CALIFORNIA COASTAL COMMISSION

SAN DIEGO AREA 5 METROPOLITAN DRIVE, SUITE 103 N DIEGO, CA 92108-4402

(619) 767-2370



RECORD PACKET COPY

November 19, 2001

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TO:

COMMISSIONERS AND INTERESTED PERSONS

FROM:

DEBORAH N. LEE, SOUTH COAST DEPUTY DIRECTOR

SHERILYN SARB, DISTRICT MANAGER, SAN DIEGO DISTRICT DAVID STAHL, COASTAL PLANNER, SAN DIEGO DISTRICT

SUBJECT:

Staff Recommendation on San Diego Unified Port District Port Master Plan

Amendment No. 30 (National City Distribution Center). For Commission consideration and possible action at the Meeting of December 11-14, 2001.

SUMMARY OF STAFF RECOMMENDATION:

Staff is recommending that the Commission approve the proposed amendment transferring approximately 22.14 acres of land into the Port Master Plan. The new land area is located south of West 24th St., between Tidelands Ave and Harrison in the City of National City and would be designated as "Marine-Related Industrial". No adverse environmental impacts to coastal resources are expected to result from the proposed amendment. The site is currently improved with approximately 332,000 sq. ft. of warehouse and office developments, with on-site parking. The acquisition of this site by the Port is intended to offset the loss of land area designated for marine-related industrial uses on the Campbell Shipyard & Fifth Avenue landing leaseholds (PMPA #31) and the South Bay Boatyard (PMPA#32) also on the Commission's December 2001 meeting agenda.

The appropriate motion and resolution can be found on Page 2. The main findings for approval of the amendment as submitted begin on Page 2.

Port Master Plan Amendment Procedure. California Code of Regulations, Title 14, Section 13636 calls for port master plan amendments to be certified in the same manner as provided in Section 30714 of the Coastal Act for certification of port master plans. Section 13628 of the Regulations states that, upon the determination of the Executive Director that the master plan amendment and accompanying materials required by Section 13628(a) are sufficient, the master plan amendment shall be deemed submitted to the Commission for purposes of Section 30714 of the Coastal Act. The subject amendment was deemed submitted on June 15, 2001. Within 90 days after this submittal date, the Commission, after public hearing, shall certify or reject the amendment, in

whole or in part. However, on June 14, 2001, the Board of Port Commissioners waived the 90-day time period

STAFF RECOMMENDATION:

I. PORT MASTER PLAN SUBMITTAL - RESOLUTIONS

Following a public hearing, staff recommends the Commission adopt the following resolution and findings. The appropriate motion to introduce the resolution and a staff recommendation are provided just prior to the resolution.

RESOLUTION I (Resolution to approve certification of Port of San Diego Master Plan Amendment No. 30)

MOTION:

I move that the Commission certify the Port of San Diego Master Plan Amendment No. 30 (National City Distribution Center).

Staff Recommendation

Staff recommends a <u>YES</u> vote and the adoption of the following resolution and findings. An affirmative vote by a majority of the Commissioners present is needed to pass the motion.

Certification of Amendment

The Commission hereby certifies San Diego Unified Port District Master Plan Amendment No. 30, and finds, for the reasons discussed below, that the amended Port Master Plan conforms with and carries out the policies of Chapter 8 of the Coastal Act. The Commission further finds that the plan amendment will not have any significant adverse impacts on the environment within the meaning of the California Environmental Quality Act (CEQA) because either 1) feasible mitigation measures and/or alternatives have been incorporated to substantially lessen any significant adverse effects of the amendment on the environment, or 2) there are no further feasible alternatives and mitigation measures that would substantially lessen any significant adverse impacts on the environment that will result from certification of the port master plan amendment.

II. FINDINGS AND DECLARATIONS.

The Commission finds and declares as follows:

A. <u>Previous Commission Action</u>. The Commission certified the San Diego Unified Port District Master Plan on October 14, 1980. The Commission has reviewed twenty-nine amendments since that date.

- **B.** Contents of Port Master Plan Amendments. California Code of Regulations Title 14, Section 13656 calls for port master plan amendments to be certified in the same manner as port master plans. Section 30711 of the Coastal Act states, in part, that a port master plan shall include all the following:
 - (1) The proposed uses of land and water areas, where known.
 - (2) The proposed 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 this division.
 - (5) Provisions for adequate public hearings and public participation in port planning and development decisions.

The Commission finds that the proposed port master plan amendment conforms to the provisions of Section 30711 of the Coastal Act. The proposed changes in land and water uses are outlined in sufficient detail in the port master plan submittal for the Commission to make a determination of the proposed amendment's consistency with the Chapter 8 policies of the Coastal Act.

The proposed amendment was the subject of a Negative Declaration under the California Environmental Quality Act. The Negative Declaration associated with the plan amendment was subject to public review and hearing and was adopted by the Board of Port Commissioners on January 22, 2001 as Resolution 2001-14. A public hearing on the proposed master plan amendment was held and the amendment was adopted by the Board of Port Commissioners on May 22, 2001 as Resolution 2001-99.

C. <u>Standard of Review</u>. Section 30710 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 covered 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 the Act. The proposed Map Amendment is for a parcel of land located east of the 24th Street National

City Marine Terminal, and does not include any wetland, estuary, or recreation area. Therefore, the policies of Chapter 8 of the Coastal Act are the standard of review for the proposed amendment.

D. <u>Summary of Proposed Plan Amendment/History</u>. Since the original map adoption by the Commission, the Port of San Diego has acquired additional land located within the corporate limits of the City of National City. The land consists of a 22.14 acre parcel, currently improved with approximately 332,000 sq.ft. of warehouse and office improvements, located south of West 24th Street, between Tidelands Avenue and Harrison Avenue, at 1000-1022 West 24th Street in the City of National City. The site is east of the 24th Street National City Marine Terminal and was the subject of Boundary Map Amendment #4 approved by the Commission on June 13th, 2000. The proposed PMPA is to incorporate this parcel into the Port Master Plan under the "Marine-Related Industrial" land use designation, as well as include respective changes to the land and water use tables, maps and text, under Planning District 5 of the Port Master Plan. (see Exhibit 3).

The Port has provided a history regarding the subject development that states the southwest portion of the site was undeveloped and comprised of tidelands until sometime between 1953 and 1958. The southeast portion of the site contained a portion of the historic Santa Fe Railroad Tie Treating Plant from as early as 1891 until some time between 1953 and 1958. During this time, railroad tracks traversed the remaining portions of the parcel. The structures have primarily been used for warehouse and office space since 1964 (SDUPD Draft Negative Declaration, 9/2000).

E. Conformance with the Coastal Act. The proposed amendment would result in changes to land use categories, and to the text and Precise Plan map contained in Planning District 5 (National City Bayfront) of the Port Master Plan. In order for the Commission to certify the proposed master plan amendment, the Commission must determine that the amendment conforms to the following applicable Chapter 8 policies of the Coastal Act:

1. Applicable Policies

Section 30708

All port-related developments shall be located, designed, and constructed so as to:

- (a) Minimize substantial adverse environmental impacts.
- (b) Minimize potential traffic conflicts between vessels.
- (c) Give highest priority to the use of existing land space within harbors for port purposes, including, but not limited to, navigational facilities, shipping industries, and necessary support and access facilities.

- (d) Provide for other beneficial uses consistent with the public trust, including, but not limited to, recreation and wildlife habitat uses, to the extent feasible.
 - (e) Encourage rail service to port areas and multicompany use of facilities.

2. Findings for Consistency with Chapter 8 of the Coastal Act

The project site is located in an industrial and commercially developed area in the Port Master Plan Planning District 5 on the National City bayfront, which is an established and developed marine-related industrial area. Substantial areas on the bayfront are currently used for lumber storage, manufacturing and distribution, which are dependent on proximity to the Port's deep-water wharves. Presently, under the City of National City, the project site is zoned "Medium Manufacturing/Coastal Zone". Permitted uses in this zone include light and medium manufacturing, wholesaling, warehousing, and distribution, research and development, etc. The site is currently developed as a light industrial facility, occupied with warehouse and office uses. The structures on the site range from 20 to 26 feet high.

The Port Master Plan contains the following description of marine-related industrial uses:

Activities suitable for the marine-related industrial area include, but are not limited to, ...warehouses, silos, fueling facilities; bulk liquid storage tanks and pipelines; shipping offices and custom facilities...

The proposed site is currently improved with approximately 332,000 sq. ft. of warehouse and office improvements, with on-site parking to meet the requirements of the development. The Plan Amendment indicates that the facilities are to remain entirely unchanged and the current use of the site is consistent with the Port Master Plan designation of "Marine-Related Industrial".

Additionally, Port property surrounding the site is mainly designated for marine-related industrial uses. The general areas to the north of the site currently consist of the U.S. Naval Station and various industrial facilities such as Reynolds Aluminum Supply Company and Georgia Pacific. The area to the south of the site currently contains Pepper Park and the Sweetwater River Channel. The National City Marine Terminal is currently located to the west of the site. The site is bounded to the northeast by railroad tracks and the Riverside Cement Company; to the west by railroad tracks and a vacant parcel; to the north by Bay Marina Drive; and to the south by railroad tracks, a lumber storage yard, and Pepper Park. Thus, the subject site with the proposed marine-related industrial designation is compatible with surrounding land uses.

Furthermore, due to its distance from the bayfront, the site cannot be used for more coastal-dependent immediate marine-related industrial activities, such as a marine terminal, container unloading, or berthing facilities. The proposal allows that the existing facilities be used for marine-related industrial activities that are appropriate for an inland site. Thus, as proposed, the National Distribution Center Port Master Plan Amendment can be found consistent with all applicable Chapter 8 policies of the Coastal Act and will not result in any foreseeable impacts to the surrounding environment.

F. Consistency with the California Environmental Quality Act (CEQA).

As described above, the proposed amendment does not have the potential to result in resource damage in the form of individual or cumulative impacts to land use or sensitive resources. No significant, unmitigable environmental impacts were identified. The proposed amendment was the subject of an Environmental Impact Report under CEQA. The EIR was subject to public review and hearing and was adopted by the Board of Port Commissioners. The proposed amendment will not result in significant adverse impacts to the environment of the coastal zone and there are no feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse effect which the amendment may have on the environment. The Commission therefore finds that the amendment is consistent with the California Environmental Quality Act.

(G:\San Diego\Reports\Port\PMPA # 30 stfrpt.doc)

Re Amendment of Port District]
Master Plan - National Distribution]
Center]

RESOLUTION 2001-99

WHEREAS, the San Diego Unified Port District (Port District) has an adopted Port Master Plan which has been certified by the California Coastal Commission; and

WHEREAS, said Plan was prepared, adopted and certified pursuant to the Port District Act, the California Coastal Act and other applicable laws; and

WHEREAS, a proposed Plan Amendment for the National Distribution Center project in the City of National City has been prepared and processed; and

WHEREAS, a Final Negative Declaration pursuant to the California Environmental Quality Act, State CEQA Guidelines, and Port District procedures relative to said Amendment has been prepared and adopted and its contents considered, NOW, THEREFORE,

BE IT RESOLVED by the Board of Port Commissioners of the San Diego Unified Port District, as follows:

That the Master Plan of the Port District is amended by incorporating therein the Master Plan Amendment, on file in the office of the Port District Clerk as Document No.

42223 , pertaining to said National Distribution Center project.

BE IT FURTHER RESOLVED that the Executive Director or his designated representative is hereby authorized and directed to transmit said Master Plan Amendment, together with all relevant factual information, the adopted Final Negative Declaration, and the Coastal Act consistency analysis to the California Coastal Commission for its review, approval and certification pursuant to the California Coastal Act, and that said

EXHIBIT NO. 1

Resolution No. 2001-99

2 pages

Page 1 of 2

Amendment will take effect automatically and be deemed fully certified upon Coastal Commission approval pursuant to Public Resources Code Section 30714. This action by the Board of Port Commissioners constitutes formal adoption of the Coastal Commission's certification of the referenced Amendment.

ADOPTED	this	22nd	day	of	May	, 2001.

sw 5/22/01 Re Adoption of Final Negative Declaration]
for National Distribution Center & Port]
Master Plan Amendment, National City]

RESOLUTION 2001-14

WHEREAS, pursuant to Resolution 99-248, adopted 28 October 1999, the Executive Director was authorized to purchase, on behalf of the San Diego Unified Port District (District), approximately 22.14 acres of land, improved with approximately 332,000 square feet of warehouse and office improvements, commonly known as the National Distribution Center, located at 1000-1022 West 24th Street in the City of National City; and

WHEREAS, the District has an adopted Master Plan which has been certified by the California Coastal Commission; and

WHEREAS, said Master Plan was prepared, adopted and certified pursuant to the District Act, the California Coastal Act and other applicable laws; and

WHEREAS, the District desires to incorporate the approximately 22.14 acre parcel into its Master Plan, thereby giving the District land use authority; and

WHEREAS, the District desires to change the land use designation to Marine Related Industrial which would make the National Distribution Center's land use designation consistent with nearby District property and District trust purposes found within the National City Bayfront Planning District of the Port Master Plan; and

WHEREAS, pursuant to the California Environmental Quality Act, the Resources Agency Guidelines, and District procedures, the District has prepared a Final Negative Declaration for the National Distribution Center & Port Master Plan Amendment,

EXHIBIT NO. 2 PMPA #30

Resolution No. 2001-14

2 pages

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National City, and said Final Negative Declaration is before the Board of Port Commissioners for decision, review and consideration, NOW, THEREFORE,

BE IT RESOLVED by the Board of Port Commissioners of the San Diego Unified Port District, as follows:

That the Final Negative Declaration for the project entitled "National Distribution Center & Port Master Plan Amendment, National City, California", including without limitation the initial study and public comments, on file in the office of the District Clerk as Document No. 41623, has been reviewed and considered and based upon the whole record the Board finds and determines that the project, including the Master Plan Amendment, as designed and projected will not have a significant effect on the environment, and further finds and determines that in light of the whole record that the overall Project will have no substantially adverse effects to land, air, water, minerals, flora, fauna, noise or objects of historic or aesthetic significance, nor will the Project otherwise have a potentially significant adverse impact on the environment. Further, the Negative Declaration finds that the Project will have a de minimis impact on the environment. Said Final Negative Declaration is therefore hereby adopted and approved.

BE IT FURTHER RESOLVED that this action constitutes final environmental approval and for that purpose only the District approves the proposed project, and the Executive Director or his authorized representative is authorized and directed to file, in accordance with law, a Notice of Determination with the Secretary for Resources and the San Diego County Clerk.

ADOPTED this	30th	day of	January,	2001.
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SW

San Diego Unified Port District Proposed Master Plan Amendment

DRAFT

National Distribution Center Port Master Plan Amendment

Existing/Proposed Plan Text and Proposed Plan Graphics

March 21, 2001

Note: Text to be deleted shown stricken and text to be added shown underlined.

Text in italics is for clarification only and is not part of the Plan Amendment.

EXHIBIT NO. 3

PMPA #30

Proposed Port Master Plan Amendment

7 pages

Rev: NDC dPMPA - AAAB - March 21, 2001

TABLE 4

PORT MASTER PLAN LAND AND WATER USE ALLOCATION SUMMARY

LAND			WATER	TOTAL				
	ACRES			ACRES	ACRES		% OF TOTAL	
USE	Existing	Revised	USE	Existing Revised	Existing	Revised	Existing F	Revise
COMMERCIAL	354.4	<u>354.0</u>		383.8	738.2	<u>737.8</u>	14%	
MARINE SALES AND SERVICES	26.2		MARINE SERVICES BERTHING	23.1				
AIRPORT RELATED COMMERCIAL	. 38.0							
COMMERCIAL FISHING	7.6	•	COMMERCIAL FISHING BERTHING	19.0				
COMMERCIAL RECREATION	278.0	<u>278.5</u>	RECREATIONAL BOAT BERTHING	330.6				
SPORTFISHING	3.7		SPORTFISHING BERTHING	11.1				
INDUSTRIAL	- 1165.3	1239.6		220.1	1385. 4	1459.7	26%	27%
AVIATION RELATED INDUSTRIAL	152.9			•				
INDUSTRIAL BUSINESS PARK	113.7							
MARINE RELATED INDUSTRIAL	332.8	<u>355.3</u>	SPECIALIZED BERTHING	172.9				
MARINE TERMINAL	149.6		TERMINAL BERTHING	47.2			•	
INTERNATIONAL AIRPORT	446.3	<u>468.1</u>						
PUBLIC RECREATION	270.2	271.2		680.1	950.3	951.3	18%	
OPEN SPACE	19.1	19.0	OPEN BAY/WATER	680.1				
PARK/PLAZA	140.5	139.6						
GOLF COURSE	98.2	97.8						
PROMENADE	12.4	14.8						4
CONSERVATION	394.7			1053.6	· 1448.3		27%	•
WETLANDS	304.9		ESTUARY	1053.6				
HABITAT REPLACEMENT	89.8		,					
PUBLIC FACILITIES	228.8	227.8		392.3	621.1	<u>620.1</u>	12%	11%
HARBOR SERVICES	5.0		HARBOR SERVICES	10.5				
CITY PUMP STATION	0.4		BOAT NAVIGATION CORRIDOR	283.4				
			BOAT ANCHORAGE	25.0				
FIRE STATION	0.4		SHIP NAVIGATION CORRIDOR	49.2				
STREET	223.0	222.4	SHIP ANCHORAGE	24.2				
MILITARY	25.9			125.6	151.5		3%	
NAVY FLEET SCHOOL	25.9		NAVY SMALL CRAFT BERTHING	6.2				
			NAVY SHIP BERTHING	119.4				
TOTAL LAND AREA	2439.3	2513.2	TOTAL WATER AREA	2855.5				
		7.2.2					4554	
MASTER PLAN	LAND	DAND	WATER ACREAGE TO	STAL	5294.8	<u>5368.7</u>	100%	

Existing acreage:

NORTH EMBARCADERO VISIONARY PLAN PMPA on MARCH 14, 2001

Revised Acreage includes adopted (*) and draft (-) PMP4:

- *NTC_LT PMPA BPC adoption July 25, 2000 acquisition February 23, 2001
- * Giorietta Bay Master Plan BPC adopted April 3, 2001
- National Distribution Center draft PMPA of March 21, 2001

TABLE 14

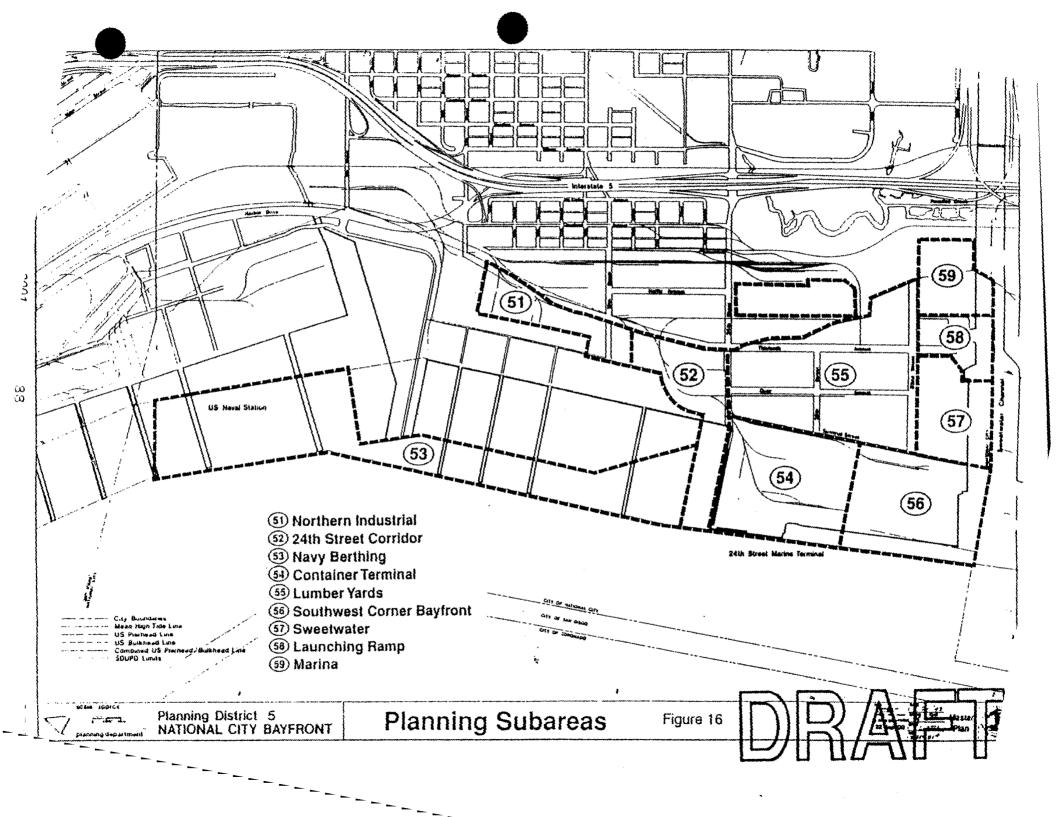
NATIONAL CITY BAYFRONT : PLANNING DISTRICT 5 PRECISE PLAN LAND AND WATER USE ALLOCATION

LAND			WATER	TOTAL				
USE	ACRES Existing Revised		USE	A C R E S Existing Revised	A C R E S Existing Revised		% OF TOTAL Existing Revised	
COMMERCIAL	7.9			14.6	22.5		5%	
COMMERCIAL RECREATION	7.9		RECREATIONAL BOAT BERTHING	14.6				
INDUSTRIAL	210.1	232.6	MINOR (1974)	21.6	231.7	<u>254.2</u>	55%	<u>58%</u>
MARINE RELATED INDUSTRIAL MARINE TERMINAL	128.1 84.0	148.6	SPECIALIZED BERTHING TERMINAL BERTHING	7.9 13.7				
PUBLIC RECREATION	4.2			2.2	6.4		2%	1%
PARK	4.2		OPEN BAY / WATER	2.2				
PUBLIC FACILITIES	28.9	28.5		11.9	40.8	40.4	10%	9%
STREETS FIRE-STATION	28.5 0.4		BOAT NAVIGATION CORRIDOR SHIP NAVIGATION CORRIDOR	7.0 4.9				
MILITARY	_			116.7	116.7		28%	27%
			Navy Ship Berthing	116.7				
TOTAL LAND AREA	251.1	273.2	TOTAL WATER AREA	167.0				
PRECISE PLA	N LAN	D AND	WATER ACREAGE 1	TOTAL	418.1	440.2	100%	

Existing acreage includes: NATIONAL CITY MARINA PMPA on AUGUST 11, 1994

Revised Acreage includes draft (-) PMPA:

⁻ National Distribution Center draft PMPA of March 21, 2001



Twenty Fourth Street Corridor

Just south of the northern industrial area is another small subarea, differing only in the type of development. It is dominated by a large shipbuilding yard which has a narrow water access corridor. Another shippard uses its leased area to store ship parts. The two remaining uses are a fuel distribution yard and a city fire station an office center for the vehicle importer. The fire station will be renovated to accommodate a full complement of fire and emergency medical staff.

The Master Plan considers this area for marine oriented industrial use, with which the present uses are compatible. Other activities appropriate for the area are mentioned in the Lumber Yard subarea.

National Distribution Center

The Port acquired 22.1 acres of property located at 1000-1022 Bay Marina Drive, formerly known as West 24th Street. This property is currently known as the National Distribution Center and will be used for Marine Related Industrial purposes.

Navy Berthing

The Port District has jurisdiction over a large amount of water west of the Naval Station which is now being used for military ship berthing. The Master Plan foresees continuing this use under the Navy Ship Berthing designation. No other use is considered appropriate under present circumstances.

Container Terminal

The National City Marine Terminal is one of only two marine terminals identified on the Master Plan Circulation/Navigation Element, and is the only one capable of significant expansion. At present, about 2,400 linear feet of berthing space is available, 1,400 feet along the north wharf and 1,000 feet along the west wharf. Water depth alongside the terminal is a minimum 35 feet at MLLW.

The north wharf is used for ship repair and the receipt of petroleum products, including fuel oil for the San Diego Gas and Electric Company. General cargo can also be handled; a 40,320 square-foot transit shed is available for covered cargo space.

The southerly half of the west wharf is presently a container and bulk-handling terminal. A high-speed container crane, having a capacity of 40 long tons and capable of handling 30 containers per hour, runs along this wharf. The 17-acre container handling and storage yard is serviced by a 33-ton rubber-tired bridge crane. Other facilities include a 32,500-square-foot stuffing and stripping space, paved storage for 2,280 containers (including electrical outlets for refrigerated containers), a steam container cleaning facility, maintenance shops, and Two warehouses; one just over 100,000 square feet and another just under 200.000 square feet are accessible from either the north or west wharves.

The Master Plan proposes to extend the west apron wharf 2,400 feet to the south, then 1,000 feet east to connect to the existing Sweetwater Wharf. (Most of this development will occur in Subarea 56, the Southwest Corner.) Total wharf space at the National City Marine Terminal would then be about 7,800 linear feet.

The wharf design would fill out the bulkhead almost to the U.S. Combined Pierhead and Bulkhead Line, adding about 12 acres of land to the marine terminal. Future dredging would increase the present 35-foot depth to 42 feet MLLW along the west wharf and 37 feet along the Sweetwater Wharf. Construction activities involve excavation, driving of concrete support piles, the placement of rock revetment, and construction of wharf dock and fender systems.

Other improvements contemplated include the installation of a second container crane, additional railroad siding, and paving of the remaining backup area. As a general cargo terminal, this facility could handle almost any commodity; however, it is anticipated that it would handle petroleum on the north wharf,

and vehicles, containers, lumber, and other heavy cargo on the west wharf.

Improved highway access to the marine terminal is needed. An additional industrial accessway to Interstate 5 for north and south movements is recommended.