



Port Master Plan Update

Comments received from agencies on
the PMPU Discussion Draft

PUBLIC UTILITIES COMMISSION

320 WEST 4TH STREET, SUITE 500
LOS ANGELES, CA 90013

July 2, 2019

Port of San Diego
Attn: Planning Department
3165 Pacific Highway
San Diego, CA 92101

Email: PMPU@portofsandiego.org

SENT VIA EMAIL

Re: Discussion Draft of the Port Master Plan Update (PMPU)

To whom it may concern:

The California Public Utilities Commission (Commission/CPUC) has jurisdiction over railroad and light rail transit crossings (rail crossings) in California. CPUC ensures that rail crossings are safely designed, constructed, and maintained. The Commission's Rail Crossings and Engineering Branch reviewed the Discussion Draft of the Port Master Plan Update (PMPU), prepared by the San Diego Unified Port District. Please consider the comments below regarding rail crossings.

South Embarcadero Subdistrict

Excerpt from Figure PD3.1 - 2019 aerial of Embarcadero Planning District (page 158)

On page 170, PD3.56, states:

"Coordinate with the adjacent jurisdiction to determine the feasibility of closing Market Street between Harbor Drive and Columbia Street, and providing a pedestrian scramble or roundabout at the Harbor Drive/Market Street intersection"

Comment: CPUC staff would support the closure of this short segment of Market Street. A railroad crossing of multiple tracks is located along Market Street between Harbor Drive and Columbia Street. The closure of this short segment may help improve pedestrian and motorist safety at this location.

On page 178, Figure PD3.11, shows a concept for “Harbor Drive Mobility Mode Relationships”, including motorists, pedestrians, bicycles and trains within the South Embarcadero Subdistrict

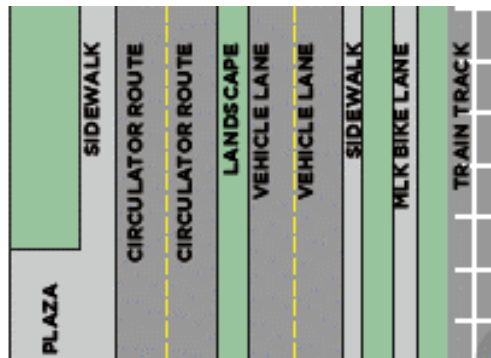
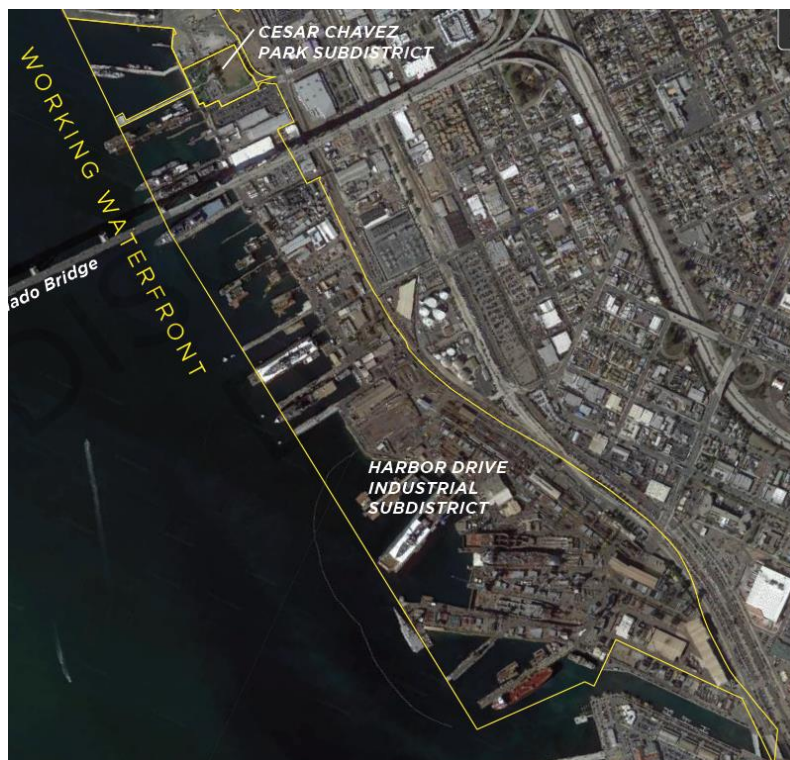


Figure PD3.11 - Harbor Drive Mobility Mode Relationships (page 178)

Comment: Remove the sidewalk and the bike lane shown along the right side of the figure. That conceptual alignment of the sidewalk and bike lane is not consistent with the current design of the rail crossings in the South Embarcadero Subdistrict between Market Street and Park Boulevard. The conceptual alignment conflicts with the project notice filed by the San Diego Unified Port District in the Notice of Exemption identified by State Clearinghouse Number 2018088581. The conceptual alignment may also conflict with authorized designs of railroad crossings in the Embarcadero Subdistrict.

The four existing rail crossings and one future rail crossing along this segment of Harbor Drive are summarized in *Appendix A: Rail crossings within or adjacent to the South Embarcadero Subdistrict*. Projects in recent years have implemented improvements at the four existing crossings.

Harbor Drive Industrial Subdistrict



Excerpt from Figure PD4.1 - 2019 aerial of Working Waterfront Planning District (page 190)

On page 193, PD 4.2, 4.3, and 4.4 discuss coordination and collaboration with adjacent jurisdictions and other entities regarding aspects of parking, transit, circulation and safety. These issues relate to concerns at the railroad crossings within or adjacent to the Harbor Drive Industrial Subdistrict.

PD4.2 Coordinate with adjacent jurisdictions to identify potential off-Tidelands public parking locations, which may include mobility hub(s), that could address the parking demands for the Working Waterfront occupants, tenants, and permittees.

PD4.3 Collaborate and partner with other entities, such as agencies, employers, operators, occupants, tenants, and permittees to identify and implement multi-modal improvements and coordinated strategies for:

- a. Enhanced freight movement to, from, and along the I-5 and I-15 corridors;
- b. Optimized freight facilities and logistics;
- c. Flexible transit and parking solutions for employees and users;
- d. Improved passenger vehicle circulation; and
- e. Increased pedestrian and bicycle safety in the area.

PD4.4 Coordinate with adjacent jurisdictions to enhance all pedestrian and bicycle crossings, including to and from Barrio Logan Trolley Station and to and from Cesar Chavez Park, to increase safety and prioritize active transportation users...

Comment: Consider adding an additional policy specifically addressing rail crossings in this subdistrict:

“Coordinate with adjacent jurisdictions to enhance the railroad crossings, including nearby traffic signals and pedestrian routes, to increase safety of both motorists and pedestrians at the railroad corridor.”

Suggestions for the focus of enhancements is summarized in *Appendix B: Rail crossings within or adjacent to the Harbor Drive Industrial Subdistrict*.

The Harbor Drive Industrial Subdistrict has a high level of motorist and pedestrian traffic, and a high demand for parking near Harbor Drive and railroad tracks between approximately Cesar Chavez Boulevard and 32nd Street. There is a need for better long-term planning to reduce a variety of potential conflicts near the railroad crossings related to congestion, truck movements, pedestrians, bicycles, and parking. Increases in railroad traffic, truck traffic, or employment by local industries could result in potential impacts at the railroad crossings and adjacent intersections.

Cesar Chavez Park Subdistrict

On Page 196, PD4.19 discusses public access near Cesar Chavez park:

PD4.19 “Partner with transportation authority agencies and rail owners and operators to facilitate linkages from Cesar Chavez Park to the Barrio Logan Trolley Station, where feasible.”

Comment: As part of such a ‘linkage’, pedestrian safety should specifically be considered at the railroad crossing of BNSF Railway tracks and Cesar Chavez Parkway (DOT# 026882V).

National City Bayfront Planning District

Page 201 states:

“The National City Bayfront Planning District, the project often referred to as the “National City Balanced Plan” has just issued its Notice of Preparation for an Environmental Impact Report (EIR) that covers an area near the southern end of this planning district.

The current Port Master Plan National City Bayfront (PD5) Planning District text and Precise Plan is included as Appendix C for reference.”

The current plan should be updated to more accurately identify current railroad alignments and railroads involved. As shown in Appendix C of the PMPU, it does not accurately show the location of current tracks (Figures 15 and 16). The discussion of railroad service does not accurately describe the current railroads (it refers to past railroads AT&SF, Southern Pacific, and MTDB).

There are many railroad crossings within the National City Bayfront Planning District that should be considered as part of the long-term planning process. Also, CPUC sent comments dated January 31, 2019 regarding SCH 2018121054 (refer to Appendix C of this letter).

Railroad crossing safety

Consider establishing policies in the PMPU addressing rail crossing safety in districts which include railroad crossings, including:

- South Embarcadero Subdistrict,
- Harbor Drive Industrial Subdistrict, and
- National City Bayfront Planning District.

Policies could help to address long term safety improvements at railroad crossings through:

- removal of unnecessary tracks and associated traffic control devices,
- construction of grade separations or roadway closure,
- addition or upgrade of railroad crossing warning devices, signs, and markings,
- addition or upgrade of traffic signals at or near railroad crossings, and
- upgrades to the width, slope, surface, and channelization of pedestrian and bicycle routes across railroad tracks.

The construction or modification of public rail crossings requires authorization from the CPUC. Please contact Rail Crossings and Engineering Branch to discuss potential safety impacts or concerns at crossings. More information can be found at: <http://www.cpuc.ca.gov/crossings>.

If you have any questions, please contact me at (415) 310-9807.

Sincerely,



Kevin Schumacher
Utilities Engineer
Rail Crossings and Engineering Branch
Rail Safety Division

Appendix A: Rail crossings within or adjacent to the South Embarcadero Subdistrict

DOT#	Street Name	Railroad
026875K	Market Street	BNSF and MTS/SDAE
026935S	Front Street	BNSF and MTS/SDAE
026877Y	First Avenue	BNSF and MTS/SDAE
026878F	Fifth Avenue	BNSF and MTS/SDAE
(future) 967242T	Park Boulevard	BNSF and MTS/SDAE

Appendix B: Rail crossings within or adjacent to the Harbor Drive Industrial Subdistrict

DOT#	Street Name	Railroad	Potential focus of enhancements
026882V	Cesar Chavez Parkway (west of Harbor Drive)	BNSF	Pedestrians/bicycles at track
661798L	Cesar Chavez Parkway (adjacent Harbor Drive)	MTS/SDAE	Traffic signal timing
026886X	Belt Street (north of Sampson)	BNSF	Sign and marking maintenance
026887E	Sampson Street (adjacent Belt Street)	BNSF	Pedestrians/bicycles at track Parking too close to tracks Truck movements
661800K	Sampson Street (adjacent Harbor Drive)	MTS/SDAE	Traffic signal timing Pedestrians/bicycles at track
661801S	Schley Street (adjacent Harbor Drive)	MTS/SDAE	Traffic signal timing HazMat truck movements Parking access near tracks
026889T	Harbor Drive (between Schley and 28 th)	BNSF	Pedestrians/bicycles at track
026890M	28 th Street (adjacent Harbor Drive)	BNSF	Traffic signal timing Vehicles stopped on tracks Parking access near tracks Pedestrians/bicycles at track
661802Y	28 th Street (adjacent station)	MTS/SDAE	(see above)
026893H	Parking lot (between 28 th and 32 nd , adjacent Harbor Drive)	BNSF	Traffic signal timing Parking access near tracks
966266D	Parking lot (between 28 th and 32 nd , within lot)	MTS/SDAE	Parking access near tracks

Appendix C:

CPUC comment letter of January 31, 2019 regarding
National City Bayfront Projects and Plan Amendment
(SCH# 2018121054)

PUBLIC UTILITIES COMMISSION

320 WEST 4TH STREET, SUITE 500
LOS ANGELES, CA 90013



January 31, 2019

Anna Buzaitis
San Diego Unified Port District
3165 Pacific Highway
San Diego, CA 92101

Sent by email to: abuzaiti@portofsandiego.org

**Re: National City Bayfront Projects and Plan Amendment
SCH 2018121054 — Notice of Preparation**

Dear Ms. Buzaitis:

The California Public Utilities Commission (Commission/CPUC) has jurisdiction over rail crossings (crossings) in California. CPUC ensures that crossings are safely designed, constructed, and maintained. The Commission's Rail Crossings Engineering Branch (RCEB) is in receipt of the *Notice of Preparation (NOP)* for the proposed National City Bayfront Projects and Plan Amendment. San Diego Unified Port District (District) is the lead agency.

The District proposes amendments to the District's PMP and the City's General Plan, Local Coastal Program, Harbor District Specific Area Plan, Land Use Code, and Bicycle Master Plan. These changes would accommodate construction and operation of hotel, restaurant, retail, and tourist/visitor-serving commercial development. The Pasha Rail Improvement Component would include construction and operation of a rail connector track and storage track. In addition, the Pasha Road Closures Component would include closure of Tidelands Avenue between Bay Marina Drive and West 32nd Street as well as West 28th Street between Tidelands Avenue and Quay Avenue, and redesignation of the area of the area from Street to Marine-Related Industrial in the District's PMP. The City Plan Amendments would amend the Bicycle Master Plan to reflect the realignment of the Bayshore Bikeway.

The segment of Tidelands Avenue between Bay Marina Drive and West 32nd Street currently contains the Tidelands Avenue north of 32nd Street crossing (CPUC No. 002-273.47-C, DOT No. 026127N) of the BNSF tracks. The additional rail connector track along the newly aligned Bay Marina Drive would also cross the current alignment of Tidelands Avenue at (or near) this crossing. RCEB requests clarification on the closure of this segment of street in the Draft Environmental Impact Report (DEIR). The District may consider working with BNSF to close this crossing when the highway is closed. Closure of the crossing would entail removal of crossing surfaces and warning devices.

The NOP indicates improvements to the Bayshore Bikeway. The proposed alternative routes would involve modifications to the approaches of the following crossings:

- 19 St crossing (CPUC No. 002-272.85, DOT No. 026902E)
- 19th St E/O Tidelands crossing (CPUC No. 002-272.87-C, DOT No. 026908V)
- Tidelands (N of 19th St crossing (CPUC No. 002-272.80-C, DOT No. 026125A)
- Civic Center Dr (CPUC No. 002-272.50, DOT No. 026901X)

In planning the bikeway route, the District should consider safety improvements to railroad crossings along the route such as addition or upgrade of crossing warning devices. Pedestrian and

Anna Buzaitis
SCH 2018121054
January 31, 2019

bicycle routes should be designed to clearly prohibit and discourage unauthorized access (trespassing) onto the tracks, except at authorized crossings.

Construction or modification of public crossings requires authorization from the Commission. RCEB representatives are available to discuss any potential safety impacts or concerns at crossings. Please continue to keep RCEB informed of the project's development. More information can be found at: <http://www.cpuc.ca.gov/crossings>.

If you have any questions, please contact Matt Cervantes at (213) 266-4716, or mci@cpuc.ca.gov.

Sincerely,

A handwritten signature in black ink, appearing to read "Matt Cervantes".

Matt Cervantes
Utilities Engineer
Rail Crossings Engineering Branch
Safety and Enforcement Division

CC: State Clearinghouse, state.clearinghouse@opr.ca.gov
Tiera Adams, BNSF, tiera.adams@bnsf.com



CITY OF CORONADO

OFFICE OF THE MAYOR

RICHARD BAILEY

1825 STRAND WAY • CORONADO, CA 92118 • (619) 522-7320 • RBAILEY@CORONADO.CA.US

July 24, 2019

Port of San Diego
Attn: Planning Department
3165 Pacific Highway
San Diego, CA 92101

Re: Comments on the Discussion Draft of the Port Master Plan Update - 2019

To Whom It May Concern:

The City Council of the City of Coronado has authorized me to sign this letter on behalf of the full City Council.

The City of Coronado appreciates the opportunity to provide comments on the Discussion Draft of the Port Master Plan Update (PMPU). The City encourages development on Port properties in a balanced manner that preserves their unique open space and recreation potential while permitting new economically viable coastal dependent commercial/recreation uses; moreover, the City desires to ensure that the plan would not have a negative impact on existing Coronado residents, facilities or infrastructure.

Coronado is primarily a residential community and the fundamental goal of its General Plan is “*to preserve and improve Coronado as a beautiful, pleasant residential community in which to live, work, shop, and pursue leisure-time activities.*” The PMPU needs to emphasize the surrounding residential character of Coronado and rethink what is and is not compatible with this existing residential community. In the late 1970s, as the Port was beginning to prepare its plans for the Port Tidelands, the City of Coronado and its residents worked cooperatively with the Port to ensure Coronado maintained its charm and residential community character. The resultant Memorandum of Understanding (MOU) between the City and the Port provided Coronado residents peace of mind while development of the Port Tidelands in Coronado was pursued. Additionally, the Coronado City Council adopted a Tidelands Overlay Zone that laid out how Coronado expected development of these areas to proceed, and much of that was incorporated into the current Port Master Plan, including a 40-foot height limit. Unfortunately, it appears that many of the items contained within the MOU and the Tidelands Overlay Zone have not been included in the discussion draft of this PMPU which is unacceptable to the City of Coronado.

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The City of Coronado's comments on the Discussion Draft of the PMPU are as follows in no particular order:

- In 1979, the Board of Port Commissioners and the Coronado City Council each adopted identical resolutions, Resolution 79-338 and Resolution 5909, respectively, approving a Memorandum of Understanding (MOU) between the Port and the City of Coronado highlighting agreed upon planning principles and development guidelines for the Coronado Bayfront area (see attached). These agreed upon planning principles and development standards were created to respect Coronado's needs and residential character, open space requirements and traffic problems, while being consistent with the Port District's primary purposes and duties as a trustee of public land. However, it seems many of the planning principles in the approved MOU have been eliminated from the PMPU, including a 40-foot height limit and a traffic circulation plan that would minimize the use of residential streets. The City of Coronado strongly advocates that these negotiated and mutually-agreed upon planning principles contained in the 40-year longstanding MOU be incorporated into the PMPU as they were put in place to protect the existing residential neighborhood and mitigate negative impacts resulting from activities on Port lands.
- Multiple sections of the PMPU state that the height of new development should be compatible but does not need to conform with the adjacent jurisdiction standards. The City of Coronado Municipal Code has a maximum height limit of 40 feet for all of Planning District 10, and the majority of Planning District 9 has a height limit of 35 feet. Additionally, the existing Port Master Plan has a height limit of 40 feet for the Coronado Bayfront Planning District. The City of Coronado requests that the existing height limits found in the City's Municipal Code as well as the existing Port Master Plan be maintained in the PMPU to continue providing certainty to existing development and to residents regarding the types and height of future development to be expected.
- Standard PD9.3 requires all structural improvements that solely benefit the Coronado Cays be paid for by the residents or structural improvements that partially benefit the residents include a fair-share contribution by the residents upon the creation of a fee program. It does not seem appropriate for the Port to choose to make improvements then force existing property owners to pay for those improvements. This standard should be removed from the PMPU.
- Standard PD9.14 calls for programmed uses and special events to occur at Grand Caribe Shoreline Park. While the City does support the expansion of Grand Caribe Shoreline Park to North Grand Caribe Isle, it does not believe having programmed uses or special events is complimentary to natural open space and sensitive coastal resource areas, and requests that no programmed uses or special events be allowed at Grand Caribe Shoreline Park without approval of the City of Coronado.
- Figure PD9.3 identifies various water and land use areas, including navigation corridors. The City requests that the Port take responsibility to maintain these navigation corridors and dredge where necessary, such as in the identified navigation corridor adjacent to South Caribe Isle.

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- The PMPU calls for up to 360 net new hotel rooms within the Crowne Isle Subdistrict, which is the location of the existing Loews Resort. The City believes that no more than 250 net new hotel rooms could be accommodated while still being compatible with the current surrounding uses. We, therefore, request that the number of hotel rooms in the Crowne Isle Subdistrict be revised to no more than 250 net new hotel rooms with associated meeting space.
- The PMPU discusses potential reconfiguration or increase/decrease in vessel slips in the South Coronado Subdistrict on page 237. The City would like the Port to acknowledge that any expansion or change would require an equal partnership with the City of Coronado, recognizing the City is not a private development entity, and that no additional boat slips be provided beyond the existing bulkhead line in Glorietta Bay.
- The Planning District Characteristics for Planning District 10 focus on “visitor-serving” and “attracting visitors” but fails to recognize the existing adjacent residents. The PMPU should be revised to not only focus on visitors, but also on adjacent residents. Planning District 1 recognizes that it is adjacent to a residential neighborhood and we would ask for the same with Planning Districts 9 and 10.
- Standard PD10.12 discusses introducing a Local Gateway Mobility Hub near the Ferry Landing with wayfinding signage. Coronado discourages any additional unnecessary signage within its jurisdiction, and already provides wayfinding signage throughout the City that includes the Ferry Landing.
- The City supports the concept of a Gateway Mobility Hub provided the Mobility Hub is not used to justify non-tidelands dependent uses such as additional high-density housing in the City.
- Standard PD10.17 calls for new development to establish a promenade and a landscape buffer setback of 20 feet. The desire of the City, as contained in our Municipal Code, calls for a 30-foot public accessway and requests that the PMPU be revised to require a 30-foot-wide public accessway. This is due to the heavy congestion experienced along the Bayshore Bikeway within the Ferry Landing, which we believe may be the most congested area of the entire Bayshore Bikeway.
- Should there be any modifications to the streetscape in the North Coronado Bayfront Subdistrict, Coronado requests that sidewalk width and tour bus parking be addressed. The sidewalks are often impacted by pedestrians, cyclists, and leisure activities including the riding of surreys, and the area would benefit from wider sidewalks. Additionally, providing a location for tour buses to unload and park should also be explored.

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- Standard PD10.19 allows for additional hotel rooms at the existing hotel facility directly north of Tidelands Park (Marriott), and the document later states up to 350 net new rooms be allowed, but it is unclear if this is limited to the existing hotel site or if it also includes the Ferry Landing. The City of Coronado's Municipal Code caps the number of hotel rooms in the North Coronado Bayfront Subdistrict at 300, and requests that the PMPU be revised to align with the City standards. The City believes that an additional 350 hotel rooms is not compatible and will unduly impact an area surrounded by residential properties and is already impacted by significant daily traffic, and requests that these additional hotel rooms be removed from the PMPU.
- Standard PD10.20 allows for a mix of commercial uses and hotel development adjacent to the water-based transfer point, but it does not identify which of the two water-based transfer points it is referencing. Please specify.
- Standard PD10.25 calls to establish a continuous pathway around Glorietta Bay. The City has significant concerns with introducing a continuous pathway around Glorietta Bay as there is an existing golf course that would expose people on the pathway to errant golf balls which is a major safety concern. A pathway around the Bayside of the golf course would also require security fencing to be placed along the path, which would impact views and potentially limit public access. Additionally, the pathway should be allowed on the inland portion of the existing location of the Coronado Yacht Club. Please include such language in this standard and update the language found in Standard PD 10.17 b. to read *"this standard does not apply to the shoreline around the golf course or the Coronado Yacht Club where public access can be provided on the inland portion of the golf course and yacht club for safety reasons."*
- The City would like its previous suggestions regarding the existing boat anchorage adjacent to Tidelands Park, including that a dinghy dock/tie-up location be provided, be incorporated into the PMPU.
- The PMPU should recognize parking, and parking rates, in the context of adjacent and neighboring land uses. If the Port or its tenants set parking rates higher than nearby locations, motorists will migrate to the less expensive areas outside of the Port's jurisdiction, and thus negatively impact Coronado's residentially zoned areas. Parking should be free and open to the public.
- The City would like the PMPU to encourage maintaining, enhancing and expanding existing ferry service to and from Coronado with additional financing from the Port, including ferry service for Navy personnel to traverse the Bay to and from North Island. This would further various policies found in the PMPU, including Mobility policies 2.3, 2.9 and 2.11, as well Water and Land Use Policy 3.1.

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- The City would also encourage multiple forms of water-based transport servicing Coronado and the greater Bay consistent with the Port Act. We believe the Port should avoid exclusive rights agreements with any one water-based transportation provider to encourage competition and service options, and to potentially analyze having public agencies monitor and control these services.
- Coronado encourages the Port to enter into a services agreement with member jurisdictions to maintain open spaces and parks, including Tidelands Park and Grand Caribe Park. Additionally, the Wildlife Refuge Parking lot in or near Planning District 7 serves mainly those interested in the wildlife refuge or the Bayshore Bikeway, not the City of Coronado, and the Port should look to take over the amenable lease and ongoing maintenance. These would improve the efficiency of maintenance efforts and provide positive environmental enhancements including reduction in vehicle travel and maintenance as well as fuel consumption.
- The PMPU should define policies related to the maintenance of storm drain outfalls on Port property.
- The PMPU should be explicit with regard to health and safety provisions related to alcohol, cannabis, and tobacco use, sales, and/or limits on Port property. Coronado requests that such provisions for Port Districts 9 and 10 mirror or be consistent with those found in the Coronado Municipal Code.
- In an effort to increase links between different modes of transportation around the Bay, the City would like to enter into discussions, and ultimately a financial agreement, to assist the City in providing its Free Summer Shuttle service connecting the Ferry Landing to the rest of Coronado, and potentially expanding the service year-round. It is our understanding that the Port participates in bus service along Harbor Drive and Coronado would also request to receive that benefit.
- One of the PMPU goals is to create a vibrant, internationally acclaimed waterfront and Economics Policy 2.1 calls for providing a variety of commercial recreation opportunities including cultural uses and performance venues. The City recently completed a comprehensive, year-long study to assess arts and culture in Coronado that identified building a new community arts and cultural center as a top priority. Depending on other factors, the City believes the Ferry Landing could be an appropriate site for such a facility and would urge the Port to not preclude some type of cultural arts center at that location.
- The PMPU shall explicitly state that Recreation Open Space designated areas, including Tidelands Park, shall not allow for commercial activity such as mobile food vendors.

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July 24, 2019

- The City notes that the Coronado Golf Course land has been reclassified from 'Golf Course' to 'Commercial Recreation' and requests that that land use classification be maintained as 'Golf Course.' The Coronado Golf Course has existed in its current location prior to the establishment of the Port of San Diego; it is the only existing golf course located on Port Tideland; and is a desirable feature that should be maintained for residents and visitors of Coronado. Should the Port decline to maintain the 'Golf Course' Land Use classification and change it to 'Commercial Recreation,' Coronado would like there to be a hierarchy of specific use types within the PMPU identifying a golf course as having priority over other uses under the Commercial Recreation land use classification.

Again, we want to reiterate that Coronado is principally a built-out residential community that is already experiencing significant impacts to our infrastructure, including parking and traffic impacts. The items highlighted above threaten what many people, residents and visitors, enjoy about Coronado and our comments should be reviewed within that context, and incorporated into the next draft of the PMPU. A portion of the Port's Mission Statement is to provide community benefit through a balanced approach, but we believe that balanced approach is lacking within the Coronado Planning Districts. The PMPU in its current form would introduce more traffic, increase parking impacts, and focus more on visitors at the expense of existing Coronado residents. Our comments above, including the agreed upon planning principles and development standards found in the MOU and within the City's Tideland Overlay Zone, will help the Port draft a plan that advances its goals while giving consideration to Coronado and its residents.

Thank you in advance for addressing these comments before the next iteration of the plan is released. The City of Coronado looks forward to staying involved and working with the Port of San Diego on this project.

Sincerely,



Richard Bailey
Mayor

RB/jb

Attachments

cc: City Council
City Manager Blair King
City Attorney Johanna Canlas
Director of Community Development Rich Grunow
Senior Planner Jesse Brown

5500

OFFICE OF THE
PORT DIRECTOR



**PORT OF SAN DIEGO
AND LINDBERGH FIELD AIR TERMINAL**

3165 PACIFIC HIGHWAY • SAN DIEGO, CALIFORNIA

Telephone 291-3900 • Mailing Address: P. O. Box 488, San Diego 92112

January 14, 1980

Mr. Dorill Wright, Chairman
California Coastal Commission
631 Howard Street
San Francisco, CA 94105

Dear Mr. Wright:

Herein are transmitted copies of the Resolutions adopting a Memorandum of Understanding between the City of Coronado and the San Diego Unified Port District, pertaining to the planned development of tidelands under the Port District's control located in Coronado.

The Memorandum culminates an effort by the City and the Port to the suggestion by the California Coastal Commission that a resolution of the planning issues in the area be pursued. This was one of the recommendations that came out of the informal review of the Port's Master Plan before the State Commission, and we are pleased to be able to inform you of the progress achieved to date.

Yours truly,

DLN:tri

DON L. NAY

cc: Michael Fischer, Executive Director
California Coastal Commission

Tom Crandall, Executive Director
San Diego Coast Regional Commission

Ray Silver, City Manager
City of Coronado

*regional
coastal
commission
2-29-79
(1979)*



CITY OF CORONADO

1825 STRAND WAY
CORONADO, CA. 92118

CITY HALL
(714) 435-2211

January 2, 1980

Mr. Miles D. Bowler,
Chairman
Board of Port Commissioners
P.O. Box 488
San Diego, Ca., 92112

Dear Miles:

Regarding #14 of the Memorandum of Understanding, the City understood from the December 17th City/Port Committee meeting that item #14 of the MOU would include these words:


"Reference attached diagrams illustrating the current review process."

and that the diagrams prepared by Port Staff would be attached.

Thanks for the rewrite. Please advise re above.

A copy of Resolution No. 5909 adopted the 19th of December, 1979 is enclosed.

Sincerely,


C. Patrick Callahan
Mayor

CPC:ad

Encls.



CITY OF CORONADO

1825 STRAND WAY
CORONADO, CA. 92118

CITY HALL
(714) 435-2211

January 2, 1980

Mr. Miles D. Bowler, Chairman
Board of Port Commissioners
San Diego Unified Port District
P. O. Box 488
San Diego, Ca., 92112

Dear Miles:

In an adjourned meeting December 19, 1979, the Coronado City Council adopted Resolution No. 5909 approving the Memorandum of Understanding between the City of Coronado and the San Diego Unified Port District.

The City wishes to express appreciation to you and Commissioner Bernice Leyton for your dedication to the cooperative result. The Port Staff's support of the committee's meetings is also gratefully acknowledged.

Adoption of Resolution No. 5909 is accompanied by Coronado's awareness of mutual benefits to be realized from proposed development of Coronado's tidelands. Beautification, shoreline access, public amenities such as playing fields, parks, paths and open space, accommodations for fishermen, resident and visitor-serving facilities, all with measures to mitigate negative environmental impacts, are expected to enhance the economical, physical and social health of the City as well as the Port.

The City/Port Understanding will be a key factor in preserving and enhancing the City's unique character. The council will be endeavoring to balance and coordinate our local coastal plan with these considerations in mind.

Best wishes for a prosperous 1980!

Sincerely,


C. Patrick Callahan
Mayor

CPC:ad

Re Memorandum of Understanding
Between the City of Coronado and
San Diego Unified Port District . . .

RESOLUTION 79-338

WHEREAS, the City of Coronado (Coronado) and the San Diego Unified Port District (Port District) have been directed by the California State Coastal Commission to seek to resolve planning issues regarding uses for 53 acres of Coronado Tidelands; and

WHEREAS, Coronado and the Port District have adopted a stated purpose to develop a mutually agreeable plan that is both respectful of Coronado's needs and residential character, open space requirements and traffic problems, and consistent with the Port District's primary purposes and duties as a trustee of public land; and

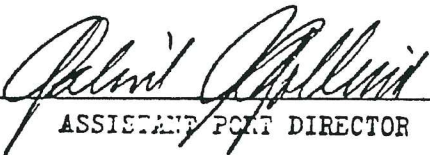
WHEREAS, the Coronado/Port District Committee's meetings have been open to the public and allowed for public participation by written comment; and

WHEREAS, the attached Coronado Bayfront Memorandum of Understanding describes the planning principles developed as an initial step toward the accomplishment of the Coronado/Port District Committee's shared purpose of developing a mutually agreeable plan, NOW, THEREFORE.

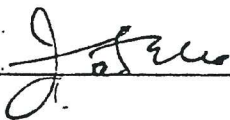
BE IT RESOLVED by the Board of Port Commissioners
of the San Diego Unified Port District that said Board hereby approves
the Memorandum of Understanding attached hereto.

A D O P T E D this 18th day of December, 1979

Presented By: DON L. NAY, Port Director

By 
ASSISTANT PORT DIRECTOR

Approved: JOSEPH D. PATELLO, Port Attorney



SW
12/19/79

CERTIFICATION OF VOTE

Passed and adopted by the Board of Port Commissioners of the San Diego Unified Port District on
December 18, 1979, by the following vote:

Commissioners	Yeas	Nays	Excused	Absent	Abstained
Miles D. Bowler	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ben Cohen	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Phil Creaser	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Bernice Leyton	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lorenz H. Ruehle	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alois E. Smith	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
L. M. Wolfsheimer	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

AUTHENTICATED BY:

Miles D. Bowler
 Chairman of The Board of Port Commissioners

WILLIAM R. HUNT
 Clerk of the San Diego Unified Port District

By Larry Lombardi
 Deputy Clerk

(SEAL)

Office of the Clerk of The San Diego Unified Port District

~~XXXXXX~~ Resolution Number 79-338

Adopted December 18, 1979

Publication date _____

Effective date _____

Recorded on microfilm roll number _____

RESOLUTION NO. 5909A RESOLUTION OF APPROVING A MEMORANDUM OF
UNDERSTANDING BETWEEN THE CITY OF CORONADO
AND THE SAN DIEGO UNIFIED PORT DISTRICT

WHEREAS, the City of Coronado and the San Diego Unified Port District have been directed by the California State Coastal Commission to seek to resolve planning issues regarding uses for 53 acres of Coronado Tidelands; and

WHEREAS, the City and the Port have adopted a stated purpose to develop a mutually agreeable plan that is both respectful of Coronado's needs and residential character, open space requirements and traffic problems, and consistent with the Port District's primary purposes and duties as trustee of public land; and

WHEREAS, the City/Port Committee's meetings have been open to the public, and allowed for public participation by written comment; and

WHEREAS, the attached memorandum describes the planning principles as the initial step toward the accomplishment of the City/Port Committee's shared purpose of developing the mutually agreeable plan:

NOW, THEREFORE, BE IT RESOLVED, that the City Council of the City of Coronado does hereby approve the Memorandum of Agreement attached hereto.

PASSED AND ADOPTED by the City Council of the City of Coronado, California, this 19th day of December, 1979, by the following vote, to-wit:

AYES: Bottomley, Hardy, Herron and Mayor Callahan

NAYS: Adams

ABSENT: None


C. Patrick Callahan, Mayor of the
City of Coronado, California

ATTEST:


Ann Davis, Deputy City Clerk

CORONADO BAYFRONT

MEMORANDUM OF UNDERSTANDING

PURPOSE:

This memorandum provides a written synopsis of the background, planning efforts and mutually agreed to development guidelines for about 53 acres of Port District tidelands in Coronado.

INTRODUCTION:

The Port District has been updating its Master Plan to bring it into conformance with the California Coastal Act of 1976. Precise plans have been developed in each of the nine Planning Districts within the Port's jurisdiction to provide specific and detailed information on long range development. As these plans are developed and adopted, they become part of the Port Master Plan.

In March, 1978, a draft report on alternative plans for Coronado tidelands was sent to the City Council. All of the alternatives included provision for a 15-acre park which had been agreed to by the Port and the City in April, 1977. The transmittal letter on the report noted that the plans were put together to facilitate discussion, that it was unlikely that any one would be adopted "as is", and that features of the various alternative plans could be used to form a composite plan. The City Planning Commission reviewed the Plan Alternatives Report on April 11, 1978. On April 14, 1978, a presentation on the Plan Alternatives was made to the City Council.

The City Council on May 4, 1978, appointed a citizens Land Use Committee to review tidelands development proposals, and communicated to the Port its interest in concurrent planning. Subsequent to the formation of the committee and at the request of the City Council, discussion of Coronado planning alternatives by the Board of Port Commissioners was postponed several times, additional information was provided, and an environmental impact study was completed.

In September, 1978, the City was notified that it was desirable to proceed with the submission of a Plan to the Coastal Commission and that one of the Plan Alternatives would be submitted unless a more definitive response was presented. The Draft Port Master Plan underwent informal review in January, 1979, before both the Regional and the State Coastal Commissions. As a result of this informal review, the Port District was encouraged to continue to work with the City to resolve issues and to seek an agreement on a plan.

Following a joint meeting of the Coronado City Council and the Board of Port Commissioners of the San Diego Unified Port District on March 13, 1979, an ad hoc committee composed of two City Council members and two Port Commissioners was established. The committee was charged with developing a mutually agreeable plan to recommend to the Port Commission and the City Council regarding the development of the 53-acre tideland segment of the Port District Master Plan. The City/Port Committee has met 12 times in publicly attended workshops,

and received and reviewed written correspondence and plan concepts from Coronado citizens.

ALLOCATION FORMULA:

The general concept providing the foundation for planning purposes is based on a division of the 53-acre land site into two equal allocations for commercial uses and for open space, park and recreation uses.

The area allocated to the proposed loop road, located on the north side of the San Diego-Coronado Bridge right-of-way, is considered part of the allocation for open space and park development.

The total street right-of-way area located on tidelands, except for the loop road, will be equally assigned to the major use groups or subtracted from the total area. The shoreline will be maintained for pedestrian access where feasible.

Marine related uses will be retained and expanded.

A wide array of visitor serving facilities will be introduced.

Provision will be made for direct traffic ingress and egress to the tidelands.

Tidelands development, including pedestrian access, parks, recreation activities and facilities (especially playing fields), and taking into account Development Standards which will integrate open space into all commercial development, should favor open space. Development proposals which emphasize open space will be encouraged.

PLANNING PRINCIPLES:

1. The San Diego Unified Port District will build and provide for the maintenance of all parks and playing fields.
2. Playing field development will include structures to accommodate maintenance equipment storage and restrooms.

No permanent structures other than restrooms will be placed on the playing fields. Temporary structures and fencing necessary for seasonal sports may be placed in the park during the appropriate season. Responsibility for the construction, placement and removal of playing field structures will be borne by the City of Coronado and/or the user groups.

3. Shoreline paths and fishing floats or piers will be incorporated to the extent feasible in the development.
4. The City will provide police and fire protection.
5. Development will comply with the City's 40-foot height limit.
6. The City will drop consideration of the 11-acre parcel as a water reclamation plant location.
7. Tidelands development will be designed to minimize increases in traffic impact.

8. In cooperation with the City, the Port will develop traffic circulation plan for the tidelands to minimize the use of residential streets, and will bear its construction and maintenance costs.
9. The District will construct and maintain the roads on tidelands. The District will not finance or construct the loop road under the bridge, but will allocate land for such use.
10. Transbay ferry service for entertainment purposes will be suggested to prospective developers.
11. A village shuttle service (between the development area and central Coronado and the beach area) for convenience, traffic mitigation and entertainment will be suggested to prospective developers.
12. There will be no consideration of the concept of a major convention center.
13. Commercial development will be emphasized which supports and complements commercial recreational activities on tidelands.
14. The Coronado City Council shall have an adequate opportunity to review all solicitations for proposals, development proposals, and any modifications to them prior to approval by the Board of Port Commissioners.

July 30, 2019

VIA EMAIL/USPS

Lesley Nishihira, Planning Director
Port of San Diego
3165 Pacific Highway
San Diego, CA 92101

Re: **Airport Authority's Comments on the Port Master Plan Update - Discussion Draft**

Dear Ms. Nishihira:

The San Diego County Regional Airport Authority (Airport Authority), which operates San Diego International Airport (SAN) and is responsible for regional air transportation planning, appreciates the opportunity to review the Port Master Plan Update's (PMPU) Discussion Draft.

As the Port of San Diego's (Port) largest tenant, the PMPU is of great importance to the Airport Authority and our focus on efficiently serving SAN's 24 million annual passengers and meeting the region's future air travel demand through our proposed Airport Development Plan. As such, below are comments and suggestions, organized by document section, for your consideration:

PMPU ELEMENTS

1. *Ecology 3.3 (Page 50)* – Please define “green infrastructure” as it relates to the proposed policies on air quality.
2. *Safety & Resiliency - Flooding (Page 70)* – The Port's recent Sea Level Rise Plan, submitted to the State Lands Commission in response to AB 691, should be referenced in this section.
3. *Safety & Resiliency SR2.3 (Page 71)* – Please define “critical infrastructure” as it relates to coastal flooding adaptation strategies.
4. *Safety & Resiliency SR2.7 (Page 71)* – The document should note that any living or nature-based shoreline adaptation strategies in close proximity to SAN or another airport should be designed to avoid creating hazardous wildlife attractants.

5. *Safety & Resiliency SR 3.1-3.3 (Page 72)* – It is requested that the Port coordinate with the Airport Authority in the development of any multi-jurisdictional hazard mitigation plan or similar effort.
6. *Mobility 4.10 (Page 88)* – The document should note that San Diego International Airport is an important transportation asset on Port Tidelands in terms of goods movement.
7. *Water & Land Use WLU4.9 (Page 99)* – Given the close proximity of the Port's Tidelands to multiple airports, the policy should note that building height must also be in compliance with FAA airspace review requirements (Code of Federal Regulations Title 14, Part 77).
8. *Water & Land Use - Baywide Standards #3 (Page 114)* – Please provide further clarity on the “institutional uses and public facilities” that are permitted in any land use designation in order “to serve the needs related to public health, safety, general welfare, and administration of the District.” Please note that some uses (fire and police stations, schools, medical care facilities, or governmental offices) may be incompatible in some areas per the San Diego International Airport's Airport Land Use Compatibility Plan (ALUCP).
9. *Water & Land Use - Airport Land Use Compatibility (Page 119)* – Based on previous correspondence, the Port has indicated that it will not be using the PMPU to formally implement the ALUCPs for San Diego International Airport, Naval Air Station North Island, and Naval Outlying Landing Field Imperial Beach. As such, the Port will need to continue to coordinate with the Airport Authority as it modifies its standards and regulations to holistically address noise, safety, overflight, and airspace protection to ensure land use compatibility near these airports.

HARBOR ISLAND PLANNING DISTRICT

10. Please be advised that the Airport Authority is working to update its official Airport Layout Plan. This update will likely extend SAN's “Runway Protection Zone” further east off of airport property in order to comply with the latest FAA standards and requirements, which may limit new development on some nearby Port parcels in the future.

11. *PD2.36 (Page 149)* – Please replace “San Diego International Airport” with “San Diego County Regional Airport Authority.”
12. *Pacific Highway Corridor Subdistrict (Page 151)* – Please describe in more detail the planned land uses along Pacific Highway within this Planning District, as well as in Planning District 3 (Embarcadero).
13. *Water & Land Use Map Harbor Island - Figure PD2.3 (Page 152)* – The Airport Authority would appreciate clarity on the Port’s long-term plans for the multiple commercial parking lots located in “Commercial Recreation” designated areas near San Diego International Airport, as these lots currently help serve our customers’ needs.

APPENDIX A

14. A comprehensive review of this section should be completed, as there seems to be some incorrect (ex. Commercial/Retail) and missing (ex. Commercial Recreation) definitions.

Again, the Airport Authority appreciates your time and consideration, and looks forward to our continued close coordination and alignment between the Port Master Plan Update and Airport Development Plan. Please feel free to contact me at (619) 400-2785 or breed@san.org if you have any questions or would like to discuss this comment letter further.

Sincerely,



Brendan J. Reed
Director of Planning & Environmental Affairs

cc: Dennis Probst, Airport Authority - Vice President of Development
Ted Anasis, Airport Authority - Airport Planning Manager
Ralph Redman, Airport Authority - Airport Planning Manager
Matt Harris, Airport Authority - Director of Government Relations

DEPARTMENT OF TRANSPORTATION

DISTRICT 11

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Making Conservation
a California Way of Life.

July 31, 2019

11-SD-VAR
I-5, SR-15, SR-54, SR-75, SR-163
Draft Port Master Plan Update
Discussion Draft April 2019Ms. Anna Buzaitis
Planning Department
San Diego Unified Port District
3165 Pacific Highway
San Diego, CA 92101

Dear Ms. Buzaitis:

Thank you for including the California Department of Transportation (Caltrans) in the review process for the Discussion Draft of the Port Master Plan Update (PMPU) located near various State Highway facilities. The mission of Caltrans is to provide a safe, sustainable, integrated and efficient transportation system to enhance California's economy and livability. The Local Development-Intergovernmental Review (LD-IGR) Program reviews land use projects and plans to ensure consistency with our mission and state planning priorities. Caltrans has the following comments:

Caltrans anticipates further coordination to address transportation needs and mitigations. Operational improvements to Caltrans facilities need to be considered as mitigation measures and developed to fulfill the intent of the California Environmental Quality Act (CEQA). Caltrans expects that each subsequent project developed under the programmatic Environmental Impact Report (EIR) will seek individual mitigation for the direct, cumulative, and latent demand traffic impacts.

Caltrans welcomes and supports the Port's policy to explore the creation of an impact fee that would allow redevelopment and new development to contribute their fair share to traffic impacts. We encourage the Port to work with Caltrans, San Diego Metropolitan Transit System (MTS), the San Diego Association of Governments (SANDAG), and local jurisdictions to identify adequate strategies to address these impacts.

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Traffic Impact Study

A program-level traffic impact study (TIS) is necessary to determine the PMPU's near-term and long-term impacts to existing and proposed State facilities, and to propose appropriate mitigation measures.

- The geographic area examined in the TIS should also include, at a minimum, all regionally significant arterial system segments and intersections, including State highway facilities (inclusive of State Route (SR)-54, SR-94, SR-15, SR-163, SR-75 and Interstate 5 (I-5) where the project will add over 100 peak hour trips. State highway facilities that are experiencing noticeable delays should be analyzed in the scope of the traffic study for projects that add 50 to 100 peak hour trips.
- In order to address potential impacts, this analysis should include the proposed Intermodal Transit Center (ITC) and I-5 connections, which are proposed in SANDAG's Regional Transportation Plan (RTP) San Diego Forward (2015) for the year 2035.
- A focused analysis may be required for project trips assigned to a State highway facility that is experiencing significant delay, such as where traffic queues exceed ramp storage capacity. A focused analysis may also be necessary if there is an increased risk of a potential traffic accident.
- In addition, the TIS could also consider implementing vehicles miles traveled (VMT) analysis into their modeling projections.
- Any increase in goods movement operations and its impacts to State highway facilities should be addressed in the TIS.
- The data used in the TIS should not be more than 2 years old.
- Please provide Synchro Version 10 files. Please coordinate with Caltrans to confirm version control.
- Caltrans recommends coordinating early with relevant agencies, including SANDAG, MTS, City of National City, City of San Diego, City of Chula Vista, City of Coronado, City of Imperial Beach, and

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the California Coastal Commission, to determine modeling and traffic assumptions used within the TIS.

- The TIS should identify and address impacts to Caltrans and local facilities and include analysis of bicycling and pedestrian facilities, and transit routes.
- Under Section 4.0 Planning District, East Harbor Island PD2.29, the document states a "Reconfiguration of North Harbor Drive by Narrowing Harbor Drive." Please coordinate with Caltrans and the Airport Authority (Airport Master Plan) as these proposed capacity reduction changes may have potential impacts to I-5.
- Please provide more detailed exhibits for the following statements,
 - PD2.47 Reconfigure Pacific Highway to improve accessibility and efficiency for vehicles, transit, bicycles, and pedestrians.
 - PD3.50 Reconfigure Harbor Drive right-of-way: a. Harbor Drive between Grape Street and G Street shall be configured from landside to waterside with the following mobility components: north/ south vehicle lanes; parallel parking, landscape, and where feasible, bayfront circulator stops; dedicated transit right-of-way; landscape; and a dedicated north/south cycle track.
 - C. Planning Area 4 (PA 4) PD3.68 Allow for modifications to the Pacific Highway and Kettner Boulevard connections to Harbor Drive.

Plan and Project Coordination

In coordination with local agencies and Caltrans, SANDAG is currently developing an Access Study to the San Diego International Airport. Coordination with this effort is encouraged.

Caltrans is developing an I-5 South Bay Coastal Comprehensive Multimodal Corridor Plan (CMCP) which will include the segment of I-5 adjacent to the Port of San Diego. Please coordinate with Caltrans on this effort as the Port develops its environmental document.

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A Project Initiation Report (PIR) and a Supplemental PIR were prepared to recommend multi-modal improvements along the I-5 corridor from San Ysidro (near the U.S./Mexico border) to south of Via de la Valle in the northern portion of the city of San Diego. Some of the improvements and proposed actions (within the Port of San Diego's proposed project area) are documented in the PIR and Supplemental PIR. Those improvements and actions include:

- Improve mobility and reduce vehicle delay along the segment of I-5 from SR-54 to SR-15. Short, medium, and long-term solutions were identified in the PIR. Construction of two High Occupancy Vehicle (HOV) lanes (one in each direction of travel) has been preliminarily recommended (one of the medium-term solutions). A combination of the solutions listed in the PIR and/or other alternatives could be considered during the Project Approval and Environmental Document (PA&ED) phase of the I-5 corridor project.

Goods Movement

Please identify where existing freight cargo facilities will be located in the EIR. If freight operations will change at the Working Waterfront including Tenth Avenue Marine Terminal, please identify where these operations will move or address how this change will be mitigated.

For freight activity at the Port of San Diego, the Port Master Plan will need to take into account the vision and guiding principles established in the California Sustainable Freight Action Plan.

Complete Streets and Mobility Network

Caltrans Deputy Directive 64-Revision 2 (DD-64-R2): Complete Streets – Integrating the Transportation System directs Caltrans to encourage integrated transportation systems that benefit all travelers. Caltrans seeks to also reduce vehicle trips and new vehicle miles traveled associated with development and recommends appropriate measures to avoid, minimize, or mitigate transportation impacts through smart mobility community design and innovative multimodal demand reduction strategies.

Caltrans encourages the Port of San Diego to support the efforts by the National Association of City Transportation Officials (NACTO) and others to accommodate all modes and transportation needs in urban environments and

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to incorporate Complete Streets Considerations for Freight such as the ones recommended by METRANS, Metro Freight – A guidebook for considering freight in complete streets design.

<https://metrans.org/news/new-metrofreight-publication—guidebook-considering-freight-complete-street-design>

Page 151, PD2.47: There is significant local and regional interest in completing a cycle track bicycle facility along Pacific Highway. This facility is included in the SANDAG's Regional Bike Plan "Riding to 2050," City of San Diego's Bicycle Master Plan, the Midway/Pacific Highway Community Plan, and the Downtown San Diego Mobility Plan. Coordination between the Port, City of San Diego, and Caltrans will be important for the implementation of this project.

Transportation Demand Management (TDM)

Recognizing that some of the projects addressed in the SANDAG's RTP 2015 are long-range improvements, Caltrans can coordinate with Port of San Diego in providing additional wayfinding signage between Caltrans Right of Way (R/W) and the Port. In addition, Caltrans encourages the Port to include TDM strategies into the Port Master Plan Update.

Right-of-Way

Any work performed within Caltrans' R/W will require discretionary review and approval by Caltrans and an encroachment permit will be required for any work within the Caltrans' R/W prior to construction. As part of the encroachment permit process, the applicant must provide an approved final environmental document including CEQA determination addressing any environmental impacts within the Caltrans' R/W, and any corresponding technical studies.

If you have any questions, please contact Maurice Eaton, of the Caltrans Development Review Branch, at (619) 688-3137 or by e-mail sent to maurice.eaton@dot.ca.gov.

Sincerely,



Ann M. Fox, P.E.
 Deputy District Director
 Planning and Local Assistance

CALIFORNIA COASTAL COMMISSION

SAN DIEGO AREA
7575 METROPOLITAN DRIVE, SUITE 103
SAN DIEGO, CA 92108-4421
(619) 767-2370



July 31, 2019

Board of Port Commissioners
San Diego Unified Port District
3165 Pacific Highway
San Diego, CA 92101

Re: Port Master Plan Update Discussion Draft Comments

Dear Chairman Bonelli and Commissioners:

Coastal Commission (Commission) staff appreciates the opportunity to review and comment on the Port Master Plan Update Discussion Draft for the San Diego Unified Port District (Port), which was received by our San Diego District Office on April 25, 2019. Commission staff has reviewed the Port Master Plan Update Discussion Draft (PMPU), dated April 2019, which consists of a complete replacement of the certified Port Master Plan (PMP), except for the National City Bayfront and Chula Vista Bayfront planning districts, and has provided preliminary comments to Port staff at four coordination meetings on May 16, June 21, July 1, and July 22 of this year. The subject letter memorializes these comments on the PMPU and includes recommendations to ensure the plan's consistency with the Coastal Act.

California Code of Regulations Title 14, Section 13636 calls for port master plan amendments to be certified in the same manner as port master plans. Section 30711 of the Coastal Act (Pub. Resources Code, Div. 20) states, in part, that a port master plan shall include all of the following: (1) the proposed uses of land and water areas, where known; (2) the projected design and location of port land areas, water areas, berthing, and navigation ways and systems intended to serve commercial traffic within the area of jurisdiction of the port governing body; (3) an estimate of the effect of development on habitat areas and the marine environment, a review of existing water quality, habitat areas, and quantitative and qualitative biological inventories, and proposals to minimize and mitigate any substantial adverse impact; (4) proposed projects listed as appealable in Section 30715 in sufficient detail to be able to determine their consistency with the policies of Chapter 3 (commencing with Section 30200) of the Coastal Act; and (5) provisions for adequate public hearings and public participation in port planning and development decisions. Section 30711 further requires a port master plan to contain information in sufficient detail to allow the Commission to determine its adequacy and conformity with the Coastal Act. Section 30700 of the Coastal Act states that Chapter 8 shall govern those portions of the San Diego Unified Port District, excluding any wetland, estuary, or existing recreation area indicated in Part IV of the Coastal Plan. The entire water area under the jurisdiction of the Port of San Diego is governed by Chapter 3 policies because San Diego Bay is mapped as an estuary and wetland in Part IV of the Coastal Plan, and on the maps adopted by the Commission pursuant to Section 30710 of

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the Act. Section 30714 provides that the Commission shall certify a PMP if it conforms with and carries out the policies of Chapter 8 of the Coastal Act or, where a PMP provides for any of the developments listed as appealable to the Commission pursuant to Section 30715 of the Coastal Act, then that portion of the PMP must also be consistent with the Chapter 3 policies of the Coastal Act. Section 30716 requires that an amendment to a PMP meet the same standards of review.

Finally, a unique provision with the review of Port Master Plans, and any subsequent amendments, is that the Commission may not adopt suggested modifications to them, as is provided for in the review of local coastal programs. (§ 30714.) Therefore, port master plans and subsequent amendments must be either approved or denied as submitted. Thus, it is critical that our offices continue to closely coordinate throughout the PMPU process to ensure the final plan is consistent with Chapter 8, and where applicable Chapter 3 of the Coastal Act.

PROVISIONS FOR ADEQUATE PUBLIC HEARINGS AND PUBLIC PARTICIPATION IN PORT PLANNING AND DEVELOPMENT DECISIONS

As identified above, Section 30711 of the Coastal Act requires Port Master Plans to contain provisions for adequate public hearings and public participation in Port planning and development decisions. The PMPU does not currently contain provisions for public hearings and public participation in Port planning and development decisions and should be revised to include the provisions specified in the certified PMP and updated as appropriate in order to provide the public with information regarding public participation opportunities.

LACK OF SPECIFICITY TO PROTECT COASTAL RESOURCES

Commission staff is very concerned with the PMPU's lack of sufficient specificity to adequately protect coastal resources. The currently certified PMP describes, in far more detail, existing conditions and future development envisioned for each planning district; however, the PMPU does not carry forward an adequate level of detail. Further, the project lists in each planning district do not contain adequate details to determine whether the appealable projects are consistent with the Chapter 3 policies of the Coastal Act, as required by Section 30711 of the Coastal Act. For example, it is unclear where specific projects are proposed or what comprise the projects. Additional details will be needed to ensure appealable projects' consistency with Chapter 3 of the Coastal Act. Given the number of questions raised between our offices based on the present level of detail, any less specificity is going to raise questions over time. Please review the most recent PMP amendments approved by the Commission for examples of the level of detail expected in the planning district text and project lists.

In addition, the PMPU fails to include non-appealable projects in the project lists. Historically, both appealable and non-appealable projects have been listed in the certified PMP. In fact, the certified PMP states: "A listing of development projects, covering both appealable and non-appealable categories, is provided in the discussion for each of the nine Planning Districts." Other ports in California (Port of Los Angeles and Port of Long

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Beach) also list both appealable and non-appealable projects in their PMPs, although appealable projects may be listed in greater detail than non-appealable projects, in order to be able to determine their consistency with Chapter 3, as required by Section 30711(a)(4). However, Section 30711(b) requires that a PMP contain information in sufficient detail to allow the Commission to determine its adequacy and conformity with Chapter 8. The Commission has interpreted this to mean that information on non-appealable projects is also required to be included in a PMP in order to ensure those projects are consistent with Chapter 8. In addition, Section 30718 states: “For developments approved by the commission in a certified master plan, but not appealable under the provisions of this chapter, the port governing body shall forward all environmental impact reports and negative declarations prepared pursuant to the [Environmental Quality Act of 1970 \(commencing with Section 21000\)](#) or any environmental impact statements prepared pursuant to the [National Environmental Policy Act of 1969 \(42 U.S.C. 4321, et seq.\)](#) to the commission in a timely manner for comment.” Although certain categories of development may not be appealable to the Commission, they must still be approved by the Commission in the certified PMP. In order for the Commission to approve non-appealable developments, they must be included in the PMP.

Many non-appealable projects are listed in the certified PMP, including most recently the Convention Center expansion (Convention Center Phase III) and the Bayside Performance Park. The Port amended the PMP in both cases to add these non-appealable projects to the project list and include associated information in the text of the planning district to ensure that the projects were consistent with Chapter 8. As part of this process, both the Commission and the public had the opportunity to review these projects and participate in a public hearing before development decisions were made. Therefore, the Port must continue to list both appealable and non-appealable projects in the PMPU in order to be consistent with Chapter 8 of the Coastal Act.

In addition, the description of appealable projects in each planning district is unclear and confusing. This description should be revised to clarify what development categories are appealable pursuant to Section 30715. Commission staff appreciates the fact that restaurant space is identified as appealable, based on Dispute Resolution No. 6-17-0146-EDD, and that should be retained in the revised description.

CHAPTER 3 BAYWIDE ELEMENTS VERSUS CHAPTER 4 STANDARDS

Section 2.2.1 of the PMPU states: “The Port Master Plan does not require a development to meet every goal or policy in the baywide elements. If, when all aspects of the development are considered, substantial evidence supports a finding that the development will further the objectives of the Port Master Plan and the baywide elements, it may be deemed in conformity with the Port Master Plan. Planning districts include specific standards for developments within them. Substantial conformity with planning district standards is mandatory for any developments within such planning district.” In summary, development must support the objectives of the PMP but not necessarily be strictly consistent with all policies in the baywide elements; whereas it must be consistent with the standards in Chapter 4 of the PMPU.

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Chapter 3 of the PMPU includes goals and policies for important baywide elements, including ecology, economy, environmental justice, safety and resiliency, mobility, and water and land use which are not included in the individual planning districts. These baywide policies should be made mandatory or included in the Chapter 4 planning districts for which they apply in order to ensure consistency with the Coastal Act.

AFFIRMATIVE LANGUAGE

In general, stronger language is needed throughout the PMPU to protect, encourage, and provide for priority uses and coastal resources, including commercial fishing, recreational boating facilities, public access and recreation, biological resources, visual resources, and lower-cost visitor and recreational facilities.

LOWER COST VISITOR-SERVING OVERNIGHT ACCOMMODATIONS

Based on 2017 data, less than 3% of the overnight accommodations within the Port are considered to be lower cost (237 RV sites at the Chula Vista RV Resort). As such, there is an immediate need to increase the stock of lower cost overnight accommodations within the Port, especially given its location on public tidelands. The PMPU process is the perfect opportunity to develop a policy to protect, encourage, and provide lower cost overnight accommodations within the Port, consistent with Coastal Act Section 30213 and 30221. In addition, the PMPU should include a policy that formalizes the current requirement to pay an in-lieu fee equivalent to 25 percent of the number of higher cost hotel rooms, if lower cost overnight accommodations are not included as part of a project; however, the Commission always prefers actual development rather than collection of monies. Finally, Commission staff appreciates that the Port is pursuing two projects to increase lower cost overnight accommodations (up to 1000 beds in the Pacific Highway Corridor Subdistrict and up to 500 beds in Planning Area 3 of the North Embarcadero Subdistrict); however, the PMPU should identify and preserve other potential sites or planning districts where lower cost overnight accommodations could be developed over the next 30 years.

LAND AND WATER USE ACREAGES

At our coordination meetings with Port staff on the PMPU, we have requested an account and explanation of the change in acreages between the certified PMP and the PMPU. Please provide this information so the proposed changes in land and water uses can be more clearly identified and analyzed. In addition, land and water use acreages for priority uses should be maintained or expanded as part of the PMPU, and accompanied by a detailed explanation for such determinations.

2.2.2 USE DESIGNATIONS

This section identifies that additional uses that are currently not listed as primary uses or secondary uses may be included if compatible, similar in character, and an allowed Public Trust use. Before our office can endorse this, we must understand and the PMPU should identify the permit process for approving non-listed uses.

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2.2.3 DEFINING THE LINE BETWEEN LAND AND WATER

Tidal Zone – The averages to determine the Mean Higher High Water line and the Mean Lower Low Water line should be calculated using the most current National Tidal Datum Epoch and measured by the geographically closest tide station.

Pier and Platform Rule – The existing PMP designates some large piers as land; however, Commission staff is concerned that the PMPU continues this designation for piers and platforms over one-quarter acres. Piers and platforms are located over water and should be designated as water uses. Alternatively, the Port could create a third designation for structures over water and include associated development standards for their repair and maintenance. However, this office has concerns about expanded occupation and fill of open water for a variety of environmental and planning issues. In particular, expanded platforms and/or cantilevered promenades, especially in light of sea level rise, should not be allowed to overbuild or move development towards the bay on Port leaseholds.

2.2.5 PORT MASTER PLAN AMENDMENTS

Section 2.2.5 states: “Amendments to the Plan must be adopted by the BPC and certified by the CCC in a manner consistent with Chapter 8 of the Coastal Act and the District’s Coastal Development Permit (CDP) regulations.” However, Section 30700 of the Coastal Act states that Chapter 8 shall govern those portions of the San Diego Unified Port District located within the coastal zone, excluding any wetland, estuary, or existing recreation area indicated in Part IV of the Coastal Plan.¹ In addition, Section 30711(a)(4) of the Coastal Act requires a port master plan to include “proposed projects listed as appealable in Section 30715 in sufficient detail to be able to determine their consistency with the policies of Chapter 3 (commencing with Section 30200) of this division.” As such, the PMPU should identify that the policies of Chapter 3 provide the standard of review for the parts of a PMPA located in the mapped wetland, estuary, or existing recreation area, and for appealable projects. We also recommend that a map of the wetlands, estuaries, and existing recreation areas be provided in the PMPU for clarity.

2.2.6 NONCONFORMING USES AND STRUCTURES

The “Purpose” section identifies that legal nonconforming uses and structures may be repaired and maintained, within appropriate parameters that address potential impacts to public health, safety and welfare. Public access should also be a consideration in determining whether repair and maintenance is appropriate.

The definition of “Intensification of Use” should be revised as follows: “Any change or expansion of a use which will result in an increase in occupancy above permitted levels; an increase in production output or throughput, if there is a permit limit on said output or throughput; a need for additional parking; or any other change or expansion that is likely

¹ “Coastal Plan” means the California Coastal Zone Conservation Plan prepared and adopted by the California Coastal Zone Conservation Commission and submitted to the Governor and the Legislature on December 1, 1975, pursuant to the California Coastal Zone Conservation Act of 1972 (commencing with Section 27000). (§ 30102.)

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to result in a new or increased ~~significant~~ environmental or ~~substantial~~ coastal resource impact.

The definition of “Major Redevelopment or Reconstruction” should be more detailed and include a definition of replacement (including demolition, renovation, reinforcement, or other type of alteration), as well as identify that replacement may be calculated by linear feet, surface area, volume, or weight. In addition, an initial date to calculate cumulative redevelopment should be identified (e.g., January 1, 1977 for the Coastal Act or certification of the original PMP). Finally, using 50% or more of a development site as a parameter for cumulative redevelopment has been a challenge in past Port projects; thus, Commission staff recommends using 50% increase or more in gross floor area.

CHAPTER 3: ELEMENTS

In general, the PMPU should include implementation measures for all applicable policies in each element, such as was included in the Mobility Element.

3.1 Ecology

General comments:

It should be clearly identified that all port-related developments shall be located, designed, and constructed so as to minimize substantial adverse environmental impacts pursuant to Section 30708(a) of the Coastal Act. In addition, it should be clear that the Chapter 3 policies are the standard of review for appealable developments and projects located within an estuary, wetland or existing recreation area. Chapter 3 of the Coastal Act provides specific policies related to the protection of the marine environment and biological resources, including Sections 30230, 30231, 30233, 30235, 30236, and 30240.

Comments on specific policies:

Please note that the general comments discussed in the sections above are relevant to many of the policies in this chapter. Incorporating those comments may require specific edits to several of the policies. The comments listed below are separate from and in addition to the general comments above.

1. **Ecology Goal 1.** Add a policy that identifies ecologically-sensitive lighting should be used. Lighting located adjacent to sensitive habitat areas and above water should be the minimum necessary, shielded, directed downwards, be on a sensor, and be a minimal color temperature.
2. **Ecology 1.1.** “Protection, conservation, restoration, and enhancement of coastal wetlands and nearshore habitats, and sensitive coastal flora and fauna species ~~is a~~ priority shall be required.”
3. **Ecology 1.2.** It is unclear what type of major redevelopment or new development would be permitted on natural open space areas and/or sensitive coastal habitats, including wetlands and nearshore habitats. While major redevelopment or new

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development may be allowed adjacent to these areas or habitats with sufficient ecological buffers, only certain limited uses are permitted within environmentally sensitive habitat areas, pursuant to Section 30240. Please clarify that only resource dependent uses are allowed within environmentally sensitive areas pursuant to Section 30240 and diking, filling, or dredging of open coastal waters, wetlands, or lakes is limited to certain uses where there is no feasible less environmentally damaging alternative, and where feasible mitigation measures have been provided to minimize adverse environmental effects, pursuant to Section 30233. Also, for subsection a: "Be coordinated, sited, and designed to avoid impacts where feasible, or legally required. If infeasible, or no legal prohibition exists, minimize and mitigate impacts, in the following order of preference: on-site; elsewhere in the Bay; or in other areas with the same ~~habitat(s)~~ watershed in the Coastal Zone..." Subsection c should also identify the criteria when restoration or enhancement would be required.

4. **Ecology 1.4.** Identify a minimum ecological buffer size.
5. **Ecology 1.6.** Mitigation banks throughout the Coastal Zone should be consistent and held to similar standards. As such, the Port should either include the appropriate mitigation ratios in the PMPU and include rules that will govern how the mitigation bank operates or, alternatively and to provide flexibility, require coordination with and approval by the Executive Director of the Coastal Commission of mitigation ratios and mitigation credit releases. Commission staff would not support the use of mitigation credits for non-coastal development. "In cooperation with federal, state, and regional resource agencies, the District may create mitigation banks within its jurisdiction, in-lieu fee programs, habitat, shading and fill credit programs, and/or other conservation or restoration mechanisms, to provide compensatory mitigation opportunities. With respect to future and existing credits, priority shall first be given to District-initiated development, then coastal-dependent development, development with public benefits, ~~and if warranted, non-coastal development~~, all of which must be within the District. Credits derived from restoration or enhancement of tidally influenced habitat will only be used to mitigate impacts to tidally-influenced waters or wetlands. With respect to credits provided to projects outside the District, the same preference as outlined above shall be followed in addition to all other applicable rules and requirements governing the subject mitigation bank. However, credits will only be provided to projects within the Coastal Zone. If such credit programs are formed, as part of the application process to use such credits, third party applicants must demonstrate: that they have used good faith efforts to minimize the need for mitigation credits by reducing project impacts, and, to the extent practical, mitigate within the same development site. After demonstration of such, third party applicants shall pay a market rate fee for use of credits. BPC approval is required for the right to use any of the credits."
6. **Ecology 1.7.** ~~"Where feasible, r~~Require the use of drought-tolerant ~~California~~ native species and/or non-invasive plant species to fulfill landscaping requirements in proposed major redevelopments or developments." This edit

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would identify that plants native to the development site or non-invasive plants must be used. In addition, this policy should be revised to clarify that drought-tolerant native species are required adjacent to wetlands, estuaries, and other sensitive habitat areas.

7. **Ecology Goal 2.** Commission staff previously reviewed an earlier draft with specific standards related to water quality. These standards should be included in the PMPU with our edits incorporated. A policy requiring pumpout facilities at marinas should also be added to protect water quality.

3.2 Economics

General comments:

Chapter 3 policies are the standard of review for appealable developments and projects located within an estuary, wetland or existing recreation area, and provide specific policies related to economics, including Section 30234 which recognizes of the economic importance of fishing activities and requires those uses to be protected.

Comments on specific policies:

1. **Economics 1.15.** “Promote and support the District’s commercial fishing ~~history~~ industry and longevity as a priority coastal-dependent use and economic contributor to the District, the region, and California through such efforts as joint public-private marketing, fishing- related festivals, or other special events.”
2. **Economics 1.17.** “Promote and support the District’s sportfishing ~~history~~ industry as a priority coastal-dependent use and economic contributor to the District, the region, and California through such efforts as joint public-private marketing, fishing- related festivals, or other special events.”
3. **Economics 2.4.** Please clarify what activities would be supported. Activities that would disrupt commercial fishing operations should be discouraged.
4. **Economics 2.5.** A similar policy to support the expansion of commercial fishing should be added.

3.3 Environmental Justice

General comments:

Section 30604 of the Public Resources Code also allows the issuing agency of a coastal development permit to consider environmental justice (EJ), or the equitable distribution of environmental benefits throughout the state.

Use of terms. Commission staff encourages the use of stronger language such as “equitable access” in references about access/programs described as being “for all communities” to ensure it is clear that different options and approaches for different

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communities will need to be prioritized to achieve equitable outcomes. This sort of framing is also consistent with the Commission’s Environmental Justice policy². In addition, we recommend defining the term “disadvantaged communities” (i.e. term refers to the Portside Communities, Port Border Tidelines Communities, and other marginalized communities). Because the term disadvantaged communities has been defined in state law by SB 535 (de Leon), this clarification would avoid confusion.

Sea level rise. Climate change and sea level rise hazards will have disproportionate impacts on communities with the least capacity to adapt and may exacerbate existing environmental injustices and cumulative impacts from other environmental hazards. Commission staff encourages the Port to include goals and policies that recognize this relationship between sea level rise and disadvantaged communities.

Habitat and public health. “Public health and the health of natural ecosystems are inextricably intertwined, ecological impacts are felt first by disadvantaged and at-risk communities, and there is no environmental justice without a healthy environment³”. We encourage the Port to include goals and policies that recognize this relationship between habitat and public health and work towards restoring the public’s access to healthy ecosystems, especially in communities such as Barrio Logan, National City, and Imperial Beach which have historically been overburdened by pollution and lack of access to healthy ecosystems.

Comments on specific policies:

Please note that the general comments discussed in the sections above are relevant to many of the policies in this chapter. Incorporating those comments may require specific edits to several of the policies. The comments listed below are separate from and in addition to the general comments above.

1. **EJ Goal 1.** Add policy language that identifies that the conversion of lower or moderate cost facilities to high cost facilities is an EJ issue, and commit to no net loss of lower cost facilities in EJ communities.
2. **EJ Goal 4.** Add policy language that specifies that the Port should work with EJ communities to identify mitigation measures for projects that impact those communities.
3. **EJ 2.5.** Please clarify what is meant by “transition zones” and provide a minimum transition zone width.

² https://documents.coastal.ca.gov/assets/env-justice/CCC_EJ_Policy_FINAL.pdf. Adopted March 8, 2019

³ California Coastal Commission Environmental Justice Policy. Adopted March 8, 2019

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3.4 Safety & Resiliency

General comments:

Sea level rise and public trust resources. The first page of the Safety & Resiliency chapter states, “The District prioritizes safety and resiliency from natural and human-caused hazards to *provide continuity of service for the Public Trust uses*, and the safety of users within the District” (emphasis added). Commission staff suggests that once the Port’s sea level rise vulnerability assessment is finalized and submitted to the State Lands Commission per AB 691, that the Port add additional policies as necessary to address anticipated impacts of sea level rise (SLR) upon public trust resources, and to ensure the continued service for public trust uses in the face of SLR.

Appealable versus non-appealable development. All development in ports must conform to Chapter 8 of the Coastal Act. In addition, Section 30715 of the Coastal Act provides a specific subset of development types that must conform to Chapter 3 policies in addition to Chapter 8 policies. These are often called non-appealable and appealable development types, respectively. Chapter 3 of the Coastal Act provides specific policies related to coastal hazards and SLR, including Sections 30253 and 30235 as well as many other resource protection policies.

Currently, the policies in the Safety & Resiliency chapter do not distinguish between appealable and non-appealable development; rather, the chapter provides policies on other groups of development types (see additional comment on this topic below). To carry out Sections 30714 and 30715 of the Coastal Act, the policies of this chapter should first distinguish between appealable development that must also conform to Chapter 3 in addition to Chapter 8, and non-appealable development that must only conform to Chapter 8.

For appealable development, a policy should be added clarifying that new development shall be sited to assure safety and stability and not require shoreline protective devices, consistent with Section 30253 of the Coastal Act. The language of this policy could read:

New development shall be sited to avoid hazards, taking into account predicted sea level rise, including groundwater changes, over the anticipated life of the development. If hazards cannot be completely avoided, then development shall be sited and designed to protect coastal resources and minimize risks to life and property to the maximum extent feasible. New development that is not coastal-dependent shall assure stability and structural integrity of the development without reliance on shoreline protective devices that substantially alter natural landforms or otherwise harm coastal resources in a manner inconsistent with PMP policies or Coastal Act public access policies, and not contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area.

Another policy should state that, for appealable development, approvable shoreline protective devices must be consistent with Section 30235 – i.e., shoreline protective

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devices are approvable for certain development, but must be the least environmentally damaging feasible alternative, and must mitigate unavoidable resource impacts – and other resource protection policies of Chapter 3.

Adding these new suggested policies would change the context of some of the existing policies in the PMPU, so those policies should be edited to ensure they make sense alongside the new suggested policies mentioned above. For example, Policy SR 2.5 states that “maintenance, including reconstruction and expansion, of shoreline protection is allowed for coastal-dependent uses, critical infrastructure, and public access;” and while coastal-dependent uses are one of the development types with an affirmative right to shoreline protection in Section 30235, the appealable development types to which Section 30235 does *not* apply should be sited to be safe *without* reliance on shoreline protection, per Section 30253 of the Coastal Act (see additional comment on this topic below). Additionally, Policy SR 2.8 states that if managed retreat is not feasible along unprotected portions of the shoreline, protection or accommodation should be used; however, it should also be noted that if development is appealable, it would also be subject to the policies that carry out Chapter 3 of the Coastal Act, which may impact the types of strategies that can be used – i.e., whether or not shoreline protection is approvable.

Prioritization of protection, accommodation, and retreat. Several of the policies in the Safety & Resiliency chapter prioritize protection over accommodation and managed retreat (i.e., SR 2.3, 2.6, 2.8). However, these policies set up a potential inconsistency with both Chapter 8 and Chapter 3 of the Coastal Act, which support the identification and use of the least environmentally damaging feasible alternative.

In the case of appealable development to which Section 30235 applies, a shoreline protective device would be approved only if it is the least environmentally damaging feasible alternative. Projects to which Section 30253 applies would site development to be safe from shoreline hazards without the use of shoreline protective devices, through measures such as setbacks.

In the case of non-appealable development, Chapter 8 of the Coastal Act requires that development minimize substantial environmental impacts (Section 30708(a)), which again may lead to the identification of less environmentally damaging alternatives than shoreline protection. One well known potential impact of shoreline protective devices is their negative effect on habitats that lie seaward of the device; therefore, shoreline protection would have to be examined against Section 30708(a), and feasible alternatives to shoreline protection should be evaluated as well.

In summary, Policies SR 2.3, 2.6, and 2.8 should be edited for consistency with the applicable Chapter 3 and 8 policies described above, rather than prioritizing adaptation strategy types outright.

Coastal-dependent uses, critical infrastructure, and public accessways. The Safety & Resiliency chapter binds together coastal-dependent uses, critical infrastructure, and public accessways as a group of development types and refers to them in several policies (SR 2.3-2.7). Together, these five policies state that coastal-dependent uses, critical

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infrastructure, and public accessways should employ protection strategies first, and then look to accommodation; additionally, they are excluded from a policy that lists managed retreat as the third option for adaptation, as well as from a policy that prioritizes living/soft shorelines as an alternative to shoreline protection.

As stated above, the Coastal Act supports the identification and use of the least environmentally damaging feasible alternative, so Policies SR 2.3-2.7 should be edited to be consistent with this requirement. Additionally, more detail is needed in these policies to specify how each of these three development types is treated within the Coastal Act; specifically:

- **Coastal-dependent uses.** Appealable coastal-dependent uses are subject to Section 30235 of the Coastal Act, which gives such uses an affirmative right to shoreline protection when the protection is the least environmentally damaging feasible alternative and when coastal resource impacts are mitigated. Policies 2.3-2.7 should be edited so that they apply the missing content of Coastal Act Section 30235 to appealable development.
- **Accessways.** Appealable coastal accessways (e.g., roads or highways which are not principally for internal circulation within the port boundaries) may or may not be considered coastal-dependent. However, in any case, shoreline protection can only be allowed where it is the least environmentally damaging feasible alternative.
- **Critical infrastructure.** Some, but not necessarily all, critical infrastructure is coastal-dependent. Proposed shoreline protection for appealable critical infrastructure (e.g., development for the storage, transmission, and processing of gas and crude oil; waste water treatment facilities, roads or highways which are not principally for internal circulation within the port boundaries; oil refineries; petrochemical production plants), would have to be found consistent with Section 30235 of the Coastal Act in order to be approved. Proposed protection for non-appealable development would have to be found consistent with Section 30708(a).

Flooding and inundation. Many of the policies in the Safety & Resiliency chapter refer to flooding and inundation, but they do not explicitly state that *SLR-influenced* flooding and inundation are included. For clarity, the chapter should state that wherever coastal hazards are mentioned in policy language, it includes not only present-day hazards but also hazards as they are influenced by SLR over the lifetime of the development (e.g., typically 75-100 years for commercial development) to which the policy applies.

Other hazard types. In addition to flooding and inundation, shoreline erosion, groundwater rise, and salt water intrusion should be included as other potential hazards which may increase as sea levels rise. These hazards should be included in the policies that refer to flooding and inundation. In addition, the PMPU should identify the location of known fault lines and include policies regarding development adjacent to fault lines.

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Comments on specific policies:

Please note that the general comments discussed in the sections above are relevant to many of the policies in this chapter. Incorporating those comments may require specific edits to several of the policies. The comments listed below are separate from and in addition to the general comments above.

1. **SR 1.3.** “Design coastal accessways to promote maximum feasible, safe public access...”
2. **SR Goal 2 Overview.** The Flooding subsection discusses how SLR may influence intensity and duration of coastal flooding events. This or another background section should discuss the other hazards associated with SLR, including increased height and extent of inundation, groundwater rise, saltwater intrusion, and shoreline erosion.
3. **Goal 2.** All development potentially exposed to current or future hazards, including hazards related to SLR, should be given proper notice about their potential exposure. Consider adding a policy that requires lessees to assume the risk of developing in areas subject to current and/or future coastal hazards.
4. **SR 2.1.** “...over the economic life of the structure or facility (typically 75-100 years for commercial development; and typically longer for infrastructure).”
5. **SR 2.4.** Mitigation for unavoidable adverse impacts to coastal resources should also be required.
6. **SR 2.5.** “Repair and maintenance, ~~including reconstruction and expansion~~, of shoreline protection is allowed for...”
7. **SR 2.7.** Living shorelines should be prioritized where feasible for all development types. The draft policy excludes coastal-dependent development, critical infrastructure, and public accessways from this policy, but it is appropriate to consider whether living shorelines are viable adaptation strategies for these development types as well.
8. **SR 3.2.** This policy should reference “best available science” instead of “science-guided methods.”
9. **SR 3.3.** Additional detail should be included in this policy to specify the requirements of a site-specific hazard report, including the following elements:
 - Multiple SLR scenarios associated with the proposed projects anticipated development life (typically 75-100 years for most commercial development, and typically longer for infrastructure) should be analyzed, including those recommended by the current best available science and guidance. Currently, the best available science is summarized in the [2018 Coastal Commission Sea Level Rise Policy Guidance](#) and the Ocean Protection Council [2018 State of California Sea Level Rise Guidance](#).

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- The analysis should include all relevant SLR-related hazards, including inundation, flooding associated with storms of various return periods including a 100-year storm, wave runup, shoreline erosion, groundwater rise, and saltwater intrusion.
 - The study should identify threshold SLR amounts that could lead to impacts, such as the amount of SLR that could lead to overtopping of the proposed development.
 - For appealable development subject to Section 30253, which requires development to not rely on shoreline protective devices, the analysis should be performed as if any existing shoreline protective devices do not exist.
 - Studies should be prepared by a licensed civil engineer with experience in coastal processes.
10. **SR Goal 4.** Commission staff suggest including a policy calling for coordination with local government planning departments on Local Coastal Program updates, including as they address safety, coastal hazards, and SLR.
11. **SR 4.4.** Commission staff suggest identifying SLR specifically within this policy. The draft policy refers to “natural climate conditions” and “natural and human-caused hazards,” but those terms may not convey that SLR is included in those categories.

3.5 Mobility

General comments:

Chapter 3 policies are the standard of review for appealable developments and projects located within an estuary, wetland or existing recreation area, and provide specific policies related to mobility, including Sections 30212, 30212.5, 30224, and 30252.

Marinas. The mobility section encourages the expansion of boat slips and berthing opportunities. However, the Port should evaluate whether there is a need for new marinas within the Port district and, if so, establish criteria for their development that would result in additional opportunities for public access (e.g., including public memberships, requiring a range of slip sizes, etc.). In addition, new development should minimize the increase in water coverage baywide by focusing any expansion of recreational slips in existing marinas, as opposed to constructing new marinas.

Connections to the Airport. The PMPU should include policy language, specific to the San Diego International Airport, that encourages collaboration with transportation agencies, authorities, and adjacent jurisdictions to establish new connections to the airport, including the development of an intermodal transit center.

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Comments on specific policies:

Please note that the general comments discussed in the sections above are relevant to many of the policies in this chapter. Incorporating those comments may require specific edits to several of the policies. The comments listed below are separate from and in addition to the general comments above.

1. **Mobility Goal 1.** This goal could be strengthened by clarifying that the primary intent is to maintain, enhance, and expand coastal public access via multiple travel modes.
2. **Mobility 1.0.** Add a policy within this element that requires new developments to provide a certain number of public parking spaces for coastal access.
3. **Mobility Overview.** The following policies implement this goal, but do not apply where implementation is ~~infeasible due to geographic or site constraints, and/or inconsistent with~~ public safety, military security needs, or protection of sensitive coastal resources. These edits ensure consistency with Chapter 3 of the Coastal Act. In addition, there should be more detailed parameters regarding when access restrictions would be appropriate for safety or military security needs.
4. **Mobility 1.1.** Please clarify that this policy is not meant to prioritize private piers, docks, slips, moorings, anchorages, and platforms.
5. **Mobility 1.4.** Please clarify that 100 percent continuity and connectivity of the waterside promenade through the District should be pursued, including as part of redevelopment.
6. **Mobility 2.2.** Please clarify that wayfinding signage would be non-digital and non-commercialized.
7. **Mobility 2.4.** This policy should clarify that expansion of boat slips and berthing opportunities is encouraged within existing marinas.
8. **Mobility 2.7.** ~~“Seek opportunities to—~~Strengthen connections to adjacent jurisdictions and regional facilities, across all modes of travel, where feasible.
9. **Mobility 2.9.** Please also include a policy that would require all leaseholds to develop a transportation demand management program to reduce dependence on single-occupancy vehicles.
10. **3.2. Implementation Strategies.** “...Spaces should ~~ideally~~ be situated within walking distance of the uses it serves or be served by a shuttle...” In addition, require the fund from the fee program to be used to offset parking impacts (e.g., shuttle program, off-site parking reservoir, etc.) and cap the number of parking spaces that can be reduced by the fee.
11. **Mobility 3.7. Implementation Strategies.** “Allow for maintenance and slip modifications of existing recreational marinas to support changes to waterside

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- facilities and boating needs while still maintaining a range of slip sizes.” The policy could also require a minimum percentage of slips for small boats be maintained.
12. **Mobility 3.8.** Although a portion of a development’s parking requirements may be reduced by payment of a parking impact fee, a parking impact fee should not be allowed to satisfy all of a development’s parking requirements.
 13. **Mobility Goal 3.** Add a policy encouraging shared use parking arrangements.

3.6 Water & Land Use

General comments:

Chapter 3 policies are the standard of review for appealable developments and projects located within an estuary, wetland or existing recreation area, and provide specific policies related to land and water use, including Sections 30213, 30230, and 30255, as well as many other resource protection policies.

Wetlands and Estuaries. The Wetland and Estuary water use designations of the certified PMP have been replaced with a water use designation of Conservation/Intertidal in the PMPU. However, the Conservation/Intertidal water use description is vague and lacks the protections provided for in the Wetland and Estuary water use designations which limit allowable uses in wetlands to restoration, nature study, or similar resource dependent activities and allowable uses in estuaries to boating facilities, intake and outfall lines, restoration work, nature study, aquaculture, or resource-dependent activities. Note that Commission staff would not support reducing the protections given to wetlands or estuaries and, as such, these water uses should be included in the PMPU (as described in the certified PMP) or the Conservation/Intertidal water use designation description should be modified to be consistent with the Wetland water use designation which is the most protective.

Aquaculture. The PMPU promotes a large expansion of aquaculture uses within the bay and ocean. Policy language should be included that allows only native species in aquaculture projects in order to prevent impacts to bay habitats and native populations that could occur as a result of the naturalization of non-native species. We also strongly support the use of third party, independent monitoring to assess impacts to habitat and native species that may occur as a result of increased aquaculture, as monitoring and self-reporting carried out by applicants or project proponents can raise questions about bias, transparency, and the defensibility of the results. In addition, please note that the PMPU definition of aquaculture is inconsistent with the definition contained in the Coastal Act and should be revised to identify that aquaculture does not include species of ornamental marine or freshwater plants and animals not utilized for human consumption or bait purposes that are maintained in closed systems for personal, pet industry, or hobby purposes (see comment under Appendix A Definitions below).

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Comments on specific policies:

Please note that the general comments discussed in the sections above are relevant to many of the policies in this chapter. Incorporating those comments may require specific edits to several of the policies. The comments listed below are separate from and in addition to the general comments above.

1. **WLU 1.1.** “Provide continuous shoreline public access unless it is ~~infeasible due to geographic or site constraints and/or inconsistent with public safety, military security needs, or protection of sensitive coastal resources or as otherwise specified in the subdistrict.~~” In addition, there should be more detailed parameters regarding when public access restrictions would be appropriate for safety or military security needs.
2. **WLU 1.3.** “~~Allow~~ Reserve land for visitor-serving amenities and recreational facilities near or adjacent to the shoreline.”
3. **Visual Access.** Add a policy that developments should not distract from views of the bay and ocean, including advertisements, neon signage, digital ads, and lighting that is above that necessary for security or safety.
4. **WLU 1.9.** Delete or clarify the types of recreational facilities that have priority over other lower-cost visitor facilities.
5. **WLU 1.12.** “Encourage new overnight accommodations that offer a range of affordability ~~room types and, where appropriate,~~ are intrinsically lower cost.”
6. **Lower-Cost Visitor Serving and Recreational Facilities.** Add a policy that encourages an increase in the stock of lower-cost overnight accommodations, including micro-hotels/motels, hostels, yurts, cabins, and tent sites. Consider identifying a specific goal as part of this policy (e.g., 15-25% of total stock within the Port, minimum acreage, or minimum quantity of beds/rooms).
7. **WLU 1.13.** “In addition to overnight accommodations, ~~Appealable development~~ shall protect, encourage and, where feasible, provide its fair share of lower-cost visitor and recreational facilities to enhance the public’s enjoyment of the Bay.” In addition, fair share should be defined (e.g., 25% of cost of development or square feet of development, etc.).
8. **WLU 1.13.c.** This section should be revised to clarify that waterside lower-cost facilities may count towards an appealable development’s contribution of lower-cost visitor and recreational facilities, which is a separate requirement that is in addition to the requirement to provide lower cost overnight accommodations as part of the development (or pay an in-lieu fee).
9. **WLU 1.13.e.** “...However, factors such as lower-cost amenities, product types of motels and hotels and other intrinsically lower-cost overnight accommodations, such as micro-hotels/motels, hostels, yurts, cabins, and tent sites, ~~and RV parks,~~

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- may be considered.” RV parks are not always lower-cost, as the price to own, rent, operate, maintain, and park RVs are often high.
10. **WLU 2.3.** Add minimum requirements for softscape and landscape features. This policy could also be strengthened by adding a minimum requirement for green space (e.g., lawn space that is not landscaped and can be used for picnics, sports games, etc.)
 11. **WLU 2.5.** Add a definition for public amenities that includes examples, including but not limited to, restrooms, benches, picnic tables, water fountains, etc.)
 12. **WLU 2.6.a.** “Public parks shall be publicly accessible for a minimum of approximately 85 percent of the year.” Please also identify the minimum number or percentage of weekend days during the peak summer months (Memorial Day to Labor Day) the parks will be publicly accessible and not dedicated to serial temporary events.
 13. **WLU 3.2.** This policy should be strengthened to require maintenance, protection, and enhancement of existing public boat launch facilities. Has the Port analyzed the demand/utilization of its boat launches? If additional facilities are needed, note any areas within the Port where a new public boat launch facility could be added.
 14. **WLU 3.3.** Please add minimum standards to identify the range of slip sizes (i.e., percent of small slips, define “small slips”).
 15. **Baywide General Development.** Please add a policy here or in one of the elements regarding limiting increases in water coverage and only allowing projects with additional water coverage if environmental impacts are avoided or minimized and mitigated.
 16. **WLU 4.6.** “Design and implement major redevelopment and new development to ~~orient~~ provide open space ~~toward the Bay and, where feasible,~~ directly adjacent to the Bay. This policy should be revised in each of the planning districts as well.
 17. **WLU 4.9.** Building height standards should be identified here or in each planning district.
 18. **WLU 4.10.** Delete. Cantilevered or floating walkways maybe allowed only for coastal-dependent uses, such as commercial fishing.
 19. **WLU 4.23.** “~~Allow for~~ Promote the redevelopment and intensification of Commercial Fishing and Sportfishing designations to enhance economic feasibility.”
 20. **Allowable Uses. Secondary Uses.** “...Secondary Uses shall be sited in a manner that reserves functional ground floor water/shoreline frontage and coastal accessway frontage for primary uses.” In addition, please provide additional

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- language to identify that no expansion of secondary uses will occur when primary uses are thriving.
21. **Table 3.6.2: Water Uses.** Remove Aquaculture as a secondary use in Commercial Fishing. Revise allowable uses in Conservation/Intertidal to allow Aquaculture as a secondary use and remove Blue Technology as an allowable use. Revise Recreational Berthing to remove Food Service/Restaurant as an allowable use and allow Overnight Accommodations as a secondary use only. Remove Blue Technology as a secondary use in Sportsfishing Berthing. It is unclear why Spill Response Services would be a secondary use for Commercial Fishing, but not for Recreational Berthing and Sportsfishing Berthing.
 22. **Water Use Table – Notes.** Delete Note 1. The Shelter Island Planning District should have the same requirements as the Embarcadero Planning District (Note 3). We are aware that the existing CDP for Driscoll’s Wharf does allow non-commercial fishing vessels to temporarily berth subject to termination upon 72-hour notice; however, it is our understanding that this method has historically failed to ensure access is provided to commercial fishing boats when needed. As such, we strongly recommend that the PMPU set forth new requirements for Shelter Island that are consistent with the rest of the San Diego Bay. Note 2 should be revised to clarify that avoidance and mitigation are necessary in all water uses; Aquaculture and Blue Technology uses may be allowed, but only where environmental impacts are avoided or minimized and mitigated.
 23. **Table 3.6.3: Land Uses.** In Commercial Fishing, do not allow Food Service/Restaurant as a secondary use or Bulk Liquid Handling, Bunkering, Storage, and Pipelines as a primary use. In Maritime Services and Industrial, allow Aquaculture and Blue Technology as secondary uses only. In Recreation Open Space, allow Aquatic Center as a Secondary Use and do not allow Aquaculture and Marine Education and Training. In Sportsfishing, allow Food Service/Restaurant as secondary uses only. Allow Public Beaches as a secondary use only in Commercial Recreation and clarify that public beaches are open and free to the general public. In Recreation Open Space, allow Performance Feature or Venue as a secondary use only; do not allow Storage or Vessel/Sailing School.
 24. **Land Use Table – Notes.** For Note 1, clarify that food service/restaurant is allowed if it does not conflict with sportsfishing. Delete Note 2, since aquaculture is not a use that is compatible with commercial fishing.
 25. **Water and Land Use Considerations.** Reference the associated standard.
 26. **Baywide Standards:**
 - **5.d.** Delete. Major attractions should be compatible with the size, scale, and design of surrounding development.
 - **7.c.** Revise to allow only 900 square feet of enclosed space per pavilion, consistent with Shake Shack.

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- **7.g.** Revise to clarify outdoor seating shall be available to the general public.
- **8.** Revise to identify “wayfinding programs” and not “wayfinding systems.” Delete “large-scale” from 8.c.
- **11.** Revise to require recreation open space be publicly accessible a minimum of 85 percent of the year.
- **13.a.** Explain why staff believes a 2:1 ratio should be used to satisfy Recreation Open Space requirements. Commission staff recommends consideration of a higher ratio. In addition, the acceptance of rooftop open space should be evaluated and allowed on a case by case basis.
- **14.a.** “...The following features may be located within Accessway Corridors, View Corridor Extensions, and Scenic Vista Areas, provided they maintain adequate access and do not significantly ~~fully~~ obstruct views:...” Identify that ticket booths would not be allowed.
- **14.c.** Identify the appropriate canopy height.
- **16.** Identify the baywide minimum promenade dimensions and building setbacks.
- **17.** Delete.
- **18.a.** Identify the minimum landscape buffer width.
- **18.b.** This provision minimizes the intent of a landscape buffer; any development intrusions into the buffer should be minor and limited to 25% of the buffer width. In addition, intrusions should be evaluated and allowed on a project specific basis.
- **18.c.** “This open space may not count towards any applicable minimum recreation open space for a subdistrict or planning area.” It should be clarified that this may be allowable on a project specific basis, and may not apply baywide.

CHAPTER 4: PLANNING DISTRICTS

General comments

1. Please explain how the number of activating features were chosen for each district.
2. In several instances, the language “at the appropriate time” is used. Please include more detailed parameters throughout to identify the appropriate time.

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Shelter Island (PD 1)

General comments:

Protection of the boat launch facility and small water craft landings. Language should be included that describes the boat launch facility and small water craft landings in this district. In addition, policy language should be added to protect these amenities.

Parking. Commission staff is concerned with the number of policies that seem to suggest parking would be removed from this district, as parking in and around Shelter Island today is heavily utilized. In addition, many visitors to Shelter Island recreate by boating, fishing, and picnicking, all of which would likely require a car to park, even in the future. While we appreciate policies that would connect the Port's shuttle to the district, the Port should provide adequate parking for the general public, including boat trailers. Although the existing parking reservoir may be reconfigured, an equivalent amount of public parking should be provided. In addition, the parking lot directly adjacent to the boat launch should be protected in its current configuration to provide convenient parking for boat trailers and others utilizing the launch as an access point into the bay.

Encroachments. Commission staff continues to be concerned with the number and extent of encroachments of private residential properties along the Bessemer trail. Specifically, many homes have landscaping that extends into Port tidelands and in many cases either blocks access through the tidelands or gives the appearance the land is private. The PMPU should include a mechanism for removal of the encroachments in the near-term, especially given the erosion already occurring on the trail, in order for the trail to be relocated landward and continue to provide access to the public.

Houseboats. Residential uses of boats are not traditional uses encouraged by the public trust and do not appear to be an allowable use under Section 87 of the Port Act. The PMPU should include a baywide policy that establishes that boats may not be used as private residences.

La Playa Piers. Commission staff supports the removal of the docks and piers in La Playa, except of the La Playa Yacht Club pier, within two years of certification of the PMPU. Alternatively, if the Port wishes to retain the piers, the piers (including their docks) should be available for public use at all times. Either action would be consistent with the Commission's action on the certification of the PMP in 1982 that required: "The Board of Port Commissioners shall not renew the existing leases on the five privately owned piers in the La Playa and adjacent Kellogg Beach areas that extend out from the tidelands into the yacht Basin near Shelter Island. At the termination of the existing leases in 1986 the Board of Port Commissioners shall either: a) make the piers available for public use; or b) cause them to be removed. Any piers retained which create a severe impediment to lateral shoreline access shall be modified to correct this situation. Signs indicating availability for public use shall be posted on any piers retained." However, Commission staff does not support the retention of the piers with the existing public access restrictions (i.e., the Nichols Street pier is entirely private and the other four piers contain private docks).

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Marine Uses in Planning Area 1. Commission staff does not support a reduction, removal, or reconfiguration of the Marine Sales and Services land use designation as proposed in Planning Area 1. Marine Sales and Services are coastal dependent uses and should be located directly adjacent to the areas they serve. Therefore, please maintain the existing Marine Sales and Services land use designation along both sides of Shelter Island Drive in the certified PMP.

Comments on specific policies:

Please note that the general comments discussed in the sections above are relevant to many of the policies in this chapter. Incorporating those comments may require specific edits to several of the policies. The comments listed below are separate from and in addition to the general comments above. It should be noted that many of the same policies occur in multiple planning districts; in order to avoid redundancy, these changes are recommended to the same policies in the other planning districts.

1. **PD 1.9 and 1.10.** Commission staff supports these policies and believes they should be incorporated baywide. A policy should be added that addresses legal encroachments, including that they should not impede public access or create the impression of private land, and that encroachments should be phased out in the near-term.
2. **PD 1.13.** In subsection b, revise the requirement for accessway corridors to provide an accessway corridor every 1000 ft. In subsection d, many of the subdistricts use 65 percent visual porosity instead of 50 percent; 65 percent visual porosity should be a baywide minimum to protect coastal views.
3. **PD 1.25.** This is an appealable project description and not a policy. More detailed policy language regarding this project should be included here.
4. **PD 1.30.** “No new private residential or quasi-private residential/public piers or docks are permitted.”
5. **PD 1.32.** The La Playa Trail is already experiencing erosion: “The La Playa Trail shall be protected for the benefit of natural resources and public coastal access. ~~In the event erosion occurs, the La Playa Trail shall be maintained, and if feasible, allow for relocation of the trail and relocated~~ landward towards the District’s jurisdictional boundary as erosion occurs.”
6. **PD 1.37.** “Enhance the Talbot Street trailhead, with activating features such as additional seating, public art, and shade structures, while still protecting public views.”
7. **PD 1.43.** Commission staff supports this policy and requests that the policy also identify that the promenade would extend across the yacht club parcel as well.
8. **PD1.53.** Delete “potential” to strengthen language.

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9. **PD 1.62.** Delete and replace with a policy consistent with the Embarcadero Planning District requirements.

Harbor Island (PD 2)

Comments on specific policies:

Please note that the general comments discussed in the sections above are relevant to many of the policies in this chapter. Incorporating those comments may require specific edits to several of the policies. The comments listed below are separate from and in addition to the general comments above. It should be noted that many of the same policies occur in multiple planning districts; in order to avoid redundancy, these changes are recommended to the same policies in the other planning districts.

1. **PD 2.2.** Revise the requirement for accessway corridors to provide an accessway corridor at least every 1000 ft.
2. **PD 2.11.** Commission staff supports this policy and recommends that this be a baywide policy to protect public views and access.
3. **East Harbor Island Planning Area.** In order to avoid confusion in the future, “approximately” should be deleted from the Recreation Open Space requirement of 12.4 acres.
4. **PD 2.33.** Commission staff supports this policy and requests that this policy be included in other planning districts.
5. **PD 2.48.** ~~“Allow for~~ Encourage the development of lower cost overnight accommodations with a mix of commercial uses within the Commercial Recreation land use designation near the District’s Administration Building.”
6. **Appealable Projects Pacific Highway Corridor Subdistrict.** Identify that the 1000 new beds would be lower-cost.

Embarcadero (PD 3)

General comments:

Commercial Fishing. Strengthen language related to commercial fishing under Planning District Characteristics to be consistent with Section 30234 of the Coastal Act which requires that facilities serving the commercial fishing industry be protected and, where feasible, upgraded and does not allow a reduction of existing commercial fishing harbor space unless the demand for those facilities no longer exists or adequate substitute space has been provided.

Offices. Offices are only allowed for uses permitted by the public trust doctrine. This should be clarified by adding a definition of office.

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G Street Mole. Given that commercial fishing uses are proposed to be relocated to G Street Mole, the specific land uses for that area should be designated as part of the PMPU to ensure they are compatible and complementary to commercial fishing. Therefore, the currently proposed Planning Area should not include the G Street Mole. Commission staff recommends that a larger portion of the mole be designated for commercial fishing in order to provide adequate turnarounds and a buffer for the commercial fishing facilities. In addition, access to and from the mole is already constrained, and the ability of fishermen to easily access the site should not be further obstructed by allowing a variety of uses or intensifying the mole beyond its current operations.

Comments on specific policies:

Please note that the general comments discussed in the sections above are relevant to many of the policies in this chapter. Incorporating those comments may require specific edits to several of the policies. The comments listed below are separate from and in addition to the general comments above. It should be noted that many of the same policies occur in multiple planning districts; in order to avoid redundancy, these changes are recommended to the same policies in the other planning districts.

1. **PD 3.9.** The PMPU should identify specific limits on temporary activities and experimental programming. Both terms should also be defined.
2. **PD 3.12.** Bike lanes on roads should not qualify as Recreation Open Space, since bike lanes are part of roadways/streets.
3. **PD 3.18.** Identify building height limits.
4. **PD 3.19.** Clarify how maintaining the architectural scale and height consistent with existing adjacent development would occur (e.g., structural setbacks, setbacks, buffers, etc.).
5. **PD 3.22 and 3.25 Regional Mobility Hubs.** Identify the anticipated timeline for implementation of mobility hubs, potential locations, and how parking would conform with what is being replaced. Also, PD 3.22 should be revised to allow mobility hubs within one-quarter to one-half mile walking distance of major attractions, given that this area is currently served by a summer shuttle, FRED shuttle, trolley service, etc.
6. **PD 3.25.** Include this policy as a baywide Element and reference the first coastal roadway instead of Harbor Drive.
7. **PD 3.28.** Only temporary activating features should be located on the pier, and not permanent pavilions. Soft surfaces should be green space and not include decomposed granite.
8. **PD 3.29.** Additional hotel rooms should be listed as a project. More detailed policy language related to a hotel expansion should be identified here.

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9. **PD 3.31.** This policy references utilization of the Grape Street Piers for commercial fishing, but the water area is shown as industrial berthing. Please clarify.
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.
11. **PD 3.42.** The conversion of Navy Pier to a park is mitigation for the visual resource impacts of the Midway and elevated overlooks would further obstruct views of the bay; therefore, please delete this policy. In addition, a high-level view of the Bay already exists from the adjacent Midway.
12. **Figure PD 3.5.** Revise to remove the cantilevered promenade.
13. **PD 3.46.** Office space should not be included in a Regional Mobility hub.
14. **PD 3.54.** This policy should be modified to require Bayfront circulator stops.
15. **PD 3.59.** Delete. Cantilevered areas should be evaluated on a case by case basis and only considered for coastal-dependent uses. If cantilevered areas are determined to be appropriate, they should not count towards required Commercial Fishing land use acreage.
16. **PD 3.61.** How much existing recreation open space is there within the subdistrict in the certified PMP? The PMPU should avoid any net loss of recreation open space.
17. **PD 3.64.** “On the G Street Mole, bayside physical and visual access should be provided ~~where feasible. If such access is infeasible, emphasis shall be placed on visual access.~~ Current blockage of 37 percent is permitted to remain, but total visual blockage shall not exceed 50 percent and only if the increase in view blockage is to further enable the Commercial Fishing land use.” Clarify whether the 50 percent blockage was determined based on a site-specific analysis of the commercial fishing facilities proposed to be relocated on G Street Mole. For example, if the additional commercial fishing facilities would only result in a 5 percent increase in view blockage, this policy should be revised to not exceed 42 percent, instead of 50 percent.
18. **PD 3.65.a.** The certified PMP identifies there are 5.4 acres of Commercial Fishing designated land areas in the Embarcadero planning district, which should be maintained and protected. According to discussions with Port staff, the amount of

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- land designated for Commercial Fishing is smaller than that figure due to a GIS error. Please provide an accounting and identify how Commercial Fishing areas will be maintained and protected.
19. **PD 3.65.b.** Remove aquaculture and restaurants as an allowable secondary use, since these uses are not compatible with commercial fishing. In addition, add turnaround areas for commercial fish trucks.
 20. **PD 3.66.** Sportsfishing berthing should not be allowed off the G Street Mole since there is not adequate space for landside support operations for both commercial fishing and sportsfishing. Thus, this policy should be deleted.
 21. **PD 3.69.** Identify limits to programming. How does the proposed 5 acre open space area compare to the existing contiguous park space in this subdistrict?
 22. **PD 3.74.** Delete. Commission staff does not support cantilevered promenades. Development should be moving landward, not seaward.
 23. **PD 3.87.** Revise this policy to include more specificity, as included in the existing PMP. Provisions should include those related to public access, sea level rise, lighting, maximum capacity and event restrictions, improvements to the remainder of the park, and mitigation for the loss of park space.
 24. **Table PD 3.2.** Identify the amount of rooftop open space and clarify that this number includes only the area approved for the Convention Center. Note that Commission staff continues to have reservations regarding the utility and function of rooftop open space. Based on preliminary calculations, approximately 63.9 acres of Recreation Open Space is provided for in the certified PMP compared to 58.8 acres in the PMPU. Please clarify how much Recreation Open Space is included in the certified PMP compared to what is proposed in the PMPU; no net loss of Recreation Open Space would be supported.

Working Waterfront (PD 4)

Comments on specific policies:

Please note that the general comments discussed in the sections above are relevant to many of the policies in this chapter. Incorporating those comments may require specific edits to several of the policies. The comments listed below are separate from and in addition to the general comments above. It should be noted that many of the same policies occur in multiple planning districts; in order to avoid redundancy, these changes are recommended to the same policies in the other planning districts.

1. **Planning District Characteristics.** Identify that priority uses take precedent over aquaculture and blue technology.
2. **PD 4.3.** Clarify that parking should occur on-site or at a dedicated offsite parking reservoirs so that parking at Cesar Chavez Park is maintained for park users.

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3. **PD4.11.** Although shoreline protection may be allowed for coastal-dependent uses, for appealable projects, the shoreline protective device must be consistent with the Chapter 3 policies of the Coastal Act (i.e., must be the least environmentally damaging feasible alternative, must mitigate unavoidable resource impacts, etc.) and approvals of shoreline protection devices for non-appealable development must be consistent with Chapter 8 of the Coastal Act which requires that development minimize substantial environmental impacts (Section 30708(a)), which again may lead to the identification of a less environmentally damaging alternative to shoreline protection.
4. **PD 4.18.** “Protect Cesar Chavez Park and the Cesar Chavez Pedestrian Pier from temporary coastal flooding and inundation through adaptive shoreline strategies such as continued maintenance and ~~enhancement~~ repair of existing shoreline protection.”
5. **PD 4.19.** “Partner with transportation authority agencies and rail owners and operators to facilitate linkages from Cesar Chavez Park to the Barrio Logan Trolley Station, ~~where feasible.~~”
6. **PD 4.23.** We strongly support this policy and recommend it is included as a baywide policy.
7. **PD 4.24.** Revise terms to be consistent with defined “activating commercial features” and “activating recreational features.”

National City Bayfront (PD 5)

General comments:

This planning district should be incorporated into the PMPU to avoid future confusion and to ensure consistency.

Chula Vista Bayfront (PD 6)

General comments:

This planning district should be incorporated into the PMPU to avoid future confusion and to ensure consistency.

South Bay (PD 7)

General comments:

Incorporation of Parcel A, B, C, and Pond 20. The Port is currently preparing an EIR for the Pond 20 parcel and three adjacent parcels (Parcel A to the west of Pond 20, Parcel B to the south, and Parcel C to the east), to consider future land use designations as well as analyzing the establishment of a mitigation bank on the Pond 20 parcel. Port staff has

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indicated that the EIR will analyze the potential for ‘Commercial Recreation’ and ‘Wetlands’ designations for Parcel C, including the site near the Imperial Sands Mobile Home Park, which is currently used as parking by residents. Public access to the site should be considered as part of any future development projects. Commission staff encourages the Port to incorporate these plans into the PMPU process in order to provide a comprehensive update, especially as it relates to the provision of additional public access to the coast.

Comments on specific policies:

Please note that the general comments discussed in the sections above are relevant to many of the policies in this chapter. Incorporating those comments may require specific edits to several of the policies. The comments listed below are separate from and in addition to the general comments above. It should also be noted that many of the same policies occur in multiple planning districts; in order to avoid redundancy, these changes are recommended to the same policies in the other planning districts.

1. **PD 7.4.** Consider including a map in the appendix showing the alignment of the Bayshore Bikeway.

Imperial Beach Oceanfront (PD 8)

Comments on specific policies:

Please note that the general comments discussed in the sections above are relevant to many of the policies in this chapter. Incorporating those comments may require specific edits to several of the policies. The comments listed below are separate from and in addition to the general comments above. It should also be noted that many of the same policies occur in multiple planning districts; in order to avoid redundancy, these changes are recommended to the same policies in the other planning districts.

1. **PD 8.1.** Please evaluate whether the 150-foot-wide pier safety zone on either side of the pier is required and needed, or if it could be reduced in width.
2. **PD 8.5.** “Maintain and improve public access to the shoreline, oceanfront, and Imperial Beach Municipal Pier through wayfinding signage, safe accessways, and adequate lighting that is environmentally sensitive.” [e.g. minimum necessary, shielded, directed downwards, be on a sensor, and be a minimal color temperature]
3. **PD 8.14.** Clarify the timing of redevelopment of the Palm Avenue and Elkwood Avenue parking lots. An equivalent number of public parking spaces should be provided for prior to or concurrent with the redevelopment of these lots.
4. **PD 8.16.** Add a policy that identifies that continuous public access along the exterior perimeter of the pier will be maintained. In addition, add a policy that prohibits additional restaurants on the pier.

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Silver Strand (PD 9)

Comments on specific policies:

Please note that the general comments discussed in the sections above are relevant to many of the policies in this chapter. Incorporating those comments may require specific edits to several of the policies. The comments listed below are separate from and in addition to the general comments above. It should also be noted that many of the same policies occur in multiple planning districts; in order to avoid redundancy, these changes are recommended to the same policies in the other planning districts.

1. **PD 9.18.** Commission staff supports the development of public restroom facilities at Grand Caribe Shoreline Park. This policy should be revised to clarify that the restroom facilities will be developed concurrently with expansion of the park.

Coronado Bayfront (PD 10)

Comments on specific policies:

Please note that the general comments discussed in the sections above are relevant to many of the policies in this chapter. Incorporating those comments may require specific edits to several of the policies. The comments listed below are separate from and in addition to the general comments above. It should also be noted that many of the same policies occur in multiple planning districts; in order to avoid redundancy, these changes are recommended to the same policies in the other planning districts.

1. **PD 10.1.** “~~Allow for~~ Provide water access for a variety of vessels, including but not limited to kayaks, water taxis, ferries, transient boating use, and pleasure craft.”
2. **PD 10.16.** Commission staff supports this policy and requests similar policies in other planning districts.
3. **PD 10.17.** Revise to be consistent with the language in the certified PMP which does not preclude public access to the shoreline around the golf course. In addition, the promenade should be extended as part of major redevelopment and new development to provide a continuous waterfront promenade, including along the golf course, as well as the Coronado Yacht Club. Figure PD10.3 should be revised to include walkways extending along the shoreline in these areas.

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APPENDIX A DEFINITIONS

Please add the following definitions:

Public or General Public. Include identification that the general public does not include paying customers.

Fill. Consistent with the Coastal Act, “Fill” means earth or any other substance or material, including pilings placed for the purposes of erecting structures thereon, placed in a submerged area. (§ 30108.2)

Please revise the following definitions:

Activating Features. Pavilions should be separated out of the definition of “Activating Features” and defined separately with limits on the size and number of pavilions allowed.

Aquaculture. The definition in the PMPU is not consistent with the definition under the Coastal Act and includes other uses that are not considered aquaculture and are therefore not priority uses under the Coastal Act. As such, the definition should be revised to maintain consistency with Section 30100.2 of the Coastal Act:

"Aquaculture" means a form of agriculture as defined in Section 17 of the Fish and Game Code. Aquaculture products are agricultural products, and aquaculture facilities and land uses shall be treated as agricultural facilities and land uses in all planning and permit-issuing decisions governed by this division.

Note that Section 17 of the Fish and Game Code defines aquaculture:

“Aquaculture” means that form of agriculture devoted to the propagation, cultivation, maintenance, and harvesting of aquatic plants and animals in marine, brackish, and fresh water. “Aquaculture” does not include species of ornamental marine or freshwater plants and animals not utilized for human consumption or bait purposes that are maintained in closed systems for personal, pet industry, or hobby purposes, however, these species continue to be regulated under Chapter 2 (commencing with Section 2116) of Division 3.[emphasis added]

Best Available Science. The definition should identify that the most up-to-date projections should be used.

Blue Technology. Revise to clarify that only coastal-dependent uses and activities are allowed. Warehouse-type space with ancillary offices to conduct applied research, equipment development, scientific testing and research, software development, and other similar activities are not necessarily coastal-dependent, since they do not require to be sited on or adjacent to the Bay to be able to function.

Development or New Development. Revise to clarify that development is “in or under water” consistent with Section 30106 of the Coastal Act.

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District Tidelands or Tidelands. Revise to clarify that acquired tidelands and exchanged lands are considered District Tidelands, and subject to the District’s permitting jurisdiction after being incorporated into the certified PMP through a PMP amendment.

Ecological Buffer. Minimum ecological buffers should be identified. Typically, a wetland buffer is a minimum of 100 ft. and a riparian or upland habitat buffer is a minimum of 50 ft.

Living Shorelines. The definition should be revised to clarify that Living Shoreline projects are not one of the allowed uses within Conservation/Intertidal areas. Given that a pilot project for a living shoreline is currently being pursued in a Conservation/Intertidal area, we recommend that this project be added to the project list for that planning district and that specific provisions are included in the PMPU to ensure the project’s consistency with Chapters 3 and 8 of the Coastal Act.

Lower Cost Visitor and Recreational Facilities. Revise the section on public art, museums or exhibits to clarify that entry is free or lower-cost. Remove the following phrase from the definition: “overnight accommodations with kitchenettes, free Wi-Fi, free or reduced cost breakfast, and free parking” since these factors do not mean that the facility is lower-cost. Add a definition of Lower Cost Overnight Accommodations that includes accommodations that are intrinsically lower cost, such as micro-hotels/motels, hostels, yurts, cabins, and tent campsites.

Major Redevelopment or Construction. The PMPU should identify the date that the cumulative demolition, modification, renovation, retrofit, or replacement begins as the effective date of the Coastal Act (January 1, 1977) and include gross square floor area as a standard for the 50% as it relates to structures. In addition, the PMPU should include examples of what “modification” and “replacement” could mean.

Marine Education and Training. Revise to identify that these training programs will be state or federal government technical training.

Overnight Accommodations. Clarify why the Port has referenced the 180 day limitation since timeshares and fractional ownerships were not found to be consistent with the public trust.

Mitigation Banking. “A wetland, stream, or other aquatic resource area that has been restored, established, enhanced, or (in certain circumstances) preserved for providing compensation for unavoidable impacts to aquatic resources permitted under Section 404 of the Clean Water Act, the Coastal Act, or ~~a similar~~ other applicable state or local ~~wetland~~ regulation. A mitigation bank may be created when a government agency, corporation, nonprofit organization, or other entity undertakes these activities under a formal agreement with a regulatory agency.” Identify what “in certain circumstances” would include.

Thank you again for the opportunity to review and comment on the proposed update to the Port Master Plan. Please note that these comments have been submitted on the part of staff and the Commission itself would be the ultimate decision-making body. These

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comments are based on our initial review and are not binding; the Commission and staff may have further comments or identify additional issues over time. We look forward to continuing our coordination with Port staff to update the Port Master Plan in a manner that is consistent with the Coastal Act. If you have any questions or require further clarification, please do not hesitate to contact me at the above office.

Sincerely,



Melody Lasiter
Coastal Program Analyst
California Coastal Commission

CC (via email):

Lesley Nishihira, San Diego Unified Port District
Anna Buzaitis, San Diego Unified Port District
Karl Schwing, California Coastal Commission
Deborah Lee, California Coastal Commission
Kanani Leslie, California Coastal Commission

July 31, 2019

Port of San Diego
Mr. Jason H. Giffen, Assistant Vice President
Planning & Green Port
3165 Pacific Highway
San Diego, CA 92101

Subject: Draft Port Master Plan Update

Dear Mr. Giffen:

The City of San Diego ("City") Planning Department has received the Draft Port Master Plan Update ("PMPU") prepared by the Port of San Diego ("Port"). The City acknowledges the extensive outreach effort the Port has made to obtain public input. The City has reviewed the Draft PMPU and appreciates this opportunity to provide comments to the Port. In response to this request for public comments, the City has identified the following comments for your consideration.

Climate Action and Greenhouse Gas Emissions Reduction

While the PMPU does address Greenhouse Gas Emissions and the establishment of a multimodal system, the PMPU should establish a bold vision for guiding the future of the San Diego Bay Tidelands which should result in a land use and mobility plan that implements the Port's Climate Action Plan ("CAP"). The City encourages the Port to identify how the PMPU implements the Port's CAP. The PMPU provides the opportunity for creating a cleaner San Diego for future generations by eliminating greenhouse gas emissions within the Port's jurisdiction. These efforts would be consistent with the City's Climate Action Plan which was adopted to help achieve the greenhouse gas reduction targets set forth by the State of California. The PMPU should address greenhouse gas reduction by adding goals and policies to the Ecology, Environmental Justice, and/or Mobility Elements. This could include policies to install photovoltaic panels on Port facilities and require the installation for future commercial buildings; the use of zero or very low emission trucks at terminal facilities; meaningful connections to the regional fixed-rail and broader transit system, and the ability for the ability of ships and trucks with refrigeration to plug in the electrical power sources to reduce the need to keep engines running.

Sea Level Rise

The PMPU appropriately recognizes the risk that sea level rise poses to the San Diego County coastline. The PMPU calls for the employment of shoreline adaptation strategies to protect against, then accommodate, temporary coastal flooding or inundation. As these adaptation strategies are developed and a hierarchy of implementation is established, coordination and consistency with other climate adaptation planning efforts along the coastline and bayfront should be prioritized. The City additionally suggests the inclusion of habitat management and conservation in the adaptation strategies and the sharing of monitoring data to contribute to regional climate adaptation planning

efforts. The City encourages the Port to work with the City and other jurisdictions on the creation of a detailed plan addressing sea level rise to address vulnerability and mitigation to better plan and reduce the effects of flooding.

Mobility Network

The City recognizes that the PMPU does address transportation demand measures ("TDM"), transit, pedestrian, and bicycle access. The City recommends further emphasizing the importance of implementing the PMPU policies to reduce single occupancy vehicle usage and help meet State greenhouse gas emissions reductions targets. While the City conceptually supports the traffic calming, restriping and road diets concepts in the PMPU to implement pedestrian, bicycle, and park facilities, the City will need to evaluate how these concepts could impact the streets network once a full traffic analysis is conducted and emphasize policies and concepts that improve circulation and traffic flow along key corridors.

The PMPU should include the following efforts:

- Require Port tenants that employ a large workforce to prepare and implement TDM plans;
- Include multi-modal access improvements between, the Port, San Diego International Airport ("Airport"), and the City's mobility network as identified in the North Embarcadero Mobility Study;
- Include multi-modal access improvements between, the Port, Navy, and the City's mobility network as identified in the South Embarcadero Mobility Study;
- Identify how Port bicycle facilities will connect to the City and Regional bicycle networks;
- Develop implementation plans for the multimodal improvements identified in the PMPU in coordination with the City and other jurisdictions;
- Identify opportunities to enhance transit access to and within Port Tidelands, including but not limited to potential future fixed rail connectivity to the regional trolley and commuter rail systems, dedicated right of way for Rapid and local bus service, automated guideway, and other opportunities to enhance transit access and performance;
- Develop a circulator system to connect mobility hubs with visitor destinations and employment centers;
- Coordinate the development of a circulator system with the San Diego Regional Airport Authority, MTS, and the City to further integrate the Port, Airport, and the Convention Center with the regional transit system;
- Relocate on and off-street parking along the Bayfront to mobility hubs with and adjacent to Port Tidelands;
- Consider a regional mobility hub near the Naval Base Point Loma Old Town Campus that could provide transit access to the Airport and Port Tidelands along North Harbor Drive;
- Locate a mobility hub near the Palm Street Trolley Station to serve the North Embarcadero and the Cruise Ship Terminal; and
- Locate a mobility hub near the Harborside Trolley Station to serve the South Embarcadero Port Tenants.

Open Space/Pathway/Recreational Network

The PMPU seeks to "establish a comprehensive open space network, like a Green Necklace, that shall integrate pathways, recreational open spaces, and natural resource areas." The PMPU should expand upon this policy and the policy to provide a promenade throughout the District. The PMPU should provide greater detail with figures for the pathways and promenades address in the planning districts

and explain how they work to form a network to connect areas outside of the Port Tidelands to the Bay.

North Embarcadero

The PMPU should include the 205-foot setback concept from the 2017 North Embarcadero Setback Park Alternatives as included in the February 25, 2019 staff presentation to the Board, which would establish a setback for new development along the eastside of the Embarcadero between Hawthorn Street and Broadway consistent with the 205-foot setback established by the Lane Field development. The setback would allow for continuing recreational open spaces and integrate paths that would provide a continual "Green Necklace" that links to the County Waterfront Park and the recent developments on Lane Field. The additional recreational open space should be in addition to the amount of recreational open space identified in the PMPU along the westside of the Embarcadero. The PMPU should consider the ability to allow for active recreational uses within recreational open spaces areas where feasible.

The PMPU should identify the 1220 Pacific Highway site for recreational open space as a pedestrian only connection between Pacific Highway and the Embarcadero. The PMPU should only allow a mobility hub without parking for automobiles or for trucks or other staging associated with cruise operations. The PMPU should also identify a mobility hub for automobile parking along Pacific Highway north of Laurel Street rather than a location between Hawthorn and Grape Streets.

Thank you for the opportunity to provide comments on the Master Plan. Continued coordination between the City, the Port, and other agencies will be essential for the successful implementation of the PMPU. Please contact me directly if there are any questions regarding the contents of this letter or if the Port would like to meet with City staff to discuss our comments. Please feel free to contact Michael Prinz, Senior Planner, directly via email at mprinz@sandiego.gov or by phone at 619-533-5931.

Sincerely,



Mike Hansen, Director
Planning Department

MP/tg

cc: Patrick Bouteller, Director, Department of Government Affairs
Adrian Granda, Public Policy Manager, Department of Government Affairs
Tom Tomlinson, Assistant Director, Planning Department
Laura C. Black, Deputy Director, Planning Department
Alyssa Muto, Deputy Director, Planning Department
Tait Galloway, Program Manager, Planning Department
Michael Prinz, Senior Planner, Planning Department
Samir Hajjiri, Senior Traffic Engineer, Planning Department



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 (619) 231-1466 • FAX (619) 234-3407

July 31, 2019

Port of San Diego
 Attn: Planning Department
 3165 Pacific Highway
 San Diego, CA 92101

(via e-mail to: PMPU@portofsandiego.org)

SUBJECT: DISCUSSION DRAFT, PORT MASTER PLAN UPDATE

To whom it may concern:

Thank you for providing the San Diego Metropolitan Transit System (MTS) an opportunity to provide comment on the Port Master Plan Update (PMPU). As the transit operator for central, eastern, and southern San Diego County, MTS shares an interest in long-range development activity in and around the San Diego Bay and the Port's tidelands jurisdiction.

MTS currently operates numerous local bus, Rapid bus, and light rail services in or near the Port's area of jurisdiction, connecting the Port with the greater San Diego region. These include the Blue and Line Trolleys along the east side of the bay and numerous bus routes stretching from the Shelter Island area through downtown and the South Bay and up to Coronado. As part of our agency's planning efforts, new additional transit services and expansions of existing transit services are being considered in the Port's planning area, and we appreciate this opportunity to collaborate looking forward.

MTS has reviewed the Discussion Draft of the PMPU, and has the following general comments, applicable to general strategies and all individual Port subdistrict plans:

- As part of the our Elevate SD planning process, MTS is evaluating possibilities for extending new transit options, such as the Trolley, to the airport. With this in mind, since any project would likely be constructed at least partially in Port jurisdiction, we request that the Port maintain flexibility in how future transit guideway and infrastructure could be accommodated along the North Harbor Drive corridor.
- Figure 3.5.3 within the Mobility Element on page 85 highlights a number of potential water transit routes, transfer points, and mobility hubs. We would request that this Mobility Network map be treated as a flexible, conceptual map that allows for future adjustments to water transit



routes, land-side transit connections, and mobility hub sites in order to leverage connections with any changes to the regional transit network that may occur in the future.

- Mobility Goal Element 3.6 on page 87 calls for the development and implementation of curbside management strategies along key high-volume corridors within the Port's jurisdiction, with highlighted strategies underneath this element seeking to "better organize and improve parking demand and public access" by appropriately balancing uses between public transit, passenger loading pick-up/drop-off, short term parking, commercial loading, and tour bus staging. In order to maximize the ability of the Port's curbs and roadways to accommodate the greatest number of people rather than the greatest number of vehicles, we request that the Port place the highest priority on providing curb space for public transit.
- The PMPU document makes many references to designated public transit lanes throughout the document. MTS is enthusiastically supportive of these efforts to dedicate right-of-way to transit operations, and we would also encourage the Port to include additional transit priority elements such as transit signal priority (TSP) and queue jump/queue bypass lanes within the document as measures that can improve the movement of transit vehicles throughout the Port's jurisdiction.
- A Waterfront/Bayfront Circulator service is referenced in the Planning District plans for Shelter Island, Harbor Island, and the Embarcadero. MTS is happy to support public transportation along the Bayfront, and requests that the Port include measures to coordinate with us through development of the Circulator program to maximize regional transit connectivity.

Thank you again for your attention, and we welcome the opportunity for our agencies to work together in the future.

Sincerely,

Denis Desmond
Director of Planning

L-PORT_PMPU_MTS-Comments_DDESMOND 20190726

DD:pc

Cc: Sharon Cooney, Peter Casellini, Rodrigo Carrasco

San Diego Regional Water Quality Control Board

July 31, 2019

In reply refer to:
Jhaas: CW-255177

Port of San Diego
Attn: Planning Department
3165 Pacific Highway
San Diego, CA, 92101

Submitted via email only: PMPU@portofsandiego.org

Subject: Port of San Diego Master Plan Update Discussion Draft

Planning Department,

Thank you for the opportunity to provide comments on the Discussion Draft of the Port Master Plan Update (PMPU). The Port District and the California Regional Water Quality Control Board, San Diego Region (San Diego Water Board) share common legislative mandates to protect the integrity of San Diego Bay waters for safe and sustainable human and wildlife uses.

San Diego Bay has always been important to our mission. In recognition of its regional importance, the San Diego Water Board adopted a Healthy Waters Strategy for San Diego Bay in 2015. And, on August 14, 2019 staff will provide an update to the Board on the progress of that Strategy. We intend to highlight collaborative efforts between Port District and Water Board staff to assess the Bay's waters and habitats, and to remediate sediment contamination that is affecting the ability of the Bay's waters to support fishing and wildlife beneficial uses.

First, we reiterate the attached comments we provided in April 2017 on the Notice of Preparation (NOP) Draft Environmental Impact Report for the PMPU. Our following comments on the current PMPU Discussion Draft are structured around those April 2017 comments on the NOP. Together the two sets of comments are intended to advance a collaborative approach to carrying out our joint responsibility of Bay stewardship.

Evaluation of Water Quality

Just as the Discussion Draft recognizes the importance of water and habitat monitoring and assessment to make informed management decisions in the future, it should use existing assessments to set planning policies now. The Discussion Draft does not reference or seem to make use of any of the numerous water quality and habitat monitoring and assessment activities carried out by the District and other parties. Doing so could assist planning efforts for - ecological, economic, environmental justice, and other goals and priorities.

HENRY ABARBANEL, PH.D., CHAIR | DAVID GIBSON, EXECUTIVE OFFICER

For instance, as part of Economics Policy 3.4, which calls for farming of marine species, the Plan should recognize and emphasize that aquaculture is heavily dependent upon clean water and sediment. Existing data could be used to define areas that need to be remediated prior to such economic development.

Similarly, the same approach would benefit Environmental Justice Policy 2.4, which calls to maintain existing and promote more fishable water opportunities for all, including access for subsistence anglers.

Increasing Ecological Integrity

The Port District expresses great vision and leadership for identifying its first goal as “*Ecology Goal 1: Conserve, protect, restore, and/or enhance biologically diverse ecosystems.*” The policies to implement Ecology Goal 1 should be expanded to clearly promote opportunities for increasing ecological integrity outside of the two (of 10) Planning Districts with proposed Conservation / Intertidal water uses. As written, the Discussion Draft suggests that Ecology Goal 1 only applies to those two districts and that all other Bay waters are irrelevant to achieving the Goal. As a result, the PMPU misses opportunities to improve the resiliency and diversity of the Bay’s aquatic ecosystems throughout all the District’s jurisdiction.

Relatedly, the policies should be supported by maps that clarify which areas the District considers important ecological areas to achieve this goal. As written, the only guidance is found in the areas designated as Conservation / Intertidal on the Planning District maps. Subjective interpretations by different interests will complicate efforts to achieve Ecology goals bay wide.

In addition, the Plan should identify, where appropriate, how or whether the other goals, policies, and planning standards could affect or be affected by this goal. Absent such discussion, the goal will be much more difficult to achieve because land and water use proposals are less likely to understand how to achieve the Ecology goals and are thus disincentivized from integrating creative solutions at the onset of planning.

As an example, Economics Policy 3.6 is to explore and promote the development of habitat mitigation banks to offset potential development impacts. The PMPU could, but does not, identify areas within each planning district that could serve as mitigation banks, areas that should not be impacted by development, or areas that should be restored from impacts from prior and existing developments. Therefore, the message of this policy is that any impact to habitat or ecological integrity can be offset, which weakens the Goal and if contrary to the District’s intentions should be clarified.

Climate Change Adaptation Planning

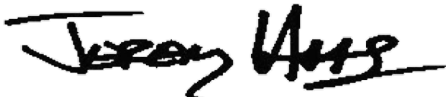
Just as the Discussion Draft outlines several climate change planning and adaptation policies for resilient land-based structures, it should outline policies to ensure resiliency of the Bay’s aquatic ecosystems. PMPU Ecology Goal 1, for example, will only be achieved by recognizing potential effects of climate change on the Bay’s habitat diversity. The PMPU could include policies to ensure that the tidelands can accommodate the needs of the diverse habitats to thrive under likely climate scenarios.

Other Comments

The phrase “where feasible” should be removed from Ecology Policy 2.2, which states *“Redevelopment, major redevelopment, and new development, where feasible, shall remediate and not result in further degradation of land and sediment quality or expose adjacent communities to significant land- and sediment-based environmental contamination.”* The Policy should recognize that it is always feasible to take steps to protect human health and the environment, even if it may not be feasible to completely remove the source of pollution or contamination. Further, the current language conflicts with the expectation for marine sediments in Ecology Policy 2.3, which requires parties to remediate Bay sediment contamination.

Thank you for the opportunity to comment on the PMPU Discussion Draft document. If you have related questions, please contact me at Jeremy.Haas@waterboards.ca.gov or 619-521-3009.

Respectfully,



JEREMY HAAS
Environmental Program Manager
Healthy Waters Branch
San Diego Water Board

Attachment: Notice of Preparation Comment Letter, April 28, 2017

cc: Karen Holman, Philip Gibbons, SDUPD
David Barker, Kelly Dorsey, San Diego Water Board

San Diego Regional Water Quality Control Board

April 28, 2017

San Diego Unified Port District
Planning and Green Port
Attn: Mayra Medel
Via email:
mmedel@portofsandiego.org

In reply refer to / attn:
Jhaas: 255177

Subject: Notice of Preparation Draft EIR for the Port Master Plan Update

Ms. Medel,

Thank you for the opportunity to provide comments on preparation of the San Diego Unified Port District's Port Master Plan Update (PMPU). The Port District and the California Regional Water Quality Control Board, San Diego Region (San Diego Water Board) share common legislative mandates (the San Diego Unified Port District Act and Porter-Cologne Water Quality Control Act, respectively) to protect the integrity of San Diego Bay waters for safe and sustainable human and wildlife uses.

In recognition of the regional importance of San Diego Bay, the San Diego Water Board has adopted and is implementing a Healthy Waters Strategy for San Diego Bay¹ with the assistance of the Port District and other community partners. Together our two organizations have cultivated a strong and productive relationship toward that objective, and in that vein we now offer the following comments on the PMPU.

Assistance evaluating water quality

The San Diego Water Board stands ready to provide the Port District with assistance evaluating potential effects to water quality and associated beneficial uses. The CEQA checklist findings reasonably anticipate potentially significant impacts to water quality and associated beneficial uses from potential land and water use changes resulting from the PMPU. In an effort to optimize our own efforts, we have recently, with assistance from Port District staff, begun comprehensive assessments of water quality conditions for areas within the Bay that support key beneficial uses, including fish and shellfish consumption, contact and non-contact recreation, and habitats and ecosystems.²

For instance, numerous studies, have demonstrated that areas in San Diego Bay with relatively poor circulation and high exposure to chemical inputs (such as marinas with high concentrations of vessels) will accumulate pollutants in sediments, and possibly the water column, at levels that adversely affect marine organisms and are unlikely to be amenable to traditional mitigation measures. Such knowledge should be used to effectively guide PMPU planning decisions.

¹ The Strategy is available at: http://www.waterboards.ca.gov/sandiego/water_issues/programs/sdbay_strategy/

² For more information, please see http://www.waterboards.ca.gov/sandiego/water_issues/programs/key_areas/

Increase ecological integrity

The PMPU should seek to increase the integrity of the Bay's ecosystems and maintain their diversity. Instead of gaging each Port function independently, the PMPU should seek to evaluate alternatives that would measurably increase ecosystem integrity.

For example, since eelgrass beds and intertidal habitats play crucial roles in the life history of several Bay sportfish species, such as halibut, spiny lobster, spotted sand bass, improving habitat integrity also improves commercial, recreational, and subsistence fishing opportunities.

Additionally, in order to assess potential impacts to biological resources, the PMPU should also identify and characterize the current and anticipated habitats in tidal and subtidal areas within each proposed planning district. The descriptions in the scoping document are of limited utility in this regard because they identify existing and planned development uses, but omit information on the adjacent habitat and ecosystems.

Incorporate climate change adaptation planning

The PMPU and evaluation of potential impacts should rely on the most recent scientific estimates of sea level rise from the State of California Ocean Protection Council.³ Sea level rise and associated effects on storm surges threaten water quality and associated human and wildlife beneficial uses and health. Of particular concern for public health are exposure to damaged wastewater pipes that could spill sewage into the Bay and exposure to contaminants in soils mobilized by high water levels. Of particular concern to habitats and ecosystems is the need to allow shallow and intertidal habitats to migrate landward as sea levels rise. Alternatives that provide for migration of intertidal habitats may be the only way to preserve their existence under projected climate change scenarios.

Accordingly, the PMPU's proposed Resiliency and Safety Element should (1) identify vulnerable structures, infrastructure, and habitat types; and (2) specify adaptation strategies that lead to the removal of major threats to public health and allow for habitat diversity under the most likely range of climate change scenarios.

Thank you for the opportunity to comment on the scoping document. If you have further questions, please contact me at Jeremy.Haas@waterboards.ca.gov or 619-521-3009.

Respectfully,



JEREMY HAAS
Environmental Program Manager
Healthy Waters Branch
San Diego Water Board

cc: David Barker, Surface Waters Protection Branch
Julie Chan, Groundwater Protection Branch
Karen Holman, SDUPD

³ Available at <http://www.opc.ca.gov/2017/04/ocean-protection-council-science-advisory-team-working-group-releases-report-on-sea-level-rise-science/>



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sandag.org

July 31, 2019

File Number 3300300

Port of San Diego
Attention: Planning Department
3165 Pacific Highway
San Diego, CA 92101
pmpu@portofsandiego.org

MEMBER AGENCIES

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Unified Port District

San Diego County
Water Authority

Southern California
Tribal Chairmen's Association

Mexico

To Whom It May Concern:

Subject: Port Master Plan Update (PMPU) Discussion Draft

Thank you for the opportunity to comment on the Port of San Diego's (Port) Master Plan Update Discussion Draft. The San Diego Association of Governments (SANDAG) recognizes the importance of the Port and its mission to encourage a diverse range of uses around San Diego Bay. SANDAG is committed to working collaboratively with the Port to better coordinate future land use and transportation plans for the new waterfront and tidelands.

Regional Considerations

Given the recent efforts of SANDAG working with the San Diego County Regional Airport Authority (SDCRAA) and other partners on SDCRAA's Airport Development Plan, please consider ensuring consistency between the Port's Master Plan Update and SDCRAA's Airport Development Plan and any forthcoming environmental analysis. This includes assumptions and impacts to local streets and roads. Continued participation in all regional planning related to airport connectivity is imperative. SANDAG appreciates the Port's participation on the Regional Airport Connectivity Subcommittee and looks forward to continued collaboration on regional transit and roadway improvements.

Developing long-term mobility solutions within the sensitive, space-constrained Embarcadero planning area will be challenging. SANDAG looks forward to participating in the Port's plans for modifications to Harbor Drive within the Embarcadero planning district.

Please consider adding in a description of the status of development at East Basin, and please continue to update SANDAG about this status as development plans move forward.

Goods Movement

Please consider the following comments and clarifications as it relates to goods movement within the Port's Master Plan Update:

- Reference the Economics 4.5 policy in the Mobility and Planning District chapters to indicate that the Port will consider impact fees for any project impacts. Similarly, consider appropriate mitigation measures, such as a traffic impact fee, for any related transportation impacts where appropriate throughout the document.
- Include the definition of “freight hub” in the appropriate appendix.
- For standards included in Planning Districts 2 and 3 (Harbor Island and Embarcadero, respectively), clarify if the proposed improvements on North Harbor Drive are located within the Port or the City of San Diego’s right-of-way.
- In PD4.2, in addition to coordinating with adjacent jurisdictions, clarify if the Port will contribute funding or resources to potential off-Tidelands parking locations for the Working Waterfront stakeholders.
- In PD4.3, clarify what types of enhanced freight improvements and strategies will be considered for access to and from I-5 and SR-15. Change the I-15 reference to SR-15, since the section south of I-8 is not an interstate. In addition, clarify what types of optimized freight facilities and logistics will be considered.
- In PD4.12, consider adding another bullet encouraging the implementation of freight signal prioritization along routes that would facilitate the Port Tenants Association’s California Energy Commission-funded pilot project, soon to be implemented on Harbor Drive.
- For Planning District 5 (National City Bayfront), consider potential truck parking locations either on or off Tidelands. If a truck parking site is selected, consider incorporating alternative fueling infrastructure to expedite some of the action items identified in the California Sustainable Freight Action Plan.
- Provide a timeline for the draft language for the remaining Planning Districts.

Transportation Demand Management & Mobility Hubs

SANDAG appreciates the integration of Transportation Demand Management (TDM) strategies and mobility hub features to help reduce greenhouse gas emissions associated with single occupancy vehicle trips throughout the Port District. Please consider collaborating with SANDAG to align the Port mobility hubs with the future Regional Mobility Hub Network that is being developed as part of San Diego Forward: The 2021 Regional Plan.

TDM strategies consist of programs, services, and policies that encourage transportation alternatives to the private automobile and can help mitigate traffic impacts, parking requirements (e.g., Coastal Commission), and parking demand within and around the development. Additional parking demand management strategies combined with TDM measures and mobility hub features and services can enhance the Port Master Plan Mobility Element to reduce dependency on the private automobile. Please consider the following additional TDM measures and mobility hub features and services:

- Encourage Port District tenants and employees to use transportation alternatives to driving alone. Consider minimizing parking requirements for developers and leverage parking fees

to offer subsidized transit passes for tenants and employees.

- Consider connecting the proposed waterfront circulator to the mobility hubs and proposed development at East Basin. Furthermore, consider connecting development along Harbor Island Drive to the proposed mobility hubs and/or waterfront circulator.
- If a centralized parking facility is proposed, the Port should consider providing mobility solutions to connect users to/from the parking facility and their destination. This service should be seamlessly integrated with the public transit system.
- New and relocated parking facilities should include priority parking spaces for zero emission vehicles (ZEVs), carpools, and vanpools. Additionally, consider the provision of charging infrastructure for ZEVs and micromobility devices.
- When partnering with private vendors to offer shared mobility trips, consider leveraging parking fees, and/or future regional impact fees to offer free or subsidized shared mobility trips.
- Consider the provision of separated bike facilities as well as bike amenities, such as bicycle repair stands and secured bike parking; specifically, provide more details about the proposed bike facility along Embarcadero/North Embarcadero to ensure the facility is safe and comfortable for riders of all ages and abilities.
- To further enhance the wayfinding strategy, consider the provision of interactive transportation kiosks that display real-time information about regional transit services, bikeshare, carshare, rideshare, and other transportation options.
- Consider the provision of flexible curb management practices, such as charging for permitted uses by time of day and/or special events; flexible curb space uses may include passenger loading and unloading (on-demand rideshare and shuttle services) and space for mobile retail and food services. Similarly, consider incorporating appropriate freight mobility components in the curbside management program for trucks accessing hotels and the convention center.

For the full list of mobility hub features, please refer to the SANDAG Regional Mobility Hub Strategy Catalog at sdforward.com/mobility-planning/mobilityHubs.

The SANDAG TDM program, iCommute, provides regional TDM services that encourage the use of transportation alternatives. Regional TDM programs that can be promoted to Port tenants and employees include the regional vanpool program subsidy, the Guaranteed Ride Home service, and support for bicycling, carpool, and transit. Information on the SANDAG TDM program can be accessed through iCommuteSD.com.

When available, please send any additional environmental documents related to this project to:

Intergovernmental Review
c/o SANDAG
401 B Street, Suite 800
San Diego, CA 92101

SANDAG appreciates the opportunity to comment on the Port's Port Master Plan Update Discussion Draft. If you have any questions, please contact me at (619) 699-1944 or coleen.clementson@sandag.org.

Sincerely,

A handwritten signature in black ink, appearing to read "Coleen", with a long horizontal flourish extending to the right.

COLEEN CLEMENTSON
Acting Planning Director

CCL/KHE/nye

From: Lesley Nishihira
Sent: Wednesday, July 31, 2019 4:57 PM
To: Port Master Plan Update
Subject: FW: Staff comment on PMPU Discussion Draft

From: Vissman, Sandy <sandy_vissman@fws.gov>
Sent: Wednesday, July 31, 2019 4:55 PM
To: Lesley Nishihira <lnishihi@portofsandiego.org>
Subject: Staff comment on PMPU Discussion Draft

Good afternoon, Lesley,

As I mentioned in my previous emails, our comment letter is still under review, and it looks like it will not get out by COB today.

I wanted to provide you some staff level input on the discussion draft prior to the close of the public comment period. Thank you very much for the opportunity to provide input on the Discussion Draft. Your considerable effort is evident in the document, which is attractive and seems to have accomplished many of the intended goals for flexibility, economic sustainability, etc.

I have reviewed the discussion draft, and recommend that more background information pertaining to sea level rise and the ecology of San Diego Bay (the Bay), be added, as well as additional measures that will facilitate future restoration/enhancement/protection of habitat in and around the Bay. For example, an LCP typically includes maps and definitions of Ecologically Sensitive Habitat Areas (ESHA). Although the plan expresses some intent to place different trust resources/uses on equal footing, there is not enough detail or mention of the natural resources or areas where they may be protected to facilitate implementation. The conservation element should be woven throughout the document, presented as an option in all planning districts, with more planning district-level details about where enhancement might occur. The Ecology Goals should include goals for proactively pursuing grant funding for restoration, for restoring and augmenting habitat, for encouraging habitat augmentation, where compatible, within Port leases. The Discussion Draft does reflect the Port's intent to minimize additional impacts, to the extent possible, but given the extent of modification and habitat loss in San Diego Bay, a more proactive approach that would increase terrestrial and marine habitats is warranted. The Port is in an excellent position to facilitate and protect habitat in the future with this plan.

I expect that you will receive the Fish and Wildlife Service comments in the coming week or two. I hope that we will be able to discuss some of the suggestions for incorporation into a revised draft PMPU.

Thanks Lesley, I look forward to talking to you soon!

Sandy

--

Sandy Vissman
U.S. Fish and Wildlife Service

Carlsbad Fish and Wildlife Office
2177 Salk Avenue
Carlsbad, California 92008

(760) 431-9440 extension 274

From: Chung, Steve U CIV USN COMNAVREG SW SAN CA (USA) <steve.u.chung@navy.mil>
Sent: Wednesday, September 11, 2019 1:00 PM
To: Jason Giffen; Lesley Nishihira
Cc: Dreusike, Mary E (Mary Beth) CIV (USA)
Subject: Follow Up From Discussion AUG - Discussion Draft

Good Afternoon Jason and Leslie,

Sorry this note is late getting to you – I thought I had sent this back a few weeks ago, and just saw it in my draft box!

Here are two key areas for consideration as your team works the draft plan:

- A. Within the General Development Policy Section of the Draft Port Master Plan, our Navy team recommends incorporating verbiage that provides & establishes a framework that affords the military the ability to review proposals to ensure mission compatibility and consider including an action to prime the pumps to memorialize a compatibility review process within the standards – this will assist and ensure continued streamline coordination w/ the military.
- B. In the effort to maintain, enhance, and expand the travel options to, from, and through the Port Tidelands, the assured protection of the Strategic Highway Network should be emphasized as a priority to maintain terminals as a Strategic Port. The Mobility Element would benefit from a some additional language that defines the Strategic Highway Network and elaborates on its importance. Some language for consideration might state, "The Strategic Highway Network is critical to military domestic operations. This system of roads is necessary for emergency mobilization and peacetime movement of goods to support the military. Through continued support and cooperation of neighboring jurisdictions, the District will endeavor to maintain the linkages the Strategic Highway Network and Connectors provide to the Port Tidelands and its facilities." Furthermore, noting these linkages in such a specific manner will help external agencies know that the implementation of Mobility Goal 4 Policies related to Land Based Transportation Facilities - Goods is a priority and may help spur investment.

Again, sorry this is a bit late and we look forward to continuing to work with both you on the draft master plan.

All the Best and V/R,

Steve Chung
NRSW Regional CPLO - Encroachment Program Director
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