



February 3, 2017

TO: Members, Waterfront Plan Working Group Land Use Subcommittee

FROM: Diane Oshima, Kari Kilstrom, Aaron Golbus

RE: Draft Policy Guidance and Recommendations: Water Recreation, Maritime Berthing and Public Access

The following recommendations are proposed for Land Use Subcommittee review and endorsement on February 8, 2017. The proposed recommendations incorporate comments and direction from the December 14, 2016 and January 18, 2017 Land Use Subcommittee meetings, to provide guidance on water recreation, maritime berthing and related public access needs that should be addressed in amendments to the Waterfront Plan.

WATER RECREATION RECOMMENDATIONS

1. Water access to and from the Bay along the Port of San Francisco's shoreline is currently underserved. Water access to the shore, available to diverse users at low or no cost, is a public benefit and should be recognized as a form of public access by the Port and BCDC.
 - Add new policy language to recognize the San Francisco Bay Area Water Trail and human-powered water recreational users (including swimmers) in the Waterfront Plan Update. The Bay Area Water Trail system includes water landing facilities and upland support services, such as storage, restrooms and vehicle loading/unloading areas.
 - Add new policy language to also recognize the need for additional transient berthing for small recreational power boats and sailboats.
2. Continue partnerships with ABAG, BCDC, Coastal Conservancy and the water recreation community to promote a variety of safe water recreation opportunities for users of all abilities by providing information about water-landing locations and related activities via maps, websites, digital news and other communication channels.
3. New facilities and capital improvements for water recreation landings, transient berths, and supporting amenities should be planned to provide benefits for multiple water recreation users to the extent feasible, within the Port's fiscal constraints.

- New facilities should complement existing facilities to maximize functional use and the public benefits of water recreation capital investments, and should minimize bay fill.
- Water recreation access points should be planned around desirable destinations such as restaurants and entertainment venues. Doing so will augment landside public access.

The Port should consider the following ideas from the Land Use Subcommittee discussions:

- Evaluate whether new guest docks or conversion of existing boat slips at existing marinas (e.g. South Beach Harbor and Pier 39 or future projects (Pier 38, Mission Rock/SWL 337)) can occur to provide secured overnight transient berthing
 - Promote commercial operations such as boat rentals and chandleries that support water recreation
 - Assess whether off-shore moorings are feasible in the Bay
4. Seek partnerships with organizations (e.g. YMCA, Bay Area Association of Disabled Sailors [BAADS], commercial operators) that promote water-oriented recreation, instruction, youth programs and/or funding to support the development and operation of water recreation facilities for people of all physical abilities and economic circumstances.
5. Promote understanding about maritime vessel operations, water safety, environmental protection, and cooperation by all water-dependent users and industries.
- Water access by deep water vessels and terminal/shipyard operations and water recreation users may require limitations in certain locations to address vessel and public safety needs.
 - Environmental conditions and wildlife protection needs dictate limitations on human access in certain areas.
 - Protocols, communications and rules of access should be developed to promote safety standards that are recognized by maritime operators and water recreation users, and supporting public and community organizations.
 - Coordinate with the Bay Area Water Trail program to provide signage at each landing that includes safety warnings about commercial vessels, guidance for respectful treatment of natural wetlands and sensitive habitat areas, and other special attributes related to the landing site, to educate the public and promote safe and sensitive water recreation.
6. The Port should work with the full range of water recreation community stakeholders to develop a framework for implementing water recreation projects and improvements which includes identifying locations that provide the greatest benefits and actively soliciting new funding partners and sources, and coordination with BCDC and State Lands. This work also should be coordinated with updates to the Port Strategic Plan and Capital Plan, and capital budget process, and recognize that Port capital funding is limited and must be allocated to support all maintenance and enhancements.

MARITIME BERTHING and PUBLIC ACCESS RECOMMENDATIONS

1. Include policy language in the Waterfront Plan that affirms the Port's maritime mission expressed in the Burton act and Proposition H support for its diverse maritime and water-dependent industries.
 - While the finger piers in the Embarcadero Historic District no longer serve cargo shipping terminal operations, the pier aprons are valuable maritime berthing facilities. Adjacent portions of pier sheds are still needed to support maritime storage and working areas in the northern waterfront which should be acknowledged in the Waterfront Plan update.
 - The ability to provide and maintain berths and requisite pier fendering requires access to limited Port capital funds, which require prioritization and trade-off decisions among competing Port capital projects and public trust benefits.
 - Consistent with the objectives and principles for the Pier 80-96 Maritime Eco-Industrial Strategy, identify and maintain deep water berths necessary for Southern Waterfront cargo shipping terminal operations along with environmental resource protections, and public access and water recreation improvements promoted in the Blue Greenway Design Guidelines and San Francisco Bay Trail Design Guidelines and Toolkit.
2. The Waterfront Land Use Plan should be consistent with, and support, the Port's Maritime Preservation Policy.
 - Identify and maintain deep water berth facilities north of Pier 80-96 where feasible, including Pier 70 ship repair and drydock facilities, Pier 27 Cruise Terminal and other current deep water berth facilities at Piers 54, 50, 48 (east), 30-32, 15-17, 35 and 45. Consistent with the Maritime Preservation Policy, support the maritime berthing and operational needs of Harbor Services (including bar pilots, tug and tow boats, and fireboats) which seek northern waterfront locations that are central to accessing the Golden Gate and other Bay port and maritime businesses. Harbor Services are industrial operations and usually subject to homeland security requirements which are generally incompatible with public access.
3. The Waterfront Plan should recognize the need for additional, shallower-draft maritime berths to meet the growing demand for ferries, excursion boats and water taxis in the northern waterfront.
 - Ferry and excursion operators need passenger service facilities, and separate maintenance facilities (e.g. Blue and Gold and WETA operations) in close proximity to support reliable water transportation. Passenger-serving facilities (ticketing, queuing areas) generally are compatible with shared public access, but maintenance and work areas are not.
4. In the northern waterfront, generally maintain a water depth of 12 feet or more for berthing ferries, excursion boats, fishing vessels, and recreational craft, as well as harbor

service vessels. For piers north of Pier 27, priority consideration for maritime berthing should be provided along the south (or east) sides of Embarcadero finger piers, which are less exposed to prevailing tidal and surge movement.

5. Promote shared public access on pier aprons where it is safe and compatible with berthing operations, and where it is economically feasible for the Port or tenant to maintain the public access. A number of transient and long-term maritime operations can function alongside public access areas, with allowance for occasional use of pier aprons and shoreside facilities. Pier apron areas used to support maritime berthing and/or public access also must be planned to accommodate fire exiting requirements associated with uses in pier shed and bulkhead facilities. Features that accompany such shared-use arrangements include:

- Gates along the pier edge, in some cases, to secure the vessels from passersby on the apron public access areas
- Floats at which to berth vessels, including requisite fendering and security
- Occasional temporary closure of public access on pier aprons to comply with vessel security requirements, typically for government and military vessel, or temporary use of the pier apron for equipment or loading

6. The Waterfront Plan should provide greater clarity about the types of maritime operations that preclude or restrict share public access. Port staff should work with maritime operators to outline the functions and industrial activities for various maritime business lines which, for operational, security and safety reasons, are incompatible with public access.

7. The Waterfront Plan should recognize that berthing and maritime operations at the Port, particularly in the Embarcadero Historic District, maintain an authentic working waterfront purpose and character that is interesting to the public, even if some of these functions are not compatible with public access.

- Where physical access cannot be provided, evaluate opportunities for nearby public access areas from which operations can be viewed safely, and can be improved (e.g. seating, lighting, bike parking) to encourage use.

8. BCDC plan policies currently recognize public views of open water areas and open water basins as visual public access. Consideration should be given to the positive value that views of maritime vessels at berth and/or maritime operations add as a component of visual public access to and along the waterfront.

9. The Port should work jointly with BCDC to update and provide clearer direction in both the Waterfront Plan and BCDC Special Area Plan on:

1) Conditions when maritime berthing and public access are expected to be compatible activities vs. when they are not, and associated policy guidance and criteria; 2) When views of maritime vessels and operations can be recognized as positive features of the working waterfront, and associated policy guidance and criteria.

CONFLICT ISSUES FOR FURTHER ADDRESS BY WATERFRONT PLAN WORKING GROUP

The Land Use Subcommittee meeting discussions identified conflicts associated with competing maritime and non-maritime transportation access needs in the southern waterfront. Illinois Street and Cargo Way are both industrial truck routes that also are part of the Bay Trail. This issue is recommended for further address by the Working Group and Transportation Subcommittee to determine how safe access and management of these public rights-of-way can be improved to serve multiple transportation modes and industrial uses concentrated in the Southern Waterfront.

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