



~~January 13~~ 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 ~~discussion and~~ recommendations are proposed for Land Use Subcommittee review and endorsement on ~~January 1~~ 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

SUMMARY

~~The Waterfront Plan Update should include amendments that:~~

- ~~• Reaffirm Proposition H's directive for priority attention to maritime and water-dependent uses and needs. [Without taking away from your point here, it would be good to recognize that other public trust needs, including other forms of shoreside public access should be prioritized in certain circumstances. Diane: There have been critics asserting that the Port is not meeting this Prop H requirement. We cited Prop H here because it applies to the maritime and water recreation use focus of the 12/14 and 1/18 meetings. The Working Group is aware of the many other public and trust needs, and they will be reflected in the recommendations that come out of all 3 subcommittees.]~~
- ~~• Add new objectives to recognize and promote the Bay Water Trail and human-powered water recreation uses; and policies, criteria or other guidance regarding facilities and supporting amenities.~~
- ~~• Promote no/low-cost public access to users from the water to land for small, motorized recreational boats, human-powered and wind-powered water recreation users that serve people of all physical abilities.~~

- ~~Add policies, criteria or other guidance to promote coordinated management with other maritime industries and safe practices, protection of environmental resources, and community understanding.~~

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 objective and policy language to recognize the San Francisco Bay Area Water Trail and human-powered water recreational users (including swimmers) in the Waterfront Plan Update, in addition to small motorized boating and wind-powered vessels. The Bay Area Water Trail system requires includes water landing facilities and upland support services, such as storage, restrooms and vehicle loading/unloading areas which also should be recognized.~~
- Add new policy language to also recognize the need for additional transient berthing for small recreational power boats and sailboats ~~Access via water from the Bay to the Port of San Francisco's shoreline is underserved. Water access to the shore that is available for low or no cost to users is a public benefit and should be recognized as a form of public access by the Port and BCDC.~~

2. Continue partnerships with ABAG, BCDC, Coastal Conservancy and ~~human-powered~~ the water recreation community to promote a variety of safe water recreation ~~opportunities~~ opportunities for users of all abilities ~~different ability~~ by providing information ~~to the public~~ about water-landing locations and related activities via maps, websites, digital news and other communication channels.

3. ~~Plan holistically.~~ 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 ~~given limited financial resources~~.

- ~~New facilities should complement other existing facilities servicing small recreational and wind-powered boats and vessels, and transient berthing, to maximize functional use and the public benefits of water recreation capital investments, and should minimize bay fill.~~
- ~~The location of wWater recreation access points also should be planned in concert with around desirable destinations that offers such as restaurants and entertainment venues. that attract mariners and water recreation users to access the Port from the Bay, which also enhances 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 ~~or~~ at existing marinas (e.g. South Beach Harbor and Pier 39 or future projects (Pier 38, Mission Rock/SWL 337)) ~~which~~ can occur to provide secured overnight transient berthing

- Promote commercial operations such as boat rentals and chandleries that support ~~recreational boating and~~ water recreation
 - ~~Consider-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 ~~recreational use~~, instruction, youth ~~recreational~~ 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 ~~which also need to be recognized~~.
 - Protocols, communications and rules of access should be developed to promote shared 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. ~~Port capital funding is limited and must be allocated to support all Port maintenance and enhancements.~~ The Port should work with the full range of water recreation community ~~including recreational boating~~ stakeholders to develop a framework for implementing shared facilities, prioritizing water recreation projects and improvements which includes identifying in the locations that provide the greatest where the benefits ~~are greatest,~~ and ~~to~~ 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

SUMMARY

~~The Waterfront Plan Update should include amendments that:~~

- ~~Incorporate principles from the Pier 80-96 Maritime Eco-industrial Strategy in policy language updates for the Southern Waterfront, and the off-site public access network provided by the Blue Greenway.~~
- ~~Consistent with the Port Commission's Maritime Preservation Policy, preserve the Port's existing deep water berths along the 7½-mile Port waterfront.~~
- ~~In the northern waterfront, generally maintain a water depth of 12 feet or more for a wide variety of maritime vessel berths.~~
- ~~Recognize continued need to accommodate harbor service vessels in the northern waterfront, a central location to access the Golden Gate and Bay ports.~~
- ~~Recognize need for additional locations for ferry and excursion boat passenger service and layberths to address growing demand for water transportation.~~
- ~~Promote public access on pier aprons where it is safe and compatible with berthing operations and fire exiting requirements for piers sheds and bulkheads. Shared use of pier aprons can accommodate both public access and maritime berthing, which may require gates and security and occasional time limited apron closures.~~
- ~~Maritime berths and pier fendering require Port capital funds, and trade-off decisions among competing public trust benefits.~~
- ~~Public views of maritime ships and vessels are desirable and reflect San Francisco's working waterfront history, and should contribute to meeting BCDC's maximum feasible public access requirement.~~

~~The following discussion and recommendations are proposed for Land Use Subcommittee review and endorsement on January 18, 2017, based on discussions at the December 14, 2016 Land Use Subcommittee meeting. These recommendations provide guidance on maritime berthing needs, and the relationship and balance with public access that should be incorporated in amendments to the Waterfront Plan.~~

1. ~~Include policy language in the Waterfront Plan amendments that affirms the Port's maritime mission expressed in the Burton act and Proposition H support for its diverse all maritime and water-dependent industriesuses at the Port, including maritime berthing.~~
 - ~~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. (Item #7 from 1/13 memo, moved here)~~

- ~~Consistent with the objectives and incorporate~~ principles ~~from for~~ the Pier 80-96 Maritime Eco-Industrial Strategy, identify and maintain ~~report in amendments to the Waterfront Plan, that affirm support of~~ deep water berths necessary for Southern Waterfront cargo shipping terminal operations ~~and complementary industrial uses in the Southern Waterfront,~~ 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~~ consistent with, and support, the Port's Maritime Preservation Policy.

- 2. ~~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. for cruise ships and visiting military vessels (e.g. Fleet Week) at Pier 27 and facilities used for passenger cruise calls, and visiting and military deep water vessels (currently Pier 35, Pier 15-17, Pier 30-32, Pier 50).

- ~~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. *(Item #5 from Jan 13 memo, moved here)*

3. The Waterfront Plan ~~amendments also~~ should recognize the need for additional, shall lower-draft maritime berths to meet the growing demand for ferry ferries, and excursion boats and water taxis in the northern waterfront ~~for passenger service, maintenance and layberthing.~~

- ~~Ferry and excursion operators need to support~~ passenger service facilities, and separate maintenance facilities (e.g. Blue and Gold and WETA operations) ~~which must be~~ 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 ~~generally~~ 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 boating and harbor service vessels ~~and berthing.~~ 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.

~~6.~~ 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, ~~to provide~~ 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 ~~of 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 ~~and BCDC~~ should work jointly with BCDC to update and provide clearer direction in both the Waterfront Plan and BCDC Special Area Plan on:

- 1) ~~Condition~~ conditions when maritime berthing and public access are expected to be compatible activities vs. when they are not, and associated policy guidance and criteria; ~~and~~
- 2) ~~when~~ 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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