under this alternative, maritime industrial land would need to be replaced. Table 2, below, compares Alternative B to existing conditions.

**TABLE 2**  
**Alternative B**

| Land Use                   | Approximate Acreage |               |
|----------------------------|---------------------|---------------|
|                            | Existing Conditions | Alternative B |
| Commercial                 | 24                  | 42            |
| Industrial (City)          | 33                  | 27            |
| Maritime Industrial (Port) | 36                  | 24            |
| Total                      | 93                  | 93            |





| LEGEND   |                                    |
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| <span style="display:inline-block; width:15px; height:15px; background-color:blue; border:1px solid black;"></span>  | INDUSTRIAL                         |
| <span style="display:inline-block; width:15px; height:15px; background: repeating-linear-gradient(45deg, transparent, transparent 2px, blue 2px, blue 4px); border:1px solid black;"></span> | MARITIME INDUSTRIAL                |
| <span style="display:inline-block; width:15px; height:15px; border:2px solid black;"></span>   | FUTURE POTENTIAL ROADWAY ALIGNMENT |
| <span style="display:inline-block; width:15px; height:15px; border:1px solid black;"></span>   | EXISTING ROADWAY                   |
| <span style="display:inline-block; width:15px; height:15px; border-top:1px dashed black;"></span>  | EXISTING RAILROAD                  |
| <span style="display:inline-block; width:15px; height:15px; border-top:1px dotted yellow;"></span>   | MEAN HIGH TIDE LINE                |

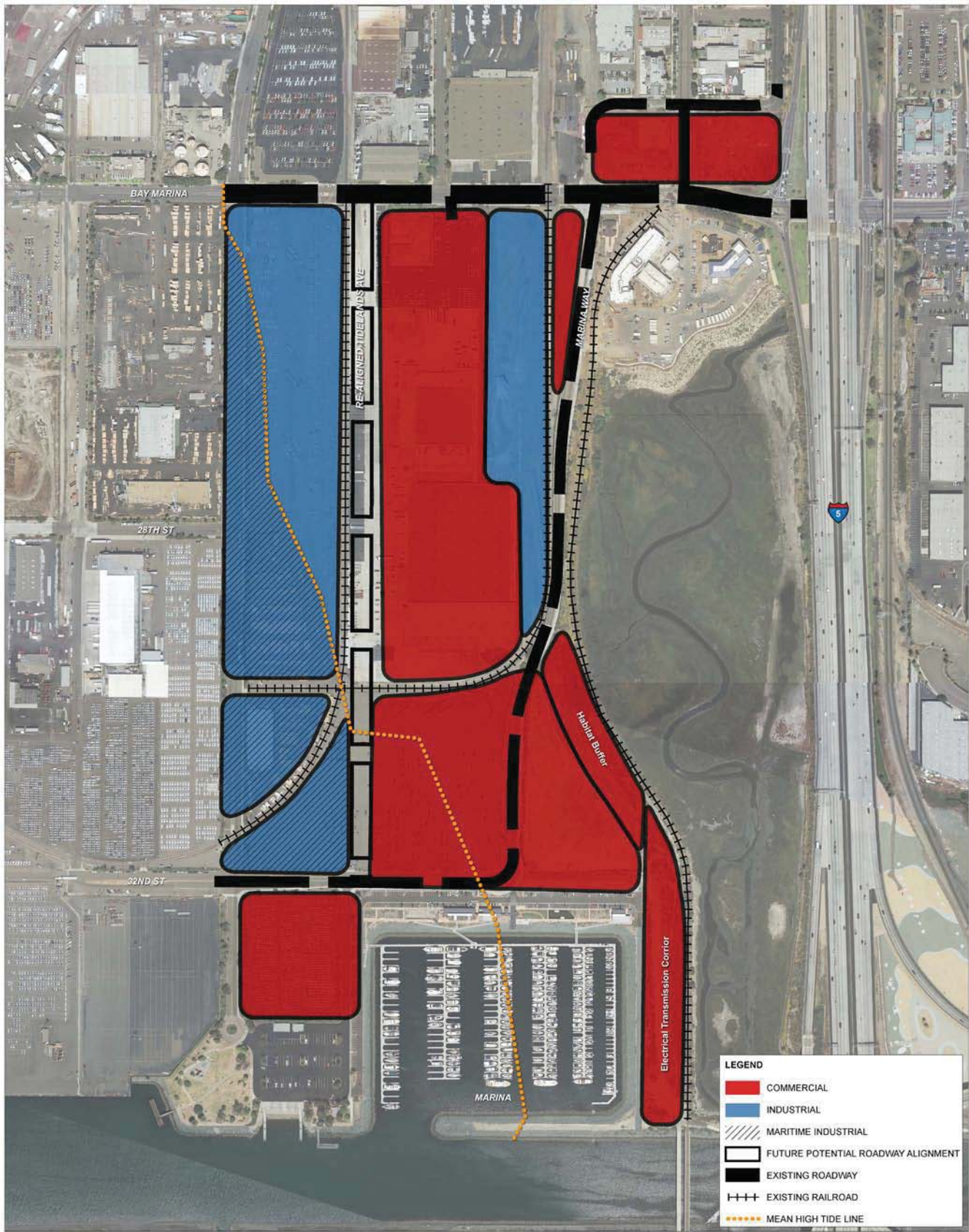
**Figure 6 - Alternative B**

### 4.3 Alternative C

This alternative proposes the most significant changes. Tidelands Avenue would shift east and an industrial site currently used by the National Distribution Center could potentially become a commercial use. This alignment of Tidelands Avenue would separate industrial and commercial uses to minimize their potential impact on each other. The realigned Tidelands Avenue would also provide access to the new commercial use, which could occupy what is now the National Distribution Center. This alternative also proposes changing the industrial site north of Bay Marina Drive and a small one acre industrial site to a commercial use. There is also potential to increase parkland in the commercial areas. Refer to Figure 7. Under this alternative, maritime industrial land would need to be replaced. Table 3, below, compares Alternative C to existing conditions.

**TABLE 3**  
**Alternative C**

| Land Use                   | Approximate Acreage |               |
|----------------------------|---------------------|---------------|
|                            | Existing Conditions | Alternative C |
| Commercial                 | 24                  | 56            |
| Industrial (City)          | 33                  | 22            |
| Maritime Industrial (Port) | 36                  | 15            |
| Total                      | 93                  | 93            |



**Figure 7 - Alternative C**

#### 4.4 Comparison of the Three Alternatives

Table 4, below, identifies the approximate acreages of each land use for the three alternatives in relation to existing conditions.

**TABLE 4  
Land Use Comparison**

| Land Use                   | Approximate Acreage |               |               |               |
|----------------------------|---------------------|---------------|---------------|---------------|
|                            | Existing Conditions | Alternative A | Alternative B | Alternative C |
| Commercial                 | 24                  | 28            | 42            | 56            |
| Industrial (City)          | 33                  | 29            | 27            | 22            |
| Maritime Industrial (Port) | 36                  | 36            | 24            | 15            |
| Total                      | 93                  | 93            | 93            | 93            |

Table 5, on the following page, identifies the attributes associated with each land use alternative. Regardless of the degree of change proposed by each alternative, amendments to the regulatory documents affecting the planning area would be required to implement any one of the proposals.

**TABLE 5**  
**Land Use Alternative Attributes**

| <b>Attributes/Requirements for Implementation</b>   | <b>A</b> | <b>B</b> | <b>C</b> |
|---|----------|----------|----------|
| Equal swap of maritime industrial and commercial land.  | X        |          |          |
| Requires the replacement of maritime land.  |          | X        | X        |
| Creates more easily developable parcel configurations.  | X        | X        | X        |
| Contributes to more commercial land along the north side of Bay Marina Drive.   | X        | X        | X        |
| Provides more commercial uses along the south side of Bay Marina Drive.   |          | X        | X        |
| Long-term leases within the National Distribution Center area makes this a long term plan.  |          | X        | X        |
| Realigns Marina Way to create a larger, more usable commercial parcel north of the marina, which is less constrained by setback requirements from Paradise Marsh. |          | X        |          |
| Realignment of Tidelands Avenue may provide additional maritime industrial land in reclaimed right-of-way.  |          |          | X        |
| Realignment of Tidelands Avenue provides a barrier between industrial and potential commercial uses.  |          |          | X        |
| Requires no road realignments.  | X        |          |          |
| Requires no change to the Bayshore Bikeway.   | X        | X        |          |
| Requires coordination with SANDAG on the relocation/reconstruction of the Bayshore Bikeway.   |          |          | X        |

| <b>TABLE 5, Continued</b>  |          |          |          |
|--|----------|----------|----------|
| <b>Land Use Alternative Attributes</b>   |          |          |          |
| <b>Attributes/Requirements for Implementation</b>  | <b>A</b> | <b>B</b> | <b>C</b> |
| New railroad crossing required.  |          |          | X        |
| Potential for incompatible industrial uses adjacent to commercial uses.  | X        | X        |          |
| The land east of Marina Way is constrained by setback requirements due to the adjacent Paradise Marsh and current Marina Way alignment.                      | X        |          | X        |
| Requires coordination with the railroad/potential land acquisition for the one acre change from industrial to commercial use within the City's jurisdiction. |          | X        | X        |
| Realignment of Marina Way may result in the need to relocate water, sewer, drainage, and electrical utilities.   |          | X        |          |
| Realignment of Tidelands Avenue may result in the need to relocate water, sewer, drainage, and electrical utilities.   |          |          | X        |
| Requires an amendment to the Harbor District Specific Area Plan.   | X        | X        | X        |
| Requires a General Plan Amendment/Zone Change.   | X        | X        | X        |
| Requires an amendment to the Port Master Plan.   | X        | X        | X        |
| Requires an amendment to the Local Coastal Program   | X        | X        | X        |
| Requires Coastal Commission approval.  | X        | X        | X        |
| Requires State Lands Commission approval.  | X        | X        | X        |
| Requires changes to lease agreements/easements within the Port jurisdiction.   | X        | X        | X        |

## 5.0 PREFERRED ALTERNATIVE

The preferred alternative is a combination of Alternatives B and C. Refer to Figure 8, Preferred Alternative. It proposes to realign both Marina Way and Tidelands Avenue, convert approximately 43 acres from an industrial (approximately 24 acres of which are maritime industrial) to a commercial use, and expand Pepper Park. The Pepper Park expansion area is designated commercial to allow for the establishment of complementary commercial uses, such as food stands, in addition to parkland. Pepper Park could be expanded by approximately 5 acres. In addition, there are other parks designated within the Harbor District Specific Area Plan. Under this alternative, maritime industrial land would need to be replaced. Figure 9, Areas of Change, identifies only the areas that would change under the preferred alternative.

The preferred alternative is the culmination of a public process that involved several stakeholders, many of which have differing viewpoints. Several interviews and workshops were conducted to obtain input and all comments were considered. The resulting plan satisfies the original objectives of the vision plan and addresses many of the concerns expressed by those that participated in the process.

- There will be no net loss of maritime industrial uses. Any existing maritime industrial land that is changed to a commercial use will be replaced.
- The working waterfront will be enhanced as additional development contributes to more public improvements in the area. There may also be an opportunity to allow for public viewing of certain working waterfront operations and to provide educational experiences.
- Public access to the waterfront will be increased through the establishment of additional parkland.
- The addition of commercially-designated land will allow for additional visitor-serving uses and public amenities. Uses on Port lands must be water-dependent or water-related visitor serving consistent with the Public Trust Doctrine.
- The “new” Tidelands Avenue would separate the industrial uses west of that roadway from the commercial uses east of that roadway, helping to create a buffer and greater compatibility of adjacent land uses. The proposed land uses also allow for transitional and compatible development.
- Public and stakeholder input will be a continual part of the process as planning documents are amended and development plans come forward.
- Environmental analysis will occur as part of the entitlement process to ensure that environmental regulations are complied with and coastal resources are protected.
- The initial economic analysis indicates that the market and additional demand will, over time, support the preferred land uses and that the proposed land re-configurations are better sized to accommodate future development.

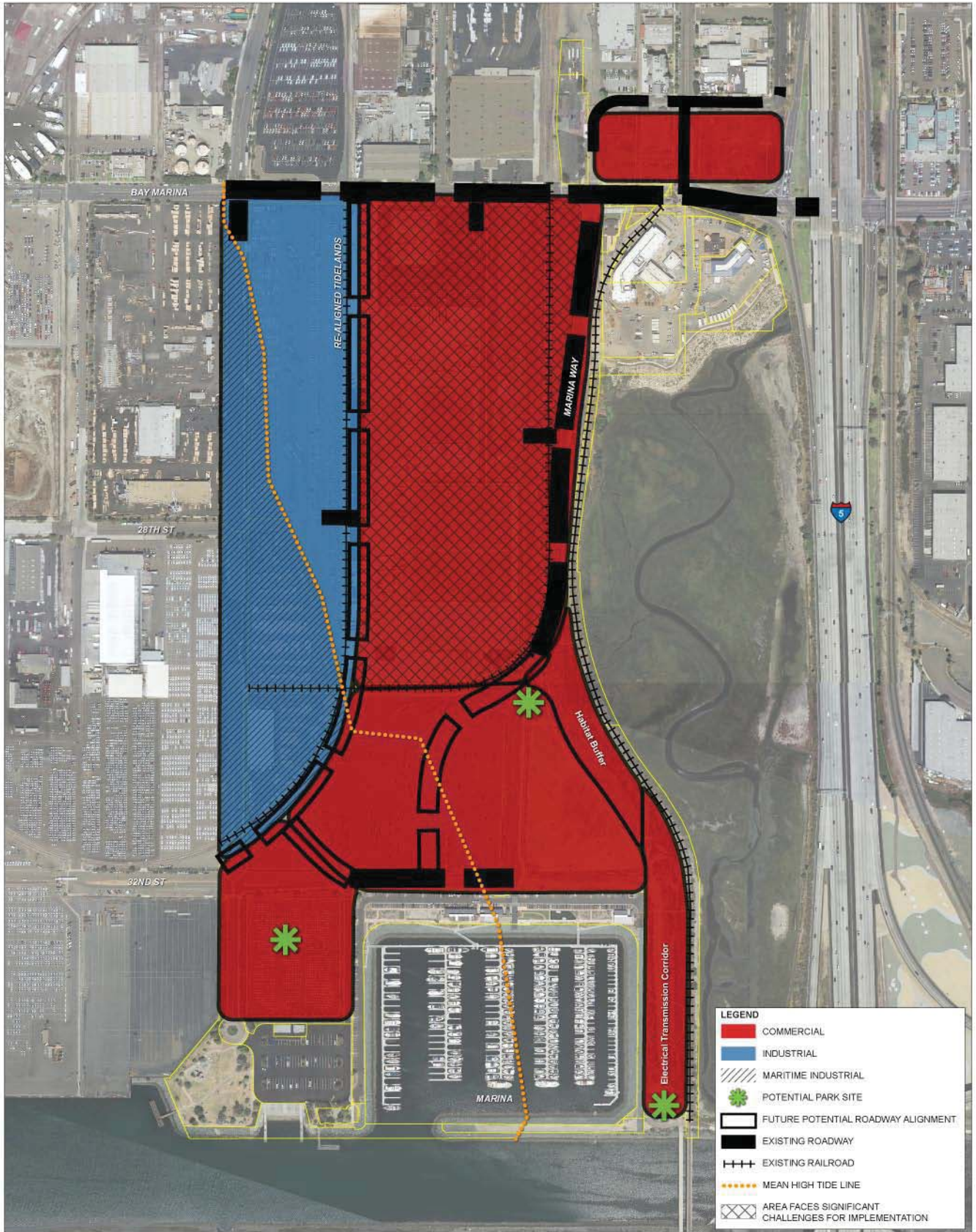
Certain provisions would need to be met (e.g. replacement land in the vicinity of the National City Marine Terminal or Tenth Avenue Marine Terminal identified and designated for maritime industrial use prior to or concurrently with the commercial re-designation, new lease negotiations, funding obtained and market demand met, etc.) in order for the land use changes to occur. These factors make the preferred alternative a

long-range plan that would likely take several years to implement. Table 6, identifies the approximate acreages of each land use for the preferred alternative and how it compares to existing conditions.

**TABLE 6**  
**Preferred Alternative**

| <b>Land Use</b>           | <b>Approximate Acreages</b> |                              |
|---------------------------|-----------------------------|------------------------------|
|                           | <b>Existing Conditions</b>  | <b>Preferred Alternative</b> |
| Commercial                | 24                          | 67                           |
| Industrial (non-maritime) | 33                          | 13                           |
| Industrial (maritime)     | 36                          | 13                           |
| Total                     | 93                          | 93                           |





**Figure 8 - Preferred Alternative**



**Figure 9 - Proposed Areas of Potential Change**

## **6.0 LAND USE REGULATIONS AND DEVELOPMENT STANDARDS**

### **6.1 San Diego Unified Port District**

The Port Master Plan is the land use policy document for the physical development of lands managed by the Port District. The land use designations within the Port Master Plan that apply to the study area include Marine Related Industrial, Commercial Recreation, Park/Plaza, and Promenade. Marine related industrial requires sites within close proximity to water bodies to provide for direct access or linkages to waterborne products, processes, raw materials, or large volumes of water. General uses for the marine related industrial area include, but are not limited to, marine terminals, passenger terminals, railroad switching and spur tracks, cargo handling equipment, berthing facilities, warehouses, shipping offices, ship building, repair, and maintenance facilities, seafood processing, canning, and packaging, and marine related support and transportation facilities. The commercial recreation area generally focuses on visitor-serving uses such as hotels, restaurants, convention centers, recreational vehicle parks, specialty shopping, pleasure craft marinas, water dependent educational and recreational program facilities and activities, and sportsfishing. Park/plaza is a use category that designates landscaped urban type recreational developments and amenities. Users are generally drawn from the region, so access to the site links with regional and statewide roadways, bicycle ways, and mass transit. Recreational facilities frequently associated with parks include public fishing piers, boat launching ramps, beaches, historic and environmentally interpretive features, public art, vista areas, scenic roads, bicycle, and pedestrian ways. Promenade indicates the shoreline public pedestrian promenade-bicycle route system that is improved with informational signage and other street fixtures, works of art, and seating. A variety of route locations is encouraged to extend the pedestrian and bike environment through parks, commercial development, and by the working port areas.

Uses in the area are also guided by the transition zone policy, which aims to insulate and protect the integrity and environmental health of residential areas and concurrently preserve the maritime industrial jobs center. The transition zone is comprised of uses including, but not strictly limited to, office space and greenbelt area adjacent to residential areas, bordering streets, transit corridors and boulevards, and parking and high-quality maritime administrative office facilities. In National City, the transition zone may also include existing industrial areas, existing businesses, and other appropriate land use designations including retail/commercial businesses, recreational areas, and visitor serving businesses.

### **6.2 City of National City**

Areas within the City's jurisdiction are governed by the General Plan, Local Coastal Program, Harbor District Specific Area Plan (HDSAP), and Land Use Code. The HDSAP identifies the regulations associated with the Tourist Commercial zone for subareas B-1, B-2, and B-3. Although the HDSAP may be amended to implement the preferred

alternative, the development standards for these areas are anticipated to be similar to what they are today. Habitable structures must maintain 200 foot setbacks from the National Wildlife Refuge Boundary. Public parks are designated at the southern end of B-3 and the northern end of B-1. In addition, consideration is given to extending a park along the entire westerly side of subarea B-3. Subarea B-3 may also be used for screened automobile parking or dry boat storage, but will not contain any structures. Subareas B-1 and B-2 are designated for more intense tourist commercial type development such as a hotel, restaurants, and boating and marina related support uses. The commercial areas within the City's jurisdiction but outside of the HDSAP may be integrated into the HDSAP in the future and be designated Tourist Commercial or be governed by one of the City's commercial zones.

### **6.3 Environmental Buffers**

Setbacks are required from Paradise Marsh and may impact future development of Subarea B within the HDSAP. Approved plant species for habitat buffer areas are identified in the HDSAP.

### **6.4 Land Use Transitions**

In the preferred alternative, the movement of Tidelands Avenue to the east provides a buffer between industrial and commercial uses. Additional consideration should be given to screening industrial uses from commercial uses as the area is developed or redeveloped. If Tidelands Avenue is not realigned, additional transitions/buffers should be implemented in order to avoid potential negative impacts between commercial and industrial uses. Such transitions/buffers may include less intense industrial development adjacent to commercial uses, larger setbacks, and screening.

## **7.0 IMPLEMENTATION PLAN**

This vision plan is not a "project" pursuant to the California Environmental Quality Act (CEQA). It is comprised of land use recommendations only, which will require amendments to existing regulatory documents such as the Port Master Plan, National City Local Coastal Program, Harbor District Specific Area Plan, etc. to implement. These subsequent implementation actions will require environmental review pursuant to CEQA. The implementation of the preferred land use alternative (or any part thereof) may require a combination of any of the following or similar actions, as well as other discretionary actions not specifically listed below. The regulatory changes identified below will likely take years to implement and will require environmental review.

### **7.1 City of National City**

#### **7.1.1 General Plan Amendment**

- Amend the Land Use Element to add a land use designation that would allow appropriate commercial land uses.

- Amend the land use designation north of Bay Marina Drive from Medium Manufacturing-Coastal Zone to an appropriate designation that would allow commercial land uses.
- Amend the land use designation along and west of Marina Way from Medium Manufacturing-Coastal Zone to an appropriate designation that would allow commercial land uses.
- Amend the Circulation Element as needed to reflect major changes to the adopted circulation system/policies.

#### **7.1.2 Harbor District Specific Area Plan (HDSAP) Amendment**

- Amend the HDSAP boundary to include the area north of Bay Marina Drive and apply the Tourist Commercial zone.
- Amend the HDSAP boundary to include the area west of Marina Way and apply the Tourist Commercial zone.
- Amend to reflect major changes to the adopted circulation system/policies.
- Amend to apply specific regulations and standards to areas added to the HDSAP.
- Amend the HDSAP as necessary to resolve plan inconsistencies and clarify jurisdictional authority.

#### **7.1.3 Land Use Code and Official Zoning Map Amendment**

- Amend the Land Use Code to add a zone classification that would allow appropriate commercial land uses.
- Amend the Official Zoning Map to change the zone north of Bay Marina Drive from Medium Manufacturing-Coastal Zone to an appropriate zone that would allow commercial land uses.
- Amend the Official Zoning Map to change the zone along the west of Marina Way from Medium-Manufacturing-Coastal Zone to an appropriate zone that would allow commercial land uses.

#### **7.1.4 Local Coastal Program (LCP) Amendment**

- Amend the LCP to reflect amendments to the General Plan, Land Use Code/Official Zoning Map, and/or Harbor District Specific Area Plan.

### **7.2 San Diego Unified Port District**

#### **7.2.1 Port Master Plan**

- Identify the Pepper Park expansion.
- Redesignate the National Distribution Center and land north of 32<sup>nd</sup>, west of the Mean High Tide Line, and east of the realigned Tidelands Avenue from Marine Related Industrial to Commercial Recreation or other similar land use, as leases and the economy dictate.
- Illustrate the potential realignment of Tidelands Avenue.
- Amend the Port Master Plan as necessary to resolve plan inconsistencies and clarify jurisdictional authority.

**7.3 State Approvals**

- Changes to the HDSAP, LCP, and Port Master Plan will require Coastal Commission approval.
- State Lands Commission approval is needed if new land is acquired for maritime industrial uses.