DRAFT

Environmental Impact Report

East Harbor Island Redevelopment/ Topgolf and Waterfront Park Project

(Previously called the East Harbor Island Redevelopment/ Topgolf Project and Port Master Plan Amendment)

July 2026

Prepared for:

San Diego Unified Port District
3165 Pacific Highway
San Diego, California 92101

Prepared by:

2375 Northside Drive, Suite 125
San Diego, California 92108

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Acronyms and Abbreviations

°F	degree Fahrenheit
2021 Regional Plan	San Diego Forward: The Regional Plan
2024 General Plan Update	City of San Diego 2024 General Plan Update
AB	Assembly Bill
ADA	Americans with Disabilities Act
AIA	Airport Influence Area
ALUC	Airport Land Use Commission
ALUCP	Airport Land Use Compatibility Plan
AQIA	Air Quality Impact Analysis
AST	aboveground storage tank
BMP	best management practice
BUG	Backlight, Uplight, and Glare
CAA	Clean Air Act
CAAQS	California Ambient Air Quality Standards
CAD	computer-aided design
CAFE	Corporate Average Fuel Economy Standards
CAL FIRE	California Department of Forestry and Fire Protection
CalEEMod	California Emissions Estimator Model
CALGreen	California Green Building Standards Code
CalRecycle	California Department of Resources Recycling and Recovery
Caltrans	California Department of Transportation
CAP	Climate Action Plan
CARB	California Air Resources Board
CBC	California Building Code
CCA	California Coastal Act
CCC	California Coastal Commission
cd	candela
cd/m^2	luminance the photometric unit for brightness
CDFW	California Department of Fish and Wildlife
CDP	Coastal Development Permit
CEQA	California Environmental Quality Act
CFGC	California Fish and Game Code
cfs	cubic feet per second
CGP	Construction General Permit
CNEL	community noise equivalent level
CO	carbon monoxide
CO_2	carbon dioxide
CoSMoS	U.S. Geological Survey Coastal Storm Modeling System
CRA	CR Associates
CWA	Clean Water Act
cy	cubic yards
dB	decibel

dBA	A-weighted decibel
District	San Diego Unified Port District
DPM	Diesel particulate matter
DTSC	California Department of Toxic Substances Control
EDR	Environmental Data Resources, Inc.
EFH	essential fish habitat
EHI	East Harbor Island
EIR	Environmental Impact Report
EOP	Emergency Operations Plan
ESA	Environmental Site Assessment
EV	electric vehicle
FAA	Federal Aviation Administration
fc	foot-candle
FHSZ	Fire Hazard Severity Zone
FHWA	Federal Highway Administration
FMP	Fishery Management Plan
FTA	Federal Transit Administration
GHG	greenhouse gas
GHGRP	Greenhouse Gas Reporting Program
HAPC	Habitat Area of Particular Concern
HMD	County of San Diego Department of Environmental Health, Hazardous Materials Division
HVAC	heating, ventilation, and air conditioning
I-	Interstate
in/sec	inches per second
INRMP	Integrated Natural Resources Management Plan
JRMP	Jurisdictional Runoff Management Program
LCP	Local Coastal Program
LED	light-emitting diode
LEED	Leadership in Energy and Environmental Design
Leq	equivalent continuous sound level
Lmax	maximum sound level
Lmin	minimum sound level
MBTA	Migratory Bird Treaty Act
Mgd	million gallons per day
MMPA	Marine Mammal Protection Act
mph	miles per hour
MS4	municipal separate storm sewer system
MSA	Magnuson-Stevens Fishery Conservation and Management Act
MTS	San Diego Metropolitan Transit System
NAAQS	National Ambient Air Quality Standards
NAGPRA	Native American Graves Protection and Repatriation Act
NAHC	Native American Heritage Commission
NASNI	Naval Air Station North Island
NAVFAC	Naval Facilities Engineering Command

NCCP	Natural Community Conservation Program
NIMS	National Incident Management System
NMFS	National Marine Fisheries Service
NOAA	National Oceanic and Atmospheric Administration
NOP	Notice of Preparation
NPDES	National Pollutant Discharge Elimination System
OA	San Diego County Operational Area
OPR	Governor's Office of Planning and Research
PEIR	Programmatic Environmental Impact Report
PM_{10}	respirable particulate matter
$PM_{2.5}$	fine particulate matter
PMP	Port Master Plan
PMPA	Port Master Plan Amendment
PMPU	Port Master Plan Update
Port Act	San Diego Unified Port District Act
ppb	parts per billion
ppm	parts per million
PPV	peak particle velocity
Project	East Harbor Island Redevelopment/Topgolf and Waterfront Park Project
RAQS	Regional Air Quality Strategy
RCP	reinforced concrete pipe
RCRA	Resource Conservation and Recovery Act
RMS	root mean square
ROW	right-of-way
RWQCB	Regional Water Quality Control Board
SANDAG	San Diego Association of Governments
SB	Senate Bill
SDAB	San Diego Air Basin
SDAPCD	San Diego County Air Pollution Control District
SDCRAA	San Diego County Regional Airport Authority
SDFR	San Diego Fire-Rescue Department
SDIA	San Diego International Airport
SDMC	San Diego Municipal Code
SDPD	City of San Diego Police Department
SEMS	Standardized Emergency Management System
SIP	State Implementation Plan
SLCP	Short-Lived Climate Pollutant
SPCC	spill prevention control and countermeasure
SWAT	special weapons and tactics
SWPPP	Stormwater Pollution Prevention Plan
SWQMP	Stormwater Quality Management Plan
SWRCB	State Water Resources Control Board
TAC	toxic air contaminant
TDM	transportation demand management
TeNS	Technical Noise Supplement

USACE	U.S. Army Corps of Engineers
USDA	U.S. Department of Agriculture
USEPA	U.S. Environmental Protection Agency
USFWS	U.S. Fish and Wildlife Service
VdB	vibration decibel
VHFHSZ	Very High Fire Hazard Severity Zone
VMT	vehicle miles traveled
VOC	volatile organic compound
ZEV	zero-emissions vehicle

Executive Summary

This chapter is an executive summary of the Environmental Impact Report (EIR) for the proposed East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project) prepared in compliance with the California Environmental Quality Act (CEQA). This chapter highlights the major areas of importance in the environmental analysis for the Project as required by CEQA Guidelines, Section 15123, and also provides a brief description of the Project, objectives, impacts and mitigation measures, alternatives, and areas of controversy/issues raised by the public known to San Diego Unified Port District (District).

Overview

As required by CEQA, this EIR (1) assesses the potentially significant direct, indirect, and cumulative environmental effects of the Project; (2) identifies potential feasible means of avoiding or substantially lessening significant, adverse impacts; and (3) evaluates a range of reasonable alternatives to the Project, including the required No Project Alternative. The District is the lead agency for the Project evaluated in this EIR and, as such, has the principal responsibility for approving the Project.

Pursuant to CEQA Guidelines, this is a project EIR that evaluates the effects of the entire Project at a project level. This EIR will be used by the District to evaluate the environmental implications of approving the Project.

Project Description

The East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project) proposes the redevelopment of approximately 22.4 of 38 acres on East Harbor Island (EHI) within the San Diego Unified Port District's (District's) jurisdiction in the City of San Diego (City). The Project area is generally bounded to the north by North Harbor Drive, to the west by Harbor Island Drive, to the south by Liberator Way and the Harbor Island East Basin portion of San Diego Bay, and to the east by the Convair Lagoon portion of San Diego Bay. Liberator Way runs east–west along the southern portion of the Project area.

The Project proposes to redevelop a portion of the Project area, also referred to as the EHI redevelopment area. Project components include the demolition of three rental car facilities and temporary construction staging offices, realignment of Liberator Way by narrowing the roadway to two travel lanes to accommodate vehicular traffic along with multimodal improvements, redevelopment of approximately 9.8 acres for the Topgolf visitor-serving attraction, and development of a new, approximately 10.1-acre waterfront park and promenade. The Topgolf visitor-serving attraction would include a three-story, 46-foot-high, 67,030-gross-square-foot building that would include 108 hitting bays, as

well as restaurants, bars, lounges, a rooftop entertainment area, and retail uses. A 4.5-acre turf outfield would be enclosed by netting supported by poles ranging from 90 to 170 feet high. A Topgolf parking lot would provide 289 parking spaces. The Liberator Way realignment would include parking, pedestrian sidewalks, and planting buffers and would require reconfiguration and/or modification of the North Harbor Drive and Harbor Island Drive intersections. The waterfront park recreational features would include a 20-foot-wide waterfront promenade and active and passive uses, such as plaza areas, a pavilion, playgrounds, cultural uses, seating, shade structures, public art, a mixture of hardscape and landscape, kiosks, and other activating features to draw visitors to the bay, and a restroom. This Project would also remove, repair, and/or replace the existing concrete revetment with shoreline protective devices such as riprap and, where feasible, nature-based solutions.

Project Objectives

In accordance with Section 15124(b) of the CEQA Guidelines, the District has identified the following objectives for the Project:

1. Redevelop East Harbor Island to provide new combined visitor-serving, commercial, dining, entertainment, and recreation opportunities where there is currently none.
2. Enhance public access to the tidelands through the construction of a new waterfront park and promenade.
3. Reconfigure Liberator Way to enhance traffic flow and improve non-automobile linkages through multimodal improvements.
4. Provide redevelopment that maximizes economic benefits with commercial uses to assist in funding the expansion and enhancement of public access and road improvements.
5. Provide a new visitor-serving development that promotes the public's enjoyment of public trust lands consistent with the Public Trust Doctrine's commerce and recreation uses.

Areas of Known Controversy/Issues Raised by Agencies and the Public

Pursuant to CEQA Guidelines Section 15123(b)(2), an EIR shall identify areas of controversy known to the lead agency (District), including issues raised by public agencies and members of the public, and issues to be resolved, including the choice among alternatives and whether and how to mitigate for significant effects.

The Notice of Preparation (NOP) was distributed on December 15, 2023, for a 30-day public review and comment period. Several areas of controversy were identified during the

NOP scoping period related to aesthetics, biological resources, energy, hazards, hydrology and water quality, greenhouse gas emissions, land use and planning, and transportation (vehicle miles traveled [VMT]). The NOP and comment letters received during the 30-day public review and comment period are included in Appendix A of this EIR.

Issues to be Resolved

This EIR examines the potential environmental effects of the Project, including information related to existing site conditions, analyses of the types and magnitude of individual and cumulative environmental impacts, and feasible mitigation measures that could reduce or avoid environmental impacts. In accordance with Appendix G of the CEQA Guidelines, the potential environmental effects of the Project were analyzed for the following environmental issue areas:

- Aesthetics
- Air Quality
- Biological Resources
- Energy
- Geology and Soils
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Noise
- Public Services
- Recreation
- Transportation
- Tribal Cultural Resources
- Utilities and Service Systems

Table ES-1, Summary of Impacts and Mitigation Measures, presented at the end of this chapter, provides a summary of the Project-level and cumulative environmental impacts that could result from implementation of the Project and feasible mitigation measures that could reduce or avoid environmental impacts. For each impact, Table ES-1 identifies the significance of the impact before mitigation, applicable mitigation measures, and the level of significance of the impact after implementation of the mitigation measures. For a detailed analysis of the Project's direct and cumulative environmental impacts and proposed mitigation measures, refer to Chapter 3.

Summary of Project Alternatives

To fully evaluate the environmental effects of projects, CEQA mandates that alternatives to a project be analyzed. CEQA Guidelines Section 15126.6 requires the discussion of "a range of reasonable alternatives to the project, or to the location of the project, which would feasibly attain most of the basic objectives of the project but would avoid or substantially lessen any of the significant effects of the project" and the evaluation of the comparative merits of the alternatives. The alternatives discussion is intended to "focus on alternatives to the project or its location which are capable of avoiding or substantially

lessening any significant effects of the project," even if these alternatives would impede to some degree the attainment of the project objectives. Alternatives to the Project are evaluated in Chapter 5.0, Alternatives, of this EIR. The alternatives to the Project are summarized below.

No Project/No Build Alternative

CEQA Guidelines, Section 15126.6(e), requires that an EIR evaluate a no project alternative, along with its impacts. The purpose of describing and analyzing a no project alternative is to allow a lead agency to compare the impacts of approving a project to the impacts of not approving it. Specifically, Section 15126.6(e)(3)(B) suggests that an EIR for a development project on an identifiable property consider the no project alternative that assumes that property remains in its existing state.

In accordance with CEQA Guidelines, Section 15126.6(e), the no project alternative is the No Project/No Build Alternative. Under the No Project/No Build Alternative, the existing 38-acre site would not be redeveloped. The three rental car facilities would continue to operate. The Topgolf visitor-serving attraction, the realignment of Liberator Way, and the waterfront park and promenade would not be constructed. All significant impacts from the Project would be avoided, but the No Project/No Build Alternative would not meet any of the project objectives.

Other Visitor-Serving Commercial Use Alternative

The Other Visitor-Serving Commercial Use Alternative would redevelop the Topgolf site with an alternate visitor-serving commercial use venue in place of Topgolf that would provide entertainment along with restaurant space. The building would be one story and would not include netting or poles compared to the Project. This alternative would provide the same improvements to the existing Liberator Way, which would include narrowing the roadway to two travel lanes to accommodate vehicular traffic along with multimodal improvements. This alternative would also include the construction of a 10.1-acre waterfront park and promenade that would offer public coastal access along the waterfront. The new waterfront park could include pavilions, playgrounds, cultural uses, seating and shade structures, public art, a mixture of hardscape and landscape, kiosks, other activating features, and restrooms. This alternative would also remove, repair, and/or replace the existing concrete revetment with shoreline protective devices such as riprap and, where feasible, nature-based solutions.

This alternative was selected because it would meet most basic project objectives, is potentially feasible, and would reduce the following significant impacts identified for the Project: aesthetics (light and glare), greenhouse gas emissions, and transportation (VMT) associated with the Project.

Reduced Topgolf Alternative

The Reduced Topgolf Alternative would develop the 9.8-acre site with a reduced Topgolf visitor-serving attraction. The Reduced Topgolf Alternative would be limited to one story compared to the currently proposed three-story building and would include a reduced number of hitting bays (approximately 34) compared to the Project's 108 hitting bays. In addition, the netting poles would not be as high because the Project would only include hitting bays on the ground floor compared to three floors under the Project which could reduce the height from 170 feet to approximately 140 feet based on the reduction in building height. This alternative would provide the same improvements to the existing Liberator Way, which would include narrowing the roadway to two travel lanes to accommodate vehicular traffic along with multimodal improvements. This alternative would also include the construction of a waterfront park and promenade that would offer public coastal access along the waterfront. The new waterfront park could include pavilions, playgrounds, cultural uses, seating and shade structures, public art, a mixture of hardscape and landscape, kiosks, other activating features, and restrooms. This alternative would also remove, repair, and/or replace the existing concrete revetment with shoreline protective devices such as riprap and, where feasible, nature-based solutions.

This alternative was selected because it would meet most of the basic project objectives, is potentially feasible, and would reduce the following potentially significant impacts identified for the Project: aesthetics (light and glare), greenhouse gas emissions, and transportation (VMT).

All Park Alternative

The All Park Alternative would develop an approximately 20-acre waterfront park. Under this alternative, Topgolf would not be developed and the waterfront park would be expanded to approximately 20 acres compared to 10.1 acres under the Project. The waterfront park would provide similar uses as the Project and include a waterside promenade that would offer public coastal access along the waterfront. Other recreational features could include pavilions, playgrounds, cultural uses, seating and shade structures, public art, a mixture of hardscape and landscape, kiosks, other activating features, and restrooms. Since the park would be expanded under this alternative, it could also include more active recreational uses. This alternative would also remove, repair, and/or replace the existing concrete revetment with shoreline protective devices such as riprap and, where feasible, nature-based solutions.

This alternative would provide the same improvements to the existing Liberator Way which would include narrowing the roadway to two travel lanes to accommodate vehicular traffic along with multimodal improvements. No Commercial Recreation use would be added under this alternative.

This alternative was selected because it would meet most of the basic project objectives, is potentially feasible, and would eliminate the following significant impacts identified for the Project: aesthetics (lighting and glare), biological resources (wildlife movement), geology and soils (seismic hazards), greenhouse gas emissions, hazards and hazardous materials, and Transportation (VMT).

Environmentally Superior Alternative

CEQA Guidelines Section 15126.6(e)(2) requires the identification of an environmentally superior alternative among the alternatives analyzed in an EIR. The environmentally superior alternative is generally defined as the alternative that would result in the least adverse environmental impact on a project site and affected environment. If a No Project Alternative is found to be the environmentally superior alternative, the EIR must identify another environmentally superior alternative among the other alternatives (CEQA Guidelines Section 15126.6[e][2]). The All Park Alternative would be the environmentally superior alternative because it would reduce the significant and unavoidable impacts identified for the Project related to Transportation (VMT) and greenhouse gases. The All Park Alternative would also reduce a majority of the potentially significant impacts with mitigation from the Project. Finally, the All Park Alternative would meet or partially meet most of the Project objectives, except for Objective 4, which it would not meet at all.

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
Section 3.1, Aesthetics			
Threshold 1: Scenic Vistas	LS	N/A	LS
Threshold 2: Scenic Resources	LS	N/A	LS
Threshold 3: Degradation of Existing Visual Character or Conflict with Zoning or Regulations for Scenic Quality	LS	N/A	LS
Threshold 4: Light and Glare	PS (Direct and Cumulative)	**AES-1: Obstruction Barrier.** Topgolf shall construct a minimum 9-foot-tall obstruction in the form of a berm or fence screening, measured from the ground level at 14 feet above mean sea level at the back of the outfield to reduce the light and glare from the Topgolf visitor-serving attraction to below 0.93 fc and to reduce the light spill east of the Project site at the inlet near the Coast Guard to below 0.08 foot-candle. The berm or fence shall stretch the entire length of the outfield and shall be constructed behind the net poles. Topgolf shall submit verification that the fence/berm has been included on the Working Drawings to the satisfaction of the San Diego Unified Port District.	LS
Section 3.2, Air Quality			
Threshold 1: Consistency with Applicable Air Quality Plan	LS	N/A	LS
Threshold 2: Cumulative Increase in Criteria Pollutant Emissions	LS	N/A	LS
Threshold 3: Sensitive Receptors	LS	N/A	LS
Threshold 4: Odors	LS	N/A	LS
Section 3.3, Biological Resources			
Threshold 1: Candidate, Sensitive, or Special-Status Species	PS	Refer to **AES-1.** **BIO-1: Monitoring and Protection/Avoidance Measures.** Prior to the start of construction activities for each Project component, the District shall approve and the Project applicant or District shall retain a qualified biologist to implement required monitoring. The approval is to include the resumes of the qualified biologist who will conduct the biological monitoring.	LS

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
		The qualified biologist shall be responsible for the following monitoring and reporting tasks: 1. **Migratory Bird Treaty Act Compliance.** To avoid any direct impacts to birds and raptors protected under the Migratory Bird Treaty Act, removal of habitat that supports active nests in the Project area shall occur outside the general breeding season for these species (January 15 to September 15). If removal of habitat in the Project area must occur during the breeding season, the qualified biologist shall conduct a pre-construction nesting survey to determine the presence or absence of protected nesting birds and raptors in the Project area. The pre-construction nesting survey must be conducted within 10 calendar days prior to the start of construction. If nesting birds or raptors are detected, a construction buffer shall be established and nest monitoring shall occur at the appropriate interval as determined by the qualified biologist to prevent any impacts to nesting species. These buffers are to remain in place until the qualified biologist determines the nest is no longer active. If, based on the judgment of the qualified biologist, species behavior indicates disturbance or modification due to project activities, the qualified biologist shall have the authority to halt or modify construction activities, as appropriate 2. **Construction Noise and Lighting Impact Mitigation**. To the maximum extent feasible, the following noise and lighting conditions shall be followed by the construction contractor as overseen by the qualified biologist: a. Construction activities expected to result in the highest decibel outputs shall occur outside the general breeding season for birds and raptors, from January 15 to September 15, especially during the specific nesting season for California least tern (April 15 to September 15). Noise monitoring during these high-decibel construction activities shall be conducted at the discretion of the qualified biologist to avoid potential	

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
		noise-related behavioral changes for foraging and nesting birds. b. Construction activities shall be limited to between dawn and dusk to avoid the use of nighttime construction lighting and the resulting illumination of adjacent habitat areas. 3. **Seabird, Shorebird, and Marine Mammal Protection.** If shoreline repair and replacement construction will require in-water activities (including the use of a barge) and has been determined by a qualified biologist to have the potential to create turbidity, a qualified biologist shall conduct a survey of the shoreline repair and replacement area plus a 100-foot buffer, including the surface of the water, to determine the presence of foraging seabirds, shorebirds, and marine mammals. The qualified biologist shall be present for the duration of the in-water shoreline repair and replacement activities to observe any seabirds, shorebirds, or marine mammals foraging in that area. If the qualified biologist determines these species are present within the 100-foot buffer, the qualified biologist shall direct the work to stop until the species leaves the area. 4. **Tree and Structure Clearance.** If the removal or demolition of structures or trees in the Project area (particularly any ornamental trees) is necessary, during the nesting season, a qualified biologist shall conduct clearance surveys prior to removal. If wildlife species are encountered in any of the structures or trees during other biological surveys, the qualified biologist shall allow the species to disperse. If tree- and/or structure-roosting bats are suspected, structure clearance surveys followed by slow removal by gently pushing the structure or tree over with heavy equipment, to provide bats with further opportunity to disperse, shall be required. 5. **Pre-Construction Meeting/Education.** Prior to the start of construction activities, including potential in-water shoreline repair and replacement, a qualified biologist shall meet with	

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
		the construction contractor and crew and conduct an on-site educational session regarding the need to avoid impacts and to protect sensitive plants and wildlife that may occur in or near the Project area. This may include but not be limited to explanations of the bird nesting buffers, protection of sensitive wildlife, avoidance of eelgrass beds, and construction best management practices. 6. **Biological Monitoring and Reporting.** A qualified biologist shall inspect the Project construction area. This may include but not be limited to pre- and post-construction inspections, weekly visits, or full-time monitoring, as determined by the qualified biologist in consultation with the District. I. The qualified biologist shall document the inspection event in reports. These reports shall be sent to the District project manager each month. II. A Final Monitoring Report shall be prepared and sent to the District project manager within 3 months of mitigation monitoring completion. The report shall detail monitoring that occurred and any remedial measures that were required. **BIO-2:** **In-Water Construction Measures.** Prior to and during all shoreline repair and replacement activities requiring use of a barge or other in-water methods, the District shall implement the following construction measures in accordance with applicable federal, state, and local regulations, including but not limited to the U.S. Army Corps of Engineer's enforcement of Clean Water Act (CWA) Section 404, Rivers and Harbors Act Section 10, and Regional Permit No. 72; Regional Water Quality Control Board's enforcement of CWA Section 401 and the applicable NPDES permit conditions; California Fish and Game Code, Division 3, Chapter 3.3, Section 2300, and the District's enforcement of the Stormwater Management and Discharge Control Ordinance: 1. **Pre-Construction *Caulerpa* Survey**. Prior to the start of in-water construction activities, the District shall retain a certified *Caulerpa* surveyor to implement a pre-construction *Caulerpa*	

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
		survey of the in-water work area in accordance with the procedures and requirements in the *Caulerpa* Control Protocol (NOAA 2021) developed by the Southern California *Caulerpa* Action Team to detect existing infestations and avoid the spread of these invasive species to other systems. 2. **Vessel Operator Training**. The District shall ensure vessel operators receive training for the following aquatic disturbance avoidance measures, which apply to all Project-related vessels: A. Avoid all contact with the sea floor to prevent impacts on eelgrass and the suspension of sediments, which can result in water quality and turbidity impacts that limit the ability for fish-foraging avian and marine wildlife species to locate prey and disrupt eelgrass productivity B. Minimize activities that direct propeller wash toward shallow areas with substrates that can be suspended and result in increased turbidity. C. Operate at "Idle Speed/No Wake" in the immediate area of construction to avoid vessel interactions with marine wildlife species. 3. **Eelgrass Avoidance**. Barges or other in-water vessels shall only shade eelgrass when construction necessitates and for no longer than one tidal cycle (24 hours). Barges shall not be stored over eelgrass habitat. The vessel operator shall use a high and low tide schedule to determine barge movements and operate over eelgrass only during periods of high tide. Current eelgrass maps completed per the California Eelgrass Mitigation Policy shall be conducted within 60 days prior to construction (Mitigation Measure BIO-3), shall be provided to vessel operators to prevent contact with eelgrass or the sea floor, and shall limit the amount of shading of eelgrass in the in-water construction work area to a maximum of 30 days. No spudding shall be allowed. 4. **Turbidity Curtain**. The District shall deploy a temporary turbidity curtain around the shoreline repair and replacement area or other sediment-disturbing activity areas to restrict the	

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
		visible surface turbidity plume to the area of construction. The turbidity curtain shall include a hanging ballast-weighted curtain with a surface float line and shall extend from the surface into the water column without disturbing the bottom based on the lowest tidal elevation and swing of the curtain within the water column. The turbidity curtain shall meet the specifications for design, installation, use, performance, and modification outlined in the District's Best Management Practices and Environmental Standards for Overwater Structural Repair and Maintenance Activities for Existing Port Facilities Conducted by the San Diego Unified Port District. The goal of the temporary turbidity curtain is to minimize the area in which visibility of prey by sensitive bird and marine wildlife species is obstructed and maintain a temporary barrier between construction activity and sensitive species foraging habitat. In the event permanent loss of eelgrass due to water quality cannot be mitigated through avoidance and deployment of the turbidity curtain, the District shall implement mitigation measures for losses to eelgrass in accordance with the California Eelgrass Mitigation Policy and Mitigation Measure BIO-3. **BIO-3:** **Eelgrass Mitigation and Monitoring in Compliance with the California Eelgrass Mitigation Policy.** The District shall comply with all requirements of the California Eelgrass Mitigation Policy (CEMP). In the event permanent eelgrass impacts occur based on a comparison of pre- and post-construction eelgrass surveys as specified in this mitigation measure, the District shall retain a qualified marine biologist, to develop an eelgrass mitigation and monitoring plan, in compliance with the CEMP to compensate for any loss of eelgrass. Included in this measure are the following requirements: 1. Prior to any in-water construction activities, a qualified marine biologist retained by the District shall conduct a pre-construction eelgrass survey within the planned activity area, including in- and overwater staging areas. Surveys for eelgrass shall be conducted during eelgrass growing season (March 1 to October 31) and results shall be valid for 60	

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
		days, unless completed in September or October; in which case the results will be valid until the next growing season. The District shall submit the results of the pre-construction eelgrass survey to the National Marine Fisheries Service (NMFS) and other regulatory agency points of contact as required, such as the California Coastal Commission, U.S. Army Corps of Engineers, and the San Diego Regional Water Quality Control Board. 2. Within 30 days of in-water construction completion, a qualified marine biologist retained and approved by the District shall conduct a post-construction eelgrass survey in the construction area during the eelgrass growing season (March 1 to October 31). In the event construction ends during the non-growing season (November 1 to February 28), the survey shall be delayed until the growing season resumes. The purpose of the post-construction survey is to evaluate the potential impacts to eelgrass associated with construction. Within 30 days of completion of the post-construction survey, the qualified marine biologist shall submit the survey report to the District and applicable regulatory agencies. 3. In the event impacts on eelgrass are determined, the District shall implement the following measures: a. A qualified marine biologist retained and approved by the District shall develop an eelgrass mitigation plan for in-kind mitigation. The plan shall be submitted to the District and NMFS for review and approval within 60 days following the post-construction survey. The plan shall include the following details: i. As required by the CEMP, mitigation for eelgrass impacts shall be at a ratio of no less than 1.2:1. ii. Mitigation shall commence within 135 days of documented impacts on eelgrass to ensure that mitigation occurs within the same growing season as the impacts.	

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
		iii. Mitigation performance monitoring shall be conducted by the qualified marine biologist at the following milestones: zero, 12, and 24 months. iv. All mitigation monitoring shall be conducted by the qualified marine biologist during the active eelgrass growing season, avoiding the low growth season (November through February). All performance standards shall be in accordance with those prescribed in the CEMP. b. The qualified marine biologist shall submit the monitoring reports (including spatial data and other CEMP-identified requirements) to the District and NMFS within 30 days of each monitoring period. c. A minimum of 2 years of annual post-construction eelgrass surveys shall be conducted during the active eelgrass growing season. Additional annual surveys may be required at the discretion of the qualified marine biologist, the District, and NMFS. d. In the event impacts on eelgrass are detected during the 2-year post-construction period, the District shall provide additional mitigation for eelgrass impacts by transplanting eelgrass at a restoration site within San Diego Bay or another mitigation site determined to be suitable by the NMFS and the District at a ratio of 1.2:1. **BIO-4: Wildlife-Safe Building, Barrier Netting System, and Lighting Design Guidelines and Monitoring Performance Plan.** The Topgolf Project component shall incorporate building, barrier netting system, and lighting design features to protect the safety of sensitive wildlife species. During working drawing approval, the Topgolf Project applicant shall submit the details of the Project design to the District for review and approval. In addition, the Topgolf Project applicant shall develop a monitoring performance plan, the elements of which are detailed below. The Topgolf	

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
		Project applicant shall work with a qualified biologist to review the building and netting designs and assist with design guidelines. 1. The design guidelines shall include but not be limited to the following: a) Building Features: i) Trees and landscaping shall be placed away from buildings to minimize birds interacting with building facades. ii) The building facades shall be balanced with architectural features that shall include non-reflective or opaque glass surfaces, such as etched/fritted/patterned glass and ultraviolet patterned glass. iii) Additional features that shall be incorporated as feasible include awnings, shades, or shutters, which would reduce glass reflection, glare, and overheating. iv) Enclosed trash cans around the facility to prevent nuisance animals from accessing the cans. v) No invasive plants shall be included in Project landscaping b) Barrier Netting System: i) The barrier netting system shall use black netting material to be visible for birds. ii) The barrier net shall have 1-inch-diameter mesh netting made of ultraviolet-treated polyester. Polyester material is of flexible construction and may help prevent injuries to birds. The 1-inch mesh is ideal for reducing entanglement concerns for smaller birds and is compliant with the California Green Building (CALGreen) Bird-Friendly Design Standards.	

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
		iii) The barrier netting system shall have sealed edges (i.e., using clips, ties, tension wires, or similar components) to ensure there are no gaps between the net and the poles the netting is secured to. Preventing gaps between the netting and the poles shall ensure the barrier netting system does not provide openings for birds to perch or become entangled in. iv) Net marking devices, such as FireFlys HWs or BirdMark BM-AG, shall be placed in the center of all sections of netting between support poles to form horizontal rows of bird flight diverters per manufacturer recommendations. A maximum distance of 15 vertical feet and 15 horizontal feet for FireFly HW and 30 vertical feet by 30 horizontal feet for BirdMark BM-AG between the marking devices (per manufacturer's recommendations) shall be maintained for the entire netting structure. v) Perch deterrent devices such as triangle- and cone-shaped pole caps or spike-type features shall be installed on the tops of all barrier netting system poles. vi) Topgolf shall educate employees, through Topgolf's internal formal standard operating procedures and the bird entanglement response procedure (detailed in measure 2.b) on the necessary steps to take in the event that any wildlife is in distress (on site, within the outfield, along nets, or the buildings). vii) Topgolf shall perform routine inspections of outfield nets to identify tears, rips, holes, and other damage that can lead to increased risk of entanglement both from within the outfield and along the outside perimeter. The full-time on-site	

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
		facilities maintenance team, along with the in-house national barrier netting specialist, shall be trained to find potential issues before they occur and make any necessary repairs. c) Lighting Features: i) Proposed outdoor lighting shall implement the lowest possible color temperature that also meets public safety requirements not to exceed a correlated color temperature of 2,700 Kelvins to emit less high-frequency blue light. ii) New outdoor lighting (with the exception of outfield lighting) shall be as low to the ground as possible to only illuminate necessary structures directed downward and shielded away from the waterfront to eliminate or reduce light trespass (to 0.08 foot-candles [fc] or [0.86 lux]), sky glow, and glare. iii) Lighting fixtures not necessary for safety, entrances, business facility operations, and circulation shall use automatic controls such as timers, dimmers, or motion sensors where possible, and otherwise shall be automatically shut off by 1:00 a.m., Monday through Friday, and 2:00 a.m., Saturday and Sunday. 2. Performance Monitoring and Adaptive Management Plan: a) The Topgolf Project applicant shall retain a qualified biologist, approved by the District, familiar with local and migratory species to develop and implement a 3-year post-construction monitoring and adaptive management plan to evaluate the effectiveness of the building, barrier netting system, and lighting designs in preventing bird collisions. The qualified biologist shall also evaluate the effectiveness of the perch deterrent devices on the barrier netting system poles and make recommendations to the District as needed to maintain	

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
		a satisfactory level of efficacy, to be incorporated into the 3-year post-construction monitoring and adaptive management plan within 30 days of approval by the District. b) The monitoring plan shall include frequency of monitoring surveys, monitoring survey methods, bird-net interaction monitoring methods, methods to identify and document locations where bird strikes occur, the number of collisions, the date, the approximate time, and features that may be contributing to collisions. The monitoring plan shall also include an evaluation of the perch deterrent devices on the barrier netting system poles, including monitoring survey frequency and methods, avian predator perching occurrences and locations, the date and approximate time of the perching events, and features of the design that could be allowing avian predators to perch on the poles. c) The qualified biologist shall develop a bird entanglement response procedure that shall be implemented if a bird entanglement occurs to prevent bird mortality to the greatest extent possible. The response procedure shall also include contact information for a local wildlife rescue service to assist during and after an entanglement event. d) The qualified biologist shall list potential design solutions and coordinate with Topgolf to implement a process for adaptive management procedures in consultation with the District and resource agencies. If any bird becomes entangled in the netting, the qualified biologist shall notify the California Department of Fish and Wildlife (CDFW) San Diego office and the U.S. Fish and Wildlife Service (USFWS) Carlsbad office within 24 hours. e) Annually over the 3-year monitoring plan, the results of the monitoring and proposed adaptive management	

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
		methods shall be documented in a report and submitted to the District for review. If needed, the Topgolf Project applicant, in consultation with a qualified biologist and the District, shall implement adaptive management measures to further prevent bird strikes and avian predator perching, ultimately to reduce indirect impacts from the netting and poles.	
Threshold 2: Riparian Habitat and Other Sensitive Natural Communities	PS	Refer to **BIO-2 and BIO-3.**	LS
Threshold 3: Jurisdictional Aquatic Resources	PS	Refer to **AES-1, BIO-2 and BIO-3.** **BIO-5: Jurisdictional Aquatic Resources Permitting.** Prior to any in-water Project construction activities, the District shall consult with the appropriate regulatory agencies, including but not limited to, the U.S. Army Corps of Engineers (under Clean Water Act Section 404 and Section 10 of the River and Harbors Act), the Regional Water Quality Control Board (under Clean Water Act Section 401), and California Coastal Commission, to authorize potential impacts. The District shall secure all required regulatory permits prior to the commencement of in-water construction.	LS
Threshold 4: Wildlife Corridors and Habitat Linkages	PS	Refer to **BIO-4.**	LS
Threshold 5: Local Policies or Ordinances	PS	Refer to **BIO-1, BIO-2, BIO-3, BIO-4, and BIO-5.**	LS
Threshold 6: Regional Conservation Planning	NI	N/A	LS
Section 3.4, Energy			
Threshold 1: Wasteful or Inefficient Energy Usage	LS	N/A	LS
Threshold 2: Conflict with Renewable or Energy Efficiency Plan	LS	N/A	LS

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
Section 3.5, Geology and Soils			
Threshold 1: Exposure to Seismic-Related Hazards	PS	**GEO-1: California Building Code Design Measures and Site-Specific Geotechnical Study and Report Recommendations.** Prior to obtaining grading and building permits, Topgolf and/or the District shall demonstrate compliance with the most recent California Building Code standards and consistency with site-specific geotechnical recommendations as outlined in the project-specific geotechnical investigations. Evidence of incorporation of the geotechnical recommendations shall be provided to the District prior to commencement of construction of the Topgolf visitor-serving attraction. Recommendations provided in the Geology and Soils Technical Study for the Project area prepared by Ninyo & Moore on May 10, 2024, include recommendations relating to soft ground, compressible soil, expansive soils, ground surface rupture, ground shaking, liquefaction, shallow groundwater, and corrosive soils. Recommendations provided in the Geotechnical and Fault Rupture Hazard Investigation prepared by NOVA on October 1, 2024, for the Topgolf site within the Project area include earthwork, foundations, interior slabs-on-grade, hardscape, conventional retaining walls, pavement section, pipelines, working platforms and corrosivity recommendations.	LS
Threshold 2: Soil Erosion or Topsoil Loss	LS	N/A	LS
Threshold 3: Geologic Stability	PS	Refer to **GEO-1.**	LS
Threshold 4: Expansive Soils	PS	Refer to **GEO-1.**	LS
Threshold 5: Septic Tanks	NI	N/A	NI
Threshold 6: Paleontological Resources	LS	N/A	LS

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
Section 3.6, Greenhouse Gas Emissions			
Threshold 1: Generation of Greenhouse Gas Emissions	PS	Refer to **TRA-1.**	SU
Threshold 2: Conflict with Applicable Plan	PS	Refer to **TRA-1.**	SU
Section 3.7, Hazards and Hazardous Materials			
Threshold 1: Transportation, Use, and Disposal of Hazardous Materials	LS	N/A	LS
Threshold 2: Accidental Releases	PS	**HAZ-1: Demolition Environmental Monitoring Plan for Rental Car Facilities.** Prior to any demolition activities associated with the Rental Car Facilities, a Demolition Environmental Monitoring Plan (DEMP) including a comprehensive Soil and Groundwater Management Plan shall be prepared by each rental car entity (i.e. Avis, Enterprise, and Hertz) for their respective leasehold for, and, submitted, and approved by the District with a courtesy copy to the San Diego County Department of Environmental Health and Quality. The DEMP shall include a plan that would assess and address recognized environmental conditions on rental car leaseholds. Assessment of recognized environmental conditions and management of impacted soil and groundwater must be conducted by each rental car entity (i.e. Avis, Enterprise, and Hertz) for their respective leasehold prior to construction of the Topgolf visitor-serving attraction. The DEMP would include procedures for assessment of recognized environmental conditions as well as management of impacted soil and groundwater. As part of the DEMP, the rental car companies would assess potential recognized environmental conditions outside the demolition footprint and assess and address potential environmental impacts prior to demolition. During rental car facility demolition activities, the rental car companies shall monitor for and address environmental impacts. Cleanup of any recognized environmental condition encountered during demolition or investigation shall occur as needed. Cleanup activities may include, but are not limited to, soil excavation and disposal, underground storage tank and free product removal (leaked pure petroleum), and groundwater	LS

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
		treatment. Cleanup standards must comply with U.S. Environmental Protection Agency Regional Screening Levels and California Department of Toxic Substance Control-Modified Screening Levels for commercial land use, or as dictated by the regulatory oversight agency (i.e. San Diego County Department of Environmental Health). All work shall be performed in accordance with the Soil and Groundwater Management Plan included in DEMP. **HAZ-2: Construction Environmental Monitoring Plan for Topgolf Construction.** Prior to the start of construction activities for the Topgolf visitor-serving attraction, including any earthwork or grading, a Construction Environmental Monitoring Plan (CEMP) shall be prepared by Topgolf and approved by the District with a courtesy copy to the San Diego County Department of Environmental Health. The CEMP shall include a Soil and Groundwater Management plan and would include a plan to monitor for residual contamination that may be encountered during Topgolf visitor-serving attraction construction. Topgolf shall cleanup or mitigate risks associated with any residual recognized environmental condition encountered during the Topgolf visitor-serving attraction construction as needed. Cleanup activities may include, but are not limited to, soil excavation and disposal, underground storage tank and free product removal (leaked pure petroleum), and groundwater treatment. Cleanup standards must comply with U.S. Environmental Protection Agency Regional Screening Levels and California Department of Toxic Substance Control-Modified Screening Levels for commercial/industrial land use, or as dictated by the regulatory oversight agency (i.e. San Diego County Department of Environmental Health). All work shall be performed in accordance with the Soil and Groundwater Management Plan included in the CEMP and/or as approved by the regulatory oversight agency (i.e. San Diego County Department of Environmental Health. **HAZ-3: Preparation of a Phase II Environmental Site Assessment Work Plan for Other East Harbor Island Project Areas.** Prior to demolition activities, the District shall develop a Phase II	

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
		Environmental Site Assessment Work Plan to assess potential recognized environmental conditions outside of the rental car facility leaseholds. The Phase II Environmental Site Assessment Work Plan shall include an investigation of areas where there are known or suspected environmental impacts. Any conditions or impacts identified in the Phase II Environmental Site Assessment shall be remediated or mitigated by the District as needed. Cleanup activities may include, but are not limited to, soil excavation and disposal, underground storage tank and free product removal (leaked pure petroleum), and groundwater treatment. Cleanup standards must comply with U.S. Environmental Protection Agency Regional Screening Levels and California Department of Toxic Substance Control-Modified Screening Levels for commercial land use, or as dictated by the regulatory oversight agency (i.e. San Diego County Department of Environmental Health). **HAZ-4: Preparation of a Construction Environmental Monitoring Plan for the Other East Harbor Island Project Areas.** The District shall prepare a Construction Environmental Monitoring Plan (CEMP) to monitor for and remediate residual contamination that may be encountered during construction in the other East Harbor Island Project Area. The CEMP shall also include a Soil and Groundwater Management Plan and would include a plan to monitor for residual contamination that may be encountered during construction. Any residual recognized environmental condition encountered during construction shall be cleaned up or mitigated in accordance with the Soil and Groundwater Management Plan. Cleanup activities may include, but are not limited to, soil excavation and disposal, underground storage tank and free product removal (leaked pure petroleum), and groundwater treatment. Cleanup standards must comply with U.S. Environmental Protection Agency Regional Screening Levels and California Department of Toxic Substance Control-Modified Screening Levels for commercial land use, or as dictated by the regulatory oversight agency (i.e. San Diego County Department of Environmental Health). All work shall be performed in accordance with the Soil and Groundwater Management Plan included in the CEMP and/or as approved by the regulatory	

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
		oversight agency (i.e. San Diego County Department of Environmental Health. **HAZ-5:** **Convair Cap Avoidance.** The Convair Cap shall be avoided during any in-water work, such as work associated with shoreline repairs/replacement. If water-based construction methodology including the use of a barge is required during construction activities associated with the shoreline concrete revetment, the Convair Cap limits shall be depicted on the construction plans. Prior to starting in-water work, the District shall provide education/guidance to the construction contractor regarding avoiding the Convair Cap area limits. No spudding shall be allowed. If the sand cap is breached, appropriate emergency measures shall be taken as described in Monitoring and Reporting Program No. R9-2015-0029. Measures could include placing additional sand to contain the breach.	
Threshold 3: Hazardous Emissions within 0.25 Mile of School	NI	N/A	NI
Threshold 4: Hazardous Materials Sites	PS	Refer to **HAZ-1**, **HAZ-2**, **HAZ-3**, **HAZ-4, and HAZ-5.**	LS
Threshold 5: Hazards from Nearby Airports	LS	N/A	LS
Threshold 6: Emergency Response or Evacuation Plans	LS	N/A	LS
Threshold 7: Wildland Fire	LS	N/A	LS
Section 3.8, Hydrology and Water Quality			
Threshold 1: Water Quality Standards	PS	Refer to **BIO-2 and HAZ-5.**	LS
Threshold 2: Groundwater Supplies and Recharge	LS	N/A	LS
Threshold 3: Site Drainage and Hydrology	LS	N/A	LS

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
Threshold 4: Activities in Flood Hazard, Tsunami, or Seiche Zone	LS	N/A	LS
Threshold 5: Conflict with Water Quality Control Plan or Sustainable Groundwater Management Plan	LS	N/A	LS
Section 3.9, Land Use and Planning			
Threshold 1: Physically Divide an Established Community	NI	N/A	NI
Threshold 2: Conflict with Applicable Land Use Plans, Policies, and Regulations Adopted to Avoid or Mitigate an Environmental Effect	LS	N/A	LS
Section 3.10, Noise			
Threshold 1: Exceedance of Noise Standards	LS	N/A	LS
Threshold 2: Excessive Groundborne Vibration or Noise	LS	N/A	LS
Threshold 3: Aircraft Noise	LS	N/A	LS
Section 3.11, Public Services			
Threshold 1: Fire Protection	LS	N/A	LS
Threshold 2: Police Protection	LS	N/A	LS
Threshold 3: Schools	NI	N/A	NI
Threshold 4: Parks	LS	N/A	LS
Threshold 5: Other Public Facilities	LS	N/A	LS
3.12 Recreation			
Threshold 1: Deterioration of Parks and Recreational Facilities	LS	N/A	LS
Threshold 2: Construction or Expansion of Recreational Facilities	LS	N/A	LS

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
Section 3.13, Transportation			
Threshold 1: Conflict with Program, Plan, Ordinance, or Policy	LS	N/A	LS
Threshold 2: Induction of Substantial Vehicle Miles Traveled	PS (Direct and Cumulative)	**TRA-1: Transportation Demand Management Plan.** Topgolf, in coordination with the District, shall implement a Transportation Demand Management Plan that shall include the following transportation demand measures: • **T-2: Increase Job Density.** This measure accounts for the vehicle miles traveled reduction achieved by a project designed with a higher density of jobs compared to the average job density in the United States. Increased densities affect the distance people travel and provide greater options for the mode of travel they choose. Increasing job density results in shorter and fewer trips by single-occupancy vehicles and, thus, a reduction in greenhouse gas emissions. Topgolf would construct a 67,030- square- foot building which equals 260 jobs per acre, which exceeds average employment density of 145 jobs per acre (CAPCOA 2010). The anticipated number of employees is 400. • **T-7: Implement Commute Trip Reduction Marketing.** Topgolf shall identify a transportation demand management coordinator who shall work with the San Diego Association of Governments to implement a marketing program that promotes alternative modes of transportation. The marketing program shall educate employees about their travel choices to employment locations beyond driving, such as carpooling, taking transit, walking, and bicycling, thereby reducing vehicle miles traveled and greenhouse gas emissions. The marketing materials shall include information about amenities offered by the Project, such as the San Diego Association of Governments' Sustainable Transportation Services Program, and event-specific information, such as Bike Anywhere Day, and shall be made available to employees and guests. • **T-10: Provide End-of-Trip Bicycle Facilities.** Topgolf shall install and maintain end-of-trip facilities for employee use. End-	SU

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
		of-trip facilities include bike parking, bike lockers, and personal lockers. Providing and maintaining secure bike parking and related facilities encourages commuting by bicycle, thereby reducing vehicle miles traveled and greenhouse gas emissions. • **T-18: Provide Pedestrian Network Improvement.** The Topgolf site includes direct and safe walking connectivity between the Topgolf site and North Harbor Drive. The aim is to create an accessible and safe pedestrian environment that encourages employees and other tenants to walk to and from the Project. • **T-19A: Construct or Improve Bike Facility.** The District would construct a 20-foot-wide waterfront promenade south of Liberator Way that would serve as a Class I bike path and would connect to the Class I bike path south of North Harbor Drive to enhance a larger existing bikeway network. Providing bicycle infrastructure helps to improve biking conditions within an area. This encourages a mode shift on the roadway parallel to the bicycle facility from vehicles to bicycles, displacing vehicle miles traveled, and thus, reducing greenhouse gas emissions.	
Threshold 3: Hazardous Design Features	PS (Direct and Cumulative)	Refer to **AES-1.**	LS
Threshold 4: Inadequate Emergency Access	LS	N/A	LS
Threshold 5: Inadequate Parking Access	LS	N/A	LS
Section 3.14, Tribal Cultural Resources			
Threshold 1: Tribal Cultural Resources	LS	N/A	LS
Section 3.15, Utilities and Service Systems			
Threshold 1: New or Expanded Utilities Facilities	LS	N/A	LS
Threshold 2: Water Supply Availability	LS	N/A	LS

Table ES-1. Summary of Impacts and Mitigation Measures

Impact	Level of Significance before Mitigation	Mitigation Measure	Level of Significance after Mitigation
Threshold 3: Wastewater Treatment Capacity	LS	N/A	LS
Threshold 4: Solid Waste Generation	LS	N/A	LS
Threshold 5: Compliance with Solid Waste Regulations	LS	N/A	LS

Notes: LS = Less than Significant Impact; NI = No Impact; PS = Potentially Significant Impact; SU = Significant and Unavoidable, N/A= Not Applicable

Chapter 1 Introduction

The San Diego Unified Port District (District) has prepared this Draft Environmental Impact Report (EIR) to inform the public, local community, organizations, responsible agencies, trustee agencies, and other interested public agencies about potential significant environmental effects resulting from implementation of the proposed East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project) and possible measures to mitigate those significant effects, as well as feasible alternatives to the Project. This EIR was prepared in compliance with the California Environmental Quality Act (CEQA) (California Public Resources Code, Section 21000 et seq.), CEQA Guidelines (CEQA Guidelines, Section 15000 et seq.), and the District's procedures for implementing CEQA.

This EIR focuses on the specific environmental effects caused by the Project as contemplated by the CEQA Guidelines.

1.1 Project Overview

The Project proposes the redevelopment of portions of East Harbor Island (EHI) within the San Diego Unified Port District's (District's) jurisdiction in the City of San Diego (City). The Topgolf visitor-serving attraction is a three-level building, which includes a hybrid entertainment venue that blends golf with social uses, including a restaurant, a bar, lounge, rooftop entertainment area, and a netted driving range, which caters to golf-related gaming experiences. To prepare the site for this redevelopment, the existing three rental car facilities and the temporary construction staging area from the San Diego International Airport Authority (SDIA) would be demolished and the property would be brought back to its pre-developed condition. Liberator Way would be realigned, and then Topgolf would redevelop approximately 9.8 acres for the Topgolf visitor-serving attraction.

The Project also includes the development of a 10.1-acre waterfront park and promenade, which could include new plaza areas, pavilions, playgrounds, cultural uses, seating and shade structures, public art, a mixture of hardscape and landscape, kiosks, shoreline improvements, and other activating features to draw visitors to the bay.

1.2 Project Background

District jurisdiction extends 34 miles of the San Diego Bay waterfront within the Cities of Chula Vista, Coronado, Imperial Beach, National City, and San Diego. The Project is located in EHI, which currently consists of rental car and construction staging uses and is not publicly accessible. The District envisions EHI as a visitor-serving commercial and recreation destination featuring, for example, commercial venues that combine dining with interactive entertainment. Additional visits to and from EHI are anticipated as

development in EHI intensifies. As such, mobility improvements that expand access to and from the area are also included in the District's vision for EHI. The Project would further the District's vision for EHI to create a regional destination for locals and visitors alike with improved mobility, increased recreation, and enhanced coastal access that is welcoming to visitors.

1.3 Purpose and Use of the Environmental Impact Report

The District has prepared this EIR for the following purposes:

- To satisfy the requirements of CEQA, pursuant to California Public Resources Code, Section 21080
- To inform the public, local community, organizations, and responsible, trustee, and other interested public agencies of the nature of the proposed Project, its potentially significant environmental effects, its feasible measures to mitigate those impacts, and reasonably feasible alternatives to the Project
- For consideration by the District, as the lead agency, and by responsible agencies in issuing permits and approvals for implementation of the Project

As noted previously, this EIR is an informational document, the purpose of which is to identify the potentially significant effects of the Project on the environment and to indicate the manner in which those significant effects can be avoided or reduced to a less than significant level, to identify any significant and unavoidable adverse impacts that cannot be mitigated to below a level of significance, and to identify potentially feasible alternatives to the Project that would avoid or substantially lessen any significant, adverse environmental effects associated with the Project.

The CEQA lead agency (i.e., the District) is required to consider the information in this EIR and any other relevant information in the administrative record in making its decision on the Project. This EIR does not determine the ultimate decision that will be made regarding the Project. Nevertheless, CEQA requires the District to consider the information in this EIR before approving the Project and to make Findings of Fact regarding each significant effect identified in this EIR. CEQA and the CEQA Guidelines require the decision-making agency to balance, as applicable, the economic, social, technological, legal, or other benefits of a project against its unavoidable environmental risks when determining whether to approve a project.

This EIR will be circulated to responsible and trustee agencies with jurisdiction over resources affected by the Project, as well as other local, state, and federal agencies and interested parties and individuals. In reviewing the Draft EIR, reviewers should focus on the

sufficiency of the document in identifying and analyzing potentially significant effects on the environment and avoiding or mitigating the significant effects of the Project.

1.4 Environmental Impact Report Review Process

1.4.1 Notice of Preparation

In accordance with CEQA Guidelines, Section 15082, a Notice of Preparation (NOP) (included as Appendix A) was circulated for public and public agency review from December 15, 2023, through January 16, 2024. The purpose of the NOP is to provide notification that an EIR for the Project is being prepared and to solicit guidance on the scope and content of the document.

Pursuant to CEQA Guidelines, Section 15082, the lead agency held a public scoping meeting on December 7, 2024. Public agencies and members of the public were invited to attend and provide input on the scope of this EIR. Comments from public agencies and the public in response to the NOP are provided in Appendix A. Subjects of responses to the NOP are summarized below and addressed in this EIR. Only comments that pertain to environmental issues are summarized in Table 1-1, Notice of Preparation Comments.

Table 1-1. Notice of Preparation Comments

Comment Letter	Commenter	General Subjects of Comment	Where Comment Addressed in EIR
1	California Coastal Commission	The need for a PMPA, birds and bats, lighting, bulk and scale, lower-cost visitor serving facilities, public realm improvements, public trust consistency	• 2, Project Description • 3.1, Aesthetics • 3.3, Biological Resources • 3.9, Land Use and Planning
2	CDFW	In-water construction, California least terns, bird entanglement, night lighting.	• 3.3, Biological Resources
3	Caltrans	Traffic/vehicle miles traveled analysis, Complete Streets, traffic noise, Caltrans right-of-way	• 3.10, Noise • 3.13, Transportation
4	California Geological Survey	Surface fault rupture	• 3.5, Geology and Soils
5	Native American Heritage Commission	Tribal consultation requirements	• 3.14, Tribal Cultural Resources
6	San Diego County Regional Airport Authority	Project description details, lighting, California least tern, airport noise, vehicle trips generated, parking	• 2, Project Description • 3.1, Aesthetics • 3.3, Biological Resources • 3.10, Noise • 3.13, Transportation

Table 1-1. Notice of Preparation Comments

Comment Letter	Commenter	General Subjects of Comment	Where Comment Addressed in EIR
7	San Diego Coastkeeper	Public Trust, Coastal Act and PMPU consistency, hydrology/water quality, biological resources, aesthetics, greenhouse gas emissions, energy consumption, public safety, alternatives	• 3.1, Aesthetics • 3.3, Biological Resources • 3.4, Energy • 3.6, Greenhouse Gas Emissions • 3.7, Hazards and Hazardous Materials • 3.8, Hydrology and Water Quality • 3.9, Land Use and Planning • 5, Alternatives to the Proposed Project
8	San Diego Audubon Society, Sierra Club, Dark Sky San Diego County, Environmental Center of San Diego, Southwest Wetlands Interpretive Association, San Diego Waterfront Coalition	Public Trust and Coastal Act consistency, land use designation change, visual/scenic impacts, biological resources, energy, lighting, hydrology and water quality, traffic and parking, alternatives	• 3.1, Aesthetics • 3.3, Biological Resources • 3.4, Energy • 3.8, Hydrology and Water Quality • 3.9, Land Use and Planning • 3.13, Transportation • 5, Alternatives to the Proposed Project
9	Pam Olivet	Alternatives	• 5, Alternatives to the Proposed Project
10	Steve Codraro	Lighting, glare, noise, visual	• 3.1, Aesthetics • 3.10, Noise

Notes: Caltrans = California Department of Transportation; CDFW = California Department of Fish and Wildlife; EIR = Environmental Impact Report; PMP = Port Master Plan; PMPA = Port Master Plan Amendment; PMPU = Port Master Plan Update

1.4.2 Draft Environmental Impact Report and Public Review

Pursuant to CEQA Guidelines, Section 15105, this EIR is being circulated for public review and comment as provided in the Notice of Availability/Notice of Completion. During this period, the public and public agencies can submit comments on this EIR's accuracy and completeness to the lead agency.

1.4.3 Final Environmental Impact Report and Certification

Upon completion of the Draft EIR public review period, a Final EIR will be prepared. Pursuant to CEQA Guidelines, Section 15132, the Final EIR will consist of (1) the Draft EIR; (2) the comments and recommendations received on the Draft EIR; (3) a list of people, organizations, and public agencies that commented on the Draft EIR; (4) the District's responses to significant environmental points raised by the public and agency comments submitted during the review process including any revisions to the Draft EIR made in

response to public or public agency comments; and (5) any other information the District has added. The Final EIR will also include a Mitigation Monitoring and Reporting Program prepared in accordance with CEQA (California Public Resources Code, Section 21081.6). Before the District can approve the Project, it must first certify that the EIR has been completed in compliance with CEQA, that it has reviewed and considered the information in the EIR, and that the EIR reflects the independent judgment of the District. The District will also be required to adopt Findings of Fact, a Mitigation Monitoring and Reporting Program (MMRP), and a Statement of Overriding Considerations (if any significant, unavoidable impacts are identified). If no significant, unavoidable impacts (assuming the District finds the proposed mitigation measures to be feasible) are identified, the District will not be required to adopt a Statement of Overriding Considerations if it approves the Project (California Public Resources Code, Section 21081).

1.5 Documents Incorporated by Reference

CEQA Guidelines, Section 15150, allows for incorporation by reference of "all or portions of another document which is a matter of public record or is generally available to the public." Incorporation by reference is used principally as a means of reducing the size of EIRs. Documents incorporated by reference are listed below and used as source documents for this EIR. These documents are available electronically for public review during normal business hours (Monday through Friday, 8:30 a.m. to 5:00 p.m.) at San Diego Unified Port District, 3165 Pacific Highway, San Diego, California, 92101, and, for District documents, on the District's website:

- Port Master Plan (PMP) (District 2020). The existing PMP provides the District's policies and regulations for the Project area. A copy of the PMP is available online.[1] The Project is located within the boundaries of and subject to the policies of the PMP.
- Port Master Plan Update (PMPU) (District 2024a). The PMPU provides the District's proposed policies and regulations. The District approved of the PMPU on February 28, 2024, and it will be submitted to the California Coastal Commission for certification pursuant to California Public Resources Code, Sections 30714 and 30716. A copy of the PMPU to be submitted for certification is available online.[2] The Project is located within the boundaries but is not subject to the policies of the PMPU until PMPU certification.
- PMPU Program EIR (District 2024b). On February 28, 2024, the District unanimously certified the PMPU Final Program EIR (SCH No. 2017031070) (Resolution No. 2024-015, Clerk Document No. 76469). The PMPU provides

[1] https://pantheonstorage.blob.core.windows.net/waterfront-development/Port-Master-Plan.pdf
[2] https://pantheonstorage.blob.core.windows.net/waterfront-development/Final-Draft-PMPU-Approved-by-BPC-2_28_2024.pdf

programmatic analysis from reasonably foreseeable development allowed by the PMPU. A copy of the PMPU Final EIR,[3] including Volumes 1,[4] 2,[5] 3, and 4,[6] is available online. The PMPU Final EIR provides analysis of the land within the Project area, and some of the analysis is used in this EIR.

- 2025 Regional Plan (SANDAG 2025a). The 2025 Regional Plan provides a long-term blueprint for the San Diego region that seeks to meet regulatory requirements, address traffic congestion, and create equal access to jobs, education, healthcare, and other community resources. A copy of the 2025 Regional Plan[7] is available online. The Project is located within the boundaries of the 2025 Regional Plan.
- 2025 Regional Plan PEIR (SANDAG 2025b). On December 12, 2025, the SANDAG Board of Directors certified the PEIR. A copy of the Final PEIR is available online. The PEIR evaluated the environmental impacts that would occur if the 2025 Regional Plan was adopted and implemented.

1.6 Scope of the Environmental Impact Report

Based on a review of the Project and comments received during the NOP public review period and preparation of an Initial Study (Appendix A), the District determined that an EIR that addresses the following environmental issue areas should be prepared:

- Aesthetics
- Air Quality
- Biological Resources
- Energy
- Geology and Soils
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Noise
- Public Services
- Recreation
- Transportation
- Tribal Cultural Resources
- Utilities and Service Systems

The specific topics evaluated are detailed in Chapter 3, Environmental Analysis, of this EIR.

This EIR evaluates direct impacts, reasonably foreseeable indirect impacts, and cumulative impacts resulting from construction and operation of the Project using reasonably available current information and in accordance with the provisions set forth in CEQA and the CEQA

[3] https://www.portofsandiego.org/waterfront-development/port-master-plan-update
[4] pantheonstorage.blob.core.windows.net/waterfront-development/Final-Environmental-Impact-Report-EIR-for-Final-Draft-Port-Master-Plan-Update-February-2024-Volume-1-of-4-Part-1-of-3.pdf
[5] https://pantheonstorage.blob.core.windows.net/waterfront-development/Final-Environmental-Impact-Report-EIR-for-Final-Draft-Port-Master-Plan-Update-February-2024-Volume-2-of-4-Part-2-of-3.pdf
[6] https://pantheonstorage.blob.core.windows.net/waterfront-development/Final-Environmental-Impact-Report-EIR-for-Final-Draft-Port-Master-Plan-Update-February-2024-Volume-3-and-4-of-4-Part-3-of-3.pdf
[7] https://www.sandag.org/regional-plan

Guidelines. In addition, this EIR recommends feasible mitigation measures, where possible, and Project alternatives that would avoid or reduce significant, adverse environmental effects.

Chapter 4, Other CEQA Considerations and Effects Found Not to Be Significant, of the EIR includes discussions of other impact topics as required by CEQA. Chapter 5, Alternatives to the Proposed Project, of this EIR was prepared in accordance with Section 15126.6 of the CEQA Guidelines. CEQA requires that the lead agency adopt mitigation measures or alternatives where feasible to substantially lessen or avoid significant environmental impacts that would otherwise occur. However, Project modification or alternatives are not required where significant environmental impacts would not occur. This EIR evaluates alternatives to the Project as detailed in Chapter 5.

This EIR also incorporates by reference the PMPU Final Program EIR, which was certified on February 28, 2024 (SCH No. 2017031070) (Resolution No. 20240-15, Clerk Document No. 76469).

1.7 Organization of the Environmental Impact Report

This EIR is organized into two volumes. Volume I addresses the potential environmental impacts of the physical development of the Project. Associated technical appendices are contained in Volume II.

Volume I of this EIR includes the following:

Executive Summary. Summarizes the Project, environmental impacts that would result from implementation of the Project, proposed mitigation measures that would avoid or reduce impacts, and the level of significance of impacts both before and after mitigation, and areas of controversy and issues to be resolved.

Chapter 1, Introduction. Provides an introduction and overview of this EIR process and describes the intended use and scope of this EIR and the review process.

Chapter 2, Project Description. Provides a detailed description of the Project, including its location; background information; Project objectives; technical, economic, and environmental characteristics; and intended uses of this EIR for agency permits and approvals.

Chapter 3, Environmental Analysis. Describes the environmental setting and provides an assessment of potential Project impacts for each environmental issue area, as well as cumulative impacts. Each section is divided into seven subsections: Environmental Setting, Regulatory Setting, Method of Analysis, Thresholds of Significance, Project Impacts and Mitigation, and Cumulative Impacts.

Chapter 4, Other CEQA Considerations and Effects Found Not to Be Significant. Provides a summary of any significant and unavoidable impacts of the Project as detailed in Chapter 3.0. This chapter also describes the potentially significant irreversible changes that may be expected and addresses the use of nonrenewable resources and energy use anticipated during Project implementation; identifies the issues determined in the scoping and preliminary environmental review process found not to be significant for the Project and briefly summarizes the basis for these determinations; and evaluates the potential influence the Project may have on economic or population growth in the Project area, as well as in the region, either directly or indirectly.

Chapter 5, Alternatives to the Proposed Project. Describes and compares the proposed alternatives to the Project, and describes why other alternatives were considered and rejected.

Chapter 6, List of Preparers and Agencies Consulted. Lists staff of the lead agency and consultants who provided technical assistance and the agencies consulted in the preparation and review of this EIR.

Chapter 7, References. Provides a list of references used in preparation of the analysis presented in this EIR.

Volume II of this EIR includes the following:

Technical Appendices. Includes various documents and data that support the analysis presented in this EIR.

Chapter 2 Project Description

2.1 Introduction

The East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project) proposes the redevelopment of approximately 22.4 (EHI redevelopment area) of 38 acres (Project area) of East Harbor Island (EHI) within the San Diego Unified Port District's (District's) jurisdiction in the City of San Diego (City). Topgolf is a three-level building that includes a hybrid entertainment and attraction venue that blends golf with social uses, including a restaurant, a bar, a lounge, a rooftop entertainment area, and a netted driving range, which caters to golf-related gaming experiences. To prepare the site for this redevelopment, the existing three rental car facilities and the temporary construction staging area for the San Diego International Airport Authority (SDIA) would be demolished, and the property would be brought back to its pre-developed condition.

Topgolf would then develop approximately 9.8 acres of the former rental car area for the Topgolf visitor-serving attraction. Additionally, the Project includes the realignment of Liberator Way to allow for the development of 10.1 acres of waterfront park and promenade, which could include new plaza areas, pavilions, playgrounds, cultural uses, seating and shade structures, public art, a mixture of hardscape and landscape, kiosks, shoreline improvements, and other activating features to draw visitors to the bay.

2.2 Project Vision

EHI is envisioned to be developed with various commercial uses and an expansive waterfront park and promenade, providing a new iconic visitor-serving development. Airport rental car facilities and airport construction staging areas would be demolished to allow for the redevelopment of approximately 9.8 acres of the Project area with a Topgolf visitor-serving attraction with associated restaurant and retail uses. New recreation open space areas, created through the realignment of Liberator Way, would be enhanced with new amenities, such as active and passive spaces, and activating features. Planned coastal access and shoreline improvements would enhance visitor activity opportunities. Pedestrian connections would be expanded throughout EHI, with a continuous waterfront promenade that also preserves scenic views. The Project would further the District's vision for EHI to create a regional destination with improved mobility, increased recreation, and enhanced coastal access that is welcoming to all visitors, as discussed below in Section 2.5, Project Components.

2.3 Project Location and Setting

The Project area consists of approximately 38 acres of land generally bounded to the north by North Harbor Drive, to the west by Harbor Island Drive, to the south by Liberator Way and the Harbor Island East Basin portion of San Diego Bay, and to the east by the Convair Lagoon portion of San Diego Bay. Liberator Way runs east–west along the southern portion of the Project area (Figure 2-1, Regional Location, and Figure 2-2, Project Area).

Existing structures on site include several one- and two-story buildings, various small structures, surface parking lots, fencing, and limited or ornamental vegetation. The San Diego Harbor Police headquarters are located in the northwestern portion of the Project area at 3380 North Harbor Drive on an approximately 4.8-acre site. Three rental car facilities currently maintain operations throughout the Project area: Hertz at 3202 North Harbor Drive on an approximately 12.2-acre site, Enterprise at 3280 North Harbor Drive on an approximately 7.1-acre site, and Avis at 3180 North Harbor Drive on an approximately 8.8-acre site. Rental car facilities operations within the Project area consist of vehicle storage, maintenance, and repair. In the eastern portion of the Project area at 3032 Harbor Drive on an approximately 3-acre site, the SDIA has temporary construction staging offices to support the SDIA Terminal 1 Expansion Project expected for completion in early 2028 (Figure 2-3, Existing Project Area).

The shoreline in the Project area is protected with a combination of riprap and concrete and asphalt sloped pavement that show signs of erosion or degradation. Other areas are protected by a combination of crushed rock and concrete and asphalt sloped pavement. Additionally, on the southeastern portion of the shoreline, remnants of an approximately 190-foot former sea plane launch ramp extend into the San Diego Bay. The former sea plane ramp would be left in place as part of the Project. Several concrete pipe storm drain outlets are along the shoreline as well. Topographically, the Project area is relatively level with a gentle gradient down to San Diego Bay.

The Project area is within Harbor Island Planning District 2 of the certified Port Master Plan (PMP). The majority of the Project area is within the East Basin Industrial subarea and a small portion of the Project area along Harbor Island Drive is within the West Harbor Island subarea. The existing land use designations for the Project area include approximately 34.8 acres of Industrial Business Park, approximately 0.5 acre of Open Space, approximately 0.4 acre of Harbor Services, and 2.2 acres of street (Figure 2-4, Existing PMP Land Uses).

2.4 Project Objectives

In accordance with California Environmental Quality Act (CEQA) Guidelines, Section 15124(b), and to implement Public Trust Doctrine, the District identified the following objectives for the Project:

1. Redevelop East Harbor Island to provide a new combined visitor-serving, commercial, dining, entertainment, and recreation opportunity where there is currently none.
2. Enhance public access to the tidelands through the construction of a new waterfront park and promenade.
3. Reconfigure Liberator Way to enhance traffic flow and improve non-automobile linkages through multimodal improvements.
4. Provide redevelopment that maximizes economic benefits with commercial uses to assist in funding the expansion and enhancement of public access and road improvements.
5. Provide a new visitor-serving development that promotes the public's enjoyment of public trust lands consistent with the Public Trust Doctrine's commerce and recreation uses.

2.5 Project Components

The Project proposes to redevelop a portion of the Project area (EHI redevelopment area). Project components include the demolition of existing structures and improvements; realignment of Liberator Way; redevelopment of approximately 9.8 acres for the Topgolf visitor-serving attraction; and development of a new, approximately 10.1-acre waterfront park and promenade (Figure 2-5, Proposed Development). The Project would redesignate the land/water use designations within the Project area from Industrial Business Park, Open Space, Street and Harbor Services to Commercial Recreation, Park/Plaza, Street and Specialized Berthing. The EHI redevelopment area land use designations would be Topgolf visitor-serving attraction (Commercial Recreation), Liberator Way (Street), and waterfront park and promenade (Park/Plaza).There is also the re-designation of 13.4 acres of PMP land/water uses within the Project area, including the former seaplane ramp located on the southeast portion of the Project area (Specialized Berthing), the adjacent parcels located directly west of the proposed Topgolf site (Commercial Recreation), the Harbor Police headquarters located at the western end of the Project area (Commercial Recreation), and Park/Plaza space along the northeast boundary. No physical development of these parcels is contemplated at this time. Table 2-1, Project Area and EHI Redevelopment Area, provides a summary of the proposed development under the EHI redevelopment area and re-designation of parcels encompassing the total Project area.

Table 2-1. Project Area and EHI Redevelopment Area

Proposed EHI Redevelopment Area and PMP Land/Water Use Designation Change	
Topgolf (Commercial Recreation)	9.8 acres
Park and Waterside Promenade (Park/Plaza)	10.1 acres
Liberator Way Improvements (Streets)	2.5 acres
Total EHI Redevelopment Area	*22.4 acres*
PMP Land/Water Use Designation Change Only	
Specialized Berthing (former seaplane ramp)	0.7 acre
Commercial Recreation (adjacent parcels)	7.6 acres
Commercial Recreation (Harbor Police Headquarters)	4.8 acres
Park/Plaza (minus the waterfront park/promenade)	0.3 acre
Total Land Use Change	*13.4 acres*
No PMP Land/Water Use Designation Change	
Streets (Harbor Island Drive)	2 acres
Total No Land Use Change	*2 acres*
Total Project Area	**37.8 acres**

2.5.1 Demolition of Existing Site and Displacement of Existing Tenants

The initial phase of the Project would include the demolition of three rental car facilities, Hertz, Enterprise, and Avis, and the SDIA temporary construction staging offices. Specifically, demolition of the existing Hertz vehicle maintenance facility would include the removal of all buildings and canopies, an aboveground storage tank, aboveground oil tanks, underground fuel storage tanks, associated fuel piping and dispensers, paving surfaces, and all associated structural components. Demolition of the Enterprise facility would include the removal of the customer service maintenance building; fleet fueling canopy, including all structures, equipment, facilities, and utility lines serving the fuel/wash building; paving surfaces; underground fuel storage tanks; and related piping. Demolition of the Avis facility would include the removal of an existing storage building, maintenance building, security kiosk, an office building and associated canopy, fuel dispensers and related equipment, aboveground storage tanks, paving surfaces, and all associated structural components. Demolition of the SDIA temporary construction staging offices would include removal of all temporary office buildings, paving surfaces, and all associated structural components. Liberator Way would also be demolished, and storm drain pipes beneath Liberator Way would be removed or repaired, if feasible.

Two of the three rental car facilities are assumed to relocate within the District's borders to a parcel south of and adjacent to the District's Administrative building. The third rental car tenant is anticipated to relocate somewhere within the City of San Diego's borders. Consequently, credit has not been taken for the elimination of these uses, which are anticipated to continue operating in similar capacities in comparison to baseline

conditions. The need for the SDIA construction staging area would continue while Terminal 1 is under construction; consequently, it is assumed that this staging area would relocate to space within the airport's boundaries.

2.5.2 Liberator Way Realignment

The next phase would be to realign and reconstruct Liberator Way to accommodate both vehicular and pedestrian traffic. Currently, Liberator Way from Harbor Island Drive to North Harbor Drive is an undivided, two-lane, two-way roadway. Sidewalks are not present along either side of the roadway, and no bicycle facilities are present. The realignment would include narrowing the roadway to two travel lanes to accommodate vehicular traffic along with multimodal improvements (Figure 2-6, Liberator Way Realignment). The newly realigned roadway would move the existing roadway farther north of San Diego Bay and would provide space for the development of a waterfront park and promenade. The roadway would include a 66-foot right-of-way with a 40-foot-wide street width, one travel lane in each direction, and space for approximately 90 parallel parking spaces on both sides of the roadway. An 8-foot sidewalk would be included on both sides of the street with a minimum 9-foot planting buffer established on both sides of the sidewalk that would include hybrid Bermuda lawn, drought-tolerant enhanced landscaping, and street trees. Pedestrian amenities, such as street furniture and lighting, would be located on both sides of the street. The planting buffer separating the street and the sidewalk would include concrete pass-throughs.

The realignment would also include the reconfiguration of the western existing intersection of Liberator Way with Harbor Island Drive. The new intersection would create a new signalized "T" intersection north of the existing intersection and would eliminate the existing "S" curve along Liberator Way. The new intersection would provide a dedicated westbound right- and left-turn lane from Liberator Way onto Harbor Island Drive. The new intersection would require modification to the left-turn lane eastbound onto Liberator Way from Harbor Island Drive. The Project would also modify the existing intersection of Liberator Way with North Harbor Drive to include new dedicated northbound left-turn, through, and right-turn lanes from Liberator Way.

2.5.3 Topgolf Visitor-Serving Attraction

Topgolf proposes to redevelop approximately 9.8 acres of the EHI redevelopment area with a visitor-serving attraction (Topgolf). A 67,030-gross-square-foot building (29,834 square feet in plan view, excluding the uncovered patio), inclusive of 6,180 square feet of restaurant uses and 367 square feet of retail uses, would be constructed along with a 4.5-acre turf outfield enclosed by netting and a 2.5-acre parking lot (Figure 2-7, Topgolf Site Plan). Table 2-2, Topgolf Components, provides a detailed breakdown of the Topgolf components.

Table 2-2. Topgolf Components

Component	Acreage
Building Footprint	0.7
Outfield	4.5
Landscape, Patio, and Walkway Area	2.1
Parking Lot	2.5
Total Lease Area	**9.8**

A proposed three-level building would have a maximum height of approximately 46 feet and would include 108 hitting bays; a full-service 382-seat restaurant; a bar; lounges; a rooftop entertainment area, including a sky patio rooftop entertainment area; a corporate/event meeting space; and a family entertainment area with games (Figure 2-8, Topgolf Building Elevations – East and West, and Figure 2-9, Topgolf Building Elevations – North and South).

Topgolf is a hybrid entertainment venue that blends golf with social uses, while a traditional driving range focuses solely on practice and skill development. Topgolf uses microchipped golf balls and target tracking technology to create a gaming experience with electronic scoring and social competition, whereas driving ranges offer a more traditional practice environment. For example, the tracking technology allows for physical shots to be tracked and incorporated into digital games. Examples of this technology are available on Topgolf's website.[1]

The first floor of the building would offer a concourse lobby, a bar, retail space, outdoor patio space, and office space (Figure 2-10, First Floor Plan). The second level would include a bar and seating area, an outdoor patio, and event space (Figure 2-11, Second Floor Plan). Additionally, the second level would include a full-service kitchen. The third level would include a bar and seating area, a sky patio rooftop entertainment area, and event space (Figure 2-12, Third Floor Plan).

East of the building would be a 4.5-acre artificial turf outfield enclosed by a polyester barrier netting system suspended on poles ranging between 90 feet near the building and crest to 170 feet in height at the outer edge of the outfield (Figure 2-13, Barrier Netting System Elevations). The outfield would consist of two-tone monofilament polyethylene grass blade turf. The netting barrier system would consist of black 1-inch mesh UV-treated polyester netting. The netting would be attached to light gray poles using braided polyester twine. The use of one-inch diameter mesh netting made of UV-treated polyester would reduce the potential for wildlife entrapment, as discussed in Section 3.3, Biological Resources. Routine inspections for any net tears and defects would be performed to ensure the net mesh has not degraded and remains fully

[1] Accessed January 2026. https://topgolf.com/us/el-segundo/play/games/.

functional. In addition, the FAA has determined that four to sixteen poles supporting the safety netting be topped with red lights due to the Project's proximity to the nearby airport (FAA 2024).

Patrons would hit golf balls from the hitting bays eastward toward 10 target areas in the outfield area. Hitting bays would include high-top and lounge seating with television screens and overhead speakers providing amplified music. The sports lighting design for Topgolf would include a total of 16 GameChanger building-mounted sports light fixtures mounted to the building and directed eastward to light the target areas. The fixtures would be mounted to the structure of the building at approximately 27 feet and 42 feet above grade to illuminate the back of the golf balls after contact. No light fixtures are proposed to be mounted on the net poles. Targets would be illuminated internally with no direct light spill. The fixtures are all 500-watt light-emitting diode (LED) sports light fixtures and would be provided at a maximum of 2700K color temperature (refer to Sections 3.1, Aesthetics, and 3.3, Biological Resources). Non-essential lighting would be turned off after business hours.

Two 50-foot by 30-foot LED high-definition digital screens would be mounted to the netting and poles at the far eastern end of the outfield facing back toward the building. The screens would support the game function and would be used to broadcast live sports content, alert players of game play objectives, and connect game-integration messaging, as well as provide space for partner brand messaging and Topgolf's internal programs and events. Visors would be included on each LED fixture to minimize off-axis glare and limit uplighting. The displays would be provided with an auto-brightness control that is software-driven and informed by a light sensor measuring ambient lighting in addition to schedule-based controls. The display screens max out at 7,500 cd/m^2 (nits). Operationally, based on other locations, daytime maximum brightness would be capped at 80 percent of output. The screens would be dimmed throughout dusk to a value of 600–800 cd/m^2 (nits) and would be turned off after business hours.

The proposed operating hours for the Topgolf visitor-serving attraction are 9:00 a.m. to 1:00 a.m., Sunday through Thursday, and 9:00 a.m. to 2:00 a.m., Friday through Saturday.

Topgolf would be subject to the District's Tenant Percent for Art Program (BPC Policy No. 608), requiring either a public art component within the Project area, such as functional artwork within the proposed waterfront park, leasehold, and/or a contribution to the Coronado Bridge Lighting Project.

A new 12-inch sewer main would be installed within the right-of-way of North Harbor Drive, as shown in Appendix P1, Sewer Study. The proposed 12-inch sewer main serving Topgolf would flow into the existing 15-inch vitrified clay pipe sewer main on the north side of North

Harbor Drive. Topgolf would install a 6-inch sewer line with two stubs, one for grease waste interception and one for a typical sewer, to connect to the sewer line in North Harbor Drive.

Topgolf water service would be provided via a 16-inch existing water main along North Harbor Drive and Harbor Island Drive and the proposed 12-inch water main along the realigned Liberator Way, as shown in Appendix P2, Recommendations for Public Water Line Sizing. A separate, private looped system for domestic and fire service would be installed on site and would connect to the existing water main. The Topgolf visitor-serving attraction would connect to existing underground electric utility lines and an existing underground gas line, all of which are located in North Harbor Drive.

The Project would include a new storm drain system, as described in Appendices J1 and J2, Drainage Study and Stormwater Quality Management Plan, respectively. Through this new storm drain system, prior to discharge, stormwater runoff would be collected through a series of water quality basins or similar approved devices on the central-southern end of the site for required water filtration and treatment. In addition, Green Street Elements would provide water quality treatment for the proposed realignment of Liberator Way in accordance with the requirements of the Port of San Diego's BMP Design Manual (District 2025). Six biofiltration swales along the south side of Liberator Way superelevated to the south would treat runoff from the newly realigned Liberator Way. Treated water would be discharged into the adjacent bay per District requirements.

2.5.3.1 Setbacks and Landscaping

The southern portion of the Topgolf visitor-serving attraction (including poles) under a height of 40 feet would be set back a minimum of 26 feet from the Liberator Way curb. The southern portion of the Topgolf visitor-serving attraction (including poles) that measures over a height of 40 feet would be set back a minimum of 51 feet from the Liberator Way curb. The northern (i.e. the North Harbor Drive facing) portion of the Topgolf visitor-serving attraction (including poles) that measures under a height of 40 feet would be set back 25 feet from the North Harbor Drive curb. The northern portion of the Topgolf visitor-serving attraction (including poles) that measures over a height of 40 feet would be setback 45 feet measured from the North Harbor Drive curb.[2]

Landscaping would include native plants and/or low-water-use, California-friendly plant material throughout the site (Figure 2-14, Topgolf Landscape Site Plan). The site would include palm trees, evergreen trees, and parking lot canopy trees. A landscaped buffer would be provided along the outer edge of the polyester barrier netting system. The landscaping would make up approximately 79,730 square feet of permeable surface area.

[2] Setbacks should be measured from the building or structure to the curb, not from the property line to the curb.

2.5.3.2 Site Access, Circulation, and Parking

Vehicular access to the Topgolf visitor-serving attraction would be via Liberator Way from either North Harbor Drive or Harbor Island Drive. Pedestrian access to the Topgolf visitor-serving attraction would be provided via two primary options: a new sidewalk along Liberator Way (connecting from North Harbor Drive or Harbor Island Drive) or through a proposed multi-use walkway within the Topgolf leasehold. This 8- to 10-foot-wide multi-use walkway would provide a north–south link from the pathway along North Harbor Drive, thereby promoting coastal access. The Topgolf parking lot would provide free parking and include 289 parking stalls, including 46 electric vehicle (EV) ready stalls, 15 EV charging stalls, and seven Americans with Disabilities Act (ADA) parking stalls (Figure 2-16, Topgolf Parking). Parking time restrictions would be implemented and enforced for both the Topgolf parking lot and along Liberator Way in accordance with the San Diego Unified Port District Port Code, Section No. 8.13, to ensure spaces serve their intended users and reduce long-term parking by airport users.

2.5.3.3 Sustainability Features

Optimizing energy performance would be facilitated through the use of highly efficient glazing systems with low-E insulated glass, high R-value walls/roof assemblies, and increased lighting controls to take advantage of daylight being brought into the complex via fenestrations or skylights. Low-e insulated glass includes a microscopic thin coating that reflects heat. High R-Value walls/roof assemblies indicate materials utilized have effective insulation with less heat loss or gain. Preference would be given to materials that are of high-recycled content, made through a sustainably manufactured process, or acquired through local sourcing to minimize the impact of the complex's construction on the environment. In addition, a ground-mounted solar canopy would be included over the Topgolf visitor-serving attraction's surface parking lot to minimize electricity usage from the complex's operations. The solar canopy would be semi-cantilevered and fixed to steel poles standing approximately 13 feet and asphalt drilled into the ground. The Topgolf visitor-serving attraction would include exterior building illumination and parking area lighting, which would comply with all provisions of Title 24, including limitations on backlight, uplight, and glare. Light-colored roofing and hardscape materials would also be utilized. Drought-tolerant landscaping and low-flow plumbing fixtures in the complex would minimize outdoor and indoor water use. In addition, the realignment of Liberator Way would incorporate green street elements to provide water quality treatment.

2.5.4 Waterfront Park, Promenade, and Shoreline Improvements

A waterfront park and promenade are proposed on approximately 10.1 acres as contemplated in the Final Draft Port Master Plan Update (PMPU), which was considered

in the Final Program Environmental Impact Report (EIR) certified by the District on February 28, 2024 (SCH NO. 2017031070). The improvements would include a 20-foot waterside promenade that would offer public coastal access along the San Diego Bay (Figure 2-5). The PMPU would allow for active and passive uses, such as plaza areas, pavilions, playgrounds, cultural uses, seating and shade structures, public art, a mixture of hardscape and landscape, kiosks, water step-down areas to provide direct physical access to the water, non-motorized watercraft launch area, and other activating features to draw visitors to the bay, as well as restrooms. However, direct physical access to the water through step-down areas and non-motorized watercraft launch areas are not considered under this Project. Wayfinding, directional, informational, and safety signage would be provided throughout the waterfront park and promenade. All outdoor lighting fixtures would be designed, shielded, aimed, located, and maintained to shield properties and not produce glare onto adjacent properties or roadways. The waterfront park would be designed with an appropriate balance of softscape and hardscape. Softscape surfaces would include landscaping, plant ground cover, and other materials such as mulch and turf. Landscaping would include native species, where feasible, and drought-tolerant species. Operating hours for the public waterfront park would be 6:00 a.m. to 10:30 p.m., seven days a week.

Most of the East Harbor Island shoreline is protected with riprap. There is a former sea plane launch ramp on the southeastern portion of the EHI redevelopment area. Also at the southeastern portion of the EHI redevelopment area, there is concrete revetment used to protect against erosion from water flow that is showing signs of erosion and/or degradation. This revetment area, which is approximately 550 feet long, would be removed, repaired, and/or replaced with shoreline protective devices such as riprap and, where feasible, nature-based solutions, which are sustainable planning, design, environmental management, and engineering practices that incorporate or mimic natural features or processes into the built environment to promote climate adaptation and resilience. Nature-based solutions use natural features and processes and include a wide range of approaches, such as coastal wetlands and living shorelines.

Two major outfalls are proposed in similar locations to several existing outfalls, which would discharge into the Harbor Island East Basin portion of San Diego Bay. The existing storm drain system would be removed and replaced. The westerly portion of the site would sheet flow to a new 30-inch reinforced concrete pipe (RCP) and a new 24-inch RCP, which would tie into the new 42-inch RCP outfall pipe to the southwest of the Project area. The easterly portion of the site would sheet flow to two new 36-inch RCPs, which would tie into a new 48-inch RCP outfall pipe to the southeast of the Project. Sewer lines for a restroom as part of the park improvements would be provided via Liberator Way to North Harbor Drive. As stated in Section 2.5.3.3, Sustainability

Features, the realignment of Liberator Way would incorporate green street elements such as, but not limited to, street trees and tree boxes, vegetated curb extensions/bulb-outs, and infiltration trenches/systems to provide water quality treatment.

2.5.5 Adjacent Parcels

The adjacent parcels are located directly west of the Topgolf site. The redesignation of these parcels from "Industrial Business Park" to "Commercial Recreation" was considered programmatically in the Final EIR certified by the District on February 28, 2024 (SCH No. 2017031070) (Clerk Document No. 76469, Resolution No. 2024-015). At this time, no additional information is available about the potential reuse of these parcels beyond what is analyzed in the certified PMPU Program Environmental Impact Report (PEIR).

2.6 Project Construction

Construction is expected to begin in early 2027 and last up to 28 months. Project operation is expected to begin in 2028. All Project components are conservatively assumed to be constructed simultaneously, with the exception of demolition, which would occur first, as described in Section 2.5.1, Demolition of Existing Site and Displacement of Existing Tenants. Demolition and site preparation would include removal of all structures, buildings, installations, utilities (as needed), vegetation, and/or improvements on both the surface and subsurface of the EHI redevelopment and adjacent parcel area; removal and remediation of hazardous materials; and sediment management for demolition and reconstruction.

As discussed previously, the Project would include the demolition of three rental car facilities (Hertz, Enterprise, and Avis), SDIA construction staging facilities (excluding aboveground structures, which would be removed by SDIA), and Liberator Way totaling 1,218,016 square feet. Demolition is expected to take 6 to 12 months. Excavation would be to a maximum of approximately 10 feet below grade. After demolition, grading would result in 103,013 cubic yards of exported material and 101,992 cubic yards of imported material, which would be transported via haul and vendor trucks. It is assumed that haul trips during the grading phase would transport material to the Otay Mesa Landfill, approximately 20 miles from the site. However, up to 30,000 cubic yards (15 percent of total export material) of exported material is anticipated to include hazardous materials that would require specialized disposal. To account for potential removal of hazardous materials from the EHI redevelopment area, 15 percent of haul trips are assumed to travel to Copper Mountain Landfill in Wellton, Arizona (213 miles) for hazardous waste disposal. As such, an average of 49 miles was used for haul trips during the grading phase.

Construction of Liberator Way is expected to take approximately 8 months and would require the demolition of the old roadway and landside parking, grading of the roadway, utility installation, new asphalt, and landscape improvements.

Construction of the Topgolf visitor-serving attraction is expected to take approximately 16 months.

Construction of the public park and promenade is expected to take approximately 10 months and would require the import of 34,845 cubic yards of soil. Construction would also include shoreline improvements. The existing concrete revetment would be removed, and filter fabric would be installed. All usable stockpiled revetment would be initially placed, and all unsuitable excavated rock would be disposed of. Approximately 22,600 square feet of 8-inch-thick concrete and rocks/boulders (riprap) or nature-based solutions would be placed along the shoreline, consistent with the surrounding shoreline of San Diego Bay.

Construction activities would require typical construction equipment, including but not limited to excavators, backhoes, skid steers, forklifts, compactors, end dumps, drill rigs, graders, haul trucks, water trucks, concrete trucks, pavers, paving equipment, rollers, rubber-tired dozers, and rubber-tired loaders. A crane would also be required for the construction of the Topgolf visitor-serving attraction.

In addition, it is assumed that revetment construction may be completed entirely with land-based construction equipment. However, construction may require water-based equipment, including a derrick crane barge, a material barge, and a tug boat. Shoreline repairs would potentially require use of a barge to operate a derrick on the water side of the construction area. If a barge were required, a tugboat would be used to position the barge at the beginning of construction and to remove it at the end of construction. It is assumed that approximately 3 hours of tugboat operation would be required. No additional in-water work would be required.

During construction, best management practices would be implemented to ensure compliance with regulatory agency requirements and permit conditions, as discussed in the individual resource sections. Best management practices would include measures to help prevent degradation of water quality, avoid releases of construction debris and hazardous materials, limit construction equipment idling and fugitive dust emissions, protect biological resources, and control erosion and sedimentation.

A Construction Management Plan and Traffic Control Plan would be implemented during construction in accordance with the California Department of Transportation California Manual of Uniform Traffic Control Devices (2014 Revision 8 edition) as a standard condition of approval. These traffic management controls would include measures

determined on the basis of site-specific conditions. These measures would ensure that ingress and egress from the Project area would not interfere with emergency access for areas surrounding the Project site. The Project would comply with California Fire Code, Chapter 33, Fire Safety During Construction/Demolition, requirements.

Additional Project details are included in the individual resource area sections, which are relevant to those analyses.

2.7 Port Master Plan Update

As a separate and unrelated action, the District is in the process of updating its PMP, known as the PMPU. On February 28, 2024, the Board of Port Commissioners unanimously certified the PMPU Final Program EIR (PMPU Final Program EIR) and approved the Final Draft PMPU. Following approval of the Final Draft PMPU, the District is seeking certification of the Final Draft PMPU with the California Coastal Commission (CCC). The certified PMPU will then be adopted by the Board of Port Commissioners and returned to the CCC for final acceptance. If the PMPU is accepted as final by the CCC prior to certification of this EIR for the Project and approval of the Project, the Project would not require a Port Master Plan Amendment (PMPA). This is because Topgolf is a visitor-serving attraction, and the PMPU assumes the development of a visitor-serving attraction in the Commercial Recreation-designated area north of the East Harbor Island Basin, as discussed below and in Section 3.9, Land Use and Planning, of this EIR (PMPU, p. 243, PD 2.51).

Per the PMPU, the Project area is located within Planning District 2, a 391.83-acre area (187.74 acres of land area and 204.09 acres of water area) which allows 105.66 acres of Commercial Recreation, 40.56 acres of Institutional/Roadway, 4.06 acres of Maritime Services and Industrial, and 37.47 acres of Recreation Open Space (PMPU, pp. 221-222). Planning District 2 includes a newly defined East Harbor Island Subdistrict (PMPU, p. 221). The vision of the East Harbor Island Subdistrict is to create a regional destination that is welcoming to visitors with improved mobility, increased recreation, and enhanced coastal access.

Under the PMPU, the Project area is designated as Commercial Recreation, Recreation Open Space, and Institutional/Roadway and Open Bay/Water (Figure 2-15, Port Master Plan Update [PMPU] Land/Water Uses). The intensity of commercial development in the East Harbor Island Subdistrict is planned to increase with new hotel rooms, retail and restaurant space, and visitor-serving attractions. New recreation open space areas created through road reconfiguration and the reuse of off-airport surface parking and rental car services would be enhanced with amenities such as active and passive spaces and activating features.

Development assumptions for land designated as Commercial Recreation in the East Harbor Island Subdistrict include a visitor-serving attraction with up to 70,000 square feet of associated retail and/or retail with restaurant (PD 2.51); up to 1,360 hotel rooms with up to 40,000 square feet of meeting space, and/or 92,500 square feet of associated retail, retail with restaurant, or restaurant (PD 2.49); up to 400 beds or camping/recreational vehicle sites, or equivalent rooms, to provide lower cost accommodations, which may also include associated visitor-serving retail, restaurant, and/or meeting space (PD 2.50). The PMPU likewise assumes the development of, as approved under the previously certified Port Master Plan (in 1991), up to 500 hotel rooms, which may include associated visitor-serving retail, restaurant, and/or meeting space, including piers, and ancillary uses, along Harbor Island Drive, near the intersection of the Entry Segment and Island Segment of Harbor Island Drive (PD 2.52).

2.8 Discretionary Actions and Approvals

This EIR analyzes the potential impacts associated with the Project and provides the environmental review sufficient for all necessary entitlements and public and regulatory agency actions associated with the Project. Table 2-3, Discretionary Actions, Approvals, and Consultation Requirements, lists the discretionary entitlements, reviews, permits, approvals, and consultations required to implement the Project. These agencies would use the EIR in their decision making.

Table 2-3. Discretionary Actions, Approvals, and Consultation Requirements

Action	Approving Agency
Notification and determination of an obstruction of hazard; Avigation easement	Federal Aviation Administration
Section 404 Permit, Section 10, and NEPA Compliance	U.S. Army Corps of Engineers
Section 404 Permit, Section 106 Compliance	State Historic Preservation Office
Section 401 Water Quality Certification	San Diego Regional Water Quality Control Board
Certification and final action on the PMPA	CCC
Authorization of issuance of Coastal Development Permits for demolition, Topgolf Project component, Liberator Way, and waterfront park Project components	District
Approval and adoption of the PMPA	District
Certification of EIR and adoption of a Mitigation Monitoring and Reporting Program, Findings of Fact, and, if needed, a Statement of Overriding Considerations	District
Approval of lease agreement associated with implementing Topgolf	District
Grading and Construction Permits	City of San Diego
Airport Land Use Compatibility Plan Consistency Determination	SDCRAA

Notes: CCC = California Coastal Commission; District = San Diego Unified Port District; EIR = Environmental Impact Report; PMPA = Port Master Plan Amendment; SDCRAA = San Diego County Regional Airport Authority

2.8.1 Port Master Plan Amendment

This EIR is evaluating the Project for consistency with both the PMP and the PMPU. If the PMPU is certified as drafted, as discussed in Section 2.7, Port Master Plan Update, and in Section 3.9 of this EIR, this Project would not require a project-specific PMPA.

However, if the PMPU is not certified before implementation of the Project analyzed herein, a project-specific PMPA related to Planning District 2 has been proposed for approval. The draft PMPA is included in Appendix B to this EIR and incorporates the realignment of Liberator Way; Topgolf visitor-serving attraction; and waterfront park, promenade, and shoreline improvements as further described below. The PMPA follows the PMPU for consistency but has additional detail to comply with the California Coastal Act, Section 30711(b).

A portion of Commercial Recreation land, 12.4 acres, includes redesignation of the parcels containing the existing San Diego Harbor Police headquarters property and adjacent parcels (also refer to Section 2.5.5, Adjacent Parcels). The environmental impacts of this redesignation were already analyzed as part of the PMPU EIR, incorporated by reference above. No additional details regarding development of this land are known beyond what was already assumed by the PMPU and analyzed in the PMPU Final PEIR (refer to PMPU, PD2.28, p. 239; PMPU, Final EIR, Vol. 2, p. 3-44).

As part of the PMPA, the associated existing PMP maps, text, and tables would be revised to include the Project improvements described below. Table 2-4, Comparison of Land Uses in the Project Area, shows the proposed land and water use changes for the Project Area (Figure 2-17, Proposed PMPA Land Uses).

Table 2-4. Comparison of Land Uses in the Project Area

Land Use	Existing PMP (acres)	PMPA (acres)
Industrial Business Park	34.8	—
Open Space	0.5	—
Harbor Services	0.4	—
Commercial Recreation	—	22.2
Street	2.2	4.5
Park/Plaza[1]	—	10.4
Specialized Berthing	—	0.7
Total	**37.9[2]**	**37.8**

Notes: PMP = Port Master Plan; PMPA = Port Master Plan Amendment

[1] Park/Plaza includes acreages for the promenade.

[2] Numbers differ due to rounding.

After certification of the PMPA, the Project improvements would require coastal development permits from the District, issued pursuant to the then-certified PMP. As noted in Section 2.7, if the PMPU is certified prior to approval of the Project, no PMPA would be required.

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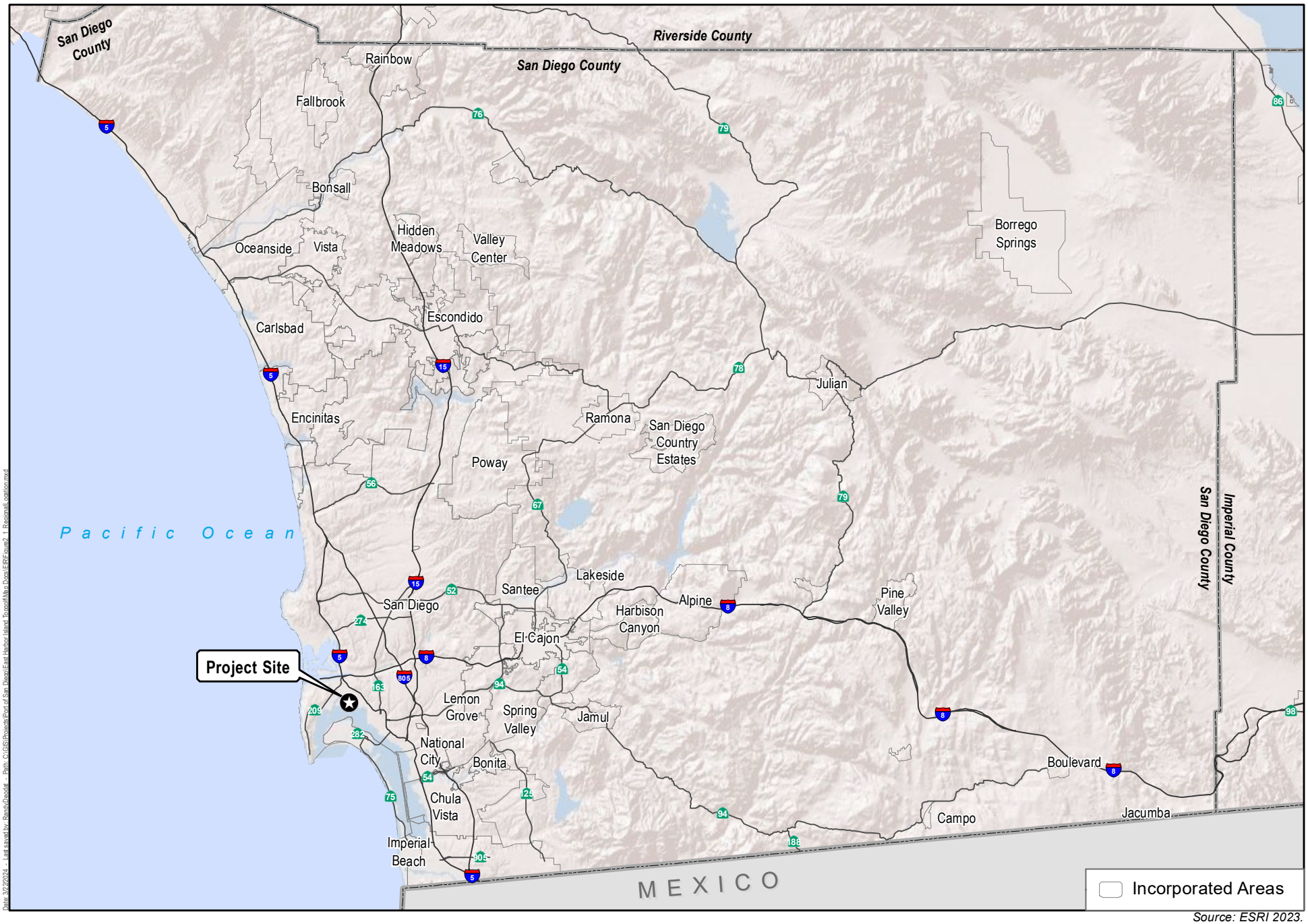

Source: ESRI 2023.

Harris & Associates

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Figure 2-1

Regional Location

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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Date: 5/15/2024 – Last saved by: Randy Deodat – Path: C:\GIS\Projects\Port of San Diego\East Harbor Island Topgolf\Map Docs\EIR\Figure 2-2_ProjectSite.mxd

Source: San Diego Unified Port District 2024; Maxar Imagery 2022.

Harris & Associates

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Figure 2-2

Project Area

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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Source: San Diego Unified Port District 2025; Maxar Imagery 2024.

Harris & Associates

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Figure 2-3

Existing Project Area

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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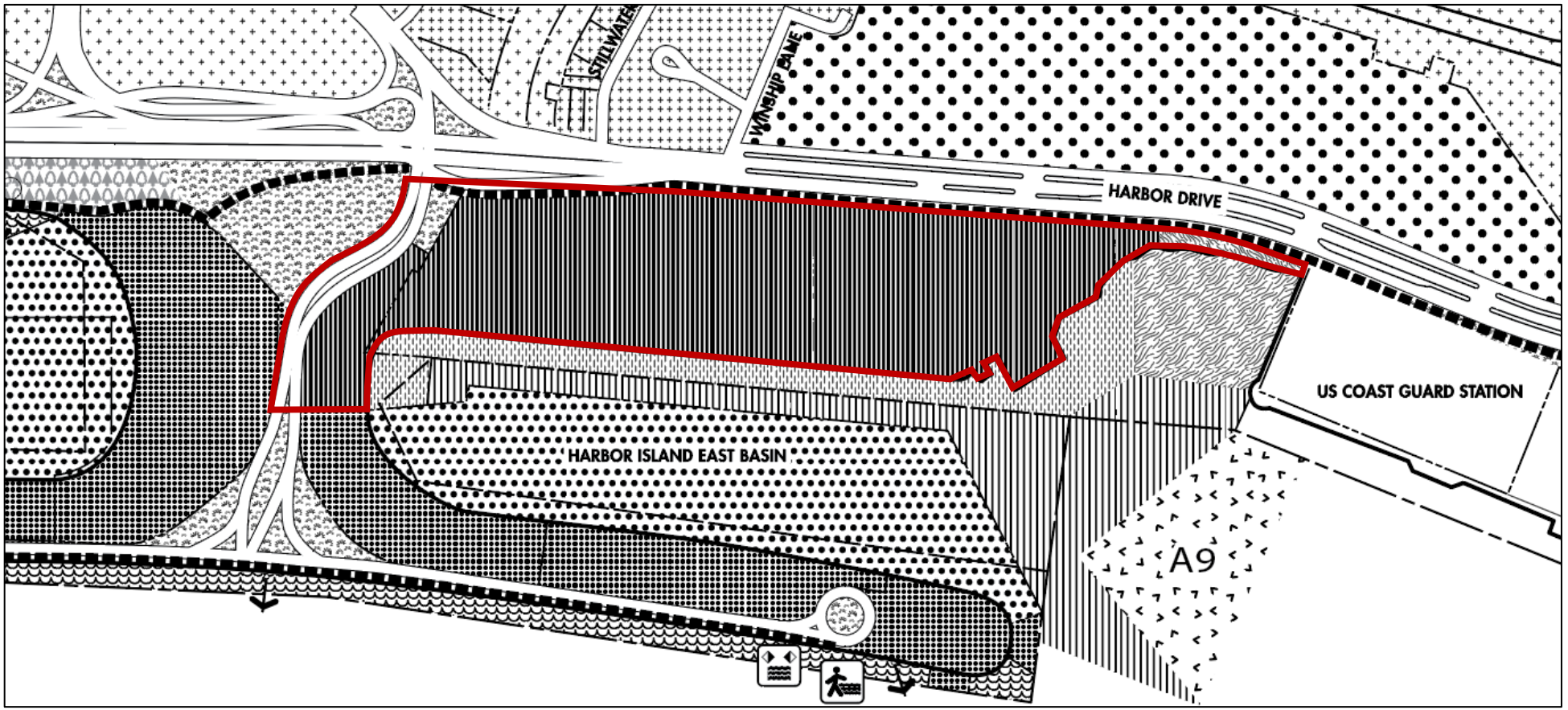

Land — COMMERCIAL — Water

- Commercial Recreation
- Airport Related Commercial
- Recreation Boat Berthing
- Fueling Dock
- Sanitary Pump Station

INDUSTRIAL

- International Airport
- Aviation Related Industrial
- Industrial Business Park
- Specialized Berthing

Land — PUBLIC RECREATION — Water

- Park/Plaza
- Promenade
- Open Space
- Public Access
- Vista Area
- Open Bay
- Public Fishing Pier

Land — PUBLIC FACILITIES — Water

- Harbor Services
- Comfort Station
- Air Traffic Control Tower
- Fire Station
- U.S. Customs
- National Weather Service
- International Airport Terminal
- Port Administration Office
- Boat Navigation Corridor
- Boat Anchorage
- Nautical Mile Markers
- Harbor Services

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Source: Port of San Diego 2024.

Harris & Associates

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Figure 2-4

Existing PMP Land Uses

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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Source: San Diego Unified Port District, 2024; Vantor Imagery, 2025.

Harris & Associates

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Figure 2-5

Proposed Development

East Harbor Island Redevelopment/Topgolf Project and Waterfront Park

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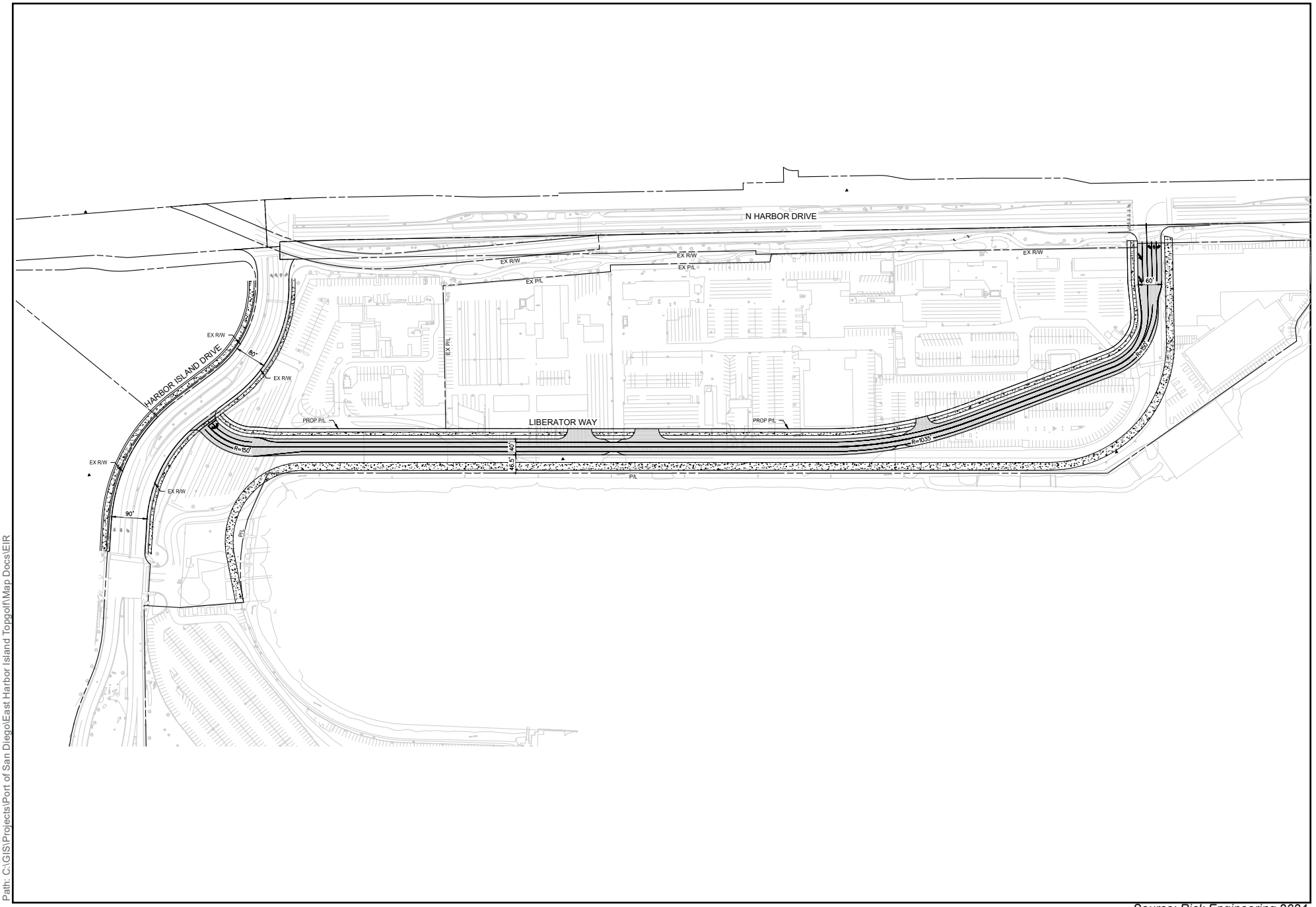

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Source: Rick Engineering 2024.

Harris & Associates

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Figure 2-6

Liberator Way Realignment

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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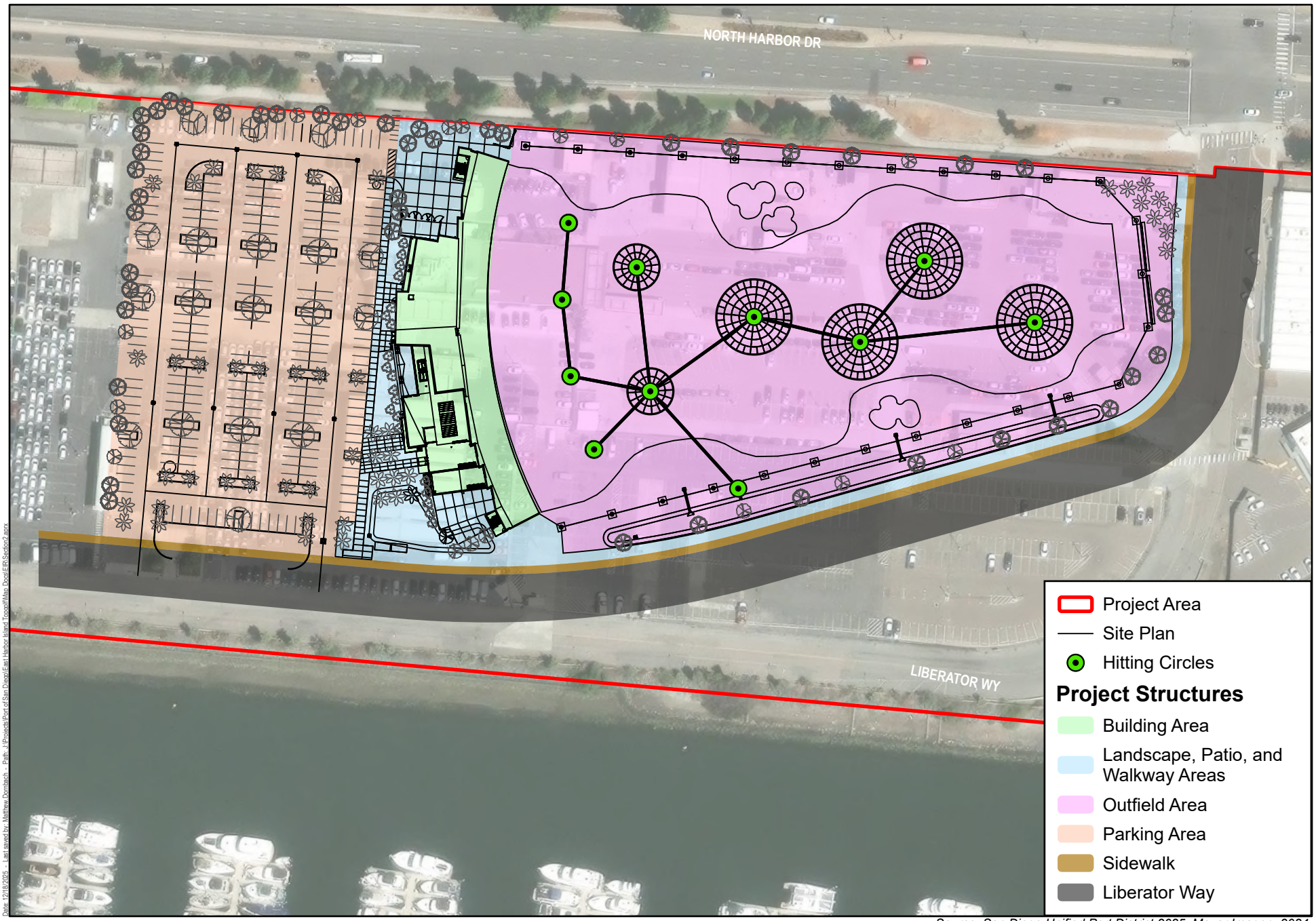

Source: San Diego Unified Port District 2025; Maxar Imagery 2024.

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Figure 2-7

Topgolf Site Plan

East Harbor Island Redevelopment/Topgolf Project and Waterfront Park

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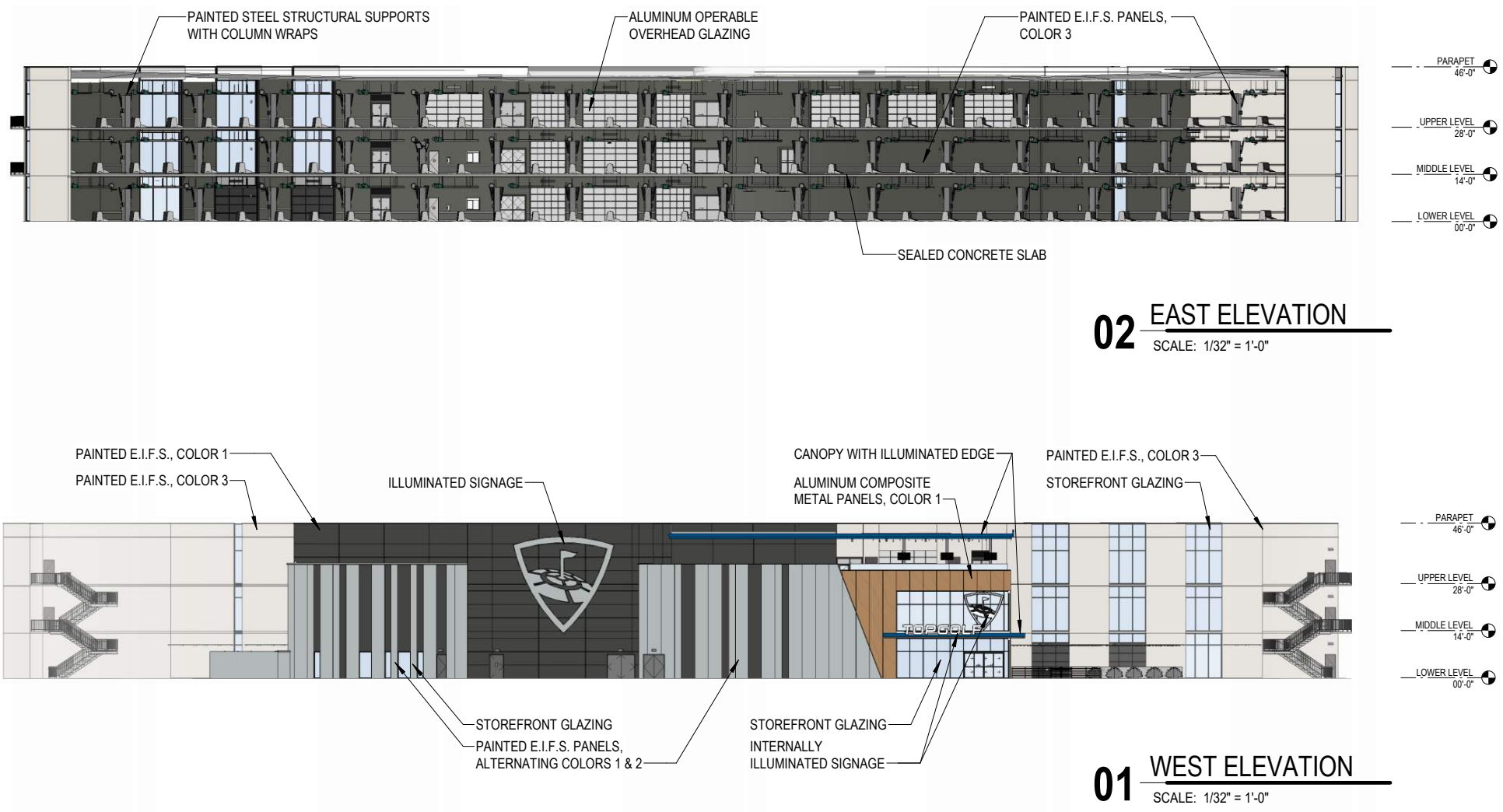

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Source: Daniel-McGonigle Architects 2024.

Figure 2-8

Topgolf Building Elevations - East and West

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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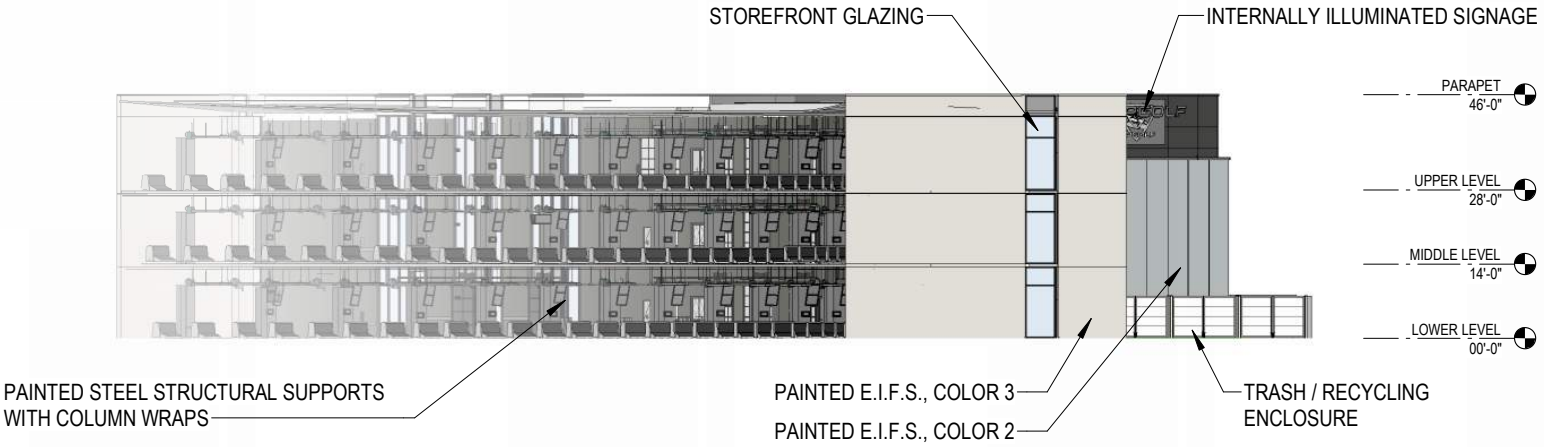
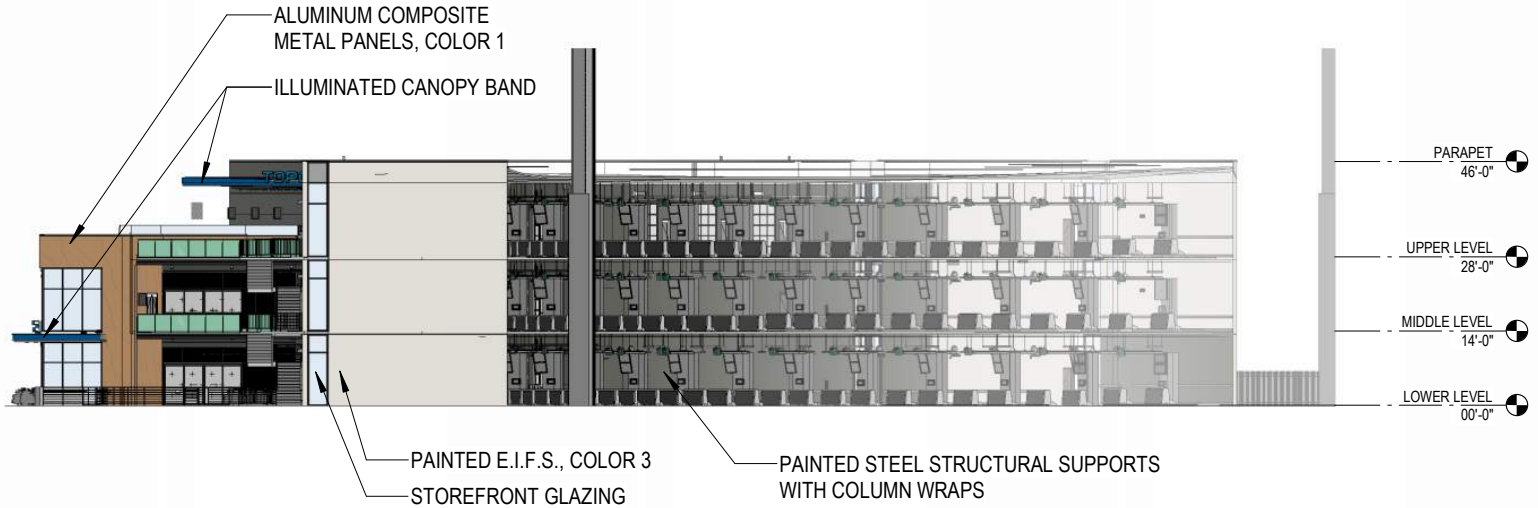


02 NORTH ELEVATION

SCALE: 1/32" = 1'-0"



01 SOUTH ELEVATION

SCALE: 1/32" = 1'-0"

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Source: Daniel-McGonigle Architects 2024.

Harris & Associates

Figure 2-9

Topgolf Building Elevations - North and South

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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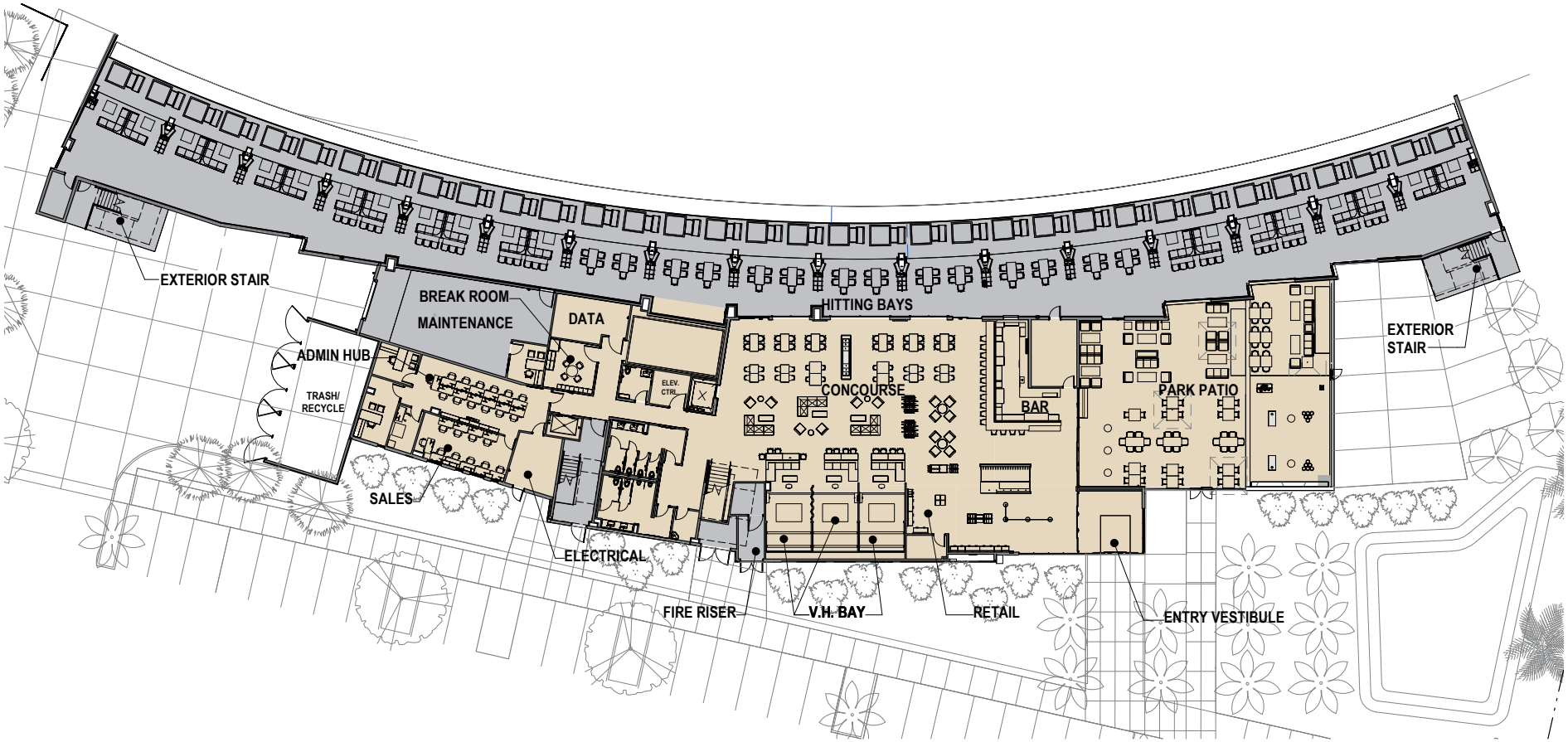

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Source: Daniel-McGonigle Architects 2024.

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Figure 2-10

First Floor Plan

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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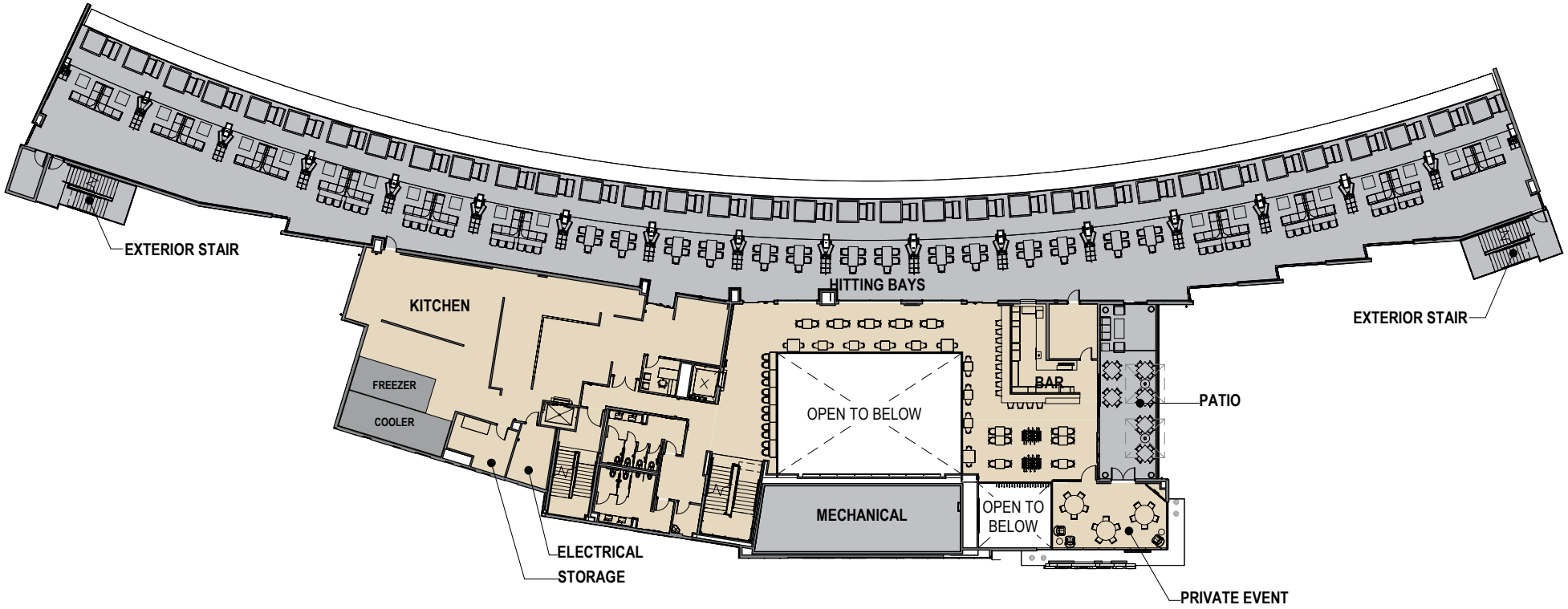

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Source: Daniel-McGonigle Architects 2024.

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Figure 2-11

Second Floor Plan

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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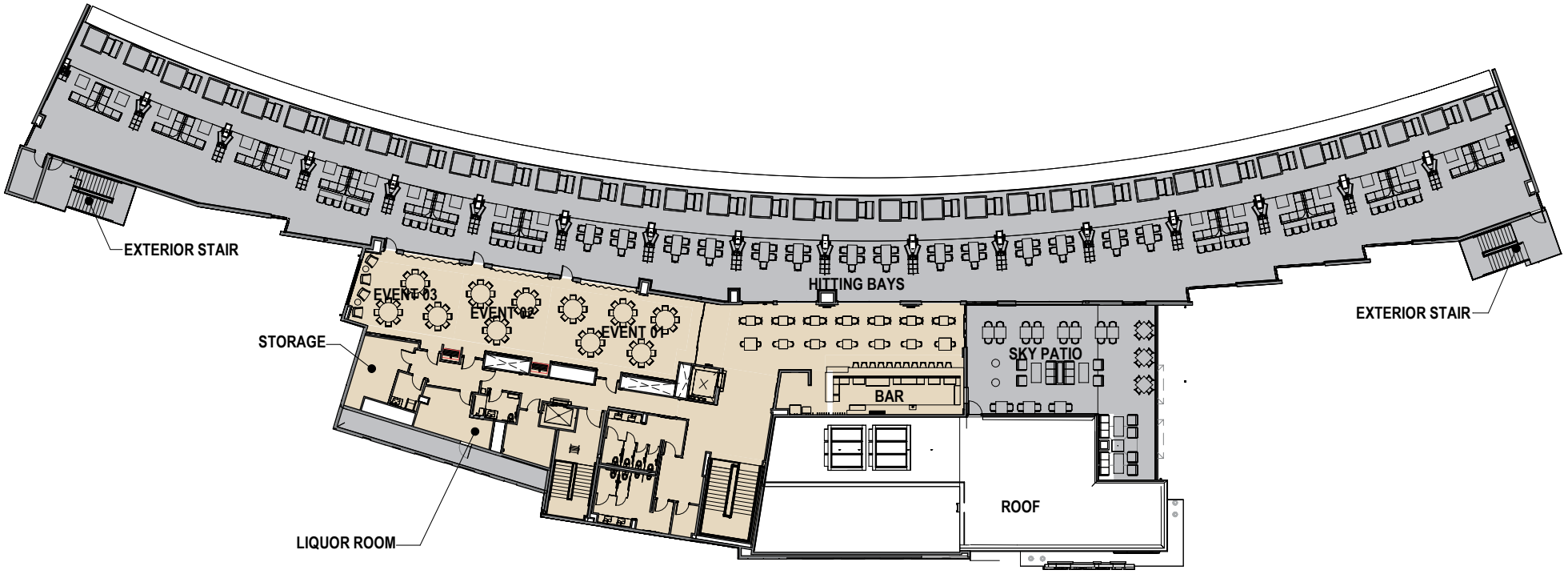

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Source: Daniel-McGonigle Architects 2024.

Harris & Associates

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Figure 2-12

Third Floor Plan

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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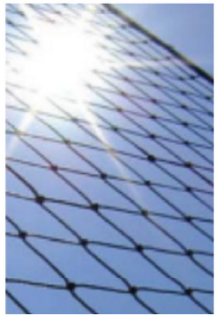




POLYESTER BARRIER NETTING SYSTEM

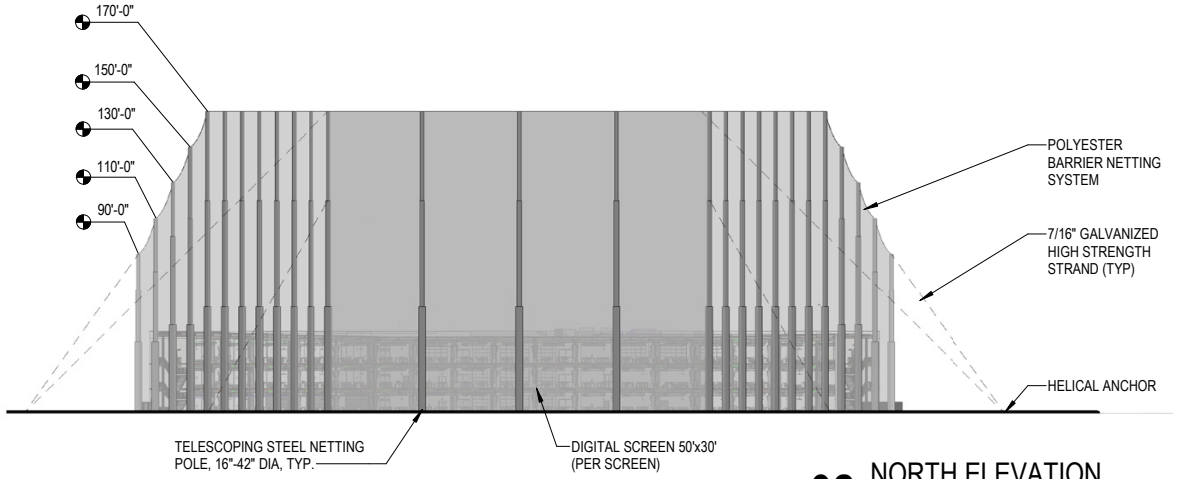
NETTING COMPONENT:
-COLOR: BLACK
-POLYESTER NETTING: 1" MESH SIZE
-LONG STITCH KNOT LESS JOIN
-RESIN DYE AND BONDING TREATMENT
-116.7 LB. AVERAGE SINGLE MESH BREAK STRENGTH

ATTACHMENT TWINE/HANGING TWINE:
-#48 BRAIDED POLYESTER TWINE
-375 LB. TENSILE STRENGTH
-DYE TREATED

PERIMETER BORDER ROPE & RIB-LINE/VERTICALS:
-3/8" BRAIDED SYNTHETIC COVER
-PARALLEL SYNTHETIC CORE
-3,500 LB. TENSILE STRENGTH

NETTING POLE

LIGHT GRAY



02 NORTH ELEVATION
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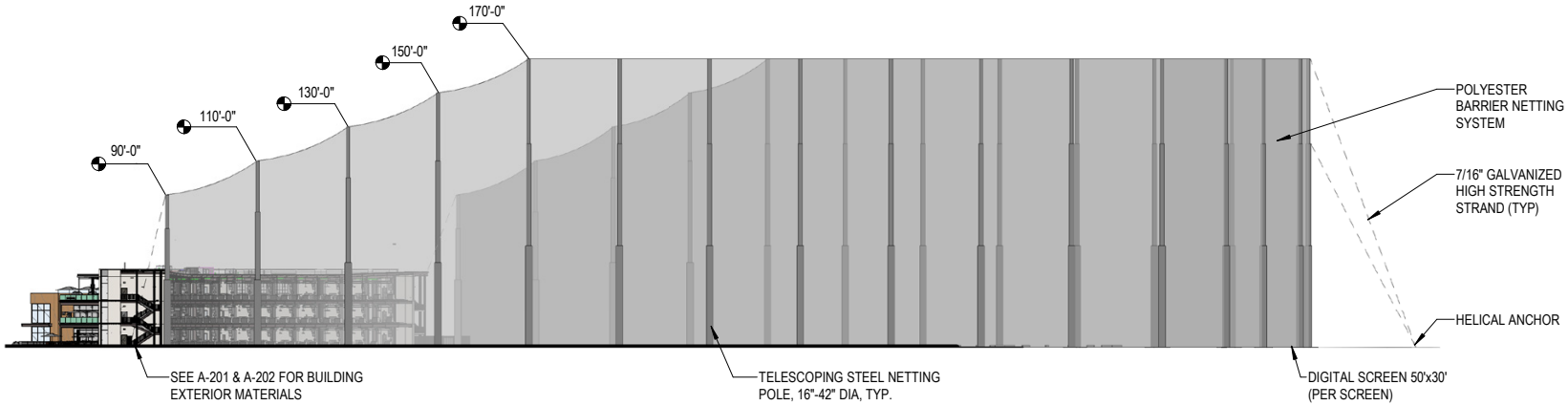

01 EAST ELEVATION
SCALE: 1/64" = 1'-0"

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Source: Daniel-McGonigle Architects 2024

Harris & Associates

Figure 2-13

Barrier Netting System Elevations

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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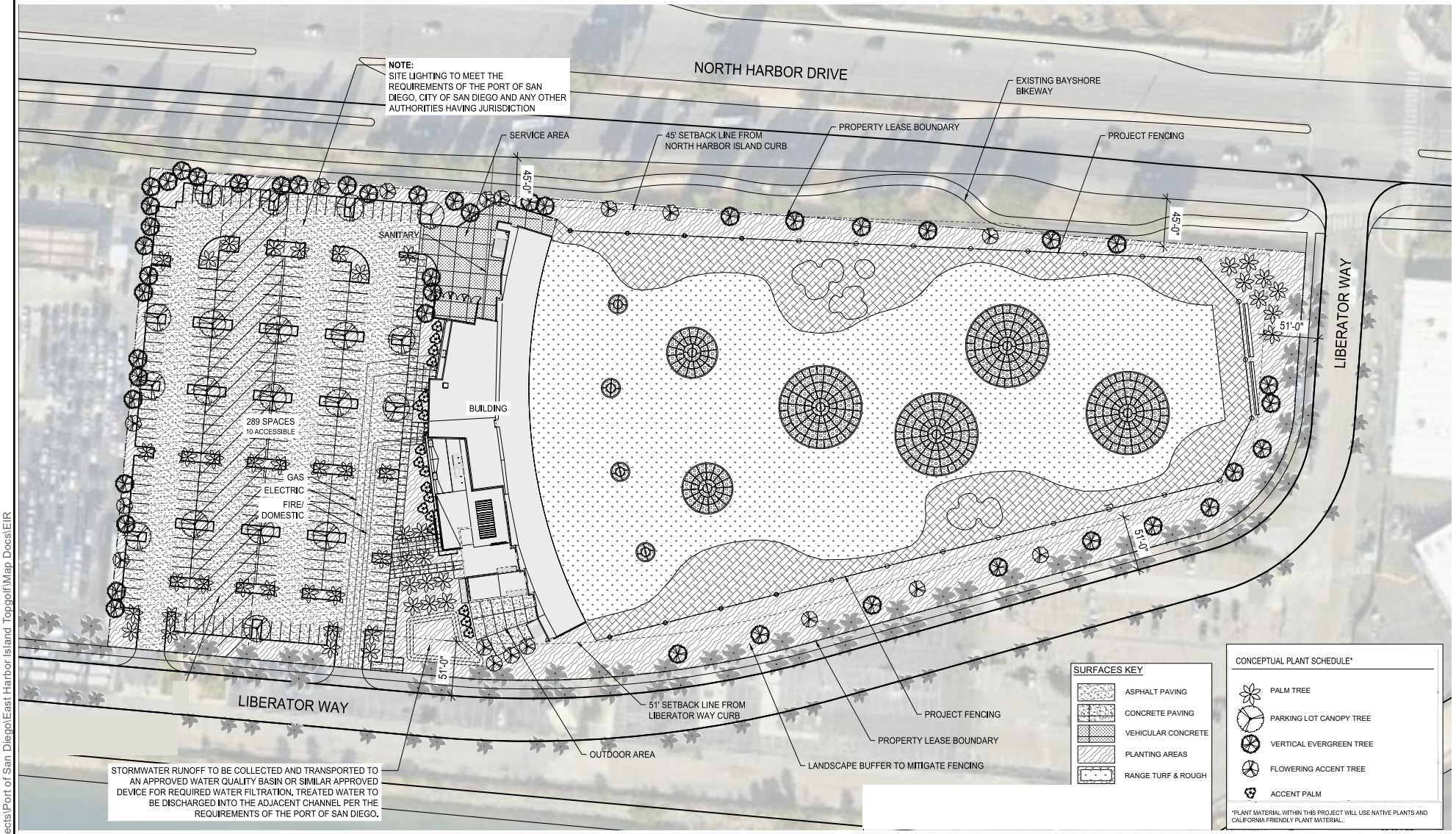

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Source: Rick Engineering 2024.

Harris & Associates

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Figure 2-14

Topgolf Landscape Site Plan

East Harbor Island Redevelopment/Topgolf Project and Port Master Plan Amendment

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Source: San Diego Unified Port District 2024; Maxar Imagery 2022.

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Figure 2-15

Port Master Plan Update (PMPU) Land/Water Uses

East Harbor Island Redevelopment/Topgolf Project and Waterfront Park

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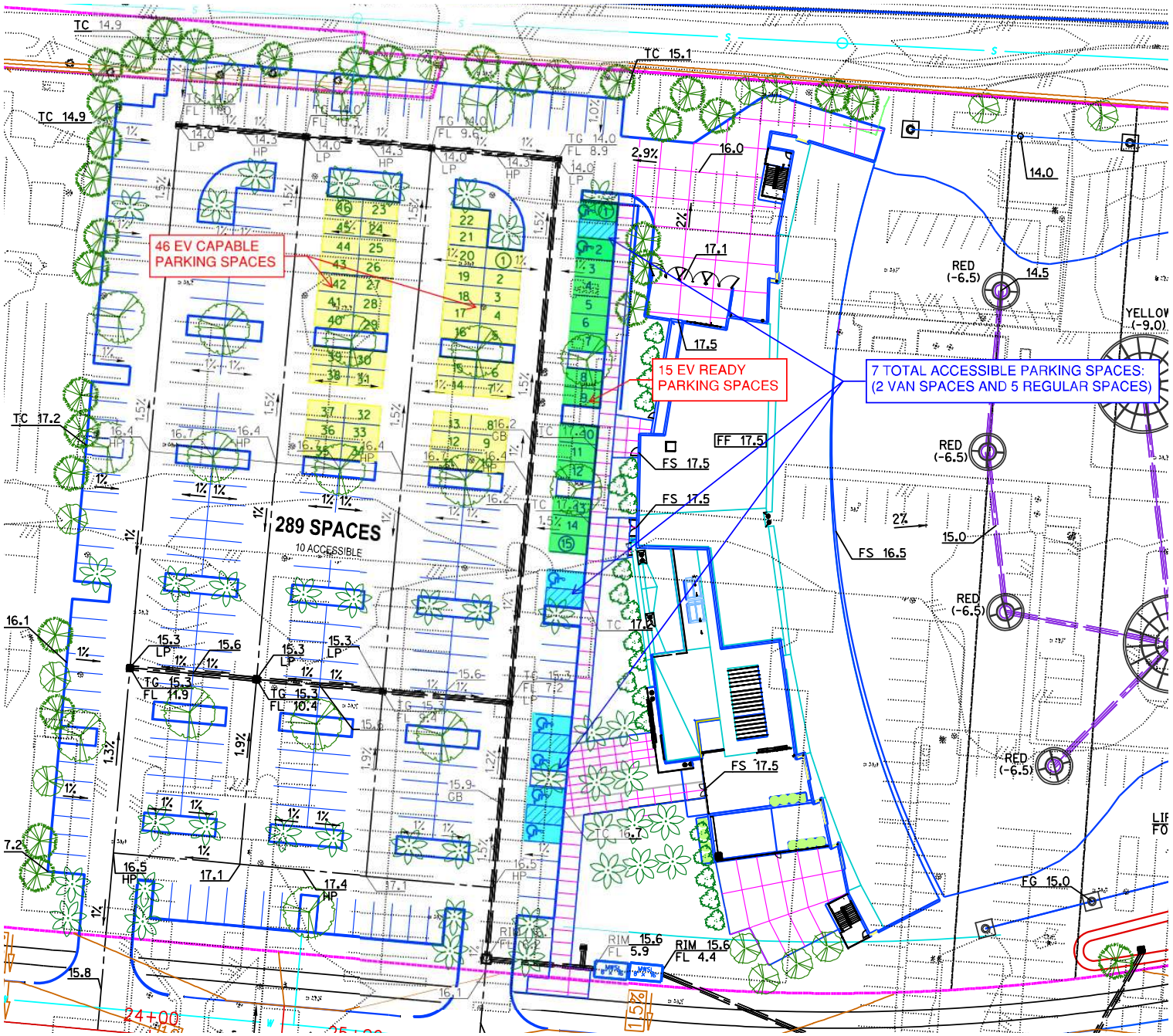

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Source: Rick Engineering 2025.

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Figure 2-16

Topgolf Parking

East Harbor Island Redevelopment/Topgolf Project and Waterfront Park

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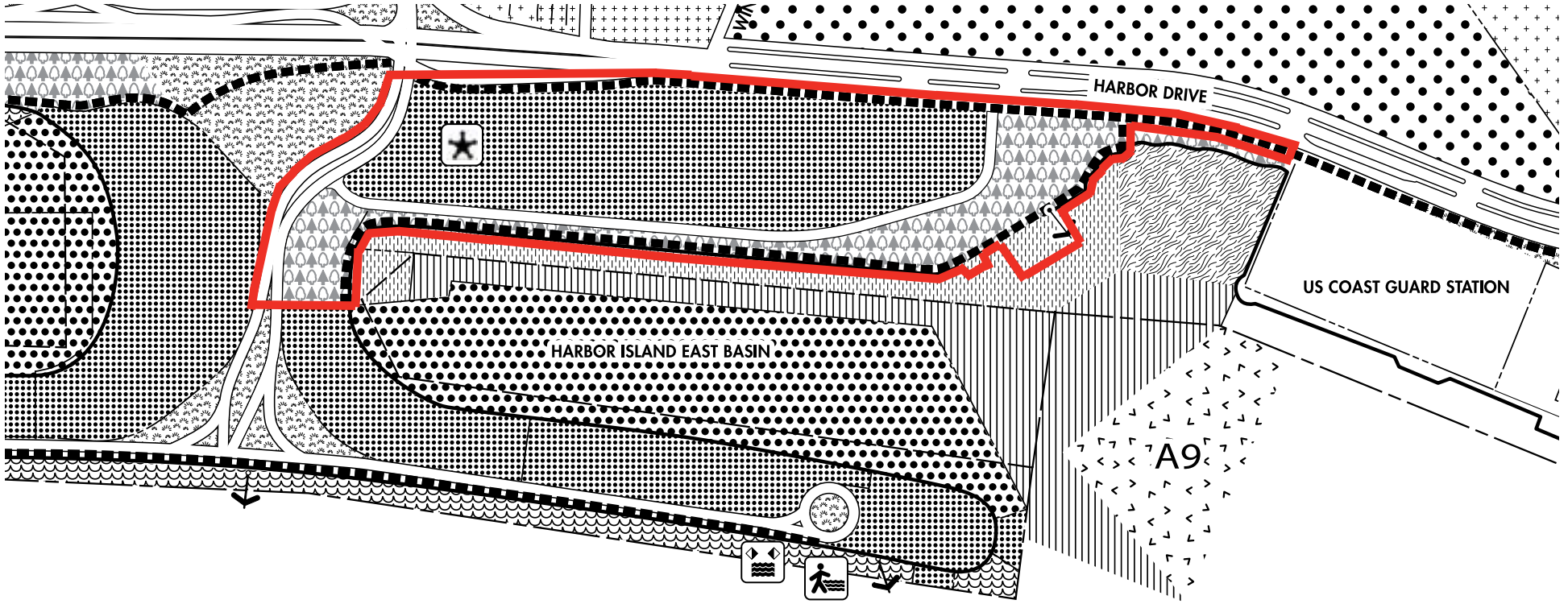

MEAN HIGH TIDE LINE
SDUPD LIMITS
US PIERHEAD LINE
US BULKHEAD LINE
PIERHEAD/BULKHEAD LINE
LEASE LINE
COASTAL ZONE BOUNDARY

Land	COMMERCIAL	Water
Commercial Recreation		Recreation Boat Berthing
Airport Related Commercial		Fueling Dock
		Sanitary Pump Station

INDUSTRIAL	
International Airport	
Aviation Related Industrial	
Industrial Business Park	Specialized Berthing

Land	PUBLIC RECREATION	Water
Park/Plaza		Open Bay
Promenade		Public Fishing Pier
Open Space		
Public Access		
Vista Area		

Land	PUBLIC FACILITIES	Water
Harbor Services	Harbor Police	Boat Navigation Corridor
Comfort Station		Boat Anchorage
Air Traffic Control Tower		Nautical Mile Markers
Fire Station		Harbor Services
U.S. Customs		
National Weather Service		
International Airport Terminal		
Port Administration Office		

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Source: Port of San Diego 2024.

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Figure 2-17

Proposed PMPA Land Uses

East Harbor Island Redevelopment/Topgolf Project and Waterfront Park

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Chapter 3 Environmental Analysis

Sections 3.1 through 3.15 in this chapter contain a discussion of the potential environmental effects from implementation of the proposed East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project), including the current environmental setting, regulatory setting, method of analysis, thresholds of significance, impacts (including cumulative), and mitigation measures.

Relationship to the Port Master Plan Update Final Program EIR

The certified Port Master Plan Update Final Program Environmental Impact Report (PMPU Final PEIR) (State Clearinghouse No. 2017031070) describes the impacts of buildout of planned East Harbor Island land uses. The land uses and buildout assumptions in the PMPU are largely unmodified by the Project. The PMPU analysis of these land uses and buildout assumptions unmodified by the Project remains valid. The PMPU Final PEIR was incorporated by reference in Chapter 1, Introduction, of this EIR.

As discussed in Section 2.8.1, Port Master Plan Amendment, in the event the Coastal Commission has not certified the PMPU by the time this Project is approved and this EIR is certified, this Project would include a Port Master Plan Amendment (PMPA) that includes the land use redesignations analyzed in the PMPU Final PEIR for the Project area, among other development assumptions from the PMPU that are not in the Port Master Plan (PMP) (refer to Figure 2-5, Proposed Development).

Scope of the Environmental Impacts Analysis

In accordance with Appendix G of the California Environmental Quality Act (CEQA) Guidelines, the potential environmental effects from the Project are analyzed for the following environmental issue areas:

- Aesthetics
- Air Quality
- Biological Resources
- Energy
- Geology and Soils
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Noise
- Public Services
- Recreation
- Transportation
- Tribal Cultural Resources
- Utilities and Service Systems

Format of the Environmental Impact Analysis

The following subsections compose each of the 15 environmental issue area sections in Sections 3.1 through 3.15 of this EIR.

Environmental Setting

This subsection describes the current environmental setting of each environmental issue area. According to Section 15125 of the CEQA Guidelines, an EIR must include a description of the existing physical environmental conditions within the project vicinity to provide the "baseline conditions" against which project-related impacts are compared. The baseline conditions are typically the physical conditions that exist when the Notice of Preparation (NOP) is published. The NOP for the Project was published on November 17, 2023, and the baseline conditions in this EIR are generally taken from this time period. However, the CEQA Guidelines and applicable case law recognize that the date for establishing an environmental baseline cannot always be rigid. Physical environmental conditions may vary over a range of time periods; thus, the use of environmental baselines that sometimes differ from the publication date of the NOP is reasonable and appropriate to predict impacts more accurately when conducting the environmental analyses. Some sections rely on a variety of data to establish an applicable baseline. Unless indicated otherwise, the environmental setting described in each section will be that which existed at the time the NOP was published. Otherwise, more recent information regarding how those conditions might have changed were incorporated into the EIR setting sections and corresponding technical reports.

Regulatory Setting

This subsection provides a summary of regulations, plans, policies, and laws that are relevant to each environmental issue area at the federal, state, regional, and local levels.

Method of Analysis

This subsection provides a description of the method used to analyze the potential impacts of the Project on the evaluated environmental issue areas.

Thresholds of Significance

This subsection identifies the criteria used to determine whether potential environmental effects are significant. The thresholds of significance used in this analysis were primarily based on Appendix G of the CEQA Guidelines. However, in some cases, thresholds were developed specifically for this analysis or were adapted from standards adopted by other agencies or entities. This subsection defines the type, amount, and/or extent of impact that

would be considered a significant, adverse change in the environment. Some thresholds of significance, such as those used in Sections 3.2, Air Quality; 3.10, Noise; and 3.13, Transportation, are quantitative, while others, such as those used in Section 3.1, Aesthetics, are qualitative. The thresholds of significance are intended to assist the reader in understanding how and why this EIR reaches a conclusion that there is a significant impact, potentially significant impact, less than significant impact, or no impact.

Project Impacts and Mitigation

This subsection describes the potential environmental impacts of the Project and, based on the thresholds of significance, concludes if the environmental impacts would be significant, potentially significant, or less than significant or if no impact would occur. Each impact criterion is addressed in its own subsection. This format is designed to assist the reader in quickly identifying the subject of each impact analysis and for use in Table ES-1, Summary of Impacts and Mitigation Measures, which forms the basis of the Mitigation Monitoring and Reporting Program. For each impact criterion, applicable standards of significance are identified and potential impacts are discussed in the Impact Analysis subsection. Mitigation measures are also included and discussed when applicable.

Impact Analysis. The analysis of environmental impacts considers both the construction and operational phases associated with implementation of the Project. As required by Section 15126.2(a) of the CEQA Guidelines, direct, indirect, long-term, short-term, on-site, and/or off-site impacts are addressed, as appropriate, for the environmental issue area being analyzed. This EIR uses the following terms to describe the level of significance of impacts identified during the course of the environmental analysis:

- **No Impact:** “No impact” refers to implementation of the Project having no impact on environmental conditions.
- **Less than Significant Impact:** “Less than significant” refers to impacts resulting from implementation of the Project that are not likely to exceed the defined thresholds of significance.
- **Significant Impact:** “Significant impact” refers to impacts resulting from implementation of the Project that exceed the defined thresholds of significance.
- **Potentially Significant Impact:** “Potentially significant” refers to impacts resulting from implementation of the Project that may exceed defined thresholds of significance before mitigation is considered.

- **Less than Significant with Mitigation Incorporated:** "Less than significant with mitigation incorporated" refers to impacts resulting from implementation of the Project that can be eliminated or reduced to below the defined thresholds of significance through implementation of feasible mitigation measures.
- **Significant and Unavoidable Impact:** "Significant and unavoidable" refers to impacts resulting from implementation of the Project that cannot be eliminated or reduced to below the defined thresholds of significance through implementation of feasible mitigation measures.

A "significant effect" is defined by Section 15382 of the CEQA Guidelines as "a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project including land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. An economic or social change by itself shall not be considered a significant effect on the environment . . . [but] may be considered in determining whether the physical change is significant."

Significance of Impact. This subsection identifies the level of significance of Project impacts before mitigation measures are implemented. If impacts are significant, it discusses whether mitigation measures would reduce the impact to a less than significant level.

Mitigation Measures. Section 15126.4 of the CEQA Guidelines requires an EIR to "describe feasible measures which could minimize significant adverse impacts." CEQA Guidelines, Section 15364, defines "feasibility" as capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, legal, social, or technological factors. The Mitigation Measures subsection discusses feasible mitigation measures that could reduce the severity of impacts identified in the Impact Analysis subsection.

Cumulative Impacts

CEQA requires that EIRs discuss cumulative impacts in addition to Project impacts. In accordance with CEQA, the discussion of cumulative impacts must reflect the severity of the impacts and the likelihood of their occurrence; however, the discussion need not be as detailed as the discussion of environmental impacts attributable to the Project alone. Further, the discussion should be guided by the standards of practicality and reasonableness (CEQA Guidelines, Section 15130[b]). According to Section 15355 of the CEQA Guidelines, "cumulative impacts" are defined as follows:

> Two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts.
>
> (a) The individual effects may be changes resulting from a single project or a number of separate projects.
>
> (b) The cumulative impact from several projects is the change in the environment, which results from the incremental impact of the project when added to other closely related past, present, and reasonably foreseeable probable future projects. Cumulative impacts can result from individually minor but collectively significant projects taking place over a period of time.

Section 15130(a) of the CEQA Guidelines further states that a "cumulative impact consists of an impact which is created as a result of the combination of the project evaluated in the EIR together with other projects causing related impacts."

In addition, Section 15130(a) of the CEQA Guidelines requires that EIRs discuss the cumulative impacts of a project when the project's incremental effect is cumulatively considerable. As further clarified by Section 15064(h)(1) of the CEQA Guidelines, "cumulatively considerable" means that the incremental effects of an individual project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects. Therefore, the discussion of cumulative impacts in an EIR evaluates whether the cumulative impacts of the project would be significant when considered in combination with past, present, and future reasonably foreseeable projects, and whether the project would make a cumulatively considerable contribution to those impacts. CEQA Guidelines, Section 15130(a), indicates that, where a lead agency is examining a project with an incremental effect that is not cumulatively considerable, it need not consider the effect significant but shall briefly describe the basis for its conclusion. CEQA Guidelines, Section 15130(a), allows for a project's contribution to be rendered less than cumulatively considerable with implementation of mitigation.

The geographic scope of the cumulative impact analysis varies depending on the specific environmental issue area being analyzed. The geographic scope defines the geographic area within which projects may contribute to a specific cumulative impact. Therefore, past, present, and reasonably foreseeable future projects within the defined geographic area for a given cumulative impact issue must be considered.

CEQA Guidelines, Section 15130(b), presents the following two possible approaches for considering past, present, and reasonably foreseeable future projects and indicates that either could be used:

1. A list of past, present, and probable future projects producing related or cumulative impacts, including, if necessary, those projects outside the control of the agency
2. A summary of projections contained in an adopted local, regional, or statewide plan, or related planning document, that describes or evaluates conditions contributing to the cumulative effect

This EIR uses a hybrid approach. The projection part of the approach relies on growth projections in the San Diego Association of Governments' 2025 Regional Plan and projections in the Port Master Plan (PMP) and PMPU. The list part of the approach relies on the cumulative projects in Table 3-1, Cumulative Projects. (Existing development is included as part of the existing environmental baseline when evaluating Project impacts and is not included in Table 3-1.)

Active projects within approximately 2 miles of the Project area are listed in Table 3-1 and as shown on Figure 3-0. This boundary was chosen in coordination with the San Diego Unified Port District (District) which incorporates all of Harbor Island and extends to Balboa Park to the east, Interstate 8 to the north, Point Loma to the west, and Coronado/the San Diego Bay to the south. This boundary is based on where cumulative impacts are most likely to occur. Collectively, those cumulative projects are in various stages of development, including the planning phase, design stage, or construction phase.

Table 3-1. Cumulative Projects

Name	Description	Address	Project Status
Central Embarcadero/Seaport San Diego/1HWY1 (District 2023)	The project would include both landside and waterside improvements separated into seven landside planning blocks and five waterside planning zones. Generally, the project proposes a mix of uses within the project area, including extensive plazas, parks, and promenades; piers and marinas; hospitality, retail, and restaurants; commercial fishing uses; multiple visitor attractions; an urban beach; and educational uses. The project is designed around the unique opportunities of a large, centrally located waterfront site in a major metropolitan area.	Generally south of the USS Midway Museum and Harbor Drive, west of the Manchester Grand Hyatt and Kettner Boulevard, and north and east of San Diego Bay, San Diego, California 92101.	Entitlement process underway. Notice of Preparation issued September 14, 2023.
Freedom Park on Navy Pier (District 2024a)	Conversion of Navy Pier into a 5-acre public park adjacent to the Midway Museum. The project would include pedestrian pathways, landscaping, enhanced paving, benches, play structures, memorials and monuments, coastal access, and parking.	901 North Harbor Drive, San Diego, California.	Construction underway. Completion expected 2028.

Table 3-1. Cumulative Projects

Name	Description	Address	Project Status
North/South Metro Inceptors Rehab (City of San Diego 2024)	Capital Improvements Project. Rehabilitation of wastewater systems.	Community Area(s): Otay Mesa-nestor, Old Town San Diego, Downtown, Reserve, Linda Vista, Mission Valley, Midway-Pacific Highway, Peninsula, Mission Bay Park, Barrio Logan, Southeastern San Diego.	Currently in design phase. Expected design to be complete early 2026.
Sunroad Harbor Island East Hotel (District 2024a)	The project area is on an approximately 7.55-acre site in the "Elbow Parcel" in the northeastern corner of Harbor Island Drive and East Harbor Island Drive west of Safe Harbor Sunroad Marina. The project includes a 450-room hotel with a 12-level wing with extended stay rooms and a 15-level wing with limited-service rooms. Some amenities available would also be open to the public, including a walk-up restaurant and bar, designated public parking, a waterfront promenade, and mini-destinations such as artwork, benches, mobile retail/specialty item carts, and active recreation areas. Amenities available for hotel guests include an outdoor swimming pool, jacuzzi spa, outdoor private function space, fitness center, retail shops, meeting rooms, and ballrooms.	851 Harbor Island Drive, San Diego, California.	Anticipated to break ground in 2026.
San Diego International Airport Expansion (SDCRAA 2023)	Expansion of San Diego International Airport, including construction of additional terminal offering 30 gates, a parking plaza, an elevated departures roadway, outdoor check-in pavilions, and a dedicated, on-airport arrivals roadway, additional security checkpoints indoor and outdoor seating, and lounge areas.		First phase of construction was completed in November 2023. Completion of the entire project is expected to be in 2028.
Maritime Museum Redevelopment (Maritime Museum 2024)	Redevelopment on the North Embarcadero of the existing Maritime Museum. The project would include a structure that would house galleries, an educational theater, retail uses, and administrative office uses. The project would also require a reconfiguration of the dock area.	1492 North Harbor Drive, San Diego, California.	Entitlement process underway. Construction has not begun.

Table 3-1. Cumulative Projects

Name	Description	Address	Project Status
PMPU (District 2024b)	The PMPU is an update to the previous 1981 PMP. The PMPU includes a comprehensive plan for water and land uses in the District.	Throughout the District's Tidelands.	The PMPU and PMPU PEIR have been certified by the Board of Port Commissioners. The District aims to process the PMPU with the CCC for certification in approximately 2026.
Research and Development District (RaDD) by Integrated Quest for Human Quality (IQHQ 2025)	New development on the San Diego waterfront for IQHQ consisting of approximately 38 acres. The project includes a mix of mid-rise buildings, a 17-story tower, and a public paseo. The project would create spaces for lab, retail, and office uses.	800 Pacific Highway, San Diego, California.	Construction is complete, but the project is not yet operational.
San Diego Harbor Police Headquarters Redevelopment (District 2025)	Redevelopment of the existing headquarters building. The consolidated San Diego Harbor Police headquarters (PMPU, PD2.28) would include the future consolidation of all the District's Harbor Police water and land facilities, which may potentially be located within the East Harbor Island Subdistrict. Such a facility would include development of up to a 15,000- square-foot dock for mooring of patrol watercraft and include a nearby land area of approximately 3 acres for construction of a new headquarters building and supporting service areas (PMPU, Final EIR, Vol. 2, p. 3-44).	3380 North Harbor Drive, San Diego, California.	Environmental review process yet to begin, anticipated to start 2026/2027.
Palm Street Observation Area	Construction of an observation area for pedestrians to view the surrounding airport and approaching aircraft. Previously used as the main vehicle entrance to a former General Atomics facility which was demolished and reconstructed to the north, the observation area is proposed on a remnant parcel of approximately 0.7 acre. The observation area would create a small park setting and provide an area from which pedestrians may observe aircraft approaching and departing the airport. In addition, light rail transit passengers from the Middletown trolley station will be guided to walk through the observation area to access the free bus shuttle to the airport terminals. The area will combine art, seating, landscaping, lighting, and pedestrian walkways. No vehicle parking will be provided.	North side of Palm Street, near Clark and Lakewood.	In construction.

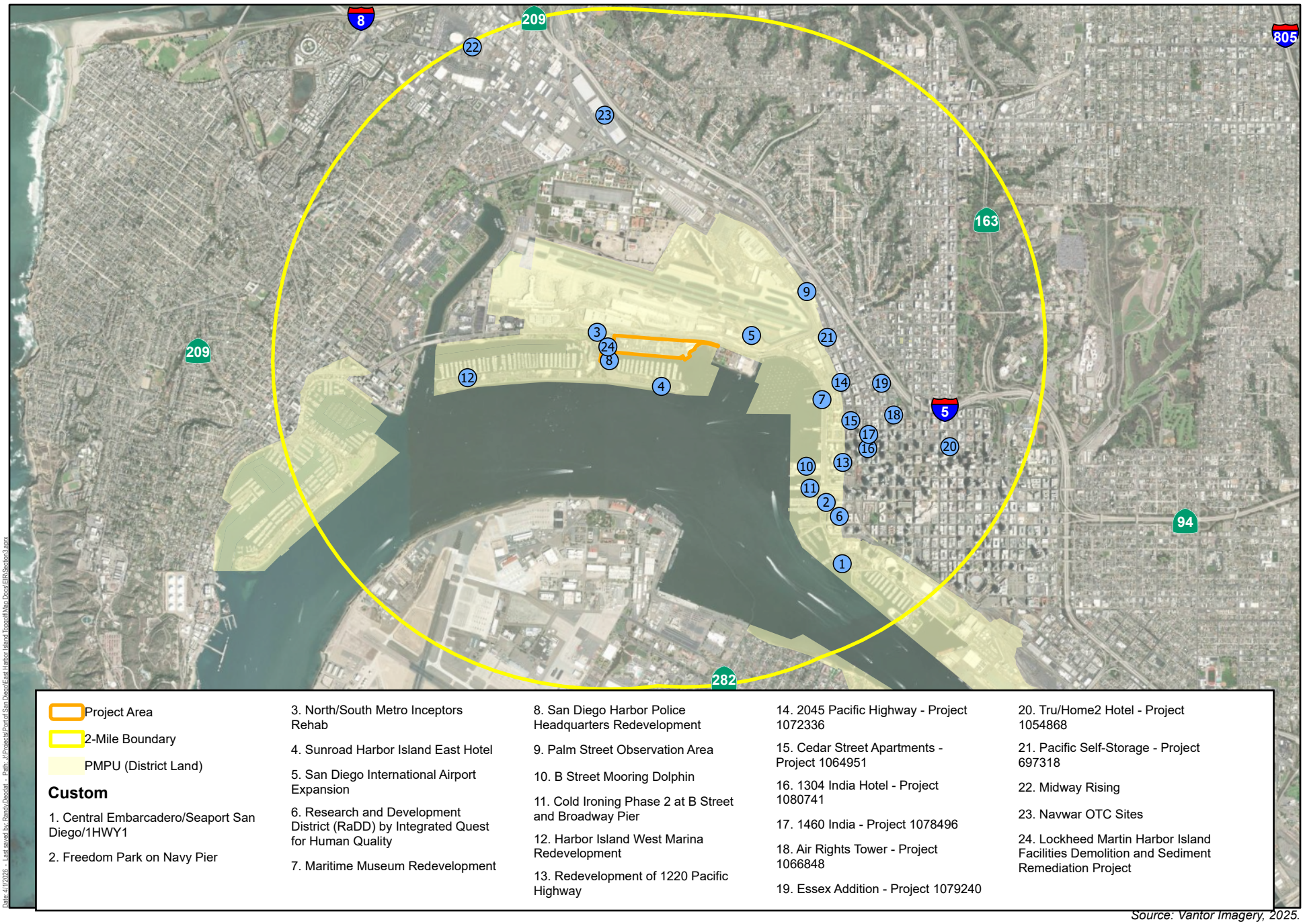
Table 3-1. Cumulative Projects

Name	Description	Address	Project Status
B Street Mooring Dolphin	Moorings off the end of B Street Pier to allow for larger cruise ship docking.	B Street Pier, 1140 North Harbor Drive.	Draft EIR was circulated February 2013. The Final EIR has not yet been certified. Project on hold as of 2025 report.
Cold Ironing Phase 2 at B Street and Broadway Pier	Infrastructure components to provide shore power to existing terminal operations at the B Street and Broadway Piers (three berths) to reduce air pollutant emissions and greenhouse gas emissions while cruise ships are berthed. Initially, shore power will be available to one ship at a time; in subsequent years, two ships will be able to use shore power at the same time.	B Street Pier and Broadway Pier, 1140 and 1000 North Harbor Drive.	Completed.
Harbor Island West Marina Redevelopment	Involves demolition of 23,000 square feet of existing building and construction of 16,000 square feet of new commercial and retail spaces, boater services, recreational spaces including a swimming pool and spa, as well as reconfiguration of an existing marina. Amenities include boaters lounge, boaters club, yacht broker/dealers, and a deli/cafe. The project would construct a new 12-foot-wide public waterfront promenade with a public viewing deck and 620 boat slips.	2040 Harbor Island Drive, San Diego, California.	Project entitled. Construction start date is anticipated 2026.
Redevelopment of 1220 Pacific Highway	Redevelopment of 3.4-acre site previously leased by the U.S. Navy, intended to improve public access and recreation spaces. The project adds more park space and pedestrian promenades by extending Lane Field Park northward along Harbor Drive, extending B Street to San Diego Bay, adding more visitor-serving amenities and parking, and enhancing mobility connections.	1220 Pacific Highway.	Still in planning stages (Van Grove 2025).
2045 Pacific Highway – Project 1072336	Construction of a nine-story, 137-foot-tall mixed-use development containing approximately 309,000 square feet of office space and 12,000 square feet of retail space on the 58,468-square-foot site.	2045 Pacific Highway.	CEQA complete construction has not started (LCI 2024).
Cedar Street Apartments – Project 1064951	Demolition of a historical resource (HRB No. 1451) and the construction of a new nine-story, 91-foot-tall residential development with 110 dwelling units (including 24 affordable units) on the 11,206 square foot site.	805 West Cedar Street.	Construction has started (City of San Diego 2026).
1304 India Hotel – Project 1080741	Construction of an eight-story hotel comprised of 233 guest rooms and 1,729 square feet of retail space, below grade parking (65 spaces), fitness center, and a roof deck.	1304–1330 India Street.	Project still in review.

Table 3-1. Cumulative Projects

Name	Description	Address	Project Status
1460 India – Project 1078496	A 34-story residential high-rise.	1460 India Street.	Project still in review.
Air Rights Tower – Project 1066848	Relocation of a historical resource (HRB No. 283) from 1620 Union Street to 2642-2648 Newton Avenue. Construction of a 24-story, 250-foot-tall residential development with 73 dwelling units (including eight affordable units)	1620 Union Street.	Permits obtained. Construction has not begun.
Essex Addition – Project 1079240	Addition of a 13-story hotel tower to an existing four-story apartment building.	1910 State Street.	Building permit under review (BuildSD 2026).
Tru/Home2 Hotel – Project 1054868	Construction of a 16-story hotel and one subterranean basement level.	1351 5th Avenue.	As of January 2026 project under construction (City of San Diego 2026).
Pacific Self-Storage – Project 697318	Construction of a four-story self-storage building comprised of 97,362 square feet of above-grade gross floor area and 14 parking spaces.	2401 Pacific Highway.	As of January 2026 under construction (City of San Diego 2026).
Midway Rising Specific Plan	The project allows for the redevelopment of the 49.23-acre site with a mix of uses, including entertainment, retail, residential, recreational, and public park uses.	3220, 3240, 3250, 3350, and 3500 Sports Arena Boulevard.	CEQA complete and slated for City Council mid-2026.
Navy Base Point Loma Old Town Campus	Redevelopment of the Navy Old Town Campus with mixed-use development.	4301 Pacific Highway.	Draft Environmental Impact Statement (EIS) was issued in 2021. Has not been approved.
Lockheed Martin Harbor Island Facilities Demolition and Sediment Remediation Project	Demolition of the existing Lockheed Martin Marine Terminal Facilities, which include the landside Marine Terminal Building and waterside pier and marine railway structure, and remediation of the waterside sediment in the surrounding basin.	1160 Harbor Island Drive.	CEQA complete. Land demolition completed. Remedial Action Plan approved by RWQCB. Remediation expected March 2027.

Notes: CCC = California Coastal Commission; District = San Diego Unified Port District; PEIR = Programmatic Environmental Impact Report; PMP = Port Master Plan; PMPU = Port Master Plan Update; RWQCB = Regional Water Quality Control Board



Source: Vantor Imagery, 2025.

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Cumulative Projects

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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3.1 Aesthetics

This section evaluates the potential impacts on aesthetics resulting from implementation of the proposed East Harbor Island Redevelopment/Topgolf Project and Waterfront Park Project (Project).

3.1.1 Environmental Setting

The following sections describe the environmental setting for the Project as it relates to aesthetics.

3.1.1.1 Visual Character and Quality

The Project is located within the East Basin Industrial subarea of Planning District 2 (Harbor Island/Lindbergh Field), which has an industrial character and is largely dominated by parking lots and dotted by small single-story warehouse buildings. Due to its industrial nature, large expansive parking lots, and disjointed development pattern, the visual quality of the East Basin Industrial subarea is considered low.

Similarly, the Project area has an industrial character and is currently developed with a mix of San Diego Unified Port District (District), airport, and commercial uses. Existing structures on site include several one- and two-story buildings, various small structures, surface parking lots, fencing, and limited ornamental vegetation. The San Diego Harbor Police headquarters is located on an approximately 4.8-acre site located in the northwestern portion of the Project area and includes an administrative building, parking lot, and storage lot. Three rental car facilities currently maintain operations throughout the Project area: The Hertz Corporation at 3202 North Harbor Drive on an approximately 12.2-acre site, Enterprise Mobility (operated by National Car Rental) at 3280 North Harbor Drive on an approximately 7.1-acre site, and Avis Rent A Car System at 3180 North Harbor Drive on an approximately 8.8-acre site. The rental car facilities existing conditions include expansive surface parking lots dotted by several one- and two-story buildings, various small structures, and limited ornamental vegetation. Rental car facilities operations within the Project area consist of vehicle storage, maintenance, and repair. Along the eastern portion of the Project area at 3032 Harbor Drive on an approximately 3-acre site, the San Diego International Airport (SDIA) has temporary construction staging offices to support the SDIA Terminal 1 Expansion Project expected for completion in early 2028.

The shoreline in the Project area is protected with a combination of riprap and concrete and asphalt sloped pavement that show signs of erosion or degradation. Other areas are protected by a combination of crushed rock and concrete and asphalt sloped pavement. Additionally, on the southeastern portion of the shoreline, remnants of an approximately

190-foot sea plane launch ramp extend into the bay. Several concrete pipe storm drain outlets are along the shoreline as well. Topographically, the Project area is relatively level with a gentle gradient down to San Diego Bay. A multi-use pathway extends along the southern edge of North Harbor Drive, adjacent to and north of the Project area, where it connects with the promenade in the Embarcadero. Liberator Way currently bisects the Project area. Overall, due to its industrial nature, large expansive parking lots, and disjointed development pattern, the existing visual quality of the Project area is considered low (District 2024a).

3.1.1.2 Views and Vistas

The Port Master Plan (PMP) considers the scenic quality within the District's jurisdiction and establishes policies for preserving and enhancing important public vistas. Vista areas are identified in the PMP as points of natural visual beauty, photo vantage points, and other panoramas. It is the intent of the PMP to guide the arrangement of development on those sites to preserve and enhance such vista points. There are no scenic vistas designated in the East Basin Industrial subarea where the Project area is located. The existing PMP designates two scenic vistas within the adjacent East Harbor Island subarea. (District 2020). One is located at the easternmost extent of the island, adjacent to the Island Prime restaurant, and is oriented in a southeasterly direction. Expansive views of the bay are the primary visual feature within the viewshed of this vista and include expansive views of the open waters and navigation channels of the bay in the fore- and middle ground views, and background views that include the Point Loma peninsula, the Coronado Bayfront, the skyline of Downtown San Diego, and the San Diego–Coronado Bay Bridge. The second scenic vista is located at the foot of Harbor Island Drive entryway and is oriented in a southerly direction, providing expansive views of mostly open water.

The Port Master Plan Update (PMPU) identifies an additional scenic vista area located at the southeastern bayfront shoreline of the Project area, looking towards the south, providing a view of a portion of the East Basin, the bay, and the Embarcadero (Planning District 3) in the background. (District 2025). The PMPU additional scenic vista location is within the proposed waterfront park.

3.1.1.3 State Scenic Highway

State Route 75 (SR-75), which crosses the San Diego–Coronado Bay Bridge, is a California state-designated scenic highway (Caltrans 2025). Scenic resources visible from SR-75/San Diego–Coronado Bay Bridge are the expansive views of the open water of the bay, Coronado Island, and Downtown San Diego. The Project area is located approximately 3.4 miles north of the San Diego–Coronado Bay Bridge and is visible from the bridge. However, views are of short duration from the San Diego–Coronado Bay

Bridge because it is only open to motor vehicles, there are no pullouts for viewing, and stopping on the bridge is prohibited by law. Also, the San Diego–Coronado Bay Bridge has a speed limit of 50 miles per hour and a concrete guardrail that limits the view in lower-profile vehicles. The Project area is not visible from any other designated state scenic highway.

3.1.1.4 Light and Glare

There are two typical types of light intrusion. First, light emanates from the interior of structures and passes out through windows. Second, light projects from exterior sources, such as street, security, and landscape lighting. Light spillover is typically defined as the presence of unwanted or misdirected light on properties adjacent to the property being illuminated. Light spillover can be a nuisance to adjacent areas and can diminish views of the clear night sky.

Glare is described as the distraction, discomfort, or impairment of vision caused by extreme contrasts in the field of vision, where light sources such as sunlight, lamps, luminaries, or reflecting surfaces are excessively bright in relation to the general brightness of surroundings. Glare also results from sunlight reflecting off flat building surfaces, with glass typically contributing the highest degree of reflectivity.

Existing lighting in the Project area includes pole mounted street lighting, security lighting at the rental car facility parking lots, and exterior lighting at the buildings. Sources of glare include sun reflecting off the waters of the bay and the surfaces of cars parked at the parking lots. The overall nighttime lighting environment is considered low to moderate because the area does not require substantial amounts of night lighting; the glare environment is considered low due to the lack of large structures containing highly reflective surfaces (Appendix C, Technical Lighting Analysis). Based on the California Energy Commission's outdoor lighting zone classification standards, the Project baseline condition would fall under Category LZ3, Moderately High (CEC 2025).

3.1.2 Regulatory Setting

This section describes the federal, state, and local regulatory framework adopted to address aesthetics.

3.1.2.1 Federal

No federal regulations apply to aesthetics.

3.1.2.2 State

California Scenic Highway Program

The California Scenic Highway Program is managed by the California Department of Transportation (Caltrans). The program was created in 1963 with the goal of protecting the aesthetic significance of the state's scenic highways, as provided in the California Streets and Highways Code, Section 260 et seq. Accordingly, a highway may be designated as "scenic" based on certain criteria, including how much of the natural landscape can be seen by travelers, the landscape's scenic quality, and the extent to which development intrudes on the traveler's enjoyment of the view. The California Scenic Highway Program's Scenic Highway System List identifies scenic highways that are either eligible for designation or have already been designated as such. The California Scenic Highway Program also includes provisions for the Corridor Protection Program, which includes ordinances and planning policies required by jurisdictions to maintain lands visible from the designated scenic highways (Caltrans 2008).

California Coastal Act

The Project area is within the California Coastal Zone and is subject to the California Coastal Act (CCA). Pursuant to Section 30715 of the CCA, future projects that are considered to be "appealable development" as defined in the CCA must be consistent with the Chapter 3 policies of the CCA, including policies that address visual access to the coastal zone. Section 30251 states: "The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance . . . [and] [p]ermitted development shall be sited and designed . . . to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas."

Port of San Diego Coastal Development Permit Regulations

The District's Coastal Development Permit (CDP) regulations include application requirements for both non-appealable and appealable developments. As part of this CDP application review process, applicants are required to provide "a description of the proposed development sufficient to determine whether the project complies with the certified Port Master Plan" (District CDP Regulations, Sections 10[a][1] and 11[a][1]). As part of the CDP approval process, PMP consistency findings are required (District CDP Regulations, Sections 10[c][1][c] and 11[c][1][c]).

California Building Standards Code

California Building Standards Code, Title 24, contains general building design and construction requirements relating to fire and life safety, structural safety, and access

compliance. Provisions provide minimum standards to safeguard life or limb, health, property and public welfare by regulating and controlling the design, construction, quality of materials, use and occupancy, location and maintenance of all buildings and structures and certain equipment. Relevant sections to aesthetics are described below.

Title 24, Part 6, Building Energy Efficiency Standards (the Energy Code), promotes efficient building energy use to protect people and the environment. Part 6 provides mandatory requirements for all interior and exterior lighting and controls. These include limits to installed lighting power density and lighting controls requirements.

Title 24 Part 11, California Green Building Standards Code, also referred to as CALGreen, features regulations for energy efficiency, water efficiency and conservation, material conservation and resource efficiency, environmental quality, and more and mandatory provisions for commercial, residential, and public school buildings. Specifically, CALGreen mandates compliance with Backlight, Uplight, and Glare (BUG) ratings for outdoor lighting systems to reduce light pollution. The code requires that the allowable BUG rating for a luminaire does not exceed values specified in a table within the code, as defined by the Illuminating Engineering Society TM-15-11 standard, and must also comply with local ordinances. This section ensures that outdoor lighting is designed to minimize unwanted light trespass, skyglow, and glare. Sports lighting is considered “exempt” from the BUG rating limitations.

3.1.2.3 Local

San Diego Unified Port District Port Master Plan

Section II of the PMP sets forth planning goals and related policies for development and operation of land within the District’s jurisdiction. The goals and related policies pertinent to the aesthetic resources of the Project are presented below:

- **Goal II.** The Port District, as trustee for the people of the State of California, will administer the tidelands so as to provide the greatest economic, social, and aesthetic benefits to present and future generations.
- **Goal VIII.** The Port District will enhance and maintain the Bay and tidelands as an attractive physical and biological entity.
    - Each activity, development, and construction should be designed to best facilitate its particular function, which function should be integrated with and related to the site and surroundings of that activity.
    - Views should be enhanced through view corridors, the preservation of panoramas, accentuation of vistas, and shielding of the incongruous and inconsistent.

- Establish guidelines and standards facilitating the retention and development of an aesthetically pleasing tideland environment free of noxious odors, excessive noise, and hazards to the health and welfare of the people of California.

Precise Plans

PMP Section IV provides specific guidance for land development within 10 geographic planning districts. These 10 precise plans include maps for each district, tables showing the acreages of various uses within the districts, and lists of projects planned within the districts. The precise plans also identify vista areas within each planning district that indicate points of natural visual beauty, photo vantage points, and other panoramas to be preserved and enhanced by the arrangement of development. The Project area is located within Planning District 2 (Harbor Island Planning District) of the certified PMP. The majority of the Project area is within the East Basin Industrial subarea and a small portion of the Project area along Harbor Island Drive is within the West Harbor Island subarea.

Port Master Plan Update

The PMPU is a comprehensive update to the PMP. The PMPU Final Environmental Impact Report (PMPU Final PEIR) was certified in February 2024; however, the PMPU is not formally certified by the Coastal Commission and is, therefore, not yet the governing land use document of the District. Similar to the PMP, the PMPU provides the official goals and planning policies, as well as water and land uses, for development and conservation of the District tidelands and submerged lands that compose the PMPU area. With buildout expected to occur by 2050, the proposed PMPU would implement the approximately 30-year planning vision by identifying allowable water and land uses and providing policies to address six PMPU elements: Water and Land Uses, Ecology, Environmental Justice, Mobility, Safety and Resiliency, and Economics (District 2024a). Until the PMPU is certified by the Coastal Commission, the standard of review for the future project CDP will be the existing certified PMP and not the PMPU.

The following planning goals listed in the Water and Land Use Element and Ecology Element of the PMPU aim to reduce impacts to aesthetics within the District (District 2024a):

- **WLU Goal 2.** Celebrate the diverse character of the Tidelands
  - **WLU Objective 2.1.** Delineate planning district areas organized around their unique character and physical, recognizable location
    - **WLU Policy 2.1.2**: Planning districts shall be organized by subdistricts, as necessary, to differentiate their distinct character. For planning districts not containing subdistricts, reference to

subdistrict visions, policies, and standards shall apply to the entire planning district.

- **WLU Objective 2.2.** Delineate planning district areas organized around their unique character and physical, recognizable location
  - **WLU Policy 2.2.2**: To maintain a planning district's distinct character, all development shall be in accordance with the associated subdistrict vision (refer to Chapter 5, Planning Districts, Subdistrict Vision) or planning district vision (refer to Chapter 5, Planning Districts, Vision), where applicable

- **WLU Goal 3.** Enhance access to the water (or to the coast) and to the public realm
  - **WLU Objective 3.2.** Protect and provide visual access to the water.
    - **WLU Policy 3.2.1**: Visual access locations (scenic vista areas, view corridor extensions, Window to the Bay, and walkways) shall be maintained and protected, as shown on the Chapter 5, Planning Districts: Coastal Access Views and Pathways Maps.
    - **WLU Policy 3.2.2**: Permittees of development shall preserve visual access through scenic vista areas, view corridor extensions, and walkways, in accordance with:
      a. Chapter 4, Baywide Development Standards;
      b. Chapter 5, Planning Districts, including any development standards within the applicable planning district or subdistrict; and
      c. Chapter 5, Planning Districts applicable Coastal Access Views and Pathways Maps
    - **WLU Policy 3.2.3**: Coastal-enhancing development should provide opportunities for the public to view maritime operations when located nearby from vantage points that are physically accessible.
    - **WLU Policy 3.2.5**: Development shall be set back from the water's edge and recreation open space to avoid creating a walling-off effect.

- **WLU Goal 4.** Preserve and enliven the public realm
  - **WLU Objective 4.2.** Provide opportunities for the public to explore and participate in a diverse mix of activities on the Tidelands
    - **WLU Policy 4.2.2**: The District shall encourage establishment of activating features that support existing amenities and introduce new activities in recreation areas. Permittees, of development

containing Recreation Open Space within the leasehold, shall plan, design, and implement activating features, which are:
a. Commensurate with the intensity of land uses within the permittee's development site;
b. Consistent with an Activation Plan developed by the permittee and approved by the District;
c. In accordance with Chapter 4, Baywide Development Standards; and
d. In accordance with Chapter 5, Planning Districts, including any development standards within the applicable planning district or subdistrict

- **WLU Policy 4.2.3**: Attractions are encouraged within the Commercial Recreation land use designation and shall be:
  a. Sited to increase the use of, and be integrated with, the waterfront experience;
  b. Located in areas supported by mobility hubs, curbside management, and pedestrian amenities to support multimodal access throughout Tidelands; and
  c. Complementary to other visitor-serving attractions.
- **WLU Policy 4.2.4**: Development-related signage shall not impede or detract from public views of the coast. Signage shall be consistent with Chapter 4, Baywide Development Standards, and other District signage guidelines.

- **ECO Goal 1**. Tidelands that support vibrant and healthy ecosystems
  - **ECO Objective 1.1**. Enhance, conserve, restore, and maintain the biodiversity in Tideland areas
    - **ECO Policy 1.1.10**: Development above the water or adjacent to sensitive habitat areas should use ecologically sensitive lighting that is shielded and directed away from the water or sensitive habitat areas, sensor activated, and of the lowest possible color temperature that also meets public safety requirements

Chapter 4, Baywide Development Standards, of the PMPU establishes requirements for the future physical development of property and, as stated, "shall be applied consistently Baywide, to development in all planning districts, except where specifically noted in a subdistrict development standard. In addition to compliance with the Baywide Development Standards, all development shall conform to the subdistrict development standards described in Chapter 5, Planning Districts." Section 4.4.3, Standards for View Protection, of the PMPU establishes requirements related to the protection of views and

physical access for view corridor extensions, scenic vista areas, and along pathways. Specifically, Section 4.4.3(2)(d) establishes the requirements for exterior lighting so that light sources are not directly visible from public viewing areas.

City of San Diego Plans and Regulations

Although the Project area is within the District's jurisdiction, the Project area is directly west of the City of San Diego's (City) jurisdiction and can be viewed from various areas within the City. Therefore, the following plans and regulations are relevant to the Project.

City of San Diego 2024 General Plan Update

The 2024 City of San Diego General Plan Update (2024 General Plan Update) includes a Citywide urban design strategy, goals, and policies regarding the physical features that define the character of a neighborhood or community. The 2024 General Plan Update Urban Design Element establishes a set of design principles on which its policies are based and on which future public and private development physical design decisions can be based.

The 2024 General Plan Update Urban Design Element provides policies on views pertinent to this visual analysis as follows:

- **UD-A.3.I.** Protect views from public roadways and parklands to natural canyons, resource areas, and scenic vistas.
- **UD-C.1.e.3.** Provide standards [for mixed-use development] that address bulk, mass, articulation, height, transition issues such as the interface with surrounding or adjacent development and uses, and minimize negative impacts on the community.

City of San Diego Municipal Code

Chapter 14, Article 2, Divisions 7, Off-Site Development Impact Regulations

Chapter 14, Article 2, Division 7, Off-Site Development Impact Regulations (San Diego Municipal Code, Section 142.0701 et seq.), establishes regulations to minimize negative glare and outdoor lighting impacts from development to surrounding property.

Chapter 14, Article 2, Division 7, Section 30, Glare Regulations, defines the following terms:

a. A maximum of 50 percent of the exterior of a building may be comprised of reflective material that has a light reflectivity factor greater than 30 percent.
b. Reflective building materials shall not be permitted where the City Manager determines that their use would contribute to potential traffic hazards, diminished quality of riparian habitat, or reduced enjoyment of public open space.

Chapter 14, Article 2, Division 7, Section 40, Outdoor Lighting Regulations, states that outdoor lighting fixtures shall be installed and operated in compliance with the following regulations:

- California Energy Code, California Code of Regulations, Title 24, Part 6;
- Green Building Regulations (Chapter 14, Article 10); and
- Electrical Regulations (Chapter 14, Article 6).

In addition, it states that outdoor lighting used to illuminate recreational activities that are not in a residential zone may continue after 11:00 p.m. only when equipped with automatic timing devices and shaded to minimize light pollution.

3.1.3 Method of Analysis

3.1.3.1 Views

Aesthetic experiences can be highly subjective and vary from person to person; therefore, when feasible, it is preferable to evaluate aesthetic resources using a process that strives to identify the visual features of the area, their importance, and the sensitivity of the associated viewers objectively. The Project-related changes to the aesthetic character of the Project area and surrounding vicinity are identified and qualitatively evaluated based on the extent of the modification to the existing physical conditions and based largely on viewer sensitivity to the modification. The following section identifies viewer groups that would be sensitive to changes in the visual setting and discusses Project Key View Points (KVPs) that would be visually accessible to these viewers. The KVPs were chosen by reviewing applicable PMP and PMPU viewpoints and identifying highly public view areas around the bay. The existing visual environment is then compared to the anticipated future visual environment through a qualitative assessment, relying on the site plans and renderings of the Project provided in Chapter 2, Project Description (Figures 2-6 through 2-14). Project-related changes are evaluated using the threshold criteria discussed in Section 3.1.4, Thresholds of Significance, to determine significance. It should be noted that the District does not consider views from private property a protected resource. Therefore, any perceived impacts of the Project on private views are not considered significant environmental effects under the California Environmental Quality Act (CEQA) (Mira Mar Mobile Community v. City of Oceanside [2004] 119 Cal.App.4th 477).

Viewer Groups and Viewer Sensitivity

Viewer sensitivity is based on the visibility of a scenic resource, the proximity of viewers to the resource, the relative elevation of viewers to the resource, the frequency and duration of views, the number of viewers, and the types and expectations of the individuals and viewer groups. Visual sensitivity is typically used to assess changes to visual character. Generally, visual sensitivity increases as the total number of viewers,

frequency, and duration of viewing activities increases. The degree of visual sensitivity is treated as occurring at one of the following four levels:

- **High sensitivity** suggests that the majority of the public is likely to react strongly to a threat to visual character. A highly concerned public is assumed to be more aware of any given level of adverse change and is substantially less tolerant than members of the public that have little to moderate concern. A small modification of the existing landscape may be visually distracting to a highly sensitive public and represent a substantial reduction in visual quality.
- **Moderate sensitivity** suggests that the majority of the public would probably voice concern over substantial visual impacts. Often, the affected views are secondary in importance or are similar to others commonly available to the public.
- **Low sensitivity** suggests that the majority of the public is expected generally to have little concern about adverse changes in the landscape, or only a small minority may be expected to voice such concern, even where the adverse change is substantial in intensity and duration.
- **No sensitivity** occurs when the views are not public, or there are no indications of public concern over, or interest in, scenic/visual resource impacts on the affected area.

Visual quality is evaluated based on the relative degree of vividness, intactness, and unity within a landscape, as modified by viewer preference and sensitivity. Vividness is the visual power or memorability of landscape components as they combine in striking and distinctive visual patterns. Intactness is the visual integrity of the natural and human-built landscape and its freedom from encroaching elements; this factor can be present in well-kept urban and rural landscapes and in natural settings. Unity is the visual coherence and compositional harmony of the landscape considered as a whole; it frequently attests to the careful design of individual components in the landscape. High-quality views are highly vivid and relatively intact and exhibit a high degree of visual unity. Low-quality views lack vividness, are not visually intact, and possess a low degree of visual unity (FHWA 1981).

Consideration was also given to how viewers within each setting would experience the Project due to varying degrees of visibility and distance from the Project area, as well as the structures, vegetation, topographic features, or other intervening obstacles present. Because objects within the foreground have more detail, views from such locations would be more detailed compared to objects that are less distinguishable in the distance. Because it is not feasible to analyze all locations from which the Project would be seen, the five representative KVPs were identified to demonstrate the change in public views from Project development. The identified KVPs are locations accessible to the public (including roadway overpasses, sidewalks, public space, and parks/trails) and have the

highest potential to be affected by the Project. For each KVP, viewer sensitivity and visual quality were determined. A discussion of the existing views from these KVPs is provided below. Their locations and relationships to the Project area are illustrated on Figure 3.1-1, Key View Points Map. An analysis of the Project's effect on these KVPs is provided in Section 3.1.5.1, Threshold 1: Scenic Vistas.

Key Viewpoint 1 – Shelter Island Shoreline Parking North. KVP 1 represents the scene that is viewed looking from Shelter Island Shoreline Parking North northeast across the San Diego Bay towards the Project area (Figure 3.1-2, KVP 1 – View from Shelter Island Shoreline Parking North). The foreground consists of the water of San Diego Bay and riprap. Buildings of Downtown San Diego are visible in the right background view and the Sheraton Hotel is visible in the left background view.

KVP 1 is available to the public who utilize the Shelter Island shoreline parking lot. Visual quality of KVP 1 is considered high as it provides uninterrupted views of the Bay and San Diego skyline. Viewer sensitivity is also considered high.

Kew Viewpoint 2 – Harbor Drive and Harbor Island Drive. KVP 2 represents the scene that is viewed looking from the intersection of Harbor Drive and Harbor Island Drive at the eastern edge of Spanish Landing Park on the multi-use pathway east towards the Project area (Figure 3.1-4, KVP 2 – View from Harbor Drive & Harbor Island Drive), consistent with the PMPU Final PEIR. The SDIA Terminal Road Exit Ramp is visible in the left foreground view. The United States Coast Guard Sector San Diego buildings and San Diego Harbor Police headquarters are visible in the center foreground view. This area is not viewed by a large number of visitors but mostly by motorists traveling along North Harbor Drive and pedestrians and bicyclists utilizing the multi-use pathway. Visual quality of KVP 2 is considered moderate due to being surrounded by commercial and industrial buildings and roadways and viewer sensitivity is considered moderate.

Key Viewpoint 3 – Embarcadero/Maritime Museum San Diego. KVP 3 represents the scene that is viewed looking from the Embarcadero/Maritime Museum San Diego west across the San Diego Bay towards the Project area (Figure 3.1-6, KVP 3 – View from Embarcadero/Maritime Museum of San Diego). The viewshed of KVP 3 is dominated by open water and vessels moored at the outer end of the Maritime Museum's pier in the foreground. The Point Loma peninsula is visible in the background. KVP 3 is available to the public visiting the Embarcadero in the vicinity of the San Diego Maritime Museum.

The visual quality of KVP 3 is considered high because of the uninterrupted open water views and the highly ordered views of the mooring field in the distance. KVP 3 is located near the Maritime Museum along the Embarcadero; therefore, it is anticipated that this KVP would have numerous visitors, and viewer sensitivity and visual quality are considered high.

Key Viewpoint 4 – Coronado Bay View Park. KVP 4 represents the scene that is viewed looking from the Coronado Bay View Park north across San Diego Bay directly towards the Project area (Figure 3.1-8, KVP 4 – View from Coronado Bayview Park). Foreground views at this KVP include open public space consisting of open lawn, landscaping, and public benches. The midground consists of water of San Diego Bay and includes the floating barriers associated with Naval Air Station North Island. The Sheraton Hotel and United States Coast Guard Sector San Diego are visible in the distance. Naval ships can also be seen in the left and right midground view.

The visual quality of KVP 4 would be high because of the uninterrupted open water view and panoramic nature of the view. KVP 4 is located in Coronado Bay View Park, which provides sidewalks and benches, enabling visitors to stay for an extended period. Due to the availability of the KVP to visitors and the recreational facilities enabling prolonged viewing, the viewer sensitivity is considered high.

Kew Viewpoint 5 – **Airport Terminal Road Exit Ramp**. KVP 5 represents the scene that is viewed looking from the SDIA Airport Terminal Road exit ramp southeast across the Project area towards Downtown San Diego (Figure 3.1-10, KVP 5 – View from Airport Terminal Road Exit Ramp). The foreground consists of the northbound lanes of the Airport Terminal Road exit ramp, the bridge guard, the San Diego Harbor Police headquarters, and the existing car rental facilities. The Marina in the East Basin is located in the left middle ground. Buildings from Downtown San Diego are visible in the center background view as well as the San Diego–Coronado Bay Bridge partially visible in the right background view. KVP 5 is available to motorists traveling along the Airport Terminal Road exit ramp.

The view from KVP 5 is from motorists traveling along Airport Terminal Road exit ramp towards North Harbor Drive. View quality in this area is considered moderate and viewer sensitivity is considered moderate due to the speed in which motorists are traveling.

3.1.3.2 Light and Glare

Detailed methods for the light and glare analysis, including five measurement point locations, are described in Section 3.1.5.4 and Appendix C.

The International Commission on Illumination’s standard provides quantitative guidelines for limiting light spill and glare. The commission’s standard 150:2017 provides specific thresholds scaled by ambient brightness (CIE 2017). The East Harbor Island area would be classified as Environmental Lighting Zone E3, consisting of medium district brightness, which would equate to LZ3 (Moderately High) under the California Energy Commission’s outdoor lighting zone classification standards (CEC 2025).

The experience of glare is the experience of bright, concentrated sources of light. Maximum brightness, quantified as luminance and measured in candela per square meter, is determined by the size of the light source, the amount of light emitted, the directionality of the light, and the distance of the observer position. Glare is then further influenced by the individual experiencing the brightness, in addition to ambient lighting conditions and personal preference. At view distances at least 5 times the maximum luminous dimension of the light source, intensity (measured in candela) and luminance (measured in candela per square meter) can be considered interchangeable. As shown in Table 3.1-1, Glare Threshold of Significance at Measurement Points, the relevant criteria for the five measurement points (described in Section 3.1.5.4) are derived as a function of the distance from the luminaire to the measurement point.

Table 3.1-1. Glare Threshold of Significance at Measurement Points

Measurement Point	Maximum Brightness of Sports Lighting (cd)	Maximum Brightness of Display Screen (cd)
1	n/a	21,987
2	n/a	n/a (obscured by building)
3	1,875	n/a (no direct view)
4	757	3,750
5	2,812	n/a (no direct view)

Source: Appendix C.
Notes: cd = candela

Finally, for the Project, the light spill directly onto surrounding properties and into the water is also of concern. Light spill is quantified as illuminance, measured in foot-candles (fc) or lux. For evaluation purposes, the relevant criteria for light spill onto surrounding properties can be derived from the International Commission on Illumination's 150:2017 for zone E3 to be a maximum of 0.93 fc (10 lux) pre-curfew and 0.19 fc (2 lux) post-curfew.

For evaluation purposes, the threshold for light spill into the water is equal to levels previously accepted by the District and California Coastal Commission for evaluation of the nearby Rady Shell at Embarcadero Marina Park South (District 2018) of 0.08 fc (0.86 lux). Additionally, the updated Outdoor Lighting – Municipal Ordinance Template and User Guide (Dark Sky International 2024) suggests using light trespass thresholds of 1 lux (0.093 fc) for light trespass into waters of the United States. The threshold of 0.08 fc is more conservative than the Template threshold and the Template "ensures that the lighting measures are practical, enforceable, and follows the Dark Sky's Five Principles of Responsible Outdoor Lighting."

3.1.4 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, the Project would have a significant impact on aesthetics if it would:

- **Threshold 1:** Have a substantial adverse effect on a scenic vista.
- **Threshold 2:** Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway.
- **Threshold 3:** In non-urbanized areas, substantially degrade the existing visual character or quality of public views of the site and its surroundings. (Public views are those that are experienced from publicly accessible vantage points.) If the project is in an urbanized area, conflict with applicable zoning and other regulations governing scenic quality.
- **Threshold 4:** Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area.

3.1.5 Project Impacts and Mitigation

The following sections address various potential impacts relating to aesthetics that could result from implementation of the Project.

3.1.5.1 Threshold 1: Scenic Vistas

Impact Analysis

The existing PMP designates two scenic vistas within the East Harbor Island subarea, as described in Section 3.1.1.2, Views and Vistas. In addition, the PMPU identifies an additional scenic vista area located at the bayfront shoreline of the southeastern Project area, as described in Section 3.1.1.2. The Project would not introduce any view-blocking features, including the waterfront park or Topgolf visitor-serving attraction, into the viewsheds of these scenic vistas.

The PMPU scenic vista location is within the proposed waterfront park. The construction of the proposed waterfront park would enhance physical access to the PMP and PMPU scenic vistas and would not permanently block or adversely affect views provided by the scenic vista areas. In addition, the Topgolf visitor-serving attraction would be set back from the waterfront and would be behind the viewer, based on the orientations of the scenic vistas. The Topgolf visitor-serving attraction would therefore be outside the viewsheds of the PMPU scenic vista areas. The land use redesignation as part of the PMPA has been analyzed programmatically and would not have an impact on scenic vistas. Thus, the Project would not have a substantial adverse impact on the designated PMP and PMPU scenic vistas.

The five KVPs described in 3.1.3, Method of Analysis, are other vista areas that, while not designated in the PMP or PMPU, could be adversely affected by implementation of the Project.

Implementation of the Project would result in the development of a Topgolf visitor-serving attraction. The proposed three-level, 67,030-gross-square-foot building with a plan view footprint of 24,160 square feet would have a maximum height of approximately 46 feet and would include 108 hitting bays (Figure 2-8, Topgolf Building Elevations – East and West, and Figure 2-9, Topgolf Building Elevations – North and South). Hitting bays would face east toward a 4.5-acre artificial turf outfield enclosed by a polyester barrier netting system suspended on poles ranging between 90 feet near the building and crest to 170 feet in height near the outfield (Figures 2-8 and 2-9 and Figure 2-13, Barrier Netting System Elevations). The netting barrier system would be composed of black 1-inch mesh UV polyester netting. The netting would be attached to light gray poles using braided polyester twine. Net marking devices, such as FireFlys or BirdMark BM-AG, would be required to be installed in the center of all sections of netting between support poles to form horizontal rows of bird flight diverters (refer to Section 3.3, Biological Resources, and Mitigation Measure BIO-4). There would be a maximum distance of 15 to 30 vertical and horizontal feet between the marking devices and/or support poles for the entire netting structure. In addition, the Federal Aviation Administration (FAA) has determined that four to 16 poles supporting the safety netting be topped with red lights due to the Project's proximity to the nearby airport (FAA 2024). The Project would also include the realignment of Liberator Way, the construction of a waterfront park and promenade that would offer public coastal access along the waterfront, and the redesignation of land uses from Industrial Business Park to Commercial Recreation. The effect on the KVPs from Project operations is discussed below.

KVP 1

KVP 1 represents the scene that is viewed looking from Shelter Island Shoreline Parking North northeast across the San Diego Bay towards the Project area, as described in Section 3.1.3.1. It provides expansive views of the Bay.

The Project area is located in the center background view from KVP 1. The netting poles would be the primary component of the Project affecting public views. However, the Topgolf netting poles would be consistent with other items in view, which include high-rise buildings of varying architectural styles, height, and bulk, and do not detract from or block views of San Diego Bay. In addition, the Topgolf netting poles would be similar in scale compared to the topography in the background views, further reducing the visual contrast from the Project setting. Distance from KVP 1 would further reduce visual

contrast in appearance from the other buildings in the background. Expansive views of the San Diego Bay would remain intact.

The roadway modification, waterfront park, and promenade would only involve low-profile development that would be minimally visible from this KVP. During the nighttime, lighting from the Project would be consistent with the already illuminated ambient light levels from the buildings of Downtown San Diego, as seen from KVP 1, which are also classified as LZ3 (Figure 3.1-3, KVP 1 – Nighttime View from Shelter Island Shoreline Parking North).

Due to the Project's location in the SDIA Airport Influence Area, the FAA has determined that a minimum of four poles supporting the outfield netting be topped with red lights. The red light is not shown in the nighttime views. Given the presence of these lights on numerous buildings surrounding the Project area, their presence would be consistent with the existing setting.

Based on the Project's conformity with the scale and massing of the surrounding buildings and skyline, existing ambient nighttime lighting levels, and the lack of obstruction of views of the bay and City skyline, the Project would not substantially degrade the view from KVP 1. Therefore, the Project would not have a significant impact on scenic vistas in this view.

KVP 2

KVP 2 represents the scene that is viewed looking from the intersection of North Harbor Drive and Harbor Island Drive on the multi-use pathway east towards the Project area, as described in Section 3.1.3.1. The Topgolf building and some netting and poles can be seen in the midground, partially blocked by the San Diego Harbor Police headquarters. Although these features would change the view compared to the existing view by adding a building and netting that was previously not there, the Project would not obstruct any important view corridors that would provide views from the vistas described above. The Topgolf building in this view would be similar in bulk and scale compared to the San Diego Harbor Police headquarters building and the Terminal Road exit ramp. However, the netting poles would be significantly larger than the San Diego Harbor Police headquarters. The roadway modifications, waterfront park, and promenade would not be visible from this KVP. During the nighttime, lighting from the Project would provide a large degree of change from existing ambient light levels, as seen from this view (Figure 3.1-5, KVP 2 – Nighttime View from Harbor Drive and Harbor Island Drive). However, this location does not represent a scenic vista and would therefore not create an impact. Therefore, the Project would not have a significant impact on scenic vistas in this view.

KVP 3

KVP 3 represents the scene that is viewed looking from the Embarcadero/Maritime Museum San Diego west across the San Diego Bay, as described in Section 3.1.3.1. The PMPU identifies public scenic vistas along the San Diego waterfront that abut and face the San Diego Bay. These vistas are intended to capture the views of the open water. KVP 3 is within the PMPU's Window to the Bay scenic vista. KVP 3 is also identified as a scenic vista location in the PMP. The Project can be seen in the center background view. The netting poles would be the primary component of the Project affecting the view from KVP 3. Distance from KVP 3 reduces visual contrast in appearance from the other buildings in the background. In addition, the Topgolf netting poles, though taller than other structures in the area, are spaced apart and would not completely block views of Point Loma in the background. Furthermore, the Project would not block the expansive views of the San Diego Bay from this KVP. The roadway modifications, waterfront park, and promenade would only involve low-profile development that would be minimally visible. During the nighttime, lighting from the Project would be somewhat visible but consistent with the already illuminated ambient light levels from the Coast Guard building and hotels located on Harbor Island (Figure 3.1-7, KVP 3 – Nighttime View from Embarcadero/Maritime Museum of San Diego). Therefore, the Project would not have a significant impact on scenic vistas in this view.

KVP 4

KVP 4 represents the scene that is viewed looking from the Coronado Bay View Park north across San Diego Bay. While not a designed scenic vista in the PMPU, KVP 4 generally represents a similar view from the PMPU scenic vista south of this KVP and provides a more direct view of the Project area. It provides expansive views of the San Diego Bay and the City of San Diego waterfront, as described in Section 3.1.3.1. The Project can be seen in the center background view.

The netting poles would be the primary component affecting the view from KVP 4. However, Topgolf would be consistent with the topography of the background views and netting poles heights would be generally consistent with the background horizon including Mission Hills and Bankers Hill. The Topgolf netting would provide a new obstruction in the skyline in the background to the left of downtown. However, the netting is partially transparent and would not completely obstruct or interrupt the distant outline of the Point Loma peninsula in the background. The expansive views of the open water of San Diego Bay and the view of the San Diego downtown skyline would remain unchanged. The roadway modifications, waterfront park and promenade would only involve low-profile development that would be minimally visible. During the nighttime, lighting from the Project would be consistent with the already illuminated ambient light levels seen from

this view (Figure 3.1-9, KVP 4 – Nighttime View from Coronado/Bayview Park). Therefore, the Project would not have a significant impact on scenic vistas in this view.

KVP 5

KVP 5 represents the scene that is viewed looking from the SDIA Airport Terminal Road exit ramp, as described in Section 3.1.3.1. The Project area can be seen in the right midground including the Topgolf building, netting poles, and graded lot of the adjacent parcels. The bulk and scale of the Topgolf netting, poles, and building would partially obstruct the views of Downtown San Diego and the San Diego Bay in the left center of the view. However, the netting between the poles would be mostly transparent. In addition, the Topgolf building would be of similar bulk compared to the San Diego Harbor Police headquarters building. The roadway modifications, waterfront park, and promenade would not be visible from this KVP as they would be behind the Topgolf visitor-serving attraction. During the nighttime, lighting from the Project in this view would be more intense than the existing ambient light levels from the surrounding buildings, as seen from this view (Figure 3.1-11, KVP 5 – Nighttime View from Airport Terminal Road Exit Ramp). However, there is no designated scenic vista from KVP 5, so the Project would not have a significant impact on scenic vistas in this view.

Significance of Impact

Implementation of the Project would not have a substantial adverse effect on scenic vistas. Impacts would be less than significant.

Mitigation Measures

No mitigation measures are required.

3.1.5.2 Threshold 2: Scenic Resources

Impact Analysis

The only state-designated scenic highway within the vicinity of the Project area is the segment of SR-75 as it crosses the San Diego–Coronado Bay Bridge, as described in Section 3.1.1.3. Expansive views of the open water of the bay, Coronado Island, and Downtown San Diego are visible from SR-75. Several factors suggest the Project's impact on views from SR-75 would not be significant. These include the lack of pedestrian access to the Bridge, the 50 miles per hour speed limit, concrete guardrail on the bridge limiting views from lower-profile vehicles, the absence of pullouts for viewing, and the prohibition against stopping on the bridge.

Moreover, no designated scenic resources, including rock outcroppings or historic buildings are located within the scenic highway. Therefore, due to the distance of approximately 3.4 miles from the state scenic highway to the Project area, and the absence of scenic resources within state scenic highways, no substantial adverse impact would occur as a result of Project implementation. Impacts would be less than significant.

Significance of Impact

The Project would not substantially damage scenic resources of a state scenic highway and impacts would be less than significant.

Mitigation Measures

No mitigation measures are required.

3.1.5.3 Threshold 3: Degradation of Existing Visual Character or Conflict with Zoning or Regulations for Scenic Quality

Impact Analysis

The Project area meets the definition of an urbanized area per California Public Resources Code, Section 21071, which defines an urbanized area as "an incorporated city with a population of at least 100,000 persons or has a population of less than 100,000 persons if the population of that city and not more than two contiguous incorporated cities combined equals at least 100,000." The population of the City of San Diego is 1.3 million. Since the Project area is located adjacent to incorporated cities with populations of at least 100,000 or are adjacent to cities that, when combined with one or two of a contiguous incorporated city, have a population that equals or exceeds 100,000 people, it qualifies as an urbanized area for the purposes of this analysis. For urbanized areas, the analysis of impacts typically looks at if a project would conflict with applicable zoning and other regulations governing scenic quality. Water and land within the District's jurisdiction are subject to the zoning (or in this case land use designations) and other regulations concerning scenic quality adopted by the District, but not those of other jurisdictions.

Port Master Plan

The Project includes the redevelopment of a portion of the Project area (East Harbor Island redevelopment area). The Project would enhance the character of the existing area by providing recreation-based amenities, including a waterfront park and promenade, and viewing areas and access to the San Diego Bay, which is currently not available in this area. The existing surface parking lots, small buildings, and sparse landscaping would be replaced with a more consistent development pattern and recreation-based amenities, including a

waterfront park and promenade. The construction of the proposed waterfront park would enhance physical access to the scenic vistas.

The Project area is currently developed with a mix of commercial uses. Existing structures on site include several one- and two-story buildings, various small structures, surface parking lots, fencing, and limited ornamental vegetation. The Project features would enhance the visual character and quality of the area consistent with PMP Goal VIII. The existing surface parking lots, small buildings, and sparse landscaping would be replaced with a more cohesive development pattern and recreation-based amenities, including a waterfront park and promenade, to enhance the physical attractiveness of the area. The San Diego Harbor Police headquarters, which would remain on site, would still be consistent with the commercial recreation land use re-designation.

The construction of the proposed waterfront park would enhance physical access to the scenic vista, where currently no public access is available, to provide expansive views of the bay. The Topgolf visitor-serving attraction would be set back from the waterfront and would be behind the viewer, based on the orientations of the scenic vista, which would preserve panoramas of the bay consistent with Goal VIII. The roadway modifications, waterfront park, and promenade would only involve low-profile development that would be minimally visible, and thereby likewise preserve panoramas of the bay consistent with Goal VIII.

In addition, Topgolf would be subject to the District's Tenant Percent for Art Program (Board of Port Commissioners Policy No. 608) requiring either a public art component within the Project area such as functional artwork within the proposed waterfront park, leasehold and/or a contribution to the Coronado Bridge Lighting Project. Such public art component would promote, enhance, and enliven the waterfront experience consistent with PMP Goal VIII.

Port Master Plan Update

The PMPU establishes baywide development standards to protect visual quality and specific development standards for all planning districts that set height limits and setback requirements for buildings, as well as sizing, siting, and orientation of structures and public realm features (such as waterside promenades), which would maintain existing planning district and subdistrict characteristics, and protect the visual quality of the subdistricts. These development standards are considered in the following analysis.

Given the existing industrial nature of the visual experience, and the open parking lots, the redevelopment of the Project area would enhance the visual character and quality of the area consistent with the PMPU baywide development standards and East Harbor Island Subdistrict Development Standards.

In accordance with East Harbor Island Subdistrict Building Standards, the Topgolf visitor-serving attraction component would provide the minimum setbacks from Liberator Way (East Harbor Island Subdistrict Development Standards PD2.56, PD2.57, PD2.58). Specifically, the southern (i.e., the Liberator Way-facing) portion of the Topgolf visitor-serving attraction (including poles) under a height of 40 feet would be set back a minimum of 26 feet from the Liberator Way curb. The southern portion of the Topgolf visitor-serving attraction (including poles) that measures over a height of 40 feet would be set back a minimum of 51 feet from the Liberator Way curb. The northern (i.e., the North Harbor Drive-facing) portion of the Topgolf visitor-serving attraction (including poles) that measures under a height of 40 feet would be set back 25 feet measured from the North Harbor Drive curb. Finally, the northern portion of the Topgolf visitor-serving attraction (including poles) that measures over a height of 40 feet would be setback 51 feet measured from the Liberator Way curb. These setbacks would preserve views of the bay by avoiding the creation of a “walling off” effect.

In addition, in accordance with standards for structures, the Topgolf visitor-serving attraction building would consist of a three-level building with a maximum height of approximately 46 feet and would not exceed 225 feet (East Harbor Island Subdistrict Development Standard PD2.59). The Topgolf visitor-serving attraction would include display screens. Two 50-foot by 30-foot LED high-definition digital screens would be mounted to the netting and poles at the far eastern end of the outfield facing back toward the building. The screens would support the game function and would be used to broadcast live sports content, alert players of game play objectives, and connect game-integration messaging. The screens, whilst potentially visible to drivers passing by, would not be used as advertisements or external signage to drivers. They would be for the sole purpose of the facility users. Thus, the display screens would not be considered billboards or digital signs for purposes of Baywide Development Standard 4.6.2. Refer to Section 3.1.5.4, Threshold 4: Light and Glare, below for further discussion on the light and glare associated with the display screens.

The Project would increase accessibility and recreational uses in the Project area. Specifically, the Project includes the construction of a waterfront park, promenade, and shoreline improvements. The waterside promenade would allow coastal access along the waterfront and would be a minimum of 20 feet wide (East Harbor Island Subdistrict Development Standard PD2.53).

In accordance with the Baywide Development Standard 4.4.1, Standards for Scenic Vista Areas, the creation of the waterfront park would enhance the physical access to a scenic vista area where there is currently none. The Topgolf visitor-serving attraction would be set back from the waterfront and would be behind the viewer based on the orientation of

the scenic vista. The Topgolf visitor-serving attraction would therefore be outside the viewsheds of all three scenic vista areas identified within the vicinity and would not obstruct the designated scenic vista area nor directly obscure the physical access to, and views from the scenic vista area.

Finally, the increased use of landscaping throughout the Project area is intended to improve and enhance the visual character of the area consistent with Baywide Development Standard 4.4.3, Standards for View Protection, and Standard 4.5.2, Standards for Setbacks and Stepbacks. The Topgolf visitor-serving attraction would be landscaped with palm trees, evergreen trees, and parking lot canopy trees. A landscaped buffer would be provided along the outer edge of the polyester barrier netting system. A minimum 9-foot planting buffer would be established on both sides of the sidewalk along the newly configured Liberator Way. The buffer would include hybrid Bermuda lawn, drought-tolerant enhanced landscaping, and street trees. The planting buffer separating the street and the sidewalk would include concrete passthroughs. Street trees would also be planted on the southern side of Liberator Way.

City of San Diego General Plan

As discussed in Section 3.1.5.1, the Project would not have a substantial adverse impact on the designated PMP and PMPU scenic vistas consistent with the City of San Diego Urban Design Element Policy UD-A.3.l. The Project would not introduce any view-blocking features including the waterfront park or Topgolf visitor-serving attraction and would not obstruct any important view corridors that would provide views from the vistas described above. In addition, consistent with policy UD-C.1.e.3, the Project would be consistent with the PMPU baywide development standards designed to protect visual quality and specific development standards for all planning districts that set height limits and setback requirements for buildings, as well as sizing, siting, and orientation of structures and public realm features (such as waterside promenades). Refer to the analysis above.

Overall, implementation of the Project would result in a beneficial effect on the visual character of the Project area. As discussed above, the Project would not conflict with zoning or other regulations governing visual character, and the impact would be less than significant.

Significance of Impact

Implementation of the Project would not conflict with zoning or other regulations governing visual character, and the impact would be less than significant.

Mitigation Measures

No mitigation measures would be required.

3.1.5.4 Threshold 4: Light and Glare

Impact Analysis

Project development would result in new sources of light including sports lighting, display screens, exterior building illumination, parking area lighting, FAA navigational lighting, and new park and promenade lighting. Project development would also result in sources of daytime glare including reflections from windows, architectural coatings, glass, and other reflective surfaces.

Daytime

The materials used to construct the Topgolf visitor-serving attraction may include highly reflective materials that could increase daytime glare in the Project site, such as glass, architectural coatings, and metal. However, the Project would use highly efficient glazing systems with low-E insulated glass and high R-value walls/roof assemblies that control daytime glare by blocking or redirecting direct sunlight while still allowing natural light in. In addition, the Project would include photovoltaic cells (i.e., solar panels), which could result in potential glare impacts. However, solar panels face upward, resulting in a small likelihood of directly affecting nearby land uses on the ground.

Nighttime Impacts from Sports Lighting

The sports lighting design for the Project would include a total of 16 building-mounted sports light fixtures mounted to the building and directed eastward along the field of play. The fixtures are all 500 watts light-emitting diode (LED) sports light fixtures rated at 520 system watts. The fixtures have 48,000 initial luminaire lumens with a correlated color temperature of 5,700 degrees Kelvin max and a color rendering index of greater than 80. The fixtures are also specified with visors to shield uplighting and glare. The fixtures would be mounted to the structure of the building at approximately 27 feet and 42 feet above grade to illuminate the back of the golf balls after contact. No light fixtures are proposed to be mounted on the net poles. Targets would be illuminated internally with no direct light spill. Non-essential lighting would be turned off after business hours.

In addition, the Project includes display screens that support the game functions of the facility and are located at the outfield fence facing toward the building. Visors would be included on each LED fixture to minimize off-axis glare and limit uplighting. The display screens max out at 7,500 cd/m^2 (nits). The displays would be provided with auto-brightness control that is software-driven and informed by a light sensor measuring ambient lighting. Operationally, based on other locations, daytime maximum brightness would be capped at 80 percent of output. The screens would be dimmed throughout dusk to a value of 600 – 800 cd/m^2 (nits) and would be turned off after business hours. The

operating hours for the Topgolf visitor-serving attraction are 9:00 a.m. to 1:00 a.m., Sunday through Thursday, and 9:00 a.m. to 2:00 a.m., Friday through Saturday. All non-essential lighting would be completely shut off outside of operating hours.

A Technical Lighting Analysis by HLB Lighting Design provided as Appendix C was prepared to provide information regarding the existing lighting conditions at the Project area and to provide analysis of the proposed lighting design to assess if it is anticipated to ". . . create a new source of substantial light or glare which would adversely affect day or nighttime views in the area." Five measurement points were identified to capture a full picture of the directional impact of the proposed sports lighting and display screens and to specifically provide measurements at adjacent existing properties and roadways including sensitive light receptors (Figure 3.1-12, Nighttime Measurement Point Locations).

Measurement Point 1 is located in the Cancer Survivors Park to provide an assessment of the potential impact of the proposed lighting on a nearby public amenity. Measurement Point 2 is located at the property line of the Sheraton Hotel to capture the potential impact of the proposed lighting on the hotel. Measurement Point 3 is located at the intersection of Liberator Way and North Harbor Drive facing west and is intended to capture the potential impact of the proposed lighting on vehicular, pedestrian, and bicycle traffic traveling along North Harbor Drive. Measurement Point 4 is located along Liberator Way to the south of the property and is intended to capture the potential impact of the proposed lighting on the Marina located in the East Basin. Finally, Measurement Point 5 is located across the basin at the Marina and is intended to capture the potential impact of the proposed lighting on the water.

The measurement points were first visited during the day to establish a reference daytime photograph and identify ideal location for nighttime photographs and measurements. After dark, illuminance (light spill) and intensity (glare) measurements were taken at each measurement point to capture values for existing light spill and glare.

Table 3.1-2, Anticipated Light Spill at Measurement Points, provides the anticipated light spill at the measurement points from sports lighting and display screens compared to the significance thresholds and existing conditions. Light falling onto surrounding properties can be quantified as "light spill." Light spill is quantified as illuminance, measured in fc. A higher footcandle reading means more light is spilling, while a lower reading indicates less spill.

Table 3.1-2. Anticipated Light Spill at Measurement Points

Measurement Point	Existing Illuminance, [fc]	CEQA Threshold, [fc]	Anticipated Illuminance from Sports Lighting, [fc]	Anticipated Illuminance from Display Screens, [fc]
1	0.12	0.93 fc	n/a	0.00
2	0.41		n/a	n/a
3	0.86		3.2	n/a
4	1.0		0.02	0.00
5	0.16		0.00	n/a

Source: Appendix C.

Notes: fc = foot-candles

As shown in Table 3.1-2, the sports lighting is anticipated to be completely obscured from view at Measurement Points 1 and 2, and the light spill to surrounding properties is anticipated to be below the threshold of significance of 0.93 fc at Measurement Points 4 and 5. However, due to the high aiming angle required to illuminate the golf balls in flight from the Topgolf building, the light spill is expected to exceed the threshold at Measurement Point 3. The display screens are not anticipated to be visible from Measurement Points 2, 3, and 5 due to the direction the screens would be facing. The light spill from the display screens is anticipated to be below the threshold at Measurement Points 1 and 4.

Table 3.1-3, Anticipated Maximum Intensity at Measurement Points, provides the anticipated maximum intensity from the proposed sports lighting and display screens at the measurement points.

Table 3.1-3. Anticipated Maximum Intensity at Measurement Points

Measurement Points	Anticipated Maximum Brightness for Sports Lighting (cd)[1]	Direct Beam Illumination	Anticipated Maximum Brightness from Display Screens (cd)	CEQA Threshold for Display Screens (cd)	Measured Maximum Intensity (cd/m^2)
1	n/a	No	800	21,987	130
2	n/a	No	n/a	n/a	4.3
3	169,766	Yes	n/a	n/a	720
4	0	No	800	3,750	64
5	0	No	n/a	n/a	11

Source: Appendix C.

Notes: cd = candela; cd/m^2 = luminance the photometric unit for brightness; CEQA = California Environmental Quality Act

[1] Glare is the perceived brightness of a light source, influenced by many factors including photometric output, fixture geometry, color of light, personal sensitivity, and environmental conditions. Glare potential is analyzed using brightness (luminance) and candela (intensity) measurements interchangeably.

As shown in Table 3.1-3, the sports lighting is anticipated to be completely obscured from view at Measurement Points 1 and 2, and the glare is anticipated to be below the

threshold of significance at Measurement Points 4 and 5 and would not create a new source of glare that would impact nighttime views. However, due to the high aiming angle required to illuminate the golf balls in flight from the Topgolf building, the glare is expected to exceed the threshold at Measurement Point 3 with a near direct view of the lighting, which would create a new source of glare that would impact nighttime views. The display screens are not anticipated to be visible from Measurement Points 2, 3, and 5 due to the direction the screens would be facing. The glare from the display screens is anticipated to be below threshold at Measurement Points 1 and 4.

Light spill is defined as light falling onto a surface outside of the designated property. It can be horizontal, vertical, or on a tilted surface. As shown in Table 3.1-4, Anticipated Light Spill into Water from Sports Lighting, for the East Basin area to the south of the site, light spill into the water is anticipated to be below the threshold of significance of 0.08 fc. For the inlet to the east of the site near the Coast Guard, light spill into the water is anticipated to be above the threshold of significance of 0.08 fc. In addition, due to the directional nature of the display screens, no light is anticipated to spill into the water from the screens. Light spill into the water east of the Project site at the inlet near the Coast Guard would be potentially significant.

Table 3.1-4. Anticipated Light Spill into Water from Sports Lighting

Sensitive Area	Spill Light Level	CEQA Threshold
East Basin	0.00 – 0.01 fc	0.08 fc
Coast Guard Inlet	0.01 – 0.09 fc	0.08 fc

Source: Appendix C.
Notes: fc =footcandles

In summary, the proposed sports lighting design demonstrates an increase in both spill light to surrounding properties, including the inlet near the Coast Guard, and glare in comparison to the existing lighting conditions. The proposed design exceeds the thresholds for both spill light and glare at Measurement Point 3. This is due to the high aiming angle of the fixture which is required to effectively illuminate the backside of the golf balls from a mounting height restricted by the height of the building. Therefore, the Project would introduce new sources of glare from the sports lighting that would adversely affect nighttime views in the area as it exceeds the threshold for light spill, and impacts would be potentially significant.

Nighttime Impacts from Other Lighting

In addition, the Topgolf visitor-serving attraction would introduce new sources of lighting to include exterior building illumination and parking area lighting which would comply with all provisions of Title 24, including limitations on backlight, uplight, and glare. In addition, the FAA has determined that four to sixteen poles supporting the safety netting be topped

with red lights due to the Project's proximity to the nearby airport (FAA 2024). FAA-required lights for navigation are exempt from Title 24 and all lighting regulations.

The waterfront park and promenade would introduce new sources of lighting with the inclusion of low-intensity lighting fixtures. All new sources of lighting from outdoor lighting fixtures would be designed, shielded, aimed, located, and maintained to shield properties and not produce glare onto adjacent properties or roadways.

As discussed in Section 3.1.5.1, nighttime views from each of the five KVPs were prepared to compare the existing views and the same views under the proposed condition. For KVPs 1, 3, and 4 due to the distance, lighting from the Project would be consistent with the already illuminated ambient light levels. For KVPs 2 and 5, the lighting associated with the Topgolf visitor-serving attraction would slightly increase but overall be consistent with the existing illuminated light levels and would not result in a substantial increase over current levels.

Therefore, impacts from exterior building lighting, parking area lighting, navigational lights, and promenade lighting on nighttime views in the area would be less than significant.

Significance of Impact

Implementation of the Project would create a new source of substantial light or glare from sports lighting which would adversely affect day or nighttime views in the area. Impacts would be potentially significant.

Mitigation Measures

The following mitigation measure would reduce the light spill and glare impact at Measurement Point 3 and east of the Project site at the inlet near the Coast Guard to a less than significant level by creating an obstruction barrier that would obscure the glare and light spill from the Project. Figure 3.1-13, Light Spill, shows that no light spill into the water would occur (represented by the 0.00 fc numbers) with the incorporation of an obstruction barrier.

AES-1: **Obstruction Barrier.** Topgolf shall construct a minimum 9-foot-tall obstruction, in the form of a berm or fence screening, measured from ground level at 14 feet above mean sea level at the back of the outfield to reduce the light and glare from the Topgolf visitor-serving attraction to below 0.93 foot-candle and to reduce the light spill east of the Project site at the inlet near the Coast Guard to below 0.08 foot-candle. The berm or fence shall stretch the entire length of the outfield and shall be constructed behind the net poles. Topgolf shall submit

verification that the fence/berm has been included on the Working Drawings to the satisfaction of the San Diego Unified Port District.

The obstruction barrier would be placed at the back of the Topgolf outfield and would not obstruct any important view corridors that provide views from the scenic vistas or KVPs, as described under Threshold 1. In addition, in consideration of Threshold 3, the obstruction barrier would be constructed consistent with the PMP and PMPU's baywide development standards and would be designed to blend with the Topgolf development. The obstruction barrier would not degrade the visual character of the area. Aesthetic impacts from implementation of the obstruction barrier would be less than significant.

3.1.6 Cumulative Impacts

The following sections address various potential cumulative impacts relating to aesthetics that could result from implementation of the Project.

3.1.6.1 Cumulative Threshold 1: Scenic Vistas

The geographic context for the analysis of cumulative impacts regarding scenic vistas is defined as the viewshed of the San Diego Bay. A significant cumulative impact would occur if cumulative projects in conjunction with the Project would impede views or cause a blockage of scenic vistas. Implementation of the cumulative projects, identified in Table 3-1, Cumulative Projects, in Chapter 3, Environmental Analysis, and development projections assumed in the PMP, PMPU, and San Diego Association of Governments (SANDAG) 2025 Regional Plan would develop structures on Harbor Island, and this development may be cumulatively visible from some distant vantage points, including from recreational boaters in the bay waters near the Project area and scenic vistas, resulting in a significant cumulative impact.

As discussed in Section 3.1.5.1, five representative KVPs were identified to demonstrate the potential change in public views from Project development. It is anticipated that viewers would not notice a substantial change in views, and no substantial adverse effect on scenic vistas would occur as a result of the development of the Project. The SDIA Expansion and the Sunroad Harbor Island East Hotel would be located in the same viewshed as the Project and could similarly be seen from KVPs 1, 3, 4, and 5. Similarly to the Project, cumulative development, including the Sheraton San Diego Resort, Harbor Island West Marina redevelopment, and San Diego Harbor Police headquarters redevelopment, would be of similar scale with other development on Harbor Island as the Sheraton San Diego Resort would be approximately 75 feet (District 2024b), and the Harbor Island West Marina redevelopment would be approximately 45 feet (District 2023). The cumulative development would not disrupt the encompassing views of the bay from the five KVPs. As such, development of the Project, in conjunction with other cumulative projects, would not

result in a significant impact to public scenic vistas. The Project's contribution would not be cumulatively considerable.

3.1.6.2 Cumulative Threshold 2: Scenic Resources

The geographic context for the analysis of cumulative impacts in regard to scenic resources, including those within a state scenic highway, is defined as the limits of the scenic highway designation. A significant cumulative impact would occur if the cumulative projects would cause combined view blockage of scenic resources, including those within a state scenic highway. The only state-designated scenic highway in proximity to the Project area is the segment of SR-75 as it crosses the San Diego–Coronado Bay Bridge. However, similar to the Project, cumulative projects, described in Table 3-1 in Chapter 3, including Sunroad Harbor Island East Hotel, Harbor Island West Marina redevelopment, and San Diego Harbor Police Headquarters redevelopment, and development projections in the PMP, PMPU, and SANDAG 2025 Regional Plan would not have significant impacts on the view from the designated segment of SR-75, as stated above, due to the lack of pedestrian access to the bridge, the 50 miles per hour speed limit, concrete guardrail on the bridge limiting views from lower-profile vehicles, the absence of pullouts for viewing, and the prohibition against stopping on the bridge. As such, development of the Project, in conjunction with other cumulative projects, would not result in a significant cumulative impact to scenic resources within a state scenic highway. The Project's contribution would not be cumulatively considerable.

3.1.6.3 Cumulative Threshold 3: Degradation of Existing Visual Character or Conflict with Zoning or Regulations for Scenic Quality

The geographic context for the analysis of cumulative impacts with regard to visual character and quality are public views of the Project area and immediately surrounding areas. A significant cumulative impact would occur if cumulative projects would change the overall visual character of the area. Implementation of the cumulative projects, identified in Table 3-1 in Chapter 3, and development projections in the PMP, PMPU and SANDAG 2025 Regional Plan could potentially degrade the existing visual character. As discussed in Section 3.1.5.3, the Project would be consistent with the PMPU Baywide Standards and East Harbor Subdistrict Development Standards and other regulations governing scenic quality. The Sunroad Harbor Island East Hotel project is similarly located in the Harbor Island East Basin. The San Diego Harbor Police headquarters redevelopment, and future development and redevelopment pursuant to the PMPU would be developed to be consistent with the PMPU Baywide and East Harbor Subdistrict Development Standards designed for scenic quality and would not result in a significant cumulative impact. Additional cumulative projects located within the City of San Diego, including the Cedar Street Apartments and 1304 India Hotel, would be required to comply with the San Diego

Municipal Code and City's General Plan, which includes regulations, goals, and policies related to scenic quality. The Project's contribution would not be cumulatively considerable.

3.1.6.4 Cumulative Threshold 4: Light and Glare

The geographic context for the analysis of cumulative impacts in regard to light and glare is defined as the viewshed of the San Diego Bay. A significant cumulative impact would occur if cumulative projects would create new sources of substantial light and glare. Increased light would be generated by streetlights, residential lighting, parking lot lights, new commercial and mixed-use development, and signage. Increased lighting would potentially adversely affect adjacent properties and the overall nighttime lighting levels within the City. Increased glare within the City could potentially occur as a result of new development containing building materials, roofing materials, or windows that would reflect sunlight. If multiple projects were introduced in the City emitting considerable amounts of light and glare, a cumulative impact could occur.

As discussed in Section 3.1.5.4, implementation of the Project would create a new source of substantial light or glare which would adversely affect the intersection of Liberator Way and North Harbor Drive (Measurement Point 3) as well as the inlet near the Coast Guard to the east of the Project site. Mitigation Measure AES-1 would reduce this impact to less than significant. The Project, in combination with other cumulative projects identified in Table 3-1 in Chapter 3 and development projections in the PMP, PMPU, and SANDAG 2025 Regional Plan, would have the potential to produce new sources of light and glare. Specifically, the Sunroad Harbor Island East Hotel, Harbor Island West Marina redevelopment, and San Diego Harbor Police headquarters redevelopment would implement new lighting on the site for security and may use building materials that would result in increased glare. The cumulative impact related to light and glare is potentially significant. Project design features would be implemented to reduce any potential impacts. However, Project-related cumulative light and glare impacts would be significant, and the Project's pre-mitigation contribution would be cumulatively considerable. With implementation of Mitigation Measure AES-1, the Project's contribution would not be cumulatively considerable.

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Source: CityThinkers 2024.

Harris & Associates

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Figure 3.1-1

Key View Points Map

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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Existing Condition



Proposed Condition



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Source: CityThinkers 2025.

Harris & Associates

Figure 3.1-2

KVP 1 - View from Shelter Island Shoreline Parking North

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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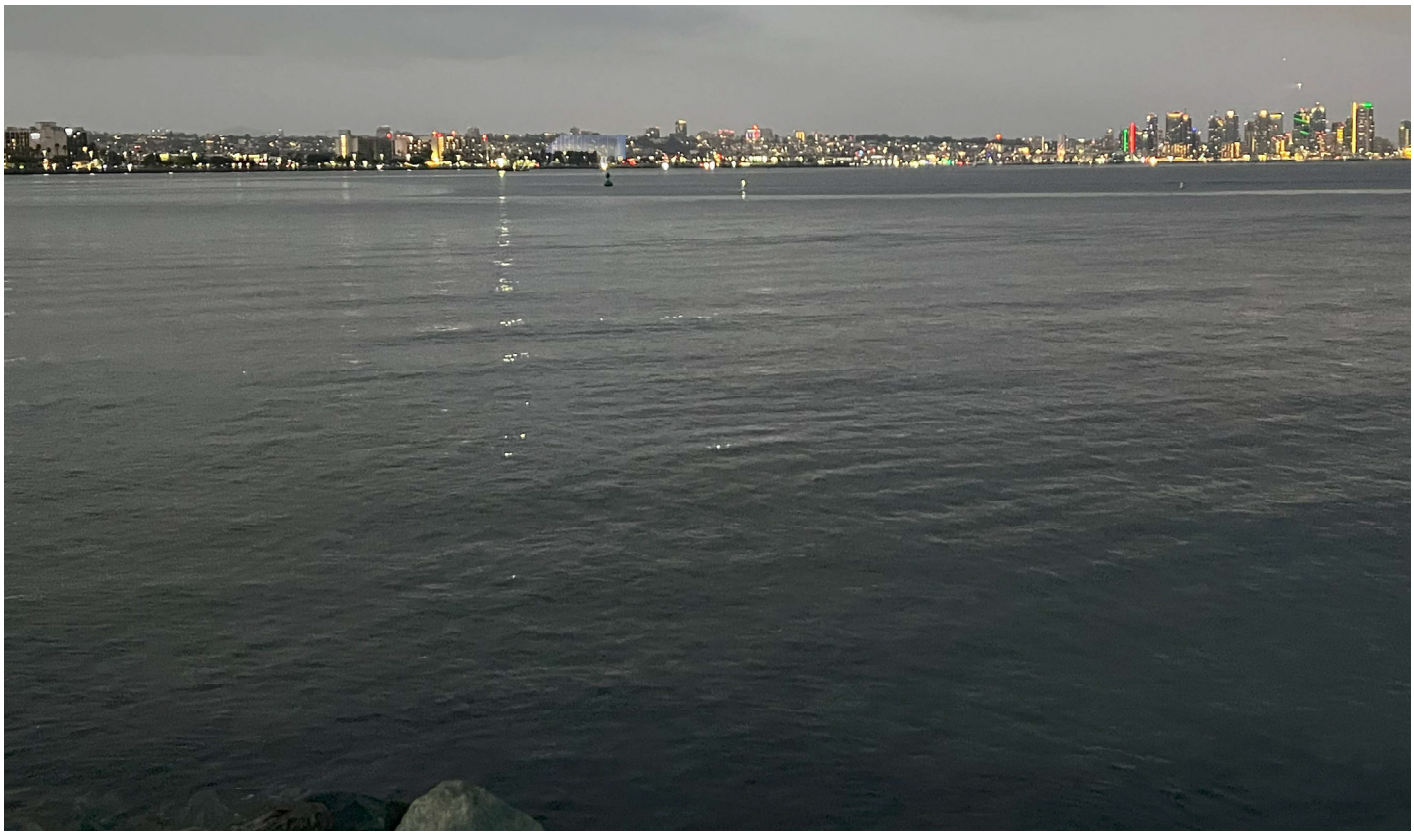
Existing Condition



Proposed Condition



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Source: CityThinkers 2025.

Harris & Associates

Figure 3.1-3

KVP 1 - Nighttime View from Shelter Island Shoreline Parking North

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Existing Condition



Proposed Condition



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Source: CityThinkers 2025.

Harris & Associates

Figure 3.1-4

KVP 2 - View from Harbor Drive & Harbor Island Drive

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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Existing Condition



Proposed Condition



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Source: CityThinkers 2025.

Harris & Associates

Figure 3.1-5

KVP 2 - Nighttime View from Harbor Drive and Harbor Island Drive

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Existing Condition



Proposed Condition



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Source: CityThinkers 2025.

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Figure 3.1-6

KVP 3 - View from Embarcadero/Maritime Museum of San Diego

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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Source: CityThinkers 2025.

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Figure 3.1-7

KVP 3 - Nighttime View from Embarcadero / Maritime Museum of San Diego

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Source: CityThinkers 2025.

Harris & Associates

Figure 3.1-8

KVP 4 - View from Coronado Bayview Park

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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Source: CityThinkers 2025.

Harris & Associates

Figure 3.1-9

KVP 4 - Nighttime View from Coronado / Bayview Park

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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Existing Condition



Proposed Condition



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Source: CityThinkers 2025.

Harris & Associates

Figure 3.1-10

KVP 5 - View from Airport Terminal Road Exit Ramp

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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Existing Condition



Proposed Condition



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Source: CityThinkers 2025.

Harris & Associates

Figure 3.1-11

KVP 5 - Nighttime View from Airport Terminal Road Exit Ramp

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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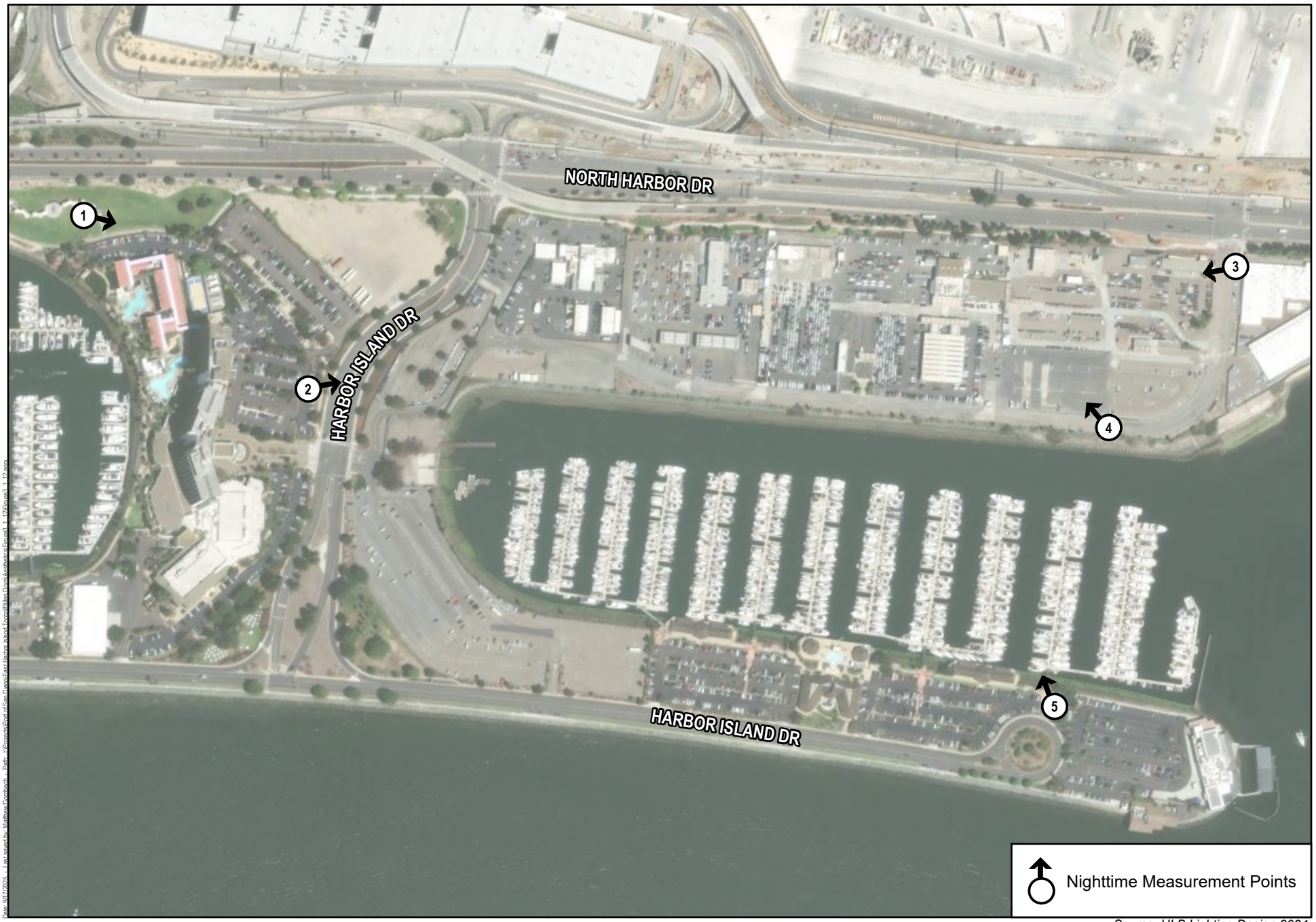

Source: HLB Lighting Design 2024.

Harris & Associates

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Figure 3.1-12

Nighttime Measurement Point Locations

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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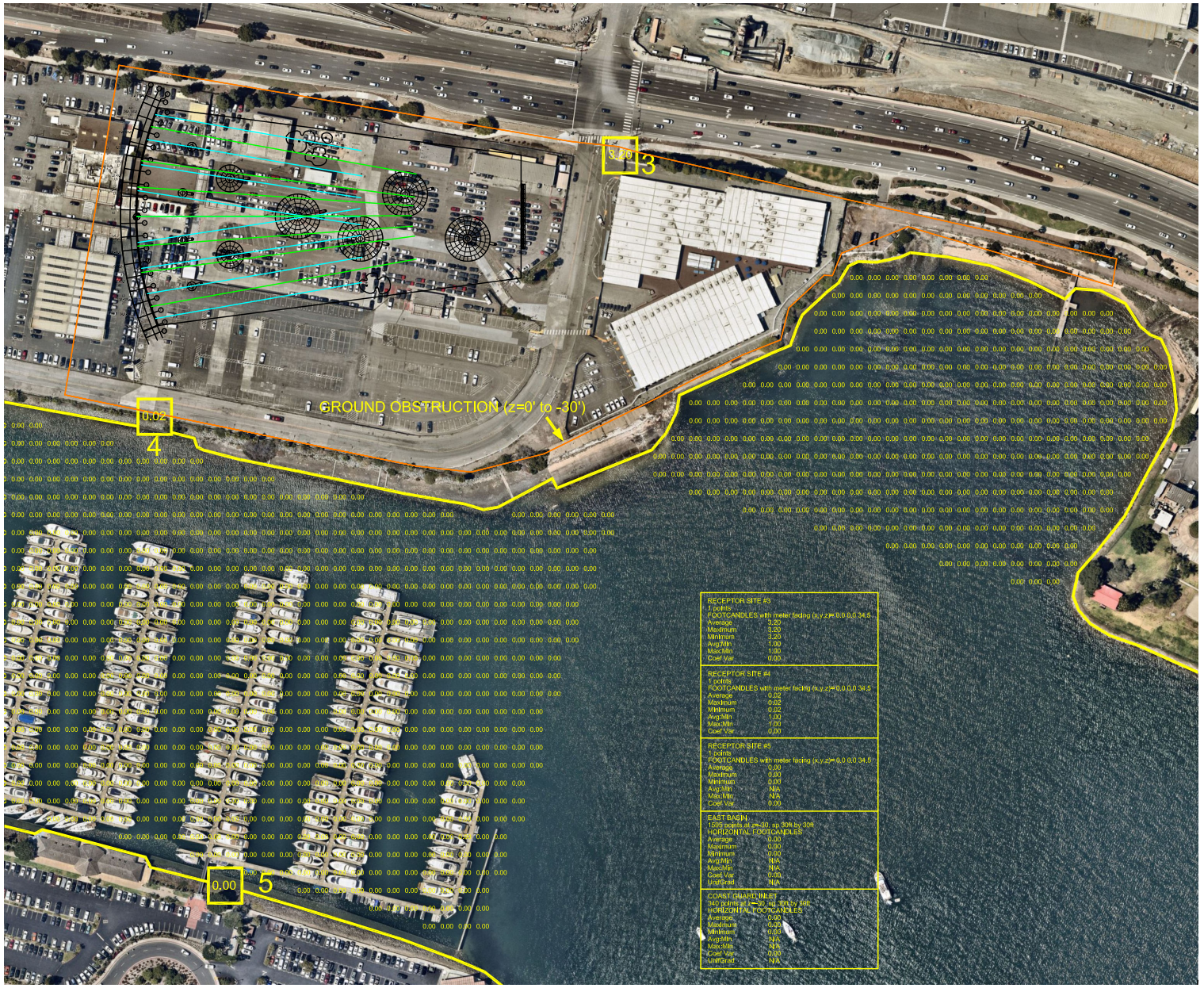

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Source: CityThinkers 2024.

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Figure 3.1-13

Light Spill

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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3.2 Air Quality

This section evaluates the potential for impacts on air quality resulting from implementation of the East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project).

3.2.1 Environmental Setting

The following sections describe the environmental setting for the Project as it relates to air quality.

3.2.1.1 Climate

Regional climate and local meteorological conditions influence ambient air quality. The climate in the San Diego Air Basin (SDAB) is largely dominated by the strength and position of the semi-permanent high-pressure system over the Pacific Ocean, known as the Pacific High. This high-pressure ridge over the West Coast often creates a pattern of late night and early morning low clouds, hazy afternoon sunshine, daytime onshore breezes, and little temperature variation year-round. Average annual precipitation ranges from approximately 10 inches on the coast to over 30 inches in the mountains to the east (the desert regions of San Diego County generally receive between 4 and 6 inches per year).

The favorable climate of the SDAB also works to create air pollution problems. Sinking or subsiding air from the Pacific High-Pressure Zone creates a temperature inversion, known as a "subsidence inversion," which acts as a lid to vertical dispersion of pollutants. Weak summertime pressure gradients further limit horizontal dispersion of pollutants in the mixed layer below the subsidence inversion. The combination of poorly dispersed anthropogenic emissions and strong sunshine leads to photochemical reactions, which results in the creation of ozone (O_3) at this surface layer. Daytime onshore flow (i.e., sea breeze) and nighttime offshore flow (i.e., land breeze) are common in Southern California. The sea breeze helps to moderate daytime temperatures in the western portion of the County, which adds to the climatic draw of the region. This also leads to emissions being blown out to sea at night and returning to land the following day. Under certain conditions, this atmospheric oscillation results in the offshore transport of air from the Los Angeles region to San Diego County, which often results in high O_3 concentrations being measured at County air pollution monitoring stations. Transport of air pollutants from Los Angeles to San Diego has also been shown to occur within the stable layer of the elevated subsidence inversion. In this layer, removed from fresh emissions of nitrogen oxides (NO_x), which scavenge and reduce O_3 concentrations, high levels of O_3 are transported into San Diego.

3.2.1.2 Air Pollutants and Effects

Air quality laws and regulations have historically divided air pollutants into two broad categories: criteria air pollutants and non-criteria air pollutants, or toxic air contaminants. The purpose of this section is to evaluate the potential criteria air pollutant impacts of the Project. Criteria air pollutants are a group of common air pollutants regulated by federal and state governments through ambient air quality standards based on criteria regarding the health and environmental effects of pollution. Land uses in the Project area include hotels, restaurants, yacht- or marine-related businesses, airport parking, car repair facilities, rental car facilities, and the San Diego Harbor Police headquarters. Existing emissions from these uses include NOx, volatile organic compounds (VOCs), and particulate matter emissions from vehicles, building utilities (natural gas), recreational vessels, and District-owned vessels and equipment (District 2024a).

The criteria air pollutants pertinent to this analysis are carbon monoxide (CO), NO_x, O_3, particulate matter (particulate matter measuring no more than 10 microns in diameter [PM_{10}] and particulate matter measuring no more than 2.5 microns in diameter [$PM_{2.5}$]), and sulfur dioxide (SO_2). These pollutants typically result from new development projects, including from vehicle exhaust emissions and use of natural gas, consumer products, architectural coatings, and landscape equipment. The following describes the health effects of these criteria air pollutants. The remaining criteria air pollutants, including hydrogen sulfide, lead, and vinyl chloride, typically result from industrial processes or waste processing (CARB 2025a). These sources are not proposed as part of the Project; therefore, emissions of these pollutants are not included in this analysis.

Criteria Air Pollutants

Carbon Monoxide

CO is a colorless, odorless, poisonous gas produced by combustion processes, primarily mobile sources. When CO gets into the body, it combines with chemicals in the blood and prevents blood from providing oxygen to cells, tissues, and organs. Because the body requires oxygen for energy, high-level exposure to CO can cause serious health effects, including death (USEPA 2025a).

Nitrogen Oxides

NO_x is a general term pertaining to compounds including nitric oxide (NO), nitrogen dioxide (NO_2), and other NO_x. NO_x is produced from burning fuels, including gasoline, diesel, and coal. NO_x reacts with VOCs to form ground-level O_3 (smog). NO_x is linked to a number of adverse respiratory system effects (USEPA 2025b).

Ozone

Ground-level O_3 is not emitted directly into the air but is formed by chemical reactions of "precursor" pollutants (NO_x and VOCs) in the presence of sunlight. Major emissions sources include NO_x and VOC emissions from industrial facilities and electric utilities, motor vehicle exhaust, gasoline vapors, and chemical solvents. O_3 can trigger a variety of health problems, particularly for sensitive receptors, including children, older adults, and people of all ages who have lung diseases, such as asthma (USEPA 2025c). National and state standards for O_3 are expressed in terms of 1-hour and 8-hour concentrations to account for short term and prolonged exposure.

Particulate Matter

Particulate matter includes dust, metals, organic compounds, and other tiny particles of solid materials that are released into and move around in the air. Particulates are produced by many sources, including the burning of diesel fuel by trucks and buses, industrial processes, and fires. Particulate pollution can cause nose and throat irritation and heart and lung problems. Particulate matter is measured in microns, which are 1 millionth of 1 meter in length (or 1 thousandth of 1 millimeter). PM_{10} is small (i.e., respirable) particulate matter measuring no more than 10 microns in diameter, while $PM_{2.5}$ is fine particulate matter measuring no more than 2.5 microns in diameter. Both $PM_{2.5}$ and PM_{10} can be inhaled and deposited throughout the airways. Locations of particle deposition in the lung depend on particle size. $PM_{2.5}$ is more likely to travel into and deposit on the surface of the deeper parts of the lung, while PM_{10} is more likely to deposit on the surfaces of the larger airways of the upper region of the lung. Inhalation of particulate matter can cause nose and throat irritation and heart and lung problems (CARB 2025b).

Sulfur Dioxide

SO_2 is formed primarily by the combustion of sulfur-containing fossil fuels, especially at power plants and industrial facilities. SO_2 is linked to a number of adverse effects on the respiratory system (USEPA 2025d).

3.2.1.3 Existing Ambient Air Quality

The Project is within the SDAB. The San Diego County Air Pollution Control District (SDAPCD) manages air quality in the SDAB. The SDAPCD operates a network of ambient air monitoring stations throughout the SDAB. The purpose of the monitoring stations is to measure ambient concentrations of pollutants and determine if ambient air quality meets the California Ambient Air Quality Standards (CAAQS) and the National Ambient Air Quality Standards (NAAQS). The closest monitoring station is the Sherman

Elementary School Monitoring Station, approximately 3 miles southeast of the site, which measures O_3, NO_2, PM_{10}, and $PM_{2.5}$ concentrations on 24th Street in the City of San Diego. This monitoring station is representative of conditions on the Project area.

Concentrations of pollutants for O_3, NO_2, and $PM_{2.5}$ are presented in Table 3.2-1, Monitored Ambient Air Quality at the Sherman Elementary School Monitoring Station. However, data is not available past 2019 for PM_{10}. Therefore, concentrations of pollutants from the next closest monitoring station, the Chula Vista Monitoring Station, are presented in Table 3.2-2, Monitored Ambient PM_{10} at the Chula Vista Monitoring Station, which is also considered representative of the Project area.

Concentrations of 1-hour O_3 did not exceed CAAQS in 2020, 2021, or 2022. The 8-hour O_3 exceeded the CAAQS and NAAQS in 2020. The CAAQS for PM_{10} was exceeded once in 2019. The U.S. Environmental Protection Agency (USEPA) also monitors PM_{10} at its Chula Vista Monitoring Station (84 East J Street). No NAAQS exceedances were recorded from 2020 to 2022 (USEPA 2025e). The monitored 24-hour $PM_{2.5}$ exceeded the NAAQS in 2020. The 1-hour and annual NAAQS and CAAQS for NO_2 were not exceeded during the 2020 to 2022 period.

No CO data is available from monitoring sites in the SDAB after 2012, and no data is available for SO_2 after 2013. However, with one exception for CO during the October 2003 firestorms, the SDAB has not violated the NAAQS and CAAQS for CO or SO_2 in the last 20 years (SDAPCD 2018). The USEPA monitors CO at two San Diego County locations (11403 Rancho Carmel Drive and 533 First Street). SO_2 is also monitored at the 533 First Street location. No violations of the NAAQS were recorded during the 2020 to 2022 period for CO or SO_2. The maximum recorded 1-hour concentration over the 3-year period was 3.3 parts per million (ppm) in 2020 for CO, and the maximum 1-hour SO_2 concentration was 1.7 parts per billion (ppb) in 2020 (USEPA 2025e).

Table 3.2-1. Monitored Ambient Air Quality at the Sherman Elementary School Monitoring Station

Standard		Monitoring Station	2020	2021	2022
O_3					
Maximum 1-hour concentration (ppm)		Sherman Elementary School	0.115	0.076	0.087
Number of days exceeded	State: > 0.12 ppm		0	0	0
Maximum 8-hour concentration (ppm)			0.087	0.063	0.063
Number of days exceeded	State: > 0.07 ppm		3	0	0
	Federal: > 0.07 ppm		3	0	0

Table 3.2-1. Monitored Ambient Air Quality at the Sherman Elementary School Monitoring Station

Standard		Monitoring Station	2020	2021	2022
$PM_{2.5}$					
Maximum 24-hour concentration (µg/m³)		Sherman Elementary School	54.4	26.3	20.8
Number of days exceeded	Federal: > 35 µg/m³		2	0	0
Annual arithmetic average concentration (µg/m³)			11	11	11
Exceeded for the year	State: > 12 µg/m³		No[a]	No	No
	Federal: > 15 µg/m³		No	No	No
NO_2					
Maximum 1-hour concentration (ppm)		Sherman Elementary School	53	54	53
Number of days exceeded	State: > 0.18 ppm		0	0	0
Annual arithmetic average concentration (ppm)			10	10	10
Exceeded for the year	State: > 0.030 ppm		No	No	No
	Federal: > 0.053 ppm		No	No	No

Source: CARB 2025c.

Notes: µg/m³ = micrograms per cubic meter; NO_2 = nitrogen dioxide; O_3 = ozone; $PM_{2.5}$ = particulate matter smaller than or equal to 2.5 microns in diameter; PM_{10} = particulate matter smaller than or equal to 10 microns in diameter; ppm = parts per million

[a] Meaning the pollutant did not exceed the allowed maximum concentration for that year.

Table 3.2-2. Monitored Ambient PM_{10} at the Chula Vista Monitoring Station

Pollutant	Standard	Monitoring Station	2019
PM_{10}			
Maximum 24-hour concentration (µg/m³)		Chula Vista Monitoring Station	61
Number of days exceeded	State: > 50 µg/m³		1
	Federal: > 150 µg/m³		0

Source: CARB 2025c.

Notes: µg/m³ = micrograms per cubic meter; PM_{10} = particulate matter smaller than or equal to 10 microns in diameter

Existing On-Site Emissions

Currently, the Project area is occupied by the San Diego Harbor Police headquarters; the Hertz Corporation, Enterprise Mobility (operated by National Car Rental), and Avis Rent A Car System, LLC, rental car facilities; and San Diego International Airport temporary construction staging facilities. A temporary construction staging office is currently operating on the site related to the San Diego International Airport construction. Operation of the office is not included in the existing emissions inventory because operation of the office would not cease as a result of the Project. The office would be relocated and continue to operate independently of the Project. Existing emissions attributable to the rental car facilities were estimated using California Emissions Estimator Model (CalEEMod), Version 2022.1.1.26. Current electricity, natural gas, and water use were provided for each facility by the San Diego Unified Port District (District) based on recent utility bills. Additionally, total average daily trips were provided by CR Associates (CRA)

in the Vehicle Miles Traveled Assessment (Appendix O1). The default CalEEMod trip length of approximately 10 miles is assumed. Table 3.2-3, Existing Site Estimated Maximum Daily Existing Emissions (pounds/day), shows the emissions generated by existing on-site rental car facilities. Some emissions sources vary seasonally, such as landscaping, utility use, and fuel mix. As such, maximum summer and winter emissions are both provided in Table 3.2-3.

Table 3.2-3. Existing Site Estimated Maximum Daily Existing Emissions (pounds/day)

Source	Air Pollutant Emissions (pounds/day)					
	VOC	NO_x	CO	SO_x	PM_{10}	$PM_{2.5}$
Summer Maximum						
Area	1	<0.1	1	<0.005	<0.005	<0.005
Energy	<0.1	1	1	<0.1	<0.1	<0.1
Mobile	4	<1	8	<0.005	<0.1	<0.1
Total Daily Summer Emissions	**5**	**2**	**10**	**<0.1**	**<0.1**	**<0.1**
Winter Maximum						
Area	1	0	0	0	0	0
Energy	<0.1	1	1	<0.1	<0.1	<0.1
Mobile	4	1	10	<0.005	<0.1	<0.1
Total Daily Winter Emissions	**5**	**2**	**11**	**<0.1**	**<0.1**	**<0.1**

Source: CAPCOA 2022. Refer to Appendix D, Air Quality Technical Memorandum, for model output.

Notes: VOC =volatile organic compound; NO_x = nitrogen oxides; CO = carbon monoxide; SO_x = sulfur dioxides; PM_{10} = particulate matter measuring no more than 10 microns in diameter; $PM_{2.5}$ = particulate matter measuring no more than 2.5 microns in diameter

3.2.2 Sensitive Receptors

Sensitive receptors typically include schools (preschool–12th grade), hospitals, resident care facilities, daycare centers, or other facilities that may house individuals with health conditions who would be adversely affected by changes in air quality. The closest land use within the vicinity of the Project area that has substantial public use is the Sheraton San Diego Hotel & Marina, approximately 1,660 feet west of the proposed Topgolf visitor-serving attraction site. Hotels are not typically considered sensitive receptors related to air quality because of the short duration of occupancy. The nearest residences are more than 1 mile from the site, east of Pacific Highway.

3.2.3 Regulatory Setting

This section describes the federal, state, and local regulatory framework adopted to address air quality.

3.2.3.1 Federal

Federal Clean Air Act (U.S. Code, Title 42, Section 7401 et seq.)

The Clean Air Act (CAA) of 1970 is the comprehensive federal law that regulates air emissions from stationary and mobile sources. The CAA authorizes the USEPA to establish NAAQS to protect public health and public welfare and to regulate emissions of hazardous air pollutants. Current NAAQS are listed in Table 3.2-4, National and California Ambient Air Quality Standards. The primary standards listed in Table 3.2-4 have been set at levels intended to protect public health. The USEPA has classified air basins (or portions thereof) as being in "attainment," "non-attainment," or "unclassified" for each criteria air pollutant based on if the NAAQS have been achieved. Non-attainment areas are air basins that do not meet one or more of the CAAQS and are subject to additional restrictions as required by the USEPA. If an area is designated unclassified, it is because inadequate air quality data was available as a basis for a non-attainment or attainment designation. The USEPA classifies the SDAB as in attainment for the CO, NO_2, lead, PM_{10}, $PM_{2.5}$, and SO_2 NAAQS. It is unclassifiable for PM_{10} with respect to the NAAQS. The SDAB is classified as moderate non-attainment for the O_3 NAAQS (SDAPCD 2016). Table 3.2-5, San Diego Air Basin Attainment Status, lists the attainment status of the SDAB for criteria air pollutants.

Table 3.2-4. National and California Ambient Air Quality Standards

Pollutant	Averaging Time	California Standards[a]	National Standards[b]	
		Concentration[c]	Primary[c, d]	Secondary[c, e]
Ozone (O_3)[f]	1-Hour	0.09 ppm (180 µg/m^3)	—	Same as Primary Standards
	8-Hour	0.070 ppm (137 µg/m^3)	0.070 ppm (137 µg/m^3)	
Respirable Particulate Matter (PM_{10})[g]	24-Hour	50 µg/m^3	150 µg/m^3	Same as Primary Standards
	Annual Arithmetic Mean	20 µg/m^3	—	
Fine Particulate Matter ($PM_{2.5}$)[g]	24-Hour	—	35 µg/m^3	Same as Primary Standards
	Annual Arithmetic Mean	12 µg/m^3	9 µg/m^3	15 µg/m^3
Carbon Monoxide (CO)	8-Hour	9 ppm (10 mg/m^3)	9 ppm (10 mg/m^3)	None
	1-Hour	20 ppm (23 mg/m^3)	35 ppm (40 mg/m^3)	
Nitrogen Dioxide (NO_2)[h]	Annual Arithmetic Mean	0.030 ppm (57 µg/m^3)	0.053 ppm (100 µg/m^3)	Same as Primary Standard
	1-Hour	0.18 ppm (470 mg/m^3)	100 ppb (188 µg/m^3)	
Sulfur Dioxide (SO_2)[i]	Annual Arithmetic Mean	—	0.030 ppm (for certain areas)	—
	24-Hour	0.04 ppm (105 µg/m^3)	0.14 ppm (for certain areas)	—

Table 3.2-4. National and California Ambient Air Quality Standards

Pollutant	Averaging Time	California Standards[a]	National Standards[b]	
		Concentration[c]	Primary[c, d]	Secondary[c, e]
	3-Hour	—	—	0.5 ppm (1300 µg/m³)
	1-Hour	0.25 ppm (655 µg/m³)	75 ppb (196 µg/m³)	—
Lead [j, k]	30-Day Average	1.5 µg/m³	—	—
	Calendar Quarter	—	1.5 µg/m³ (for certain areas)	Same as Primary Standard
	Rolling 3-Month Average[7]	—	0.15 µg/m³	
Visibility-Reducing Particles[L]	8-Hour	See Footnote L	No National Standards	
Sulfates	24-Hour	25 µg/m³	No National Standards	
Hydrogen Sulfide	1-Hour	0.03 ppm (42 µg/m³)	No National Standards	
Vinyl Chloride [j]	24-Hour	0.01 ppm (26 µg/m³)	No National Standards	

Source: CARB 2025d.

Notes: µg/m³ = micrograms per cubic meter; mg/m³ = milligram per cubic meter; ppb = parts per billion; ppm = parts per million

[a] California standards for O_3, CO, SO_2 (1-hour and 24-hour), NO_2, PM_{10}, $PM_{2.5}$, and visibility-reducing particles are values that are not to be exceeded. The standards for sulfates, lead, hydrogen sulfide, and vinyl chloride standards are not to be equaled or exceeded. The CAAQS are listed in the Table of Standards in California Code of Regulations, Title 17, Section 70200.

[b] National standards (other than O_3, PM, and those based on annual averages) are not to be exceeded more than once per year. The O_3 standard is attained when the fourth highest 8-hour concentration measured at each site in 1 year, averaged over 3 years, is equal to or less than the standard. For PM_{10}, the 24-hour standard is attained when the expected number of days per calendar year with a 24-hour average concentration above 150 µg/m³ is equal to or less than 1. For $PM_{2.5}$, the 24-hour standard is attained when 98 percent of the daily concentrations, averaged over 3 years, are equal to or less than the standard.

[c] Concentration expressed first in units in which it was promulgated. Equivalent units given in parenthesis are based on a reference temperature of 25 degrees Celsius (°C) and a reference pressure of 760 torr. Most measurements of air quality are to be corrected to a reference temperature of 25°C and a reference pressure of 760 torr; ppm in this table refers to ppm by volume, or micromoles of pollutant per mole of gas.

[d] National Primary Standards: The levels of air quality necessary, with an adequate margin of safety to protect the public health.

[e] National Secondary Standards: The levels of air quality necessary to protect the public welfare from any known or anticipated adverse effects of a pollutant.

[f] On October 1, 2015, the national 8-hour O_3 primary and secondary standards were lowered from 0.075 to 0.070 ppm.

[g] On February 7, 2024, the national annual $PM_{2.5}$ primary standard was lowered from 12.0 µg/m³ to 9.0 µg/m³. The existing national 24- hour $PM_{2.5}$ standards (primary and secondary) were retained at 35 µg/m³, as was the annual secondary standard of 15.0 µg/m³. The existing 24-hour PM_{10} standards (primary and secondary) of 150 µg/m³ were also retained. The form of the annual primary and secondary standards is the annual mean, averaged over 3 years.

[h] To attain the 1-hour national standard, the 3-year average of the annual 98th percentile of the 1-hour daily maximum concentrations at each site must not exceed 100 ppb. Note that the national 1-hour standard is in units of ppb. California standards are in units of ppm. To directly compare the national 1-hour standard to the California standards, the units can be converted from ppb to ppm. In this case, the national standard of 100 ppb is identical to 0.100 ppm.

[i] On June 2, 2010, a new 1-hour SO_2 standard was established, and the existing 24-hour and annual primary standards were revoked. To attain the 1-hour national standard, the 3-year average of the annual 99th percentile of the 1-hour daily maximum concentrations at each site must not exceed 75 ppb. The 1971 SO_2 national standards (24-hour and annual) remain in effect until 1 year after an area is designated for the 2010 standard, except that in areas designated non-attainment for the 1971 standards, the 1971 standards remain in effect until implementation plans to attain or maintain the 2010 standards are approved.

Note that the 1-hour national standard is in units of ppb. California standards are in units of ppm. To directly compare the 1-hour national standard to the California standard, the units can be converted to ppm. In this case, the national standard of 75 ppb is identical to 0.075 ppm.

[j] The California Air Resources Board (CARB) had identified lead and vinyl chloride as toxic air contaminants (TACs) with no threshold level of exposure for adverse health effects determined. These actions allow for the implementation of control measures at levels below the ambient concentrations specified for these pollutants.

[k] The national standard for lead was revised on October 15, 2008, to a rolling 3-month average. The 1978 lead standard (1.5 µg/m³ as a quarterly average) remains in effect until 1 year after an area is designated for the 2008 standard, except that in areas

designated non-attainment for the 1978 standard, the 1978 standard remains in effect until implementation plans to attain or maintain the 2008 standard are approved.

[L] In 1989, CARB converted both the general statewide 10-mile visibility standard and the Lake Tahoe 30-mile visibility standard to instrumental equivalents, which are "extinction of 0.23 per kilometer" and "extinction of 0.07 per kilometer" for the statewide and Lake Tahoe Air Basin standards, respectively.

Table 3.2-5. San Diego Air Basin Attainment Status

Pollutant	California Standards	National Standards
Ozone (O_3) (1-Hour)	**Non-Attainment**	Attainment
Ozone (O_3) (8-Hour)	**Non-Attainment**	**Non-Attainment**
Respirable Particulate Matter (PM_{10})	**Non-Attainment**	Unclassified[a]
Fine Particulate Matter ($PM_{2.5}$)	**Non-Attainment**	Attainment
Carbon Monoxide (CO)	Attainment	Attainment
Nitrogen Dioxide (NO_2)	Attainment	Attainment
Lead	Attainment	Attainment
Sulfur Dioxide (SO_2)	Attainment	Attainment

Source: Appendix D.

Note:

[a] Unclassified; indicates data is not sufficient for determining attainment or non-attainment.

The CAA requires states to develop a plan to attain and maintain the NAAQS in all areas of the country and a specific plan to attain the standards for each area designated non-attainment for NAAQS (CAA Part D). These plans, known as State Implementation Plans (SIPs), are developed by state and local air quality management agencies and submitted to the USEPA for approval. The SIP includes strategies and control measures to attain the NAAQS by deadlines established by the CAA. The SIP is periodically modified to reflect the latest emissions inventories, plans, and rules and regulations of air basins as reported by the agencies with jurisdiction over them.

U.S. Environmental Protection Agency Emission Standards

The USEPA has adopted regulations to limit emissions from all sources of emissions, including non-road diesel equipment, such as construction equipment. To reduce emissions from non-road diesel equipment, the USEPA established a series of increasingly strict emission standards for new non-road diesel engines. The earliest standards, Tier 1 standards, were phased in on newly manufactured equipment from 1996 through 2000 (year of manufacture), depending on the engine horsepower category. Tier 2 standards were phased in on newly manufactured equipment from 2001 through 2006. Tier 3 standards were phased in on newly manufactured equipment from 2006 through 2008. The highest tier standards, Tier 4, were phased in between 2008 and 2015 (District 2024a).

Corporate Average Fuel Economy Standards

The Corporate Average Fuel Economy Standards (CAFE) were first enacted in 1975 to improve the average fuel economy of cars and light-duty trucks. The standards have been

modified several times to cover additional model years, incorporating increasingly stringent standards over time. Standards for model years 2027–2031 were finalized in 2024. In this final rule, fuel economy is estimated to increase 2 percent per year for model years 2027–2031 for passenger cars, while light-duty trucks will increase 2 percent per year for model years 2029–2031. These increases will bring the average light-duty vehicle fuel economy up to approximately 50.4 miles per gallon by model year 2031 (NHTSA 2024). Most recently, in 2025, the National Highway Traffic Safety Administration announced that CAFE standards were under review; however, no changes to existing standards have been proposed (NHTSA 2025). While the standards remain in place, Congress amended 49 U.S.C. Section 32912 in July 2025 to effectively eliminate the penalty for violating the CAFE standards for passenger cars and light-duty trucks (Public Law No. 119-21).

3.2.3.2 State

Air Quality and Land Use Handbook: A Community Health Perspective

The California Air Resources Board (CARB) developed the Air Quality and Land Use Handbook: A Community Health Perspective to provide guidance on land use compatibility with sources of toxic air contaminants (TACs) (CARB 2005). CARB has identified more than 200 TACs with the potential to result in a variety of health risks, including increasing cancer risk. Sources of TACs include freeways and high-traffic roads, commercial distribution centers, rail yards, refineries, dry cleaners, gasoline stations, and industrial facilities. The handbook is not a law or adopted policy but offers advisory recommendations for the siting of sensitive receptors near uses associated with TACs. The handbook indicates that land use agencies must balance other considerations, including housing and transportation needs, economic development priorities, and other quality-of-life issues.

California Clean Air Act California Ambient Air Quality Standards

The California CAA, signed into law in 1988, requires all areas of the state to achieve and maintain the CAAQS by the earliest practical date. The CAAQS incorporate additional standards for most of the criteria air pollutants and set standards for other pollutants recognized by the state. California has also set standards for sulfates, hydrogen sulfide, vinyl chloride, and visibility-reducing particles. CARB, a part of the California Environmental Protection Agency, is responsible for the coordination and administration of air pollution control programs in California.

The federal CAA allows states to adopt ambient air quality standards and other regulations if they are at least as stringent as federal standards. However, in 2025, the U.S. Congress attempted to rescind California's ability to set stricter emissions standard through the Congressional Review Act (Public Laws 119-15 through 119-17). This action

was made in contravention of the Senate Parliamentarian's conclusion that the action was not allowed under the Congressional Review Act. Consequently, on June 12, 2025, California and a coalition of 10 other states filed a lawsuit challenging these actions (State of California et al. v. United States et al., No. 4:25-cv-04966-HSG [N.D. Cal]). The implications of these laws on the State's ability to enforce its CAAQS are uncertain pending the outcome of this litigation.

CAAQS are generally equal to or stricter than the federal standards for six criteria air pollutants. The CAAQS are listed in the Table of Standards in California Code of Regulations, Title 17, Section 70200, and provided in Table 3.2-4. Similar to the NAAQS, areas have been designated as attainment, non-attainment, or unclassified with respect to the CAAQS. As shown in Table 3.2-5, the SDAB is in non-attainment with the CAAQS for O_3, PM_{10}, and $PM_{2.5}$. The SDAB is designated as an attainment area for the state CO, NO_2, SO_2, and lead.

CARB and local air districts bear responsibility for achieving California's air quality standards, which are to be achieved through district-level air quality management plans that would be incorporated into the SIP. In California, the USEPA has delegated authority to prepare SIPs to CARB, which, in turn, has delegated that authority to individual air districts. CARB traditionally has established state air quality standards, maintaining oversight authority in air quality planning, developing programs for reducing emissions from motor vehicles, developing air emissions inventories, collecting air quality and meteorological data, and approving SIPs. The California CAA substantially adds to the authority and responsibilities of air districts. The California CAA designates air districts as lead air quality planning agencies, requires air districts to prepare Air Quality Plans, and grants air districts authority to implement transportation control measures. The California CAA also emphasizes the control of "indirect and area-wide sources" of air pollutant emissions. The California CAA gives local air pollution control districts explicit authority to regulate indirect sources of air pollution and to establish traffic control measures.

Toxic Air Contaminant Regulations

California regulates TACs primarily through the Tanner Air Toxics Act (Assembly Bill [AB] 1807) and the Air Toxics Hot Spots Information and Assessment Act of 1987 (AB 2588, Hot Spots Act). The act sets forth a formal procedure for CARB to designate substances as TACs. This includes research, public participation, and scientific peer review before CARB designates a substance as a TAC. To date, CARB has designated nearly 200 compounds as TACs. The majority of estimated health risks from TACs can be attributed to a relatively small number of compounds, the most important being PM from diesel-fueled engines (i.e., diesel particulate matter [DPM]) (CARB 2025e).

In-Use Off-Road Diesel-Fueled Fleets Regulation

CARB has adopted the In-Use Off-Road Diesel-Fueled Fleets Regulation to reduce particulate matter and NO_x emissions from in-use (existing) off-road heavy-duty diesel vehicles, such as construction equipment, in California. The regulation requires fleet reporting to demonstrate that fleets meet emission standards, including the phase-out of older vehicles and procurement of equipment meeting increasingly stringent emissions requirements.

Executive Order N-79-20

Executive Order N-79-20 requires that by 2035, all new cars and passenger trucks sold in California will be zero-emissions vehicles (ZEV). Under the order, CARB is mandated to develop and propose strategies to achieve 100 percent zero emissions from medium- and heavy-duty on-road vehicles in the state by 2045 where feasible and by 2035 from drayage trucks. Final details for achieving the goal are not available, but CARB has several existing programs to encourage ZEV adoption. These include the Carl Moyer Program to provide incentives for replacing existing vehicles and equipment with the cleanest available technology and the Low Carbon Transportation Program, which focuses on advancing technologies through zero-emissions demonstration projects and supports deployment of on-road zero-emissions technologies. The Advanced Clean Cars II Program, discussed below, provides the regulatory framework for ensuring the sales requirement goal of EO N-79-20. The USEPA granted CARB California's CAA waiver request on December 18, 2024; however, as noted below, Public Law 119-16 rescinded California's waiver under the CAA.

Advanced Clean Cars Program

The Advanced Clean Cars Program refers to several regulations that reduce pollutant emissions from vehicles, including the low-emissions vehicle criteria and greenhouse gas (GHG) regulations, and ZEV regulation. Advanced Clean Cars I was adopted in 2012, and Advanced Clean Cars II was adopted in 2022. These regulations rapidly scale down emissions of light-duty passenger cars, pickup trucks, and SUVs and require an increased number of ZEVs to meet air quality and climate change emissions goals. On June 12, 2025, Public Law No. 119-16 rescinded the USEPA's December 2024 CAA waiver, which allowed California to implement and enforce the Advanced Clean Cars II Program by including E.O. N-79-20's ZEV mandate, targeting 100 percent new light-duty ZEV sales by 2035. As discussed above, the impacts of Public Law No. 119-16 are uncertain pending the outcome of litigation challenging the rescission.

Executive Order B-48-18

Issued in January 2018, Executive Order B-48-18 aims to accelerate the market for ZEVs through a series of goals, including consumer awareness, affordable ZEV options, convenient charging infrastructure, job opportunities in ZEV technology, bolstering the ZEV market outside California, and integrating ZEVs into state government operations. The order has a target of 1.5 million ZEVs on California's roadways by 2025 and 5 million by 2030.

3.2.3.3 Local

Port of San Diego Climate Action Plan

The District adopted a Climate Action Plan (CAP) in 2013 (District 2013). The CAP represents a roadmap by which the District can reduce its contributions of GHG emissions, including a targeted set of GHG emissions reduction policies and measures in support of the state's climate change efforts. On-road transportation represents the largest single source of emissions in the District at approximately 38 percent of the 2006 inventory. The CAP establishes a goal of reducing emissions by 25 percent less than the 2006 baseline levels by 2035. Reductions in GHG emissions, particularly from mobile sources, would have a co-benefit of reducing criteria air pollutant emissions.

Maritime Clean Air Strategy

The Maritime Clean Air Strategy, approved by the District in October 2021, is a strategy for implementation of projects and initiatives to improve environmental and public health through cleaner air while also supporting efficient, modern, and sustainable maritime operations. The strategy focuses on emissions from cargo-handling equipment, vessels, shipyards, heavy-duty trucks, rail, and the District's fleet of equipment. Projects have included implementation of electrical infrastructure upgrades and installation of chargers and incorporation of ZEV equipment, including cargo-handling equipment and trucks.

San Diego County Air Pollution Control District

The SDAPCD has jurisdiction over air quality programs in the County of San Diego. State and local government projects, as well as projects proposed by the private sector, are subject to SDAPCD requirements if the sources are regulated by the SDAPCD.

Under the requirements of the California CAA, each local air district is required to develop its own strategies to achieve both state and federal air quality standards for its air basin (CARB 2025g). The Regional Air Quality Strategy (RAQS) was initially adopted by the SDAPCD in 1992 and has generally been updated on a triennial basis in accordance with state requirements (SDAPCD 2023). The SDAPCD developed the

2022 Revision of the RAQS for the SDAB pursuant to California CAA requirements to identify feasible emission control measures to provide progress in the County toward attaining the state O_3 standard. The pollutants addressed are VOCs and NO_x, precursors to the photochemical formation of O_3.

The RAQS control measures focus on emission sources under the SDAPCD's authority because the District has more control over these sources (SDAPCD 2022). These sources include stationary emission sources (such as power plants, manufacturing and industrial facilities) and some area-wide sources (such as water heaters, architectural coatings, and consumer products). However, the emission inventories and emission projections in the RAQS reflect the impact of all emission sources and all control measures, including vehicle emissions that are under the jurisdiction of CARB, because the SDAPCD is responsible for reflecting federal, state, and local measures in a single plan to achieve state O_3 standards in the SDAB.

As the SDAB is currently designated as a non-attainment area for the 8-hour O_3 NAAQS, the SDAPCD must submit to the USEPA, through CARB, an implementation plan as part of the SIP, identifying control measures and associated emission reductions as necessary to demonstrate attainment of the federal 8-hour O_3 standard within the SDAB. The SDAPCD adopted its 2020 Plan for Attaining the National Ambient Air Quality Standards for Ozone in San Diego County and Reasonable Available Control Technology Demonstration for the 8-hour O_3 NAAQS for the SDAB in October 2020. CARB adopted the 2020 Plan on November 19, 2020, and submitted it to the USEPA as revisions to the California SIP on January 8, 2021. The 2020 Plan demonstrated that San Diego will attain the 2008 75 ppb ozone standard in 2026 and contained all SIP requirements of the act, including Motor Vehicle Emissions Budgets for the reasonable Further Progress milestone and attainment years. On March 1, 2024, the USEPA approved the 2020 Plan except for the contingency measure requirements, for which the USEPA deferred action (SDAPCD 2020).

The SDAPCD is also responsible for establishing and enforcing local air quality rules and regulations that address the requirements of federal and state air quality laws. Development projects in the City are typically subject to the following SDAPCD rules; other rules may apply depending on the proposed specific operations:

- **Rule 20.2, New Source Review:** Establishes rules and procedures for the permitting of new and modified sources of air pollution.
- **Rule 51, Nuisance:** Prohibits emissions that cause injury, detriment, nuisance, or annoyance to any considerable number of people or to the public; endanger the comfort, repose, health, or safety of any such people or the public; or cause injury or damage to business or property.

- **Rule 52, Particulate Matter:** Establishes limits to the discharge of any particulate matter from non-stationary sources.
- **Rule 54, Dust and Fumes:** Establishes limits to the amount of dust or fume discharged into the atmosphere in any 1 hour.
- **Rule 55, Fugitive Dust Control:** Sets restrictions on visible fugitive dust from construction and demolition projects.
- **Rule 67, Architectural Coatings:** Establishes limits to the VOC content for coatings applied in the SDAPCD.
- **Rule 67.7, Cutback and Emulsified Asphalts:** Establishes general provisions and limits to the VOC content for asphalt materials applied in the SDAPCD.

The SDAPCD maintains and operates a network of ambient air monitoring stations throughout the County. The purpose of the monitoring stations is to measure ambient concentrations of O_3, NO_2, CO, SO_2, Pb, PM_{10}, and $PM_{2.5}$ and determine whether the ambient air quality meets the CAAQS and NAAQS. Cumulative air monitoring indicates downward concentration trends in air pollutant concentrations despite the increase in population and activity. Specifically, O_3 levels are down over the past two decades but continue to periodically exceed the NAAQS and CAAQS; NO_2 and CO levels show a substantial downward trend as a result of improved emission control technology on mobile source; trace levels of SO_2 are monitored as sulfur emissions have declined tremendously over the past 20 years due to various diesel fuel and emission regulations; lead is only monitored at McClellan-Palomar Airport (in Carlsbad), and levels are so low that the SDAPCD has requested the USEPA to close the monitor; and PM_{10} and $PM_{2.5}$ emissions have trended down (SDAPCD 2025). While concentrations periodically and temporarily exceed standards, the largest exceedances are due to severe wildfires.

The SDAPCD has published Environmental Review Guidelines Procedures for Implementing the California Environmental Quality Act (CEQA) (2024) that outlines how the SDAPCD implements CEQA requirements on projects for which the SDAPCD is the lead agency. The guidelines, discussed further in Section 3.2.5, Thresholds of Significance, outline CEQA requirements, delegate responsibilities for implementation in the SDAPCD, outline procedures for implementation, and provide guidelines for content.

San Diego Unified Port District Port Master Plan

The Port Master Plan (PMP) guides the physical development of the lands within the District's jurisdiction and also serves as the District's coastal program for the California Coastal Act. The District's jurisdiction includes the Public Trust lands (i.e., tidelands) bayward of the mean high-tide line, submerged lands generally to the U.S. pierhead line, and other upland properties as acquired by the District. The District manages these lands

in trust for the people of the State of California. Amendments to the PMP require a two-thirds vote by the Board of Port Commissioners and certification by the California Coastal Commission. The PMP establishes specific goals, objectives, policies, and standards to direct future development, facilitate a diverse range of uses and activities, and provide a broad range of proposed public improvements. The PMP's goals, objectives, policies, and standards were developed in accordance with the California Coastal Act, Public Trust Doctrine, and San Diego Unified Port District Act, which are the foundation for the plan's legislative framework (District 2020). Air quality is noted in the PMP as a benefit of efficient circulation systems for people and goods. Additionally, the PMP notes that port operations comply with applicable air quality regulations.

Port Master Plan Update

The Port Master Plan Update (PMPU) is a comprehensive update to the PMP. The PMPU Final Environmental Impact Report (EIR) was certified in February 2024; however, the PMPU has not yet been formally certified by the California Coastal Commission. Therefore, the PMP remains the governing land use document of the District at the time this Draft EIR was prepared. Similar to the PMP, the PMPU provides the official goals and planning policies, as well as water and land uses, for development and conservation of the District tidelands, tidelands, and submerged lands that compose the PMPU area. With buildout expected to occur by 2050, the proposed PMPU would implement the approximately 30-year planning vision by identifying allowable water and land uses and providing policies to address six PMPU elements: Water and Land Uses, Ecology, Environmental Justice, Mobility, Safety and Resiliency, and Economics (District 2024b).

The following Ecology and Environmental Justice Element goals listed in the PMPU aim to reduce air pollution impacts within the District (District 2024b):

- **Ecology Goal 3:** Clean air for a healthy environment and healthy communities
  - **ECO Objective 3.1:** Reduce levels of toxic air contaminants and criteria pollutants
    - **Policy 3.1.1:** Permittees shall implement programs and activities that reduce exposure to toxic air contaminants and criteria air pollutants in and adjacent to Tidelands.
    - **Policy 3.1.3:** In cooperation with regional, state, and federal agencies, the District shall advance maritime clean air strategies to help improve local air quality.
    - **Policy 3.1.5:** The District shall explore financing programs in coordination with regional, State, and Federal partners to implement recommended clean air measures.

- **Environmental Justice Goal 3:** Healthy, thriving communities in and around Tidelands
  - **EJ Objective 3.1:** Minimize land use conflicts between industrial, working waterfront uses and historical, adjacent residential uses
    - **Policy 3.1.4:** Maritime industrial development that is sited abutting a Portside community shall incorporate industrial site design standards that consider the health and environmental quality of the Portside community, such as, but not limited to, truck route signage, setbacks from property lines, greening buffer, parking requirements, ingress/egress points, noise and light screening, air emission dispersion, and interior air quality for employees.
  - **EJ Objective 3.2:** Advance clean air and water programs and strategies
    - **Policy 3.2.4**: Support actions and measures taken by tenants and occupants on Tidelands that improve environmental conditions and advance long-term sustainability.

3.2.4 Method of Analysis

Project construction and operational emissions were estimated using the CalEEMod, Version 2022.1.1.26. Detailed assumptions and modeling datasheets are provided in the Air Quality Technical Memorandum (Appendix D).

The District and Topgolf provided details for proposed construction activities, including demolition of structures and improvements; construction of a Topgolf visitor-serving attraction; realignment of Liberator Way; and development of a waterfront park and promenade, including shoreline improvements. Detailed construction plans included construction schedules, construction equipment, construction-related vehicle trips (employee, haul, and delivery trips), and construction material movement volumes (imports and exports). Total Project construction days and import and export volumes were calculated for each construction activity (demolition, site preparation, grading, building construction, coating, and paving) using these construction plans. It is assumed that future construction would include site watering twice per day in compliance with SDAPCD Rule 55, Fugitive Dust Rule. Emissions from the tugboat operation for barge placement were estimated based on the data, formulas, and emissions factors provided through the Port of San Diego 2016 Maritime Air Emissions Inventory (District 2018).

Construction would last approximately 28 months. Modeling is conservatively based on the Project's preliminary schedule, which included a start date of January 2025, and an operational year of 2027. The start date would be adjusted based on receipt of necessary Project approvals; however, the earlier start date is conservative because emissions

would decrease over time due to increasingly stringent emissions standards and retirement of older equipment.

Demolition would occur separately from all other phases and is assumed to last 184 days. Implementation of the Project would include demolition of the existing rental car facilities (the Hertz Corporation; Enterprise Mobility; and Avis Rent A Car System, LLC) and Liberator Way totaling 1,218,016 square feet. All other construction phases (site preparation, grading, building construction, architectural coating, and paving) are expected to overlap between Project components. Total import and export material from all Project components are assumed to be approximately 205,005 cubic yards during grading phases. It is assumed that haul trips during the grading phase would transport material to the Otay Mesa Landfill, approximately 20 miles from the site. However, up to 30,000 cubic yards (15 percent of total export material) of exported material is anticipated to include hazardous materials that would require specialized disposal. To account for potential removal of hazardous materials from the existing car rental facilities, 15 percent of haul trips are assumed for transport of hazardous materials. Hazardous materials would be disposed of at Copper Mountain Landfill in Wellton, Arizona (213 miles). As such, an average of 49 miles was used for haul trips during the grading phase.

Shoreline repairs may be completed entirely with land-based construction equipment. However, construction would potentially require use of a barge to operate a derrick on the water side of the construction area. If a barge would be required, the use of a tugboat to position the barge at the beginning of construction and to remove it at the end of construction. It is assumed that approximately 3 hours of tugboat operation would be required.

For operational emissions estimates, electricity, natural gas usage, and water usage rates from existing Topgolf facilities were assumed for the Project's proposed Topgolf visitor-serving attraction, which were provided by Topgolf. Typical summer and winter natural gas usage was provided for existing facilities, including kitchen and space heater use. The Project would use natural gas for commercial kitchen use only; therefore, the typical summer use at existing facilities was assumed because the Project space heaters would use electricity. The Project would include installation of a solar canopy over the Topgolf visitor-server attraction's surface parking lot. However, the energy capacity of the system is currently unknown. As such, energy modeling conservatively does not include the on-site solar system. Average daily trips and vehicle miles traveled for the Topgolf visitor-serving attraction and the waterfront park and promenade were provided by CRA in the Vehicle Miles Traveled Assessment (Appendix O1). Defaults for recreational and parking lot energy usage were assumed for the proposed waterfront park and promenade and Topgolf visitor-serving attraction parking lot.

The following sections identify the thresholds of significance for the Project and describe the air quality impacts from the Project.

3.2.5 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, the Project would have a significant impact on air quality if it would:

- **Threshold 1:** Conflict with or obstruct implementation of the applicable air quality plan.
- **Threshold 2:** Result in a cumulatively considerable net increase of any criteria pollutant for which the Project region is in non-attainment under an applicable federal or state ambient air quality standard.
- **Threshold 3:** Expose sensitive receptors to substantial pollutant concentrations.
- **Threshold 4:** Result in other emissions (such as those leading to odors) adversely affecting a substantial number of people.

In lieu of any set quantitative air quality significance thresholds, the Air Quality Impact Analysis (AQIA) trigger levels in the SDAPCD's Regulation II, Rule 20.2, Table 20.2-1, Air Quality Impact Analysis Trigger Levels, are used to determine the potential significance of air quality impacts. These AQIA trigger levels generally apply to new or modified stationary sources of air pollutants, which include only one source of air pollutant emissions. The County of San Diego has incorporated the AQIA Trigger Levels for PM_{10}, NO_x, SO_x, and CO into screening level thresholds to assist lead agencies in determining the significance of project-level air quality impacts in the County. Although the SDAPCD does not have an AQIA trigger level for VOC, the County establishes a VOC screening level threshold based on the threshold of significance for VOCs from the South Coast Air Quality Management District for the Coachella Valley. The County has also adopted a more conservative $PM_{2.5}$ screening level threshold based on the USEPA's Proposed Rule to Implement the Fine Particle NAAQS published on September 8, 2005, which is also consistent with the South Coast Air Quality Management District's air quality significance thresholds (County of San Diego 2007). For CEQA purposes, the thresholds can be used to demonstrate that a project's total emissions from all sources do not result in an individually or cumulatively significant impact to air quality. For VOCs, the threshold established by the County of San Diego is used as the significance threshold. The thresholds are listed in Table 3.2-6, Screening Level Criteria Thresholds for Air Quality Impacts under Threshold 2.

Table 3.2-6. Screening Level Criteria Thresholds for Air Quality Impacts under Threshold 2

Pollutant	Emission Rate (pounds/day)
PM_{10}	100
$PM_{2.5}$	55
NO_X	250
SO_X	250
CO	550
VOC	75

Sources: CAPCOA 2022; County of San Diego 2007.
Notes: CO = carbon monoxide; NO_X = nitrogen oxides; PM_{10} = particulate matter less than 10 microns; $PM_{2.5}$ = particulate matter less than 2.5 microns; SO_X = oxides of sulfur oxides; VOC = volatile organic compounds

The thresholds listed in Table 3.2-6 represent screening level thresholds that can be used to evaluate whether Project-related emissions cause a significant impact on air quality under Threshold 2. The thresholds are intended to screen for projects that would have the potential to significantly contribute to regional criteria air pollutant emissions. As such, air quality impacts are cumulative in nature, and emissions below the screening level thresholds would not cause a significant direct or cumulative impact (County of San Diego 2007). Non-attainment pollutants (O_3, with O_3 precursors NO_x and VOCs, and PM_{10}) are the primary pollutant of concern. However, for the purposes of this analysis, if emissions exceed the thresholds in Table 3.2-6 for any criteria air pollutants, the Project would result in a cumulatively considerable net increase in these pollutants and, thus, would have a significant impact on ambient air quality.

3.2.6 Project Impacts and Mitigation

The following sections address the significance of various potential impacts relating to air quality that could result from implementation of the Project.

3.2.6.1 Threshold 1: Consistency with Applicable Air Quality Plan

Impact Analysis

The SDAPCD is required, pursuant to the federal and state CAAs, to reduce emissions of criteria air pollutants for which the SDAB is in non-attainment (i.e., O_3, PM_{10}, and $PM_{2.5}$). To comply with these mandates, the SDAPCD's RAQS, most recently updated in 2022, projects future emissions and determines the strategies necessary for the reduction of stationary-source emissions through regulatory controls to attain the CAAQS for O_3. On October 14, 2020, CARB adopted the 2020 Ozone Attainment Plan for San Diego County.

Progress toward attainment of the NAAQS and CAAQS is based on emissions budgets identified in the RAQS and SIP. An emissions budget identifies the emissions level

necessary for meeting emissions reduction milestones, attainment, or maintenance demonstrations. This budget considers existing conditions, planned growth based on the San Diego Association of Governments (SANDAG) growth projections (which include District growth), and air quality control measures implemented by the SDAPCD. The RAQS and SIP use SANDAG growth forecasts and CARB mobile source forecasts to develop emissions reduction measures necessary for attaining the NAAQS and CAAQS. Mobile sources include the use of off-road equipment, such as construction equipment. CARB's source emission projections and the SANDAG growth projections are based on population and vehicle trends and land use plans developed by local agencies.

The SANDAG model used for projecting population, housing, and job growth in the County considers the demographic, economic, and land use data from all relevant planning documents. As such, project or plan consistency with the RAQS and SIP can be determined by considering if the future development would be consistent with the growth anticipated by SANDAG growth projections, which were used in the formulation of the RAQS and SIP, and whether the Project would be consistent with the broad goals and purposes of the RAQS and SIP.

The Project would demolish existing car rental facilities and the San Diego International Airport temporary construction staging facilities and redevelop the area with a Topgolf visitor-serving attraction, and a waterfront park and promenade. Liberator Way would be realigned to improve mobility in the area. While the Project would require a PMP Amendment to allow for development of the Topgolf visitor-serving attraction and waterfront park and promenade, these components would be consistent with PMP goals to provide physical access to San Diego Bay and implement multiple purpose developments. The PMP accounts for 398.2 acres of Commercial/Recreation land uses District-wide, including up to 52.6 acres in Planning District 2 (PMP, p. 53). Implementation of the Project would result in approximately 22.2 acres of Commercial/Recreational land uses, an increase of 12.4 acres for this designation in the Planning District 2, which would not exceed PMP land use allocations based on existing and approved development within Planning District 2. Likewise, the Project would be consistent with the PMP's Planning District 2 land use assumptions for Park/Plaza (16.4 acres of Park and 2.3 acres of Promenade assumed, 10.5 acres proposed); Street (65.5 acres assumed, 4.5 acres proposed); and Specialized Berthing (11.2 assumed, 0.7 proposed) (PMP, p. 53). Additionally, the Project would redesignate the area from Industrial Business Park to Commercial/Recreation. Both of these land uses assume new building operation and new vehicle trips, and would result in similar mobile and stationary source emissions. For example, the SANDAG trip generation rate is 90 trips per acre for multi-purpose recreational facilities, and 90 trips per acre for an industrial park that doesn't include any commercial components (200 trips per acre with commercial components) (SANDAG 2002). Additionally, commercial/recreational facilities

would result in fewer higher-emissions truck trips compared to an Industrial Business Park. Therefore, it is assumed that this area was planned for development that would similarly result in emissions from mobile sources, including construction, and building operations. As discussed above, regional Air Quality Plans such as the 2020 Ozone Attainment Plan include growth projections that are based on land use plans, such as the PMP. Given that the Project would be consistent with PMP land development allocations, it is assumed that emissions would be consistent with the growth projections in the 2020 Ozone Attainment Plan. The Project would also be consistent with the PMPU's goal to increase commercial developments and create new recreation open spaces in East Harbor Island. A more detailed discussion of consistency with PMPU goals can be found in Section 3.9, Land Use and Planning. The Project would be consistent with the PMP and PMPU; therefore, it would not conflict with the RAQS or Ozone Attainment Plan.

Significance of Impact

Implementation of the Project would not conflict with implementation of applicable Air Quality Plans. Impacts are less than significant.

Mitigation Measures

No mitigation is required.

3.2.6.2 Threshold 2: Cumulative Increase in Criteria Pollutant Emissions

Impact Analysis

Project construction and operation emission are addressed separately below.

Construction

Construction of the Project would result in temporary air pollutants associated with soil disturbance, dust emissions, employee and material delivery vehicle exhaust, off-gassing from paving and coating activities, and combustion pollutants from off-road construction equipment. Construction-related air pollution emissions can vary from day to day, depending on the level of activity, type of activity, and prevailing weather conditions. The primary air pollutants of concern from construction activities are particulate matter (including both PM_{10} and $PM_{2.5}$), CO, and O_3 precursors (including NO_x and VOCs).

Estimated maximum daily construction emissions are provided in Table 3.2-7, Estimated Maximum Daily Construction Emissions (pounds/day).

Table 3.2-7. Estimated Maximum Daily Construction Emissions (pounds/day)

Construction Phase	VOC	NO_x	CO	SO_x	PM_{10}	$PM_{2.5}$
Demolition	3	34	28	0.1	8	2
Site Preparation	4	35	35	<0.1	21	12
Grading	6	61	56	<1	16	7
Building Construction	39	41	95	<1	6	3
Architectural Coating	5	1	1	<0.01	<0.1	<0.1
Paving	4	27	32	<0.1	2	1
Tugboat Operation	2	22	11	<0.1	1	1
Worst-Case Simultaneous Emissions[a]	45	122	151	<1	42	24
SDAPCD Threshold	*75*	*250*	*550*	*250*	*100*	*55*
Significant?	**No**	**No**	**No**	**No**	**No**	**No**

Source: Appendix D.

Notes: CO = carbon monoxide; NOx = oxides of nitrogen; PM_{10} = particulate matter less than 10 microns in diameter; $PM_{2.5}$ = particulate matter less than 2.5 microns in diameter; SO_x = sulfur oxides; VOC = volatile organic compound

[a] Worst-case scenario assumes simultaneous occurrence of all construction types across multiple Project components. The worst-case VOC and CO emissions would occur during simultaneous building construction at Topgolf and grading at another component, or grading or site preparation of two components simultaneously. Minimal building construction required for the installation of a restroom facility as part of park improvements would not require the same size construction fleet estimated for Topgolf building construction, and a doubling of building construction emissions would not occur.

As shown in Table 3.2-7, the construction emissions estimate indicates that the Project would not exceed the SDAPCD threshold and, thus, would not result in significant air emissions during construction. Construction of the Project would not result in significant criteria air pollutant emissions during construction, and impacts would be less than significant.

Operation

Long-term air pollutant emissions impacts are those associated with stationary sources and mobile sources involving any Project-related changes. Stationary sources of emissions include the use of architectural coatings, consumer products, landscape equipment, and energy use. Potential area sources of air pollutant emissions associated with future operation of the Project include fuel combustion emissions from landscape maintenance equipment, VOC emissions from periodic repainting of interior and exterior surfaces, and natural gas use for commercial kitchen use. The Topgolf visitor-serving attraction aims to be all-electric and will include infrastructure for all-electric ready kitchens. However, modeling for the Project assumes that natural gas would still be relied upon for Topgolf's kitchen operations. As such, modeling outputs for energy source emissions are conservative. Increased traffic volumes would also contribute to regional emissions of criteria air pollutants, as discussed in Section 3.13, Transportation.

Table 3.2-8, Project Operational Emissions, provides calculated operational emissions for the Project.

Table 3.2-8. Project Operational Emissions

Source	Air Pollutant Emissions (pounds/day)					
	VOC	NO_x	CO	SO_x	PM_{10}	$PM_{2.5}$
Summer Maximum						
Area	2	<0.1	3	<0.005	<0.1	<0.005
Energy	<1	2	2	<0.1	<1	<1
Mobile	11	9	93	<1	22	6
Winter Maximum						
Area	2	0	0	0	0	0
Energy	<1	2	2	<0.1	<1	<1
Mobile	10	9	86	<1	22	6
Total Daily Emissions[a]	**13**	**11**	**98**	**<1**	**22**	**6**
SDAPCD Thresholds	*75*	*250*	*550*	*250*	*100*	*55*
Significant?	**No**	**No**	**No**	**No**	**No**	**No**

Source: Appendix D.

Notes: CO = carbon monoxide; NO_x = nitrogen oxides; $PM_{2.5}$ = particulate matter measuring no more than 2.5 microns in diameter; PM_{10} = particulate matter measuring no more than 10 microns in diameter; SDAPCD = San Diego County Air Pollution Control District; SO_x = sulfur oxides; VOC = volatile organic compound

[a] Given that emission amounts are generally higher in the summer, total daily emissions for summer are compared to existing emissions to be conservative.

As shown in Table 3.2-8, operational emissions for the Project would not exceed the SDAPCD thresholds for any criteria pollutant. Development under the Project would not contribute to a cumulatively considerable net increase in criteria air pollutant emissions for which the SDAB is in non-attainment under an applicable NAAQS or CAAQS. Therefore, impacts would be less than significant.

Significance of Impact

Implementation of the Project would not result in cumulatively considerable increase of any criteria air pollutant for which the Project region is non-attainment under applicable federal or state ambient air quality standards. Impacts are less than significant.

Mitigation Measures

No mitigation is required.

3.2.6.3 Threshold 3: Sensitive Receptors

Impact Analysis

Impacts to sensitive receptors are typically analyzed for CO hotspots and exposure to TACs (County of San Diego 2007). The SDAPCD CEQA Guidelines also includes consideration of $PM_{2.5}$ for projects where the SDAPCD is the lead agency (SDAPCD 2024). An analysis of the Project's potential to expose sensitive receptors to CO hotspots,

TACs, and $PM_{2.5}$ is provided. A discussion of asbestos-related and lead-based paint impacts is presented in Section 3.7, Hazards and Hazardous Materials.

Carbon Monoxide Hotspots

A CO hotspot is an area of localized CO pollution caused by high vehicle intensity, such as congested intersections and parking garages.

Construction would begin with the demolition of on-site car rental facilities and Liberator Way. In total, 1,218,016 square feet of demolition debris would be transported for disposal by haul-truck trips. After demolition, grading would result in 103,013 cubic yards of exported material and 101,992 cubic yards of imported material, which would be transported via haul and vendor trucks. The worst-case average number of daily truck trips for the Project would occur after demolition when all construction phases would overlap. According to construction plans provided by the District and Topgolf, a worst-case maximum of 219 daily truck trips is anticipated, assuming maximum vendor and haul trips during all construction activities would occur in a single day. Additionally, the Project would generate a worst-case maximum of 230 daily construction worker trips. Average daily trips during construction would be less because the number of workers would vary from day to day, but would not exceed 230 daily worker trips. Construction trips would not exceed existing trips, and therefore would not add a significant amount of trips to the existing circulation system.

Following construction, the Project would result in an increase in regional vehicle miles traveled (VMT), as the Project would be a regionally serving attraction. However, additional VMT associated with the Project would not be significant such that there would be increases in delay at signalized intersections. The Local Mobility Assessment (CRA 2024) conducted by CRA concluded that the Project would not result in increases in delays compared to existing conditions. Relative to the Project area's existing trip generation, implementation of the Project would produce an additional 108 PM peak hour trips (CRA 2024). As such, the Project would not be required to undergo a quantitative screening. Therefore, there would be no potential for a CO hotspot or exposure of sensitive receptors to substantial, Project-generated, local CO emissions.

Toxic Air Contaminants

Since the Project includes commercial and recreational uses that typically do not include stationary sources of emissions regulated by the SDAPCD, the primary source of TACs from Project implementation would be DPM from construction equipment (County of San Diego 2007). The closest land uses within the vicinity of the Project area that have substantial public use are the Sheraton San Diego Hotel & Marina, approximately 1,660

feet west from the proposed Topgolf visitor-serving attraction site, and the San Diego Harbor Police headquarters directly west of the Project area.

DPM is the primary TAC of concern for construction and would result from diesel construction equipment and truck exhaust. The hotel and police headquarters receptors would generally not be considered sensitive receptors. The nearest sensitive receptors, residences, are more than 1 mile from the site, east of Pacific Highway. Additionally, receptors that access the Sheraton San Diego Hotel & Marina would have limited exposure to diesel exhaust, with exposure limited to visitation that coincides with weekday construction activities. DPM emitted by these sources can remain airborne for several days. However, given the prevailing winds and meteorological conditions at the Project area during daytime construction hours, pollutant emission concentrations would be expected to be well dispersed (District 2024a). Construction activities would be sporadic, transitory, and short term in nature. Construction activities would be short term, occurring over an approximately 28-month period, which is much shorter than the assumed 9-, 30-, or 70-year exposure period typically used to estimate lifetime cancer risks (OEHHA 2015).

In addition, PM_{10} emissions from exhaust may be used as a proxy for DPM emissions (CAPCOA 2024). Table 3.2-7 indicates that total PM_{10} exposure associated with construction activities, including dust and exhaust, would be minimal (less than 42 pounds per day). As such, diesel equipment activity on site would be short term and transitory, result in minimal emissions, and occur at distances not expected to expose sensitive receptor locations to substantial pollutant concentrations. As such, the Project would not have the potential to expose sensitive receptors to TACs to an extent that health risks could result.

Fine Particulate Matter

The primary concern for the SDAPCD related to $PM_{2.5}$ is cumulative localized $PM_{2.5}$ exposure in identified environmental justice communities in San Diego County (SDACPD 2024). The $PM_{2.5}$ program is a partnership with the San Diego County Office of Sustainability and Environmental Justice, CARB, and local community-based organizations as part of the Environmental Justice Government-to-Government Program. Communities in the program include San Ysidro, Barrio Logan, southeastern San Diego, City Heights, Linda Vista, National City, El Cajon, Vista, Spring Valley, and Escondido (USEPA 2023, 2025e). The Project area is not in one of the identified communities, and no sensitive receptors are within the immediate vicinity of the Project area. As shown in Tables 3.2-7 and 3.2-8, the Project would not result in a significant regional contribution of $PM_{2.5}$ during construction or operation. As such, the Project would not result in a significant contribution to localized $PM_{2.5}$ impacts in any identified community of concern.

Significance of Impact

Implementation of the Project would not expose sensitive receptors to substantial pollutant concentrations. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.2.6.4 Threshold 4: Odors

Impact Analysis

Construction

Implementation of the Project may result in the emission of odors during construction, such as from exhaust or application of materials such as asphalt pavement. The odors that may be produced during the construction process are short term in nature and typical of every construction site. Additionally, SO_x is the only criteria air pollutant with a strong, pungent odor (ATSDR 2024). As shown in Table 3.2-7, maximum construction emissions of SO_x would be less than 1 pound per day, which is well below the threshold of 250 pounds per day. Therefore, impacts would be less than significant.

Operation

Land uses generally associated with odor complaints include agricultural uses (livestock and farming); wastewater treatment plants; food processing plants; chemical plants; composting operations; refineries; landfills; dairies; and fiberglass molding facilities. The Project does not propose or require any land uses typically associated with emitting objectionable odors. Additionally, through compliance with SDAPCD Rule 51, no significant impact related to odors would occur during long-term operation. Therefore, impacts would be less than significant.

Significance of Impact

The Project would not result in significant levels of other emissions (such as those leading to odors) adversely affecting a substantial number of people. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.2.7 Cumulative Impacts

The following sections address various potential cumulative impacts relating to air quality that could result from implementation of the Project.

3.2.7.1 Cumulative Threshold 1: Consistency with Applicable Air Quality Plan

The geographic context for the analysis of cumulative impacts to consistencies with an applicable Air Quality Plan is the SDAB. The RAQS and SIP are intended to address cumulative impacts in the SDAB based on future growth predicted by the SANDAG. As described previously, implementation of the Project would be consistent with the growth projections in the RAQS and SIP. Cumulative development is not expected to result in a significant impact in terms of conflicting with the SDAPCD air quality management plans and the SIP because the majority of cumulative projects would propose development that is consistent with the applicable growth projections incorporated into local air quality management plans, or would be required to demonstrate that Project emissions would be similar to those anticipated in plan emissions inventories. For example, the PMPU would result in new uses that were not originally anticipated in RAQS and SIP growth projections. However, the PMPU PEIR identifies mitigation that would ensure plan consistency, and this impact was determined to be less than cumulatively considerable (District 2024a). Implementation of the Project, in combination with other cumulative projects, would not conflict with or obstruct implementation of the RAQS or SIP Air Quality Plans. A cumulative impact would not occur, and the Project's contribution would not be cumulatively considerable.

3.2.7.2 Cumulative Threshold 2: Cumulative Increase in Criteria Pollutant Emissions

An existing cumulative impact related to PM_{10}, $PM_{2.5}$, and O_3 precursors (NO_x and VOC) exists in the basin. A project that exceeds the thresholds in Table 3.2-5 would result in cumulatively considerable emissions (County of San Diego 2007). As discussed in Section 3.2.6.2, Threshold 2: Cumulative Increase in Criteria Pollutant Emissions, emissions from the Project would not exceed the significance thresholds and would not result in a cumulatively considerable contribution.

3.2.7.3 Cumulative Threshold 3: Sensitive Receptors

Active cumulative projects within a 2-mile radius of the Project area are listed in Table 3-1, Cumulative Projects, in Chapter 3, Environmental Analysis. The types of projects listed include recreational, commercial/retail, and airport expansion projects. These projects are at various stages of development and require individual analysis to determine air quality impacts to sensitive receptors. For example, the PMPU PEIR determined that

development throughout the PMPU area could result in construction and operational exposure of sensitive receptors to pollutants. However, mitigation measures were identified to reduce criteria air pollutant and DPM emissions to a less than significant level, with the exception of VOCs and CO emissions during operation. Therefore, a potential cumulative impact would occur. However, construction and operation of the Project would not create CO hotspots or emit airborne TACs at concentrations that would pose a significant health risk (including acute and carcinogenic health risks) to nearby sensitive receptors. Therefore, construction and operation of the Project would not expose nearby sensitive receptors to substantial localized pollutant concentrations, and a cumulatively considerable contribution would not occur.

3.2.7.4 Cumulative Threshold 4: Odors

The geographic context for the analysis of impacts relative to objectionable odors is limited to the area immediately surrounding the odor source and are not cumulative in nature because the air emissions that cause odors disperse beyond the sources of the odor. As the emissions disperse, the odor becomes decreasingly detectable. Development of the Project and cumulative projects under the PMP, PMPU, and SANDAG 2025 Regional Plan, and projects listed in Table 3-1 in Chapter 3 are not expected to result in objectionable odors that would combine with odors from other development to result in cumulative odor exposure at a given receptor. The PMPU PEIR determined that odor impacts would be limited to the area close to an individual odor source and did not identify any cumulative impact related to odors (District 2024a). Implementation of the Project would not generate a new source of objectionable odors. Therefore, a cumulative impact would not occur and the Project's contribution would not be cumulatively considerable.

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3.3 Biological Resources

This section evaluates the potential for impacts on biological resources resulting from implementation of the proposed East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project).

3.3.1 Environmental Setting

The following sections describe the environmental setting for the Project as it relates to biological resources. The biological resources analysis was performed through a review of existing maps, literature, resource databases, and data collected during the field survey conducted by Harris & Associates (Harris) biologists. A general biological reconnaissance survey was conducted by Harris in February 2024 to map vegetation communities, marine habitats and land cover types; document observed plant and wildlife species; and evaluate the potential for occurrence of sensitive plant and wildlife species in the Project area and within a 100-foot survey buffer surrounding the Project area, together referred to as the "survey area" (Appendix E, Biological Resources Technical Report).

3.3.1.1 Physical Characteristics

The survey area primarily consists of developed land on Harbor Island, immediately north of San Diego Bay. The developed portions of the survey area are currently occupied by the Harbor Police headquarters; The Hertz Corporation, Enterprise Mobility (operated by National Car Rental), and Avis Rent A Car System, LLC, rental car facilities; and the San Diego International Airport temporary construction staging facilities. San Diego Bay and the concrete- and riprap-armored shoreline occur along the southern and southeastern edges of the Project area. Existing structures in the survey area include several one- and two-story buildings, various shade structures, parking lots, fencing, and a paved multi-use pathway that runs east to west along the northern edge of the Project area. The survey area is generally devoid of natural vegetation communities and consists mainly of landscaped vegetation surrounding buildings and roadways.

The site is located on land built up by hydraulic fills that are anticipated to be underlain by bay deposits (offshore marine deposits) and old paralic deposits based on soils adjacent to the Project area (Figure 3.5-1, Geology and Soils). According to the U.S. Department of Agriculture (USDA), the Project area includes Urban Land and Made Land with no agricultural use and low to moderate erosion potential (Appendix G1, Geology and Soils Technical Study). Urban Land occurs throughout most of the survey area (Appendix E). Urban Land refers to land with soils in areas of high population density in a largely built environment. These soils can be significantly changed, human-transported materials, human-altered materials, or minimally altered/intact native soils. Urban soils exhibit a range

of conditions and properties that may include impervious surfaces such as pavement or buildings. The remaining survey area not defined by a soil type is water within San Diego Bay, which occurs along the southern and southeastern edges of the survey area. Made Land occurs in the western portion of the survey area, resulting from dredged harbor materials used to create the Harbor Island peninsula. Made Land refers to land that has been artificially created or reclaimed through filling or dredging and has a variable soil profile.

3.3.1.2 Marine Habitats and Land Cover Types

The terrestrial land cover types documented in the survey area conform to the Preliminary Descriptions of the Terrestrial Natural Communities of California (Holland 1986) as modified and noted in Draft Vegetation Communities of San Diego County (Oberbauer et al. 2008). The marine classifications in the portion of the survey area that is within the San Diego Bay are documented in accordance with the San Diego Bay Integrated Natural Resources Management Plan (INRMP) Map 2-13, Salt Marsh and Other Habitats Adjacent to San Diego Bay (District 2013), and the San Diego Bay 2023 Eelgrass Inventory (NAVFAC Southwest 2024).

Three marine habitats, shallow subtidal, moderately deep subtidal, and eelgrass beds, occur in the southernmost portion of the survey area in San Diego Bay (Figure 3.3-1, Marine Habitats and Land Cover Types). Two land cover types, disturbed habitat and urban/developed land, were documented in the survey area (Appendix E). Nearly all plant species identified in the landside survey area are ornamental plants for aesthetic (landscaping) purposes or non-native invasive weed species that typically occupy severely disturbed areas. No native terrestrial vegetation communities or habitat types are in the survey area (Figure 3.3-1). Table 3.3-1, Marine Habitats and Land Cover Types in the Survey Area, shows the marine habitat and land cover types in the survey area.

Table 3.3-1. Marine Habitats and Land Cover Types in the Survey Area

Marine Habitat and Land Cover Type	Project Area (acres)[1]	Survey Buffer (acres)[1]	Survey Area (acres)[1]
Marine			
Eelgrass Beds[2]	0.02	2.00	2.02
Shallow Subtidal and Moderately Deep Subtidal[2]	0.37	5.55	5.92
Subtotal	*0.39*	*7.55*	*7.94*
Disturbed/Developed			
Disturbed Habitat	0	0.27	0.27
Urban/Developed Land	37.46	13.35	50.81
Subtotal	*37.46*	*13.62*	*51.08*
Total	**37.85**	**21.17**	**58.99**

Sources: Oberbauer et al. 2008; NAVFAC Southwest 2024; Appendix E.

[1] Acreages rounded up to one-hundredth.

[2] Considered a sensitive vegetation community by the CCC and NMFS.

Marine Habitat

The marine habitats that occur within the survey area, including eelgrass beds, shallow subtidal, and moderately deep subtidal, are not categorized by Oberbauer et al. (2008). However, these habitat types are categorized and described by the INRMP (District 2013) and included by reference in the following sections.

Eelgrass Beds

Eelgrass (*Zostera marina*) is a marine plant that can form beds in shallow soft-bottom substrates. Eelgrass beds contribute to ecosystem functions at multiple levels as a primary and secondary producer, a habitat structuring element, a substrate for epiphytes and epifauna, and a sediment stabilizer and nutrient cycling facilitator. Eelgrass provides important foraging areas and shelter to juvenile fish and invertebrate species, food for migratory waterfowl and sea turtles, and spawning surfaces for invertebrates and fish (NOAA 2014). Eelgrass beds are designated as essential fish habitat (EFH) under the Magnuson-Stevens Fishery Conservation and Management Act (MSA). In addition, the Pacific Coast Groundfish Fishery Management Plan (FMP) designates eelgrass beds within EFH as a Habitat Area of Particular Concern (HAPC) for managed groundfish species within the FMP (NMFS 2023).

A total of approximately 2.02 acres of eelgrass beds are documented by the INRMP and the San Diego Bay 2023 Eelgrass Inventory in the survey area, with approximately 0.02 acre on the southeastern edge of the Project area and the remaining 2 acres in the southern portion of the survey buffer (Figure 3.3-1). The eelgrass beds in the survey area occur in the shallow northern edge of San Diego Bay.

Shallow Subtidal and Moderately Deep Subtidal

Shallow subtidal habitat is continually submerged and extends from the low-tide zone between −2 and −12 feet mean lower low water. Shallow, soft-bottom areas with their associated plants and wildlife were the primary subtidal habitat in San Diego Bay prior to its development. Currently, about 3,734 acres (28 percent) of San Diego Bay are shallow subtidal habitat, located predominantly in South Bay, portions of south-central bay, and in narrow strips along the shoreline of north and north-central bay. About 29 percent of these existing shallow waters are vegetated with eelgrass (District 2013). Shallow waters support many thousands of resident and migratory birds every year for foraging and resting. While waterbirds are more abundant in shallow waters close to the shoreline, the groups that appear to use these areas preferentially are bottom feeding divers (District 2013). Shallow subtidal habitat also supports assemblages of benthic invertebrates and demersal fishes (District 2013).

Moderately deep subtidal habitat extends from the approximate lower depth of most eelgrass beds to the approximate edge of the shipping channel between −12 and −20 feet mean lower low water. Approximately 2,219 acres (17 percent) of San Diego Bay surface area falls into the moderately deep subtidal category, primarily in south-central bay off the coast of the U.S. Naval Air Base and in inlets of north bay. The habitat represents areas that generally have been dredged in the past but are not maintained as navigational channels. Moderately deep water is favored over other bay locations by several kinds of birds, including bottom-feeding diving birds (District 2013). Other than the fact that these areas have been left undisturbed by dredging for longer periods than deeper water, any ecological differences between deep and moderately deep habitats have not been quantified (District 2013).

As discussed in Section 3.3.2.1, the shallow subtidal and moderately deep subtidal marine habitats that occur within San Diego Bay are designated as EFH under the MSA.

A total of approximately 5.92 acres of shallow subtidal and moderately deep subtidal habitat are documented by the INRMP and the San Diego Bay 2023 Eelgrass Inventory in the survey area, with approximately 0.37 acre in the south-central portion of the Project area and the remaining 5.55 acres in the southern and southeastern portions of the survey buffer (Figure 3.3-1). The areas of shallow subtidal and moderately deep subtidal in the survey area occur in the northern portion of San Diego Bay.

Other Land Cover Types

Disturbed Habitat

Disturbed habitat consists of areas that have been physically disturbed and are no longer recognizable as a native or naturalized vegetation association but continues to retain a soil substrate (Oberbauer et al. 2008). Typically, vegetation, if present, is nearly exclusively composed of non-native plant species, such as ornamentals or ruderal exotic species, that take advantage of disturbance or show signs of past or present wildlife use that removes any capability of providing viable natural habitat for uses other than dispersal.

Approximately 0.27 acre of disturbed habitat occurs in the southern portion of the survey buffer, outside the Project area (Figure 3.3-1). Disturbed habitat in the survey buffer includes bare ground with scattered non-native and invasive herb species including starthistle, telegraph weed (*Heterotheca grandiflora*), prickly lettuce (*Lactuca serriola*), bromes (*Bromus* sp.), and African fountain grass (*Pennisetum setaceum*). Piles of trash and debris were observed along the northern edge of the disturbed habitat.

Urban/Developed Land

Urban/developed land refers to areas that have been constructed upon or disturbed so severely that native vegetation is no longer supported (Oberbauer et al. 2008). Developed land includes areas with permanent or semi-permanent structures, pavement or hardscape, landscaped areas, and areas with a large volume of debris or other materials (Appendix E).

Approximately 50.81 acres of urban/developed land occurs in the survey area, with approximately 37.46 acres comprising most of the Project area and 13.35 acres occurring in the survey buffer. In the survey area, urban/developed land includes military and commercial buildings, paved roads, and associated hardscaping and landscaping. Most of the landscaping plants include non-native trees, shrubs, grasses, and weeds, many of which are artificially irrigated. Urban/developed land is also mapped along the edges of San Diego Bay in the southern portion of the survey buffer where concrete and riprap have been installed to armor the shoreline.

3.3.1.3 Jurisdictional Aquatic Resources

No formal aquatic resources delineation or in-water marine surveys were conducted as part of the 2024 biological reconnaissance survey effort. Instead, portions of the survey area that include marine habitats, including shallow subtidal, moderately deep subtidal, and eelgrass beds in San Diego Bay, were mapped in accordance with the INRMP (District 2013) and the San Diego Bay 2023 Eelgrass Inventory (NAVFAC Southwest 2024). Potentially jurisdictional aquatic resources mapped in the survey area are shown on Figure 3.3-2, Potentially Jurisdictional Aquatic Resources, and in Table 3.3-2, Potentially Jurisdictional Aquatic Resources in the Survey Area. A total of approximately 7.94 acres of potentially jurisdictional aquatic resources occur in the survey area, with approximately 0.39 acre in the south-central portion of the Project area, and the remaining 7.55 acres in the survey buffer.

The aquatic resources in the survey area are considered jurisdictional by the U.S. Army Corps of Engineers (USACE) and the Regional Water Quality Control Board, pursuant to Sections 404 and 401 of the Clean Water Act (CWA). In addition, the aquatic resources in the survey area are within the Coastal Zone and are under the jurisdiction of the California Coastal Commission (CCC) pursuant to California Coastal Act (CCA), Section 30121.

Table 3.3-2. Potentially Jurisdictional Aquatic Resources in the Survey Area

Feature	Project Area (acres)	Survey Buffer (acres)	Survey Area (acres)	Potential Jurisdiction
Wetland Waters				
Eelgrass Beds	0.02	2.00	2.02	USACE/RWQCB/CCC
Non-Wetland Waters				
Shallow Subtidal and Moderately Deep Subtidal	0.37	5.5	5.92	USACE/RWQCB/CCC
Total	**0.39**	**7.55**	**7.94**	**—**

Notes: CCC = California Coastal Commission; RWQCB = Regional Water Quality Control Board; USACE = U.S. Army Corps of Engineers

3.3.1.4 Sensitive Species

Sensitive species are those recognized by federal, state, or local agencies as being potentially vulnerable to impacts because of rarity, local or regional reductions in population numbers, isolation/restricted genetic flow, or other factors. Sensitive plants include those listed as threatened or endangered, proposed for listing, or candidates for listing by the U.S. Fish and Wildlife Service (USFWS) and California Department of Fish and Wildlife (CDFW); those considered sensitive by CDFW; and/or those species included in the California Rare Plant Rank (CRPR) inventory, maintained by the California Native Plant Society. Sensitive wildlife species include those listed as threatened or endangered, proposed for listing, candidates for listing by the USFWS, CDFW, or NOAA Fisheries; those considered sensitive by CDFW; or those on the California Watch List (WL) that are not yet formally listed as threatened or endangered but are facing threats that could lead to listing.

During the literature and database review (refer to Appendix E), historically documented sensitive plant and wildlife species observations within 1 mile of the survey area were reviewed. This list of sensitive species was assessed, and each species was assigned a potential to occur in the survey area (i.e., not expected, low, moderate, or high) based on a set of factors, including life history characteristics, availability and suitability of habitat, proximity and date of historical occurrence documentation, or marked as present if observed during the biological reconnaissance survey. The full list and detailed analysis of the species assessed for potential to occur in the survey area are provided in Appendix E. Only the sensitive plant and wildlife species determined to have a high potential to occur in the survey area are included in the sections below.

Sensitive Plants

A total of 51 plant taxa were observed in the survey area during the 2024 biological reconnaissance survey—15 (29 percent) of which were native species and 36 (71 percent) of which were non-native species. None of the 51 plants species observed in the survey area are designated as sensitive and, based on the literature and database

reviews, no sensitive plant species were determined to have a high potential to occur in the survey area. Therefore, no focused rare plant surveys were conducted. Sensitive plant species with potential to occur within 1 mile of the Project area are discussed further in Appendix E and shown on Figure 3.3-3, Sensitive Species with Potential to Occur.

Sensitive Wildlife

A total of 36 wildlife species, all of which were birds, were observed in the survey area during the 2024 biological reconnaissance survey and avian use surveys conducted from the landside. Of the 36 wildlife species observed in the survey area, three species, California horned lark (*Eremophila alpestris actia*), Cooper's hawk (*Accipiter cooperii*), and double-crested cormorant (*Phalacrocorax auritus*), are designated as sensitive (Figure 3.3-4, Sensitive Species Observed). The highest abundance of birds occurred in winter (420 individuals), followed by the breeding season in the spring and summer (338 individuals), and the lowest abundance occurred in fall (293 individuals). Overall species richness was highest during the breeding season (29 species), followed closely by fall (28 species), and the lowest abundance occurred in winter (21 species).

Double-crested cormorant, a CDFW WL species, resides along the entire coast of California, and nests on undisturbed cliffs, rugged slopes, and live or dead trees. Cooper's hawk is a CDFW WL species that inhabits most wooded parts of California year-round at elevations from sea level to above 9,000 feet above mean sea level. California horned lark is a CDFW WL species that occurs primarily in grassland and beach habitats but can also be found in disturbed lands, agricultural lands, and alpine fell fields in the Sierra Nevada.

The double-crested cormorant is a colony nester, with the nearest known nesting colony located approximately 10 miles south of the survey area in southern San Diego Bay, and therefore is not expected to nest in the survey area. However, there is high potential for the species to forage in the aquatic habitats on the south-central portion of the survey area in addition to being observed flying over the survey area or perching on structures within the survey area (Appendix E). Suitable foraging habitat for Cooper's hawk occurs throughout the survey area, and large trees suitable for nesting occur on the northern edge of the survey area. However, the surrounding development and high levels of activity likely reduce the potential for this species to occupy the survey area outside passing through while foraging. Suitable foraging and nesting habitat for California horned lark is limited to the disturbed habitat at the eastern end of the survey area. However, the surrounding development and high levels of activity likely reduce the potential for this species to occupy the survey area.

Although California least tern was not observed during the 2024 biological reconnaissance survey and avian use surveys, this sensitive species was determined to have high potential

to occur in the survey area for foraging, but not for nesting, based on the literature and database review (District 2018; CDFW 2025a, 2025b; SanGIS 2025; USFWS 2025).

California least tern is federally listed as endangered, state listed as endangered, and is a CDFW fully protected species. No suitable nesting habitat for this species is present in the survey area and the surrounding urban development and human activity in proximity further reduces the suitability of the survey area for nesting by this species. Therefore, nesting California least terns are not expected within the survey area. Established California least tern nesting colonies occur at the San Diego International Airport approximately 0.5 mile northeast, at South Bay saltworks in southern San Diego Bay to the south of the survey area, and elsewhere in the County (i.e., Mission Bay, San Dieguito Lagoon, and Coronado Island) (Appendix E; District 2019; Unitt 2004). Suitable foraging habitat occurs in the open water in the southern portion of the survey area, providing high potential for California least tern to be foraging within the survey area.

Based on the literature and database review, no sensitive marine fish or mammal species have been documented in or within 1 mile of the survey area. However, due to the presence of suitable foraging habitat for sensitive marine mammals and designated EFH in the survey area, these sensitive marine species are discussed further in the following sections.

The other sensitive wildlife species assessed for their potential to occur within 1 mile of the survey area are discussed further in Appendix E and shown on Figure 3.3-3.

Nesting Birds

The survey area contains suitable nesting habitat for several bird and raptor species protected under the California Fish and Game Code (CFGC) and Migratory Bird Treaty Act (MBTA). Mature landscaping trees, including fig, pine, eucalyptus, and palm species, are present along the edges of the urban/developed land in the survey area that are suitable for many species, including hummingbirds and raptors. During the 2024 biological reconnaissance survey conducted on February 13, 2024, a colony of great blue herons (*Ardea herodias*) was observed nesting in the tops of tall pines approximately 320 feet southwest of the survey area. Although nesting was not observed within the survey area, the tall pine trees that occur along the edges of the survey area have the potential to support colonies of great blue herons and other tree-nesting species. Further, American crows (*Corvus brachyrhynchos*) have been known to nest in the tall pine trees along the northern edge of the survey area, which may reduce the likelihood for raptors to nest there due to harassment and nest predation by the crows.

Structures in the survey area may provide nesting opportunities for other nesting birds, including black phoebe (*Sayornis nigricans*) and cliff swallow (*Petrochelidon pyrrhonota*),

which attach or build their nests to undersides of eaves and structures with mud. Other species, such as sparrows, use cracks and crevices in structures, and gulls often use building roofs for nesting. While the buildings in the survey area likely support nesting by these other structure-dwelling species, no skyscrapers or tall buildings suitable for nesting by peregrine falcons (*Falco peregrinus*) are present.

The San Diego Bay shoreline, which is primarily concrete and riprap lined in the southern portion of the survey area, does not provide suitable nesting habitat for shorebirds due to the lack of undisturbed, long, sandy stretches of beach without vegetation. No suitable nesting habitat is present in the survey area for one of the sensitive bird species observed, double-crested cormorant, and the only sensitive species with a high potential to occur, California least tern; therefore, these species are not expected to nest in the survey area. The survey area provides suitable nesting habitat for the two other sensitive bird species observed in the survey area, California horned lark and Cooper's hawk. However, the suitable nesting habitat for these two species is limited to the edges of the survey area, specifically the small area of disturbed habitat at the eastern end of the survey area for California horned lark and the mature trees around the northern and western edges of the survey area for Cooper's hawk. The potential for these two sensitive species to nest in the survey area is further reduced by development and high levels of activity surrounding the survey area, particularly the San Diego International Airport that borders the survey area to the north, which has the potential to deter nesting by these sensitive species.

While no common or sensitive birds or raptors were observed nesting in the survey area during the 2024 biological reconnaissance survey, the availability of suitable nesting habitat and nearby foraging habitat indicates birds and raptors protected under the CFGC and MBTA likely use the survey area for nesting.

Sensitive Roosting Bats

No bats were observed during the 2024 biological reconnaissance survey. The survey area does not contain abundant suitable foraging habitat for common or sensitive bat species. In addition, suitable roosting habitat is limited. The buildings in the urban/developed land of the survey area provide suitable roosting habitat for structure-dwelling bats, including sensitive Mexican long-tongued bat (*Choeronycteris mexicana*) and other common bats such as the big brown bat (*Eptesicus fuscus*). Although sparse, the few ornamental agave (century) plants observed primarily surrounding the commercial and industrial developments could provide suitable foraging opportunities for Mexican long-tongued bat. However, this species is not known to occur in the survey area but is known to frequent areas farther north (i.e., Pacific Beach) (CDFW 2025a, 2025b; SanGIS 2025; USFWS 2025). Approximately 600 meters west of the survey area is Spanish Landing Park, where there is some potential for tree-roosting bats, such as the

hoary bat (*Lasiurus cinereus*), western red bat (*Lasiurus blossevillii*), and western yellow bat (*Lasiurus xanthinus*), which forage in open areas. However, due to the surrounding urban development, high levels of activity and noise at the nearby San Diego International Airport, and overall low-quality and limited roosting habitat, there is low potential for these species to roost in the survey area. While no bats were observed using the survey area for roosting or foraging during the 2024 biological reconnaissance survey, no nighttime mist-netting or acoustic surveys were conducted, and there is potential for sensitive bat roosting and foraging in the survey area.

Marine Mammals

Marine habitats, including shallow subtidal, moderately deep subtidal, and eelgrass beds in the southern portion of the survey area, provide suitable foraging habitat for marine mammals that are protected under the Marine Mammal Protection Act, including Pacific harbor seal (*Phoca vitulina richardsi*), California sea lion (*Zalophus californianus californianus*), and coastal bottlenose dolphin (*Tursiops truncatus*). Based on the literature and database review and reconnaissance survey results, there are no documented established haul-out, foraging, or breeding areas used by these or other marine mammals within the survey area (District 2019; Unitt 2004; CDFW 2025a, 2025b; SanGIS 2025; USFWS 2025). However, these species may move through the marine habitats in the southern portion of the survey area while foraging. Furthermore, the shoreline along the edge of the marine habitats of the survey area is primarily concrete and riprap lined, which reduces the potential for the survey area to provide haul-out and resting habitat for marine mammals. While no marine mammals were observed in the survey area during the 2024 biological reconnaissance survey, no in-water marine surveys were conducted, and there is potential for marine mammals to forage in and move through the southern portion of the survey area.

3.3.1.5 Critical Habitat and Essential Fish Habitat

Critical Habitat

The potential presence of critical habitat in the survey area and within a 1-mile radius was analyzed. No critical habitat for sensitive plant or wildlife species occurs in or within 1 mile of the survey area. All of San Diego Bay, including the northern portion where the survey area is located, is proposed as critical habitat for federally threatened green sea turtle (*Chelonia mydas;* Eastern Pacific Distinct Population Segment) migration, foraging, and resting (NOAA 2023). Green sea turtle was determined to have a moderate potential to forage in the eelgrass beds in the southern portion of the survey area while moving through San Diego Bay but is not expected to nest in the survey area. An analysis of this species' potential to occur in the survey area is provided in Appendix E, Section 5.4, Sensitive Species.

Essential Fish Habitat

EFH is defined as waters and substrate necessary to fish for spawning, breeding, feeding, or growth to maturity (16 USC 1802[10]). Under the MSA, EFH is established regionally by Fisheries Management Councils through the preparation of FMPs. The survey area is within the Pacific region, and the Pacific Coast Fisheries Management Council has designated EFH for the following species: salmon, groundfish (elasmobranchs, roundfish, rockfish, and flatfish), coastal pelagic species (sardines, anchovies, and mackerel), and highly migratory species (tunas, sharks, and swordfish) (NMFS 2023). The Pacific Coast FMPs manage and require consultation with the National Oceanic and Atmospheric Administration's (NOAA's) National Marine Fisheries Service (NMFS) for actions that may adversely affect EFH (NMFS 2023).

The marine habitats in the survey area (eelgrass beds, shallow subtidal, and moderately deep subtidal) provide potential EFH for some of the species managed by the Pacific FMPs, including groundfish (elasmobranchs, roundfish, rockfish, and flatfish) and coastal pelagic species (sardines, anchovies, and mackerel). Further, within EFH, eelgrass beds are designated as an HAPC for managed groundfish species within the Pacific Coast Groundfish FMP (NMFS 2023). No in-water marine surveys were conducted, and although the literature and database results do not document sensitive marine fish species in the survey area, there is potential for these fish species to forage in and move through the southern portion of the survey area.

3.3.1.6 Wildlife Corridors and Habitat Linkages

Wildlife corridors provide routes for local wildlife movement and regional habitat linkages, often following linear topographic, vegetative, or hydrologic features. These corridors can be continuous habitat features, or "stepping stone" areas, providing critical rest and foraging areas for, for example, birds traveling along migratory routes. Local routes of movement provide constant connections to resources including water sources, home/cover sites, and foraging areas. Regional linkages and movement corridors provide larger patches of open space to allow relatively free movement of wildlife species along multiple paths between important resources. These areas allow for not only long-term genetic flow between subpopulations but also critical pathways of seasonal/migratory movements. Larger predatory mammals often use regional corridors for hunting and reproduction needs. Habitat characteristics considered include topography, habitat quality, and adjacent land uses.

The terrestrial portion of the survey area is developed, is generally surrounded by developed areas, and does not provide large tracts of undisturbed native vegetation or undeveloped open spaces through which wildlife seeking opportunities for movement

would be attracted to or use. Most of the survey area has limited use as a wildlife movement corridor because available nesting, roosting, and foraging habitat is restricted to sparse ornamental vegetation and existing structures. The survey area may provide some local movement opportunities for mesocarnivores, such as raccoons (*Procyon lotor*), and smaller mammals, such as rabbits (*Sylvilagus* sp.), but it is more likely that common, non-sensitive mesocarnivore (Virginia opossum [*Didelphis virginiana*]) and rodent species use the survey area the most.

The marine habitats in the survey area, primarily within the survey buffer but also on the south-central edge of the Project area, have the potential to provide a wildlife movement corridor for marine mammals, sensitive green sea turtles, and anadromous fish species both locally and regionally. As discussed in Appendix E, a resident population of green sea turtles (Eastern Pacific DPS), a federally threatened species, is documented in south San Diego Bay, and these individuals are known to move through north San Diego Bay during migration (NAVFAC Southwest 2016; NOAA 2023). While documented occurrences of marine mammals, including harbor seals and California sea lions, within the aquatic habitats of the survey area are less common, these species may move through north San Diego Bay while foraging. Much of the marine habitat in the survey area is composed of eelgrass beds, which represent suitable foraging habitat for green sea turtles and may attract prey species, including fish and invertebrates for marine mammals that have the potential to move through north San Diego Bay.

The survey area holds some value for MBTA-protected migrating birds flying through to wintering or breeding grounds. The survey area is within the Pacific Flyway, along which millions of birds, especially waterfowl, migrate annually between Alaska and Canada, through California, to Mexico and South America. Coastal San Diego provides an important stopover area for a large variety of birds during their annual migration. The ornamental vegetation around the northern and western edges of the survey area and structures throughout the survey area can temporarily support migrants, particularly due to the proximity of the survey area to San Diego Bay and connection to the Pacific Coast and open waters to the west; however, the dense commercial and industrial development likely deters migrants from using the survey area for any longer length of time. The survey area provides nesting opportunities for common species that are less likely to be disturbed by greater human presence, including Anna's hummingbirds (*Calypte anna*), American crows, and western gulls (*Larus occidentalis*), all of which are likely to use the survey area for nesting and foraging.

3.3.2 Regulatory Setting

This section describes the federal, state, and local regulatory framework that addresses biological resources.

3.3.2.1 Federal

Coastal Zone Management Act of 1972 (16 USC 1451–1464, Chapter 33)

This act is administered by the NOAA's Office of Ocean and Resource Management and was established as a national policy to preserve, protect, develop, and—where possible—enhance or restore the Coastal Zone in the United States. California has a federally approved Coastal Zone Management Program, and the Coastal Zone Management Act is administered by the CCC. The Coastal Zone Management Act ensures that development projects in coastal areas are designed and sited in a manner that is consistent with Coastal Zone land uses, maximizes public health and safety, and ensures that biological resources (e.g., wetlands, estuaries, beaches, and fish and wildlife and their habitat) within the Coastal Zone are protected. The CCC enforces the Coastal Zone Management Act by certifying that any proposed project is consistent with the CCA of 1976 (as amended). The enforceable policies of the Coastal Zone Management Act are found in Chapter 3 of the California Coastal Act, which is discussed further in the CCA section under state regulations.

Clean Water Act of 1972, Sections 401 and 404 (33 CFR 328.3[a])

The Federal Water Pollution Control Act Amendments of 1972, commonly known as the CWA (33 USC 1251–1376), as amended by the Water Quality Act of 1987, is the major federal legislation governing water quality. The purpose of the CWA is to "restore and maintain the chemical, physical, and biological integrity of the nation's waters."

On August 29, 2023, the U.S. Environmental Protection Agency (USEPA) and the USACE issued a final rule to amend the Final Revised Definition of Waters of the U.S. The 2023 final rule became effective on September 8, 2023. Under the 2023 final rule:

(a) Waters of the U.S. are defined as:

1. Waters which are:
    i. Currently used, or were used in the past, or may be susceptible to use in interstate or foreign commerce, including all waters which are subject to the ebb and flow of the tide;
    ii. The territorial seas; or
    iii. Interstate waters;
2. Impoundments of waters otherwise defined as waters of the United States under this definition, other than impoundments of waters identified under (a)(5) of this section;
3. Tributaries of waters identified in (a)(1) or (2) of this section that are relatively permanent, standing or continuously flowing bodies of water;
4. Wetlands adjacent to the following waters:
    i. Waters identified in (a)(1) of this section; or

ii. Relatively permanent, standing or continuously flowing bodies of water identified in (a)(2) or (a)(3) of this section and with a continuous surface connection to those waters;

5. Intrastate lakes and ponds not identified in (a)(1) through (4) of this section that are relatively permanent, standing or continuously flowing bodies of water with a continuous surface connection to the waters identified in (a)(1) or (a)(3) of this section.

On November 17, 2025, the USEPA and the USACE announced proposed revisions to the definition of "waters of the United States" under the 2023 final rule, provided above, which defines the scope of federal jurisdiction over Clean Water Act permitting. The proposed changes focused on relatively permanent, standing or continuously flowing bodies of water—such as streams, oceans, rivers, and lakes—and wetlands that are connected and indistinguishable from such waterbodies. The public comment period closed on January 5, 2026. The USEPA and USACE have not issued the final rule updating the definition of waters of the United States as of the date of this EIR.

Section 401 requires an applicant for any federal permit that proposes an activity that may result in a discharge into WOTUS to obtain certification from the state that the discharge will comply with other provisions of the CWA. Certification is provided by the respective Regional Water Quality Control Board (RWQCB). A Section 401 certification from the San Diego RWQCB would be required for future projects if a Section 404 permit and/or Rivers and Harbor Act (Section 10) permit are required.

Section 404 provides for USACE issuance of permits for discharge of dredged or fill material into WOTUS. Permits typically include conditions to minimize impacts on water quality. Common conditions include (1) USACE review and approval of sediment quality analysis before dredging; (2) a detailed pre- and post-construction monitoring plan that includes disposal site monitoring; and (3) requiring compensation for loss of WOTUS.

Federal Endangered Species Act of 1973, Sections 4, 7, 9, and 10 (16 USC 1531 et seq.; 50 CFR Part 402)

This act prohibits the "take" (i.e., harm, harass, or kill individuals or destroy associated habitat, as defined in Section 9 of the federal Endangered Species Act [ESA]) of species federally listed as threatened or endangered. Take incidental to otherwise lawful activities can be authorized by the U.S. Fish and Wildlife Service (USFWS) through a permit under federal Endangered Species Act, Sections 4(d), 7, or 10(a). Take is defined in Section 3 of the act as "harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or collect, or to attempt to engage in any such conduct." The U.S. Supreme Court ruled in 1995 that the term "harm" includes destruction or modification of habitat. Section 4(d) of the Act issues species-specific rules to establish appropriate protective regulations for threatened

species. Sections 7 and 10 of the Act may authorize "incidental take" for an otherwise lawful activity (a development project, for example) if it is determined that the activity would not jeopardize survival or recovery of the species. Section 7 applies to projects where a federally listed species is present and there is a federal nexus, such as a federal CWA Section 404 permit (e.g., impacts on WOTUS) that is required. Section 7 requires consultation between the federal action agency and USFWS or NMFS if incidental take is anticipated. Section 10, requiring an incidental take permit and development of a Habitat Conservation Plan, applies when a federally listed species is present, but there is no federal nexus.

Magnuson-Stevens Fishery Conservation and Management Act of 1976 (PL 94-265)

This act is the primary law that governs marine fisheries management in federal waters, including protecting EFH, such as eelgrass beds, which are used by fish to spawn, breed, and grow to maturity. First passed in 1976, the act fosters the long-term biological and economic sustainability of marine fisheries. The MSA requires federal agencies to consult with NOAA's NMFS on all actions, or proposed actions, authorized, funded, or undertaken by the agency, that may adversely affect EFH. The EFH Guidelines (50 CFR 600.05–600.930) outline the process for federal agencies, NMFS, and the Fishery Management Councils to satisfy the EFH consultation requirement under Section 305 (b[2]-[4]) of the MSA. As part of the EFH Consultation process, the guidelines require federal action agencies to prepare a written EFH Assessment describing the effects of that action on EFH (50 CFR 600.920[e][1]). EFH assessments must include (1) a description of the proposed action, (2) an analysis of effects, including cumulative effects, (3) the federal agency's views regarding the effects of the action on EFH, and (4) proposed mitigation, if applicable.

Marine Mammal Protection Act of 1972 (16 USC 1361 et. seq.)

All marine mammals are afforded protection under this act. With limited exception, the act makes it illegal to "take" a marine mammal without authorization granted by the NMFS. "Take" is defined in Title 16, Section 1362(13), of the U.S. Code as harassing, hunting, capturing, or killing, or attempting to harass, hunt, capture, or kill, any marine mammal. "Harassment" is defined as pursuit, torment, or annoyance, which has the potential to injure a marine mammal in the wild or has the potential to disturb a marine mammal in the wild by causing disruption of behavioral patterns including but not limited to migration, breathing, nursing, breeding, feeding, or sheltering. Take authorization must be granted by the NMFS. Under the 1994 Amendments to the Marine Mammal Protection Act, harassment is statutorily defined in Title 16, Section 1362(18)(A), of the U.S. Code as any act of pursuit, torment, or annoyance that has the potential to:

- Injure a marine mammal or marine mammal stock in the wild (Level A harassment); or
- Disturb a marine mammal or marine mammal stock in the wild by causing disruption of behavioral patterns, including but not limited to migration, breathing, nursing, breeding, feeding, or sheltering but that does not have the potential to injure a marine mammal or marine mammal stock in the wild (Level B harassment).

Migratory Bird Treaty Act of 1918 (16 USC 703–712; 50 CFR 10)

This act prohibits the direct or indirect take of migratory birds and their active nests unless permitted. The MBTA was enacted in 1918 to prohibit the killing or transport of native migratory birds, or any part, nest, or egg of any such bird, unless allowed by another regulation adopted in accordance with the MBTA. A list of migratory bird species that are protected by the MBTA is maintained by USFWS, which regulates most aspects of the taking, possession, transportation, sale, purchase, barter, exportation, and importation of migratory birds. Under the MBTA, "take" means to kill, directly harm, or destroy individuals, eggs, or nests, or to otherwise cause failure of an ongoing nesting effort. USFWS does not issue permits for "incidental take" of migratory birds that results from otherwise lawful activities such as construction of development projects.

Rivers and Harbors Act of 1899, Section 408

The Section 408 program allows another party, such as a local government, company, or individual, to alter a USACE Civil Works Project. The Section 408 program verifies that changes to authorized USACE Civil Works Projects will not be injurious to the public interest and will not impair the usefulness of the Project.

Rivers and Harbors Act of 1899, 10

Section 10 of the act requires that permits be obtained from the USACE in navigable WOTUS for all structures, such as riprap. The USACE grants or denies Section 10 permits based on the effects on navigation. Most projects covered under this act are also covered under CWA Section 404. The San Diego Bay and coastal waters within the proposed Project area are considered traditional navigable water regulated under Section 10 of the Rivers and Harbors Act; therefore, any future work activities proposed within or over any navigable waters would require Section 10 compliance and coordination with USACE.

California Eelgrass Mitigation Policy

The NMFS is an office of the NOAA and is responsible for the stewardship of the nation's ocean resources and their habitat. NMFS developed the California Eelgrass Mitigation Policy (CEMP) to establish and support a goal of protecting eelgrass and its habitat

functions (NMFS 2014). The CEMP includes guidance on defining eelgrass habitat, surveying, mapping, assessing impacts, avoiding and minimizing impacts on eelgrass, and mitigation options. Avoidance and minimization measures included within the CEMP relate to turbidity, shading, circulation, and nutrient and sediment loading impacts. Mitigation options include comprehensive management plans, in-kind mitigation, mitigation banks and in-lieu-fee programs, and out-of-kind mitigation. The NMFS has provided this policy to other state and federal agencies, including CDFW, as guidance for handling Project-related impacts on eelgrass habitat.

Pacific Coast Groundfish Fishery Management Plan

The Pacific Coast Groundfish FMP was first implemented in 1982 and describes how the Pacific Fishery Management Council develops decisions for management of the groundfish fishery in federal waters off the coasts of California, Oregon, and the outer coast of Washington, but does not include inland waters (NMFS 2023). The council has amended the FMP numerous times, most recently in 2024, in response to changes in the fishery, reauthorizations of the Magnuson-Stevens Act, and litigation.

3.3.2.2 State

Birds of Prey Protection Provision (California Fish and Game Code, Section 3503.5)

This provision prohibits the taking of birds of prey (Order Falconiformes and Strigiformes), including their nests and eggs.

California Endangered Species Act of 1970 (California Fish and Game Code, Section 2050 et seq.)

This act prohibits any activities that would jeopardize or take a species designated as threatened or endangered by the state. The California Endangered Species Act (CESA) establishes the policy of the state to conserve, protect, restore, and enhance threatened or endangered species and their habitats. The CESA mandates that state agencies should not approve projects that would jeopardize the continued existence of threatened or endangered species if reasonable and prudent alternatives are available that would avoid jeopardy. For projects that affect both a state and federally listed species, compliance with the federal ESA will satisfy the CESA if CDFW determines that the federal incidental take authorization is consistent with the CESA under California Fish and Game Code, Section 2080.1. For projects that would result in the take of a state-only listed species, the project proponent must apply for an incidental take permit under Section 2081(b).

California Coastal Act of 1976 and the California Coastal Commission

The CCC was established by voter initiative in 1972 and was made permanent by the California Legislature through the adoption of the CCA of 1976 (California Public Resources Code, Section 30000 et seq.). The CCC, in partnership with coastal cities and counties, plans and regulates the use of land and water in the Coastal Zone. The CCA requires that the boundaries of ports located within the Coastal Zone including Hueneme, Long Beach, Los Angeles, and the San Diego Unified Port District (District) be established and that a Port Master Plan (PMP) that carries out the provisions set forth in the act, including Policies 30700–30721, be prepared and adopted by each port governing body. The Project area is entirely within the Coastal Zone and the District and, therefore, is subject to the CCA.

California Fish and Game Code, Section 3503

Section 3503 of the CFGC prohibits the take, possession, or needless destruction of the nests or eggs of any birds, except as otherwise provided by the code or any regulation made pursuant thereto.

California Fully Protected Wildlife Species Provision (California Fish and Game Code, Sections 3511, 4700, 5050, and 5515)

California Fish and Game Code, Sections 3511, 4700, 5050, and 5515, prohibit take or possession of fully protected species. Incidental take permits cannot be issued for fully protected species. In very specific circumstances, incidental take of fully protected species may be authorized under an approved Natural Communities Conservation Plan (NCCP).

California Native Plant Protection Act of 1977 (California Fish and Game Code, Sections 1900–1913)

These provisions preserve, protect, and enhance endangered or rare native plants of the state.

Marine Life Management Act of 1999

This act, which became law on January 1, 1999, delegated greater management authority to the California Fish and Game Commission and CDFW for the management and conservation of California's marine living resources.

Natural Community Conservation Planning Act of 1991, as amended (California Fish and Game Code, Sections 2800–2835)

The primary objective of the NCCP Program is to conserve natural communities at the ecosystem level while accommodating compatible land use. The program seeks to anticipate and prevent the controversies and gridlock caused by species' listing by focusing on the long-term suitability of wildlife and plant communities and including key interests in the process.

Porter-Cologne Water Quality Control Act of 1969

The Porter-Cologne Water Quality Control Act is the California equivalent of the federal CWA. It provides for statewide coordination of water quality regulations through the establishment of the State Water Resources Control Board (SWRCB) and nine separate RWQCBs that oversee water quality on a day-to-day basis at the regional/local level. The RWQCB regulates actions that would involve “discharging waste, or proposing to discharge waste, within any region that could affect the water of the state” (California Water Code, Section 13260[a]), pursuant to provisions of the Porter-Cologne Act. Waters of the state are defined as “any surface water or groundwater, including saline waters, within the boundaries of the state” (California Water Code, Section 13050[e]). The act is implemented by the SWRCB and RWQCB for impacts to waters of the state. Although water quality issues related to impacts to surface waters are normally addressed during Section 401 Water Quality Certification, should a water of the state not be a WOTUS, impacts of discharges to the waters of the state would be addressed under a Construction General Permit, state General Waste Discharge Order, or Waste Discharge Requirements, depending on the level of impact and the properties of the waterway.

Proposed projects must be analyzed to determine if they will result in discharges to waters of the state. Discharges subject to Section 404 regulation may require a Section 401 certification, and other discharges to waters of the state may require Waste Discharge Requirements.

California Green Building (CALGreen) Bird-Friendly Design Standards

Section A5.107, Bird-Friendly Building Design, applies to “a newly constructed building, or an alteration of an existing building that includes the addition or replacement of 50 percent or more of the exterior glazing.” Applicable projects are required to comply with the bird-friendly building design elements and features in Sections A5.107.1 through A5.107.3 of the California Energy Code and the fire hazard severity zone regulations in Chapter 7A of the California Building Code. Bird-friendly design standards include standards regarding required elevation treatment, special conditions, and nighttime conditions. Specifically regarding nighttime conditions, Section A5.107.3 states "nighttime lighting at the top of the building, and in the interiors of all the areas visible through exterior glazing, including lobby and atrium, shall be controlled with time-switch control devices or occupancy sensors complying with the current California Energy Code with the exception of emergency lighting required for nighttime security and aeronautical beacon lighting required by the Federal Aviation Administration” (CALGreen 2022a).

3.3.2.3 Local

The Project area is within the jurisdictional boundaries of the District; therefore, the District has jurisdiction over the Project area and is the lead agency in preparation of the

California Environmental Quality Act (CEQA) analysis for the Project. Although the Project area is also within the City and the City's Multiple Species Conservation Program Subarea Plan, projects within the District are not subject to the requirements of the City's 2024 General Plan Update (City of San Diego 2024) or the County of San Diego's Multiple Species Conservation Program (County of San Diego 1998).[1] Further, the District is not an enrolled agency in California's NCCP Program.

Port Master Plan

The PMP guides the physical development of the lands within the District's jurisdiction and also serves as the District's coastal program for the CCA. The District's jurisdiction includes the Public Trust lands (i.e., tidelands) bayward of the mean high tide line, submerged lands generally to the U.S. pierhead line, and other upland properties as acquired by the District. The District manages these lands in trust for the people of the State of California. The PMP establishes specific goals, objectives, policies, and standards to direct future development, facilitate a diverse range of uses and activities, and provide a broad range of proposed public improvements. The PMP's goals, objectives, policies, and standards were developed in accordance with the CCA, Public Trust Doctrine, and San Diego Unified Port District Act, which are the foundation for the plan's legislative framework (District 2020).

The following goal in the existing PMP is applicable to biological resources with respect to the Project (District 2020):

- **Goal VIII.** The port district will enhance and maintain the bay and tidelands as an attractive physical and biological entity.
  - Each activity, development and construction should be designed to best facilitate its particular function, which function should be integrated with and related to the site and surroundings of that activity.
  - Views should be enhanced through view corridors, the preservation of panoramas, accentuation of vistas, and shielding of the incongruous and inconsistent.
  - Establish guidelines and standards facilitating the retention and development of an aesthetically pleasing tideland environment free of noxious odors, excessive noise, and hazards to the health and welfare of the people of California.
  - Establish and foster an artworks program to promote, enhance, and enliven the waterfront experience through the public and private placement of works of art.

[1] The County of San Diego Multiple Species Conservation Program is a cooperative federal, state, and local environmental conservation program aimed at preserving San Diego's unique native plants and animals (covered species) (County of San Diego 1998).

- **Goal XI.** The Port District will protect, preserve, and enhance natural resources, including natural plant and animal life in the bay as a desirable amenity and ecological necessity, and a valuable and usable resource.
    - Promote and advance public knowledge of natural resources through environmental educational materials.
    - Identify existing and potential assets.
    - Keep appraised of the growing body of knowledge on ecological balance and interrelationships.
    - Encourage research, pilot programs, and development in aquaculture as long as it is consistent with this goal.
    - Administer the natural resources so that impacts upon natural resource values remain compatible with the preservation requirements of the public trust.

Port Master Plan Update

The Port Master Plan Update (PMPU) is a comprehensive update to the PMP. The PMPU Environmental Impact Report (EIR) was certified in February 2024; however, the PMPU is not formally certified by the CCC and is, therefore, not yet the governing land use document of the District. Similar to the PMP, the PMPU provides the official goals and planning policies, as well as water and land uses, for development and conservation of the District tidelands and submerged lands that compose the PMPU area. With buildout expected to occur by 2050, the proposed PMPU would implement the approximately 30--year planning vision by identifying allowable water and land uses and providing policies to address six PMPU elements: Water and Land Uses, Ecology, Environmental Justice, Mobility, Safety and Resiliency, and Economics (District 2024). Until the PMPU is certified by the Coastal Commission, the standard of review for the future project Coastal Development Permit will be the existing certified PMP and not the PMPU.

The following goals listed in the Ecology Element of the PMPU are applicable to reduce impacts to biological resources within the District (District 2024):

- **ECO Goal 1.** Tidelands that support vibrant and healthy ecosystems.
    - **ECO Objective 1.1:** Enhance, conserve, restore, and maintain the biodiversity in Tideland areas
        - **ECO Policy 1.1.1**: The District shall maintain marine resources in alignment with Section 30230 of the California Coastal Act.
        - **ECO Policy 1.1.2**: The District shall prioritize and pursue opportunities for the protection, conservation, creation,

restoration, and enhancement of sensitive habitats and State or federally listed coastal species.

- **ECO Policy 1.1.3**: Future development adjacent to conservation areas and other sensitive habitats shall:
  a. Be coordinated, sited, and designed to avoid impacts where feasible or where legally required; if avoiding impacts is not feasible, or avoidance is not legally required, mitigate impacts in the following order of preference:
     1. On-site;
     2. In a mitigation bank;
     3. In the same ecoregion with the Bay;
     4. Elsewhere in the Bay; or
     5. In the same watershed of the Coastal Zone;
  b. Require biological monitoring as determined by the District and/or the wildlife agencies; and
  c. When affecting disturbed sensitive habitat areas, restoration or enhancement must occur to the greatest extent feasible
- **ECO Policy 1.1.6**: Development within wetland buffers is limited to minor passive recreational uses, such as outlooks, and/or spur-trails, with fencing, or other improvements deemed necessary to protect the habitat, and should be located in portions of the buffer area farthest from the habitat (e.g., upper (upland) half of the buffer area). Minor encroachments of ecological buffers are also allowed if located next to an existing development.
- **ECO Policy 1.1.7**: Development adjacent to habitat areas occupied by threatened or endangered species shall be in compliance with the federal and California Endangered Species Acts and shall be implemented to protect the health and survival of the species.
- **ECO Policy 1.1.8**: Development shall integrate drought-tolerant species native to the San Diego County Coastal Zone as a part of landscaped areas.
- **ECO Policy 1.1.9**: Planting of invasive plant species shall be prohibited in landscaped areas. Development that contains landscaped areas with existing invasive species shall not continue to maintain these invasive species and shall prepare a plan to remove the invasive species.
- **ECO Policy 1.1.10**: Development above the water or adjacent to sensitive habitat areas should use ecologically sensitive lighting

that is shielded and directed away from the water or sensitive habitat areas, sensor activated, and of the lowest possible color temperature that also meets public safety requirements

- **ECO Policy 1.1.11**: The District shall encourage the use of biologically engineered stormwater solutions to prevent degradation of coastal wetlands and marine ecosystems, and to reduce stormwater pollution to the Bay.
- **ECO Poly 1.1.12**: Science-based management practices shall be used on Tidelands to guide water, sediment, and natural resource decisions.
- **ECO Policy 1.1.17**: The District shall prioritize the use of nature-based solutions composed of natural or sustainable materials that increase shoreline biodiversity and coastal resiliency, including but not limited to living shorelines and wetland and coastal habitat restoration, where feasible and applicable.
- **ECO Policy 1.1.18**: Coastal flooding adaptation strategies or other natural resource management practices shall be implemented to protect coastal habitats and ecosystem function under a range of future sea level rise and climate change scenarios.
- **ECO Policy 1.1.19**: Support creative and innovative solutions to improve the resiliency of the Bay's marine ecosystems and the biodiversity within Tidelands.
- **ECO Policy 1.1.21**: The District shall maximize habitat connectivity and continuity for intertidal and subtidal habitats within the Bay particularly for those areas that provide habitat and nursery areas for estuarine and marine species.
- **ECO Policy 1.1.22**: The District shall strive to conserve and enhance intertidal and subtidal habitat in an effort to reduce fragmentation, improve habitat functionality and create a connected network of intertidal and subtidal habitat throughout tidelands.
- **ECO Policy 1.1.23**: The District shall pursue opportunities to create, preserve, enhance or restore intertidal and subtidal habitats in areas that have historically been impacted by development.

- **ECO Goal 2.** Clean, healthy waters and landside areas.
  - **ECO Objective: 2.1:** Clean, healthy waters and landside areas
    - **ECO Policy 2.1.1**: The District shall prioritize and pursue opportunities for the protection and enhancement of water quality.

    - **ECO Policy 2.1.2**: The District shall maintain water quality in alignment with California Coastal Act Section 30231.
    - **ECO Policy 2.1.3**: Waste management strategies shall be implemented throughout Tidelands, including as part of development, with a focus on reducing trash entering waterways.
    - **ECO Policy 2.1.5**: The District shall continue to conduct, or require permittees to conduct, long-term monitoring of water, sediment, eelgrass, birds, and marine life in the Bay.
- **ECO Objective: 2.3:** Prevent pollution from entering the Bay
    - **ECO Policy 2.3.2**: Educational information shall be provided to the public and tenants regarding natural resources protection, runoff or increased runoff flows, and pollution prevention measures to minimize or reduce impacts on water and sediment quality.
    - **ECO Policy 2.3.4**: Permittees shall implement measures to prevent pollution impacts and adverse impacts from runoff flows from all development and maintenance activities.

San Diego Bay Integrated Natural Resources Management Plan

The INRMP sets forth a long-term vision and strategy sponsored by two of the major managers of the San Diego Bay: the U.S. Navy and the District (District 2013). Its intent is to provide direction for the good stewardship that natural resources require while supporting the ability of the U.S. Navy and District to achieve their missions and continue functioning within San Diego Bay. Other wildlife and resource agencies, including the USFWS, NMFS, and CDFW, are also signatories to the INRMP. The ecosystem approach reflected in the INRMP looks at the interconnections among the natural resources and human uses of the bay and across ownership and jurisdictional boundaries. San Diego Bay is viewed as an ecosystem rather than a collection of individual species, sites, or projects. This is a collaborative strategy for managing San Diego Bay's natural resources and a primary means by which the U.S. Navy and the District jointly plan natural resources management activities in San Diego Bay with their government and non-government partners. The INRMP identifies the following guiding principles for ecosystem management for San Diego Bay (District 2013):

- Maintain and improve the sustainability and native biodiversity of ecosystems
- Administer with consideration of ecological units and time frames
- Support sustainable human activities
- Develop priorities and reconcile conflicts
- Develop coordinated approaches to ecosystem health through partnerships

- Rely on the best science and data available
- Use benchmarks to monitor and evaluate outcomes
- Apply adaptive management

San Diego Unified Port District Jurisdictional Runoff Management Program

Under the Municipal Stormwater Permit, each jurisdiction is required to have a Jurisdictional Runoff Management Program (JRMP), which includes a component that addresses issues related to construction activities and a component that addresses issues related to existing development, and which requires co-permittees to establish adequate enforcement authority, develop education/outreach, and conduct monitoring. In addition, each co-permittee prepares and submits an annual report that describes program implementation and strategies to reduce the discharge of pollutants of concern to the municipal separate storm sewer system and receive waters to the maximum extent practicable.

The District's JRMP has been developed to meet the conditions of the Municipal Stormwater Permit and to assist the District in achieving the goals identified in the Water Quality Improvement Plan. District-specific Water Quality Improvement Plan-based strategies have been incorporated into the JRMP. The JRMP's focus is on controlling stormwater discharges to the municipal separate storm sewer system, with the overall goal of achieving improvements in receiving water quality. The District has developed a list of BMPs that are applicable to all people, activities, and operations occurring on District tidelands, and the JRMP uses District-specific jurisdictional activities and watershed-based strategies. Enforcement of the JRMP helps to prevent stormwater pollutants from entering local storm drains and, ultimately, the San Diego Bay.

Moreover, the Municipal Stormwater Permit (Provision E.4) requires the District to implement a construction management program in accordance with the strategies in the San Diego Bay Watershed Water Quality Improvement Plan, in addition to core permit requirements. The core permit requirements include a project approval process that ensures appropriate BMPs are attached to conditions of approval for construction projects as well as ongoing construction site inventory updates and tracking and inspection. In addition, the District is required to establish minimum BMPs from the following categories: Project Planning, Non-Stormwater Management, Good Housekeeping/Waste Management, Erosion Control, Sediment Control, and Run-On and Run-Off Control.

City of San Diego Regulations

City of San Diego Municipal Code

The City's Grading Ordinance (SDMC Section 142.0101 et seq.) incorporates a number of requirements related to hydrology and water quality, including BMPs necessary to

control stormwater pollution from sources such as erosion/sedimentation and construction materials during project construction and operation. Specifically, these include elements related to slope design, erosion/sediment control, revegetation requirements, and material handling/control.

3.3.3 Method of Analysis

The following impact analysis focuses on potential biological-resources-related impacts of the Project. The evaluation considers Project plans, current conditions in the Project area, and applicable regulations and guidelines. In addition, the Biological Resources Technical Report (Appendix E) informed the analysis of Project-related impacts. Prior to conducting the 2024 biological reconnaissance and avian use surveys, sensitive biological resources with potential to occur within 1 mile of the survey area were identified through a review of existing maps, literature, and other biological studies conducted in the area, and sensitive species occurrence databases. As discussed in Section 3.3.1.4, this list of sensitive species was assessed, and each species was assigned a potential to occur in the survey area (i.e., not expected, low, moderate, or high), or marked as present if observed during the biological reconnaissance survey. Only the sensitive plant and wildlife species determined to have a high potential to occur in the survey area are included in the analysis below. Refer to Appendix E for a complete discussion of the documents and databases that were reviewed before the biological resources survey was performed, and a detailed analysis of the species assessed for potential to occur in the survey area.

The general biological reconnaissance survey was conducted by Harris biologists on February 13, 2024. A 100-foot buffer around the Project area boundary was used for the 2024 biological reconnaissance survey. The survey was conducted by walking meandering transects throughout the survey area and mapping vegetation communities, marine habitat and land cover types; documenting plant and wildlife species; noting suitable habitat; and evaluating the potential for occurrence of sensitive, rare, threatened, and endangered plant and wildlife species, as well as suitable roosting habitat for bats (Appendix E). Vegetation mapping was recorded in the field using the ArcGIS Collector application with an aerial image of the survey area. Biologists used binoculars to visually identify wildlife species and listened for vocalizations. Avian use surveys for the Project were conducted in 2024 (winter season surveyed in January and February 2024, summer breeding season surveyed in June and July 2024, and fall migration surveyed in October 2024); refer to Appendix E for additional details. No focused protocol surveys or rare plant surveys were conducted during this survey effort. No in-water surveys were conducted.

The following sections identify the thresholds of significance for the Project and describe the impacts and mitigation from the Project.

3.3.4 Thresholds of Significance

Thresholds of significance were largely based on Appendix G of the CEQA Guidelines. For purposes of this EIR, the Project would have a significant impact on biological resources if it would:

- **Threshold 1:** Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service.
- **Threshold 2:** Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations or by the California Department of Fish and Game or U.S. Fish and Wildlife Service.
- **Threshold 3:** Have a substantial adverse effect on state or federally protected wetlands (including, but not limited to, marsh, vernal pool, coastal, etc.) or other jurisdictional waters through direct removal, filling, hydrological interruption, or other means.
- **Threshold 4:** Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites.
- **Threshold 5:** Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance.
- **Threshold 6:** Conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or state Habitat Conservation Plan.

Impacts on biological resources from implementation of the Project are categorized quantitatively as direct and indirect impacts. Direct impacts to biological resources occur when significant alterations or destruction occurs during, or because of, Project implementation. Examples of such impacts include removing, disturbing, or grading vegetation and erecting any structures. Other direct impacts may include loss of foraging or nesting habitat and loss of individual species as a result of habitat clearing. Indirect impacts may include elevated levels of noise or lighting, change in surface water hydrology, and increased erosion or sedimentation. These types of indirect impacts can affect vegetation communities or their potential use by sensitive species. They can also cause the disruption of normal wildlife functions or activities, impacting individual species.

Within the direct and indirect quantitative impacts categories, impacts are also qualified temporally as permanent and temporary impacts. Permanent impacts may result in irreversible damage to biological resources, including habitat or removal of species from

a particular area. Temporary impacts are interim changes in the local environment due to construction and would not extend beyond Project-associated construction.

3.3.5 Project Impacts and Mitigation

The following sections address various potential impacts relating to biological resources that could result from implementation of the Project. Figure 3.3-5, Biological Resource Impacts, displays the Project limits of work, referred to as the "impact area," overlayed on the biological resources documented in the survey area, including vegetation communities, marine habitat and land cover types; jurisdictional aquatic resources; and observed sensitive species. The approximately 550-foot-long segment of shoreline along the southeastern portion of the Project area anticipated for repair and replacement with shoreline protective devices such as riprap and, where feasible, nature-based adaptation strategies and nature-based solutions, is also shown on Figure 3.3-5.

3.3.5.1 Threshold 1: Candidate, Sensitive, or Special-Status Species

Impact Analysis

Sensitive Plant Species

Direct and Indirect Impacts

As discussed in Section 3.3.1.4, no sensitive plant species were observed in the survey area during the 2024 biological reconnaissance survey, and no additional sensitive plant species were determined to have a high potential to occur in the survey area based on the literature and database results review. While no focused rare plant surveys were conducted in the survey area, most of the Project area and potential impact area are urban/developed land composed of hardscape and buildings and limited vegetation dominated by non-native landscaping plants. The disturbed habitat in the survey buffer outside the Project area has a low potential to support sensitive plant species, as evaluated in Appendix E, and impacts to this area are not anticipated to occur (Figure 3.3-5).

While no in-water marine surveys were conducted during the 2024 biological reconnaissance survey, no sensitive plant species were determined to have a potential to occur in the marine habitats in the Project area. Eelgrass, while not listed as a sensitive plant species, is documented within the eelgrass beds in the southeastern portion of the Project area (Figure 3.3-1). Eelgrass beds are designated as EFH and HAPC under the MSA and, therefore, are categorized as a sensitive marine habitat. Impacts related to eelgrass beds as a sensitive marine habitat are evaluated in Section 3.3.5.2. Therefore, direct and indirect impacts to sensitive plant species would be less than significant.

Sensitive Wildlife Species

Direct Impacts

The three sensitive wildlife species observed in the survey area during the 2024 biological reconnaissance and avian use surveys include Cooper's hawk, California horned lark, and double-crested cormorant (Figure 3.3-4). As discussed in Section 3.3.1.4, one sensitive wildlife species, California least tern, which was not observed during the 2024 survey, was determined to have a high potential to occur, specifically for foraging, in the waters of the San Diego Bay within the survey area. Potential impacts to suitable nesting habitat for Cooper's hawk, California horned lark, double-crested cormorant, and California least tern in the Project area is discussed in the Nesting Birds subsection below.

The survey area provides suitable foraging habitat for Cooper's hawk. The only marginally suitable foraging habitat for California horned lark is limited to the disturbed habitat in the eastern end of the survey area, outside the Project area. The potential suitability for foraging by these species is reduced by the urban development and high levels of activity surrounding the Project area. Although these species' limited foraging habitats within the Project area could be temporarily disrupted during construction, the existing urban conditions would not change from Project implementation, and no permanent loss of foraging habitat would occur (Figure 3.3-5). Further, the addition of the waterfront park and promenade landscaping proposed by the Project would expand potential foraging habitat for these species. Therefore, impacts to foraging Cooper's hawk and California horned lark would be less than significant.

As previously discussed, most of the Project area is developed and does not provide suitable foraging habitat for double-crested cormorant or California least tern. However, the southeastern portion of the Project area where an approximately 550-foot-long section of shoreline would be repaired and replaced with nature-based solutions or riprap has the potential to extend below the high tide line into aquatic habitats, specifically shallow and moderately deep subtidal, which provide suitable foraging habitat for these species (Figure 3.3-5). Double-crested cormorant were observed foraging in and flying over these communities of San Diego Bay on the southeastern portion of the Project area and survey buffer during the 2024 surveys. Although California least tern were not observed foraging in the survey area, the species has several known nesting colonies in San Diego County, the closest of which is at the San Diego International Airport approximately 0.5 mile northeast of the survey area. Therefore, these species have the potential to forage in the water of San Diego Bay in the southeastern edge of the Project area while moving between their established nesting grounds and greater suitable foraging along the Pacific Coast.

While most of the Project activities are limited to the urban/developed land of the Project area, the repair and replacement of approximately 550 feet of shoreline with nature-based solutions or riprap could result in direct temporary impacts to the foraging habitat for double-crested cormorant and California least tern provided by the eelgrass beds and shallow and moderately deep subtidal communities in the southeastern portion of the Project area (Figure 3.3-5). In the event shoreline replacement activities cannot avoid in-water work conducted solely from the land side of the Project area during low-tide conditions, these potential impacts could result from a barge temporarily operating within the eelgrass beds and shallow and moderately deep subtidal portions of the survey area. The barge could be used to remove and replace shoreline materials during shoreline replacement activities. The barge would be required to reposition based on the tide to avoid touching or disturbing the sea floor and sensitive eelgrass beds. Further, no spudding or other barge positioning methods that would disturb the sea floor or eelgrass beds would be allowed during shoreline replacement activities. A full description of the potential barge construction method is provided in Chapter 2, Project Description. Once the existing shoreline revetment or surrounding riprap are repaired and replaced, the exposed shoreline would be reinforced with riprap or nature-based solutions, consistent with the existing surrounding shoreline of San Diego Bay, and would not result in the permanent loss of the foraging habitat that the eelgrass beds and shallow and moderately deep subtidal provide for these species. Therefore, implementation of the Project could directly impact double-crested cormorant and California least tern through temporary displacement of individuals and rendering habitat inaccessible during construction of the Project (Figure 3.3-5). Direct impacts to these three sensitive wildlife species would be potentially significant.

Nesting Birds

The survey area provides suitable nesting habitat for birds and raptors protected under the CFGC and MBTA, including Cooper’s hawk and California horned lark that were observed in the survey area. Although no active nests or nesting behavior were observed during the 2024 biological reconnaissance and avian use surveys, the availability of suitable tree- and structure-nesting habitat and nearby foraging habitat indicates birds likely use the Project area for nesting.

Suitable nesting habitat for Cooper’s hawk is limited to the large trees along the northern and western edges of the survey area, outside the Project area. Similarly, the only marginally suitable nesting habitat for California horned lark is limited to the disturbed habitat in the eastern end of the survey area, outside the Project area. The potential suitability for foraging and nesting by these species is reduced by the urban development and high levels of activity surrounding the Project area.

While most of the Project activities are limited to the urban/developed land of the Project area, if Cooper's hawk or California horned lark are present nesting in their suitable habitat, implementation of the Project could directly impact these species through temporary displacement of individuals during Project implementation, including demolition of existing structures and construction of the Project components (Figure 3.3-5). Therefore, direct impacts to nesting Cooper's hawk and California horned lark would be potentially significant.

Based on the literature and database results, there are no documented nesting sites in the Project area for double-crested cormorant or California least tern (District 2019; Unitt 2004). The closest nesting sites for the double-crested cormorant are documented more than 10 miles south and southwest of the Project area (Unitt 2004). No established nesting colonies or suitable nesting habitat for California least tern are present in the Project area (District 2019; Unitt 2004). Therefore, no direct impacts to these species' nesting habitat would occur.

If construction begins during the nesting season (January 15 through September 15) (California Fish and Game Code, Sections 3503 and 3503.5), temporary direct construction-related impacts could have a significant impact on the nesting birds and raptors protected under the CFGC and MBTA. Impacts would occur through disturbance to nesting birds from the removal of tree- and structure-nesting habitat during construction. Therefore, impacts to nesting birds protected under the MBTA and CFGC from construction activities that begin during the raptor nesting season and general bird nesting season would be potentially significant.

Sensitive Roosting Bats

As discussed in the Biological Resources Technical Report (Appendix E), low potential for sensitive bat species, including hoary bat, western red bat, and western yellow bat, occurs and is limited to the ornamental trees and palms along the edges of the survey area, outside the Project area. Although roosting bats were not observed during the 2024 biological reconnaissance survey, no focused nighttime mist-netting or acoustic surveys were conducted. The availability of suitable structure and tree-roosting habitat with nearby foraging habitat suggests that sensitive bats are likely roosting in the Project area. Direct impacts to the developed land in the Project area, particularly removal of buildings and trees during construction, could result in direct impacts to sensitive bats in the form of permanent and temporary roosting habitat loss. Therefore, impacts to sensitive roosting bat species during construction and tree removal would be potentially significant.

Marine Mammals

Suitable foraging habitat for marine mammals that are protected under the Marine Mammal Protection Act, including Pacific harbor seal, California sea lion, and coastal bottlenose dolphin, is present in the shallow and moderately deep subtidal and eelgrass beds in the southeastern portion of the survey area. Only a small portion of the Project area, specifically the seaplane ramp, occurs in the shallow and moderately deep subtidal and eelgrass bed habitats, and no Project construction is proposed in that area. However, the potential temporary use of a barge during the shoreline repair and replacement activities could result in temporary direct impacts to marine mammals from temporary disruption of foraging habitat in the shallow and moderately deep subtidal and eelgrass beds adjacent to the 550-foot-long shoreline repair and replacement area (Figure 3.3-5). Marine mammals would likely avoid foraging in the area surrounding the barge during its use; however, the barge would be stationary and close to shore during operation, allowing marine mammals to easily avoid it and move through the open waters of the bay to the south unrestricted. Moreover, use of the barge would be for a short time, after which point any impacts would cease.

As discussed in the analysis of sensitive wildlife species direct impacts, no permanent impacts from removal of the shallow and moderately deep subtidal and eelgrass beds in the survey area would occur, and the current shoreline would be repaired and replaced with nature-based solutions or riprap, consistent with the surrounding shoreline of San Diego Bay. Therefore, the Project would not result in the permanent loss of the foraging habitat that shallow and moderately deep subtidal and eelgrass beds provide for marine mammals. However, as discussed previously, implementation of the Project could impact these species through temporary displacement of individuals and temporary elimination of their foraging habitat during construction of the Project (Figure 3.3-5). Therefore, impacts to marine mammals would be potentially significant.

Indirect Impacts

Temporary construction-related and long-term operational indirect impacts to sensitive wildlife generally include behavioral changes and mortality from new structures and sources of lighting, increased human activity, water quality (increased turbidity, excessive sedimentation, flow interruptions, and changes in water temperature), noise, vibration, and trash and garbage, which can attract both introduced terrestrial and native terrestrial and bird predators (such as American crows, common ravens [*Corvus corax*], domestic dogs [*Canis familiaris*], raccoons, and striped skunks [*Mephitis mephitis*]). These impacts are considered indirect impacts as they are reasonably foreseeable and caused by the Project, but occur at a different time or place than the actual Project. Implementation of the Project includes demolition of existing structures and construction of new permanent

buildings and structures (including the Topgolf netting system), as well as the proposed waterfront park along the southern portion of the Project area. Both construction and operation of the Project could introduce the previously listed factors, potentially resulting in indirect impacts to the sensitive wildlife species observed or with a high potential to occur in the Project area—Cooper's hawk, California horned lark, double-crested cormorant, and California least tern. These potential indirect impact factors are discussed in detail in the subsections below.

Structures

The Project proposes one three-level building with a maximum height of 46 feet and a barrier netting system that ranges between 90 and 170 feet. The barrier netting system is much higher than the low-rise building height (40-foot above grade) cited by the USFWS and California Green Building Standards Code as being most susceptible to bird strikes and accounting for 56 percent of collision mortalities (CALGreen 2022b; USFWS 2021). However, these new structures could potentially result in an increase in bird strikes due to the new building, and an increase in both entanglements and bird strikes due to the barrier netting system. According to the USFWS (USFWS 2024a; 2024b), glass is an invisible barrier to birds. During the day, birds mistakenly fly toward reflections in glass that may deceive them to be natural habitat, such as the sky or trees. According to California Green Building Standards Code's Bird-Friendly Design Workshop, bird strikes predominantly occur within the first 40 vertical feet of a building (CALGreen 2022b). Additionally, according to the USFWS, most bird strike fatalities occur at residences and buildings shorter than four stories tall (USFWS 2024a). Additional impacts to birds from these new structures may include disorientation, attraction to the structures, and avoidance or evasive behavior around them. Avoidance of the structures may lead to increased energy expenditure for birds that forage within the surrounding habitat.

While the new barrier netting system introduces a risk of bird entanglement to the Project area, the results of monitoring conducted at the Topgolf Burlingame, which is in a similar coastal location to the Project, determined that no bird incidents with the netting system that would trigger an actionable report have been reported to date (H.T. Harvey & Associates 2019; Wetterling, pers. comm. 2025). The use of black netting and net marking devices have been shown to be visible for birds flying toward the netting system, as evidenced in monitoring survey results for Topgolf Burlingame, which documented birds that were flying toward the netting system appearing to identify the netting and changing course to fly around or over it (H.T. Harvey & Associates 2019). Although these results are limited to one Topgolf location and do not negate the entanglements that have occurred at other Topgolf locations and the potential risk for future entanglements, they suggest that adaptive management solutions can reduce potential direct impacts to birds.

The potential indirect impacts from increased bird strikes on and entanglement in the new structures proposed by the Project could result in behavioral changes and potential mortality for the sensitive bird species observed or those with a high potential to occur in the Project area—Cooper's hawk, California horned lark, double-crested cormorant, and California least tern.

In addition, the poles that support the barrier netting system could provide new structures for raptors and other avian predators to use as perches while hunting. The introduction of new perches for raptors could increase the potential for mortality by predation on sensitive California horned lark that was observed foraging and has the potential to nest in the Project area. Potential indirect impacts to sensitive California least tern, while not known to nest in the Project area, could also result from the introduction of new raptor hunting perches. As previously discussed in Section 3.3.1.4, an established California least tern colony occurs approximately 0.5 mile northeast of the Project area at the San Diego International Airport. Some raptor species, such as the peregrine falcon, can identify and track prey that is up to 1 mile away (Vance et al. 2000). Due to the proximity of the Project area to the California least tern colony, raptors utilizing the barrier netting system poles as perches could negatively impact the colony by predating chicks, fledglings, and adults. The potential for predators to use the poles as perches can be reduced through the incorporation of perch deterrent devices into the Project design. Perch deterrent devices such as triangle- and cone-shaped pole caps or spike-type features installed on the tops of poles and other similar structures have been shown to decrease the use and duration of perching by predators (SDG&E 2014; Dwyer & Doloughan 2014). Without the use of perch deterrent devices in the Project design, the potential indirect impacts from the new barrier netting system poles could result in mortality by predation of the sensitive bird species observed or those with a high potential to occur in the Project area—California horned lark and California least tern.

Therefore, structure-related indirect impacts to sensitive wildlife species during construction activities and operation of the Project would be potentially significant.

Lighting

The Project would result in new and increased nighttime lighting during construction activities and operation, which could disrupt behaviors and cause mortality (i.e., bird strikes) to the sensitive wildlife species that occur or have a high potential to occur in the survey area. High-frequency blue-light light-emitting diodes (LEDs) have been shown to disrupt natural circadian rhythms in humans and wildlife, leading to disruptions in sleep. Artificial lighting can also extend daily activity and lead to prolonged foraging periods in diurnal species, such as the five sensitive wildlife species included in this discussion. Other disruptions in wildlife behaviors, such as disorientation, attraction to, and

congregation around lights are associated with nocturnal migrating birds (Aulsebrook et al. 2021). Due to the high aiming angle required to illuminate the golf balls in flight from the Topgolf building, the light spill is expected to exceed the threshold for nighttime impacts from sports lighting as discussed in Section 3.1, Aesthetics. At night, birds are attracted to artificial lights on landscapes and in residences, drawing them closer to windows and other lit structures (including the proposed netting system), increasing the potential for bird strikes and netting entanglement. According to the California Green Building Standards Code, bird strikes occur predominantly within the first 40 vertical feet of a building (CALGreen 2022b).

The increased nighttime light spillage into the marine habitats of the survey area could also result in changes to the behavior of protected marine mammals moving through this portion of San Diego Bay. However, as demonstrated in the Lighting Analysis prepared for the Project (Appendix C), with mitigation in the form of a berm or fence screening as included in mitigation measure AES-1 in Section 3.1, the Project would not result in light spillage specifically into marine habitats in San Diego Bay. For evaluation purposes, the threshold for light spill into the water is equal to levels previously accepted by the District and CCC at the nearby Rady Shell at Embarcadero Marina Park South of 0.08 foot-candles (fc) (0.86 lux). DarkSky International's updated Municipal Ordinance Template suggests using light trespass thresholds of 1 lux (0.09 fc) for light trespass into WOTUS. The threshold of 0.08 fc is more conservative and "ensures that the lighting measures are practical, enforceable, and follows the DarkSky's Five Principles of Responsible Outdoor Lighting" (DarkSky International 2024). In addition, the Lighting Analysis demonstrated that the proposed display screens in the Topgolf outfield would not result in any nighttime light spill into marine habitats (Appendix C).

Further, the Project would be required to comply with the PMP and PMPU, which include specific goals, objectives, policies, standards, project design guidelines, and ordinances to minimize indirect impacts to adjacent sensitive resources. For example, the PMPU Ecology Element ECO Policy 1.1.10 requires development proposed above water or adjacent to sensitive habitat areas to "use ecologically sensitive lighting that is shielded and directed away from the water or sensitive habitat areas, sensor activated, and of the lowest possible color temperature that also meets public safety requirements." Compliance with this policy would minimize the Project's light spillage into marine habitats through reducing the length of time certain lighting features are on and utilizing lower-intensity lighting. Consistency with the PMP and PMPU would further minimize lighting-related indirect impacts to sensitive wildlife species from implementation of the Project. However, due to the overall increase in lighting, the Project would not be consistent with the INRMP and its principles for ecosystem management and stewardship of resources in San Diego Bay, primarily the principle of maintaining and improving the sustainability

and native biodiversity of ecosystems. Through implementation of Mitigation Measure BIO-1, the Project would comply with the INRMP's requirement to apply adaptive management methods to reduce impacts from Project light sources.

However, the potential indirect impacts from increased lighting proposed by the Project could result in behavioral changes and mortality for the sensitive bird species observed or those with a high potential to occur in the Project area—Cooper's hawk, California horned lark, double-crested cormorant, and California least tern. Therefore, lighting-related indirect impacts to sensitive wildlife species during construction activities and operation of the Project would be potentially significant.

Increased Human Activity

The Project includes changes to land uses and increased public access to the waterfront within the Project area. Despite the change in land use, the Project area is currently fully developed and surrounded by commercial and public land uses, including the San Diego International Airport. Due to the already disturbed baseline conditions of the Project area, the incremental increase in human activity resulting from the Project during construction and operation is unlikely to result in indirect impacts to the sensitive wildlife species observed and with a high potential to occur, including foraging double-crested cormorant and California least tern and nesting Cooper's hawk and California horned lark.

Further, the Project would be required to comply with the PMP and PMPU, which include specific goals, objectives, policies, standards, Project design guidelines, and ordinances to minimize indirect impacts to adjacent sensitive resources. For example, the PMPU Ecology Element ECO Policy 1.1.7 requires "development adjacent to habitat areas occupied by threatened or endangered species shall be in compliance with the federal and California Endangered Species Acts and shall be implemented to protect the health and survival of the species." Compliance with this policy would prohibit construction personnel or the public from harming or harassing federally and state-protected species within the Project area. Further, the Project would be required to be consistent with the INRMP and its principles for ecosystem management and stewardship of resources in San Diego Bay, primarily the principle of maintaining and improving the sustainability and native biodiversity of ecosystems by implementing sustainable shoreline design features while providing coastal access to the public. Consistency with the PMP, PMPU, and INRMP would minimize human activity-related indirect impacts to sensitive wildlife species from implementation of the Project. Therefore, indirect impacts to sensitive wildlife species from human activity during construction and operation of the Project would be less than significant.

Water Quality and Hydrologic Changes

Construction and operation of the Project could temporarily degrade water quality in and surrounding the Project area through turbidity, excessive sedimentation, and flow interruptions resulting in indirect impacts to sensitive wildlife species. Water quality degradation in the Project area could result in indirect impacts to the sensitive wildlife species observed and with a high potential to occur, including through abandonment of foraging habitat for double-crested cormorant and California least tern. Specifically, short-term water quality impacts from turbidity during the use of the barge for shoreline repair and replacement activities have the potential to disrupt foraging in the eelgrass beds and shallow and moderately deep subtidal portions of the survey area, resulting in indirect impacts to these species.

The Project would be required to comply with the PMP and PMPU, which include specific goals, objectives, policies, standards, Project design guidelines, and ordinances to minimize indirect impacts to adjacent sensitive resources. For example, the PMPU Ecology Element ECO Policy 1.1.11 "encourages the use of biologically engineered stormwater solutions to prevent degradation of coastal wetlands and marine ecosystems, and to reduce stormwater pollution to [San Diego] Bay." The Project complies with PMPU Ecology Element ECO Policy 1.1.11 because the Project includes the construction of new storm drain infrastructure, including implementation of BMPs and realignment of the two existing stormwater outfalls to prevent degradation of marine ecosystems and to reduce stormwater pollution to San Diego Bay. Refer to Section 3.8, Hydrology and Water Quality, for a discussion on the Project's proposed stormwater features. Appendix J2, Stormwater Quality Management Plan, includes the stormwater quality management plan prepared for the Project in compliance with the Municipal Permit and with design criteria outlined in the District's BMP Design Manual. In addition, PMPU Ecology Element ECO Policy 2.3.4 requires "permittees implement measures to prevent pollution impacts and adverse impacts from runoff flows from all development and maintenance activities." The Project complies with PMPU Ecology Element ECO Policy 2.3.4 by implementing BMPs, including measures to help prevent degradation of water quality, avoid releases of construction debris and hazardous materials, limit construction equipment idling and fugitive dust emissions, protect biological resources, and control erosion and sedimentation during construction, as well as BMPs including stormwater runoff collection through a series of water quality basins or similar approved device for required water filtration during operation. As discussed in Section 3.8, post-construction site drainage would remain similar to the pre-project condition, and the implementation of the waterfront park west of Liberator Way would not alter existing drainage patterns. Further, the Project would be required to be consistent with the INRMP and its guiding principles for ecosystem management and stewardship of resources in San Diego Bay by implementing project

BMPs as discussed above. Consistency with the PMP, PMPU, INRMP, and implementation of requirements under the state's Construction General Permit (CGP) and National Pollutant Discharge Elimination System (NPDES) would minimize water quality-related indirect impacts to sensitive wildlife species from implementation of the Project.

Projects proposed in the District tidelands that are greater than 1 acre, including the Project, are required to comply with the CGP and the NPDES regulations concerning water quality. The CGP requires Stormwater Pollution Prevention Plan (SWPPP) development and implementation, including BMPs for sediment control and erosion control, and regular inspections and reporting. Standard construction BMPs and construction-related minimization measures, such as limited exposure time of disturbed soil areas, wind-erosion control, silt fencing, and vehicle and equipment cleaning to control dust, erosion, and runoff, would be incorporated into the Project's SWPPP to reduce potential indirect water quality-related impacts associated with development of the Project. The District's BMPs and Environmental Standards for water quality would be implemented during the proposed shoreline removal and replacement, upgrades to stormwater outfalls, and any existing in- and overwater structures maintenance or repairs that occur during operation of the Project (District 2019). These BMPs and Environmental Standards include performance standards and disturbance thresholds, water quality monitoring and reporting, preventative measures like silt curtain installation, and required response actions for exceedances of standards and thresholds. Integration of the District's construction and operational BMPs and Environmental Standards would protect water quality in the Project area and surrounding San Diego Bay.

However, in the absence of measures that would avoid water quality degradation during in-water shoreline repair and replacement activities using the barge, water-quality related indirect impacts to sensitive wildlife species would be potentially significant.

Noise and Vibration

Construction-related noise and vibration in the Project area could result in indirect impacts to sensitive wildlife species both observed and with a high potential to occur, including through abandonment of foraging habitat for double-crested cormorant and California least tern and nesting habitat for Cooper's hawk and California horned lark. These sensitive wildlife species may temporarily or permanently leave their foraging or nesting habitats to avoid noise generated from construction activities, which may lead to reduced reproductive success and increased mortality.

Construction of the Project would potentially result in temporary noise level increases due to the operation of heavy equipment. As analyzed in Section 3.10, Noise, the greatest anticipated construction noise levels generated from the use of the four noisiest pieces of

equipment that could be required during Project construction, including a grader, excavator, dozer, and pile driver, would be approximately 94 A-weighted decibels (dBA) at a 50-foot distance. The existing sound environment in the Project area has an average noise level of approximately 64 dBA with a maximum level of approximately 81 dBA (as described in Section 3.10). While the USFWS and CDFW do not have universal dBA limits for the sensitive foraging and nesting birds observed or with a high potential to occur in the Project area, the 30 dBA increase (at 50 feet) from ambient noise levels that would occur during Project construction is likely to deter birds from foraging and nesting within and immediately surrounding the Project area. Despite the increase in noise levels during construction, this condition would be temporary, with the maximum noise levels occurring only during pile driving for the barrier system netting poles. As previously discussed under Direct Impacts, the Project area and surrounding 50 feet provide only limited foraging and nesting opportunities for the sensitive bird species observed and with a high potential to occur in the Project area. Further, more suitable foraging habitats are available along the coast and in open spaces outside the Project area, and sensitive bird foraging activity is likely to resume in the Project area once construction is complete. However, a 30 dBA increase, while temporary, would be considered a significant increase and has the potential to result in indirect noise impacts to sensitive birds foraging in and surrounding the Project area (Caltrans 2016). Therefore, indirect impacts to sensitive foraging birds from temporary construction noise levels would be potentially significant. As previously discussed under Direct Impacts, Nesting Birds, impacts to nesting Cooper's hawk and California horned lark, which are protected under the MBTA and CFGC, could occur from construction activities that begin during the nesting season (January 15 through September 15) (California Fish and Game Code, Sections 3503 and 3503.5). Therefore, if construction begins during the nesting season for these species, the increased noise levels during construction could result in indirect impacts to nesting Cooper's hawk and California horned lark, and impacts would be potentially significant.

The shoreline repair and replacement using on-shore and barge methods would increase the ambient noise levels in and surrounding the Project area. However, no pile driving or vibratory construction methods are proposed for shoreline repairs, and the levels of noise generated would be temporary and are not anticipated to reach thresholds to disturb sensitive species like marine mammals (NMFS 2025). The shoreline repair and replacement activities are expected to occur during daytime hours over a short period of time, along only a 550-foot portion of the bay, and are unlikely to result in significant indirect impacts to sensitive marine mammals.

The District's BMPs and Environmental Standards discussed under Water Quality also include guidelines and thresholds for ensuring noise and vibration from in-water maintenance or repairs that occur during the proposed shoreline removal and

replacement and operation of the Project would not result in significant impacts to sensitive wildlife species (District 2019). These noise- and vibration-related BMPs and Environmental Standards include performance standards and disturbance thresholds, noise and biological monitoring and reporting, and required response actions for exceedances of standards and thresholds. Integration of the District's construction BMPs and Environmental Standards would reduce the noise and vibration emitted during construction of the Project.

However, in the absence of measures that would reduce the levels of noise and vibration during construction, indirect impacts to sensitive foraging and nesting birds and foraging marine mammals would be potentially significant.

Trash and Garbage

The Project includes construction and increases public access to the waterfront within the Project area, resulting in an increase in trash and garbage which can attract both introduced terrestrial and native terrestrial and bird predators. The increased presence of trash and garbage in the Project area during construction and operation could result in indirect impacts to the sensitive wildlife species observed and with a high potential to occur, including increased mortality through predation for Cooper's hawk, California horned lark, double-crested cormorant, and California least tern.

As previously discussed, the Project would be required to comply with the PMP and PMPU, which include specific goals, objectives, policies, standards, Project design guidelines, and ordinances to minimize indirect impacts to adjacent sensitive resources. For example, the PMPU Ecology Element ECO Policy 2.1.3 requires implementation of "waste management strategies . . . including as part of development, with a focus on reducing trash entering waterways." Compliance with this policy would prohibit the accumulation of trash and garbage in the Project area, reducing the attraction of predators that could result in sensitive wildlife species mortality. The Project complies with PMPU Ecology Element ECO Policy 2.1.3 by placing covered, secured trash receptacles that are inaccessible to wildlife within the waterfront park and promenade areas. Moreover, as discussed under Water Quality, the Project would be required to comply with the state's CGP and NPDES regulations concerning controlling the release of hazardous materials, including trash and garbage. Standard construction BMPs and construction-related minimization measures, such as requiring trash and garbage control and removal, would be incorporated into the Project's SWPPP to reduce potential indirect impacts from the release of trash and garbage associated with development of the Project. Thus, the Project would comply with Policy 2.1.3. Further, complying with these policies also ensures the Project would be consistent with the INRMP and its principles for ecosystem management and stewardship of resources in San Diego Bay, primarily the principle of

maintaining and improving the sustainability and native biodiversity of ecosystems as required by implementing sustainable waste collection while providing coastal access to the public. Consistency with the PMP, PMPU, INRMP, and implementation of construction BMPs would minimize trash and garbage-related indirect impacts to sensitive wildlife species from implementation of the Project.

Therefore, indirect impacts to sensitive wildlife species from increased trash and garbage generation during construction and operation of the Project would be less than significant.

Mitigation Measures

To reduce impacts to below a level of significance, the following mitigation measures shall be implemented as part of the Project.

Sensitive Plant Species

Direct Impacts

No mitigation is required.

Indirect Impacts

No mitigation is required.

Sensitive Wildlife Species

Direct Impacts

Significant direct impacts to sensitive wildlife species, including foraging seabirds and shorebirds, nesting birds and raptors, sensitive roosting bats, and marine mammals could occur during Project implementation as a result of temporary displacement of individuals and removal of these species' suitable habitat.

Implementation of Mitigation Measures BIO-1 through BIO-3 would mitigate potential direct impacts to sensitive foraging seabirds and shorebirds, nesting birds and raptors, sensitive roosting bats, and marine mammals to below a level of significance. Mitigation Measure BIO-1 would require monitoring by a qualified biologist responsible for conducting pre-construction nesting bird surveys; overseeing mitigation for noise and light impacts during construction; implementing protection and avoidance measures for foraging seabirds, shorebirds, and marine mammals in the shoreline repair and replacement area; clearing roosting bats from trees and structures prior to construction activities; providing a worker education program; and completing monitoring and reporting requirements. Mitigation Measure BIO-2 requires in-water construction measures, including vessel operator training to avoid impacts on eelgrass and wildlife species from water quality and turbidity; avoidance of eelgrass; and the deployment of a turbidity

curtain prior to the start of the in-water activities to reduce water quality impacts and to create a physical barrier between construction activities and foraging wildlife species. Mitigation Measure BIO-3 would require compliance with the CEMP, including pre- and post-construction eelgrass surveys for potential in-water construction activities associated with the shoreline repair and replacement.

BIO-1: Monitoring and Protection/Avoidance Measures. Prior to the start of construction activities for each Project component, the District shall approve and the Project applicant or District shall retain a qualified biologist to implement required monitoring. The approval is to include the resumes of the qualified biologist who will conduct the biological monitoring.

The qualified biologist shall be responsible for the following monitoring and reporting tasks:

1. **Migratory Bird Treaty Act Compliance.** To avoid any direct impacts to birds and raptors protected under the Migratory Bird Treaty Act, removal of habitat that supports active nests in the Project area shall occur outside of the general breeding season for these species (January 15 to September 15). If removal of habitat in the Project area must occur during the breeding season, the qualified biologist shall conduct a pre-construction survey to determine the presence or absence of protected nesting birds and raptors in the Project area. The pre-construction nesting survey must be conducted within 10 calendar days prior to the start of construction. If nesting birds or raptors are detected, a construction buffer shall be established and nest monitoring shall occur at the appropriate interval as determined by the qualified biologist to prevent any impacts to nesting species. These buffers are to remain in place until the qualified biologist determines the nest is no longer active. If, based on the judgment of the qualified biologist, species behavior indicates disturbance or modification due to project activities, the qualified biologist shall have the authority to halt or modify construction activities, as appropriate.
2. **Construction Noise and Lighting Impact Mitigation**. To the maximum extent feasible, the following noise and lighting conditions shall be followed by the construction contractor as overseen by the qualified biologist:
    a. Construction activities expected to result in the highest decibel outputs shall occur outside the general breeding season for birds and raptors, from January 15 to September 15, especially during the specific nesting season for California least tern (April 15 to September 15). Noise monitoring during these high-decibel

construction activities shall be conducted at the discretion of the qualified biologist to avoid potential noise-related behavioral changes for foraging and nesting birds.

b. Construction activities shall be limited to between dawn and dusk to avoid the use of nighttime construction lighting and the resulting illumination of adjacent habitat areas.

3. **Seabird, Shorebird, and Marine Mammal Protection.** If shoreline repair and replacement construction will require in-water activities (including the use of a barge) and has been determined by a qualified biologist to have the potential to create turbidity, a qualified biologist shall conduct a survey of the shoreline repair and replacement area plus a 100-foot buffer, including the surface of the water, to determine the presence of foraging seabirds, shorebirds, and marine mammals. The qualified biologist shall be present for the duration of the in-water shoreline repair and replacement activities to observe any seabirds, shorebirds, or marine mammals foraging in that area. If the qualified biologist determines these species are present within the 100-foot buffer, the qualified biologist shall direct the work to stop until the species leaves the area.
4. **Tree and Structure Clearance.** If the removal or demolition of structures or trees in the Project area (particularly any ornamental trees) is necessary during the nesting season, a qualified biologist shall conduct clearance surveys prior to removal. If wildlife species are encountered in any of the structures or trees during other biological surveys, the qualified biologist shall allow the species to disperse. If tree- and/or structure-roosting bats are suspected, structure clearance surveys followed by slow removal by gently pushing the structure or tree over with heavy equipment, to provide bats with further opportunity to disperse, shall be required.
5. **Pre-Construction Meeting/Education.** Prior to the start of construction activities, including potential in-water shoreline repair and replacement, a qualified biologist shall meet with the construction contractor and crew and conduct an on-site educational session regarding the need to avoid impacts and to protect sensitive plants and wildlife that may occur in or near the Project area. This may include but not be limited to explanations of the bird nesting buffers, protection of sensitive wildlife, avoidance of eelgrass beds, and construction best management practices.
6. **Biological Monitoring and Reporting.** A qualified biologist shall inspect the Project construction area. This may include but not be limited to pre- and post-construction inspections, weekly visits, or full-time monitoring, as determined by the qualified biologist in consultation with the District.

i. The qualified biologist shall document inspection events in reports. These reports shall be sent to the District project manager each month.
ii. A Final Monitoring Report shall be prepared and sent to the District project manager within 3 months of mitigation monitoring completion. The report shall detail monitoring that occurred and any remedial measures that were required.

BIO-2: **In-Water Construction Measures**. Prior to and during all shoreline repair and replacement activities requiring use of a barge or other in-water methods, the District shall implement the following construction measures in accordance with applicable federal, state, and local regulations, including but not limited to the U.S. Army Corps of Engineer's enforcement of Clean Water Act (CWA) Section 404, Rivers and Harbors Act Section 10, and Regional Permit No. 72; Regional Water Quality Control Board's enforcement of CWA Section 401 and the applicable NPDES permit conditions; California Fish and Game Code, Division 3, Chapter 3.3, Section 2300, and the District's enforcement of the Stormwater Management and Discharge Control Ordinance:

1. **Pre-Construction *Caulerpa* Survey**. Prior to the start of in-water construction activities, the District shall retain a certified *Caulerpa* surveyor to implement a pre-construction *Caulerpa* survey of the in-water work area in accordance with the procedures and requirements in the *Caulerpa* Control Protocol (NOAA 2021) developed by the Southern California *Caulerpa* Action Team to detect existing infestations and avoid the spread of these invasive species to other systems.
2. **Vessel Operator Training**. The District shall ensure vessel operators receive training for the following aquatic disturbance avoidance measures, which apply to all Project-related vessels:
    a. Avoid all contact with the sea floor to prevent impacts on eelgrass and the suspension of sediments, which can result in water quality and turbidity impacts that limit the ability for fish-foraging avian and marine wildlife species to locate prey and disrupt eelgrass productivity.
    b. Minimize activities that direct propeller wash toward shallow areas with substrates that can be suspended and result in increased turbidity.
    c. Operate at "Idle Speed/No Wake" in the immediate area of construction to avoid vessel interactions with marine wildlife species.
3. **Eelgrass Avoidance**. Barges or other in-water vessels shall only shade eelgrass when construction necessitates and for no longer than one tidal cycle (24 hours). Barges shall not be stored over eelgrass habitat. The

vessel operator shall use a high and low tide schedule to determine barge movements and operate over eelgrass only during periods of high tide. Current eelgrass maps completed per the California Eelgrass Mitigation Policy shall be conducted within 60 days prior to construction (Mitigation Measure BIO-3), shall be provided to vessel operators to prevent contact with eelgrass or the sea floor, and shall limit the amount of shading of eelgrass in the in-water construction work area to a maximum of 30 days. No spudding shall be allowed.

4. **Turbidity Curtain**. The District shall deploy a temporary turbidity curtain around the shoreline repair and replacement area or other sediment-disturbing activity areas to restrict the visible surface turbidity plume to the area of construction. The turbidity curtain shall include a hanging ballast-weighted curtain with a surface float line and shall extend from the surface into the water column without disturbing the bottom based on the lowest tidal elevation and swing of the curtain within the water column. The turbidity curtain shall meet the specifications for design, installation, use, performance, and modification outlined in the District's Best Management Practices and Environmental Standards for Overwater Structural Repair and Maintenance Activities for Existing Port Facilities Conducted by the San Diego Unified Port District. The goal of the temporary turbidity curtain is to minimize the area in which visibility of prey by sensitive bird and marine wildlife species is obstructed and maintain a temporary barrier between construction activity and sensitive species foraging habitat.

   In the event permanent loss of eelgrass due to water quality cannot be mitigated through avoidance and deployment of the turbidity curtain, the District shall implement mitigation measures for losses to eelgrass in accordance with the California Eelgrass Mitigation Policy and Mitigation Measure BIO-3.

BIO-3: **Eelgrass Mitigation and Monitoring in Compliance with the California Eelgrass Mitigation Policy.** The District shall comply with all requirements of the California Eelgrass Mitigation Policy (CEMP). In the event permanent eelgrass impacts occur based on a comparison of pre- and post-construction eelgrass surveys as specified in this mitigation measure, the District shall retain a qualified marine biologist to develop an eelgrass mitigation and monitoring plan in compliance with the CEMP to compensate for any loss of eelgrass. Included in this measure are the following requirements:

1. Prior to any in-water construction activities, a qualified marine biologist retained by the District shall conduct a pre-construction eelgrass survey within the planned activity area, including in- and overwater staging areas.

Surveys for eelgrass shall be conducted during eelgrass growing season (March 1 to October 31) and results shall be valid for 60 days, unless completed in September or October, in which case the results will be valid until the next growing season. The District shall submit the results of the pre-construction eelgrass survey to the National Marine Fisheries Service (NMFS) and other regulatory agency points of contact as required, such as the California Coastal Commission, U.S. Army Corps of Engineers, and the San Diego Regional Water Quality Control Board.

2. Within 30 days of in-water construction completion, a qualified marine biologist retained and approved by the District shall conduct a post-construction eelgrass survey in the construction area during the eelgrass growing season (March 1 to October 31). In the event construction ends during the non-growing season (November 1 to February 28), the survey shall be delayed until the growing season resumes. The purpose of the post-construction survey is to evaluate the potential impacts to eelgrass associated with construction. Within 30 days of completion of the post-construction survey, the qualified marine biologist shall submit the survey report to the District and applicable regulatory agencies.
3. In the event impacts on eelgrass are determined, the District shall implement the following measures:
    a. A qualified marine biologist retained and approved by the District shall develop an eelgrass mitigation plan for in-kind mitigation. The plan shall be submitted to the District and NMFS for review and approval within 60 days following the post-construction survey. The plan shall include the following details:
        i. As required by the CEMP, mitigation for eelgrass impacts shall be at a ratio of no less than 1.2:1.
        ii. Mitigation shall commence within 135 days of documented impacts on eelgrass to ensure that mitigation occurs within the same growing season as the impacts.
        iii. Mitigation performance monitoring shall be conducted by the qualified marine biologist at the following milestones: zero, 12, and 24 months.
        iv. All mitigation monitoring shall be conducted by the qualified marine biologist during the active eelgrass growing season, avoiding the low growth season (November through February). All performance standards shall be in accordance with those prescribed in the CEMP.

b. The qualified marine biologist shall submit the monitoring reports (including spatial data and other CEMP-identified requirements) to the District and NMFS within 30 days of each monitoring period.
c. A minimum of 2 years of annual post-construction eelgrass surveys shall be conducted during the active eelgrass growing season. Additional annual surveys may be required at the discretion of the qualified marine biologist, the District, and NMFS.
d. In the event impacts on eelgrass are detected during the 2-year post-construction period, the District shall provide additional mitigation for eelgrass impacts by transplanting eelgrass at a restoration site within San Diego Bay or another mitigation site determined to be suitable by NMFS and the District at a ratio of 1.2:1.

Indirect Impacts

Significant indirect impacts to sensitive wildlife species could occur during Project implementation as a result of decreased water quality, including turbidity, increased noise, new sources of lighting, and bird strikes and entanglement associated with the new buildings and barrier netting system.

Implementation of Mitigation Measures BIO-1 and BIO-2 (described under Direct Impacts) would also reduce indirect impacts to sensitive wildlife species and their foraging habitat, particularly from water quality and noise indirect impacts, to below a level of significance. Mitigation Measure BIO-1 requires monitoring by a qualified biologist, including conducting pre-construction nesting bird surveys, restricting high-decibel output activities during the breeding season for birds, overseeing mitigation for noise and light impacts during construction, monitoring during in-water construction, and implementing overall compliance monitoring. Mitigation Measure BIO-2 requires in-water construction measures to reduce and avoid indirect impacts to both wildlife species and their foraging habitats (eelgrass and shallow subtidal and moderately deep subtidal) through vessel operator training, operational methods, and deployment of a turbidity curtain. Implementation of Mitigation Measure BIO-4 would reduce potential indirect impacts to sensitive wildlife species through incorporating wildlife-safe building practices, installing net marking devices to increase the visibility of the barrier netting system, incorporating lighting features with the lowest possible color temperature and directed downward and shielded away from the waterfront into the Project design, and developing and implementing a performance monitoring and adaptive management plan, including a bird entanglement response procedure.

BIO-4: **Wildlife-Safe Building, Barrier Netting System, and Lighting Design Guidelines and Monitoring Performance Plan.** The Topgolf Project component shall incorporate building, barrier netting system, and lighting design features to protect the safety of sensitive wildlife species. During working drawing approval, the Topgolf Project applicant shall submit the details of the Project design to the District for review and approval. In addition, the Topgolf Project applicant shall develop a monitoring performance plan, the elements of which are detailed below. The Topgolf Project applicant shall work with a qualified biologist to review the building and netting designs and assist with design guidelines.

1. The design guidelines shall include but not be limited to the following:
    a. Building Features:
        i. Trees and landscaping shall be placed away from buildings to minimize birds interacting with building facades.
        ii. The building facades shall be balanced with architectural features that shall include non-reflective or opaque glass surfaces, such as etched/fritted/patterned glass and ultraviolet patterned glass.
        iii. Additional features that shall be incorporated as feasible include awnings, shades, or shutters, which would reduce glass reflection, glare, and overheating.
        iv. Enclosed trash cans around the facility to prevent nuisance animals from accessing the cans.
        v. No invasive plants shall be included in Project landscaping.
    b. Barrier Netting System:
        i. The barrier netting system shall use black netting material to be visible for birds.
        ii. The barrier net shall have 1-inch-diameter mesh netting made of ultraviolet-treated polyester. Polyester material is of flexible construction and may help prevent injuries to birds. The 1-inch mesh is ideal for reducing entanglement concerns for smaller birds and is compliant with the California Green Building (CALGreen) Bird-Friendly Design Standards.
        iii. The barrier netting system shall have sealed edges (i.e., using clips, ties, tension wires, or similar components) to ensure there are no gaps between the net and the poles the netting is secured to. Preventing gaps between the netting and the

poles shall ensure the barrier netting system does not provide openings for birds to perch or become entangled in.

iv. Net marking devices, such as FireFly HW or BirdMark BM-AG, shall be placed in the center of all sections of netting between support poles to form horizontal rows of bird flight diverters per manufacturer recommendations. A maximum distance of 15 vertical feet and 15 horizontal feet for FireFly HW and 30 vertical feet by 30 horizontal feet for BirdMark BM-AG between the marking devices (per manufacturer's recommendations) shall be maintained for the entire netting structure.

v. Perch deterrent devices such as triangle- and cone-shaped pole caps or spike-type features shall be installed on the tops of all barrier netting system poles, as feasible.

vi. Topgolf shall educate employees, through Topgolf's internal formal standard operating procedures and the bird entanglement response procedure (detailed in measure 2.b), on the necessary steps to take in the event that any wildlife is in distress (on site, within the outfield, along nets, or the buildings).

vii. Topgolf shall perform routine inspections of outfield nets to identify tears, rips, holes, and other damage that can lead to increased risk of entanglement both from within the outfield and along the outside perimeter. The full-time on-site facilities maintenance team, along with the in-house national barrier netting specialist, shall be trained to find potential issues before they occur and make any necessary repairs.

c. Lighting Features:

i. Proposed outdoor lighting shall implement the lowest possible color temperature that also meets public safety requirements not to exceed a correlated color temperature of 2,700 Kelvins to emit less high-frequency blue light.

ii. New outdoor lighting (with the exception of outfield lighting) shall be as low to the ground as possible to only illuminate necessary structures, directed downward, and shielded away from the waterfront to eliminate or reduce light trespass (to 0.08 foot-candles or [0.86 lux]), sky glow, and glare.

iii. Lighting fixtures not necessary for safety, entrances, business facility operations, and circulation shall use automatic controls such as timers, dimmers, or motion sensors where possible,

and otherwise shall be automatically shut off by 1:00 a.m., Monday through Friday, and 2:00 a.m., Saturday and Sunday.

2. Performance Monitoring and Adaptive Management Plan:
    a. The Topgolf Project applicant shall retain a qualified biologist, approved by the District, familiar with local and migratory species, to develop and implement a 3-year post-construction monitoring and adaptive management plan to evaluate the effectiveness of the building, barrier netting system, and lighting designs in preventing bird collisions. The qualified biologist shall also evaluate the effectiveness of the perch deterrent devices on the barrier netting system poles, and make recommendations to the District as needed to maintain a satisfactory level of efficacy, to be incorporated into the 3-year post-construction monitoring and adaptive management plan within 30 days of approval by the District.
    b. The monitoring plan shall include frequency of monitoring surveys, monitoring survey methods, bird-net interaction monitoring methods, methods to identify and document locations where bird strikes occur, the number of collisions, the date, the approximate time, and features that may be contributing to collisions. The monitoring plan shall also include an evaluation of the perch deterrent devices on the barrier netting system poles, including monitoring survey frequency and methods, avian predator perching occurrences and locations, the date and approximate time of the perching events, and features of the design that could be allowing avian predators to perch on the poles.
    c. The qualified biologist shall develop a bird entanglement response procedure that shall be implemented if a bird entanglement occurs to prevent bird mortality to the greatest extent possible. The response procedure shall also include contact information for a local wildlife rescue service to assist during and after an entanglement event. If any bird becomes entangled in the netting, the qualified biologist shall notify the California Department of Fish and Wildlife (CDFW) San Diego office and the U.S. Fish and Wildlife Service (USFWS) Carlsbad office within 24 hours.
    d. The qualified biologist shall list potential design solutions and coordinate with Topgolf to implement adaptive management procedures in consultation with the District and resource agencies.
    e. Annually over the 3-year monitoring plan, the results of the monitoring and proposed adaptive management methods shall be

documented in a report and submitted to the District for review. If needed, the Topgolf Project applicant, in consultation with a qualified biologist and the District, shall implement adaptive management measures to further prevent bird strikes and avian predator perching, ultimately to reduce indirect impacts from the netting and poles.

3.3.5.2 Threshold 2: Riparian Habitat and Other Sensitive Natural Communities

Impact Analysis

Direct Impacts

As discussed in Section 3.3.1.2, most of the Project area is composed of urban/developed land. The urban/developed land that makes up most of the Project area is not considered a sensitive natural community; thus, direct impacts to sensitive natural communities would not occur for this land cover type. The Project area and survey area do not contain riparian habitat and no direct impacts would occur from Project implementation.

Three sensitive natural communities, including eelgrass beds, shallow subtidal, and moderately deep subtidal, occur primarily within the survey buffer outside the Project area; however, a small portion of the southeastern portion of the Project area, specifically the seaplane ramp, includes these three sensitive natural communities (Figure 3.3-1). No Project construction is planned to occur at the seaplane ramp location, where the eelgrass beds, shallow subtidal, and moderately deep subtidal habitats are within the Project area. The remainder of the eelgrass beds, shallow subtidal, and moderately deep subtidal habitats occur within the survey buffer, outside the Project area. Further, eelgrass beds, shallow subtidal, and moderately deep subtidal are designated as potential EFH, as well as potential HAPC specific to eelgrass beds, under the MSA, and activities within these areas are regulated via required consultation by NOAA's NMFS (NMFS 2023). Potential direct impacts to EFH in the Project area are discussed in the following subsection.

Essential Fish Habitat

The shallow and moderately deep subtidal vegetation community present in the southern portion of the Project area is potentially designated as EFH for groundfish and coastal pelagic species by the Pacific Coast Fisheries Management Council (Appendix E). The eelgrass beds vegetation community is also EFH, as well as HAPC for groundfish and coastal pelagic species by the Pacific Coast Fisheries Management Council (Appendix E). As previously discussed, no construction is proposed in the small portion of the Project area, specifically the seaplane ramp, that occurs in shallow and moderately deep subtidal and eelgrass beds. However, shoreline repair and replacement along the southeastern edge of the Project area could result in temporary direct impacts to potential EFH and

HAPC for these fish species from the temporary use of a barge (Figure 3.3-5). Therefore, impacts to EFH would be potentially significant.

As previously discussed in Section 3.3.5.1, an approximately 550-foot-long portion of shoreline currently lined with riprap and concrete revetment would be repaired and replaced with shoreline protective devices such as riprap and, where feasible, nature-based solutions, potentially with the temporary use of a barge (Figure 3.3-5). Repair and replacement of the shoreline is not anticipated to result in direct permanent impacts to the sensitive natural communities and designated EFH and HAPC for groundfish and coastal pelagic species, shallow subtidal and moderately deep subtidal, in San Diego Bay. Similarly, no direct permanent impacts to sensitive eelgrass beds are anticipated from Project implementation. Therefore, the Project would not result in the permanent loss of shallow and moderately deep subtidal and eelgrass beds, which provide potential EFH and HAPC for groundfish and coastal pelagic species in the Pacific Coast region.

In the event that the shoreline repair and replacement requires in-water work and use of a barge, direct temporary impacts to the sensitive natural communities of eelgrass beds and shallow subtidal and moderately deep subtidal adjacent to the shoreline work area could result (Figure 3.3-5).

Temporary impacts to the sensitive natural communities of shallow subtidal and moderately deep subtidal could occur from operation of the barge; however, the barge would be removed once shoreline repair and replacement activities are completed and no permanent impacts are anticipated. Therefore, direct impacts to the shallow subtidal and moderately deep subtidal sensitive natural communities and EFH would be less than significant.

Operation of the barge during shoreline repair and replacement could result in temporary direct impacts to the sensitive natural community eelgrass beds through direct disturbance, sedimentation, or shading that occurs for long periods of time. Therefore, direct impacts to the sensitive natural community and designated EFH and HAPC for groundfish and coastal pelagic species, eelgrass beds, would be potentially significant.

Indirect Impacts

Indirect impacts to the three sensitive natural communities that occur primarily outside the Project area, eelgrass beds, shallow subtidal, and moderately deep subtidal, could result during construction and operation of the Project and may include increased human activity, exposure to urban pollutants (fertilizers, pesticides, herbicides, and other hazardous materials), soil erosion, water quality and hydrologic changes, and trash and garbage. These potential indirect impact factors are discussed in detail in the subsections below.

Increased Human Activity

The Project includes changes to the land uses and increased public access to the waterfront within the Project area. The increased human activity in the Project area during construction and operation could result in indirect impacts to the sensitive natural communities present in the Project area in the form of invasion by invasive plant and wildlife species by accidental introduction.

The Project would be required to comply with the PMP and PMPU, which include specific goals, objectives, policies, standards, Project design guidelines, and ordinances to minimize indirect impacts to adjacent sensitive resources, including sensitive natural communities. For example, the PMPU Ecology Element ECO Policy 1.1.9 states that "planting of invasive plant species shall be prohibited in landscaped areas" (District 2024). Compliance with this policy would prohibit the inclusion of invasive plant species in the landscaping plans developed for the Project area. As described in Chapter 2, the Project landscaping plans would include native plants and/or low water usage California-friendly plant material, thereby complying with Policy 1.1.8. Further, the Project would be required to be consistent with the INRMP, and its principles for ecosystem management and stewardship of resources in San Diego Bay, primarily the principle of maintaining and improving the sustainability and native biodiversity of ecosystems by implementing Project design features such as nature-based solutions for shoreline protection, where feasible, to reduce impacts to the sensitive natural communities in the Project area. Consistency with the PMP, PMPU, INRMP, and implementation of construction BMPs would minimize human activity-related indirect impacts to sensitive natural communities from implementation of the Project. Therefore, indirect impacts to sensitive natural communities from human activity during construction and operation of the Project would be less than significant.

Urban Pollutants

Operation of the Project would involve a limited quantity of use of potentially hazardous materials typical of commercial, retail, and restaurant uses, including cleaning fluids, detergents, solvents, adhesives, sealers, paints, fuels/lubricants, and fertilizers and/or pesticides for landscaping. The potential exposure to urban pollutants in the Project area during construction and operation could result in indirect impacts to sensitive natural communities and EFH in the form of degradation of natural habitat and impacted ecosystem health. Compliance with federal, state, and local controls discussed in Section 3.7, Hazards and Hazardous Materials, is mandatory as standard permitting conditions and would minimize indirect impacts to sensitive natural communities resulting from the accidental release or upset of hazardous materials. Therefore, indirect impacts to

sensitive natural communities and EFH from urban pollutants during construction and operation of the Project would be less than significant.

Soil Erosion

As analyzed in Section 3.5, Geology and Soils, of this EIR, Threshold 2: Soil Erosion or Topsoil Loss, the potential for substantial soil erosion and loss of topsoil in the Project area due to the proposed development is low due to the site being previously developed. However, construction of the Project may result in erosion during construction activities, as bare soils would be exposed and could be eroded by wind or water. The increase in potential for soil erosion during construction of the Project could result in indirect impacts in the form of sensitive natural community alteration.

Short-term erosion and sedimentation impacts would be addressed through conformance with applicable elements of the District stormwater program and related NPDES requirements. Specifically, this would entail conformance with the District JRMP (District 2025), as well as the NPDES Construction General Permit and the City's Grading Ordinance (SDMC Section 142.0101 et seq.). Pursuant to the discussion of construction-related water quality concerns in Section 3.8 of this EIR, this would entail implementing an approved storm water pollution prevention plan and related plans and BMPs, including appropriate measures to address erosion and sedimentation. More specifically, the Project would be subject to the State Water Resources Control Board Construction General Permit (Order 2009-0009-DWQ, as amended by Order 2010-0014-DWQ and Order 2012-006-DWQ). Therefore, indirect impacts to sensitive natural communities from soil erosion during construction and operation of the Project would be less than significant.

Water Quality and Hydrologic Changes

Construction and operation of the Project could degrade the water quality in and surrounding the Project area through turbidity, excessive sedimentation, and flow interruptions, resulting in indirect impacts to sensitive natural communities and EFH. Water quality degradation in the Project area could result in indirect impacts to the sensitive natural communities and EFH of eelgrass beds and shallow subtidal and moderately deep subtidal.

The Project would be required to comply with the PMP and PMPU, which include specific goals, objectives, policies, standards, Project design guidelines, and ordinances to minimize indirect impacts to adjacent sensitive habitats. For example, the PMPU Ecology Element ECO Policy 1.1.11 "encourages the use of biologically engineered stormwater solutions to prevent degradation of coastal wetlands and marine ecosystems, and to reduce stormwater pollution to [San Diego] Bay" (District 2024). The Project complies with PMPU Ecology Element ECO Policy 1.1.11 because the Project includes new storm drain

infrastructure including implementation of BMPs and realignment of the two existing stormwater outfalls to prevent degradation of marine ecosystems and to reduce stormwater pollution to the Bay. Refer to Section 3.8 for a discussion on the Project's proposed stormwater features. In addition, PMPU Ecology Element ECO Policy 2.3.4 requires "permittees implement measures to prevent pollution impacts and adverse impacts from runoff flows from all development and maintenance activities" (District 2024). The Project complies with PMPU Ecology Element ECO Policy 2.3.4 by implementing BMPs including measures to help prevent degradation of water quality, avoid releases of construction debris and hazardous materials, limit construction equipment idling and fugitive dust emissions, protect biological resources, and control erosion and sedimentation during construction and BMPs including stormwater runoff collection through a series of water quality basins or similar approved device for required water filtration during operation. Further, the Project would be required to be consistent with the INRMP and its guiding principles for ecosystem management and stewardship of resources in San Diego Bay, primarily the principle of maintaining and improving the sustainability and native biodiversity of ecosystems by implementing the previously discussed BMPs. Consistency with the PMP, PMPU, INRMP, and implementation of the requirements under the CGP and NPDES would minimize water quality-related indirect impacts to sensitive natural communities and EFH from implementation of the Project.

Projects proposed in the District tidelands that are greater than 1 acre, including the Project, are required to comply with the state's CGP and the NPDES regulations concerning water quality. The CGP requires Stormwater Pollution Prevention Plan (SWPPP) development and implementation, including BMPs for sediment control and erosion control, and regular inspections and reporting. Standard construction BMPs and construction-related minimization measures, such as limited exposure time of disturbed soil areas, wind-erosion control, silt fencing, and vehicle and equipment cleaning to control dust, erosion, and runoff, would be incorporated into the Project's SWPPP to reduce potential indirect water quality-related impacts associated with development of the Project. The District's BMPs and Environmental Standards for water quality would be implemented during the proposed shoreline removal and replacement, upgrades to stormwater outfalls, as well as for any existing in- and overwater structures maintenance or repairs that occur during operation of the Project (District 2019). These BMPs and Environmental Standards include performance standards and disturbance thresholds, water quality monitoring and reporting, preventative measures like silt curtain installation, and required response actions for exceedances of standards and thresholds. Integration of the District's construction and operational BMPs and Environmental Standards would protect water quality in the Project area and surrounding San Diego Bay.

However, in the absence of measures that would avoid water quality degradation during in-water shoreline repair and replacement activities using the barge, indirect impacts to sensitive natural communities and EFH would be potentially significant.

Mitigation Measures

Direct Impacts

Significant direct temporary impacts to the sensitive natural community and EFH, eelgrass beds, could occur during shoreline repair and replacement in the event a barge is used. Implementation of Mitigation Measures BIO-2 and BIO-3 (described in Section 3.3.5.1) would mitigate potential direct impacts to sensitive eelgrass beds to below a level of significance. Mitigation Measure BIO-2 requires in-water construction measures, including vessel operator training to avoid impacts on eelgrass beds from water quality and turbidity; avoidance of eelgrass beds; and the deployment of a turbidity curtain prior to the start of the in-water activities to reduce water quality impacts and to create a physical barrier around construction activities. Mitigation Measure BIO-3 would require compliance with the CEMP, including pre- and post-construction eelgrass surveys for potential in-water construction activities associated with the shoreline repair and replacement.

Indirect Impacts

Significant indirect impacts to sensitive natural communities and EFH, eelgrass beds and shallow subtidal and moderately deep subtidal, could occur during shoreline repair and replacement in the event a barge is used as a result of decreased water quality, including turbidity. Consistency with the PMP, PMPU, INRMP, and District's BMPs and Environmental Standards for water quality, as well as implementation of requirements under the state's CGP and NPDES, would minimize water quality-related indirect impacts to sensitive natural communities from implementation of the Project. Further, implementation of Mitigation Measure BIO-2 (described in Section 3.3.5.1) would mitigate potential indirect water quality impacts to sensitive eelgrass beds to below a level of significance through in-water eelgrass avoidance and protection measures required during construction.

3.3.5.3 Threshold 3: Jurisdictional Aquatic Resources

Impact Analysis

Direct Impacts

As discussed in Section 3.3.1.3, approximately 0.39 acre of potentially jurisdictional waters occur in the southeastern portion of the Project area, specifically the seaplane ramp, with the remaining 7.55 acres outside the Project area in the survey buffer.

As discussed in Section 3.3.5.2, while most of the Project area is composed of urban/developed land, three jurisdictional aquatic resources, eelgrass beds, shallow subtidal, and moderately deep subtidal, occur in the southeastern portion of the Project area identified as the seaplane ramp. However, no Project construction is planned to occur in this portion of the Project area. As previously discussed, an approximately 550-foot-long portion of shoreline currently lined with riprap and concrete revetment would be repaired and replaced with shoreline protective devices such as riprap and, where feasible, nature-based adaptation strategies and nature-based solutions (Figure 3.3-5). Repair and replacement of the shoreline is not anticipated to result in direct permanent impacts to the jurisdictional aquatic resources adjacent to the Project area, including the eelgrass beds and shallow subtidal and moderately deep subtidal communities of San Diego Bay.

Potential direct temporary impacts to eelgrass beds and shallow subtidal and moderately deep subtidal areas under the jurisdiction of the USACE, RWQCB, and CCC could occur during shoreline repair and replacement activities if the use of a barge is required. Temporary impacts to the shallow subtidal and moderately deep subtidal could occur during operation of the barge; however, the barge would be removed once shoreline repair and replacement activities were completed and no permanent impacts are anticipated. Therefore, direct impacts to shallow subtidal and moderately deep subtidal jurisdictional areas would be less than significant. As discussed in Section 3.3.5.2, operation of the barge during shoreline repair and replacement could result in temporary direct impacts to eelgrass beds through direct disturbance, sedimentation, or shading. Therefore, direct impacts to the jurisdictional aquatic resource, eelgrass beds, would be potentially significant.

While temporary, these activities and potential impacts to jurisdictional aquatic resources, eelgrass beds, and shallow subtidal and moderately deep subtidal, resulting from Project implementation would require compliance with applicable federal and state regulations that ensure no net loss of aquatic resources, including CWA Section 401 Water Quality Certification, CWA Section 404, Section 10 of the Rivers and Harbors Act, and the CCA. The Project would be required to obtain regulatory permits under the Rivers and Harbors Act (Section 10), CWA (Sections 401 and 404), and CCA and provide resource-specific avoidance and minimization measures for temporary impacts, which would ensure that no net loss of jurisdictional waters would result from implementation of the Project. Until the Project obtains regulatory agency permit authorizations to prove compliance with federal, state and local regulatory requirements, direct impacts to potentially jurisdictional aquatic resources from implementation of the Project would be potentially significant.

Indirect Impacts

The indirect impacts to sensitive vegetation communities described in Section 3.3.5.2, including increased human activity, exposure to urban pollutants (fertilizers, pesticides, herbicides, and other hazardous materials), soil erosion, water quality and hydrologic changes, and trash and garbage, also result in potentially significant indirect impacts to jurisdictional aquatic resources. Refer to the detailed discussion of indirect impacts analysis in Section 3.3.5.2.

Mitigation Measures

Direct Impacts

Significant direct temporary impacts to jurisdictional aquatic resources could occur during shoreline repair and replacement in the event a barge is used. Implementation of Mitigation Measures BIO-2, BIO-3, (described in Section 3.3.5.1) and BIO-5 would mitigate potential direct impacts to jurisdictional aquatic resources to below a level of significance. Mitigation Measure BIO-2 requires in-water construction measures, including vessel operator training to avoid impacts on eelgrass beds from water quality and turbidity; avoidance of eelgrass beds; and the deployment of a turbidity curtain prior to the start of the in-water activities to reduce water quality impacts and to create a physical barrier around construction activities. Mitigation Measure BIO-3 would require compliance with the CEMP, including pre- and post-construction eelgrass surveys for potential in-water construction activities associated with the shoreline repair and replacement. Mitigation Measure BIO-5 would reduce direct temporary impacts to jurisdictional aquatic resources through obtaining regulatory agency permits.

BIO-5: **Jurisdictional Aquatic Resources Permitting.** Prior to any in-water Project construction activities, the District shall consult with the appropriate regulatory agencies, including but not limited to, the U.S. Army Corps of Engineers (under Clean Water Act Section 404 and Section 10 of the River and Harbors Act), the Regional Water Quality Control Board (under Clean Water Act Section 401), and California Coastal Commission, to authorize potential impacts. The District shall secure all required regulatory permits prior to the commencement of in-water construction.

Indirect Impacts

Significant indirect impacts to jurisdictional aquatic resources could occur during shoreline repair and replacement in the event a barge is used as a result of decreased water quality, including turbidity. Implementation of Mitigation Measure BIO-2 (described in Section 3.3.5.1) would mitigate potential indirect impacts to jurisdictional aquatic resources to

below a level of significance through in-water eelgrass avoidance and protection measures required during construction.

3.3.5.4 Threshold 4: Wildlife Corridors and Habitat Linkages

Impact Analysis

Direct Impacts

As discussed in Section 3.3.1.6, the Project area is unlikely to be used as a terrestrial wildlife movement corridor because the available nesting, roosting, and foraging habitat is limited to ornamental vegetation and structures. However, the Project area may support local movement for small and medium terrestrial species and function as a stopover for migrating birds. The Project area's proximity to San Diego Bay and connection to the Pacific Coast and open waters to the west provide value for migrating birds, especially waterfowl, moving through the Pacific Flyway. Further, the marine habitats in the south-central edge of the Project area have the potential to provide a movement corridor for marine wildlife species, including marine mammals, sensitive green sea turtles, and anadromous fish species, both locally and regionally.

Most of the Project impacts are proposed within existing urban/developed land that provides limited movement opportunities for wildlife (Section 3.3.1.6; Figure 3.3-5). The existing wildlife corridors occur within the marine habitats primarily in the survey buffer, outside the Project area, and would remain in place during and after implementation of the Project. Further, the temporary impacts to the marine habitats from changes to hydrology and water quality in the south-central portion of the Project area are small relative to the size of the movement corridor provided by San Diego Bay. The large size of the San Diego Bay and its connectivity to the available marine habitats of the Pacific Ocean compared to what is provided by the Project area reduces the likelihood that Project activities would restrict movement of marine species, even temporarily.

As previously discussed under Threshold 1, the Project includes the construction of new buildings and a barrier netting system that would exceed the height of the existing buildings in the Project area, potentially reducing the movement of birds through the Project area and resulting in an increase in bird strikes and entanglements. New sources of nighttime lighting would also be introduced from implementation of the Project. Based on data provided by the USFWS (USFWS 2024a; 2024b), during the daytime, birds mistakenly fly toward reflections in glass and at night are attracted to artificial lights drawing them closer to windows and other lit structures. Additionally, disruptions in wildlife behaviors from lights, such as disorientation, and attraction to or evasion of lights could lead to bird strikes.

The new structures and lighting, and the potential for bird strikes and entanglements, could interfere with the ability for this area to continue to function as a wildlife movement corridor and habitat linkage because it could cause a significant impact to the sensitive wildlife species (Cooper's hawk, California horned lark, double-crested cormorant, and California least tern) that could potentially use the Project site as migration and movement corridors. The new structure and lighting could also interfere with the movement of other bird species through this area, both migratory and resident, including species protected by the MBTA. Direct impacts to migratory and non-migratory birds in the form of injury or mortality from collisions with the new buildings and structures (including the proposed netting system), including behavior disruption from new sources of lighting, would result from implementation of the Project. Therefore, direct impacts to wildlife corridors, habitat linkages, and movement of migratory and resident bird species would be potentially significant.

Indirect Impacts

Wildlife movement corridors and habitat linkages would be impacted by some of the indirect effects discussed in Section 3.3.5.1, such as increased human activity, water quality, increased noise levels, as well as generation of trash and garbage.

As discussed under Threshold 1, the Project would be required to be consistent with the PMP and PMPU, such as the PMPU Ecology Element ECO Policy 1.1.7, which requires "development adjacent to habitat areas occupied by threatened or endangered species shall be in compliance with the federal and California Endangered Species Acts and shall be implemented to protect the health and survival of the species." Compliance with this policy would prohibit construction personnel or the public from harming or harassing federally and state-protected species that may be utilizing the Project area as a migratory or movement corridor. The Project would comply with the federal and California Endangered Species Acts, thereby complying with ECO Policy 1.1.7 and reducing potential indirect impacts to wildlife movement corridors from increased human activity in the Project area. Additional project features, such as the potential use of nature-based solutions for shoreline repair and replacement, would comply with PMPU Ecology Element ECO Policy 1.1.17, which prioritizes "the use of nature-based solutions composed of natural or sustainable materials that increase shoreline biodiversity and coastal resiliency[. . .]." Compliance with ECO Policy 1.1.17 supports the functionality of the marine habitats in the Project area as movement corridors for marine species.

Further, the Project would be required to be consistent with the INRMP, as discussed in Section 3.3.2.3, and its principles for ecosystem management and stewardship of resources in San Diego Bay. Refer to Section 3.9, Land Use and Planning, for further consistency analysis of the Project.

As previously discussed under Threshold 1, projects proposed in the District that are greater than 1 acre are required to comply with the state's CGP and the NPDES regulations. The CGP requires SWPPP development and implementation, including BMPs for sediment control and erosion control, and regular inspections and reporting. Standard construction BMPs and construction-related minimization measures, such as limited exposure time of disturbed soil areas, wind-erosion control, silt fencing, and vehicle and equipment cleaning to control dust, erosion, and runoff, would be incorporated into the SWPPP to reduce potential water quality-related indirect impacts associated with development of the Project. Integration of the District's construction BMPs and Environmental Standards would reduce the noise and vibration emitted during construction of the Project. Standard construction BMPs and construction-related minimization measures, such as requiring trash and garbage control and removal, would be incorporated into the Project. Consistency with the PMP, PMPU, INRMP, and requirements under the CGP and NPDES would minimize indirect impacts to wildlife corridors and habitat linkages from implementation of the Project.

Therefore, indirect impacts to wildlife corridors and habitat linkages during construction activities and operation of the Project would be less than significant.

Mitigation Measures

Direct Impacts

Significant indirect impacts to wildlife movement corridors and habitat linkages, specifically migratory birds, could result during Project implementation from increased lighting and bird strikes on the new buildings and the barrier netting system. Implementation of Mitigation Measure BIO-4, described in Section 3.3.5.1, would reduce potential direct impacts to migratory birds through incorporating wildlife-safe building features, installing net marking devices to increase the visibility of the barrier netting system, and incorporating lighting features with the lowest possible color temperature and directed downward and shielded away from the waterfront into the Project design and developing and implementing a performance monitoring and adaptive management plan, including a bird entanglement response procedure. Implementation of Mitigation Measure BIO-4 would mitigate potential direct impacts to wildlife movement corridors and habitat linkages, specifically migratory birds, to below a level of significance.

Indirect Impacts

No mitigation is required.

3.3.5.5 Threshold 5: Local Policies or Ordinances

Impact Analysis

The Project would not conflict with local policies and ordinances protecting biological resources in the PMP, PMPU, and INRMP. Section 3.3.2.3 outlines the PMP, PMPU, and INRMP goals and policies related to biological resources and implementation of the Project, such as PMP Goals VIII and XI and PMPU ECO Goals 1 and 2.

As discussed in Section 3.3.5.1, the Project would not result in significant direct or indirect impacts to sensitive plant species. The Project's potential direct and indirect impacts to sensitive wildlife species, specifically seabirds, shorebirds foraging and nesting birds and raptors, roosting bats, and marine mammals, are potentially significant before implementation of mitigation measures. Therefore, with implementation of Mitigation Measures BIO-1 through BIO-4, direct and indirect impacts to sensitive seabirds, shorebirds, foraging and nesting birds and raptors, roosting bats, and marine mammals would be fully mitigated to a less than significant level. With implementation of Mitigation Measures BIO-1 through BIO-4, the Project would not conflict with PMP Goal XI, PMPU Ecology Element Goals 1 and 2, or INRMP guiding principles regarding the protection of sensitive wildlife species and sensitive vegetation communities in the District.

As discussed in Section 3.3.5.2, the Project's potential direct permanent and temporary impacts to sensitive vegetation communities, specifically shallow subtidal, and moderately deep subtidal would be less than significant, and no mitigation measures would be required. No permanent impacts to sensitive vegetation communities would result from Project implementation. Therefore, the Project would not conflict with PMP Goal XI, PMPU Ecology Element Goals 1 and 2, and INRMP guiding principles regarding protection of jurisdictional aquatic resources in the District.

As discussed in Section 3.3.5.3, the Project's potential direct and indirect impacts to jurisdictional aquatic resources, specifically eelgrass beds and shallow subtidal and moderately deep subtidal, would require compliance with applicable federal and state regulations that ensure no net loss of aquatic resources, including CWA Section 401 Water Quality Certification, CWA Section 404, Section 10 of the Rivers and Harbors Act, and the CCA. The Project would be required to obtain regulatory permits under the Rivers and Harbors Act (Section 10), CWA (Sections 401 and 404), and CCA and provide resource-specific avoidance and minimization measures for temporary impacts, which would ensure that no net loss of jurisdictional waters would result from implementation of the Project. Until the Project obtains regulatory agency permit authorizations to prove compliance with federal, state and local regulatory requirements, direct impacts to potentially jurisdictional aquatic resources from implementation of the Project would be potentially significant.

However, with implementation of Mitigation Measures BIO-1, BIO-2, BIO-3, and BIO-5, direct impacts to potentially jurisdictional aquatic resources would be fully mitigated to a less than significant level. Mitigation Measure BIO-1 requires monitoring by a qualified biologist responsible for conducting pre-construction nesting bird surveys; overseeing mitigation for noise and light impacts during construction; implementing protection and avoidance measures for foraging seabirds, shorebirds, and marine mammals in the shoreline repair and replacement area; clearing roosting bats from trees and structures prior to construction activities; providing a worker education program; and completing monitoring and reporting requirements. Mitigation Measure BIO-2 requires in-water construction measures, including vessel operator training to avoid impacts on eelgrass beds from water quality and turbidity; avoidance of eelgrass beds; and the deployment of a turbidity curtain prior to the start of the in-water activities to reduce water quality impacts and to create a physical barrier around construction activities. Mitigation Measure BIO-3 would require compliance with the CEMP, including pre- and post-construction eelgrass surveys for potential in-water construction activities associated with the shoreline repair and replacement. Mitigation Measure BIO-5 would reduce direct temporary impacts to jurisdictional aquatic resources through obtaining regulatory agency permits. With implementation of Mitigation Measures BIO-1 through BIO-5, the Project would not conflict with PMP Goal XI, PMPU Ecology Element Goals 1 and 2, and INRMP guiding principles regarding protection of jurisdictional aquatic resources in the District.

As discussed in Section 3.3.5.4, the Project's potential direct impacts to wildlife corridors for migratory birds are potentially significant before implementation of mitigation measures. However, with implementation of Mitigation Measure BIO-4, direct permanent and temporary impacts to wildlife corridors and habitat linkages would be mitigated to a less than significant level. Mitigation Measure BIO-4 would ensure that the Project is consistent with PMP Goal XI, PMPU Ecology Element Goals 1 and 2, and INRMP guiding principles regarding protection of wildlife corridors and habitat linkages in the District by incorporating wildlife-safe building practices, bird-safe features to the barrier netting system, lighting features into the Project design, and developing and implementing a performance monitoring plan, including a bird entanglement response procedure.

Before mitigation, the Project could result in conflicts with local policies or ordinances protecting biological resources, resulting in a potentially significant impact.

Mitigation Measures

Implementation of Mitigation Measures BIO-1 through BIO-5 would mitigate direct and indirect impacts to biological resources, specifically seabirds, shorebirds, foraging and nesting birds and raptors, roosting bats, marine mammals, sea turtles, and jurisdictional

aquatic resources, to below a level of significance, thereby resulting in the Project's consistency with local policies or ordinances.

3.3.5.6 Threshold 6: Regional Conservation Planning

Impact Analysis

As discussed in Section 3.3.2.3, the Project area is within the District and not subject to the City Multiple Species Conservation Program Subarea Plan, and the District is not an enrolled agency in the NCCP Program. Therefore, implementation of the Project would not result in conflicts with any applicable conservation plans. There would be no impact.

Mitigation Measures

No mitigation is required.

3.3.6 Cumulative Impacts

The following sections address various potential cumulative impacts relating to biological resources that could result from implementation of the Project.

3.3.6.1 Cumulative Threshold 1: Candidate, Sensitive, or Special-Status Species

The geographic context for this analysis of cumulative impacts to sensitive plant and wildlife species includes nearby surrounding areas with similar biological resources. A cumulatively significant impact would result if the Project, in combination with development projections under the PMP, PMPU, and San Diego Association of Governments (SANDAG) 2025 Regional Plan, and cumulative projects listed in Table 3-1, Cumulative Projects, in Chapter 3, Environmental Analysis, of this EIR, would result in direct or indirect substantial adverse impacts to sensitive plant and wildlife species, including loss of habitat.

Cumulative projects proposed in the District would have the potential to impact both areas of developed land and aquatic habitats, similar to the Project. As a result of these cumulative projects' presumed compliance with CEQA's requirement to identify and mitigate potential impacts to sensitive plant and wildlife species, and requirements to comply with the PMP, PMPU, INRMP, and the state's CGP and the NPDES regulations, these projects would not contribute to a significant cumulative condition.

The Project would have a significant impact to sensitive species prior to mitigation, as discussed above in Section 3.3.5.1. Implementation of Mitigation Measures BIO-1 through BIO-4 would reduce the Project's direct and indirect impacts to sensitive wildlife species, specifically seabirds, shorebirds, foraging and nesting birds and raptors, roosting bats, and marine mammals to a less than significant level. The Project would also comply with the

regulatory requirements listed above. For these reasons, the Project's incremental impact, considered in combination with other cumulative projects in the District, would not be cumulatively considerable.

3.3.6.2 Cumulative Threshold 2: Riparian Habitat and Other Sensitive Natural Communities

The geographic context for this analysis of cumulative impacts to riparian habitat or other sensitive natural communities includes nearby surrounding areas with similar biological resources. A cumulatively significant impact would result if the Project, in combination with development projections under the PMP, PMPU, and SANDAG 2025 Regional Plan, and cumulative projects listed in Table 3-1 in Chapter 3 of this EIR, would result in direct or indirect substantial adverse impacts to riparian habitats. Cumulative projects listed in Table 3-1 of this EIR would be sited near such habitat and sensitive natural communities, and as a result, would likely result in a cumulatively significant impact. However, as a result of these cumulative projects' presumed compliance with CEQA's requirement to identify and mitigate potential impacts to riparian habitat or other sensitive natural communities, and requirements to comply with the PMP, PMPU, INRMP, and the state's CGP and the NPDES regulations, these projects would not contribute to a significant cumulative condition.

As discussed in Section 3.3.5.2, the Project would have a potentially significant impact on sensitive marine habitats, including those designated as EFH and HAPC for groundfish and coastal pelagic species, prior to mitigation. Direct and indirect impacts to sensitive marine habitats and EFH would be reduced to a less than significant level through implementation of Mitigation Measures BIO-2 and BIO-3. Thus, the Project's incremental impact to sensitive marine habitats and EFH, considered in combination with other cumulative projects, would not be cumulatively considerable.

3.3.6.3 Cumulative Threshold 3: Jurisdictional Aquatic Resources

The geographic context for this analysis of cumulative impacts to state or federally protected wetlands includes nearby surrounding areas with similar biological resources. A cumulatively significant impact would result if the Project, in combination with development projections under the PMP, PMPU, and SANDAG 2025 Regional Plan, and cumulative projects listed in Table 3-1 in Chapter 3 of this EIR, would result in direct or indirect substantial adverse impacts to jurisdictional aquatic resources. The cumulative projects listed in Table 3-1 of this EIR would be sited near wetlands, and as a result, would likely result in a cumulatively significant impact. However, as a result of these cumulative projects' presumed compliance with CEQA's requirement to identify and mitigate potential impacts to state or federally protected wetlands, and requirements to comply with the PMP, PMPU, INRMP, the state's CGP and the NPDES regulations, and

applicable federal and/or state regulations under the CWA Section 401 Water Quality Certification, CWA Section 404, Section 10 of the Rivers and Harbors Act, and the CCA that ensure no net loss of resources, these projects would not contribute to a significant cumulative condition.

As discussed in Section 3.3.5.3, the Project would have a potentially significant impact on jurisdictional aquatic resources prior to mitigation. Direct and indirect impacts to jurisdictional aquatic resources would be reduced to a less than significant level through implementation of Mitigation Measures BIO-2, BIO-3, and BIO-5. Thus, the Project's incremental impact to jurisdictional aquatic resources, considered in combination with other cumulative projects in the District, would not be cumulatively considerable.

3.3.6.4 Cumulative Threshold 4: Wildlife Corridors and Habitat Linkages

The geographic context for this analysis of cumulative impacts to the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors includes nearby surrounding areas with similar biological resources. A cumulatively significant impact would result if the Project, in combination with development projections under the PMP, PMPU, and SANDAG 2025 Regional Plan, and cumulative projects listed in Table 3-1 in Chapter 3 of this EIR, would result in direct or indirect substantial adverse impacts to wildlife corridors and habitat linkages. The cumulative projects listed in Table 3-1 of this EIR would be sited near such corridors, and as a result, would likely result in a cumulatively significant impact. However, as a result of these cumulative projects' presumed compliance with CEQA's requirement to identify and mitigate potential impacts to the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, and requirements to comply with the PMP, PMPU, INRMP, and the state's CGP and the NPDES regulations, these projects would not contribute to a significant cumulative condition.

As discussed in Section 3.3.5.4, the Project is not expected to result in significant long-term direct impacts on wildlife corridors and habitat linkages because the overall habitat quality of the existing corridors would be maintained following Project implementation. However, direct impacts to migratory birds in the form of mortality from collisions with the new buildings and netting structures, including new sources of lighting, would result from implementation of the Project, leading to a potentially significant impact. Through implementation of Mitigation Measure BIO-4, the Project would reduce direct impacts to wildlife corridors for migratory birds to a less than significant level. Thus, the Project's incremental impact to the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors would not be cumulatively considerable.

3.3.6.5 Cumulative Threshold 5: Local Policies and Ordinances

The geographic context for this analysis of cumulative impacts related to potential conflicts with any local policies or ordinances protecting biological resources includes nearby surrounding areas with similar biological resources. A cumulatively significant impact would result if the Project, in combination with development projections under the PMP, PMPU, and SANDAG 2025 Regional Plan, and cumulative projects listed in Table 3-1 in Chapter 3 of this EIR, would result in conflicts to local policies and ordinances. The cumulative projects listed in Table 3-1 of this EIR would be sited near sensitive resources, and as a result, would likely result in a cumulatively significant impact. However, these cumulative projects are presumed to comply with CEQA's requirement to identify and mitigate potential impacts related to potential conflicts with any local policies or ordinances protecting biological resources, and requirements to comply with the PMP, PMPU, INRMP, and the state's CGP and the NPDES regulations. Further, adjacent and nearby jurisdictions, including the City and County, would be required to comply with applicable local policies or ordinances. As a result, these projects would not contribute to a significant cumulative condition.

As discussed in Section 3.3.5.5, the Project would comply with local policies and ordinances protecting biological resources in the PMP, PMPU, and INRMP, as well as the state's CGP and the NPDES regulations. A significant impact associated with a conflict with a local policy or ordinance would not occur. Therefore, the Project's incremental contribution, considered in combination with other cumulative projects, would not be cumulatively considerable.

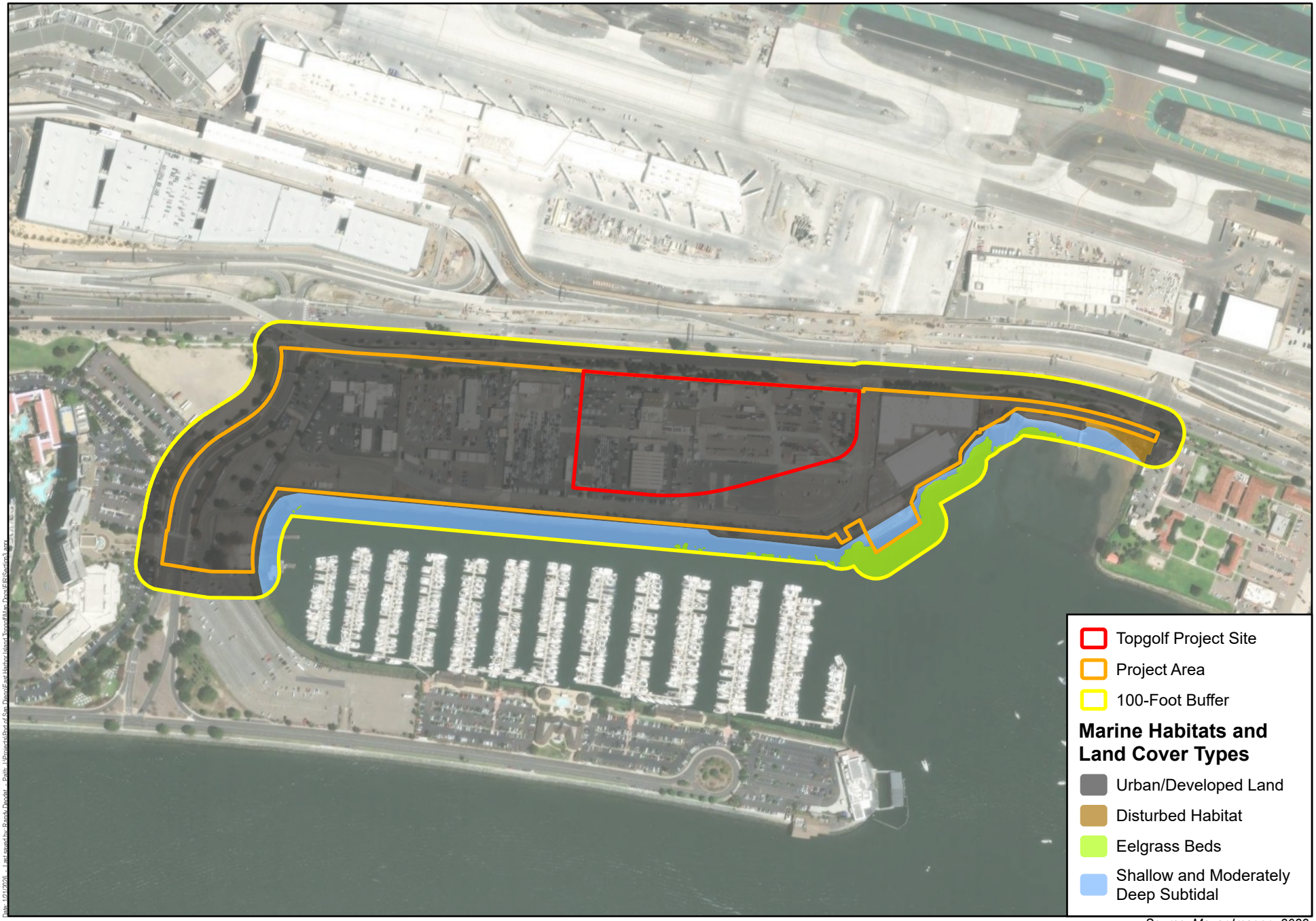
3.3.6.6 Cumulative Threshold 6: Regional Conservation Planning

The geographic context for this analysis of cumulative impacts related to potential conflicts with local, regional, or state conservation would be areas covered by local, regional, or state Habitat Conservation Plan.

Cumulative projects under the PMP, PMPU, and SANDAG 2025 Regional Plan and projects listed in Table 3-1 in Chapter 3 of this EIR not on District lands may have conflicts with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or state Habitat Conservation Plan. Cumulative projects would be required to comply with the applicable biological resources conservation goals of applicable local, regional, or state Habitat Conservation Plans. As a result, these projects would not contribute to a significant cumulative condition.

As discussed in Section 3.3.5.6, the Project is not subject to Regional Conservation Plans, and the District is not an enrolled agency in the NCCP Program. Therefore, Project

implementation would not result in conflicts with Regional Conservation Plans and would not contribute to a significant impact related to such conflicts. Therefore, the Project's incremental contribution, considered in combination with other cumulative projects, would not result in a cumulatively considerable impact regarding regional conservation planning.



Source: Maxar Imagery 2022.

Harris & Associates

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Figure 3.3-1

Marine Habitats and Land Cover Types

East Harbor Island Redevelopment/Topgolf Project and Port Master Plan Amendment

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Source: ESRI, 2023.

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Figure 3.3-2

Potentially Jurisdictional Aquatic Resources

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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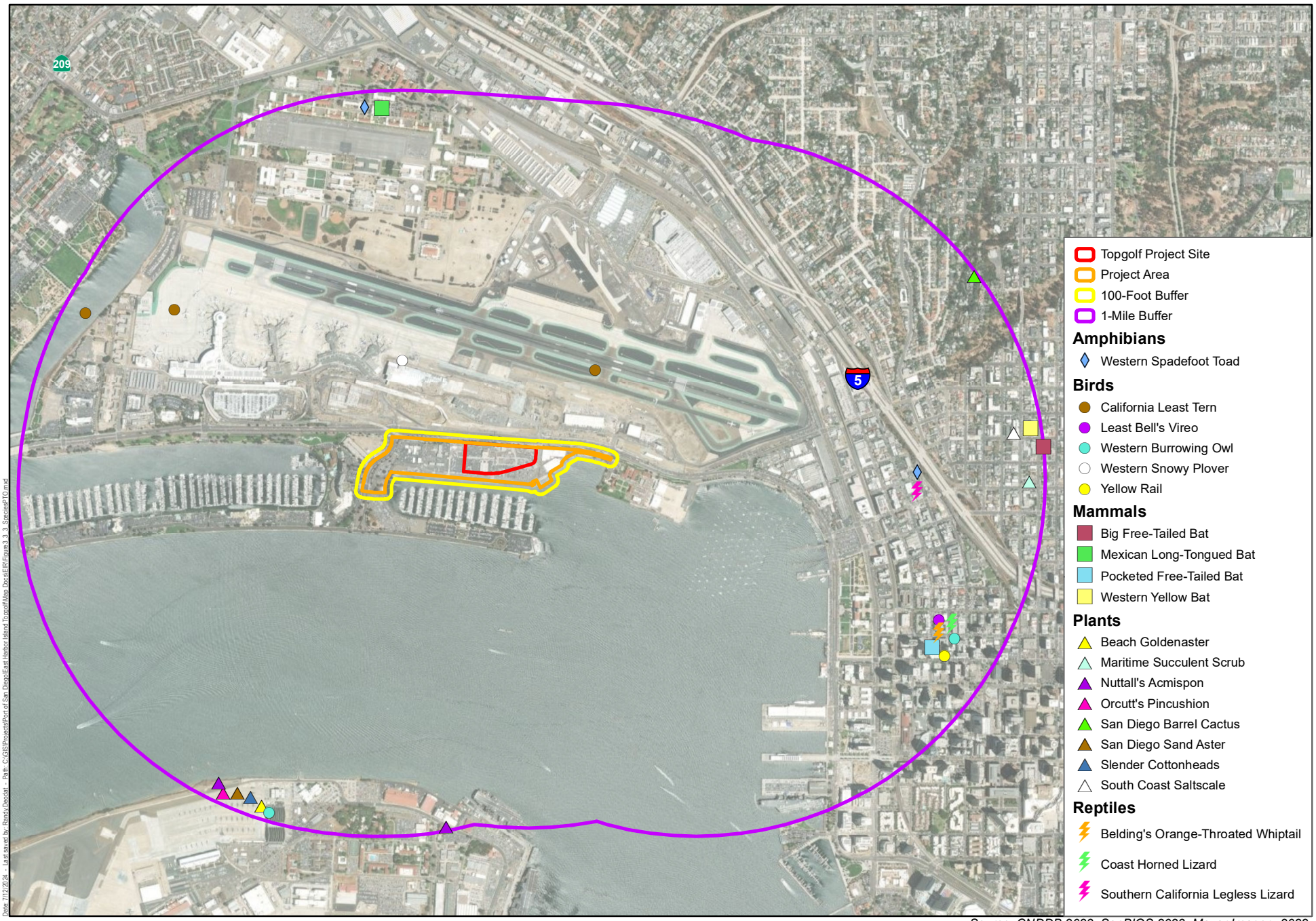

Source: CNDDB 2023; SanBIOS 2023; Maxar Imagery 2022.

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Figure 3.3-3

Sensitive Species with Potential to Occur

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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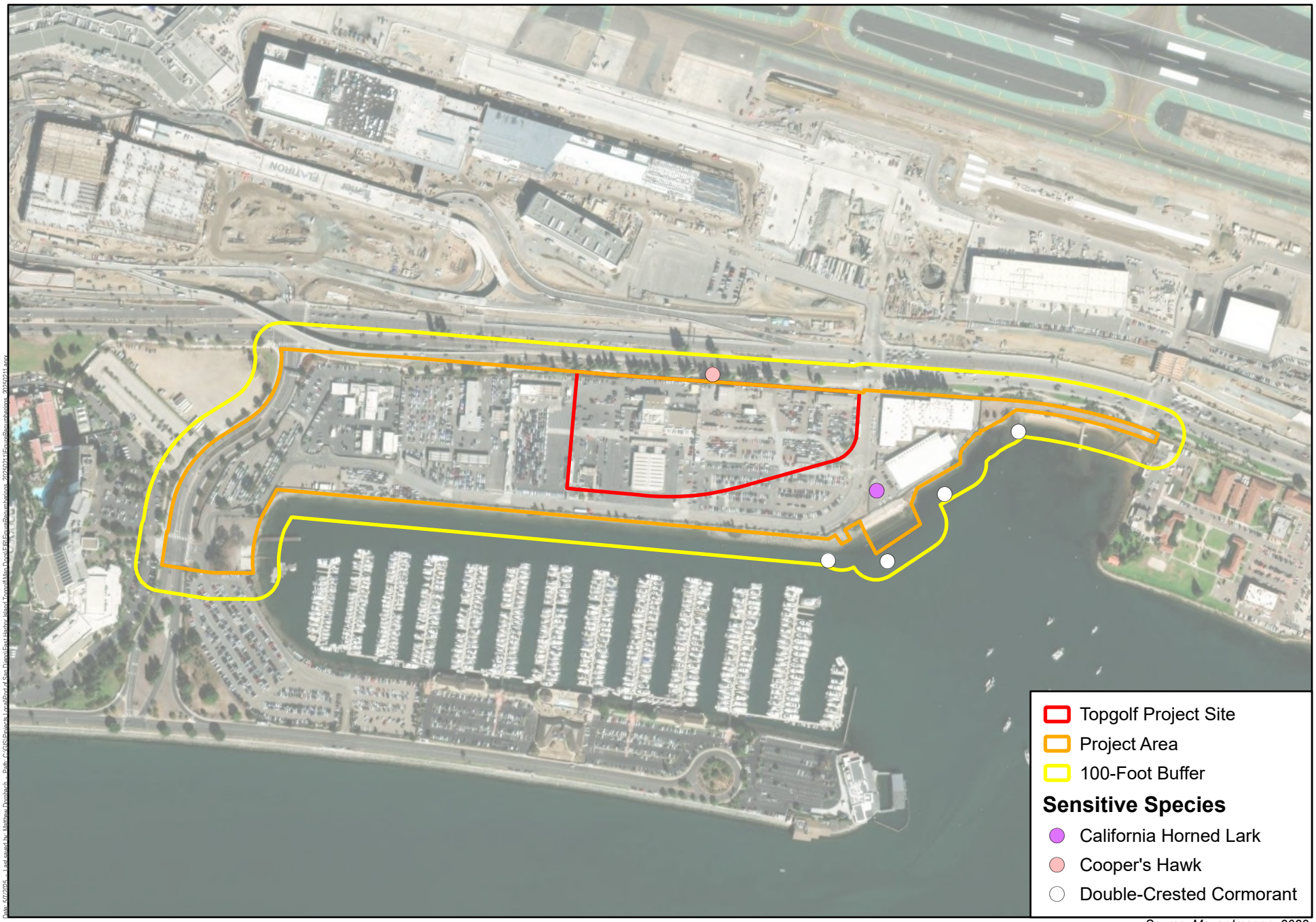

Source: Maxar Imagery 2022.

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Figure 3.3-4

Sensitive Species Observed

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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Source: Maxar Imagery 2022.

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Figure 3.3-5

Biological Resource Impacts

East Harbor Island Redevelopment/Topgolf Project and Port Master Plan Amendment

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3.4 Energy

This section evaluates the potential for impacts on energy resulting from implementation of the proposed East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project).

3.4.1 Environmental Setting

The following sections describe the environmental setting for the Project as it relates to energy.

3.4.1.1 Existing Energy Use

State

California has a diverse portfolio of resources that produced 1,554 trillion British thermal units (BTUs) of energy in 2022 (U.S. Energy Information Administration 2024). Excluding offshore areas, the state ranked seventh in the nation in crude oil production in 2023, producing the equivalent of 708.9 trillion BTUs of energy. Renewable resources accounted for 54 percent of in-state electricity generation in 2023. Other energy sources in the state include natural gas (155.3 trillion BTUs), nuclear (183.5 trillion BTUs), and biofuels (30 trillion BTUs).

According to the U.S. Energy Information Administration, California consumed approximately 6,851.9 trillion BTUs of energy in 2022. Per capita energy consumption (i.e., total energy consumption divided by the population) in California was 300 million BTUs in 2022, which ranked 21st among all states. Natural gas accounted for the majority of energy consumption (31 percent); followed by motor gasoline (21 percent); renewable energy, including nuclear electric power, hydroelectric power, biomass, and other renewables (16 percent); distillate and jet fuel (15 percent); and interstate electricity (8 percent); with the remaining 9 percent coming from a variety of other sources (U.S. Energy Information Administration 2024). The transportation sector consumed the highest quantity of energy (42.6 percent), followed by the industrial (22.5 percent), commercial (17.4 percent), and residential (17.6 percent) sectors.

Per capita energy consumption, in general, is declining due to improvements in energy efficiency and design. However, despite this reduction in per capita energy use, the state's total overall energy consumption (i.e., non-per capita energy consumption) is expected to increase over the next several decades due to growth in population, jobs, and vehicle travel.

Regional

San Diego Gas and Electric (SDG&E) provides energy service to over 3.7 million customers in San Diego County and portions of southern Orange County. The utility has a diverse power production portfolio, composed of a variety of renewable and non-renewable sources. Energy production typically varies by season and by year. Regional electricity loads also tend to be higher in the summer because higher summer temperatures drive increased demand for air conditioning. In contrast, natural gas loads are higher in the winter because colder temperatures drive increased demand for natural gas heating.

In 2022, over 44 percent of the electricity SDG&E supplied was from renewable sources. Table 3.4-1, 2022 SDG&E Power Mix, outlines the SDG&E power mix in 2022 (SDG&E 2023). In 2022, SDG&E customers used 17,867.2 gigawatt hours of electricity and 522 million therms of natural gas (CEC 2022). Table 3.4-2, 2022 SDG&E Energy Use by Sector, outlines the breakdown of electricity and natural gas use by sector in the SDG&E service area. Residential and commercial uses account for 87 percent of electricity use and 92 percent of natural gas use within the SDG&E service area.

Table 3.4-1. 2022 SDG&E Power Mix

Energy Resources	2022 SDG&E Power Mix (%)
Eligible Renewable[1]	44.8
Biowaste and Biomass	2.9
Geothermal	0.0
Eligible Hydroelectric	0.0
Solar	28.0
Wind	13.9
Coal	0.0
Large Hydroelectric	0.0
Natural Gas	54.4
Nuclear	0.0
Other	0.0
Unspecified Power[2]	0.8
Total	**100**

Source: SDG&E 2023.

Notes: SDG&E = San Diego Gas and Electric

[1] Includes energy sourced from Biowaste and Biomass, Geothermal, Eligible Hydroelectric, Solar, and Wind. The eligible renewable percentage above does not reflect Renewables Portfolio Standard (RPS) compliance, which is determined using a different methodology; [2] = Unspecified power is electricity that has been purchased through open market transactions and is not traceable to a specific generation source.

Table 3.4-2. 2022 SDG&E Energy Use by Sector

Energy Sector	Electricity (GWh)	Natural Gas (million therms)
Agriculture and Water Pump	380.3	4.4
Commercial	9,678.7	201.7
Industry	1,513.3	31.4
Mining and Construction	398.2	4.0
Residential	5,817.3	280.8
Streetlight	79.4	--
Total	**17,867.2**	**522.3**

Source: SDG&E 2023.

Notes: GWh = gigawatt hours

Project Area

The existing site currently includes fuel use (i.e., motor gasoline) from vehicles to and from the car rental facilities (The Hertz Corporation; Enterprise Mobility [operated by National Car Rental]; and Avis Rent A Car System, LLC), electricity use from lighting, and heating, ventilation, and air conditioning systems for existing buildings, and natural gas use from heating. Energy use for the existing site was estimated using existing utility bills provided by the San Diego Unified Port District (District), existing vehicle trip data from Chen Ryan Associates (CRA 2024), and per-gallon conversion factors from the U.S. Environmental Protection Agency (USEPA) (2023) for motor gasoline. Table 3.4-3, Existing Energy Use on Site, shows the existing energy use on site.

Table 3.4-3. Existing Energy Use on Site

Energy/Fuel Type	Amount
Electricity	557,532 kWh/yr
Natural Gas	3,978,579 KBTU/yr
Fossil Fuel	161,173 gallons

Source: Appendix F, Energy Technical Memorandum.

Notes: KBTU/yr = kilo British thermal unit per year; kWh/yr = kilowatt-hour per year

Includes fuel use from construction equipment, haul truck trips, vendor truck trips, and worker vehicle trips. Assumes a conversion factor of 10.21 kilograms per carbon dioxide (kg/CO_2) per gallon for diesel fuel and 8.78 kg/CO_2 per gallon for motor gasoline. Detailed calculations are provided in Appendix F.

3.4.2 Regulatory Setting

This section describes the federal, state, and local regulatory framework adopted to address energy.

3.4.2.1 Federal

Energy Independence and Security Act (Public Law 110-140)

The Energy Independence and Security Act of 2007 seeks to provide the nation with greater energy independence and security by increasing the production of clean renewable fuels, improving vehicle fuel economy, and increasing the efficiency of products, buildings, and vehicles. It also seeks to improve the energy performance of the federal government. The act sets increased Corporate Average Fuel Economy Standards, the Renewable Fuel Standard, appliance energy efficiency standards, building energy efficiency standards, and accelerated research and development tasks on renewable energy sources (e.g., solar energy, geothermal energy, and marine and hydrokinetic renewable energy technologies), carbon capture, and sequestration (USEPA 2025).

Energy Policy and Conservation Act (Public Law 94-163)

In 1975, Congress enacted the Energy Policy and Conservation Act, which established the first fuel economy standards for on-road motor vehicles in the United States. Pursuant to the act, the National Highway Traffic Safety Administration is responsible for establishing additional vehicle standards. In 2010, fuel economy standards were set at 27.5 miles per gallon for new passenger cars and 23.5 miles per gallon for new light-duty trucks. Heavy-duty vehicles (i.e., vehicles and trucks over 8,500 pounds gross vehicle weight) were not subject to fuel economy standards in 2010. Passenger cars and light trucks used directly or indirectly associated with a project would be required to comply with the applicable fuel economy standards. Fuel economy is determined based on each manufacturer's average fuel economy for the fleet of vehicles available for sale in the United States.

The standards have been modified several times to cover additional model years, incorporating increasingly stringent standards over time. Standards for model years 2027–2031 were finalized in 2024. In this final rule, fuel economy is estimated to increase 2 percent per year for model years 2027–2031 for passenger cars, while light trucks will increase 2 percent per year for model years 2029–2031. These increases will bring the average light-duty vehicle fuel economy up to approximately 50.4 miles per gallon by model year 2031 (NHTSA 2024). Most recently, in 2025, the National Highway Traffic Safety Administration announced that Corporate Average Fuel Economy Standards were under review; however, no changes to existing standards have been proposed (NHTSA 2025). While the standards remain in place, Congress amended 49 U.S.C. Section 32912 in July 2025 to effectively eliminate the penalty for violating the Corporate Average Fuel Economy standards for passenger cars and light-duty trucks (Public Law No. 119-21).

3.4.2.2 State

Assembly Bill 1007: State Alternative Fuels Plan

Assembly Bill 1007 requires the California Energy Commission to prepare a plan to increase the use of alternative fuels in California. The State Alternative Fuels Plan was prepared by the California Energy Commission with the California Air Resources Board and in consultation with other federal, state, and local agencies to reduce petroleum consumption, increase use of alternative fuels (e.g., ethanol, natural gas, liquefied petroleum gas, electricity, and hydrogen), reduce greenhouse gas emissions, and increase in-state production of biofuels. The State Alternative Fuels Plan recommends a strategy that combines private capital investment, financial incentives, and advanced technology that will increase the use of alternative fuels, result in significant improvements in the energy efficiency of vehicles, and reduce trips and vehicle miles traveled through changes in travel habits and land management policies. The Alternative Fuels and Vehicle Technologies Funding Program legislation (Assembly Bill 118, Statutes of 2007) proactively implements this plan.

State of California Energy Plan

The California Energy Commission is responsible for preparing the State Energy Plan, which identifies emerging trends related to energy supply, demand, conservation, public health and safety, and the maintenance of a healthy economy. The Plan calls for the state to assist in the transformation of the transportation system to improve air quality, reduce congestion, and increase the efficient use of fuel supplies with the least environmental and energy costs. To further this policy, the plan identifies several strategies, including assistance to public agencies and fleet operators and encouragement of urban designs that reduce vehicle miles traveled and accommodate pedestrian and bicycle access.

California Building Standards Code (Title 24, Part 6)

California Code Title 24, Part 6 (also referred to as the California Energy Code) was promulgated by the California Energy Commission in 1978 in response to a legislative mandate to create uniform building codes to reduce California's energy consumption. The California Energy Code provides energy efficiency standards for residential and nonresidential buildings. California's building efficiency standards are updated on an approximately three-year cycle. The standards are updated periodically to allow consideration and possible incorporation of new energy-efficient technologies and methods. California Code of Regulations, Title 24, Part 11: California Green Building Standards Code (CALGreen) is a comprehensive and uniform regulatory code for all residential, commercial, and school buildings that went in effect on August 1, 2009, and is administered by the California Building Standards Commission. CALGreen is updated

on a regular basis, with the most recent approved update consisting of the 2022 California Green Building Code Standards that was effective on January 1, 2023 (CEC 2024).

The latest update of the California Code of Regulations, Title 24, Part 6, was approved in 2021 and went into effect on January 1, 2023 (the 2022 standards). The 2022 standards encourage efficient electric heat pumps, establish electric-ready requirements for new homes, expand solar photovoltaic and battery storage standards, and strengthen ventilation standards. The 2025 Building Energy Efficiency Standards went into effect on January 1, 2026. The 2025 standards emphasize the use of heat pumps for space heating and water heating, as well as photovoltaic and battery storage systems. The standards also strengthen ventilation standards to improve indoor air quality.

Renewables Portfolio Standard

Senate Bill 100

On September 10, 2018, Governor Jerry Brown signed Senate Bill (SB) 100, which replaces the SB 350 requirement of 45 percent renewable energy by 2027 with the requirement of 50 percent by 2026 and raises California's RPS requirements for 2050 from 50 to 60 percent. SB 100 also establishes RPS requirements for publicly owned utilities that consist of 44 percent renewable energy by 2024, 52 percent by 2027, and 60 percent by 2030. Furthermore, the bill also establishes an overall state policy that eligible renewable energy resources and zero-carbon resources supply 100 percent of retail sales of electricity to California end users and 100 percent of electricity procured to serve state agencies by December 31, 2045. Under the bill, the state cannot increase carbon emissions elsewhere in the western grid or allow resource shuffling to achieve the 100 percent carbon-free electricity target.

Senate Bill 350

SB 350 was signed into law in September 2015. SB 350 establishes tiered increases to the RPS of 40 percent by 2024, 45 percent by 2027, and 50 percent by 2030. SB 350 also set a new goal to double the energy efficiency savings in electricity and natural gas through energy efficiency and conservation measures.

Senate Bills 1078, 107, and X1-2 and Executive Order S-14-08

The California RPS program was established in 2002 under SB 1078 (Sher) and 107 (Simitian). The RPS program requires investor-owned utilities, electric service providers, and community choice aggregators to increase the use of eligible renewable energy resources to 33 percent of total procurement by 2020. Initially under the RPS, certain retail sellers of electricity were required to increase the amount of renewable energy each year by at least 1 percent to reach at least 20 percent by December 30, 2010. Executive

Order S-14-08 was signed in November 2008, which expanded the state's Renewable Energy Standard to 33 percent renewable power by 2020. This standard was adopted by the legislature in 2011 (SB X1-2). The California Public Utilities Commission is required to provide quarterly progress reports on progress toward RPS goals. This has accelerated the development of renewable energy projects throughout the state. All electricity retail sellers had an interim target between compliance periods to serve at least 38.5 percent of their load with RPS-eligible resources by December 31, 2022. In general, retail sellers either met or exceeded the interim 38.5 percent target and are on track to achieve their compliance requirements (CPUC 2024).

3.4.2.3 Local

San Diego Unified Port District Port Master Plan

The Port Master Plan (PMP) guides the physical development of the lands within the District's jurisdiction and also serves as the District's coastal program for the California Coastal Act. The District's jurisdiction includes the Public Trust lands (i.e., tidelands) bayward of the mean high-tide line, submerged lands generally to the U.S. pierhead line, and other upland properties as acquired by the District. The District manages these lands in trust for the people of the State of California. Amendments to the PMP require a two-thirds vote by the Board of Port Commissioners and certification by the California Coastal Commission. The PMP establishes specific goals, objectives, policies, and standards to direct future development, facilitate a diverse range of uses and activities, and provide a broad range of proposed public improvements. The PMP's goals, objectives, policies, and standards were developed in accordance with the California Coastal Act, Public Trust Doctrine, and San Diego Unified Port District Act, which are the foundation for the plan's legislative framework (District 2020). Efficient energy use is listed as a goal of PMP efforts to promote the efficient movement of people and goods.

Port Master Plan Update

The Port Master Plan Update (PMPU) is a comprehensive update to the Port Master Plan. The PMPU EIR was certified in February 2024, however, the PMPU is not formally certified by the Coastal Commission and is, therefore, not yet the governing land use document of the District. Similar to the Port Master Plan, the PMPU provides the official goals and planning policies, as well as water and land uses, for development and conservation of the San Diego Unified Port District (District) lands, tidelands, and submerged lands that compose the PMPU area. With buildout expected to occur by 2050, the proposed PMPU would implement the approximately 30-year planning vision by identifying allowable water and land uses and providing policies to address six PMPU

elements: Water and Land Uses, Ecology, Environmental Justice, Mobility, Safety and Resiliency, and Economics (District 2024).

The following planning goal listed in the PMPU aim to reduce energy consumption in the District (District 2024):

- **Safety and Resiliency Goal 3:** Climate and Coastal Resilient Tidelands
  - **SR Objective 3.1:** Reduce GHG emissions and support pathways toward carbon neutrality throughout Tidelands
    - **SR Policy 3.1.3**: Permittees of development shall deploy renewable energy technology to improve energy reliability and economic resilience, where feasible.
    - **SR Policy 3.1.5**: The District shall continue to coordinate with Tidelands' tenants and adjacent local businesses to reduce resource consumption and promote sustainable operations.
    - **SR Policy 3.1.6**: The District shall promote the innovative use of "green" design for new or retrofitted Tidelands' buildings, structures, and facilities.
    - **SR Policy 3.1.7**: Development shall include water conservation strategies to save water and energy on site, where feasible.

SDUPD Climate Action Plan

The San Diego Unified Port District (District) adopted a Climate Action Plan (CAP) in 2013 (2013). The CAP represents a roadmap by which the District can reduce its contributions of greenhouse gas (GHG) emissions, including a targeted set of GHG emissions reduction policies and measures in support of the state's efforts under Senate Bill 32. A GHG emissions inventory was completed using a 2006 baseline year to identify existing emissions sources and the magnitude of their emissions. The results of the inventory indicated that, in 2006, activities in the District resulted in approximately 826,429 metric tons carbon equivalent (CO_2e). On-road transportation represents the largest single source of emissions in the District at approximately 38 percent of the 2006 inventory. The CAP establishes a goal of reducing emissions by 25 percent less than the 2006 baseline levels by 2035. These goals must be realigned to reflect long-term state GHG reduction goals to achieve net-zero GHG emissions by 2045. Based on activities that occurred in 2016, GHG emissions decreased by 13 percent from the 2006 baseline inventory, which is an additional 3 percent reduction from their initial goal of 10 percent reduction.

3.4.3 Method of Analysis

The analysis presented below is based on the Energy Technical Memorandum (Appendix F). Electricity use from construction of the Project was estimated using the California Emissions Estimator Model (CalEEMod) annual carbon dioxide equivalent (CO_2e) emissions output prepared for the Project. Overall fuel consumption during construction was calculated using CalEEMod CO_2e emissions output and the kilograms per carbon dioxide (kg/CO_2) conversion factors from USEPA (2023) for diesel fuel and motor gasoline. Operational energy demands associated with the Project were estimated using utility bills from an existing Topgolf facility (provided by Topgolf, USA [Topgolf]), CalEEMod modeling prepared for the Project, and the kg/CO_2 conversion factors from USEPA (2023) for diesel fuel and motor gasoline.

3.4.4 Thresholds of Significance

According to Appendix G of the California Environmental Quality Act (CEQA) Guidelines, the Project would have a significant impact on energy if it would:

- **Threshold 1:** Result in potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy resources, during project construction or operation.
- **Threshold 2:** Conflict with or obstruct a state or local plan for renewable energy or energy efficiency.

3.4.5 Project Impacts and Mitigation

The following sections address various potential impacts relating to energy that could result from implementation of the Project.

3.4.5.1 Threshold 1: Wasteful or Inefficient Energy Usage

Impact Analysis

The Project would result in consumption of energy during construction and operation. Impacts are discussed below. The Project would be considered to result in inefficient, wasteful, or unnecessary energy use if it would result in energy use above typical use for the proposed land use types or conflict with District policies related to energy use.

Construction

Construction of the Project would require a temporary increase in energy demand. Construction energy impacts involve the one-time, non-recoverable energy costs associated with construction of structures, parking lots, and a roadway. During construction, the Project would result in an increase in energy consumption through the

combustion of fossil fuels in construction vehicles, worker commute vehicles, and construction equipment and the use of electricity for lighting and other sources. Construction of the Project would require demolition of existing facilities and improvements, grading, utility installation, building construction, paving, architectural coatings, and landscaping installation over a total of 28 months. Demolition would occur first and take approximately 6 to 12 months. After demolition, all construction phases would overlap and continue over the remainder of the construction duration. Shoreline improvements could require the use of a tugboat to position a derrick at the beginning of construction and to remove the derrick at the end of construction. It is assumed that approximately 3 hours of barge operation would be required. Project construction would be typical for the region and building type. The Project does not include circumstances that would require unusually high energy use for construction, such as helicopter delivery or other specialized equipment.

Total diesel fuel use and motor gasoline consumption from operation of construction equipment, tugboat use, haul truck trips, vendor truck trips, and worker vehicle trips is summarized in Table 3.4-4, Construction Diesel Fuel and Gasoline Use. Electricity use during construction was estimated for electrical-powered equipment using CalEEMod and summarized in Table 3.4-4. When not in use, electrical-powered equipment would be powered off to avoid unnecessary energy consumption. Natural gas is not anticipated to be used during construction.

Table 3.4-4. Construction Diesel Fuel and Gasoline Use

Fuel Type	Amount
Electricity	255.3 kWh
Diesel Fuel	925,588 gallons
Motor Gasoline	72,506 gallons

Source: Appendix F.

Notes: kWh = kilowatt-hour

Includes fuel use from construction equipment, haul truck trips, vendor truck trips, and worker vehicle trips. Assumes a conversion factor of 10.21 kg/CO_2 for diesel fuel and 8.78 kg/CO_2 for motor gasoline. Detailed calculations are provided in Appendix F.

Operation

Operation of the Project would consume energy for purposes such as building heating and cooling, refrigeration, lighting, and electricity.

Operation of the Project would consume electrical energy for several purposes, including but not limited to recreational and commercial lighting, equipment operation and electric vehicle (EV) charging. Energy use for the Topgolf visitor-serving attraction would be partially offset by sustainability features, including a solar canopy over the surface parking lot. These features were not accounted for in the CalEEMod output; therefore, the results

presented below are considered conservative. Table 3.4-5, Existing and Project Electricity Use, shows existing annual electricity use on site compared with the Project.

Table 3.4-5. Existing and Project Electricity Use

Scenario	kWh/yr
Existing	557,532
Project	2,284,671

Source: CAPCOA 2022.

Notes: kWh/yr = kilowatt-hour per year

Operation of the Project could consume natural gas for use of the commercial kitchen. Table 3.4-6, Existing and Project Natural Gas Use, shows existing natural gas use on site compared with the Project.

Table 3.4-6. Existing and Project Natural Gas Use

Scenario	KBTU/yr
Existing	3,978,579
Project	7,200,000

Source: CAPCOA 2022.
Notes: KBTU/yr = kilo British thermal unit per year

Vehicle trips to and from the Project area would result in fuel consumption. Table 3.4-7, Existing and Project Vehicle Fuel Use, shows the fuel use from implementation of the Project compared with existing conditions.

Table 3.4-7. Existing and Project Vehicle Fuel Use

Scenario	Gallons
Existing	161,173
Project	449,089

Sources: CAPCOA 2022; USEPA 2023 (conversion factors).

Notes: Assumes a conversion factor of 8.78 kg/CO_2 for motor gasoline. Detailed calculations are provided in Appendix F.

As demonstrated above, the Project would result in new electricity, natural gas, and fossil fuel use. However, energy use from the Project would not result in a wasteful, inefficient, or unnecessary consumption of energy. Existing buildings would be demolished and replaced with a new Topgolf visitor-serving attraction that would meet current more stringent building standards discussed in Section 3.4.2. Compliance with applicable building standards, such as Title 24, would ensure energy-efficient building design.

The PMP does not include any specific policies related to energy use. However, efficient energy use is listed as a goal of PMP efforts to promote the efficient movement of people and goods. The Project would not interfere with the movement of people or goods as outlined in the PMP. Additionally, the Project would comply with the PMPU SR Policy 3.1.3 aimed at conserving and reducing energy use, which would include deploying a solar panel canopy to improve energy reliability. In addition, the Project would optimize

energy performance through the use of highly efficient glazing systems with low-E insulated glass, high R-value walls/roof assemblies, and increased lighting controls to take advantage of daylight being brought into the complex via fenestrations or skylights consistent with SR Policy 3.1.6 and SR Policy 3.1.7. The proposed Topgolf visitor-serving attraction aims to be all-electric, with the exception of kitchen operations. However, the buildout would include infrastructure for all-electric-ready kitchen operations in the future, as equipment would require replacement. The Project design team and SDG&E have confirmed that the Topgolf visitor-serving attraction would be within the electrical capacity of the site's existing infrastructure to support demand for EV chargers and all-electric development (except commercial cooking equipment), including electric outdoor heaters. The Project would redevelop an existing developed area rather than requiring the extension of services. As described in Appendix D to the 2022 Scoping Plan, state goals for land development related to energy use emphasize renewable energy production and reduced reliance on natural gas. As described above, the Project is generally consistent with these goals by installing solar panels and reducing natural gas use beyond current building code requirements (electric heating systems) (CARB 2022). Therefore, the Project would not result in a significant environmental impact due to inefficient, wasteful, or unnecessary energy use.

Significance of Impact

Implementation of the Project would not result in a significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy resources during construction or operation. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.4.5.2 Threshold 2: Conflict with Renewable or Energy Efficiency Plan

Impact Analysis

The Project would result in a significant impact if it would conflict with applicable policies in the PMPU, District CAP, or 2022 Scoping Plan, which are the applicable local plans for renewable energy or energy efficiency for the Project. As stated above, the Project would not result in inefficient, wasteful, or unnecessary consumption of energy resources. The Project would also comply with the PMPU goals and policies aimed at conserving and reducing energy use. Specifically, the Project would include a solar canopy to improve energy reliability consistent with SR Policy 3.1.3. The Project would also optimize energy performance through the use of highly efficient glazing systems with low-E insulated glass, high R-value walls/roof assemblies, and increased lighting controls to take

advantage of daylight being brought into the complex via fenestrations or skylights consistent with SR Policy 3.1.6. The Project proposes sustainability measures, including drought-tolerant landscaping and low-flow plumbing fixtures in the complex to minimize outdoor and indoor water use to help conserve energy on site, consistent with SR Policy 3.1.7. In addition, at a minimum, the Project would comply with current Title 24 standards, which require that new buildings employ building commissioning to increase building system efficiencies. Consistent with the CAP Policy EB6, the Project would provide a multi-use development in an already developed location and use high-efficiency lighting. The 2022 Scoping Plan does not include mandates for individual project development. As described above, the state goals for land development related to energy use outlined in the 2022 Scoping Plan emphasize renewable energy production and reduced reliance on natural gas. The Project is generally consistent with these goals by installing solar panels and reducing natural gas use beyond current building code requirements (electric heating systems) (CARB 2022). Therefore, the Project would not conflict with state or District plans for renewable energy or energy efficiency.

Significance of Impact

Implementation of the Project would not conflict with state or local plans for renewable energy or energy efficiency. Impacts are less than significant.

Mitigation Measures

No mitigation is required.

3.4.6 Cumulative Impacts

The following sections address various potential cumulative impacts relating to energy that could result from implementation of the Project.

3.4.6.1 Cumulative Threshold 1: Wasteful or Inefficient Energy Usage

This section evaluates the potential for the Project to result in a significant contribution to a cumulative energy impact resulting in the wasteful, inefficient, or unnecessary use of energy. Development projections under the PMP, PMPU, and San Diego Association of Governments 2025 Regional Plan and cumulative projects listed in Table 3-1, Cumulative Projects, in Chapter 3, Environmental Analysis, would result in a regional increase in energy use. The types of projects listed include recreational, commercial/retail, and airport expansion projects. These projects are at various stages of development and would similarly be required to demonstrate that the wasteful, inefficient, or unnecessary consumption of energy would not occur through CEQA documentation. Additionally, other cumulative developments would be subject to the same regulatory requirements as the Project, including compliance with the Title 24 Building and Energy Efficiency Standards

and local policies, which would ensure that cumulative development does not result in the wasteful, inefficient, or unnecessary consumption of energy. Project construction and operations would not result in the inefficient, wasteful, or unnecessary consumption of energy. Further, the energy demands of the Project can be accommodated within the context of available resources and energy delivery systems. A significant cumulative impact would not occur, and the Project's contribution would not be cumulatively considerable.

3.4.6.2 Cumulative Threshold 2: Conflict with Renewable or Energy Efficiency Plan

This section evaluates the potential for the Project to conflict with state or local plans for renewable energy or energy efficiency. The Project would not conflict with any adopted state or District plans for renewable energy or energy efficiency. The Project and cumulative projects under the PMP, PMPU, and San Diego Association of Governments 2025 Regional Plan and projects listed in Table 3-1 would also inherently be required to be consistent with the Title 24 Energy Efficiency Standards, and the District or other agency CAP, as applicable. Because California's energy conservation planning actions are conducted at a regional level, and because it can be assumed that other cumulative projects would implement features to reduce inefficient or unnecessary energy use as required by local plans and state energy regulations, the Project and cumulative projects would not conflict with energy conservation plans. Therefore, impacts due to a conflict with or obstruction of a state or local plan for renewable energy or energy efficiency would be less-than-cumulatively significant. The Project's contribution would not be cumulatively considerable.

3.5 Geology and Soils

This section evaluates the potential for impacts on geology and soils resulting from implementation of the proposed East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project).

3.5.1 Environmental Setting

The Project area is situated in the San Diego County coastal section of the Peninsular Ranges Geomorphic Province. This geomorphic province encompasses an area that extends approximately 900 miles from the Transverse Ranges and the Los Angeles Basin south to the southern tip of Baja California (Appendix G1, Geology and Soils Technical Study). In general, the province consists of rugged mountains underlain by Jurassic metavolcanic and metasedimentary rocks and Cretaceous igneous rocks of the southern California batholith. In the coastal plain portion of the province where the Project area is located, Quaternary-age sedimentary deposits overlie Tertiary- and Cretaceous-age sedimentary units.

The following sections describe the environmental setting for the Project as it relates to geology and soils.

3.5.1.1 Soils

The site is located on land built up by hydraulic fills (Figure 3.5-1, Geology and Soils). According to the U.S. Department of Agriculture (USDA), the Project area includes Urban Land and Made Land with no agricultural use and low to moderate erosion potential (Appendix G1).

Fill

The Project area is underlain by fill materials. These fill materials were generally sourced from dredging operations in the bay and placed at the site from the 1920s to 1960s as hydraulic fills. Borings conducted at the site revealed these materials to be brown, tan, and gray, consisting of loose to medium dense sand and silty clay. Nearby borings also uncovered dark gray, loose to medium dense sandy silt. Along the southern and eastern edges of the site, a rip-rap berm serves as shoreline protection. The depth of fill material across the Project area is anticipated to be approximately 10 to 20 feet (Appendix G1).

Bay Deposits (Offshore Marine Deposits)

Quaternary-age bay deposits (also referred to as offshore marine deposits) are mapped adjacent to the site and are anticipated to underlie the fill materials at the site. These materials generally consist of unconsolidated marine sediments composed mostly of very

fine- to medium-grained sand and silt. The bay deposits encountered in borings previously performed on site were described as brown, gray, and black, medium dense, silt and sand, and soft to stiff clay (Appendix G1).

Old Paralic Deposits

Old paralic deposits underlie the fill and bay deposits in the Project area. Old paralic deposits generally consist of mostly poorly sorted, moderately permeable, reddish-brown, interfingered strandline, beach, estuarine, and colluvial deposits composed of silt, sand, gravel, and cobbles. Old paralic deposits were encountered in borings performed in the Project area at depths ranging from approximately 45 to 50 feet and were described as brown, dense to very dense sand and stiff to hard clay (Appendix G1).

3.5.1.2 Faulting and Seismicity

The San Diego County and Southern California region is seismically active. An active fault is defined by the California Geological Survey as a fault showing evidence for activity within the last 11,700 years. The Elsinore, San Jacinto, and San Andreas Faults are active fault systems located over 10 miles northeast of the Project. The Coronado Bank, San Diego Trough, and San Clemente Faults are active faults located over 10 miles west of the Project.

The Rose Canyon Fault Zone, the nearest active fault system to the Project area, is located approximately a mile east of the Project area. The Spanish Bight fault, a strand of the Rose Canyon Fault Zone, runs north to south through the central portion of the Project area. Another strand of the Rose Canyon Fault Zone, East Bay fault strand, is located east of the Project area. The fault is capable of producing a maximum moment magnitude of 6.9.

Ground surface rupture occurs when movements along a fault is sufficient to cause a gap or rupture where the upper edge of the fault zone intersects the ground surface. There is a potential for ground surface rupture due to faulting at the Project area. In addition, lurching or cracking of the ground surface adjacent to the Project area because of nearby seismic events is possible.

3.5.1.3 Groundwater

According to the Geotechnical and Fault Rupture Hazard Investigation (Appendix G2), data from boring logs within the Topgolf site in the Project area indicates that groundwater is present at depths ranging from approximately 8.5 to 15 feet below existing grades. Groundwater is expected to follow the topographic gradient and flow generally towards

the south. Groundwater depths and flow directions can vary due to tidal influence, seasonal variations, construction dewatering, and other factors.

According to the Water Quality Control Plan for the San Diego Basin, the site is located within the Lindbergh Hydrologic Subarea within the San Diego Mesa Hydrologic Area within the Pueblo San Diego Hydrologic Unit. This hydrologic area has been exempted by the San Diego Regional Water Quality Control Board from the municipal drinking water use designation (Appendix G1).

3.5.1.4 Geologic Hazards

The following discussion is an assessment of the existing environmental setting pertaining to potential geologic hazards in the Project area based on the Geotechnical and Fault Rupture Hazard Investigation (Appendix G2) and Geology and Soils Technical Study (Appendix G1).

Liquefaction

Liquefaction is a phenomenon where the strength and stiffness of a soil is reduced by earthquake or other rapid loading. The relatively rapid loss of the soil's shear strength during strong earthquake shaking results in temporary, fluid-like behavior of the soil. Soil liquefaction causes ground failure that can damage roads, pipelines, underground cables, and buildings with shallow foundations.

The City of San Diego's (City's) Seismic Safety Study (2008) includes maps of the City that identify risk zones. The most current San Diego Seismic Safety Study Geologic Hazard and Fault Maps (City of San Diego 2008) were updated in 2008 and consist of 49 grid map sheets that cover the City. The grids are defined by the California State Plan coordinates. The Project area is mapped as Geologic Category 31, High Potential, under "Liquefaction." This category defines areas that have shallow groundwater, major drainages, and hydraulic fills, all of which have a high potential for liquefaction during ground-shaking events such as earthquakes (Geologic Hazard Categories 31).

Lateral Spreading

Effects of severe liquefaction can include lateral spreading. Lateral spread of the ground surface during an earthquake usually takes place along weak shear zones that have formed within a liquefiable soil layer. Lateral spread has generally been observed to take place in the direction of a free-face (i.e., retaining wall, slope, channel) but has also been observed to a lesser extent on ground surfaces with very gentle slopes. The Geology and Soils Technical Study (Appendix G1) determined the soils underlying the Project area are considered to be potentially susceptible to seismically induced lateral spreading and

recommended further site-specific evaluation of potential for lateral spreading. Further evaluation was completed in the Geotechnical and Fault Rupture Hazard Investigation (Appendix G2), which determined that the potential for lateral spreading to occur in the Topgolf site within the Project area is low.

Landslides

There are no mapped landslides in the vicinity of the Project area, and these geologic units are not recognized to be prone to landsliding. Given the flat-lying, massive geologic structure of the old paralic deposits in this area, the potential for landslides or slope instabilities to occur at the site is considered very low.

Expansive Soils

Expansive soils are clays that are prone to shrinking or swelling with decreases or increases in moisture content. Clayey fill soils and bay deposits at the site may be moderately to highly expansive at the Topgolf site. The field investigation performed by NOVA Services found that the on-site near surface soils were classified as having very low expansion potential in the Topgolf site within the Project area (Appendix G2).

Liquefaction and Seismically Induced Settlement

The City's Seismic Safety Study (2008) maps the Project area as having high potential for liquefaction (Geologic Hazard Categories 31). Based on this designation, as well as the granular nature of the subsurface materials and the shallow depth to groundwater, the Project area has a high potential for liquefaction and seismically induced settlement.

Ground Surface Rupture and Ground Shaking Motion

The Project area is in a seismically active region of Southern California. The Elsinore, San Jacinto, and San Andreas Faults are active fault systems located northeast of the Project. Active splays of the Rose Canyon fault zone, designated as the Spanish Bight and East Bay faults, are mapped as traversing the central and eastern portions of the site. There is a potential for ground surface rupture due to faulting at the Project area. In addition, lurching or cracking of the ground surface adjacent to the Project area because of a nearby seismic events is possible. Considering the proximity of the Project area to the Rose Canyon fault, which is capable of producing a maximum moment magnitude of 6.9, the Project area has a high potential for experiencing strong ground motion (Appendix G1).

3.5.1.5 Paleontological Resources

Paleontological resources (fossils) are the remains and/or traces of prehistoric life and represent an important and nonrenewable natural resource. Fossil remains are found in

the geologic formations within which they were originally buried. Fossil remains, fossil sites, fossil-producing geologic formations, and geologic formations with the potential for containing fossil remains are considered paleontological resources. Fossil remains are considered important if they are well preserved, identifiable, type/topotype specimens, age diagnostic, useful in environmental reconstruction, or represent new, rare, or endemic taxa. The potential for impacts on fossils depends on the sensitivity of the geologic unit and the amount and depth of grading and excavation. Sedimentary rocks, such as those found in coastal areas, usually contain fossils.

According to the Geotechnical and Fault Hazard Report (Appendix G2), the Topgolf site within the Project area is underlain by fill, marine bay deposits, and old paralic deposits. Within the Harbor Island Planning District, artificial fill is assigned no paleontological sensitivity, and Holocene marine deposits are assigned low paleontological sensitivity (District 2024a). Old paralic deposits, recognized as the Bay Point Formation in the Port Master Plan Update Final Program EIR (PMPU Final PEIR) and assigned a high paleontological sensitivity, are anticipated to be below the artificial fill (Appendix G1).

3.5.2 Regulatory Setting

This section describes the federal, state, and local regulatory framework adopted to address geology and soils. Also, refer to Section 3.8, Hydrology and Water Quality, for a summary of the regulatory framework governing soil erosion and runoff.

3.5.2.1 Federal

Clean Water Act

The Clean Water Act (CWA) is the primary federal law that protects the quality of the nation's surface waters, including lakes, rivers, and coastal wetlands. The key section pertaining to geology and soil regulation is Section 402. Under the CWA, Congress recognized the primary responsibility and rights of states to prevent, reduce, and eliminate pollution to plan the development and use (including restoration, preservation, and enhancement) of land and water resources. The U.S. Environmental Protection Agency has initial authority to administer a permitting program in a state but must suspend the federal program when a state presents "the program it proposes to establish and administer under state law" and demonstrates that "the laws of such State . . . provide adequate authority to carry out the described program" (33 USC 1342[b], [c][1]; 40 CFR 123.1[d][1]). The State Water Resources Control Board and its Regional Water Quality Control Boards have been authorized to implement a permitting program consistent with CWA Section 402 at the state level.

Section 402: National Pollutant Discharge Elimination System Permits

Section 402 of the CWA regulates point-source discharges to surface waters (other than dredge or fill material) through the National Pollutant Discharge Elimination System (NPDES) program, administered by the U.S. Environmental Protection Agency or by an authorized state. The NPDES program provides general permits (those that cover a number of similar or related activities) and individual permits for discharges to waters of the United States. California is an authorized state and issues NPDES permits as described further below.

3.5.2.2 State

Alquist-Priolo Earthquake Fault Zoning Act (California Public Resources Code, Section 2621, et seq.)

The Alquist-Priolo Earthquake Fault Zoning Act was signed into state law in 1972. Its primary purpose is to mitigate the hazard of fault rupture by prohibiting the location of structures for human occupancy across the trace of an active fault. The act delineates "Earthquake Fault Zones" along faults that are "sufficiently active" and "well defined." The act also requires that cities and counties withhold development permits for sites within an earthquake fault zone until geologic investigations demonstrate that the sites are not threatened by surface displacement from future faulting. Pursuant to this act, structures for human occupancy are not allowed within 50 feet of the trace of an active fault. The Project area is located within active splays of the Rose Canyon fault zone; therefore, the impacts from potential surface fault rupture are discussed in the impact analysis below.

"Approval" under the Alquist-Priolo Earthquake Fault Zoning Act is triggered when a project obtains development permits and makes a final decision on the precise placement of structures (14 CCR 3603[a] and [d] ["Application for a development permit for any project within a delineated earthquake fault zone shall be accompanied by a geologic report prepared by a geologist registered in the State of California"]). The California Geological Survey's 2018 Special Publication 42 guidance explains that site-specific geotechnical testing can occur after completion of CEQA ("[A]ll of the investigations required by the A-P [Alquist-Priolo] Act may occur either before, concurrent with, or after the CEQA process") (CGS 2018).

California Building Code (California Code of Regulations, Title 14, Part 2)

Current law states that every local agency enforcing building regulations, such as cities and counties, must adopt the provisions of the California Building Code (CBC) within 180 days of its publication. The publication date of the CBC is established by the California Building Standards Commission, and the code is also known as Title 24, Part 2, of the

California Code of Regulations. The most recent building standard adopted by the legislature and used throughout the state is the 2022 version of the CBC (effective January 1, 2023), often with local, more restrictive amendments that are based on local geographic, topographic, or climatic conditions. These codes provide minimum standards to protect property and public safety by regulating the design and construction of excavations, foundations, building frames, retaining walls, and other building elements to mitigate the effects of seismic shaking and adverse soil conditions.

The CBC provides standards for various aspects of construction, including but not limited to excavation, grading, and earthwork construction; preparation of the site prior to fill placement, specification on fill materials and fill compaction and field testing; retaining wall design and construction, foundation design and construction; and seismic requirements. It includes provisions to address issues such as (but not limited to) construction on expansive soils, liquefaction potential, and soil strength loss. The CBC sets seismic design requirements based on seismic risk categories, which are associated with a structure's occupancy category (i.e., structures that represent low hazard to human life, structures that represent substantial hazard to human life, structures designated as essential facilities based on the proposed use), and a structure's seismic risk category (i.e., the severity of the design earthquake ground motion and specific soil properties at the site).

Chapter 18, Soils and Foundations, of the CBC requires a record of the soil profile, evaluation of active faults in the area, and recommendations for foundation type and design criteria that address issues as applicable such as (but not limited to) bearing capacity of soils, provision to address expansive soils and liquefaction, settlement, and varying soil strength. The Project would be required to comply with the CBC, including Part 2, Volume 2, Chapter 18, Soils and Foundations, which outlines the minimum standards for structural design and construction.

California Public Resources Code, Section 5097.5

Paleontological sites are protected under a variety of state policies and regulations in the California Public Resources Code. In addition, paleontological resources are recognized as nonrenewable resources and receive protection under the California Public Resources Code and the California Environmental Quality Act (CEQA). California Public Resources Code, Section 5097.5, states the following:

> A person shall not knowingly and willfully excavate upon, or remove, destroy, injure, or deface, any historic or prehistoric ruins, burial grounds, archaeological or vertebrate paleontological site, including fossilized footprints, inscriptions made by human agency, rock art, or any other archaeological, paleontological or historical

> feature, situated on public lands, except with the express permission of the public agency having jurisdiction over the lands. . . . A violation of this section is a misdemeanor.

This statute prohibits the removal, without permission, of any paleontological site or feature from lands under the jurisdiction of the state or any city, county, district, authority, or public corporation, or any agency thereof. As a result, local agencies are required to comply with California Public Resources Code, Section 5097.5, for their own activities, including construction and maintenance, as well as for permit actions (e.g., encroachment permits) undertaken by others. California Public Resources Code, Section 5097.5, also establishes the removal of paleontological resources as a misdemeanor and requires reasonable mitigation of adverse impacts to paleontological resources from developments on public (state, county, city, and district) lands.

Seismic Hazard Mapping Act (California Public Resources Code, Section 2690–2699.6)

The Seismic Hazard Mapping Act was adopted by the state in 1990 to protect the public from the effects of non-surface fault rupture earthquake hazards, including strong ground shaking, liquefaction, seismically induced landslides, or other ground failure caused by earthquakes. The goal of the act is to minimize loss of life and property by identifying and mitigating seismic hazards. The California Geological Survey prepares and provides local governments with seismic hazard zone maps that identify areas susceptible to amplified shaking, liquefaction, earthquake-induced landslides, and other ground failures. The act requires responsible local agencies to only approve projects within seismic hazard zones following a site-specific investigation to determine if the hazard is present, and if so, the inclusion of appropriate mitigation. In addition, the act requires real estate sellers and agents at the time of sale to disclose if a property is in one of the designated seismic hazard zones.

3.5.2.3 Local

San Diego Unified Port District Port Master Plan

The Port Master Plan (PMP) guides the physical development of the lands within the District's jurisdiction and also serves as the District's coastal program for the California Coastal Act. The District's jurisdiction includes the Public Trust lands (i.e., tidelands) bayward of the mean high-tide line, submerged lands generally to the U.S. pierhead line, and other upland properties as acquired by the District. The District manages these lands in trust for the people of the State of California. Amendments to the PMP require a two-thirds vote by the Board of Port Commissioners and certification by the California Coastal Commission. The PMP establishes specific goals, objectives, policies, and standards to

direct future development, facilitate a diverse range of uses and activities, and provide a broad range of proposed public improvements. The PMP's goals, objectives, policies, and standards were developed in accordance with the California Coastal Act, Public Trust Doctrine, and San Diego Unified Port District Act, which are the foundation for the plan's legislative framework (District 2020).

Port Master Plan Update

The Port Master Plan Update (PMPU) is a comprehensive update to the PMP. The PMPU Environmental Impact Report (EIR) was certified in February 2024; however, the PMPU is not formally certified by the Coastal Commission and is, therefore, not yet the governing land use document of the District. Similar to the PMP, the PMPU provides the official goals and planning policies, as well as water and land uses, for development and conservation of the District tidelands and submerged lands that compose the PMPU area. With buildout expected to occur by 2050, the proposed PMPU would implement the approximately 30-year planning vision by identifying allowable water and land uses and providing policies to address six PMPU elements: Water and Land Uses, Ecology, Environmental Justice, Mobility, Safety and Resiliency, and Economics (District 2024b). Until the PMPU is certified by the Coastal Commission, the standard of review for the future project Coastal Development Permit will be the existing certified Port Master Plan and not the PMPU.

The following planning goals listed in the Safety and Resiliency Element and the Ecology Element of the PMPU aim to reduce impacts to geology and soils within the District (District 2024b):

- **SR Goal 1.** Safe and Secure Tidelands
  - **SR Objective 1.1.** Establish and maintain safe access to, from, and throughout Tidelands
    - **SR Policy 1.1.6**: Permittees of development that lies within, or partially within, a designated Earthquake Fault Zone shall:
      a. Comply with the seismic safety standards of all applicable seismic provisions and criteria in the most recent version of California State and applicable municipal codes; and
      b. Incorporate siting and design techniques to address any such geologic hazards.
- **SR Goal 3.** Climate and coastal resilient Tidelands
  - **SR Objective 3.2.** Effective planning, monitoring, research, and adaptation to improve coastal resiliency

- **SR Policy 3.2.3:** The District shall create and periodically update an SLR adaptation plan that:
  a. Considers best available science and applicable regional, State, and federal adaptation planning guidance;
  b. Builds upon previous analyses of coastal hazards that are caused or exacerbated by projected SLR;
  c. Provides recommendations for adapting existing structures and facilities, coastal access, recreational areas, coastal-dependent development, contaminated sites, and other infrastructure and coastal resources to projected SLR conditions,
  d. Explores the potential for nature-based SLR adaptation strategies and identify areas that could integrate natural resource protection, enhancement, and restoration solutions while providing appropriate SLR resilience;
  e. Identifies alternative opportunities or plans for adapting to coastal hazards such as but not limited to: balance or realignment of natural habitat and the built environment, softening hardened shoreline structures, restoring or enhancing submerged habitats for coastal resiliency, or replacing in-kind public recreation areas, accessways, and other Public Trust resources that could be lost due to inundation or damage associated with SLR;
  f. Establishes a monitoring protocol and requirements for evaluating SLR impacts on all Tidelands uses over time;
  g. Establishes a schedule for performing future Tidelands' SLR vulnerability assessments and social vulnerability assessments;
  h. Includes an environmental justice component that addresses how development may affect potential flooding and inundation related to sea level rise in adjacent disadvantaged communities; and
  i. Includes an outreach and engagement process that would be focused on collaborative adaptation planning with adjacent disadvantaged communities.

- **SR Objective 3.3.** Apply adaptive management to reduce the risk of marine and coastal resource climate impacts
  - **SR Policy 3.3.1**: Permittees shall submit a site-specific hazard report to the District using best available science and considers best practices as provided by federal, State, or regional guidance on coastal resiliency.
    At a minimum, the site-specific hazard report shall address anticipated coastal hazards over the anticipated life of the

development, including, but not limited to inundation; flooding associated with storms of various return periods, including a 100-year storm; wave runup and overtopping; historic and projected future shoreline erosion; groundwater rise; saltwater intrusion; tsunamis; and changes to these hazards over time due to projected SLR at the site. The following requirements apply to the site-specific hazard analysis for the report:

a. The analysis shall be conducted by a licensed engineer with experience in coastal processes and shall be submitted to the District for its review and approval.

b. Using best available science and applicable regional, State, or federal adaptation planning guidance documents, the analysis shall consider multiple SLR scenarios and projections associated with the anticipated life of the development and, when applicable, identify potential future impacts on on-site natural resources.

c. The analysis shall identify threshold SLR amounts that could lead to impacts (e.g., the amount of SLR that could lead to overtopping of the proposed development).

d. For development that does not meet the requirements that allow shoreline protective devices subject to SR Policy 3.3.3, SR Policy 3.3.6, or SR Policy 3.3.9, the hazard analysis shall be performed assuming no reliance upon future shoreline protective devices.

e. If applicable, the report shall identify the coastal hazards that could trigger implementation of SLR adaptation strategies. If the development cannot fully minimize or avoid the impacts of coastal hazards for the anticipated life of the development, the report shall discuss possible adaptation responses to the hazards to reduce risk as feasible and mitigate impacts on coastal resources.

f. As part of Coastal Act approval, the District shall review the report and require the development to implement the recommendations in the report and/or any other siting and design adaptation measures that the District determines are necessary to find that the development is consistent with the requirements of this Plan.

- **ECO Goal 2.** Clean, healthy waters and landside areas
  - **ECO Objective 2.2.** Improve fill, soil, and sediment quality

    - **ECO Policy 2.2.1**: The District shall prioritize and pursue opportunities for the protection and enhancement of sediment quality.
    - **ECO Policy 2.2.3**: Development shall not result in degradation beyond regulatory or legal limits for fill, soil, and sediment quality and shall minimize exposure of adjacent communities to fill, soil, and sediment-based environmental contamination.
- **ECO Objective 2.3.** Prevent pollution from entering the Bay
    - **ECO Policy 2.3.2**: Educational information shall be provided to the public and tenants regarding natural resources protection, runoff or increased runoff flows, and pollution prevention measures to minimize or reduce impacts on water and sediment quality.

City of San Diego Regulations

City of San Diego Seismic Safety Study

The City's Seismic Safety Study (2008) includes a series of maps identifying potential geologic hazards throughout the City. These maps provide a guide to determine relative risks and identify areas prone to hazards including active fault zones, liquefaction, and landslides/slope stability that require appropriate levels of geotechnical investigation prior to discretionary approvals. Specific requirements related to the nature and level of required geotechnical investigations are outlined in Article 5, Division 18, Section 145.1803 of the San Diego Municipal Code (SDMC); and Information Bulletin 515. The Project area is within Hazard Category 31, mapped as having a high potential for liquefaction.

City of San Diego 2024 General Plan Update

The Public Facilities, Services, and Safety Element of the City of San Diego 2024 General Plan Update identifies a number of applicable policies related to seismic, geologic, and structural considerations. Specifically, Policies PF-Q.1 and PF-Q.2 include measures regarding conformance with state laws related to seismic and geologic hazards, conducting/reviewing geotechnical investigations, and maintaining structural integrity with respect to geologic hazards (City of San Diego 2024).

City of San Diego Municipal Code

The SDMC includes standards for grading; geotechnical report requirements; and erosion, sedimentation, and water pollution control measures. A geotechnical investigation report is required for all new structures and where geologic hazards may exist per the SDMC Section 145.1803.

The City's Grading Ordinance (SDMC Section 142.0101 et seq.) incorporates a number of requirements related to hydrology and water quality, including best management practices (BMPs) necessary to control stormwater pollution from sources such as erosion/sedimentation and construction materials during project construction and operation. Specifically, these include elements related to slope design, erosion/sediment control, revegetation requirements, and material handling/control.

Section 142.0151: Paleontological Resources Requirements for Grading Activities

Paleontological resources monitoring shall be required in accordance with the General Grading Guidelines for Paleontological Resources in the Land Development Manual for any of the following:

1. *Grading* that involves 1,000 cubic yards or greater, and 10 feet or greater in depth, in a High Resource Potential Geologic Deposit/Formation/Rock Unit; or
2. *Grading* that involves 2,000 cubic yards or greater, and 10 feet or greater in depth, in Moderate Resource Potential Geologic Deposit/Formation/Rock Unit; or
3. *Grading* on a fossil recovery site or within 100 feet of the mapped location of a fossil recovery site.

If paleontological resources, as defined in the General Grading Guidelines for Paleontological Resources, are discovered during *grading*, notwithstanding Section 142.0151(a), all *grading* in the area of discovery shall cease until a qualified paleontological monitor has observed the discovery, and the discovery has been recovered in accordance with the General Grading Guidelines for Paleontological Resources.

San Diego Unified Port District Jurisdictional Runoff Management Program

Under the Municipal Stormwater Permit, each jurisdiction is required to have a Jurisdictional Runoff Management Program (JRMP), which includes a component that addresses issues related to construction activities and a component that addresses issues related to existing development, and which requires co-permittees to establish adequate enforcement authority, develop education/outreach, and conduct monitoring. In addition, each co-permittee prepares and submits an annual report that describes program implementation and strategies to reduce the discharge of pollutants of concern to the municipal separate storm sewer system and receiving waters to the maximum extent practicable.

The District's JRMP has been developed to meet the conditions of the Municipal Stormwater Permit and to assist the District in achieving the goals identified in the Water Quality Improvement Plan. District-specific Water Quality Improvement Plan-based strategies have been incorporated into the JRMP. The JRMP's focus is on controlling

stormwater discharges to the municipal separate storm sewer system, with the overall goal of achieving improvements in receiving water quality. The District has developed a list of BMPs that are applicable to all persons, activities, and operations occurring on District tidelands, and the JRMP uses District-specific jurisdictional activities and watershed-based strategies. Enforcement of the JRMP helps to prevent stormwater pollutants from entering local storm drains and, ultimately, the San Diego Bay.

Moreover, the Municipal Stormwater Permit (Provision E.4) requires the District to implement a construction management program in accordance with the strategies in the San Diego Bay Watershed Water Quality Improvement Plan in addition to core permit requirements. The core permit requirements include a project approval process that ensures appropriate BMPs are attached to conditions of approval for construction projects as well as ongoing construction site inventory updates and tracking and inspection. In addition, the District is required to establish minimum BMPs from the following categories: Project Planning, Non-Stormwater Management, Good Housekeeping/Waste Management, Erosion Control, Sediment Control, and Run-On and Run-Off Control.

3.5.3 Method of Analysis

The analysis in this section is based on review of available plans and technical information, including the Geology and Soils Technical Study in Appendix G1 and Geotechnical and Fault Rupture Hazard Investigation in Appendix G2.

3.5.4 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, the Project would have a significant impact on geology and soils if it would:

- **Threshold 1:** Directly or indirectly cause potential substantial adverse effects, including the risk of loss, injury, or death involving:
  - Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault. Refer to Division of Mines and Geology Special Publication 42.
  - Strong seismic ground shaking.
  - Seismic-related ground failure, including liquefaction.
  - Landslides.
- **Threshold 2:** Result in substantial soil erosion or the loss of topsoil.
- **Threshold 3:** Be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction or collapse.

- **Threshold 4:** Be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code (1994), creating substantial direct or indirect risks to life or property.
- **Threshold 5:** Have soils incapable of adequately supporting the use of septic tanks or alternative waste water disposal systems where sewers are not available for the disposal of waste water.
- **Threshold 6**: Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature.

3.5.5 Project Impacts and Mitigation

The following sections address various potential impacts relating to geology and soils that could result from implementation of the Project.

3.5.5.1 Threshold 1: Exposure to Seismic-Related Hazards

Impact Analysis

The Project area would be susceptible to ground shaking produced by local faults during earthquakes. There is potential for ground surface rupture due to active faulting at the site due to the presence of splays of the Rose Canyon Fault Zone. Spanish Bight Fault Zone, a strand of the Rose Canyon Fault Zone, traverses the eastern portion of the Project area (Appendix G1). The probability of ground rupture in the general Project area is considered high. However, according to the Geotechnical and Fault Hazard Report (Appendix G2), there are no active or potentially active faults below (or within 50 feet on either side of) the Topgolf building. In addition, based on borings performed in the outfield of the Topgolf site, the Spanish Bight fault projects through the outfield. However, the Geotechnical and Fault Hazard Report (Appendix G2) does not recommend setbacks of the poles or targets within the projected fault zone because these are not habitable structures. Therefore, the potential for ground rupture below the Topgolf site within the Project area is low, and impacts would be less than significant.

Based on the presence of relatively loose fill material and bay deposits and shallow groundwater at the site, soils underlying the Project area could be susceptible to liquefaction and seismic settlement hazards. The Project area, including the Topgolf site, is within Hazard Category 31, mapped as having a high potential for liquefaction on the City of San Diego Seismic Safety Study map (Appendices G1 and G2). Due to the relatively wet, soft nature of the underlying materials, the presence of shallow groundwater, and proximity to active faulting, the potential for liquefaction is considered high (Appendix G2). Liquefaction impacts would be potentially significant.

The geotechnical investigation (Appendix G2) concluded that the Topgolf site within the Project area may experience moderate to severe ground shaking in response to large-magnitude earthquakes. While the risk of strong ground motion is typically mitigated through building design in accordance with the CBC, impacts related to strong seismic ground shaking would be potentially significant.

Evidence of landslides or slope instabilities in the Topgolf site within the Project area was not observed during the geotechnical investigation completed for the Geotechnical and Fault Rupture Report (Appendix G2). A review of geologic literature, aerial photos and topographic maps, does not indicate the presence of mapped landslides in the Project area or adjacent to the site. Additionally, the Project area is relatively flat and does not support steep slopes that may be subject to landslides. Thus, no impact to seismic-related ground failure related to landslides would occur.

Significance of Impact

Impacts would be potentially significant. Implementation of Mitigation Measure GEO-1, which requires demonstration of compliance with the CBC, City seismic safety requirements, and specific geotechnical recommendations, would reduce impacts from liquefaction and seismic ground shaking to below a level of significance.

Mitigation Measures

To reduce impacts to below a level of significance, the following mitigation measures shall be implemented as part of the Project.

GEO-1: California Building Code Design Measures and Site-Specific Geotechnical Study and Report Recommendations. Prior to obtaining grading and building permits, Topgolf and/or the District shall demonstrate compliance with the most recent California Building Code standards and consistency with site-specific geotechnical recommendations as outlined in the project-specific geotechnical investigations. Evidence of incorporation of the geotechnical recommendations shall be provided to the District prior to commencement of construction of the Topgolf visitor-serving attraction.

Recommendations provided in the Geology and Soils Technical Study for the Project area, prepared by Ninyo & Moore on May 10, 2024, include recommendations relating to soft ground, compressible soil, expansive soils, ground surface rupture, ground shaking, liquefaction, shallow groundwater, and corrosive soils.

Recommendations provided in the Geotechnical and Fault Rupture Hazard Investigation, prepared by NOVA on October 1, 2024, for the Topgolf site within the Project area include earthwork, foundations, interior slabs-on-grade, hardscape, conventional retaining walls, pavement section, pipelines, working platforms, and corrosivity recommendations.

3.5.5.2 Threshold 2: Soil Erosion or Topsoil Loss

Impact Analysis

Erosion, including loss of topsoil, can occur as a result of, or be accelerated by, site preparation activities associated with development. Additionally, the Project may also result in erosion during construction activities, irrespective of if hardscape previously existed at the construction site, as bare soils would be exposed and could be eroded by wind or water. According to the Geology and Soils Technical Study (Appendix G1), the potential for substantial soil erosion and loss of topsoil in the Project area due to the proposed development is low due to the site being previously developed.

Earth-disturbing activities associated with construction would be temporary and erosion effects would depend largely on the areas disturbed, the quantity of disturbance, and the length of time soils are subject to conditions that would be affected by erosive processes. Short-term erosion and sedimentation impacts would be addressed through conformance with applicable elements of the District storm water program and related NPDES requirements. Specifically, this would entail conformance with the District JRMP (2024c), as well as the NPDES Construction General Permit and the City's Grading Ordinance (SDMC Section 142.0101 et seq.). Pursuant to the discussion of construction-related water quality concerns in Section 3.8, Hydrology and Water Quality, of this EIR, this would entail implementing an approved storm water pollution prevention plan and related plans and BMPs, including appropriate measures to address erosion and sedimentation.

More specifically, the Project would be subject to the State Water Resources Control Board Construction General Permit (Order 2009-0009-DWQ, as amended by Order 2010-0014-DWQ and Order 2012-006-DWQ). The following types of BMPs, as applicable, would be implemented during construction activities:

- Physical stabilization through hydraulic mulch, soil binders, straw mulch, bonded fiber matrices, and/or erosion control blankets (i.e., rolled erosion control products).
- Soil roughening of graded areas (through track walking, scarifying, sheepsfoot rolling, or imprinting) to slow runoff, enhance infiltration, and reduce erosion.
- Wind erosion (dust) control through the application of water or other dust palliatives as necessary to prevent and alleviate dust nuisance.

- Sediment control.
- Perimeter protection through silt fences, fiber rolls, gravel bag berms, sandbag barriers, and straw bale barriers.
- Storm drain inlet protection.
- Sediment capture through sediment traps, storm drain inlet protection, and sediment basins.
- Velocity reduction through check dams, sediment basins, and/or outlet protection/velocity dissipation devices.
- Reduction in off-site sediment tracking through stabilized construction entrance/exit, construction road stabilization, and/or entrance/exit tire wash.

The General Permit for Construction Activities contains receiving water limitations that require stormwater discharges to not cause or contribute to a violation of any applicable water quality standard. Inspections of all BMPs are required throughout construction.

Additionally, post-development drainage for the Project area would be adequately controlled such that substantial runoff would not occur and storm drains would be designed to handle storm water runoff originating from the Project area. Further, the Project's proposed landscaping plan includes a mix of trees, shrubs, and groundcover which would further minimize soil erosion and top soil loss after completion of the Project's construction phase. Therefore, with adherence to existing regulations and requirements, impact related to erosion or topsoil loss during construction and operation of the Project would be less than significant.

Significance of Impact

Impacts would be less than significant.

Mitigation Measures

No mitigation measures are required.

3.5.5.3 Threshold 3: Geologic Stability

Impact Analysis

Landslides have not been mapped on or adjacent to the Project area, and the Project area is within an area mapped as being least susceptible to landslides (Appendix G1). Based on the relatively flat topography of the Project area, landslides are not anticipated to impact the Project.

However, there is high potential for liquefaction at the Project area due to the shallow groundwater table, proximity to San Diego Bay, and the low density of the underlying

granular subsurface materials. Effects of severe liquefaction can include lateral spreading. According to the Geology and Soils Technical Study (Appendix G1), the Project area is mapped as having a high potential for liquefaction the per the City of San Diego Seismic Safety Study (2008). Additionally, due to the subsurface materials having granular nature and the shallow depth to groundwater, the Project area has a high potential for liquefaction. Therefore, impacts would be potentially significant.

Further, according to the Geotechnical and Fault Hazard Report for the Topgolf site specifically within the Project area (Appendix G2), the potential for lateral spreading to occur on the Topgolf site is considered low. However, the proposed parking lot and the property boundary between the proposed driving range and Liberator Way include sloping ground conditions up to 2 percent, which may create potential for localized lateral spreading to occur. Lateral spreading impacts would be potentially significant.

The fill, marine bay deposits, and old paralic deposits within the top approximately 50 feet of the site are considered to be compressible under the proposed Topgolf building and new fill loads; therefore, the soils on the Topgolf site within the Project area are susceptible to liquefaction. Consequently, soils within the upper 50 feet are unsuitable for support of structural or fill loads (Appendix G2). Therefore, impacts related to liquefaction and lateral spreading would be potentially significant.

Significance of Impact

Impacts would be potentially significant. Implementation of Mitigation Measure GEO-1, which requires compliance with the CBC design measures, City seismic safety requirements, and standards and recommendations listed in the site-specific Geotechnical and Fault Hazard Report (Appendix G2) and Geology and Soils Technical Study (Appendix G1), as well as incorporation of appropriate CBC seismic design measures, would reduce potential impacts from lateral spreading and liquefaction to below a level of significance.

Mitigation Measures

Implementation of Mitigation Measure GEO-1 would reduce potentially significant impacts to below a level of significance.

3.5.5.4 Threshold 4: Expansive Soils

Impact Analysis

Expansive soils contain significant amounts of clay particles that swell considerably when wetted and shrink when dried. According to the findings in the Geology and Soils Technical Study (Appendix G1), the majority of the on-site material is expected to have a

very low expansion potential and therefore is considered suitable for reuse as compacted fill or wall backfill. However, a portion of the Project area soils (the interbedded clays within the marine deposits and old paralic deposits) is anticipated to be expansive and unsuitable for reuse as compacted fill or backwall fill.

Additionally, soils underlying the Topgolf site within the Project area consist of hydraulic artificial fill materials, marine bay deposits, and old paralic deposits. According to the Geotechnical and Fault Hazard Report (Appendix G2), the fill, marine bay deposits, and old paralic deposits within the top approximately 50 feet of the Topgolf site within the Project area are considered to be compressible under the proposed Topgolf building and new fill loads and are susceptible to liquefaction. Therefore, soils within the upper 50 feet are unsuitable for support of structural or fill loads. The deeper old paralic deposits are suitable for support of structural or fill loads. The proposed building can be supported on shallow spread footings and/or a spread footing foundation bearing on ground improvement elements (i.e., stone columns). The proposed net poles can be supported on drilled/driven piles (pre-drilled in the upper 50 feet). Recommendations for ground improvement and drilled/driven piles are provided in the Geotechnical and Fault Hazard Report (Appendix G2). Impacts related to expansive soils would be potentially significant.

Significance of Impact

Impacts would be potentially significant. Implementation of Mitigation Measure GEO-1, which requires the applicant to demonstrate compliance with CBC, City seismic safety requirements, design measures and standards, and recommendations listed in the site-specific Geotechnical and Fault Rupture Hazard Report (Appendix G2) and Geology and Soils Technical Study (Appendix G1), would reduce impacts to people or structures related to expansive soils to below a level of significance.

Mitigation Measures

Implementation of Mitigation Measure GEO-1 would reduce impacts to below a level of significance.

3.5.5.5 Threshold 5: Septic Tanks

Impact Analysis

The Project would rely on the existing sanitary system and would not use septic tanks or alternative wastewater disposal systems. Therefore, no impact would occur.

Significance of Impact

No impacts would occur.

Mitigation Measures

No mitigation measures are required.

3.5.5.6 Threshold 6: Paleontological Resources

Impact Analysis

Impacts to paleontological resources generally take the form of physical destruction of fossil remains by excavation operations that cut into geologic formations. Trenching and tunneling activities may also result in impacts to paleontological resources. When such activities take place, potential impacts are limited to the immediate Project area. Burial of paleontological sites (when the resources are not destroyed) would not be a significant impact.

Fossil remains are considered important if they are well preserved, identifiable, type/topotype specimens, age diagnostic, useful in environmental reconstruction, or represent new, rare, or endemic taxa. The potential for impacts on fossils depends on the sensitivity of the geologic unit and the amount and depth of grading and excavation. The Project area is completely underlain by artificial fill materials. According to the PMPU EIR (District 2024a), the paleontological sensitivity for Harbor Island, which includes the Project area, is considered low or none. Therefore, the Project would have little potential to uncover paleontological resources during grading, excavation, or construction activities. Therefore, impacts related to paleontological resources would be less than significant.

Significance of Impact

Impacts would be less than significant.

Mitigation Measures

No mitigation measures are required.

3.5.6 Cumulative Impacts

The following sections address various potential cumulative impacts relating to geology and soils that could result from implementation of the Project.

3.5.6.1 Cumulative Threshold 1: Exposure to Seismic-Related Hazards

The geographic context for the analysis of impacts regarding seismic-related hazards is generally site-specific, rather than cumulative in nature because each development site has unique geologic considerations that would be subject to uniform site development and construction standards. Potential impacts related to the Project are not additive with other projects and are therefore not cumulatively significant. The specific geologic condition of each individual project site, soil type, and project excavation requirements would dictate the

severity of the potential geologic risks. As discussed in Threshold 1, the Project's impacts would be significant without mitigation. However, with the incorporation of Mitigation Measure GEO-1, Project impacts would be reduced to a less than significant level. Although the Project and development projections under the PMP, PMPU and San Diego Association of Governments (SANDAG) 2025 Regional Plan and cumulative projects listed in Table 3-1, Cumulative Projects, in Chapter 3, Environmental Analysis, of this EIR could have potentially significant geological impacts requiring mitigation, these cumulative projects are geographically removed to the extent that a hazardous geologic event at one site would not necessarily occur at another site. Therefore, the Project would not result in a cumulatively considerable contribution to a significant cumulative impact.

3.5.6.2 Cumulative Threshold 2: Soil Erosion or Topsoil Loss

The geographic context for the analysis of impacts regarding soil erosion or topsoil loss would be the Project area and the immediate surrounding area. Erosion, including loss of topsoil, could occur as a result of site preparation activities associated with development of surrounding projects. However, development projections under the PMP, PMPU, and SANDAG 2025 Regional Plan and cumulative projects listed in Table 3-1 in Chapter 3 of this EIR would be subject to state and local runoff and erosion prevention requirements, including the General Construction Permit, the District JRMP for projects within District property, and the requirements of the City's Grading Ordinance (SDMC Section 142.0101 et seq.). As discussed under Threshold 2, the Project's impacts would be less than significant. Therefore, a significant cumulative impact would not occur, and the Project's contribution would not be cumulatively considerable.

3.5.6.3 Cumulative Threshold 3: Geologic Stability

The geographic context for the analysis of impacts resulting from unstable soils is generally site-specific rather than cumulative in nature. Issues including unstable soils, including landslides, lateral spreading, subsidence, liquefaction, or collapse, would normally be specific to on-site conditions. The Project is a redevelopment of developed land on Harbor Island. Potential geology and soils effects are inherently restricted to the areas proposed for development and are not additive to impacts associated with other planned or proposed development. As discussed in Threshold 3, the Project's impacts would be significant without mitigation. However, with the incorporation of Mitigation Measure GEO-1, Project impacts would be reduced to a less than significant level. When the Project's impacts are combined with impacts of cumulative projects under the PMP, PMPU, and SANDAG 2025 Regional Plan and projects listed in Table 3-1 in Chapter 3 of this EIR, a significant impact would not occur, as these projects are geographically removed to the extent that a hazardous geologic event at one site would not necessarily occur at another site. Therefore, the Project's contribution would not be cumulatively considerable.

3.5.6.4 Cumulative Threshold 4: Expansive Soils

The geographic context for the analysis of impacts resulting from expansive soils is generally site-specific, rather than cumulative in nature. Potential impacts related to the Project are not additive with other projects (Table 3-1) and are therefore not cumulatively significant. As discussed in Threshold 4, the Project's impacts would be significant without mitigation. However, with the incorporation of Mitigation Measure GEO-1, Project impacts would be reduced to a less than significant level. When the Project's impacts are combined with impacts of cumulative projects under the PMP, PMPU, and SANDAG 2025 Regional Plan and projects listed in Table 3-1 in Chapter 3 of this EIR, a significant impact would not occur as these projects are geographically removed to the extent that a hazardous geologic event at one site would not necessarily occur at another site. Therefore, the Project's contribution would not be cumulatively considerable.

3.5.6.5 Cumulative Threshold 5: Septic Tanks

The geographic context for the analysis of impacts resulting from the use of septic tanks is generally site-specific rather than cumulative in nature. Because there would be no Project impacts from septic tanks, potential impacts associated with septic tanks would not result in a significant cumulative impact. Potential impacts related to the Project are not additive with other projects (Table 3-1) and are therefore not cumulatively significant. The Project's contribution would not be cumulatively considerable.

3.5.6.6 Cumulative Threshold 6: Paleontological Resources

The geographic context for the analysis of cumulative impacts to paleontological resources is considered to be the San Diego County region. Cumulative projects within the San Diego County region, including those under the PMP, PMPU, and SANDAG 2025 Regional Plan and projects listed in Table 3-1 in Chapter 3, including the San Diego International Airport Expansion, have the potential to disturb these geologic formations and the fossils they contain. Therefore, a significant cumulative impact exists. However, the Project area and greater Harbor Island have a low sensitivity for paleontological resources because they are composed of fill materials, and there is little potential to uncover paleontological resources during construction. Because Project impacts related to paleontological resources would be less than significant, potential impacts associated with paleontological resources would not result in a significant cumulative impact, and the Project's contribution would not be cumulatively considerable.

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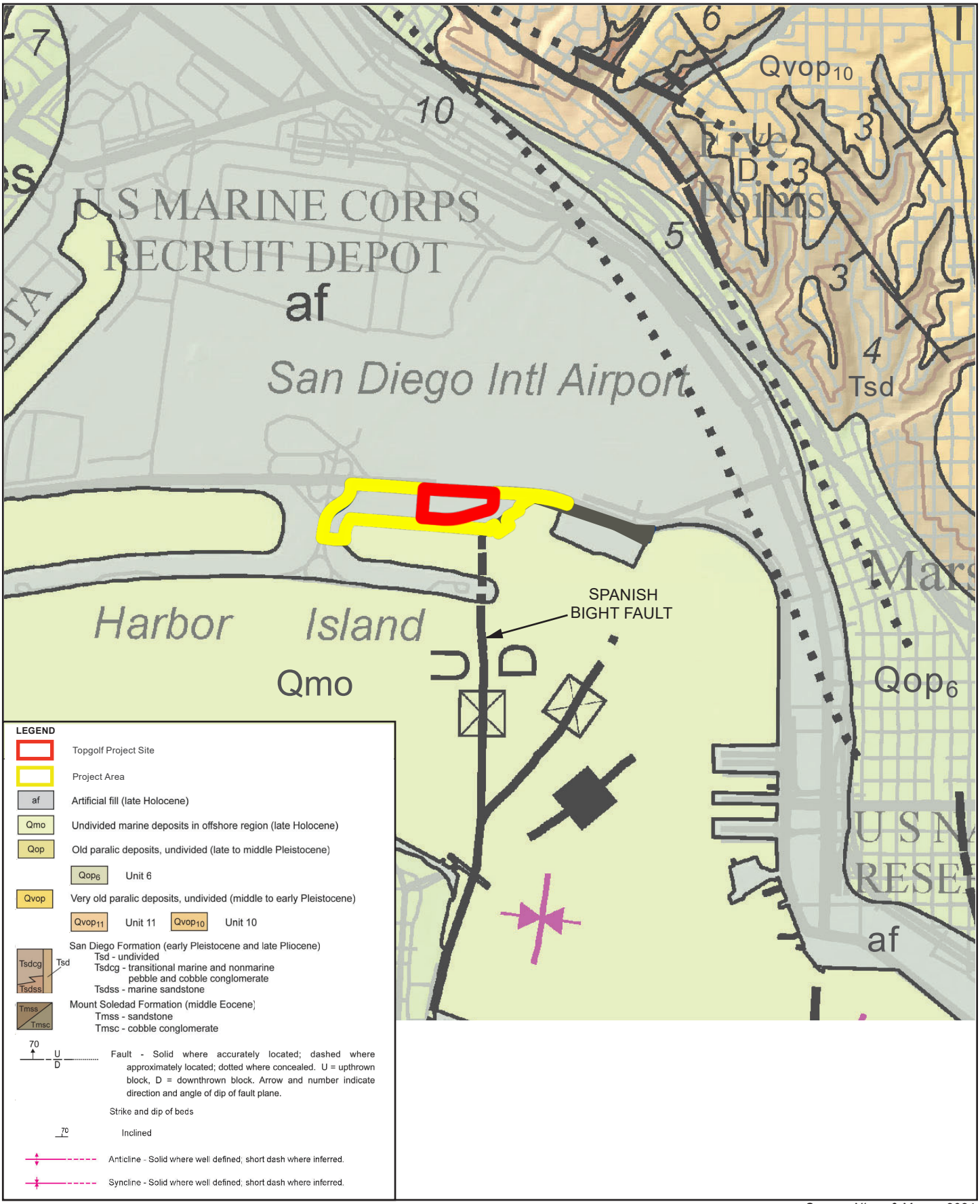

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Source: Ninyo & Moore, 2024.

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Figure 3.5-1

Geology and Soils

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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3.6 Greenhouse Gas Emissions

This section evaluates the potential for impacts on greenhouse gas (GHG) emissions resulting from implementation of the proposed East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project).

3.6.1 Environmental Setting

The following sections describe the environmental setting for the Project as it relates to GHG emissions.

3.6.1.1 Global Climate Change Overview

Climate change refers to any substantial change in measures of climate (such as temperature, precipitation, or wind) lasting for decades or longer. Earth's climate has changed many times during the planet's history, including events ranging from ice ages to long periods of warmth. Historically, natural factors, such as volcanic eruptions, changes in Earth's orbit, and the amount of energy released from the sun, have affected Earth's climate. Some GHGs, such as water vapor, occur naturally and are emitted to the atmosphere through natural processes, while others are emitted through human activities. Beginning in the late 18th century, human activities associated with the Industrial Revolution changed the composition of the atmosphere and, therefore, very likely influenced Earth's climate.

The accumulation of GHGs in the atmosphere regulates Earth's temperature. Without the natural heat-trapping effects of GHGs, Earth's temperature would be approximately 86 degrees Fahrenheit (°F) cooler (Riebeek 2010). However, emissions from human activities, such as electricity production and vehicle use, have elevated the concentration of GHGs in the atmosphere beyond the level of naturally occurring concentrations.

The Global Carbon Project (2024) released an update of the global carbon budget for the year 2023. The atmospheric carbon dioxide (CO_2) concentration in 2023 was 419 parts per million (ppm), 52 percent above the concentration at the start of the Industrial Revolution (about 278 ppm in 1750). Total anthropogenic emissions have been stable over the last decade (zero growth rate over the 2014–2023 period) and much slower than over the previous decade (2004–2013), with an average growth rate of 2 percent per year (Earth Systems Science Data 2025).

3.6.1.2 Greenhouse Gases

GHGs are present in the atmosphere naturally, released by natural sources, or formed from secondary reactions taking place in the atmosphere. The following gases are widely seen as the principal contributors to human-induced global climate change:[1]

- CO_2
- Methane (CH_4)
- Nitrous oxide (N_2O)
- Hydrofluorocarbons (HFCs)
- Perfluorocarbons (PFCs)
- Sulfur hexafluoride (SF_6)

Over the last 200 years, human activities have caused substantial quantities of GHGs to be released into the atmosphere. These extra emissions increase GHG concentrations in the atmosphere and enhance the natural greenhouse effect, which scientists believe can cause global warming. While GHGs produced by human activities include naturally occurring GHGs (e.g., CO_2, CH_4, and N_2O), some gases (e.g., HFCs, PFCs, and SF_6) are completely new to the atmosphere. Certain other gases (e.g., water vapor) are short lived in the atmosphere compared to these GHGs, which remain in the atmosphere for significant periods of time and contribute to climate change in the long term. Water vapor is generally excluded from the list of GHGs because it is short lived in the atmosphere and its atmospheric concentrations are largely determined by natural processes (e.g., oceanic evaporation). For the purposes of this Environmental Impact Report (EIR), the term "GHGs" will refer collectively to the six gases identified in the bulleted list provided above. The following discussion summarizes the characteristics of the six primary GHGs.

Carbon Dioxide

In the atmosphere, carbon generally exists in its oxidized form as CO_2. Natural sources of CO_2 include the respiration (breathing) of humans, animals, and plants; volcanic outgassing; decomposition of organic matter; and evaporation from the oceans. Human-caused sources of CO_2 include the combustion of fossil fuels and wood, waste incineration, mineral production, and deforestation. Earth maintains a natural carbon balance, and when concentrations of CO_2 are upset, the system gradually returns to its natural state through natural processes. Natural changes to the carbon cycle work slowly, especially compared to the rapid rate at which humans are adding CO_2 to the atmosphere. Natural removal processes (e.g., photosynthesis by land- and ocean-dwelling plant

[1] The GHGs listed are consistent with the definition of "greenhouse gases" in Assembly Bill (AB) 32 (California Health and Safety Code, Section 38505), as discussed in this section.

species) cannot keep pace with this extra input of human-made CO_2, and consequently, the gas is building up in the atmosphere (USEPA 2025a).

Methane

CH_4 is produced when organic matter decomposes in environments lacking sufficient oxygen. Natural sources of CH_4 include fires, geologic processes, and bacteria that produce CH_4 in a variety of settings (most notably wetlands). Anthropogenic sources include rice cultivation, livestock, landfills and waste treatment, biomass burning, and fossil fuel combustion (e.g., the burning of coal, oil, and natural gas). As with CO_2, the major removal process of atmospheric CH_4 (a chemical breakdown in the atmosphere) cannot keep pace with source emissions, and CH_4 concentrations in the atmosphere are increasing (USEPA 2025b).

Nitrous Oxide

N_2O is produced naturally by a variety of biological sources, particularly microbial action in soils and water. Tropical soils and oceans account for the majority of natural source emissions. N_2O is also a product of the reaction that occurs between nitrogen and oxygen during fuel combustion. Both mobile and stationary combustion sources emit N_2O. The quantity of N_2O emitted varies according to the type of fuel, technology, and pollution control device used, as well as maintenance and operating practices. Agricultural soil management and fossil fuel combustion are the primary sources of human-generated N_2O emissions in the state (USEPA 2025c).

Hydrofluorocarbons, Perfluorocarbons, and Sulfur Hexafluoride

HFCs are primarily used as substitutes for ozone (O_3)-depleting substances regulated under the Montreal Protocol.[2] PFCs and SF_6 are emitted from various industrial processes, including aluminum smelting, semiconductor manufacturing, electric power transmission and distribution, and magnesium casting. No aluminum or magnesium production occurs in the State of California; however, rapid growth in the semiconductor industry, which is active in the state, has led to greater use of PFCs (USEPA 2025d).

Global Warming Potential

The GHGs described previously vary considerably in terms of global warming potential (GWP), which is a concept developed to compare the ability of each GHG to trap heat in the atmosphere relative to another GHG. GWP is based on several factors, including the relative effectiveness of a GHG in absorbing infrared radiation and the length of time that

[2] The Montreal Protocol is an international treaty that was approved on January 1, 1989, and was designated to protect the O_3 layer by phasing out the production of several groups of halogenated hydrocarbons that are believed to be responsible for O_3 depletion and are also potent GHGs.

the GHG remains in the atmosphere (referred to as "atmospheric lifetime"). The GWP of each GHG is measured relative to CO_2, the most abundant GHG. For each GHG, a GWP has been calculated to reflect how long emissions remain in the atmosphere and how strongly each GHG absorbs energy on a per-kilogram basis relative to CO_2. For example, 1 pound of CH_4 has 25 times more heat-capturing potential than 1 pound of CO_2. To simplify reporting and analysis, GHG emissions are typically reported in metric tons of carbon dioxide equivalent (MT CO_2e). GWP is a metric that indicates the relative climate forcing of 1 kilogram of emissions when averaged over the period of interest.

Table 3.6-1, Global Warming Potential for Selected Greenhouse Gases, identifies the CO_2e and atmospheric lifetimes of basic GHGs.

Table 3.6-1. Global Warming Potential for Selected Greenhouse Gases

Pollutant	Atmospheric Lifetime (Years)	GWP (100-Year)[b]
CO_2	~100[a]	1
CH_4	12	25
N_2O	121	298

Source: CAPCOA 2022.

Notes: CH_4 = methane; CO_2 = carbon dioxide; GWP = global warming potential; N_2O = nitrous oxide

[a] CO_2 has a variable atmospheric lifetime and cannot be readily approximated as a single number.

[b] The warming effects over a 100-year period relative to other GHGs.

3.6.1.3 Emissions and Inventories

Global Emissions

Worldwide anthropogenic GHG emissions in 2019 were approximately 59 billion MT CO_2e, including ongoing emissions from industrial and agricultural sources and emissions from land use changes (e.g., deforestation, biomass decay). Approximately 79 percent of global GHG emissions came from the energy, industry, transport, and buildings sectors. The remaining emissions were from agriculture, forestry, and other land use (IPCC 2023).

U.S. Emissions

In 2022, the United States emitted approximately 6.3 billion MT CO_2e. Total U.S. emissions increased by one percent from 2021 to 2022, but are 17 percent below 2005 levels. A contributor to the increase in total GHG emissions between 2021 and 2022 was an increase in fossil fuel consumption, due in part to the rebound in economic activity after the height of the COVID-19 pandemic (USEPA 2025e).

State of California Emissions

The California Air Resources Board (CARB) is responsible for developing the state GHG emission inventory. This inventory estimates the amount of GHGs emitted to and

removed from the atmosphere by human activities in the state and supports the AB 32 Climate Change Program. CARB's GHG emission inventory is based on fuel use, equipment activity, industrial processes, and other relevant data (e.g., housing, landfill activity, and agricultural lands) (CARB 2024). According to CARB emission inventory estimates, the state emitted approximately 371.1 MMT CO_2e emissions in 2022. This is a decrease of 9.3 MMT CO_2e from 2021. Since the peak level in 2004, California's GHG emissions have generally followed a decreasing trend. CARB estimates that transportation was the source of approximately 38 percent of the state's GHG emissions in 2022, followed by industrial sources at 20 percent and electricity generation at 16 percent. The largest emissions category in the transportation sector is On-Road Transportation, which consists of passenger vehicles (cars, motorcycles, and light-duty trucks) and heavy-duty vehicles. The remaining sources of GHG emissions were residential and commercial activities at 11 percent, agriculture at 8 percent, and the remaining emissions from refrigerants, solid waste, and other sources (CARB 2024).

San Diego Unified Port District Emissions

A GHG emissions inventory was completed by the San Diego Unified Port District (District) using a 2016 baseline year to identify existing emissions sources and the magnitude of their emissions. The results of the inventory indicated that, in 2016, activities in the District resulted in approximately 399,739 MT CO_2e. On-road transportation represents the largest single source of emissions in the District at approximately 27 percent of the 2016 inventory (District 2024).

3.6.2 Regulatory Setting

This section describes the federal, state, and local regulatory framework for GHG emissions.

3.6.2.1 Federal

Federal Clean Air Act

On April 2, 2007, the U.S. Supreme Court ruled in Massachusetts v. USEPA that CO_2 is an air pollutant, as defined under the Clean Air Act, and that the U.S. Environmental Protection Agency (USEPA) has the authority to regulate GHGs emissions (known as the Endangerment Finding). The USEPA announced that GHGs (including CO_2, CH_4, N_2O, hydrofluorocarbons, perfluorocarbons, and SF_6) threaten the public health and welfare of the American people. This action was a prerequisite to finalizing the USEPA's GHG emissions standards, discussed below.

On February 12, 2026, the USEPA rescinded the 2009 Endangerment Finding and repealed all federal GHG emissions standards for light-, medium-, and heavy-duty vehicles (USEPA 2026). The rule eliminates the USEPA's authority to regulate motor

vehicle GHG emissions and removes all associated compliance obligations for manufacturers. This analysis uses CalEEMod Version 2022.1.1.26 to estimate GHG emissions associated with the Project. CalEEMod currently uses on-road vehicle emissions factors from the unadjusted EMFAC2021, which assumes compliance with the Federal Heavy Duty Phase 1 and 2 Greenhouse Gas Regulations. As of February 2026, no EMFAC or CalEEMod adjustment factors are available to calculate project emissions without these regulations in place. This analysis uses the best methodology available to estimate project emissions as of this writing.

USEPA Emission Standards

The USEPA has adopted regulations to limit emissions from all sources, including non-road diesel equipment such as construction equipment. To reduce emissions from non-road diesel equipment, the USEPA established a series of increasingly strict emission standards for new non-road diesel engines. The earliest standards, Tier 1 standards, were phased in on newly manufactured equipment from 1996 through 2000 (year of manufacture), depending on the engine horsepower category. Tier 2 standards were phased in on newly manufactured equipment from 2001 through 2006. Tier 3 standards were phased in on newly manufactured equipment from 2006 through 2008. The highest tier standards, Tier 4, were phased in between 2008 and 2015 (District 2024).

Corporate Average Fuel Economy Standards

The Corporate Average Fuel Economy Standards were first enacted in 1975 to improve the average fuel economy of cars and light duty trucks. The standards have been modified several times to cover additional model years, incorporating increasingly stringent standards over time. Standards for model years 2027–2031 were finalized in 2024. In this final rule, fuel economy is estimated to increase 2 percent per year for model years 2027–2031 for passenger cars, while light trucks will increase 2 percent per year for model years 2029–2031. These increases will bring the average light-duty vehicle fuel economy up to approximately 50.4 miles per gallon by model year 2031 (NHTSA 2024).

Most recently, in 2025, the National Highway Traffic Safety Administration (NHTSA) announced that Corporate Average Fuel Economy Standards were under review; however, no changes to existing standards have been proposed (NHTSA 2025). While the standards remain in place, Congress amended 49 U.S.C. Section 32912 in July 2025 to effectively eliminate the penalty for violating the Corporate Average Fuel Economy standards for passenger cars and light-duty trucks (Public Law No. 119-21).

2024–2027 Climate Adaptation Plan

The USEPA released its Climate Adaptation Plan in June 2024. The plan describes agency actions to address the impacts of climate change and support nationwide climate resiliency. Priorities of the plan include workforce training, increasing facility resilience, conducting supply chain risk assessments, making financial assistance programs easier to find, providing technical assistance, and integrating climate adaptation into rulemaking processes (USEPA 2024a).

Greenhouse Gas Reporting Program

The Greenhouse Gas Reporting Program (GHGRP) requires reporting of GHG data from large GHG emission sources, fuel and industrial gas suppliers, and CO_2 injection sites in the United States. Approximately 8,000 facilities are required to report their emissions annually, and the reported data is made available to the public in October of each year. Facilities in the GHGRP on the bayfront include military facilities, and the CP Kelco food processing facility on Harbor Drive (USEPA 2025f).

On September 12, 2025, the USEPA proposed rescinding the GHGRP, arguing that it does not have the authority under the Clean Air Act to require emissions reporting and that the data collected isn't necessary for any current or future federal rule or regulation (USEPA 2025g). As of this writing, the GHGRP remains in effect.

Energy Independence and Security Act of 2007

The Energy Independence and Security Act, enacted by Congress in 2007, is designed to improve vehicle fuel economy and help reduce the United States dependence on foreign oil. It expands the production of renewable fuels, reducing dependence on oil, and confronting climate change. Specifically, it does the following:

- Increases the supply of alternative fuel sources by setting a mandatory Renewable Fuel Standard, requiring fuel producers to use at least 36 billion gallons of biofuel in 2022, which represents a nearly five-fold increase over current levels.
- Reduces United States demand for oil by setting a national fuel economy standard of 35 miles per gallon (mpg) by 2020 – an increase in fuel economy standards of 40 percent.

The Energy Independence and Security Act of 2007 also set energy efficiency standards for lighting (specifically light bulbs) and appliances. Development would also be required to install photosensors and energy-efficient lighting fixtures consistent with the requirements of 42 United States Code (USC) Section 17001 et seq.

Hydrofluorocarbon Emissions Reduction Program

In 2024, the USEPA finalized a rule establishing an emissions reduction and reclamation program for the management of certain HFCs and their substitutes (40 CFR Parts 84, 261, 262, 266, 270, and 271). Requirements include leak repair for refrigerant-containing appliances (e.g., refrigerators, chillers, mobile air conditioners), a new HFC standard for reclaimed HFC refrigerants, and compliance deadlines for installation, servicing, and disposal of HFC devices to minimize release of HFCs.

3.6.2.2 State

Executive Order S-3-05

On June 1, 2005, California Governor Arnold Schwarzenegger announced the following statewide GHG emissions reduction targets in Executive Order (EO) S-3-05:

- By 2010, California shall reduce GHG emissions to 2000 levels.
- By 2020, California shall reduce GHG emissions to 1990 levels.
- By 2050, California shall reduce GHG emissions to 80 percent below 1990 levels.

Assembly Bill 32

In September 2006, the California Legislature adopted Assembly Bill (AB) 32, the California Global Warming Solutions Act of 2006. AB 32 focused on reducing GHG emissions in California. GHGs, as defined under AB 32, include CO_2, CH_4, N_2O, chlorofluorocarbons, hydrofluorocarbons, perfluorocarbons, and SF_6. Under AB 32, CARB has the primary responsibility for reducing GHG emissions and works with the California Climate Action Team to coordinate statewide efforts and promote strategies that can be undertaken by many other California agencies. AB 32 required CARB to adopt rules and regulations that would achieve GHG emissions equal to statewide levels in 1990 by 2020.

Executive Order S-30-15

In 2015, EO S-30-15 established a GHG reduction target of 40 percent below 1990 levels by 2030. This target was intended to be an interim target to guide progress towards the AB 32 goal of 80 percent below 1990 levels by 2050.

Executive Order B-55-18

In 2018, EO B-55-18 established a new statewide goal “to achieve carbon neutrality as soon as possible, and no later than 2045, and achieve and maintain net negative emissions thereafter.” This target has been codified in AB 1279, described below.

Assembly Bill 1279

AB 1279, the California Climate Crisis Act, enacted in September 2022, updates the goals of AB 32. The bill established a statewide goal to achieve net-zero GHG emissions by 2045 and achieve and maintain net-negative GHG emissions thereafter. Additionally, the bill established a specific target for statewide anthropogenic GHG emissions to be reduced to at least 85 percent below the 1990 levels by 2045. The bill requires CARB to work with relevant state agencies to ensure that updates to the Scoping Plan identify and recommend measures to achieve these policy goals and identify and implement a variety of policies and strategies that enable CO_2 removal solutions and carbon capture, utilization, and storage technologies in California, as specified. The bill also requires CARB to submit an annual progress report.

2022 Climate Change Scoping Plan

As directed by AB 32, CARB adopted the first Climate Change Scoping Plan (Scoping Plan) in December 2008, in accordance with California Health and Safety Code, Section 38561. The Scoping Plan included measures to address GHG emissions reduction strategies related to energy efficiency, water use, and recycling and solid waste, among other measures. The Scoping Plan was updated in 2014, 2017, and most recently in 2022.

The most recent update to the Scoping Plan was adopted by CARB in December 2022 (2022 Scoping Plan). The 2022 Scoping Plan assesses progress toward the statutory 2030 target of at least 40 percent below 1990 emissions and identifies a path to achieving carbon neutrality by 2045, consistent with AB 1279 targets described above. The 2022 Scoping Plan identifies reductions for each GHG emission sector (e.g., the transportation, industry, electricity generation, agriculture, commercial and residential, and waste sectors) to achieve these goals. For each of these sectors, the 2022 Scoping Plan also describes strategies for GHG emissions reductions. (CARB 2022).

Handbook for Analyzing Greenhouse Gas Emission Reductions, Assessing Climate Vulnerabilities, and Advancing Health and Equity

In October 2024, the California Air Pollution Control Officers Association (CAPCOA) published this handbook for quantifying GHG emissions reductions from a variety of strategies. Measures are provided for multiple sectors, including transportation, energy, water, landscaping, solid waste, and construction. In addition to calculation details, each measure includes a description of the measure; when it is appropriate to apply; cost considerations; co-benefits; and impacts to resilience, health, and equity. The handbook also includes guidance for assessing climate-related risks (CAPCOA 2024).

Senate Bill 32

Effective January 1, 2017, Senate Bill (SB) 32 added Section 38566 to the California Health and Safety Code. SB 32 provides that "in adopting rules and regulations to achieve the maximum technologically feasible and cost-effective greenhouse gas emissions reductions authorized by [Division 25.5 of the California Health and Safety Code], [CARB] shall ensure that statewide greenhouse gas emissions are reduced to at least 40 percent below the statewide greenhouse gas emissions limit no later than December 31, 2030." In other words, SB 32 requires California to reduce its statewide GHG emissions by the year 2030 so that emissions are 40 percent below those that occurred in 1990.

Short-Lived Climate Pollutant Reduction Strategy

SB 605 directed CARB, in coordination with other state agencies and local air districts, to develop a comprehensive Short-Lived Climate Pollutant (SLCP) Reduction Strategy. SB 1383, adopted in 2013, requires CARB to develop and implement a SLCP Reduction Strategy with the following 2030 goals: 40 percent reduction in methane, 40 percent reduction in hydrofluorocarbon gases, and 50 percent reduction in anthropogenic black carbon. The bill also establishes the following targets for reducing organic waste in landfills and CH4 emissions from dairy and livestock operations: 50 percent reduction in organic waste disposal from the 2014 level by 2020, 75 percent reduction in organic waste disposal from the 2014 level by 2025, and 40 percent reduction in CH4 emissions from livestock manure management operations and dairy manure management operations below the dairy sector's and livestock sector's 2013 levels by 2030. Per its directive, CARB adopted the SLCP Reduction Strategy in March 2017, establishing a path to decrease SLCPs from various sectors of the economy. Strategies span from wastewater and landfill practices and methane recovery to reducing natural gas leaks and consumption. The SLCP Reduction Strategy also identifies measures that can reduce HFC emissions through incentive programs and limitations on the use of high-GWP refrigerants in new refrigeration and air-conditioning equipment (CARB 2017b).

Renewable Portfolio Standard

California's Renewable Portfolio Standard was established in 2002 under SB 1078 and accelerated in 2006 under SB 107 by requiring that 20 percent of electricity retail sales be served by renewable energy sources by 2010. Subsequent recommendations in California energy policy reports advocated a goal of 33 percent by 2020, and on November 17, 2008, Governor Arnold Schwarzenegger signed EO S-14-08, requiring retail sellers of electricity to serve 33 percent of their load with renewable energy by 2020. In April 2011, SB X1-2 codified EO S-14-08, setting the new Renewable Portfolio Standard targets at 20 percent by the end of 2013, 25 percent by the end of 2016, and 33 percent by the end of 2020 for

electricity retailers. Governor Edmund G. Brown Jr. signed SB 350 in October 2015, which extended the Renewable Portfolio Standard target by requiring retail sellers to procure 50 percent of their electricity from renewable energy resources by 2030.

Governor Jerry Brown signed SB 100 in 2018, which replaced the SB 350 requirement of 45 percent renewable energy by 2027 with the requirement of 50 percent by 2026 and raises California's RPS requirements for 2050 from 50 to 60 percent. SB 100 also established RPS requirements for publicly owned utilities that consist of 44 percent renewable energy by 2024, 52 percent by 2027, and 60 percent by 2030. Furthermore, the bill also established an overall state policy that eligible renewable energy resources and zero-carbon resources supply 100 percent of retail sales of electricity to California end users and 100 percent of electricity procured to serve state agencies by December 31, 2045. Under the bill, the state cannot increase carbon emissions elsewhere in the western grid or allow resource shuffling to achieve the 100 percent carbon-free electricity target.

SB 1020 was approved in September 2022. This bill revised energy targets to provide that eligible renewable energy resources and zero-carbon resources supply 90 percent of all retail sales of electricity to California end-use customers by December 31, 2035; 95 percent of all retail sales of electricity to California end-use customers by December 31, 2040; 100 percent of all retail sales of electricity to California end-use customers by December 31, 2045; and 100 percent of electricity procured to serve all state agencies by December 31, 2035.

Assembly Bill 1493: Clean Car Standards

Also known as "Pavley I," AB 1493 standards were the nation's first GHG standards for automobiles. AB 1493 requires CARB to adopt vehicle standards that lower GHG emissions from new light-duty automobiles to the maximum extent feasible. In January 2012, CARB adopted the Advanced Clean Cars Program to achieve additional GHG emissions reductions for passenger vehicles for model years 2017–2025. The program includes low-emission vehicle regulations and zero-emission vehicle regulations. Together, the two standards increased average fuel economy to roughly 43 miles per gallon in 2020 (and more for years beyond 2020). The Advanced Clean Cars II Program was adopted by CARB in August 2022, and provides the regulatory framework for ensuring the sales requirement goal of 100 percent zero-emission vehicle (ZEV) sales in the state by 2035, consistent with EO N-79-20. The USEPA granted CARB's CAA waiver for implementing Advanced Clean Cars II Program in December 2024. On June 12, 2025, Public Law No. 119-16 rescinded the USEPA's December 2024 CAA waiver for the Advanced Clean Cars II Program. The impacts of Public Law No. 119-16 are uncertain pending the outcome of litigation challenging the rescission, discussed below.

As noted in Section 3.2, Air Quality, the federal Clean Air Act allows states to adopt ambient air quality standards and other regulations if they are at least as stringent as federal standards. However, in 2025 the US Congress attempted to rescind California's ability to set stricter emissions standards through the Congressional Review Act (see, e.g., Public Laws 119-15 through 119-17)/ This action was made in contravention of the Senate Parliamentarian's conclusion the action was not allowed under the Congressional Review Act. Consequently, on June 12, 2025, California and a coalition of 10 other states filed a lawsuit challenging these actions (State of California et al. v. United States et al., No. 4:25-cv-04966-HSG [N.D. Cal]). The implications of these laws on the state's ability to enforce California Ambient Air Quality Standards are uncertain pending the outcome of this litigation.

Warren-Alquist Act

The 1975 Warren-Alquist Act established the California Energy Resources Conservation and Development Commission, now known as the CEC. The act established state policy to reduce wasteful, uneconomical, and unnecessary uses of energy by employing a range of measures. The California Public Utilities Commission regulates privately owned utilities in the energy, rail, telecommunications, and water fields.

California Code of Regulations Title 24, Part 6

California Code of Regulations, Title 24, Part 6 (California's Energy Efficiency Standards for Residential and Nonresidential Buildings), was established in 1978 to reduce California's energy consumption. The standards are updated periodically to allow consideration and possible incorporation of new energy efficiency technologies and methods. Although the standards were not originally intended to reduce GHG emissions, electricity production by fossil fuels and natural gas use result in GHG emissions, and energy-efficient buildings require less electricity and natural gas. Therefore, increased energy efficiency results in decreased GHG emissions.

The CEC adopted its 2008 Standards on April 23, 2008, in response to AB 32. The 2008 Standards were adopted to (1) provide California with an adequate, reasonably priced, and environmentally sound supply of energy; (2) pursue California energy policy, which states that energy efficiency is the resource of first choice for meeting California's energy needs; (3) meet the West Coast Governors' Global Warming Initiative commitment to include aggressive energy efficiency measures into updates of state building codes every 3 years; and (4) meet the requirements of EO B-18-12 and those in the Green Building Initiative to improve the energy efficiency of non-residential buildings through aggressive standards. The latest update of the California Code of Regulations, Title 24, Part 6, was approved in 2021 and went into effect on January 1, 2023 (the 2022 standards). The 2022 standards encourage efficient

electric heat pumps, establish electric-ready requirements for new homes, expand solar photovoltaic and battery storage standards, and strengthen ventilation standards. The 2025 Building Energy Efficiency Standards will go into effect on January 1, 2026. The 2025 standards emphasize the use of heat pumps for space heating and water heating, as well as photovoltaic and battery storage systems. The standards also strengthen ventilation standards to improve indoor air quality.

California Green Building Standards Code (California Code of Regulations, Title 24, Part 11)

The California Green Building Standards Code (CALGreen) contains mandatory requirements for new residential and non-residential buildings throughout California. The code is Part 11 of the California Building Standards Code in Title 24 of the California Code of Regulations. The current 2022 standards for new construction of and additions and alterations to residential and non-residential buildings went into effect on January 1, 2023.

CALGreen is intended to (1) cause a reduction in GHG emissions from buildings; (2) promote environmentally responsible, cost-effective, healthier places to live and work; (3) reduce energy and water consumption; and (4) respond to the governor's directives. The code was established to reduce construction waste, make buildings more efficient in the use of materials and energy, and reduce environmental impacts during and after construction. The code includes Construction Waste Management Requirements that require projects to recycle and/or salvage at least 65 percent of their nonhazardous construction and demolition waste. The 2025 CALGreen standards go into effect on January 1, 2026. Changes to non-residential mandatory measures include revisions to calculations for bicycle parking requirements and changes to EV charging specifications.

Executive Order N-79-20: Zero-Emission Vehicles

EO N-79-20, signed by Governor Gavin Newsom on September 23, 2020, directs the state to require that, by 2035, all new cars and passenger trucks sold in California be zero-emission vehicles to reduce transportation GHG emissions, the primary source of emissions in the state. Following the EO, CARB will develop regulations to mandate that 100 percent of in-state sales of new passenger cars and trucks are zero emission by 2035 and that all operations of medium- and heavy-duty vehicles shall be 100 percent zero emission by 2045 where feasible. Final details for achieving the goal are not available, but CARB has several existing programs to encourage ZEV adoption, including the Carl Moyer Program and Low Carbon Transportation Program. The Carl Moyer Program provides incentives for replacing existing vehicles and equipment with the cleanest available technology, and the Low Carbon Transportation Program focuses on advancing technologies through zero-emission demonstration projects and supports deployment of

on-road zero-emission technologies (CARB 2026a, 2026b). The Advanced Clean Cars II Program, discussed above, provides the regulatory framework for ensuring the sales requirement goal of EO N-79-20. The USEPA granted CARB California's CAA waiver request on December 18, 2024; however, as noted above, Public Law 119-16 rescinded California's CAA waiver.

Executive Order S-01-07: Low Carbon Fuel Standard

In 2007, Governor Arnold Schwarzenegger signed EO S-01-07, which mandates (1) that a statewide goal be established to reduce the carbon intensity of California's transportation fuels by at least 10 percent by 2020, and (2) that a low carbon fuel standard (LCFS) for transportation fuels be established in California. CARB developed the LCFS regulation pursuant to the state's authority under AB 32 and the federal Clean Air Act and adopted it in 2009. In 2018, CARB approved amendments to the regulation, which included strengthening and smoothing the carbon intensity benchmarks through 2030 in-line with California's 2030 GHG emission reduction target enacted through SB 32, adding new crediting opportunities to promote zero emission vehicle adoption, alternative jet fuel, carbon capture and sequestration, and advanced technologies to achieve deep decarbonization in the transportation sector. The LCFS was also amended in 2024 with a target of a 90 percent reduction in carbon intensity of California's transportation fuels by 2045.

Senate Bill 375: Sustainable Communities Strategy

SB 375 was adopted in 2008 and provides a new planning process that coordinates land use planning, Regional Transportation Plans, and funding priorities to help California meet the GHG reduction goals established in AB 32. SB 375 requires Regional Transportation Plans, developed by Metropolitan Planning Organizations, to incorporate a Sustainable Communities Strategy in their Regional Transportation Plans. The goal of the Sustainable Communities Strategy is to reduce regional vehicle miles traveled (VMT) through land use planning and consequent transportation patterns. SB 375 also includes provisions for streamlined California Environmental Quality Act (CEQA) review for some infill projects, such as transit-oriented development.

In 2018, CARB adopted updated SB 375 targets for the regional Metropolitan Planning Organizations. The targets for the San Diego Association of Governments (SANDAG) are a 15 percent reduction in emissions per capita by 2020 and a 19 percent reduction by 2035. SANDAG completed and adopted its most recent Regional Plan, San Diego Forward: The Regional Plan (2021 Regional Plan), in December 2021. The 2021 Regional Plan, as amended in 2023, includes the region's Sustainable Communities Strategy in accordance with SB 375 and continues to emphasize alternative transportation infrastructure and infill development (SANDAG 2021).

Senate Bill 743

SB 743 (passed in 2013) requires revisions to the CEQA Guidelines that establish new impact analysis criteria for the assessment of a project's transportation impacts. The intent behind SB 743 and revising the CEQA Guidelines was to integrate and better balance the needs of congestion management, infill development, active transportation, and GHG emissions reduction. The Governor's Office of Land Use and Climate Innovation (LCI) recommended that VMT serve as the primary analysis metric, replacing the existing criteria of delay and level of service. In 2018, LCI adopted amendments to the CEQA Guidelines and released a technical advisory outlining potential VMT significance thresholds for different project types. As of July 1, 2020, CEQA Guidelines, Section 15064.3, requires the use of VMT as the metric for analyzing potential impacts on transportation.

3.6.2.3 Local

San Diego Unified Port District Climate Action Plan

The District adopted a Climate Action Plan (CAP) in 2013 (District 2013). The CAP represents a roadmap by which the District can reduce its contributions of GHG emissions, including a targeted set of GHG emissions reduction policies and measures in support of the state's efforts under SB 32. The CAP establishes a goal of reducing emissions by 25 percent less than the 2006 baseline levels by 2035. It has not been updated to reflect the state GHG reduction goal to achieve net-zero GHG emissions by 2045, which was adopted after completion of the CAP. The District later completed an inventory for 2016 calendar year conditions and showed GHG emissions decreased by 18 percent from the 2006 baseline inventory, which is an additional 8 percent reduction from their initial goal of 10 percent reduction (District 2024).

San Diego Unified Port District Tidelands Parking Guidelines

The Tidelands Parking Guidelines outline general parking requirements for the Harbor Island, Shelter Island, North Embarcadero, Coronado, and South Bay districts. Adopted in January 2001, the parking guidelines are intended to help determine how much parking should be provided to serve uses in each planning district. They focus on the parking demands for proposed development projects and the site-specific needs and distinguish between the demand a potential development generates and the parking requirement that development of a project on a specific site might create. Factors influencing parking demand include the land use type of the proposed development, transit accessibility, airport accessibility, and pedestrian orientation, whereas factors influencing parking requirements include demand plus any additional parking requirements created by the displacement of existing parking or other changes in the characteristics of parking in the area of the development (i.e., existing parking shortages and public access to the Bay).

The guidelines establish parking demand rates and adjustment factors for determining the parking requirements of a development.

2025 San Diego Forward: The Regional Plan

SANDAG is the federally designated Metropolitan Planning Organization for the San Diego region. SANDAG serves as a forum for public decision-making on regional issues such as growth, transportation, and land use in San Diego County and consists of representatives from each of San Diego County's local jurisdictions. The 2025 Regional Plan was adopted by the SANDAG Board of Directors on December 12, 2025. The 2025 Regional Plan creates a transportation network that is accessible and interconnected with improvements to existing projects and other new projects that are supported by programs, policies, and implementation actions, as well as a financial plan. The goal of the 2025 Regional Plan is to make transportation more convenient, equitable, healthy, and safe for everyone in the San Diego region. It includes short- and long-term plans for improving the transportation system. To support healthy communities and a cleaner environment, the 2025 Regional Plan reduces GHG emissions by providing options for people to shift to lower-emission travel modes. It meets the SB 375 19 percent per capita GHG emissions reduction target by 2035 and federal air quality standards (SANDAG 2025).

3.6.3 Method of Analysis

The analysis presented below is based on the GHG Technical Memorandum (Appendix H). CalEEMod Version 2022.1.1.26 was used to estimate GHG emissions from the Project. Construction emission estimates and operational emission estimates are based on construction details provided by Topgolf, USA (Topgolf) and the District. Mobile emissions that would result from Project implementation were provided by CR Associates in the VMT Assessment (Appendix O1). Detailed assumptions are provided in Appendix H of this EIR.

3.6.4 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, the Project would have a significant impact on GHG emissions if it would:

- **Threshold 1:** Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment.
- **Threshold 2:** Conflict with an applicable plan, policy or regulation adopted for the purpose of reducing the emissions of greenhouse gases.

The District's CAP is not a "qualified GHG reduction plan" that may be used to streamline project-specific GHG impact analysis in accordance with CEQA Guidelines, Section 15183.5. Additionally, the San Diego County Air Pollution Control District has not adopted a numeric GHG threshold. Neighboring cities, including the City of San Diego, have

adopted qualified CAPs. However, these CAPs do not include District operations in their inventories and forecasts and therefore cannot be applied to the Project.

CARB's' 2022 Scoping Plan for Achieving Carbon Neutrality (2022 Scoping Plan) outlines a statewide path to achieving the net-zero statewide emissions goal of AB 1279. In the absence of an adopted local plan, the 2022 Scoping Plan has been determined to be the appropriate tool to determine the significance of Project GHG emissions for Threshold 1 and Threshold 2. The Project would result in a potentially significant impact related to GHG emissions if it was inconsistent with the 2022 Scoping Plan, specifically with the priority action area GHG reduction strategies outlined in Scoping Plan Appendix D. The Scoping Plan does not outline any requirements for individual projects. However, Appendix D does include guidance on priority strategies for GHG reduction that demonstrate alignment with state climate goals. As stated in Appendix D, the priority GHG reduction strategies "represent the core strategies that most jurisdictions in California can adopt and implement to reduce GHG emissions regardless of whether they have developed a GHG inventory or a CAP. If adopted at a sufficient scale, these strategies will address the majority of emissions under local authority in most jurisdictions" (CARB 2022). As such, a project that is consistent with the priority strategies is considered consistent with state GHG reduction goals. Additionally, for Threshold 2, although the District's CAP is not qualified to determine the significance of GHG emissions, it is an applicable plan to reduce GHGs, and the Project is also evaluated for CAP consistency.

3.6.5 Project Impacts and Mitigation

The following sections address the significance of various potential impacts relating to GHG emissions that could result from implementation of the Project.

3.6.5.1 Threshold 1: Generation of Greenhouse Gas Emissions

Impact Analysis

Project Emissions Inventory

The Project would generate GHG emissions during construction and operation. An inventory of Project GHG emissions is provided below for informational purposes. As discussed above, consistency with the 2022 Scoping Plan has been determined to be the appropriate tool to determine the significance of Project GHG emissions.

Construction

Project construction emissions were estimated using the California Emissions Estimator Model (CalEEMod), Version 2022.1.1.26. Construction would include demolition of the existing car rental facilities, the existing Liberator Way, and San Diego International Airport

temporary construction staging facilities, construction of the Topgolf visitor-serving attraction and park improvements, including shoreline improvements, paving associated with new parking facilities, and the Liberator Way realignment. Detailed assumptions and modeling datasheets are provided in Attachment 1, CalEEMod Results, in the GHG Technical Memorandum (Appendix H). Construction is estimated to result in maximum annual construction emissions of 5,311 MT CO_2e per year between 2025 and 2027. Table 3.6-2, Estimated Project-Related Construction Greenhouse Gas Emissions, provides estimated annual construction emissions for each construction year.

Table 3.6-2. Estimated Project-Related Construction Greenhouse Gas Emissions

Year (Construction Activities)	On-Site Equipment Emissions (MT CO_2e)	Off-Site Vehicle and Truck Emissions (MT CO_2e)	Tugboat Emissions (MT CO_2e)	Total Annual Emissions (MT CO_2e)
2025 (Demolition, Site Preparation, Grading, Building Construction, Paving)	2,597	2,713	1	5,311
2026 (Grading, Building Construction)	1,657	2,153	0	3,810
2027 (Building Construction)	403	560	1	965

Source: CalEEMod, Version 2022.1.1.26. Refer to Appendix H for model output.

Notes: MT CO_2e = metric tons of carbon dioxide equivalent

Operation

Operation emissions were also estimated using CalEEMod. During operation, the Project would result in area and indirect emissions from electricity and natural gas consumption, water and wastewater transport, and solid waste generation. GHG emissions from electricity consumed on site by the Project would be generated off site by fuel combustion at the electricity provider. GHG emissions from water and wastewater transport would be indirect emissions resulting from the energy required to transport water from its source and the energy required to treat wastewater and transport it to its treated discharge point. Development would also generate mobile source emissions from motor vehicle trips. Operational GHG emissions associated with the Project are shown in Table 3.6-3, Estimated Project-Related Operational Greenhouse Gas Emissions.

Table 3.6-3. Estimated Project-Related Operational Greenhouse Gas Emissions

Emissions Source	Emissions (MT CO_2e)
Area and Refrigerants	18
Electricity	49
Natural Gas	383
Mobile	3,943
Waste	249
Water	7
Total Annual Operation Emissions	**4,649**

Source: CalEEMod, Version 2022.1.1.26. Refer to Appendix H for model output.

Notes: MT CO_2e = metric tons of carbon dioxide equivalent. Area sources include consumer products, architectural coatings, and landscaping equipment. Refrigerants are assumed to be used in air conditioning and refrigeration equipment.

As discussed in Section 3.6.5.2, Threshold 2: Conflict with Applicable Plan, for the VMT priority area, the Project would be inconsistent with GHG reduction strategies outlined in Scoping Plan Appendix D. Impacts would therefore be potentially significant.

Significance of Impact

Implementation of the Project may generate GHG emissions such that there could be significant impacts on the environment. Impacts are potentially significant.

Mitigation Measures

Mitigation Measure TRA-1, Transportation Demand Management Plan, is listed in Section 3.6.5.2. As discussed in Section 3.6.5.2, Mitigation Measure TRA-1 would reduce GHG-related impacts, but not to a less than significant level. As such, impacts related to generation of GHG emissions would be significant and unavoidable.

3.6.5.2 Threshold 2: Conflict with Applicable Plan

Impact Analysis

Project consistency with the 2022 Scoping Plan and the District's CAP are evaluated below.

2022 Scoping Plan

The primary plan for determining the significance of Project emissions in line with current state emissions reduction goals is the 2022 Scoping Plan, which outlines a path for achieving carbon neutrality in accordance with AB 1279. The 2022 Scoping Plan recommends that local governments prioritize transportation electrification, VMT reduction, and building decarbonization (CARB 2022). These overall goals are discussed below, followed by a detailed comparison of the Project to key local action strategies identified in the 2022 Scoping Plan.

The Project would support transportation electrification by providing new electric vehicle (EV) charging stations per Table 5.106.5.3.1 of the California Green Building Standards. Its anticipated charging stations would regularly be available to serve multiple cars throughout the day at the Topgolf visitor-serving attraction. Public EV charging stations are currently not available on the site. As such, the Project would enhance the availability of EV charging in the surrounding Project area. In addition, a solar canopy would be constructed over Topgolf's surface parking lot which would reduce the net increase in electricity usage from facility operations. The Project would support 2022 Scoping Plan goals to electrify transportation.

The Project would support the use of non-motorized transportation through a proposed sidewalk connection on Liberator Way from North Harbor Drive or Harbor Island Drive or from an existing multi-use pathway along North Harbor Drive. A multi-use walkway would be located within the Topgolf leasehold, providing a connection from North Harbor Drive to San Diego Bay and further promoting coastal access. However, the Project's contribution to regional VMT was evaluated in a VMT analysis prepared for the Project that compares the Project to the Governor's Office of Land Use and Climate Innovation VMT guidelines (Appendix O1). The VMT analysis determined that the proposed public park spaces would be a unique park space within San Diego Bay that would generate new vehicle trips and would potentially increase regional VMT. As outlined in Section 3.13, Transportation, as a regionally serving commercial attraction, it was determined that the Topgolf visitor-serving attraction would also result in a net increase in regional VMT and result in a significant VMT impact. As such, the Project would conflict with 2022 Scoping Plan goals to reduce VMT per capita by 25 percent below 2019 levels by 2030 and 30 percent below 2019 levels by 2045.

The 2022 Scoping Plan recognizes that a statewide transition to electrification will be a phased process over the 25-year Scoping Plan horizon. The electricity grid requires time to grow to ensure reliability, affordability, and resilience to meet increased demand, and technology and supply are not yet available to meet all energy needs currently served by natural gas. Additionally, existing natural gas infrastructure requires strategic decommissioning over time for safety considerations. The relevant target for the Project is to install electric-only appliances for new commercial projects by 2029. The Project area is currently served by natural gas, and it is anticipated that new commercial kitchen appliances may use natural gas. However, the Project is proposed to be operational prior to the 2029 commercial appliance target. As new technologies become available and local natural gas infrastructure is decommissioned, future replacement appliances would likely be electric appliances. Additionally, although regulations adapted by surrounding jurisdiction do not apply to the District, the continued use of natural gas for commercial kitchens is consistent with surrounding jurisdiction's climate action goals. The City of San Diego's Draft San Diego All-Electric Reach Code, adopted in support of the City's CAP to achieve net-zero community emissions, includes an exception for commercial kitchen use of natural gas when no all-electric alternative is commercially available (City of San Diego 2023). As such, near-term use of natural gas kitchen equipment would not conflict with 2022 Scoping Plan goals for building electrification.

As outlined in Chapter 4 of the 2022 Scoping Plan, Key Sectors, achieving carbon neutrality by 2045 would require a combination of accelerated rates of development and deployment of emerging technologies, new regulations or changes to existing ones, state incentive programs, and local action. Project operation would comply with state

regulations as applicable and cannot anticipate how new technologies, regulations, or incentives will develop or be applied. Additionally, the 2022 Scoping Plan does not include any specific requirements for individual development projects. However, Appendix D, Local Actions, of the 2022 Scoping Plan outlines priority GHG reduction strategies to be implemented through local projects. These strategies are not mandates for new development; however, these strategies represent the most applicable tool for evaluating Project consistency with the 2022 Scoping Plan. Project consistency with these strategies is evaluated in Table 3.6-4, Project Consistency with Priority Greenhouse Gas Reduction Strategies and Actions. As shown in Table 3.6-4, the Project would be consistent with priority GHG reduction strategies, except for reducing regional VMT. This impact would be potentially significant.

Table 3.6-4. Project Consistency with Priority Greenhouse Gas Reduction Strategies and Actions

Priority Area	Priority GHG Reduction Strategies	Project Consistency
Transportation Electrification	Convert local government fleets to ZEVs and provide EV charging at public sites.	The Project would not include any changes to fleet vehicle operations. The San Diego Harbor Police Department would continue to operate with implementation of the Project. Operation may include modernization (which is outside the scope of this Project), but it is currently unknown whether modernization would include fleet vehicles. EV charging stations would be provided in the Topgolf visitor-serving attraction area in accordance with Table 5.106.5.3.1 of the California Green Building Standards. The Project would be consistent with this strategy.
	Create a jurisdiction-specific ZEV ecosystem to support deployment of ZEVs statewide (such as building standards that exceed state building codes, permit streamlining, infrastructure siting, consumer education, preferential parking policies, and ZEV readiness plans).	The Topgolf visitor-serving attraction would include new EV infrastructure to support local EV use and would not include any components that interfere with development of a local ZEV ecosystem. The Project would be consistent with this strategy.
	Make 100 percent of light-duty vehicle sales ZEVs by 2035.	Not applicable. The Project would not include any vehicle sales or manufacturing component.
VMT Reduction	Reduce or eliminate minimum parking standards.	The Project is subject to existing parking standards. A parking analysis was prepared for the Project based on the San Diego Unified Port District Tidelands Parking Guidelines (Parking Guidelines) (Appendix O2). The parking analysis did apply parking adjustment factors that account for the availability of transit, ride-share, and walkability from other destinations, which reduced the parking required for the Project compared to a similar facility at a different location. Therefore, the Project would be consistent with this strategy.

Table 3.6-4. Project Consistency with Priority Greenhouse Gas Reduction Strategies and Actions

Priority Area	Priority GHG Reduction Strategies	Project Consistency
	Implement Complete Streets policies and investments, consistent with General Plan Circulation Element requirements.	The applicable circulation element for the Project is the Port Master Plan Circulation/Navigation Element. Neither this element nor the PMPU Mobility Element includes any specific Complete Streets policies. However, the elements do encourage reduced parking and prioritize pedestrian and bicycle routes. The Project would not include any components that would conflict with planned circulation systems. The Project would provide pedestrian connections to support Complete Streets and has reduced parking compared to parking requirements. The Project would be consistent with this strategy.
	Increase access to public transit by increasing density of development near transit, improving transit service by increasing service frequency, creating bus priority lanes, reducing or eliminating fares, micro-transit, etc.	Although this policy is directed toward agencies and not specific development projects, the site is currently accessible from nearby bus stops and light-rail service (Appendix O1). As such, the Topgolf visitor-serving attraction would increase development density near transit by increasing the availability of Commercial Recreation facilities in the area. Existing rental car facilities would be relocated within the District's borders such that total development density would also increase. However, these bus stops do not operate during the Topgolf visitor-serving attraction's anticipated peak operating hours and would not be able to service patrons during late nighttime hours. Additionally, transit stops are relatively spread out in the area and are not easily accessible from the Project area. The Project would be inconsistent with this strategy.
	Increase public access to clean mobility options by planning for and investing in electric shuttles, bike share, car share, and walking.	The Project would include a new pedestrian connection to North Harbor Drive, Harbor Island Drive, or the existing multi-use pathway on North Harbor Drive. An 8 to 10--foot-wide walkway (also multi-use) would be located within the Topgolf visitor-serving attraction site, providing a connection from North Harbor Drive to San Diego Bay and promoting coastal access. The Project would be consistent with this strategy.
	Implement parking pricing or transportation demand management pricing strategies.	The San Diego Unified Port District Tidelands Parking Guidelines are the applicable parking demand management strategies for the project. The Project is not required to include paid parking under the guidelines. However, the intent of paid parking is to encourage the use of alternative forms of transportation by making parking less desirable. Consistent with this intent, as described above, the Topgolf visitor-serving attraction would include reduced parking compared to a similar sized project through parking adjustment factors outlined in the District Parking Guidelines and parking time limits would be imposed. The parking adjustment factors recognize the Project's proximity to transit, potential for rideshare usage, and proximity to existing development where parking is already provided. Additionally, the Project includes new pedestrian connections to encourage reduced vehicle trips. As such, the Project would not include excess parking that would encourage vehicle trips to the site, but would provide reduced parking to encourage carpooling or alternative transportation. The Project would be consistent with this strategy.

Table 3.6-4. Project Consistency with Priority Greenhouse Gas Reduction Strategies and Actions

Priority Area	Priority GHG Reduction Strategies	Project Consistency
	Amend zoning or development codes to enable mixed-use, walkable, transit-oriented, and compact infill development (such as increasing the allowable density of a neighborhood).	It is beyond the scope of the project to amend the District zoning or development codes. The Project would not interfere with future zoning amendments to enable mixed-use and infill development. The project would re-designate the area from Industrial Business Park to Commercial/Recreation and Park/Plaza, allowing for a mix of uses to promote activity in the area. For example, the Project proposes new public park and entertainment uses on a site that is currently used for commercial operations. Commercial Recreation uses promote walkability by encouraging new activity in a previously developed space. The Project would be consistent with this strategy.
	Preserve natural and working lands by implementing land use policies that guide development toward infill areas and do not convert "greenfield" land to urban uses (e.g., green belts, strategic conservation easements).	The Project proposes redevelopment on a site that is currently used for commercial operations. It would not result in the conversion of greenfield land to urban uses. The Project would be consistent with this strategy.
	Reduce VMT per capita by 25 percent below 2019 levels by 2030 and 30 percent below 2019 levels by 2045.	The VMT analysis for the Project determined that the Project would result in a net increase in VMT based on guidance provided by the Governor's LCI Technical Advisory (Appendix O1). The Project would be inconsistent with this strategy.
Building Decarbonization	Adopt all-electric new construction reach codes for residential and commercial uses.	It is beyond the scope of the Project to adopt an all-electric code for the District. The Topgolf visitor-serving attraction would be consistent with applicable building energy standards. As described above, the site is currently served by natural gas, and continued use of natural gas by the Project does not conflict with 2022 Scoping Plan targets for commercial natural gas use. For example, the 2022 Scoping Plan includes the goal of 80 percent of commercial appliance sales to be electric by 2030, and 100 percent of appliance sales to be electric by 2045. The Project would be designed to be electric-ready to incorporate electric appliances when replacing equipment. Therefore, the Project would be consistent with the goal to reduce natural gas use in commercial buildings. The Project would be consistent with this strategy.
	Adopt policies and incentive programs to implement energy efficiency retrofits for existing buildings, such as weatherization and lighting upgrades, and replacing energy-intensive appliances and equipment with more efficient systems (such as Energy Star-rated equipment and equipment controllers).	The Project area does not include any existing uses to be retrofitted. Existing buildings would be demolished and replaced by structures that meet current building standards. This strategy would not be applicable.

Table 3.6-4. Project Consistency with Priority Greenhouse Gas Reduction Strategies and Actions

Priority Area	Priority GHG Reduction Strategies	Project Consistency
	Adopt policies and incentive programs to electrify all appliances and equipment in existing buildings such as appliance rebates, existing building reach codes, or time of sale electrification ordinances.	The Project would not interfere with implementation of policies or incentive programs. Existing buildings would be demolished and replaced with new structures that meet current building standards. This strategy would not be applicable.
	Facilitate deployment of renewable energy production and distribution and energy storage on privately owned land uses (e.g., permit streamlining, information sharing).	The Project parking lot would not be privately owned. However, the Project would include installation of solar panels on canopies over the Topgolf visitor-serving attraction surface parking lot. The Project would be consistent with this strategy.
	Deploy renewable energy production and energy storage directly in new public projects and on existing public facilities (e.g., solar photovoltaic systems on rooftops of municipal buildings and on canopies in public parking lots, battery storage systems in municipal buildings).	The Project would include installation of solar panels on canopies over the Topgolf visitor-serving attraction surface parking lot. The Project would be consistent with this strategy.
	Place all-electric appliances in new construction beginning in 2026 (residential) and 2029 (commercial). For existing residential buildings, make 80 percent of appliance sales electric by 2030 and 100 percent of appliance sales electric by 2035 (appliances replaced at end of life). For existing commercial buildings, make 80 percent of appliance sales electric by 2030 and 100 percent of appliance sales electric by 2045 (appliances replaced at end of life).	The Project would be operational prior to 2029. Future replacement appliances and equipment would be subject to electrification ordinances at the time of replacement. The Project would be consistent with this strategy.

Source: CARB 2022; Appendix D, Table 1.

Notes: EV = electric vehicle; GHG = greenhouse gas; VMT = vehicle miles traveled; ZEV = zero-emission vehicle

Port of San Diego Climate Action Plan

The District's CAP focuses on reducing ongoing annual GHG emissions from activities within the Tidelands. Project consistency with applicable CAP emissions reduction measures is evaluated in Table 3.6-5, Project Consistency with Climate Action Plan Emissions Reduction Measures.

Table 3.6-5. Project Consistency with Climate Action Plan Emissions Reduction Measures

CAP Reduction Measure	Project Consistency
TR3: Vehicle Idling. Enforce state idling laws for commercial vehicles, including delivery and construction vehicles.	The Project would comply with applicable idling laws for construction vehicles. Specifically, Section 2485 in Title 13 of the CCR states that the idling of all diesel-fueled commercial vehicles (weighing over 10,000 pounds) during construction shall be limited to 5 minutes at any location. The Project would be consistent with this measure.
TL1: Promote greater linkage between land uses and transit, as well as other modes of transportation. **TL2:** Increase bicycling and walking opportunities (safe infrastructure to priority destinations) as an alternative to driving.	The realignment of Liberator Way would accommodate both vehicular and pedestrian traffic. The sidewalk would provide a new connection to North Harbor Drive, Harbor Island Drive, or from an existing multi-use pathway on North Harbor Drive. An 8- to 10-foot-wide walkway (also multi-use) would be located within the Topgolf leasehold, providing a north–south connection from the Project area to San Diego Bay and further promoting coastal access. The Project would be consistent with this measure.
TV1: Implement trip reduction programs, such as: ride sharing, telecommuting and alternative work schedules, commute trip reduction marketing, and employer-sponsored vanpool/shuttle.	As discussed above, under 2022 Scoping Plan consistency, the Project would result in a significant impact to VMT. Trip reduction programs are required for impact mitigation, as discussed below. The Project would be inconsistent with this measure prior to mitigation.
EB6: Replace light fixtures in non-Port facilities with lower energy bulbs such as fluorescent, LEDs, or CFLs.	All Project lighting would include energy-efficient lighting in all project components. The Project would be consistent with this strategy.
EH3: Evaluate existing landscaping and options to convert reflective and impervious surfaces to landscaping, and install or replace vegetation with drought-tolerant, low-maintenance native species that can also provide shade and reduce heat island effects.	The Project would reduce impervious surfaces by including a waterfront park on a currently developed site, and would include landscaping with native species, where feasible, as well as drought-tolerant species. The Project would be consistent with this strategy.
SW1: Increase the diversion of solid waste from landfill disposal. Establish and enforce a construction waste-recycling program for all demolition and construction projects. Identify major waste generating uses and provide technical and financial support to implement waste reduction strategies, and expand public outreach and education about waste management and recycling.	Construction of the proposed Topgolf visitor-serving attraction would give preference to materials that are of high-recycled content, made through a sustainably manufactured process, or acquired through local sourcing to minimize the impact of the complex's construction on the environment. Construction of the Project would comply with CALGreen Construction Waste Management Requirements and will implement a waste management program focused on recycling as much waste as possible instead of diverting to landfill disposal. The Project would be consistent with this strategy.

Notes: CCR = California Code of Regulations; VMT = vehicle miles traveled

The CAP also includes goals for the District to adopt ordinances related to building energy efficiency (Goal EB3), cool roofs (Goal EH1), renewable energy production (Goal EA2), and water conservation (Goal WC1). Although applicable ordinances have not been adopted, the Project would be consistent with California building standards requiring water and energy efficiency, would include light-colored roofing, and would include new solar panels on parking lot canopies. Therefore, the Project would be consistent with the sustainable design goals of the CAP. However, as described in Table 3.6-5, without

implementation of a trip reduction plan, the Project would be inconsistent with CAP Reduction Measure TV1. Therefore, this impact would be potentially significant.

Significance of Impact

Implementation of the Project would conflict with applicable plans, policies, or regulations adopted for the purpose of reducing the emissions of greenhouse gases. Impacts would be potentially significant.

Mitigation Measures

The Project would result in a significant impact related to 2022 Scoping Plan consistency because it would not contribute to a regional VMT reduction. The proposed waterfront park would generate new trips, as it would be a unique park space within San Diego Bay. This could potentially increase the travel distance for users who might come to the Project from distant parts of the San Diego region. Therefore, the proposed park has the potential to increase VMT within the region. In addition, the proposed Topgolf component would result in a net increase in VMT. Additionally, the Project would result in a potentially significant impact related to District CAP consistency without implementation of a trip reduction plan. Therefore, Mitigation Measure TRA-1, Transportation Demand Management Plan, in Section 3.13, would be implemented to reduce VMT impacts from Topgolf by implementing five feasible transportation demand management (TDM) measures.

With implementation of Mitigation Measure TRA-1, the Project would be consistent with District CAP strategy TV1 because it would require a trip reduction program. However, the impact related to 2022 Scoping Plan consistency would be reduced, but not to a less than significant level with Mitigation Measure TRA-1. Although the Project would provide TDM measures, implementation of the TDM Program would only reduce VMT associated with Topgolf employees and not VMT associated with patrons, who also contribute to the total actual VMT of the Project. As described in Section 3.13, there are no additional feasible mitigation measures to be implemented. Implementation of the TDM measures above are not anticipated to reduce the total VMT of the Project due to the unique characteristic of the Project's land use as a regional visitor-serving attraction. It is difficult for the Project to reduce its VMT, given that it intends to be a regional-serving facility that caters to as many visitors as possible that may come from different parts of the San Diego region to access San Diego's waterfront. In addition, CAPCOA does not provide TDM measures applicable for park/open space projects. Therefore, since Mitigation Measure TRA-1 would not reduce the Project's total VMT to a less than significant level, the Project's impact related to the 2022 Scoping Plan and District CAP consistency would also remain significant and unavoidable.

3.6.6 Cumulative Impacts

The following sections address various potential cumulative impacts relating to GHG emissions that could result from implementation of the Project.

3.6.6.1 Cumulative Threshold 1: Generation of Greenhouse Gas Emissions

Although the Project is expected to emit GHGs, the emission of GHGs by a single project into the atmosphere is not itself necessarily an adverse environmental effect. Rather, it is the increased accumulation of GHG from more than one project and many sources in the atmosphere that may result in global climate change. As such, in the case of global climate change, the proximity of the Project to other existing and future GHG emission generating activities, such as the cumulative projects in Table 3-1, is not directly relevant to the determination of a cumulative impact because climate change is a global condition. According to CAPCOA, "GHG impacts are exclusively cumulative impacts; there are no noncumulative GHG emission impacts from a climate change perspective" (CAPCOA 2008). Thus, because the Project would have a significant direct impact on GHG emissions, GHG emissions would also be a significant cumulative impact, and the Project's contribution would be cumulatively considerable.

As discussed in Sections 3.6.5.1 and 3.6.5.2, implementation of Mitigation Measure TRA-1 would not reduce total VMT that would result from the Project due to the unique characteristic of the Project's land use as a regional visitor-serving use and regionally serving park space. After mitigation, the Project would result in significant GHG emissions, and Project impacts would remain cumulatively considerable and unavoidable.

3.6.6.2 Cumulative Threshold 2: Conflict with Applicable Plan

Consistent with the discussion above in Cumulative Threshold 1, plans adopted for the purpose of reducing GHG emissions address cumulative GHG emissions and are therefore cumulative in nature. The District's CAP addresses cumulative emissions from District activity, and the 2022 Scoping Plan addresses cumulative statewide emissions. Because the Project would have a significant direct impact on GHG plan inconsistencies, GHG reduction plan inconsistencies would also be a significant cumulative impact, and the Project's contribution would be cumulatively considerable.

As discussed above in Threshold 2, the Project would be consistent with the District CAP following implementation of Mitigation Measure TRA-1. However, the Project would be inconsistent with the 2022 Scoping Plan, as VMT associated with future patrons cannot feasibly be reduced. Therefore, as discussed previously, Mitigation Measure TRA-1 would not reduce GHG reduction plan inconsistencies impacts to less than significant, and Project impacts would remain cumulatively considerable and unavoidable.

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3.7 Hazards and Hazardous Materials

This section evaluates the potential for hazards and hazardous materials impacts resulting from implementation of the proposed East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project).

3.7.1 Environmental Setting

The following sections describe the environmental setting for the Project as it relates to hazards and hazardous materials.

3.7.1.1 Historical Activities

The Project area is currently developed with commercial uses. Existing structures on site include several one- and two-story buildings, various small structures, surface parking lots, fencing, and limited ornamental vegetation. The San Diego Harbor Police headquarters are in the northwestern portion of the Project area at 3380 North Harbor Drive on an approximately 4.8-acre site. Three rental car facilities currently maintain operations throughout the Project area: Hertz Corporation (Hertz) at 3202 North Harbor Drive on an approximately 12.2-acre site, Enterprise Mobility (Enterprise) (operated by National Car Rental) at 3280 North Harbor Drive on an approximately 7.1-acre site, and Avis Rent A Car System, LLC (Avis) at 3180 North Harbor Drive on an approximately 8.8-acre site. Along the eastern portion of the Project area at 3032 Harbor Drive on an approximately 3-acre site, the San Diego International Airport (SDIA) has temporary construction staging offices to support the SDIA Terminal 1 Expansion Project expected for completion in early 2028.

Between the early 1940s and approximately 1995, the parcels currently occupied by the rental car companies, the SDIA temporary construction staging offices, and the adjacent unoccupied parcels up to the waterfront were occupied by General Dynamics and its predecessor, Convair. The site was known as the Harbor Drive Test Facility (HDTF) and used for aircraft research, testing and development, aircraft storage and maintenance, seaplane launching, fuels testing, jet engine testing and propulsion research, rocket testing, and avionics testing. The rental car companies began operations following the termination of General Dynamics' lease and the demolition of the HDTF buildings in approximately 1995/1996.

The parcel currently occupied by the San Diego Harbor Police headquarters was originally part of the HDTF but was removed from the lease in 1948 for the Institute of Aeronautical Sciences, which constructed the building that exists on the parcel. Between 1948 and approximately 1965, the Institute of Aeronautical Sciences used the building as

a museum and a restaurant. In 1965, the parcel was leased to the Lockheed Martin Corporation, which used the parcel for administrative purposes, submersible vehicle design, and manganese nodule processing. After the Lockheed Martin Corporation vacated its lease in the early 1990s, the San Diego Harbor Police headquarters occupied the parcel and currently uses it as their headquarters.

The parcels south of the San Diego Harbor Police headquarters were originally a part of the HDTF. A testing facility known as the Tow Basin was constructed on the site and operated by Convair until approximately 1970, when the Lockheed Martin Corporation purchased the facility. The facility was operated by the Lockheed Martin Corporation and then Rohr Marine until 1986, when the facility was taken over by the San Diego Unified Port District (District) and leased back to the Lockheed Martin Corporation. Between 1991 and 2004, the Tow Basin site was the subject of investigation and remediation activities, which culminated in the demolition of the facility. From 2004 to present, the site has been used for vehicle parking, storage, and maintenance.

The parcels on the western side of the Project area were created by fill and were not present until the construction of Harbor Island Drive in the late 1950s/early 1960s. Since then, they have been vacant or used as parking facilities. Currently, the San Diego Harbor Police uses them for parking and Avis for vehicle storage, and they act as an access driveway from Harbor Island Drive.

3.7.1.2 Hazardous Waste Site Database Results

Land uses in the Project area or within the vicinity of the Project area may handle or have previously handled or generated hazards or hazardous wastes. The following section discusses the known presence of hazards or hazardous materials in the Project area and on the surrounding properties, as appropriate, that may represent the potential to result in an adverse effect on the environment or human health or well-being.

Federal, state, and local regulatory agencies publish databases, or “lists,” of businesses and properties that handle hazardous materials or hazardous waste or are the known locations of releases of hazardous substances to soil and/or groundwater. The EnviroStor database identifies sites that have known contamination or sites for which further investigation is warranted. It also identifies facilities that are authorized to treat, store, dispose, or transfer hazardous waste.

As part of the Phase I Environmental Site Assessment (ESA) prepared for the Project (Appendix I), a review of applicable regulatory agency lists of known and potential hazardous waste sites, properties or facilities currently under investigation for potential environmental violations, and sites storing or using hazardous materials within 1 mile of

the Project area was conducted in April 2023. Each listing was reviewed to determine if the corresponding property details included in the Environmental Data Resources revealed a potential environmental impact or concern to the Project area. A full list of sites identified as having potential environmental impacts within 1 mile of the Project area is provided in the Phase I ESA (Appendix I).

These sites were reviewed for environmental releases, which may have resulted in recognized environmental conditions (REC) in relation to the Project area. A REC is defined as the presence or likely presence of any hazardous substances or petroleum products in, on, or at a property: (1) due to release to the environment; (2) under conditions indicative of a release to the environment; or (3) under conditions that pose a material threat of a future release to the environment.

In addition, as part of the Phase I ESA (Appendix I), site reconnaissance was conducted in the Project area and surrounding areas to assist in identifying the presence or likely presence of hazardous substances or petroleum hydrocarbons under conditions that indicate an existing release, a past release, or threat of release into structures, soil, groundwater, or surface water. These conditions may have also resulted in a REC.

The following sites were identified as RECs associated with the Project area as a result of the current or former site land use or from a known and reported off-site source. This summary in Section 3.7.1.2 references Appendix I unless otherwise noted.

On Site

Former Harbor Drive Test Facility Site

The HDTF was originally constructed as a seaplane base but was used into the late 1940s to test aircraft structural integrity and propeller engines. Between the early 1940s and the mid-1990s, the site was occupied by Consolidated Vultee Aircraft Corporation, the predecessor to Convair and General Dynamics, and various Lockheed entities (Lockheed Missiles & Space Company, Lockheed Engineering & Science Company, Lockheed Advanced Marine Systems Construction). The following is a summary of the buildings and activities conducted at the HDTF between the early 1940s and approximately 1996, when Consolidated Vultee Aircraft Corporation/Convair/General Dynamics occupied the site. The summary discusses any identified RECs (Figure 3.7-1, Recognized Environmental Conditions Associated with Former Uses at Harbor Drive Test Facility).

Building 37

Building 37 was constructed on the northeast corner of the HDTF in 1942 and used to conduct research on the R3Y fly boat, replace B-36 propeller engines with jet engines, test Sea Dart 5 and Patrol Bomber Y aircraft, as well service, maintain, paint, and mothball

aircraft from 1940 through the 1950s. As many as three polychlorinated biphenyls (PCB) containing transformers may have leaked at the northwest corner of the building that were removed in the 1980s and is considered a REC (HDTF-10).

Building 52 and 76

Building 52 was constructed in approximately 1952. Within the building, aircraft were subject to static and dynamic loads at different temperatures. Building 76 was built in 1958 as an office and structures test laboratory instrumentation area supporting the activities in Building 52. Some small-scale assembly of electromagnet components was performed in the building during the early 1980s. Three transformer sites were located outside of Buildings 52 and 76. These transformers were removed in 1984 and 1986. However, records available for the petroleum hydrocarbon remediation at this location indicate that residual concentrations of petroleum hydrocarbons up to 460 milligrams/kilogram were left in place. No records of regulatory closure for this site were found. These residual concentrations of petroleum hydrocarbons could pose a risk to worker health and safety during site development. Therefore, the south side of Building 52 is considered a REC (HDTF-3).

The southwest exterior of Building 52 is also considered a REC due to the potential for spill of hydraulic fluid within the building to have been discharged outside. In addition, the former PCB-containing transformer site located at the northeast corner of Building 52 is considered a REC (HDTF-11). The former underground storage tank (UST) excavation corridor between Building 42 and 52 and the fuel pit adjacent to the seaplane ramp are considered RECs due to the potential for residual petroleum hydrocarbons to be present in the subsurface (HDTF-22).

Building 76 contained hydraulic pumps and transformers and is considered a REC due to the potential for the release of hydraulic fluids and PCBs from this equipment. In addition, the 5,000 cubic foot sump located at the southwest corner of the Building 76 test pad was reportedly designed to capture fluid runoff from the test pad, but never used. There is no documentation that this sump was removed or that soil around and beneath the sump have been tested. Because of the limited available information pertaining to the sump, it is identified as a REC (HDTF-2).

Buildings 60

Building 60, the Fuel and Oil Systems Evaluation Lab, was constructed in 1954 and used to test the F-106 fuels system. The building was located on the far west end of the HDTF. The Building 60 preservation slab, fuel lab drain system, and fuel lab sump and internal pit are considered RECs due to the potential for petroleum hydrocarbons or other chemicals to have been released from these locations (HDTF-7 and HDTF-8).

Building 66

Building 66, the High-Pressure Air Facility/Air Flow Laboratory, also known as the Propulsion Lab, was constructed in 1955 on the south side of HDTF along the center portion of the seawall. Up until the 1970s, the facility was used to perform low pressure pneumatic system development work and air test flows. It was converted to a cruise missile acoustic laboratory in the 1970s and served in that function until 1992. It has been subsequently removed.

A system of trenches between Buildings 66 and 77 were reportedly used for electrical, water, and compressed air services for the instrumentation control and monitoring cables. The trenches may also have been used to convey fuel lines from aboveground storage tanks (ASTs) to rocket motor firing and engine run tests in Building 66 and are considered a REC (HDTF-16). The trenches between Buildings 66 and 77 and the associated buildings are considered a REC due to the potential for petroleum hydrocarbons to have been released from the trenches and associated buildings (HDTF-17). In addition, three "eliminated" pits, or those no longer in use, to the north of Building 66 represent a REC because of their unknown use (HDTF-15).

Building 62

Building 62, the High-Speed Wind Tunnel, was constructed in 1956. The building was located west of Buildings 66 and 77 along the seawall. The facility was used between 1956 and 1969 to test model components at speeds from Mach 0.5 to Mach 5. A transformer or substation was located along the shoreline south of Building 62. This electrical equipment likely contained PCBs and is considered a REC.

In addition, USTs were reportedly located northeast of the building. There is potential for petroleum hydrocarbons to have been released from the USTs in this location and is considered a REC (HDTF-18).

Building 63

Building 63, the Rocket/Burner Test Facility, was constructed in 1952 west of Building 67 and was used to test small-scale rocket engines. The rockets burned a variety of fuels including gasoline, hydrogen, and alcohol. A low temperature test chamber located north of Building 63 used methanol as a cooling agent and contained a six-ton carbon dioxide storage tank. Both buildings were removed in 1978. USTs were also reportedly located north of Building 63 and adjacent to the low temperature test chamber. Due to the potential for petroleum hydrocarbons to have been released from the USTs, this location is identified as a REC (HDTF-19).

Buildings 23

Buildings 21 through 24 were located west of Building 37 on the north side of the HDTF. Building 23 was constructed in 1960 and was used for testing fuels, and 55-gallon drums of acetic acid, pyridine, and heptane were reportedly used in the area. Due to its past use for fuels testing and chemical storage, Building 23 is considered a REC (HDTF-23).

Building 77

Building 77, the Ignitron (Ignition) Building, was built in 1957 just west of Building 66. Ignitron tubes in the building supplied power to an Electronic Cooling Test Chamber located between Buildings 77 and 66. The trenches between Buildings 66 and 77 likely contained fuel lines from ASTs reportedly located between Buildings 66 and 77. These trenches had weep holes that would have allowed accumulated liquids (e.g., stormwater, leaking fuel) to drain from the trenches. PCB-containing transformers were also reportedly located south and southeast of Building 66. There are no records indicating if PCBs were released from these transformers.

Due to the potential for petroleum hydrocarbons to have been released from the trenches and within the associated buildings, and for PCBs to have been released from the PCB-containing transformers, Buildings 66 and 77, the area between the buildings, and the area south (HDTF-16) and southeast of Building 66 where the transformers were located are considered RECs (HDTF-17).

Buildings 44, 57, and 57A

Building 44, referred to as the Power Plant Test Facility, the Block House Test Cell, the Engine Test Lab, and the Ion Accelerator Lab, was built in the mid-1950s. In the 1960s, Building 44 was converted from an engine testing laboratory to an ion accelerator. Three USTs were located north of Building 44, two 10,000-gallon tanks and one 2,000-gallon tank containing JP-4 jet fuel. The tanks were removed in 1986. However, during removal of the tanks, it was noted that one of the three tanks had a small hole in the side and that the impacted soil was immediately excavated. These three USTs were included in San Diego County DEH Case H14919-001 along with the three 10,000 gallon UST located between Buildings 42 and 52. This case was closed in 1996, meaning it was addressed to the satisfaction of the applicable regulatory authority. Although the case was closed, the UST site north of Building 44 is considered a REC due to the potential presence of residual petroleum hydrocarbons (HDTF-5).

Building 57 was constructed east of Building 44 in the early 1960s and housed a Dynamitron ion accelerator for solid state research and testing. Operations in the building ceased in the early 1960s. A fuel pit located east of Building 57, adjacent to the seaplane

ramp, was used as a fueling station for R3Ys while they were on the water. Fuel was provided to the pit from the USTs at Building 52 and by fuel tankers. Fuel lines ran underground along the seawall from the USTs at Building 52. These fuel pit and fuel lines are considered RECs (HDTF-6).

Trenches between Buildings 44, 57, 57A, and 67 contained fuel piping from the former ASTs and USTs located north of Building 44. The fuel piping between these buildings and the associated building are identified as a REC (HDTF-4).

Building 80

Building 80 was located east of Building 52 and 76. This building was constructed in 1967 and was a welding and hydraulics shop that supported the structures testing laboratory in Building 52. An outdoor storage area south of the building was used for hazardous materials storage from the 1980s to 1993. Due to the potential for releases to have occurred, the welding and hydraulics shop and the hazardous materials storage area are considered a REC (HDTF-12b).

Storm Drain System

For much of the time the HDTF facilities were in operation, stormwater runoff from the site conveyed to a series of catch basins connected to north/south trending storm drains that discharged directly to the San Diego Bay. Hazardous materials and petroleum hydrocarbons from spills and releases carried to the catch basins and storm drain system by stormwater runoff may have leaked from the catch basins and storm drains, impacting the surrounding soil. Due to heavy industrial use of the site, the likely conveyance of hazardous materials and petroleum hydrocarbons to the storm drain system, and the documented instance of impact to soil surrounding the storm drain system, the site's storm drain system is identified as a REC (HDTF-13).

Drum Storage Areas

In 1942, an approximately 190-foot-wide concrete seaplane ramp was constructed into San Diego Bay (Convair Lagoon) at the east end of the HDTF Site to launch patrol bomber aircraft produced through World War II. In the mid-1950s, a pier with floating wharf barges was installed along the west edge of the ramp. Drums of hazardous waste were also reportedly stored along the seawall at the Convair Marina, east of Building 42. Due to the potential releases from drums, the potential drum storage areas on the seaplane ramp and along the seawall at the Convair Marina are identified as a REC (HDTF-14a and HDTF 14-b).

Abandoned Pits

A site plan from the 1940s identifies three pits in the central part of the HDTF yard. These pits were identified as locations of interest and never investigated. Due to the unknown use of these pits, further investigation is warranted. The pits are identified as a REC (HDTF-15).

Current Uses of the Former Harbor Drive Test Facility Site

Avis Car Rental Site. The site is currently used by Avis for vehicle storage, maintenance, and repair as part of existing rental car operations (Figure 3.7-2, Recognized Environmental Conditions Associated with Avis Car Rental). The northwest portion of the site consisting of a fueling canopy with fuel dispensers and associated underground piping, a former carwash area, an oil-water separator, a 12,000-gallon AST and associated underground piping, and an old diesel AST containment area is considered a REC because chemicals, oils, and contaminated water leaking from the oil water separator and underground sanitary sewer piping from the carwash have the potential to impact soil and groundwater.

The maintenance building and the surrounding northeastern area of the site are considered a REC due to the presence of oil-water separators, wastewater sumps, storage and release of hazardous wastes outside the building, use of chemicals and petroleum products, and presence of hydraulic lifts inside the maintenance building. The hydraulic lifts, petroleum products, and chemicals used within the maintenance building and service shed have the potential to release hazardous materials, impacting the subsurface soil. Specific items observed as to why this area is considered a REC are discussed below.

Significant staining was observed within and outside the hazardous waste storage area adjacent to the maintenance building. On the northwestern portion of the maintenance building, a drum storage area stores 55-gallon drums sitting in spill pallets containing oil filters, oil cans, and/or oil hoses, and mobile oil collectors not sitting within a secondary containment pallet or structure. Outside the northeastern corner of the maintenance building, a chemical storage cabinet, a synthetic motor oil tank not within secondary containment, uncontained hydraulic equipment, hoses, and debris were observed.

A car detailing canopy outside the eastern side of the maintenance building was observed storing a car detailing cart and a chemical storage locker containing coating, glass cleaner, polish, aerosol spray cans, finishes, paint remover, compressor oil, and carpet dye. The area south of the car detailing canopy is used to clean vehicle engines and contains a sump with an oil-water separator within a raised asphaltic containment berm.

A stormwater catch basin outside the southeastern side of the maintenance building was observed to contain oily water, indicating that oily substances from the area around the maintenance building have been released and entered the catch basin.

An approximately 3-foot-diameter vault was observed south of the customer service building (a vacated office space), which could not be opened due to a pile of concrete stops directly on top of it. The purpose for this vault is unknown, and the vault is identified as a REC.

Hertz Car Rental Site. The site is currently used by Hertz for vehicle storage, maintenance, and repair as part of existing rental car operations (Figure 3.7-3, Recognized Environmental Conditions Associated with Hertz Car Rental). The northwestern portion of the site consists of a carwash facility and associated strip drain, sumps and oil-water separator, a fueling canopy with fuel dispensers and underground piping, three USTs, and a 4,000-gallon AST and adjacent sump. This portion of the site is considered a REC due to the potential for petroleum hydrocarbons and wastewaters to have been released to the surface and subsurface. The strip drain and sump north of the carwash facility contains and pumps wastewater from the carwash facility to the oil-water separator. The sump adjacent to the AST containment appears to pump water from the AST containment to another sump at the south entrance to the carwash facility. This sump is likely connected to the oil-water separator north of the fueling canopy. Another sump under the fueling canopy likely contains fuel spills under the canopy and conveys them to the oil-water separator, which is leaking and considered a REC.

A recent fuel spill impacting an electric vault on the northeastern side of the parking canopy was observed and is identified as a REC due to the potential for the release to have impacted the subsurface soil. When the vault lid was lifted, a very strong petroleum odor was noted. The spill was visible on the pavement and extended nearly to the catch basin northwest of the vault.

The maintenance building and the surrounding area is considered a REC due to the presence of wastewater sumps, an oil-water separator, the storage and release of hazardous wastes, the use of chemicals and petroleum products inside the maintenance building and service shed, and the presence of hydraulic lifts inside the maintenance building. Staining observed inside the hazardous waste storage area of the maintenance building is indicative of a release that may have impacted the subsurface soil.

Enterprise Car Rental Site. The site is currently used by Enterprise for vehicle storage, maintenance, and repair as part of existing rental car operations (Figure 3.7-4, Recognized Environmental Conditions Associated with Enterprise Car Rental). The maintenance facility, carwash facility, and hazardous waste storage area making up the

northern portion of the customer service building is considered a REC. The wastewater sumps and strip drains observed east and west of the maintenance facility and within the carwash facility have the potential to leak petroleum or chemical impacted water to the subsurface. The piping leading from the third chamber of the oil-water separator was observed to be heavily corroded, suggesting the potential for the downstream piping to be corroded and leaking. The piping leading to, and associated with, the oil-water separator is shown on the demolition plans to be connected to a sump northwest of the maintenance facility by the northern fence. During the site visit, this sump was opened and observed to contain oily water. Stains within the hazardous waste storage area are indicative of a release that may have impacted the subsurface.

The two USTs and underground piping from the USTs to the fuel dispensers under the fueling canopy are considered RECs. In addition, the fuel dispensers appeared old and in a state of disrepair. Due to the age of this equipment, leakage from pipe joints or other portions of the system are likely, suggesting releases that may have impacted the subsurface.

An empty AST pad with secondary containment was observed west of the maintenance facility. Kleinfelder was informed that a diesel AST of unknown volume was stored in this area in the past and has since been removed. The location/current existence of associated underground piping is unknown. This area is identified as a REC due to the possibility of spills and leaking in this area in the past, directly from the tank and/or underground piping or from fueling activities.

The portion of the underground sanitary sewer system downstream of the site's two oil-water separators is identified as a REC due to the potential for petroleum or chemical impacted wastewater from the site's activities to leak from the piping and impact the surrounding soil and groundwater.

San Diego Harbor Police Headquarters Site. The San Diego Harbor Police headquarters site is currently being used by the San Diego Harbor Police as their headquarters and training facility. Staining was observed within the vehicle maintenance area, which may indicate a release of petroleum or other chemicals used within this area. This area is identified as a REC due to potential for release and impacts to the soil under the pavement (Figure 3.7-5, Recognized Environmental Conditions Associated with San Diego Harbor Police Headquarters).

Parking Lot Site

The site is currently used for vehicle storage and parking as car storage facilities/parking lots. Parcel 007-024 is approximately 1.2 acres and is used by the San Diego Harbor Police for parking. Parcel 007-025 is approximately 1.6 acres and is used by Avis for

vehicle storage. Parcel 007-021 is approximately 0.3 acre and currently an entry way off Harbor Island Drive. Two raised concrete pads that were observed may have contained transformers or electrical equipment. The two raised concrete pads are considered a REC because they may have supported transformers containing polychlorinated biphenyl (Figure 3.7-6, Recognized Environmental Conditions Associated with Parking Lots).

Off Site

San Diego International Airport

The SDIA, at 3225 North Harbor Drive, includes historic addresses 3663 North Harbor Drive, 3665 North Harbor Drive, 3685 North Harbor Drive, 3871 North Harbor Drive, 3875 North Harbor Drive, 2300 Stillwater Road, 2340 Stillwater Road, 2400 Stillwater Road, 2701 North Harbor Drive (former Teledyne Ryan Aeronautical site), and 3202 Pacific Highway (former General Dynamics Lindbergh Field Plant). SDIA activities and the activities of tenants formerly operating within SDIA's current footprint, as summarized below, are considered RECs because they resulted in the release of petroleum hydrocarbons, solvents, per- and polyfluoroalkyl substances, and other chemicals to the subsurface impacting soil and groundwater, which could migrate to the Project area (Figure 3.7-7, Off-Site Recognized Environmental Conditions). Specifically, the past use of firefighting foam containing polyfluoroalkyl substances on the northside of the SDIA has resulted in impacts to soil and groundwater.

Teledyne Ryan is located less than a third of a mile northeast of the Project area. The site was originally tidelands of the San Diego Harbor and was filled with materials dredged from the San Diego Harbor from 1936 to 1939 during the creation of Lindbergh Field and the U.S. Coast Guard Station. Teledyne Ryan operated as an aircraft manufacturer from 1939 to 1999, initially on land owned by the City of San Diego as a part of its airport operations. As such, various chemicals were utilized onsite, including PCBs, VOCs, petroleum fuels, and metals. Various manufacturing operations used cutting oils, lubricants, and a variety of solvents. Metals, such as lead, copper, and chromium, were also used in priming, painting, and metal working operations. Electrical transformers and capacitors were also present.

Groundwater remediation activities were performed at various times from 2007 to 2011. To address potential residual sediment impacts in remaining storm drains following demolition activities from 2010 to 2012, extensive sediment removal action was performed in 2012. A Post-Remediation Risk Assessment was performed to confirm the effectiveness of remediation activities, which concluded that no additional remediation is warranted. However, it was determined that residual concentrations of volatile organic compounds, metals and petroleum hydrocarbons remaining at the site following cleanup

activities from the former Teledyne Ryan Aeronautical may still impact groundwater, which could migrate to the Project area.

The former San Diego Lindbergh Field Fuel Facility, located on Stillwater Road, downgradient and north of the Project area, contained as many as 32 USTs that were removed in 1996/1997. Residual concentration of petroleum hydrocarbons up to 3,900 milligrams/liter remained in the groundwater at the time of closure, which could migrate to the Project area.

In 1986, the Regional Water Quality Control Board (RWQCB) issued Cleanup and Abatement Order No. 86–92 at the Teledyne Ryan Aeronautical site near Lindbergh Field, San Diego County (Appendix I). This order found that, at a minimum, PCB-impacted sediment on stormwater conveyance system's site has contributed to the elevated PCB concentrations found in Convair Lagoon sediment and would continue to be a discharge source during future rainfall events. The order directed: (1) the submittal of reports of historic storm drain cleaning activities, (2) removal of sediment and waste from sump and storm drain lines, and (3) implementation of best management practices to prevent future discharges to the stormwater conveyance systems.

Pursuant to Order 86–92 and addenda, between 1986 and 1998, actions were taken to: (1) remove PCB-containing equipment from the site, (2) remove and clean PCB-impacted sediment from the onsite stormwater conveyance systems, (3) replace portions of the stormwater conveyance system, and (4) install an engineered sand cap in Convair Lagoon to isolate the sediment-containing PCBs from the environment. In 1998, the RWQCB issued Order No. 98–21 containing the Waste Discharge Requirements and the Monitoring and Reporting Program for Closure and Post-Closure Maintenance of the Convair Lagoon sediment cap. Samples collected from the sand cap cores in 2013 and 2018 contained elevated concentrations of PCBs (District 2024a). In addition, the RWQCB issued Order No. R9-2015-0029 Post-Closure Maintenance and Monitoring of the Convair Lagoon Sand Cap.

Sunroad Resort Marina

Sunroad Resort Marina is at 955 Harbor Island Drive. The Harbor Island East Basin adjacent to the Sunroad Resort is considered a REC due to the presence of copper and zinc in the Bay sediments due to unauthorized discharge of copper and zinc as a result of current and/or historical activities. Copper was historically used in hull paint and zinc was used as sacrificial anodes attached to boat hulls, both of which are common pollutants associated with boats. Sunroad Resort Marina is considered a REC because the impacted sediments have the potential to migrate into the Project area's storm drain system during tidal fluctuation, impacting the sediments in the on-site storm drain system (Figure 3.7-7).

RWQCB Investigative Order R9-2011-0064, issued to the District in 2011, found that copper and zinc reported in sediment samples were the result of discharges from boats moored within the East Basin (Sunroad Resort Marina). Also in 2011, RWQCB IO R9-2011-0026 was issued to Lockheed for unauthorized discharge of mercury to the East Basin from the Marine Terminal and Railway facility. Investigation and remedial activities are ongoing (District 2024a).

3.7.1.3 Airport Operations Hazards

The closest airport is the SDIA, which is approximately 1,312 feet north of the Project area. The Project area is within the Airspace Protection Area and designated Airport Influence Area (AIA) of the SDIA, which requires specific protection measures for noise, overflight, safety, and/or airspace protection per the SDIA Airport Land Use Compatibility Plan (ALUCP) (SDCRAA 2025). However, the Project area is not within the SDIA Airport Safety Compatibility Zones (refer to Figure 3.7-8, SDIA ALUCP Safey Zones). The Project area is also located in the outer boundary of all safety zones, and the overflight area boundary. The Project location within the airspace protection area requires notification for structures taller than 200 feet above ground level pursuant to the Federal Aviation Administration (FAA) Part 77 Noticing Area Overlay Zone.

In addition, Naval Air Station North Island (NASNI) is approximately 1.75 miles southwest of the Project area. The Project is within the NASNI Airspace Protection Area per the NASNI ALUCP (SDCRAA 2020). The Project area is in the portion of the AIA in which development would be subject to ALUCP policies (refer to Figure 3.7-9, North Island Naval Air Station ALUCP Safety Zones). This boundary establishes the area within which airspace protection and flight safety policies and standards apply. Based on the NASNI Airport Land Use Compatibility Plan (ALUCP), the Project area is within the NASNI Airport Influence Area but is not within the Overflight Notification Area or the farthest extending noise contours (65 dB CNEL noise contours) (SDCRAA 2020).

3.7.2 Regulatory Setting

This section describes the federal, state, and local regulatory framework adopted to address hazards and hazardous materials.

3.7.2.1 Federal

Comprehensive Environmental Response, Compensation, and Liability Act (U.S. Code, Title 42, Section 9601 et seq.)

The Comprehensive Environmental Response, Compensation, and Liability Act of 1980 is a law developed to protect the water, air, and soil resources from the risks created by

past chemical disposal practices. This law is also referred to as the "Superfund Act" and regulates sites on the National Priority List, which are called "Superfund sites."

Emergency Planning and Community Right-To-Know Act (U.S. Code, Title 42, Chapter 116)

In 1986, Congress passed the Superfund Amendments and Reauthorization Act. Title III of this regulation may be cited as the Emergency Planning and Community Right-to-Know Act of 1986. The act requires the establishment of state commissions, planning districts, and local committees to facilitate the preparation and implementation of an Emergency Plan. Under these requirements, local emergency planning committees are responsible for developing a plan that includes the following to prepare for and respond to a chemical emergency:

- An identification of local facilities and transportation routes where hazardous materials are present.
- The procedures for immediate response in case of an accident (this must include a community-wide Evacuation Plan).
- A plan for notifying the community that an incident has occurred.
- The names of response coordinators at local facilities.
- A plan for conducting drills to test the plan. The Emergency Plan is reviewed by the State Emergency Response Commission and publicized throughout the community. The local emergency planning committee is required to review, test, and update the plan each year.

Another purpose of the Emergency Planning and Community Right-to-Know is to inform communities and residents of chemical hazards in their areas. Sections 311 and 312 require businesses to report to state and local agencies the location and quantities of chemicals stored on site. Under Section 313, manufacturers are required to report chemical releases for more than 600 designated chemicals. In addition to chemical releases, regulated facilities are also required to report off-site transfers of waste for treatment or disposal at separate facilities, pollution prevention measures, and chemical recycling activities. The U.S. Environmental Protection Agency maintains the Toxic Release Inventory database that documents the information that regulated facilities are required to report annually.

U.S. Department of Transportation Hazardous Materials Regulations (49 CFR 100–185)

U.S. Department of Transportation Hazardous Materials Regulations (Code of Federal Regulations, Title 49, Parts 100–185) cover all aspects of hazardous materials packaging, handling, and transportation. Parts 107 (Hazard Materials Program), 130 (Oil Spill Prevention and Response), 172 (Emergency Response), 173 (Packaging Requirements),

177 (Highway Transportation), 178 (Packaging Specifications), and 180 (Packaging Maintenance) would apply to goods movement to and from the Project area and surrounding uses.

Enforcement of these aforementioned U.S. Department of Transportation regulations is shared by each of the following administrations under delegations from the Secretary of the U.S. Department of Transportation:

- Research and Special Programs Administration is responsible for container manufacturers, reconditioners, and retesters and shares authority over shippers of hazardous materials.
- Federal Highway Administration enforces all regulations pertaining to motor carriers.
- Federal Railroad Administration enforces all regulations pertaining to rail carriers.
- FAA enforces all regulations pertaining to air carriers.
- U.S. Coast Guard enforces all regulations pertaining to shipments by water.

Federal Toxic Substances Control Act/Resource Conservation and Recovery Act/Hazardous and Solid Waste Act

The federal Toxic Substances Control Act of 1976 and the Resource Conservation and Recovery Act of 1976 (RCRA) established a program, which is administered by the U.S. Environmental Protection Agency, to regulate the generation, transport, treatment, storage, and disposal of hazardous waste. Under RCRA regulations, hazardous wastes must be tracked from the time of generation to the point of disposal. The RCRA program also establishes standards for hazardous waste treatment, storage, and disposal units, which are intended to have hazardous wastes managed in a manner that minimizes present and future threats to the environment and human health. At a minimum, each generator of hazardous waste must register and obtain a hazardous waste activity identification number. If hazardous wastes are stored for more than 90 days or treated or disposed of at a facility, any treatment, storage, or disposal unit must be permitted under the RCRA. The RCRA was amended in 1984 by the Hazardous and Solid Waste Act, which affirmed and extended the “cradle-to-grave” system of regulating hazardous materials.

Spill Prevention Control and Countermeasure Plans (40 CFR 112.7)

Spill prevention control and countermeasure (SPCC) plans are required for facilities in which construction and removal operations involve oil within the vicinity of navigable waters or shorelines. SPCC plans ensure that facilities implement containment and other countermeasures that would prevent oil spills from reaching navigable waters. SPCC plans are regulations administered by the U.S. Environmental Protection Agency. Preparation of an SPCC plan is required for projects that meet three criteria: (1) the facility

must be non-transportation-related, or, for construction, the construction operations involve storing, using, transferring, or otherwise handling oil; (2) the project must have an aggregate aboveground storage capacity greater than 1,320 gallons or completely buried storage capacity greater than 42,000 gallons; and (3) there must be a reasonable expectation of a discharge into or upon navigable waters of the United States or adjoining shorelines. For construction projects, for Criterion 1, Code of Federal Regulations, Title 40, Section 112, describes the requirements for implementing SPCC plans. The following three areas should clearly be addressed in a SPCC plan:

- Operating procedures that prevent oil spills
- Control measures installed to prevent a spill from reaching navigable waters
- Countermeasures to contain, clean up, and mitigate the effects of an oil spill that reaches navigable waters

Occupational Safety and Health Act of 1970

The Occupational Safety and Health Act establishes the framework for safe and healthful working conditions for working people by authorizing enforcement of the standards developed under the act. The act also provides for training, outreach, education, and assistance related to establishing a safe working environment. Regulations defining safe standards have been developed for general industry, construction, maritime, recordkeeping, and agriculture. A major component of the act is the requirement that employers implement the Occupational Safety and Health Act Hazard Communication Standard to provide information to employees about the existence and potential risks of exposures to hazardous substances in the workplace. As part of the Hazard Communication Standard, employers must:

- Obtain material safety data sheets from chemical manufacturers that identify the types and handling requirements of hazardous materials used in given areas;
- Make the material safety data sheets available to their employees; Label chemical containers in the workplace;
- Develop and maintain a written hazard communication program; and
- Develop and implement programs to train employees about hazardous materials.

Occupational Safety and Health Administration standards specific to hazardous materials are listed in 29 Code of Federal Regulations 1910 Subpart H. Safety and health regulations pertaining to construction are listed in 29 Code of Federal Regulations 1926 Subpart H.

California has implemented its Occupational Safety and Health Administration regulations under Title 8 of the California Code of Regulations. Additional information is provided in the subsequent section on State regulations.

14 CFR Part 77 – Safe, Efficient Use, and Preservation of the Navigable Airspace

Code of Federal Regulations, Title 14, Part 77, establishes the requirements to provide notice to the FAA of certain proposed construction of structures or alteration of existing structures. Part 77 also establishes standards used to determine obstructions to air navigation and navigational and communication facilities, the process for aeronautical studies to determine potential effects on navigable space, and the process to petition the FAA for discretionary review of determinations related to construction or alternation.

The FAA Notification overlay outlines the area surrounding the airport required to comply with Federal law requiring notification to the FAA for the construction of new structures or objects in the airspace. Federal law 14 Code of Federal Regulations Part 77 Notification Criteria requires project sponsors of structures or objects such as antennas, trees, or construction cranes, that exceed the Part 77 height criteria to submit to the FAA a Notice of Proposed Construction or Alternation (Form 7460-1). The Part 77 height criteria apply to any construction or alteration that is more than 200 feet above the ground anywhere in the United States and any construction or alteration that exceeds an imaginary surface extending outward and upward at any of the following slopes:

1. 100 to 1 for a horizontal distance of 20,000 feet from the nearest point of the nearest runway of each airport . . . with its longest runway more than 3,200 feet in actual length, excluding heliports.
2. 50 to 1 for a horizontal distance of 10,000 feet from the nearest point of the nearest runway of each airport . . . with its longest runway no more than 3,200 feet in actual length, excluding heliports.
3. 25 to 1 for a horizontal distance of 5,000 feet from the nearest point of the nearest landing and takeoff area of each heliport . . . .

Additionally, the FAA may require notification for construction or alternation on applicable airports and heliports; and for structures that may cause signal reception interference with navigational aids (NAVAIDS).

3.7.2.2 State

California Accidental Release Prevention Program

The California Accidental Release Prevention Program became effective on January 1, 1997, in response to Senate Bill 1889. The program aims to be proactive by requiring businesses to prepare Risk Management Plans, which are detailed engineering analyses of the potential accident factors present at a business and include mitigation measures that can be implemented to reduce this accident potential. This requirement is coupled with the

requirements for preparation of Hazardous Materials Business Plans under the Unified Program, implemented by the Certified Unified Program Agency, discussed below.

California Fire Code (California Code of Regulations, Title 24, Part 9)

The California Fire Code sets forth requirements for building materials and methods pertaining to fire safety and life safety, fire protection systems in buildings, emergency access to buildings, and handling and storage of hazardous materials. The City of San Diego (City) adopts the update to the California Fire Code every 3 years.

California Government Code, Section 65302, requires the Safety Element of a General Plan to address evacuation routes. The California Department of Forestry and Fire Protection Safety Element checklist also requires cities to address evacuation routes. In addition, Senate Bill 99 (2018) requires a Safety Element upon the next revision of the Housing Element on or after January 1, 2020, to include information identifying residential developments in hazard areas that do not have at least two emergency evacuation routes.

California Public Resources Code – Fire Hazard Mapping and Development Standards

California Public Resources Code, Sections 4201 through 4204, and California Government Code, Sections 51175 through 51189, direct California Department of Forestry and Fire Protection to map areas of significant fire hazards based on fuels, terrain, weather, and other relevant factors. These Fire Hazard Severity Zones (FHSZ) define the application of various mitigation strategies to reduce risk associated with wildland fires. There are three levels of FHSZ mapped for State Responsibility Areas (moderate, high, and very high), and, since Government Code 51178 was amended in 2021 by Senate Bill 63, also in Local Responsibility Areas (LRAs) (CAL FIRE 2025). The Project area is not located within a Moderate, High, or Very High FHSZ.

California Code of Regulations, Title 8, Industrial Relations

California Code of Regulations, Title 8, Section 1532.1, is a rule developed by the federal Occupational Safety and Health Administration in 1993 and adopted by the State of California. This rule is comparable to the federal standards described above. Occupational safety standards exist in federal and state laws to minimize worker safety risks from both physical and chemical hazards in the workplace. The federal Occupational Safety and Health Administration and the California Division of Occupational Safety and Health are responsible for ensuring worker safety in the workplace. The California Division of Occupational Safety and Health assumes primary responsibility for developing and enforcing standards for safe workplaces and work practices. These standards would be applicable to both construction and operation of the Project.

Title 8 of the California Code of Regulations includes regulations pertaining to hazard control (including administrative and engineering controls), hazardous chemical labeling and training requirements, hazardous exposure prevention, hazardous material management, and hazardous waste operations.

Title 8 also specifies requirements for the removal and disposal of asbestos-containing materials (ACMs). In addition to providing information regarding how to remove ACMs, specific regulations limit the time of exposure, regulate access to work areas, require demarcation of work areas, prohibit certain activities in the presence of ACM removal activities, require the use of respirators, require monitoring of work conditions, require appropriate ventilation, and require qualified persons for ACM removal.

Title 8 also covers the removal of lead-based paint (LBP). Specific regulations cover the demolition of structures that contain LBP, the process associated with its removal or encapsulation, remediation of lead contamination, the transportation/disposal/storage/containment of lead or materials containing lead, and maintenance operations associated with construction activities involving lead, such as LBP. Similar to ACM removal, LBP removal requires proper ventilation, respiratory protection, and qualified personnel.

California Health and Safety Code (Hazardous Waste Control Act)

The California Department of Toxic Substance Control (DTSC), a department of the California Environmental Protection Agency, is the primary agency in California for regulating hazardous waste, cleaning up existing contamination, and finding ways to reduce the amount of hazardous waste produced in California. The DTSC regulates hazardous waste primarily under the authority of the federal RCRA and the California Health and Safety Code (primarily Division 20, Chapters 6.5 through 10.6, and Title 22, Division 4.5). Division 20, Chapter 6.5, of the California Health and Safety Code identifies hazardous waste control regulations pertaining to the transportation, treatment, recycling, disposal, enforcement, and permitting of hazardous waste. Division 20, Chapter 6.10, identifies regulations applicable to the cleanup of hazardous materials releases. Title 22, Division 4.5, contains environmental health standards for the management of hazardous waste, standards for the identification of hazardous waste (Chapter 11), and standards that are applicable to transporters of hazardous waste (Chapter 13). The Hazardous Waste Control Act requires a hazardous waste generator that stores or accumulates hazardous waste for periods greater than 90 days at an on-site facility or for periods greater than 144 hours at an off-site or transfer facility that treats or transports hazardous waste to obtain a permit to conduct such activities. The law provides for the development of a state hazardous waste program that administers and implements the provisions of the federal RCRA for a cradle-to-grave waste management system in California. It also

provides for the designation of California-only hazardous waste and development of standards that are equal to or, in some cases, more stringent than federal requirements, such as mandating source reduction planning and regulating the number of types of waste and waste management activities that are not covered by the RCRA.

Cortese List

The Hazardous Waste and Substances Sites (Cortese) List is a planning document used by the state, local agencies, and developers to comply with California Environmental Quality Act (CEQA) requirements in providing information about the location of hazardous materials release sites. California Government Code, Section 65962.5, requires the California Environmental Protection Agency to develop at least annually an updated Cortese List that includes hazardous waste facilities and sites listed by DTSC, Department of Health Services lists of contaminated drinking water wells, sites listed by the State Water Resources Control Board (SWRCB) as having UST leaks or a discharge of hazardous wastes or materials into the water or groundwater. Other state and local government agencies are required to provide additional sites with a known migration of hazardous waste/material for inclusion in the Cortese List.

The DTSC's Brownfields and Environmental Restoration Program (Cleanup Program) EnviroStor database provides the DTSC's component of Cortese List data by identifying the Annual Workplan (now referred to state response and/or federal Superfund) and backlog sites listed under California Health and Safety Code, Section 25356. In addition, the DTSC's Cortese List includes certified with operation and maintenance sites.

GeoTracker provides the SWRCB component of Cortese List data by identifying all USTs for which an unauthorized release is filed; solid waste disposal facilities from which there is a migration of hazardous waste, and for which the SWRCB notified DTSC; and all cease and desist and cleanup or abatement orders concerning the discharge of hazardous material wastes. GeoTracker contains records for sites that require cleanup, such as Leaking UST Sites, Department of Defense Sites, and Cleanup Program Sites. GeoTracker also contains records for various unregulated projects as well as permitted facilities including Irrigated Lands, Oil and Gas production, operating Permitted USTs, and Land Disposal Sites.

Environmental Health Standards for the Management of Hazardous Waste

These environmental health standards (California Code of Regulations, Title 22, Division 4.5, Section 66001 et seq.) establish requirements for the management and disposal of hazardous waste in accordance with the provisions of the state Hazardous Waste Control Act and federal RCRA.

State Water Resources Control Board

Construction General Permit (2009-0009-DWQ)

Construction activities that disturb 1 acre or more of land must obtain coverage under the SWRCB Construction General Permit (Order 2009-0009-DWQ, as amended by Order 2010-0014-DWQ, Order 2012-006-DWQ, and 2022-0057-DWQ). Under the terms of the permit, applicants must file a complete an accurate Notice of Intent and permit registration documents with the SWRCB. Applicants must also demonstrate conformance with applicable construction best management practices (BMPs) and prepare a construction stormwater pollution prevention plan containing a site map that shows the construction site perimeter, existing and proposed buildings, lots, roadways, stormwater collection and discharge points, general topography both before and after construction, and drainage patterns across the Project area.

Site Cleanup Program

The Site Cleanup Program regulates and oversees the investigation and cleanup of "non-federally owned" sites where recent or historical unauthorized releases of pollutants to the environment, including soil, groundwater, surface water, and sediment, have occurred. Sites in the program vary and include but are not limited to pesticide and fertilizer facilities, rail yards, ports, equipment supply facilities, metals facilities, industrial manufacturing and maintenance sites, dry cleaners, bulk transfer facilities, refineries, and some brownfields. The types of pollutants encountered at the sites include solvents, pesticides, heavy metals, and fuel constituents.

The SWRCB and RWQCBs have legal authority to regulate site cleanup via Division 7 of the California Water Code, SWRCB plans and policies, and Regional Water Quality Control Plans (Basin Plans). The RWQCBs oversee the dischargers' (i.e., responsible parties') activities pertaining to the cleanup of pollution on sites to ensure that the dischargers clean up and abate the effects of discharges in a manner that promotes attainment of either background water quality or the best water quality that is reasonable if background levels of water quality cannot be restored, considering all demands being made and to be made on those waters and the total values involved, beneficial and detrimental, economic and social, and tangible and intangible.

There are five main types of funding mechanisms for sites in the Site Cleanup Program: (1) voluntary cleanups executed and funded by the discharger; (2) Cleanup and Abatement Order cleanups executed and funded by the discharger; (3) cleanups executed by the RWQCB or another public agency, county, municipality, or city and funded by the state via the Cleanup and Abatement Account; (4) Site Cleanup Subaccount Program; and (5) brownfield cleanup using available grants and loans.

Unified Hazardous Waste and Hazardous Materials Management Regulatory Program (California Health and Safety Code, Chapter 6.11, Sections 25404–25404.9)

This program consolidates, coordinates, and makes consistent the administrative requirements, permits, inspections, and enforcement activities of the environmental and emergency response programs and provides authority to the Certified Unified Program Agency. The Certified Unified Program Agency for the District is the County's Department of Environmental Health, Hazardous Materials Division (HMD), which has the responsibility and authority to implement and enforce the requirements listed in Chapter 6.5 (starting with Section 25100), Chapter 6.67 (starting with Section 25270), Chapter 6.7 (starting with Section 25280), Chapter 6.95 (starting with Section 25500), and Sections 25404.1 and 25404.2, including the following:

- **Aboveground Petroleum Storage Act Requirements for SPCC Plans.** Facilities with a single tank or cumulative aboveground storage capacities of 1,320 gallons or greater of petroleum-based liquid product (e.g., gasoline, diesel, lubricants) must develop an SPCC plan. An SPCC plan must be prepared in accordance with the oil pollution prevention guidelines in Code of Federal Regulations, Title 40, Section 112. This plan must describe the procedures, methods, and equipment needed at the facility to prevent discharges of petroleum from reaching navigable waters. A registered professional engineer must certify the SPCC plan, and a complete copy of the plan must be maintained on site.
- **California Accidental Release Prevention Program.** This program requires any business that handles more than threshold quantities of an extremely hazardous substance to develop a Risk Management Plan. The Risk Management Plan is implemented by the business to prevent or mitigate releases of regulated substances that could have off-site consequences through hazard identification, planning, source reduction, maintenance, training, and engineering controls.
- **Hazardous Materials Business Plan/Hazardous Materials Inventory Statements.** Hazardous Materials Business Plans contain basic information regarding the location, type, quantity, and health risks of hazardous materials or waste. Each business must prepare a Hazardous Materials Business Plan if that business uses, handles, or stores a hazardous material or waste or an extremely hazardous material in quantities greater than or equal to the following:
  - 55 gallons for a liquid
  - 500 pounds for a solid
  - 200 cubic feet for any compressed gas
  - Threshold planning quantities of an extremely hazardous substance

- **Hazardous Waste Generator Program.** This program regulates businesses that generate any amount of a hazardous waste. Proper handling, recycling, treating, storing, and disposing of hazardous waste are key elements to this program.
- **Tiered Permitting Program.** This program regulates the on-site treatment of hazardous waste.
- **UST Program.** This program regulates the construction, operation, repair, and removal of USTs that store hazardous materials or waste.

3.7.2.3 Regional

San Diego County Multi-Jurisdictional Hazard Mitigation Plan

The County OES and County Unified Disaster Council administer the Multi-Jurisdictional Hazard Mitigation Plan (MJHMP), which was prepared in 2017 and updated in 2023 (County of San Diego 2023). The MJHMP is generally intended to promote and provide a multi-jurisdictional approach to compliance with applicable regulatory requirements. The 2023 MJHMP was prepared to comply with the Disaster Mitigation Act of 2000 to increase disaster planning funding. It is intended to educate the public, help serve as a decision-making tool, supplement and enhance local policies regarding disaster planning, and improve multi-jurisdictional coordination.

San Diego County provides MJHMP annexes for individual jurisdictions including the City of San Diego and the San Diego Unified Port District, which are detailed, localized documents that supplement the countywide plan by outlining specific risk assessments, mitigation strategies, and capability enhancements tailored to the unique needs of cities, water districts, and port authorities within the county. These annexes, and others, function as essential resources for local decision-making, inter-jurisdictional coordination, and compliance with state and federal requirements to build safer, more resilient communities.

Each annex is a comprehensive, localized plan that typically includes:

- **Risk Assessment:** A detailed analysis of the specific hazards and vulnerabilities relevant to the individual jurisdiction.
- **Capability Assessment:** An evaluation of the jurisdiction's existing resources, including administrative, technical, financial, planning, regulatory, and outreach capabilities that can be used to implement mitigation activities.
- **Mitigation Strategy:** A plan with goals, objectives, and specific actions to reduce or eliminate future hazard impacts, based on the risk and capability assessments.
- **Plan Maintenance:** Procedures for how the annex will be kept up-to-date and implemented over time.

San Diego County Operational Area Emergency Plan

In the 1960s, the Unified San Diego County Emergency Services Organization was formed under a joint powers agreement. The Unified Disaster Council is the governing body that prepares plans and policies for the County of San Diego (County). The San Diego County Operational Area (OA) was formed to assist the cities and communities in the County in developing and implementing emergency plans and facilitating mutual aid agreements. The OA consists of the County and all jurisdictions within the County.

The County of San Diego Operational Area Emergency Operations Plan (OA EOP) was approved by the San Diego Board of Supervisors in August 2022. The OA EOP outlines a comprehensive emergency management system which would provide response to disaster situations such as natural disasters, technological incidents, terrorism, and nuclear-related incidents. It also describes responsibilities of the jurisdictions and agencies within the OA. Each jurisdiction is encouraged to adopt the OA EOP with specific modifications as needed (County of San Diego 2022). The plan is updated once every 4 years by the County's Office of Emergency Services and the Unified Disaster Council of the Unified San Diego County Emergency Services Organization.

The District has developed a basic EOP and supplemental preparedness plans that cover topics such as hazard mitigation and continuity of operations in accordance with the Standardized Emergency Management System (SEMS) and National Incident Management System (NIMS). SEMS and NIMS are the established state and federal emergency response standards, respectively. Policy 8B is relevant here:

- **8B:** The San Diego County Fire Agencies will utilize standard guidelines during the evacuation and/or repopulation of the public due to a hazardous or potentially hazardous emergency incident. Relevant law enforcement agencies and the Unified Incident Commander must jointly manage and coordinate evacuation pursuant to the Joint Agency Evacuation Checklist and San Diego County Evacuation and Repopulation Plan.

These standards ensure continuity in planning and response to critical incidents, disasters, and planned events that impact communities. The District's Emergency Response Plan and supplemental preparedness plans are reviewed and updated regularly in accordance with the SEMS and NIMS. Integral to the District's Emergency Response Plan and supplemental preparedness plans are coordination between local, state, and federal agencies and external communications with the community, businesses, and other stakeholders.

San Diego County Air Pollution Control District

The San Diego County Air Pollution Control District (SDAPCD) has jurisdiction over air quality programs in the County. State and local government projects, as well as private sector projects, are subject to SDAPCD requirements if the sources are regulated by the SDAPCD.

Under the requirements of the California Clean Air Act, each local air district is required to develop its own strategies to achieve both state and federal air quality standards for its air basin (CARB 2025). The Regional Air Quality Strategy (RAQS) was initially adopted by the SDAPCD in 1992 and has generally been updated on a triennial basis in accordance with state requirements (SDAPCD 2023). The SDAPCD developed the 2022 Revision of the RAQS for the San Diego Air Basin pursuant to California Clean Air Act requirements to identify feasible emission-control measures to provide progress in the County toward attaining the state O_3 standard. The pollutants addressed are VOCs and NO_x, precursors to the photochemical formation of O_3.

The RAQS control measures focus on emission sources under the SDAPCD's authority because the District has more control over these sources (SDAPCD 2022). These sources include stationary emission sources (such as power plants, manufacturing and industrial facilities) and some area-wide sources (such as water heaters, architectural coatings, and consumer products). However, the emission inventories and emission projections in the RAQS reflect the impact of all emission sources and all control measures, including vehicle emissions that are under the jurisdiction of CARB, because the SDAPCD is responsible for reflecting federal, state, and local measures in a single plan to achieve state O_3 standards in the San Diego Air Basin.

The SDAPCD is also responsible for establishing and enforcing local air quality rules and regulations that address the requirements of federal and state air quality laws. Development projects in the City may be subject to the following SDAPCD rules (as well as others):

- **Rule 1206, Asbestos Removal, Renovation, and Demolition**. Requires the proper identification, removal, handling, and disposal of asbestos for any construction Project.

San Diego County Code, Title 6, Division 8

The County Code of Regulatory Ordinances under Title 6, Division 8, Chapters 8 through 11, establish the HMD as the local Certified Unified Program Agency. The HMD is responsible for the protection of public health, safety, and the environment and inspects businesses or facilities that handle or store hazardous materials, generate hazardous waste, generate medical waste, and own or operate USTs. The HMD also administers the California Accidental Release Prevention Program and the Aboveground Petroleum

Storage Act Program and provides specialized instruction to small businesses through its pollution prevention specialist. The HMD has the authority under state law to inspect facilities with hazardous materials or hazardous waste and, in cases where a facility is in non-compliance with the applicable state law or regulations, take enforcement action.

Projects are required to notify the HMD regarding the use, handling, release (i.e., spills), storage, or disposal of hazardous materials and hazardous waste in accordance with existing state law and County ordinance. The notification is the initial step in the HMD permitting process, which requires businesses that handle or store hazardous materials, are part of the California Accidental Release Prevention Program, generate or treat hazardous wastes, generate or treat medical waste, store at least 1,320 gallons of aboveground petroleum, or own or operate USTs to obtain and maintain a Unified Program Facility Permit.

If a building permit is required, Section 65850.2 of the California Government Code prohibits building departments from issuing a final Certificate of Occupancy unless a business or facility that handles hazardous materials has submitted and met the requirements of a Hazardous Materials Business Plan. A Hazardous Materials Business Plan contains detailed information on the storage of hazardous materials at regulated facilities and serves to prevent or minimize damage to public health, safety, and the environment from a release or threatened release of a hazardous material.

A Hazardous Materials Business Plan also provides emergency response personnel with adequate information to help them prepare and respond to chemical-related incidents at regulated facilities.

3.7.2.4 Local

San Diego Unified Port District Port Master Plan

The Port Master Plan (PMP) guides the physical development of the lands within the District's jurisdiction and also serves as the District's coastal program for the California Coastal Act. The District's jurisdiction includes the Public Trust lands (i.e., tidelands) bayward of the mean high-tide line, submerged lands generally to the U.S. pierhead line, and other upland properties as acquired by the District. The District manages these lands in trust for the people of the State of California. The PMP establishes specific goals, objectives, policies, and standards to direct future development, facilitate a diverse range of uses and activities, and provide a broad range of proposed public improvements. The PMP's goals, objectives, policies, and standards were developed in accordance with the California Coastal Act, Public Trust Doctrine, and San Diego Unified Port District Act, which are the foundation for the plan's legislative framework (District 2020).

Port Master Plan Update

The Port Master Plan Update (PMPU) is a comprehensive update to the PMP. The PMPU Environmental Impact Report (EIR) was certified in February 2024; however, the PMPU is not formally certified by the Coastal Commission and is, therefore, not yet the governing land use document of the District. Similar to the PMP, the PMPU provides the official goals and planning policies, as well as water and land uses, for development and conservation of the District tidelands and submerged lands that compose the PMPU area. With buildout expected to occur by 2050, the proposed PMPU would implement the approximately 30-year planning vision by identifying allowable water and land uses and providing policies to address six PMPU elements: Water and Land Uses, Ecology, Environmental Justice, Mobility, Safety and Resiliency, and Economics (District 2024b). Until the PMPU is certified by the Coastal Commission, the standard of review for the future project coastal development permits will be the existing certified PMP and not the PMPU.

The following planning goals listed in the Safety Element of the PMPU aim to reduce impacts to hazards and hazardous materials within the District (District 2024b):

- **SR Goal 1.** Safe and secure Tidelands
  - **SR Objective 1.1**. Establish and maintain safe access to, from, and throughout Tidelands
    - **SR Policy 1.1.7:** Development within an Airport Land Use Compatibility Plan (ALUCP) defined safety compatibility zone shall be sited and designed to minimize the risk of personal injury to people and damage to property in the air and on the ground, consistent with ALUCP requirements.
    - **SR Policy 1.1.8:** The District shall:
      a. Restrict development of any project that would cause hazards to air navigation located within airport approach and departure areas or known flight patterns within the applicable Airport Influence Area (AIA), and
      b. Restrict future uses that may impact airport operations or not meet State or federal aviation standards, including the introduction of new incompatible uses within Runway Protection Zones (RPZs).
    - **SR Policy 1.1.9:** Permittees shall coordinate as appropriate, with the Federal Aviation Administration on proposed developments (structures and temporary equipment) that meet the notification criteria as defined by Code of Federal Regulations Title 14, Part 77.

- **SR Goal 2.** Prepare for, respond to, and recover from emergencies
  - **SR Objective 2.1**. Provide for the preparation and carrying out of plans for the protection of persons and property on Tidelands in the event of an emergency
    - **SR Policy 2.1.1**: The District shall maintain and direct its permittees to maintain emergency disaster mitigation, preparation, response, and recovery capabilities.
    - **SR Policy 2.1.2**: The District shall maintain emergency response and recovery processes and plans and periodically update these processes and plans, as appropriate, in preparation for future hazard conditions.
    - **SR Policy 2.1.3**: The District shall coordinate with regional, State, and federal partners to create, maintain, and update the District's emergency operations plan, as needed.
    - **SR Policy 2.1.4**: The District shall maintain a hazard mitigation plan to help identify and respond to risks associated with natural and human-caused hazards. Such a plan may be a District-wide plan, a series of site-specific plans, or part of a regional plan.
    - **SR Policy 2.1.5**: The District shall periodically update the Tidelands' hazard mitigation plan with best available science-guided information.
    - **SR Policy 2.1.6**: The District shall engage with adjacent jurisdictions, regional, State, federal partners, and private businesses during emergencies and catastrophic events for effective response and recovery.

San Diego Unified Port District, Article 10

San Diego Unified Port District Code, Article 10, Port Stormwater Management and Discharge Control Ordinance, prohibits the deposit or discharge of any chemicals or waste to the tidelands or San Diego Bay and makes it unlawful to discharge pollutants directly into non-stormwater or indirectly into the stormwater conveyance system.

San Diego Unified Port District's Best Management Practice Design Manual

In May 2024, the District updated its jurisdiction-specific local BMP Design Manual to address the requirement of the Municipal Permit (District 2025). This BMP Design Manual is applicable to projects carried out on District tidelands. The District's BMP Design Manual identifies updated post-construction stormwater requirements for both tenant- and District-sponsored major maintenance or capital improvement projects as required by the Municipal

Permit. The BMP Design Manual identifies BMP requirements for both standard projects and priority development projects. Standard projects are required to implement standard source control and site design BMPs to eliminate or reduce stormwater runoff pollutants. For priority development projects, the BMP Design Manual also describes structural treatment controls that must be incorporated into the site design and, where applicable, addresses potential hydromodification impacts from changes in flow and sediment supply. Pursuant to the Municipal Permit, all new development and redevelopment projects are required to complete and submit to the District a Stormwater Quality Management Plan (SWQMP). The SWQMP details how the Project will meet stormwater requirements outlined in the Port's BMP Design Manual. District staff provide technical review of and approve SWQMP documents and drainage design plans to ensure that pollutant control BMP requirements are met. The SWQMP is evaluated for compliance with the Municipal Permit and with design criteria outlined in the District's BMP Design Manual.

City of San Diego Solid Waste Local Enforcement Agency

The City's Solid Waste Local Enforcement Agency is responsible for enforcing federal and state laws and regulations for the safe and proper handling of solid waste within the Project area. California Public Resources Code, Section 43200, requires that every local jurisdiction designate a Solid Waste Local Enforcement Agency that is certified by the California Department of Resources Recycling and Recovery to enforce federal and state laws and regulations for the safe and proper handling of solid waste.

Any development plan applicant proposing to handle, process, transport, store, or dispose of solid wastes, including household trash and garbage, construction debris, commercial refuse, sludge, ash, discarded appliances and vehicles, manure, landscape clippings, and other discarded wastes, will contact the Solid Waste Local Enforcement Agency for determination of the need for a solid waste facility permit.

Jurisdictional Runoff Management Plan

Under RWQCB Order No. R9-2013-0001, National Pollutant Discharge Elimination System Permit No. CAS0109266, the 18 cities in the County, along with the District, are required to prepare Jurisdictional Runoff Management Plans (JRMPs). Each JRMP must contain a component that addresses issues related to construction activities and a component that addresses issues related to existing development. As the principal permittee, the County prepares and submits an annual report on the unified JRMP that describes the progress of the programs and the strategies to reduce the discharge of pollutants of concern to the municipal separate storm sewer systems (MS4) and receiving waters to the maximum extent practicable. Enforcement of the JRMP prevents the release of pollutants into the local storm drains and, ultimately, San Diego Bay.

The District developed a list of pollution prevention BMPs applicable to industrial and commercial facilities on District tidelands as required by the Municipal Permit. The list of pollution prevention BMPs includes the following:

- Keep waste containers covered or lids closed (trash)
- Minimize outdoor storage (trash, metals)
- Capture, contain, or treat wash water (bacteria, metals)
- Conduct employee training (bacteria, trash, metals)

In addition, the JRMP provides an extensive list of minimum BMPs for commercial and industrial facilities. BMP categories include general operations and housekeeping, non-stormwater management, waste handling and recycling, outdoor material storage, outdoor drainage from indoor activity, outdoor parking, vehicles and equipment, education and training, overwater activity, and outdoor activity and operation.

Regional Water Quality Control Board Municipal Permit (Order No. R9-2013-0001)

The Municipal Stormwater Permit (Order No. R9-2013-0001, as amended by Orders No. R9-2015-001 and R9-2015-0100) (Municipal Permit) is a National Pollutant Discharge Elimination System permit issued that requires the owners and operators of MS4s in the San Diego region to implement management programs to limit discharges of pollutants and non-stormwater discharges to and from their MS4 from all phases of development. The Municipal Stormwater Permit requires the District and other "co-permittees" to develop watershed-based Water Quality Improvement Plans. The Municipal Stormwater Permit emphasizes watershed program planning and program outcomes. The intent of the permit is to enable each jurisdiction to focus its resources and efforts to:

- Reduce pollutants in stormwater discharges from its MS4.
- Effectively prohibit non-stormwater discharges to its MS4.
- Achieve the interim and final (water quality improvement plan) numeric goals.

The Project would be required to comply with the National Pollutant Discharge Elimination System permit requirements.

San Diego County Regional Airport Authority San Diego International Airport Land Use Compatibility Plan

The updated ALUCP for the SDIA was adopted by the Airport Land Use Commission on February 13, 2025. The purpose of an ALUCP is to protect the operations of the airport and concurrently safeguard the welfare of inhabitants and the general public within the vicinity of the airport. The ALUCP accomplishes these objectives by establishing a geographic scope of application (the AIA) and criteria for the compatibility of specific land uses within the AIA. The compatibility standards are based on sensitivity of land uses to airport noise

exposure, minimizing risk in the event of aircraft accidents, protection of airspace from hazards and obstructions to flight and airport operations, and residential awareness of airport proximity to minimize annoyance. The compatibility standards are as follows:

- Protects public health and welfare within noise contours by:
  - Limiting new noise-sensitive development within noise contours
  - Ensuring that new noise-sensitive development meets interior sound level standards
  - Requiring avigation easements for new noise-sensitive development
- Protects public safety within safety zones by:
  - Limiting new risk-sensitive land uses within safety zones
  - Limiting the occupancy of new land uses within the safety zones
- Protects public safety and welfare within the airspace protection boundary by:
  - Limiting the height of new structures and objects per FAA standards to preserve the operational capability of the airport limiting potential hazards to flight to protect aircraft in flight
- Protects public welfare within the overflight boundary by:
  - Promoting awareness to prospective residents of new housing within the overflight boundary about airport proximity and the potential effects of aircraft overflights

Naval Air Station North Island Airport Land Use Compatibility Plan

The NASNI ALUCP was adopted on October 1, 2020, and contains policies and criteria for guiding new developments and redevelopments within the AIA and promotes compatibility between NASNI and surrounding land uses to protect public health, safety, and welfare in areas around the airport to the extent that these areas are not already devoted to incompatible use. Relevant policies are as follows:

- Promote the compatibility of land uses within noise contours by:
  - Limiting new noise-sensitive development within the 65 decibel (dB) Community Noise Equivalent Level (CNEL) and higher noise contours to avoid an increase in existing land use incompatibility
  - Ensuring that new noise-sensitive development within the 65 dB CNEL and higher noise contours meets interior sound level standards
- Protect public safety by:
  - Limiting new risk-sensitive land uses within the safety zones
  - Avoiding an increase in existing land use incompatibility within the safety zones

- Protect NASNI airspace and the safety of flight by:
  - Limiting the height of new structures and objects within the airspace protection boundary per FAA standards
  - Limiting potential hazards to flight within the airspace protection boundary

Promote awareness to prospective buyers of new housing regarding the potential effects of aircraft overflights within the AIA.

San Diego Unified Port District Emergency Operations Plan

The District approved the San Diego Unified Port District EOP in 2022, which provides the framework upon which the District would build resilience and enable an effective, efficient, and coordinated response and recovery to incidents regardless of size, type, or complexity (District 2022). The EOP defines the District's concept of operations for its Emergency Management Organization, establishes a structure to define and classify incidents and events, and provides a framework for operations throughout the entire emergency management cycle. The EOP is designed to be flexible so that the District can adapt to a changing response environment and to the needs of supporting organizations.

3.7.3 Method of Analysis

The following impact analysis focuses on potential hazards and hazardous materials-related impacts of the Project. The evaluation considers Project plans, current conditions in the Project area, and applicable regulations and guidelines. In addition, the Phase I ESA (Appendix I) informed Project-related impacts. The following sections identify the thresholds of significance for the Project and describe the impacts and mitigation for the Project.

3.7.4 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, the Project would have a significant impact on hazards and hazardous materials if it would:

- **Threshold 1:** Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials.
- **Threshold 2:** Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment.
- **Threshold 3:** Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school.

- **Threshold 4:** Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would create a significant hazard to the public or the environment.
- **Threshold 5:** For a Project located within an airport land use plan or, where such a plan has not been adopted, within 2 miles of a public airport or public use airport, result in a safety hazard or excessive noise for people residing or working in the Project area.
- **Threshold 6:** Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan.
- **Threshold 7:** Expose people or structures, either directly or indirectly, to a significant risk of loss, injury or death involving wildland fires.

3.7.5 Project Impacts and Mitigation

The following sections address various potential impacts relating to hazards and hazardous materials that could result from implementation of the Project.

3.7.5.1 Threshold 1: Transportation, Use, and Disposal of Hazardous Materials

Impact Analysis

Construction

Project construction activities could result in the transport, use, and disposal of hazardous materials such as fuels, grease, and lubricants for construction equipment and vehicle use; asphalt during roadway construction activities; and toxic solvents, pesticides, and herbicides during site clearing and landscaping activities. These materials would be used and stored in designated construction staging areas within the Project area boundaries.

Project construction activities would comply with the applicable local standards set forth by the City and state and federal health and safety requirements intended to minimize hazardous materials risk to the public, such as the RCRA; Comprehensive Environmental Response, Compensation, and Liability Act; Superfund Amendments and Reauthorization Act; Hazardous Materials Transportation Act; California Code of Regulations, Titles 22 and 27; California Division of Occupational Safety and Health requirements; Hazardous Waste Control Act; California Accidental Release Protection Program; and California Health and Safety Code. The construction contractor would be required to abide by such regulations in the transport, handling, and disposal of any hazardous materials, including the use of standard construction controls and safety procedures to avoid a significant hazard to the public or environment. Standard construction practices would be observed such that any materials released are appropriately contained and remediated as required by local and state laws. These practices and requirements would substantially reduce the potential for

creating a significant hazard to the public or the environment through the routine transportation, use, or disposal of hazardous materials as part of project construction. Impacts would be less than significant.

Operation

Operation of the Project would involve a limited quantity of use of potentially hazardous materials typical of commercial, retail, and restaurant uses, including cleaning fluids, detergents, solvents, adhesives, sealers, paints, fuels/lubricants, and fertilizers and/or pesticides for landscaping. These materials would be contained, stored, and used on site in accordance with manufacturers' instructions, applicable standards, and federal, state, and local regulations. Regulations that would be required of those transporting, using, or disposing of hazardous materials include the Resource Conservation and Recovery Act, which provides the "cradle to grave" regulation of hazardous wastes; Comprehensive Environmental Response, Compensation, and Liability Act, which regulates closed and abandoned hazardous waste sites; the Hazardous Materials Transportation Act, which governs hazardous materials transportation on U.S. roadways; International Fire Code, which creates procedures and mechanisms to ensure the safe handling and storage of hazardous materials; Title 22 of the California Code of Regulations, which regulates the generation, transportation, treatment, storage, and disposal of hazardous waste; Title 27 of the California Code of Regulations, which regulates the treatment, storage, and disposal of solid wastes; and the County Consolidated Fire Code, which regulates hazardous materials and hazardous substance releases.

Compliance with applicable regulations would serve to protect against a significant hazard to the public or the environment through the routine transportation, use, or disposal of hazardous materials as part of project operation that could result from the accidental release of hazardous materials. Therefore, operation-related activities would not result in the release of hazardous materials into the environment. Impacts would be less than significant.

Significance of Impact

Implementation of the Project would not create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials during construction or operation. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.7.5.2 Threshold 2: Accidental Releases

Impact Analysis

Construction activities would require typical construction equipment, including but not limited to excavators, backhoes, skid steers, forklifts, compactors, end dumps, drill rigs, graders, haul trucks, water trucks, concrete trucks, pavers, paving equipment, rollers, rubber-tired dozers, and rubber-tired loaders. Waterside improvements could require the use of a harbor tug and a derrick. Construction equipment that would be used has the potential to release oils, greases, solvents, and other finishing materials through accidental spills. Spill or upset of these materials could have the potential to impact surrounding land uses; however, federal, state, and local controls have been enacted to reduce the effects of such potentially hazardous materials spills. Compliance with these requirements is mandatory as standard permitting conditions and would minimize the potential for the accidental release or upset of hazardous materials, ensuring public safety.

Based on the Phase I ESA (Appendix I), RECs in the Project area were identified as a result of the current or historical site land use or from a known and reported off-site source. As identified in Section 3.7.1.2, Hazardous Waste Site Database Results, on-site RECs associated with the Project area include the historical uses at the HDTF. RECs related to current uses at the Project area include Avis rental car facility, Hertz rental car facility, Enterprise rental car facility, the current San Diego Harbor Police headquarters site, and the parking lots site. In addition, RECs were identified off site at the SDIA and the Sunroad Resort Marina. Off-site RECs were identified in the adjacent SDIA property.

Construction would begin with the demolition of the SDIA construction staging facility and three rental car facilities: Hertz, Enterprise, and Avis. Specifically, demolition of the facilities would include the removal of the buildings and canopies, ASTs, USTs, oil tanks, car washing equipment, associated fuel piping and dispensers, paving surfaces, and associated structural components. The facilities involve the storage and use of oil, gasoline, and diesel fuel. The facilities also store hazardous wastes associated with the maintenance and servicing operations. After demolition, grading would result in 103,013 cubic yards of exported material and 101,992 cubic yards of imported material. However, up to 30,000 cubic yards (15 percent of total export material) of exported material is anticipated to include hazardous materials that would require specialized disposal. Due to the known hazardous materials, construction activities would have the potential to encounter prior known contaminated or undocumented contaminated soil and/or groundwater and release hazardous materials to the environment. The Project also includes repair of the shoreline to the northeast of the existing seaplane ramp. Repair of the shoreline could potentially include the use of a barge to remove and replace shoreline materials during shoreline replacement activities, which could have the potential to disrupt

the sediment cap over hazardous soils in Convair Lagoon, referred to as the Convair Cap. As described above, samples collected from the Convair Cap cores in 2013 and 2018 contained elevated concentrations of PCBs. Accordingly, disruption of the sediment cap would result in a significant impact.

In addition, the age of the buildings suggests that they may contain hazardous building materials, including ACMs and LBP. Therefore, demolition of the buildings could create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of ACM and LBP, which are hazardous materials, into the environment, and impacts would be potentially significant. ACMs would be properly handled and disposed of in accordance with SDAPCD Rule 1206, which includes asbestos emissions control and disposal requirements. Lead-contaminated waste must be picked up and hauled away by a hauler registered with the DTSC. As such, the Project applicant would be required to contact a licensed abatement contractor and a licensed contractor to coordinate the proper removal and disposal of ACMs and LBP.

Based on the information provided in the Phase I ESA (Appendix I), the current and past uses of the Project area have involved the use and storage of petroleum products and hazardous materials that have been, or have the potential to be, released, impacting soil, soil vapor, and groundwater in the Project area. Consequently, ground-disturbing construction and demolition activities have the potential to encounter prior known contaminated or undocumented contaminated soil and/or groundwater and release hazardous materials to the environment, potentially creating a significant hazard to the public or the environment. Impacts would be potentially significant.

Operation

Operation of the Project would involve limited use of potentially hazardous materials typical of retail, restaurant, recreational, public, and park uses, including cleaning fluids, detergents, solvents, adhesives, sealers, paints, fuels/lubricants, pesticides/herbicides for landscaping. These materials would be contained, stored, and used onsite in accordance with manufacturers' instructions, applicable standards, and federal, state, and local regulations. Compliance with applicable regulations would serve to protect against a significant and irreversible environmental change that could result from the accidental release of hazardous materials. Impacts would be less than significant.

Significance of Impact

Prior to mitigation, implementation of the Project could result in a significant hazard to the public or the environment through the reasonably foreseeable accidental release of hazardous materials associated with current and past uses of the Project area involving the

use and storage of petroleum products and hazardous materials that have been, or have the potential to be, released, impacting soil, soil vapor, and groundwater in the Project area. Impacts would be potentially significant. Implementation of Mitigation Measures HAZ-1, HAZ-2, HAZ-3, HAZ-4, and HAZ-5 would reduce impacts to below a level of significance.

Mitigation Measures

To reduce impacts to below a level of significance, the following mitigation measures shall be implemented as part of the Project. Implementation of these mitigation measures would reduce the risk for significant hazards to the public or the environment through reasonably foreseeable accidental release of hazardous materials associated with demolition, grading activities, and shoreline repair by ensuring that testing of soils occurs prior to construction, confirming procedures are in place for the management of potentially impacted soil, requiring proper removal and disposal in accordance with applicable regulations.

HAZ-1: **Demolition Environmental Monitoring Plan for Rental Car Facilities.** Prior to any demolition activities associated with the Rental Car Facilities, a Demolition Environmental Monitoring Plan (DEMP) including a comprehensive Soil and Groundwater Management Plan shall be prepared by each rental car entity (i.e. Avis, Enterprise, and Hertz) for their respective leasehold for, and, submitted to, and approved by the District with a courtesy copy to the San Diego County Department of Environmental Health and Quality. The DEMP shall include a plan that would assess and address recognized environmental conditions on rental car leaseholds. Assessment of recognized environmental conditions and management of impacted soil and groundwater must be conducted by each rental car entity (i.e. Avis, Enterprise, and Hertz) for their respective leasehold prior to construction of the Topgolf visitor-serving attraction. The DEMP would include procedures for assessment of recognized environmental conditions as well as management of impacted soil and groundwater. As part of the DEMP, the rental car companies would assess potential recognized environmental condition outside the demolition footprint and assess and address potential environmental impacts prior to demolition. During rental car facility demolition activities, the rental car companies shall monitor for and address environmental impacts. Cleanup of any recognized environmental condition encountered during demolition or investigation shall occur as needed. Cleanup activities may include, but are not limited to, soil excavation and disposal, underground storage tank and free product removal (leaked pure petroleum), and groundwater treatment. Cleanup standards must comply with U.S. Environmental Protection Agency Regional Screening Levels and California Department of Toxic Substance Control-Modified Screening Levels for commercial land use, or as dictated by the

regulatory oversight agency (i.e. San Diego County Department of Environmental Health). All work shall be performed in accordance with the Soil and Groundwater Management Plan included in the DEMP.

HAZ-2: **Construction Environmental Monitoring Plan for Topgolf Construction**. Prior to the start of construction activities for the Topgolf visitor-serving attraction, including any earthwork or grading, a Construction Environmental Monitoring Plan (CEMP) shall be prepared by Topgolf and approved by the District with a courtesy copy to the San Diego County Department of Environmental Health. The CEMP shall include a Soil and Groundwater Management plan and would include a plan to monitor for residual contamination that may be encountered during Topgolf visitor-serving attraction construction. Topgolf shall cleanup or mitigate risks associated with any residual recognized environmental condition encountered during the Topgolf visitor-serving attraction construction as needed. Cleanup activities may include, but are not limited to, soil excavation and disposal, underground storage tank and free product removal (leaked pure petroleum), and groundwater treatment. Cleanup standards must comply with U.S. Environmental Protection Agency Regional Screening Levels and California Department of Toxic Substance Control-Modified Screening Levels for commercial/industrial land use, or as dictated by the regulatory oversight agency (i.e. San Diego County Department of Environmental Health). All work shall be performed in accordance with the Soil and Groundwater Management Plan included in the CEMP and/or as approved by the regulatory oversight agency (i.e. San Diego County Department of Environmental Health.

HAZ-3: **Preparation of a Phase II Environmental Site Assessment Work Plan for Other East Harbor Island Project Areas.** Prior to demolition activities, the District shall develop a Phase II Environmental Site Assessment Work Plan to assess potential recognized environmental conditions outside of the rental car facility leaseholds. The Phase II Environmental Site Assessment Work Plan shall include an investigation of areas where there are known or suspected environmental impacts. Any conditions or impacts identified in the Phase II Environmental Site Assessment shall be remediated or mitigated by the District as needed. Cleanup activities may include, but are not limited to, soil excavation and disposal, underground storage tank and free product removal (leaked pure petroleum), and groundwater treatment. Cleanup standards must comply with U.S. Environmental Protection Agency Regional Screening Levels and California Department of Toxic Substance Control-Modified Screening Levels for commercial land use, or as dictated by the regulatory oversight agency (i.e. San Diego County Department of Environmental Health).

HAZ-4: **Preparation of a Construction Environmental Monitoring Plan for the Other East Harbor Island Project Areas**. The District shall prepare a Construction Environment Monitoring Plan (CEMP) to monitor for and remediate residual contamination that may be encountered during construction in the other East Harbor Island Project Area. The CEMP shall also include a Soil and Groundwater Management Plan and would include a plan to monitor for residual contamination that may be encountered during construction. Any residual recognized environmental condition encountered during construction shall be cleaned up or mitigated in accordance with the Soil and Groundwater Management Plan. Cleanup activities may include, but are not limited to, soil excavation and disposal, underground storage tank and free product removal (leaked pure petroleum), and groundwater treatment. Cleanup standards must comply with U.S. Environmental Protection Agency Regional Screening Levels and California Department of Toxic Substance Control-Modified Screening Levels for commercial land use, or as dictated by the regulatory oversight agency (i.e. San Diego County Department of Environmental Health). All work shall be performed in accordance with the Soil and Groundwater Management Plan included in the CEMP and/or as approved by the regulatory oversight agency (i.e. San Diego County Department of Environmental Health.

HAZ-5: **Convair Cap Avoidance.** The Convair Cap shall be avoided during any in-water work, such as work associated with shoreline repairs/replacement. If water-based construction methodology including the use of a barge is required during construction activities associated with the shoreline concrete revetment, the Convair Cap limits shall be depicted on the construction plans. Prior to starting in-water work, the District shall provide education/guidance to the construction contractor regarding avoiding the Convair Cap area limits. No spudding shall be allowed. If the sand cap is breached, appropriate emergency measures shall be taken as described in Monitoring and Reporting Program No. R9-2015-0029. Measures could include placing additional sand to contain the breach.

3.7.5.3 Threshold 3: Hazardous Emissions within 0.25 Mile of School

Impact Analysis

No existing schools have been identified within 0.25 mile of the Project area. The closest school to the Project area is High Tech Elementary School, approximately 1.3 miles to the west. As such, the Project would not emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within 0.25 mile of an existing or proposed school. There would be no impact.

Significant Impact

Implementation of the Project would not emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within 0.25 mile of an existing or proposed school. There would be no impact.

Mitigation Measures

No mitigation is required.

3.7.5.4 Threshold 4: Hazardous Materials Sites

Impact Analysis

Pursuant to California Government Code, Section 65962.5, as part of the Phase I ESA (Appendix I), a hazardous materials site records search was conducted for the Project area using federal, state, and local databases within 1 mile of the Project area. A full list is provided in Appendix I. The Project area is included on the list of hazardous materials sites compiled pursuant to California Government Code, Section 65962.5. As identified in Section 3.7.1.2, on site RECs associated with the Project area include the historical uses at the former HTDF. Current uses involving RECs include Avis, Hertz, Enterprise, the current San Diego Harbor Police headquarters site, and the parking lots site. In addition, two RECs were identified off site: the SDIA and the Sunroad Resort Marina. As discussed under Threshold 2, ground-disturbing construction and demolition activities have the potential to encounter prior known contaminated or undocumented contaminated soil or groundwater and release hazardous materials to the environment, which would create a significant hazard to the public or the environment. Impacts would be potentially significant.

Operation

Project operation would not include the disturbance of soils. Therefore, while the Project area is included on the list of hazardous materials sites, operation of the Project would not create a significant hazard to the public or environment. Operational impacts would be less than significant.

Significance of Impact

Construction of the Project could create a significant hazard to the public or the environment. Impacts would be potentially significant. Implementation of Mitigation Measures HAZ-1, HAZ-2, HAZ-3, HAZ-4, and HAZ-5 would reduce impacts to below a level of significance.

Mitigation Measures

See Mitigation Measures HAZ-1, HAZ-2, HAZ-3, HAZ-4, and HAZ-5, above.

3.7.5.5 Threshold 5: Hazards from Nearby Airports

Impact Analysis

The Project is located within an ALUC for SDIA and NASNI, as discussed above. The SDIA is approximately 0.1 mile north, and NASNI is approximately 1.5 miles southwest of the Project boundary.

Based on the NASNI ALUCP, the Project area is within the NASNI AIA but is not within the Overflight Notification Area or the farthest extending noise contours (65 dB CNEL noise contours) (SDCRAA 2020). Because the Project area is not within the 65 dB CNEL noise contour, implementation of the Project would not expose people residing or working in the Project area to excessive noise levels associated with operation of NASNI.

According to the SDIA ALUCP, the Project is within the 60–65 dB CNEL contour range (SDCRAA 2025). Implementation of the Project would change the Project area's existing land uses from Industrial Business Park, Open Space, and Harbor Services to Commercial Recreation and Park/Plaza. Table 2-1, Noise Compatibility Standards, of the SDIA ALUCP shows that the Project commercial and recreational land uses are compatible within areas in the 60–65 dB CNEL contour range, including Park, Open Space, Recreation, High Intensity Service (e.g., eating/drinking establishment), Sport/Fitness Facility, and Theater (Movie/Live Performance/Dinner) uses (SDCRAA 2025). Therefore, implementation of the Project would not expose people residing or working in the Project area to excessive noise levels associated with operation of SDIA. For further noise impacts analysis, refer to Section 3.10, Noise. Impacts would be less than significant.

The Project area is located in the outer boundary of the safety zones for both the SDIA and NASNI. The Project is within the FAA Part 77 Noticing Area Overlay Zone, which requires notification for structures that exceed a 100:1 surface ratio from any point on the runway of the SDIA and NASNI. The Topgolf visitor-serving attraction would include an artificial turf outfield enclosed by a polyester barrier netting system suspended on poles ranging between 90 feet near the building and crest to 170 feet in height near the outfield. The ground elevation is 13 feet above mean sea level, which results in an overall proposed height of 183 feet above mean sea level. No other Project components would result in structures over 100 feet. Code of Federal Regulations, Part 77, Obstruction Standards, are reviewed by the FAA to determine if a structure would require mitigation or if the structure would impact terminal instrument procedures or visual flight rule traffic pattern airspace. Due to the location of the Topgolf Project site within the Airspace

Protection Area for both SDIA and NASNI and height of Topgolf visitor-serving attraction poles, Federal law requires proposed structures that exceed FAA Regulations Part 77 height criteria to undergo an Obstruction Evaluation/Airport Airspace Analysis, including temporary structures, such as cranes, which would be used for construction.

FAA issued a Determination of No Hazard to Air Navigation with Conditions for the Topgolf visitor-serving attraction. The FAA has determined that four to 16 poles supporting the safety netting be marked/lighted with red lights in accordance with FAA Advisory circular 70/7460-1 M, Obstruction Marking and Lighting (FAA 2024). In addition, the San Diego Regional Airport Authority issued an Airport Land Use Commission Consistency Determination in March 2025, which concluded that the Project is conditionally consistent with the SDIA ALUCP with the inclusion of the lighted and marked poles and the recording of an avigation easement for airspace (SDRAA 2025). The compliance with these requirements would ensure that construction and operation of the Topgolf visitor-serving attraction would not result in a safety hazard for people residing or working in the Project area. Impacts would be less than significant.

Therefore, the Project would not result in a safety hazard or excessive noise for people residing or working in the Project area. Impacts would be less than significant.

Significance of Impact

Implementation of the Project would not result in a safety hazard or excessive noise for people residing or working in the Project area. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.7.5.6 Threshold 6: Emergency Response or Evacuation Plans

Impact Analysis

The County's Office of Emergency Services coordinates emergency response at the local level in the event of a disaster, including fires. This emergency response coordination is facilitated by the OA Emergency Operations Center and responding agencies to the Project area, which include the City's Police Department, City's Fire-Rescue Department, and San Diego Harbor Police. The District has developed an EOP and supplemental preparedness plans in accordance with the SEMS and NIMS, the state and federal emergency response standards, respectively. Major interstates and highways within the Primary evacuation routes consist of the major interstates, highways, and prime arterials within the City. For the Project area, identified evacuation routes include Interstate 5 approximately 1.2 miles to the east (County of San Diego 2022).

The Project proposes the realignment of Liberator Way, including the reconfiguration of the existing intersection of Liberator Way with Harbor Island Drive and modifications to the intersection of Liberator Way with North Harbor Drive. Construction of Liberator Way is expected to take approximately 8 months and would require the demolition of the old roadway and landside parking, grading of the roadway, utility installation, new asphalt, and landscape improvements. These improvements are intended to enhance traffic flow through the area and provide space for a waterfront park and promenade and, therefore, would not impact emergency response.

Project construction activities could require detours and/or lane closures that could temporarily disrupt travel along existing roadways for periods of time within the construction zone. Specifically, the realignment of Liberator Way would involve the closure and demolition of the existing roadway. Site access to surrounding properties would be maintained throughout the construction period to ensure access to emergency vehicles as required. Construction of the Topgolf visitor-serving attraction would require the use of cranes but would not require any lane closures on public streets. Access to the existing San Diego Harbor Police headquarters would be temporarily accessed via Harbor Island Drive during construction of Liberator Way and would be depicted on construction plans. All other traffic would be able to use North Harbor Drive to Harbor Island Drive during the roadway closure. Site access to surrounding properties would be maintained throughout the construction period to ensure access to emergency vehicles as required.

During construction, the Project would be required to comply with San Diego Municipal Code, Section 129.0702, which requires a Public Right-of-Way Permit for Traffic Control for public improvement projects, construction projects, and other work that encroaches into the public right-of-way, including sidewalks, as well as an accompanying Traffic Control Plan. Therefore, with implementation of the City-approved Traffic Control Plan, the Project would not impede access to publicly or privately owned land and would not interfere with emergency response or evacuation during construction.

During operation, the Project would provide adequate emergency access in the Project area. Access for emergency vehicles would be provided at the main Project entries along the re-aligned Liberator Way and existing North Harbor Drive. Internal driveways would be designed to the City's Fire Marshal standards in accordance with Fire Prevention Bureau Policy A-14-1 for emergency response vehicles (City of San Diego 2015). Additional emergency requirements, such as fire hydrants, fire hydrant markers (i.e., blue reflectors installed in the roadway), adequate vertical clearances, adequate turning radii, and fire ladder clearances, would be provided in accordance with San Diego Municipal Code, Chapter 5. The proposed Topgolf visitor-serving attraction would be constructed

with fire-resistant construction materials and would include a protective system of fire sprinklers, as required by the California Fire Code.

Therefore, the Project would not impair implementation of, or physically interfere with, an emergency response plan or emergency evacuation plan adopted by the County or the City.

Significance of Impact

Implementation of the Project would not impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.7.5.7 Threshold 7: Wildland Fire

Impact Analysis

According to California Department of Forestry and Fire Protection's FHSZ Map of San Diego County (City of San Diego 2025), the Project is located in a local responsibility area, outside a designated FHSZ. In addition, the Project area is located in a primarily developed area. There are no wildlands or heavily vegetated areas located in the Project area that could experience wildfire risks. The Project would be designed in accordance with the San Diego Municipal Code, the California Building Code, and built to fire code requirements. Proposed buildings would be constructed with fire-resistant materials and would include a protective system of fire sprinklers, as required by the California Fire Code. Impacts would be less than significant.

Significance of Impact

Implementation of the Project would not expose people or structures, either directly or indirectly, to a significant risk of loss, injury or death involving wildland fires.

Mitigation Measures

No mitigation is required.

3.7.6 Cumulative Impacts

The following sections address various potential cumulative impacts relating to hazards and hazardous materials that could result from implementation of the Project.

3.7.6.1 Cumulative Threshold 1: Transportation, Use, and Disposal of Hazardous Materials

The geographic context for the analysis of cumulative impacts relative to the transport, use, and disposal of hazardous materials and associated accidental releases encompasses nearby facilities that require the use or disposal of hazardous materials and the roadways and freeways used by vehicles transporting hazardous materials to and from the Project area. Development of the Project and cumulative projects under the PMP, PMPU, and SANDAG 2025 Regional Plan and projects identified in Table 3-1, Cumulative Projects, in Chapter 3, Environmental Analysis, of this EIR, including Sunroad Harbor Island East Hotel, include facilities that use, store, dispose of, or transport hazardous materials. The storage, use, and transport of hazardous materials on any site is overseen by the same local and state regulations as the Project. Cumulative projects would be required to comply with regulations applicable to the use, disposal, and transportation of hazardous materials, including the RCRA; Comprehensive Environmental Response, Compensation, and Liability Act; Hazardous Materials Transportation Act; International Fire Code; and California Code of Regulations, Titles 22 and 27. Impacts of both the Project and cumulative projects would be less than significant through compliance with applicable regulations. Therefore, there would not be a significant cumulative impact, and the Project's contribution would not be cumulatively considerable.

3.7.6.2 Cumulative Threshold 2: Accidental Releases

The geographic context for the analysis of cumulative impacts relative to accidental release is site specific. The cumulative projects under the PMP, PMPU, and SANDAG 2025 Regional Plan and projects listed in Table 3-1 in Chapter 3 of this EIR that are within this geographic scope are Sunroad Harbor Island East Hotel. These cumulative projects may have the potential to disturb or result in the exposure of hazardous materials and would be required to implement mitigation measures during construction under CEQA, similar to those identified for the Project to reduce potential impacts to a level below significance, as feasible. Thus, there would not be a significant cumulative impact.

Current and past uses of the Project area involved the use and storage of petroleum products and hazardous materials that have been, or have the potential to be, released, impacting soil, soil vapor, and groundwater in the Project area and resulting in a significant impact. Implementation of Mitigation Measures HAZ-1, HAZ-2, HAZ-3, HAZ-4, and HAZ-5 would reduce impacts to below a level of significance. Thus, the Project's incremental contribution would be less than cumulatively considerable.

Therefore, the cumulative impact would be less than significant, and the Project's incremental contribution would be less than cumulatively considerable.

3.7.6.3 Cumulative Threshold 3: Hazardous Emissions within 0.25 Mile of School

The geographical context for the analysis of cumulative impacts related to hazards to schools would be projects identified in Table 3-1 within 0.25 mile of an existing school. These projects would be required to comply with federal, state, and local regulations applicable to the use, disposal, and transportation of hazardous materials, including the California Health and Safety Code, Section 25510; California Vehicle Code, Section 23112.5; California Occupational Safety and Health Administration; and the Hazardous Materials Disclosure Programs. Any cumulative impacts would be less than significant through compliance with applicable regulations.

As discussed above, the Project would not emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within 0.25 mile of an existing or proposed school. There would be no impact.

Cumulative impacts would not be significant, and the Project's contribution would not be cumulatively considerable.

3.7.6.4 Cumulative Threshold 4: Hazardous Materials Sites

The geographic context for the analysis of cumulative impacts relative to hazardous material sites is site specific. Hazards and hazardous materials are generally localized conditions that could potentially endanger life or property. The Project area is included on the list of hazardous materials sites compiled pursuant to California Government Code, Section 65962.5. The cumulative projects under the PMP, PMPU, and SANDAG 2025 Regional Plan and projects listed in Table 3-1 in Chapter 3 of this EIR that are within this geographic scope are Sunroad Harbor Island East Hotel. These cumulative projects may have the potential to disturb or result in the exposure of hazardous materials and would be required to implement mitigation measures during construction under CEQA, similar to those identified for the Project to reduce potential impacts to a level below significance, as feasible. Thus, there would not be a significant cumulative impact.

Current and past uses of the Project area involved the use and storage of petroleum products and chemicals that have been, or have the potential to be, released, impacting soil, soil vapor, and groundwater in the Project area and resulting in a Project significant impact. Implementation of Mitigation Measures HAZ-1, HAZ-2, HAZ-3, HAZ-4, and HAZ-5 would reduce impacts to below a level of significance. Thus, the Project's incremental contribution would be less than cumulatively considerable.

Therefore, the cumulative impact would be less than significant, and the Project's incremental contribution would be less than cumulatively considerable.

3.7.6.5 Cumulative Threshold 5: Hazards from Nearby Airports

The geographic context for the cumulative analysis of airport hazards is the AIA of the SDIA and NASNI. The cumulative projects identified in Table 3-1 are located within the AIA of SDIA and NASNI within 2 miles of the Project area. These cumulative projects are subject to the ALUCP policies on land uses and FAA height restrictions in the airport vicinity. Oversight by FAA and the San Diego Regional Airport Authority ensures that incompatible uses are not developed in proximity to SDIA and NASNI, ensuring that there is no safety hazard to the public. Therefore, the cumulative projects would have a less than significant cumulative impact.

The Project area is within the AIA of the SDIA and NASNI. Compliance with FAA and ALUC regulations would ensure that construction and operation of the Project would not result in a safety hazard for people residing or working in the Project area. Therefore, the Project's incremental contribution would not be cumulatively considerable.

Therefore, cumulative effects related to airport safety and noise hazards would not be significant, and the Project's contribution would not be cumulatively considerable.

3.7.6.6 Cumulative Threshold 6: Emergency Response or Evacuation Plans

The geographic context for the analysis of cumulative impacts relative to emergency response and evacuation plans is the City of San Diego since the Project is located adjacent to City-maintained streets. Development of the Project, cumulative projects under the PMP, PMPU, and SANDAG 2025 Regional Plan, and cumulative projects identified in Table 3-1, including Sunroad Harbor Island East Hotel and the San Diego International Airport Expansion, could be located along Harbor Island Drive and North Harbor Drive. These projects are located along the same emergency evacuation route as the Project. Cumulative projects have the potential to impair existing emergency and evacuation plans if they block evacuation or access roads, or if necessary off-site road improvements were to result in the closure of roads. As with the Project, all of the cumulative projects would be subject to review by the City's Fire-Rescue Department to ensure that adequate emergency access is maintained and would be required to comply with the OA EOP, the District's EOP, and the City's traffic control regulations. Compliance with applicable regulations would ensure that cumulative projects aimed at preventing and minimizing impact do not result in a significant impact associated with the impairment of an Emergency Response Plan or Emergency Evacuation Plan. Thus, the cumulative projects would have a less than significant cumulative impact.

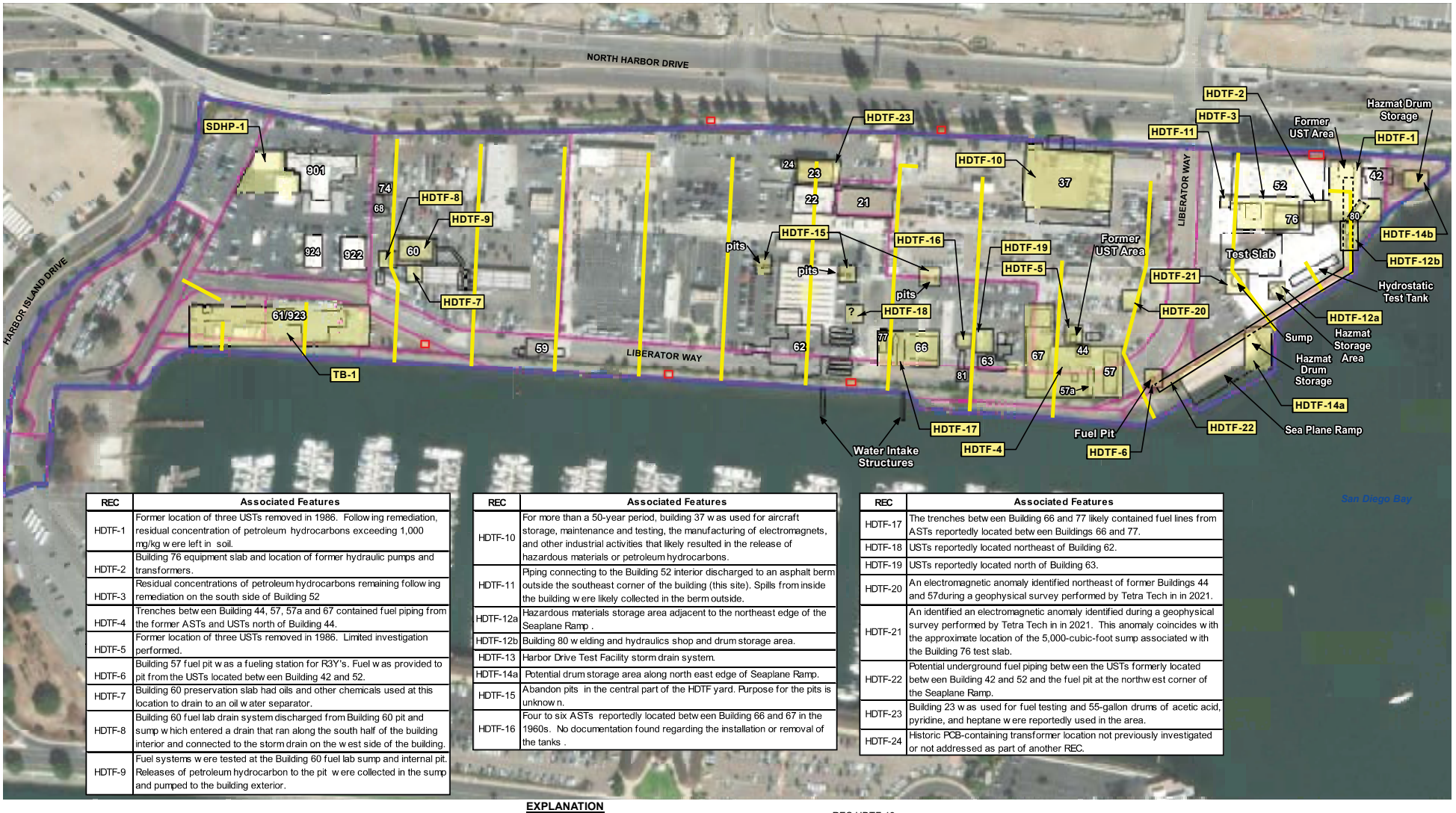
The Project's design would be consistent with requirements for emergency vehicle access, and no Project components would impair the implementation of or compliance with an adopted Emergency Response Plan or Emergency Evacuation Plan. Thus, the Project's contribution would not be cumulatively considerable.

Therefore, cumulative effects related to emergency response or evacuation plans would not be cumulatively significant, and the Project's incremental contribution would not be cumulatively considerable.

3.7.6.7 Cumulative Threshold 7: Wildland Fire

The geographic context for the analysis of cumulative impacts relative to wildland fire is the City of San Diego under the direction of the City's Fire-Rescue Department. Construction and operation of cumulative projects could result in a significant cumulative impact associated with risk of loss, injury, or death involving wildland fires. Future development projects under the PMP, PMPU, and projects identified in Table 3-1 in Chapter 3 of this EIR are located in a highly urbanized environment, do not contain wildland fuel sources, and are not located within a Very High FHSZ. Cumulative projects would be required to comply with fire code requirements as required by the California Fire Code. Thus, cumulative impacts related to wildland fire would not be significant.

While portions of the City are located within an FHSZ, the Project area is not. The Project area is located in a primarily developed area and not adjacent to wildlands or heavily vegetated areas. As discussed, the Project would have a less than significant individual impact related to wildland fires. Therefore, cumulative impacts related to wildland fire would not be significant, and the Project's contribution would not be cumulatively considerable.



REC	Associated Features
HDTF-1	Former location of three USTs removed in 1986. Following remediation, residual concentration of petroleum hydrocarbons exceeding 1,000 mg/kg were left in soil.
HDTF-2	Building 76 equipment slab and location of former hydraulic pumps and transformers.
HDTF-3	Residual concentrations of petroleum hydrocarbons remaining following remediation on the south side of Building 52
HDTF-4	Trenches between Building 44, 57, 57a and 67 contained fuel piping from the former ASTs and USTs north of Building 44.
HDTF-5	Former location of three USTs removed in 1986. Limited investigation performed.
HDTF-6	Building 57 fuel pit was a fueling station for R3Y's. Fuel was provided to pit from the USTs located between Building 42 and 52.
HDTF-7	Building 60 preservation slab had oils and other chemicals used at this location to drain to an oil water separator.
HDTF-8	Building 60 fuel lab drain system discharged from Building 60 pit and sump which entered a drain that ran along the south half of the building interior and connected to the storm drain on the west side of the building.
HDTF-9	Fuel systems were tested at the Building 60 fuel lab sump and internal pit. Releases of petroleum hydrocarbon to the pit were collected in the sump and pumped to the building exterior.

REC	Associated Features
HDTF-10	For more than a 50-year period, building 37 was used for aircraft storage, maintenance and testing, the manufacturing of electromagnets, and other industrial activities that likely resulted in the release of hazardous materials or petroleum hydrocarbons.
HDTF-11	Piping connecting to the Building 52 interior discharged to an asphalt berm outside the southeast corner of the building (this site). Spills from inside the building were likely collected in the berm outside.
HDTF-12a	Hazardous materials storage area adjacent to the northeast edge of the Seaplane Ramp.
HDTF-12b	Building 80 welding and hydraulics shop and drum storage area.
HDTF-13	Harbor Drive Test Facility storm drain system.
HDTF-14a	Potential drum storage area along north east edge of Seaplane Ramp.
HDTF-15	Abandon pits in the central part of the HDTF yard. Purpose for the pits is unknown.
HDTF-16	Four to six ASTs reportedly located between Building 66 and 67 in the 1960s. No documentation found regarding the installation or removal of the tanks.

REC	Associated Features
HDTF-17	The trenches between Building 66 and 77 likely contained fuel lines from ASTs reportedly located between Buildings 66 and 77.
HDTF-18	USTs reportedly located northeast of Building 62.
HDTF-19	USTs reportedly located north of Building 63.
HDTF-20	An electromagnetic anomaly identified northeast of former Buildings 44 and 57during a geophysical survey performed by Tetra Tech in in 2021.
HDTF-21	An identified an electromagnetic anomaly identified during a geophysical survey performed by Tetra Tech in in 2021. This anomaly coincides with the approximate location of the 5,000-cubic-foot sump associated with the Building 76 test slab.
HDTF-22	Potential underground fuel piping between the USTs formerly located between Building 42 and 52 and the fuel pit at the northwest corner of the Seaplane Ramp.
HDTF-23	Building 23 was used for fuel testing and 55-gallon drums of acetic acid, pyridine, and heptane were reportedly used in the area.
HDTF-24	Historic PCB-containing transformer location not previously investigated or not addressed as part of another REC.

EXPLANATION

- APPROXIMATE HISTORICAL BUILDING OR FEATURE FOOTPRINT WITH BUILDING NUMBER
- APPROXIMATE PORT PARCEL BOUNDARY
- APPROXIMATE LOCATION OF REC, CREC, OR HREC
- ? INSUFFICIENT DOCUMENTATION AVAILABLE TO ACCURATELY LOCATE REC
- REC HDTF-13 (STORM DRAIN)
- HDTF-24 (TRANSFORMERS)
- SITE BOUNDARY

Path: C:\GIS\Projects\Port of San Diego\East Harbor Island Topgolf\Map Docs\EIR

Source: Kleinfelder, 2021.

Harris & Associates

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Feet

Figure 3.7-1

Recognized Environmental Conditions Associated with Former Uses at Harbor Drive Test Facility

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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EXPLANATION

- RECOGNIZED ENVIRONMENTAL CONDITION
- APPROXIMATE PORT PARCEL BOUNDARY
- SUBJECT PROPERTY BOUNDARY

Note:
Avis-4 See Figure 9-2b for approximate locations of known and estimated locations of unknown sanitary sewer piping

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Source: Kleinfelder, 2021.

Harris & Associates

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Feet

Figure 3.7-2

Recognized Environmental Conditions Associated with Avis Car Rental

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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EXPLANATION

- RECOGNIZED ENVIRONMENTAL CONDITION
- APPROXIMATE PORT PARCEL BOUNDARY
- SUBJECT PROPERTY BOUNDARY

Note:
Hertz-4 See Figure 9-3b for approximate locations of known and estimated locations of unknown sanitary sewer piping

Path: C:\GIS\Projects\Port of San Diego\East Harbor Island Topgolf\Map Docs\EIR

Source: Kleinfelder, 2021.

Harris & Associates

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Figure 3.7-3

Recognized Environmental Conditions Associated with Hertz Car Rental

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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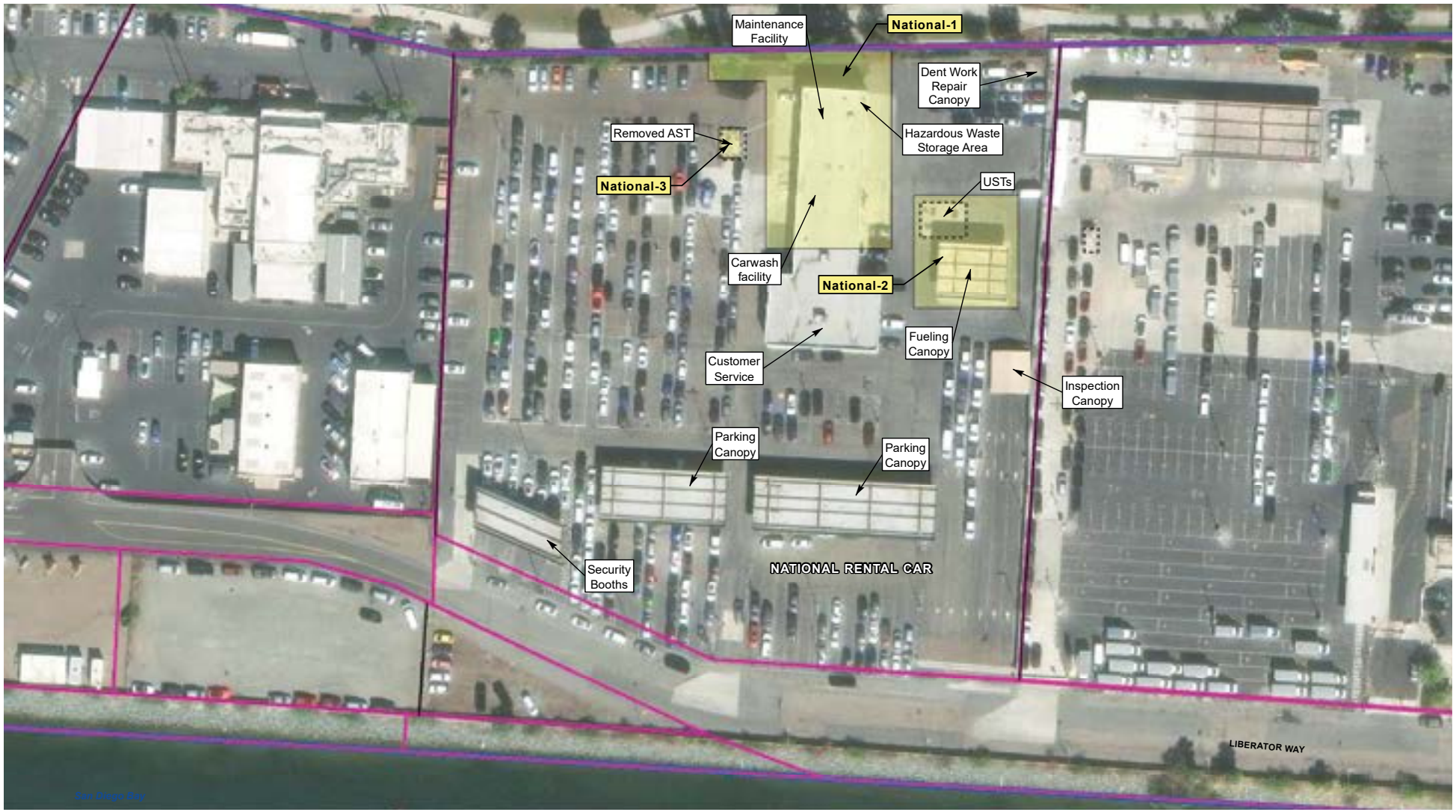

EXPLANATION

- RECOGNIZED ENVIRONMENTAL CONDITION
- APPROXIMATE PORT PARCEL BOUNDARY
- SUBJECT PROPERTY BOUNDARY

Note:
National-4 See Figure 9-4b for approximate locations of known and estimated locations of unknown sanitary sewer piping

Path: C:\GIS\Projects\Port of San Diego\East Harbor Island Topgolf\Map Docs\EIR

Source: Kleinfelder, 2021.

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Figure 3.7-4

Recognized Environmental Conditions Associated with Enterprise Car Rental

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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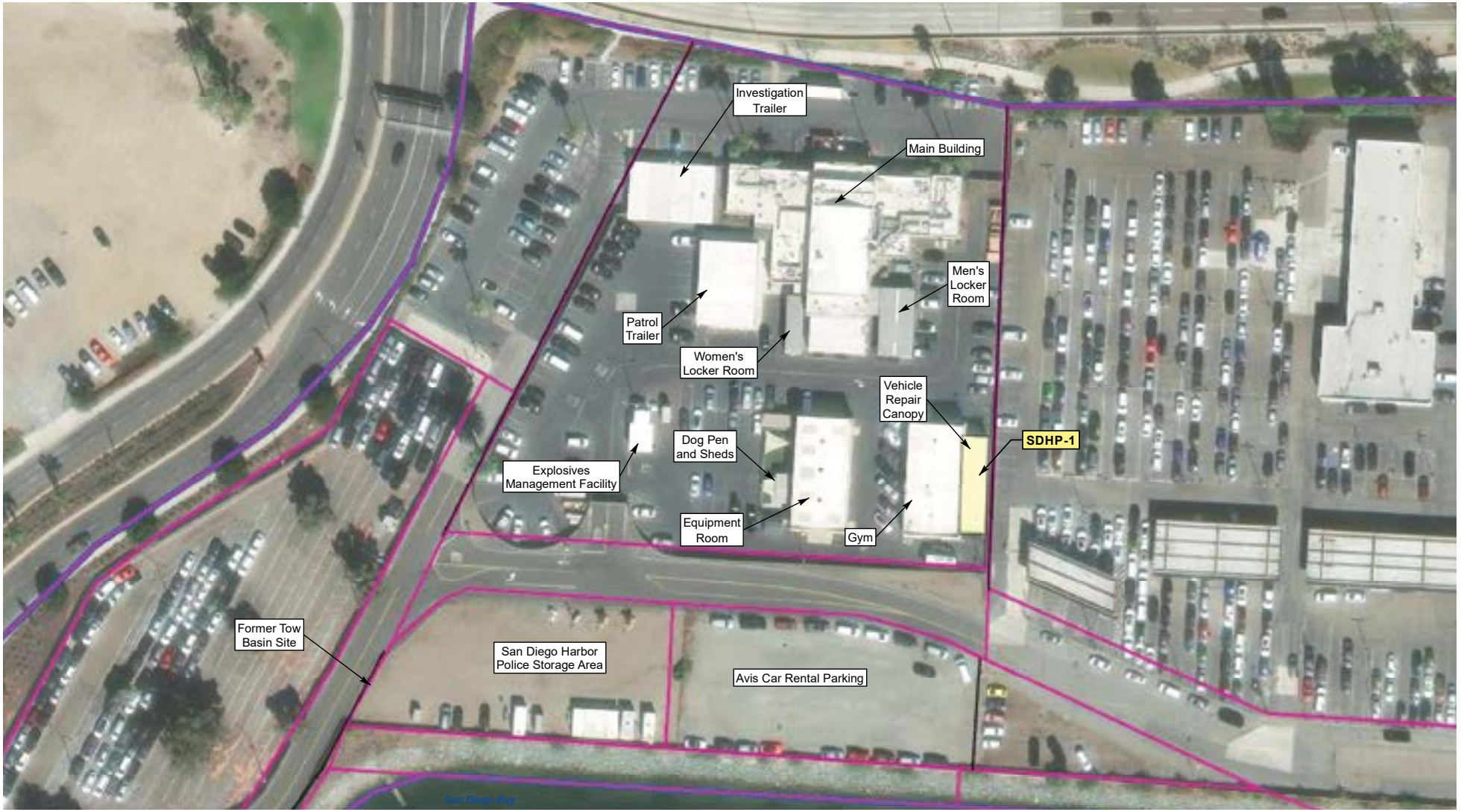

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Source: Kleinfelder, 2021.

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Figure 3.7-5

Recognized Environmental Conditions Associated with San Diego Harbor Police Headquarters

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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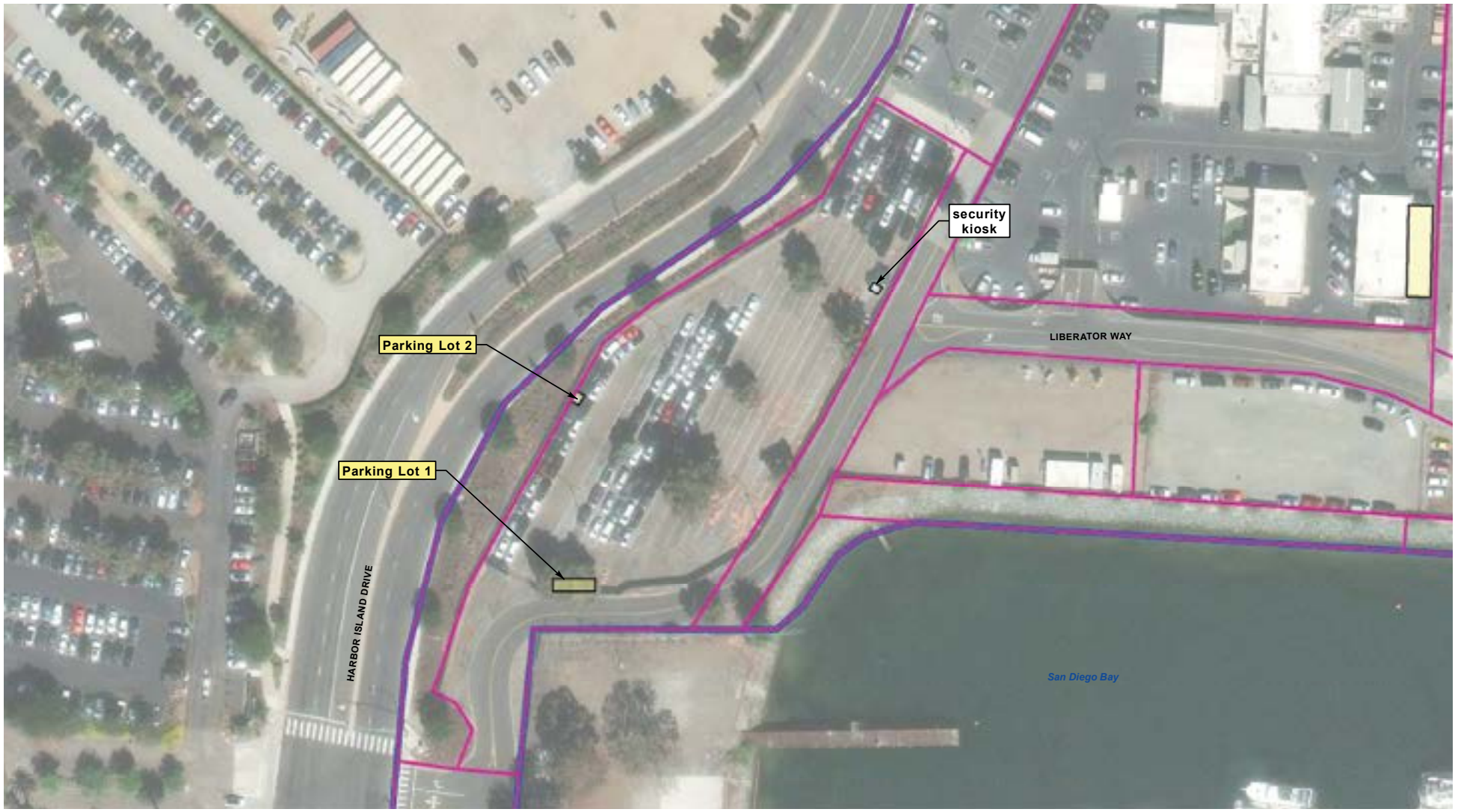

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Source: Kleinfelder, 2021.

Harris & Associates

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Figure 3.7-6

Recognized Environmental Conditions Associated with Parking Lots

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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Source: Kleinfelder, 2021.

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Figure 3.7-7

Off-Site Recognized Environmental Conditions

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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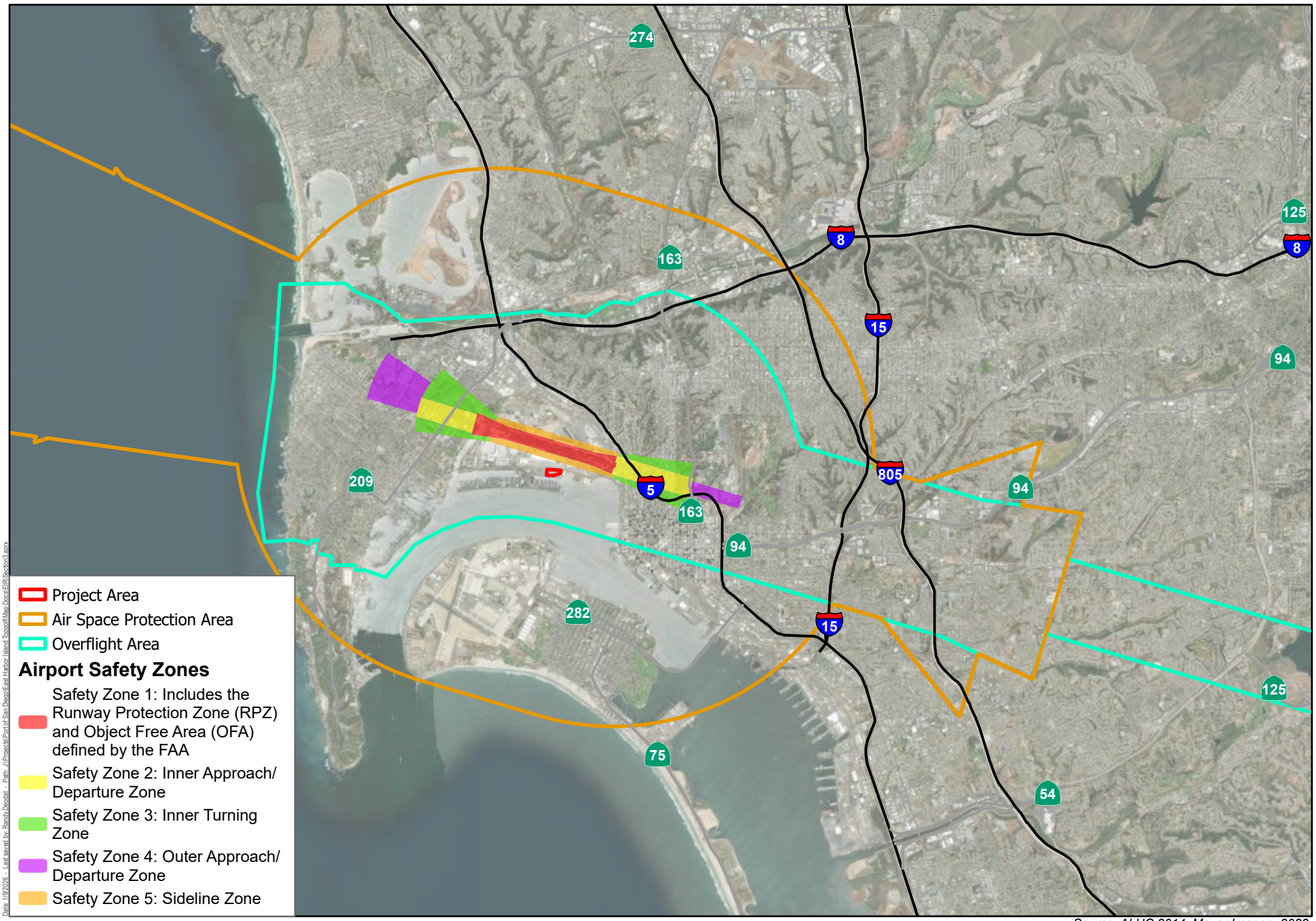

Source: ALUC 2014; Maxar Imagery 2022.

Harris & Associates

Figure 3.7-8

SDIA ALUCP Safey Zones

East Harbor Island Redevelopment/Topgolf Project and Waterfront Park

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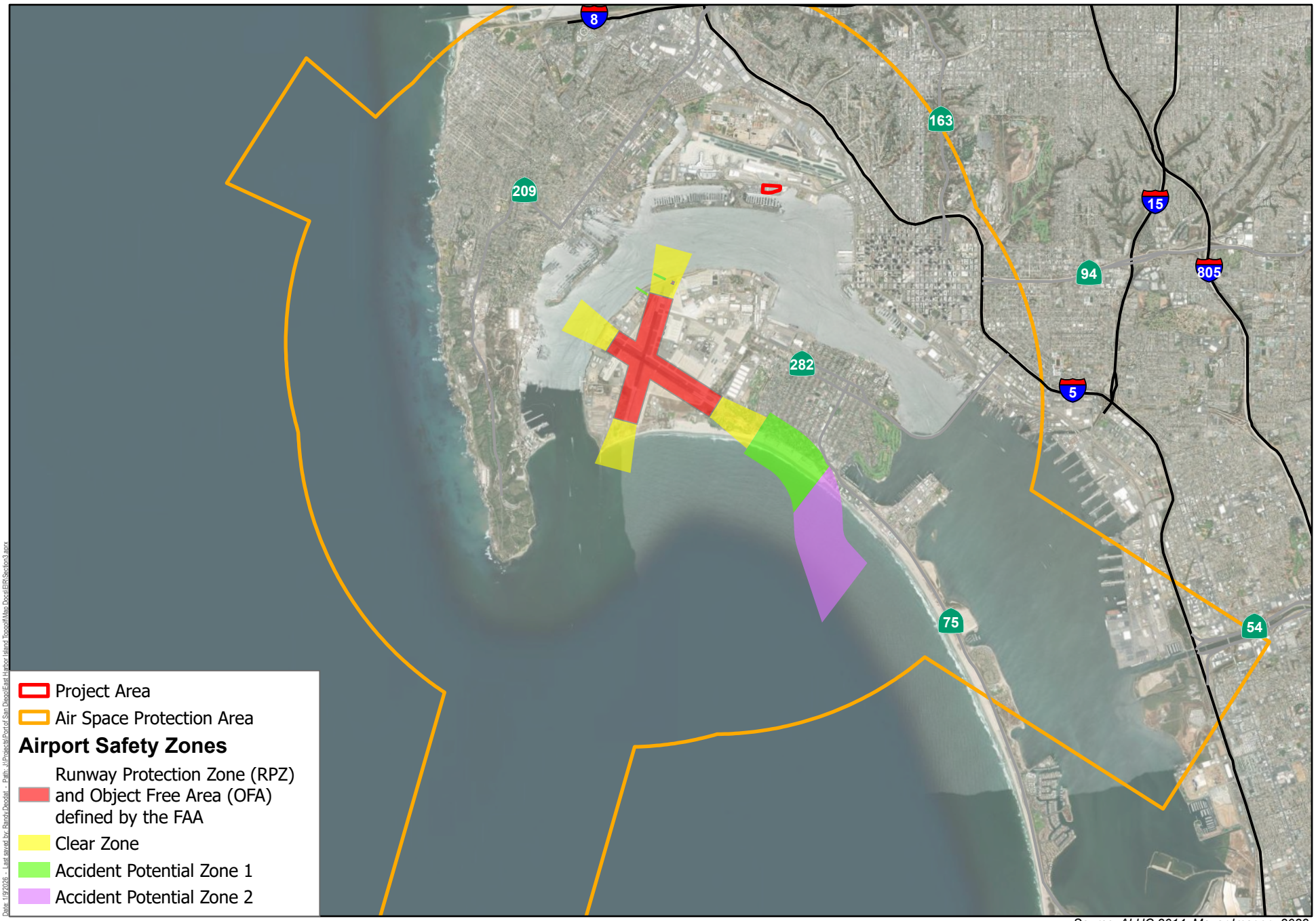

Source: ALUC 2014; Maxar Imagery 2022.

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Figure 3.7-9

North Island Naval Air Station ALUCP Safety Zones

East Harbor Island Redevelopment/Topgolf Project and Waterfront Park

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3.8 Hydrology and Water Quality

This section evaluates the potential for impacts on hydrology and water quality resulting from implementation of the proposed East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project).

3.8.1 Environmental Setting

The following sections describe the environmental setting for the Project as it relates to hydrology and water quality.

3.8.1.1 Hydrology

The Project is in the San Diego Bay watershed, which is in the Pueblo San Diego hydrologic unit. The Pueblo San Diego hydrologic unit is the smallest hydrologic unit in the County of San Diego (County) and covers approximately 60 square miles of predominantly urban landscape in the Cities of San Diego, La Mesa, Lemon Grove, and National City. Most of the water from the Pueblo San Diego hydrologic unit drains to San Diego Bay, although a portion of the Point Loma hydrologic area drains directly to the Pacific Ocean. The watershed drainage is mainly composed of a group of small local creeks and pipe conveyances, many of which are concrete lined and drain directly into San Diego Bay (Appendix J1, Drainage Study). The Pueblo San Diego hydrologic unit contains three hydrologic areas: Point Loma (908.1), San Diego Mesa (908.2), and National City (908.3). The Project area is in the San Diego Mesa Hydrologic Area and the Lindbergh Hydrologic Subarea (908.21) (Appendix J1). Major water features are Chollas Creek, Paleta Creek, and San Diego Bay (RWQCB 2021).

3.8.1.2 Drainage Patterns

The existing land use consists of impervious industrial and commercial areas, including the San Diego Harbor Police headquarters; The Hertz Corporation, Enterprise Mobility (operated by National Car Rental), and Avis Rent A Car System, LLC, rental car facilities; and San Diego International Airport temporary construction staging facilities. Existing structures include several one- and two-story buildings, various small structures, parking lots, fencing, and limited ornamental vegetation. While some runoff sheet flows through the Project area, the existing urban drainage system consists of various storm drains conveying flows from north to south that outlet into the Harbor Island East Basin portion of the San Diego Bay. There are two major outfalls in the south of the Project area, one easterly and one westerly. The western portion of the site has four 15-inch reinforced concrete pipes (RCPs) that confluence in the San Diego Bay. The eastern portion of the site has two 15-inch RCPs, and one 21-inch corrugated steel pipe that confluence in the

San Diego Bay. There is a small portion of Liberator Way that does not drain south but flows northeast to North Harbor Drive and west to Harbor Island Drive.

3.8.1.3 Surface Water Quality

Receiving waters is a general term typically used to describe any water body, such as a creek, river, lake, bay, or ocean that receives runoff. In the context of the Project, it refers to those water bodies that would receive runoff from the Project area. As discussed previously, the Project area is in the San Diego Mesa Hydrologic Area of the Pueblo San Diego hydrologic unit. Under existing conditions, runoff from the Project area enters San Diego Bay. The designated beneficial uses of San Diego Bay are Industrial Service Supply (IND); Navigation (NAV); Contact Water Recreation (REC-1); Non-Contact Water Recreation (REC-2); Commercial and Sport Fishing (COMM); Preservation of Biological Habitats of Special Significance (BIOL); Estuarine Habitat (EST); Wildlife Habitat (WILD); Rare, Threatened, or Endangered Species (RARE); Marine Habitat (MAR); Migration of Aquatic Organisms (MIGR); Spawning, Reproduction, and/or Early Development (SPWN); and Shellfish Harvesting (SHELL) (District 2020a).

The Clean Water Act (CWA), Section 303(d), requires the identification of water bodies that do not meet, or are not expected to meet, water quality standards (i.e., impaired water bodies). The affected water body, and associated pollutant or stressor, is then prioritized in the 303(d) List. California's current 303(d) List is the 2020–2022 List of Impaired Waters, which was approved by the U.S. Environmental Protection Agency (USEPA) on May 11, 2022 (SWRCB 2022). San Diego Bay at Harbor Island East Basin is on the CWA Section 303(d) list for copper (District 2020a). The CWA further requires the development of a total maximum daily load (TMDL) for each listing. A TMDL is the maximum daily amount of a pollutant that a water body can receive and still safely meet water quality standards. A TMDL for the San Diego Bay at Harbor Island East Basin was adopted in 2019 (District 2020a).

3.8.1.4 Groundwater Quality

The Project area is located over the Mission Valley Groundwater Basin (Basin #9-14) in the San Diego Formation Aquifer, which is a large aquifer under Imperial Beach, Chula Vista, National City, and southern portions of the City of San Diego (District 2020a). The groundwater in the San Diego Formation is brackish, and its quality is considered fair to poor. The approximate depth to groundwater in the Project area is 5 to 20 feet (Appendix J1). Due to its proximity to the ocean, the risk of seawater intrusion is a primary concern regarding water quality (DWR 2004).

3.8.1.5 Flood Hazards, Tsunami Zones, and Seiche Zones

Flood Hazards

The Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map identifies Special Flood Hazard Areas, which are defined as areas that would be inundated by a flood event having a 1 percent chance of being equaled or exceeded in any given year. The 1 percent annual chance flood is also referred to as the base flood or 100-year flood. Due to the location of the Project area on the San Diego Bay, the Project area is adjacent to Special Flood Hazard Areas, namely, a 100-year flood zone with a base flood elevation of 8 feet (FEMA 2019). No Special Flood Hazard Areas are in the Project area.

Tsunami Hazards

Tsunamis are seismic sea waves generated by sudden movements of the sea floor caused by submarine earthquakes, landslides, or volcanic activity. Based on the Department of Conservation's Tsunami Hazard Area Map, the southern boundary of the Project area is within a mapped tsunami inundation area (DOC 2024). The most significant remote tsunami to hit Southern California was in 1960, when an 8.6 magnitude earthquake off the coast of Chile generated a tsunami resulting in 4-foot waves at Santa Monica and Port Hueneme and caused major damage to the Los Angeles and Long Beach harbors. Local tsunamis are generated off the coast of Southern California; however, since 1800, only four locally generated tsunamis have been observed. The most significant was in 1812 in the Counties of Santa Barbara and Ventura. Waves were reported at 6 to 10 feet high, several small buildings were damaged, and many ships were destroyed (County of San Diego 2025).

Seiche Hazards

A seiche is a wave on the surface of a lake or partially enclosed body of water that is caused by atmospheric or seismic disturbances. Seiches are typically caused when strong winds and rapid changes in atmospheric pressure push water from one end of a body of water to the other. When the wind stops, the water rebounds to the other side of the enclosed area. The water then continues to oscillate back and forth (NOAA 2024). The Project would not be at risk of inundation by seiche because seiches are typically associated with confined bodies of water, which the Project area is not located near.

3.8.2 Regulatory Setting

This section describes the federal, state, and local regulatory framework adopted to address hydrology and water quality.

3.8.2.1 Federal

Clean Water Act

The CWA is the primary federal law that protects the quality of the nation's surface waters, including lakes, rivers, and coastal wetlands. The key sections pertaining to water quality regulation are Sections 303, 401, 402, and 404. Under the CWA, Congress recognized the primary responsibility and rights of states to prevent, reduce, and eliminate pollution to plan the development and use (including restoration, preservation, and enhancement) of land and water resources. The USEPA has initial authority to administer a permitting program in a state but must suspend the federal program when a state presents "the program it proposes to establish and administer under state law" and demonstrates that "the laws of such State . . . provide adequate authority to carry out the described program" (33 USC 1342[b], [c][1]; 40 CFR 123.1[d][1]). The State Water Resources Control Board (SWRCB) and its Regional Water Quality Control Boards (RWQCBs) have been authorized to implement a permitting program consistent with CWA Sections 303, 401, and 402 at the state level.

Section 303: Impaired Water Bodies (303(d) list) and Total Maximum Daily Loads

Under Section 303(d), states are required to identify "impaired water bodies" (those not meeting established water quality standards), identify the pollutants causing the impairment, establish priority rankings for waters on the list, and develop a schedule for development of control plans to improve water quality. The USEPA then approves the state's recommended list of impaired waters or adds to or removes water bodies from the list. Each RWQCB must update the Section 303(d) list every 2 years, with the most recent update in 2022. The Section 303(d) list identifies priorities for development of pollution control plans for each listed water body and pollutant. The pollution control plans triggered by the CWA Section 303(d) list are TMDLs. The TMDL is a "pollution budget" designed to restore the health of a polluted body of water and ensure the protection of beneficial uses. The TMDL also contains the target reductions needed to meet water quality standards and allocates those reductions among the pollutant sources in the watershed (point sources, nonpoint sources, and natural sources) (40 CFR 130.2).

Section 401: Water Quality Certification

Section 401 of the CWA allows for evaluation of water quality when a proposed activity requiring a federal license or permit could result in a discharge to waters of the United States. In California, the SWRCB and its nine RWQCBs issue water quality certifications (Section 401 permits). Each RWQCB is responsible for implementing Section 401 in compliance with the CWA and its water quality control plan (also known as a basin plan). Applicants for a federal license or that wish to conduct activities that may result in the

discharge to waters of the United States (including wetlands) must also obtain a Section 401 permit to ensure that any such discharge will comply with the applicable provisions of the CWA. Compliance with Section 401 is required for all projects that have a federal component and may affect state water quality.

Section 402: National Pollutant Discharge Elimination System Permits

Section 402 of the CWA regulates point-source discharges to surface waters (other than dredge or fill material) through the National Pollutant Discharge Elimination System (NPDES) program, administered by the USEPA or by an authorized state. The NPDES program provides general permits (those that cover a number of similar or related activities) and individual permits for discharges to waters of the United States. California is an authorized state and issues NPDES permits as described further below.

Section 404: Permits for Dredged or Fill Material

Section 404 of the CWA regulates the discharge of dredged and fill materials into waters of the United States, which include all navigable waters, their tributaries, and some isolated waters, as well as some wetlands adjacent to the aforementioned waters (33 CFR Part 328.3). Areas typically not considered jurisdictional waters include non-tidal drainage and irrigation ditches excavated on dry land, artificially irrigated areas, artificial lakes or ponds used for irrigation or stock watering, small artificial water bodies such as swimming pools, and water-filled depressions (33 CFR Part 328). Areas meeting the regulatory definition of waters of the United States are subject to the jurisdiction of the U.S. Army Corps of Engineers under provisions of the CWA Section 404. Construction activities involving placement of fill into jurisdictional waters of the United States are regulated by the U.S. Army Corps of Engineers through permit requirements. No U.S. Army Corps of Engineers permit is effective in the absence of the Section 401 permit.

3.8.2.2 State

Construction General Permit

Stormwater runoff from construction activity that results in soil disturbances of at least 1 acre of total land area (and projects that meet other specific criteria) is governed by the SWRCB under Order WQ 2022-0057-DWQ, NPDES Permit No. CAS000002. These regulations prohibit discharges of polluted stormwater from construction projects that disturb 1 or more acres of soil unless the discharge is in compliance with the general NPDES permit requirements. The nine RWQCBs enforce the General Construction Stormwater Permit for projects in their respective regions.

It is the responsibility of the construction site operator or landowner to obtain coverage under this General Permit prior to the start of construction activities. To obtain coverage,

the operator or landowner must file a Notice of Intent with a vicinity map and the appropriate fee with the SWRCB. The General Permit outlines the requirements for preparation of a Stormwater Pollution Prevention Plan (SWPPP). The SWPPP is a temporary document that is created to define and control the handling of stormwater runoff from a construction site. The SWPPP identifies construction best management practices (BMPs), which are implemented during the construction phase of development. The area that would be disturbed with the Project exceeds 1 acre. Therefore, the Project would be required to comply with the General Permit.

Porter-Cologne Water Quality Control Act

The Porter-Cologne Water Quality Control Act (Porter-Cologne Act), codified in Division 7 of the California Water Code, is California's primary statutory authority for the protection of water quality. Under the Porter-Cologne Act, the State of California must adopt water quality policies, plans, and objectives that protect the state's waters beneficial uses. State law defines beneficial uses as "domestic; municipal; agricultural and industrial supply; power generation; recreation; aesthetic enjoyment; navigation; and preservation and enhancement of fish, wildlife, and other aquatic resources or preserves" (California Water Code, Section 13050[f]). The Porter-Cologne Act sets forth the obligations of the SWRCB and RWQCBs pertaining to the adoption of water quality control plans and establishment of water quality objectives. Unlike the federal CWA, which regulates only surface water, the Porter-Cologne Act regulates both surface water and groundwater. The SWRCB and RWQCBs establish water quality objectives for surface waters and groundwater and have permitting and enforcement authority to prevent and control waste discharges that could affect waters of the State of California through the issuance of NPDES permits and water discharge requirements. The San Diego RWQCB also develops TMDLs for the San Diego region. Load reduction efforts for sediment, bacteria, and other constituents within the planning area are ongoing and implemented through water quality improvement plans (WQIPs), municipal NPDES stormwater permits, and individual NPDES permits (e.g., NPDES permit for water treatment plant discharges).

Sustainable Groundwater Management Act

The Sustainable Groundwater Management Act of 2014 provides a framework to regulate groundwater for the first time in California's history. The intent of the law is to strengthen local groundwater management of basins most critical to the state's water needs with an understanding that groundwater is most effectively managed at the local level. The act requires basins to be sustainably managed by local public agencies (e.g., counties, cities, and water agencies) that become groundwater sustainability agencies. The primary purpose of the groundwater sustainability agencies is to develop and implement a groundwater sustainability plan to achieve long-term groundwater sustainability. The State of California

has designated the following four County basins as medium priority and subject to the act: Borrego Valley, San Diego River Valley, San Luis Rey Valley, and San Pasqual Valley. Groundwater sustainability management plans for these basins are in preparation.

3.8.2.3 Local

San Diego Basin Plan

The Water Quality Control Plan for the San Diego Basin (Basin Plan) sets forth water quality objectives for constituents that could potentially cause an adverse effect or impact on the beneficial uses of water (RWQCB 2021). The beneficial uses of the receiving waters relevant to San Diego Bay watershed are described above. Specifically, the Basin Plan is designed to accomplish the following:

- Designate beneficial uses for surface and groundwater
- Set the narrative and numerical objectives that must be attained or maintained to protect the designated beneficial uses and conform to the state's antidegradation policy
- Describe implementation programs to protect the beneficial uses of all waters in the region
- Describe surveillance and monitoring activities to evaluate the effectiveness of the Basin Plan

The Basin Plan also identifies specific narrative and numeric water quality objectives for a number of physical properties (e.g., temperature, turbidity, and suspended solids), biological constituents (e.g., coliform bacteria), and chemical conditions of concern, including inorganic parameters, trace metals, and organic compounds. Water quality objectives for toxic priority pollutants (i.e., select trace metals and synthetic organic compounds) are also identified in the Basin Plan.

Strategic Water Quality Assessment Approach for San Diego Bay

Pursuant to the requirements set forth in the Water Quality Control Plan for Enclosed Bays and Estuaries (2018), the Strategic Water Quality Assessment Approach for San Diego Bay was finalized by the RWQCB in December 2021 and revised in August 2022. The assessment approach builds on the RWQCB's 2012 A Framework for Monitoring and Assessment in the San Diego Region (Framework) by identifying the assessment needs for the San Diego Bay's three most important beneficial uses of waters: Habitats and Ecosystems, Fish and Shellfish Consumption, and Recreation. The document outlines an approach for assessments that provides focused information for a better understanding of if the RWQCB is achieving its goal of protecting and restoring the beneficial uses of the San Diego Bay's waters (RWQCB 2022). The Strategic Water Quality Assessment

Approach allows the RWQCB to assess the health of the entire water body and drive decisions for management actions and resource allocation. The assessment approach introduces a process for analyzing the data which standardizes the assessment of water quality. Primary and supplemental assessment and monitoring needs are identified to answer the Framework's questions for the three most important beneficial uses. The details of this Strategic Water Quality Assessment Approach are outlined in the tables provided in Appendix C of the assessment approach (RWQCB 2022). The RWQCB will periodically assess each Framework question (conditions, stressors impacting conditions, sources of stressors, and performance of management actions) of San Diego Bay in accordance with the data analysis methods outlined in Appendix C and will use the information from the assessments to prioritize and focus its staff and resources on what is most important to achieve a healthy San Diego Bay. The RWQCB uses its regulatory means, resources, and partnerships to collect data and encourage other parties to collect the data so that the whole community can truly understand if the San Diego Bay's waters provide safe recreation, food, and habitats. Although the Strategic Water Quality Assessment Approach for San Diego Bay is not a project-specific approach, the Project would need to meet the permit conditions mandated under CWA Section 401 Water Certification to ensure no conflict with the overall goals of the Assessment Approach.

RWQCB Municipal Permit (Order No. R9-2013-0001)

The Municipal Stormwater Permit (Order No. R9-2013-0001, as amended by Order Nos. R9-2015-001 and R9-2015-0100), is an NPDES permit issued that requires the landowners and operators of Municipal Separate Storm Sewer Systems (MS4s) in the San Diego region to implement management programs to limit discharges of pollutants and non-stormwater discharges to and from their MS4 from all phases of development. The Municipal Stormwater Permit requires the District and other "co-permittees" to develop watershed-based WQIPs. The Municipal Stormwater Permit emphasizes watershed program planning and program outcomes. The intent of the permit is to enable each jurisdiction to focus its resources and efforts to:

- Reduce pollutants in stormwater discharges from its MS4
- Effectively prohibit non-stormwater discharges to its MS4
- Achieve the interim and final Water Quality Improvement Plan numeric goals

The Project would be required to comply with the Municipal Stormwater Permit requirements.

San Diego Bay Watershed Water Quality Improvement Plan

The Municipal Stormwater Permit requires development of the San Diego Bay WQIP. The purpose of the WQIP is to guide the Municipal Stormwater Permit co-permittees, including

the District, via its Jurisdictional Runoff Management Plan (JRMP), toward improving water quality in MS4 discharges and receiving waters. In the WQIP, priorities and goals are established, and each jurisdiction identifies strategies to assist in attaining the goals. Numeric goals established in the WQIP may include multiple criteria and/or indicators designed to measure reasonable progress towards addressing the highest priority water quality conditions identified for the watershed management area. This approach establishes the foundation that the District uses to develop and implement its JRMP. The District implements the WQIP in collaboration with other local agencies that have jurisdiction within the San Diego Bay Watershed Management Area, which comprises three hydraulic units: Pueblo San Diego, Sweetwater, and Otay.

Jurisdictional Runoff Management Plan

Under the Municipal Stormwater Permit, each jurisdiction is required to have a JRMP, which includes a component that addresses issues related to construction activities and a component that addresses issues related to existing development, and which requires co-permittees to establish adequate enforcement authority, develop education/outreach, and conduct monitoring. In addition, each co-permittee prepares and submits an annual report that describes program implementation and strategies to reduce the discharge of pollutants of concern to the MS4 and receiving waters to the maximum extent practicable.

The District's JRMP has been developed to meet the conditions of the Municipal Stormwater Permit and to assist the District in achieving the goals identified in the WQIP (District 2024). District-specific WQIP-based strategies have been incorporated into the JRMP. The JRMP's focus is on controlling stormwater discharges to the MS4, with the overall goal of achieving improvements in receiving water quality. The District has developed a list of BMPs that are applicable to all persons, activities, and operations occurring on District tidelands, and the JRMP utilizes District-specific jurisdictional activities and watershed-based strategies. Enforcement of the JRMP helps to prevent stormwater pollutants from entering local storm drains and, ultimately, the San Diego Bay.

Moreover, the Municipal Stormwater Permit (Provision E.4) requires the District to implement a Construction Management program in accordance with the strategies in the San Diego Bay Watershed WQIP in addition to core permit requirements. The core permit requirements include a project approval process that ensures appropriate BMPs are attached to conditions of approval for construction projects as well as ongoing construction site inventory updates and tracking and inspection. In addition, the District is required to establish minimum BMPs from the following categories: Project Planning, Non-Stormwater Management, Good Housekeeping/Waste Management, Erosion Control, Sediment Control, and Run-on and Run-off Control.

San Diego Unified Port District's BMP Design Manual

In May 2024, the San Diego Unified Port District (District) updated its jurisdiction-specific local BMP Design Manual to address the requirement of the Municipal Permit (District 2025). This BMP Design Manual is applicable to projects carried out on District-managed tidelands. The District's BMP Design Manual identifies updated post-construction stormwater requirements for both tenant- and District-sponsored major maintenance or capital improvement projects as required by the Municipal Permit. The BMP Design Manual identifies BMP requirements for both standard projects and priority development projects (PDPs) as outlined in the permit. New development and redevelopment projects are required to implement standard source control and site design BMPs to eliminate or reduce stormwater runoff pollutants. For PDPs, the BMP Design Manual also describes structural treatment controls that must be incorporated into the site design and, where applicable, addresses potential hydromodification impacts from changes in flow and sediment supply. Project applicants must submit a stormwater quality management plan (SWQMP) accurately describing how the project will meet source control site design and pollutant control BMP requirements. District staff provide technical review of and approve SWQMP documents and drainage design plans to ensure that pollutant control BMP requirements are met. The SWQMP is evaluated for compliance with the Municipal Permit and with design criteria outlined in the District's BMP Design Manual. Once the approval process is complete, a project is able to commence and routine inspections are conducted throughout the duration of project construction. Here, only the Project is considered a PDP because the Project includes the creation or replacement of less than or equal to 50 percent impervious surfaces (Appendix J2). A SWQMP, source control BMPs, and treatment control BMPs are required for the entire Project area.

San Diego Unified Port District, Article 10

The District's Article 10, the Port Stormwater Management and Discharge Control Ordinance, prohibits the deposit or discharge of any chemicals or waste to the tidelands or San Diego Bay and makes it unlawful to discharge pollutants directly into non-stormwater or indirectly into the stormwater conveyance system. The Project would be obligated to abide by Article 10.

Temporary Groundwater Extractions Permit (Order No. R9-2007-0034)

Order No. R9-2007-0034 is intended to cover temporary discharges of groundwater extraction wastes to the San Diego Bay and its tributaries under tidal influence from groundwater extraction due to construction and other groundwater extraction activities. Dischargers must meet the applicable criteria listed in the permit to be subject to water discharge requirements under this permit. Receiving water limitations are based on water

quality objectives contained in the Basin Plan and are a required part of the permit. The discharge of groundwater extraction waste from any site cannot, separately or jointly with any other discharge, cause violations of certain water quality objectives in the San Diego Bay.

3.8.3 Method of Analysis

The following impact analysis focuses on potential impacts of the Project related to hydrology and water quality. The evaluation considered Project plans, current conditions at the Project area, and applicable regulations and guidelines. In addition, the Drainage Study (Appendix J1) and SWQMP (Appendix J2) helped inform Project related impacts. The following sections describe impacts and mitigation from the Project.

3.8.4 Thresholds of Significance

According to Appendix G of the California Environmental Quality Act (CEQA) Guidelines, the Project would have a significant impact on hydrology and water quality if it would:

- **Threshold 1:** Violate any water quality standards or waste discharge requirements or otherwise substantially degrade surface or groundwater quality.
- **Threshold 2:** Substantially decrease groundwater supplies or interfere substantially with groundwater recharge such that the project may impede sustainable groundwater management of the basin.
- **Threshold 3:** Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river or through the addition of impervious surfaces, in a manner which would:
  - Result in substantial erosion or siltation on- or off-site.
  - Substantially increase the rate or amount of surface runoff in a manner which would result in flooding on- or off-site.
  - Create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff.
  - Impede or redirect flood flows.
- **Threshold 4:** In flood hazard, tsunami, or seiche zones, risk release of pollutants due to project inundation.
- **Threshold 5:** Conflict with or obstruct implementation of a water quality control plan.

3.8.5 Project Impacts and Mitigation

The following sections address various potential impacts relating to hydrology and water quality that could result from implementation of the Project.

3.8.5.1 Threshold 1: Water Quality Standards

Impact Analysis

Construction

Construction of the Project would require demolition, grading and excavation of soils, which would loosen sediment, creating the potential for it to mix with surface water runoff and degrade water quality. Pollutants associated with construction activities that could result in water quality impacts include soils and sediment, debris, fuels and other fluids associated with the equipment used for demolition. Additionally, there is potential for in-water work for riprap/revetment repair on the southeastern corner of the site. In case of heavy rain or wind conditions, when the Project area is disturbed by demolition activities, the potential for erosion and sediment transport from the Project area could increase. Stormwater runoff (or wind) could carry the exposed or eroded sediments to the storm drain system or directly into San Diego Bay. Erosion and sedimentation affect water quality through interference with photosynthesis, oxygen exchange, and the respiration, growth, and reproduction of aquatic species. Additionally, other pollutants, such as nutrients, trace metals, and hydrocarbons, can attach to sediment and be transported in the receiving water body, which could contribute to degradation of water quality. These pollutants could impact water quality if they are washed off site by stormwater or non-stormwater, or are blown or tracked off site to areas susceptible to wash off by stormwater or non-stormwater.

Dischargers whose projects disturb 1 or more acres of soil or whose projects disturb less than 1 acre but are part of a larger common plan of development that in total disturbs 1 or more acres are required to obtain coverage under the General Construction Stormwater Permit, also known as the Construction General Permit. The Construction General Permit requires the development and implementation of a SWPPP by a qualified SWPPP developer. The SWPPP would identify which BMPs would be implemented during construction to protect stormwater runoff and include a monitoring plan for measuring BMP effectiveness. BMPs are required to be inspected regularly by a qualified SWPPP practitioner. The qualified SWPPP practitioner monitors the construction activities to ensure the BMPs listed in the SWPPP are implemented and performing as anticipated. Construction activity subject to the Construction General Permit includes clearing, grading, and disturbances to the ground, such as stockpiling or excavation, but does not include regular maintenance activities performed to restore the original line, grade, or capacity of the facility.

The Project would disturb more than 1 acre of soil and would involve grading and stockpiling. Therefore, the Project would require compliance with the Construction General Permit, including development and implementation of a SWPPP.

In addition, the Project would be required to implement the construction BMPs identified in the District's JRMP. The SWPPP would specify construction BMPs to ensure that water quality standards or water discharge requirements are not violated. BMPs selected would be designed to ensure compliance with the requirements of the District's JRMP and would be subject to review and approval by the District.

BMPs would be required to protect water quality. At a minimum, BMPs would include practices to minimize the contact of construction materials, equipment, and maintenance supplies (e.g., fuels, lubricants, paints, solvents, adhesives) with stormwater. The construction SWPPP would specify properly designed, centralized storage areas that keep these materials out of the rain. When grading is conducted during the rainy season, the primary BMPs selected would focus on erosion control (i.e., keeping sediment in place) and then on sediment control (i.e., keeping sediment on site). Adherence to applicable requirements and implementation of appropriate BMPs would ensure that pollutant discharges associated with construction activities would be minimized, and impacts related to landside construction would be less than significant.

However, the Project may include waterside construction due to the installation of riprap or nature-based solutions along the eastern portion of the East Harbor Island redevelopment area. This analysis conservatively assumes that in-water work would be required. As is typical for projects that involve in-water construction, disruption of sediments during construction could adversely affect water quality by temporarily resuspending sediments and increasing turbidity. However, no spudding or methods that would disturb the sea floor or eelgrass beds would be allowed during shoreline replacement activities. The degree of turbidity resulting from the suspended sediments would vary substantially with the quantity and duration of the construction activity and would also depend on the methods used, the quality of equipment, and the care of the operator. The Project would be required to obtain regulatory permits under the Clean Water Act (Sections 401 and 404) and provide resource-specific avoidance and minimization measures for temporary impacts to water quality.

In addition, repair of the shoreline could potentially include the use of a barge to remove and replace shoreline materials during shoreline replacement activities, which could have the potential to disrupt the sediment cap over hazardous soils in Convair Lagoon, referred to as the Convair Cap. As described in Section 3.7, Hazards and Hazardous Materials, samples collected from the Convair Cap cores in 2013 and 2018 contained elevated concentrations of polychlorinated biphenyl. The Project would be required by the Construction General Permit to implement standard source control BMPs to generally limit turbidity outside the specific work area; however, due to the potential for in-water work, impacts associated with in-water construction could still have the potential to

temporarily impact water quality, including the disruption of the Convair Cap. Impacts from waterside construction would be potentially significant.

Operation

The Project would have the potential to result in the use of long-term operational pollutants associated with commercial and recreational uses that would introduce potential pollutants, such as chemicals from household cleaners, pathogens from pet waste, nutrients from fertilizers, pesticides and sediments from landscaping, trash and debris, and oil and grease from vehicles. These pollutants could potentially discharge into surface waters and result in degradation of water quality. The Project would drain into two proposed RCPs (48-inch and 42-inch) that directly discharge into the San Diego Bay. The San Diego Bay is listed as an impaired water body on the U.S. Environmental Protection Agency's CWA Section 303(d) list. (SWRCB 2022; Appendix J2). Therefore, operation of the Project could increase the discharge of identified pollutants to an already impaired water body, which would result in a water quality impact.

However, in accordance with the Port of San Diego BMP Design Manual (District 2024), the Project is a PDP that is required, pursuant to the Municipal Stormwater Permit, to incorporate post-construction (or permanent) site design, source control, and treatment control BMPs. Stormwater BMPs would reduce the amount of pollutants transported to receiving waters. Site design BMPs include minimizing impervious areas and soil compaction, dispersing impervious areas on site, runoff collection, and using native or drought-tolerant species for landscaping purposes. Source control BMPs include the prevention of illicit discharges into the MS4; storm drain stenciling or signage; protection of material storage; on-site storm drain inlets; and protection of trash and storage areas. The proposed source control BMPs would improve long-term water quality in and downstream from the Project area by avoiding or minimizing pollutant generation and exposure to storm flows at the source.

In addition to the site design and source control BMPs, the Project would install treatment control BMPs in accordance with the BMP Design Manual. Stormwater runoff from the new impervious surfaces would drain into a new storm drain system to collect and treat stormwater runoff before it discharges to the San Diego Bay. In addition, the Topgolf outfield turf would be designed with no holes to allow for 100 percent horizontal drainage directed into a new storm drain system. Through this new storm drain system, prior to discharge, stormwater runoff would be collected through a series of water quality basins or similar approved devices on the central-southern end of the Topgolf site for required water filtration and treatment. In addition, Green Street Elements would provide water quality treatment for the proposed realignment of Liberator Way in accordance with the

requirements of the Port of San Diego BMP Design Manual (District 2025). Six biofiltration swales along the south side of Liberator Way superelevated to the south would treat runoff from the newly realigned Liberator Way. Treated water would be discharged into the adjacent bay per District requirements as discussed in the JRMP.

With implementation of post-construction site design, source control, and treatment control BMPs that would be required by the Port of San Diego BMP Design Manual, the discharge of potential pollutants would be reduced to the maximum extent feasible, and impacts would be less than significant.

Significance of Impact

Implementation of the Project would not violate any water quality standards or waste discharge requirements or otherwise substantially degrade surface or groundwater quality during landside construction and operation. However, the Project would have the potential to degrade water quality during waterside construction activities. Implementation of Mitigation Measure BIO-2, which requires deploying a turbidity curtain prior to the start of shoreline replacement activities and prohibits spudding, and Mitigation Measure HAZ-5, which requires the avoidance of the Convair Cap and likewise prohibits spudding, would reduce impacts to a less than significant level.

Mitigation Measures

To reduce impacts to below a less than significant level, the following mitigation measure shall be implemented as part of the Project. As discussed in Section 3.3, Biological Resources, Mitigation Measure BIO-2, In-Water Construction Measures, including installation of a turbidity curtain, would prevent the release of debris and sediment into the waters of San Diego Bay by requiring a floating surface barrier component to contain floating debris and a weighted bottom to position the barrier in the water column. Additionally, as discussed in Section 3.7, Hazards and Hazardous Materials, Mitigation Measure HAZ-5, Convair Cap Avoidance where vessel operator training to avoid the cap will be conducted and disallowing spudding would prevent bay floor and Convair Cap sediment disturbance. Implementation of Mitigation Measure BIO-2 and Mitigation Measure HAZ-5 would reduce in-water construction impacts to less than significant.

3.8.5.2 Threshold 2: Groundwater Supplies and Recharge

Impact Analysis

Although groundwater is present at between 5 and 20 feet below the surface, it is largely seawater and brackish water. The Project would not use groundwater resources. Water supply for the Project would be provided by the City of San Diego, which has adequate water supplies to serve the Project (Appendix P3, Utility Impact Study). No on-site

groundwater wells would be installed. Currently, the Project area consists of 1,013,859 square feet of impervious industrial and commercial areas, including rental car facilities, the San Diego Harbor Police headquarters, and roadways. (Appendix J2). Following Project implementation, there would be a net decrease of impervious surfaces. The Project would replace the existing 1,013,859 square feet of impervious surface with 174,240 square feet of impervious surface, resulting in an approximately 83 percent reduction in impervious surface area and thereby contributing to improved groundwater recharge (Appendix J2). The Project would not interfere substantially with groundwater recharge, such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level. This is because the groundwater is mainly seawater infiltrating the soils under the Project area, which, as indicated, is not used for municipal purposes. As such, groundwater recharge would not be reduced. Therefore, the Project would not substantially decrease groundwater supplies or interfere substantially with groundwater recharge. Impacts would be less than significant.

Significance of Impact

Implementation of the Project would not deplete groundwater supplies, degrade groundwater quality, or interfere with groundwater recharge. Impacts would be less than significant.

Mitigation Measures

No mitigation measures required.

3.8.5.3 Threshold 3: Site Drainage and Hydrology

Impact Analysis

The Project area does not include, and is not adjacent to, a stream or river. Thus, impacts related to alteration of the course of a stream or river would not occur. The following describes the impacts related to the alteration of the existing drainage pattern of the Project area.

Construction

Construction activities, such as vegetation clearing, grading, and demolition, could result in localized alteration of drainage patterns and temporarily increased erosion and sedimentation in the construction area. Alterations may temporarily result in increased erosion and siltation if flows were substantially increased or routed to facilities or channels without capacity to carry the additional flow.

During construction, the Project would implement BMPs that reduce the potential for erosion or siltation to occur. Construction activities require the preparation of a SWPPP in

compliance with Construction General Permit to address stormwater runoff and potential pollutants during construction. Adherence to the existing requirements, including implementation of the required BMPs, would ensure that erosion and siltation associated with construction activities would be minimized. Impacts would be less than significant.

Operation

The existing land use consists of impervious industrial areas, including rental car facilities, the San Diego Harbor Police Department headquarters, San Diego International Airport temporary staging construction facilities, and roadways. The existing urban drainage system consists of various storm drains conveying flows from north to south. There is approximately 1.5 acres of off-site run-on that sheet flows through the Project area.

Post-construction site drainage would remain similar to the pre-project condition. Two major outfalls are proposed, in similar locations to several existing outfalls, which would discharge to the Harbor Island East Basin portion of the San Diego Bay. The existing storm drain system would be removed and replaced. The westerly portion of the site would sheet flow to a new 30-inch RCP and a new 24-inch RCP, which would tie into the new 42-inch RCP outfall pipe to the southwest of the Project area. The easterly portion of the site would sheet flow to two new 36-inch RCPs, which would tie into a new 48-inch RCP outfall pipe to the southeast of the Project.

The post-development condition peak discharge rates were determined using the Rational Method based on the hydrologic methodology and criteria described in the City of San Diego Drainage Design Manual (City of San Diego 2017). Table 3.8-1, Summary of 100-Year Storm Event Peak Flow Rates, provides a comparison of the 100-year storm flow rates pre- and post-construction.

Table 3.8-1. Summary of 100-Year Storm Event Peak Flow Rates

	Outfall	Area (acres)	Peak Flow Rate, Q100 (cfs)
Pre-Construction	Southwest	10.1	40.0
	Northwest	1.1	4.4
	Southeast	12.6	49.9
	Northeast	0.7	2.8
	Total	**24.5**	**97.1**
Post-Development	Southwest	8.4	31.4
	Northwest	1.9	7.1
	Southeast	12.8	47.9
	Northeast	1.4	5.2
	Total	**24.5**	**91.6**

Source: Appendix J1.

Notes: cfs = cubic feet per second

As shown in Table 3.8-1, the post-construction 100-year flows would be reduced compared to the pre-construction 100-year flows. In addition, the implementation of the waterfront park west of Liberator Way would not alter existing drainage patterns. The waterfront park would convert mostly impervious commercial and industrial surfaces to pervious landscaped surfaces, which would enhance drainage in the Project area. The existing topography where park uses are proposed would generally remain the same following Project implementation. Therefore, the Project would not substantially alter existing drainage patterns along the Project area or within the immediate vicinity in a manner that would result in flooding on or off site, create or contribute runoff water that would exceed the capacity of existing or planned stormwater drainage systems, or provide substantial additional sources of polluted runoff. Impacts would be less than significant.

Significance of Impact

Implementation of the Project would not substantially alter the existing drainage pattern of the site or area. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.8.5.4 Threshold 4: Activities in Flood Hazard, Tsunami, or Seiche Zone

Impact Analysis

As discussed in Section 3.8.1.5, the Project area is adjacent to, but not within, a Special Flood Hazard Area, namely, a 100-year flood zone with a base flood elevation of 8 feet (FEMA 2019). As detailed under Threshold 1, potential pollutants to water quality would be reduced to the maximum extent feasible with implementation of post-construction site design, source control, and treatment control BMPs required by the Port of San Diego BMP Design Manual (District 2025). Therefore, although inundation from a flood is possible, it is unlikely that inundation would result in the release of pollutants. Consequently, impacts would be less than significant.

As discussed in Section 3.8.1.5, the southern boundary of the Project area is within a mapped tsunami inundation area (DOC 2024). Therefore, the potential for tsunami to occur in the Project area exists and there would be risk for the release of pollutants from the Project area. Although the Project area is within a tsunami inundation zone, the likelihood of such an event occurring is considered low. If such an event were to occur during landside or waterside demolition, the Project area's distance from the open ocean and the buffering provided by Coronado would mean flood flows would be assimilated within the San Diego Bay, likely only resulting in sheet flow around the Project area (District 2020b). Pollutant risk resulting from such an event includes the re-depositing of

potentially contaminated sediments. Further, the implementation of construction BMPs, such as hazardous waste management, contaminated soil management, and concrete waste management, would reduce the risk of releasing pollutants from the Project area during construction. The Project would implement site design BMPs in accordance with the requirements of the Port of San Diego BMP Design Manual including minimizing impervious areas and soil compaction, dispersing impervious areas on the site, runoff collection, and using native or drought-tolerant species for landscaping purposes (District 2025). Pervious features of the Project include biofiltration green street elements and the waterfront park and landscaped areas. Impervious areas would be reduced from existing conditions. Therefore, the Project would result in a reduction of pollutant sources compared to the existing site conditions. Therefore, although inundation from a tsunami is possible, it is unlikely that inundation would result in the release of pollutants. Consequently, impacts would be less than significant.

As discussed in Section 3.8.1.5, the Project would not be at risk of inundation by seiche because seiches are typically associated with confined bodies of water, which the Project area is not located near. Regardless, construction and post-construction BMPs would reduce the risks of the release of pollutants during seiches if a seiche were to affect the Project area. Consequently, impacts would be less than significant.

Significance of Impact

Implementation of the Project would not release pollutants due to project inundation in flood hazard, tsunami, or seiche zones. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.8.5.5 Threshold 5: Conflict with Water Quality Control Plan or Sustainable Groundwater Management Plan

Impact Analysis

Construction

A significant impact would occur if the Project conflicts with or obstructs implementation of a water quality control plan. The Project is not within a groundwater sustainability agency boundary; therefore, it is not subject to a groundwater sustainability plan. However, the Project is in the San Diego Bay Watershed Management Area. Specifically, the Project is in the Pueblo San Diego hydrologic unit and is further in the San Diego Mesa Hydrologic Area (RWQCB 2024). The Basin Plan is the applicable Water Quality Control Plan for the Project area. The major receiving water for the Project area is San

Diego Bay. Additionally, San Diego Bay is on the CWA Section 303(d) list for mercury, polycyclic aromatic hydrocarbons, and polychlorinated biphenyls (SWRCB 2022).

Construction of the Project would have the potential to generate pollutants that could degrade the surface water quality of downstream receiving waters. Construction would require typical construction equipment, including but not limited to excavators, backhoes, skid steers, forklifts, compactors, end dumps, drill rigs, graders, haul trucks, water trucks, concrete trucks, pavers, paving equipment, rollers, rubber-tired dozers, and rubber-tired loaders. Pollutants associated with these construction activities that could result in water quality impacts, including soils and sediments, debris, fuels, and other fluids, are associated with the equipment used for construction.

However, as previously discussed, the Project would comply with General Construction Stormwater Permit requirements, including the development and implementation of a SWPPP. The SWPPP must identify BMPs that the discharger would use to protect stormwater runoff from pollutants and specify the placement of those BMPs. Through implementation of these BMPs, the Project would protect beneficial uses of San Diego Bay in compliance with the Basin Plan, specifically policies in Chapter 5, including the Antidegradation Policy and State Policy for Water Quality Control. Therefore, with the implementation of policies and regulatory requirements, which include the implementation of construction-period BMPs to address potential discharges of pollutants to stormwater, any short-term water quality impacts during construction of the Project would be minimized and would not cause a conflict with or obstruct implementation of the Basin Plan.

Operation

The Project is not within a groundwater sustainability agency boundary; therefore, it is not subject to a groundwater sustainability plan. However, implementation of the Project would have the potential to generate pollutants that could degrade the surface water quality of downstream receiving waters, which is the San Diego Bay. Therefore, the project is subject to the Basin Plan. Pollutant sources for the Project would include chemicals from household cleaners, pathogens from pet waste, nutrients from fertilizers, pesticides and sediments from landscaping, trash and debris, and oil and grease from vehicles. In addition, implementation of the Project could also result in more routine operation and maintenance activities than are currently conducted on site due to change in land use, thereby increasing instances of accidental spills and non-storm water discharges to storm drains, and non-storm water connections (e.g., sewer connections) that could result in the potential discharge of pollutants to storm drainage systems and associated receiving waters. As such, operation of the Project could result in significant

long-term water quality impacts from uncontrolled pollutants in storm water runoff that could conflict with the policies of the Basin Plan.

As discussed in Section 3.8.5.1, Threshold 1: Water Quality Standards, the Project is required to implement site design, source control, and treatment control BMPs through the General Construction Permit to prevent pollutants from reaching receiving waters for each proposed construction phase. Site design BMPs would reduce runoff or pollutants at the source. Source control BMPs would eliminate post-project runoff and control sources of pollutants. Treatment control BMPs would utilize treatment mechanisms with performance standards to remove targeted pollutants that have entered storm water runoff.

With the incorporation of the proposed site design, source control, and treatment control BMPs and the continued implementation of the District BMP Design Manual, SWQMP, and other regulatory requirements, water quality impacts associated with changes in storm water runoff would be minimized and would not conflict with or obstruct implementation of the Basin Plan. Implementation of the Project would not conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan.

Significance of Impact

Implementation of the Project would not conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.8.6 Cumulative Impacts

The following sections address various potential cumulative impacts relating to hydrology and water quality that could result from implementation of the Project.

3.8.6.1 Cumulative Threshold 1: Water Quality Standards

The geographic context for the cumulative impact analysis concerning hydrology and water quality is the San Diego Mesa Hydrologic Area and the Lindbergh Hydrologic Subarea. Lands and water bodies within the watershed are part of an interrelated hydrologic system such that modifications to a portion of a watershed or water pollution produced by development in one location may result in hydrology and water quality impacts that affect other water bodies in the watershed.

Development projections under the Port Mater Plan (PMP), Port Master Plan Update (PMPU), and San Diego Association of Governments (SANDAG) 2025 Regional Plan and cumulative projects listed in Table 3-1, Cumulative Projects, of Chapter 3, Environmental Analysis, located in the San Diego Mesa Hydrologic Area and in the Lindbergh Hydrologic Subarea would increase impervious areas and activities that generate pollutants, and consequently could result in additional water quality impacts from stormwater runoff to receiving waters in the hydrologic unit. Most future development projects in the San Diego region would be subject to regulation during construction by the Construction General Permit and during design and operation by NPDES Phase I or II post-construction regulations, which would require that low-impact development measures be implemented and source control and nonpoint source BMPs be employed to control potential effects on water quality and that stormwater quality control devices be incorporated into stormwater collection systems to collect sediment and other pollutants. The WQIP for the San Diego Bay Watershed Management Area identifies highest priority water quality conditions, strategies to address them, and monitoring plans. The goal of the WQIP is to further the CWA's objective to protect, preserve, enhance, and restore water quality of the San Diego Bay watershed. Present and reasonably foreseeable future projects would be subject to regulations that require compliance with water quality standards, including state and local water quality regulations, the District's JRMP and local BMP Design Manual (for projects within the District's jurisdiction), and the City's Stormwater Management and Discharge Control Ordinance, which identifies water quality BMP requirements (for projects within the City's jurisdiction). For projects in the City, the Stormwater Management and Discharge Control Ordinance requires implementation of measures to reduce the risk of non-stormwater discharges and pollutant discharges through the use of BMPs. However, because San Diego Bay is currently an impaired water body and has been for some time, and while these efforts are helping to remedy the problem, a significant cumulative water quality impact exists without implementation of the Project and is being addressed through existing regulations and programs.

Direct water quality impacts from landside construction and operation of the Project would be less than significant because the Project is designed to comply with regulations protecting water quality and would not violate any water quality standards or otherwise substantially degrade water quality. However, Project waterside construction activities would have the potential to degrade water quality, even after implementation of source control BMPs. Thus, Mitigation Measure BIO-2 and HAZ-5 would be required to reduce impacts to less than significant. Further, other projects in the region are subject to similar regulatory requirements associated with stormwater runoff and there are several ongoing efforts to remedy water quality issues in receiving waters. Thus, the Project's incremental contribution would not be cumulatively considerable.

3.8.6.2 Cumulative Threshold 2: Groundwater Supplies and Recharge

The geographic context for the cumulative impact analysis concerning groundwater supplies is the San Diego Formation Aquifer. Development projections under the PMP, PMPU, and SANDAG 2025 Regional Plan and cumulative projects identified in Table 3-1, including Sunroad Harbor Island East Hotel, the San Diego International Airport Expansion, and the future San Diego Harbor Police Headquarters expansion, could increase impervious surfaces that reduce infiltration and affect recharge of the groundwater basin and could potentially decrease groundwater supplies. However, cumulative projects in the proposed PMPU area and the surrounding vicinity would be located in areas where groundwater is mainly seawater infiltrating the soils and is brackish water that is not extracted for municipal purposes. Therefore, cumulative projects would not deplete groundwater supplies, and cumulative impacts would be less than significant.

In addition, the Project would not use groundwater resources. Further, water supply for the Project would be provided by the City of San Diego, which has adequate water supplies to serve the Project (Appendix P3, Utility Impact Study). Therefore, the Project would not have a cumulatively considerable impact on groundwater supplies.

3.8.6.3 Cumulative Threshold 3: Site Drainage and Hydrology

The geographic context for the cumulative impact analysis concerning hydrology and water quality is the San Diego Mesa Hydrologic Area and the Lindbergh Hydrologic Subarea. Development projections under the PMP, PMPU, and SANDAG 2025 Regional Plan and cumulative projects identified in Table 3-1 located in the San Diego Mesa Hydrologic Area and in the Lindbergh Hydrologic Subarea would involve grading and other earthmoving activities that could result in temporary localized soil erosion. However, these site-specific impacts are not expected to combine with the effects of other regional activities because federal, state, and local regulations, including the Construction General Permit and MS4 Permit, govern project design and construction so that projects are designed to reduce stormwater runoff from project sites by promoting infiltration, minimizing impervious surfaces, requiring no net increase in flows, and controlling erosion and construction-related contaminants at each construction site. All cumulative projects that disturb more than 1 acre of soil are required to prepare a SWPPP, in compliance with the 2022-0057-DWQ Construction General Permit. The SWPPP would include a series of specific BMPs to be implemented during construction to address erosion, accidental spills, and the quality of stormwater runoff and have been developed in part to reduce the potential adverse effects associated with site-specific construction activities. Construction-related impacts from cumulative projects would be temporary and short-term, and each project's construction activities would be localized. Therefore, a cumulatively significant impact associated with site drainage and hydrology would not occur.

During construction, the Project would implement BMPs that reduce the potential for erosion or siltation to occur. Construction activities require the preparation of a SWPPP to address stormwater runoff and potential pollutants during construction. The Project would implement site design BMPs in accordance with the requirements of the Port of San Diego BMP Design Manual (2024) including minimizing impervious areas and soil compaction, dispersing impervious areas on the site, runoff collection, and using native or drought-tolerant species for landscaping purposes. Pervious features of the Project include biofiltration green street elements, parkland, and landscaping. Impervious areas would be reduced from existing conditions. Further, the Project would not substantially alter existing drainage patterns along the Project corridor or within the immediate vicinity in a manner that would result in flooding on or off site, create or contribute runoff water that would exceed the capacity of existing or planned stormwater drainage systems, or provide substantial additional sources of polluted runoff. As such, the Project would not result in substantial erosion or siltation on or off site during proposed conditions. Therefore, the Project's contribution would not be cumulatively considerable.

3.8.6.4 Cumulative Threshold 4: Activities in Flood Hazard, Tsunami, or Seiche Zone

The geographic context for the cumulative impact analysis concerning hydrology and water quality is the Lindbergh Hydrologic Subarea. The geographic context for cumulative projects resulting in activities that would have a flood hazard, tsunami, or seiche risk are projects within the City and general vicinity of the Project area. Similar to the Project, cumulative projects under the PMP, PMPU, and SANDAG 2025 Regional Plan and those identified in Table 3-1 would be within the same general proximity to San Diego Bay and would require the implementation of project-specific construction and operation phase BMPs to reduce the risk of the release of pollutants due to a tsunami or flood hazard from the Project area during construction. Further, cumulative projects located in a flood hazard area would have restrictions on development based on state and City regulations. Therefore, cumulative projects would not result in a significant cumulative impact associated with activities in flood hazard, tsunami, or seiche areas. The Project would have a less than significant impact with regard to flood hazards, tsunami, and seiche hazards. Therefore, the Project's contribution would not be cumulatively considerable.

3.8.6.5 Cumulative Threshold 5: Conflict with Water Quality Control Plan or Sustainable Groundwater Management Plan

The geographic context for the cumulative impact analysis concerning hydrology and water quality is the San Diego Mesa Hydrologic Area and the Lindbergh Hydrologic Subarea. Development of the Project and cumulative projects under the PMP, PMPU, and SANDAG 2025 Regional Plan and projects identified in Table 3-1 within the San

Diego Mesa Hydrologic Unit would increase impervious areas and activities that generate pollutants, and consequently could result in additional impacts to receiving waters in the hydrologic unit. Most cumulative projects within this geographic context would be subject to NPDES regulations, which would require site design and source control BMPs to control potential effects on water quality, and the incorporation of stormwater quality control devices into stormwater collection systems to collect sediment and other pollutants in compliance with the Basin Plan. These requirements are uniformly applicable throughout the San Diego region. Therefore, cumulative projects would not result in a significant cumulative impact associated with the Basin Plan.

The Project is not within a groundwater sustainability agency boundary; therefore, no sustainable groundwater management plan has been prepared for the Project area. In addition, no groundwater would be withdrawn as part of the Project. The Project would protect beneficial uses of San Diego Bay in compliance with the Basin Plan, specifically policies in Chapter 5, including the Antidegradation Policy and State Policy for Water Quality Control. Therefore, the Project would not cause a conflict with or obstruct a sustainable groundwater management plan. As such, the Project's contribution would not be cumulatively considerable.

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3.9 Land Use and Planning

This section evaluates the potential for land use and planning impacts resulting from implementation of the proposed East Harbor Island Redevelopment/Topgolf Project and Waterfront Park Project (Project).

3.9.1 Environmental Setting

The Project area consists of approximately 38 acres of land generally bounded to the north by North Harbor Drive, to the west by Harbor Island Drive, to the south by the Harbor Island East Basin portion of San Diego Bay, and to the east by the Convair Lagoon portion of San Diego Bay (refer to Figure 2-1, Regional Location, and Figure 2-2, Project Area). Liberator Way runs east–west along the southern portion of the Project area.

The Project area is currently developed with a mix of government (i.e., San Diego Harbor Police headquarters) and commercial uses (i.e., rental car facilities). Existing structures on site include several one- and two-story buildings, various small structures, surface parking lots, fencing, and limited ornamental vegetation. The San Diego Harbor Police headquarters are in the northwestern portion of the Project area at 3380 North Harbor Drive. Three rental car facilities currently maintain operations throughout the Project area: The Hertz Corporation (Hertz) at 3202 North Harbor Drive; Enterprise Mobility (Enterprise) (operated by National Car Rental) at 3280 North Harbor Drive; and Avis Rent A Car System, LLC (Avis), at 3180 North Harbor Drive. At 3032 North Harbor Drive within the eastern portion of the Project area, the San Diego International Airport (SDIA) has temporary construction staging offices to support the SDIA Terminal 1 Expansion Project expected for completion in early 2028.

3.9.1.1 Project Land Use

The Project area is within Planning District 2 (Harbor Island/Lindbergh Field) of the certified Port Master Plan (PMP). Under the PMP, Planning District 2 is a 995.4-acre area (815.4 acres of land area and 180 acres of water area) which allows up to 52.6 acres of Commercial Recreation, 7.5 acres of Open Space, 16.4 acres of Park, 2.3 acres of Promenade, 1.3 acres of Harbor Services, 65.5 acres of Streets, and, in the water area, 11.2 acres of Specialized Berthing (PMP, p. 53). The PMP does not provide additional buildout assumptions for Planning District 2.

The majority of the Project area is within the East Basin Industrial subarea and a small portion of the Project area along the Harbor Island Drive entryway is within the West Harbor Island subarea. The existing land use designations for the Project area include approximately 34.8

acres of Industrial Business Park, approximately 0.5 acre of Open Space, and approximately 0.4 acre of Harbor Services (Figure 2-4, Existing PMP Land Uses).

As a separate and unrelated action, the District is in the process of updating its PMP known as the Port Master Plan Update (PMPU). On February 28, 2024, the Board of Port Commissioners unanimously certified the PMPU Final Program Environmental Impact Report (PMPU Final Program EIR) and approved the Final Draft PMPU. Both of these documents are incorporated by reference in Chapter 1, Introduction, of this EIR.

Under the PMPU, discussed in greater detail in Section 2.7 of this EIR, the Project area is located in the Planning District 2 (Harbor Island) and the East Harbor Island Subdistrict. Planning District 2 is a 391.83-acre area (187.74 acres of land area and 204.09 acres of water area), which allows up to 105.66 acres of Commercial Recreation, 40.56 acres of Institutional/Roadway, 4.06 acres of Maritime Services and Industrial, 37.47 acres of Recreation Open Space, and, in the water area, up to 98.9 acres of Recreational Berthing. (District 2024a, at pp. 221-222). The land designations include 22.2 acres of Commercial Recreation, 10.4 acres of Recreation Open Space, and 4.5 acres of Institutional/Roadway.

Development assumptions for land designated as Commercial Recreation in the East Harbor Island Subdistrict include a visitor-serving attraction with up to 70,000 square feet of associated retail and/or retail with restaurant (PD2.51); up to 1,360 hotel rooms with up to 40,000 square feet of meeting space, and/or 92,500 square feet of associated retail, retail with restaurant, or restaurant (PD2.49); up to 400 beds or camping/recreational vehicle sites, or equivalent rooms, to provide lower cost accommodations, which may also include associated visitor-serving retail, restaurant, and/or meeting space (PD 2.50). The PMPU likewise assumes the development of, as approved under the previously certified PMP (in 1991), up to 500 hotel rooms, which may include associated visitor-serving retail, restaurant, and/or meeting space, including piers, and ancillary uses, along Harbor Island Drive, near the intersection of the Entry Segment and Island Segment of Harbor Island Drive (PD 2.52).

3.9.2 Regulatory Setting

This section describes the federal, state, and local regulatory framework adopted to address land use and planning.

3.9.2.1 Federal

Coastal Zone Management Act

The federal Coastal Zone Management Act (16 USC 1451–1465) was enacted in 1972 to manage coastal resources and growth within the Coastal Zone. The act created the

National Coastal Zone Management Program, which aims to balance competing land and water issues through state coastal management programs. The act promotes beneficial use, protection, and development of the Coastal Zone. It delegates regulatory authority over federal activities and federally licensed, permitted, or assisted activities that affect coastal resources to state agencies. In California, the act is administered by the California Coastal Commission (CCC), Bay Conservation and Development Commission, and California Coastal Conservancy.

Federal Aviation Regulations

The Federal Aviation Regulations are rules prescribed by the Federal Aviation Administration (FAA) governing aviation activities in the United States. The regulations comprise Title 14 of the Code of Federal Regulations. Various activities are regulated, such as aircraft design and maintenance, typical airline flights, pilot training activities, hot-air ballooning, lighter-than-air aircraft, human-made structure heights, obstruction lighting and marking, model rocket launches, commercial space operations, model aircraft operations, unmanned aircraft systems, and kite flying. The rules promote safe aviation, protecting pilots, flight attendants, passengers, and the general public from unnecessary risk.

3.9.2.2 State

Public Trust Doctrine

The Public Trust Doctrine is a common law doctrine that provides that public lands and waters are held by the State of California or its delegated trustee for the benefit of all of the people of California. All tidelands and submerged lands, granted or ungranted, as well as navigable rivers, sloughs, etc., are covered under the Public Trust Doctrine. In granting such lands to local municipalities, the courts have explained that it is within the wisdom and power of the Legislature, acting within the scope of its duties as trustee, to determine if Public Trust uses should be modified or extinguished.

The Public Trust Doctrine, as overseen by California State Lands Commission (CSLC), restricts the types of water and land uses allowed on public lands, including within the San Diego Unified Port District's (District) jurisdiction. The Public Trust Doctrine is an evolving doctrine, but generally limits the uses of sovereign lands to waterborne commerce, navigation, fisheries, open space, water-oriented recreation, ecological habitat protection, or other recognized Public Trust purposes. While Public Trust uses originally focused upon navigation, commerce, and fisheries, Public Trust uses have been interpreted to include a broad array of uses such as fishing, hunting, bathing, swimming, boating, anchoring, and general recreation. Trust lands may be devoted to purposes unrelated to the trust if such purposes are incidental to and accommodate trust uses. The public uses to which tidelands are subject are sufficiently flexible to encompass changing

public needs, which include both maritime and terrestrial uses (including activities for the non-boating public). In administering the trust, the District is not burdened with an outmoded classification favoring one mode of utilization over another.

California Coastal Act

The California Coastal Act (CCA) went into effect on January 1, 1977, and granted the CCC authority to review and approve plans and projects located within the Coastal Zone. Under the CCA, cities and counties are encouraged to prepare Local Coastal Programs that guide implementation of conservation, development, and regulatory policies required by the CCA within the local Coastal Zone. Within port districts, PMPs serve this same function under the CCA. The draft PMP is approved by the District and then submitted to the CCC for certification, which ensures that the plan complies with the CCA by balancing economic growth with environmental protection and public access, in line with the CCA's goals of preserving, protecting, and enhancing coastal resources. Once the PMP is certified, the District is then authorized by Section 30519 to issue Coastal Development Permits (CDPs), as prescribed by the adopted PMP for Coastal Zone projects within its jurisdiction.

Public Resources Code, Sections 30200 through 30265.5, establishes the policies of Chapter 3 of the CCA, Coastal Resources Planning and Management Policies, which include coastal resources planning and management policies that establish the standards by which the adequacy of Local Coastal Programs and the permissibility of proposed developments subject to the provisions of the CCA are determined. Public Resources Code, Sections 30700 through 30721, establishes the policies of Chapter 8, Ports, of the CCA, which governs the portions of the District located within the Coastal Zone, excluding any wetland, estuary, or existing recreation area. Chapter 8 specifies that applicable California ports, including the District, must prepare and adopt a PMP and, subsequently, submit it to CCC for review and certification as to conformance with the CCA (Section 30714). After such certification by CCC, either in its entirety or in part, CDP or CCA exclusion authority for development occurring within the District's jurisdiction resides with the District (Section 30715). Furthermore, for portions of the District's jurisdiction delineated in the PMP, the Board of Port Commissioners (Board) is authorized to grant CDPs pursuant to Chapter 8 of the CCA, and the District staff is authorized to issue CCA exclusions consistent with the District's CDP Regulations (adopted July 1, 1980, by Resolution No. 80-193 and subsequent amendments). The granting of a CCA approval (i.e., CDP or CCA exclusion) ensures that the development is consistent with the adopted and certified PMP, as required by the CCA and detailed in the District's CDP Regulations.

There are four categories of development on District property: appealable, non-appealable, excluded, and emergency. The types of development listed in Section 30715 of Chapter 8 of the CCA are considered appealable development and are subject to

Chapter 3 of the CCA. For appealable development, a PMP must include policies that ensure consistency with both Chapters 3 and 8.

Appealable projects as defined in Section 30715 of the CCA include:

- Developments for the storage, transmission, and processing of liquefied natural gas and crude oil in such quantities as would have a significant impact upon the oil and gas supply of the state or nation or both the state and nation. A development which has a significant impact shall be defined in the master plans.
- Wastewater treatment facilities; except for those facilities which process wastewater discharged incidental to normal port activities or by vessels.
- Roads or highways not principally intended for internal circulation within port boundaries.
- Office and residential buildings not principally devoted to the administration of activities within the port; hotels, motels, and shopping facilities not principally devoted to the sale of commercial goods utilized for water-oriented purposes; commercial fishing facilities, and recreational small craft marina related facilities.
- Oil refineries.
- Petrochemical production plants.
- Dredging required for the maintenance of developments specified above.

For appealable development, the District Board authorized issuance of a CDP, which may be appealed to the CCC by the applicant, an interested party, or two CCC commissioners. In addition, development located on wetlands, estuaries, or “existing recreation areas,” as delineated in the original 1975 Coastal Plan (Coastal Plan–delineated development), must also comply with Chapter 3 even if the proposed development is not the type listed in Section 30715 (refer to Section 1.3.1[A]), Coastal Initiative - Proposition 20 (1971). All other types of development that do not qualify for an exclusion from a CDP or an emergency CDP are non-appealable and need not seek approval of the CCC after certification of a PMP but require Board authorization to issue (District CDP Regulations 1980, as amended). However, a PMP must include policies that ensure that such developments are consistent with Chapter 8. All development and associated CCA approvals, both appealable and non-appealable, must be consistent with the certified PMP. Adjacent jurisdictions must, for informational purposes, incorporate the certified PMP into their own Local Coastal Programs.

As discussed in Chapter 2, Project Description, the Project may require a Port Master Plan Amendment (PMPA), to the certified PMP if the PMPU is not certified prior to project approval. The PMPA would be followed by the issuance of a coastal development permit

by the San Diego Unified Port District. California Code of Regulations Title 14, Section 13636, calls for PMP amendments to be certified in the same manner as port master plans.

Port Act

The San Diego Unified Port District Act (Port Act) (Appendix 1 of the California Harbor and Navigation Code) was adopted in 1962. Through the Port Act, the State of California delegated its authority to the District to own, manage, and control certain tidelands and submerged waters. Specifically, the District was established for the development, operation, maintenance, control, regulation, and management of the tidelands and lands underlying the inland navigable waters of San Diego Bay. Under the Port Act, the District was granted broad police powers. The Port Act requires the District to exercise its land management authority and powers over (1) the tidelands and submerged lands granted to the District and (2) any other lands conveyed to or acquired by the District by any city or the County of San Diego (County) or acquired by the District. The Port Act grants the District exclusive police power over property and development in its jurisdiction. Section 19 of the Port Act requires that the Board "shall draft a master plan for harbor and port improvement and for the use of all of the tidelands and submerged lands which shall be conveyed to the district pursuant to the provisions of this act."

In addition, Section 87, part (a), of the Port Act defines allowable uses that may occur on tidelands. These include harbors and all necessary structures or appliances necessary or convenient for the promotion and accommodation or commerce and navigation; commercial and industrial uses; airport, heliport, or other aviation facilities, including runways, terminal buildings, roadways, etc.; highways, streets, roadways, bridges, belt line railroads, parking facilities, power, telephone, telegraph or cable lines or landings, water and gas pipelines, etc.; public buildings, public assembly and meeting places, convention centers, parks, playgrounds, bathhouses and bathing facilities, and golf courses; small boat harbors and marinas, aquatic playgrounds and similar recreational facilities, snack bars, cafes, restaurants, motels, launching ramps, storage sheds, boat repair facilities, administration buildings, public restrooms, bait and tackle shops, chandleries, boat sales establishments, service stations and fuel docks, yacht club buildings, parking areas, pedestrian ways, and landscaped areas. Accordingly, under the Port Act, the PMP is the mechanism that dictates where such allowable uses described above are to be located and how they shall be improved.

California Coastal Commission 2018 Sea Level Rise Policy Guidance

The CCA mandates the provision of public access and recreation along the coast, coastal habitats, and other sensitive resources, as well as provision of priority visitor-serving and coastal-dependent or coastal-related development with simultaneous minimization of

risks from coastal hazards. The CCC's 2018 Sea Level Rise Policy Guidance is not a regulation or law but provides a potential framework for addressing sea level rise (SLR) in PMPs, Local Coastal Programs, and CDPs (CCC 2018). The guidance provides principles for addressing SLR in the Coastal Zone, an overview of the science behind SLR as well as a description of the potential consequences, and an outline of the steps for addressing SLR in PMPs, Local Coastal Programs, or CDPs.

Specifically, Chapter 6 of the 2018 Sea Level Rise Policy Guidance document describes the steps for addressing SLR in projects requiring CDPs. It recommends using the SLR projections from the Ocean Public Council Rising Seas 2017 and the 2018 Sea Level Guidance as best available science to inform planning decisions and Project design.

Ocean Protection Council State of California Sea Level Rise Guidance: 2024 Science and Policy Update

Ocean Protection Council State of California Sea Level Rise Guidance: 2024 Science and Policy Update (OPC 2024 SLR Guidance) updates and replaces the 2018 Sea Level Rise Policy Guidance document to provide statewide guidance for state and local decision-makers to incorporate best available science on SLR into planning, design, permitting, investments, and other decisions (OPC 2024). The report consists of syntheses of the best available science on SLR and other coastal hazards (e.g., flooding and erosion) with pragmatic and practical approaches for using this new scientific information as well as specific policy recommendations for incorporating this information into decision-making.

The SLR scenarios in the OPC 2024 SLR Guidance address uncertainties in the physical processes causing SLR and in the ability to model and project future timing and magnitudes of SLR. The OPC 2024 SLR Guidance differs from the 2018 SLR Guidance in that it provides SLR scenarios spanning a range of emissions pathways rather than several sets of probabilistic projections each linked to a different emissions pathway (representative concentration pathway).

3.9.2.3 Regional

San Diego Association of Governments San Diego Forward: The Regional Plan

The San Diego Association of Governments (SANDAG) is the federally designated Metropolitan Planning Organization for the San Diego region. SANDAG serves as a forum for public decision-making on regional issues such as growth, transportation, and land use in the County and consists of representatives from each of the County's local jurisdictions. San Diego Forward: The Regional Plan (2025 Regional Plan) was adopted by the SANDAG Board of Directors on December 12, 2025. The 2025 Regional Plan creates a transportation network that is accessible and interconnected with improvements

to existing projects and other new projects that are supported by programs, policies, and implementation actions, as well as a financial plan. The goal of the 2025 Regional Plan is to make transportation more convenient, equitable, healthy, and safe for everyone in the San Diego region. It includes short- and long-term plans for improving our transportation system (SANDAG 2025).

3.9.2.4 Local

San Diego Unified Port District Port Master Plan

The PMP guides the physical development of the lands within the District's jurisdiction and also serves as the District's coastal program for the CCA, described above. The District's jurisdiction includes the Public Trust lands (i.e., tidelands) bayward of the mean high-tide line, submerged lands generally to the U.S. pierhead line, and other upland properties as acquired by the District. The District manages these lands in trust for the people of the State of California. The PMP prepared by the District and adopted by the Board of Port Commissioners in 1980 was originally certified by the CCC in 1981 and last amended in 2021. The certified PMP is the governing land use plan within the District's jurisdiction. Unlike typical city or county master plans or local coastal plans that deal with public and privately owned land, the PMP deals exclusively with public lands. The PMP designates land and water uses and describes the allowed uses within each land use and water use designation, and is intended to guide future development and land use decisions within the District's jurisdiction. It establishes planning goals and policies related to development and operation of the tidelands and describes land use types and objectives. Land and water uses described in the PMP include commercial, industrial, recreation, conservation, military, and public facilities. The PMP divides the tidelands under the District's jurisdiction into 10 separate planning districts, and each planning district has a Precise Plan to guide future development within each planning district. The Project area is within PMP Planning District 2: Harbor Island.

Port Master Plan Update

The District is in the process of updating its PMP, known as the PMPU. On February 28, 2024, the Board of Port Commissioners unanimously certified the PMPU Final Program Environmental Impact Report (PMPU Final PEIR) and approved the Final Draft PMPU. Following approval of the Final Draft PMPU, the District is seeking certification of the PMPU by the CCC, a process which is ongoing as of the publication of this Draft EIR. The PMPU will provide the official goals and planning policies and water and land uses for development and conservation of District tidelands and submerged lands (collectively, District tidelands) that comprise the PMPU area. The PMPU would implement the approximately 30-year planning vision by identifying allowable water and land uses and

providing policies that address the following six PMPU elements: water and land use, ecology, environmental justice, mobility, safety and resiliency, and economics. The Project area is within the PMPU Planning District 2: Harbor Island, East Harbor Island Subdistrict. Until the PMPU is certified by the CCC, the standard of review for the Project is the existing certified PMP and not the PMPU. However, the Final Draft PMPU will be used as guidance when issuing a future Project CDP.

San Diego International Airport Land Use Compatibility Plan

The San Diego International Airport Land Use Compatibility Plan (ALUCP) was adopted on April 3, 2014, amended on May 1, 2014, and updated February 13, 2025, with the purpose of promoting compatibility between SDIA and surrounding land uses. Specifically, the intent of the ALUCP is to protect public health, safety, and welfare in areas around the airport. The ALUCP establishes policies and standards related to noise, safety, airspace protection, and overflight. The ALUCP defines an airport influence area (AIA), which is the boundary in which the ALUCP applies and is the "area in which current and projected future airport-related noise, safety, airspace protection, or overflight factors/layers may significantly affect land use or necessitate restrictions on land use."

Naval Air Station North Island Airport Land Use Compatibility Plan

The Naval Air Station North Island (NASNI) ALUCP was adopted on October 1, 2020, with the purpose of promoting compatibility between NASNI and surrounding land uses to protect public health, safety, and welfare in areas around the airport, to the extent that these areas are not already devoted to incompatible uses. As required by the California Public Utilities Commission (Section 21675[b]), the NASNI ALUCP is consistent with the safety and noise standards of the 2011 Air Installations Compatible Use Zones (AICUZ) study prepared by the U.S. Navy for NASNI. The AICUZ study recognizes that various land uses that are incompatible based on AICUZ guidance have already been developed within the noise contours and safety zones. Due to existing land uses, the AICUZ advises that local agencies avoid actions that would make an existing land use compatibility (or incompatibility) situation worse (for example, by allowing increased densities in the redevelopment of currently low-density incompatible land uses) (NASNI 2020). The policies of the ALUCP ensure that existing incompatible land uses can be continued, maintained, and modified, subject to specified standards that would prevent an increase in the level of incompatibility. The Project area is located within the NASNI AIA and within the Airspace Protection Boundary.

San Diego Bay Integrated Natural Resources Management Plan

The Bay Integrated Natural Resources Management Plan (INRMP) sets forth a long-term vision and strategy sponsored by two of the major managers of the San Diego Bay: the U.S. Navy and the District (San Diego Unified Port District 2013). Its intent is to provide direction for the good stewardship that natural resources require while supporting the ability of the U.S. Navy and District to achieve their missions and continue functioning within San Diego Bay. Other wildlife and resource agencies, including the USFWS, NMFS, and California Department of Fish and Wildlife, are also signatories to the INRMP. The ecosystem approach reflected in the INRMP looks at the interconnections among the natural resources and human uses of the Bay and across ownership and jurisdictional boundaries. San Diego Bay is viewed as an ecosystem rather than a collection of individual species, sites, or projects. This is a collaborative strategy for managing San Diego Bay's natural resources and a primary means by which the U.S. Navy and the District jointly plan natural resources work in San Diego Bay with their government and non-government partners. The INRMP identifies the following guiding principles for ecosystem management for San Diego Bay (San Diego Unified Port District 2013):

- Maintain and improve the sustainability and native biodiversity of ecosystems
- Administer with consideration of ecological units and time frame
- Support sustainable human activities
- Develop priorities and reconcile conflicts
- Develop coordinated approaches to ecosystem health through partnerships
- Rely on the best science and data available
- Use benchmarks to monitor and evaluate outcomes
- Apply adaptive management

Port Climate Action Plan

The District adopted a Climate Action Plan (CAP) in 2013 (San Diego Unified Port District 2013b). The CAP represents a roadmap by which the District can reduce its contributions of greenhouse gas (GHG) emissions, including a targeted set of GHG emissions reduction policies and measures in support of the state's efforts under Senate Bill 32. The District's CAP focuses on reducing ongoing annual GHG emissions from activities within the tidelands. Project consistency with applicable CAP emissions reduction measures is evaluated in Section 3.6, Greenhouse Gas Emissions.

San Diego Harbor Safety Plan

The San Diego Harbor Safety Plan is designed to provide mariners who use the waters of San Diego Bay with an up-to-date guide to critical navigation issues to enhance vessel

safety, with the ultimate goal of pollution prevention and protection of the region's valuable resources (District 2024). This plan has been developed by the San Diego Harbor Safety Committee, as mandated in the California Oil Spill Prevention and Response Act of 1990 (Government Code, Section 8574.1 et seq.). The goals of the act are to improve the prevention, removal, abatement, response, containment, cleanup, and mitigation of oil spills in the marine waters of California. The act and its implementing regulations (California Code of Regulations Title 14, Sections 800–802) created harbor safety committees for the major harbors of California to "plan for the safe navigation and operation of tankers, barges, and other vessels within each harbor" by preparing "a harbor safety plan, encompassing all vessel traffic within the harbor."

Tidelands Parking Guidelines

Adopted in January 2001, the Tidelands Parking Guidelines are intended to assist in the determination of how much parking should be provided to serve uses in each of the planning districts on Tidelands (District 2021). The guidelines focus on the parking demands generated by a specific proposed use or development project on District tidelands. The guidelines also distinguish between the parking demand generated by a potential use or development and the parking requirements that might result from development of a project on a specific site. However, the guidelines do not address any additional site-specific parking requirements that may occur as a result of developing a particular site. For example, the guidelines do not address the displacement of any existing parking that would occur from a proposed use or development. Factors influencing parking demand include the land use type of the proposed development, transit accessibility, airport accessibility, and pedestrian orientation, whereas factors influencing parking requirements include the demand plus any additional parking requirements created by the displacement of existing parking or other changes in the characteristics of parking in the area of the development (i.e., existing parking shortages and public Bay access). The guidelines establish parking demand rates as well as adjustment factors for determining parking requirements of a development.

3.9.3 Method of Analysis

The following impact analysis focuses on potential land use and planning-related impacts of the Project. The evaluation considers Project plans, current conditions in the Project area, and applicable regulations and guidelines. The following sections identify the thresholds of significance for the Project and describe the impacts of the Project.

The impact analysis under Threshold 1 considers the potential for the Project, including proposed water and land use designations, and development occurring from implementation of the Project, to result in the physical division of an established

community. The physical division of an established community most often occurs when development of a large infrastructure project, such as a new freeway or train tracks, traverses an already developed area and divides existing uses, including residential neighborhoods and the neighborhood commercial uses they rely on. Therefore, this analysis considers the potential for the Project to introduce any new roadway alignments or other improvements that could separate the components of an established community.

The impact analysis under Threshold 2 discusses any environmental impacts caused by the Project due to conflicts with any land use plans, policies, and regulations that apply to the District and were adopted for the purpose of avoiding or mitigating an environmental impact. The Project would not be considered to conflict with the provisions of the identified regional and local plans if it meets the general intent of the applicable plans. A given project need not be in perfect conformity with every policy, nor does state law require precise conformity of a proposed project with every policy or water and land use designation. Courts have also acknowledged that plans attempt to balance a range of competing interests, and that it is nearly, if not absolutely, impossible for a project to be in perfect conformity with each and every policy set forth in the applicable plan. Additionally, in reaching such conclusions, the District may also consider the consequences of denial of a project, which can also result in conflict with other policies. The analysis below provides a brief overview of the most relevant planning policies and documents and their primary goals. However, the District's conclusions on if conflicts exist are based upon consistency with the policies and planning documents as a whole.

Merely being in conflict with a land use plan, policy, or regulation is not necessarily a significant impact under the California Environmental Quality Act (CEQA). Rather, the conflict must result in a significant impact on the environment, which has not already been disclosed in the other resource chapters of this Draft EIR. In addition, the Project must be consistent with the CCA, Port Act, and Public Trust Doctrine. Such consistency is addressed in the analysis below.

3.9.4 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, the Project would have a significant impact on land use and planning if it would:

- **Threshold 1:** Physically divide an established community.
- **Threshold 2:** Cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect.

3.9.5 Project Impacts and Mitigation

The following sections address potential impacts relating to land use and planning that could result from implementation of the Project.

3.9.5.1 Threshold 1: Physically Divide an Established Community

Impact Analysis

As discussed in the Initial Study, (included in Appendix A, Notice of Preparation and Initial Study) the Project area is currently developed with a mix of commercial uses. Existing structures on site include several one- and two-story buildings, various small structures, surface parking lots, fencing, and limited ornamental vegetation. The San Diego Harbor Police headquarters are in the northwestern portion of the Project area at 3380 North Harbor Drive. Three rental car facilities currently maintain operations throughout the Project area. Along the eastern portion of the Project area, the SDIA has temporary construction staging offices to support the SDIA Terminal 1 Expansion Project expected for completion in early 2028. The Project proposes to redevelop a portion of the Project area. Project components include the demolition of existing structures and improvements, redevelopment of approximately 9.8 acres for the Topgolf visitor-serving attraction, realignment of Liberator Way, and development of a new, approximately 10.1-acre waterfront park and promenade that provides enhanced waterfront access along with shoreline improvements. The Project also includes changes in land use designation from 0.4 acre of Harbor Services and 0.5 acre of Open Space to Commercial Recreation. These uses would be consistent with the surrounding development located adjacent to, and in the vicinity of the Project area. Additionally, all proposed development would occur within the boundaries of the Project area and would not include the permanent or temporary closure of any surrounding travel routes. Furthermore, the Project and vicinity are in a previously developed area, and the Project does not propose a freeway or other large infrastructure that could divide the existing surrounding community. The Project also does not involve the removal of existing residential uses. Therefore, the Project would not physically divide an established community. As such, no impact would occur.

Significance of Impact

Implementation of the Project would not physically divide an established community. No impact would occur.

Mitigation Measures

No mitigation measures are required.

3.9.5.2 Threshold 2: Conflict with Applicable Land Use Plans, Policies, and Regulations Adopted to Avoid or Mitigate an Environmental Effect

Impact Analysis

The following analysis considers if the Project would cause a significant environmental impact due to a conflict with a land use policy, plan, or regulation adopted for the purpose of avoiding or mitigating an environmental effect, including the CCA, the Port Act, the Public Trust Doctrine, SANDAG's Regional Plan, and the ALUCPs for SDIA and NAS North Island. Conclusions on if conflicts exist are based upon consistency with the policies and planning documents as a whole. This analysis considered the goals, objectives, and policies established within each element of the PMP and PMPU, as well as the water and land uses, special allowances, planned improvements and appealable projects, and standards proposed for each planning district.

Port Master Plan and Port Master Plan Update Land Use Consistency

Port Master Plan

The Project area is within PMP Planning District 2 and is designated Industrial Business Park, Open Space, Street, and Harbor Services. As discussed in Section 2.8.1 of this EIR, the Project may require a PMPA if the PMPU is not certified prior to project approval. The PMPA would change the land use designations of the area to Commercial Recreation, Park/Plaza, Street, and Specialized Berthing.

Specifically, the proposed Draft PMPA (included as Appendix B to this EIR) would incorporate the realignment of Liberator Way; Topgolf visitor-serving attraction; and waterfront park, promenade, and shoreline improvements. Additionally, 12.4 acres of land west of the proposed Topgolf visitor-serving attraction would be changed to Commercial Recreation. It should also be noted that the area to be redesignated includes the existing San Diego Harbor Police headquarters. However, any future physical redevelopment of these facilities is not included as part of this Project. The environmental impacts of this redesignation were already analyzed as part of the PMPU EIR, incorporated by reference above. No additional details regarding development of this land are known beyond what was already assumed by the PMPU and analyzed in the PMPU Final PEIR (refer to PMPU, PD2.28, p. 239; PMPU, Final EIR, Vol. 2, p. 3-44).

As part of the PMPA, the associated PMP maps, text, and tables would be revised to include the above land/water use changes associated with the Project. Table 3.9-1, Comparison of Land Uses in the Project Area, shows the proposed land use changes for the Project area compared to the PMP land uses. With certification of the PMPA, the Project's land uses would be consistent with the PMP land uses.

Table 3.9-1. Comparison of Land Uses in the Project Area

Land Use	Existing PMP (acres)	PMPA (acres)
Industrial Business Park	34.8	—
Open Space	0.5	—
Harbor Services	0.4	—
Commercial Recreation	—	22.2
Street	2.2	4.5
Park/Plaza	—	10.4
Specialized Berthing	—	0.7
Total[1]	**37.9**	**37.8**

Notes: PMP = Port Master Plan; PMPA = Port Master Plan Amendment

[1] Numbers may differ due to rounding.

Table 3.9-2, Project Consistency with the Port Master Plan, analyzes the Project's consistency with the PMP policies adopted specifically for the purpose of avoiding or mitigating an environmental effect.

Table 3.9-2. Project Consistency with the Port Master Plan

Policy, Goal, or Objective	Project
Port Master Plan, Section II: Planning Goals	
I. Provide for the present use and enjoyment of the bay and tidelands in such a way to maintain options and opportunities for future use and enjoyment.	**Consistent.** The Project would provide increased enjoyment of the Tidelands and Bay through the development of a waterfront park and a waterside promenade and redesignation of land uses that would offer physical public coastal access along the waterfront. Other recreational features could include a pavilion, health and wellness features, fixed and movable seating, movable kiosks or carts, and a restroom. Planned coastal access and shoreline improvements would expand access and enhance visitor activity on land and water. The Project would also include changing the land use designation to Commercial Recreation and Park/Plaza to allow for future recreation opportunities.
II. The Port District, as a trustee for the people of the state of California will administer the tidelands so as to provide the greatest economic, social, and aesthetic benefits to present and future generations. • Consider the entire San Diego Bay as a complete system when promoting the multi-purpose development of the Port District.	**Consistent.** The Project would complement ongoing improvements throughout San Diego Bay and the tidelands and activate the use of the public space within the Project area by bringing additional users to the Bay. Currently the site consists of a mix of uses including the San Diego Harbor Police headquarters and three rental car facilities. The Project would provide greater economic, social, and aesthetic benefits through the proposed redevelopment and redesignation of land uses. Rental car facilities would be demolished to allow for the redevelopment of the Project area with a Topgolf visitor-serving attraction with associated restaurant and retail uses. New Park/Plaza areas, created through the realignment of Liberator Way, would be enhanced with new amenities, such as active and passive spaces, and activating features. Planned coastal access and shoreline improvements would enhance visitor activity. Pedestrian connections would be expanded throughout the Project area, with a continuous shoreline promenade that

Table 3.9-2. Project Consistency with the Port Master Plan

Policy, Goal, or Objective	Project
	also preserves scenic views. The Project would further the District's vision for the Project area to create a regional destination with improved mobility, increased recreation, and enhanced coastal access that is welcoming to all visitors. The Project features would provide an aesthetic benefit. The existing surface parking lots, small buildings, and sparse landscaping would be replaced with a more consistent development pattern and recreation-based amenities including a waterfront park and promenade. The construction of the proposed waterfront park would enhance physical access to the scenic vistas. The Topgolf visitor-serving attraction is sited in a manner that preserves panoramic views of the Bay, because it would be set back from the waterfront and would be behind the viewer based on the orientations of the scenic vistas. Therefore, the Project provides economic, social, and aesthetic benefits to present and future generations.
III. The Port District will assume leadership and initiative in determining and regulating the use of the Bay and tidelands. • Encourage industry and employment generating activities which will enhance the diversity and stability of the economic base. • Encourage private enterprise to operate those necessary activities with both high and low margins of economic return.	**Consistent.** Through the proposed redesignation of land uses the Project would allow for the redevelopment of the Project area with a Topgolf visitor-serving attraction with associated restaurant and retail uses which would be employment generating activities that would enhance the diversity and stability of the economic base and would result in high and low margins of economic return. Development of the Topgolf visitor-serving attraction would create short-term jobs within the community during construction and long-term jobs during operation. Topgolf would also donate time and money to causes that strengthen cities and bring people together through partnership with charity organizations and implementation of Topgolf's own local programs.
IV. The Port District, in recognition of the possibility that its actions may inadvertently tend to subsidize or enhance certain other activities, will emphasize the general welfare of state-wide considerations over more local ones and public benefits over private ones. • Develop the multiple purpose use of the tidelands for the benefit of all the people while giving due consideration to the unique problems presented by this area, including several separate cities and unincorporated populated areas, and the facts and circumstances related to the development of tideland and port facilities. • Foster and encourage the development of commerce, navigation, fisheries and recreation by the expenditure of public moneys for the preservation of lands in their natural state, the reclamation of tidelands, the construction of facilities, and the promotion of its use. • Encourage non-exclusory uses on tidelands.	**Consistent.** The Project includes the development of an approximately 10.1-acre waterfront park and 20-foot-wide waterside promenade for both bicyclists and pedestrians. This Project feature would improve coastal access and access to the park (open space) and Topgolf components of the development to bicyclists and pedestrians that traverse the surrounding area. A north–south public access connection from the multi-use pathway along the southern side of North Harbor Drive through the Topgolf leasehold would provide a variety of users access to the public realm and would provide public access to points along the Bay, where there currently is none. The Project would not exclude any user groups from using the waterside promenade and multi-use pathways. In addition, as discussed in Chapter 2, Project Description, the Project includes the development of a Topgolf visitor-serving attraction inclusive of restaurant and retail uses. Topgolf's Driving for Good program offers community benefit opportunities including the Youth Play it Forward program which provides golf access for high school golf teams and charities serving youth mentorship, leadership, and

Table 3.9-2. Project Consistency with the Port Master Plan

Policy, Goal, or Objective	Project
	empowerment. As part of Topgolf's Driving for Good community engagement plan, Topgolf and District staff would collaborate each year to focus on reaching out to schools and charities within historically disadvantaged communities to ensure equitable access to participate in Topgolf's Youth Play it Forward programs. Topgolf's programming also includes a Kid Zone, a free program to children 12 years and younger to include proactive outreach and free game play.
V. The Port District will take particular interest in and exercise extra caution in those uses or modifications of the Bay and tidelands which constitute irreversible action of loss of control • Bay fills, dredging and the granting of long-term leases will be taken only when substantial public benefit is derived.	**Consistent.** The Project would not dredge or fill the Bay. Though it would include site grading, the site consists of fill and the Project would not result in the irreversible loss of the Bay or tidelands. The long-term leasing of the land provides substantial public benefit in the form of additional public access components, community benefits, a unique commercial offering to the public to activate and experience the waterfront, and provides necessary financial benefit to the District to fund additional public access and benefits such as parks and roadways.
VI. The Port District will integrate the tidelands into a functional regional transportation network. • Encouraging development of improved major rail, water and air systems linking the San Diego region with the rest of the nation. • Improved automobile linkages, parking programs and facilities, so as to minimize the use of waterfront for parking purposes. • Providing pedestrian linkages. • Encouraging development of non-automobile linkage systems to bridge the gap between pedestrian and major mass systems.	**Consistent.** The Project includes the demolition of the existing Liberator Way and the realignment of a newly constructed Liberator Way to accommodate both vehicular and pedestrian traffic. An 8-foot sidewalk would be included on both sides of Liberator Way with a minimum 9-foot planting buffer with enhanced landscaping and street trees separating Liberator Way from the sidewalks. This Project feature would improve coastal access and access to the park (open space) portion and Topgolf component of the development to bicyclists and pedestrians that traverse the surrounding area. Additionally, the proposed waterfront park and promenade would provide public access along the waterfront for both bikes and pedestrians. A north–south public access connection would also be provided from the multi-use pathway along the southern side of North Harbor Drive that would provide an additional pedestrian and bicycle linkage. The Project minimizes the use of the waterfront for parking purposes by allocating a relatively minor portion of the Project area (approximately 11 percent, or 2.5 of 22.4 acres of the EHI redevelopment area) to parking. The parking would be located toward the most interior, roadside portion of the parcel. Parking would not directly abut the waterfront, ensuring consistency with this Policy.
VII. The Port District will remain sensitive to the needs and cooperate with adjacent communities and other appropriate governmental agencies in Bay and tideland development. • The Port District will at all times attempt to relate tidelands to the uplands. • The Port District will cooperate, when appropriate, with other local governmental agencies in comprehensive studies of existing financing methods and sources which relate to the physical	**Consistent.** The District, as lead agency for the Project, has reached out to public agencies and members of the general public to solicit input regarding the environmental impacts of the Project during the Project's Notice of Preparation process and other public workshops. The Project would not have a disproportionate impact on adjacent jurisdictions, like the City of San Diego, through consultation and coordination during the planning process. Rather, the Project would benefit members of the public from surrounding jurisdictions through enhanced commercial and recreational uses.

Table 3.9-2. Project Consistency with the Port Master Plan

Policy, Goal, or Objective	Project
development of the tidelands and adjacent uplands. • The Port District will attempt to avoid disproportionate impact on adjacent jurisdictions both in benefits and any possible liabilities, which might accrue through bay and tideland activities.	
VIII. The Port District will enhance and maintain the bay and tidelines as an attractive physical and biological entity. • Each activity, development and construction should be designed to best facilitate its particular function, which function should be integrated with and related to the site and surroundings of that activity. • Views should be enhanced through view corridors, the preservation of panoramas, accentuation of vistas, and shielding of the incongruous and inconsistent. • Establish guidelines and standards facilitating the retention and development of an aesthetically pleasing tideland environment free of noxious odors, excessive noise, and hazards to the health and welfare of the people of California. • Establish and foster an artworks program to promote, enhance, and enliven the waterfront experience through the public and private placement of works of art.	**Consistent.** Refer to Section 3.1, Aesthetics, regarding views and view corridors as a result of the Project. The Project would enhance the character of the existing area by providing recreation-based amenities including a waterfront park and promenade and provide viewing areas of the San Diego Bay and public access to the shoreline, which is currently not permitted in this area. Refer to Section 3.3, Biological Resources, regarding the Project's impacts to the Bay. The existing surface parking lots, small buildings, and sparse landscaping would be replaced with a more consistent development pattern and recreation-based amenities including a waterfront park and promenade. The construction of the proposed waterfront park would enhance physical access to the scenic vistas. The Topgolf visitor-serving attraction would be set back from the waterfront and would be behind the viewer based on the orientations of the scenic vistas which would preserve panoramas of the Bay. Topgolf would be subject to the District's Tenant Percent for Art Program (BPC Policy No. 608), requiring either a public art component within the Project area, such as functional artwork within the proposed waterfront park, leasehold, and/or a contribution to the San Diego-Coronado Bridge Lighting Project. As discussed in Section 3.2, Air Quality, the Project does not propose or require any land uses typically associated with emitting objectionable or noxious odors. As discussed in Section 3.7, Hazards and Hazardous Material, prior to mitigation, implementation of the Project could result in a significant hazard to the public or the environment through the reasonably foreseeable accidental release of hazardous materials associated with current and past uses of the Project area involving the use and storage of petroleum products and hazardous materials that have been, or have the potential to be, released, impacting soil, soil vapor, and groundwater in the Project area. Impacts would be potentially significant. Implementation of Mitigation Measures HAZ-1, HAZ-2, HAZ-3, HAZ-4, and HAZ-5 would reduce impacts to below a level of significance. New noise sources from human activity including parking lot noise are associated with operation of the proposed Topgolf visitor-serving attraction. In addition, the waterfront park and promenade have the potential to generate nuisance noise from the proposed recreational attractions (waterside paths), health and wellness features, and recreational activity spaces. However, as discussed in Section 3.10, Noise, the Project would not increase ambient noise levels at the nearest sensitive receptors.

Table 3.9-2. Project Consistency with the Port Master Plan

Policy, Goal, or Objective	Project
IX. The Port District will insure physical access to the bay except as necessary to provide for the safety and security, or to avoid the interference with waterfront activities. • Provide "windows to the water" at frequent and convenient locations around the entire periphery of the bay with public right-of-way, automobile parking and other appropriate facilities. • Provide access along the waterfront wherever possible with promenades and paths where appropriate, and elimination of unnecessary barricades which extend into the water.	**Consistent.** The Project includes redesignation of land uses that would allow for the development of a waterfront park and a waterside promenade that would offer physical public coastal access along the waterfront. Other recreational features could include a pavilion, health and wellness features, fixed and movable seating, movable kiosks or carts, and a restroom.
X. The quality of water in San Diego Bay will be maintained at such a level as will permit human water contact activities. • Maintain a program of flotsam and debris cleanup. • Insure through lease agreements that Port District tenants do not contribute to water pollution. • Cooperate with the Regional Water Quality Control Board, the County Health Department, and other public agencies in a continual program of monitoring water quality and identifying source of any pollutant. • Adopt ordinances, and take other legal and remedial action to eliminate sources of pollution.	**Consistent.** Stormwater runoff from Topgolf site would be collected in a catch basin on the central-southern end of the site and transported to an approved water quality basin or similar approved device for required water filtration. Treated water would be discharged into the adjacent bay per federal, state, and District requirements. Refer to Section 3.8, Hydrology and Water Quality, for a discussion on water quality. Topgolf's lease agreement would further ensure that Topgolf does not contribute to water pollution.
XI. The Port District will protect, preserve, and enhance natural resources, including natural plant and animal life in the bay as a desired amenity, and ecological necessity, and a valuable and usable resource. • Promote and advance public knowledge of natural resources through environmental educational materials. • Identify existing and potential assets. • Keep appraised of the growing body of knowledge on ecological balance and interrelationships. • Encourage research, pilot programs, and development in aquaculture as long as it is consistent with this goal. • Administer the natural resources so that impacts upon natural resource values remain compatible with the preservation requirements of the Public trust.	**Consistent.** Urban/developed land, which makes up most of the Project area, is not considered a sensitive vegetation community. While the three sensitive aquatic communities, eelgrass beds, shallow subtidal, and moderately deep subtidal, occur primarily within the survey buffer outside the Project area, a small portion of the southeastern portion of the Project area, specifically the seaplane ramp, includes these three sensitive communities. No Project construction is planned to occur at the seaplane ramp, where the eelgrass beds, shallow subtidal, and moderately deep subtidal communities are within the Project area. An approximately 550-foot-long portion of shoreline currently lined with riprap and concrete revetment would be repaired and replaced with shoreline protective devices such as riprap and, where feasible, nature-based adaptation strategies and solutions, potentially with the temporary use of a barge. Repair and replacement of the shoreline would be consistent in dimensions and material with the existing armored shoreline of San Diego Bay and is not anticipated to result in direct permanent impacts to the shallow subtidal and moderately deep subtidal communities of San Diego Bay. Similarly, no direct permanent impacts to eelgrass beds are anticipated from Project implementation. In the event that the shoreline repair and replacement requires in-water work and use of a barge, direct temporary impacts to eelgrass beds and shallow subtidal and moderately deep subtidal communities adjacent to the shoreline work area could

Table 3.9-2. Project Consistency with the Port Master Plan

Policy, Goal, or Objective	Project
	result. As discussed in Section 3.3, Biological Resources, Mitigation Measures BIO-1 through BIO-3 would be implemented to reduce potential impacts to sensitive vegetation communities. These measures would remain compatible with the preservation requirements of the Public Trust.
XII. The Port District will conduct its own operations on an equal opportunity basis. • Engage in "affirmative action" programs in hiring, promotion and tenant relationships. • Encourage Port District tenants to also engage in "affirmative action" programs.	**Consistent.** This policy is not relevant to the environmental impacts of this Project.
XIII. The Port District will maintain its Master Plan current, relevant, and workable, in tune with circumstances, technology, and interest of the people of California. • Provide a continual program of sequential and orderly growth while maintaining the natural resource values. • Pursue the development of its own unique assets and potentials. • Provide for the multiple purpose use of land and water to promote the advantageous development of the Port District. • Curb the misuse of land so that it will not injuriously affect the people of the State of California through the prevention of substandard construction or unnecessarily add inappropriate developments. • Prevent the abuse of land by curtailing abortive development and unfounded pollution contributors. • Regulate the non-use or disuse of land by clearing unmarketable titles, withholding land from premature development, and restraining activities that would lead to discontinued use. • Guide the reuse of land for more appropriate purposes by the clearance and redevelopment of the obsolete.	**Consistent.** The Project may include a PMPA, intended to keep the PMP current, relevant, and workable, in tune with circumstances, technology, and interests of the people of California. As part of the PMPA, the associated PMP maps, text, and tables would be revised to include the land/water use changes associated with the Project improvements.
XIV. This statement of goals and the Master Plan shall be reviewed annually prior to the adoption of the budget. • To measure progress of Port District growth and development. • To modify goals, objectives, and the Master Plan in light of current conditions, needs, and forecasts for the future. • To communicate all proposed changes with the member cities for comment prior to adoption.	**Consistent.** This policy is not applicable to the Project.

Notes: EHI = East Harbor Island; PMPA = Port Master Plan Amendment

Based on the analysis in Table 3.9.2, the Project would not cause a significant environmental impact due to a conflict with the PMP, as it relates to avoiding or mitigating an environmental effect.

Port Master Plan Update

As a separate and unrelated action to the Project, the District is updating its PMP, known as the PMPU. On February 28, 2024, the Board of Port Commissioners unanimously certified the PMPU Final PEIR and approved the Final Draft PMPU. Following approval of the Final Draft PMPU, the District is seeking certification of the PMPU by the CCC, a process which is ongoing as of the publication of this EIR. After the PMPU is certified by the CCC, it will then be adopted by the Board of Port Commissioners and returned to the CCC for final acceptance.

Table 3.9-3, Project Consistency with the Port Master Plan Update, analyzes the Project's consistency with the applicable PMPU goals, objectives, and policies, as well as Baywide Development Standards, Subdistrict Vision, Subdistrict Development Standards, Subdistrict Planned Improvements, and Subdistrict Special Allowances adopted specifically for the purpose of avoiding or mitigating an environmental effect.

If the PMPU is accepted as final by the CCC prior to Board certification of this EIR and approval of the Project, the Project would not require a PMPA, as the Project, as proposed, is consistent with the PMPU and does not obstruct the overall attainment of the PMPU's goals, objectives, and policies. This is because Topgolf is a visitor-serving attraction, and the PMPU assumes the development of a visitor-serving attraction in the Commercial Recreation-designated area north of the East Harbor Island Basin, as discussed in Section 2.7 of this EIR (PMPU, p. 243, PD 2.51).

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
Water and Land Use Element	
Goal 1 Balance the District's responsibilities under the Port Act with Coastal Act responsibilities and priorities	
Objective 1.1 Provide a diversity of water and land uses that are consistent with the Port Act	
WLU Policy 1.1.2. Water and land uses shall be developed in accordance with: • Figure 3.1.1, Baywide Water and Land Use Designations; • Table 3.1.2, Allowable Use Types for Water Use Designations; and • Table 3.1.3, Allowable Use Types for Land Use Designations. Uses not specified in Table 3.1.2, Allowable Use Types for Water Use Designations and Table 3.1.3, Allowable Use Types for Land Use Designations, shall not be permitted unless otherwise allowed pursuant to Section 6.3, Development Conformance (Chapter 6, Plan Implementation and Development Conformance).	**Consistent.** In accordance with Figure 3.1.1 of the PMPU, the Project area is designated as Commercial Recreation, Recreation Open Space, and Institutional/Roadway. The Project is an allowable use under Table 3.1.2 and Table 3.1.3.

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
WLU Policy 1.1.4 All development shall be in accordance with the applicable standards included in Chapter 4, Baywide Development Standards and Chapter 5, Planning Districts, including any development standards within the applicable planning district or subdistrict.	**Consistent.** The Project is within the East Harbor Island Subarea of the Harbor Island Planning District (Planning District 2). The Project would provide a diversity of water and land uses consistent with the Port Act. The Project area would be developed with various commercial uses specifically a Topgolf visitor-serving attraction and an expansive waterfront park and promenade, providing a new iconic visitor-serving development on tidelands. New Recreation Open Space areas, created through the realignment of Liberator Way, would be enhanced with new amenities, such as active and passive spaces, and activating features. Planned coastal access and shoreline improvements would enhance visitor activity on land and expand access to the water. All development has been designed in accordance with applicable development standards in Chapter 4 and Chapter 5 of the Final Draft PMPU, including but not limited to proposed building setbacks and heights. Please refer to consistency with Chapter 4, discussed below.
WLU Policy 1.1.6. Allowable water and land uses within the District shall be in accordance with one of the five Public Trust–related categories or ancillary uses that support and accommodate Public Trust uses (refer to Table 3.1.2, Allowable Use Types for Water Use Designations and Table 3.1.3, Allowable Use Types for Land Use Designations): a. Commerce b. Environmental Stewardship c. Fisheries d. Navigation e. Recreation	**Consistent.** The Project is in accordance with the Commercial and Recreation use categories that support and accommodate Public Trust uses.
Objective 1.2. Identify each water and land use's functional dependency to the water	
WLU Policy 1.2.1. Allowable water and land uses listed in Table 3.1.2, Allowable Use Types for Water Use Designations and Table 3.1.3, Allowable Use Types for Land Use Designations, shall be categorized based on their locational and functional dependency to the water, consistent with the Coastal Act priorities, as follows: a. Coastal-dependent: Any development or use that requires a site on or adjacent to marine or coastal waters to be able to function. b. Coastal-related: Any development or use that is dependent on a coastal-dependent development or use. c. Coastal-enhancing: Any development or use that does not require a location directly near marine or coastal waters to be able to function but that provides visitor-serving functions and contributions that enhance the Public Trust responsibilities of the District. Any additional water and land uses added to the Table 3.1.2, Allowable Use Types for Water Use Designations and Table 3.1.3, Allowable Use Types for Land Use Designations, under a future amendment to the Plan shall be categorized accordingly.	**Consistent.** The Project is a coastal-enhancing use consistent with the Coastal Act priorities. The Project provides visitor-serving functions and contributions that enhance the Public Trust responsibilities of the District. Planned coastal access and shoreline improvements would improve recreational opportunities in the public realm, consistent with the Public Trust.

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
Objective 1.3. Prioritize coastal-dependent and coastal-related uses	
WLU Policy 1.3.1. The District shall prioritize allowable uses based on their location and functional dependency to the coast. The priority is as follows: a. Coastal-dependent b. Coastal-related c. Coastal-enhancing These categories will be used to identify the type and extent of planned improvements or contributions that will be required of development, based on a development's mix of coastal-dependent, coastal-related, and coastal-enhancing uses (refer to WLU Goal 7). These planned improvements facilitate public health and safety and the public welfare and provide public coastal access.	**Consistent.** The Project proposes to redevelop a portion of the Project area (EHI redevelopment area) with coastal-enhancing uses that allow for recreational enjoyment and public access to the tidelands shoreline. Specifically, the Project includes the development of a waterfront park and a waterside promenade that would offer physical public coastal access along the waterfront. Other recreational features could include a pavilion, health and wellness features, fixed and movable seating, movable kiosks or carts, and a restroom.
Goal 2 Celebrate the diverse character of the tidelands	
Objective 2.2 Implement new developments in a manner that blends and enhances the surrounding character and qualities.	
WLU Policy 2.2.1, The District and its permittees shall implement planned improvements and special allowances to facilitate public health, safety, and welfare and provide public coastal access and enjoyment of the waterfront (refer to Chapter 5, Planning Districts, Planned Improvements).	**Consistent.** The Project proposes to redevelop a portion of the Project area (EHI redevelopment area) with coastal-enhancing uses that allow for recreational enjoyment and public access to the tidelands. Specifically, the Project includes the development of a waterfront park and a waterside promenade that would offer physical public coastal access along the waterfront.
WLU Policy 2.2.2 To maintain a planning district's distinct character, all development shall be in accordance with the associated subdistrict vision (refer to Chapter 5, Planning Districts, Subdistrict Vision) or planning district vision (refer to Chapter 5, Planning Districts, Vision), where applicable.	**Consistent.** The Project includes the development of a Topgolf visitor-serving attraction, realignment of Liberator Way, and development of a waterfront park and waterside promenade on a currently developed site, which would provide public coastal access along the waterfront. The Project area is located within Planning District 2 but within a newly defined East Harbor Island Subdistrict. The vision of the East Harbor Island Subdistrict is to create a regional destination that is welcoming to visitors with improved mobility, increased recreation, and enhanced coastal access. The Project area is designated as Commercial Recreation, Recreation Open Space, and Institutional/Roadway. Under the PMPU the intensity of commercial development in the East Harbor Island Subdistrict is planned to increase with new hotel rooms, retail and restaurant space, and visitor-serving attractions. New Recreation Open Space areas, created through road reconfiguration and the reuse of off-airport surface parking and rental car services, will be enhanced with new amenities, such as active and passive spaces, and activating features.
Objective 2.3. Honor the maritime and cultural history of Tidelands	
WLU Policy 2.3.1. The District and its permittees shall support opportunities for strategic placement of interpretive informational signage and commemorative artifacts that convey Tideland's maritime and cultural history.	**Consistent.** The Project could include interpretive informational signage throughout the waterfront park and promenade.

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
Objective 2.4. Honor the natural environment's contributions to San Diego Bay's ecological systems	
WLU Policy 2.4.1. There shall be no net loss of conservation/Intertidal and Conservation Open Space acreage throughout Tidelands.	**Consistent.** The Project would not result in a net loss of conservation/intertidal and conservation open space. Urban/developed land makes up most of the Project area and is not considered a sensitive vegetation community**.** Repair and replacement of the shoreline would be consistent in dimensions and material with the existing armored shoreline of San Diego Bay and is not anticipated to result in direct permanent impacts to the jurisdictional aquatic resources adjacent to the Project area, including the eelgrass beds and shallow subtidal and moderately deep subtidal communities of San Diego Bay.
Goal 3 Enhance access to the water (or the coast) and to the public realm.	
Objective 3.1 Project and provide physical access to the water and public realm	
WLU Policy 3.1.1 A network of pathways and water-based transfer points shall connect the comprehensive waterfront open space network and public realm areas on tidelands.	**Consistent.** The Project includes development of a waterfront park and waterside promenade that would offer public coastal access along the waterfront. In addition, a walkway ranging from 8 to 10 feet wide (also multi-use), would be located east of the parking lot in front of the Topgolf visitor-serving attraction, providing a north–south connection from multi-use pathway/Embarcadero Downtown San Diego to San Diego Bay and promoting coastal access. The waterside promenade and walkway would connect to the proposed waterfront park, as well as existing multi-use pathway and other areas of Harbor Island. These features would provide connections to the comprehensive waterfront open space network and public realm areas throughout the Tidelands.
WLU Policy 3.1.2 The District—independently, assigned through partnerships with the District, or through CDPs issued by the District—shall plan, design, and implement a comprehensive waterfront open space network that provides access to and throughout the public realm on Tidelands and enhances proximate connections to the water for the public and priority coastal uses. These improvements shall be developed in accordance with: a. Chapter 4, Baywide Development Standards; and b. Chapter 5, Planning Districts, including any development standards within the applicable planning district or subdistrict	The Project includes development of a waterfront park and waterside promenade that would offer public coastal access along the waterfront. In addition, a walkway ranging from 8 to 10 feet wide (also multi-use), would be located east of the parking lot in front of the Topgolf visitor-serving attraction, providing a north–south connection from multi-use pathway to San Diego Bay and promoting coastal access. The waterside promenade and walkway would connect to the proposed waterfront park, as well as existing walkways and other areas of Harbor Island. These features help implement the comprehensive waterfront open space network. The Project would be consistent with the development standards outlined in Chapters 4 and 5 of the PMPU. The Project is evaluated for consistency with applicable development standards below.
WLU Policy 3.1.3 The District and its permittees shall maintain, protect, and enhance existing public coastal-dependent recreational facilities, such as, but not limited to, boat ramps and piers that provide coastal access.	**Consistent.** The Project does not impact any existing public coastal-dependent recreational facility that provides coastal access. Currently, coastal areas in the Project area are not available to the public. The Project would increase accessibility.

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
WLU Policy 3.1.4 Permittees of coastal-enhancing development shall provide direct access to the water's edge and increase physical accessibility to the water by providing overlooks, step-down areas, or similar opportunities for the public to access the water, especially in areas where those opportunities do not exist.	**Consistent.** The Project includes development of a waterfront park and waterside promenade that would offer public coastal access along the waterfront. Other recreational features could include a pavilion, health and wellness features, fixed and movable seating, movable kiosks or carts, and a restroom. Currently, coastal areas in the Project area are not available to the public. The Project would increase accessibility.
WLU Policy 3.1.5 Protect and, where feasible, expand waterside amenities, such as water based transfer points, overnight transient docking, free or lower cost short-term public docking, anchorages, launch areas for nonmotorized watercraft, and boat launch facilities	**Consistent.** The Project includes development of a waterfront park and waterside promenade that would offer public coastal access along the waterfront. Currently, coastal areas in the Project area are not available to the public and do not provide overnight transient docking, free or lower cost short-term public docking, anchorages, launch areas for nonmotorized watercraft, and boat launch facilities. Thus, while the Project would not provide the listed waterside amenities, it would also not interfere with existing amenities.
WLU Policy 3.1.6 A waterside promenade shall be provided as part of development that abuts the waterfront, in accordance with: a. Chapter 4, Baywide Development Standards; and b. Chapter 5, Planning Districts, including any development standards within the applicable planning district or subdistrict.	**Consistent**. See analysis below under 4.0 Baywide Development Standards and 5.2.3 (D) East Harbor Island Development Standards.
WLU Policy 3.1.8 Development adjacent to Recreation Open Space shall comply with, height limit, setback, and stepback requirements in accordance with: a. Chapter 4, Baywide Development Standards; and b. Chapter 5, Planning Districts, including any development standards within the applicable planning district or subdistrict.	**Consistent.** See analysis below under 4.0 Baywide Development Standards and 5.2.3 (D) East Harbor Island Development Standards.
Objective 3.2 Project and provide visual access to the water	
WLU Policy 3.2.1 Visual access locations (scenic vista areas, view corridor extensions, Window to the Bay, and walkways) shall be maintained and protected, as shown on the Chapter 5, Planning Districts: Coastal Access Views and Pathways Maps.	**Consistent.** The Project includes development of a waterfront park and waterside promenade that would offer public coastal access along the waterfront and views of the Bay. Within the Project area, Planning District 2 Coastal Access Views and Pathways Map (Figure PD2.4 of the Final Draft PMPU) identifies a waterside promenade, walkway (non-waterside), and scenic vista, all of which the Project would be consistent with. Refer to Section 3.1, Aesthetics, for a discussion of the Project's impact on visual resources.

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
WLU Policy 3.2.2 Permittees of development shall preserve visual access through scenic vista areas, view corridor extensions, and walkways, in accordance with: a. Chapter 4, Baywide Development Standards; b. Chapter 5, Planning Districts, including any development standards within the applicable planning district or subdistrict; and c. Chapter 5, Planning Districts applicable Coastal Access Views and Pathways Maps	**Consistent.** The Project includes a waterfront park and waterside promenade that would offer public coastal access along the waterfront and views of the Bay. The Project would further the vision of the PMPU by providing new recreation and open space amenities to bring visitors to the District tidelands and increased coastal access to the San Diego Bay. The Project's proposed waterfront park would enhance the physical access to a scenic vista area. The Topgolf visitor-serving attraction would be set back from the waterfront and would be behind the viewer based on the orientations of the scenic vistas. The Topgolf visitor-serving attraction would therefore be outside the viewsheds of these two scenic vista areas and would not obstruct the designated scenic vista area nor directly obscure physical access to, and views from, the scenic vista area.
WLU Policy 3.2.3 Coastal-enhancing development should provide opportunities for the public to view maritime operations when located nearby from vantage points that are physically accessible.	**Consistent.** The Project includes development of a waterfront park and waterside promenade that would offer public coastal access along the waterfront including visual access San Diego Bay. Maritime operations include commercial shipping, such as container transport and bulk cargo, offshore oil and gas activities, including drilling and pipeline maintenance. None of these operations are located near the Project area. Therefore, this policy is not applicable.
WLU Policy 3.2.5 Development shall be set back from the water's edge and recreation open space to avoid creating a walling-off effect.	**Consistent.** The Project includes development of a waterfront park and waterside promenade that would offer public coastal access along the waterfront. Development of the Topgolf visitor-serving attraction would be set back from the water's edge by approximately 105 feet at its closest point. Therefore, the setbacks would avoid creating a walling off effect.
Goal 4 Preserve and enliven the public realm	
Objective 4.1 Preserve the public realm	
WLU Policy 4.1.1 There shall be no net loss of acreage designated as Recreation Open Space in a subdistrict or in a planning district if no subdistrict exists.	**Consistent.** The Project does not propose to remove any designated Recreation Open Space from PMP Planning District 2. In contrast, the Project would add 10.4 acres of Recreation Open Space.
WLU Policy 4.1.2 Recreation Open Space should be designated along the water's edge	**Consistent.** The Project would add 10.4 acres of Recreation Open Space along the water's edge and is thus consistent with this policy.
WLU Policy 4.1.3. Recreation Open Space areas shall be publicly accessible to a diverse user group with the intent of providing a variety of water-oriented experiences.	**Consistent.** The Project includes development of a waterfront park and waterside promenade within newly designated Recreation Open Space that would offer water-oriented, public coastal access experiences along the waterfront. Other recreational features could include a pavilion, health and wellness features, fixed and movable seating, movable kiosks or carts, and a restroom. Currently, coastal areas in the Project area are not available to the public. The Project would increase accessibility to all user groups with the intent of providing a variety of water-oriented experiences.

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
WLU Policy 4.1.4 Public accessways and recreation facilities provided as part of development shall be maintained for public use over the anticipated life of the development with which they are associated.	**Consistent.** The Project includes development of a waterfront park and waterside promenade that would offer public coastal access along the waterfront. In addition, a walkway ranging from 8 to 10 feet wide (also multi-use) would be located within the Topgolf visitor-serving attraction leasehold, providing a north–south connection from the multi-use pathway /Embarcadero Downtown San Diego to San Diego Bay and promoting coastal access. The waterfront park/promenade features would be maintained for public use by the District. The walkway would be maintained for the duration of Topgolf's lease.
WLU Policy 4.1.5 The design and location of Recreation Open Space shall be in accordance with Section 4.2, Recreation Open Space and Activating Features Standards (Chapter 4, Baywide Development Standards).	**Consistent.** Refer to analysis below under 4.0, Baywide Development Standards.
WLU Policy 4.1.6 The District shall require, where feasible, the integration of non-privatized, physically accessible public realm areas and amenities into development such as parks, courtyards, water features, gardens, passageways, paseos, and plazas.	**Consistent.** The Project includes development of a waterfront park and waterside promenade that would offer physically accessible public realm areas. Other recreational features could include a pavilion, health and wellness features, fixed and movable seating, movable kiosks or carts, and a restroom. Currently, coastal areas in the Project area are not available to the public, but the Project would increase access through non-privatized, physically accessible public amenities.
WLU Policy 4.1.7 The District shall require permittees of coastal-enhancing development to allow, maintain, and promote free, public access to the public realm on their development site.	**Consistent.** The Project includes development of a waterfront park and waterside promenade that would offer public access to public realm. Other recreational features could include a pavilion, health and wellness features, fixed and movable seating, movable kiosks or carts, and a restroom. Currently, coastal areas in the Project area are not available to the public. Development of the Topgolf visitor-serving attraction includes a proposed connecting sidewalk along Liberator Way from North Harbor Drive or Harbor Island Drive or from a proposed walkway within the Topgolf visitor-serving attraction leasehold connecting to an existing multi-use pathway along North Harbor Drive. The proposed walkway, ranging from 8 to 10 feet wide (also multi-use), would provide a north–south connection from the multi-use pathway/Embarcadero Downtown San Diego to San Diego Bay, promoting coastal access.

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
Objective 4.2. Provide opportunities for the public to explore and participate in a diverse mix of activities on Tidelands	
WLU Policy 4.2.1 The District shall require permittees of coastal-enhancing development to provide a wide array of uses for the public that: a. Offer a variety of recreational uses; b. Complement adjacent waterfront uses and activities; or c. Maximize attributes of each location to offer a range of experiences to the user and appeal to a variety of visitors.	**Consistent**. The Project area would be developed with various uses, specifically a Topgolf visitor-serving attraction and an expansive waterfront park and promenade, providing a new iconic visitor-serving development on the Tidelands. New Recreation Open Space areas, created through the realignment of Liberator Way, would be enhanced with a variety of new recreational amenities, such as active and passive spaces, and activating features. Planned coastal access and shoreline improvements would enhance visitor activity.
WLU Policy 4.2.2 The District shall encourage establishment of activating features that support existing amenities and introduce new activities in recreation areas. Permittees, of development containing Recreation Open Space within the leasehold, shall plan, design, and implement activating features, which are: a. Commensurate with the intensity of land uses within the permittee's development site; b. Consistent with an Activation Plan developed by the permittee and approved by the District; c. In accordance with Chapter 4, Baywide Development Standards; and d. In accordance with Chapter 5, Planning Districts, including any development standards within the applicable planning district or subdistrict	**Consistent.** The Project includes the redevelopment of approximately 9.8 acres for the Topgolf visitor-serving attraction and development of a new, approximately 10.1-acre waterfront park and promenade. The waterfront park and promenade would be constructed in accordance with Chapter 4 Baywide Development Standards and Chapter 5 Planning Districts and consistent with an Activation Plan.
WLU Policy 4.2.3 Attractions are encouraged within the Commercial Recreation land use designation and shall be: a. Sited to increase the use of, and be integrated with, the waterfront experience; b. Located in areas supported by mobility hubs, curbside management, and pedestrian amenities to support multimodal access throughout Tidelands; and c. Complementary to other visitor-serving attractions.	**Consistent.** The Project would allow for the redevelopment of the Project area with a Topgolf visitor-serving attraction with associated restaurant and retail uses within the sites designated Commercial Recreation land use. The Project also includes the development of an approximately 10.1-acre waterfront park and 20-foot wide waterside promenade for both bicyclists and pedestrians. This Project feature would improve coastal access and access to the park (open space) and Topgolf components of the development to bicyclists and pedestrians that traverse the surrounding area. A north–south public access connection from the multi-use pathway along the southern side of North Harbor Drive through the Topgolf leasehold would provide a variety of users multimodal access through the Tidelands. Moreover, the Project is in an area near an envisioned future Regional Mobility Hub, to be located near the northwestern portion of the East Basin of the Project Area (PMPU, PD2.29.)
WLU Policy 4.2.4 Development-related signage shall not impede or detract from public views of the coast. Signage shall be consistent with Chapter 4, Baywide Development Standards, and other District signage guidelines.	**Consistent.** Two 50-foot by 30-foot LED high -definition digital screens would be mounted to the netting and poles at the far eastern end of the outfield facing back toward the Topgolf building. The screens are not designed for signage purposes. Rather, the screens are for internal use, would support game function, and would be used to broadcast live sports content, alert players of game play objectives, and

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Goal, Objective, Policy	Project
	game-integrated messaging. The screens would not be used as external signage to drivers passing by. Visors would be included on each LED fixture to minimize off-axis glare and limit uplighting. The displays would be provided with an auto-brightness control that is software-driven and informed by a light sensor measuring ambient lighting in addition to schedule-based controls. The screens would not physically obstruct panoramic views from the shoreline. These factors would reduce the likelihood of the screens detracting from or impeding views of the coast.
WLU Policy 4.2.5. Development shall include wayfinding signage to inform the public of nearby waterside promenades, scenic vista areas, and key public areas and amenities such as docks, piers, and beaches.	**Consistent.** Wayfinding, directional, informational, and safety signage would be provided throughout the waterfront park and promenade.
WLU Policy 4.2.6 All parks, including those within leaseholds, shall be open to the general public during park hours for at least 85 percent of the year. No more than 15 percent of the year shall permitted temporary large special events (in accordance with the District's procedures and guidelines, once established) limit public access (i.e., exclude the public or require admission for entry) in parks. The 15 percent shall be distributed throughout the year and not occur only in the summer months.	**Consistent.** The new waterfront park would be open to the general public during park hours for at least 85 percent of the year.
Goal 5 Honor the water through a well-planned District	
Objective 5.1 Maximize benefits to and minimize conflicts with coastal-dependent uses	
WLU Policy 5.1.3 All development shall be located, designed, and constructed to: a. Give highest priority to the use of existing land space in harbors for coastal-dependent port purposes, including, but not limited to, navigational facilities, shipping industries, commercial fishing, sportfishing, maritime commerce, and necessary support and access facilities. b. Provide for other benefits consistent with the Public Trust, including, but not limited to: improved recreational opportunities in the public realm, including Recreation Open Space that is adjacent to the water's edge, or the conservation of adjacent wildlife habitat areas, to the extent feasible.	**Consistent.** The Project is located in the Harbor Island East Basin portion of San Diego Bay and not located in a harbor, as no docking place for vessels is provided. Therefore, existing land space in the Project Area does not provide use for coastal-dependent port uses. The Project provides other benefits consistent with the Public Trust. The Project includes redevelopment of approximately 9.8 acres of the Project area with a Topgolf visitor-serving attraction with associated restaurant and retail uses. New Recreation Open Space areas, created through the realignment of Liberator Way, would be enhanced with new amenities, such as active and passive spaces, and activating features. Planned coastal access and shoreline improvements would improve recreational opportunities in the public realm consistent with the Public Trust.
Goal 6 Expand the collection of lower cost visitor and recreational facilities	
Objective 6.1 Encourage the development of opportunities for a variety of visitors to access, recreate, and stay overnight on Tidelands	
WLU Policy 6.1.1. Permittees of development are encouraged to provide a variety of lower cost visitor and recreational facilities to improve coastal access.	**Consistent.** The Project includes development of a waterfront park and waterside promenade that would offer free public coastal access along the waterfront. In addition, the Project includes the development of a Topgolf visitor-serving attraction with a visitor-serving attraction inclusive of restaurant and retail uses apart from the hitting

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
	bays. Topgolf's Driving for Good program offers community benefit opportunities including the Youth Play it Forward program which provides golf access for high school golf teams and charities serving youth mentorship, leadership, and empowerment (Topgolf n.d.). As part of Topgolf's Driving for Good community engagement plan, Topgolf and District staff would collaborate each year to focus on reaching out to schools and charities within historically disadvantaged communities to ensure equitable access to participate in Topgolf's Youth Play it Forward programs. Topgolf's programming also includes a Kid Zone, a free program to children 12 years and younger to include proactive outreach and free game play.
WLU Policy 6.1.2. Recreation Open Space areas shall support programming and a variety of passive and active recreational activities, with a wide range of affordability and price points to ensure all visitors are able and encouraged to experience the waterfront.	**Consistent**. New Recreation Open Space areas, created through the realignment of Liberator Way, would be enhanced with new amenities, such as active and passive spaces, and activating features. The proposed waterfront park and waterside promenade would offer free public coastal access along the waterfront. In addition, the Project includes the development of a Topgolf visitor-serving attraction with a visitor-serving attraction inclusive of restaurant and retail uses apart from the hitting bays. The Project thereby provides a wide range of affordability and price points to ensure all visitors are able and encouraged to experience the waterfront.
Goal 7 Provide coastal and public improvements through reinvestment and partnerships	
Objective 7.1 Identify and require implementation of a variety of planned improvements to enhance each planning district and further the Public Trust	
WLU Policy 7.1.1 Permittees of development derive benefits from its location on Tidelands and, accordingly, shall provide or contribute to planned improvements that facilitate public health and safety and the public welfare and provide public coastal access and enjoyment of the waterfront.	**Consistent.** The Project's waterfront park and promenade would include a 20-foot waterside promenade that would offer public coastal access along the San Diego Bay. The waterfront park may include active and passive uses, such as plaza areas, pavilions, playgrounds, cultural uses, seating and shade structures, public art, a mixture of hardscape and landscape, kiosks, and other activating features to provide public coastal access and enjoyment of the waterfront. Topgolf likewise derives benefits from the Topgolf visitor-serving attraction's location on Tidelands. Accordingly, Topgolf would contribute to planned improvements that facilitate public access to and enjoyment of the waterfront, including the programs discussed in response to WLU Policy 6.1.1, above, and a multi-use walkway ranging from 8 to 10 feet wide to be located within the Topgolf visitor-serving attraction leasehold, providing a north–south connection from the multi-use pathway/Embarcadero Downtown San Diego to San Diego Bay and promoting coastal access. Topgolf would maintain this walkway for the duration of its lease.

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Goal, Objective, Policy	Project
WLU Policy 7.1.2 Except as set forth under WLU Policy 7.3.3, permittees of all major development shall be required to provide or contribute toward planned improvements identified for a planning district in Chapter 5, Planning Districts, Planned Improvements. The three primary categories of planned improvements are defined below: a. Landside access: Improvements to transportation and mobility infrastructure that enhance the public's ability to access and explore the public realm and perform commerce on Tidelands. Landside access may include mobility hubs, improvements to a variety of accessways, and implementation of the bayfront circulator. b. Coastal access: Physical features designed to provide new or enhance existing water access. Examples include pier improvements, overnight transient docking and mooring, public water access, and short-term public docking. c. Visitor-serving commercial uses: Visitor-serving commercial uses provide opportunities for the public to access and enjoy Tidelands, including the use of non-water-oriented retail and overnight accommodations. Permittees of minor development may be required to provide or contribute toward planned improvements as identified for a planning district in Chapter 5, Planning Districts, Planned Improvements and as supported by a subsequent program created by the District.	**Consistent.** The Project will provide improvements under the three primary categories, as described by this policy. Land access: The Project includes the construction of a waterside promenade for both bicyclists and pedestrians along the Project frontage on Liberator Way. This Project feature would enhance the public's ability to access and explore the public realm. Additionally, the proposed waterfront park and promenade would provide public access along the waterfront for both bikes and pedestrians. A north–south public access connection would also be provided from the multi-use pathway along the southern side of North Harbor Drive that would provide a variety of users access to the public realm and would provide public access to the shoreline along the Bay. Coastal access: The 10.1-acre waterfront park would include active and passive uses, such as plaza areas, pavilions, playgrounds, cultural uses, seating and shade structures, public art, a mixture of hardscape and landscape, kiosks, and other activating features to draw visitors to the Bay. Visitor-serving commercial uses: The Project includes the redevelopment of approximately 9.8 acres of the Project area with a Topgolf visitor-serving attraction with associated restaurant and retail uses. The development of Topgolf would partially financially enable the other Project components to be constructed.
Objective 7.2 Determine development contributions relative to their location and functional dependency from the water	
WLU Policy 7.2.1 The level of required contribution to planned improvements for permittees of major development shall be based on their assigned category, as described below and as identified in each corresponding planning district or subdistrict: a. Coastal-dependent: Development of coastal-dependent uses shall provide or contribute to mobility hub planned improvements to ensure the efficient movement of goods and people to, from, and around Tidelands and for public health and safety and for the public welfare. b. Coastal-related: Development of coastal-related uses shall provide or contribute to enhancement of transportation and mobility infrastructure and shall enhance the public's ability to access and explore the public realm and perform commerce on Tidelands. In addition, development of coastal-related uses shall provide or contribute to landside public access planned improvements. These features further public health and safety and the public welfare by providing safe and efficient access to the Bay. c. Coastal-enhancing: Development of coastal-enhancing uses shall be required to provide or contribute to landside public access and coastal access features as a part of such development. These features further public health and safety	**Consistent.** The Project is a coastal-enhancing development. The Project proposes to redevelop a portion of the Project area (EHI redevelopment area) with coastal-enhancing uses that allow for recreational enjoyment and public access to the tidelands. Specifically, the Project includes the development of a waterfront park and a waterside promenade that would offer physical public coastal access along the waterfront. Other recreational features could include a pavilion and health and wellness features. The project features are consistent with planned improvements for the EHI subdistrict.

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Goal, Objective, Policy	Project
and the public welfare by providing safe and efficient access to the Bay. Permittees of development may be required to provide similar contributions or less of a contribution toward planned improvements subject to the discretion of the District. A list of planned improvements for development is set forth for each subdistrict (or planning district, where applicable). All requirements shall be provided concurrent with the proposed development consistent with the applicable Chapter 4, Baywide Development Standards, and Chapter 5, Planning Districts (including any development standards within the applicable planning district or subdistrict), to further public health and safety and the public welfare, the Coastal Act, the Port Act, and Port Master Plan goals.	
Mobility Element	
Goal 1 An integrated, accessible, inclusive, and diverse network that facilitates the movement of people	
Objective 1.1 Maintain, enhance, and expand the modes of travel available to people on the water and land	
M Policy 1.1.11 The District shall require certain development, as applicable, to develop and comply with project-specific Transportation Demand Management (TDM) guidelines, with the intent to reduce dependence on single occupancy vehicles and reduce vehicle miles traveled to and from the proposed development site.	**Consistent.** Refer to Section 3.13, Transportation. The Project would incorporate various TDM strategies including increasing job density compared to existing conditions, implementing a commuter trip reduction program, providing improved bicycle facilities, providing end-of-trip facilities, and improving the pedestrian network.
M Policy 1.1.12 Through CDPs issued by the District, permittees shall plan, design, and implement improvements to the mobility network that provide opportunities for a variety of users to access the public realm. These improvements shall be developed in accordance with: a. Chapter 4, Baywide Development Standards; and b. Chapter 5, Planning Districts, including any development standards within the applicable planning district or subdistrict.	**Consistent.** A north–south public access connection would also be provided from the multi-use pathway along the southern side of North Harbor Drive through Topgolf's leasehold that would provide a variety of users access to the public realm. See analysis with Chapter 4 and 5 below.
M Policy 1.1.16 Through CDPs issued by the District, permittees shall advance as part of development the implementation of zero-emission mobility options, when feasible, and near-zero-emission passenger-related mobility options and supportive infrastructure improvements for the movement of people in alignment with District sustainability and maritime clean air strategies.	**Consistent.** CDPs would be pursued as part of Project implementation. Vehicular access to the Topgolf visitor-serving attraction would be via Liberator Way from either North Harbor Drive or Harbor Island Drive. The parking lot would include 46 EV ready stalls and 15 EV charging stalls. The Project would also incorporate various TDM measures to reduce mobile emissions; see consistency with Policy 1.1.11. Refer to Section 3.2, Air Quality, for a discussion of the Project's less than significant impacts on air quality.
Objective 1.3 Provide public parking to meet evolving demands	
M Policy 1.3.4 Permittees of development that generates parking demand shall identify and secure, as appropriate, vehicular parking sufficient to serve that development's specific use without relying upon or reducing existing vehicular spaces dedicated to public uses and when alternative mobility modes that offset the need for parking are not feasible or sufficient to meet total parking demand. Parking shall be provided through one or more of the following means:	**Consistent.** The Project includes redevelopment of approximately 9.8 acres for the Topgolf visitor-servicing attraction, redesignation of land uses, and development of a new waterfront park and promenade. The parking lot would include 289 parking stalls, including 46 EV ready stalls, 15 EV charging stalls, and seven Americans with Disabilities Act (ADA) parking stalls.

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
a. On-site parking. b. Shared agreements with adjoining development. c. Agreements with off-site parking facilities, which may be located on or off Tidelands, within a quarter-mile walking distance from the uses they serve. A greater distance may be acceptable if a mobility plan, showing how patrons would connect to and from the parking, is provided and accepted by the District. d. Participation in the establishment of planned mobility improvements, such as mobility hubs or shared parking facilities as specified in the associated subdistrict and supported by WLU Goal 3 and WLU Goal 7 (Chapter 3.1, Water and Land Use Element) and ECON Goal 1 (Chapter 3.6, Economics Element).	The Project also includes the realignment of Liberator Way. The roadway would include a 66-foot right-of-way with a 40-foot-wide street width, one travel lane in each direction, and space for parallel parking for a total of approximately 180 cars on either side of the roadway. Based on the Parking Analysis (Appendix O2) prepared for the Project, the proposed 289 parking spaces would be sufficient to accommodate the anticipated parking demand for the Topgolf visitor-serving attraction. The waterfront park parking demand of 31 spaces would be met with the parallel parking that would be provided along the newly realigned Liberator Way. The proposed roadway is approximately 2,300 feet and can accommodate approximately 90 parallel parking spaces on each side, totaling 180 parking spaces.
Ecology Element	
Goal 1: Tidelands that support vibrant and healthy ecosystems	
Objective 1.1 Enhance, conserve, restore, and maintain the biodiversity in Tideland areas	
ECO Policy 1.1.1 The District shall maintain marine resources in alignment with Section 30230 of the California Coastal Act.	**Consistent.** Riprap or nature-based solutions matching the surrounding shoreline of San Diego Bay would be installed along the eastern portion of the EHI redevelopment area as part of the re-stabilization of the shoreline. No permanent impacts from removal of the shallow and moderately deep subtidal and eelgrass beds would occur. Therefore, the Project would not result in the permanent loss of shallow and moderately deep subtidal and eelgrass beds, which provide potential essential fish habitat and Habitat Area of Particular Concern for groundfish and coastal pelagic species in the Pacific Coast region. However, as discussed in Section 3.3, Biological Resources, implementation of the Project could impact these species through temporary elimination of their foraging habitat during construction. Implementation of Mitigation Measures BIO-1 through BIO-3 would mitigate potential impacts to below a level of significance.
ECO Policy 1.1.2 The District shall prioritize and pursue opportunities for the protection, conservation, creation, restoration, and enhancement of sensitive habitats and State or federally listed coastal species.	**Consistent.** The Project would prioritize the protection, conservation, creation, restoration, and enhancement of sensitive habitats and listed coastal species. As discussed in Section 3.3, Biological Resources, mitigation measures would be implemented to reduce potential impacts to sensitive wildlife species, and sensitive vegetation communities.
ECO Policy 1.1.3 Future development adjacent to conservation areas and other sensitive habitats shall: a. Be coordinated, sited, and designed to avoid impacts where feasible or where legally required; if avoiding impacts is not feasible, or avoidance is not legally required, mitigate impacts in the following order of preference: 1. On-site; 2. In a mitigation bank; 3. In the same ecoregion with the Bay; 4. Elsewhere in the Bay; or	**Consistent.** The Project is not located adjacent to a conservation area. In the event that the shoreline repair and replacement requires in-water work and use of a barge, direct temporary impacts to eelgrass beds and shallow subtidal and moderately deep subtidal communities adjacent to the shoreline work area could result. Temporary impacts to the shallow subtidal and moderately deep subtidal communities could occur from operation of the barge; however, the barge would be removed once shoreline repair and replacement activities are completed and no permanent impacts are anticipated. Therefore, direct impacts to shallow

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
5. In the same watershed of the Coastal Zone; b. Require biological monitoring as determined by the District and/or the wildlife agencies; and c. When affecting disturbed sensitive habitat areas, restoration or enhancement must occur to the greatest extent feasible.	subtidal and moderately deep subtidal sensitive communities would be less than significant. Operation of the barge during shoreline repair and replacement could result in temporary direct impacts to the sensitive natural community eelgrass beds through direct disturbance, sedimentation, or shading that occurs for a long period of time. Therefore, direct temporary impacts to the sensitive community, eelgrass beds, would be potentially significant. The Project would be required to comply with applicable federal and state regulations that ensure no net loss of jurisdictional aquatic resources, including CWA Section 401 Water Quality Certification, CWA Section 404, Section 10 of the Rivers and Harbors Act, and the CCA in accordance with MM-BIO-5. Refer to Section 3.3, Biological Resources, for a discussion on the Project's impacts on jurisdictional aquatic resources—specifically, shallow subtidal and moderately deep subtidal non-wetland waters.
ECO Policy 1.1.6 Development within wetland buffers is limited to minor passive recreational uses, such as outlooks, and/or spur-trails, with fencing, or other improvements deemed necessary to protect the habitat, and should be located in portions of the buffer area farthest from the habitat (e.g., upper (upland) half of the buffer area). Minor encroachments of ecological buffers are also allowed if located next to an existing development.	**Consistent.** Development would not occur within the wetland or ecological buffer. While most of the Project activities are limited to the urban/developed land of the Project area, riprap/revetment repair or replacement could result in direct temporary impacts to shallow and moderately deep subtidal communities. The shoreline would be reinforced with riprap or nature-based solutions, consistent with the surrounding shoreline of San Diego Bay, and would not result in permanent impacts to the shallow subtidal and moderately deep subtidal non-wetland waters in the Project area. Refer to Section 3.3, Biological Resources, for a discussion on the Project's on-site resources and potential impacts.
ECO Policy 1.1.7 Development adjacent to habitat areas occupied by threatened or endangered species shall be in compliance with the federal and California Endangered Species Acts and shall be implemented to protect the health and survival of the species.	**Consistent.** Refer to Section 3.3, Biological Resources, on the Project's potential significant direct impacts to sensitive wildlife species, specifically foraging seabirds and shorebirds, nesting birds and raptors, sensitive roosting bats, and marine mammals, and required mitigation measures. The Project would comply with the federal and California Endangered Species Act. Mitigation Measures BIO-1 through BIO-3 would be implemented to protect the health and survival of the species.
ECO Policy 1.1.8 Development shall integrate drought-tolerant species native to the San Diego County Coastal Zone as a part of landscaped areas.	**Consistent.** The Project includes landscaping along the realigned Liberator Way and the Topgolf visitor-serving attraction and in the waterfront park and promenade. Landscaping would include native species, where feasible, and drought-tolerant species.
ECO Policy 1.1.9 Planting of invasive plant species shall be prohibited in landscaped areas. Development that contains landscaped areas with existing invasive species shall not continue to maintain these invasive species and shall prepare a plan to remove the invasive species.	**Consistent.** The Project includes landscaping along the realigned Liberator Way and the Topgolf visitor-serving attraction and in the waterfront park and promenade. Landscaping would include native species, where feasible, and drought-tolerant species. No invasive species would be permitted.

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Goal, Objective, Policy	Project
ECO Policy 1.1.10 Development above the water or adjacent to sensitive habitat areas should use ecologically sensitive lighting that is shielded and directed away from the water or sensitive habitat areas, sensor activated, and of the lowest possible color temperature that also meets public safety requirements	**Consistent.** The Project includes enhancements to Liberator Way and the development of a waterfront park and waterside promenade and would include low-intensity lighting fixtures that are shielded and directed away from sensitive habitats. Gamechanger lights (i.e., stadium lighting) would be mounted inside the Topgolf building and point toward the outfield to light up the target areas in the evening. In addition, Topgolf would include display screens that support the game functions of the facility and are typically located at the outfield fence facing toward the building. Visors would be included on each LED fixture to minimize off-axis glare and limit uplighting. Proposed outdoor lighting shall implement the lowest possible color temperature that also meets public safety requirements not to exceed a correlated color temperature of 2,700 Kelvins to emit less high-frequency blue light. Outdoor lighting shall be directed downward and shielded away from the waterfront to eliminate or reduce light trespass (to 0.08 foot-candles [fc] or [0.86 lux]), sky glow, and glare. Based on the Technical Lighting Analysis (Appendix C) for the East Basin area to the south of the site, the Project would not result in light spillage into marine habitats in the San Diego Bay with the implementation of mitigation in the form of a 9-foot-high berm or fence. Finally, due to the shielded, directional nature of the display screens, no light is expected to spill into the water from the screens. Refer to Section 3.1, Aesthetics, and Section 3.3, Biological Resources, for a discussion of the Project's potential indirect impacts and mitigation measures implemented due to increased lighting.
ECO Policy 1.1.11 The District shall encourage the use of biologically engineered stormwater solutions to prevent degradation of coastal wetlands and marine ecosystems, and to reduce stormwater pollution to the Bay.	**Consistent.** Refer Section 3.8, Hydrology and Water Quality, for a discussion on the Project's proposed stormwater features treatment control BMPs, water quality basins or similar approved devices for required water filtration and treatment, and six biofiltration swales along the south side of Liberator Way. The Project includes new storm drain infrastructure including implementation of BMPs and realignment of the two existing stormwater outfalls to prevent degradation of marine ecosystems and to reduce stormwater pollution to the Bay.
ECO Poly 1.1.12 Science-based management practices shall be used on Tidelands to guide water, sediment, and natural resource decisions.	**Consistent.** As discussed in 3.3, Biological Resources, and 3.8, Hydrology and Water Quality, the Project would incorporate best management practices and mitigation measures backed by Project-specific technical studies to reduce and avoid impacts to the Bay and sensitive species.
ECO Policy 1.1.17 The District shall prioritize the use of nature-based solutions composed of natural or sustainable materials that increase shoreline biodiversity and coastal resiliency, including but not limited to living shorelines and wetland and coastal habitat restoration, where feasible and applicable.	**Consistent**. A section of the shoreline on the eastern portion of the EHI redevelopment area would be replaced with riprap or nature-based solutions matching the surrounding shoreline of the San Diego Bay, as part of the re-stabilization of the shoreline. Refer to Appendix K, Sea-Level Rise Technical Memorandum, for a discussion of potential future nature-based solutions the Project could implement.

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Goal, Objective, Policy	Project
ECO Policy 1.1.18 Coastal flooding adaptation strategies or other natural resource management practices shall be implemented to protect coastal habitats and ecosystem function under a range of future sea level rise and climate change scenarios.	**Consistent.** Refer to Appendix K, Sea-Level Rise Technical Memorandum, for a discussion of potential future nature-based solutions the Project could implement. Implementation of actual adaptation strategies in the future would be based on monitoring of SLR and flood risk and more detailed Project-level planning and design of adaptation strategies.
ECO Policy 1.1.19 Support creative and innovative solutions to improve the resiliency of the Bay's marine ecosystems and the biodiversity within Tidelands.	**Consistent.** The Project would replace a section of shoreline with riprap or nature-based solutions matching the surrounding shoreline of the San Diego Bay, as part of the re-stabilization of the shoreline. Refer to Appendix K, Sea-Level Rise Technical Memorandum, for a discussion of potential future nature-based solutions the Project could implement.
ECO Policy 1.1.21 The District shall maximize habitat connectivity and continuity for intertidal and subtidal habitats within the Bay particularly for those areas that provide habitat and nursery areas for estuarine and marine species.	**Consistent.** The existing intertidal and subtidal habitats in the survey buffer are primarily outside the Project area and would remain in place during and after implementation of the Project. Refer to Section 3.3, Biological Resources, for a discussion of the Project's potential impacts on habitat connectivity.
ECO Policy 1.1.22 The District shall strive to conserve and enhance intertidal and subtidal habitat in an effort to reduce fragmentation, improve habitat functionality and create a connected network of intertidal and subtidal habitat throughout tidelands.	**Consistent.** A small portion on the south-central portion of the Project area includes these three sensitive communities: eelgrass beds, shallow subtidal, and moderately deep subtidal. Riprap replacement could result in direct temporary impacts to the shallow and moderately deep subtidal communities. The shoreline would be reinforced with riprap or nature-based solutions, consistent with the surrounding shoreline of San Diego Bay, and would not result in permanent impacts to the shallow subtidal and moderately deep subtidal non-wetland waters in the Project area. Mitigation Measures BIO-1 through BIO-3 would be implemented to conserve and improve subtidal habitat functionality. Refer to Section 3.3, Biological Resources, for a discussion on the Project's potential habitat impacts.
ECO Policy 1.1.23 The District shall pursue opportunities to create, preserve, enhance or restore intertidal and subtidal habitats in areas that have historically been impacted by development.	**Consistent** Creations, preservation, enhancement or restoration of intertidal and subtidal habitats were not included as part of the Project due to existing constraints, such as adjacency to the SDIA and Convair Lagoon. Most of the Project impacts are proposed within existing urban/developed land. Intertidal and subtidal habitat in the Bay has been historically impacted due to development along the water in this area. Please refer to Section 3.3, Biological Resources, for a discussion on the Project's potential habitat impacts and required mitigation measures that would be incorporated to reduce impacts.

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
Goal 2 Clean, healthy waters and landside areas	
Objective 2.1 Protect and enhance water quality to support swimmable, fishable, and biologically productive waters	
ECO Policy 2.1.1 The District shall prioritize and pursue opportunities for the protection and enhancement of water quality.	**Consistent.** Two major outfalls are proposed, in similar locations to several existing outfalls, which would discharge stormwater to the Harbor Island East Basin portion of the San Diego Bay. Prior to discharge, stormwater runoff from the Topgolf Project site would be collected in a catch basin on the central-southern end of the site and transported to an approved water quality basin or similar approved device for required water filtration. The realignment of Liberator Way would incorporate elements to provide water quality treatment. The Project includes six biofiltration swales along the southern side of Liberator Way. Refer to Section 3.8, Hydrology and Water Quality, for a discussion of the Project's stormwater and water quality features.
ECO Policy 2.1.2 The District shall maintain water quality in alignment with California Coastal Act Section 30231.	**Consistent.** After construction, the Project would drain into two proposed 48-inch reinforced concrete pipes that directly discharge into San Diego Bay. Before discharge, stormwater runoff would be collected through a series of water quality basins or similar approved device for required water filtration. In addition, the realignment of Liberator Way would incorporate green street elements to provide water quality treatment. These stormwater infrastructure improvements would maintain water quality in alignment with Section 30231 by controlling runoff and minimizing adverse effects of stormwater discharges.
ECO Policy 2.1.3 Waste management strategies shall be implemented throughout Tidelands, including as part of development, with a focus on reducing trash entering waterways.	**Consistent.** Trash receptacles would be placed within the waterfront park and promenade areas.
ECO Policy 2.1.5 The District shall continue to conduct, or require permittees to conduct, long-term monitoring of water, sediment, eelgrass, birds, and marine life in the Bay.	**Consistent.** As discussed in Section 3.3, the Project would be required to implement Mitigation Measure BIO-4, which would reduce potential indirect impacts to sensitive wildlife species through incorporating wildlife-safe building practices, a barrier netting system, and lighting features into the Project design and implementing a performance monitoring plan. Specifically, the mitigation measure includes a Performance Monitoring and Adaptive Management Plan that includes the implementation of a 3-year post-construction monitoring and adaptive management plan to evaluate the effectiveness of the building, barrier netting system, and lighting designs in preventing bird collisions or entanglement.
Objective 2.2 Improve fill, soil, and sediment quality	
ECO Policy 2.2.1 The District shall prioritize and pursue opportunities for the protection and enhancement of sediment quality.	**Consistent.** Refer to Section 3.7, Hazards and Hazardous Materials, on the Project's potential impacts related to accidental release of hazardous materials associated with current and past uses of the Project area and required mitigation measures that would be implemented to reduce impacts. Also refer to Section 3.8 for a discussion on the Project's potential impacts to water quality.

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
ECO Policy 2.2.3 Development shall not result in degradation beyond regulatory or legal limits for fill, soil, and sediment quality and shall minimize exposure of adjacent communities to fill, soil, and sediment-based environmental contamination.	**Consistent.** Total import and export material from all Project components are assumed to be approximately 205,005 cubic yards during grading phases. Any fill brough to the site must be certified clean. Refer to Section 3.7, Hazards and Hazardous Materials, on the Project's potential impacts related to accidental release of hazardous materials associated with current and past uses of the Project area and required mitigation measures to reduce those impacts. The Project would also be required to adhere to all applicable state and federal regulations for the safe handling and transport of hazardous soils and to minimize exposure to soil contamination.
Objective 2.3 Prevent pollution from entering the Bay	**Consistent.** Two major outfalls are proposed, in similar locations to several existing outfalls, which would discharge stormwater to the Harbor Island East Basin portion of the San Diego Bay. Prior to discharge, stormwater runoff from the Topgolf Project site would be collected in a catch basin on the central-southern end of the site and transported to an approved water quality basin or similar approved device for required water filtration. The realignment of Liberator Way would incorporate elements to provide water quality treatment. The Project includes six biofiltration swales along the southern side of Liberator Way. Refer to Section 3.8, Hydrology and Water Quality, for a discussion of Project's stormwater and water quality features.
ECO Policy 2.3.1 Owners and operators of stormwater conveyances on tidelands shall comply with the municipal stormwater permit (MS4) and other legal requirements to minimize pollution impacts in the Bay.	**Consistent.** The Project would comply with the municipal stormwater permit (MS4) and other legal requirements to minimize pollution impacts in the Bay. After construction, the Project would drain into two proposed reinforced concrete pipes that would discharge into San Diego Bay. Prior to discharge, stormwater runoff from the Topgolf Project site would be collected in a catch basin on the central-southern end of the site and transported to an approved water quality basin or similar approved device for required water filtration. In addition, the realignment of Liberator Way would incorporate elements to provide water quality treatment. Refer to Section 3.8, Hydrology and Water Quality.
ECO Policy 2.3.2 Educational information shall be provided to the public and tenants regarding natural resources protection, runoff or increased runoff flows, and pollution prevention measures to minimize or reduce impacts on water and sediment quality.	**Consistent.** Wayfinding, directional, informational, and safety signage would be provided throughout the waterfront park and promenade.
ECO Policy 2.3.4 Permittees shall implement measures to prevent pollution impacts and adverse impacts from runoff flows from all development and maintenance activities.	**Consistent.** During construction, BMPs would be implemented to ensure compliance with regulatory agency requirements and permit conditions. BMPs would include measures to help prevent degradation of water quality, avoid releases of construction debris and hazardous materials, limit construction equipment idling and fugitive dust emissions, protect biological resources, and control erosion and sedimentation. During operation, stormwater runoff would be collected through a series of water quality basins or similar

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Goal, Objective, Policy	Project
	approved device for required water filtration. In addition, the realignment of Liberator Way would incorporate six biofiltration swales to provide water quality treatment. Refer to Section 3.8, Hydrology and Water Quality.
ECO Policy 2.3.5 Development projects located in areas identified as impaired under Section 303(d) of the Clean Water Act shall implement measures to protect and improve water quality.	**Consistent.** After construction, the Project would drain treated runoff into two proposed reinforced concrete pipes that directly discharge into San Diego Bay. San Diego Bay is a 303(d) listed waterbody for polychlorinated biphenyls. Refer to Policy 2.3.4. In addition, refer to Section 3.8, Hydrology and Water Quality, for the Project's proposed measures to protect and improve water quality.
Goal 3 Clean air for a healthy environment and healthy communities	
Objective 3.1 Reduce levels of toxic air contaminants and criteria pollutants	
ECO Policy 3.1.1 Permittees shall implement programs and activities that reduce exposure to toxic air contaminants and criteria air pollutants in and adjacent to tidelands.	**Consistent.** Refer to Section 3.2, Air Quality, for a discussion of the Project's potential impacts related to toxic air contaminants and criteria air pollutants. The analysis concluded the Project would have less than significant impacts and would not exceed the thresholds for exposure to toxic air contaminants and criteria air pollutants in and adjacent to tidelands.
ECO Policy 3.1.2 Permittees shall implement clean air action measures, which may include: a. Efficient buildings design features; b. Vehicles, vessels, and advanced technologies powered by alternative fuels or electric powered; c. Parking management programs; d. Alternative transportation programs; e. Energy efficient lighting; and f. Native tree planting and landscaping.	**Consistent.** Optimizing energy performance would be facilitated through the use of highly efficient glazing systems with low-E insulated glass, high R-value walls/roof assemblies, and increased lighting controls to take advantage of daylight being brought into the complex via fenestrations or skylights. In addition, a solar canopy may be included over the Topgolf visitor-serving attraction surface parking lot to minimize electricity usage from operations. The parking lot would include 289 parking stalls, including 46 EV-ready stalls, 15 EV charging stalls, and seven Americans with Disabilities Act (ADA) parking stalls. Project landscaping would include native species and drought-tolerant plant material. Refer to Section 3.4, Energy, for a discussion on the Project's energy-reducing features. The Topgolf applicant would implement a transportation demand management program. Refer to Section 3.13, Transportation, for specifics on proposed transportation demand measures that include alternative transportation programs.
Safety and Resiliency Element	
Goal 1 Safe and secure Tidelands	
Objective 1.1 Establish and maintain safe access to, from, and throughout tidelands	
SR Policy 1.1.1 The District shall require the planning, designing, and implementation of physical access to development sites. In the event that a site is not considered fully safe, a portion of the site (e.g., a viewpoint) shall provide public access.	**Consistent.** The Project would provide full physical access to all parts of the development site.

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Goal, Objective, Policy	Project
SR Policy 1.1.6 Permittees of development that lies within, or partially within, a designated Earthquake Fault Zone shall: a. Comply with the seismic safety standards of all applicable seismic provisions and criteria in the most recent version of California State and applicable municipal codes; and b. Incorporate siting and design techniques to address any such geologic hazards.	**Consistent.** The Rose Canyon Fault Zone, the nearest active fault system to the Project area, is located approximately a mile east of the Project area. The Spanish Bight fault, a strand of the Rose Canyon Fault Zone, runs north to south through the central portion of the Project area., Another strand of the Rose Canyon Fault Zone, East Bay fault strand, is located east of the Project area. The Project would comply with applicable seismic provisions and criteria in the latest California Building Code and would incorporate any siting and design techniques to address geological hazards in accordance with Mitigation Measure GEO-1. Refer to Section 3.5, Geology and Soils, for additional discussion.
SR Policy 1.1.7 Development within an Airport Land Use Compatibility Plan (ALUCP) defined safety compatibility zone shall be sited and designed to minimize the risk of personal injury to people and damage to property in the air and on the ground, consistent with ALUCP requirements.	**Consistent.** The Project is located within an ALUC for SDIA and NASNI. The proposed Topgolf visitor-serving attraction would include an artificial turf outfield enclosed by a polyester barrier netting system suspended on poles ranging between 90 feet near the building and crest to 170 feet in height near the outfield. No other Project components would result in tall structures. FAA issued a Determination of No Hazard to Air Navigation with Conditions for the Topgolf visitor-serving attraction. The FAA has determined that four to 16 poles supporting the safety netting be marked/lighted with red lights in accordance with FAA Advisory circular 70/7460-1 M, Obstruction Marking and Lighting (FAA 2024) to minimize the risk of personal injury to people and damage to property in the air and on the ground, consistent with ALUCP requirements. Refer to Section 3.7, Hazards and Hazardous Materials, for additional information.
SR Policy 1.1.8 The District shall: a. Restrict development of any project that would cause hazards to air navigation located within airport approach and departure areas or known flight patterns within the applicable Airport Influence Area (AIA), and b. Restrict future uses that may impact airport operations or not meet State or federal aviation standards, including the introduction of new incompatible uses within Runway Protection Zones (RPZs).	**Consistent.** The Project area is within the designated AIA of the SDIA and NASNI, but not within the Airport Safety Compatibility Zones, including the runway protection zone. FAA issued a Determination of No Hazard to Air Navigation with Conditions for the Topgolf visitor-serving attraction. The FAA has determined that four to 16 poles supporting the safety netting be marked/lighted with red lights in accordance with FAA Advisory circular 70/7460-1 M, Obstruction Marking and Lighting (FAA 2024) to minimize the risk of personal injury to people and damage to property in the air and on the ground, consistent with ALUCP requirements. Refer to Section 3.7, Hazards and Hazardous Materials.
SR Policy 1.1.9 Permittees shall coordinate as appropriate, with the Federal Aviation Administration on proposed developments (structures and temporary equipment) that meet the notification criteria as defined by Code of Federal Regulations Title 14, Part 77.	**Consistent.** Refer to SR Policy 1.1.7 consistency discussion. Project construction would include the use of cranes during construction, which would be required to file a Notice of Proposed Construction or Alteration (FAA Form 7460-1). Refer to Section 3.7, Hazards and Hazardous Materials.
SR Objective 1.3 Maintain public safety through law enforcement, fire safety, and emergency medical services	
SR Policy 1.3.1 The District shall provide public safety facilities on water and on land for the HPD to maintain public safety capabilities in alignment with the Port Act.	**Consistent.** The Project area includes the existing San Diego Harbor Police headquarters, which would serve the Project.

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Goal, Objective, Policy	Project
SR Goal 3 Climate and coastal resilient Tidelands	
SR Objective 3.1 Reduce GHG emissions and support pathways toward carbon neutrality throughout Tidelands	
SR Policy 3.1.3 Permittees of development shall deploy renewable energy technology to improve energy reliability and economic resilience, where feasible.	**Consistent.** A solar canopy would be included over the Topgolf visitor-serving attraction's surface parking lot to minimize electricity usage from the attraction's operations. Refer to Section 3.4, Energy, for a discussion on the Project's impacts related to energy.
SR Policy 3.1.6 The District shall promote the innovative use of "green" design for new or retrofitted Tidelands' buildings, structures, and facilities.	**Consistent.** The Project proposes sustainability measures to the extent feasible. Light-colored roofing and hardscape materials would be selected to reduce the heat island effect. Optimizing energy performance would be facilitated through the use of highly efficient glazing systems with low-E insulated glass, high R-value walls/roof assemblies, and increased lighting controls to take advantage of daylight being brought into the complex via fenestrations or skylights. Preference would be given to materials that are of high recycled content, made through a sustainably manufactured process, or acquired through local sourcing to minimize the impact of the Topgolf construction on the environment. In addition, a solar canopy would be included over the Topgolf visitor-serving attraction's surface parking lot to minimize electricity usage from Topgolf operations. Refer to Section 3.6, Greenhouse Gas Emissions, for a discussion of the Project's GHG-reducing features.
SR Policy 3.1.7 Development shall include water conservation strategies to save water and energy on-site, where feasible.	**Consistent.** The Project proposes sustainability measures including drought-tolerant landscaping and low-flow plumbing fixtures in the complex to minimize outdoor and indoor water use. Refer to Section 3.4, Energy, for a discussion on the Project's energy-reducing features.
SR Objective 3.3 Apply adaptive management to reduce the risk of marine and coastal resource climate impacts	
SR Policy 3.3.1 Permittees shall submit a site-specific hazard report to the District using best available science and considers best practices as provided by federal, State, or regional guidance on coastal resiliency. At a minimum, the site-specific hazard report shall address anticipated coastal hazards over the anticipated life of the development, including, but not limited to inundation; flooding associated with storms of various return periods, including a 100-year storm; wave runup and overtopping; historic and projected future shoreline erosion; groundwater rise; saltwater intrusion; tsunamis; and changes to these hazards over time due to projected SLR at the site. The following requirements apply to the site-specific hazard analysis for the report: a. The analysis shall be conducted by a licensed engineer with experience in coastal processes and shall be submitted to the District for its review and approval. b. Using best available science and applicable regional, State, or federal adaptation planning guidance documents, the analysis shall consider multiple SLR scenarios and projections associated with the anticipated life of the	**Consistent.** An SLR Analysis was prepared for the Project (Appendix K), which evaluated the potential SLR inundation and temporary flooding impacts that could occur in the Project area with and without the Project. The Project is not expected to exacerbate SLR inundation or flooding in the Project area under any of the analyzed SLR scenarios that would lead to overtopping of the Project. Refer to Appendix K for additional information.

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Goal, Objective, Policy	Project
development and, when applicable, identify potential future impacts on on-site natural resources. c. The analysis shall identify threshold SLR amounts that could lead to impacts (e.g., the amount of SLR that could lead to overtopping of the proposed development). d. For development that does not meet the requirements that allow shoreline protective devices subject to SR Policy 3.3.3, SR Policy 3.3.6, or SR Policy 3.3.9, the hazard analysis shall be performed assuming no reliance upon future shoreline protective devices. e. If applicable, the report shall identify the coastal hazards that could trigger implementation of SLR adaptation strategies. If the development cannot fully minimize or avoid the impacts of coastal hazards for the anticipated life of the development, the report shall discuss possible adaptation responses to the hazards to reduce risk as feasible and mitigate impacts on coastal resources. f. As part of Coastal Act approval, the District shall review the report and require the development to implement the recommendations in the report and/or any other siting and design adaptation measures that the District determines are necessary to find that the development is consistent with the requirements of this Plan.	
SR Policy 3.3.2 The District shall require permittees to site and design development to avoid impacts from coastal hazards from projected SLR considering the anticipated life of the development, where feasible. a. If coastal hazards cannot be completely avoided, the District shall require planning, designing, and implementation of adaptation strategies, that: 1. Address the hazards over the anticipated life of the development; 2. Protect coastal resources, public access, and recreational facilities, and 3. Minimize risks to life and property to the maximum extent feasible.	**Consistent.** The Project is not expected to exacerbate SLR inundation or flooding in the Project area under any of the analyzed SLR scenarios that would lead to coastal hazards. Refer to Policy 3.3.1. Refer to Appendix K, Sea-Level Rise Technical Memorandum, for a discussion of potential future nature-based solutions the Project could implement. Implementation of actual adaptation strategies in the future would be based on monitoring of SLR and flood risk and more detailed Project-level planning and design of adaptation strategies.
SR Policy 3.3.4 The District and permittees shall prioritize implementation of nature based adaptation strategies for coastal resiliency as an alternative to the placement of shoreline protective devices, where feasible and applicable.	**Consistent.** Refer to Appendix K, Sea-Level Rise Technical Memorandum, for a discussion of potential future nature-based solutions as opposed to the placement of shoreline protective devices. Riprap or nature-based solutions matching the surrounding shoreline of San Diego Bay would be installed along the eastern portion of the EHI redevelopment area as part of the re-stabilization of the shoreline.
SR Policy 3.3.5 The District shall require new landside accessways and recreational facilities be sited and designed to avoid impacts from coastal hazards and minimize environmental impacts while maximizing coastal access.	**Consistent.** The Project includes the development of a new waterfront park. The improvements would include a waterside promenade that would offer public coastal access along the waterfront. A north–south public access connection from the multi-use pathway along the southern side of North Harbor Drive through the Topgolf leasehold would provide a

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Goal, Objective, Policy	Project
	variety of users access to the public realm and would provide public access to points along the Bay where there currently is none. The majority of the improvements would be sited in upland/developed areas to minimize impacts from coastal hazards and environmental impacts while maximizing coastal access.
SR Policy 3.3.8 To improve coastal access, the District encourages incorporation of step-down areas into an existing shoreline protective device that abuts a sandy beach.	**Consistent.** The Project includes a waterfront park and promenade. The Project area does not abut a sandy beach.
SR Policy 3.3.10 When constructing, reconstructing, expanding, or replacing a shoreline protective device (per SR Policy 3.3.3, SR Policy 3.3.6, and SR Policy 3.3.9), the District shall require it be designed to: a. Minimize adverse impacts on local shoreline sand supply; b. Minimize impacts on recreation, habitat, scenic views, beach width, and other coastal resources; c. Encourage inland expansion of protective devices rather than further fill of coastal waters to minimize resource impacts; and d. Not substantially impair coastal access or other Public Trust uses.	**Consistent.** A portion of the existing shoreline on the eastern side of the EHI redevelopment area would be replaced with riprap or nature-based solutions matching the surrounding shoreline of the San Diego Bay, as part of the re-stabilization of the shoreline. The features would be designed to minimize adverse impacts on local shoreline sand supply; minimize impacts on recreation, habitat, scenic views, beach width, and other coastal resources; encourage inland expansion of protective devices rather than further fill of coastal waters to minimize resource impacts; and not substantially impair coastal access or other Public Trust uses. Refer to Policy 3.3.5 and Section 3.3, Biological Resources, for a discussion of the Project's potential direct temporary impacts to jurisdictional aquatic resources, specifically shallow subtidal and moderately deep subtidal non-wetland waters and mitigation measures that would be implemented to minimize adverse impacts on habitat and coastal resources. Refer to Section 3.1, Aesthetics, for a discussion on the Project's impacts on visual resources.
Objective 3.4 Collaborate with partner agencies and adjacent disadvantaged communities to effectively monitor, assess, plan, and adapt for future hazards, including climate-related impacts in and around San Diego Bay	
SR Policy 3.4.1 The District shall collaborate with utility providers to ensure that Tidelands utility infrastructure is adequately upgraded, and receives ongoing maintenance and safety evaluations, to meet projected climate conditions and hazards, including but not limited to SLR.	**Consistent.** The Project would utilize infrastructure from outside utility providers to serve the Project. Proposed utilities in re-aligned Liberator Way would be designed for full buildout of the Project area.
SR Policy 3.4.4 The District shall partner with regional, State, and federal agencies to design new or modify existing infrastructure to be adaptable to future climate conditions.	**Consistent.** Refer to Appendix K, Sea-Level Rise Technical Memorandum, for a discussion of potential future nature-based solutions to future climate conditions. Implementation of actual adaptation strategies in the future would be based on monitoring of SLR and flood risk and more detailed Project-level planning and design of adaptation strategies.

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
Environmental Justice Element	
Goal 1 Ensure Tidelands are accessible	
Objective 1.1 Promote a diverse range of mobility options for accessing Tidelands	
EJ Policy 1.1.1 The District shall coordinate with adjacent jurisdictions to: a. Identify multimodal improvements that would enhance connections between adjacent disadvantaged communities and Tidelands; and b. Prioritize the implementation of the identified multimodal improvements to enhance connections between adjacent disadvantaged communities and Tidelands.	**Consistent.** The Project includes the construction of a waterside promenade for both bicyclists and pedestrians along the Project frontage on Liberator Way. This Project feature would improve coastal access and access to the park (open space) portion and Topgolf component of the development to bicyclists and pedestrians that traverse the surrounding area. Additionally, the proposed waterfront park and promenade would provide public access along the waterfront for both bikes and pedestrians. A north–south public access connection would also be provided from the multi-use pathway along the southern side of North Harbor Drive that would provide a variety of users access to the public realm and would provide public access to points along the Bay.
EJ Policy 1.1.4 The District shall coordinate with members of the public to explore and expand public transit options that allow and encourage access to Tidelands for all people.	**Consistent.** The Project includes the construction of a multi-use path that would allow access to the Tidelands for all people.
Objective 1.2 Provide recreational opportunities that are safe and accessible	
EJ Policy 1.2.1 All appealable development shall provide a range of free and lower cost recreational facilities throughout Tidelands that are accessible to disadvantaged communities, where feasible.	**Consistent.** The Project includes development of a waterfront park and waterside promenade that would offer free public coastal access along the waterfront. In addition, the Project includes the development of a Topgolf visitor-serving attraction inclusive of restaurant and retail uses. Topgolf's Driving for Good program offers community benefit opportunities including the Youth Play it Forward program, which provides golf access for high school golf teams and charities serving youth mentorship, leadership, and empowerment. As part of Topgolf's Driving for Good community engagement plan, Topgolf and District staff would collaborate each year to focus on reaching out to schools and charities within historically disadvantaged communities to ensure equitable access to participate in Topgolf's Youth Play it Forward programs. Topgolf's programming also includes a Kid Zone, a free program to children 12 years and younger to include proactive outreach and free game play.
Objective 1.3 Increase coastal access and recreational opportunities near disadvantaged communities	
EJ Policy 1.3.1 Avoid a net loss of recreational open space acreage adjacent to disadvantaged communities, measured in both the size and the quality of the resource, due to development	**Consistent.** The Project would not result in a net loss of Recreation Open Space. The Project includes development of a 10.1-acre waterfront park and waterside promenade that would offer free public coastal access along the waterfront.
EJ Policy 1.3.2 Through CDPs issued by the District, permittees shall protect and, where feasible, expand free and lower cost recreational facilities, including but not limited to recreational fishing or swimming opportunities, parks, or viewing piers, on Tidelands adjacent to Portside and Tidelands Border Communities, and other disadvantaged communities	**Consistent.** The Project includes development of a waterfront park and waterside promenade that would offer free public coastal access along the waterfront. In addition, the Project includes the development of a Topgolf visitor-serving attraction with a visitor-serving attraction inclusive of restaurant and retail uses. Topgolf's Driving for Good program offers community benefit opportunities including

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
	the Youth Play it Forward program which provides golf access for high school golf teams and charities serving youth mentorship, leadership, and empowerment. As part of Topgolf's Driving for Good community engagement plan, Topgolf and District staff would collaborate each year to focus on reaching out to schools and charities within historically disadvantaged communities to ensure equitable access to participate in Topgolf's Youth Play it Forward programs. Topgolf's programming also includes a Kid Zone, a free program to children 12 years and younger to include proactive outreach and free game play.
Goal 2 Promote inclusive public participation	
Objective 2.2 Provide meaningful engagement opportunities for disadvantaged and indigenous communities to participate in the District's planning and public involvement processes	
EJ Policy 2.2.2 Engage people from disadvantaged communities and relevant indigenous communities and tribes that may be impacted by upcoming activities or development on Tidelands to encourage meaningful participation in the District's planning and development decisions, including but not limited to participation in discussions to identify mitigation options for projects that may impact them.	**Consistent.** A Notice of Preparation was circulated for public and public agency review from December 15, 2023, through January 16, 2024. In addition, the District held a public scoping meeting on December 7, 2024. Public agencies and members of the public were invited to attend and provide input on the scope of this EIR. In addition, on January 26, 2024, the District contacted nine Tribes (Barona Band of Mission Indians, Campo Band of Diegueño Mission Indians, Iipay Nation of Santa Ysabel, Jamul Indian Village, Kwaaymii Laguna Band of Mission Indians, Manzanita Band of Kumeyaay Nation, San Pasqual Band of Diegueño Indians, Sycuan Band of the Kumeyaay Nation, and Viejas Band of Kumeyaay Indians) by email and mail to initiate consultation pursuant to AB 52 and SB 18. Refer to Section 3.14, Tribal Cultural Resources, for additional information on Tribal outreach.
Objective 3.2 Advance clean air and water programs and strategies	
EJ Policy 3.2.4 Support actions and measures taken by tenants and occupants on Tidelands that improve environmental conditions and advance long-term sustainability.	**Consistent.** The Project would incorporate measures to improve environmental conditions and advance long-term sustainability. Specifically, light-colored roofing and hardscape materials would be utilized to reduce the heat island effect. Optimizing energy performance would be facilitated through the use of highly efficient glazing systems with low-E insulated glass, high R-value walls/roof assemblies, and increased lighting controls to take advantage of daylight being brought into the complex via fenestrations or skylights. Preference would be given to materials that are of high recycled content, made through a sustainably manufactured process, or acquired through local sourcing to minimize the impact of the complex's construction on the environment. In addition, a solar canopy would be included over the Topgolf visitor-serving attraction's surface parking lot to minimize electricity usage from the complex's operations. Drought-tolerant landscaping and low-flow plumbing fixtures in the complex would minimize outdoor and indoor water use.

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
Chapter 4 - Baywide Development Standards	
4.2 Recreation Open Space and Activating Features Standards	
4.2.1 Standards for Recreation Open Space. The following requirements apply to areas designated as Recreation Open Space: 1. Shall be located directly adjacent to the waterfront, i.e. between development and the water's edge. Additional Recreation Open Space areas above the minimum required acreage within a subdistrict may be located landward of development; 2. Should be designed with an appropriate balance of softscape and hardscape based on a subdistrict's character or as specified in *Chapter 5, Planning Districts* for that subdistrict to provide users with visual and physical relief from paved surfaces; a. Soft surfaces or softscape may include landscaping, planting ground cover, and other materials, such as mulch and turf. b. Landscaping shall be consistent with ECO Policy 1.1.8 (Chapter 3.3 Ecology Element). 3. Should include activating uses, such as kiosks, retail, or amenities, or passive recreation activities; See *Section 4.2.3 Standards for Activating Features, including Pavilions* for additional requirements; and 4. Should include fixed or movable seating. 5. When calculating areas for purposes of satisfying minimum acreage requirements, the following do not qualify as designated Recreation Open Space: a. Cantilevered areas beyond the Mean Higher High Water line; b. Access roads or parking areas that primarily serve commercial development; c. Outdoor dining areas reserved exclusively for nearby commercial development; d. Required building setbacks; e. Areas that are less than 30 feet in width, that extend between commercial uses and that are surrounded on two or more sides by commercial development—for example, plazas, pathways, and amenity zones; and f. Rooftop park space shall be permitted but shall not be used to satisfy minimum acreage requirements.	**Consistent.** The Project includes the development of a 10.1-acre waterfront park and promenade on land designated as Recreation Open Space between the proposed Topgolf visitor-serving attraction and the water's edge. The improvements would include a 20-foot waterside promenade that would offer public coastal access along the San Diego Bay. The waterfront park may include active and passive uses, such as plaza areas, pavilions, playgrounds, cultural uses, seating and shade structures, public art, a mixture of hardscape and landscape, kiosks, and other activating features to draw visitors to the Bay, as well as restrooms. Wayfinding, directional, informational, and safety signage would be provided throughout the waterfront park and promenade. No minimum required acreage of Recreation Open Space is specified in the PMPU for the East Harbor Island Subdistrict. The waterfront park would be designed with an appropriate balance of softscape and hardscape. Softscape surfaces would include landscaping, plant ground cover, and other materials such as mulch and turf. Landscaping would include native species, where feasible, and drought-tolerant species. As discussed above, the landscaping would be consistent with ECO Policy 1.1.8 (Chapter 3.3 Ecology Element).
4.3.2 (a) Activating Features. Activating features may include: 1. A variety of recreational uses, such as fitness activities and play structures; 2. Moveable kiosks or carts; 3. Pavilions, subject to standards in *Section 4.2.3(B), Pavilions*, below; and	**Consistent.** The Project includes the development of a 10.1-acre waterfront park and promenade on land designated as Recreation Open Space between the proposed Topgolf visitor-serving attraction and the water's edge. The improvements would include a 20-foot waterside promenade that would offer public coastal access along the San Diego Bay. The waterfront park may include active and passive uses, such as plaza areas, pavilions, playgrounds, cultural uses, seating and shade

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
4. The following standards apply to all activating features, including Pavilions: a. Frequency/Intensity. Location-specific criteria, including the maximum number of activating features and pavilions in a subdistrict, is specified within the applicable subdistrict development standards. b. If no guidance is provided for the number of activating features within the subdistrict development standards, the number of activating features shall be commensurate with the intensity of the development in that subdistrict, and the associated Activation Plan. Activating features may be grouped or distributed throughout the subdistrict. c. If no guidance is provided for the number of pavilions within the subdistrict development standards, the number of pavilions shall be commensurate with the intensity of the development in that subdistrict, and the associated Activation Plan.	structures, public art, a mixture of hardscape and landscape, kiosks, and other activating features to draw visitors to the Bay, as well as restrooms.
4.3 Pathway Standards	
4.3.1 Standards for Waterside Promenades. Waterside promenades ensure coastal access to the waterfront. Promenades are identified in each planning district's coastal access views and pathways map. Additional location-specific requirements are identified in the development standards for each subdistrict. The following requirements apply baywide: 1. A waterside promenade shall be provided as part of any development that abuts the waterfront and is not a coastal-dependent maritime industrial use, in accordance with WLU Goal 3 (Chapter 3.1, Water and Land Use Element) and as defined in Table 3.1.3, Allowable Use Types for Land Use Designations, and in accordance with the following requirements: a. Waterside promenades shall be provided in the locations specified in each planning district's Coastal Access Views and Pathways Map; b. Minimum widths for waterside promenades are specified in the subdistrict's public realm standards; however, development is encouraged to exceed the minimum dimension; c. Waterside promenades shall connect to other existing or planned adjacent waterside promenades; and d. Waterside promenades shall connect to other pathways to, and through, upland developed areas. 2. Waterside promenades shall be part of a comprehensive design, in accordance with the following standards: a. Where increases in intensity are proposed beyond that described in this Port Master Plan, the associated promenade width shall be increased accordingly to accommodate the increase in use, not congest pedestrian flow, and maintain coastal access;	**Consistent.** The Project includes the development of a waterfront park and waterside promenade on land designated as Recreation Open Space between the proposed Topgolf visitor-serving attraction and the water's edge. The improvements would include a 20-foot waterside promenade that would offer public coastal access along the San Diego Bay. The promenade meets the minimum width specified in the East Harbor Subdistrict's public realm standards, PD2.53. In addition, a walkway ranging from 8 to 10 feet that would be located east of the parking lot in front of the Topgolf visitor-serving attraction, providing a north–south connection from the multi-use pathway to San Diego Bay and promoting coastal access. The promenade and walkway would be provided in the locations specified in Planning District 2's Coastal Access Views and Pathways Map, Figure PD2.4 (PMPU, p. 227). The waterside promenade and walkway would connect to the proposed waterfront park, as well as existing walkways and other areas of Harbor Island, including upland developed areas.

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Goal, Objective, Policy	Project
b. Promenade design may vary in consideration of geographic context, topography, and location in Tidelands but generally shall be consistent and contiguous in the same subdistrict, and between adjacent subdistricts; c. Where changes occur between segments, leaseholds, and/or widths, promenades shall be designed to carefully transition and avoid abrupt changes in width; and d. Promenades shall be designed with a consistent and/or complementary approach to paving, material finish, handrail design, and scale. 3. Waterside promenades shall be provided as part of any development that abuts the waterfront; however, waterside promenades are not required for coastal-dependent maritime industrial uses, when it is infeasible pursuant to Section 4.3.1 Standards for Waterside Promenades (5), below, as defined in Table 3.1.3, Allowable Use Types for Land Use Designations for safety and security concerns. 4. Waterside promenades are not required on existing golf courses for public safety concerns 5. Waterside promenades are required for all uses considering the need to protect public rights to access Tidelands. Exceptions to this requirement may be allowed if BPC makes one of the following findings: a. A waterside promenade width and/or alignment is determined to be infeasible based on a site-specific survey, project-specific economic analysis or documentation of public safety or security issues; b. A waterside promenade width and/or alignment would interfere with or prohibit operation in any coastal-dependent water or land use, or the interface thereof; or c. Development of the waterside promenade width and/or alignment would require demolition and setback of an existing building that is currently occupied or fit for occupancy and the applicant is not proposing demolition of any part of said structure. 6. If all or a segment of a waterside promenade cannot meet the width prescribed in the subdistrict's public realm standards and has demonstrated infeasibility findings in 4.3.1(5) (Chapter 4, Baywide Development Standards, Standards for Waterside Promenades), an alternative waterside promenade surface area shall be provided as follows: a. Any alternative waterside promenade shall have a minimum width of 5 feet, unless otherwise specified in the subdistrict standards; and; b. The minimum alternative waterside promenade surface area shall be commensurate with the square footage that would have been provided if consistent with the waterside promenade width in the subdistrict's public realm standards (length of leasehold x minimum promenade	

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
width = minimum surface area; e.g., 100-foot-wide leasehold x minimum 10-foot-wide promenade = 1,000 square foot surface area). 7. If a segment of a waterside promenade cannot be provided consistent with the Planning District's Coastal Access: Views and Pathways Figure and has demonstrated infeasibility findings in 4.3.1(5) (Chapter 4, Baywide Development Standards, Standards for Waterside Promenades), an alternative alignment shall be provided, subject to the following requirements: a. Any promenade with an alternative alignment shall have a minimum width of 5 feet unless otherwise specified in the subdistrict standards; b. Any promenade with an alternative alignment shall provide pathways to existing or planned adjacent promenades; c. Wayfinding signage shall be provided as part of any promenade with an alternative alignment, to identify the connections to existing or planned adjacent promenades; and d. Alternative alignments shall adhere to the general design provisions shown in Figure 4.4. 8. If the BPC finds that a promenade with an alternative alignment is infeasible, an alternate public realm improvement may be made, in accordance with the provisions of WLU Goal 6 (Chapter 3.1, Water and Land Use Element) and the following requirements: a. The improvement shall provide a physical and/or visual connection to the water. b. The improvement shall be made within the same subdistrict, as close as feasible to the location of the required promenade. If the improvement cannot be made in the same subdistrict, it may be made as close as feasible in the same planning district. c. The improvement shall be open and accessible to the public, consistent with promenade access requirements, as specified in WLU Objective 3.1 (Chapter 3.1, Water and Land Use Element). d. Programming that provides lower cost visitor and recreational opportunities may be provided, in lieu of a public realm improvement, as a form of coastal access.	
4.3.3 Standards for Walkways	
4.3.3(A) Location and Access 1. Walkways shall provide safe, unobstructed physical access perpendicular to the waterfront, between the promenade and the roadway. 2. Mapped walkways are identified in each planning district's Coastal Access Views and Pathways Map.	**Consistent.** The Project meets the criteria listed in 4.3.3(A). Walkways are therefore required for the Project. The walkway would be provided in the location specified in Planning District 2's Coastal Access Views and Pathways Map, Figure PD2.4 (PMPU, p. 227). The Project includes the development of a 10.1-acre waterfront park and promenade. The improvements would

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
3. Walkways shall be spaced in a manner that maximizes the frequency of connections from the first public roadway landward of the waterfront. In addition to the mapped locations described above, walkways are required as part of all major development that meets all the following criteria: a. The development site is located in an area with a Commercial Recreation land use designation; b. The development site is located between the waterfront and the first public roadway from the waterfront; c. The development site has a frontage that is greater than one-quarter mile along the first public roadway from the waterfront; and d. An existing walkway is greater than one-quarter mile from the farthest point along the development's frontage. 4. Walkways shall have a minimum width of 30 feet unless otherwise specified in the development standards for each subdistrict. 5. Walkways shall be clearly visible for public use. 6. Walkways shall adhere to the general design requirements shown in Figure 4.5. 7. Walkways shall be subject to Section 4.4, View Standards. 8. Additional supplementary requirements, for both mapped and unmapped walkways, are identified in the development standards for each subdistrict. 9. Walkways in areas with a Recreation Open Space land use designation shall be subject to WLU Policy 4.2.6 (Chapter 3.1, Water and Land Use Element) to ensure accessibility to the general public.	include a 20-foot waterside promenade that would offer public coastal access along the San Diego Bay. In addition, a walkway would be located east of the parking lot in front of the Topgolf visitor-serving attraction, providing a north–south connection from multi-use pathway to San Diego Bay and promoting coastal access. The waterside promenade and walkway would connect to the proposed waterfront park, as well as existing walkways and other areas of Harbor Island. The 8- to 10-foot walkway and promenade would be clearly visible for public use. The walkway is less than 30 feet wide, as discussed in 4.3.3(A).4, since the PMPU originally envisioned a hotel in this area, and the walkway was scaled to 60 feet to accommodate hotel use. The proposed width would still be consistent with the intent of the measure to include a connection from North Harbor Drive to the proposed promenade. The walkway and promenade meet the additional supplementary standards for the subdistrict.
4.4 View Standards	
4.4.1 Standards for Scenic Vista Areas. Scenic vista areas preserve physical access to the scenic views and visual qualities of the Bay from publicly accessible points on Tidelands. They are identified in each planning district's Coastal Access Views and Pathways Map and are specifically identified in the development standards for each subdistrict. The "Window to the Bay" identified in the Embarcadero Planning District (PD3) is a form of a scenic vista area. The following requirements apply Baywide: 1. A scenic view in a designated scenic vista area may be framed, wide angle, or panoramic, and may include constructed and/or natural features, including maritime operations and other characteristics that are both within and outside Tidelands. 2. Development that includes a scenic vista area(s) shall: a. Not obstruct the designated scenic vista area(s); b. Preserve or enhance physical access to scenic vista area(s); and	**Consistent.** A scenic vista has been designed within the southeastern bayfront shoreline of the Project area, looking towards the south, providing a view of a portion of the East Basin, the Bay, and the Embarcadero (Planning District 3) in the background within the proposed waterfront park. The construction of the proposed waterfront park would enhance physical access to the scenic vistas. The Topgolf visitor-serving attraction would be set back from the waterfront and would be behind the viewer based on the orientations of the scenic vistas. The Topgolf visitor-serving attraction would therefore be outside the viewsheds of the scenic vista area. Wayfinding, directional, informational, and safety signage would be provided throughout the waterfront park and promenade indicating the presence of a designated scenic vista area.

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Goal, Objective, Policy	Project
c. Not directly obscure the physical access to, and views from, a scenic vista area. 3. Scenic vista areas may be associated with physical features or public spaces, such as plazas, promenades, overlooks, or other public spaces. 4. Scenic vista areas may include directional or interpretive signage indicating the presence of a designated scenic vista area.	
4.4.3 Standards for View Protection. Protection of views and physical access shall be maintained within view corridor extensions and scenic vista areas, and along pathways. The following requirements apply Baywide: 1. The following features may be located within scenic vista areas, view corridor extensions, and walkways: a. Directional and wayfinding signage; b. Business signs serving a waterfront or water use; c. Public art (permanent or temporary); d. Educational and interpretive signage and displays; e. Bicycle and pedestrian facilities, including bike racks and bike sharing; f. Scooter and shared micromobility device return areas and corrals; g. Street lighting, street furniture, and fixed or movable seating; h. Guardrails or bollards for safety or security purposes only; i. Any other improvements, facilities, or uses that enhance and activate the public realm and do not directly or permanently prohibit public access or obstruct views; and j. Docked vessels or vessels associated with marinas. 2. New development adjacent to view corridor extensions and walkways shall be sited and designed to minimize adverse impacts on visual access at view corridor extensions or walkways through specific measures, including but not limited to the following: a. No building, associated architectural features, design component, structure, roof projection (e.g., eave, cornice, and eyebrow projections), openly supported architectural projections (e.g., trellis and awnings), bay windows, projecting signs, structural cantilevers, or any other associated architectural encroachments or projections shall obstruct bayward pedestrian views, circulation and/or pathways within view corridor extensions or walkways; b. No mechanical equipment, such as air conditioner units, gas meters, electrical fuse boxes, trash enclosures or dumpsters, utility boxes, or other similar building systems, shall be permitted within view corridor extensions or walkways;	**Consistent.** A scenic vista has been designed within the southeastern bayfront shoreline of the Project area, looking towards the south, providing a view of a portion of the East Basin, the Bay, and the Embarcadero (Planning District 3) in the background within the proposed waterfront park. The construction of the proposed waterfront park would enhance physical access to the scenic vistas. The Topgolf visitor-serving attraction, including associated netting, lighting, screens, and solar canopy, would be set back from the waterfront and would be behind the viewer based on the orientations of the scenic vistas. The Topgolf visitor-serving attraction would therefore be outside the viewsheds of the scenic vista area. Consistent with 4.4.3 Standards for View Protection, the waterfront park may include active and passive uses, such as plaza areas, pavilions, playgrounds, cultural uses, seating and shade structures, public art, a mixture of hardscape and landscape, kiosks, and other activating features to draw visitors to the Bay, as well as restrooms. These improvements would enhance and activate the public realm and do not directly or permanently prohibit public access or obstruct views. Wayfinding, directional, informational, and safety signage would be provided throughout the waterfront park and promenade. As discussed above, the Project would be consistent with EXO Goal 1. All outdoor lighting fixtures would be designed, shielded, aimed, located, and maintained to shield properties and not produce glare onto adjacent properties or roadways. Landscaping will meet the standards specified in 4.4.3.6. No telecommunications facilities are proposed as part of the Project.

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Goal, Objective, Policy	Project
c. The placement and design of signs shall be visually compatible and shall not obscure public views; and d. Exterior lighting, where required for security, to serve development, or to provide lighting on a public path, shall be designed with low-intensity fixtures that are shielded and concealed so that light sources are not directly visible from public viewing areas and in accordance with ECO Goal 1 (Chapter 3.3, Ecology Element). 3. No elevated connecting structures (e.g., pedestrian bridges) are allowed in view corridor extensions, unless otherwise allowed within a subdistrict. 4. Fences or site walls, where located within or along view corridor extensions and pathways, should be transparent or permeable: a. In locations where solid fences or site walls are used, they shall be no greater than 3 feet in height; and b. Walls and fences shall not limit public access to a view corridor extension or pathway (i.e., shall not include locked gates). 5. The following requirements apply to parking: a. On-Street parking may be permitted within view corridor extensions and walkways; and b. Underground parking may be located within view corridor extensions and walkways provided it is entirely below grade; no parking ramps shall be permitted in a view corridor extension. 6. Landscape improvements and trees may be provided and should be selected, sited, and designed through the following techniques: a. Landscaping and trees shall be maintained to minimize view blockage; b. Where new trees are planted or existing trees maintained, the mature tree canopy should begin at a minimum of 8 feet above ground; and c. New plantings, including any associated planter height, shall be 3 feet or less at full maturity except that landscaping used for screening along a leasehold fence may be allowed to grow to a mature height of 5 feet to screen the adjacent property while enhancing the character of the view corridor and in accordance with ECO Goal 1 (Chapter 3.3, Ecology Element). 7. Solar facilities shall not obstruct or impact views from scenic vista areas or view corridor extensions, or obstruct access to, or along, a pathway. These facilities should be prioritized to be integrated into existing structures. 8. Telecommunication facilities shall be located and designed to not obstruct or adversely impact views from scenic vista areas or view corridor extensions, or obstruct access to, or along, a pathway.	

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
4.5 Structure Height, Setback, and Stepback Standards	
4.5.1 Standards for Structure Height The following height standards are applicable to all development: 1. Height Measurement. The following requirements apply to the measurement of height: a. Structure height. Structure height shall be measured vertically from the average finished grade plane of the structure to the highest point of the roof, parapet wall, or uppermost part of the structure. 2. Height Measurement, Communication Facilities. a. Small cell wireless facilities and other communication facilities, including but not limited to antennas, associated equipment, and supporting structures used for furnishing communication services, shall comply with the maximum height limits of the applicable subdistrict. 3. Regional Airport Land Use Consistency and Height Restrictions. See WLU Goal 8 (Chapter 3.1, Water and Land Use Element) and SR Goal 1 (Chapter 3.4, Safety and Resiliency Element), regarding requirements related to Regional Airport Land Use Compatibility and Federal Aviation Administration notification. 4. Height Exceptions. No structure or part of a structure shall exceed the maximum structure height except as specified below: a. Chimneys and other ornamental architectural features may extend 10 feet above the roof's highest point. b. Roof-mounted mechanical equipment, including but not limited to utility boxes, telecommunication devices, cables, conduits, vents, chillers, and fans, may extend up to 10 feet above the roof's highest point. In such cases, the roof-mounted equipment is subject to approval. See Chapter 6, Plan Implementation and Development Conformance for additional details.	Consistent. The Project includes the redevelopment of 9.8 acres of the Project area for a Topgolf visitor-serving attraction. A proposed three-level building would have a maximum height of approximately 46 feet. Even though the netting poles would be up to 170 feet in height, they are not considered structures since they are not occupied solid structures. Refer to Section 3.1, Aesthetics. for an analysis on the height of the netting poles. The District, as lead agency for the Project, has reached out to public agencies and members of the general public to solicit input regarding the environmental impacts of the Project during the Project's Notice of Preparation process and subsequent public workshops. The Project would not have a disproportionate impact on adjacent jurisdictions, like the City of San Diego, through consultation and coordination during the planning process. Rather, the Project would benefit members of the public from surrounding jurisdictions through enhanced commercial and recreational uses. The Project is located within an ALUC for SDIA and NASNI. The proposed Topgolf visitor-serving attraction would include an artificial turf outfield enclosed by a polyester barrier netting system suspended on poles ranging between 90 feet near the building and crest to 170 feet in height near the outfield. No other Project components would result in tall structures. FAA issued a Determination of No Hazard to Air Navigation with Conditions for the Topgolf visitor-serving attraction. The FAA has determined that four to 16 poles supporting the safety netting be marked/lighted with red lights in accordance with FAA Advisory circular 70/7460-1 M, Obstruction Marking and Lighting (FAA 2024), to minimize the risk of personal injury to people and damage to property in the air and on the ground, consistent with ALUCP requirements. Refer to Section 3.7, Hazards and Hazardous Materials, for additional information.
4.5.2 Standards for Setbacks and Stepbacks. The following setback and stepback standards are applicable to all development: 1. Setbacks: a. Building Setbacks: Buildings adjacent to roadways shall be set back to allow for implementation of a parkway and sidewalk. Building setbacks are measured from the curb, property line, or lease boundary, whichever provides the greater combined width of the parkway and sidewalk. Additionally, where building setbacks are identified in the subdistrict development standards, building setbacks shall be provided and improved with landscaping adjacent to the building, to establish continuity between adjacent open space areas and public realm spaces. b. Other Setbacks: Other setbacks not covered in Section 4.5.2 Standards for Setbacks and Stepbacks, 1a. Building	**Consistent.** Building setbacks in the East Harbor Island Subdistrict must be: 1) at least 25 feet from Liberator Way; 2) at least 20 feet from North Harbor Drive; or 3) for all other areas, at least 10 to 15 feet wide, including landscaping and possible improvements (refer to PD2.56-2.58). The Topgolf visitor-serving attraction (including poles) would be set back 51 feet from the Liberator Way curb. The southern portion of the Topgolf visitor-serving attraction (including poles) that measures over a height of 40 feet would be set back a minimum of 51 feet from the Liberator Way curb. The northern (i.e. the North Harbor Drive-facing) portion of the Topgolf visitor-serving attraction (including poles) that measures under a height of 40 feet would be set back 25 feet from the North Harbor Drive curb. The northern portion of the Topgolf visitor-serving attraction (including poles) that measures over a height

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
Setbacks (e.g., landscaping, parking areas) are measured from the landside edge of a waterside promenade to the development site. 2. Building stepbacks: Where adjacent to roadways, pathways, open spaces, or public realm areas, buildings over 40 feet should incorporate building stepbacks to provide a pedestrian scale. Additionally, where building stepbacks are identified in the subdistrict development standards, stepbacks shall be provided.	of 40 feet would be setback 45 feet measured from the North Harbor Drive curb. Thus, the building would provide the appropriate stepbacks consistent with PD2.60 for the East Harbor Island Subdistrict.
4.6 Signage Standards	
4.6.1 Wayfinding Signage. Wayfinding signage provides visual cues to manage public circulation and may include components such as maps, directional signage, and associated graphics and symbols to help guide people to their destination and provide information regarding their surroundings: 1. Sign types may include but are not limited to the following, subject to design approval by the District: a. Operational signs (hours for public access, use limitations); b. Directional signs; c. Interpretive signage; d. Educational signage; e. District Tidelands flags or banners; f. Mileage markers; g. Monument signs; and h. Safety signs. 2. The following requirements apply Baywide: a. Wayfinding signage shall be located in obvious and visible locations; b. Wayfinding signage shall be designed and placed to minimize visual impacts; and c. Wayfinding signs should be used only for informational purposes and shall not be used for marketing or advertising in any way.	**Consistent.** Wayfinding, directional, informational, and safety signage would be provided throughout the proposed waterfront park and promenade.
4.6.2 Other Signage 1. Other than existing billboards, billboards and larger scale dynamic or flashing digital signs shall be prohibited. 2. Large format signage (e.g., building wraps) is only allowed on a temporary, case-by-case basis and shall not face the Bay.	**Consistent.** The Topgolf visitor-serving attraction would include display screens. Two 50-foot by 30-foot LED high -definition digital screens would be mounted to the netting and poles at the far eastern end of the outfield facing back toward the building. The screens would support the game function and would be used to broadcast live sports content, alert players of game play objectives, and connect game-integration messaging. The screens would not be used as advertisements or external signage to drivers passing by. They would be for the sole purpose of the facility users. Thus, the display screens would not be considered billboards or digital signs for purposes of Policy 4.6.2.

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
5.2.3 (A) East Harbor Island Subdistrict Vision	
East Harbor Island Subdistrict Vision	
Create a regional destination that is welcoming to visitors with improved mobility, increased recreation, and enhanced coastal access.	**Consistent.** The Project would include development of a Topgolf visitor-serving attraction, a waterfront park and promenade, and improvements to Liberator Way. The Project proposes reconfiguration of Liberator Way to accommodate vehicular and pedestrian traffic. Improvements would include realigning the roadway, addition of a sidewalk a crosswalks, and modifications to the existing intersection of Liberator Way with Harbor Island Drive. The reconfigured intersection would include a dedicated westbound right- and left-turn lane, dedicated northbound left-turn, through, and right-turn lanes from Liberator Way. These improvements would enhance access to the Project area and improve mobility in the area. The Project area currently consists of industrial and commercial uses. The Topgolf visitor-serving attraction would provide new opportunities for active recreation near the waterfront. Similarly, the proposed waterfront park and promenade would provide 10.1 acres of new Recreation Open Space areas along the waterfront, which would provide new opportunities for active and passive recreation. The Project would result in a net increase in designated recreational land uses, enhance public coastal access, and improve mobility in the area.
5.2.3 (C) East Harbor Island Planned Improvements	
Roadway Improvements	
PD2.35 Modify Liberator Way, which may include the following improvements: a. Narrowing to two general travel lanes to accommodate vehicular traffic; b. On-street parking; c. Crosswalks at Liberator Way and Harbor Island Drive; and d. Pedestrian and landscape improvements along both sides of Liberator Way, as generally depicted in Figure PD2.8, including: 1. Street furniture, seating, and pedestrian lighting; 2. A parkway with enhanced landscaping and street trees i. The parkway shall be located between the street (roadway) and the sidewalk; ii. The parkway shall measure a minimum of 9 feet in width; and iii. The parkway shall include native and drought-tolerant landscaping; and **3.** Sidewalks shall measure a minimum width of 8 feet along each side of the street.	**Consistent.** The Project would include reconfiguration of Liberator Way, which would improve circulation in the Project area. The roadway would include a 66-foot right-of-way with a 40-foot-wide street width, one travel lane in each direction, and space for parallel parking on either side of the roadway. An 8-foot sidewalk would be included on the northern side of the street with a minimum 9-foot planting buffer established on both sides of the sidewalk that would include hybrid Bermuda lawn, drought-tolerant enhanced landscaping, and street trees. The planting buffer separating the street and the sidewalk would include concrete passthroughs. Street trees would also be planted on the southern side of Liberator Way.

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
Recreation Open Space	
PD2.37 Upon reconfiguration of Liberator Way, as described in PD2.35, create Recreation Open Space in the Recreation Open Space-designated area north of the basin, with the following features: a. A waterside promenade, as described in PD2.53; b. A step-down area, as described in PD2.46 and PD2.47; c. A potential hand-launched, non-motorized watercraft launch area, as described in PD2.43; d. A potential water-based transfer point, as described in PD2.38; e. A potential skate park; and f. Other potential health and wellness features	**Consistent.** The Project would construct a waterside promenade, that may include health and wellness features. The Project would result in a net increase in recreation and open space uses, which would enable development of these features.
Coastal Access	
PD2.38 Develop water-based transfer points in the following locations, as generally depicted in Figure PD2.3: a. The northwest side of the East Basin of Harbor Island; and b. The northeast side of the East Basin of Harbor Island. This water-based transfer point should also be developed to allow for small recreational watercraft, such as dinghies.	**Consistent.** Implementation of the Project would result in new recreational and open space areas along the waterfront. Water-based transfer points are currently not being considered for this Project.
Step-Down Areas	
PD2.46 Provide step-down areas to offer direct, physical access to the water, and enable the public to touch the water, as generally described below. a. At the west end of the basin b. At the northeastern edge of the basin, in the vicinity of the Scenic Vista Area; and c. Upon reconfiguration of Harbor Island Drive, in Recreation Open Space	**Inconsistent.** The Project would not provide water step-down areas upon reconfiguration of Habor Island Drive, in Recreation Open Space. Due to the existing shoreline protection in the form of riprap and concrete revetment and the existing seaplane ramp, a step-down area is not feasible.
PD2.47 Where provided, step-down areas should be integrated into the design of adjacent Recreation Open Space areas.	**Consistent.** Implementation of the Project would increase recreational and open space areas along the waterfront. Step-down areas would not be provided as part of the Project. Thus, this policy is not applicable to the Project.
Retail, Restaurant and Overnight Accommodations	
PD2.49 In the Commercial Recreation-designated area north of the basin, develop retail, restaurant and/or overnight accommodations, as described below: a. Overnight accommodations of up to 1,360 hotel rooms with up to 40,000 square feet of meeting space; and/or b. 92,500 square feet of associated retail and/or retail with restaurant; or c. 92,500 square feet of restaurant.	**Consistent.** Within the Commercial Recreation-designated portion of the Project area, 9.8 acres would be redeveloped with a Topgolf visitor-serving attraction. The visitor-serving attraction would have 6,180 square feet of restaurant uses and 367 square feet of retail uses.

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
PD2.51 In the Commercial Recreation-designated area north of the basin, develop a visitor-serving attraction with up to approximately 70,000 square feet of associated retail and/or retail with restaurant.	**Consistent.** The Project's proposed Topgolf visitor-serving attraction would serve as a visitor-serving attraction. The Project would construct a 67,030-gross-square-foot Topgolf visitor-serving attraction, inclusive of 6,180 square feet of restaurant uses and 367 square feet of retail uses. The Topgolf visitor-serving attraction would include a full-service 382-seat restaurant; a bar; lounges; a rooftop entertainment area, including a sky patio rooftop entertainment area; a corporate/event meeting space; and a family entertainment area with games. The first floor would offer a grand welcoming concourse lobby, a bar, outdoor patio space, and office space. The second level would include a bar and seating area, an outdoor patio, and a private event space. Additionally, the second level would include a full-service kitchen. The third level would include a bar and seating area, a sky patio rooftop entertainment area, and private event space.
5.2.3 (D) East Harbor Island Development Standards	
Pathways	
PD2.53 Provide a continuous waterside promenade, to offer public coastal access along the waterfront in accordance with the requirements of Chapter 4, Baywide Development Standards, and Figure PD2.9: a. Waterside promenades shall be required as part of all development that abuts the waterfront and that is not a coastal-dependent maritime industrial use, and in any other location where a waterside promenade is generally depicted in Figure PD2.4. b. Where adjacent to Recreation Open Space in the East Harbor Island Subdistrict, waterside promenades shall have a minimum width of 20 feet. c. In all other areas in the East Harbor Island Subdistrict, waterside promenades shall have a minimum width of 15 feet. **PD2.54** Provide walkways to offer physical access perpendicular to the waterfront: a. In the mapped locations generally depicted in Figure PD2.4 and in accordance with the requirements of Chapter 4, Baywide Development Standards; and b. Walkways in the locations depicted in Figure PD2.4, which link the basin with North Harbor Drive, shall measure a minimum of 60 feet in width.	**Consistent.** The Project includes the construction of a waterside promenade within the Recreation Open Space in the East Harbor Island Subdistrict. The promenade would be a minimum of 20 feet in accordance with PD2.53 and located in the area shown on Figure PD 2.4. This Project feature would improve coastal access and access to the proposed park and Topgolf site to bicyclists and pedestrians that traverse the surrounding area. A north–south public access connection would also be provided from the multi-use pathway along the southern side of North Harbor Drive that would provide a variety of users access to the public realm and public access to points along the Bay. This multi-use walkway would be 8–10 feet wide. The 60-foot minimum width for such a walkway in the East Harbor Island Subdistrict (as opposed to 30 feet per Baywide Development Standard 4.3.3[A]4) was originally included in the PMPU because hotels were envisioned in this area and a wide walkway was needed between the hotel towers to provide both visual and physical access. Since visitor-serving attractions are not as tall as hotel towers, visual access provided by extra-wide walkways would not be necessary. That is, since the visitor-serving attraction is a maximum of three stories high as opposed to three to six times more stories for a hotel, the width of the walkway has been reduced accordingly. However, this north–south public access connection would still be consistent with the intent of PD2.54 as a means to offer physical access perpendicular to the waterfront, connecting to East Harbor Island from North Harbor Drive.

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
Views	
PD2.55 Preserve scenic vista areas in accordance with the requirements of Chapter 4, Baywide Development Standards, in the following locations as generally depicted in Figure PD2.4: a. View of the Bay from the northeast side of the East Basin of Harbor Island; and b. View of the Bay from the eastern point of Harbor Island.	**Consistent.** The Project would preserve scenic vista areas depicted in Figure PD2.4, including views of the Bay from the northeast side of the East Basin of Harbor Island and the view of the Bay from the eastern point of Harbor Island. The Topgolf visitor-serving attraction would be set back from the waterfront and would be behind the viewer based on the orientations of the scenic vistas. The Topgolf visitor-serving attraction would therefore be outside the viewsheds of these two scenic vista areas. Refer to Section 3.1, Aesthetics, for a discussion of the Project's visibility within several key view points.
Building Standards	
PD2.56 Buildings shall be set back a minimum of 26 feet from the Liberator Way roadway. **PD2.57** Buildings shall be set back a minimum of 20 feet from the North Harbor Drive roadway. **PD2.58** For all other areas in this subdistrict, a 10- to 15-foot-wide setback between all waterside promenades and all landside development shall be provided: a. The setback may include landscaping, public access, and activating features, as well as bicycle and pedestrian facilities, such as bike racks and fixed or movable seating. b. Parking is not permitted within the setback.	**Consistent.** The southern (i.e., the Liberator Way-facing) portion of the Topgolf visitor-serving attraction (including poles) under a height of 40 feet would be set back a minimum of 26 feet from the Liberator Way curb. The southern portion of the Topgolf visitor-serving attraction (including poles) that measures over a height of 40 feet would be set back a minimum of 51 feet from the Liberator Way curb. Thus, setbacks from the Liberator Way roadway would be consistent with PD 2.56. The northern (i.e., the North Harbor Drive-facing) portion of the Topgolf visitor-serving attraction (including poles) that measures under a height of 40 feet would be set back 25 feet measured from the North Harbor Drive curb. The northern portion of the Topgolf visitor-serving attraction (including poles) that measures over a height of 40 feet would be setback 45 feet from the North Harbor Drive curb. Thus, the building setback from North Harbor Drive roadway would be consistent with PD2.57. The Topgolf visitor-serving attraction would be set back more than 15 feet from the proposed waterside promenade including all associated landscaping, public access and all proposed bicycle and pedestrian facilities. Thus, the setbacks would be consistent with PD2.58.
Structure Height	
PD2.59 Structures shall not exceed 225 feet in height, subject to FAA determination. **PD2.60** Upper story stepbacks shall be provided, limiting structure height to a maximum of two stories and a height of 40 feet in the following locations, as generally depicted in Figure PD2.10: a. Between 26 feet and 51 feet from Liberator Way; b. Between 20 feet and 45 feet from North Harbor Drive; and c. Within the 25 feet adjacent to any walkways.	**Consistent**. Topgolf would consist of a three-level building with a maximum height of approximately 46 feet and would include 108 hitting bays. Proposed hitting bays would face east toward a 4.5-acre artificial turf outfield enclosed by polyester barrier netting system suspended on poles ranging between 90 feet near the building and crest to 170 feet in height near the outfield. Therefore, the structure would not exceed 225 feet. Thus, the Project would be consistent with PD2.59. The northern (i.e., the North Harbor Drive-facing) portion of the Topgolf visitor-serving attraction (including poles) that measures under a height of 40 feet would be setback 25 feet measured from the North Harbor Drive curb. The northern portion of the Topgolf visitor-serving attraction (including poles) that measures over a height of 40 feet would be setback 45 feet from the North Harbor Drive curb. The proposed north–south 8- to 10-foot walkway would meet the 25-foot required stepback from the Topgolf building

Table 3.9-3. Project Consistency with the Port Master Plan Update

Goal, Objective, Policy	Project
	except in a small area due to site constraints. Thus, the building would generally provide the appropriate stepbacks consistent with PD2.60.
Parking	
PD2.61 The location and configuration of existing public parking areas may be modified if an equivalent amount of public parking is provided through a mobility hub, on-street parking, or a combination, subject to the requirements of the Mobility Element. **PD2.62** When a parcel is located between the waterfront (Bay or basin) and Harbor Island Drive, parking shall be located toward the most interior, roadside portion of the parcel. Parking may be located partially underground or in a structure but shall not directly abut the water's edge.	**Consistent.** The Project includes the demolition of the existing Liberator Way and the realignment of a newly constructed Liberator Way to accommodate both vehicular and pedestrian traffic. The roadway would include a 66-foot right-of-way with a 40-foot-wide street width, one travel lane in each direction, and space for parallel parking on either side of the roadway. There are no existing public parking areas located within the Project area. Thus, no modification would occur. The Project is located between the Bay and Harbor Island Drive. Vehicular access to the Topgolf visitor-serving attraction would be via Liberator Way from either North Harbor Drive or Harbor Island Drive. The parking would be located toward the most interior, roadside portion of the parcel. Parking would not directly abut the water's edge.

Notes: AIA = Airport Influence Area; ALUC = Airport Land Use Commission; ALUCP = Airport Land Use Compatibility Plan; BMP = best management practices; CCA = California Coastal Act; CDP = Coastal Development Permit; CWA = Clean Water Act; EHI = East Harbor Island; EV = electric vehicle; FAA = Federal Aviation Administration; GHG = greenhouse gas;; MS4 = municipal separate storm sewer system; PMP = Port Master Plan; PMPU = Port Master Plan Update; RPZ = Runway Protection Zone; SLR = sea level rise; TDM = transportation demand management

Based on the analysis in Table 3.9.3, the Project would not cause a significant environmental impact due to a conflict with the PMPU, as it relates to avoiding or mitigating an environmental effect. While the Project would be inconsistent with Policy PD2.46 because it would not provide step-down access to the water, this inconsistency would not result in an environmental impact.

California Coastal Act

The Project is within the Coastal Zone and therefore is subject to the CCA. The proposed Liberator Way improvements would include issuance of an appealable CDP, given that this component is listed as an "appealable project" per Chapter 8 (Public Resources Code, Section 30715). The remaining Project components would include issuance of a non-appealable CDP as the proposed development type is not listed as an "appealable project" per Chapter 8 (Public Resources Code, Section 30715). Table 3.9-4, Project Consistency with Applicable Coastal Resources Planning and Management Policies of the California Coastal Act, provides a discussion on the Project's consistency with applicable policies of CCA.

Table 3.9-4. Project Consistency with Applicable Coastal Resources Planning and Management Policies of the California Coastal Act

Policy	Project
Chapter 3, Article 2 – Public Access	
Section 30210: Access; recreational opportunities; posting In carrying out the requirement of Section 4 of Article X of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.	**Consistent.** There is currently no public access within the Project area. The Project includes development of a 10.1-acre waterfront park and waterside promenade that would offer public coastal access along the waterfront. Other recreational features could include a pavilion, health and wellness features, fixed and movable seating, movable kiosks or carts, and a restroom. Wayfinding, directional, informational, and safety signage would be provided throughout the waterfront park and promenade. The waterfront park would be maintained for public use and enjoyment of the tidelands and would not be located on private property. Outdoor lighting would be provided for public safety needs. Planned coastal access and shoreline improvements would expand access and enhance visitor activity on land and water. As the proposed Liberator Way improvements are listed as "appealable projects" under the CCA (Section 30715 of Chapter 8), this section would not apply to this Project component.
Section 30211: Development not to interfere with access Development shall not interfere with the public's right of access to the sea where acquired through use or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.	**Consistent.** The Project includes a waterfront park and waterside promenade that would offer public coastal access along the waterfront where there is currently none. The development would not interfere with the public's right of access to areas between the ocean and the first line of vegetation. As the proposed Liberator Way improvements are listed as "appealable projects" under the CCA (Section 30715 of Chapter 8), this section would not apply to this Project component.
Section 30212. (a) Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where (1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources, (2) adequate access exists nearby, or (3) agriculture would be adversely affected. Dedicated accessway shall not be required to be opened to public use until a public agency or private association agrees to accept responsibility for maintenance and liability of the accessway. (b) For purposes of this section, "new development" does not include: (1) Replacement of any structure pursuant to the provisions of subdivision (g) of Section 30610. (2) The demolition and reconstruction of a single-family residence; provided, that the reconstructed residence shall not exceed either the floor area, height or bulk of the former structure by more than 10 percent, and that the reconstructed residence shall be sited in the same location on the affected property as the former structure.	**Consistent.** The Project includes the redevelopment of approximately 9.8 acres of the Project area with a Topgolf visitor-serving attraction with associated restaurant and retail uses and a new waterfront park and waterside promenade. Pedestrians would access the Topgolf visitor-serving attraction from a proposed connecting sidewalk along Liberator Way from North Harbor Drive or Harbor Island Drive or from a proposed walkway within the Topgolf visitor-serving attraction connecting to an existing multi-use pathway along North Harbor Drive. The proposed walkway ranging from 8 to 10 feet wide (also multi-use) would provide a north–south connection from the multi-use pathway/Embarcadero Downtown San Diego to San Diego Bay promoting coastal access. The Project also includes the realignment of Liberator Way which would include -8-foot sidewalks along both sides of the roadway.

Table 3.9-4. Project Consistency with Applicable Coastal Resources Planning and Management Policies of the California Coastal Act

Policy	Project
(3) Improvements to any structure which do not change the intensity of its use, which do not increase either the floor area, height, or bulk of the structure by more than 10 percent, which do not block or impede public access, and which do not result in a seaward encroachment by the structure. (4) The reconstruction or repair of any seawall; provided, however, that the reconstructed or repaired seawall is not seaward of the location of the former structure. (5) Any repair or maintenance activity for which the commission has determined, pursuant to Section 30610, that a coastal development permit will be required unless the commission determines that the activity will have an adverse impact on lateral public access along the beach. As used in this subdivision, "bulk" means total interior cubic volume as measured from the exterior surface of the structure. (c) Nothing in this division shall restrict public access nor shall it excuse the performance of duties and responsibilities of public agencies which are required by Sections 66478.1 to 66478.14, inclusive, of the Government Code and by Section 4 of Article X of the California Constitution.	
Section 30212.5. Wherever appropriate and feasible, public facilities, including parking areas or facilities, shall be distributed throughout an area so as to mitigate against the impacts, social and otherwise, of overcrowding or overuse by the public of any single area.	**Consistent.** Parking would be distributed through the Project area. The Topgolf parking lot would include 289 parking stalls. Approximately 180 parking spaces would also be provided along the newly realigned realignment of Liberator Way.
Section 30213: Lower cost visitor and recreational facilities; encouragement and provision; overnight room rentals. Lower cost visitor and recreational facilities shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred. The commission shall not: (1) require that overnight room rentals be fixed at an amount certain for any privately owned and operated hotel, motel, or other similar visitor-serving facility located on either public or private lands; or (2) establish or approve any method for the identification of low or moderate income persons for the purpose of determining eligibility for overnight room rentals in any such facilities.	**Consistent.** The Project includes development of a waterfront park and waterside promenade that would offer free public coastal access along the waterfront. In addition, the Project includes the development of a Topgolf visitor-serving attraction with a visitor-serving attraction inclusive of restaurant and retail uses. Topgolf's Driving for Good program offers community benefit opportunities including the Youth Play it Forward program which provides golf access for high school golf teams and charities serving youth mentorship, leadership, and empowerment. As part of Topgolf's Driving for Good community engagement plan, Topgolf and District staff would collaborate each year to focus on reaching out to schools and charities within historically disadvantaged communities to ensure equitable access to participate in Topgolf's Youth Play it Forward programs. Topgolf's programming also includes a Kid Zone, a free program to children 12 years and younger to include proactive outreach and free game play. As the proposed Liberator Way improvements are listed as "appealable projects" under the CCA (Section 30715 of Chapter 8), this section would not apply to this project component.

Table 3.9-4. Project Consistency with Applicable Coastal Resources Planning and Management Policies of the California Coastal Act

Policy	Project
Section 30214. (a) The public access policies of this article shall be implemented in a manner that takes into account the need to regulate the time, place, and manner of public access depending on the facts and circumstances in each case including, but not limited to, the following: (1) Topographic and geologic site characteristics. (2) The capacity of the site to sustain use and at what level of intensity. (3) The appropriateness of limiting public access to the right to pass and repass depending on such factors as the fragility of the natural resources in the area and the proximity of the access area to adjacent residential uses. (4) The need to provide for the management of access areas so as to protect the privacy of adjacent property owners and to protect the aesthetic values of the area by providing for the collection of litter. (b) It is the intent of the Legislature that the public access policies of this article be carried out in a reasonable manner that considers the equities and that balances the rights of the individual property owner with the public's constitutional right of access pursuant to Section 4 of Article X of the California Constitution. Nothing in this section or any amendment thereto shall be construed as a limitation on the rights guaranteed to the public under Section 4 of Article X of the California Constitution. (c) In carrying out the public access policies of this article, the commission and any other responsible public agency shall consider and encourage the utilization of innovative access management techniques, including, but not limited to, agreements with private organizations which would minimize management costs and encourage the use of volunteer programs.	**Consistent.** The Project area is relatively flat. Topographic and geologic site characteristics would not hinder public access**.** The Project would provide public access to the site where none occurs. Operating hours for the public waterfront park would be 6:00 a.m. to 10:30 p.m., seven days a week. There are no residential uses in the immediate vicinity. Commercial uses within the Project area would rely on trash receptacles and janitorial and landscaping services to reduce the potential for litter to affect the aesthetic value of the Project area and adjacent properties. Trash receptacles would be provided at the waterfront park and along the waterside promenade.
Chapter 3, Article 3 – Recreation	
Section 30220: Protection of certain water-oriented activities. Coastal areas suited for water-oriented recreational activities that cannot readily be provided at inland water areas shall be protected for such uses.	**Consistent.** Water-oriented recreation activities do not currently occur in the Project Area. The Project area is not suitable for water-oriented recreation activities due to the presence of the Convair Cap. As the proposed Liberator Way improvements are listed as "appealable projects" under the CCA (Section 30715 of Chapter 8), this section would not apply to this project component.
Section 30221 Oceanfront land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided for in the area.	**Consistent.** The Project includes the redevelopment of approximately 9.8 acres of the Project area with a Topgolf visitor-serving attraction with associated restaurant and retail uses and a new waterfront park and waterside promenade.

Table 3.9-4. Project Consistency with Applicable Coastal Resources Planning and Management Policies of the California Coastal Act

Policy	Project
Section 30223. Upland areas necessary to support coastal recreational uses shall be reserved for such uses, where feasible.	**Consistent.** Most of the Project activities are limited to the urban/developed land of the Project area. The Project includes the designation of 10.1 acres of Recreation Open Space in upland areas.
Chapter 3, Article 4 – Marine Environment	
Section 30230: Marine resources; maintenance. Marine resources shall be maintained, enhanced, and where feasible, restored. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.	**Consistent.** The majority of the Project would occur on upland developed areas and would not impact the marine environment. Riprap or nature-based solutions matching the surrounding shoreline of San Diego Bay would be installed along the eastern portion of the EHI redevelopment area as part of the re-stabilization of the shoreline. The repair and replacement of the concrete revetment would have no impact on the biological productivity of coastal waters necessary to maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes. In the event that the shoreline repair and replacement requires in-water work and use of a barge, direct temporary impacts to eelgrass beds and shallow subtidal and moderately deep subtidal communities adjacent to the shoreline work area could result. As discussed in Section 3.3, Biological Resources, Mitigation Measures BIO-1 through BIO-3 would be implemented to reduce potential impacts to marine organisms. As the proposed Liberator Way improvements are listed as "appealable projects" under the CCA (Section 30715 of Chapter 8), this section would not apply to this project component.
Section 30231: Biological productivity; water quality. The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface waterflow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.	**Consistent.** An approximately 550-foot-long portion of shoreline currently lined with riprap and concrete revetment would be repaired and replaced with shoreline protective devices such as riprap and, where feasible, nature-based adaptation strategies and nature-based solutions. Repair and replacement of the shoreline would be consistent in dimensions and material with the existing armored shoreline of San Diego Bay and is not anticipated to result in direct permanent impacts to the jurisdictional aquatic resources adjacent to the Project area, including the eelgrass beds and shallow subtidal and moderately deep subtidal communities of San Diego Bay. After construction, the Project would drain into two proposed 48-inch reinforced concrete pipes that directly discharge into San Diego Bay. Before discharge, stormwater runoff would be collected through a series of water quality basins or similar approved device for required water filtration. In addition, the realignment of Liberator Way would incorporate green street elements and biofiltration swales to provide water quality treatment. As the proposed Liberator Way improvements are listed as "appealable projects" under the CCA (Section 30715 of Chapter 8), this section would not apply to this project component.

Table 3.9-4. Project Consistency with Applicable Coastal Resources Planning and Management Policies of the California Coastal Act

Policy	Project
Section 30232. Protection against the spillage of crude oil, gas, petroleum products, or hazardous substances shall be provided in relation to any development or transportation of such materials. Effective containment and cleanup facilities and procedures shall be provided for accidental spills that do occur.	**Consistent.** The Project does not include the storage or use of crude oil, gas, or petroleum products. Based on the information provided in the Phase I ESA (Appendix I), the current and past uses of the Project area have involved the use and storage of petroleum products and hazardous materials that have been, or have the potential to be, released, impacting soil, soil vapor, and groundwater in the Project area. Implementation of Mitigation Measures HAZ-1, HAZ-2, HAZ-3, HAZ-4, and HAZ-5 would reduce impacts to below a level of significance. Refer to Section 3.7 Hazards and Hazardous Materials for additional information.
Section 30233. (a) The diking, filling, or dredging of open coastal waters, wetlands, estuaries, and lakes shall be permitted in accordance with other applicable provisions of this division, where there is no feasible less environmentally damaging alternative, and where feasible mitigation measures have been provided to minimize adverse environmental effects, and shall be limited to the following: (1) New or expanded port, energy, and coastal-dependent industrial facilities, including commercial fishing facilities. (2) Maintaining existing, or restoring previously dredged, depths in existing navigational channels, turning basins, vessel berthing and mooring areas, and boat launching ramps. (3) In open coastal waters, other than wetlands, including streams, estuaries, and lakes, new or expanded boating facilities and the placement of structural pilings for public recreational piers that provide public access and recreational opportunities. (4) Incidental public service purposes, including, but not limited to, burying cables and pipes or inspection of piers and maintenance of existing intake and outfall lines. (5) Mineral extraction, including sand for restoring beaches, except in environmentally sensitive areas. (6) Restoration purposes. (7) Nature study, aquaculture, or similar resource-dependent activities. (b) Dredging and spoils disposal shall be planned and carried out to avoid significant disruption to marine and wildlife habitats and water circulation. Dredge spoils suitable for beach replenishment should be transported for these purposes to appropriate beaches or into suitable longshore current systems. (c) In addition to the other provisions of this section, diking, filling, or dredging in existing estuaries and wetlands shall maintain or enhance the functional capacity of the wetland or estuary. Any alteration of coastal wetlands identified by the Department of Fish and Wildlife, including, but not limited to, the 19 coastal wetlands identified in its report entitled, "Acquisition Priorities for the Coastal Wetlands of California",	**Consistent.** The Project does not involve the diking, filling, or dredging of open coastal waters, wetlands, estuaries.

Table 3.9-4. Project Consistency with Applicable Coastal Resources Planning and Management Policies of the California Coastal Act

Policy	Project
shall be limited to very minor incidental public facilities, restorative measures, nature study, commercial fishing facilities in Bodega Bay, and development in already developed parts of south San Diego Bay, if otherwise in accordance with this division. For the purposes of this section, "commercial fishing facilities in Bodega Bay" means that not less than 80 percent of all boating facilities proposed to be developed or improved, where the improvement would create additional berths in Bodega Bay, shall be designed and used for commercial fishing activities. (d) Erosion control and flood control facilities constructed on watercourses can impede the movement of sediment and nutrients that would otherwise be carried by storm runoff into coastal waters. To facilitate the continued delivery of these sediments to the littoral zone, whenever feasible, the material removed from these facilities may be placed at appropriate points on the shoreline in accordance with other applicable provisions of this division, where feasible mitigation measures have been provided to minimize adverse environmental effects. Aspects that shall be considered before issuing a coastal development permit for these purposes are the method of placement, time of year of placement, and sensitivity of the placement area.	
Section 30234. Facilities serving the commercial fishing and recreational boating industries shall be protected and, where feasible, upgraded. Existing commercial fishing and recreational boating harbor space shall not be reduced unless the demand for those facilities no longer exists or adequate substitute space has been provided. Proposed recreational boating facilities shall, where feasible, be designed and located in such a fashion as not to interfere with the needs of the commercial fishing industry.	**Consistent.** There are no commercial fishing operations in the Project vicinity; therefore, the Project would not affect such operations.
Section 30235. Revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, and other such construction that alters natural shoreline processes shall be permitted when required to serve coastal-dependent uses or to protect existing structures or public beaches in danger from erosion and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply. Existing marine structures causing water stagnation contributing to pollution problems and fishkills should be phased out or upgraded where feasible.	**Consistent.** Most of the East Basin Industrial subarea shoreline is protected with riprap. There is a former seaplane launch ramp on the southeastern portion of the EHI redevelopment area. Also at the southeastern portion of the EHI redevelopment area, there is concrete revetment used to protect against erosion from water flow. This revetment is showing signs of erosion and/or degradation. These revetment areas would be removed, repaired, and/or replaced with shoreline protective devices such as riprap and, where feasible, nature-based adaptation solutions, meaning sustainable planning, design, environmental management, and engineering practices that incorporate or mimic natural features or processes into the built environment to promote climate adaptation and resilience. These solutions use natural features and processes. The Project would not involve construction of revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, or other features that would alter the natural shoreline.

Table 3.9-4. Project Consistency with Applicable Coastal Resources Planning and Management Policies of the California Coastal Act

Policy	Project
Chapter 3, Article 5 – Land Resources	
Section 30240: Environmentally sensitive habitat areas; adjacent developments. Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on those resources shall be allowed within those areas. Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade those areas, and shall be compatible with the continuance of those habitat and recreation areas.	**Consistent.** The Project is not located in or adjacent to an identified Environmentally Sensitive Habitat Area. While most of the Project activities are limited to the urban/developed land of the Project area, the shoreline would be reinforced with riprap or other nature-based solutions, consistent with the surrounding shoreline of San Diego Bay, and would not result in permanent impacts to the shallow subtidal, moderately deep subtidal communities, or eelgrass beds in the Project area.
Chapter 3, Article 6 – Development	
Section 30250: (a) New residential, commercial, or industrial development, except as otherwise provided in this division, shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it or, where such areas are not able to accommodate it, in other areas with adequate public services and where it will not have significant adverse effects, either individually or cumulatively, on coastal resources. In addition, land divisions, other than leases for agricultural uses, outside existing developed areas shall be permitted only where 50 percent of the usable parcels in the area have been developed and the created parcels would be no smaller than the average size of surrounding parcels. (b) Where feasible, new hazardous industrial development shall be located away from existing developed areas. (c) Visitor-serving facilities that cannot feasibly be located in existing developed areas shall be located in existing isolated developments or at selected points of attraction for visitors.	**Consistent.** The Project would be adjacent and contiguous to an existing urbanized and developed area. The Project would also be consistent with existing developments and land uses, as discussed above.
Section 30251: Scenic and visual qualities. The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.	**Consistent.** The Project area is currently developed with a mix of commercial uses. The Project features would enhance the visual character and quality of the area from the existing baseline. Given the industrial nature of the visual experience, and the underutilized open parking lots within the subdistrict, the redevelopment of the Project area would improve the overall visual character of the surrounding areas by providing a more consistent development pattern. Currently, coastal areas in the Project area are not available to the public. The Topgolf visitor-serving attraction would be set back from the waterfront and would be behind the viewer based on the orientations of the Bay and scenic coastal areas. The Project would increase accessibility and would protect views along the coastal area. The Project area is not located in a highly scenic area such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government.

Table 3.9-4. Project Consistency with Applicable Coastal Resources Planning and Management Policies of the California Coastal Act

Policy	Project
Section 30252: Maintenance and enhancement of public access. The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing non-automobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation, (5) assuring the potential for public transit for high intensity uses such as high-rise office buildings, and by (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of on-site recreational facilities to serve the new development.	**Consistent**. The Project includes a waterfront park and waterside promenade that would offer public coastal access along the waterfront where currently there is none. MTS Route 923 currently serves the Project area at a stop located along North Harbor Drive approximately 200 feet from the Project area, which would provide transit opportunities to promote coastal access. The Project would allow for enhanced use of non-automobile circulation through the provision of the waterside promenade and sidewalks along Liberator Way. Adequate parking would be provided within the Topgolf Project site and along Liberator Way.
Section 30253: Minimization of adverse impacts. New development shall do all of the following: (a) Minimize risks to life and property in areas of high geologic, flood, and fire hazard. (b) Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs. (c) Be consistent with requirements imposed by an air pollution control district or the State Air Resources Board as to each particular development. (d) Minimize energy consumption and vehicle miles traveled. (e) Where appropriate, protect special communities and neighborhoods that, because of their unique characteristics, are popular visitor destination points for recreational uses.	**Consistent.** The Project is not located in an area of high geologic, flood, nor fire hazard. It would not create or contribute significantly to erosion, geological instability, or destruction of the site or surrounding area in a way that would require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs. Refer to Section 3.5, Geology and Soils. The Project would be consistent with the requirements imposed by the San Diego Air Pollution Control District. Refer to Section 3.2 Air Quality. In addition, a solar canopy may be included over the Topgolf visitor-serving attraction surface parking lot to minimize electricity usage from operations. The parking lot would include 46 EV-ready stalls and 15 EV charging stalls. The Project would incorporate various TDM strategies including increasing job density compared to existing conditions, implementing a commuter trip reduction program, providing improved bicycle facilities, providing end-of-trip facilities, and improving the pedestrian network. There are no special communities or neighborhoods that, based on their unique characteristics, are popular visitor destination points for recreational uses located near the Project area. The Project area currently does not provide any visitor access.
Section 30255: Priority of coastal-dependent developments. Coastal-dependent developments shall have priority over other developments on or near the shoreline. Except as provided elsewhere in this division, coastal-dependent developments shall not be sited in a wetland. When appropriate, coastal-related developments should be accommodated within reasonable proximity to the coastal-dependent uses they support.	**Consistent.** The Project is considered coastal-enhancing. The Project proposes to redevelop a portion of the Project area (EHI redevelopment area) with coastal-enhancing uses that allow for recreational enjoyment and public access to the tidelands. Specifically, the Project includes the development of a waterfront park and a waterside promenade that would offer public coastal access along the waterfront. Other recreational features could include a pavilion, health and wellness features, and a restroom.

Table 3.9-4. Project Consistency with Applicable Coastal Resources Planning and Management Policies of the California Coastal Act

Policy	Project
Chapter 3, Article 8 Sea Level Rise	
Section 30270. The commission shall take into account the effects of sea level rise in coastal resources planning and management policies and activities in order to identify, assess, and, to the extent feasible, avoid and mitigate the adverse effects of sea level rise.	**Consistent.** The Project prepared a Sea Level Rise Analysis for the East Harbor Island Redevelopment/Topgolf Project and Port Master Plan Amendment. Based on the analysis, the Project including the Topgolf visitor-serving attraction, waterfront park and promenade, and redesignation of land uses is not expected to exacerbate sea level rise (SLR) inundation or flooding in the Project area. However, even with the proposed realignment of Liberator Way, projected temporary flooding conditions under the 4.9 Feet SLR Scenario are expected to impact the northeastern and western termini of Liberator Way. Additionally, given the significant uncertainty of future SLR conditions, potential adaptation strategies should be considered for additional protection of the Project area from potential future SLR inundation and temporary flooding from SLR with a 100-year storm surge. Such adaptation strategies include implementation of a monitoring program, temporary flood protection strategies, elevation, a waterfront park, creation of wetlands, and installation of living shorelines, oyster reefs, and living levees.

Notes: CWA = Clean Water Act; EHI = East Harbor Island

Public Trust Doctrine

The State of California (State) acquired sovereign ownership of all tidelands and submerged lands and beds of navigable lakes and waterways upon its admission to the United States in 1850. Pursuant to statute and the common law public trust doctrine, the State holds these lands for the benefit of all people of the State for statewide Public Trust purposes that include, but are not limited to, commerce, navigation, fisheries, recreation, habitat preservation, and open space.

The public trust doctrine emanates from the common law rule that the State must administer tidelands, submerged lands, and lands underlying inland navigable waters for the benefit of the people for certain public trust purposes. Such public trust purposes were traditionally confined to “commerce, navigation, and fisheries.” Over time, trust purposes have been recognized to include the right to hunt, bathe, and swim, as well as to preserve tidelands in their natural state. Commercial uses, including hotels, visitor-serving retail, and restaurants, have also been determined to be consistent with the public trust. Under the public trust doctrine, a trustee’s authority to approve a project that may impact public trust resources carries with it an affirmative duty to take the public trust into account and to protect public trust uses whenever feasible. What is feasible in a particular instance is a matter of discretion for the trustee to determine in light of the “public interest.” Further,

the trustee may authorize non-trust uses of tide and submerged lands so long as the uses do not substantially impair or interfere with trust uses or values.

Administration of State trust lands is a matter entrusted to the Legislature. The Legislature, in turn, has delegated primary authority over the State's tide and submerged lands to the California State Lands Commission. The Legislature granted trust lands to the San Diego Unified Port District ("Port"), as it has with other local governments for uses and management consistent with the public trust and the individual granting statutes.

As a doctrine that is "inherently discretionary," the public trust does not impose on trustee agencies—like the District—the duty to exercise their authorities in a particular way. Thus, the common law imposes no "procedural matrix" on a trustee's compliance with the public trust. For this reason, a trustee agency's efforts to comply with environmental laws, such as CEQA, can serve as sufficient "consideration" for public trust purposes.

Public trust consistency first depends on whether the Project comprises uses allowable under the public trust doctrine. In addition to traditional public trust uses (e.g., fishing, navigation, water-oriented recreation), uses that encourage or enhance the public's access to and enjoyment of tidelands are allowed, such as restaurants, hotels, small shops, gas stations, and parking areas.

The San Diego Unified Port Act ("Port Act") also delineates the "general statewide purpose[s]" for use of tide and submerged lands held in trust by the Port. The Port Act provides that tide and submerged lands may be used "[f]or all commercial and industrial uses and purposes, and the construction, reconstruction, repair, and maintenance of commercial and industrial buildings, plants, and facilities." Additionally, tide and submerged lands may be used "[f]or the construction, reconstruction, repair, maintenance, and operation of . . . public assembly and meeting places, . . . parks, playgrounds, . . . recreation and fishing piers, public recreation facilities, including, but not limited to, public golf courses, . . . and for all works, buildings, facilities, utilities, structures, and appliances incidental, necessary, or convenient for the promotion and accommodation of any of those uses." Although the Port may lease these lands to other parties, the leases must be "for limited periods" (up to 66 years) and solely "for purposes consistent with the trusts upon which said lands are held by the State of California. . . ."

The Topgolf facility, waterfront park and promenade, and the redesignation of adjacent parcels, are consistent with the public trust doctrine for the reasons set forth below.

Topgolf: The Topgolf facility, including the restaurant, bar, lounge, and rooftop entertainment areas, is consistent with the public trust doctrine and the Port Act. The Topgolf facility constitutes a public recreation use that enhances public access to, and

enjoyment of, San Diego Bay. The Port Act expressly authorizes the use of granted tidelands and submerged land for "public recreation facilities, including, but not limited to, public golf courses," as well as the construction of buildings and facilities incidental or convenient to those purposes. The Topgolf facility falls within this category.

While Topgolf is not a traditional public golf course, it is a golf-based recreational gaming experience that is highly accessible to the public regardless of golfing experience, and intentionally inclusive of families and youths. Topgolf will charge a participatory fee, which is consistent with the Port Act's authorization that tide and submerged land may be for commercial uses and purposes. Topgolf, through its Driving for Good program, will further encourage public access by providing golf access for high school golf teams and charities serving youth mentorship, leadership, and empowerment. Topgolf and the Port will collaborate to identify communities that could benefit from the program and ensure equitable access. Additionally, Topgolf enhances the public's access to and enjoyment of tidelands. The combined indoor-outdoor design of the Topgolf facility enhances the public's connection to the waterfront. Guests play from covered bays that open directly to the outdoors, allowing players to experience views of the San Diego Bay throughout the activity. The Topgolf facility is also expected to be a significant attraction that will draw new users to the waterfront.

The Topgolf facility's ancillary components, including a restaurant, a bar, a lounge, and a rooftop entertainment area, are also consistent with the public trust because they are integral to the operation of the overall public recreation facility. The ancillary components independently encourage or enhance the public's access to and enjoyment of tidelands as visitors may be drawn to the Topgolf facility only to visit the restaurant, bar, lounge, or entertainment area. Such commercial and recreational uses are consistent with the public trust and the Port Act, which authorizes granted land to be used for commercial purposes in line with the public trust.

Waterfront Park and Promenade: The Waterfront Park and Promenade component is consistent with the public trust doctrine and the Port Act. The Waterfront Park and Promenade would include a variety of public trust recreation and open space uses, including plaza areas, pavilions, playgrounds, and seating and shade structures. The Waterfront Park and Promenade would also offer physical public coastal access along the waterfront. These are traditional and recognized public trust uses. The Port Act also authorizes "public assembly and meeting places," "parks," "playgrounds," and "public recreation facilities" on granted lands. The components of the Waterfront Park and Promenade fall within these types of uses.

Adjacent Parcels: The Project also includes redesignating the adjacent parcels from "Industrial Business Park" to "Commercial Recreation." The redesignation is consistent with the public trust doctrine, as both recreational and certain commercial uses (e.g., visitor-serving retail and restaurants) are consistent with the public trust doctrine. At this time, the specific future uses of those parcels are not known. When the Port considers a future development proposal for the adjacent parcels, it will conduct a separate evaluation to confirm that the specific use proposed is consistent with the public trust doctrine.

Lastly, the Project does not substantially impair or impede other public trust uses or values, including waterborne commerce, navigation, and fisheries.

Waterborne Commerce & Navigation: The Project will not substantially impair or impede waterborne commerce or navigation. The EIR's analysis found that, with the adoption of a PMPA, the Project is consistent with the PMP, which prioritizes navigation, commerce, and water-dependent uses within the Port. The Project construction would also not introduce any permanent in-water structures or long-term marine construction. The Project contemplates limited in-water construction for shoreline repairs, which would potentially require use of a barge to operate a derrick on the water side of the construction area. If a barge were required, a tugboat would be used to position the barge at the beginning of construction and to remove it at the end of construction. It is assumed that approximately 3 hours of tugboat operation would be required. No additional in-water work would be required.

Fisheries: The Project will not substantially impair or impede fisheries. The EIR's environmental analysis found less than significant impacts to Biological Resources with implementation of mitigation. Eelgrass beds, which are designated as Essential Fish Habitat, are documented in the southeastern portion of the project area. As part of the shoreline repairs, riprap or nature-based solutions would be installed along the eastern portion of the Project area. No permanent impacts from removal of the shallow and moderately deep subtidal and eelgrass beds would occur. Therefore, the Project would not result in the permanent loss of shallow and moderately deep subtidal and eelgrass beds, which provide potential Essential Fish Habitat and Habitat Area of Particular Concern for groundfish and coastal pelagic species in the Pacific Coast region. However, as discussed in Section 3.3, implementation of the Project could impact these species through temporary elimination of their foraging habitat during construction. Implementation of Mitigation Measures BIO-1 through BIO-3 would mitigate potential impacts to below a level of significance.

San Diego International Airport Land Use Compatibility Plan

The Project area is approximately 0.25 mile south of the SDIA and is within its AIA and Airspace Protection Boundary, which requires specific protection measures for noise, overflight, safety, and/or airspace protection (SDCRAA 2025). The Project is also in the FAA Part 77 Noticing Area Overlay Zone, requiring notification for structures taller than 200 feet above ground level.

The proposed Topgolf visitor-serving attraction would include an artificial turf outfield enclosed by a polyester barrier netting system suspended on poles ranging between 90 feet near the building and crest to 170 feet in height near the outfield. No other Project components would result in tall structures. Therefore, due to the location of the Topgolf Project site within the Airspace Protection Boundary and height of the proposed Topgolf Project, Topgolf would be required to file a Notice of Proposed Construction or Alteration (FAA Form 7460-1) for proposed structures, including temporary structures, such as cranes. Federal law requires proposed structures that exceed FAA Regulations Part 77 height criteria to undergo an Obstruction Evaluation/Airport Airspace Analysis. FAA issued a Determination of No Hazard to Air Navigation with Conditions for the Topgolf visitor-serving attraction. The FAA has determined that four to 16 poles supporting the safety netting be marked/lighted with red lights in accordance with FAA Advisory circular 70/7460-1 M, Obstruction Marking and Lighting (FAA 2024). Cranes would be used during construction. In addition, the San Diego Regional Airport Authority issued an Airport Land Use Commission Consistency Determination in March 2025, which concluded that the Project is consistent with the SDIA ALUCP with the inclusion of the lighted and marked poles and the recording of an avigation easement for airspace. Topgolf and the District's compliance with these requirements would ensure that construction and operation of the Project would be consistent with the ALUCP, as it relates to avoiding or mitigating an environmental effect.

North Island Airport Land Use Compatibility Plan

The Naval Air Station North Island (NASNI) is approximately 1.75 miles southwest of the Project area. The Project is within the NASNI AIA and specifically within the Airspace Protection Boundary. This boundary establishes the area within which airspace protection and flight safety policies and standards apply. The Project area is not within a noise contour established by the NASNI ALUCP (SDCRAA 2020). Therefore, as described above, FAA issued a Determination of No Hazard to Air Navigation with Conditions for the Topgolf visitor-serving attraction. The FAA has determined that four to 16 poles supporting the safety netting be marked/lighted with red lights in accordance with FAA Advisory circular 70/7460-1 M, Obstruction Marking and Lighting (FAA 2024).

San Diego Integrated Natural Resources Management Plan

The INRMP sets forth a long-term vision and strategy sponsored by two major managers or stewards of the San Diego Bay: the U.S. Navy and the District. Its intent is to provide direction for the good stewardship that natural resources require while supporting the ability of the U.S. Navy and District to achieve their missions and continue functioning within San Diego Bay. The INRMP identifies the following guiding principles for ecosystem management for San Diego Bay (San Diego Unified Port District 2013):

- Maintain and improve the sustainability and native biodiversity of ecosystems
- Administer with consideration of ecological units and time frames
- Support sustainable human activities
- Develop priorities and reconcile conflicts
- Develop coordinated approaches to ecosystem health through partnerships
- Rely on the best science and data available
- Use benchmarks to monitor and evaluate outcomes
- Apply adaptive management

The Project would be consistent with the principle of maintaining and improving the sustainability and native biodiversity of ecosystems by implementing Project design features such as nature-based solutions for shoreline protection, where feasible, to reduce impacts to the sensitive natural communities in the Project area and sustainable waste collection while providing coastal access to the public. As discussed in Section 3.3, due to the overall increase in lighting, the Project would not be consistent with the INRMP and its principles for ecosystem management and stewardship of resources in San Diego Bay. Through implementation of Mitigation Measure BIO-1, the Project would comply with the INRMP's requirement to apply adaptive management methods to reduce impacts from Project light sources.

In addition, as discussed in Section 3.3, the majority of the Project would occur in upland disturbed habitats. However, the Project could result in direct temporary impacts to eelgrass beds and shallow subtidal and moderately deep subtidal communities adjacent to the shoreline work area. However, impacts would be temporary in nature and would be mitigated with the implementation of Mitigation Measures BIO-1 through BIO-3 and would not impact the sustainability or native biodiversity of the adjacent ecosystems.

Integration of the District's construction and operational BMPs and Environmental Standards would protect water quality in the Project area and surrounding San Diego Bay. Standard construction BMPs and construction-related minimization measures, such as requiring trash and garbage control and removal, would be incorporated into the Project.

Refer to Section 3.3 for a discussion of the Project's potential impacts and required mitigation measures that would be implemented to reduce impacts. Therefore, the Project as mitigated would not conflict with the INRMP's guiding principles regarding protection of sensitive wildlife species, sensitive vegetation communities, jurisdictional aquatic resources, wildlife corridors and habitat linkages in the District.

California Coastal Commission 2018 Sea Level Rise Policy Guidance

Table 3.9-5, Project Consistency with the California Coastal Commission 2018 Sea Level Rise Policy Guidance, analyzes the Project's consistency with the California Coastal Commission 2018 Sea Level Rise Policy Guidance.

Table 3.9-5. Project Consistency with the California Coastal Commission 2018 Sea Level Rise Policy Guidance

California Coastal Commission Sea Level Rise Policy Guidance	
Goal, Policy, Objective	**Consistency**
Establish the sea level rise range for the proposed project.	**Consistent**. The Sea-Level Rise Analysis for the East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Appendix K) includes projections of potential SLR with a 100-year storm surge consistent with those used by the District in their 2019 Vulnerability Assessment. For informational purposes, the District has chosen to disclose a 6.6-foot SLR scenario that is considered an extreme SLR scenario for the year 2100 in the 2024 OPC Science and Policy Update in Table 1. The following SLR scenarios are studied in this SLR Memo: • Baseline Scenario (Current flooding conditions with no SLR) • 0.8 Foot SLR Scenario • 1.6 Feet SLR Scenario • 2.5 Feet SLR Scenario • 4.9 Feet SLR Scenario • 6.6 Feet SLR Scenario
Determine how sea level rise impacts may constrain the project site.	**Consistent.** Based on the U.S. Geological Survey Coastal Storm Modeling System (CoSMoS) 3.0, portions of the Project area proposed for redevelopment would not be impacted by SLR inundation or temporary flooding until the end of the century with greater than 2.5 feet of SLR. The proposed improvements in these areas would include park and open space improvements. These improvements would have a higher adaptive capacity to SLR effects than roadway or other uses due to reduced sensitivity to potential outcomes such as risk of damage from flooding. Under a 4.9 Feet SLR Scenario, projected SLR inundation and temporary flooding from SLR with a 100-year storm event is expected to impact the easternmost and western portions of the Project area, including sections of Liberator Way and Harbor Island Drive and part of the San Diego Harbor Police headquarters. Additionally, under existing conditions, the SDIA temporary construction staging facilities west of the Convair Lagoon beach would be subject to temporary flooding; however, the Project would remove these facilities and improve the adaptive capacity of this area by replacing them with park and open space uses. The Topgolf visitor-serving attraction itself would not be affected by SLR inundation or temporary flooding under this scenario; however, access to the site would be constrained by temporary flooding at both access points, particularly during and after heavy storm events. The only scenario that would result in flooding impacts to the proposed Topgolf visitor-serving attraction is the 6.6 Feet SLR Scenario, which, given the new science released by the Ocean Public Council, is unlikely to occur by 2100 and may occur after the year 2150 (OPC 2024). This extreme scenario was only included for informational purposes and would

Table 3.9-5. Project Consistency with the California Coastal Commission 2018 Sea Level Rise Policy Guidance

California Coastal Commission Sea Level Rise Policy Guidance	
Goal, Policy, Objective	**Consistency**
	occur well outside the lease term of the proposed Topgolf visitor-serving attraction operation.
Determine how the project may impact coastal resources over time, considering sea level rise.	**Consistent.** Implementation of the Project would not impact coastal resources due to sea level rise overtime.
Identify project alternatives to both avoid resource impacts and minimize risks to the project.	**Consistent**. The Project is not expected to exacerbate SLR inundation or flooding in the Project area under any of the analyzed SLR scenarios (Appendix K). However, even with the proposed realignment of Liberator Way, projected temporary flooding conditions under the 4.9 Feet SLR Scenario are expected to impact the northeastern and western termini of Liberator Way. Additionally, given the significant uncertainty of future SLR conditions, potential adaptation strategies should be considered for additional protection of the Project area from potential future SLR inundation and temporary flooding from SLR with a 100-year storm surge. Such adaptation strategies include: • Construction of a waterfront park which would reduce the sensitivity and improve the adaptive capacity of the Project area to the effects of SLR. • Inclusion of nature-based solutions are sustainable planning, design, environmental management, and engineering practices that incorporate or mimic natural features or processes into the built environment to promote climate adaptation and resilience. • Raising pad grades from existing elevations (between 0.75 and 22.58 feet [NAVD 88]) to an elevation of 15 to 15.5 feet (NAVD 88) would accommodate 4.9 feet of SLR.
Finalize project design and submit permit application.	**Consistent.** To be completed after the CEQA process is complete, as is standard. The Project would require applications with final Project design and issuance of CCA permits.

The Project would not conflict with the California Coastal Commission 2018 Sea Level Rise Policy Guidance, as it relates to avoiding or mitigating an environmental effect.

Ocean Protection Council State of California Sea Level Rise Guidance: 2024 Science and Policy Update

Table 3.9-6, Project Consistency with the Ocean Protection Council State of California Sea Level Rise Guidance: 2024 Science and Policy Update, analyzes the Project's consistency with the OPC 2014 Sea Level Rise Guidance.

Table 3.9-6. Project Consistency with the Ocean Protection Council State of California Sea Level Rise Guidance: 2024 Science and Policy Update

Ocean Protection Council State of California Sea Level Rise Guidance: 2024 Science and Policy Update	
Goal, Policy, Objective	**Consistency**
Adaptation strategies should prioritize protection of coastal habitats and public access.	**Consistent.** The Project is not expected to exacerbate SLR inundation or flooding in the Project area under any of the analyzed SLR scenarios (Appendix I). However, even with the proposed realignment of Liberator Way, projected temporary flooding conditions under the 4.9 Feet SLR Scenario are expected to impact the northeastern and western termini of Liberator Way. Additionally, given the significant uncertainty of future SLR conditions, potential adaptation strategies have been included for additional protection of the Project area from potential future SLR inundation and temporary flooding from SLR with a 100-year storm surge. Such adaptation strategies include: • Construction of a waterfront park which would reduce the sensitivity and improve the adaptive capacity of the Project area to the effects of SLR. • The existing concrete revetment areas would be removed, repaired, and/or replaced with shoreline protective devices such as riprap and, where feasible, nature-based adaptation solutions which are sustainable planning, design, environmental management, and engineering practices that incorporate or mimic natural features or processes into the built environment to promote climate adaptation and resilience. • Raising pad grades from existing elevations (between 0.75 and 22.58 feet [NAVD 88]) to an elevation of 15 to 15.5 feet (NAVD 88) would accommodate 4.9 feet of SLR.
Adaptation strategies should consider the unique characteristics, constraints and values of existing water-dependent infrastructure, ports and Public Trust uses.	**Consistent.** The Project does not include existing water-dependent infrastructure, ports, and Public Trust uses.
Coordinate and collaborate with local, state and federal agencies when selecting sea level rise scenarios; where feasible, use consistent sea- level rise scenarios across multi-agency planning and regulatory decisions.	**Consistent.** The analyses included in the Sea-Level Rise Analysis for the East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Appendix K) include projections of potential SLR with a 100-year storm surge consistent with those used by the District in their 2019 Vulnerability Assessment.
Consider local conditions to inform decision making.	**Consistent.** The analyses included in the Sea-Level Rise Analysis for the East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Appendix K) took into account the existing baseline flooding scenario for the existing Project area conditions.

The Project would not conflict with the OPC 2024 Sea Level Rise Guidance, as it relates to avoiding or mitigating an environmental effect.

2025 San Diego Association of Governments San Diego Forward: The Regional Plan

The 2025 Regional Plan was adopted by the SANDAG Board of Directors on December 12, 2025 (SANDAG 2025). The plan creates a transportation network that is accessible and interconnected with improvements to existing projects and other new projects that are supported by programs, policies, and implementation actions, as well as a financial plan. The 2025 Regional Plan sets goals to guide our strategies, implementation actions,

and performance measures toward desired outcomes. The plan envisions a sustainable and resilient future for our region and the economy supported by a transportation network that would achieve:

- Convenient and reliable movement of people and goods
- Equitable access to essential needs and opportunities
- Healthy communities and environment for everyone
- Safe transportation network for all users

The Project's proposed active transportation components help implement the overall vision of the San Diego Regional Plan. The Project includes construction of a waterside promenade for both bicyclists and pedestrians along the Project frontage on Liberator Way. This Project feature would improve coastal access to bicyclists and pedestrians that traverse the surrounding area. Additionally, the proposed waterfront park and promenade would provide public access along the waterfront for both bikes and pedestrians. A north–south public access connection would also be provided from the multi-use pathway along the southern side of North Harbor Drive that would provide a variety of users access to the public realm and would provide public access to points along the Bay. In addition, a walkway ranging from 8 to 10 feet wide (also multi-use), would be located east of the parking lot in front of the Topgolf visitor-serving attraction, providing a north–south connection from multi-use pathway/Embarcadero Downtown San Diego to San Diego Bay. These improvements increase transportation-related physical activity, contributing to healthier communities.

Significance of Impact

Implementation of the Project would not conflict with applicable land use plans, policies, or regulations adopted for the purposes of avoiding or mitigating environmental effects, including the PMP, PMPU, CCA, Public Trust Doctrine, SDIA ALUCP, NASNI ALUCP, INRMP, 2018 SLR Policy Guidance document, OPC Draft 2024 SLR Guidance, and SANDAG 2025 Regional Plan. Conclusions on if conflicts exist are based upon consistency with the policies and planning documents as a whole. As a result, the Project would not cause a significant impact on the environment, which has not already been disclosed in the other resource chapters of this Draft EIR. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.9.6 Cumulative Impacts

The following sections address various potential cumulative impacts relating to land use and planning that could result from implementation of the Project.

3.9.6.1 Cumulative Threshold 1: Physically Divide an Established Community

This section evaluates the potential for the Project to result in a significant contribution to a cumulative land use impact resulting from the physical division of an established community. The geographic context for this cumulative impact is East Harbor Island.

Development of the Project and development projections under the PMP, PMPU, and SANDAG 2025 Regional Plan and identified in Table 3-1, Cumulative Projects, in Chapter 3, Environmental Analysis, of this EIR could include the construction of new or widened roadways, airports, railroad tracks, open space areas, or other features that would individually have the potential to physically divide an established community or could have the effect of forming an access barrier that would physically divide a community. However, due to the geographic isolation of East Harbor Island, such cumulative impacts would generally be limited to projects located on East Harbor Island including Sunroad Harbor Island East Hotel, which are future development projects consistent with the PMP and PMPU. These Projects would not include the permanent or temporary closure of any surrounding travel routes nor propose a freeway or other large infrastructure that could divide the existing surrounding community. Therefore, there is no cumulatively significant impact. As discussed above, the Project would have a less than significant impact on division of an established community. The Project, along with the identified cumulative projects, would not result in a cumulatively significant land use impact related to physically dividing communities. The Project's incremental contribution would not be cumulatively considerable.

3.9.6.2 Cumulative Threshold 2: Conflict with Applicable Land Use Plans, Policies, and Regulations Adopted to Avoid or Mitigate an Environmental Effect

This section evaluates the potential for the Project to result in a significant contribution to a cumulative land use impact resulting from potential incompatibilities applicable land use plans or policies adopted for the protection of the environment. The geographic context for this cumulative impact is the boundaries of the District

It is anticipated that development of the identified cumulative projects in Table 3-1, and regional growth in general under PMP, PMPU, and 2025 San Diego Regional Plan would result in changes to the existing land use environment through the conversion of vacant, underused, or low-density uses to higher-density uses or of existing land uses, such as residential, to commercial or mixed-use. Development of cumulative projects is overseen by the San Diego Unified Port District, the City, or the Airport Authority. The land within their authority is guided by the jurisdictions' respective planning documents, which are regularly updated to reflect changes in conditions and prospective future developments.

These planning and regulatory documents would ensure development projects would substantially comply with zoning, density, development standards, and design review and, when applicable, conduct subsequent CEQA analysis to mitigate potential impacts and would be substantially compatible with existing land uses. A significant cumulative land use impact associated with conflicts with applicable land use plans, policies, and regulations would not occur. As discussed above, the Project would not have an individually significant impact related to conflicts with land use plans and policies. Therefore, the Project would not contribute to a significant cumulative land use impact related to conflicts with land use plans, policies and regulations, and the Project's incremental contribution would not be cumulatively considerable.

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3.10 Noise

This section evaluates the potential for noise impacts resulting from implementation of the proposed East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project).

3.10.1 Environmental Setting

The following sections describe the environmental setting for the Project as it relates to noise.

3.10.1.1 Fundamentals of Environmental Noise

Quantification of Noise

The California Department of Transportation (Caltrans) defines noise as sound that is loud, unpleasant, unexpected, or undesired. Further, for the purposes of noise analysis, noise only exists if a source, path, and receiver are present. Sound pressure waves must be produced by a source and transmitted through a medium, such as air. The sound must be perceived by, registered by, or affect a receptor, such as an ear or noise monitoring device (Caltrans 2013).

Sound pressure levels are quantified using a logarithmic ratio of actual sound pressures to a reference pressure squared, called bels. A bel is typically divided into tenths, or decibels (dB). Sound pressure alone is not a reliable indicator of loudness because frequency (or pitch) also affects how receptors respond to the sound. To account for the pitch of sounds and the corresponding sensitivity of human hearing to them, the raw sound pressure level is adjusted with a frequency-dependent A-weighting scale that is stated in units of decibels (dBA) (Caltrans 2013). Typical A-weighted noise levels are listed in Table 3.10-1, Typical A-Weighted Noise Levels**.**

Table 3.10-1. Typical A-Weighted Noise Levels

Common Outdoor Activities	Noise Level (dBA)	Common Indoor Activities
	— 110 —	Rock band
Jet flyover at 1,000 feet		
	— 100 —	
Gas lawn mower at 3 feet		
	— 90 —	
Diesel truck at 50 feet at 50 miles per hour		Food blender at 3 feet
	— 80 —	Garbage disposal at 3 feet
Noisy urban area, daytime		
Gas lawn mower, 100 feet	**— 70 —**	Vacuum cleaner at 10 feet
Commercial area		Normal speech at 3 feet
Heavy traffic at 300 feet	**— 60 —**	

Table 3.10-1. Typical A-Weighted Noise Levels

Common Outdoor Activities	Noise Level (dBA)	Common Indoor Activities
		Large business office
Quiet urban daytime	**— 50 —**	Dishwasher next room
Quiet urban nighttime	**— 40 —**	Theater, large conference room (background)
Quiet suburban nighttime		
	— 30 —	Library
Quiet rural nighttime		Bedroom at night
	— 20 —	
		Broadcast/recording studio
	— 10 —	
Lowest threshold of human hearing	**— 0 —**	Lowest threshold of human hearing

Source: Caltrans 2013.
Note: dBA = A-weighted decibel

A receptor's response to a given noise may vary depending on the sound level, duration of exposure, character of the noise sources, the time of day during which the noise is experienced, and the activity affected by the noise. Activities most affected by noise include rest, relaxation, recreation, study, and communications, such as quiet conversation or telephone calls. In consideration of these factors, different measures of noise exposure have been developed to quantify the extent of the effects from a variety of noise levels. For example, some measures consider the 24-hour noise environment of a location by using a weighted average that penalizes noise levels during normal relaxation and sleep hours. Other measures consider an average noise level over a period of time that includes ambient noise and a steady-state noise source for a given period of time within the averaging period (Caltrans 2013). The indices for measuring community noise levels that are used in this Environmental Impact Report are defined below:

Leq, the equivalent energy level, provides an average acoustic or sound energy content of noise, measured during a prescribed period, such as 1 minute, 15 minutes, 1 hour, or 8 hours. The sound level may not be constant over the measured time period, but the average decibel sound level, given as dBA Leq, contains an equal amount of energy as the fluctuating sound level.

CNEL, the community noise equivalent level, is the average equivalent A-weighted sound level over a 24-hour period. This measurement applies weights to noise levels during evening and nighttime hours to compensate for the increased disturbance response of people at those times. CNEL is the equivalent sound level

for a 24-hour period with a +5 dBA weighting applied to all sound occurring between 7:00 p.m. and 10:00 p.m. and a +10 dBA weighting applied to all sound occurring between 10:00 p.m. and 7:00 a.m.

Ldn, the day-night noise level, is a 24-hour Leq, except that the nighttime hours (10:00 p.m. to 7:00 a.m.) are assessed a 10 dBA penalty. This penalty attempts to account for the fact that nighttime noise levels are potentially more disturbing than equal daytime noise levels.

The decibel level of a sound decreases (or attenuates) as the distance from the source of that sound increases. For a single point source, such as a piece of mechanical equipment, the sound level normally decreases by approximately 6 dBA for each doubling of distance from the source. Sound that originates from a linear (or "line") source, such as vehicular traffic, attenuates by approximately 3 dBA per doubling of distance. Other contributing factors that affect sound reception include ground absorption, topography that provides a natural barrier, meteorological conditions, or the presence of human-made obstacles, such as buildings and sound barriers (Caltrans 2013).

Noise Effects

Reaction to a given sound varies depending on acoustic characteristics of the source and the environment of the receptor. The A-scale deemphasizes low-frequency sounds because humans are more sensitive to high-frequency sounds that are more likely to cause hearing damage. People tend to compare an intruding noise to existing background noise levels. If a new noise is considerably louder or noticeable above existing levels, it is generally considered objectionable. The activity that the receptor is engaged in also affects response. For example, the same noise source, such as constant freeway traffic, may be more objectionable to people sleeping than to workers in a factory. A 3 dBA change is the smallest increment that is perceptible by most receivers, and a 5 dBA change in community noise level is clearly noticeable. Generally, 1 to 2 dBA changes are not detectable, except under controlled laboratory conditions. A sound that is 10 dBA greater than the reference sound is typically perceived as twice as loud (Caltrans 2013).

3.10.1.2 Fundamentals of Environmental Vibration

Vibration is defined as dynamic excitation of an elastic system, such as the ground or a structure, that results in oscillatory movement of the system (Caltrans 2020). Typical human-made causes of earthborne vibration include trains and construction activities such as blasting, pile-driving, and operation of heavy earthmoving equipment. The resulting waves transmitted through solid material are referred to as structureborne or groundborne vibration. Vibration energy spreads out as it travels through the ground, causing the vibration amplitude to decrease with distance away from the source. The

vibration levels inside a building depend on the vibration energy that reaches the foundation and the characteristics of the structure that affect propagation of the vibration through it. A heavier building will typically experience lower vibration levels. The most common impact associated with vibration is annoyance resulting from the effects of vibration, such as building movement, rattling of windows, shaking of items on shelves or walls, and rumbling sounds. In more extreme cases, building damage may occur. Because the effects of vibration elicit a greater response than the vibration itself, vibration is typically only perceptible to people inside buildings (FTA 2018).

Vibration levels are typically expressed in terms of the peak particle velocity (PPV) and root mean square (RMS) amplitude, both in inches per second (in/sec). PPV is most appropriate for evaluating building damage potential. Caltrans estimates that continuous vibration levels of less than 0.12 PPV and single-event vibration levels of less than 0.3 PPV do not result in damage to even the most fragile historic buildings (Caltrans 2020). The Federal Transit Administration (FTA) has identified a maximum PPV of 0.2 in/sec for fragile buildings and 0.12 in/sec for extremely fragile historic buildings (FTA 2018).

PPV does not account for human response to vibration. The RMS amplitude is used to represent average vibration amplitude, which accounts for the time it takes for the human body to respond to vibration signals. The RMS amplitude is also given in decibel notation, referenced as vibration decibels (VdB), which serves to compress the range of numbers required to describe vibration relative to human response. The rumbling sound caused by the vibration of room surfaces is called groundborne noise. Like airborne noise, groundborne noise is measured in dBA. The sound level accompanying vibration is generally 25 to 40 dBA lower than the vibration velocity level in VdB. Due to its low-frequency components, groundborne noise sounds louder than broadband noise with the same noise level. Typical vibration levels from various sources are shown in Table 3.10-2, Typical Levels of Groundborne Vibration. As shown in this table, the background vibration velocity level in residential areas is usually around 50 VdB, which is below the 65 VdB threshold of human perception (FTA 2018). The same human reaction corresponds to a given vibration velocity level and its resulting noise level; therefore, for simplicity, this analysis refers only to a source’s VdB to describe potential human response to groundborne vibration and noise.

Table 3.10-2. Typical Levels of Groundborne Vibration

Vibration Level VdB[1]	in/sec RMS	Typical Sources (50 feet from source)	Human/Structural Response
100	0.01	Blasting from construction projects	Threshold, minor cosmetic damage to fragile buildings
90–100	0.003–0.01	Bulldozers and other heavy tracked construction equipment	Difficulty with tasks such as reading
80–90	0.001–0.003	Commuter rail and rapid transit, upper range	Residential annoyance, infrequent events (e.g., commuter rail)
70–80	0.0003–0.001	Typical commuter rail, bus or truck over bump, typical rapid transit	Residential annoyance, frequent events (e.g., rapid transit)
60–70	0.0001–0.0003	Bus or truck, typical	Limit for vibration-sensitive equipment, approximate threshold for human perception
50	0.00003	Typical background vibration	Not detectable

Source: FTA 2018.

Notes: in/sec = inches per second; RMS = root mean square; VdB = vibration decibel

[1] RMS vibration velocity level in VdB relative to 10–6 in/sec.

The general human response to different groundborne vibration velocity levels is described in Table 3.10-3, Human Response to Different Levels of Groundborne Vibration.

Table 3.10-3. Human Response to Different Levels of Groundborne Vibration

Vibration Velocity Level	Noise Level		Human Reaction
	Low Frequency	Mid Frequency	
65 VdB	25 dBA	40 dBA	Approximate threshold of perception for many people. Mid-frequency sound may disturb sleep.
75 VdB	35 dBA	50 dBA	Approximate dividing line between barely perceptible and distinctly perceptible. Many people find that transportation-related vibration at this level is annoying. Mid-frequency noise disturbs sleep and is considered annoying in more quiet areas.
85 VdB	45 dBA	60 dBA	Vibration acceptable only if there are an infrequent number of events per day. Low-frequency noise disturbs sleep and mid-frequency noise can be annoying to daytime NSLUs, such as schools.

Source: FTA 2018.

Note: dBA = A-weighted decibel; NSLU = noise-sensitive land use; VdB = vibration decibel

3.10.1.3 Existing Noise Environment

Existing noise sources that affect the Project area are described below.

Existing Noise Sources

The Port Master Plan Update Final Program EIR (PMPU Final PEIR) describes the existing noise environment within the San Diego Unified Port District (District) (District 2024a).

Due to the large geographical area and varied land uses within the District, the existing noise environment varies widely within and around the District. Notable noise sources within the District include the following (District 2024a):

- Transportation sources such as traffic, aircraft (civilian and military), watercraft (recreational, commercial, and military), and rail (passenger, freight, and trolley)
- Industrial activities such as ship operations and cargo-handling activities at and around District terminals; shipbuilding and repair; manufacturing activities; and storage, loading, and shipping operations
- Activities at various U.S. Navy installations
- Commercial and recreational activities such as operations at the San Diego Convention Center, area hotels, restaurants, parks, marinas, and cruise ship terminals

Within the Project area, noise sources include traffic, aircraft, area hotels, parks, and marinas. The Project area is not in an area typically affected by rail or industrial noise.

Existing Noise Levels

An ambient sound level survey was conducted in January 2024 to quantify the noise environment within the Project boundary and the surrounding vicinity. One short-term (1-hour) measurement was taken on Liberator Way between the existing rental car facilities and East Basin. One long-term (24-hour) measurement was taken on Liberator Way, just west of the short-term survey location conducted on the same street, and across Harbor Island Drive from the Sheraton San Diego Hotel & Marina. The short-term (1-hour) measurement was taken between approximately 10:00 a.m. and 11:00 a.m. on January 17, 2024. The long-term (24-hour) measurement was taken between approximately 12:00 p.m. on January 17, 2024, and 1:00 p.m. on January 18, 2024.

A Larson Davis SoundExpert LxT Type I integrating sound level meter calibrated with a Larson Davis CAL200 calibrator was used to record ambient sound levels. Weather conditions during the measurements were calm, with a temperature of 59 degrees Fahrenheit (°F), wind speeds of 3 miles per hour, and humidity of 75 percent. Table 3.10-4, Ambient Sound Level Measurements (dBA) – Short-Term Location (1-Hour Leq, dBA), summarizes the measured equivalent continuous sound level (Leq) and noise sources for the short-term monitoring location. Table 3.10-5, Ambient Sound Level Measurements – Long-Term Monitoring (24-Hour Leq, dBA), provides the measured hourly Leq for the long-term measurement. Figure 3.10-1, Noise Measurement Locations, shows the monitoring locations. As shown in Table 3.10-5, existing noise levels are compatible with park and commercial service uses and conditionally compatible with visitor accommodations.

Table 3.10-4. Ambient Sound Level Measurements (dBA) – Short-Term Location (1-Hour Leq, dBA)

Site	Location	Observed Noise Sources	Date/Time	Leq	Lmax	Lmin
1	Liberator Way, between the existing rental car facilities (to the north) and the East Basin (to the south)	Constant traffic on North Harbor Drive and Liberator Way Construction at SDIA Airplane departures and arrivals at SDIA	January 17, 2024 9:57 a.m.	64.3	80.7	43.6

Source: Appendix L, Noise Technical Memorandum.

Notes: dBA = A-weighted decibel; Leq = equivalent continuous sound level; Lmax = maximum noise level; Lmin = minimum noise level; SDIA = San Diego International Airport

Table 3.10-5. Ambient Sound Level Measurements – Long-Term Monitoring (24-Hour Leq, dBA)

	Sound Level Range (Leq, dBA)
Average Daytime Noise Level (7:00 a.m. to 7:00 p.m.)	57–66 dBA Leq
Average Evening Noise Level (7:00 p.m. to 10:00 p.m.)	57–60 dBA Leq
Average Nighttime Noise Level (10:00 p.m. to 7:00 a.m.)	54–66 dBA Leq
CNEL for Measurement Period	62 dBA CNEL

Source: Appendix L.

Notes: CNEL = Community Noise Equivalent Level; dBA = A-weighted decibel; Leq = equivalent continuous sound level

3.10.2 Regulatory Setting

This section describes the federal, state, and local regulatory framework adopted to address noise.

3.10.2.1 Federal

Federal Aviation Administration Standards (Code of Federal Regulations, Title 14, Part 150)

Enforced by the Federal Aviation Administration (FAA), Code of Federal Regulations, Title 14, Part 150, prescribes the procedures, standards, and methods governing the development, submission, and review of airport noise exposure maps and airport noise compatibility programs, including the process for evaluating and approving or disapproving those programs. The code also identifies those land uses that are normally compatible with various levels of exposure to noise by individuals. The FAA considers residential land uses to be compatible with exterior noise levels at or less than 65 dBA Ldn.

Federal Transit Administration Standards

Although the FTA standards are intended for federally funded mass transit projects, the impact assessment procedures and criteria included in the FTA Transit Noise and Vibration Impact Assessment Manual (September 2018) are routinely used for projects

proposed by local jurisdictions. The manual includes criteria for assessing the impacts of groundborne vibration, presented in Table 3.10-6, Federal Transit Administration Groundborne Vibration Impact Criteria.

Table 3.10-6. Federal Transit Administration Groundborne Vibration Impact Criteria

Land Use Category	Impact Levels (VdB)		
	Frequent Events[1]	Occasional Events[2]	Infrequent Events[3]
Category 1: Buildings where vibration would interfere with interior operations	65	65	65
Category 2: Residences and buildings where people normally sleep	72	75	80
Category 3: Institutional land uses with primarily daytime uses	75	78	83

Source: FTA 2018.

Notes: VdB = vibration decibel

Vibration levels are measured in or near the vibration-sensitive use.

[1] "Frequent Events" are defined as more than 70 vibration events of the same source per day.

[2] "Occasional Events" are defined as between 30 and 70 vibration events of the same source per day.

[3] "Infrequent Events" are defined as fewer than 30 vibration events of the same source per day.

3.10.2.2 State

California Noise Control Act (California Health and Safety Code, Sections 46000–46080)

California Health and Safety Code, Sections 46000–46080, known as the California Noise Control Act of 1973, find that excessive noise is a serious hazard to the public health and welfare and that exposure to certain levels of noise can result in physiological, psychological, and economic damage. The act declares that the State of California has a responsibility to protect the health and welfare of its citizens through the control, prevention, and abatement of noise. It is the policy of the state to provide an environment for all Californians free from noise that jeopardizes their health or welfare. Section 46050.1 mandates development guidelines for the preparation and content of General Plan Noise Elements.

Caltrans Transportation and Construction Vibration Guidance Manual

In April 2020, Caltrans updated the Transportation and Construction Vibration Guidance Manual. This manual is often referenced in projects and provides practical guidance to planners and consultants who must address vibration issues associated with the construction, operation, and maintenance of projects. Guidance and procedures provided in the manual are used as screening tools for accessing the potential for adverse effects related to structural damage and human perception. This manual is referenced in Section 3.10-5, Project Impacts and Mitigation.

Caltrans Technical Noise Supplement

In September 2013, Caltrans published the Technical Noise Supplement (TeNS) to the Caltrans Traffic Noise Analysis Protocol for New Highway Construction, Reconstruction, and Retrofit Barrier Projects. This is an update to the 2011 TeNS and provides technical background information on transportation-related noise and vibration. The TeNS is not an official policy, standard, or regulation but is often referenced for technical concepts, methodology, and terminology needed to understand transportation noise. The TeNS is referenced in Section 3.10.5.

3.10.2.3 Local

The District planning documents and City of San Diego (City) regulations are summarized below, consistent with the PMPU Final PEIR analysis of noise impacts. Although the Project area is not under the City's jurisdiction, the District has not adopted its own specific thresholds of impact for potential noise and vibration impacts and, therefore, uses the standards and guidelines of other agencies as applicable to evaluate potential noise and vibration impacts (District 2024a).

Port Master Plan

The Port Master Plan (PMP) guides the physical development of the lands within the District's jurisdiction and also serves as the District's coastal program for the California Coastal Act. The District's jurisdiction includes the Public Trust lands (i.e., tidelands) bayward of the mean high-tide line, submerged lands generally to the U.S. pierhead line, and other upland properties as acquired by the District. The District manages these lands in trust for the people of the State of California. The PMP establishes specific goals, objectives, policies, and standards to direct future development, facilitate a diverse range of uses and activities, and provide a broad range of proposed public improvements. The PMP's goals, objectives, policies, and standards were developed in accordance with the California Coastal Act, Public Trust Doctrine, and San Diego Unified Port District Act, which are the foundation for the plan's legislative framework (District 2020).

The PMP includes the following planning goal related to the noise environment:

- **Planning Goal VIII:** The Port District will enhance and maintain the bay and tidelines as an attractive physical and biological entity.
  - Establish guidelines and standards facilitating the retention and development of an aesthetically pleasing tideland environment free of noxious odors, excessive noise, and hazards to the health and welfare of the people of California.

Port Master Plan Update

The Port Master Plan Update (PMPU) is a comprehensive update to the PMP. The PMPU EIR was certified in February 2024; however, the PMPU has not yet been formally certified by the California Coastal Commission. Therefore, the PMP remains the governing land use document of the District at the time this Draft EIR was drafted. Similar to the PMP, the PMPU provides the official goals and planning policies, as well as water and land uses, for development and conservation of the District tidelands, tidelands, and submerged lands that compose the PMPU area. With buildout expected to occur by 2050, the PMPU would implement the approximately 30-year planning vision by identifying allowable water and land uses and providing policies to address six PMPU elements: Water and Land Uses, Ecology, Environmental Justice, Mobility, Safety and Resiliency, and Economics (District 2024b).

The following Environmental Justice Element goal listed in the PMPU aims to reduce noise impacts within the District (District 2024)b:

- **EJ Goal 3:** Healthy, thriving communities in and around Tidelands
  - **EJ Objective 3.1:** Minimize land use conflicts between industrial, working waterfront uses and historical, adjacent residential uses
    - **EJ Policy 3.1.4**: Maritime industrial development that is sited abutting a Portside community shall incorporate industrial site design standards that consider the health and environmental quality of the Portside community, such as, but not limited to, truck route signage, setbacks from property lines, greening buffer, parking requirements, ingress/egress points, noise and light screening, air emission dispersion, and interior air quality for employees.

City of San Diego General Plan

The City of San Diego 2024 General Plan Update (2024 General Plan Update) Noise Element establishes noise and land use compatibility standards and outlines goals and policies to achieve these standards (City of San Diego 2024a). New projects in the City must meet the noise exposure compatibility standards listed in Table 3.10-7, San Diego Land Use – Noise Compatibility Guidelines (General Plan Table NE-3), when evaluating the land use of proposed development projects. In parks and recreational areas, exterior noise exposure shall not exceed 75 dBA CNEL at any time. In parks and areas of active and passive recreation, exterior noise exposure of 70 dBA CNEL is conditionally compatible. For visitor accommodations, exterior noise level exposure shall not exceed 75 dBA CNEL at any time, and noise levels up to 60 dBA CNEL are normally compatible,

similar to residences. For other commercial services, such as entertainment and dining facilities, noise levels up to 65 dBA CNEL are normally compatible. Exposure between 60 and 75 dBA CNEL is conditionally compatible for visitor accommodations and other commercial services. For outdoor uses, feasible noise mitigation techniques should be incorporated to reduce noise levels to acceptable levels. If these noise limits are exceeded, the designated land use is incompatible with a proposed project's noise levels.

Table 3.10-7. San Diego Land Use – Noise Compatibility Guidelines (General Plan Table NE-3)

Land Use Category	Exterior Noise Exposure (dBA CNEL)				
	<60	60–65	65–70	70–75	75+
Parks and Recreational					
Parks; Active and Passive Recreation					
Outdoor Spectator Sports; Golf Courses; Water Recreational Facilities; Indoor Recreation Facilities					
Agricultural					
Crop Raising and Farming; Community Gardens; Aquaculture; Dairies; Horticulture Nurseries and Greenhouses; Animal Raising; Maintenance and Keeping; Commercial Stables					
Residential					
Single Dwelling Units; Mobile Homes		45			
Multiple Dwelling Units		45	45		
Institutional					
Hospitals; Nursing Facilities; Intermediate Care Facilities; K–12 Educational Facilities; Libraries; Museums; Childcare Facilities		45			
Other Educational Facilities (including Vocational/Trade Schools and Colleges and Universities)		45	45		
Cemeteries					
Retail Sales					
Building Supplies/Equipment; Groceries; Pets and Pet Supplies; Sundries, Pharmaceutical, and Convenience Sales; Apparel and Accessories			50	50	
Commercial Services					
Building Services; Business Support; Eating and Drinking; Financial Institutions; Maintenance and Repair; Personal Services; Assembly and Entertainment (includes Public and Religious Assembly); Radio and Television Studios; Golf Course Support			50	50	
Visitor Accommodations		45	45	45	

Table 3.10-7. San Diego Land Use – Noise Compatibility Guidelines (General Plan Table NE-3)

Land Use Category	Exterior Noise Exposure (dBA CNEL)				
	<60	60–65	65–70	70–75	75+
Offices					
Business and Professional; Government; Medical, Dental, and Health Practitioner; Regional and Corporate Headquarters			50	50	
Vehicle and Vehicular Equipment Sales and Services Use					
Vehicle Repair and Maintenance; Vehicle Sales and Rentals; Vehicle Equipment and Supplies Sales and Rentals; Vehicle Parking					50
Wholesale, Distribution, and Storage Use					
Equipment and Materials Storage Yards; Moving and Storage Facilities; Warehouse; Wholesale Distribution					50
Industrial					
Heavy Manufacturing; Light Manufacturing; Marine Industry; Trucking and Transportation Terminals; Mining and Extractive Industries					50
Research and Development				50	50

Compatibility Key:

	Compatible	Indoor Uses	Standard construction methods should attenuate exterior noise to an acceptable indoor noise level.
		Outdoor Uses	Activities associated with the land use may be carried out.
45, 50	Conditionally Compatible	Indoor Uses	Building structure must attenuate exterior noise to the indoor noise level indicated by the number (45 or 50) for occupied areas.
		Outdoor Uses	Feasible noise mitigation techniques should be analyzed and incorporated to make the outdoor activities acceptable.
	Incompatible	Indoor Uses	New construction should not be undertaken.
		Outdoor Uses	Severe noise interference makes outdoor activities unacceptable.

Source: City of San Diego 2024a.
Notes: CNEL = community noise equivalent level; dBA = A-weighted decibel
Compatible noise levels and land use definitions reflect amendments to the 2008 General Plan Noise Element approved in 2015.

San Diego Municipal Code – Noise Ordinance

Chapter 5, Article 9.5, Noise Abatement and Control, of the San Diego Municipal Code (SDMC) declares that the making, creation, or continuance of excessive noises is detrimental to the health, comfort, convenience, safety, welfare, and prosperity of City residents. SDMC Section 59.5.0401 establishes sound level limits for morning, evening, and nighttime hours. The exterior noise limits for each land use classification are summarized in Table 3.10-8, City of San Diego Table of Applicable Noise Limits (1-Hour

dBA). One-hour average sound levels are not to exceed the applicable limit at or beyond a residential-zoned property line. Noise subject to these limits is defined as the portion of the total noise at the specified location that results solely from the action of the identified source.

The San Diego Noise Ordinance (SDMC Section 59.5.0501) establishes prohibitions for disturbing, excessive, or offensive noise, as well as programs to reduce noise in areas in the City where noise levels are above significance thresholds (City of San Diego 2024b). Table 3.10-8 summarizes the applicable SDMC regulations.

Table 3.10-8. City of San Diego Table of Applicable Noise Limits (1-Hour dBA)

Land Use Category	Time of Day	One-Hour Average Sound Level (dBA)
Single Family Residential	7:00 a.m.–7:00 p.m. 7:00 p.m.–10:00 p.m. 10:00 p.m.–7:00 a.m.	50 45 40
Multi-Family Residential (Up to a maximum density of 1/2000)	7:00 a.m.–7:00 p.m. 7:00 p.m.–10:00 p.m. 10:00 p.m.–7:00 a.m.	55 50 45
All other Residential	7:00 a.m.–7:00 p.m. 7:00 p.m.–10:00 p.m. 10:00 p.m.–7:00 a.m.	60 55 50
Commercial	7:00 a.m.–7:00 p.m. 7:00 p.m.–10:00 p.m. 10:00 p.m.–7:00 a.m.	65 60 60
Industrial or Agriculture	any time	75

Source: City of San Diego 2005.
Notes: dBA = A-weighted decibel

The San Diego Noise Ordinance also includes requirements for construction noise. SDMC Section 59.5.0404 sets forth the following limitations related to construction noise (City of San Diego 2024b):

A. It shall be unlawful for any person, between the hours of 7:00 p.m. of any day and 7:00 a.m. of the following day, or on legal holidays as specified in Section 21.04 of the San Diego Municipal Code, with the exception of Columbus Day and Washington's Birthday, or on Sundays, to erect, construct, demolish, excavate for, alter or repair any building or structure in such a manner as to create disturbing, excessive or offensive noise unless a permit has been applied for and granted beforehand by the Noise Abatement and Control Administrator. In granting such permit, the Administrator shall consider whether the construction noise in the vicinity of the proposed work site would be less objectionable at night than during the daytime because of different population densities or different neighboring activities; whether obstruction and interference with traffic particularly on streets of major importance would be

less objectionable at night than during the daytime; whether the type of work to be performed emits noises at such a low level as to not cause significant disturbances in the vicinity of the work site; the character and nature of the neighborhood of the proposed work site; whether great economic hardship would occur if the work were spread over a longer time; whether proposed night work is in the general public interest; and he shall prescribe such conditions, working times, types of construction equipment to be used, and permissible noise levels as he deems to be required in the public interest.

B. Except as provided in subsection C. hereof, it shall be unlawful for any person, including the City of San Diego, to conduct any construction activity so as to cause, at or beyond the property lines of any property zoned residential, an average sound level greater than 75 decibels during the 12–hour period from 7:00 a.m. to 7:00 p.m.
C. The provisions of subsection B. of this section shall not apply to construction equipment used in connection with emergency work, provided the Administrator is notified within 48 hours after commencement of work.

City's CEQA Significance Determination Thresholds

The purpose of the City's CEQA Significant Determination Thresholds (also known as Guidelines) is to assist City staff, project proponents, and the public in determining if, based on substantial evidence, a project may have a significant effect on the environment under CEQA Section 21082.2. The CEQA Significance Determination Thresholds include information on 19 environmental issues as listed in, and to be used in conjunction with, the Initial Study Checklist. They provide technical guidance in evaluating the potential significance of a project's environmental impact and provide a consistent and objective basis for determining the level of impacts. They also recognize that the level of impacts depend on a multitude of factors such as project setting, design, and construction.

3.10.3 Method of Analysis

The following impact analysis focuses on potential noise-related impacts of the Project. The evaluation considers Project plans, current conditions in the Project area, and applicable regulations and guidelines. In addition, the Noise Technical Memorandum (Appendix L) informs Project-related impacts.

The Noise Technical Memorandum includes noise modeling to estimate increases in noise levels during different stages of the Project implementation. The Roadway Construction Noise Model was used to estimate noise generated during construction. The Federal Highway Administration (FHWA) Noise Prediction Model was used to estimate near-term and long-term traffic noise levels with and without Project implementation (as

shown in Tables 3.10-9 and 3.10-10). Traffic volumes and roadway characteristics with buildout of the Project used in the FHWA Noise Prediction Model were obtained from Chen Ryan Associates (CRA 2024).

The following sections identify the thresholds of significance for the Project and describe the impacts and mitigation from the Project.

3.10.4 Thresholds of Significance

According to Appendix G of the California Environmental Quality Act (CEQA) Guidelines, the Project would have a significant impact on noise if it would:

- **Threshold 1:** Generate a substantial temporary or permanent increase in ambient noise levels in the vicinity of the Project in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies.
- **Threshold 2:** Generate excessive groundborne vibration or groundborne noise levels.
- **Threshold 3:** For a project located within the vicinity of a private airstrip or an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, expose people residing or working in the Project area to excessive noise levels.

As discussed previously, the District uses the standards and guidelines of other agencies to evaluate potential significant impacts. Because the nearest receptors to the Project outside the District are in the City, the City noise standards are applicable to the Project. The Project would result in a substantial temporary or permanent increase in ambient noise levels within the vicinity of the Project area if noise levels are in excess of standards established in the 2024 General Plan Update, San Diego Noise Ordinance, or the City's CEQA Significance Determination Thresholds.

During construction, a significant noise impact would occur if Project construction noise exceeded a 12-hour average noise level of 75 dBA limit at the nearest residential zone during the allowable construction hours of 7:00 a.m. and 7:00 p.m. or if construction occurred outside allowable hours, pursuant to the San Diego Noise Ordinance, SDMC Section 59.5.0404.

Operation of the Project would result in a significant direct impact if it results in an increase in vehicle noise that causes noise levels to exceed the City's CEQA Significance Determination Threshold of 65 dBA CNEL, or results in a noticeable (more than 3 dBA) increase in noise levels on roadways where the compatibility standard would be exceeded without Project implementation (City of San Diego 2022; District 2024a). 65 dBA CNEL is

the applicable standard for the nearest sensitive land use type (hotels) (City of San Diego 2022). The CNEL standard is applicable to vehicle noise because vehicle noise is a constant contributor to the noise environment, but varies throughout the day, and generally cannot be controlled at the source. The CNEL provides a 24-hour average noise level, weighted during periods when receptors are more sensitive (evening and nighttime hours).

For stationary operational noise sources, the Project would result in a significant impact if future noise levels exceeded a 1-Hour average sound level of 55 dBA during the daytime (7:00 a.m. to 7:00 p.m.), 50 dBA during the evening (7:00 p.m. to 10:00 p.m.), or 45 dBA during the nighttime (10:00 p.m. to 7:00 a.m.) at or beyond a residential-zoned property line (City of San Diego 2005). The 1-hour average sound level thresholds apply to sources that may contribute intermittently to the noise environment (such as heating, ventilation, and air conditioning [HVAC] systems that cycle on and off) and that may be controlled at the noise source (such as through shielding). These limits are for multi-family residences, but are conservatively applied in this analysis as a screening level at the nearest sensitive receptor, the Sheraton San Diego Hotel & Marina. The hotel is approximately 300 feet west of the nearest Project component, the proposed Harbor Island Drive/Liberator Way intersection entryway improvements. Hotels are considered by the District to be transient housing that is a noise-sensitive land use during only the evening and nighttime hours between 7:00 p.m. and 7:00 a.m. when guests would be sleeping. Since Project construction would be conducted only between 7:00 a.m. and 7:00 p.m. per SDMC Section 21.04, the Sheraton San Diego Hotel and Marina is not a noise-sensitive land use with regard to temporary construction noise. However, the hotel is used to screen for impacts to receptors at a greater distance from the activity area for construction and operation.

3.10.5 Project Impacts and Mitigation

The following sections address various potential impacts relating to noise that could result from implementation of the Project.

3.10.5.1 Threshold 1: Exceedance of Noise Standards

Impact Analysis

Construction

Temporary Construction Noise

Construction of the Project would potentially result in temporary noise level increases due to the operation of heavy equipment. Construction of the Project would generate noise that could expose nearby receptors to elevated noise levels that may disrupt communication and routine activities. The magnitude of the impact would depend on the type of construction activity, equipment, duration of the construction phase, distance between the noise source

and receiver, and intervening structures. Sound levels from typical construction equipment range from 60 to 90 dBA Leq at 50 feet from the source (FHWA 2018). Noise from construction equipment generally exhibits point source acoustical characteristics. A point source sound decays at a rate of 6 dBA per doubling of distance from the source. This rule applies to the propagation of sound waves with no ground interaction.

Standard equipment, such as dozers, loaders, graders, backhoes, scrapers, and miscellaneous trucks, would be used for construction of the Project. A pile driver may also be required for installation of poles for netting at the Topgolf visitor-serving attraction. A pile driver would not be required for other project components, such as the proposed Harbor Island Drive/Liberator Way intersection entryway improvements. Noise levels from standard construction equipment in the Project area were determined based on typical equipment noise levels established by the Roadway Construction Noise Model (FHWA 2018) (Appendix L). The three noisiest pieces of construction equipment (grader, excavator, and dozer) that could be required for the Project were assumed to operate simultaneously in the same location. Project construction has the potential to generate average noise levels of 83.7 dBA at 50 feet from the construction site. On days when use of the pile driver would be required, the three noisiest pieces of construction equipment plus use of pile driver would potentially result in average noise levels of 94.2 dBA at 50 feet.

Based on the typical attenuation rate of 6 dBA per doubling of distance from the source (Caltrans 2013), project construction would have the potential to exceed the residential property line screening level of 75 dBA between 7:00 a.m. and 7:00 p.m. (as specified in the San Diego Noise Ordinance) up to 140 feet from the construction area during typical construction, and up to 460 feet from the construction area on days when pile driving is required. No sensitive receptors are located within 140 feet or 460 feet of the construction area. The closest receptor to the construction area is the Sheraton San Diego Hotel & Marina. The San Diego Noise Ordinance applies specifically to residential development, and it is conservative to apply the standard to hotel land use. The hotel is more than 460 feet from the construction area for the Topgolf visitor-serving attraction site, where pile driving would potentially be required. The hotel is approximately 300 feet west of the nearest Project component, the proposed Harbor Island Drive/Liberator Way intersection entryway improvements. Project construction has the potential to generate noise levels up to 69.4 dBA at 300 feet from the construction site. As described above, the hotel is not considered a sensitive receptor for daytime construction noise. However, because the SDMC threshold would not be exceeded at the closest receptor, it would not be exceeded at any residences located at a greater distance from the construction area. Construction would not exceed 75 dBA at the nearest sensitive land use; therefore, it would not exceed the San Diego Noise Ordinance limit at any residential property line. Additionally, construction activities would occur only between the hours of 7:00 a.m. and 7:00 p.m. and would comply with restrictions

specified in the San Diego Noise Ordinance. Therefore, the Project would not exceed the San Diego Noise Ordinance noise level limit of 75 dBA from 7:00 a.m. to 7:00 p.m. at nearby sensitive receptors. Impacts during construction would be less than significant.

Operation

The following analysis focuses on vehicle traffic generated by the proposed Topgolf visitor-serving attraction and the proposed waterfront park and promenade, the only Project components with the potential to result in a net increase in area traffic volumes. Roadway improvements would not generate new vehicle trips.

Permanent Increase in Vehicle Noise

The potential for implementation of the proposed Topgolf visitor-serving attraction and waterfront park and promenade to permanently increase ambient noise levels from increased traffic was assessed using standard noise modeling equations adapted from the FHWA Noise Prediction Model (Appendix L). The actual sound level at any receptor location depends on the source-to-receptor distance and the presence of intervening structures, barriers, vegetation, and topography; therefore, the result of the calculations is the worst-case scenario. Noise levels were calculated at 50 feet from the centerline of each roadway segment.

Table 3.10-9, Near-Term Traffic Noise Levels with and without Project Implementation, provides the worst-case near-term buildout noise levels with implementation of the Project from the study area segments during opening year of the Project. Table 3.10-10, Long-Term Traffic Noise Levels with and without Project Implementation, provides long-term increases in noise levels with Project implementation, accounting for regional growth and planned projects in the area.

Table 3.10-9. Near-Term Traffic Noise Levels with and without Project Implementation

Roadway	Segment	Near-Term Noise Level (dBA CNEL)	Near-Term + Project (dBA CNEL)	Increase in Noise Level	Significant Impact?
Harbor Island Drive	South of North Harbor Drive	66.2	66.3	+0.1	No
North Harbor Drive	Liberator Way to Lindbergh Field Way	82.5	82.5	+0	No
	Laurel Street to Hawthorn Street	80.2	80.2	+0	No
Laurel Street	North Harbor Drive to Pacific Highway	70.7	70.8	+0.1	No
	East of Pacific Highway	68.8	68.9	+0.1	No

Source: Appendix L.

Notes: CNEL = community noise equivalent level; dBA = A-weighted decibel

Table 3.10-10. Long-Term Traffic Noise Levels with and without Project Implementation

Roadway	Segment	Future Noise Level (dBA CNEL)	Future + Project (dBA CNEL)	Increase in Noise Level	Significant Impact?
Harbor Island Drive	South of North Harbor Drive	69.1	69.2	+0.1	No
North Harbor Drive	Liberator Way to Lindbergh Field Way	82.9	83.0	+0.1	No
	Laurel Street to Hawthorn Street	80.5	80.6	+0.1	No
Laurel Street	North Harbor Drive to Pacific Highway	73.2	73.3	+0.1	No
	East of Pacific Highway	69.8	69.9	+0.1	No

Source: Appendix L.

Notes: CNEL = community noise equivalent level; dBA = A-weighted decibel

As shown in Table 3.10-9 and Table 3.10-10, implementation of the Project would not result in direct noise impacts on any study area segment. The Project contribution to changes in noise level would be less than 1 dBA on all segments under short-term and long-term conditions. The Project would not cause any segment to exceed the 60 dBA CNEL threshold for sensitive receptors, and there would be no noticeable (more than 3 dBA CNEL) change in existing traffic noise levels resulting from Project implementation. Therefore, impacts from operational traffic noise would be less than significant.

Other Operational Noise Sources

The following describes other operational noise sources and their impacts that may result from Project implementation, including noise from activity at the Topgolf visitor-serving attraction, mechanical equipment, parking lot activity, and waterfront park and promenade. Sensitive receptors in the Project area include the Sheraton San Diego Hotel & Marina, Spanish Landing Park, and Harbor Island Park. As described below, the Sheraton San Diego Hotel & Marina is the closest sensitive receptor to all Project components and represents potential impacts to area sensitive receptors. The SDMC noise level limits for multi-family residences are conservatively applied to evaluate impacts to the hotel: 55 dBA (daytime), 50 dBA (evening), and 45 dBA (nighttime) noise standards.

Topgolf Visitor-Serving Attraction Noise

New noise sources from human activity are associated with operation of the proposed Topgolf visitor-serving attraction. The complex would include a three-story driving range facility with 108 hitting bays and an outdoor outfield enclosed by netting. The complex would also include a full-service restaurant, bar, lounges and corporate/event meeting

spaces, and a family entertainment area with games. Music would be played above the individual hitting bays and may also be played on the rooftop entertainment area during events. Additionally, sound would be generated at the Topgolf visitor-serving attraction by patrons conversing, sometimes in raised voices. Proposed operating hours of the Topgolf visitor-serving attraction are daily from 9:00 a.m. to 1:00 a.m., Sunday through Thursday, and 9:00 a.m. to 2:00 a.m., Friday and Saturday.

A noise assessment completed for a similarly designed Topgolf facility in Burlingame, California, was used to evaluate the noise generation of the Project's Topgolf visitor-serving attraction (David J. Powers & Associates, Inc. 2020). The Burlingame Topgolf facility included the amenities mentioned above in a three-story structure, similar to the Project's Topgolf visitor-serving attraction. The Burlingame Topgolf facility analysis used an extensive sound level survey at an existing Topgolf facility in Gilbert, Arizona. Measured sound levels resulting from typical weekend Topgolf activities at the Gilbert Topgolf facility were plotted on a "heat map" representing noise levels generated on the Burlingame Topgolf facility site. This included measurements of existing Topgolf operation taken during daytime, evening, and nighttime hours. The results showed that the highest noise levels (above 65 dB) were generally contained within the netted outfield behind the open hitting bays. Noise levels ranging up to 65 dBA were shown to extend approximately 250 feet from the Topgolf facility. Worst-case noise levels were reduced to 55 dBA or below beyond approximately 160 feet in any direction of the Topgolf facility or outfield. On the side of the building opposite of the outfield, noise levels were reduced to below 55 dBA just outside the building, approximately 40 feet from the entrance. Operation of the Project's Topgolf visitor-serving attraction would be similar to or below the existing measured ambient noise levels in the Project area, as shown in Table 3.10-5. Based on the results of the analyses conducted at similar Topgolf facilities, noise generated from operation of the Project's Topgolf visitor-serving attraction would be approximately 55 dBA at 160 feet from the complex under normal operating conditions.

The nearest sensitive receptor to the proposed Topgolf visitor-serving attraction site is the Sheraton San Diego Hotel & Marina. The hotel is considered sensitive during evening and nighttime hours and is approximately 1,660 feet west from the proposed Topgolf visitor-serving attraction property line.

The Topgolf visitor-serving attraction would be in operation during the San Diego International Airport (SDIA) flight takeoff curfew (11:30 p.m.–6:00 a.m.), when ambient noise levels are reduced in the Project area due to the curfew. However, San Diego Noise Ordinance limits indicate noise levels below which a project would not result in a noise disturbance, independent of ambient noise. At a distance of 1,660 feet, noise levels would be reduced to below 40 dBA and would not exceed the 50 dBA (evening) or 45 dBA

(nighttime) noise standards applicable for the hotel. Therefore, the proposed Topgolf visitor-serving attraction would not increase ambient noise levels at the nearest sensitive receptors.

Mechanical Equipment Noise

The Topgolf visitor-serving attraction proposes HVAC systems for maintaining comfortable temperatures within the proposed Topgolf visitor-serving attraction. It is anticipated that the mechanical equipment would be within an enclosure on the rooftop of the complex.

A similarly sized Topgolf project in Burlingame, California, evaluated noise levels associated with enclosed rooftop HVAC systems. Noise from rooftop HVAC units was calculated to be approximately 50 dB at a reference distance of 100 feet from the building facade (David J. Powers & Associates, Inc. 2020). Based on this estimate, noise levels from rooftop HVAC equipment would be reduced to below the 45 dBA nighttime threshold at approximately 200 feet from the Topgolf visitor-serving attraction. The nearest noise-sensitive land use, the Sheraton San Diego Hotel & Marina, would be approximately 1,660 feet from any Topgolf visitor-serving attraction component-related HVAC equipment. As such, noise levels would not exceed the San Diego Noise Ordinance exterior noise level standards of 45 dBA (nighttime), 50 dBA (nighttime), and 55 dBA (daytime) at any sensitive receptor. Noise impacts resulting from daytime and nighttime HVAC system usage on the Topgolf visitor-serving attraction site would be less than significant.

Parking Lot Activity Noise

Noise sources from the proposed parking areas for the Topgolf visitor-serving attraction and the waterfront park and promenade would include car alarms, door slams, radios, and tire squeals, which are generally short term and intermittent. Parking lots have the potential to generate noise levels that exceed the exterior sound level limits established in the SDMC, depending on the location of the source; however, noise sources from the parking lot would be different from each other in kind, duration, and location. All Project parking would be surface-level parking. Surface-level parking would be along the western and southern boundary of the proposed Topgolf visitor-serving attraction and along the proposed realignment of Liberator Way.

Based on existing data of noise generation due to parking lot activities, a typical maximum noise level associated with parking lot activity would not exceed 65 dB maximum noise level (Lmax) from 50 feet (David J. Powers & Associates, Inc. 2020). Average (Leq) noise levels were predicted to be 5 dB lower than maximum noise levels. The distance between the nearest proposed parking spaces at the Topgolf visitor-serving attraction property line and the closest sensitive receptor, Sheraton San Diego Hotel & Marina, is approximately

1,660 feet. At this distance, noise levels generated by the nearest parking lot activities would be reduced to approximately 35 dBA Leq and would not be audible over existing ambient noise levels. The predicted exterior noise level would not exceed the San Diego Noise Ordinance's most conservative (nighttime) exterior noise level standard of 45 dBA for hotels. Noise from parking lot activities would be less than significant.

Waterfront Park and Promenade Noise Sources

The Project's proposed waterfront park and promenade have the potential to generate nuisance noise from the proposed recreational attractions (waterside paths), health and wellness features, and recreational activity spaces. Noise from these uses would typically be limited to normal conversation noise levels (approximately 65 dBA) with some sporadic incidental recreational noise due to children at play or recreational users. The noises would be intermittent, short in duration, and at varying distances from individual receptors. Hours of operation in these areas would also be limited to typical park hours (6:00 a.m. to 10:30 p.m.), 7 days per week. Additionally, at the shortest distance between the proposed park improvements along Harbor Island Drive to the nearest sensitive receptor (Sheraton San Diego Hotel & Marina), approximately 400 feet, noise levels from typical conversation (65 dBA at 3 feet) (Caltrans 2013) would be reduced to below 25 dBA and would not be audible at the hotel. Therefore, the Project's proposed waterfront park and promenade would not exceed the San Diego Noise Ordinance's most conservative (nighttime) exterior noise level standards for the adjacent hotel and recreational uses. Impacts would be less than significant.

Significance of Impact

Implementation of the Project would not create a substantial temporary or permanent increase in ambient noise levels in the vicinity of the Project in excess of established standards. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.10.5.2 Threshold 2: Excessive Groundborne Vibration or Noise

Impact Analysis

Construction

Excessive groundborne vibration would occur if construction-related groundborne vibration exceeds the "strongly perceptible" vibration annoyance potential criterion of 0.1 in/sec PPV for human receptors as specified by Caltrans (Caltrans 2013). The criterion of 0.5 in/sec PPV for damage to older residential structures for continuous/frequent intermittent

construction sources (such as impact pile drivers, vibratory pile drivers, and vibratory compaction equipment) is also considered. As shown in Table 3.10-11, Vibration Levels from Typical Construction Equipment, typical construction equipment would generally not result in excessive groundborne vibration above the Caltrans-allowed levels for annoyance or building damage beyond 50 feet of equipment operation. Use of a pile driver for installation of netting poles would attenuate to 0.1 in/sec PPV at approximately 155 feet.

No receptors are within 50 feet or 155 feet of the Project construction area. The nearest off-site receptor to the Project area is the Sheraton San Diego Hotel & Marina west of the Project area. As described above under Threshold 1, the hotel is located approximately 300 feet from the closest Project construction area, and more than 460 feet from the Topgolf visitor-serving attraction construction area where pile driving may be required. Additionally, off-site exposure to groundborne vibration would be temporary and limited to short-term operation of a pile driver or vibratory roller, or similar equipment, within the immediate vicinity of receptors. Therefore, temporary impacts related to groundborne vibration from standard construction would be less than significant.

Table 3.10-11. Vibration Levels from Typical Construction Equipment

Equipment Description	Approximate RMS Vibration Level at 25 Feet (inches/second)	Approximate RMS Vibration Level at 50 Feet (inches/second)	Approximate RMS Vibration Level at 155 Feet (inches/second)
Vibratory Roller	0.210	0.074	0.014
Hoe Ram	0.089	0.031	0.006
Large Bulldozer	0.089	0.031	0.006
Caisson Drilling	0.089	0.031	0.006
Loaded Trucks	0.076	0.027	0.005
Jackhammer	0.035	0.012	0.002
Small Bulldozer	0.003	0.001	<0.001
Pile Driver (Impact – Upper range)	1.518	0.537	0.098

Source: Appendix L.

Notes: RMS = root mean square

Following construction, Project operation does not include any components that are a typical source of vibration. The Project would not result in a significant impact related to vibration during operation.

Significance of Impact

Implementation of the Project would not generate excessive groundborne vibration or groundborne noise levels. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.10.5.3 Threshold 3: Aircraft Noise

Impact Analysis

The Project area is within the vicinity of the SDIA and Naval Air Station North Island (NASNI). SDIA is adjacent to the Project area and just north of North Harbor Drive, approximately 0.25 mile from the Project boundary. NASNI is approximately 1.75 miles to the south on the southern end of the City of Coronado.

Based on the NASNI Airport Land Use Compatibility Plan (ALUCP), the Project area is within the NASNI Airport Influence Area but is not within the Overflight Notification Area or the farthest extending noise contours (65 dB CNEL noise contours) (SDCRAA 2020). Because the Project area is not within the 65 dB CNEL noise contour, implementation of the Project would not expose people residing or working in the Project area to excessive noise levels associated with operation of NASNI. Therefore, impacts would be less than significant.

According to the SDIA ALUCP, the Project is within the 60–65 dB CNEL contour range (SDCRAA 2025). Implementation of the Project would change the Project area's existing land uses from Industrial Business Park, Open Space, Street, and Harbor Services to Commercial Recreation, Institutional/Roadway, Specialized Berthing, and Park/Plaza (Figure 2-17, Proposed PMPA Land Uses). Table 2-1 of the SDIA ALUCP, Noise Compatibility Standards, shows that the Project's commercial and recreational land uses are compatible within areas in the 60–65 dB CNEL contour range, including Park, Open Space, Recreation, High Intensity Service (e.g., eating/drinking establishment), Sport/Fitness Facility, and Theater (Movie/Live Performance/Dinner) uses (SDCRAA 2025). In addition, as discussed in Section 3.7, Hazards and Hazardous Materials, the Topgolf visitor-serving attraction component of the Project would be required to comply with FAA and Airport Land Use Commission regulations, including the noise compatibility standards discussed, due to the location of the Topgolf visitor-serving attraction site within the Airspace Protection Boundary and height of the proposed Topgolf visitor-serving attraction. Therefore, the Project's proposed land uses would be compatible with the SDIA ALUCP, and implementation of the Project would not expose people residing or working in the Project area to excessive noise levels associated with operation of SDIA. Impacts would be less than significant.

Significance of Impact

Implementation of the Project would not expose people working or residing in the Project area to excessive noise levels associated with aircraft noise. Impacts are less than significant.

Mitigation Measures

No mitigation is required.

3.10.6 Cumulative Impacts

The following sections address various potential cumulative impacts relating to noise that could result from implementation of the Project.

3.10.6.1 Cumulative Threshold 1: Exceedance of Noise Standards

The geographic context for cumulative impacts related to exceedance of noise standards is Harbor Island and the surrounding City of San Diego and District area. This geographic scope is appropriate for the threshold because growth in this area would cumulatively contribute to the overall noise environment. A cumulative ambient noise impact would occur if development projections under the PMP, PMPU, and San Diego Association of Governments 2025 Regional Plan and cumulative projects listed in Chapter 3, Environmental Analysis, Table 3-1, Cumulative Projects, resulted in an increase in ambient noise that exceeded the applicable noise standards. Future District and regional growth would result in increases in traffic that would cumulatively increase traffic noise. A significant cumulative impact would occur related to vehicle noise if cumulative growth resulted in future noise levels that exceeded the noise impact standards listed in Table 3.10-7 compared to existing conditions. The Project would result in a cumulatively considerable contribution if the Project's contribution exceeded the allowable noise increment of 3 dBA CNEL (the smallest increment that is perceptible by most receivers). Cumulative impacts are evaluated in Table 3.10-12, Cumulative Traffic Noise Level Increase, which compares long-term traffic noise levels with cumulative growth and Project implementation to near-term conditions.

Table 3.10-12. Cumulative Traffic Noise Level Increase

Roadway	Segment	Existing (dBA CNEL)	Future + Project (dBA CNEL)	Change from Existing	Increase in Noise Level Attributable to Project	Cumulatively Considerable Contribution?
Harbor Island Drive	South of North Harbor Drive	66.2	69.2	+3.0	+0.1	No
North Harbor Drive	Liberator Way to Lindbergh Field Way	82.5	83.0	+0.5	+0.1	No
	Laurel Street to Hawthorn Street	80.2	80.6	+0.4	+0.1	No
Laurel Street	North Harbor Drive to Pacific Highway	70.7	73.3	+2.6	+0.1	No
	East of Pacific Highway	68.8	69.9	+1.1	+0.1	No

Source: Appendix L.
Notes: CNEL = community noise equivalent level; dBA = A-weighted decibel

Cumulative land development would have the potential to locate new noise-sensitive land uses in areas that would result in their exposure to excessive noise levels (above the 65 dBA CNEL threshold). Cumulative projects would be required to comply with applicable noise regulations of the District or adjacent jurisdictions, which would reduce noise impacts to noise-sensitive land uses. However, as shown in Table 3.10-12, regional growth would result in a 3 dBA CNEL increase in noise level on Harbor Island Drive. Therefore, a significant cumulative impact would occur on this segment.

The Project would result in a minimal contribution (less than 1 dBA) to the noise level increase on this segment, which is less than the allowable noise increment (3 dBA CNEL). Moreover, the Project would comply with the San Diego Noise Ordinance, PMP and PMPU goals, San Diego General Plan policies, and noise compatibility guidelines. Therefore, the Project would not result in a cumulatively considerable contribution to any cumulative noise impact related to permanent increases in vehicle noise in the District. The Project's contribution would not be cumulatively considerable.

3.10.6.2 Cumulative Threshold 2: Excessive Groundborne Vibration or Noise

The geographic context for cumulative impacts related to exceedance of noise standards includes projects close (approximately 200 feet) to future individual projects. This geographic scope is appropriate for the threshold because, similar to noise effects, vibration is a localized phenomenon and is progressively reduced as the distance from the source increases. As described above, the Project would not result in nuisance vibration more than 155 feet from the construction area, even during pile-driving activity. The Project would require typical construction practices, and it is assumed that cumulative projects would use similar equipment that would result in similar vibration levels. While some overlap exists between anticipated construction periods of the cumulative projects listed in Table 3-1, the distance between these cumulative projects, and the relatively short distance in which groundborne vibration attenuates to below excessive levels, suggests that there would not be a cumulatively significant condition related to excessive groundborne vibration or noise.

Project implementation may take place at the same time as other projects in the area as detailed in Table 3-1, which may cause Project construction to overlap with construction of cumulative projects. However, as with the Project, vibration levels would be reduced to below damage and nuisance thresholds in the immediate vicinity of the active construction area. It is unlikely that vibration from more than one project would be perceptible at an individual receptor due to distance between the Project and the cumulative projects, distance between the Project and receptors or fragile buildings, and

the relatively short distance in which groundborne vibration attenuates to below excessive levels. Therefore, the Project's incremental contribution to cumulative impacts would not be cumulatively considerable.

3.10.6.3 Cumulative Threshold 3: Aircraft Noise

The geographic context for cumulative impacts related to aircraft noise exposure is the Project site. This geographic scope is appropriate for the threshold because exposure to aircraft noise is site specific. Implementation of the Project would not contribute to an overall increase in excessive noise exposure because the Project proposes land uses consistent with existing airport noise compatibility standards for the site. Therefore, a cumulatively significant impact would not occur for this issue, and the Project's incremental contribution would be less than cumulatively considerable.

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Source: Maxar Imagery 2022.

Harris & Associates

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Feet

Figure 3.10-1

Noise Measurement Locations

East Harbor Island Redevelopment/Topgolf and Waterfront Park Project

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3.11 Public Services

This section evaluates the potential for impacts on public services resulting from implementation of the proposed East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project).

3.11.1 Environmental Setting

The following sections describe the environmental setting for the Project as it relates to public services.

3.11.1.1 Fire Protection

The Project area is within the San Diego Fire–Rescue Department (SDFD) response area for emergency services and the SDFD Community Risk Reduction Division (Fire Prevention Bureau). There is an ongoing service agreement between the District and City for police, fire, and emergency medical services, which outlines the San Diego Harbor Police boundaries within which the Project area lies. Existing facilities within the vicinity include the following: Airport Fire Station, Fire Station 1, Fire Station 2, Fire Station 3, Fire Station 20, and Fire Station 22. Fire protection services are currently provided to the Project area by the SDFD Station 2 at 855 West Cedar Street and Fire Station 3 at 725 Kalmia Street, which are both approximately 0.9 mile east of the Project area, respectively. The SDFD is an all-hazards services department that comprises emergency 911 services such as an Emergency Command and Data Center that dispatches fire, rescue, medical, hazardous materials, aircraft rescue services and aerial firefighting, lifeguard services, fire inspection, prevention, special events and permit services, community outreach, education, and other resources.

Based on the 166,838 total responses in 2023, the 90 percent response time for overall calls to the SDFD was approximately 8 minutes and 2 seconds (SDFD 2024).

3.11.1.2 Police Protection

There is an ongoing service agreement between the District and City for police, fire, and emergency medical, which outlines the San Diego Harbor Police boundaries within which the Project area lies. Therefore, the Western Division of the City of San Diego Police Department does not respond to calls for service in this area except for a few very specialized investigations (such as homicides and certain sex crime investigations) (SDPD 2024). The San Diego Harbor Police provide law enforcement services (land- and water-based police services) to the Project area.

San Diego Harbor Police

The San Diego Harbor Police provide law enforcement services to District tidelands, which are both land and water side and include emergency and non-emergency patrol response, proactive policing, investigations, and dispatch services (District 2025).

Landside Services

San Diego Harbor Police has a fleet of vehicles that patrol the District to provide safety and assistance to the District tenants and visitors. In addition to these services, the San Diego Harbor Police includes a Special Weapons And Tactics (SWAT) Team, Vessel Collision Team, Traffic Enforcement Team, Bike Team, Vehicle Patrol, San Diego International Airport Law Enforcement, and Explosives Detection Canine Team. A number of specialized units and task forces are designed to address specific needs, such as terrorism, narcotics, money, and human smuggling. The San Diego Harbor Police works in conjunction with federal agencies such as the U.S. Coast Guard, U.S. Customs and Border Protection, Homeland Security, and the Federal Bureau of Investigations for the operation of many of these task forces.

Waterside Services

San Diego Harbor Police vessels patrol San Diego Bay, its associated waterways, and coastal areas, similar to the way the San Diego Harbor Police patrols on land. These vessels are staffed 24 hours per day in all types of weather. Their primary function is to respond to all types of law enforcement-related issues. The San Diego Harbor Police has a fleet of vessels that patrol the bay and inner and outer coastal waters. The San Diego Harbor Police currently operate two 35-foot patrol boats that are each crewed by two officers to enforce water rules as they pertain to private watercraft. Additional boats are available for peak events in San Diego Bay. The San Diego Harbor Police also maintain a dive team capable of underwater investigations, rescue, and search and recovery.

San Diego Harbor Police officers are cross-trained as marine-based firefighters. Patrol boats serve as firefighting boats that respond to fire emergencies in the bay. The fireboats can be used regionally in cooperation with municipal fire departments, including the SDFD.

The San Diego Harbor Police are headquartered at 3380 North Harbor Drive, which is the closest station and in the northwestern corner of the Project area. Three substations exist within the District: the Shelter Island Station at 1401 Shelter Island Drive, San Diego; the South Bay Station at 950 Marina Way, Chula Vista; and the San Diego International Airport at 3707 North Harbor Drive, Terminal 2. The San Diego Harbor Police support 142 sworn staff (including uniformed patrol officers across three shifts, detectives, non-uniformed officers, and command staff) and 30 non-sworn staff (including dispatch,

community service officers, records, training, emergency management, administrative professionals, and other support staff).

Each uniformed patrol shift is staffed with approximately 12–17 patrol staff, six to eight of which are assigned to non-airport billets. These billets are split between vehicle and vessel-based officers. The patrol officers have vehicles and vessels to use for their patrol duties. The vessels are off site at the San Diego Harbor Police facility at 1401 Shelter Island Drive.

Based on computer-aided design (CAD) data from the past 12 months as of May 2024 (Appendix M2, Police Will Serve Letter), the average response time for emergency calls in the Harbor Island/Liberator Way area is approximately 5 minutes or less. The average response time for non-emergency calls in the Harbor Island/Liberator Way area is approximately 20 minutes or less.

3.11.2 Regulatory Setting

This section describes the federal, state, and local regulatory framework adopted to address public services.

3.11.2.1 Federal

There are no federal regulations related to public services and facilities.

3.11.2.2 State

California Mutual Aid Plan

The California Mutual Aid Plan establishes policies, procedures, and responsibilities for requesting and providing inter- and intra-agency assistance in emergencies. The plan directs local agencies to develop automatic or mutual aid agreements or to enter into agreements for assistance by hire (e.g., Schedule A contracts) where local needs are not met by the framework established by the California Mutual Aid Plan (California Governor's Office of Emergency Services 2023).

3.11.2.3 Local

Port Master Plan Update

The Port Master Plan Update (PMPU) is a comprehensive update to the Port Master Plan (PMP). The PMPU Environmental Impact Report (EIR) was certified in February 2024; however, the PMPU is not formally certified by the Coastal Commission and is, therefore, not the governing land use document of the District. Similar to the PMP, the PMPU provides the official goals and planning policies, as well as water and land uses, for development and conservation of the District tidelands and submerged lands that compose the PMPU area. With buildout expected to occur by 2050, the proposed PMPU

would implement the approximately 30-year planning vision by identifying allowable water and land uses and providing policies to address six PMPU elements: Water and Land Uses, Ecology, Environmental Justice, Mobility, Safety and Resiliency, and Economics (District 2024). Until the PMPU is certified by the Coastal Commission, the standard of review for the Project will be the existing certified Port Master Plan and not the PMPU.

The following planning goals listed in the Safety and Ecology and Resiliency Element of the PMPU aim to reduce impacts to public services within the District (District 2024):

- **SR Goal 1:** Safe and Secure Tidelands
  - **SR Objective 1.1**: Establish and maintain safe access to, from, and throughout Tidelands.
    - **SR Policy 1.1.1**; The District shall require the planning, designing, and implementation of physical access to development sites. In the event that a site is not considered fully safe, a portion of the site (e.g., a viewpoint) shall provide public access.
  - **SR Objective 1.2**: Enhance physical security capabilities.
    - **SR Policy 1.2.2**: Development shall incorporate project design features, including, but not limited to crime prevention through enhanced security measures that create a safe environment on the development site without limiting public access.
  - **SR Objective 1.3**: Maintain public safety through law enforcement, fire safety, and emergency medical services.
    - **SR Policy 1.3.1**: The District shall provide public safety facilities on water and on land for the HPD to maintain public safety capabilities in alignment with the Port Act.
- **SSR Goal 2:** Prepare for, respond to, and recover from emergencies
  - **SR Objective 2.1**: Provide for the preparation and carrying out of plans for the protection of persons and property on Tidelands in the event of an emergency.
    - **SR Policy 2.1.6**: The District shall engage with adjacent jurisdictions, regional, State, federal partners, and private businesses during emergencies and catastrophic events for effective response and recovery.

3.11.3 Method of Analysis

The analysis in this section is based on the will serve letters provided for the Project area included in Appendices M1, Fire Will Serve Letter, and M2, Police Will Serve Letter.

3.11.4 Thresholds of Significance

According to Appendix G of the California Environmental Quality Act (CEQA) Guidelines, the Project would have a significant impact on public services if it would:

- Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the public services:
  - **Threshold 1:** Fire protection.
  - **Threshold 2:** Police protection.
  - **Threshold 3:** Schools.
  - **Threshold 4:** Parks.
  - **Threshold 5:** Other public facilities.

3.11.5 Project Impacts and Mitigation

The following sections address various potential impacts relating to public services that could result from implementation of the Project.

3.11.5.1 Threshold 1: Fire Protection

Impact Analysis

The Project area is within the SDFD response area for emergency services and the SDFD Community Risk Reduction Division (Fire Prevention Bureau). SDFD Fire Stations 1 and 3 currently serve Harbor Island and would serve the Project area. The Project does not involve residential development, but it would result in an increase in visitors and employees in the Project area, which could place an increased demand on fire and emergency services. However, the Project would be constructed in accordance with the latest California Building and Fire Codes, which would ensure that on-site controls are in place to limit the extent of damage from any potential fire. The Project would also include adequately sized roads and access for fire engines and personnel to accommodate an adequate response time. In addition, as stated in the SDFD Fire Will Serve Letter (Appendix M1), the existing infrastructure of the SDFD would be able to adequately serve the Project and would not need new or altered facilities. Therefore, implementation of the Project would incrementally add to fire demand but would not directly trigger the need for new fire facilities that would result in substantial adverse physical impacts beyond those already contemplated.

Implementation of the Project would not require the construction of new or expanded fire protection facilities to maintain the acceptable service response times.

Significance of Impact

Implementation of the Project would not result in substantial adverse physical impacts associated with the provision of new or physically altered fire service facilities, need for new or physically altered fire service facilities, the construction of which could cause significant environmental impacts, to maintain acceptable service ratios, response times, or other performance objectives for fire services. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.11.5.2 Threshold 2: Police Protection

Impact Analysis

The existing San Diego Harbor Police headquarters on the western side of East Harbor Island would remain in place under the Project. Operation of the Project would increase visitors and employees in the Project area compared to existing conditions and may generate additional calls for service due to increased traffic, pedestrian, and recreational activity. As stated in the San Diego Harbor Police Will Serve Letter (Appendix M2), the San Diego Harbor Police operate close to capacity due to staffing levels and calls for service. Historically, there has been no set standard of measurement used by the San Diego Harbor Police to determine appropriate staffing levels. Additionally, the minimum staffing requirements for the San Diego Harbor Police have not been adequately adjusted to align with the large amount of growth on District tidelands over the last 20 years. However, as stated in the will serve letter, based on the distance to the Project area, it is anticipated that response times to emergency calls to the Project area would be similar to that of the existing Harbor Island/Liberator Way area and less than the baywide response times. The Project would not cause a significant increase in response times (Appendix M2) such that the construction or expansion of infrastructure is not needed in order to maintain acceptable service metrics.

In addition, as stated in the San Diego Harbor Police Will Serve Letter (Appendix M2), the San Diego Harbor Police do not anticipate that Project implementation would increase the demand on San Diego Harbor Police services such that new personnel or equipment may be required, resulting in the need for new or expanded San Diego Harbor Police facilities. As part of the Project, San Diego Harbor Police recommends the following design features:

- During construction of buildings, implement temporary security measures, including security fencing, lighting, and locked entry of construction areas, to prevent vandalism.

- Implement Crime Prevention Through Environmental Design measures, including lighting of parking areas to maximize visibility and reduce areas of concealment.

Therefore, Project implementation would not increase the demand on San Diego Harbor Police services such that new personnel or equipment may be required, resulting in the need for new or expanded San Diego Harbor Police facilities, which could cause significant environmental impacts. Impacts would be less than significant.

Significance of Impact

Implementation of the Project would not result in substantial adverse physical impacts associated with the provision of new or physically altered police service facilities, need for new or physically altered police service facilities, the construction of which could cause significant environmental impacts, to maintain acceptable service ratios, response times, or other performance objectives for police services. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.11.5.3 Threshold 3: Schools

Impact Analysis

The Project area is within the San Diego Unified School District. Potential impacts to schools serving the Project area would be related to the number of students generated by the Project. Construction of the Project would include the addition of commercial recreation facilities, a new waterfront park and promenade, coastal public access, and roadway improvements in the Project area. The Project does not include residential uses and would not increase the population and, therefore, would not increase number of students. Therefore, the Project would not necessitate the creation or expansion of school facilities. There would be no impact.

Significance of Impact

The Project would not generate new student population; therefore, the Project would not cause the schools serving the Project area to reach or exceed capacity, resulting in the need for new or expanded school facilities, the construction of which could cause significant environmental impacts. There would be no impact to schools.

Mitigation Measures

No mitigation is required.

3.11.5.4 Threshold 4: Parks

Impact Analysis

Construction of the Project would include the addition of commercial recreation facilities, a waterfront park and promenade, coastal public access, and roadway improvements. The Project does not include residential uses and would not increase the population and, therefore, would not increase use at other existing parks. Refer to Section 3.12, Recreation, for further discussion of the Project's impacts on existing parks and recreational facilities. Therefore, the Project would not necessitate the creation or expansion of park facilities. The impact would be less than significant.

Significance of Impact

Implementation of the Project would include development of public parks and public space. The physical impacts related to construction of the Project and its associated park and public space amenities have been evaluated as part of the Project's analysis, and no additional impacts have been found beyond those already addressed in this EIR. Therefore, impacts to parks would be less than significant**.**

Mitigation Measures

No mitigation is required.

3.11.5.5 Threshold 5: Other Public Facilities

Impact Analysis

The Project would include the addition of commercial recreation facilities, a waterfront park and promenade, coastal public access, and roadway improvements. The Project would not include residential development and would therefore not induce population growth or increase the demand on other public facilities in the area. Therefore, the Project would not necessitate the construction or expansion of other public facilities, such as libraries, the construction of which could cause significant environmental impacts. The impacts on other public facilities would be less than significant.

Significance of Impact

Implementation of the Project would not result in substantial impacts associated with any other public facilities, the construction of which could cause significant environmental impacts. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.11.6 Cumulative Impacts

The following sections address various potential cumulative impacts relating to public services that could result from implementation of the Project.

3.11.6.1 Cumulative Threshold 1: Fire Protection

The geographic context for the analysis of cumulative impacts regarding fire protection services is the City of San Diego, which is the jurisdiction of the SDFD. A significant cumulative impact would occur if growth associated with the PMP, PMPU, and San Diego Association of Governments (SANDAG) 2025 Regional Plan and cumulative projects outlined in Table 3-1, Cumulative Projects, in Chapter 3, Environmental Analysis, of this EIR, including the Sunroad Harbor Island East Hotel and San Diego International Airport Expansion adjacent to the Project, would outpace the SDFD's ability to expand and serve new development. This could potentially result in adverse effects to the fire department from either increased response times or physical deterioration of existing facilities such that new or expanded facilities would be required, the construction of which could cause significant environmental impacts. However, the City of San Diego requires new residential and nonresidential development to pay development impact fees that contribute to funding the expansion of public facilities in order to maintain existing levels of service.

Because the SDFD's facility is currently adequate for the Project area, the Project's incremental contribution would not be cumulatively considerable. Therefore, a significant cumulative impact associated with provision or expansion of fire protection facilities would not occur, and the Project's contribution would not be cumulatively considerable.

3.11.6.2 Cumulative Threshold 2: Police Protection

The geographic context for the analysis of cumulative demand for police services and facilities is the District tidelands, which is the jurisdiction of the San Diego Harbor Police. A significant cumulative impact related to adverse effects on existing police services would occur if the development of future cumulative projects were to result in adverse effects on the San Diego Harbor Police from either increased response times or physical deterioration of existing facilities, such that new or expanded facilities would be required, the construction of which could cause significant environmental impacts.

Police service capabilities would be impacted by development of the Project in conjunction with growth projections under the PMP, PMPU, and SANDAG 2025 Regional Plan and the cumulative projects listed in Table 3-1 in Chapter 3 of this EIR, including the Sunroad Harbor Island East Hotel and San Diego International Airport Expansion. Additional security concerns due to the growth of the area may also necessitate changes to the headquarters' configuration, which could include requiring adequate standoff distance from the facility,

improved fencing, additional roadway controls, and modifications to the footprint of the San Diego Harbor Police headquarters to ensure appropriate situational awareness of the increased activity occurring on Liberator Way and in new adjacent public access areas. Although the San Diego Harbor Police would be able to adequately serve the Project area, San Diego Harbor Police facilities are operating close to capacity, which could result in the potential for a significant cumulative impact due to the need to expand police protection services to adequately serve the projected development. As additional development occurs in the region, increases in the demand for police protection would most likely require improvements to police protection facilities.

As stated in Table 3-1 in Chapter 3, the District has plans in place to undergo an upgrade and expansion of the existing San Diego Harbor Police Headquarters to better serve both existing and future projects. While the details of this development are unknown, the construction of this facility could have significant environmental effects. As such, a significant cumulative impact associated with the provision of new or expanded police protection facilities could occur. While these cumulative projects would need to comply with applicable environmental and land use laws and plans as part of discretionary review by local agencies, it is unknown whether such compliance would mitigate potential impacts to less than significant levels. Accordingly, the cumulative impact would be significant.

As discussed above, the Project would not exceed the capacity of the existing police facilities and thus would not require the addition or expansion of such facilities. The Project, as a recreational and commercial development, would not cause a significant increase in response times (Appendix M2) such that the construction or expansion of infrastructure is not needed in order to maintain acceptable service metrics. Thus, while the cumulative condition associated with the provision of new or expanded police protection facilities would be significant, the Project's incremental contribution would not be cumulatively considerable.

3.11.6.3 Cumulative Threshold 3: Schools

The geographic context for the analysis of cumulative impacts regarding school services is the San Diego Unified School District. Growth projections under the PMP, PMPU, and SANDAG 2025 Regional Plan and the cumulative projects listed in Table 3-1 in Chapter 3 of this EIR could increase strain on the School District's facilities, particularly if cumulative projects introduce additional residential units to the School District's jurisdiction, thereby generating additional students. Such growth could result in the need for new or expanded facilities in order to maintain acceptable service ratios or other performance objectives, the construction of which could have significant environmental impacts and could result in a significant cumulative impact due to surrounding schools being close to capacity. However, impacts on school services would not result from the

Project, as there is no residential component. The Project would not lead to new students being enrolled in the School District, would not contribute to School District facility capacity, and thus would not contribute to the construction or expansion of such facilities. Therefore, the Project's contribution would not be cumulatively considerable.

3.11.6.4 Cumulative Threshold 4: Parks

The geographic context for the analysis of cumulative impacts relative to an increase in impacts to parks is District tidelands. Growth projections in the PMP, PMPU, and SANDAG 2025 Regional Plan and the cumulative projects listed in Table 3-1 in Chapter 3 of this EIR, including the Sunroad Harbor Island East Hotel, could increase demand on parks or recreational facilities that would result in the need for new or expanded facilities to maintain acceptable performance objectives. The construction of new or expanded facilities could result in significant environmental impacts and would be cumulatively significant due to a lack of existing parks in the City.

Because the Project does not include a residential component and would provide new recreational facilities that could divert recreational users away from existing facilities, it would not increase the use of existing parks or necessitate new or physically altered park facilities, the construction of which could cause significant environmental impacts. Therefore, the Project's incremental contribution would not be cumulatively considerable.

3.11.6.5 Cumulative Threshold 5: Other Public Facilities

The geographic context for the analysis of cumulative impacts relative to an increase in impacts to other public facilities is District tidelands. Growth projections in the PMP, PMPU, and SANDAG 2025 Regional Plan and the cumulative projects listed in Table 3-1 in Chapter 3 of this EIR, including the Sunroad Harbor Island East Hotel, could lead to a significant cumulative impact to other public facilities if they require new or expanded facilities to accommodate anticipated residential growth, the construction of which could have significant environmental impacts.

Impacts on other public services would not result from the Project, as there is no residential development associated with the Project that would induce population growth. Therefore, the Project's incremental contribution would not be cumulatively considerable.

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3.12 Recreation

This section evaluates the potential for impacts on recreation resulting from implementation of the proposed East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project).

3.12.1 Environmental Setting

San Diego Unified Port District (District) tidelands include approximately 413.7 acres of public recreation space, including open space, parks, plazas, a golf course, promenades, and public rooftop park/plaza space (District 2024a). In total, the District manages two cruise ship terminals, 22 public parks, and miles of public promenade (District 2024b).

The Project area is within Port Master Plan (PMP) and PMP Update (PMPU) Planning District 2: Harbor Island. The Project area includes surface parking lots, rental car facilities, San Diego International Airport temporary construction staging facilities, and the San Diego Harbor Police headquarters.

Under the 2020 PMP, Planning District 2 is a 995.4-acre area (815.4 acres of land area and 180 acres of water area) which allows up to 52.6 acres of Commercial Recreation, 7.5 acres of Open Space, 16.4 acres of Park, 2.3 acres of Promenade, 1.3 acres of Harbor Services, 65.5 acres of Streets, and, in the water area, 11.2 acres of Specialized Berthing. (PMP, p. 53). The majority of the Project area is within the East Basin Industrial subarea, and a small portion of the Project area along the Harbor Island Drive entryway is within the West Harbor Island subarea (PMP, pp. 54-56).

Under the PMPU, Planning District 2 is a 391.83-acre area (187.74 acres of land area and 204.09 acres of water area) which allows up to 105.66 acres of Commercial Recreation, 40.56 acres of Institutional/Roadway, 4.06 acres of Maritime Services and Industrial, 37.47 acres of Recreational Open Space, and, in the water area, up to 98.9 acres of Recreational Berthing (District 2024a, pp. 221–222). The Project area is within a newly defined East Harbor Island Subdistrict.

Three waterfront parks are west of the Project area on Harbor Island: Spanish Landing Park (West) (approximately 0.50 mile west of the Project area), Cancer Survivors Park (approximately 0.25 mile west of the Project area), and Harbor Island Park (approximately 0.60 mile west of the Project area) (refer to Figure 3.12-1, Surrounding Recreational Facilities). Spanish Landing Park (West) is adjacent to North Harbor Drive and includes open space with pavilions, a playground, and a small sandy beach area. Cancer Survivors Park, also adjacent to North Harbor Drive, consists of open space with an art installation. Harbor Island Park, adjacent to Harbor Island Drive, includes green space with walking

and biking paths. The parks are connected by the multi-use path Spanish Landing Trail on the western side of Harbor Island. Spanish Landing Trail connects to a multi-use pathway on the eastern side of Harbor Island, which runs along the northern Project boundary. The multi-use pathway runs from Downtown San Diego to Liberty Station.

The Project area is approximately 38 acres of developed land consisting of several one -and two-story buildings, various shade structures, parking lots, fencing, and limited ornamental vegetation.

3.12.2 Regulatory Setting

This section describes the federal, state, and local regulatory framework adopted to address recreation.

3.12.2.1 Federal

There are no federal regulations related to recreation.

3.12.2.2 State

California Coastal Act

The California Coastal Commission (CCC) was established by voter initiative in 1972 and made permanent by the California Legislature through the adoption of the California Coastal Act (California Public Resources Code, Section 30000 et seq.). The CCC, in partnership with coastal cities and counties, plans and regulates the use of land and water in the Coastal Zone. The California Coastal Act aims for protection of oceanfront land for recreational purposes. Policies included in Article 2 and Article 3 pertain to maintaining public access to the coast and promoting recreational boating in coastal waters and maintaining areas suited for water-oriented recreational activities, respectively.

Article 2, Public Access

- **Section 30210:** In carrying out the requirement of Section 4 of Article X of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.
- **Section 30211:** Development shall not interfere with the public's right of access to the sea where acquired through use or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.

Article 3, Recreation

- **Section 30220:** Coastal areas suited for water-oriented recreational activities that cannot readily be provided at inland water areas shall be protected for such uses.
- **Section 30221:** Oceanfront land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided for in the area.

3.12.2.3 Local

San Diego Unified Port District Port Master Plan

The PMP guides the physical development of the lands within the District's jurisdiction and also serves as the District's coastal program for the California Coastal Act. The District's jurisdiction includes the Public Trust lands (i.e., tidelands) bayward of the mean high-tide line, submerged lands generally to the U.S. pierhead line, and other upland properties as acquired by the District. The District manages these lands in trust for the people of the State of California. The PMP establishes specific goals, objectives, policies, and standards to direct future development, facilitate a diverse range of uses and activities, and provide a broad range of proposed public improvements. The PMP's goals, objectives, policies, and standards were developed in accordance with the California Coastal Act, Public Trust Doctrine, and San Diego Unified Port District Act, which are the foundation for the plan's legislative framework (District 2020). Under the PMP, the land use designations for the Project area include Industrial Business Park, Open Space, Harbor Services, and Streets.

The following goals apply to the Project:

- **Planning Goal I**: Provide for the present use and enjoyment of the Bay and tidelines in such a way as to maintain options and opportunities for future use and enjoyment.
- **Planning Goal IV**: The District, in recognition of the possibility that its actions may inadvertently tend to subsidize or enhance certain other activities, will emphasize the general welfare of statewide considerations over more local ones and public benefits over private ones.
    - Develop the multiple purpose use of the tidelands for the benefit of all the people while giving due consideration to the unique problems presented by this area, including several separate cities and unincorporated populated areas, and the facts and circumstances related to the development of tideland and port facilities.
    - Foster and encourage the development of commerce, navigation, fisheries and recreation by the expenditure of public moneys for the

preservation of lands in their natural state, the reclamation of tidelands, the construction of facilities, and the promotion of its use.
  - Encourage non-exclusory uses on tidelands.
- **Planning Goal IX**: The Port District will insure [sic] physical access to the bay except as necessary to provide for the safety and security, or to avoid the interference with waterfront activities.
  - Provide "windows to the water" at frequent and convenient locations around the entire periphery of the bay with public right-of-way, automobile parking and other appropriate facilities.
  - Provide access along the waterfront wherever possible with promenades and paths where appropriate, and elimination of unnecessary barricades which extend into the water.
- **Land Use Objectives**: Parks, plazas, public accessways, vista points and recreational activities on Port lands and tidelands should:
  - Provide a variety of public access and carefully selected active and passive recreational facilities suitable for all age groups including families with children throughout all seasons of the year.
  - Enhance the marine, natural resource, and human recreational assets of San Diego Bay and its shoreline for all members of the public.
  - Provide for clear and continuous multilingual information throughout Port lands and facilities to and about public accessways and recreational areas.

Port Master Plan Update

The Port Master Plan Update (PMPU) is a comprehensive update to the PMP. The PMPU Environmental Impact Report (EIR) was certified in February 2024; however, the PMPU is not formally certified by the CCC and is, therefore, not the governing land use document of the District. Similar to the PMP, the PMPU provides the official goals and planning policies, as well as water and land uses, for development and conservation of the District tidelands and submerged lands that compose the PMPU area. With buildout expected to occur by 2050, the PMPU would implement the approximately 30-year planning vision by identifying allowable water and land uses and providing policies to address six PMPU elements: Water and Land Uses, Ecology, Environmental Justice, Mobility, Safety and Resiliency, and Economics (District 2024a). Until the PMPU is certified by the CCC, the standard of review for the future Project Coastal Development Permit will be the existing certified PMP and not the PMPU.

Under the PMPU, the Project area is located in the East Harbor Island Subdistrict and designated as Commercial Recreation, Recreation Open Space, and Institutional/Roadway.

The District's vision for the East Harbor Island Subdistrict is to create a regional destination with improved mobility, increased recreation, and enhanced coastal access that is welcoming to visitors.

The following planning goals listed in the Water and Land Use, Environmental Justice, and Economics Elements of the PMPU aim to reduce impacts to recreation within the District (District 2024a):

- **WLU Goal 1:** Balance the District's responsibilities under the Port Act with Coastal Act responsibilities and priorities.
  - **WLU Objective 1.1:** Provide a diversity of water and land uses that are consistent with the Port Act
    - **WLU Policy 1.1.6**: Allowable water and land uses within the District shall be in accordance with one of six Public Trust–related categories (refer to Table 3.1.2, Allowable Use Types for Water Use Designations and Table 3.1.3, Allowable Use Types for Land Use Designations):
      - Commerce
      - Environmental Stewardship
      - Fisheries
      - Navigation
      - Recreation
      - Government Facilities
  - **WLU Objective 1.3:** Prioritize coastal-dependent and coastal-related uses
    - WLU Policy 1.3.1 The District shall prioritize allowable uses based on their location and functional dependency to the coast. The priority is as follows:
      a. Coastal-dependent
      b. Coastal-related
      c. Coastal-enhancing

      These categories will be used to identify the type and extent of planned improvements or contributions that will be required of development, based on a development's mix of coastal-dependent, coastal-related, and coastal-enhancing uses (refer to WLU Goal 7). These planned improvements facilitate public health and safety and the public welfare and provide public coastal access.
- **WLU Goal 3:** Enhance access to the water (or to the coast) and to the public realm.
  - **WLU Objective 3.1:** Protect and provide physical access to the water and the public realm

- **WLU Policy 3.1.1**: A network of pathways and water-based transfer points shall connect the comprehensive waterfront open space network and public realm areas on Tidelands.
- **WLU Policy 3.1.2:** The District—independently, assigned through partnerships with the District, or through CDPs issued by the District—shall plan, design, and implement a comprehensive waterfront open space network that provides access to and throughout the public realm on Tidelands and enhances proximate connections to the water for the public and priority coastal uses. These improvements shall be developed in accordance with:
    a. Chapter 4, Baywide Development Standards; and
    b. Chapter 5, Planning Districts, including any development standards within the applicable planning district or subdistrict.
- **WLU Policy 3.1.3:** The District and its permittees shall maintain, protect, and enhance existing public coastal-dependent recreational facilities, such as, but not limited to, boat ramps and piers that provide coastal access.
- WLU Policy 3.1.4 Permittees of coastal-enhancing development shall provide direct access to the water's edge and increase physical accessibility to the water by providing overlooks, step-down areas, or similar opportunities for the public to access the water, especially in areas where those opportunities do not exist.
- **WLU Policy 3.1.5**: Protect and, where feasible, expand waterside amenities, such as waterbased transfer points, overnight transient docking, free or lower cost short-term public docking, anchorages, launch areas for nonmotorized watercraft, and boat launch facilities.
- **WLU Policy 3.1.6**: A waterside promenade shall be provided as part of development that abuts the waterfront, in accordance with:
a. Chapter 4, Baywide Development Standards; and
    b. Chapter 5, Planning Districts, including any development standards within the applicable planning district or subdistrict.
- **WLU Policy 3.1.7**: Nonwaterside development with obstructed public access shall provide physical connections (e.g., walkways) to the water, in accordance with:
a. Chapter 4, Baywide Development Standards; and
    b. Chapter 5, Planning Districts, including any development standards within the applicable planning district or subdistrict.

- **WLU Policy 3.1.8**: Development adjacent to Recreation Open Space shall comply with, height limit, setback, and stepback requirements in accordance with:
  a. Chapter 4, Baywide Development Standards; and
  b. Chapter 5, Planning Districts, including any development standards within the applicable planning district or subdistrict.
- **WLU Objective 3.2:** Protect and provide visual access to the water
  - **WLU Policy 3.2.5**: Development shall be set back from the water's edge and recreation open space to avoid creating a walling-off effect.

- **WLU Goal 4**: Enhance and enliven the public realm.
  - **WLU Objective 4.1:** Preserve the public realm
    - **WLU Policy 4.1.1**: There shall be no net loss of acreage designated as Recreation Open Space in a subdistrict or in a planning district if no subdistrict exists.
    - **WLU Policy 4.1.2**: Recreation Open Space should be designated along the water's edge.
    - **WLU Policy 4.1.3**: Recreation Open Space areas shall be publicly accessible to a diverse user group with the intent of providing a variety of water-oriented experiences.
    - **WLU Policy 4.1.4**: Public accessways and recreation facilities provided as part of development shall be maintained for public use over the anticipated life of the development with which they are associated.
    - **WLU Policy 4.1.5**: The design and location of Recreation Open Space shall be in accordance with Section 4.2, Recreation Open Space and Activating Features Standards (Chapter 4, Baywide Development Standards).
    - **WLU Policy 4.1.6**: The District shall require, where feasible, the integration of non-privatized, physically accessible public realm areas and amenities into development such as parks, courtyards, water features, gardens, passageways, paseos, and plazas.
  - **WLU Objective 4.2:** Provide opportunities for the public to explore and participate in a diverse mix of activities on Tidelands
    - **WLU Policy 4.2.1**: The District shall require permittees of coastal-enhancing development to provide a wide array of uses for the public that:
      - Offer a variety of recreational uses;

        - Complement adjacent waterfront uses and activities; and
        - Maximize attributes of each location to offer a range of experiences to the user and appeal to a variety of visitors.
    - **WLU Policy 4.2.3**: Attractions are encouraged within the Commercial Recreation land use designation and shall be:
        - Sited to increase the use of, and be integrated with, the waterfront experience;
        - Located in areas supported by mobility hubs, curbside management, and pedestrian;
        - Amenities to support multimodal access throughout Tidelands; and
        - Complementary to other visitor-serving attractions.
    - **WLU Policy 4.2.6**: All parks, including those within leaseholds, shall be open to the general public during park hours for at least 85 percent of the year. No more than 15 percent of.

- **WLU Goal 5:** Honor the water through a well-planned District.
    - **WLU Objective 5.1:** Maximize benefits to and minimize conflicts with coastal-dependent uses
        - **WLU Policy 5.1.3**: All development shall be located, designed, and constructed to:
            - Give highest priority to the use of existing land space in harbors for coastal-dependent port purposes, including, but not limited to, navigational facilities, shipping industries, and necessary support and access facilities.
            - Provide for other benefits consistent with the Public Trust, including, but not limited to: improved recreational opportunities in the public realm, including Recreation Open Space that is adjacent to the water's edge, or the conservation of adjacent wildlife habitat areas, to the extent feasible.

- **WLU Goal 6:** Expand the collection of lower coast visitor and recreational facilities.
    - **WLU Objective 6.1:** Encourage the development of opportunities for a variety of visitors to access, recreate, and stay overnight on Tidelands
        - **WLU Policy 6.1.1**: Permittees of development are encouraged to provide a variety of lower cost visitor and recreational facilities to improve coastal access.
        - **WLU Policy 6.1.2**: Recreation Open Space areas shall support programming and a variety of recreational activities, with a wide

range of affordability and price points to ensure all visitors are able and encouraged to experience the waterfront.

- **WLU Objective 6.2:** Protect the Tidelands' portfolio of lower cost visitor and recreational facilities
  - **WLU Policy 6.2.5**: Displaced lower cost visitor and recreational facilities, excluding overnight accommodations, shall be replaced with comparable facilities that may be of a similar or different type if specific conditions are demonstrated through a comparative demand study (refer to WLU Policy 6.2.6 and WLU Policy 6.2.7). The comparative demand study must be submitted and approved by the District before the project application is submitted to the District.
  - **WLU Policy 6.2.6**: For replacement of displaced lower cost visitor and recreational facilities, excluding overnight accommodations, with a facility (or facilities) of a similar type(s) (refer to WLU Policy 6.2.5), the comparative demand study must demonstrate:

    a. The new facility will likely result in an equal or increased amount of public use when compared to the facility being replaced; and

    b. When implemented, the new facility will be of a scale and size comparable to those of other, similar facilities in a coastal setting.

- **EJ Goal 1:** Ensure Tidelands are accessible.
  - **EJ Objective 1.1:** Promote a diverse range of mobility options for accessing Tidelands
    - **EJ Policy 1.3.1**: Avoid a net loss of recreational open space acreage adjacent to disadvantaged communities, measured in both the size and the quality of the resource, due to development.
  - **EJ Objective 1.2:** Provide recreational opportunities that are safe and accessible
    - **EJ Policy 1.2.1**: All appealable development shall provide a range of free and lower cost recreational facilities throughout Tidelands that are accessible to disadvantaged communities, where feasible.
  - **EJ Objective 1.3:** Increase coastal access and recreational opportunities near disadvantaged communities

    - **EJ Policy 1.3.1**: Avoid a net loss of recreational open space acreage adjacent to disadvantaged communities, measured in both the size and the quality of the resource, due to development.
    - **EJ Policy 1.3.2**: Through CDPs issued by the District, permittees shall protect and, where feasible, expand free and lower cost recreational facilities, including but not limited to recreational fishing or swimming opportunities, parks, or viewing piers, on Tidelands adjacent to Portside and Tidelands Border Communities, and other disadvantaged communities.

- **ECON Goal 2:** A thriving business base and regional economy.
  - **ECON Objective 2.1:** Provide infrastructure to support existing and future industry needs, as well as the environment
    - **ECON Policy 2.1.1**: The District shall maintain a mix of water and land uses that meet the need of established Tidelands industries and provide opportunities for emerging Public Trust–consistent uses. Existing commercial fishing and recreational boating harbor space shall not be reduced unless the demand for those facilities no longer exists or adequate substitute space has been provided.
  - **ECON Objective 2.3:** Retain and encourage a diverse mix of coastal-dependent and supporting coastal-related industries and businesses
    - **ECON Policy 2.3.4**: The District shall provide coastal-dependent and coastal-related industrial leasing opportunities to support the maritime and marine industry on Tidelands.
  - **ECON Objective 2.4:** Encourage recreational activities and coastal-enhancing industries that help create a vibrant waterfront
    - **ECON Policy 2.4.1**: The District encourages the provision of a variety of active and passive recreational opportunities to attract a diverse mix of visitors to Tidelands.
    - **ECON Policy 2.4.2**: The District shall promote the creation of diverse activating features in areas designated with a Recreation Open Space land use to provide a variety of opportunities for visitors to explore and enjoy Tidelands.
  - **ECON Objective 2.5:** Create and maintain programs and services that address the needs of the District's business community
    - **ECON Policy 2.5.2**: The District shall periodically assess the water and land use needs of the recreational, commercial, and industrial sectors on Tidelands to assist in planning for and facilitating

economic growth through surveys of existing occupants, tenants, and permittees and analysis of economic forecasts.

- **ECON Objective 2.6:** Encourage participation on Tidelands from a diverse suite of businesses
    - **ECON Policy 2.6.2**: Promote and support opportunities for new businesses to operate on Tidelands that reflect the diversity of the region.

3.12.3 Method of Analysis

The following impact analysis focuses on potential recreation related impacts of the Project. Recreation impacts were evaluated in part by comparing the Project with the policies and objectives of the PMP and PMPU. The following sections identify the thresholds of significance for the Project and describe the impacts of the Project.

3.12.4 Thresholds of Significance

According to Appendix G of the California Environmental Quality Act (CEQA) Guidelines, the Project would have a significant impact on recreation if it would:

- **Threshold 1:** Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated.
- **Threshold 2:** Include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.

3.12.5 Project Impacts and Mitigation

The following sections address various potential impacts relating to recreation that could result from implementation of the Project.

3.12.5.1 Threshold 1: Deterioration of Parks and Recreational Facilities

Impact Analysis

The Project area is currently developed and does not include parks or other recreational facilities. Construction of the Project would include the addition of park land, coastal public access, and recreational facilities in the Project area. The Project does not include residential uses and would not increase the population and, therefore, would not increase use at other nearby existing parks and recreation facilities (e.g., Spanish Landing Park, Cancer Survivors Park, Harbor Island Park, and Spanish Landing Trail). The Topgolf visitor-serving attraction is considered a regional serving destination, and visitors would be coming from all over the County to enjoy the Topgolf visitor-serving attraction. In

addition, the Project would include new recreational facilities that could redirect users to the new park space and put less demand on existing parks near the Project area.

The Project would further the District's vision for East Harbor Island to create a regional destination with improved mobility, increased recreation, and enhanced coastal access that is welcoming to visitors by including a visitor-serving commercial recreation attraction, adding a waterfront park, and enhancing the existing mobility system within the Project area. Therefore, the Project would not increase the use of existing parks to the point of deterioration. Impacts would be less than significant.

Significance of Impact

Implementation of the Project would not cause substantial physical deterioration of existing recreational facilities. Impacts would be less than significant**.**

Mitigation Measures

No mitigation is required.

3.12.5.2 Threshold 2: Construction or Expansion of Recreational Facilities

Impact Analysis

The Project would include the construction of new commercial recreational facilities and public park space, including a waterfront park and promenade, on approximately 10.1 acres. The public park improvements would include a waterside promenade that would offer public coastal access along the waterfront where there is currently none. Other recreational features could include a pavilion, shared micromobility device return areas and corrals, health and wellness features, fixed and moveable seating, moveable kiosks or carts, and a restroom. Specific commercial recreational facilities proposed include the construction of the Topgolf visitor-serving attraction with associated restaurant and retail uses. The Project would further the vision of the PMP and PMPU by providing new recreation and park space amenities to bring visitors to the District tidelands as well as increased coastal access to the San Diego Bay. Refer to Section 3.9, Land Use and Planning, for a discussion of the Project's consistency with the PMP, PMPU, and Coastal Act.

Environmental impacts associated with construction of these new recreational facilities are addressed throughout this EIR under the various resource topics in Sections 3.1 through 3.15. Mitigation has been provided, as appropriate, to reduce potentially significant, short-term construction impacts and operational impacts associated with the proposed recreational facilities. Therefore, construction of the new recreation facilities

would not result in additional significant impacts beyond those already identified throughout this EIR. Additional impacts would be less than significant.

Significance of Impact

Implementation of the Project would include recreational facilities or require the construction or expansion of recreational facilities; however, no impacts beyond those identified in this EIR were identified. Additional impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.12.6 Cumulative Impacts

The following sections address various potential cumulative impacts relating to recreation that could result from implementation of the Project.

3.12.6.1 Cumulative Threshold 1: Deterioration of Parks and Recreational Facilities

The geographic context for the analysis of cumulative impacts relative to an increase in the use of existing parks or other recreational facilities is District tidelands. Growth projections under the PMP, PMPU, and San Diego Association of Governments (SANDAG) 2025 Regional Plan and cumulative projects listed in Table 3-1, Cumulative Projects, in Chapter 3, Environmental Analysis, of this EIR include projects that would increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility could occur or be accelerated (e.g., San Diego Harbor Police Headquarters Redevelopment, San Diego International Airport Expansion, Central Embarcadero/Seaport San Diego/1HWY1). Such increases could contribute to a significant cumulative impact if the use of existing neighborhood and regional parks or other recreational facilities caused substantial physical deterioration of the facility.

However, because the Project would provide new recreational facilities that would divert recreational users away from existing facilities, it would not increase the use of existing parks to the point of deterioration. The Project, in combination with other cumulative projects, would not contribute to cumulatively significant impacts to existing recreational facilities on District tidelands. As such, the Project's contribution would not place limitations on existing recreational facilities or substantially increase demand on existing recreational facilities. Therefore, implementation of the Project would not contribute to a significant cumulative impact, and the Project's incremental contribution would not be cumulatively considerable.

3.12.6.2 Cumulative Threshold 2: Construction or Expansion of Recreational Facilities

The geographic context for the analysis of cumulative impacts relative to the construction of new recreational facilities is the District tidelands. Growth projections in the PMP, PMPU, and SANDAG 2025 Regional Plan and cumulative projects listed in Table 3-1 in Chapter 3 of this EIR include projects that would include the construction of new recreational facilities that might have an adverse physical effect on the environment (e.g. Freedom Park on Navy Pier/District and Midway Museum, Sunroad Harbor Island East Hotel, Maritime Museum Redevelopment). Cumulative projects with impacts from construction or expansion of recreational facilities would be required to implement feasible mitigation measures, similar to those identified for the Project, to reduce potential impacts to a level below significance. In addition, projects within the District's jurisdiction are required to comply with the PMP and PMPU policies and Integrated Planning Guiding Principles regarding recreation and access and are often conditioned to provide public access or recreation opportunities, reducing the need for construction and expansion of off-site recreational facilities. Thus, these cumulative projects would not create a significant cumulative impact.

The Project includes the construction of new commercial recreation and public recreation uses. Mitigation measures identified throughout this EIR would reduce potentially significant impacts. In addition, the Project would create more recreational space than is currently available, reducing the need for construction and expansion of off-site recreational facilities. The Project, in combination with other cumulative projects, would not contribute to cumulatively significant impacts to future recreational facilities on District tidelands. Therefore, implementation of the Project would not contribute to a significant cumulative impact, and the Project's incremental contribution would not be cumulatively considerable.

3.13 Transportation

This section evaluates the potential for impacts on transportation resulting from implementation of the proposed East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project).

3.13.1 Environmental Setting

The following sections describe the environmental setting for the Project as it relates to transportation.

3.13.1.1 Existing Transportation Network

The surrounding Project area roadways include Harbor Island Drive to the west, Liberator Way to the south, and North Harbor Drive to the north. There are no state highways or designated truck routes within the Project area. The existing roadways are described below.

Harbor Island Drive – Harbor Island Drive from North Harbor Drive to Liberator Way is a divided, four-lane (two southbound lanes, two northbound lanes), two-way roadway. Sidewalks are present along both sides of the roadway. No bicycle facilities are present. The posted speed limit along the roadway is 35 miles per hour (mph). No transit lines service this roadway segment.

Liberator Way – Fronting the southern and eastern sides of the Project, Liberator Way from Harbor Island Drive to North Harbor Drive is an undivided, two-lane, two-way roadway. Sidewalks are not present along either side of the roadway. No bicycle facilities are present. No transit lines service this roadway segment. This roadway is proposed to be improved and realigned as part of the Project.

North Harbor Drive – Running along the northern side of the Project, North Harbor Drive from Harbor Island Drive to Liberator Way is a divided, eight-lane, two-way roadway. Sidewalks are present along both sides of the roadway. A multi-use pathway runs along the south side of the roadway. The posted speed limit along the roadway is 45 mph. This roadway segment has two bus routes (922 and 923) that currently operate along it.

Pedestrian and Bicycle Facilities

Currently, no bicycle facilities exist along the Project frontage along Liberator Way. However, the existing multi-use pathway present along North Harbor Drive adjacent to the northern side of the Project area is considered a Class I bike path (City of San Diego 2013).

Several planned improvements to bicycle facilities are anticipated within the vicinity of the Project, including the following:

- Grape Street east of North Harbor Drive – Class IV (New San Diego International Airport Terminal 1)
- North Harbor Drive west of Laurel Street – Widened bicycle facilities (Port Master Plan Update [PMPU])
- Harbor Island Drive south of North Harbor Drive – either Class II or Class III (City of San Diego Bike Master Plan)
- Laurel Street between North Harbor Drive and east of Pacific Highway – Class III (City of San Diego Bike Master Plan)
- North Harbor Drive between Hawthorn Street and Grape Street – Class I southbound and Class III facilities northbound (City of San Diego Bike Master Plan)

The existing Project area does not currently have any pedestrian facilities along the Project frontage on Liberator Way. Several planned improvements to pedestrian facilities are anticipated within the vicinity of the Project, including the following:

- North Harbor Drive between Laurel Street and Grape Street – Extension of existing promenade (PMPU)

3.13.1.2 Transit Facilities

The Project area does not front any existing trolley or bus stations; however, two San Diego Metropolitan Transit System (MTS) bus routes service the area that runs along North Harbor Drive. MTS Routes 922 and 923 have a stop along North Harbor Drive approximately 200 feet from the Project area:

- **MTS Route 922 – Airport/Downtown Shuttle.** Within the Project vicinity, this route operates along North Harbor Drive. This route operates with a frequency of approximately 20-minute headways between 4:18 a.m. and 11:51 p.m.
- **MTS Bus Route 923 – (Ocean Beach–Downtown).** Within the Project vicinity, this route operates along North Harbor Drive. On weekdays, this route operates with a frequency of approximately 40-minute headways between 5:45 a.m. and 7:10 p.m. This route does not run on weekends.

3.13.2 Regulatory Setting

This section describes the federal, state, and regional regulatory framework adopted to address transportation.

3.13.2.1 Federal

Code of Federal Regulations, Title 23, Section 450.220

Revised on April 1, 2005, Title 23, Section 450.220, of the Code of Federal Regulations requires each state to carry out a continual, comprehensive, and intermodal statewide transportation planning process. This planning process must include the development of a Statewide Transportation Plan and a Transportation Improvement Program that facilitate the efficient, economic movement of people and goods in all areas of the state.

Highway Capacity Manual

The Highway Capacity Manual, prepared by the federal Transportation Research Board, is the result of a collaborative, multiagency effort between the federal Transportation Research Board, Federal Highway Administration, and American Association of State Highway and Transportation Officials. The Highway Capacity Manual contains concepts, guidelines, and computational procedures for the capacity and quality of service of various highway facilities, including freeways, signalized and unsignalized intersections, rural highways, and the effects of transit, pedestrians, and bicycles on the performance of these systems.

3.13.2.2 State

Assembly Bill 1358: Complete Streets Act

The Complete Streets Act of 2007 ensures that transportation plans of California communities meet the needs of all roadway users, including pedestrians, bicyclists, public transit users, motorists, children, older adults, and people with disabilities. Assembly Bill (AB) 1358 requires the legislative body of a city or county, upon revision of the Circulation Element of their General Plan, to identify how the jurisdiction will provide for the routine accommodation of all users of the roadway, including motorists, pedestrians, bicyclists, individuals with disabilities, older adults, and users of public transportation. The bill also directs the Governor's Office of Land Use and Climate Innovation (LCI), formerly the Governor's Office of Planning and Research to amend guidelines for the development of General Plan Circulation Elements so that the construction and operation of local transportation facilities safely and conveniently accommodates everyone, regardless of their mode of travel.

California Department of Transportation

The California Department of Transportation (Caltrans) is responsible for planning, designing, building, operating, and maintaining California's transportation system. Caltrans sets standards, policies, and Strategic Plans that aim to (1) provide the safest

transportation system for users and workers, (2) maximize transportation system performance and accessibility, (3) efficiently deliver quality transportation projects and services, (4) preserve and enhance California's resources and assets, and (5) promote quality service. Caltrans prepared a Guide for the Preparation of Traffic Impact Studies (Caltrans 2002) to provide consistency and uniformity in identifying traffic impacts generated by local land use proposals.

Construction within state highway rights-of-way would require a Caltrans Encroachment Permit, which includes a Traffic Control Plan in compliance with the Manual on Uniform Traffic Control Devices (Traffic Control Plans, Part 6). As part of these requirements, there are provisions for coordination with local emergency services, training for flagmen for emergency vehicles traveling through the work zone, temporary lane separators that have sloping sides to facilities crossover by emergency vehicles, and vehicle storage and staging areas for emergency vehicles.

Caltrans developed Toward an Active California, its first pedestrian and bicycle plan, to continue progress toward a sustainable multimodal transportation system. With a unique vision that focuses on walking and bicycling, this plan seeks to fulfill the six goals outlined in the California Transportation Plan 2040. Objectives and strategies developed to meet these goals focus on policies or actions that Caltrans can undertake to support active transportation, including initiatives that will require collaboration with key agency partners.

Senate Bill 743

On September 27, 2013, Governor Jerry Brown signed Senate Bill (SB) 743, which created a process to change the way transportation impacts are analyzed under the California Environmental Quality Act (CEQA). SB 743 requires the LCI to amend the CEQA Guidelines to provide an alternative to level of service (LOS) for evaluating transportation impacts. Aside from changes to transportation analyses, SB 743 includes several important changes to CEQA that apply to transit-oriented developments, including aesthetics and parking.

In December 2018, the California Natural Resources Agency certified and adopted the update to the CEQA Guidelines, implementing SB 743 (Section 15064.3). Under the LCI's revisions to the CEQA Guidelines, vehicle miles traveled (VMT) exceeding an applicable threshold of significance may indicate a significant transportation impact. Under the VMT standard, projects within 0.25 mile of either an existing major transit stop or a stop along an existing high-quality transit corridor should generally be presumed to cause a less than significant transportation impact. Furthermore, under the CEQA Guidelines revisions, for projects other than roadway capacity projects, automobile delay, as described solely by LOS or similar measures of vehicular capacity or traffic congestion, should not be

considered a significant effect on the environment. The revisions to the CEQA Guidelines allow a lead agency to elect to evaluate transportation impacts under the revised CEQA Guidelines at any time, and made the revised CEQA Guidelines applicable statewide beginning July 1, 2020.

Technical Advisory on Evaluating Transportation Impacts in CEQA

In response to SB 743 and the addition of Section 15064.3 to the CEQA Guidelines, the LCI adopted the Technical Advisory on Evaluating Transportation Impacts in CEQA (Technical Advisory) in December 2018 to provide technical recommendations on methods for assessing VMT, thresholds of significance, and mitigation measures. The recommendations in the technical advisory are intended to provide guidance to agencies and the public for assessing VMT-related transportation impacts under CEQA. Details of the recommended thresholds of significance from the Technical Advisory are provided in Section 3.13.3, Method of Analysis.

California Coastal Act

The California Coastal Act, specifically Section 30252, requires new development within the Coastal Zone to maintain and enhance public access to the coast by providing adequate parking facilities or providing substitute means of serving the development with public transportation.

3.13.2.3 Regional

San Diego Association of Governments

2025 SANDAG San Diego Forward: The Regional Plan

San Diego Forward: The Regional Plan (2025 Regional Plan) was adopted by the San Diego Association of Governments (SANDAG) Board of Directors on December 12, 2025. SANDAG is the transportation and land use planning agency for the County's 19 local governments. The 2025 Regional Plan creates a transportation network that is accessible and interconnected with improvements to existing projects and other new projects that are supported by programs, policies, and implementation actions, as well as a financial plan. The goal of the 2025 Regional Plan is to make transportation more convenient, equitable, healthy, and safe for everyone in the San Diego region. It includes short- and long-term plans for improving our transportation system. (SANDAG 2025).

2010 Riding to 2050: The San Diego Regional Bike Plan

The San Diego Regional Bike Plan (SANDAG 2010) was developed to support the 2004 Regional Comprehensive Plan and the 2050 RTP in implementing the regional strategy for using the bicycle as a valid form of everyday travel. The Bike Plan, as a part of the

Sustainable Communities Strategy mandated by SB 375, provides for a detailed regional bike network, as well as the programs necessary to support it. Implementation of the Regional Bike Plan would help the region meet goals to reduce greenhouse gas emissions and improve mobility.

3.13.2.4 Local

The Project area is within the land use jurisdiction of the San Diego Unified Port District (District) and would be maintained by the District.

San Diego Unified Port District Master Plan

The Port Master Plan (PMP) guides the physical development of the lands within the District's jurisdiction and also serves as the District's coastal program for the California Coastal Act. The District's jurisdiction includes the Public Trust lands (i.e., tidelands) bayward of the mean high-tide line, submerged lands generally to the U.S. pierhead line, and other upland properties as acquired by the District. The District manages these lands in trust for the people of the State of California. The PMP has a series of planning transportation goals and policies, including the following excerpts from Goal VI, related to the Project:

- Improved automobile linkages, parking programs and facilities, so as to minimize the use of waterfront for parking purposes.
- Providing pedestrian linkages.
- Encouraging development of non-automobile linkage systems to bridge the gap between pedestrian and major mass systems.

The Project is located in PMP Planning District 2 (Harbor Island/Lindbergh Field).

Port Master Plan Update

The PMPU is a comprehensive update to the PMP. The PMPU Environmental Impact Report (EIR) was certified in February 2024; however, the PMPU is not formally certified by the California Coastal Commission and is, therefore, not yet the governing land use document of the District. Similar to the PMP, the PMPU provides the official goals and planning policies, as well as water and land uses, for development and conservation of the District tidelands and submerged lands that compose the PMPU area. With buildout expected to occur by 2050, the proposed PMPU would implement the approximately 30-year planning vision by identifying allowable water and land uses and providing policies to address six PMPU elements: Water and Land Uses, Ecology, Environmental Justice, Mobility, Safety and Resiliency, and Economics (District 2024).

The purpose of the PMPU Mobility Element is to provide direction for the maintenance, enhancement, accessibility, and integration of the travel options to, from, and throughout District tidelands. This element reinforces the District's vision of providing an interconnected mobility network that supports a range of travel modes while also being flexible and adaptable to the future demands of pedestrians, transportation, transit, parking, cargo, freight, and the U.S. military.

The PMPU Environmental Justice Element is centered on coastal access, outreach and public participation, and a healthy environment. It establishes goals, objectives, and policies to ensure that disadvantaged communities are afforded equitable opportunity to access tidelands, participate in District planning and public involvement processes, and enjoy a healthy environment. A Regional Mobility Hub is envisioned in the Project area. A Regional Mobility Hub is intended to serve visitors and employees as they access and travel throughout the Tidelands. The Regional Mobility Hub is intended to be used to consolidate public parking in the area, which would allow for existing on-street and/or surface parking to be repurposed as Recreation Open Space, such as esplanades, promenades, and plazas, and to connect to multimodal facilities, dedicated transit lanes, bicycle facilities (Class II bike lanes, Class IV Cycle tracks, or Class I multiuse paths), and other waterfront uses. The following planning goals and objectives listed in the Mobility Element and Environmental Justice Element of the PMPU aim to reduce impacts to transportation within the District (District 2024):

Mobility Element

- **M Goal 1:** An integrated, accessible, inclusive, and diverse network that facilitates the movement of people
  - **M Objective 1.1:** Maintain, enhance, and expand the modes of travel available to people on the water and land
    - **M Policy 1.1.8**: The District shall coordinate with agencies that have transportation authority, and with adjacent jurisdictions and permittees, to plan shared mobility infrastructure in support of the safe movement of people and/or goods. Specific transit improvements included in this Plan are outlined in Chapter 5, Planning Districts, including any planned improvements within the applicable planning district or subdistrict.
    - **M Policy 1.1.9**: The District shall coordinate with agencies that have transportation authority to explore opportunities to expand accessible transit service to Tidelands. Specific transit improvements included in this Plan are outlined in Chapter 5,

Planning Districts, including any planned improvements within the applicable planning district or subdistrict.

- **M Policy 1.1.10**: The District shall provide areas for transit stops and transit lanes for expanded transit opportunities on Tidelands and explore a means for financing expanded transit opportunities with agencies that have transportation authority. Specific transit improvements included in this Plan are outlined in Chapter 5, Planning Districts, including any planned improvements within the applicable planning district or subdistrict.
- **M Policy 1.1.11**: The District shall require certain development, as applicable, to develop and comply with project-specific Transportation Demand Management (TDM) guidelines, with the intent to reduce dependence on single occupancy vehicles and reduce vehicle miles traveled to and from the proposed development site.
- **M Policy 1.1.12**: Through CDPs issued by the District, permittees shall plan, design, and implement improvements to the mobility network that provide opportunities for a variety of users to access the public realm. These improvements shall be developed in accordance with:
  a. Chapter 4, Baywide Development Standards; and
  b. Chapter 5, Planning Districts, including any development standards within the applicable planning district or subdistrict.
- **M Policy 1.1.16**: Through CDPs issued by the District, permittees shall advance as part of development the implementation of zero-emission mobility options, when feasible, and near-zero-emission passenger-related mobility options and supportive infrastructure improvements for the movement of people in alignment with District sustainability and maritime clean air strategies.

- **M Objective 1.2:** Implement a series of interconnecting mobility hubs throughout Tidelands
- **M Objective 1.3:** Provide public parking to meet evolving demands
  - **M Policy 1.3.4:** Permittees of development that generates parking demand shall identify and secure, as appropriate, vehicular parking sufficient to serve that development's specific use without relying upon or reducing existing vehicular spaces dedicated to public uses and when alternative mobility modes that offset the need for parking are not feasible or sufficient to

meet total parking demand. Parking shall be provided through one or more of the following means: a. On-site parking.
b. Shared agreements with adjoining development.
c. Agreements with off-site parking facilities, which may be located on or off Tidelands, within a quarter-mile walking distance from the uses they serve. A greater distance may be acceptable if a mobility plan, showing how patrons would connect to and from the parking, is provided and accepted by the District.
d. Participation in the establishment of planned mobility improvements, such as mobility hubs or shared parking facilities as specified in the associated subdistrict and supported by WLU Goal 3 and WLU Goal 7 (Chapter 3.1, Water and Land Use Element) and ECON Goal 1 (Chapter 3.6, Economics Element).

Environmental Justice Element

- **EJ Goal 1**: Ensure Tidelands are accessible
  - **EJ Objective 1.1:** Promote a diverse range of mobility options for accessing Tidelands
    - **EJ Policy 1.1.1**: The District shall coordinate with adjacent jurisdictions to
      a. Identify multimodal improvements that would enhance connections between adjacent disadvantaged communities and Tidelands; and
      b. Prioritize the implementation of the identified multimodal improvements to enhance connections between adjacent disadvantaged communities and Tidelands.
    - **EJ Policy 1.1.2**: The District shall coordinate with regional agencies with transit authority, as well as adjacent jurisdictions, to explore and expand public transit points and provide a range of affordable transit options for people from adjacent disadvantaged communities to access Tidelands.
    - **EJ Policy 1.1.3**: Permittees of development, especially adjacent to disadvantaged communities, shall implement commuter programs and transportation demand management programs to encourage their current or future employees and guests to use alternative transit options.
    - **EJ Policy 1.1.4**: The District shall coordinate with members of the public to explore and expand public transit options that allow and encourage access to Tidelands for all people.

- **EJ Objective 1.2:** Provide recreational opportunities that are safe and accessible
    - **EJ Policy 1.2.1**: All appealable development shall provide a range of free and lower cost recreational facilities throughout Tidelands that are accessible to disadvantaged communities, where feasible

San Diego Unified Port District Tidelands Parking Guidelines

Adopted in January 2001, the parking guidelines are intended to help determine how much parking should be provided to serve uses in each planning district. They focus on the parking demands for proposed development projects and the site-specific needs and distinguish between the demand a potential development generates and the parking requirement that development of a project on a specific site might create. Factors influencing parking demand include the land use type of the proposed development, transit accessibility, airport accessibility, and pedestrian orientation, whereas factors influencing parking requirements include demand plus any additional parking requirements created by the displacement of existing parking or other changes in the characteristics of parking in the area of the development (i.e., existing parking shortages and public access to the Bay). The guidelines establish parking demand rates and adjustment factors for determining the parking requirements of a development.

San Diego Unified Port District Port Code, Section No. 8.13

San Diego Unified Port District Port Code, Section No. 8.13, states, “No person shall permit a vehicle to remain parked beyond the period of legal parking time established for any parking meter zone.”

North Harbor Drive Mobility and Access Study

Based on direction from the Airport Authority Board, the Airport Authority initiated the Harbor Drive Mobility Committee (Airport Committee) in June 2017 to identify strategies that would improve traffic flow and reduce congestion around the San Diego International Airport (SDIA) as part of their Airport Development Plan. The Airport Committee’s organization included a Policy Group to evaluate the technical analysis and provide policy-level recommendations, as well as a Working Group to generate ideas and alternatives based on research and technical analysis. Two Board of Port Commissioners served on the Airport Committee’s Policy Group, and several District staff participated in the Airport Committee’s Working Group.

The District volunteered to complete a comprehensive mobility and access study for the North Harbor Drive corridor in alignment with the expanded study scope suggested by the representatives of the regional agencies participating in the Airport Committee

Working Group. With the collaboration of all the participating agencies, the District's North Harbor Drive Mobility and Access Study could serve as a foundation for identifying potential improvements for additional feasibility analysis, potential cost sharing arrangements, and/or pursuing future funding opportunities.

In December 2018, the Board of Port Commissioners accepted the District's North Harbor Drive Mobility and Access Study, which identified mobility-related improvements that could help accommodate preliminary growth projections contemplated by the proposed PMPU, the SDIA's Airport Development Plan, and the surrounding Community Plans in the City of San Diego. While the mobility-related improvements identified in the District's study were not binding on any agency, the study helped generate interest within the region to address long-term mobility challenges associated with North Harbor Drive and the SDIA.

3.13.3 Method of Analysis

CEQA Guidelines, Section 15064.3, describes specific considerations for evaluating a project's transportation impacts and identifies VMT as the most appropriate metric for determining the significance of impacts. Except for roadway capacity projects, Section 15064.3 stipulates that a project's effect on automobile delay does not constitute a significant environmental impact under CEQA. As such, in accordance with SB 743, the transportation analysis only uses VMT to determine the significance of transportation and circulation impacts.

The methodology and significance criteria for determining transportation VMT impacts for the Project were conducted following the LCI Technical Advisory, which recommends that mixed-use projects, like the one proposed, should assess each land use component separately.

According to the LCI Technical Advisory, the requirement to prepare a detailed transportation VMT analysis applies to all land development projects except those that meet at least one of the screening criteria summarized below:

- **Small Project**: Projects that generate or attract fewer than 110 trips per day generally may be assumed to cause a less than significant transportation impact.
- **Map-Based Screening for Residential and Office Projects**: Residential and office developments in low VMT areas, characterized by high density, mixed uses, and good transit access, are likely to maintain low VMT, allowing the use of VMT data maps as a screening tool to exempt such projects from detailed VMT analysis.
- **Presumption of Less than Significant Impact near Transit Stations**: Projects within half a mile of major transit stops, encompassing residential, retail, and office uses, are expected to have less than significant impact on VMT.

- **Presumption of Less than Significant Impact for Affordable Residential Development**: Integrating affordable housing into infill locations enhances the jobs-housing balance, thereby shortening commutes and reducing VMT, with low-income housing producing less VMT than market-rate housing and expected to have a less than significant VMT impact.
- **Locally Serving Retail or Locally Serving Facilities**: Because new retail and new public facility development typically redistributes existing trips rather than creating new trips, estimating the total change in VMT is the best way to analyze a retail project's transportation impacts. Locally serving retail and locally serving public facilities tend to improve destination proximity, shorten trips, and reduce VMT. Thus, locally serving retail and public facilities are presumed to have a less than significant VMT impact.
- **Transportation Projects**: A transportation project that leads to additional vehicle travel on the roadway network, commonly referred to as "induced vehicle travel," would need to quantify the amount of additional vehicle travel to assess air quality impacts, greenhouse gas emissions impacts, energy impacts, and noise impacts. LCI's Technical Advisory lists transportation projects that would not likely lead to a substantial or measurable increase in vehicle travel and, therefore, should generally require an induced travel analysis. However, listed below is the type of project category most relevant for the analysis documented in this EIR:
  - Rehabilitation, maintenance, replacement, safety, and repair projects designed to improve the condition of existing transportation assets (e.g., highways; roadways; bridges; culverts; Transportation Management System field elements such as cameras, message signs, detection, or signals; tunnels; transit systems; and assets that serve bicycle and pedestrian facilities) and that do not add additional motor vehicle capacity.

3.13.4 Thresholds of Significance

The Project would have a significant impact on transportation if it would:

- **Threshold 1:** Conflict with a program, plan, ordinance or policy addressing the circulation system, including transit, roadway, bicycle and pedestrian facilities.
- **Threshold 2:** Conflict or be inconsistent with CEQA Guidelines section 15064.3, subdivision (b).
- **Threshold 3:** Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment).

- **Threshold 4:** Result in inadequate emergency access.
- **Threshold 5:** Result in inadequate parking capacity.

3.13.5 Project Impacts and Mitigation

The following sections address various potential impacts relating to transportation that could result from implementation of the Project.

3.13.5.1 Threshold 1: Conflict with Program, Plan, Ordinance, or Policy

Impact Analysis

An impact on pedestrian, bicycle, and transit facilities would occur if the Project would conflict with an applicable program, plan, ordinance, or policy concerning these facilities including the PMP and PMPU, and would result in adverse changes in comparison to existing conditions. Refer to Section 3.7, Hazards and Hazardous Materials, and Section 3.9, Land Use and Planning, for Project consistency with the SDIA Land Use Compatibility Plan and the Naval Air Station North Island (NASNI) Airport Land Use Compatibility Plan.

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Consistent with the PMP Goal IV, the Liberator Way realignment would include narrowing the roadway to two travel lanes to accommodate vehicular traffic along with multimodal improvements which provide non-automobile linkages. Specifically, an 8-foot sidewalk would be included on both sides of the street, with a minimum 9-foot planting buffer established on both sides of the sidewalk to provide pedestrian linkages.

Consistent with the PMP, non-automobile linkages would be provided to the Topgolf visitor-serving attraction through a connecting sidewalk along Liberator Way from North Harbor Drive or Harbor Island Drive or from an existing multi-use pathway along North Harbor Drive connecting to a proposed 8-to-10-foot-wide walkway (also multi-use) east of the parking lot and in front of the Topgolf visitor-serving attraction. This north–south connection from Embarcadero Downtown San Diego to San Diego Bay would promote coastal access.

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Consistent with the PMPU, the Project would reconfigure the western existing intersection of Liberator Way with Harbor Island Drive to create a “T” intersection. The new intersection would be north of the existing intersection and would eliminate the existing “S” curve along Liberator Way. The new intersection would provide a dedicated westbound right- and left-turn lane from Liberator Way (East Harbor Island Subdistrict PD2.35). In addition, consistent with the PMPU-proposed planned improvements (PD2.35), the realignment would include narrowing the roadway to two travel lanes to

accommodate vehicular traffic along with multimodal improvements, which provides non-automobile linkages. Specifically, an 8-foot sidewalk would be included on both sides of the street, with a minimum 9-foot planting buffer established on both sides of the sidewalk to provide pedestrian linkages.

In addition, the Project includes the construction of a waterside promenade for both bicyclists and pedestrians along the Project frontage. This Project feature would improve coastal access and access to the park (open space) portion and the Topgolf visitor-serving attraction for bicyclists and pedestrians that traverse the surrounding area (EJ Policy 1.1.1). Additionally, the proposed waterfront park and promenade would provide public access along the waterfront for both bikes and pedestrians. A north–south public access connection would also be provided from the multi-use pathway along the southern side of North Harbor Drive through Topgolf's leasehold that would provide a variety of users access to the public realm and would provide public access to points along the Bay, consistent with PMPU M Policy 1.1.12.

Vehicular access to the Topgolf visitor-serving attraction would be via Liberator Way from either North Harbor Drive or Harbor Island Drive. The parking lot would include 46 EV ready stalls and 15 EV charging stalls (PMPU M 1.1.16).

MTS Route 923 currently serves the Project area at a stop located along North Harbor Drive approximately 200 feet from the Project area, which would provide transit opportunities to promote coastal access consistent with the PMPU (M Policy 1.1.12), although this stop does not operate on weekends and only operates until 7:10 p.m. on weekday evenings.

Therefore, the Project would not conflict with an applicable program, plan, ordinance, or policy concerning pedestrian, bicycle, and transit facilities. Impacts would be less than significant.

Significance of Impact

Implementation of the Project would not conflict with an applicable program, plan, ordinance, or policy concerning the circulation system, including transit facilities, roadways, and bicycle and pedestrian facilities. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.13.5.2 Threshold 2: Induction of Substantial Vehicle Miles Traveled

Impact Analysis

CEQA Guidelines, Section 15064.3, describes specific considerations for evaluating a project's transportation impacts and identifies VMT as the most appropriate metric for determining the significance of impacts. For the purposes of this analysis, projects that have a net increase in total VMT may be considered to have a significant impact.

Project components include demolition and removal of existing structures and improvements, realignment of Liberator Way, redevelopment of approximately 9.8 acres for the Topgolf visitor-serving attraction (108 hitting bays), a parking lot with approximately 289 parking stalls, and development of a new waterfront park and promenade. A Project-specific VMT analysis was prepared and is included as Appendix O1.

The Project's proposed waterfront park and promenade is expected to generate new trips, as it would be a unique park space within San Diego. Members of the public have a finite amount of recreational time. Consequently, it is likely that some trips to the proposed Project would displace existing recreational trips under baseline conditions, in lieu of other recreational/entertainment experiences. However, this analysis has conservatively assumed that all such trips would be new trips.

The proposed realignment of Liberator Way can be considered a replacement project because it involves reconstructing a section of the roadway and replacing it with a new alignment. Additionally, the Liberator Way replacement would not add additional motor vehicle capacity. Therefore, the proposed realignment of Liberator Way is a transportation project but would not induce VMT. As discussed in the SB 743 Technical Advisory, "Projects that would not likely lead to a substantial or measurable increase in vehicle travel and therefore generally should not require an induced travel analysis, include: Rehabilitation, maintenance, replacement, safety, and repair projects designed to improve the condition of existing transportation assets (e.g., highways; roadways; bridges; culverts; Transportation Management System field elements such as cameras, message signs, detection, or signals; tunnels; transit systems; and assets that serve bicycle and pedestrian facilities) and that do not add additional motor vehicle capacity … Addition of roadway capacity on local or collector streets provided the project also substantially improves conditions for pedestrians, cyclists, and, if applicable, transit" (LCI 2018).

The VMT impacts of the Project's land use changes are analyzed in the Port Master Plan Update Draft Program EIR (PMPU Draft PEIR), Section 4.14, Transportation, Circulation, and Mobility, and accompanying Port Master Plan Update Transportation Impact Study Vehicle Miles Traveled – SB 743 Analysis, attached thereto as Appendix D. These documents are incorporated herein by reference pursuant to CEQA Guidelines, Section

15150. The referenced portion of the Draft PEIR is publicly available online on pages 4.14-1 through 4.14-92 of Volume I of the referenced Draft PEIR, accessible at this link: https://pantheonstorage.blob.core.windows.net/ceqa/Vol1_Draft_PMP_EIR_November2021%20(1).pdf. Appendix D is publicly available online at pages 655 through 786 of Volume II of the referenced EIR, accessible at this link: https://pantheonstorage.blob.core.windows.net/ceqa/Vol2_Draft_PMP_EIR_Appendices_A-I_November2021.pdf. These documents relate to the EIR by analyzing impacts of land use changes also proposed under this Project. Section 4.14 analyzes the significance of the PMPU's impacts to transportation, circulation, and mobility, evaluating impacts under each of the thresholds listed under Appendix G of the CEQA Guidelines, Section XVII, Transportation. Appendix D of the referenced Draft PEIR provides a detailed analysis of these impacts. VMT-related impacts for Planning District 2 are discussed throughout the referenced Section 4.14, but particularly on pages 4.14-60 through 4.14-63. The referenced documents inform the analysis of land use changes proposed under this Project.

Waterfront Park and Promenade Component

An analysis comparing the average trip lengths at other similar parks/open space facilities within the vicinity of the Project was conducted to determine the average trip length. Average trip length was collected based on census tracts containing similar park/open space facilities in fall 2023 for a typical Saturday. Trips associated with recreation purposes were isolated from the rest of the trips that had a different trip purpose, such as to eat, shop, or socialize. Refer to Appendix O1 for details on data collection.

The park/open space facilities selected for review include the following:

- Waterfront Park: 1600 Pacific Highway, San Diego, California 92101
- Naval Training Center Park: 2455 Cushing Road, San Diego, California 92106

Table 3.13-1, Average Trip Length – Similar Park/Open Space Facilities, displays the average trip lengths for existing nearby park/open space facilities. Based on the collected data, the average trip length for the two selected sites is 10.3 miles.

Table 3.13-1. Average Trip Length – Similar Park/Open Space Facilities

Location	Average Trip Length (miles)
Waterfront Park	9.5
Naval Training Center Park	11.1
Average	**10.3**

Source: Appendix O1.

The VMT generated by the waterfront park and promenade component was estimated by multiplying the average daily trips generated by the park/open space component by the

average trip length determined for existing nearby park/open space facilities. The average daily trips for the waterfront park and promenade component trip were calculated based on the SANDAG (Not So) Brief Guide of Vehicular Traffic Generation Rates for the San Diego Region using the "City (developed w/meeting rooms and sports facilities)" (Appendix O1). Table 3.13-2, Estimated Vehicle Miles Traveled for Waterfront Park and Promenade Component, shows the estimated VMT generated by the waterfront park and promenade component.

Table 3.13-2. Estimated Vehicle Miles Traveled for Waterfront Park and Promenade Component

Trip Generation	ADT	Trip Length	VMT	Significant Impact?
Unadjusted	505	10.3	5,202	Yes

Source: Appendix O1.
Notes: ADT = average daily trips; VMT = vehicle miles traveled

As shown in Table 3.13-2, the Project's VMT from the waterfront park and promenade component, based on unadjusted trip generation rates, would result in a net increase in VMT. Therefore, the Project's waterfront park and promenade component would have a potentially significant VMT impact.

Topgolf Component

The Topgolf visitor-serving attraction is similar to an active sport entertainment venue, such as bowling alleys or miniature golf courses that cater to local clientele. However, as the first of its kind in the County, the Topgolf visitor-serving attraction might initially draw visitors from a wider region, given its status as a well-known brand. Because of the Topgolf visitor-serving attraction unique nature, using the SANDAG Regional Transportation Model for predictions is impractical due to the absence of comparable land use data and understanding of trip behaviors. Therefore, the analysis is based on the average trip lengths at five Topgolf facilities to determine the average trip length. The average trip length was collected based on census block groups containing each Topgolf location in spring 2023 for a typical Thursday. Refer to Appendix O1 for details on trip length calculation.

Topgolf facilities selected for review include the following:

- Topgolf Ontario at 1050 North Archibald Avenue, Ontario, California
- Topgolf El Segundo at 400 South Pacific Coast Highway, El Segundo, California
- Topgolf Glendale at 6101 North 99th Avenue, Glendale, Arizona
- Topgolf Scottsdale at 9500 East Talking Stick Way, Scottsdale, Arizona
- Topgolf Gilbert at 1689 South Santan Village Parkway, Gilbert, Arizona

Table 3.13-3, Average Trip Length – Existing Topgolf Locations, displays the average trip lengths for existing Topgolf locations.

Table 3.13-3. Average Trip Length – Existing Topgolf Locations

Location	Average Trip Length (miles)
Topgolf Ontario	12.20
Topgolf El Segundo	15.30
Topgolf Glendale	11.80
Topgolf Scottsdale	13.50
Topgolf Gilbert	11.80
Average	**12.92**

Source: Appendix O1.

Based on the collected data, the average trip length for all five sites is 12.92 miles.

The VMT generated by the Topgolf component was estimated by multiplying the average daily trips generated by the proposed Topgolf component by the average trip length determined for existing Topgolf locations. As described in Appendix O1, given the distinct land use and operations of the Topgolf facility, trip generation rates contained within the City of San Diego's Land Development Code – Trip Generation Manual and the Institute of Transportation Engineers Trip General Manual were deemed inapplicable. Therefore, additional research was conducted to determine the most appropriate trip generation rate using five past Topgolf projects: Burlingame Topgolf, Topgolf Ontario Project, Topgolf San Jose, Sepulveda Boulevard Topgolf, and the North Central Roseville Specific Plan – Parcel 49 Project. Upon review, four of the five studies derived the Topgolf trip generation based on the same August 2014 traffic counts conducted on an existing Topgolf facility located in Scottsdale, Arizona. The Scottsdale Topgolf site is self-contained, meaning that it is the only land use on site, therefore, the traffic counts accurately converted to trip generation rates, which was based on the number of golf hitting bays. The existing Topgolf sites listed above are configured with a total number of hitting bays ranging between 102 and 120 hitting bays, with the Scottsdale Topgolf site configured with 102 hitting bays. Therefore, since the Project is the same land use and proposes a total of 108 hitting bays (within the range of existing Topgolf sites), the same trip generation rates were used to determine the Project's trip generation.

Because the Project is a redevelopment project, a range can be offered by estimating the VMT based on the daily trips generated by the Project. Table 3.13-4, Estimated Vehicle Miles Traveled for Topgolf Component, displays the estimated VMT generated by the Topgolf component.

Table 3.13-4. Estimated Vehicle Miles Traveled for Topgolf Component

Trip Generation	ADT	Trip Length	Increase in VMT	Significant Impact?
Unadjusted	1,944	12.92	25,116	Yes

Source: Appendix O1.

Notes: ADT = average daily trips; VMT = vehicle miles traveled

[1] Assumes trip credit based on driveway counts for existing establishments. The driveway counts conducted to determine the total trip credit values for daily traffic and peak hour turning movements were conducted at two driveways (serving Avis, Enterprise, and Hertz rental car companies over a three-day period (1,473 ADT).

[2] Net ADT = Project (Topgolf only) ADT – Existing Land Use ADT = 1,944 ADT – 1,473 ADT = 471 ADT

As shown in Table 3.13-4, the Topgolf component VMT, based on unadjusted trip generation rates, would result in an increase in VMT over existing conditions. Therefore, the Topgolf component would result in a potentially significant VMT impact.

Table 3.13-5, Estimated Vehicle Miles Traveled for All Project Components, shows a summary of trip generation rates for all components of the Project that would result in an increase in VMT over existing conditions.

Table 3.13-5. Estimated Vehicle Miles Traveled for All Project Components

Trip Generation	ADT	Trip Length	VMT	Significant Impact?
Waterfront Park and Promenade				
Unadjusted	505	10.3	5,202	Yes
Topgolf				
Unadjusted	1,944	12.92	25,116	Yes

Source: Appendix O1.

Notes: ADT = average daily trips; VMT = vehicle miles traveled

Significance of Impact

Implementation of the Project's waterfront park and promenade and Topgolf components would be inconsistent with CEQA Guidelines, Section 15064.3(b). Impacts would be potentially significant.

Mitigation Measures

A Transportation Demand Management (TDM) Plan would be implemented to reduce the Project's VMT to the extent feasible. A TDM program would facilitate increased opportunities for walking and bicycling, as well as provide the resources, means, and incentives for ride sharing and carpooling. The TDM program, which will include a TDM coordinator, will help reduce single-occupancy vehicle dependency and encourage multi-modal travel as a way to get to and from the proposed Project. By addressing both the supply and demand aspects of transportation, TDM programs aim to create a more balanced and sustainable transportation network.

However, the California Air Pollution Control Officers Association Report (CAPCOA) (CAPCOA 2010) does not provide TDM measures applicable for a park/open space project. It is difficult for the Project to reduce its VMT, given that it intends to be a regional-serving facility that caters to as many visitors as possible that may come from different parts of the San Diego region to access San Diego's waterfront. Additionally, the waterfront park and promenade component would not have any employees on site to which TDM measures could be applied.

To reduce impacts, the following mitigation measure shall be implemented as part of the Project's Topgolf visitor-serving attraction component.

TRA-1: **Transportation Demand Management Plan.** Topgolf, in coordination with the District, shall implement a Transportation Demand Management Plan that shall include the following transportation demand measures:

- **T-2: Increase Job Density.** This measure accounts for the vehicle miles traveled reduction achieved by a project designed with a higher density of jobs compared to the average job density in the United States. Increased densities affect the distance people travel and provide greater options for the mode of travel they choose. Increasing job density results in shorter and fewer trips by single-occupancy vehicles and, thus, a reduction in greenhouse gas emissions. Topgolf would construct a 67,030-square-foot building that equals 260 jobs per acre, which exceeds average employment density of 145 jobs per acre (CAPCOA 2010). The anticipated number of employees is 400.
- **T-7: Implement Commute Trip Reduction Marketing.** Topgolf shall identify a transportation demand management coordinator who shall work with the San Diego Association of Governments to implement a marketing program that promotes alternative modes of transportation. The marketing program shall educate employees about their travel choices to employment locations beyond driving, such as carpooling, taking transit, walking, and bicycling, thereby reducing vehicle miles traveled and greenhouse gas emissions. The marketing materials shall include information about amenities offered by the Project, such as the San Diego Association of Governments' Sustainable Transportation Services Program, and event-specific information, such as Bike Anywhere Day, and shall be made available to employees and guests.
- **T-10: Provide End-of-Trip Bicycle Facilities.** Topgolf shall install and maintain end-of-trip facilities for employee use. End-of-trip facilities include bike parking, bike lockers, and personal lockers. Providing and maintaining

secure bike parking and related facilities encourages commuting by bicycle, thereby reducing vehicle miles traveled and greenhouse gas emissions.

- **T-18: Provide Pedestrian Network Improvement –** The Topgolf site includes direct and safe walking connectivity between the Topgolf site and North Harbor Drive. The aim is to create an accessible and safe pedestrian environment that encourages employees and other tenants to walk to and from the Project.
- **T-19A: Construct or Improve Bike Facility –** The District would construct a 20-foot-wide waterfront promenade south of Liberator Way that would serve as a Class I bike path and would connect to the Class I bike path south of North Harbor Drive to enhance a larger existing bikeway network. Providing bicycle infrastructure helps to improve biking conditions within an area. This encourages a mode shift on the roadway parallel to the bicycle facility from vehicles to bicycles, displacing vehicle miles traveled, and thus, reducing greenhouse gas emissions.

For the Topgolf component, the TDM measures are only applicable to reduce employee VMT, with the exception of TDM Measures 18 and 19A, which reduce VMT at the roadway parallel to the facility but can only be quantified at a plan/community level and not at a project site level. These measures reduce VMT indirectly by improving walking and biking conditions in the corridor, which can cause a mode shift at the community level (i.e., more people walking or biking instead of driving along parallel routes). Therefore, these reductions are not quantifiable at the Project area level because they depend on broader system connectivity (e.g., how well the new bike lane ties into the citywide network). Benefits are dispersed across many users beyond the Project's employees or patrons. Finally, CAPCOA and LCI guidance only allow quantification at the plan or community scale for these types of measures. Therefore, although the Project would provide TDM measures, implementation of the TDM Program is only anticipated to reduce VMT associated with the employees anticipated at the Topgolf component and not VMT associated with Topgolf patrons. However, it is important to note that although VMT reductions associated with TDM Measures 18 and 19A cannot be quantified at a project site level, per CAPCOA's report (CAPCOA 2010), non-quantified greenhouse gas reduction measures may achieve emissions reductions and co-benefits on their own or may enhance the ability of quantified measures to attain expanded reductions and co-benefits. These measures may, therefore, strengthen implementation of Mitigation Measure TRA-1 by promoting active transportation.

Table 3.13-6, Estimated Vehicle Miles Traveled Reduction for the Topgolf Component, displays the estimated VMT generated by the employees of the Topgolf component, as well as the anticipated VMT reduction after implementation of the TDM measures.

Table 3.13-6. Estimated Vehicle Miles Traveled Reduction for the Topgolf Component

Number of Employees	Average Trip Length	VMT Generated by Employees	% VMT Reduction from TDM Measures	VMT Reduction	Total VMT Generated by Employees with TDM Measures
400	12.92	5,168	9.43%	487	4,681

Source: Appendix O1.
Notes: TDM = transportation demand management

As shown above, the VMT generated by the employees of the Topgolf component is 5,168 (out of the total 25,116 VMT identified in Table 3.13-4). After implementation of TDM measures, which provide a 9.43 percent VMT reduction of the VMT generated by employees, the total VMT generated by employees is reduced by 485, for a total of 4,681.

Therefore, the TDM measures outlined in Mitigation Measure TRA-1 are not anticipated to eliminate the total increase in VMT of the Topgolf component beyond existing conditions due to the unique characteristic of the Project's land use as a regional visitor-serving attraction. Therefore, even with the implementation of Mitigation Measure TRA-1, the total VMT of the Topgolf component would not be reduced to a less than significant level. Impacts would remain significant and unavoidable.

3.13.5.3 Threshold 3: Hazardous Design Features

Impact Analysis

The Project does not propose any uses that would result in an incompatible roadway use, such as the operation of farm equipment or other special equipment. Vehicle site access for the Topgolf component would be provided at two locations along Liberator Way and would allow for two-way flow of vehicle traffic. The two access points would function as access points solely for the parking lot of the Topgolf visitor-serving attraction. The first access point is on the southern side of the Topgolf site along Liberator Way approximately 1,200 feet south–west of the Liberator Way and North Harbor Drive intersection. This access point would be provided as a north–south Topgolf parking lot access and would function as a side-street stop-controlled T-intersection.

The second access point is on the southern side of the Topgolf site along Liberator Way approximately 100 feet west of the first access point. It would be provided as a north–south Topgolf parking lot access and would function as a side-street stop-controlled T-intersection. The parking lot for Topgolf would consist of four north–south bi-directional

aisles with parking on either side. There would also be parking along the northern and southern edges of the parking lot. Driveways would be constructed in accordance with District standards.

The Project includes the demolition of the existing Liberator Way and the realignment of a newly constructed Liberator Way to accommodate both vehicular and pedestrian traffic. It would include narrowing the roadway to two travel lanes to accommodate vehicular traffic. The realignment would also include the reconfiguration of the western existing intersection of Liberator Way with Harbor Island Drive. The new intersection would be north of the existing intersection and would eliminate the existing "S" curve along Liberator Way to improve the flow of traffic. The new intersection would provide a dedicated westbound right- and left-turn lane from Liberator Way. The Project would also modify the existing intersection of Liberator Way with North Harbor Drive to include new dedicated northbound left-turn, through-, and right-turn lanes from Liberator Way. These improvements are intended to enhance traffic flow through the area.

In addition, the Project would include appropriate signage to warn drivers of pedestrian foot traffic and maintain lower speeds on Liberator Way.

The Project is within the Federal Aviation Administration (FAA) Part 77 Noticing Area Overlay Zone, which requires notification for structures that exceed a 100:1 surface ratio from any point on the runway for SDIA and NASNI. The Topgolf visitor-serving attraction would include an artificial turf outfield enclosed by a polyester barrier netting system suspended on poles ranging between 90 feet in height near the building and 170 feet in height near the outfield. The ground elevation is 13 feet above mean sea level, which results in an overall proposed height of 183 feet above mean sea level. Due to the location of the Project area within the Airspace Protection Boundary for both the SDIA and NASNI, and the height of the Topgolf visitor-serving attraction poles, the Project is required to file a Notice of Proposed Construction or Alteration (FAA Form 7460-1) for proposed structures, including temporary structures, such as cranes.

Based on the submittal, the FAA determined that there would be no safety impact to navigable air space, including issues with nighttime lighting, and issued a Determination of No Hazard to Air Navigation with Conditions for the Topgolf visitor-serving attraction (FAA 2024; SDCRAA 2025). The FAA determined that four to 16 poles supporting the safety netting be marked/lighted with red lights in accordance with FAA Advisory circular 70/7460-1 M, Obstruction Marking and Lighting (FAA 2020).

In addition, the Topgolf hitting bays would face east toward an artificial turf outfield. Gamechanger lights would be mounted inside the building and point toward the outfield to light up the target areas in the evening. Two 50-foot by 30-foot light-emitting diode (LED)

high definition digital screens would be mounted to the netting and poles at the far eastern end of the outfield facing back toward the hitting bays. The screens would be used to broadcast live sports content, alert players of game play objectives, and connect game-integration messaging, as well as provide space for partner brand messaging and Topgolf's internal programs and events. Display screens would be turned off after business hours. The Gamechanger lights and display screens could create a vehicle hazard if drivers became distracted by the lights and screens.

A Technical Lighting Analysis, provided as Appendix C, was prepared for the Topgolf component to provide information regarding the existing lighting conditions in the Project area to assess if the proposed lighting design is anticipated to "create a new source of substantial light or glare which would adversely affect day or nighttime views in the area." The study analyzed the sports lighting along with light from the proposed digital screens. Five measurement points were identified to capture a full picture of the directional impact of the proposed sports lighting and to specifically provide measurements at adjacent existing properties and roadways.

Measurement Point 3 is located at the intersection of Liberator Way and North Harbor Drive facing west and is intended to capture the potential impact of the proposed lighting on vehicular, pedestrian, and bicycle traffic travelling along North Harbor Drive. Effects on road users (e.g. motorists, cyclists, pedestrians) normally involve a reduction in the ability to see caused by disability glare from bright light sources. The Lighting Study concluded that the display screens are not anticipated to be visible for motorists traveling along North Harbor Drive and would not create a hazard. However, due to the high aiming angle required to illuminate the golf balls in flight from the building, the light spill and glare is expected to exceed the threshold at Measurement Point 3 and could result in a hazard to motorists traveling along North Harbor Drive. Refer to Section 3.1, Aesthetics, for additional details. Therefore, implementation of the Project would have the potential to result in increased hazards due to a design feature from light spillage onto North Harbor Drive that would exceed the analysis threshold. Impacts would be potentially significant.

Significance of Impact

Implementation of the Project would substantially increase hazards due to the proposed sports lighting associated with the Topgolf component. Impacts would be potentially significant.

Mitigation Measures

Mitigation Measure AES-1 outlined in Section 3.1 would reduce the light and glare impact at Measurement Point 3 by requiring construction of a berm or fence at the back of the

outfield. Implementation of Mitigation Measure AES-1 would reduce impacts to a less than significant level by blocking the light spill onto North Harbor Drive.

3.13.5.4 Threshold 4: Inadequate Emergency Access

Impact Analysis

Project construction activities could require detours and/or lane closures that could temporarily disrupt travel along existing roadways for periods of time within the construction zone. Specifically, the realignment of Liberator Way would involve closing and demolishing the existing roadway. Site access to surrounding properties would be maintained throughout the construction period to ensure access to emergency vehicles as required. Access to the existing San Diego Harbor Police headquarters would be temporarily rerouted via Harbor Island Drive during construction. During the roadway closure, all other traffic could use North Harbor Drive to Harbor Island Drive.

A Construction Management Plan and Traffic Control Plan would be implemented during construction in accordance with the California Department of Transportation California Manual of Uniform Traffic Control Devices (2014 Revision 8 edition) as a standard condition of approval by the City of San Diego. These traffic management controls would include measures determined based on site-specific conditions. These measures would ensure that ingress and egress from the Project area would not interfere with emergency access for areas surrounding the Project area. The Project would comply with California Fire Code, Chapter 33, Fire Safety During Construction/Demolition, requirements.

The Project proposes demolishing and realigning Liberator Way, including reconfiguring the existing intersection with Harbor Island Drive and modifying the intersection with North Harbor Drive. These improvements are intended to enhance traffic flow through the area and would not impact emergency access.

The Project would provide adequate emergency access in the Project area. Access for emergency vehicles would be provided at the main Project entries along the realigned Liberator Way. Internal driveways would be designed to the City's Fire Marshal standards in accordance with Fire Prevention Bureau Policy A-14-1 for emergency response vehicles. Additional emergency requirements, such as fire hydrants, fire hydrant markers (i.e., blue reflectors installed in the roadway), adequate vertical clearances, adequate turning radii, and fire ladder clearances, would be provided per SDMC Chapter 5. Therefore, impacts would be less than significant.

Significance of Impact

Implementation of the Project would not result in inadequate emergency access. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.13.5.5 Threshold 5: Inadequate Parking Capacity

Impact Analysis

The Project includes the demolition of existing structures and improvements, redevelopment of approximately 9.8 acres for the Topgolf visitor-serving attraction, redesignation of land uses, and development of a new waterfront park and promenade. The Topgolf parking lot would include 289 parking stalls, including 46 electric vehicle (EV) ready stalls, 15 EV charging stalls, and seven Americans with Disabilities Act (ADA) parking stalls.

The Project also includes the realignment of Liberator Way. The roadway would include a 66-foot right-of-way with a 40-foot-wide street width, one travel lane in each direction, and space for parallel parking on both sides of the roadway for a total of approximately 180 cars.

The District approved Tidelands Parking Guidelines for use throughout the District in January 2001 (District 2001). The Tidelands Parking Guidelines are intended to assist in determining how many parking spaces should be provided to serve uses in each of the planning districts. The Parking Guidelines specify a revised parking generation rate of 3.04 spaces per acre for public parks on Harbor Island. However, they do not specify a rate for land uses similar to Topgolf. The Parking Guidelines advise conducting a project-specific planning demand study in cases where a land use is not included in the guidelines. A parking analysis for the Project was prepared as Appendix O2. Thus, a rate of 3.89 parking spaces per hitting bay for Topgolf was sourced from a parking study conducted in Scottsdale for a Topgolf facility (Appendix O2). As discussed in Section 3.13.5.2, because the Topgolf component of the Project is the same land use and proposes a total of 108 hitting bays (similar to the Scottsdale Topgolf), the same trip generation rates were used to determine the Project's trip generation. In addition, District-specific adjustment factors may also be applied to determine the required number of parking spaces.

Table 3.13-7, Parking Demand Calculations, displays a summary of the parking demand calculations for the Topgolf visitor-serving attraction and waterfront park and promenade components. Based on the Tideland Parking Guidelines, 262 parking spaces are required for the Topgolf visitor-serving attraction, and 31 parking spaces are required for the waterfront park.

Table 3.13-7. Parking Demand Calculations

	Amount	Type	Parking Rate/Adjustment Rate	Parking Demand
Topgolf Visitor-Serving Attraction				
Unadjusted Parking Demand	108	Hitting Bays	3.89	421
Adjustment Type				
Transit Adjustment			0.95	-22
Airport Adjustment			0.99	-5
Shared Parking Adjustment			1.00	0
Waterfront Proximity Adjustment[1]			0.95	-22
Rideshare Adjustment			0.74	-110
Adjusted Parking Demand				262
Number of Proposed Spaces				289
Excess Parking Spaces				27
Waterfront Park				
Adjusted Parking Demand	10.1	Acres	3.04	31
Number of Proposed Spaces				180
Excess Parking Spaces				149

Source: Appendix O2.

[1] The District's Tidelands Parking Guidelines (2001) identify "proximity to waterfront amenities" as a factor that can influence parking demand, typically allowing for a modest increase (zero to 5 percent) to reflect additional public access activity. However, the guidelines also emphasize that adjustments must be applied on a project-specific basis. For the Project, a reduction in parking demand was applied instead because the waterfront setting encourages multi-purpose trip chaining and shared use. Visitors often park once to access multiple attractions such as dining, walking the promenade, or visiting Topgolf.

As shown in Table 3.13-7, the proposed 289 parking spaces would be sufficient to accommodate the anticipated parking demand for the Topgolf visitor-serving attraction. The waterfront park parking demand of 31 spaces would be met with the parallel parking that would be provided along the newly realigned Liberator Way. The proposed roadway is approximately 2,300 feet and can accommodate approximately 90 parallel parking spaces on each side, totaling 180 parking spaces.

While the total parking spaces are sufficient for the Topgolf visitor-serving attraction and the waterfront park, the following additional parking management strategies would be included:

- Implementing and enforcing parking time restrictions for both Topgolf and along Liberator Way to ensure spaces serve their intended users and reduce long-term parking by airport users in accordance with San Diego Unified Port District Port Code, Section No. 8.13.

Therefore, as shown in Table 3.13-6, the Project would provide adequate parking in accordance with the Tideland Parking Guidelines. Impacts would be less than significant.

Significance of Impact

Implementation of the Project would not result in inadequate parking capacity. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.13.6 Cumulative Impacts

The following sections address various potential cumulative impacts relating to transportation that could result from implementation of the Project.

3.13.6.1 Cumulative Threshold 1: Conflict with Program, Plan, Ordinance, or Policy

The geographic context for cumulative impacts related to compliance with adopted plans, policies, and goals is the District's jurisdiction. Cumulative projects include development projects associated with the PMP, PMPU, and SANDAG 2025 Regional Plan, along with District projects listed in Table 3-1, Cumulative Projects, in Chapter 3, Environmental Analysis.

As discussed above, the Project would be required to be consistent with applicable adopted policies, plans, and programs related to the circulation system, including pedestrian, bicycle, and transit facilities. The Project design includes improvements that would enhance bicycle and pedestrian coastal access. For these reasons, the Project's individual impact would be less than significant.

Similar to the Project, cumulative development projects specified above would implement transportation improvements as necessary to comply with applicable adopted transportation programs, plans, ordinances, or policies. These compliance requirements create a less than significant cumulative impact.

Therefore, the Project's contribution would not be cumulatively considerable.

3.13.6.2 Cumulative Threshold 2: Induction of Substantial Vehicle Miles Traveled

Based on the changes to the CEQA Guidelines initiated by the passage of SB 743, a project's impact on transportation is measured by the amount of VMT that would be generated. VMT is inherently a cumulative issue, as it is not likely that any single project would be large enough to prevent the region or state from meeting its VMT reduction targets, which correlate to the state's greenhouse gas reduction targets. Rather, a project's individual VMT contributes to cumulative VMT impacts. Therefore, the methodology for determining a

project's cumulative VMT impact is the same as that for direct VMT impacts. As discussed previously, the total VMT of the waterfront park and promenade and Topgolf component would result in significant impacts, and implementation of Mitigation Measure TRA-1 would not reduce impacts to a less than significant level. Therefore, the cumulative impact would be significant, and the Project's contribution would be cumulatively considerable.

3.13.6.3 Cumulative Threshold 3: Hazardous Design Features

The geographic context for analyzing cumulative impacts regarding transportation hazards due to a geometric design feature or incompatible uses is East Harbor Island. Cumulative projects have the potential to increase traffic hazards through design or incompatible uses. Cumulative projects include the Sunroad Harbor Island East Hotel, San Diego Harbor Police Headquarters Redevelopment, and development assumed in the PMP, PMPU, and SANDAG 2025 Regional Plan.

The Project's proposed site improvements and realignment of Liberator Way are not expected to increase traffic hazards to motor vehicles, bicyclists, or pedestrians. The Project would include sports lighting that could result in light and glare that would result in a significant hazard impact to motorists traveling along North Harbor Drive, which would be reduced to a less than significant level with mitigation.

Similar to the Project, cumulative development would be required to comply with all design guidelines and street requirements set forth by the District to minimize and mitigate any potential identified hazards, which would ensure a less than significant cumulative condition.

Therefore, the Project's contribution would not be cumulatively considerable.

3.13.6.4 Cumulative Threshold 4: Inadequate Emergency Access

The geographic context for cumulative impacts related to inadequate emergency access is East Harbor Island. Cumulative projects include those projects listed in Table 3-1, including Sunroad Harbor Island East Hotel, Harbor Island West Marina Redevelopment, and San Diego Harbor Police Headquarters Redevelopment, and development assumed in the PMP, PMPU, and SANDAG 2025 Regional Plan.

As discussed above, the Project would provide adequate emergency access to the Project area. Similar to the Project, cumulative projects would be required to comply with applicable traffic control and fire apparatus access roadway requirements for emergency access.

Cumulative projects have the potential to result in inadequate emergency access if they block access roads or if necessary off-site road improvements result in the closure of roads. Construction and operation associated with cumulative projects could result in

activities that could interfere with emergency access, such as temporary construction barricades, airport construction across from the Project area, or other design obstructions that could impede emergency access.

Compliance with applicable regulations would ensure that cumulative projects in combination with the Project do not result in a significant cumulative impact associated with inadequate emergency access.

Therefore, the Project's contribution would not be cumulatively considerable.

3.13.6.5 Cumulative Threshold 5: Inadequate Parking Capacity

The geographic scope of cumulative impacts for impacts related to the provision of adequate parking is East Harbor Island. Cumulative projects include District projects listed in Table 3-1, including Sunroad Harbor Island East Hotel, Harbor Island West Marina Redevelopment, and San Diego Harbor Police Headquarters Redevelopment, and development assumed in the PMP, PMPU, and SANDAG 2025 Regional Plan.

As discussed above, the Project would not remove any existing public parking. The Project would include a parking lot that would provide 289 spaces and 180 parallel parking spaces along Liberator Way, which adequately meets the Tidelands Parking Guidelines, and no significant direct Project impact would occur.

Similar to the Project, cumulative projects within District jurisdiction would be required to provide parking facilities that meet the Tidelands Parking Guidelines parking demands rates for proposed land uses, which would ensure that adequate parking is provided. Compliance would ensure that cumulative projects in combination with the Project would not result in a significant cumulative impact associated with an inadequate amount of parking. Therefore, the Project's contribution would not be cumulatively considerable.

3.14 Tribal Cultural Resources

This section evaluates the potential for impacts on Tribal Cultural Resources (TCRs) resulting from implementation of the proposed East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project) and identifies known and potential TCRs in the Project area.

3.14.1 Environmental Setting

The Project area is within the Harbor Island Planning District 2 of the certified Port Master Plan (PMP). Planning District 2 includes East and West Harbor Island, the island's east and west marinas, tidelands south of the San Diego International Airport, lands along Harbor Drive, the San Diego International Airport, and a portion of Pacific Highway. Per the PMP Update (PMPU), the Project area is within a newly defined East Harbor Island Subdistrict. Harbor Island was created in 1961 from placement of fill material produced as a result of dredging the main harbor channel of San Diego Bay to accommodate aircraft carriers.

3.14.1.1 Existing Tribal Cultural Resources

California Public Resources Code, Section 21074, defines a TCR as a site, feature, place, cultural landscape, sacred place, or object that is of cultural value to a Native American Tribe and is either on or eligible for listing on the national, state, or a local historic register as defined in California Public Resources Code, Section 5020.1(k), or which the lead agency, at its discretion, chooses to identify as a TCR according to California Public Resources Code, Section 5024.1(c).

A records search was conducted using the California Historical Resources Inventory System (CHRIS) at San Diego State University on February 6, 2024. The records search provided a listing of known resources, historic addresses, and reports in the Project area and within a 1-mile buffer around the Project area (Confidential Appendix N). Twenty-six studies have been conducted within a 0.25-mile radius, and 12 of the studies intersect with the Project area. No TCRs were identified on site. The records search details are provided in Confidential Appendix N.

3.14.2 Regulatory Setting

The treatment of cultural resources is governed by federal and state laws and guidelines. Specific criteria determine if prehistoric and historic sites or objects are significant or protected by law. Federal and state significance criteria generally focus on the resource's integrity and uniqueness, its relationship to similar resources, and its potential to contribute important information to scholarly research. Some resources that do not meet federal significance criteria may be considered significant under state criteria. The laws

and regulations seek to mitigate impacts to significant prehistoric or historic resources. The federal and state laws and guidelines for protecting TCRs are summarized below.

3.14.2.1 Federal

Native American Graves Protection and Repatriation Act (U.S. Code, Title 25, Section 3001 et seq.)

The Native American Graves Protection and Repatriation Act (NAGPRA) is a federal law passed in 1990. NAGPRA provides a process for museums and federal agencies to return certain Native American cultural items—human remains, funerary objects, sacred objects, or objects of cultural patrimony—to lineal descendants and culturally affiliated Native American Tribes and Native Hawaiian organizations. NAGPRA includes provisions for unclaimed and culturally unidentifiable Native American cultural items, intentional and inadvertent discovery of Native American cultural items on federal and Tribal lands, and penalties for noncompliance and illegal trafficking. Project implementation would comply with NAGPRA.

Federal curation regulations are also provided in Title 36, Part 79, of the Code of Federal Regulations and apply to collections that are excavated or removed under the authority of the Antiquities Act (16 USC 431–433), the Reservoir Salvage Act (16 USC 469–469c), Section 110 of the National Historic Preservation Act (16 USC 470h-2), or the Archaeological Resources Protection Act (16 USC 470aa–mm). Such collections generally include those that are the result of a prehistoric or historical resources survey, excavation, or other study conducted in connection with a federal action, assistance, license, or permit.

3.14.2.2 State

Assembly Bill 52: Native Americans: California Environmental Quality Act

Assembly Bill (AB) 52 (Chapter 532, Statutes of 2014) establishes a formal consultation process for California Native American Tribes as part of the California Environmental Quality Act (CEQA) and clarifies that significant impacts on TCRs are considered significant environmental impacts (California Public Resources Code, Section 21084.2). California Public Resources Code, Section 21074, defines TCRs as follows:

1. Sites, features, places, cultural landscapes, sacred places, and objects with cultural value to a California Native American tribe that are either of the following:
    a. Included or determined to be eligible for inclusion in the California Register of Historical Resources.
    b. Included in a local register of historical resources as defined in subdivision (k) of Section 5020.1.

2. A resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of Section 5024.1.

Sacred places can include Native American sanctified cemeteries, places of worship, religious or ceremonial sites, and sacred shrines. In addition, both unique and non-unique archaeological resources, as defined in California Public Resources Code, Section 21083.2, can be TCRs if they meet the criteria detailed above. The lead agency relies on substantial evidence to make the determination that a resource qualifies as a TCR when it is not already listed in the California Register of Historical Resources or a local register.

AB 52 defines a "California Native American Tribe" as a Native American Tribe in California that is on the contact list maintained by the Native American Heritage Commission (NAHC) (California Public Resources Code, Section 21073). Under AB 52, formal consultation with Tribes is required before determining the level of environmental document if a Tribe has requested to be informed by the lead agency of proposed projects and if the Tribe, upon receiving notice of the project, accepts the opportunity to consult within 30 days of receipt of the notice. AB 52 also requires that consultation, if initiated, address project alternatives and mitigation measures for significant effects if specifically requested by the Tribe. AB 52 states that consultation is considered concluded when the parties agree to measures to mitigate or avoid a significant effect on TCRs or when either the Tribe or the lead agency concludes that mutual agreement cannot be reached after making a reasonable, good-faith effort. Under AB 52, any mitigation measures recommended by the lead agency or agreed on with the Tribe may be included in the final environmental document and in the adopted Mitigation Monitoring and Reporting Program if the mitigation measures were determined to avoid or lessen a significant impact on a TCR.

If the recommended measures are not included in the final environmental document, then the lead agency must consider the four mitigation methods described in California Public Resources Code, Section 21084.3(e). Any information submitted by a Tribe during the consultation process is considered confidential and is not subject to public review or disclosure. Consultation information will be published in a confidential appendix to the environmental document unless the Tribe consents to disclosure of all or some of the information to the public.

Assembly Bill 978: California Native American Graves Protection and Repatriation Act

The California NAGPRA, enacted in 2001, required the state agencies and museums that receive state funding and that have possession or control over collections of human remains or cultural items, as defined, to complete an inventory and summary of these

remains and items on or before January 1, 2003, with certain exceptions. The California NAGPRA also provides a process for the identification and repatriation of these items to the appropriate Tribes.

California Government Code, Sections 6254(r) and 6254.10

Sections 6254(r) and 6254.10 of the California Government Code were enacted to protect archaeological sites from unauthorized excavation, looting, or vandalism. Section 6254(r) explicitly authorizes public agencies to withhold information from the public relating to "Native American graves, cemeteries, and sacred places maintained by the Native American Heritage Commission." Section 6254.10 specifically exempts from disclosure requests for "records that relate to archaeological site information and reports, maintained by, or in the possession of the Department of Parks and Recreation, the State Historical Resources Commission, the State Lands Commission, the Native American Heritage Commission, another state agency, or a local agency, including the records that the agency obtains through a consultation process between a Native American tribe and a state or local agency."

California Health and Safety Code, Section 7050.5, and California Public Resources Code, Section 5097.9

California Health and Safety Code, Section 7050.5, addresses the protection of human remains discovered in any location other than a dedicated cemetery and makes it a misdemeanor for any person who knowingly mutilates or disinters, wantonly disturbs, or willfully removes any human remains in or from any location other than a dedicated cemetery without authority of law, except as provided in California Public Resources Code, Section 5097.99. It further states that, in the event of discovery or recognition of any human remains in any location other than a dedicated cemetery, no further excavation or disturbance of the site or any nearby area reasonably suspected to overlie adjacent remains will occur until the coroner of the county in which the human remains are discovered has determined that the remains are not subject to the provisions concerning investigation of the circumstances, manner, and cause of any death and that the recommendations concerning the treatment and disposition of the human remains have been made to the person responsible for the excavation, or to their authorized representative, in the manner provided in California Public Resources Code, Section 5097.98. If the county coroner determines that the remains are not subject to their authority and if the county coroner recognizes the human remains to be those of a Native American or has reason to believe that they are those of a Native American, they shall contact, by telephone and within 24 hours, the NAHC. Whenever the NAHC receives notification of a discovery of Native American human remains from the county coroner, the agency shall immediately notify the most likely descendants if it believes them to be

the most likely descendants of the deceased Native American. The most likely descendants may inspect the site of the discovery and make recommendations on the removal or reburial of the remains.

Native American Historic Cultural Sites (California Public Resources Code, Section 5097 et. seq.)

State law addresses the disposition of Native American burials in archaeological sites and protects such remains from disturbance, vandalism, or inadvertent destruction; establishes procedures to be implemented if Native American remains are discovered during construction of a project; and establishes the NAHC to resolve disputes regarding the disposition of such remains. In addition, the Native American Historic Resource Protection Act makes it a misdemeanor punishable by up to 1 year in jail to deface or destroy a Native American historic or cultural site that is listed or may be eligible for listing in the California Register of Historical Resources.

Senate Bill 18: Traditional Tribal Cultural Places

As of March 1, 2005, Senate Bill (SB) 18 (California Government Code, Sections 65352.3 and 65352.4) requires that, before the adoption or amendment of a General Plan proposed on or after March 1, 2005, a city or county must consult with Native American Tribes with respect to the possible preservation of, or the mitigation of impacts to, specified Native American places, features, and objects within that jurisdiction. The consultation intends to establish a meaningful dialogue regarding potential means to preserve Native American places of importance. It allows Tribes to hold conservation easements and for Tribal Cultural Places to be included in open space planning.

3.14.2.3 Local

The San Diego Unified Port District (District) has not adopted any ordinance or regulation regarding TCRs within its jurisdiction.

3.14.3 Method of Analysis

The NAHC was contacted for a Sacred Lands File search, and Tribal outreach was conducted. Pursuant to California Public Resources Code, Section 21080.3.1 (AB 52), and California Government Code, Sections 65352.3 and 65352.4 (SB 18), California Native American Tribes traditionally and culturally affiliated with a project site can request notification of projects within their traditional cultural territory. The District has received one specific request from a Tribe to consult on the Project, as discussed below.

3.14.4 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, the Project would have a significant impact on TCRs if it would:

- **Threshold 1:** Cause a substantial adverse change in the significance of a tribal cultural resource, defined in Public Resources Code section 21074 as either a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe, and that is:
  - Listed or eligible for listing in the California Register of Historical Resources, or in a local register of historical resources as defined in Public Resources Code section 5020.1(k), or
  - A resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of Public Resources Code Section 5024.1. In applying the criteria set forth in subdivision (c) of Public Resource Code Section 5024.1, the lead agency shall consider the significance of the resource to a California Native American tribe.

3.14.5 Project Impacts and Mitigation

The following sections address various potential impacts relating to TCRs that could result from implementation of the Project.

3.14.5.1 Threshold 1: Tribal Cultural Resources

Impact Analysis

The Project is on Harbor Island, which was created in 1961 from harbor dredging and was developed shortly thereafter. Although archaeological sites are known to exist in greater San Diego County, no known archaeological resources or TCRs exist in the Project area since Harbor Island is human-made fill. Because the Project is on dredged fill, there is very little to no potential for archaeological resources or TCRs to be unearthed during construction activities. In addition, no known historic resources are on site that have cultural value to a California Native American Tribe or contribute to a TCR.

Pursuant to California Public Resources Code, Section 21080.3.1 (AB 52), and California Government Code, Sections 65352.3 and 65352.4 (SB 18), California Native American Tribes traditionally and cultural affiliated with a project site can request notification of projects within their traditional cultural territory.

Native American consultation was conducted for the Project to identify TCRs and develop adequate treatment and mitigation measures for significant archaeological sites with cultural and religious significance to the Native American community in accordance with applicable local, state, and federal regulations and guidelines. The NAHC was contacted for a Sacred Lands File search on January 11, 2024. On January 23, 2024, the NAHC provided a response indicating that the Sacred Lands File search results were positive and provided a list of nine Tribes for consultation. Tribal outreach was conducted, as detailed below.

On January 26, 2024, the District contacted nine Tribes (Barona Band of Mission Indians, Campo Band of Diegueño Mission Indians, Iipay Nation of Santa Ysabel, Jamul Indian Village, Kwaaymii Laguna Band of Mission Indians, Manzanita Band of Kumeyaay Nation, San Pasqual Band of Diegueño Indians, Sycuan Band of the Kumeyaay Nation, and Viejas Band of Kumeyaay Indians) by mail to initiate consultation pursuant to AB 52 and SB 18.

Two Tribes (Jamul Indian Village and San Pasqual Band of Diegueño Indians) responded. The Jamul Indian Village identified that the Project area is not within the boundaries of the recognized Jamul reservation but is within territory that the Tribe considers its Traditional Use Area or is within proximity to the reservation. However, the Tribe declined AB 52 consultation but did not waive their right to request consultation under other applicable laws in the future.

In response to the San Pasqual Band of Diegueño Indians' request to consult, outreach via email was conducted on February 20, March 5, April 11, April 29, May 8 (combined with a telephone call voicemail), and May 13, 2024. The District met with the San Pasqual Band of Diegueño Indians on August 13, 2024. The Tribe identified that the Project area is not within the boundaries of their reservation but is within the boundaries of the territory the Tribe considers its aboriginal territory. The Tribe requested copies of cultural reports that have been completed during the environmental review process so that they can contribute most effectively to the consultation process. These reports included confidential CHRIS background search results, which were provided on August 13, 2024. The San Pasqual Band of Diegueño Indians identified that they could provide cultural monitoring for the Project. However, no TCRs were identified on site. A formal email was sent on March 24, 2026, informing the Tribe that Tribal consultation pursuant to AB 52 and SB 18 has concluded due to the lack of further response from the Tribe. On April 2, 2026, the San Pasqual Band of Diegueño Indians responded stating they wanted to continue consultation. The District met with the San Pasqual Band of Diegueño Indians on April 15, 2026, and provided the requested background information. Consultation is still ongoing.

Significance of Impact

Implementation of the Project would not cause a substantial adverse change in the significance of a TCR. Impacts would be less than significant.

Mitigation Measures

No mitigation measures are required.

3.14.6 Cumulative Impacts

The following section addresses various potential cumulative impacts relating to TCRs that could result from implementation of the Project.

3.14.6.1 Cumulative Threshold 1: Tribal Cultural Resources

The geographic context for the analysis of cumulative impacts relative to TCRs is the County of San Diego. Development projections under the PMP, PMPU, San Diego Association of Governments 2025 Regional Plan, and cumulative projects listed in Table 3-1, Cumulative Projects, in Chapter 3, Environmental Analysis, of this Environmental Impact Report located in San Diego County have the potential to result in a cumulative impact associated with the loss of TCRs. Loss could occur through development activities that could cause a substantial adverse change in the significance of a TCR. These sites may contain artifacts and resources associated with Tribal cultural values and religious beliefs. Any cumulative projects that involve ground-disturbing activities have the potential to result in significant impacts on TCRs. Therefore, the cumulative destruction of significant TCRs from planned construction and development projects in the San Diego region would be cumulatively significant. Present and future projects would be required to be consistent with state and federal regulations to include Tribal consultation processes.

No known TCRs exist in the Project area. Because the Project area is on dredged fill, there is very little to no potential for TCRs to be unearthed during construction activities. Therefore, the Project's incremental contribution to the cumulatively significant impacts on TCRs would not be cumulatively considerable.

3.15 Utilities and Service Systems

This section evaluates the potential for impacts on utilities and service systems resulting from implementation of the proposed East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project).

3.15.1 Environmental Setting

The East Harbor Island redevelopment area is currently served by sanitary sewer pipes, a water main, and electric lines in North Harbor Drive. Although the Project area is within the District's jurisdiction, the following utilities and service systems serving the Project are administered by the City of San Diego (City): wastewater, water, and solid waste collection systems; stormwater; electric power; natural gas; and telecommunications. The following sections describe the environmental setting for the Project as it relates to utilities and service systems.

3.15.1.1 Water

The Public Utilities Department (PUD) provides water, wastewater, and recycled water services to approximately 1.4 million water customers and 3.0 million wastewater customers within the San Diego region. The PUD services extend over approximately 404 square miles, with deliveries of approximately 175,000 acre-feet per year (AFY). The PUD maintains a complex water system that includes nine surface reservoirs, three water treatment plants, 29 treated water reservoirs (steel tanks, standpipes, concrete tanks, and rectangular concrete reservoirs), 49 water pump stations, and approximately 3,300 miles of water transmission and distribution pipelines (City of San Diego 2023).

The PUD also manages the recycled water system, which includes three pump stations and 99 miles of purple pipe, delivering an annual average of over 9.5 million gallons per day for irrigation, manufacturing, and other non-potable uses.

The PUD has developed a separate recycled water system to offset the demand for potable water. The goal is to reduce the City's dependence on imported water and increase reliability by providing non-potable water supplies. The City maintains and operates the recycled water distribution system under the Pure Water Program (City of San Diego 2023).

The Project area is currently served by the PUD from the University Heights 390 Pressure Zone public water system. The Project area is bordered by an existing 16-inch public water line in Harbor Island Drive and an existing 16-inch public water line in North Harbor Drive (Appendix P1).

3.15.1.2 Water Supply

The PUD receives the majority of its water supply from the San Diego County Water Authority (SDCWA). The SDCWA is recognized as the lead agency for procuring imported water to meet the current and long-term needs of the City and the San Diego region. The SDCWA purchases much of its water from the Metropolitan Water District (MWD). As a member agency of the SDCWA, the City assists the SDCWA as needed in working with the MWD, the California Department of Water Resources, the County of San Diego, other local water agencies, and the private sector to satisfy the region's future water supplies and demands. Below is a summary of these water supply sources.

Metropolitan Water District

The MWD is a consortium of 26 cities and water districts that provides imported water to nearly 19 million people in parts of Los Angeles, Orange, San Diego, Riverside, San Bernardino, and Ventura Counties. It imports its water from two main sources, the Colorado River via the Colorado River Aqueduct, which it owns and operates, and the Sacramento-San Joaquin Delta via the State Water Project. Additional water sources currently or potentially available to the MWD include local supplies, groundwater banking, water transfers, seawater desalination, and water recycling. Planning documents such as the Regional Urban Water Management Plan and Integrated Water Resources Plan ensure the reliability of water supplies and the infrastructure necessary to provide water to Southern California.

San Diego County Water Authority

The SDCWA is an independent public agency that serves as a wholesale water supplier to its 23 member agencies. It owns and operates five large-diameter pipelines to deliver imported water to its member agencies. The City, with a population of 1.4 million served, is the SDCWA's largest member agency and customer.

Historically, the principal source of supply for the SDCWA's service area has been water purchased from the MWD for sale to the SDCWA's member agencies. However, drought conditions and population growth in the SDCWA's service area have highlighted the need for diversification of the region's water supplies. The SDCWA has actively pursued a strategy of supply diversification that includes the acquisition and importation of additional water supplies, the development of additional local water supply projects, and augmentation of its water supply via local and regional water storage capacity. The SDCWA receives most of its water supply from transfers with Colorado River contractors.

City of San Diego Public Utilities Department

The City currently purchases approximately 85 to 90 percent of its water from the SDCWA, which supplies the water (raw and treated) through two aqueducts consisting of five pipelines. While the City imports the majority of its water, it uses local supply sources to meet some of its demand. Additionally, non-potable recycled water is used to offset potable demand. In June 2021, the PUD issued its most recent 2020 Urban Water Management Plan (UWMP) (City of San Diego 2021a), which outlines current and future water supplies and demands in the City's service area.

Future water demand and supply projections are required to be updated every 5 years with the adoption of a UWMP. The City of San Diego updated its UWMP to project water supply and demand through 2045. The 2020 UWMP was released for public review in March 2021 and was adopted at a public hearing of the City Council during one of its regularly scheduled public hearings on May 18, 2021. The City's 2020 UWMP is hereby incorporated by reference.[1] Total retail area consumptive water demands decreased by 13 percent between 2015 and 2020, reflecting the City's conservation efforts as well as the more recent changes from the COVID-19 pandemic beginning March 2020. The 2020 UWMP projects that cumulative water demand for 2035 will be 217,156 AFY. Estimated demand for 2045 will be 228,065 AFY. The City of San Diego's 2020 UWMP projects the estimated demand of potable water resources until the year 2045 based on coordination with various agencies, including the Water Authority, which provided imported water availability and regional water demands and conservation, and the San Diego Association of Governments (SANDAG), which provided the most recent SANDAG demographic projections for the City of San Diego.

The City is engaged in several strategies to increase water reliability, including local groundwater supply development, increased recycled water use or potable reuse, continued conservation efforts, and ongoing strategic water resources planning. The 2020 UWMP projects water supply reliability for average years, single-dry years, and multiple-dry years and concludes that the PUD will have sufficient water supplies to serve the City through 2045. It is anticipated that future demand would be met by the supply in each 5-year increment through 2045. These water supply and demand projections are reevaluated for the reasonably foreseeable future (i.e., 20-year planning period) as part of the UWMP update process. In addition, the City's UWMP notes that reliance on water purchased from the SDCWA is anticipated to be significantly reduced with completion of

[1] The City of San Diego's 2020 UWMP is available at: https://www.sandiego.gov/sites/default/files/city_of_san_diego_2020_uwmp_final_6_29_2021_send.pdf. SDCWA 2020 UWMP is available at: Urban Water Management Plan (sdcwa.org).

the Pure Water project, which will become a source of drought-proof recycled water through an advanced water purification technology. As discussed in the UWMP:

> The Pure Water San Diego Program is a 20-year (2015–2035) multi-phased water and wastewater capital improvement initiative that is expected to create 83 mgd [million gallons per day] of locally controlled water upon full implementation in 2035. The [Pure Water San Diego] Program will divert treated water from the PLWTP [Point Loma Wastewater Treatment Plant] ocean outfall and recycle a valuable and limited resource that is currently discharged to the ocean. Phase 1 is expected to be online by March 2025. Production is expected to be a staged ramp-up in flow with 30 mgd produced by the end of Calendar Year (CY) 2025. This will allow the City to reduce the amount of water it purchases in FY [Fiscal Year] 2025 and beyond.

3.15.1.3 Wastewater

The City's Metropolitan Wastewater System treats wastewater from the City and 15 other cities and districts within its service area via three water treatment plants with a combined total capacity of 378 million gallons of treated drinking water per day. (City of San Diego 2016). Recycled water is produced at the City's North City Water Reclamation Plant and South Bay Water Reclamation Plant and is used for non-potable use, such as landscape irrigation. The City's recycled water system has a combined total wastewater treatment capacity of 50,406 AFY (45 million gallons per day), three recycled water storage facilities with over 12 million gallons of storage capacity, and approximately 100 miles of recycled water pipelines. The Point Loma Wastewater Treatment Plant has a treatment capacity of 240 million gallons per day (City of San Diego 2024a).

The existing sewer flows are currently divided, with the San Diego Harbor Police headquarters and the western rental car facility (The Hertz Corporation [Hertz]) draining northwest into an 8-inch vitrified clay (VC) pipe along North Harbor Drive, while the remaining two rental car facilities (Enterprise Mobility [Enterprise] [operated by National Car Rental]; and Avis Rent A Car System, LLC [Avis]) discharge to the northeast into a separate 8-inch VC pipe, also along North Harbor Drive (Appendix P1). Sewage from the San Diego International Airport temporary staging buildings drains north onto North Harbor Drive.

3.15.1.4 Stormwater

The City's Stormwater Department is responsible for the operation and maintenance of streets, sidewalks, and storm drains; leads efforts to protect and improve the water quality of rivers, creeks, bays, and the ocean; performs traffic and transportation system engineering; manages the utilities undergrounding program; and plans and coordinates work in the public right-of-way. Storm drains are designed to handle normal water flow,

but occasional flooding will occur during heavy rain. Stormwater pollution affects people as well as aquatic plant and animal life. Oil and grease from parking lots and roads, leaking petroleum storage tanks, pesticides, cleaning solvents, and other toxic chemicals can contaminate storm water and be transported into receiving waters.

The existing site consists of multiple buildings, parking lots and small landscaped areas; all of which are conveyed via overland flow to one of eight catch basins which drain directly into the San Diego Bay. While some runoff sheet flows through the Project area, the existing urban drainage system consists of various storm drains conveying flows from north to south that outlet into the East basin of the San Diego Bay. There are two major outfalls at the south of the Project area, one easterly and one westerly. The western portion of the site has four 15-inch reinforced concrete pipes that confluence in the San Diego Bay. The eastern portion of the site has two 15-inch reinforced concrete pipes, and one 21-inch corrugated steel pipe that confluence in the San Diego Bay. Refer to Section 3.8, Hydrology and Water Quality, for further discussion on drainage.

3.15.1.5 Solid Waste and Recycling

Solid waste management in the Project area is provided by the City's Environmental Services Department (ESD) and private collectors. The City provides refuse collection for residences and commercial uses on dedicated public streets, provide adequate safe space and access for storage collection, and comply with San Diego Municipal Code (SDMC) regulations. Other customers pay for services by City franchised private hauling companies. Solid waste generated in the Project area is collected by private franchised haulers and taken to one of three active landfills permitted to accept solid waste: West Miramar Sanitary Landfill, Otay Landfill, and Sycamore Sanitary Landfill (Sycamore Landfill).

3.15.1.6 Electric Power Facilities

San Diego Gas & Electric (SDG&E) is the owner and operator of electricity transmission, distribution, and natural gas distribution infrastructure in San Diego County, and currently provides gas and electric services to the Project area from power lines along North Harbor Drive and surrounding area. SDG&E is regulated by the California Public Utilities Commission.

3.15.1.7 Communications

AT&T, Cox, Spectrum, and other independent cable companies service communications systems for telephone, computers, and cable television.

3.15.1.8 Natural Gas

SDG&E delivers natural gas to the Project area from an existing gas line in North Harbor Drive.

3.15.2 Regulatory Setting

This section describes the federal, state, and local regulatory framework adopted to address utilities and service systems.

3.15.2.1 Federal

There are no federal regulations related to public utilities.

3.15.2.2 State

Assembly Bill 1826

In October 2014, Governor Brown signed Assembly Bill (AB) 1826 Chesbro (Chapter 727, Statutes of 2014), requiring businesses to recycle their organic waste. Organic waste means food waste, green waste, landscape and pruning waste, non-hazardous wood waste, and food-soiled paper waste mixed in with food waste. Multi-family properties are regulated but are only required to divert green waste and non-hazardous wood waste. This law also requires local jurisdictions across the state to implement an organic waste recycling program to divert organic waste generated by businesses, including certain multi-family residential dwellings.

Assembly Bill 939: California Integrated Waste Management Act

The California Integrated Waste Management Act was enacted by the California Legislature in 1989 (AB 939) with the goal of reducing dependence on landfills for the disposal of solid waste and to ensure an effective and coordinated system for the safe management of all solid waste generated within the state. Assembly Bill (AB) 939 mandated a reduction in the amount of solid waste disposed of by jurisdictions and required diversion goals of 25 percent by 1995 and 50 percent by the year 2000. The Integrated Waste Management Act established a hierarchy of preferred waste management practices, which include (1) source reduction, (2) recycling and composting, and (3) environmentally safe disposal by transformation or landfilling. It addresses the aspects related to solid waste regulation, including the details regarding the lead enforcement agency's requirements and responsibilities; the permit process, including inspections and denials of permits; enforcement; and site cleanup and maintenance. AB 939 required cities and counties to divert a minimum of 50 percent of all solid waste from landfill disposal. In 2011, the California Legislature enacted AB 341 (California Public Resources Code, Section 42649.2), increasing the diversion target to 75 percent statewide. AB 341 also requires the provision of recycling service to commercial and residential facilities that generate 4 cubic yards (cy) or more of solid waste per week.

Mandatory Commercial Recycling Program

AB 341, enacted in 2011, amended AB 939 by making a legislative declaration that it is the policy goal of the State of California that no less than 75 percent of solid waste generated be reduced, recycled, or composted. While a policy goal may not be legally enforceable, City and County ordinances and other mechanisms make AB 341 provisions enforceable within their jurisdictions. AB 341 also requires a business (defined to include a commercial or public entity) that generates more than 8 cy of commercial solid waste per week or is a multi-family residential dwelling of five units or more to arrange for recycling services.

2022 California Green Building Standards Code

California Code of Regulations, Title 24, Part 11, is referred to as the California Green Building Standards Code (CALGreen) went into effect in January 2011. The most recently approved update to CALGreen became effective January 1, 2023, and is applicable to the planning, design, operation, construction, use, and occupancy of newly constructed buildings and structures throughout the State of California. CALGreen Section 5.408.1 requires that 65 percent of construction and demolition waste be diverted from landfills and that 100 percent of trees, stumps, rocks, and associated vegetation and soils resulting from land clearing shall be reused or recycled.

Urban Water Management Planning Act (California Water Code, Division 6, Part 2.6, Section 10610 et. seq.)

The Urban Water Management Planning Act was developed due to concerns for potential water supply shortages throughout California. It requires information on water supply reliability and water use efficiency measures. Urban water suppliers are required, as part of the act, to develop and implement UWMPs to describe their efforts to promote the efficient use and management of water resources.

3.15.2.3 Local

Although the Project area is within the District's jurisdiction and is generally not subject to City of San Diego regulations, the wastewater, water, and solid waste collection systems serving the Project are administered by the City of San Diego. As such, many City of San Diego policies related to utilities and service systems are applicable.

San Diego Unified Port District Port Master Plan

The Port Master Plan (PMP) guides the physical development of the lands within the District's jurisdiction and also serves as the District's coastal program for the California Coastal Act. The District's jurisdiction includes the Public Trust lands (i.e., tidelands)

bayward of the mean high-tide line, submerged lands generally to the U.S. pierhead line, and other upland properties as acquired by the District. The District manages these lands in trust for the people of the State of California. Amendments to the PMP require a two-thirds vote by the Board of Port Commissioners and certification by the California Coastal Commission (CCC). The PMP prepared by the District and adopted by the Board of Port Commissioners in 1980 was originally certified by the CCC in 1981 and last amended in 2016. The certified PMP is the governing land use plan within the District's jurisdiction. Unlike typical city or county master plans or Local Coastal Plans that deal with public and privately owned land, the PMP deals exclusively with public lands. The PMP designates land uses and describes the allowed uses within each land use designation. These designations are intended to guide future development and land use decisions within the District's jurisdiction. It establishes planning goals and policies related to development and operation of the tidelands and describes land use types and objectives. Land uses described in the PMP include commercial, industrial, recreation, conservation, military, and public facilities. The PMP divides the tidelands under the District's jurisdiction into 10 separate planning districts. Precise Plans guide future development within each of the 10 planning districts. The Project area is within PMP Planning District 2.

Port Master Plan Update

The Port Master Plan Update (PMPU) is a comprehensive update to the PMP. The PMPU Environmental Impact Report (EIR) was certified in February 2024; however, the PMPU is not formally certified by the CCC and is, therefore, not the governing land use document of the District. Similar to the PMP, the PMPU provides the official goals and planning policies, as well as water and land uses, for development and conservation of the District tidelands and submerged lands that compose the PMPU area. With buildout expected to occur by 2050, the proposed PMPU would implement the approximately 30-year planning vision by identifying allowable water and land uses and providing policies to address six PMPU elements: Water and Land Uses, Ecology, Environmental Justice, Mobility, Safety and Resiliency, and Economics (District 2024). Until the PMPU is certified by the CCC, the standard of review for the Project will be the existing certified PMP and not the PMPU.

The following planning goals listed in the Safety and Ecology Element of the PMPU aim to reduce impacts to utilities within the District (District 2024):

- **SR Goal 3:** Climate and coastal resilient Tidelands
  - **SR Objective 3.1:** Reduce GHG emissions and support pathways toward carbon neutrality throughout Tidelands
    - **SR Policy 3.1.7:** Development shall include water conservation strategies to save water and energy on-site, where feasible.

  - **SR Objective 3.4:** Collaborate with partner agencies and adjacent disadvantaged communities to effectively monitor, assess, plan, and adapt for future hazards, including climate-related impacts in and around San Diego Bay
    - **SR Policy 3.4.1:** The District shall collaborate with utility providers to ensure that Tidelands utility infrastructure is adequately upgraded, and receives ongoing maintenance and safety evaluations, to meet projected climate conditions and hazards, including but not limited to SLR.

- **ECO Goal 2:** Clean, healthy waters and landside areas
  - **Objective 2.1:** Protect and enhance water quality to support swimmable, fishable, and biologically productive waters
    - **ECO Policy 2.1.3:** Waste management strategies shall be implemented throughout Tidelands, including as part of development, with a focus on reducing trash entering waterways.

District Green Port Program and Policy (BPC Policy 736)

The District's Green Port Program supports the goals of the Green Port Policy that was approved by the Board of Port Commissioners in 2008 to achieve long-term environmental, societal, and economic benefits through resource conservation, waste reduction, and pollution prevention. The Green Port Program goals encompass six key areas: energy, waste management, sustainable development, as well as water, air, and sustainable business practices. For waste management, the District's goal is to reduce waste from District operations through material reuse, recycling, and composting. To date, the District has implemented energy efficiency initiatives, including an energy efficiency education program, energy use tracking throughout District buildings, and a District-wide energy audit in 2013.

The District developed the Green Port Program to support the goals of the Green Port Policy. The Green Port Program supports resource conservation, waste reduction, and pollution prevention. The Green Port Program goals encompass six key areas: energy, waste management, sustainable development, as well as water, air, and sustainable business practices.

The District aims to minimize waste from its operations by promoting material reuse, recycling, and composting. The District has implemented energy efficiency measures, energy efficiency initiatives, including an energy efficiency education program, energy use tracking throughout District buildings, and a District-wide energy audit.

City of San Diego Ordinance O-17327 (Mandatory Water Reuse Ordinance)

This ordinance, adopted by the City Council in 1985, requires that "recycled water shall be used within the City where feasible and consistent with the legal requirements, preservation of public health, safety, and welfare, and the environment." Development projects are required to install an additional water pipeline reserved for reclaimed water. Compliance with this ordinance for new development is made a condition of tentative maps and land use permits based on a project's location within an existing or proposed recycled water service area.

City of San Diego Waste Diversion Ordinances

SDMC Section 66.0701 et seq., the Recycling Ordinance, enacted in 2007, requires all single-family, most multi-family and commercial facilities, and City-permitted special events to participate in a recycling program by separating recyclable materials from other solid waste and depositing the recyclable materials in the approved recycling containers. In 2012, the exemption threshold for the ordinance was lowered from 6 cy of collection service per week to less than 4 cy per week. Therefore, privately serviced businesses, commercial/institutional facilities, apartments, and condominiums generating 4 or more cy of trash per week are required to recycle. This change is to comply with state-mandated requirements that resulted from AB 341. The state's mandatory recycling program also requires multi-family properties with five or more units to recycle.

SDMC Section 66.0701 et seq., the 2008 Construction and Demolition (C&D) Debris Deposit Ordinance, requires that the majority of construction, demolition, and remodeling projects pay a refundable C&D debris recycling deposit and divert their debris by recycling, reusing, or donating usable materials. The ordinance is designed to keep C&D materials out of local landfills.

2015 City of San Diego Zero Waste Plan

Adopted in July 2015, the City's Zero Waste Plan calls for handling discarded items as commodities and striving to divert them to productive use rather than disposing of them. Specific targets are as follows:

- 75 percent diversion from disposal by 2020
- 90 percent diversion from disposal by 2035
- "Zero waste" by 2040

The plan identifies a number of waste diversion strategies directed at achieving the above goals, including the following strategies that would address municipal solid waste, such as waste produced in the Project area:

- Developing additional organic materials recycling infrastructure
- Expanding materials accepted at the Miramar Greenery
- Promoting food processing and/or composting at West Miramar Sanitary Landfill

The City's ESD estimates that compliance with existing City codes and ordinances alone (including the Refuse and Recyclable Materials Storage Regulations, Recycling Ordinance, and the C&D Debris Deposit Ordinance) would achieve only an approximately 40 percent diversion rate, which is substantially below the current 75 percent diversion level targeted by the state and the goals of the City's Zero Waste Plan.

3.15.3 Method of Analysis

The analysis in this section is based on the following:

- Sewer Study for East Harbor Island Public Infrastructure Improvements prepared by Rick Engineering Company, included as Appendix P1
- East Harbor Island Redevelopment Project in the City of San Diego – Recommendations for Public Water Line Sizing prepared by Dexter Wilson Engineering, Inc., included as Appendix P2
- Utility Impact Study prepared by Harris, included as Appendix P3
- San Diego Gas & Electric Will Serve Letter, included as Appendix P4

3.15.4 Thresholds of Significance

According to Appendix G of the California Environmental Quality Act (CEQA) Guidelines, the Project would have a significant impact on utilities and service systems if it would:

- **Threshold 1:** Require or result in the relocation or construction of new or expanded water, wastewater treatment or storm water drainage, electric power, natural gas, or telecommunications facilities, the construction or relocation of which could cause significant environmental effects.
- **Threshold 2:** Have sufficient water supplies available to serve the Project and reasonably foreseeable future development during normal, dry and multiple dry years.
- **Threshold 3:** Result in a determination by the wastewater treatment provider which serves or may serve the project that it has adequate capacity to serve the Project's projected demand in addition to the provider's existing commitments.
- **Threshold 4:** Generate solid waste in excess of State or local standards, or in excess of the capacity of local infrastructure, or otherwise impair the attainment of solid waste reduction goals.
- **Threshold 5:** Comply with federal, state, and local management and reduction statutes and regulations related to solid waste.

3.15.5 Project Impacts and Mitigation

The following sections address various potential impacts relating to utilities and service systems that could result from implementation of the Project.

3.15.5.1 Threshold 1: New or Expanded Utilities Facilities

Impact Analysis

Water Facilities

Project water service would be provided via an existing water main in North Harbor Drive via the realignment of Liberator Way. A separate, private looped system for domestic and fire service would be installed on site and would connect to the existing water main.

The Recommendations for Public Water Line Sizing (Appendix P2) was completed for the Project to provide proposed public water line sizing recommendations as a result of the Project. A proposed public water line would be configured in Liberator Way to provide water service to the Project. The proposed public water line would make two connections to the existing 390 Pressure Zone public water system; one connection would be to the existing 16-inch public water line in Harbor Island Drive and one connection would be to the existing 16-inch public water line in North Harbor Drive. The two connections provide a looped system as required by the City of San Diego Water Design Guide. The Recommendations for Public Water Line Sizing recommended a 12-inch public water line within Liberator Way to accommodate the Project area at maximum day demand plus fire flow scenarios (Appendix P2). Development of the Project would not trigger the need for new water facilities or the expansion of those facilities beyond what is proposed for the Project. Impacts would be less than significant.

Sewer

A Sewer Study was prepared to determine if the proposed sewer improvements would meet the requirements of the City of San Diego sewer system (Appendix P1). The Project would install a 6-inch sewer line with two stubs, one for grease waste interception and one for a typical sewer to connect to the existing sewer lines. Sewer lines for a potential restroom as part of the waterfront park and promenade would be provided via Liberator Way to North Harbor Drive.

As described in the Sewer Study (Appendix P1), the proposed sewer system would consolidate the wastewater and direct it to the northeast corner of the Project area. Upgrades would include upsizing the existing 8-inch VC pipe crossing North Harbor Drive to a 12-inch pipe and connecting to the existing system at the manhole north of North Harbor Drive. Development of the Project would not trigger the need for new sewer

facilities or the expansion of those facilities beyond what is proposed for the Project. Impacts would be less than significant.

Stormwater

Stormwater runoff from the Project area would be collected in a catch basin on the central-southern end of the site and transported to an approved water quality basin or similar approved device for required water filtration. Treated water would be discharged into the San Diego Bay per District requirements, including the Construction General Permit and Municipal Separate Storm Sewer System Permit.

After construction, site drainage would remain similar to the pre-Project condition. Two major outfalls are proposed in similar locations to several existing outfalls, which would discharge to the Harbor Island East Basin portion of the San Diego Bay. The existing storm drain system would be removed and replaced. The westerly portion of the site would sheet flow to a new 30-inch reinforced concrete pipe (RCP) and a new 24-inch RCP, which would tie into the new 42-inch RCP outfall pipe to the southwest of the Project area. The easterly portion of the site would sheet flow to two new 36-inch RCPs, which would tie into a new 48-inch RCP outfall pipe to the southeast of the Project (Appendix J1, Drainage Study).

The realignment of Liberator Way would incorporate green street elements to provide water quality treatment. The Project includes four biofiltration swales along the southern side of Liberator Way. Stormwater runoff from the Topgolf site would be collected in a catch basin on the central-southern end of the site and transported to an approved water quality basin or similar approved device for required water filtration. Refer to Section 3.8 for a discussion of Project's stormwater and water quality features. Development of the Project would not trigger the need for new stormwater facilities or the expansion of those facilities beyond what is proposed for the Project. Impacts would be less than significant.

Electrical and Gas Distribution

Gas and electric facilities would be made available to the Project area by SDG&E (Appendix P4). The Project would connect to existing electric utility lines and an existing underground gas line in North Harbor Drive.

Development of the Project would not trigger the need for new electrical and/or gas facilities or the expansion of those facilities beyond what is proposed for the Project. Impacts would be less than significant.

Summary

Although the Project would require the relocation and modification of existing utilities, these improvements are included as part of the Project, and impacts are analyzed throughout this EIR. Once implemented, the proposed utilities improvements would be similar to existing conditions and adequate for utilities needs such that new or expanded facilities would not be necessary. Therefore, impacts would be less than significant.

Significance of Impact

Less than significant.

Mitigation Measures

No mitigation measures are required.

3.15.5.2 Threshold 2: Water Supply Availability

Impact Analysis

Since the Project is changing from a high water demand land use to a lower water intensive land use designation according to the unit water demand outlined in the City's Water Facility Design Guidelines (City of San Diego 2021b), the Project in general would have sufficient water supplies. A Utility Impact Study (Appendix P3) was prepared for the Project to determine projected water demands for the Project. The Project-specific water demands were calculated based on the City's Water Facility Design Guidelines (Revised January 2021) and the City's 2020 Urban Water Master Plan based on the existing and proposed land use designation. The water demands for the existing site have also been calculated to determine if an increase in flow is anticipated based on the Project development.

According to the Utility Impact Study (Appendix P3), the proposed Project's projected water demands would be less than the estimated water demands for the existing site primarily due to the land use change from a more water intensive land use to a less water intensive land use. According to the City's Water Facility Design Guidelines (City of San Diego 2021b), the existing Industrial Employment land use is much more water intensive than the proposed Commercial and Institutional and Fully Landscaped Park land uses. Water demand is expected to be reduced by 20,588 gallons per day (gpd) for the proposed Topgolf visitor-serving attraction and reduced by an additional 41,271 gpd for the waterfront park and promenade part of the Project based on the City-provided water demand duty factors (refer to Table 3.15-1, Water Demand Changes).

Table 3.15-1. Water Demand Changes

	Existing Uses Maximum Daily Demand (gpd)	Proposed Project's Maximum Daily Demand (gpd)	Net Increase (gpd)
Topgolf Parcels	102,942	82,354	−20,588
Waterfront Park and Promenade Parcels	114,641	73,370	−41,271
Project Total	**—**	**—**	**−61,859**

Source: Appendix P3.
Notes: gpd = gallons per day

Because the projected water demands from the Utility Impact Study (Appendix P3) are less than the estimated water demands for the existing site, there would be sufficient water supply planned to serve the Project's future water demand within the PUD service area in normal, single-dry, and multiple-dry water year forecasts.

Significance of Impact

Implementation of the Project would have sufficient water supplies available to serve the Project and reasonably foreseeable future development during normal, dry and multiple dry years. Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.15.5.3 Threshold 3: Wastewater Treatment Capacity

Impact Analysis

A Utility Impact Study (Appendix P3) was prepared for the Project to determine the flows entering the City's public sewer system based on the existing and proposed land use designations. Sewer demand changes for the proposed Topgolf visitor-serving attraction and proposed waterfront park and promenade are summarized in Table 3.15-2.

Table 3.15-2. Sewer Demand Changes

	Existing	Proposed	Net Increase
Topgolf Parcels			
ADWF (gpd)	48,443	76,211	27,768
PDWF (gpd)	129,072	183,840	54,768
PWWF (Design Flow) (gpd)	258,144	367,680	109,536
Waterfront Park and Promenade Parcels			
ADWF (gpd)	54,078	20,166	−33,912
PDWF (gpd)	141,973	58,147	−83,826
PWWF (Design Flow) (gpd)	283,945	116,294	−167,651

Table 3.15-2. Sewer Demand Changes

	Existing	Proposed	Net Increase
Totals			
Topgolf Parcels			*192,072*
Waterfront Park and Promenade Parcels			*−285,389*
		Project Total	**−93,317**

Source: Appendix P3.

Notes: ADWF = average dry weather flow; gpd = gallons per day; PDWF = peak dry weather flow; PWWF = peak wet weather flow

As shown in Table 3.15-2, the sewer generation for the proposed Topgolf visitor-serving attraction is anticipated to increase the sewer flows to the City's system; however, the sewer generation for the proposed waterfront park and promenade is anticipated to decrease the sewer flows to the City's system, which would result in an overall net decrease in sewer demand for the Project compared to existing conditions.

In addition, the Point Loma Wastewater Treatment Plant has a treatment capacity of 240 million gallons per day and is expected to have capacity to serve the Project. The Utility Impact Study (Appendix P3) determined that the proposed sewer system meets the requirements outlined in the City of San Diego Sewer Design Guide. Further coordination between the City of San Diego, Port of San Diego, San Diego International Airport, and the Rick Engineering Company would be required to ensure the system functions as designed and serves the anticipated needs of the Project.

The existing wastewater conveyance infrastructure is anticipated to be adequate to serve the Project without requiring any offsite upgrades. Therefore, with sufficient capacity of the existing on-site infrastructure as well as at the Point Loma Wastewater Treatment Plant, the Project would have a less than significant impact on wastewater treatment requirements.

Significance of Impact

Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.15.5.4 Threshold 4: Solid Waste Generation

Impact Analysis

Construction

As described in Section 2.6, Project Construction, construction is expected to last up to 28 months. All Project components are assumed to be constructed simultaneously with

the exception of demolition. Demolition and site preparation would include removal of all structures, buildings, installations, utilities, vegetation, and/or improvements on both the surface and subsurface of the Project area; removal and remediation of hazardous materials; and sediment management for demolition and reconstruction. Construction activities would generate metals; concrete/asphalt, brick/masonry; wood; drywall; carpet/carpet padding; ceramic tile; roofing materials; doors; windows; fixtures; packaging materials and unpainted wood, including wood pallets; and other miscellaneous debris. Construction debris would be separated on site into material-specific containers to facilitate reuse and recycling and to increase the efficiency of waste reclamation.

The Project would include the demolition of three rental car facilities: Hertz, Enterprise, and Avis, and the existing Liberator Way, totaling 1,218,016 square feet. After demolition, grading would result in 103,013 cy of exported material and 101,992 cy of imported material, which would be transported via haul and vendor trucks. It is assumed that haul trips during the grading phase would transport material to the Otay Mesa Landfill, approximately 20 miles from the site. However, up to 30,000 cy (15 percent of total export material) of exported material is anticipated to include hazardous materials that would require specialized disposal to Copper Mountain Landfill in Wellton, Arizona, approximately 213 miles from the site.

The Project would also include public park/promenade and shoreline improvements. An additional 0.25-ton rock revetment would be placed as needed. Approximately 22,600 square feet of 8-inch-thick concrete and rocks/boulders (riprap) or nature-based solutions would be placed along the shoreline consistent with the surrounding shoreline of San Diego Bay. Construction of the public park and promenade would require the import of 34,845 cy of soil.

Construction of the Project would be required to adhere to applicable waste diversion requirements. These include the City of San Diego's C&D Debris Deposit Ordinance, which mandates that projects within the City requiring building and demolition permits pay a refundable waste diversion deposit and divert at least 65 percent of their debris from landfills by recycling, reusing, or donating usable materials. In addition, the County's Five-Year Review Report of the Countywide Integrated Waste Management Plan indicates sufficient landfill capacity to accommodate solid waste disposal through 2052 (CalRecycle 2022). Therefore, solid waste generation impacts would be less than significant.

Operation

While Project construction occurs as a one-time waste generation event, operation of the Project would require an ongoing plan to manage waste disposal to meet the waste

reduction goals established by the City and state plans (since the Project exceeds the City's 40,000-square-foot threshold [City of San Diego 2026]).

Waste generation from Project operation would go to Miramar Landfill. The Disposal Division of the ESD estimates the Miramar Landfill will have capacity until about 2031 (City of San Diego 2024b). Other landfills within the County with remaining capacity include Sycamore Canyon and Borrego Landfill. These landfills have sufficient capacity beyond 2031, which the Project would use after Miramar Landfill is closed (CalRecycle 2022).

Solid waste generation during operation was estimated using waste generation rates from CalRecycle. Solid waste projections for components of the Project were calculated based on waste generation rates for various types of uses identified by the CalRecycle (2024). A waste generation rate for Commercial Retail was used for the Waterfront Park and Promenade since no waste generation rates are specified for parks. Summaries of the projected daily solid waste generation for the Project components are provided in Table 3.15-3, Estimated Daily Solid Waste for Project Components.

Table 3.15-3. Estimated Daily Solid Waste for Project Components

	Use	Square Footage	Generation Rate	Amount of Waste (pounds/day)
Topgolf	Commercial Retail	67,030	0.046 pound/sf/day	3,083
Waterfront Park and Promenade	Commercial Retail	470,448	0.006 pound/sf/day	2,823
Project Total				**5,906**

Source: CalRecycle 2024.

Additionally, the Project would be required to comply with the City's Recycling Ordinance and prepare waste management plans to manage ongoing operational waste. With sufficient existing landfill capacity and compliance with regulatory requirements, impacts related to solid waste generation would be less than significant.

Significance of Impact

Impacts would be less than significant.

Mitigation Measures

No mitigation is required.

3.15.5.5 Threshold 5: Compliance with Solid Waste Regulations

Impact Analysis

Construction

Management of construction material and recycling would adhere to industry standards such that refuse that cannot be reused or recycled is disposed of at appropriate facilities. Provided below is a list of general procedures that would be implemented to ensure 75 percent of construction waste would be diverted from disposal in landfills in accordance with AB 341, AB 939, and City requirements:

- Determine recycling, salvage, reuse, and disposal options before the job begins
- Advertise materials for donation or sale that can be reused to charities and nonprofit agencies
- Choose refuse haulers based on their responsiveness to the recycling plan, fees, and geographic proximity to the job site
- Educate contractors and subcontractors regarding any waste management plan requirements (solid waste management coordinator would be responsible for this training)
- Clearly identify recycling areas with large bilingual signs
- Place recycling bins in areas that would minimize misuse or contamination by employees and the public
- Use materials that have recycled content or use materials that are derived from sustainable or rapidly renewable sources to the extent possible

In accordance with state diversion targets, the Project would implement a target of 75 percent for landfill diversion. Materials to be recycled would be redirected to appropriate recipients selected from the ESD's directory of facilities that recycle construction materials, scrap metal, and yard waste. With waste management strategies and compliance with state and local solid waste management and diversion goals, impacts would be less than significant**.**

Operation

As noted in Table 3.15-3, during Project operation, solid waste collection and disposal would be provided by a private hauler. The Project would comply with the City's Recycling Ordinance.

On-site recycling services would be provided for the Project area. The Project would receive solid waste collection service and participate in a recycling program that separates recyclable materials from other solid waste and deposits the recyclable materials in the recycling container provided for visitors to the facility. Recycling services

are required by SDMC Section 66.0707. Based on current requirements, these services would include the following:

- Continuous assessment of new technologies for recycling, composting, cogeneration, and disposal to maximize efficient use of resources and environmental protection
- Collection of recyclable materials as frequently as necessary to meet demand
- Collection of plastic bottles and jars, paper, newspaper, metal containers, cardboard, and glass containers
- Collection of other recyclable materials for which markets exist, such as scrap metal and wood pallets
- Collection of food waste for recycling by composting where available (AB 1826)
- Use of recycling receptacles or containers that comply with the standards in the Container and Signage Guidelines established by the ESD
- Designated recycling collection and storage areas
- Signage on recycling receptacles, containers, chutes, and/or enclosures that complies with the standards described in the Container and Signage Guidelines established by the ESD

The Project would further the District's Green Port Program goal to reduce waste from District operations through recycling of construction debris and operational waste. Diversion of 75 percent of construction waste from disposal in landfills in accordance with the SDMC would ensure the Project complies with AB 341 and AB 939. Materials would be recycled in accordance with the City of San Diego Waste Diversion Ordinance, City of San Diego Zero Waste Plan, and City of San Diego C&D Demolition Debris Deposit Ordinance. Therefore, implementation of the Project would comply with applicable solid waste regulations including AB 1826, AB 939, AB 341, Districts' Green Port Program, City of San Diego Waste Diversion Ordinance, and City of San Diego Zero Waste Plan. Therefore, the Project would not conflict with federal, state, and local statutes and regulations related to solid waste and impacts would be less than significant.

Significance of Impact

Impacts would be less than significant.

Mitigation Measures

No mitigation measures are required.

3.15.6 Cumulative Impacts

The following sections address various potential cumulative impacts relating to utilities and service systems that could result from implementation of the Project.

3.15.6.1 Cumulative Threshold 1: New or Expanded Utilities Facilities

The geographic context for public utilities cumulative analysis is the San Diego region. Public utilities can be specific to jurisdictions; however, some service providers offer service throughout a region and across multiple jurisdictions. Thus, changes in development influence the demand for utilities across the region and can drive the need for new or expanded utility infrastructure. Development projections under the PMP, PMPU, and the SANDAG 2025 Regional Plan and pending and future cumulative projects listed in Table 3-1, Cumulative Projects, in Chapter 3, Environmental Analysis, of this EIR would be required to analyze public utilities demand and supply to avoid conflicts and provide upgrades or pay development impact fees toward new infrastructure facilities, as needed. Therefore, a significant cumulative impact would not occur.

The Project would connect to existing utilities. The Project and cumulative development projects would have to coordinate with service providers to obtain services, and connections to existing utility lines would be made in accordance with the applicable requirements of the utility provider and City, as applicable. The Project in conjunction with cumulative development would not result in significant impacts related to the construction and installation of utility infrastructure. The Project's incremental contribution would not be cumulatively considerable.

3.15.6.2 Cumulative Threshold 2: Water Supply Availability

The geographic context for the water supply availability cumulative analysis is the San Diego region. The cumulative area is fully developed and contains adequate existing water infrastructure to serve present and future projects. Therefore, a significant cumulative impact would not occur.

According to the Utility Impact Study (Appendix P3), the projected water demand for the Project is less than the existing demand, and there would be sufficient water supplies available to serve the Project in conjunction with other development. Therefore, cumulative impacts would be less than significant. The Project's incremental contribution to a water supply impact would not be cumulatively considerable.

3.15.6.3 Cumulative Threshold 3: Wastewater Treatment Capacity

The geographic context for the wastewater services cumulative analysis is the San Diego region. Wastewater services for the cumulative area are provided by the City of San Diego,

PUD, operating out of the Point Loma Wastewater Treatment Plant including those listed in Table 3-1 in Chapter 3. Development projections under the PMP, PMPU, and SANDAG 2025 Regional Plan and cumulative projects listed in Table 3-1 in Chapter 3 of this EIR would place further demand on existing wastewater treatment capacity. Adequate capacity determination by the wastewater treatment provider would be required for all projects in the City of San Diego and under jurisdiction of the District. The cumulative condition is therefore less than significant. A Utility Impact Study (Appendix P3) supported the determination that the Point Loma Wastewater Treatment Plant has treatment capacity for the Project. The Project in conjunction with cumulative development is not expected to result in cumulatively significant impacts related to the wastewater treatment capacity. The Project's contribution to a wastewater treatment capacity would not be cumulatively considerable.

3.15.6.4 Cumulative Threshold 4: Solid Waste Generation

The geographic scope for cumulative analysis of solid waste generation is the City of San Diego. Development of the Project and cumulative projects under the PMP, PMPU, and SANDAG 2025 Regional Plan and listed in Table 3-1 in Chapter 3 of this EIR would generate solid waste, including the Sunroad Harbor Island East Hotel and San Diego International Airport Expansion. The County's Five-Year Review Report of the Countywide Integrated Waste Management Plan indicates sufficient landfill capacity to accommodate solid waste disposal through 2052 (CalRecycle 2022). Cumulative projects would be required to implement applicable regulations pertaining to the solid waste disposal. The cumulative projects' impacts would not be cumulatively significant because there is sufficient existing landfill capacity and future projects would be required to comply with regulatory requirements, cumulative impacts to solid waste generation would not be cumulatively considerable. The Project's contribution to solid waste disposal would not be cumulatively considerable.

3.15.6.5 Cumulative Threshold 5: Compliance with Solid Waste Regulations

The geographic scope for cumulative projects is the City of San Diego. All projects in the City of San Diego would be required to comply with the City's Recycling Ordinance and prepare waste management plans (for those that meet the City's 40,000-square-foot threshold) to show waste diversion measures as is required by the regional Integrated Waste Management Plan. Cumulative projects under the PMP, PMPU, and SANDAG 2025 Regional Plan and projects listed in Table 3-1 would be required to implement applicable regulations (City's C&D Debris Diversion Deposit Program, Recycling Ordinance, and Refuse and Recyclable Materials Storage Regulations, and Zero Waste Plan) pertaining to the solid waste disposal. The cumulative projects' impacts would not be cumulatively significant. Compliance with regulatory requirements would ensure the Project's incremental contribution, combined with those of the cumulative projects, would not be cumulatively considerable.

Chapter 4 Other CEQA Considerations and Effects Found Not to Be Significant

4.1 Introduction

This chapter addresses the potential for additional consequences related to the implementation of the proposed East Harbor Island Redevelopment/Topgolf and Waterfront Park Project (Project), pursuant to California Environmental Quality Act (CEQA) Guidelines, Sections 15128 and 15126.2(e). Specifically, this chapter discusses (1) unavoidable significant environmental impacts; (2) identifies any significant irreversible changes to the environment; (3) discusses growth-inducing impacts of the Project, which pertain to ways in which the Project could promote either direct or indirect growth; and (4) summarizes the environmental effects of the Project that were determined not to be significant during the initial environmental review process.

4.2 Unavoidable Significant Environmental Impacts

In accordance with CEQA Guidelines, Section 15126.2(c), any unavoidable significant impacts of a project, including those impacts that can be mitigated but not reduced to below a level of significance despite implementation of feasible mitigation measures, must be identified in an Environmental Impact Report (EIR). For the Project, impacts related to greenhouse gas emissions and transportation would remain significant and unavoidable. Refer to Section 3.6, Greenhouse Gas Emissions, and Section 3.13, Transportation, of this EIR for more detail.

4.3 Significant Irreversible Environmental Changes

CEQA Guidelines, Section 15126.2(c), requires a discussion of any significant irreversible environmental changes that would be caused by a proposed project. Specifically, Section 15126.2(c) states, “Uses of nonrenewable resources during the initial and continued phases of the project may be irreversible, since a large commitment of such resources makes removal or nonuse thereafter unlikely. Primary impacts and, particularly, secondary impacts (such as highway improvement which provides access to a previously inaccessible area) generally commit future generations to similar uses. Also, irreversible damage can result from environmental accidents associated with the project. Irretrievable commitments of resources should be evaluated to assure that such current consumption is justified.”

Generally, a project would result in significant irreversible environmental changes if:

- The primary and secondary impacts would generally commit future generations to similar uses;
- The project would involve a large commitment of nonrenewable resources;

- The project involves uses in which irreversible damage would result from any potential environmental accidents associated with the project; or
- The proposed consumption of resources is not justified (e.g., the project involves the wasteful use of energy).

Implementation of the Project would require a permanent commitment of nonrenewable natural resources, primarily from the consumption of fossil fuels and electricity generated from nonrenewable sources (e.g., natural gas), as described below.

Development of the Project would include demolition and removal of existing structures and improvements, realignment of Liberator Way, redevelopment of approximately 9.8 acres for the Topgolf visitor-serving attraction, and development of a waterfront park and promenade. The demolition of the existing structures and hardscape would be considered an irreversible change. Project construction and maintenance of the buildings and infrastructure proposed would require the commitment of energy, natural resources, and building materials. Electricity would also be consumed during construction by power tools, electric equipment, and lighting although not all electricity consumed would be from nonrenewable resources. Nonrenewable and limited resources that would be consumed with Project development include oil, natural gas, gasoline, lumber, sand and gravel, asphalt, aggregate, water, steel, and similar materials. Nonrenewable fuels would be used by construction equipment, haul trucks, and worker vehicles. This commitment of resources and energy would be commensurate with that of other projects of similar size but, nevertheless, would be irretrievable. Post-construction consumption of nonrenewable resources would include the use of electricity, natural gas, and water by Project employees and visitors. This energy use would be a long-term commitment and irretrievable but not wasteful given the sustainable features of the Project.

Although the Project would use nonrenewable materials and energy from nonrenewable sources during construction and operation, the amounts required would be accommodated by existing supplies and infrastructure. Therefore, the Project's potential to result in irreversible environmental changes is primarily related to the use of fossil fuels for construction and operation.

Sections 3.1 through 3.15 of this EIR address the physical effects of Project implementation. As discussed, significant and unavoidable impacts associated with transportation and greenhouse gas emissions would occur. All feasible mitigation has been recommended to reduce these impacts. No other significant and unmitigable impacts, which would result in significant irreversible changes, were identified.

4.4 Growth-Inducing Impacts

CEQA Guidelines, Section 15126.2(e), requires that an EIR discuss the ways in which a proposed project could directly or indirectly foster economic development, population growth, or additional housing and how that growth would affect the surrounding environment. Direct growth inducement would result if a project, for example, involved construction of new housing. Indirect growth might occur if a project were to establish substantial new permanent employment opportunities that would stimulate the need for additional housing, utilities, and public services. Similarly, a project would indirectly induce growth if it would remove an obstacle to additional development, such as removing a constraint on a required public service or utility. A project proposing to expand water supply capabilities in an area where limited water supply has historically restrained growth would be considered growth-inducing.

This section discusses the direct and indirect growth-related impacts of the Project. The following analysis does not assume that growth in any area is necessarily beneficial, detrimental, or of little significance to the environment (CEQA Guidelines, Section 15126.2[d]).

4.4.1 Economic Growth

The Project would develop up to 70,200 square feet of new commercial uses and approximately 10.1 acres of new parks and open space. It is anticipated that the Project would employ approximately 400 employees (Hamilton, pers. comm. 2024). This number of employees is not large enough to induce significant population growth in the highly populated San Diego region. In addition, the California Employment Development Department indicates that the San Diego County (County) labor force totaled 1,593,000 people as of December 2023 (EDD 2023). Of this figure, 68,200 people were unemployed (EDD 2023), indicating that a large enough pool of labor exists in the County to fill the Project's employment opportunities such that it would be unlikely that substantial numbers of people would relocate to the County. Similarly, short-term construction jobs would likely be filled by existing residents of the City of San Diego (City) and the region. Further, development in the Project area does not propose new infrastructure that would induce substantial growth within the vicinity or in the Project area that was not previously considered for development. The Project would connect to existing utilities and occur in an urbanized area with reliable transportation systems and infrastructure that are adequately served. Growth-inducing impacts related to economic growth would be less than significant.

4.4.2 Population Growth

The Project does not involve construction of residential units and would not induce direct population growth in the region. As discussed above, the labor pool in the County would

sufficiently fill the Project's employment opportunities, and it is unlikely that people would relocate to the County. Additionally, if employees were to relocate to the County, the population increase of approximately 400 employees would not represent a substantial increase in County residents. Therefore, no growth-inducing impact related to population growth would occur.

4.5 Effects Found Not to Be Significant

An Initial Study (included in Appendix A, Notice of Preparation and Initial Study) was prepared in accordance with CEQA Guidelines, Section 15063(c), during the EIR scoping process. The Initial Study determined no impacts or less than significant impacts for the following resources:

- Agriculture and Forestry Resources
- Cultural Resources
- Mineral Resources
- Population and Housing
- Wildfire

In accordance with CEQA Guidelines, Section 15128, a brief justification regarding these effects found not to be significant in the Initial Study (i.e., the resource areas not analyzed in Chapter 3, Environmental Analysis) is provided under each subheading below.

4.5.1 Agriculture and Forestry Resources

4.5.1.1 Conversion of Farmland to Non-Agricultural Use

No Impact. According to the California Department of Conservation's San Diego County Important Farmland Finder, the Project area is classified as Urban and Built-Up Land, which does not contain agricultural uses or areas designated as Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (DOC 2023a). There is no potential for any actions to convert farmland to non-agricultural use. Therefore, no impact would occur.

4.5.1.2 Conflict with Zoning for Agricultural Use or Williamson Act Contract

No Impact. The Project area is not zoned for agricultural use, and no Williamson Act contract exists for the site (DOC 2023b). Therefore, the Project would not conflict with existing zoning for agricultural use or a Williamson Act contract. Therefore, no impact would occur.

4.5.1.3 Conflict with Zoning or Rezoning of Forest Land, Timberland, or Timberland Zoned Timberland Production

No Impact. The Project area is classified as Urban and Built-Up Land (DOC 2023a) and is not zoned as forest land, timberlands, or timberland zoned Timberland Production. No land that has been zoned as forest land or timberland exists within the Project area boundaries. Therefore, no impact would occur.

4.5.1.4 Loss of Forest Land or Conversion of Forest Land to Non-Forest Use

No Impact. As discussed above, no land that has been zoned as forest land or timberland exists within the Project area boundaries. Implementation of Project elements would not result in a loss of forest land or the conversion of forest land to non-forest use. Therefore, no impact would occur.

4.5.1.5 Other Changes Resulting in Conversion of Farmland to Non-Agricultural Use or Conversion of Forest Land to Non-Forest Use

No Impact. Implementation of the Project would have no impact on agriculture and/or forestry resources. No agricultural land, forest land, or timberland exists in or within the vicinity of the Project area. The Project would not involve changes to the existing environment that, because of their location or nature, could result in the conversion of farmland to non-agricultural use or forest land to non-forest use. Therefore, no impact would occur.

4.5.2 Cultural Resources

4.5.2.1 Historical Resources

Less than Significant Impact. The Project area includes several one- and two-story buildings associated with the San Diego Harbor Police, rental car companies, and San Diego International Airport. The Project would result in the demolition of the Hertz, Enterprise, and Avis car rental facilities and the San Diego International Airport facilities. The San Diego Harbor Police headquarters is over 45 years old and is considered eligible for National Register of Historic Places listing according to the Port Master Plan Update Final Program EIR (Hamilton, pers. comm. 2024). However, the building would remain in place as part of the Project and would only include a land use designation change. The proposed realignment of Liberator Way would occur near the San Diego Harbor Police headquarters but would not hinder views of or impact the San Diego Harbor Police headquarters. The proposed rental car and San Diego International Airport facilities were determined to be less than 45 years old and would not be eligible as historical resources meeting the requirements for the California Register for Historic Resources or as defined

by CEQA Guidelines, Section 15064.5. Structures to be demolished are less than 45 years old. Therefore, impacts would be less than significant.

4.5.2.2 Archaeological Resources

Less than Significant Impact. The Project area is on Harbor Island, which was created in 1961 from harbor dredging and developed shortly thereafter. Although archaeological sites are known to exist in greater San Diego County, no known archaeological resources exist in the Project area. Because Harbor Island is human made, the possibility that archaeological sites exist is low. Because the Project area is on dredged fill, there is very little to no potential for archaeological resources to be unearthed during construction activities. Therefore, impacts would be less than significant.

4.5.2.3 Human Remains

Less than Significant Impact. No known cemeteries or burial sites are in the Project area or within its vicinity. Because the Project area is on dredged fill, there is very little to no potential to encounter buried human remains or unknown cemeteries in areas with little or no previous disturbance. In the unlikely event that human remains are found, the Project would follow the procedures outlined in California Health and Safety Code, Section 7050.5, and CEQA Guidelines, Section 15064.5(e). Therefore, impacts would be less than significant.

4.5.3 Mineral Resources

4.5.3.1 Loss of Known Mineral Resources

No Impact. The Project area is not known to contain mineral resources that would be of value to the region or state. According to the Conservation Element of the City of San Diego 2024 General Plan Update (2024 General Plan Update) (City of San Diego 2024), the Project area is mapped as an area where no mineral deposits are present. No mineral resources would be lost as a result of the Project. Therefore, no impact would occur.

4.5.3.2 Loss of Locally Important Mineral Resource Site

No Impact. The Project area is not known to contain mineral resources that would be of value to the region or state. According to the Conservation Element of the 2024 General Plan Update (City of San Diego 2024), the Project area is mapped as an area where no mineral deposits are present. No mineral resources would be lost as a result of the Project. Therefore, no impact would occur.

4.5.4 Population and Housing

4.5.4.1 Induction of Substantial Population Growth

No Impact. As discussed in Section 4.4, Growth-Inducing Impacts, the Project does not include the addition of residential land uses and would not involve development that would directly or indirectly induce substantial population growth. In addition, the Project does not include the extension of roads or other infrastructure that would indirectly induce substantial population growth. Therefore, no impact would occur.

4.5.4.2 Displacement of People or Housing

No Impact. The Project is on the waterfront of San Diego Bay. No residences that would be displaced are within the vicinity of the Project area. Therefore, no impact would occur.

4.5.5 Wildfire

4.5.5.1 Emergency Response or Evacuation Plans

No Impact. Applicable Emergency Response Plan requirements are set forth by the County Operational Area Emergency Plan and other local police and fire departments within or adjacent to the Project area. The County Office of Emergency Services coordinates emergency response at the local level in the event of a disaster, including fires. However, emergency response coordination is generally facilitated by the Operational Area Emergency Operations Center and other local responding agencies.

State law requires that all local jurisdictions identify Moderate, High, and Very High Fire Hazard Severity Zones (FHSZs) within their areas of responsibility per California Government Code, Sections 51175–51189. Inclusion within these zones is based on vegetation density, slope severity, and other relevant factors that contribute to fire severity. The Project area and vicinity are within a Local Responsibility Area and are designated by the California Department of Forestry and Fire Protection as a non-FHSZ. Because the East Harbor Island redevelopment area is not on or near lands classified as a FHSZ, no impact on emergency response or evacuation plans covering FHSZs is anticipated to occur with implementation of the Project.

4.5.5.2 Pollutant Concentrations

No Impact. According to California Department of Forestry and Fire Protection's Fire Hazard Severity Zone Map (2025), the Project is in a Local Responsibility Non-FHSZ. No impact associated with wildfires, including exposing Project occupants to pollutant concentrations from a wildfire or the uncontrolled spread of a wildfire, related to FHSZs is anticipated to occur with implementation of the Project.

4.5.5.3 Installation or Maintenance of Associated Infrastructure

Less than Significant Impact. While the Project would require modifications to the existing infrastructure system (e.g., modifications to existing roads and utility systems), these modifications would be installed within an urbanized area where existing infrastructure already exists. Modifications to these existing systems are not anticipated to exacerbate fire risk in FHSZs during implementation of the Project. Impacts would be less than significant.

4.5.5.4 Flooding or Landslides

No Impact. Downstream flooding and landslide activity generally occur in areas that lack vegetation and have steep slopes. The Project area is within an area mapped as having a low potential for landslides to occur and is relatively flat. Therefore, implementation of the Project is not anticipated to expose people or structures to landslide risks associated with post-wildfire events. No impact would occur.

Chapter 5 Alternatives to the Proposed Project

5.1 Introduction

In accordance with California Environmental Quality Act (CEQA) Guidelines, Section 15126.6(c), this chapter describes a range of reasonable alternatives that could feasibly attain the majority of the project objectives while avoiding or substantially reducing one or more significant impacts. The primary purpose of this chapter is to inform decision makers and the general public of potential alternatives to implementing the proposed East Harbor Island Redevelopment/Topgolf Project and Waterfront Park Project (Project) and to analyze these alternatives to determine the environmentally superior alternative.

Four alternatives to the Project are analyzed in detail in this chapter:

- Alternative 1: No Project/No Build Alternative
- Alternative 2: Other Visitor-Serving Commercial Use Alternative
- Alternative 3: Reduced Topgolf Alternative
- Alternative 4: All Park Alternative

5.2 Requirements for Alternatives Analysis

The CEQA Guidelines require an environmental impact report (EIR) to analyze potential alternatives to the project or alternative locations for the project that could feasibly accomplish most of the basic project objectives and could avoid or substantially lessen one or more significant effects. The alternatives must include a no project alternative, along with a range of alternatives governed by a "rule of reason," meaning only those alternatives necessary to permit a reasoned choice. Following an analysis of alternatives, an EIR must identify the environmentally superior alternative, which must be another alternative and cannot be the no project alternative (CEQA Guidelines, Section 15126.6).

5.3 Selection of Alternatives

An EIR need not consider every conceivable alternative to a project. Alternatives may be eliminated from detailed consideration in the EIR if they fail to meet most of the basic project objectives, are not feasible, or do not avoid or substantially lessen any significant environmental impacts (CEQA Guidelines, Section 15126.6[c]).

An EIR must examine in detail only a reasonable range of alternatives that the lead agency determines could feasibly attain most of the basic project objectives while also reducing impacts. An EIR does not need to consider alternatives with effects that cannot be reasonably ascertained, and that implementation is remote and speculative. Feasibility factors include site suitability, economic viability, availability of infrastructure, general plan

consistency, other plans or regulatory limitations, and jurisdictional boundaries and if the proponent can reasonably acquire, control, or otherwise have access to an alternative site.

The CEQA Guidelines define the term “feasible” to mean “capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, legal, social, and technological factors” (CEQA Guidelines, Section 15364). Also, as stated in CEQA Guidelines, Section 15126.6(f)(1), “among the factors that may be taken into account when addressing the feasibility of alternatives are site suitability, economic viability, availability of infrastructure, general plan consistency, other plans or regulatory limitations, jurisdictional boundaries . . . and whether the proponent can reasonably acquire control or otherwise have access to the alternative site.”

Alternatives to the Project were developed based on the requirements of CEQA Guidelines, Section 15126.6. Therefore, the alternatives were developed in part based on the ability to meet most of the Project objectives, which are described in Chapter 2, Project Description. The Project objectives include the following:

1. Redevelop East Harbor Island to provide new combined visitor-serving, commercial, dining, entertainment, and recreation opportunity where there is currently none.
2. Enhance public access to the tidelands through the construction of a new waterfront park and promenade.
3. Reconfigure Liberator Way to enhance traffic flow and improve non-automobile linkages through multimodal improvements.
4. Provide redevelopment that maximizes economic benefits with commercial uses to assist in funding the expansion and enhancement of public access and road improvements.
5. Provide a new visitor-serving development that promotes the public’s enjoyment of public trust lands consistent with the Public Trust Doctrine’s commerce and recreation uses.

Additionally, only alternatives that would avoid or substantially lessen one or more significant environmental impacts of the Project were carried forward for analysis. Table 5-1, Summary of Impacts of the Project, provides a summary of the Project’s impacts identified in Chapter 3, Environmental Analysis, to focus the evaluation of the alternatives in Section 5.5, Analysis of Alternatives. Refer to each individual issue area for a description of the mitigation measures identified to reduce potentially significant impacts to less than significant.

Table 5-1. Summary of Impacts of the Project

Impact	Before Mitigation	With Mitigation
Section 3.1, Aesthetics		
Threshold 1: Scenic Vistas	LS	N/A
Threshold 2: Scenic Resources	LS	N/A
Threshold 3: Degradation of Existing Visual Character or Conflict with Zoning or Regulations for Scenic Quality	LS	N/A
Threshold 4: Light and Glare	PS	LS
Section 3.2, Air Quality		
Threshold 1: Consistency with Applicable Air Quality Plan	LS	N/A
Threshold 2: Cumulative Increase in Criteria Pollutant Emissions	LS	N/A
Threshold 3: Sensitive Receptors	LS	N/A
Threshold 4: Odors	LS	N/A
Section 3.3, Biological Resources		
Threshold 1: Candidate, Sensitive, or Special-Status Species	PS	LS
Threshold 2: Riparian Habitat and Other Sensitive Natural Communities	PS	LS
Threshold 3: Jurisdictional Aquatic Resources	PS	LS
Threshold 4: Wildlife Corridors and Habitat Linkages	PS	LS
Threshold 5: Local Policies or Ordinances	PS	LS
Threshold 6: Regional Conservation Planning	NI	N/A
Section 3.4, Energy		
Threshold 1: Wasteful or Inefficient Energy Usage	LS	N/A
Threshold 2: Conflict with Renewable or Energy Efficiency Plan	LS	N/A
Section 3.5, Geology and Soils		
Threshold 1: Exposure to Seismic-Related Hazards	PS	LS
Threshold 2: Soil Erosion or Topsoil Loss	LS	N/A
Threshold 3: Geologic Stability	PS	LS
Threshold 4: Expansive Soils	PS	LS
Threshold 5: Septic Tanks	NI	N/A
Threshold 6: Paleontological Resources	LS	N/A
Section 3.6, Greenhouse Gas Emissions		
Threshold 1: Generation of Greenhouse Gas Emissions	PS	SU
Threshold 2: Conflict with Applicable Plan	PS	SU
Section 3.7, Hazards and Hazardous Materials		
Threshold 1: Transportation, Use, and Disposal of Hazardous Materials	LS	N/A
Threshold 2: Accidental Releases	PS	LS
Threshold 3: Hazardous Emissions within 0.25 Mile of School	NI	N/A

Table 5-1. Summary of Impacts of the Project

Impact	Before Mitigation	With Mitigation
Threshold 4: Hazardous Materials Sites	PS	LS
Threshold 5: Hazards from Nearby Airports	LS	N/A
Threshold 6: Emergency Response or Evacuation Plans	LS	N/A
Threshold 7: Wildland Fire	LS	N/A
Section 3.8, Hydrology and Water Quality		
Threshold 1: Water Quality Standards	PS	LS
Threshold 2: Groundwater Supplies	LS	N/A
Threshold 3: Site Drainage and Hydrology	LS	N/A
Threshold 4: Activities in Flood Hazard, Tsunami, or Seiche Zone	LS	N/A
Threshold 5: Conflict with Water Quality Control Plan or Sustainable Groundwater Management Plan	LS	N/A
Section 3.9, Land Use and Planning		
Threshold 1: Physically Divide an Established Community	NI	N/A
Threshold 2: Conflict with Applicable Land Use Plans, Policies, and Regulations Adopted to Avoid or Mitigate an Environmental Effect	LS	N/A
Section 3.10, Noise		
Threshold 1: Exceedance of Noise Standards	LS	N/A
Threshold 2: Excessive Groundborne Vibration or Noise	LS	N/A
Threshold 3: Aircraft Noise	LS	N/A
Section 3.11, Public Services		
Threshold 1: Fire Protection	LS	N/A
Threshold 2: Police Protection	LS	N/A
Threshold 3: Schools	NI	N/A
Threshold 4: Parks	LS	N/A
Threshold 5: Other Public Facilities	LS	N/A
Section 3.12, Recreation		
Threshold 1: Deterioration of Parks and Recreational Facilities	LS	N/A
Threshold 2: Construction or Expansion of Recreational Facilities	LS	N/A
Section 3.13, Transportation		
Threshold 1: Conflict with Program, Plan, Ordinance, or Policy	LS	N/A
Threshold 2: Induction of Substantial Vehicle Miles Traveled	PS	SU
Threshold 3: Hazardous Design Features	PS	LS
Threshold 4: Inadequate Emergency Access	LS	N/A
Threshold 5: Inadequate Parking Access	LS	N/A

Table 5-1. Summary of Impacts of the Project

Impact	Before Mitigation	With Mitigation
Section 3.14, Tribal Cultural Resources		
Threshold 1: Tribal Cultural Resources	LS	N/A
Section 3.15, Utilities and Service Systems		
Threshold 1: New or Expanded Utilities Facilities	LS	N/A
Threshold 2: Water Supply Availability	LS	N/A
Threshold 3: Wastewater Treatment Capacity	LS	N/A
Threshold 4: Solid Waste Generation	LS	N/A
Threshold 5: Compliance with Solid Waste Regulations	LS	N/A

Notes: N/A = Not Applicable; NI= No Impact, LS = Less than Significant; PS = Potentially Significant; SU = Significant and Unavoidable

5.4 Alternatives Considered

Nine alternatives were initially considered for evaluation in this EIR. Based on criteria described in Section 5.3, Selection of Alternatives, three action alternatives were carried forward, as well as the no project alternative. These alternatives are described in Section 5.4.2, Alternatives Selected for Analysis. Section 5.4.1, Alternatives Considered but Rejected, describes the alternatives that were considered but rejected and provides reasoning for not carrying these alternatives forward for evaluation in this EIR.

5.4.1 Alternatives Considered but Rejected

Section 15126.6(c) of the CEQA Guidelines states that an EIR should identify alternatives that were considered by the lead agency but rejected. An EIR should also describe the reasons for the lead agency's decision to eliminate alternatives from detailed consideration, which may include the following:

- Failure to meet most of the basic Project objectives
- Infeasibility
- Inability to avoid significant environmental impacts

5.4.1.1 Alternative Location

The Alternate Location Alternative would include building the Project in a different location from the current Project area. Consideration was given to alternative sites within the San Diego Unified Port District (District) tidelands, as well as other areas owned by the District where the Project could be constructed. In accordance with CEQA Guidelines, Section 15126.6(f)(2), identifying possible alternative locations focused on sites where any of the significant effects of the Project would be avoided or substantially lessened by developing in another location. Only locations that would avoid or substantially lessen any of the significant effects of the Project would need to be considered for inclusion in the EIR. There

is no suitable alternative location of adequate size that is owned by the District to support the Project; therefore, an alternative location owned by the District is infeasible. Alternative sites not owned by the District were not considered, as any site outside the District's jurisdiction would fail to achieve most of the basic project objectives. For these reasons, no alternative site was analyzed in detail within the EIR.

5.4.1.2 Wetland Creation Alternative

The Wetland Creation Alternative would develop marshland/habitat area within the Project area. An expanded marshland/habitat area would be created to transition from the Bay to the upland habitats instead of a public park. No Topgolf visitor-serving attraction would be constructed under this alternative. A Wetland Creation Alternative would be infeasible since hazardous materials are known to be present in the Bay such as the Convair Cap, which could be disturbed during waterside construction activities (Appendix I). Additionally, attracting bird species to this area via creation of additional habitat could create aviation hazards, given that the Project area is adjacent to the San Diego International Airport.

This alternative does not meet the project objectives to redevelop East Harbor Island (EHI) to provide new, activating, visitor-serving commercial recreation opportunities; to enhance public access to the tidelands through the construction of a new waterfront park and promenade; or to provide redevelopment that maximizes economic feasibility with commercial uses while expanding and enhancing public access opportunities, and would not provide visitor-serving development that promote the public's enjoyment of trust lands consistent with the Public Trust Doctrine's commerce and recreation obligations. Therefore, it was rejected from further consideration because it is unable to meet most basic Project objectives. For these reasons, no Wetland Creation Alternative was analyzed in detail in this EIR.

5.4.1.3 Re-Arrangement of Uses on Site Alternative

The Re-Arrangement of Uses on Site Alternative would arrange the Topgolf visitor-serving attraction in a different direction to direct the outfield lights away from the San Diego Bay. However, the Alquist-Priolo Earthquake Fault Zoning Act limits the construction of buildings intended for human occupancy directly on or near active fault lines (generally within a 50-foot setback for the active fault) to minimize the risk of damage during an earthquake. The Spanish Bight Fault, a strand of the Rose Canyon Fault Zone, runs north to south through the central portion of the Project area. Due to geotechnical constraints, the Topgolf building cannot be constructed on or within the setback of the Spanish Bight Fault fault line. Therefore, due to development limitations, this alternative was rejected from further consideration as infeasible.

5.4.1.4 Public Facilities Alternative

The Public Facilities Alternative would include the construction of District offices and other public facilities within the Project area and a waterfront park and promenade. No Topgolf visitor-serving attraction would be constructed. This alternative does not meet the Project objectives to redevelop EHI to provide new, activating, visitor-serving commercial recreation opportunities and to provide redevelopment that maximizes economic feasibility with commercial uses while expanding and enhancing public access opportunities. In addition, this alternative would only partially meet the objective to provide visitor-serving development that promotes the public's enjoyment of trust lands consistent with the Public Trust Doctrine's commerce and recreation obligations. Therefore, this alternative was rejected from further consideration because it is unable to meet most basic Project objectives.

5.4.1.5 Hotel Use Alternative

The Hotel Use Alternative would redevelop the Topgolf site with a hotel use, as envisions in the Port Master Plan Update (2024). This alternative would provide up to 1,360 hotel rooms with up to 40,000 square feet of meeting space. The construction of the hotel would not lessen or reduce any significant impacts of the Project. Therefore, it was rejected from further consideration.

5.4.2 Alternatives Selected for Analysis

A description of the four alternatives carried forward for analysis is provided in the following sections.

5.4.2.1 No Project/No Build Alternative

CEQA Guidelines, Section 15126.6(e), requires that an EIR evaluate a no project alternative, along with its impacts. The purpose of describing and analyzing a no project alternative is to allow a lead agency to compare the impacts of approving a project to the impacts of not approving it. Specifically, Section 15126.6(e)(3)(B) suggests that an EIR for a development project on an identifiable property consider a no project alternative that assumes the property remains in its existing state.

In accordance with CEQA Guidelines, Section 15126.6(e), the no project alternative for this EIR is the No Project/No Build Alternative. Under the No Project/No Build Alternative, the existing 38-acre site would not be redeveloped. The three rental car facilities would continue to operate. The Topgolf visitor-serving attraction, the realignment of Liberator Way, and the waterfront park and promenade would not be constructed. All significant impacts from the Project would be avoided, but the No Project/No Build Alternative would not meet any of the Project objectives.

5.4.2.2 Other Visitor-Serving Commercial Use Alternative

The Other Visitor-Serving Commercial Use Alternative would redevelop the Topgolf site with an alternate visitor-serving commercial use venue in place of Topgolf that would provide entertainment along with restaurant space. The building would be one story and would not include netting or poles compared to the Project. This alternative would provide the same improvements to the existing Liberator Way, which would include narrowing the roadway to two travel lanes to accommodate vehicular traffic along with multimodal improvements. This alternative would also include the construction of a 10.1-acre waterfront park and promenade that would offer public coastal access along the waterfront. The new waterfront park could include a pavilion, a skate park, health and wellness features, fixed and moveable seating, moveable kiosks or carts, and a restroom. This alternative would also remove, repair, and/or replace the existing concrete revetment with shoreline protective devices such as riprap and, where feasible, nature-based adaptation solutions.

This alternative was selected for further analysis because it would meet most basic Project objectives, is potentially feasible, and would reduce the following potentially significant impacts identified for the Project: aesthetics (light and glare), greenhouse gas emissions, and transportation (vehicle miles traveled [VMT] associated with the Project).

5.4.2.3 Reduced Topgolf Alternative

The Reduced Topgolf Alternative would develop the site with a reduced Topgolf visitor-serving attraction. The Reduced Topgolf Alternative would be limited to one story compared to the currently proposed three-story building and would include a reduced number of hitting bays (approximately 34) compared to the Project's 108 hitting bays. In addition, the netting poles would not be as high because the project would only include hitting bays on the ground floor compared to three floors under the Project which could reduce the height from 170 feet to approximately 140 feet based on the reduction in building height.

This alternative would provide the same improvements to the existing Liberator Way, which would include narrowing the roadway to two travel lanes to accommodate vehicular traffic along with multimodal improvements. This alternative would also include the construction of a waterfront park and promenade that would offer public coastal access along the waterfront. The new waterfront park could include a pavilion, a skate park, health and wellness features, fixed and moveable seating, moveable kiosks or carts, and a restroom. This alternative would also remove, repair, and/or replace the existing concrete revetment with shoreline protective devices such as riprap and, where feasible, nature-based adaptation solutions.

This alternative was selected for further analysis because it would meet most basic Project objectives, is potentially feasible, and would reduce the following potentially significant impacts identified for the Project: aesthetics (light and glare), greenhouse gas emissions, and transportation (VMT associated with Topgolf).

5.4.2.4 All Park Alternative

The All Park Alternative would develop a 20-acre waterfront park. Under this alternative, Topgolf would not be developed and the waterfront park would be expanded to approximately 20 acres compared to 10.1 acres under the Project. The waterfront park would provide similar uses as the Project and include a waterside promenade that would offer public coastal access along the waterfront. Other recreational features could include a pavilion, a skate park, health and wellness features, fixed and moveable seating, moveable kiosks or carts, and a restroom. Since the park would be expanded under this alternative, it could also include more active recreational uses. This alternative would also remove, repair, and/or replace the existing concrete revetment with shoreline protective devices such as riprap and, where feasible, nature-based adaptation solutions.

This alternative would provide the same improvements to the existing Liberator Way which would include narrowing the roadway to two travel lanes to accommodate vehicular traffic along with multimodal improvements. No Commercial Recreation use would be added under this alternative.

This alternative was selected for further analysis because it would meet most basic Project objectives, is potentially feasible, and would eliminate the following potentially significant impacts identified for the Project: aesthetics (lighting and glare), biological resources, geology and soils (seismic hazards), greenhouse gas emissions, hazards and hazardous materials, and transportation.

5.5 Analysis of Alternatives

The following sections present the analysis of each alternative compared to the Project by issue area. This section also identifies any additional impacts resulting from the alternatives that would not result from the Project and considers the alternatives' respective relationships to the Project's basic objectives.

5.5.1 Analysis of No Project/No Build Alternative

5.5.1.1 Aesthetics

Under the No Project/No Build Alternative, the Project area would continue to operate with the existing rental car facilities, and no redevelopment would occur. Under this alternative, no obstruction of a vista or scenic view from a public viewing area would occur

(Threshold 1), and the existing visual character of the landscape would not change (Threshold 2). The site would remain in its current industrial visual character and would not be improved. Similar to the Project, no impacts to scenic highways would occur (Threshold 3). In addition, because no new development or construction would occur under this alternative, there would be no new sources of light or glare, which could result in a significant impact (Threshold 4). Therefore, the No Project/No Build Alternative would result in reduced aesthetic impacts compared to those identified for the Project.

5.5.1.2 Air Quality

Under the No Project/No Build Alternative, the Project area would not be redeveloped. The existing site operations would not impair the implementation of the Regional Air Quality Strategy and State Implementation Plan, as existing development was taken into account in the preparation of those documents (Threshold 1). No demolition, grading, or construction would occur. Air emissions associated with existing land uses would continue (Threshold 2). No objectional odors or exposure to toxic air contaminants and carbon monoxide (CO) hotspots would occur, because there would be no increase in vehicle trips (Thresholds 3 and 4). While the Project would not result in significant impacts to air quality, the No Project/No Build Alternative's impacts to air quality would be relatively less than the Project's impacts.

5.5.1.3 Biological Resources

Under the No Project/No Build Alternative, the Project area would not be redeveloped, and construction and operational activities associated with the Project would not occur. This alternative would not have the potential to result in impacts to sensitive wildlife including foraging seabirds and shorebirds, nesting birds and raptors, sensitive roosting bats, and marine mammals because no construction would occur and would not require mitigation to reduce these impacts (Threshold 1). The No Project/No Build Alternative would also not result in direct or indirect impacts to essential fish habitat or eel grass beds (Threshold 2) and jurisdictional aquatic resources (Threshold 3), as shoreline repair and replacement would occur and would not require mitigation to reduce these impacts. In addition, the No Project/No Build Alternative would not have the potential to result in significant indirect impacts to wildlife movement corridors and habitat linkages, specifically migratory birds from increased lighting and bird strikes on the new buildings and bird entanglement on the barrier netting system, because the Topgolf visitor-serving attraction would not be constructed and would not require mitigation to reduce these impacts (Threshold 4). Finally, the No Project/No Build Alternative would not have the potential to conflict with local policies or ordinances protecting biological resources as no construction would occur. This alternative would not require mitigation to reduce these impacts (Thresholds 5 and 6). Therefore, the No Project/No Development Alternative would result in reduced biological resources impacts compared to the Project.

5.5.1.4 Energy

Under the No Project/No Build Alternative, the Project area would not be redeveloped, and construction and operational activities associated with the Project would not occur. This alternative would not result in any impacts related to wasteful or inefficient energy use (Threshold 1) or conflict with a renewable or energy efficiency plan (Threshold 2). While the Project would not result in significant impacts to energy, this alternative's environmental impacts would be reduced compared to the Project.

5.5.1.5 Geology and Soils

Under the No Project/No Build Alternative, the Project area would not be redeveloped. No site grading or ground disturbance would occur that could result in impacts to seismic hazards (Threshold 1), soil erosion (Threshold 2), geological instability (Threshold 3), or expansive soils (Threshold 4). Therefore, the No Project/No Build Alternative would result in reduced impacts to geology and soils compared to the Project.

5.5.1.6 Greenhouse Gas Emissions

Under the No Project/No Build Alternative, site redevelopment and associated construction would not occur. Greenhouse gas (GHG) emissions associated with construction equipment, construction vehicles (e.g., haul trucks and vendor/delivery trucks), and worker vehicles would be avoided compared to the Project. Therefore, generation of construction-related GHG emissions would be reduced under the No Project/No Build Alternative compared to the Project (Threshold 1). Operational activities associated with existing uses would continue to be consistent with the 2022 Scoping Plan and District Climate Action Plan (CAP) because these uses were accounted for in the existing emissions inventory. Because no redevelopment would occur, the No Project/No Build Alternative would not result in additional vehicle trips, and there would be no conflict with priority GHG reduction strategies and actions specifically for reducing regional VMT (Threshold 2). This alternative would have no GHG emissions impact and, therefore, would eliminate the significant and unavoidable impact identified for the Project. Therefore, the No Project/No Build Alternative would result in reduced GHG emissions impacts compared to the Project.

5.5.1.7 Hazards and Hazardous Materials

The No Project/No Build Alternative would not create a significant hazard to the public or the environment through the routine transportation, use, or disposal of hazardous materials as part of project construction or operation (Threshold 1). Under the No Project/No Build Alternative, the Project area would continue to operate with the existing uses, and no site redevelopment would occur. The existing on-site buildings would not be demolished, and no construction activities would occur. Unlike the Project, this alternative

would not propose construction or grading activities that would exacerbate the release of adverse hazards and hazardous materials and would not require mitigation to reduce these impacts (Thresholds 2 and 4). Therefore, the No Project/No Build Alternative would result in reduced impacts associated with exposure of construction workers to a release of hazardous materials.

Compared to the Project, the No Project/No Build Alternative would not be required to obtain a consistency determination from the San Diego County Regional Airport Authority and requirement to obtain a Federal Aviation Administration (FAA) determination of no hazard to air navigation in accordance with the San Diego International Airport (SDIA) Airport Influence Area (AIA) and the Naval Air Station North Island (NASNI) Airspace Protection Boundary because no redevelopment would occur (Threshold 5). In addition, the No Project/No Build Alternative would not physically interfere with an Emergency Response Plan or Emergency Evacuation Plan because no redevelopment would occur (Threshold 6). The No Project/No Build Alternative would result in reduced hazards and hazardous materials impacts compared to the Project.

5.5.1.8 Hydrology and Water Quality

Under the No Project/No Build Alternative, no disturbance to the existing site would occur. Therefore, the No Project/No Build Alternative would not violate any water quality standards (Threshold 1), decrease groundwater resources (Threshold 2), alter existing drainage patterns or create runoff water (Threshold 3), expose people to the release of pollutants from a flood seiche, or tsunami, or mudflow (Threshold 4) or conflict with a water quality control plan (Threshold 5), and no mitigation measures would be required. While the Project would not result in significant impacts to hydrology and water quality, this alternative's environmental impacts would be reduced compared to the Project.

5.5.1.9 Land Use and Planning

Under the No Project/No Build Alternative, development of the Project area would not occur and the current uses on the Project area would remain. No impacts relative to the physical division of an established community (Threshold 1) or conflicts with adopted land use plans would occur (Threshold 2). While the Project would not result in significant impacts to land use and planning, this alternative's environmental impacts would be reduced compared to the Project.

5.5.1.10 Noise

Under the No Project/No Build Alternative, the Project area would continue to operate with the existing uses. The noise levels generated by the existing operations would continue under this alternative. No new operational noise sources would be created within

the surrounding community because increased traffic associated with the Project would not occur (Threshold 1). In addition, no construction noise or vibration would occur because the site would not be redeveloped (Threshold 2). In addition, no redevelopment would occur within the SDIA's 60–65 dB CNEL contour range (Threshold 5). While the Project would not result in significant impacts to noise, this alternative's environmental impacts would be reduced compared to the Project.

5.5.1.11 Public Services

Under the No Project/No Build Alternative, existing conditions would remain the same since no development would occur. The site would continue to operate under existing conditions and not impact service ratios, response times, or other performance objectives compared to the Project (Threshold 1). Similar to the Project, no new facilities or improvements to existing public facilities would be required to serve this alternative, the construction of which could cause significant environmental impacts. While the Project would not result in significant impacts to public services and facilities, this alternative's environmental impacts would be reduced compared to the Project.

5.5.1.12 Recreation

Under the No Project/No Build Alternative, the site would continue to operate with the existing rental car facilities, and no redevelopment or transportation improvements would be implemented. The site would continue to operate under existing conditions and would not cause substantial physical deterioration of the existing recreational facilities (Threshold 1). The No Project/No Build Alternative would not construct new recreational facilities and open space that would result in impacts on the environment compared to the Project (Threshold 2). While the Project would not result in significant impacts to recreation, this alternative's environmental impacts would be reduced compared to the Project.

5.5.1.13 Transportation

Under the No Project/No Build Alternative, the site would continue to operate with the existing rental car facilities, and no redevelopment or transportation improvements would be implemented. Because no redevelopment would occur, the No Project/No Build Alternative would not result in additional vehicle trips, and there would be no increase in VMT compared to existing conditions (Threshold 2). This alternative would have no transportation and circulation impact and therefore would eliminate the significant and unavoidable VMT impact associated with Topgolf and the waterfront park identified for the Project.

Under the No Project/No Build Alternative, existing conditions would remain the same since no development would occur. Similar to the Project, there would be no conflict with transportation-related plans or policies (Threshold 1), no traffic hazards would be created

under this alternative (Threshold 3), and no inadequate emergency access would occur (Threshold 4). The significant and unavoidable VMT impact identified for the Project would not occur under this alternative. Therefore, the No Project/No Build Alternative would result in reduced transportation and circulation impacts compared to the Project.

5.5.1.14 Tribal Cultural Resources

Under the No Project/No Build Alternative, there would be no disturbance to unknown potentially significant tribal cultural resources (Threshold 1). While the Project would not result in significant impacts to tribal cultural resources, this alternative's environmental impacts would be reduced compared to the Project.

5.5.1.15 Utilities and Service Systems

Under the No Project/No Build Alternative, supply and demand for sewer, water, gas, and electric services would continue as they are today. The No Project/No Build Alternative would not trigger the need for new or expansion of stormwater facilities, sewer, water facilities, communication systems, or electrical and gas distribution because no redevelopment would occur (Thresholds 1, 2, and 3). The No Project/No Build Alternative would not result in an impact to solid waste, as no construction waste or increased operational waste generation would occur (Thresholds 4 and 5). While the Project would not result in significant impacts to utilities and service systems, this alternative's environmental impacts would be incrementally reduced compared to the Project.

5.5.1.16 Relationship to Project Objectives

The No Project/No Build Alternative would not meet any of the project objectives, as no development of the Project area would occur. The three car rental facilities would remain in the Project area; therefore, the No Project/No Build Alternative would not meet Project Objective 1 because it would not provide a new combined visitor-serving commercial, dining, entertainment, and/or recreation opportunity where there currently is none. The alternative would not meet Objective 4 because it would not provide redevelopment that maximizes economic benefits with commercial uses to assist in funding the expansion and enhancement of public access and road improvements. The No Project/No Build Alternative would also not enhance public access to the tidelands as it would not develop a new waterfront park and promenade that opens up public views to the bay (Objective 2) and would not provide visitor-serving development that promotes the public's enjoyment of public trust lands consistent with the Public Trust Doctrine's commerce and recreation uses (Objective 5). The No Project/No Build Alternative would not meet Project Objective 3 because it would not reconfigure Liberator Way to enhance traffic flow and improve non-automobile linkages.

5.5.2 Analysis of Reduced Topgolf Alternative

Compared to the Project, the Reduced Topgolf Alternative would redevelop the site with a reduced Topgolf visitor-serving attraction and would include improvements to Liberator Way and construction of the waterfront park.

5.5.2.1 Aesthetics

Compared to the Project, under this alternative the development intensity would be reduced because of the smaller Topgolf visitor-serving attraction. The Reduced Topgolf Alternative would have a reduced less than significant impact on views available from the five key view points during both day and nighttime compared to the Project since the overall bulk and scale would be reduced (Threshold 1). Under this alternative, the building would be reduced in height to one story and the barrier netting system would be reduced in height due to the reduced building height and limited number of hitting bays compared to the Project. However, similar to the Project, the Reduced Topgolf Alternative would be set back from the waterfront and would be behind the viewer based on the orientations of the scenic vistas and, therefore, be outside the viewsheds of these two scenic vista areas. Similar to the Project, the Reduced Topgolf Alternative is not near a state scenic highway and no designated scenic resources, rock outcroppings, or historic buildings are on or in the immediate vicinity (Threshold 2). In addition, similar to the Project, under the Reduced Topgolf Alternative, the redevelopment of the site would enhance the visual character and quality of the area and would not conflict with zoning or other regulations governing visual character (Threshold 3). Finally, similar to the Project, the Reduced Topgolf Alternative would include sports lighting and design screens but at a reduced intensity compared to the Project (Threshold 4). While impacts related to light and glare would be reduced compared to the Project, the Reduced Topgolf Alternative would still exceed the thresholds for both spill light and glare, and mitigation measures would be required to reduce impacts to less than significant.

5.5.2.2 Air Quality

Similar to the Project, the Reduced Topgolf Alternative would be consistent with the growth projections and emissions forecasts used because the land uses would be similar to the Project and would be consistent with the PMPU's goal to increase commercial developments and create new recreation open spaces on EHI (Threshold 1). Compared to the Project, the Reduced Topgolf Alternative would result in reduced construction and operational air pollutant emissions due to the reduced size of the Topgolf visitor-serving attraction compared to the Project and would result in fewer vehicle trips (Threshold 2). In addition, this alternative could result in reduced diesel particulate matter emissions from construction activities compared to the Project due to the reduction in construction

activities (Threshold 3). Finally, the Reduced Topgolf Alternative would result in fewer odor emissions from construction activities and operations emitting odors due to the reduction in construction activities and operations emitting odors due to reduced development intensity (Threshold 4).

5.5.2.3 Biological Resources

This alternative would have similar impacts to sensitive wildlife including foraging seabirds and shorebirds, nesting birds and raptors, sensitive roosting bats, and marine mammals due to temporary displacement of individuals and temporary removal of the species' suitable habitat during construction activities. Under this alternative, significant indirect impacts to sensitive wildlife species, specifically foraging birds, raptors, seabirds, and shorebirds, would still occur however to a lesser extent compared to the Project as the barrier netting system would be reduced in height due to the reduced building height and limited number of hitting bays compared to the Project (Threshold 1). However, this alternative would still require mitigation. Similar to the Project, direct and indirect impacts to sensitive vegetation communities, essential fish habitat, eel grass beds, and jurisdictional aquatic resources would occur in the event a barge is used during the shoreline repair and replacement (Thresholds 2 and 3). Compared to the Project, the Reduced Topgolf Alternative would have the potential to result in significant indirect impacts to wildlife movement corridors and habitat linkages, specifically migratory birds from increased lighting and bird strikes on the new buildings and the barrier netting system but to a lesser extent due to the reduced size of the Topgolf visitor-serving attraction (Threshold 4). Similar to the Project, this alternative could result in conflicts with local policies or ordinances protecting biological resources, resulting in a potentially significant impact (Threshold 5). Finally, similar to the Project, the Reduced Topgolf Alternative is not within a City Multiple Species Conservation Program Subarea Plan, and the District is not an enrolled agency in the Natural Community Conservation Plan Program (Threshold 6).

5.5.2.4 Energy

This alternative would result in less intensive impacts regarding wasteful and inefficient energy usage because less energy would be required to construct a reduced Topgolf visitor-serving attraction and less energy would be consumed during operation (Threshold 1). In addition, similar to the Project, this alternative would be required to comply with the PMPU, the District CAP, state goals outlined in the California Air Resources Board 2022 Scoping Plan for consistency with renewable or energy efficiency plan (Threshold 2).

5.5.2.5 Geology and Soils

Similar to the Project, the Reduced Topgolf Alternative would be required to implement recommendations from the geotechnical investigation to minimize potential safety risks caused by seismic-related ground failure, including liquefaction, and would be required to conform to the CBC (Threshold 1). Similar to the Project, the Reduced Topgolf Alternative would require earth-disturbing activities associated with construction that may result in erosion (Threshold 2). Temporary erosion and sedimentation impacts during construction would be addressed through conformance with applicable elements of the District's storm water program and related National Pollutant Discharge Elimination System requirements. In addition, similar to the Project, a landscaping plan would include a mix of trees, shrubs, and ground cover, which would further minimize soil erosion and topsoil loss after construction. Similar to the Project, the Reduced Topgolf Alternative would be required to comply with applicable regulatory requirements and the site-specific recommendations in the Geotechnical and Fault Hazard Report and Geology and Soils Technical Study that would reduce impacts related to geological instability caused by liquefaction-induced settlement (Threshold 3). Similar to the Project, the Reduced Topgolf Alternative may encounter expansive soils during construction in the on-site undocumented fill and would be required to comply with requirements of the CBC and implement the recommendations in site-specific studies to ensure that impacts to people or structures would be reduced to an acceptable level of risk (Threshold 4). Finally, similar to the Project, the Reduced Topgolf Alternative would have little or no potential to uncover paleontological resources during grading, excavation, or construction activities (Threshold 5).

5.5.2.6 Greenhouse Gas Emissions

Similar to the Project, the Reduced Topgolf Alternative would result in GHG emissions related to construction activities and operation. Similar to the Project, the Reduced Topgolf Alternative would result in significant impacts related to 2022 Scoping Plan and District CAP consistency because it would not contribute to a regional VMT reduction due to the Topgolf visitor-serving attraction and waterfront park uses. However, the increase in VMT would be less compared to the Project due to the reduced Topgolf visitor-serving attraction accommodating fewer visitors (Threshold 1). However, similar to the Project, the Reduced Topgolf Alternative would be required to implement a Transportation Demand Management Plan. However, implementation would not reduce the total VMT due to the unique characteristic of the proposed land use under this alternative as a regional entertainment center. Therefore, impacts related to 2022 Scoping Plan and District CAP consistency would be reduced, but not to a level below significant and would remain significant and unavoidable (Threshold 2).

5.5.2.7 Hazards and Hazardous Materials

Similar to the Project, the Reduced Topgolf Alternative would not create a significant hazard to the public or the environment through the routine transportation, use, or disposal of hazardous materials as part of project construction or operation (Threshold 1). Although development intensity would be reduced, development would occur in the same footprint as the Project. Therefore, similar to the Project, the Reduced Topgolf Alternative has the potential to encounter known contaminated or undocumented contaminated soil and/or groundwater during grading, excavations, and the use of a barge, and release hazardous materials to the environment (Threshold 2). In addition, similar to the Project, demolition activities under this alternative could create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment including asbestos containing materials and lead based paints and impacts would be significant. In addition, the Reduced Topgolf Alternative would not be located within 0.25 mile of a school (Threshold 3). Under this alternative, the overall development footprint would be the same as the Project and therefore would be included on the list of hazardous materials (Threshold 4). Similar to the Project, implementation of mitigation would be required to reduce impacts to a less than significant level.

Similar to the Project, the Project area is within the SDIA AIA and within the NASNI Airspace Protection Boundary. Compliance with the SDMC Article 2, Division 15, requirement to obtain a consistency determination from the San Diego County Regional Airport Authority and requirement to obtain an FAA determination of no hazard to air navigation in accordance with the SDIA AIA and the NASNI Airspace Protection Boundary would ensure impacts would be less than significant (Threshold 5). Similar to the Project, the Reduced Topgolf Alternative would be consistent with requirements for emergency vehicle access, and no components of the alternative would impair the implementation of or compliance with an adopted evacuation plan (Threshold 6). Finally, similar to the Project, the Reduced Topgolf Alternative is in an urbanized area of the City surrounded by commercial uses, is not adjacent to wildland areas, and is not in an area identified as a Very High Fire Hazard Severity Zone; therefore, no impact would occur (Threshold 7).

5.5.2.8 Hydrology and Water Quality

Under this alternative, the overall development footprint would be the same as the Project. Compared to the Project, the Reduced Topgolf Alternative would result in similar construction-generated and long-term operational pollutants (Threshold 1). However, construction-generated pollutants would be temporary and addressed through preparation of a Project-specific Stormwater Pollution Prevention Plan that would include construction BMPs. However, similar to the Project, this alternative would include waterside construction

due to shoreline repair, which could result in the disruption of sediments and increasing turbidity resulting in temporary impacts to water quality. Similar to the Project, mitigation measures would be required to reduce impacts to less than significant.

Similar to the Project, the Reduced Topgolf Alternative would be required to incorporate post-construction (or permanent) site design, source control, and treatment control BMPs required by the District's BMP Design Manual. Similar to the Project, this alternative would not require the use of groundwater supplies and no groundwater wells would be drilled (Threshold 2).

Similar to the Project, the Reduced Topgolf Alternative would be required to reduce runoff volumes and rates of surface runoff compared to existing conditions and would not substantially alter existing drainage patterns along the Project corridor or within the immediate vicinity in a manner that would result in flooding on or off site, create or contribute runoff water that would exceed the capacity of existing or planned stormwater drainage systems, or provide substantial additional sources of polluted runoff (Threshold 3).

Similarly, under this alternative, the potential for tsunami to occur in the Project area exists. The implementation of construction BMPs would reduce the risk of releasing pollutants from the Project area during construction (Threshold 4). The Reduced Topgolf Alternative would implement similar pervious features compared to the Project which would result in the reduction of the pollutant sources compared to existing conditions. Finally, similar to the Project, under the Reduced Topgolf Alternative, the application of construction BMPs to address potential discharges of pollutants to stormwater, would reduce short-term water quality impacts from this alternative and would not cause a conflict with or obstruct the implementation of the San Diego Basin Plan (Threshold 5).

5.5.2.9 Land Use and Planning

Similar to the Project, the Reduced Topgolf Alternative would result in a less than significant impact related to physical division of an established community because the alternative would occur within the boundaries of the Project area and would not include the permanent closure of any surrounding travel routes or the construction of a freeway or other large infrastructure (Threshold 1). Similar to the Project, this alternative would not conflict with local land use plans including the PMP, PMPU, CCA, California Public Trust Doctrine, San Diego International Airport Land Use Compatibility Plan, North Island Airport Land Use Compatibility Plan, San Diego Integrated Natural Resources Management Plan, and California Coastal Commission 2018 Sea Level Rise Policy Guidance/Ocean Protection Council State of California Sea Level Rise Guidance: 2024 Science and Policy Update, and San Diego Association of Governments (SANDAG) 2025 Regional Plan (Threshold 2).

5.5.2.10 Noise

Similar to the Project, construction of this alternative would result in less than significant construction noise impacts due to similar types of construction activities and equipment, however, the duration and intensity would be less due to the reduced Topgolf visitor-serving attraction (Threshold 1). Similar to the Project, the Reduced Topgolf Alternative would result in less than significant impacts from operational noise sources, however to a lesser extent due to the reduced Topgolf visitor-serving attraction accommodating fewer visitors (Threshold 1). In addition, this alternative would result in similar less than significant operational traffic noise impacts, though also to a lesser extent due to reduced vehicle trips. Under this alternative, exposure to groundborne vibration would be temporary and limited to short-term operation of vibratory rollers, or similar equipment would be slightly reduced compared to the Project due to less construction needed for a smaller facility (Threshold 2). Similar to the Project, this alternative is within SDIA's 60–65 dB CNEL contour range and would be compatible within areas in the 60–65 dB CNEL contour range (Threshold 3). This alternative would be required to comply with FAA and Airport Land Use Commission regulations similar to the Project.

5.5.2.11 Public Services

Similar to the Project, visitors and employees resulting from buildout of the Reduced Topgolf Alternative would be adequately served by the San Diego Fire Department and would not require new or expanded fire protection facilities, however, on a reduced scale since the number of visitors and employees would be less (Threshold 1). Under the Reduced Topgolf Alternative, there would be no increase in response times for police protection services, and this alternative would not require new or expanded police protection services (Threshold 1).

5.5.2.12 Recreation

Similar to the Project, the Reduced Topgolf Alternative does not include residential uses that would increase population that would cause substantial physical deterioration of the existing recreational facilities (Threshold 1). In addition, similar to the Project, this alternative would include the construction of new recreation facilities but would not result in additional significant impacts beyond those already identified (Threshold 2).

5.5.2.13 Transportation

These improvements would be consistent with the City's Mobility Element, PMP, and PMPU. Similar to the Project, this alternative would not conflict with the PMP or the PMPU (Threshold 1). Similar to the Project, the Reduced Topgolf Alternative would construct a waterfront park and would result in an increase in VMT, which would result in a significant

VMT impact. However, similar to the Project the total VMT of the waterfront park and promenade component cannot be reduced to a less than significant level and impacts would remain significant and unavoidable. In addition, similar to the Project, it is anticipated that there would be an increase in VMT for the Topgolf visitor-serving attraction component at the site under this alternative but to a lesser extent than the Project due to the reduction in the number of hitting bays. However, under this alternative, a significant VMT impact would still occur. Similar to the Project, the Reduced Topgolf Alternative would be required to implement transportation demand measures but similar to the Project the measures are not anticipated to reduce the total VMT of the Topgolf component and impacts would remain significant and unavoidable (Threshold 2).

Similar to the Project, the Reduced Topgolf Alternative would include the realignment of the existing Liberator Way to enhance traffic flow through the area and all driveways and associated transportation improvements would be constructed in accordance with District standards. In addition, compared to the Project, the Reduced Topgolf Alternative would include sports lighting and design screens but at a reduced intensity compared to the Project. However, light spillage onto Harbor Drive would still occur due to the horizontal angle the lights would be configured to light the outfield resulting in an increase in hazards which would result in a significant impact. Similar to the Project, implementation of mitigation would be required to reduce impacts to less than significant (Threshold 3). In addition, similar to the Project, the realignment of the existing Liberator Way is intended to enhance traffic flow through the area and would not impact emergency access (Threshold 4).

5.5.2.14 Tribal Cultural Resources

Similar to the Project, the Reduced Topgolf Alternative would not result in an adverse change to Tribal cultural resources because the site disturbance area would be the same and there is little to no potential for archaeological resources or Tribal cultural resources to be unearthed during construction activities (Threshold 1). Therefore, the Reduced Topgolf Alternative would result in similar Tribal cultural resources impacts as identified for the Project.

5.5.2.15 Utilities and Service Systems

Similar to the Project, the Reduced Topgolf Alternative would require the relocation and modification of existing utilities, these improvements are included as part of the alternative, and impacts are analyzed throughout other resource topics (Threshold 1). Once implemented, the proposed utilities improvements would be similar to existing conditions and adequate for utilities needs such that new or expanded facilities would not be necessary. Compared to the Project, the Reduced Topgolf Alternative would increase the demand on water supply and wastewater capacity but not as much as the Project due

to the reduced size of the Topgolf visitor-serving attraction (Threshold 2 and 3). Similar to the Project, water supplies and wastewater capacity would be available to serve this alternative. Similar to the Project, this alternative would increase the volume of solid waste but to a lesser extent than the Project, that enters the landfill and would be required to comply with the City's Recycling Ordinance and prepare waste management plans to manage ongoing operational waste (Threshold 4). Similar to the Project, this alternative would not generate waste in excess of state or local standards and would comply with applicable solid waste regulations (Threshold 5).

5.5.2.16 Relationship to Project Objectives

The Reduced Topgolf Alternative would partially meet Project objectives 1 and 4 as it would provide new combined visitor-serving commercial, dining, entertainment, and recreation opportunities where there currently are none (Objective 1) and provide redevelopment that maximizes economic benefits with commercial uses to assist in funding the expansion and enhancing public access and road improvements (Objective 4) but not to the same extent as the Project, as the visitor-serving attraction would be reduced compared to the Project. The Reduced Topgolf Alternative would include the construction of a new waterfront park and promenade that would enhance public access to the Tidelands (Objective 2) and would provide new visitor-serving development that promotes the public's enjoyment of public trust lands consistent with the Public Trust Doctrine's commerce and recreation uses (Objective 5). In addition, the Reduced Topgolf Alternative would meet Objective 3 because it would provide improvements to Liberator Way to enhance traffic flow and improve non-automobile linkages through multimodal improvements.

5.5.3 Analysis of Other Visitor-Serving Commercial Use Alternative

Compared to the Project, the Other Visitor-Serving Commercial Use Alternative would develop the site with an alternative visitor-serving commercial use venue in place of Topgolf and would include improvements to Liberator Way and construction of the waterfront park and promenade.

5.5.3.1 Aesthetics

Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would have a reduced less than significant impact on views available from the five key view points during both day and nighttime because the overall bulk and scale would be reduced. Under this alternative the building would be one story and would not include netting or poles compared to the Project. However, similar to the Project, the expansive views of the open water of San Diego Bay and the view of the San Diego downtown skyline would not be impacted by this alternative (Threshold 1). Similar to the Project, the Other Visitor-Serving Commercial Use Alternative is not near a state scenic highway and no designated

scenic resources, rock outcroppings, or historic buildings are on or in the immediate vicinity (Threshold 2). In addition, similar to the Project, under the Other Visitor-Serving Commercial Use Alternative, the redevelopment of the site would enhance the visual character and quality of the area and would not conflict with zoning or other regulations governing visual character (Threshold 3). Finally, under the Other Visitor-Serving Commercial Use Alternative, the site would not be developed with a Topgolf visitor-serving attraction and would not include sports lighting facing an outfield or design screens and would not exceed the thresholds for both spill light and glare compared to the Project (Threshold 4). No significant impact would occur, and no mitigation measures would be required under this alternative.

5.5.3.2 Air Quality

Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would be consistent with the growth projections and emissions forecasts used because the land uses would be similar to the Project and would be consistent with the PMPU's goal to increase commercial developments and create new recreation open spaces on EHI (Threshold 1). Compared to the Project, the Other Visitor-Serving Commercial Use Alternative would result in similar construction and operational air pollutant emissions. Similar to the Project, following construction, the Other Visitor-Serving Commercial Use Alternative would result in an increase in regional VMT, as this alternative would also be a regionally serving attraction (Threshold 2). However, similar to the Project, additional VMT associated with this alternative would not be significant such that there would be increases in delay at signalized intersections resulting in CO hotspot or exposure of sensitive receptors. In addition, this alternative would result in similar diesel particulate matter emissions from construction activities compared to the Project (Threshold 3). Finally, compared to the Project, the Other Visitor-Serving Commercial Use Alternative would result in similar emissions of short-term odors during construction and does not include land uses typically associated with emitting objectionable odors (Threshold 4).

5.5.3.3 Biological Resources

This alternative would have similar impacts to sensitive wildlife, including foraging seabirds and shorebirds, nesting birds and raptors, sensitive roosting bats, and marine mammals, due to temporary displacement of individuals and temporary removal of the species' suitable habitat from construction activities. However, significant indirect impacts to sensitive wildlife species, specifically foraging birds, raptors, seabirds, and shorebirds, would not occur as the barrier netting system would not be constructed under this alternative and mitigation would not be required (Threshold 1). Similar to the Project, direct and indirect impacts to sensitive vegetation communities, essential fish habitat, eelgrass beds, and jurisdictional aquatic resources would occur in the event a barge is used during

the shoreline repair and replacement (Thresholds 2 and 3). Compared to the Project, the Other Visitor-Serving Commercial Use Alternative would not have the potential to result in significant indirect impacts to wildlife movement corridors and habitat linkages, specifically migratory birds from increased lighting and bird strikes on the new buildings and the barrier netting system because the Topgolf visitor-serving attraction would not be constructed (Threshold 4). Mitigation would not be required. Similar to the Project, due to direct and indirect impacts to sensitive vegetation communities and jurisdictional aquatic resources, this alternative has the potential to conflict with local policies or ordinances protecting biological resources requiring mitigation (Threshold 5). Finally, similar to the Project, the Other Visitor-Serving Commercial Use Alternative is not within the City Multiple Species Conservation Program Subarea Plan, and the District is not an enrolled agency in the Natural Community Conservation Plan Program (Threshold 6).

5.5.3.4 Energy

This alternative would result in similar impacts regarding wasteful and inefficient energy usage during construction and operation, although an Other Visitor-Serving Commercial Use would likely use less energy than the proposed Topgolf (Threshold 1). In addition, similar to the Project, this alternative would be required to comply with the PMPU, the District CAP, state goals outlined in the California Air Resources Board 2022 Scoping Plan for consistency with renewable or energy efficiency plan (Threshold 2).

5.5.3.5 Geology and Soils

Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would be required to demonstrate compliance with California Building Code (CBC) design measures and standards and recommendations listed in the site-specific Geotechnical and Fault Rupture Hazard Report to minimize potential safety risks caused by seismic-related ground failure, including liquefaction (Threshold 1). Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would require earth-disturbing activities associated with construction that may result in erosion, which would be addressed through conformance with applicable elements of the District's stormwater program and related National Pollutant Discharge Elimination System requirements (Threshold 2). In addition, similar to the Project, proposed landscaping for this alternative would include a mix of trees, shrubs, and ground cover, which would further minimize soil erosion and topsoil loss after construction. Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would be required to comply with applicable regulatory requirements and the site-specific recommendations in the Geotechnical and Fault Hazard Report and Geology and Soils Technical Study that would reduce impacts related to geological instability caused by liquefaction-induced settlement (Threshold 3). Similar to the Project, the Other Visitor-Serving Commercial Use Alternative may encounter

expansive soils during construction and would be required to comply with requirements of the CBC and implement the recommendations in site-specific studies to ensure that impacts to people or structures would be reduced to an acceptable level of risk (Threshold 4). Finally, similar to the Project, the Other Visitor-Serving Commercial Use Alternative would have little or no potential to uncover paleontological resources during grading, excavation, or construction activities because the paleontological sensitivity for Project area is considered low or none (Threshold 5).

5.5.3.6 Greenhouse Gas Emissions

Similar to the Project, the Other Visitor-Service Commercial Use Alternative would result in GHG emissions related to construction activities and operation. Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would result in significant impacts related to 2022 Scoping Plan and District CAP consistency because it would not contribute to a regional VMT reduction due to the visitor-serving commercial use and waterfront park (Threshold 1). However, the increase in VMT would be slightly reduced compared to the Project due to the reduction in patrons due to the reduction in available hitting bays. Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would be required to implement a Transportation Demand Management Plan. However, implementation would not reduce the total VMT due to the unique characteristic of the proposed land use under this alternative as a regional entertainment center. Therefore, impacts related to 2022 Scoping Plan and District CAP consistency would be reduced, but not to a level below significant (Threshold 2). Similar to the Project, under this alternative, impacts would remain significant and unavoidable.

5.5.3.7 Hazards and Hazardous Materials

Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would not create a significant hazard to the public or the environment through the routine transportation, use, or disposal of hazardous materials as part of project construction or operation (Threshold 1). The development footprint would remain the same. Therefore, similar to the Project, the Other Visitor-Serving Commercial Use Alternative would have the potential to encounter known contaminated or undocumented contaminated soil and/or groundwater during grading and excavations and the use of a barge. In addition, similar to the Project, demolition activities under this alternative could create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment including asbestos containing materials and lead based paints and impacts would be significant (Threshold 2). In addition, similar to the Project, the Other Visitor-Serving Commercial Use Alternative would not be located within 0.25 mile of a school (Threshold 3). Under this alternative, the overall development footprint would be the same as the Project and

therefore would be included on the list of hazardous materials (Threshold 4). Similar to the Project, mitigation measures would be required to reduce impacts to less than significant.

Similar to the Project, the Project area is within the SDIA AIA and within the NASNI Airspace Protection Boundary. Compliance with the San Deigo Municipal Code (SDMC), Article 2, Division 15, requirement to obtain a consistency determination from the San Diego County Regional Airport Authority and the requirement to obtain an FAA determination of no hazard to air navigation if cranes were proposed to be used for construction in accordance with the SDIA AIA and the NASNI Airspace Protection Boundary would ensure impacts would be less than significant (Threshold 5). In addition, similar to the Project, the Other Visitor-Serving Commercial Use Alternative would be consistent with requirements for emergency vehicle access, and no components of the alternative would impair the implementation of or compliance with an adopted evacuation plan (Threshold 6). Finally, similar to the Project, the Other Visitor-Serving Commercial Use Alternative is in an urbanized area of the City surrounded by commercial uses, is not adjacent to wildland areas, and is not in an area identified as a Very High Fire Hazard Severity Zone; therefore, no impact would occur (Threshold 7).

5.5.3.8 Hydrology and Water Quality

The development would occur in the same development area as the Project. The Other Visitor-Serving Commercial Use Alternative would result in similar construction-generated and long-term operational pollutants compared to the Project. Construction-generated pollutants would be temporary and addressed through preparation of a Project-specific Stormwater Pollution Prevention Plan that would include construction best management practices (BMPs). However, similar to the Project, this alternative would include waterside construction due to shoreline repair which could result in the disruption of sediments and increased turbidity resulting in temporary impacts to water quality (Threshold 1). Similar to the Project, mitigation measures would be required to reduce impacts to less than significant.

Post construction, the Other Visitor-Serving Commercial Use Alternative would be required to incorporate post-construction (or permanent) site design, source control, and treatment control BMPs required by the Port of San Diego BMP Design Manual, which would reduce the possible discharge of potential pollutants, similar to the Project. In addition, similar to the Project, this alternative would not require the use of groundwater supplies and no groundwater wells would be drilled (Threshold 2).

Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would be required to reduce runoff volumes and rates of surface runoff compared to existing conditions and would not substantially alter existing drainage patterns along the Project corridor or within the immediate vicinity in a manner that would result in flooding on or off

site, create or contribute runoff water that would exceed the capacity of existing or planned stormwater drainage systems, or provide substantial additional sources of polluted runoff (Threshold 3).

Similarly, under this alternative, the potential for tsunami to occur in the Project area exists. The implementation of construction BMPs would reduce the risk of releasing pollutants from the Project area during construction (Threshold 4). The Other Visitor-Serving Commercial Use Alternative would implement similar pervious features compared to the Project, which would result in the reduction of the pollutant sources compared to existing conditions.

Similar to the Project, under the Other Visitor-Serving Commercial Use Alternative, the application of construction BMPs to address potential discharges of pollutants to stormwater, would reduce short-term water quality impacts from this alternative and would not cause a conflict with or obstruct the implementation of the San Diego Basin Plan (Threshold 5).

5.5.3.9 Land Use and Planning

Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would result in a less than significant impact related to physical division of an established community because the alternative would occur within the boundaries of the Project area and would not include the permanent closure of any surrounding travel routes or the construction of a freeway or other large infrastructure (Threshold 1). Similar to the Project, this alternative would not conflict with local land use plans including the PMP, PMPU, CCA, California Public Trust Doctrine, San Diego International Airport Land Use Compatibility Plan, North Island Airport Land Use Compatibility Plan, San Diego Integrated Natural Resources Management Plan, California Coastal Commission 2018 Sea Level Rise Policy Guidance/Ocean Protection Council State of California Sea Level Rise Guidance: 2024 Science and Policy Update, and SANDAG 2025 Regional Plan (Threshold 2).

5.5.3.10 Noise

Similar to the Project, construction of this alternative would result in similar less than significant construction noise impacts due to similar types of construction activities and equipment. Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would result in less than significant impacts from operational noise sources due to a similar visitor-serving commercial use and waterfront park and promenade. In addition, this alternative would result in similar less than significant operational traffic noise impacts due to a similar visitor-serving commercial use proposed at the site compared to the Project (Threshold 1). Under this alternative, exposure to groundborne vibration would be temporary and limited to short-term operation of vibratory rollers, or similar equipment would be similar to the Project due to similar types of construction activities

and equipment (Threshold 2). Similar to the Project, this alternative is within SDIA's 60–65 dB CNEL contour range and would be compatible within areas in the 60–65 dB CNEL contour range (Threshold 3). This alternative would be required to comply with FAA and Airport Land Use Commission regulations similar to the Project.

5.5.3.11 Public Services

Similar to the Project, the increase in visitors and employees resulting from buildout of the Other Visitor-Serving Commercial Use Alternative would be adequately served by the San Diego Fire Department and would not require new or expanded fire protection facilities. Under the Other Visitor-Serving Commercial Use Alternative, there would be no increase in response times for police protection services and this alternative would not require new or expanded police protection services (Threshold 1).

5.5.3.12 Recreation

Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would include improvements to Liberator Way and the construction of the waterfront park. Similar to the Project, the Other Visitor-Serving Commercial Use Alternative does not include residential uses that would increase the population and cause substantial physical deterioration of the existing recreational facilities (Threshold 1). In addition, similar to the Project, this alternative would include the construction of new recreation facilities but would not result in additional significant impacts beyond those already identified (Threshold 2).

5.5.3.13 Transportation

Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would include improvements to Liberator Way and the construction of the waterfront park. Similar to the Project, improvements to Liberator Way would be consistent with the PMP and PMPU (Threshold 1). Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would construct a waterfront park and would result in an increase in VMT, which would result in a significant VMT impact. Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would be required to implement all feasible mitigation measures for the visitor-serving commercial use component but a significant transportation VMT impact would still occur. In addition, similar to the Project, it is anticipated that there would be an increase in VMT for the visitor-serving commercial use component at the site under this alternative, which would result in a significant VMT impact due to this alternative's similar unique characteristic as a regional entertainment center. The Other Visitor-Serving Commercial Use Alternative would be required to implement all feasible mitigation measures, but a significant transportation VMT impact would still occur (Threshold 2).

Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would include the realignment of the existing Liberator Way to enhance traffic flow through the area and all driveways and associated transportation improvement would be constructed in accordance with District standards (Threshold 3). In addition, since no Topgolf visitor-serving attraction is proposed under this alternative there would be no light spillage onto North Harbor Drive resulting in an increase in hazards and no significant impact would occur under this alternative. In addition, similar to the Project, the realignment of the existing Liberator Way is intended to enhance traffic flow through the area and would not impact emergency access. Since the Other Visitor-Serving Commercial Use Alternative would not include sports lighting facing an outfield or design screens and would not result in a hazard related to a design feature compared to the Project (Threshold 4).

5.5.3.14 Tribal Cultural Resources

Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would not result in an adverse change to Tribal cultural resources because the site disturbance area would be the same and there is little to no potential for archaeological resources or Tribal cultural resources to be unearthed during construction activities (Threshold 1).

5.5.3.15 Utilities and Service Systems

Similar to the Project, the Other Visitor-Serving Commercial Use Alternative would require the relocation and modification of existing utilities, these improvements are included as part of this alternative, and impacts are analyzed throughout other resource topics. Similar to the Project, once implemented, the proposed utilities improvements under this alternative would be similar to existing conditions and adequate for utilities needs such that new or expanded facilities would not be necessary (Threshold 1). Similar to the Project, sufficient water supplies and wastewater capacity would be available to serve this alternative (Threshold 2 and 3). Similar to the Project, this alternative would increase the volume of solid waste that enters the landfill and would be required to comply with the City's Recycling Ordinance and prepare waste management plans to manage ongoing operational waste (Threshold 4). Similar to the Project, this alternative would not generate waste in excess of state or local standards and would comply with applicable solid waste regulations (Threshold 5).

5.5.3.16 Relationship to Project Objectives

The Other Visitor-Serving Commercial Use Alternative would meet Project Objective 1 as it would provide a new combined visitor-serving commercial, dining, entertainment, and recreation opportunity where there is currently none. The Other Visitor-Serving Commercial Use Alternative would include the construction of a new waterfront park and promenade that would enhance public access to the Tidelands (Objective 2) and would

include a new visitor-serving development that promotes the public's enjoyment of public trust lands consistent with the Public Trust Doctrine's commerce and recreation uses (Objective 5). In addition, the Other Visitor-Serving Commercial Use Alternative would meet Objective 3 because it would reconfigure Liberator Way to enhance traffic flow and improve non-automobile linkages through multimodal improvements. The Other Visitor-Serving Commercial Use Alternative would meet Objective 4, as it would provide redevelopment that maximizes economic benefits with commercial uses to assist in funding the expansion and enhancement of public access and road improvements.

5.5.4 Analysis of All Park Alternative

Compared to the Project, the All Park Alternative would redevelop the site with an approximately 20-acre waterfront park and make improvements to Liberator Way but would not construct the Topgolf visitor-serving attraction.

5.5.4.1 Aesthetics

Compared to the Project, the All Park Alternative would not have an impact on views from the five key view points during both daytime and nighttime as no Topgolf building, barrier netting, or poles would be constructed (Threshold 1). Similar to the Project, the All Park Alternative is not near a state scenic highway and no designated scenic resources, rock outcroppings, or historic buildings are on or in the immediate vicinity (Threshold 2). In addition, similar to the Project, under the All Park Alternative, the redevelopment of the site would enhance the visual character and quality of the area and would not conflict with zoning or other regulations governing visual character (Threshold 3). Finally, under the All Park Alternative, the site would not be developed with a Topgolf visitor-serving attraction, would not include sports lighting or design screens, and would not exceed the thresholds for both spill light and glare (Threshold 4).

5.5.4.2 Air Quality

Similar to the Project, the All Park Alternative would be consistent with the growth projections and emissions forecasts used because the land uses would be similar to the Project and would be consistent with the PMPU's goal to create new recreational open spaces on EHI (Threshold 1). Compared to the Project, the All Park Alternative would result in reduced construction and operational air pollutant emissions due to the reduction in development intensity (Threshold 2). In addition, this alternative would result in reduced diesel particulate matter emissions due to the reduction in construction activities and, similar to the Project, would not have the potential to expose sensitive receptors to toxic air contaminants (Threshold 3). Finally, the All Park Alternative would result in fewer odor emissions due to the reduction in construction activities and

operations emitting odors due to reduced development intensity and the elimination of the Topgolf visitor-serving attraction (Threshold 4).

5.5.4.3 Biological Resources

This alternative would have similar impacts to sensitive wildlife including foraging seabirds and shorebirds, nesting birds and raptors, sensitive roosting bats, and marine mammals due to temporary displacement of individuals and temporary removal of the species' suitable habitat from construction activities. However, significant indirect impacts to sensitive wildlife species, specifically foraging birds, raptors, seabirds, and shorebirds, would not occur as the Topgolf barrier netting system would not be constructed and no mitigation measures would be required under this alternative (Threshold 1). Similar to the Project, direct and indirect impacts to sensitive vegetation communities, essential fish habitat, eelgrass beds, and jurisdictional aquatic resources would occur in the event a barge is used during the shoreline repair and replacement (Threshold 2 and Threshold 3). Compared to the Project, the All Park Alternative would not have the potential to result in significant indirect impacts to wildlife movement corridors and habitat linkages, specifically migratory birds from increased lighting and bird strikes on the new buildings and the barrier netting system because the Topgolf visitor-serving attraction would not be constructed (Threshold 4). Mitigation would not be required under this alternative. Similar to the Project, due to direct and indirect impacts to sensitive vegetation communities and jurisdictional aquatic resources, this alternative has the potential to conflict with local policies or ordinances protecting biological resources requiring mitigation (Threshold 5). Finally, similar to the Project, the All Park Alternative is not within the City Multiple Species Conservation Program Subarea Plan, and the District is not an enrolled agency in the Natural Community Conservation Plan Program (Threshold 6).

5.5.4.4 Energy

This alternative would result in less intensive impacts regarding wasteful and inefficient energy usage because less energy would be required to construct the development, and less energy would be consumed during operation due to the elimination of the Topgolf visitor-serving attraction (Threshold 1). In addition, similar to the Project, this alternative would be required to comply with the PMPU, the District CAP, state goals outlined in the California Air Resources Board 2022 Scoping Plan for consistency with renewable or energy efficiency plan (Threshold 2).

5.5.4.5 Geology and Soils

Similar to the Project, the All Park Alternative would be required to comply with the California Building Code to minimize potential safety risks caused by seismic-related ground failure, including liquefaction, for improvements associated with Liberator Way

(Threshold 1). However, no new structures would be constructed under the All Park Alternative. Similar to the Project, the All Park Alternative would require earth-disturbing activities associated with construction that may result in erosion. Temporary erosion and sedimentation impacts during construction would be addressed through conformance with applicable elements of the District's stormwater program and related National Pollutant Discharge Elimination System requirements. In addition, proposed landscaping would include a mix of trees, shrubs, and ground cover, which would further minimize soil erosion and topsoil loss after construction (Threshold 2). Similar to the Project, the All Park Alternative would be required to comply with applicable regulatory requirements and the site-specific recommendations in the Geotechnical and Fault Hazard Report and Geology and Soils Technical Study that would reduce impacts related to geological instability caused by liquefaction-induced settlement but on a reduced scale since no large structures would be built (Threshold 3). Similar to the Project, the All Park Alternative may encounter expansive soils during construction of a restroom in the on-site undocumented fill and would be required to comply with requirements of the CBC and implement the recommendations in site-specific studies to ensure that impacts to people or structures would be reduced to an acceptable level of risk (Threshold 4). Finally, similar to the Project, the All Park Alternative would have little or no potential to uncover paleontological resources during grading, excavation, or construction activities (Threshold 5).

5.5.4.6 Greenhouse Gas Emissions

Compared to the Project, the All Park Alternative would result in reduced construction and operational GHG emissions due to the reduction in development intensity (Threshold 1). Similar to the Project, the All Park Alternative would result in significant impact related to 2022 Scoping Plan and District CAP consistency because it would not contribute to a regional VMT reduction due to the proposed waterfront park (Threshold 2). However, the increase in VMT related to Topgolf would not occur under this alternative and a Transportation Demand Management Plan would not be implemented since the California Air Pollution Control Officers Association does not provide measures applicable for park/open space. Therefore, under this alternative, impacts related to 2022 Scoping Plan and District CAP consistency would be reduced, but not to a level below significant.

5.5.4.7 Hazards and Hazardous Materials

Similar to the Project, the Reduced Topgolf alternative would not create a significant hazard to the public or the environment through the routine transportation, use, or disposal of hazardous materials as part of project construction or operation (Threshold 1). Although development intensity would be reduced, development would occur in the same development area as the Project. Therefore, similar to the Project, the All Park Alternative has the potential to encounter known contaminated or undocumented

contaminated soil and/or groundwater during grading, excavations and use of a barge and release hazardous materials to the environment. In addition, similar to the Project, demolition activities under this alternative could create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment including asbestos containing materials and lead based paints and impacts would be significant (Threshold 2). Under this alternative, the overall development footprint would be the same as the Project and therefore would not be located within 0.25 mile of a school (Threshold 3). However, under this alternative the overall development footprint would be included on the list of hazardous materials (Threshold 4). Similar to the Project, implementation of mitigation would be required to reduce impacts to less than significant.

Similar to the Project, the Project area is within the SDIA AIA and within the NASNI Airspace Protection Boundary. Since the All Park Alternative would not construct any occupied structures, compliance with the SDMC Article 2, Division 15, and requirement to obtain an FAA determination of no hazard to air navigation in accordance with the SDIA AIA and the NASNI Airspace Protection Boundary would not be required compared to the Project (Threshold 5). In addition, similar to the Project, the All Park Alternative would be consistent with requirements for emergency vehicle access, and no components of the alternative would impair the implementation of or compliance with an adopted evacuation plan (Threshold 6). Finally, similar to the Project, the All Park Alternative is in an urbanized area of the City surrounded by commercial uses, is not adjacent to wildland areas, and is not in an area identified as a Very High Fire Hazard Severity Zone; therefore, no impact would occur (Threshold 7).

5.5.4.8 Hydrology and Water Quality

The amount of impervious surfaces would be reduced substantially due to the increase in parkland compared to the Project. The All Park Alternative would result in similar construction-generated pollutants but on a smaller scale due to less overall construction. However, construction-generated pollutants would be temporary and addressed through preparation of a Project-specific Stormwater Pollution Prevention Plan, which would include construction BMPs. However, similar to the Project, this alternative would include waterside construction from shoreline repair which could result in the disruption of sediments and increasing turbidity resulting in temporary impacts to water quality (Threshold 1). Similar to the Project, mitigation measures would be required to reduce impacts to less than significant.

Similar to the Project, the All Park Alternative would be required to incorporate post-construction (or permanent) site design, source control, and treatment control BMPs required by the Port of San Diego BMP Design Manual, which would reduce potential

discharge of potential pollutants. Similar to the Project, this alternative would not require the use of groundwater supplies and no groundwater wells would be drilled (Threshold 2).

Similar to the Project, the All Park Alternative would be required to reduce runoff volumes and rates of surface runoff compared to existing conditions and would not substantially alter existing drainage patterns along the Project corridor or within the immediate vicinity in a manner that would result in flooding on or off site, create or contribute runoff water that would exceed the capacity of existing or planned stormwater drainage systems, or provide substantial additional sources of polluted runoff (Threshold 3).

Similarly, under this alternative, the potential for tsunami to occur in the Project area exists. The implementation of construction BMPs would reduce the risk of releasing pollutants from the Project area during construction. However, the All Park Alternative would include more pervious features compared to the Project which would result in the reduction of the pollutant sources compared to the Project (Threshold 4).

Similar to the Project, under the All Park Alternative, the application of construction BMPs to address potential discharges of pollutants to stormwater, would reduce short-term water quality impacts from this alternative and would not cause a conflict with or obstruct the implementation of the San Diego Basin Plan (Threshold 5).

5.5.4.9 Land Use and Planning

Similar to the Project, the All Park Alternative would result in a less than significant impact related to physical division of an established community because the alternative would occur within the boundaries of the Project area and would not include the permanent closure of any surrounding travel routes or the construction of a freeway or other large infrastructure (Threshold 1). Similar to the Project, this alternative would not conflict with local land use plans including the PMP, PMPU, CCA, California Public Trust Doctrine, San Diego International Airport Land Use Compatibility Plan, North Island Airport Land Use Compatibility Plan, San Diego Integrated Natural Resources Management Plan, California Coastal Commission 2018 Sea Level Rise Policy Guidance/Ocean Protection Council State of California Sea Level Rise Guidance: 2024 Science and Policy Update, and SANDAG 2025 Regional Plan (Threshold 2). However, the All Park Alternative would not provide a visitor serving attraction with retail or restaurant, as envisioned in the PMPU.

5.5.4.10 Noise

Similar to the Project, construction of this alternative would result in similar less than significant construction noise impacts, however, to a lesser extent compared to the Project due to different types of construction activities and less equipment needed to construct a park as compared to a Topgolf visitor-serving attraction. Similar to the Project,

this alternative would result in similar less than significant operational traffic noise impacts but to a lesser extent compared to the Project due to a reduction in vehicle trips from the elimination of the Topgolf visitor-serving attraction.

The All Park Alternative would result in reduced operational noise due to the elimination of the Topgolf visitor-serving attraction including noise and mechanical equipment compared to the Project. The waterfront park and promenade and nuisance noise associated with recreational activities would be closer to the adjacent hotel due to the increase in size compared to the Project. However, the noises would be intermittent, short in duration, and at varying distances from individual receptors. Hours of operation in these areas would also be limited to typical park hours (6:00 a.m. to 10:30 p.m.). Therefore, similar to the Project, operational noise would not exceed exterior noise level standards for the adjacent hotel and recreational uses (Threshold 1).

The All Park Alternative would result in reduced groundborne vibration impacts compared to the Project since heavy equipment related to the construction of structures would not be required due to the elimination of the Topgolf visitor-serving attraction (Threshold 2).

Finaly, similar to the Project, the All Park Alternative is within the 60–65 dB CNEL contour range for SDIA. Recreational land uses are compatible within areas in the 60–65 dB CNEL contour range. Similar to the Project, the All Park Alternative would be compatible with the SDIA ALUCP, and this alternative would not expose people residing or working to excessive noise levels associated with operation of SDIA or NASNI (Threshold 3).

5.5.4.11 Public Services

Under this alternative, visitors resulting from buildout of the All Park Alternative would be reduced compared to the Project. However, similar to the Project, the site under this alternative would be adequately served by the San Diego Fire Department and would not require new or expanded fire protection facilities. Under the All Park Alternative there would be no increase in response times for police protection services and this alternative would not require new or expanded police protection services (Threshold 1).

5.5.4.12 Recreation

Similar to the Project, the All Park Alternative does not include residential uses that would increase population that would cause substantial physical deterioration of the existing recreational facilities (Threshold 1). In addition, similar to the Project, this alternative would include the construction of new recreation facilities but on a larger scale due to an increase in the size of the waterfront park (Threshold 2). However, it would not result in additional significant impacts beyond those already identified.

5.5.4.13 Transportation

Similar to the Project, the All Park Alternative would include improvements to Liberator Way. These improvements would be consistent with the PMP and PMPU (Threshold 1). Similar to the Project, there would be an increase in VMT from the waterfront park and promenade component which would result in a significant VMT impact. Similarly, the All Park Alternative would be required to implement all feasible mitigation measures but a significant transportation VMT impact would still occur. However, since no Topgolf visitor-serving attraction is proposed under this alternative, there would be no change in VMT related to the Topgolf component and no significant impact would occur related to Topgolf VMT under this alternative (Threshold 2).

Similar to the Project, the All Park Alternative would include the realignment of the existing Liberator Way and all improvements would be constructed per District Standards. Under this alternative, no Topgolf visitor-serving attraction would be constructed and therefore no sports lighting or design screens would result in light spillage on to North Harbor Drive that would result in a hazard. Mitigation would not be required under this alternative (Threshold 3).

Similar to the Project, the All Park Alternative would include the realignment of the existing Liberator Way which is intended to enhance traffic flow through the area and would not impact emergency access (Threshold 4).

Since the All Park Alternative would not be developed with a Topgolf visitor-serving attraction there would be no significant Topgolf VMT impact and no significant light spill hazard impact. Therefore, under this alternative, transportation impacts would be reduced compared to the Project.

5.5.4.14 Tribal Cultural Resources

Similar to the Project, the All Park Alternative would not result in an adverse change to Tribal cultural resources because the site disturbance area would be the same and there is little to no potential for archaeological resources or Tribal cultural resources to be unearthed during construction activities (Threshold 1).

5.5.4.15 Utilities and Service Systems

Similar to the Project, the All Park Alternative would require the modification of existing utilities but to a lesser extent as no commercial uses would occur at the site. Similar to the Project, any required improvements are included as part of the alternative, and impacts are analyzed in other resource topics. Similar to the Project, once implemented, the proposed utilities improvements would be similar to existing conditions and adequate for utilities needs such that new or expanded facilities would not be necessary (Threshold 1).

Compared to the Project, the All Park Alternative would result in a minimal increase in the demand on water supply and wastewater capacity since the site would only contain a restroom facility for park users (Threshold 2 and 3). Similar to the Project, water supplies and wastewater capacity would be available to serve the alternative. Similar to the Project, this alternative would increase the volume of solid waste that enter the landfill but to a lesser extent than the Project, since limited operational waste would be generated compared to the Project (Threshold 4). Similar to the Project, this alternative would not generate waste in excess of state or local standards and would comply with applicable solid waste regulations (Threshold 5).

5.5.4.16 Relationship to Project Objectives

The All Park Alternative would partially meet Project Objective 1 as it would provide new visitor-serving recreation opportunities with the creation of an approximately 20-acre waterfront park, but this alternative would not provide a commercial, dining, or entertainment opportunity where there currently is none. The All Park Alternative would meet Objective 2 to enhance public access to the tidelands through the construction of a new approximately 20-acre waterfront park and promenade area that opens up and preserves public views to the bay. In addition, the All Park Alternative would reconfigure Liberator Way to enhance traffic flow and improve non-automobile linkages through multimodal improvements (Objective 3). The All Park Alternative would not meet Objective 4 since it would not provide for redevelopment that maximizes economic benefits with commercial uses (due to the elimination of the Topgolf visitor-serving attraction) to assist in funding the expansion and enhancement of public access and road improvements. Finally, the All Park Alternative would partially meet Objective 5 as it would provide a new visitor-serving development that promotes the public's enjoyment of public trust lands consistent with the Public Trust Doctrine's recreation uses, but not the Public Trust Doctrine's commerce uses due to the elimination of the Topgolf visitor-serving attraction.

5.6 Environmentally Superior Alternative

An EIR is required to identify the environmentally superior alternative, the alternative with the potential for fewest environmental impacts If the environmentally superior alternative is the no project alternative, the EIR must identify another environmentally superior alternative among the remaining alternatives (CEQA Guidelines, Section 15126.6[e][2]).

As shown in Table 5-2, Comparison of Impacts for Alternatives to the Project, the No Project/No Build Alternative is environmentally superior because it would avoid all of the Project's potentially significant impacts. However, in accordance with CEQA Guidelines, Section 15126.6[e][2]), because the No Project/No Build Alternative would be the environmentally superior alternative, the All Park Alternative would be the environmentally

superior alternative among the remaining alternatives because it would reduce the significant and unavoidable impacts identified for the Project related to transportation (VMT) and greenhouse gases. The All Park Alternative would also reduce a majority of the potentially significant impacts with mitigation from the Project. Finally, the All Park Alternative would meet or partially meet most Project objectives, although it would not meet Objective 4 at all. Table 5-3, Ability of Project Alternative to Meet Project Objectives, provides a summary comparison of the ability of the alternatives to meet the Project objectives.

Table 5-2. Comparison of Impacts for Alternatives to the Project

Impact	Project		Impact Significance of Alternatives			
	Before Mitigation	With Mitigation	No Project/No Build	Reduced Topgolf Alternative	Other Visitor-Serving Commercial Use Alternative	All Park Alternative
3.1, Aesthetics						
Threshold 1: Scenic Vistas	LS	LS	Reduced	Similar LS	Reduced LS	Reduced LS
Threshold 2: Scenic Resources	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
Threshold 3: Degradation of Existing Visual Character or Conflict with Zoning or Regulations for Scenic Quality	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
Threshold 4: Light and Glare	PS	LS	Reduced	Reduced LSM	Reduced LSM	Reduced LSM
3.2, Air Quality						
Threshold 1: Consistency with Applicable Air Quality Plan	LS	LS	Reduced	Reduced LS	Reduced LS	Reduced LS
Threshold 2: Cumulative Increase in Criteria Pollutant Emissions	LS	LS	Reduced	Similar LS	Reduced LS	Reduced LS
Threshold 3: Sensitive Receptors	LS	LS	Reduced	Similar LS	Similar LS	Reduced LS
Threshold 4: Odors	LS	LS	Reduced	Similar LS	Similar LS	Reduced LS
3.3, Biological Resources						
Threshold 1: Candidate, Sensitive, or Special-Status Species	PS	LS	Reduced	Reduced LSM	Reduced LSM	Reduced LSM
Threshold 2: Riparian Habitat and Other Sensitive Natural Communities	PS	LS	Reduced	Reduced LSM	Reduced LSM	Reduced LSM
Threshold 3: Jurisdictional Aquatic Resources	PS	LS	Reduced	Reduced LSM	Reduced LSM	Reduced LSM
Threshold 4: Wildlife Corridors and Habitat Linkages	PS	LS	Reduced	Reduced LSM	Reduced LSM	Reduced LSM

Table 5-2. Comparison of Impacts for Alternatives to the Project

Impact	Project		Impact Significance of Alternatives			
	Before Mitigation	With Mitigation	No Project/No Build	Reduced Topgolf Alternative	Other Visitor-Serving Commercial Use Alternative	All Park Alternative
Threshold 5: Local Policies or Ordinances	PS	LS	Reduced	Reduced LSM	Reduced LSM	Reduced LSM
Threshold 6: Regional Conservation Planning	NI	NI	Reduced	Similar NI	Similar NI	Similar NI
3.4, Energy						
Threshold 1: Wasteful or Inefficient Energy Usage	LS	LS	Reduced	Reduced LS	Reduced LS	Reduced LS
Threshold 2: Conflict with Renewable or Energy Efficiency Plan	LS	LS	Reduced	Similar LS	Similar LS	Reduced LS
3.5, Geology and Soils						
Threshold 1: Exposure to Seismic-Related Hazards	PS	LS	Reduced	Similar LSM	Similar LSM	Reduced LSM
Threshold 2: Soil Erosion or Topsoil Loss	LS	LS	Reduced	Similar LS	Similar LS	Similar
Threshold 3: Geologic Stability	PS	LS	Reduced	Similar LSM	Similar LSM	Reduced LSM
Threshold 4: Expansive Soils	PS	LS	Reduced	Similar LSM	Similar LSM	Similar LSM
Threshold 5: Septic Tanks	NI	NI	Similar	Similar NI	Similar NI	Similar NI
Threshold 6: Paleontological Resources	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
3.6, Greenhouse Gases						
Threshold 1: Generation of Greenhouse Gas Emissions	PS	SU	Reduced	Reduced SU	Reduced SU	Reduced SU
Threshold 2: Conflict with Applicable Plan	PS	SU	Reduced	Reduced SU	Reduced SU	Reduced SU
3.7, Hazards and Hazardous Emissions						
Threshold 1: Transportation, Use, and Disposal of Hazardous Materials	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
Threshold 2: Accidental Releases	PS	LS	Reduced	Similar LSM	Similar LSM	Similar LSM
Threshold 3: Hazardous Emissions within 0.25 Mile of School	NI	NI	Similar NI	Similar NI	Similar NI	Similar NI
Threshold 4: Hazardous Materials Sites	PS	LS	Reduced	Similar LSM	Similar LSM	Similar LSM
Threshold 5: Hazards from Nearby Airports	LS	LS	Reduced	Similar LS	Reduced LS	Reduced LS

Table 5-2. Comparison of Impacts for Alternatives to the Project

Impact	Project		Impact Significance of Alternatives			
	Before Mitigation	With Mitigation	No Project/No Build	Reduced Topgolf Alternative	Other Visitor-Serving Commercial Use Alternative	All Park Alternative
Threshold 6: Emergency Response or Evacuation Plans	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
Threshold 7: Wildland Fire	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
3.8, Hydrology and Water Quality						
Threshold 1: Water Quality Standards	PS	LS	Reduced	Similar LSM	Similar LSM	Reduce LSM
Threshold 2: Groundwater Supplies and Recharge	LS	LS	Reduced	Similar LS	Similar LS	Reduced LS
Threshold 3: Site Drainage and Hydrology	LS	LS	Reduced	Similar LS	Similar LS	Reduced LS
Threshold 4: Activities in Flood Hazard, Tsunami, or Seiche Zone	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
Threshold 5: Conflict with Water Quality Control Plan or Sustainable Groundwater Management Plan	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
3.9, Land Use						
Threshold 1: Physically Divide an Established Community	NI	NI	Similar NI	Similar NI	Similar NI	Similar NI
Threshold 2: Conflict with Applicable Land Use Plans, Policies, and Regulations Adopted to Avoid or Mitigate an Environmental Effect	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
3.10, Noise						
Threshold 1: Exceedance of Noise Standards	LS	LS	Reduced	Similar LS	Similar LS	Reduced LS
Threshold 2: Excessive Groundborne Vibration or Noise	LS	LS	Reduced	Similar LS	Similar LS	Reduced LS
Threshold 3: Aircraft Noise	LS	LS	Reduced	Similar LS	Similar LS	Reduced LS
3.11, Public Services						
Threshold 1: Fire Protection	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
Threshold 2: Police Protection	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
Threshold 3: Schools	NI	N/A	Reduced	Similar NI	Similar NI	Similar NI
Threshold 4: Parks	LS	LS	Reduced	Similar LS	Similar LS	Similar LS

Table 5-2. Comparison of Impacts for Alternatives to the Project

Impact	Project		Impact Significance of Alternatives			
	Before Mitigation	With Mitigation	No Project/No Build	Reduced Topgolf Alternative	Other Visitor-Serving Commercial Use Alternative	All Park Alternative
Threshold 5: Other Public Facilities	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
3.12, Recreation						
Threshold 1: Deterioration of Parks and Recreational Facilities	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
Threshold 2: Construction or Expansion of Recreational Facilities	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
3.13, Transportation						
Threshold 1: Conflict with Program, Plan, Ordinance, or Policy	LS	LS	Reduced	Similar LS	Similar LS	Reduced LS
Threshold 2: Induction of Substantial Vehicle Miles Traveled	PS	SU	Reduced	Reduced SU	Reduced SU	Reduced SU
Threshold 3: Hazardous Design Features	PS	LS	Reduced	Similar LSM	Reduced LS	Reduced LS
Threshold 4: Inadequate Emergency Access	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
Threshold 5: Inadequate Parking Access	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
3.14, Tribal Cultural Resources						
Threshold 1: Tribal Cultural Resources	LS	LS	Reduced	Similar LS	Similar LS	Similar LS
3.15, Utilities and Service Systems						
Threshold 1: New or Expanded Utilities Facilities	LS	LS	Reduced	Similar LS	Similar LS	Reduced LS
Threshold 2: Water Supply Availability	LS	LS	Reduced	Similar LS	Similar LS	Similar
Threshold 3: Wastewater Treatment Capacity	LS	LS	Reduced	Similar LS	Similar LS	Similar
Threshold 4: Solid Waste Generation	LS	LS	Reduced	Similar LS	Similar LS	Reduced LS
Threshold 5: Compliance with Solid Waste Regulations	LS	LS	Reduced	Similar LS	Similar LS	Reduced LS

Notes: LS = Less than Significant Impact; LSM = Less than Significant with Mitigation; NI = No Impact; PS = Potentially Significant Impact; SU = Significant and Unavoidable

Table 5-3. Ability of Project Alternative to Meet Project Objectives

Project Objectives	Ability of Alternatives to Meet the Project Objectives			
	No Project/No Build Alternative	Other Visitor-Serving Commercial Use Alternative	Reduced Topgolf Alternative	All Park Alternative
1. Redevelop EHI to provide new combined visitor-serving, commercial, dining, entertainment, and recreation opportunities where there is currently none.	No	Yes	Partially	Partially
2. Enhance public access to the tidelands through the construction of a new waterfront park and promenade	No	Yes	Yes	Yes
3. Reconfigure Liberator Way to enhance traffic flow and improve non-automobile linkages through multimodal improvements.	No	Yes	Yes	Yes
4. Provide redevelopment that maximizes economic benefits with commercial uses to assist in funding the expansion and enhancement public access opportunities and road improvements.	No	Yes	Partially	No
5. Provide a new visitor-serving development that promotes the public's enjoyment of public trust lands consistent with the Public Trust Doctrine's commerce and recreation uses.	No	Yes	Yes	Partially

Notes: EHI = East Harbor Island

Chapter 6 List of Preparers and Agencies Consulted

This chapter lists the lead agency and consultants who prepared this Environmental Impact Report (EIR) and technical reports and the agencies that provided information used in the preparation of this EIR.

6.1 Environmental Impact Report Preparation

6.1.1 Lead Agency

6.1.1.1 San Diego Unified Port District

Wileen Manaois, Director

Megan Hamilton, Senior Planner

Shiraz Tangri, General Counsel

6.1.2 Consultant

6.1.2.1 Harris & Associates

Ryan Binns, PMP, ENV SP, Project Director and QA/QC

Kelsey Hawkins, Project Manager

Esther Daigneault, Senior Environmental Analyst

Mia Claridy, Environmental Analyst

Sharon Toland, Senior Air Quality, Greenhouse Gas, and Noise Specialist

Emily Mastrelli, Principal Biologist

Katie Laybourn, Biologist

Donna Beddow, Senior Archaeologist

Lindsey Messner, Publication Services Manager

Leona Vander Molen, Technical Editor

Randy Deodat, GIS Analyst

6.1.2.2 Eyestone Environmental – Environmental Impact Report Project Management Support

Ashley Wright, Principal Planner

6.2 Technical Reports

6.2.1 Air Quality Technical Memorandum – Harris & Associates

Sharon Toland, Senior Air Quality and Greenhouse Gas Specialist

Kelsey Hawkins, Air Quality and Greenhouse Gas Analyst

6.2.2 Biological Resources Technical Report and Avian Surveys – Harris & Associates

Emily Mastrelli, Principal Biologist

Katie Laybourn, Biologist

Kelsea Loescher, Biologist

Will Lawton, Biologist

Monica Alfaro, Biologist

6.2.3 Assembly Bill 52 Consultation Support – Harris & Associates

Donna Beddow, Senior Archaeologist

6.2.4 Energy Technical Memorandum – Harris & Associates

Sharon Toland, Air Quality and Greenhouse Gas Specialist

Kelsey Hawkins, Air Quality and Greenhouse Gas Analyst

6.2.5 Greenhouse Gas Emissions Technical Memorandum – Harris & Associates

Sharon Toland, Air Quality and Greenhouse Gas Specialist

Kelsey Hawkins, Air Quality and Greenhouse Gas Analyst

6.2.6 Hazards and Hazardous Materials – Phase I Environmental Site Assessment – Kleinfelder

William D. Golightly, PE, ENV SP, Vice President

Lizanne Simmons, PG, Senior Principal Geologist

Laura Panduro, EIT, Staff Professional

6.2.7 Drainage Study and Stormwater Quality Management Plan – Rick Engineering

Venkat Gummadi, PE, Engineer

6.2.8 Noise Technical Memorandum – Harris & Associates

Sharon Toland, Noise Specialist

Kelsey Hawkins, Noise Analyst

6.2.9 Sea-Level Rise Technical Memorandum – Harris & Associates

Darin Neufeld, Sustainability Specialist

Sydnie Margallo, Sustainability Analyst

6.2.10 Utility Impact Study – Harris & Associates

Fidel Salamanca, PE, Engineering Manager

Victoria Orduno, PE, Engineer

6.2.11 Recommendations for Public Water Line Sizing – Dexter Wilson Engineering

Andrew Oven, PE, Engineer

William Todd, PE, Engineer

6.2.12 Sewer Study – Rick Engineering

Kevin Gibson, Engineer

6.2.13 Visual Simulations – CityThinkers

Diego Velasco, Principal

6.2.14 Technical Lighting Analysis – Horton Lees Brogdon

Dr. Darcie Chinnis, Associate Principal

6.2.15 Geology and Soils Technical Study – Ninyo & Moore

Nissa Morton, PG, CEG, Senior Project Geologist

Jeffrey T. Kent, PE, GE, Principal Engineer

6.2.16 Geotechnical and Fault Rupture Hazard Investigation – NOVA Services

Gillian Carzzarella Dean, PE, GE

W. Lee Vanderhurst, CEG

Tom Canady, PE

6.2.17 Vehicle Miles Traveled Assessment, Parking Analysis, and Local Mobility Analysis – CR Associates

Phuong Ngyuyen, PE, Senior Transportation Engineer

Jonathan Sanchez, PE, TE, PTOE, Transportation Engineer

Joseph Perez, Transportation Engineer

6.3 Agencies Consulted

6.3.1 Port of San Diego Harbor Police Department

Jeffrey Geary, Assistant Chief

6.3.2 City of San Diego Fire-Rescue Department

Anthony Tosca, Deputy Chief/Fire Marshal

Tyler Larson, Lead Fire Plan Reviewer

6.3.3 City of San Diego Police Department

Juan Sanchez, Captain

6.3.4 San Diego Gas & Electric

Cathy Cavaletto, Project Planner lll

Chapter 7 References

Chapter 1: Introduction

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Chapter 6: List of Preparers and Agencies Consulted

No references.