

CHAPTER 2 INTRODUCTION

2.1 Background

The Chula Vista Bayfront is situated on the southern edge of San Diego Bay in the County of San Diego, California. The majority of the Bayfront is currently under the jurisdiction of the Port, to which the State Legislature conveyed (1) the tidelands bayward of the mean high-tide line and (2) the submerged lands generally to the U.S. Pierhead Line. The Port acts as trustee for administration of these lands. The Port has regulatory duties and proprietary rights with respect to these lands and any lands the Port subsequently acquires; the Port manages them for the benefit of the State of California. The remaining portions of the Chula Vista Bayfront are under jurisdiction of the City of Chula Vista (City).

2.1.1 Public Participation in the Planning Process

Public outreach has been the cornerstone of the master planning process. The award-winning public outreach and participation program for the Chula Vista Bayfront Master Plan (CVBMP) was one of the most comprehensive public outreach efforts conducted to date by the Port and City; the effort was led by agency staff, developer team members, and key consultants. The program occurred in two phases, which are described below.

2.1.1.1 Initial Public Outreach

During the initial master planning process, which began in January 2003 and ended in May 2004, the Port and City engaged in an extensive public outreach and participation program. The program consisted of: 15 Citizens Advisory Committee (CAC) meetings, seven power plant working group meetings, eight public workshops and joint Board of Port Commissioners (Board)/Chula Vista City Council (City Council) meetings, and other activities as summarized below. The initial master planning process resulted in the development of two land use plans, then referred to as “Option C” (which has evolved into the “Harbor Park” alternative) and “Option B” (which has evolved into the “No Land Trade” alternative); both plans are discussed in *Chapter 5, Alternatives*.

a. Citizens Advisory Committee

In July 2003, a 21-member CAC was formed to increase citizen participation in the CVBMP process and to allow for a constructive exchange of ideas with a diverse group of interested parties. These included private citizens, community organizations, environmental groups, labor, state and local agencies, business groups, Port tenants, adjacent landowners, and other groups. The CAC was to meet regularly, review consultant deliverables, and make recommendations to

staff and the consultant team throughout the process, leading to a recommendation for a preferred plan. The initial master planning process CAC members included:

1. Keri Weaver, California Coastal Commission
2. Chris Lewis, Chula Vista Chamber of Commerce
3. Jack Blakely, Chula Vista Downtown Business Association
4. Susan Fuller, Chula Vista Nature Center
5. Rudy Ramirez, Chula Vista Vision 2020 General Plan Update Steering Committee
6. Bruce Warren, Citizens Coordinate for Century 3
7. Patricia Aguilar, Crossroads II
8. Laura Hunter, Environmental Health Coalition
9. Clay Hinkle, Goodrich Aerostructures Group
10. Jennifer Badgley, San Diego-Imperial Counties Labor Council
11. Jennifer Williamson, San Diego Association of Governments
12. Jim Peugh, San Diego Audubon Society
13. Allison Rolfe, San Diego Baykeeper
14. Sal Giametta, San Diego Convention and Visitors Bureau
15. Fred Sainz, San Diego Convention Center Corporation
16. Nick DeLorenzo, San Diego Council of Design Professionals
17. Eduardo Landeros, San Diego County Hispanic Chamber of Commerce
18. Beverly Mascari, San Diego Port Tenants Association
19. Kelly Hruska, San Diego Regional Economic Development Corporation
20. Charles Moore, South County Economic Development Council
21. Victoria Touchstone, U.S. Fish and Wildlife Service.

Fifteen CAC meetings were held between July 2003 and May 2004 and were well-attended by the public. The following is a summary of CAC meetings during the initial master planning process:

- CAC meeting #1 was held on July 28, 2003, and was an orientation to the CVBMP site and planning process. The CVBMP initial urban design consultant team, led by Carrier Johnson/Cooper Robertson & Partners and Wade Communications, presented their preliminary findings regarding existing conditions, opportunities, and constraints. Several CAC members suggested that the CVBMP area be jointly planned with the adjacent “Midbayfront” property and requested Port and City staff to further explore a land

exchange between the Port and Midbayfront properties, which could allow residential use to be placed on existing Port property.

- CAC meeting #2 was held on September 15, 2003, and consisted of a bus tour of the CVBMP project area and a brief presentation by Port staff on the land exchange concept. The CAC requested that State Lands Commission (SLC) staff present on this topic at a future CAC meeting.
- CAC meeting #3 was held on October 13, 2003, and focused on the South Bay Power Plant (SBPP) site and its relationship to the CVBMP master planning process. Presentations were made regarding the SBPP site, tax increment funding, regional energy efforts, and the power plant licensing process.
- CAC meeting #4 was held on November 3, 2003, and included an update on the formation of a power plant working group; discussions of a goal matrix; and discussions of topics such as the SBPP, tax increment funding, community impact report, and joint planning/land exchange. A representative from the existing South Bay Boatyard made a presentation on its proposed boat hoist upgrade project.
- CAC meeting #5 was held on November 17, 2003, and focused on land trading. Staff from the SLC and Attorney General's Office made presentations on the Public Trust Doctrine, SLC jurisdiction and authority, the Public Resources Code, and constitutional requirements.
- CAC meeting #6 was held on December 8, 2003, and was a joint meeting with the Chula Vista General Plan Update Steering Committee to discuss the two planning processes and coordinate efforts on them.
- CAC meeting #7 was held on January 12, 2004 and the CAC participated in a visioning exercise. The urban design consultant team presented its preliminary planning framework.
- CAC meeting #8 was held on March 1, 2004, and primarily consisted of a presentation by economic consultant Sedway Group and CAC discussion of Sedway's draft market study findings.
- CAC meeting #9 was held on March 29, 2004, and primarily consisted of the urban design consultant's presentation on, and CAC discussion of, the preliminary concepts for the master plan.
- CAC meeting #10 was held on April 12, 2004, and primarily consisted of the urban design consultant's presentation on, and CAC discussion of, the three draft land use plans (open space, land, and water plans).
- CAC meeting #11 was held on April 19, 2004, and included a presentation on the Power Plant Working Group report and continued discussion of the draft land use plans. At this

meeting, Laura Hunter of Environmental Health Coalition presented two concepts: one with a land exchange and one without.

- CAC meeting #12 was held on April 26, 2004, and consisted of presentations on, and CAC discussion of, preliminary financial considerations, a revised land use plan Option C, and open space concepts. At this meeting, the CAC approved two motions: first, to have four alternatives analyzed in the Environmental Impact Report (two with a land exchange and two without); and second, to hold a special CAC meeting on May 3, 2004, for further CAC discussion.
- CAC meetings #13 and #14 were held on May 3 and May 10, 2004, to allow the CAC to “vote” on those elements of the draft land use plans that they agreed on or could “live with” and wanted further analyzed. Consultant Wade Communications prepared a facilitated exercise for the CAC’s self-guided discussion at both meetings.
- CAC meeting #15 was held on May 17, 2004, and consisted of the urban design consultant’s presentation of the revised draft land use plans to be considered by the Board/City Council, and the CAC’s discussion of those plans.

b. South Bay Power Plant Working Group

The SBPP Working Group, a separate committee outside the CAC, was formed in December 2003 to identify and examine potential relocation, reconstruction, and/or removal of the SBPP and adjacent energy infrastructure, in greater detail than would be possible within the broader mission of the CAC. As such, the SBPP Working Group was asked to provide its input to Port staff and report its findings to the CAC.

The SBPP Working Group consisted of representatives from the State Lands Commission, environmental groups (Environmental Health Coalition, San Diego Baykeeper, and San Diego Audubon Society), Utility Consumers’ Action Network, San Diego Regional Energy Office, San Diego Gas & Electric, the City of Chula Vista, Sweetwater Authority, South County Economic Development Council, and others. The SBPP Working Group recommended two land use alternatives for the power plant site and summarized them in a report. Seven working group meetings were held from December 2003 through April 2004. Meeting topics included:

- Regulatory framework and policies for power plant permitting, “reliability must-run” status, and cost recovery
- Current leases, contracts, and easements for the facilities
- Regional energy plans and their relationship to the SBPP
- An understanding of the transmission network and how electricity is currently delivered in the San Diego Region

- Environmental and health concerns associated with current facilities and the potential benefits and costs of closing, relocating, or replacing them with smaller, underground, and/or newer technology facilities (including alternative cooling techniques, such as dry cooling for gas-fired power plants and implementing renewable energy sources)
- Approximate costs of various alternative facilities
- Revenues produced by current facilities and projected value if facilities were relocated elsewhere in the master plan area.

c. Public Workshops and Joint Board/City Council Meetings

Five public workshops and three joint Board and City Council/Redevelopment Agency meetings, held between January 2003 and May 2004, served as another forum for soliciting public input and support during the master planning process.

- Public Workshop #1 was held on January 16, 2003, and was conducted by Port and City staff to introduce the public to the planning area and process. A wide variety of questions and comments were received from the public regarding: the study area, public outreach and participation, the planning process, potential opportunities and issues, and preliminary development ideas for the Bayfront.
- Public Workshop #2 was held on May 21, 2003, to introduce the urban design consultant team and scope of the public outreach program, and to facilitate discussion with the public on opportunities within the project area. A brief presentation was made on the CVBMP project, including the planning, regulatory, and coastal processes. The public made comments regarding joint planning of the Midbayfront and Port properties and the necessity to remove the power plant.
- Public Workshop #3 was held on July 30, 2003, and the urban design consultant team presented its preliminary findings regarding existing conditions, opportunities, and constraints for the CVBMP.
- Public Workshop #4 was held on March 1, 2004, and consisted of a presentation on the master plan progress, summary of public input received to date, urban design consultant design principles and development framework, and draft market study findings.
- Public Workshop #5 was held on April 19, 2004, and consisted of the urban design consultant team's presentation on the preliminary concepts and draft land use plans.
- At the first joint Board/City Council meeting held on July 29, 2003, the urban design consultants presented their preliminary findings regarding existing conditions, opportunities, and constraints. As a result of public comment, the Board and City Council directed Port and City staff to conduct a separate public workshop on the power plant and to explore joint planning of the CVBMP and Midbayfront properties, as well as the

feasibility of a land exchange between the two properties, which could allow residential use to be placed on existing Port property. Consequently, in December 2003, a power plant working group was established to focus on the complexity of issues associated with the entire 150-acre power plant parcel. Furthermore, in March 2004, the Board and City Council approved an amendment to the Port/City Joint Planning Agreement to incorporate the 128-acre Midbayfront properties into the CVBMP project area. Pacifica Companies, which has an option to acquire the privately-held portion of the Midbayfront properties, met regularly with staff to provide input to the joint plan and further discuss the land exchange concept.

- The second joint meeting was held on March 30, 2004. The Board and City Council received a presentation on the consultant's draft market study findings and preliminary concepts for the master plan. Much public input was received concerning various aspects on, and potential ideas for, the draft land use plans.
- The third joint meeting was held on May 25, 2004. The Board and City Council received a presentation on the three draft land use plans. After hours of public testimony on the plans and praise of the public outreach effort, including near unanimous community support of two of the land use plans, the Board and City Council approved the two staff-recommended land use plans and authorized staff to prepare a development program, conduct a financial feasibility analysis, and commence the environmental review process for the two land use plans (then referred to as Options B and C). Option B has since evolved and been renamed the No Land Trade alternative. Option C has also evolved and was renamed Plan A and subsequently the Harbor Park alternative.

d. Other Public Outreach and Public Participation Efforts

In addition to the CAC and SBPP Working Group meetings, public workshops, and joint Board/Council meetings, approximately 30 community presentations were made to interested stakeholders, agencies, and organizations..

Furthermore, three CVBMP newsletters were published to keep the public apprised of the master planning progress. The first newsletter was issued in June 2003 and described the master planning site; process, allowable uses on Port tidelands; a summary of the May 21, 2003, public workshop; the Port/City master plan objectives; and opportunities for public input. The second newsletter was issued in January 2004 and described the CAC formation, a CVBMP timeline, availability of the CVBMP webpage and online survey, and an article written by the CAC. The third newsletter was issued in May 2004 and provided an update on the master planning phase and a summary of the January CAC visioning exercise results.

The Port also kept the public apprised of the planning effort and solicited further public input by creating a CVBMP webpage, which contained: a description of the project area, planning

process, and schedule; public input opportunities through public meetings; and access to major consultant deliverables. The webpage also allowed the public to register to be placed on the CVBMP mailing list (that contained approximately 1,500 contacts) and provided an online survey where the public could express concerns and provide ideas on the vision for the Bayfront, master plan alternatives, public outreach, and the planning process. Over 75 individuals completed the survey either online or in written format.

The Port and City also participated in various community events, such as “Celebrate Chula Vista,” to educate the public about the CVBMP planning process and encourage their participation. Finally, the Port and City issued media releases and maintained contact with media representatives throughout the planning process.

2.1.1.2 Subsequent Public Outreach

During subsequent stages of the master planning process, which began in June 2004 and ended in August 2005, built upon the initial master planning efforts and resulted in the development of three master plan alternatives with specific uses and locations, development program and height ranges, and phasing recommendations.

During the continued master planning process, the Port and City continued their extensive, award-winning public outreach and participation program, which consisted of: 16 CAC meetings, including two “charrette” workshops that enabled participants to review plan alternatives in three-dimensions; five meetings on economics; a Bayfront tour; a public workshop; a joint Board/City Council meeting; six separate CVBMP-related Board/City Council meetings; 15 community presentations, and other activities summarized as follows:

a. Citizens Advisory Committee

During subsequent phases of the master planning process, the CAC was reorganized and expanded to 28 members, including 14 of the initial CAC members and 14 new members. The CVBMP subsequent master planning CAC members included:

1. Patricia Aguilar, Crossroads II
2. Jennifer Badgley, San Diego–Imperial Counties Labor Council
3. Ken Baumgartner, The Corky McMillin Companies
4. Lowell Billings, Chula Vista Elementary School
5. Jack Blakely, Chula Vista Downtown Business Association
6. John Chavez, South Bay Forum
7. Kurt Chilcott, CDC Small Business Finance Corporation
8. Nick DeLorenzo, San Diego Council of Design Professionals

9. Lisa Freedman, San Diego International Sports Council
10. Susan Fuller, Chula Vista Nature Center
11. Ian Gill, Highland Partnership, Inc.
12. Clay Hinkle, Goodrich Aerostructures Group
13. Laura Hunter, Environmental Health Coalition
14. Chris Lewis, Chula Vista Chamber of Commerce
15. Mark Marchand, Pacific Southwest Association of Realtors
16. Beverly Mascari, San Diego Port Tenants Association
17. Charles Moore, South County Economic Development Council
18. Jim Peugh, San Diego Audubon Society
19. Diane Powers, Bazaar del Mundo
20. Rudy Ramirez, Chula Vista 2020 General Plan Update Steering Committee
21. Allison Rolfe, San Diego Baykeeper
22. Bruce Walton, GMS Realty Development
23. Bruce Warren, Citizens Coordinate for Century 3
24. Jeff Wells, Voit Commercial Brokerage Company
25. Fran Cornell, Chula Vista Cultural Arts Commission
26. Tony Fulton, San Diego State University
27. Emerald Randolph, Chula Vista Boys and Girls Club, CAST
28. Kent Youngberg, marina expertise.

Sixteen CAC meetings were held between September 2004 and July 2005 and were well attended by the public. The following is a summary of the CAC meetings during subsequent phases of the master planning process:

- CAC meeting #1 was held on September 1, 2004, and provided an orientation to new and returning CAC members on the CVBMP process, CAC structure and roles, and CVBMP next steps.
- CAC meeting #2 was held on October 8, 2004, and consisted of a bus tour of the Chula Vista Bayfront to familiarize new and returning CAC members with the CVBMP Proposed Project site.
- CAC meeting #3 was held on October 27, 2004, and included a presentation by Cooper, Robertson & Partners, a CVBMP urban design consultant, and discussion of issue areas in preparation for the November charrette.

- CAC meeting #4 was held on November 18, 2004, and was a six-hour charrette that gave the CAC an opportunity to view and comment on conceptual plans for the Bayfront. Plans were presented in the form of interchangeable three-dimensional models created by the consultant team.
- CAC meeting #5 was held on December 2, 2004, and included a presentation by consultant Economics Research Associates on development economics; a summary by Cooper, Robertson & Partners of the November 18 charrette comments; and discussion of the CAC members' vision for the master plan (general vision and infrastructure).
- CAC meeting #6 was held on December 16, 2004, and was the second six-hour charrette. CAC members were given the opportunity to raise comments and concerns regarding specific elements of the master plan (open space, water, and traffic) to CVBMP consultants specializing in these areas.
- CAC meeting #7 was held on January 12, 2005, and was an introductory course on development economics held for members of the CAC.
- CAC meeting #8 was held on February 7, 2005, and provided the CAC members with a preview of the CVBMP update scheduled to be given on February 8 to the Board and City Council.
- CAC meeting #9 was held on March 10, 2005, and included presentations on current master plan concepts, preliminary master plan cost estimates, and the benefits of residential development.
- CAC meeting #10 was held on March 30, 2005, and included a discussion on power plant aesthetics, as well as a presentation by Pacifica Companies' representatives regarding potential residential design concepts.
- CAC meeting #11 was held on May 26, 2005, and included a presentation by Economics Research Associates on the Draft CVBMP Financial-Fiscal Impact Report findings.
- CAC meeting #12 was held on June 9, 2005, and included a follow-up discussion on the Draft CVBMP Financial-Fiscal Impact Report findings and discussion on the Option B (No Land Trade) draft land use plan.
- CAC meeting #13 was held on June 15, 2005, and included a discussion on the Option C draft land use plan development program, specifically residential use.
- CAC meeting #14 was held on June 23, 2005, and included a presentation by Gaylord Entertainment (Gaylord) on its proposed Resort Conference Center (RCC) and a discussion with the CAC on completing the CAC's CVBMP program discussion.
- CAC meeting #15 was held on July 13, 2005, and included a status update on the potential RCC, as well as a discussion with the CAC regarding the proposed development

ranges within each of the three CVBMP planning districts (Sweetwater, Harbor, and Otay).

- CAC meeting #16 was held on July 25, 2005, and provided the CAC with a preview of the proposed CVBMP development program ranges to be presented to the joint Board/City Council on August 9, 2005.

b. Public Workshop and Board and City Council Meetings

One public workshop and six Board and City Council/Redevelopment Agency meetings served as another forum for soliciting public input and support during the subsequent master planning process.

- A public workshop was held on December 15, 2004, at which the public had the opportunity to view a three-dimensional model of potential development, parks, and open space for the master plan. Attendees were also encouraged to provide written comments on each of the master plan's three planning districts.
- On February 28, 2005, the Board and City Council received a brief CVBMP update at two separate meetings.
- On March 8, 2005, Port and SLC staff gave a presentation to the Board on the land exchange concept in general and its application to the CVBMP.
- At the June 21, 2005, Board meeting and at the June 28 City Council meeting, representatives from Gaylord presented on their interest in developing a major hotel and conference/entertainment center on the Chula Vista Bayfront.
- On August 9, 2005, a joint Board and City Council/Redevelopment Agency meeting was held, at which staff and consultants presented the CVBMP master plan components and financial analysis. At this meeting, the Board and the City Council each adopted resolutions granting preliminary approval of the master plan and authorizing staff to proceed with the environmental review process.

c. Other Public Outreach and Public Participation Efforts

In addition to the CAC meetings, public workshop, and Board and City Council meetings, approximately 15 community presentations were made to interested stakeholders, agencies, and organizations during subsequent phases of the master planning process. One four-page color newsletter was issued in January 2005 that discussed the CAC master planning process, summarized the two CAC charrettes, and provided a sampling of comments received from the public during the December 2004 public meeting. The CVBMP webpage continued to be maintained during the master planning process to keep the public apprised of the planning effort. As in the initial master planning process, the Port and City continued to participate in various

community events during subsequent phases of the process to educate the public about the CVBMP planning process and encourage their participation. Finally, the Port and City continued to issue media releases and maintain contact with media representatives throughout the master planning process.

In May 2005, the CVBMP project was selected to receive the Education Project Award from the San Diego Chapter of the American Planning Association for successful public outreach.

2.1.2 Project Site History

Shortly after the City incorporated in 1911, companies emerged and built plants along the Bayfront. At that time, the site primarily consisted of undeveloped land covered with native vegetation, a few residential and commercial structures, and several orchards.

In 1916, the Hercules Powder Company began the design and construction of a kelp processing plant to make gunpowder. The plant was located on a 30-acre parcel in the northern portion of the Bayfront. The plant, which was located northeast and adjacent to the CVBMP project site, was located on what is now known as Gunpowder Point and is the current location of the Chula Vista Nature Center. The area within the CVBMP project site that is near the gunpowder manufacturing plant was in agricultural production for some time and remains completely undeveloped. For purposes of the CVBMP, this area is proposed as the “Sweetwater District.”

World War II ushered in changes that would affect the City forever. The principal reason was the relocation of Rohr Aircraft Corporation (Rohr) to the central portion of the Chula Vista Bayfront, or the proposed “Harbor District,” in early 1941, just months before the attack on Pearl Harbor. Rohr operated an aircraft parts manufacturing plant that employed 9,000 workers in the area at the height of its wartime production. With the demand for housing, the land never returned to being orchard groves. In the 1970s, portions of the Bayfront area were filled and additional structures were constructed at the Rohr manufacturing plant.

In 1969, San Diego Gas & Electric (SDG&E) constructed the SBPP on lands in the southern portion of the Chula Vista Bayfront. In 1987, the City completed construction of the Chula Vista Nature Center (which is outside the Proposed Project area). That same year, the Goodrich Aerostructures Group (Goodrich) acquired and expanded the Rohr facility. In 1999, through a land exchange the Port acquired parcels referred to as the “former Goodrich South Campus.” Goodrich consolidated its operations north of H Street within the Bayfront and has remained active. Demolition of the former Goodrich South Campus is currently underway.

By 1990, various public amenities and recreation facilities were developed on Port property in the central area of the Bayfront. These included two recreational marinas (with approximately 900 boat slips), a yacht club and boat launching ramp, a public fishing pier, a boat repair yard, a

recreational vehicle (RV) park, and two restaurants. In addition, two other public recreational parks, a shoreline park with a lawn area, a promenade walkway, shaded picnic areas, and public art were constructed on the shorefront, offering landscaped viewing areas and parking.

In the same year that the Port acquired the former Goodrich South Campus facility (1999), the Port also acquired land on the southern end of the Bayfront, proposed in the CVBMP as the “Otay District.” This area is occupied by the SBPP, a former liquefied natural gas (LNG) storage facility, and an electrical switchyard, all of which had been operated by SDG&E. The LNG site has since been cleared. The Port leases the SBPP to a private operator—previously Duke Energy South Bay (Duke), then LS Power Generation (LS Power), and currently Dynegy, Inc.—and the SBPP continues to provide electricity to the region. The switchyard, also located on Port lands, continues to be operated by SDG&E.

Although the Port acquired the former Goodrich South Campus, power plant properties, and other parcels over the last nine years, there have been many unsuccessful development proposals on the Chula Vista Bayfront, including hotels, a biomedical/pharmaceutical manufacturing plant, and mixed-use development. Therefore, in June 2002, the joint Board and City Council authorized Port and City staff to proceed with a master planning effort for the Chula Vista Bayfront that only covered Port properties and at that time excluded the property known as the “MidBayfront.”

At the same time, Pacifica Companies had proposed a mixed-use plan for the Midbayfront properties that included 2,000 residential units; hotel, office, and retail uses; and open space areas. There was much public opposition to this proposal, and many community members requested that the MidBayfront and Port properties be comprehensively master planned. The community also requested that staff explore the feasibility of a land exchange between the MidBayfront and Port properties, which could allow residential use to be developed on existing Port property, instead of on the MidBayfront, adjacent to the Sweetwater Marsh National Wildlife Refuge. Port and City staff felt that residential development in the Harbor District could enhance development opportunities on, and add to the mix of uses proposed for, the Bayfront through the CVBMP.

In response to the community’s concerns, in March 2004 the Board and City Council approved the expansion of the then 420-acre CVBMP planning area to incorporate the approximately 140 acres of privately and publicly owned “Midbayfront” properties. This enabled staff to begin joint planning for the two properties totaling approximately 560 acres, as well as to begin exploring the feasibility of a land exchange between the two properties. The land exchange would allow private property on which residential uses were allowed in the MidBayfront (Sweetwater District), near the Sweetwater Marsh National Wildlife Refuge, to be exchanged for Port property in the more highly developed Harbor District. At that point, Pacifica Companies, the

potential developer of the residential uses, became a partner with the Port and City in the CVBMP master planning effort. The specific parcels involved in the proposed land exchange are described in *Section 3.4.1.1* of the *Project Description*.

During the initial master planning effort, which began in January 2003 and ended in May 2004, the CVBMP consultant team, led by Carrier Johnson/Cooper, Robertson & Partners/SWA Group and Wade Communications, engaged in extensive public outreach, assessed the potential opportunities and constraints for the planning area, conducted a market study, and developed preliminary concepts and two draft land use plans. At the May 25, 2004, joint Board and City Council/Redevelopment Agency meeting, the Board and City Council approved the staff-recommended land use plans then referred to as Option B and Option C, and authorized staff to prepare a development program, conduct a financial feasibility analysis, and commence the environmental review process for the two land use plans. Note that Option B has since evolved and has been renamed as the No Land Trade alternative. Furthermore, Option C has also evolved and has been renamed Plan A and subsequently the Harbor Park Alternative.

During subsequent stages of the master planning effort, which began in June 2004 and ended in August 2005, the CVBMP consultant team, led by Cooper, Robertson & Partners and Katz & Associates, continued to engage in extensive public outreach, conducted a financial feasibility analysis, and developed master plan concepts with site-specific uses, development program and height ranges for those uses, and proposed phasing. At the August 9, 2005, joint Board and City Council/Redevelopment Agency meeting, the Board and City Council received a presentation on the master plan concepts and authorized staff to proceed with the environmental review process for the CVBMP. At that meeting, the Board/City Council authorized staff to include the following three plans in the CVBMP Environmental Impact Report (EIR): Plan A (referred to in this EIR as the Harbor Park alternative), “Plan A Option 2” (referred to in this EIR as the Proposed Project or “Sweetwater Park Plan”) and Plan B (referred to in this EIR as the No Land Trade alternative).

In early 2005, Gaylord , operator of several large-scale convention center resort hotels in the United States, approached the Port and City and expressed their interest in the Chula Vista Bayfront for their west coast expansion. In June 2005, Gaylord formally expressed their interest in immediately developing a large RCC with up to 2,000 hotel rooms, approximately 415,000 square feet of net convention space, and several restaurants on the San Diego Bay. In August 2005, at the Board’s direction, Port staff initiated a competitive Request for Qualifications (RFQ) process for lease and development of a major RCC on the Chula Vista Bayfront, and in November 2005, after Board consideration of the RFQ responses received, unanimously agreed to enter into an exclusive negotiating agreement with Gaylord for development of a new RCC on the Chula Vista Bayfront. In March 2007, the City of Chula Vista held two separate public hearings to present the Gaylord Resort and Convention Center project.

2.1.3 Draft Environmental Impact Report

The Draft EIR (September 2006) was circulated for a 60-day public review period from September 29 to November 27, 2006, and further extended an additional 45 days to January 11, 2007. Fifty-nine individual comment letters were received by the Port. Many of the community members requested more information and project specific data, specifically for the project-level components (i.e., Gaylord RCC, Pacifica Residential Site, and the Signature Park). The Port and project applicants have subsequently commissioned project-level technical studies for those Phase I components and have incorporated this data into each issue section of the document. This Recirculated Draft EIR further makes project description refinements and revisions that are analyzed throughout the document.

2.2 Purpose and Need for the Project

Because Port-owned tidelands are state public trust lands, their uses must serve statewide public purposes in addition to local public purposes. The uses are generally limited to water-dependent or water-related uses including commerce, fisheries, and navigation, environmental preservation and recreation. The Chula Vista Bayfront has the potential to be a world-class visitor destination. The shoreline and natural areas provide an excellent compliment to the visitor-serving amenities that could be placed in the already-developed portions of the CVBMP. Up to this point, however, the Bayfront's potential has been largely unrealized. Therefore, the purpose of the CVBMP is to:

- Create a vibrant, active, unified waterfront with strong connections to the rest of the City and region
- Create new public access, recreational amenities, and shoreline enhancements
- Protect biological resources in the project vicinity
- Stimulate economic growth for the Port, City of Chula Vista, the South Bay area, and the region
- Improve land use compatibility (shift the power distribution facilities from active use areas and relocate residential development away from resources in the Sweetwater Marsh National Wildlife Refuge)
- Develop economically feasible land uses throughout the Bayfront to serve the local community and region as well as serving the public trust purposes
- Develop property in a manner that minimizes environmental impacts and reinforces the public realm in a manner befitting the setting and regional significance of the area
- Balance the cost of public improvements with private development so that public costs can be paid for by the increased revenues from the private development.

2.2.1 Project Objectives

The Chula Vista Bayfront is located within an ecologically sensitive area of South San Diego Bay. Comprised of rich biological resources, the surrounding marshes, mudflats, and open water provide important foraging habitat to many birds and mammal species. The waterfront parks also offer many public amenities for local residents. Its bayside setting on the western edge of Chula Vista offers an opportunity for cooperative planning combining public amenities, private development, ecological preservation, shoreline enhancement, and the preservation of open space. This cooperative planning venture reflects an understanding of the potential of the Chula Vista Bayfront as a world-class waterfront district in the City and an appreciation for a coordinated, comprehensive vision for the area.

The following are the 10 objectives that the Port and City developed during the CVBMP master planning process, with the ultimate goal of creating a world-class bayfront:

- Consistency with tidelands trust requirements and restrictions
- Broad community input into the planning process and support of the master plan
- Development of a master plan that protects and enhances environmental resources
- Seamless integration with adjoining properties
- Development of a visionary master plan that is economically sustainable, provides revenue generation, and will encourage private sector participation
- Development of a plan that creates future market opportunities and defines the market rather than simply responding to the existing market
- Development of a plan that eliminates or reduces barriers linking the Bayfront to the rest of western Chula Vista
- Development of a plan that enhances a culturally diverse community and integrates the Bayfront with the rest of Chula Vista
- Development of a comprehensive funding program
- Development of a master plan that includes recreational, public art, and open space opportunities as significant components of the plan.

In addition, the CVBMP urban design consultants developed the following design principles, which provided a framework in developing the initial land use concepts for the Bayfront during the master planning process:

- Create one Chula Vista Bayfront
- Celebrate the serenity and Hispanic culture of Chula Vista's Bayfront setting

- Extend Chula Vista all the way to the Bayfront
- Take advantage of deep water at the harbor to create an active boating environment
- Create a Bayfront park system that marries ecological habitats and recreational needs of the community
- New development should reinforce the sense of place at the Bayfront.

2.2.2 Environmental Procedures

At the August 9, 2005, meeting, the joint Board and City Council authorized staff to prepare an EIR that would address the environmental impacts related to the proposed master plan and planning document amendments within the CVBMP area. As lead agency for the purpose of compliance with the California Environmental Quality Act (CEQA), the Port has determined that this EIR will be a combined project and program level EIR. This means that the more defined, short-term components will be assessed at a high level of detail, while the more conceptual, long-term components will be assessed at a “planning” level or programmatic level of detail. The project description presented in this EIR represents the proposed master plan that would guide development on the Chula Vista Bayfront through 2031. The project description describes the development as proposed over the course of an approximately 24-year period that would include four construction phases—approximately 5 years for Phases I and II; approximately 5 years for Phase III, ending in 2017; and approximately 14 years for Phase IV, ending in 2031.

As indicated above, the EIR provides support for the CVBMP and related City General Plan, Local Coastal Program, and Port Master Plan (PMP) amendments. It analyzes Phase I components at a project-specific level. Phase II through IV components are evaluated at a programmatic level and would require subsequent environmental review as “subsequent activities” pursuant to *California Environmental Quality Act Statutes and Guidelines* (CEQA Guidelines) (AEP 2008) Section 15168.

2.2.3 Previous Environmental and Technical Documents

The CEQA Guidelines (AEP 2008, Section 15150) specifically provide for incorporation of relevant existing information by reference, as a means of reducing repetition in environmental documents for related projects, or where other existing information has been recognized as valid and applicable to the subject project. A substantial amount of environmental information, including previously certified environmental documents, is available and directly applicable to the Proposed Project:

- *Port Master Plan*, prepared by the Port, certified by the California Coastal Commission (CCC) in 1981, amended August 2004

- *Chula Vista General Plan*, prepared by the City of Chula Vista, adopted by the City of Chula Vista December 2005
- *Chula Vista Local Coastal Program Land Use Plan*, prepared and approved by the City of Chula Vista in 1992, and certified by the CCC in 1993
- *Bayfront Specific Plan*, prepared and approved by the City of Chula Vista January 2003
- *BF Goodrich Relocation Agreement Mitigated Negative Declaration* (Case No: IS-99-21), prepared and approved by the City of Chula Vista Redevelopment Agency June 1999
- *Chula Vista Business Park Expansion and Port Master Plan Amendment Final Environmental Impact Report*, certified by the Port October 1997
- *Chula Vista Multiple Species Conservation Plan*, prepared February 2003
- *San Diego Bay National Wildlife Refuge, Sweetwater Marsh, and South San Diego Bay Units Draft Comprehensive Conservation Plan and Environmental Impact Statement*, U.S. Fish and Wildlife Service July 2005
- *San Diego Bay Integrated Natural Resources Management Plan*, U.S. Department of the Navy September 2000
- *Final Environmental Impact Report Midbayfront LCP Re-submittal No. 8*, City of Chula Vista July 1991
- *Final Environmental Impact Report for the Bayfront Specific Plan*, prepared by RECON 1984
- *Final Environmental Impact Report for the City of Chula Vista General Plan Update*, certified by the City of Chula Vista December 2005.

Each of these documents is incorporated by reference. Applicable data and analyses from these environmental and technical reports are summarized, where appropriate, and referenced to the source document.

These environmental and technical reports are available for public review during normal business hours at the District Clerk's Office, San Diego Unified Port District, 3165 Pacific Highway, San Diego, California, 92101.

2.2.4 Notice of Preparation and Responses

The Port published a Notice of Preparation (NOP) on August 12, 2005, describing its intent to prepare a Draft EIR (UPD #83356-EIR-658) for the proposed CVBMP development and amendments to the PMP, Chula Vista General Plan, and Chula Vista LCP (which includes the LUP and Specific Plan). The NOP was mailed to federal, state, and local agencies, as well as surrounding property owners, tenants, CVBMP CAC members, environmental groups, and other

interested individuals and groups, to solicit their comments on the scope and content of the environmental analysis to be included in the EIR. Additionally, notice of the NOP availability was mailed to the 1,500 individuals/groups currently on the Port's CVBMP mailing list database. Notice of the NOP availability was also published in the *San Diego Union Tribune*, *San Diego Daily Transcript*, and *Star News* on August 12, 2005. The NOP was made available at the Downtown San Diego Central Library, the Chula Vista Civic Center Library, and electronically on the Port's internet site.

Copies of the August 12, 2005 NOP, the NOP distribution list, and responses to the NOP are contained in *Appendix 2-1* of this EIR. A public scoping meeting was held on September 1, 2005, to further solicit comments on the scope, focus, and content of the EIR. The following is a list of those respondents who submitted comments in response to the NOP within the 30-day period, which began on August 12 and ended on September 12:

- U.S. Fish and Wildlife Service
- U.S. Department of Commerce–NOAA–National Marine Fisheries Service
- California Department of Transportation District 11
- California Department of Fish and Game
- California State Lands Commission
- San Diego County Archaeological Society, Inc.
- Native American Heritage Commission
- Southwest Wetlands Interpretive Association
- San Diego County Office of Education
- South Bay Greens/Green Party of San Diego
- San Diego & Midwestern Railway Partners LLC
- Chula Vista Marina/RV Park
- City of San Diego Land Development Review Division
- San Diego Gas & Electric
- Crossroads II
- Crossroads II, South Bay Forum
- Duke Energy North America
- Laura Hunter et al.: Environmental Health Coalition, San Diego Baykeeper, Local 30 UNITE HERE, South Bay Greens, San Diego Audubon Society, Local 569 IBEW, San Diego County Building and Construction Trades Council, Surfrider Foundation, San

Diego Chapter, Friends of the San Diego National Wildlife Refuges, San Diego and Imperial Counties Labor Council

- Theresa Acerro.

2.3 Scope of this EIR

The general areas of environmental impact to be addressed in this EIR are contained in the environmental considerations section of the NOP issued for this EIR by the Port, in accordance with the Port's Procedures for Environmental Review. The comments received in response to the NOP and 2006 Draft EIR were used to assist in determining the scope of this EIR. As specified by the CEQA Statutes and Guidelines (AEP 2008), the impact analysis documented in this EIR evaluates the project's potential to adversely affect a wide range of resources and impact categories, including:

- Land/water use compatibility
- Traffic and circulation
- Parking
- Aesthetics/visual quality
- Hydrology/water quality
- Air quality
- Noise
- Terrestrial biological resources
- Marine biological resources
- Cultural resources
- Paleontological resources
- Hazards and hazardous materials/public safety
- Public services
- Public utilities
- Seismic/geologic hazards
- Hazards and hazardous materials
- Energy
- Housing and population.

This EIR also analyzes the project's growth-inducing and cumulative impacts.

This EIR indicates that the project has the potential to create significant adverse impacts on land/water use compatibility, traffic and circulation, aesthetics/visual quality, hydrology/water quality, air quality, noise, terrestrial biological resources, marine biological resources, paleontological resources, hazards and hazardous materials/public safety, public services, public utilities, seismic/geologic hazards, and energy. These impacts would require mitigation to reduce or avoid impacts.

The analysis for this EIR identified parking, cultural resources, and population and housing as areas of potential environmental concern where no significant adverse impacts are anticipated as a result of the Proposed Project.

In addition, the analysis conducted for the CVBMP considered the potential for the development of the project to indirectly affect the economic condition of the City of San Diego to such an extent that it might lead to the physical deterioration of that City. The analysis determined that the Proposed Project would not have a substantial negative effect on the economic conditions in the City of San Diego. This issue, for which the effect was found not to be significant, is briefly described in *Chapter 7, Other Required Considerations (Section 7.3)* of this EIR (CEQA Guidelines, Section 15128).

2.4 Intended Uses of this EIR

This EIR will be used by the Port, City of Chula Vista, the California SLC, and the CCC in considering the approval of the following discretionary actions necessary for the implementation of the Proposed Project, which include but are not limited to:

- Approval of the Chula Vista Bayfront Master Plan by the Port and the City
- Approval of the proposed land exchange by the Port and the SLC
- Adoption of the proposed Port Master Plan Amendment by the Port
- Approval of the proposed General Plan Amendment by the City
- Approval of the proposed City of Chula Vista Bayfront Specific Plan Amendment by the City
- Approval of the proposed LCP LUP Amendment by the City
- Certification of the proposed Port Master Plan Amendment by the CCC
- Certification of the proposed LCP Amendment by the CCC
- Approval and issuance of Coastal Development Permits for the specific CVBMP project components by the Port and City

- Approval of Port tenant projects and lease agreements for specific CVBMP development components by the Port
- Approval by the Port and City of Chula Vista and its Redevelopment Agency for financing of public improvements in the project area
- Approval of Development Agreement and/or Owner Participation Agreement by the City and/or Redevelopment Agency
- Approval of HLIT Permit
- Amendment to the City of Chula Vista MSCP Subarea Plan
- Approval of Port Capital Development Program funds for the parks, streets, utilities, and future public improvements in the project area by the Port.

In addition, other agencies may use the information contained in this EIR when considering issuance or authorization of the requisite permits for construction of the specific development projects addressed herein. Agencies expected to use this EIR in their decision-making process include but are not limited to the following:

- City of Chula Vista
- U.S. Fish and Wildlife Service
- U.S. Army Corps of Engineers
- U.S. Department of Commerce, National Marine Fisheries Service
- California Coastal Commission
- California State Lands Commission
- California Department of Transportation (Caltrans)
- California Department of Fish and Game
- Regional Water Quality Control Board Region 9
- San Diego County Department of Environmental Health.

2.5 Organization of this Report

This EIR is organized to provide a comprehensive project analysis (for Phase I components) and programmatic analysis (for Phases II through IV) of the potentially significant environmental impacts, mitigation measures, and alternatives for the proposed CVBMP development. In order to describe the direct, indirect, and cumulative impacts, mitigation measures, and alternatives for the CVBMP, this EIR is organized as follows:

- *Chapter 3, Project Description*—describes the project location, environmental setting, and project description of the Proposed Project elements.
- *Chapter 4, Environmental Analysis*—provides a programmatic and project level analysis of the significant environmental impacts and mitigation measures for the Proposed Project, for land/water use compatibility, traffic/circulation, parking, urban design/visual quality, hydrology/water quality, air quality, noise, terrestrial biological resources, marine biological resources, cultural resources, paleontological resources, hazards and hazardous materials/public safety, public services and utilities, seismic/geologic hazards, energy, and population and housing.
- *Chapter 5, Alternatives*—discusses five alternatives, including a No Project Alternative.
- *Chapter 6, Cumulative Impacts*—includes a comprehensive review of past, present, and reasonably foreseeable future cumulative projects and an analysis of their potential cumulative effects on the environment.
- *Chapter 7, Other Required Considerations*—includes growth-inducing impacts, unavoidable and irreversible significant environmental effects, and effects found not to be significant.
- *Chapter 8, Citations.*
- *Chapter 9, Agencies, Organizations, and Persons Contacted.*
- *Chapter 10, EIR Preparation and Certification.*
- *Chapter 11, Acronyms and Abbreviations.*
- *Appendices*—includes various technical studies and correspondence prepared for the CVBMP, as listed in the Table of Contents.

The identified agency (Port/City) is responsible for enforcing and verifying that each mitigation measures is implemented and required; however, each project applicant/developer shall be responsible for implementing the mitigation measures as required by their respective projects.