City of Sausalito

Sausalito Waterfront and Marinship Vision

Imagine Sausalito
Waterfront and Marinship Committee

May 18, 2010

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Sausalito Waterfront and Marinship Vision

1.0 INTRODUCTION

This report documents and assesses waterfront public benefits; physical and environmental challenges related to existing and anticipated natural and man-made conditions; and development influences, namely property ownership, government regulations and economic conditions. It also analyzes conceptual alternatives for improved circulation through the Marinship area. The crux of the report contains five overall goals for the waterfront, each of which includes a wide array of recommendations. In support of some of these recommendations, the report identifies potential improvement areas and illustrates conceptual development ideas for four specific areas of the waterfront based on proposed goals and objectives.

At the start of the Waterfront and Marinship (WAM) Committee's work, there was a division of opinion on what the effect of the Marinship Specific Plan has had on today's waterfront. After considerable discussion at numerous meetings, the Committee was able to set aside differences and reach consensus on a number of substantive issues, including agreement that the Marinship Specific Plan should be updated (possibly as part of a General Plan update). There was not complete endorsement of all aspects of this report, particularly the Development Subcommittee's recommendations. However, in the interest of including all of the stakeholder's work and viewpoints, the WAM Committee agreed to not edit their recommendations and allow them to be considered by the City Council and the community.

The recommendations in this report are not about advocating unwelcome commercial, residential, and gentrifying tourist oriented uses or radical change, but rather, about reasonable change—change that makes sense because of the many challenges facing the Marinship. Since the Marinship Specific Plan was prepared over twenty years ago, the marine industrial market that the Marinship Specific Plan intended to promote has not materialized. Furthermore, some of the marine industry that exists today may be in jeopardy of closing or moving because of the rising costs of increasingly strict environmental regulations and construction, in combination with zoning regulations that limit revenue-generating land uses.

These market forces have also adversely affected the fine arts, another land use the Marinship Specific Plan was designed to promote. With only a small exception, what remains of Sausalito's nationally noted arts community are primarily part-time or amateur artists who either support themselves with other professions or are otherwise financially successful enough to support both high home and studio rents or mortgages. Such a community hails from a different economic stratum and has an entirely different character than the arts community Sausalito is historically known for.

In addition, the supporting infrastructure, especially sewer systems, storm drain systems, piers and older buildings, are failing after fifty years of neglect. The infrastructure is also failing because the Marinship was built on fill material that is slowly sinking (and breaking pipes), while

sea levels are rising, causing frequent flooding, overloading of the sanitary sewer system and health concerns.

Exacerbating these problems, rents along the waterfront for the fine arts and marine industry are low relative to the upslope industrial and commercial zones, making it financially difficult for property owners, upon whose land many of these businesses are located, to reinvest in critically important infrastructure improvements and building renovations. The consequence is that too much of Sausalito's prime, unique shoreline, especially north of the downtown area, is used for permitted but unsightly storage or parking. Further, much of it is unavailable to the general public--residents, employees, Bay Area visitors and tourists, including boaters. Access is also limited by the lack of pedestrian trails and public streets. Because vehicular circulation is constrained, an economically healthier mix of land uses is also constrained, which in turn keeps revenues low, discourages reinvestment and contributes to piecemeal development.

The recommendations in this report attempt to seek solutions to these broad ranging issues through changes to improve the waterfront environment—for ourselves, and for the next generation. Sausalito is long overdue for a comprehensive planning approach to solving these issues—one that involves an informed dialogue among the community of waterfront property owners, city, county and federal governments and the community at large. It is time to set aside our differences for the common good of saving and enhancing the greatest asset we have: the waterfront.

1.1 Purpose and Background

The Waterfront and Marinship (WAM) Committee is one of six action committees established by the City Council in July 2007 as part of a visioning process that the City commenced in 2003. The process started with the City's Business Advisory Committee (BAC) working to develop a plan for the overall economic viability of the town over the long term.

Initial input came from two Business Visioning Summits in 2004 and 2005, and two Resident Roundtables, also in 2005. These ideas led to a professionally managed telephone survey of residents' interests and priorities in September 2006.

A number of positive themes emerged from these efforts, and the City Council set in motion the *Imagine Sausalito* process to obtain the widest citizen participation possible in planning for the City's future. *Imagine Sausalito* was kicked off in early 2007 with a standing-room-only audience of over 140 participants. These people divided themselves by interest into six working groups, and undertook an intensive series of study sessions.

The working groups presented their recommendations at public forums in May and June and at two City Council meetings in July. These committee reports, the 2006 survey results and transcripts of the earlier summits and roundtables are available on the City's website.

To move these recommendations forward, the City Council established six action committees to show in detail how the goals set forth by the *Imagine Sausalito* working groups could be implemented. The action committees are:

- Transportation Action Committee
- Waterfront and Marinship Committee
- Telecommunications Action Committee
- Harbor and Downtown Action Committee
- Historical and Cultural Committee
- Economic Action Committee (the Business Advisory Committee)

1.2 Waterfront and Marinship Committee, Charge and Process

The WAM Committee was the last action committee to be formed with the purpose to gather additional public input and provide recommendations for actions to be taken by the City Council to implement the goals of the *Imagine Sausalito* visioning process. The committee's charge was to look at the waterfront, and Marinship area in particular, for ways to maximize the economic vitality, while balancing the quality of life and character of these areas.

The WAM Committee was the only committee that was appointed by the City Council. All of the other *Imagine Sausalito* committees were self-selected. The City Council solicited individuals to join the committee who would represent various aspects of the community, local businesses and property owners. These stakeholders were selected, representing differing viewpoints, to ensure that the process would be inclusive and balanced.

Over 41 people applied and were interviewed to be part of the committee. This particular process took over three months to complete. On April 22, 2008 the City Council appointed 17 Members and six Alternate Members to the WAM Committee. The City Council admitted it was a difficult decision because their goal was to appoint members who represented as many "stakeholder groups" as possible for discussions on their vision for the future of the Marinship and other waterfront areas.

Committee Members:

Tony Badger – Longtime resident, boater and member of the Richardson's Bay Maritime Association (PB, D)

Robert "Bob" Boye – Former Harbormaster of Galilee (D)

Cyno Connolly – Resident of Galilee Harbor

Judy deReus – Landscape Architect, Planner and member of the Community Center Committee (D, P/E)

Paul Dines – Captain for SF Bay Adventures (PB)

Chris Gallagher (Chair) – Park Manager for Bay Model Visitor – U.S. Army Corps of Engineers

Bruce Huff – Property Manager for Kimber Companies (E)

Joseph/Joe Lemon, Jr (Vice-Chair) – Owner of Arques Shipyard

Michael Linder – Owner of Bayside Boatworks (P/E)

Alice Merrill – Longtime resident and family ties to the waterfront (PB)

Vicki Nichols – Resident and member of the Historical Landmarks Board (P/E)

Ken Pedersen – Owner of Clipper Yacht Harbor (D)

Barry Peterson – Architect, artist and former Chair of Art Commission and Planning Commissioner (PB)

Robin Petravic – Owner of Heath Ceramics (P/E)

Lewis Shireman – (Vice-Chair) Administrator for the Floating Homes Association (E)

Michael Wiener – Resident and administrator for Spaulding Boat Works (P/E)

William "Bill" Werner – Local architect (E)

Alternate Members

Neil Johnson – Real Estate investor

David Lay – Industrial Engineer

Tim Rempel – Architect (D)

Jordon Rodgers – Clipper Yacht Harbor

Eric Stout – landscaper

J.T. Wick – City Planner for Real Estate Company

Subcommittees: PB-Public Benefits; P/E-Physical/Environmental; D-Development; E-Economic

City Staff

Jeremy Graves – Community Development Director

Heidi Burns – Associate Planner

Sierra Russell – Associate Planner

Graphic Support

Daniel Ruark, Architect

Michael Rex, Architect

Jason Yee, Architect

The WAM Committee process was developed at a facilitated community meeting held on November 17, 2007 in the City Hall Council Chambers with an attendance of 59 people. The consensus of the meeting participants was that the main objective of the WAM Committee would be to advise the City Council on a common vision for the waterfront and Marinship. The committee would also advise the City Council on any additional steps that would be needed to realize that common vision. Suggestions for reaching those objectives included:

1. The first meeting of the WAM Committee should be used to review the goals that were developed by the Business Vision Workgroups during the "hub" process in the winter and spring of 2007
2. The WAM Committee should review all of the Business Vision work that has preceded this step, including the Business Vision poll conducted in September 2006, the Business Vision Summits from 2004 & 2005 and the Resident Roundtables from 2005
3. The WAM Committee should dedicate some time to education. This would include learning about issues affecting the waterfront and the Marinship from subject matter experts and other fact finding efforts
4. The WAM Committee could break into subcommittees to work on specific issues
5. All meetings of the WAM Committee and any subcommittees would need to be publicly noticed and open to the public to ensure that the process remained open and transparent, and meeting notes and reports should be available online for review
6. The WAM Committee should report progress to the City Council at least every three months and could consider holding periodic town meetings to provide additional reports to the wider community
7. At the beginning of the process, the WAM Committee should outline its goals and set clear targets and deadlines

The first meeting of the WAM Committee was officially kicked off on May 21, 2008 at the Bay Model Visitor Center. It was at that meeting roles of Chair and Vice-Chairs were chosen. In addition, City Councilmember Paul Albritton provided an overview of *Imagine Sausalito* to better frame the purpose of the committee. The first several meetings focused on appointment of leadership for the committee, a regular meeting date schedule and suggestions for particular topics on which the committee felt they needed more information. Initially, much of the WAM Committee's time was spent listening in open public meetings to professionals and other specialized guests speak on a variety of subjects that included finances, planning, land use, marine industry requirements and environmental considerations. Associate Planner Sierra Russell, who worked for the City at the time was the first to address the group with an overview of the Marinship Specific Plan. Subsequent to that, there were a number of presentations including: Paul Dines on waterfront issues, Paul Kaplan KKMI on Boatyards, Ken Pedersen on Clipper Yacht Harbor, Jonathon Goldman, Public Works Director for the City of Sausalito, on the status of the sewer system. There was considerable discussion about what topics should be included in the report, and how they should be organized. A site walk was also conducted to identify and discuss the existing physical and environmental aspects of the waterfront. Despite several months of meetings, consensus of goals remained elusive, as some Committee members had different objectives or visions for the Committee's work.

Meanwhile, Marin County had a committee working on economic issues for the County. They had hired a consultant, Alec Hansen from the Economic Competiveness Group, who had the flexibility in his contract with the County to donate his facilitation services to communities such as Sausalito. Mr. Hansen offered his services along with those of his co-facilitator and graphic artist, Jennifer Landau, to guide a process that would allow committee

members to put "all their cards on the table." The WAM Committee committed itself to two four-hour workshops that were held in November 2008 and January 2009 (Figures 1 and 2). These proved to be the turning point in forming a cohesive group. Mr. Hansen first led the Committee through an exercise that explored *Fears, Worries and Assumptions*. This particular session was "eye opening" because although each person represented a different stakeholder interest, it was evident that each wanted similar outcomes. Basically, everyone wanted to maintain the uniqueness of the Marinship by making it sustainable, and no one wanted large and dramatic changes. Alec subsequently guided a subgroup in defining a mission statement for the WAM Committee. This was a major accomplishment in helping frame the future of the Committee.

Early in 2009, Mr. Hansen's contract ended with the County of Marin; however, he continued to volunteer his efforts in guiding this process forward. It was after the second workshop that four subcommittees were established with individuals who had the most interest in that particular topic. These included the Public Benefits, Physical and Environmental, Development and Economic Subcommittees. The initial charge of the subcommittees was to identify and analyze existing conditions. The subcommittees met numerous times in the evenings and weekends to gather information on their topic. In July 2009, the subcommittee findings were presented to the City Council and the public (Figure 3).

From that point forward, the charge of the subcommittees was to provide recommendations based on their findings. Preliminary recommendations were presented in a committee meeting at which the graphic artist captured the public's comments. After further subcommittee meetings to refine the recommendations, they were presented to the community at the Bay Model in December 2009. Since then, additional work has been done to complete a draft report, develop supporting graphics and finalize a PowerPoint presentation for a May 18 2010 City Council meeting.

It should be noted that the WAM Committee also reviewed the Harbor and Downtown Action Committee's final report. The group generally agreed with its conceptual ideas including many of the proposed changes to the downtown ferry landing, Plaza Vina del Mar and municipal Parking Lot 1. The Transportation Action Committee's final report was not reviewed by the WAM Committee.

Because most of the southern waterfront is already developed or protected as open space, much of this report focuses on the Marinship, as it has had few substantive changes since the Marinship Specific Plan, the current guiding regulatory overlay for this area, was adopted in April 1988.

1.3 Mission Statement

To recommend a vision for the Marinship and the entire waterfront that enhances economic vitality, fosters the historical maritime and artistic character, promotes private-public partnerships to improve the infrastructure and increase public access in a way that acknowledges and reconciles Sausalito's diversity.

Figure 1 WAM Committee Workshop Issue Identification

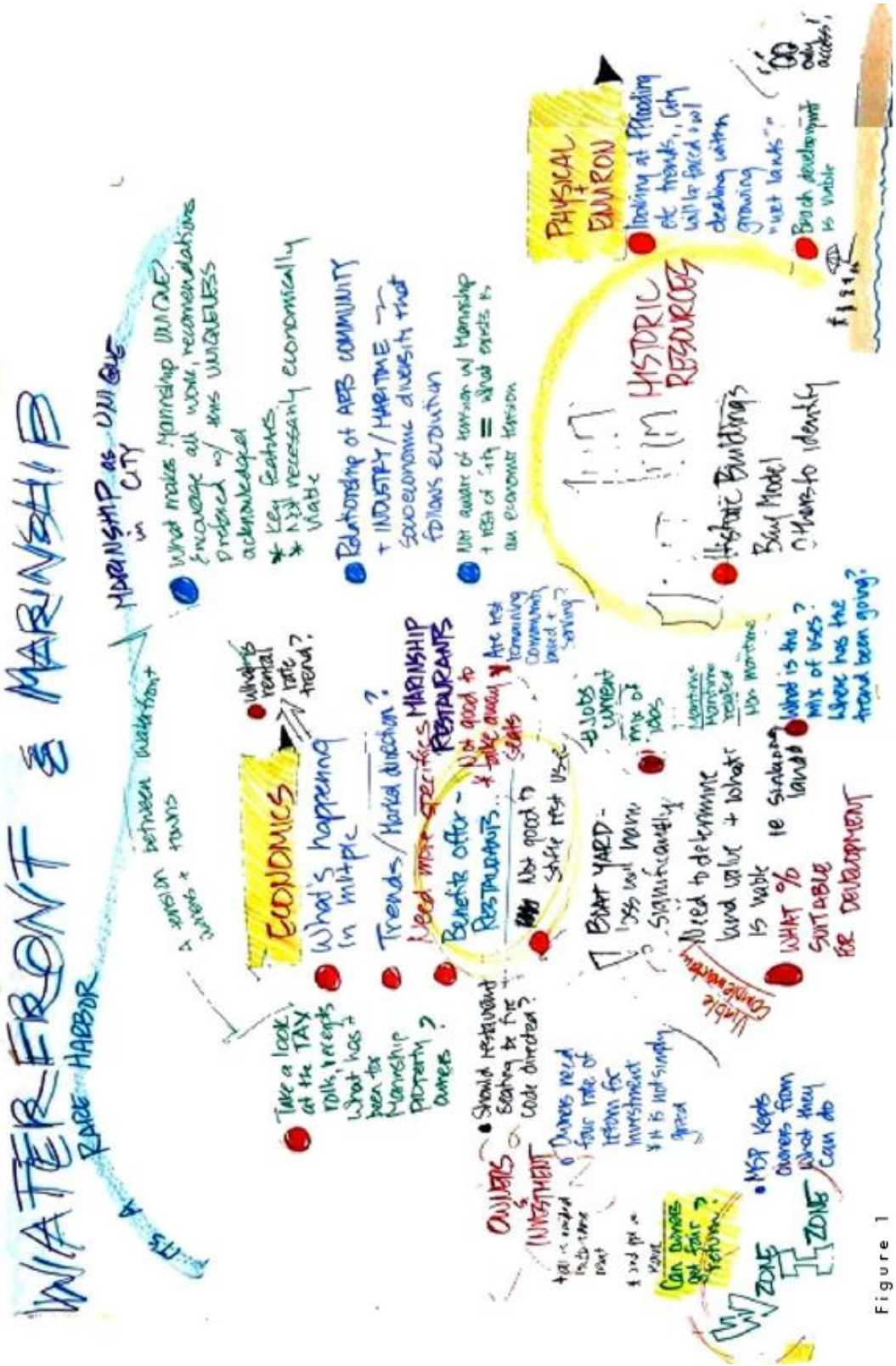


Figure 1

WAM COMMITTEE WORKSHOP ISSUE IDENTIFICATION

Figure 2 WAM Committee Workshop Fears, Worries and Assumptions

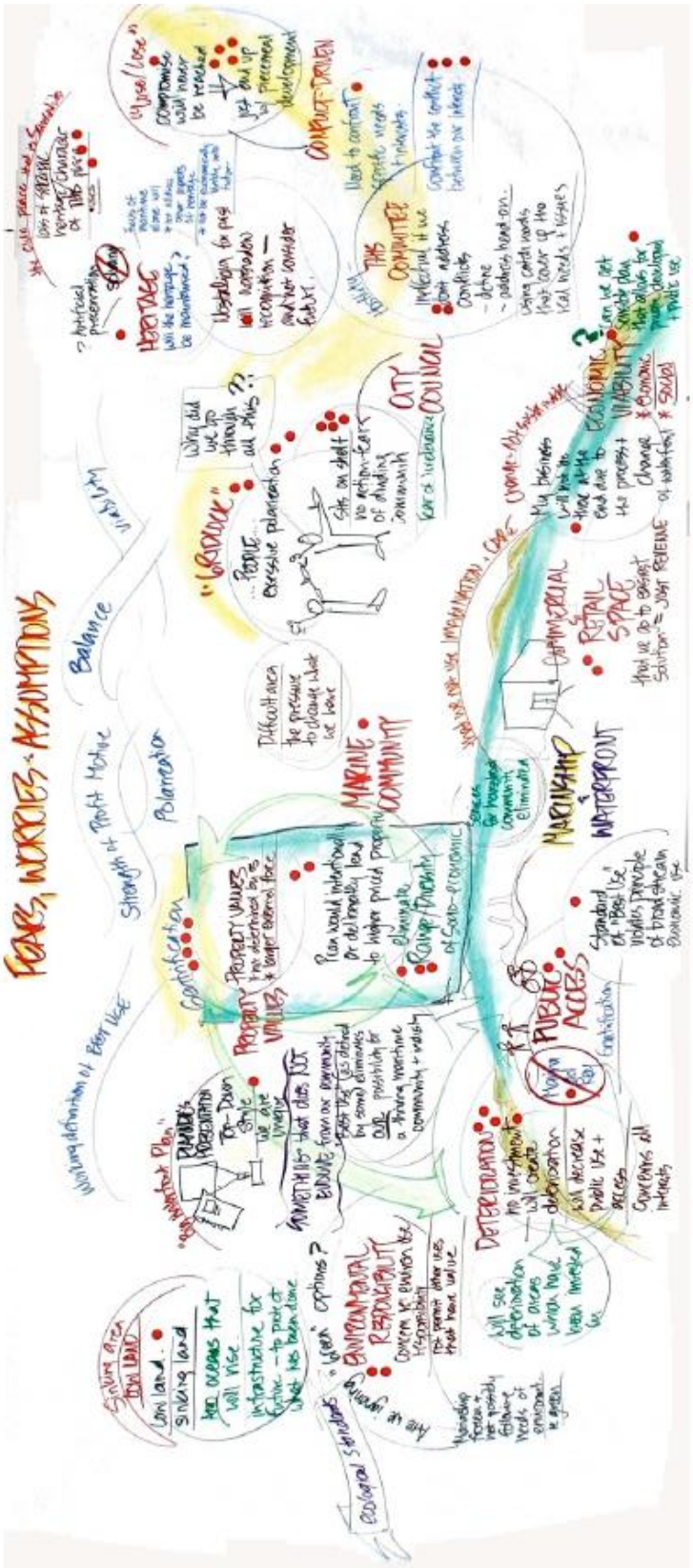


Figure 2

WAM COMMITTEE WORKSHOP FEARS, WORRIES, AND ASSUMPTIONS

Figure 3 WAM Committee Public Meeting Input and Feedback

Figure 4 Aerial Photo of Waterfront (11” x 17” fold-out)

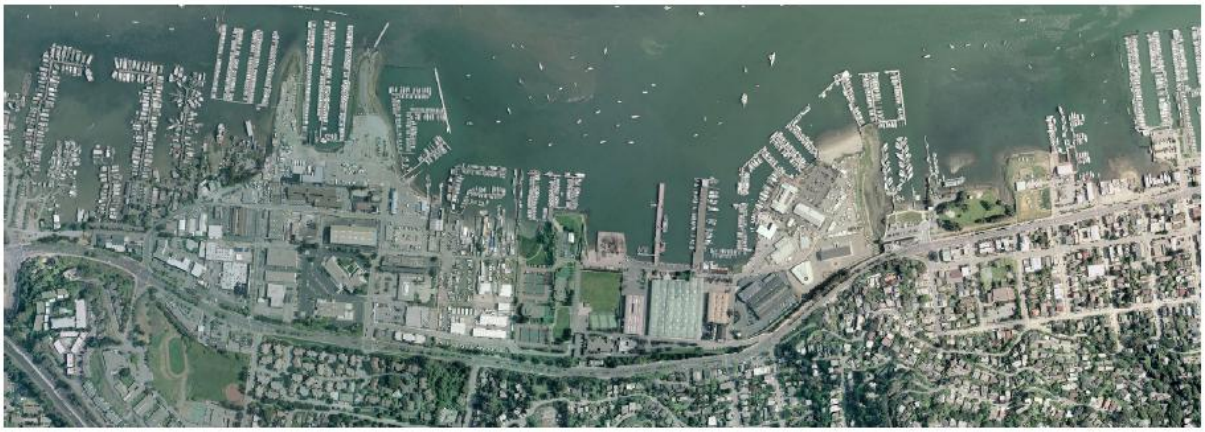


Figure 4

AERIAL PHOTO OF WATERFRONT

2.0 EXISTING CONDITIONS

This section begins with a description of waterfront attributes that serve as public benefits, along with perceived deficiencies. This is followed by discussions of physical and environmental conditions of the waterfront, both natural and built, including flooding, environmental contamination, subsidence, sea level rise, liquefaction, historic resources, eel grass, sanitary sewer and storm drain systems, and circulation and parking. The last part generally describes development influences of property ownership, zoning regulations and economic conditions.

The WAM Committee identified issues related to existing conditions that, if unaddressed, will continue to impact the economic viability of the northern waterfront. While most of these issues are related to physical infrastructure, there are equally important environmental, regulatory, political and ownership issues that are contributing to what some perceive as economic stagnation and the general deterioration of the area.

2.1 Public Benefits

When considering public benefits, Sausalito's waterfront caters to a variety of groups depending on the location. The WAM Committee identified three separate areas of the waterfront, each having a different character and offering "benefits" to three different groups (Figure 5):

1) The historic downtown and "Old Town" areas located along the southern waterfront of the City primarily serve tourists and other visitors, but also residents, with abundant restaurants, shops, waterfront parks, plazas, shoreline sidewalks and boardwalks. Much of this area was at one time Sausalito's working waterfront and the core of its engagement with Richardson's Bay.

2) The central waterfront area is more resident-oriented with Dunphy Park, the Cruising Club, Turney Street boat ramp, a small dinghy dock, a few marinas, a houseboat community and adjacent wetlands.

3) The Marinship is the only remaining industrial area along the waterfront, which serves an entirely different segment of the community than other areas of the city. The majority of the waterfront was at one time primarily of a marine/industrial character. This portion of Sausalito is the newest area of the community (reclaimed from the bay in 1942) and holds most all of its old identity and offers a great variety of products and services. For the boating community there is a wooden boat center, ship ways for haul-outs, machine shops, boat and sail cover manufacturers, shipwrights, riggers, engine repair and charter services, in addition to marinas with houseboats and power and sail yachts. There are well over one hundred fine and applied arts studios used by artists, architects, graphic designers, small scale manufacturing, wood shops and inventors. Supporting these uses are small neighborhood-serving (and visitor serving) restaurants. A few of the piers that support these maritime communities allow public access and open exploration of "backwater" areas, reinforcing their importance to the public. There is also Marinship Park with tennis courts and public restroom, used for community events such as the annual Sausalito Art Festival, and a kayak rental shop, beach and public restroom at Schoonmaker Point.

Following is a list of existing maritime related public benefits along the Sausalito waterfront (Figure 6):

1~ Recreational uses
- a. Launch Ramps
  - 1. Clipper Yacht Harbor
  - 2. Turney Street Ramp
  - 3. Presidio Yacht Club, Travis Marina
- b. Rowing Clubs
  - 1. Sea Trek
  - 2. Open Water
  - 3. Either Oar
- c. Sailing Schools and Rentals
  - 1. Modern Sailing Academy
  - 2. Club Nautique
  - 3. Cass Marina
  - 4. Call of the Sea
  - 5. Bay and Delta
  - 6. SF Bay Adventures
- d. Charter Fleet
  - 1. Fishing
  - 2. Sightseeing & tours
  - 3. Bait & tackle shops
- e. Fishing from shore
  - 1. Clipper spit
  - 2. Pier at Horseshoe Cove
  - 3. South end of Bridgeway

2~ Maintenance Facilities
- a. Hoists
  - 1. KKMI
  - 2. Spaulding
  - 3. Schoonmaker Marina
  - 4. List Marine
  - 5. Launch ramps
- b. Maine Railways
  - 1. Sausalito Ship Yard (Arques)
  - 2. Presidio Yacht Club, GGNRA

3~ Cruising Access
- a. Guest docks, short-term slips/amenities
  - 1. Clipper Yacht Harbor
  - 2. Schoonmaker
  - 3. Sausalito Yacht Harbor
  - 4. Cruising Club/Cass Marina

4~ Cruising/ Residential
- a. Dingy access
  - 1. Clipper fuel dock
  - 2. Schoonmaker Marina
  - 3. Galilee Harbor
  - 4. Cruising Club
  - 5. Turney Street Tie-Up
- b. Pump outs
  - 1. Sausalito Yacht Harbor
  - 2. Pelican
  - 3. Schoonmaker Marina
  - 4. Clipper Yacht Basin #2
  - 5. Marina Plaza
- c. Fuel Dock
  - 1. Clipper Yacht Basin # 2

5~Resident/Visitor Serving
- a. Yacht Harbors
  - 1. Clipper Basins
  - 2. Arques
  - 3. Marina Plaza
  - 4. Anicelli's Pier
  - 5. Schoonmaker
  - 6. Marine Ways
  - 7. Sausalito Yacht Harbor
  - 8. Pelican Yacht Harbor
- b. Open Access Piers
  - 1. Floating Homes
  - 2. Marina Plaza
  - 3. Pelican Yacht Harbor
  - 4. Sausalito Yacht Harbor
  - 5. Cass Marina
- c. Yacht Clubs
  - 1. Sausalito Yacht Club
  - 2. Sausalito Cruising Club

6~ Maritime
- a. Sausalito Channel access
  - 1. Maintain navigable depths in channel
  - 2. Maintain navigable depths to harbors
  - 3. Enforce rights-of-way/bulkhead lines
- b. Anchoring Regulations
  - 1. BCDC
  - 2. RBRA
- c. Water Transit
  - 1. Ferries
- d. Federal Facilities
  - 1. Bay Model
  - 2. Army Corps of Engineers

Annual Bull Ship Race from Horizons to the Saint Francis Yacht Club

Sausalito's waterborne communities have provided relatively affordable housing and allowed the community to retain a certain amount of socio-economic diversity

Well over 100 fine art studios are located in the Marinship. Arts communities are dependent on civic industrial sectors for affordable housing and raw work space. The historic presence of an arts community in Sausalito is directly linked to the presence of its maritime industries.

The waterborne communities are highly dependent on certain specialized marine services to be very nearby. Such services are located in the Marinship, and have allowed such communities to continue to exist in Sausalito.

Figure 5 Waterfront Public Benefit Areas

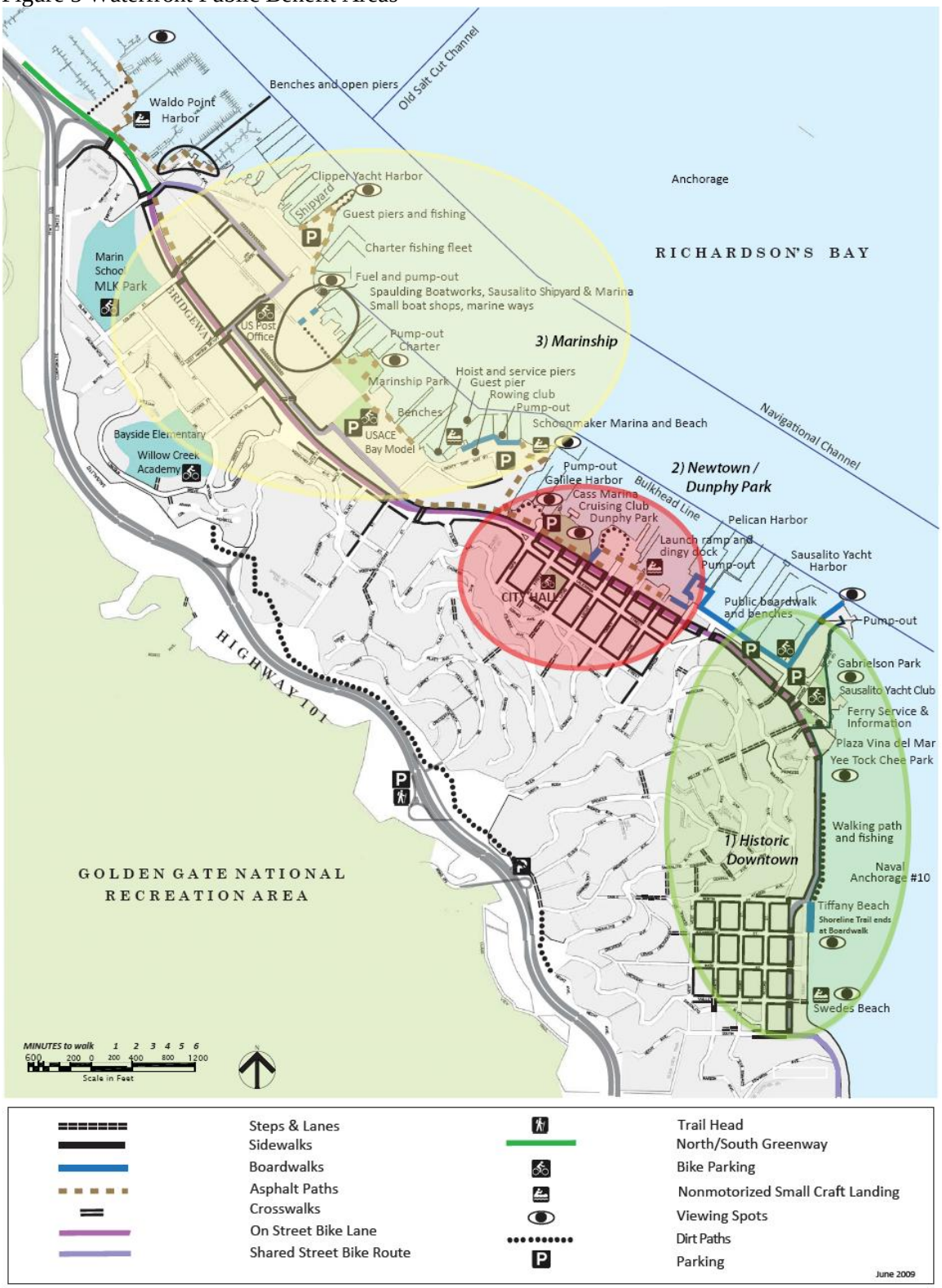


Figure 5
WATERFRONT PUBLIC BENEFITS AREAS

Figure 6 Waterfront Public Benefits

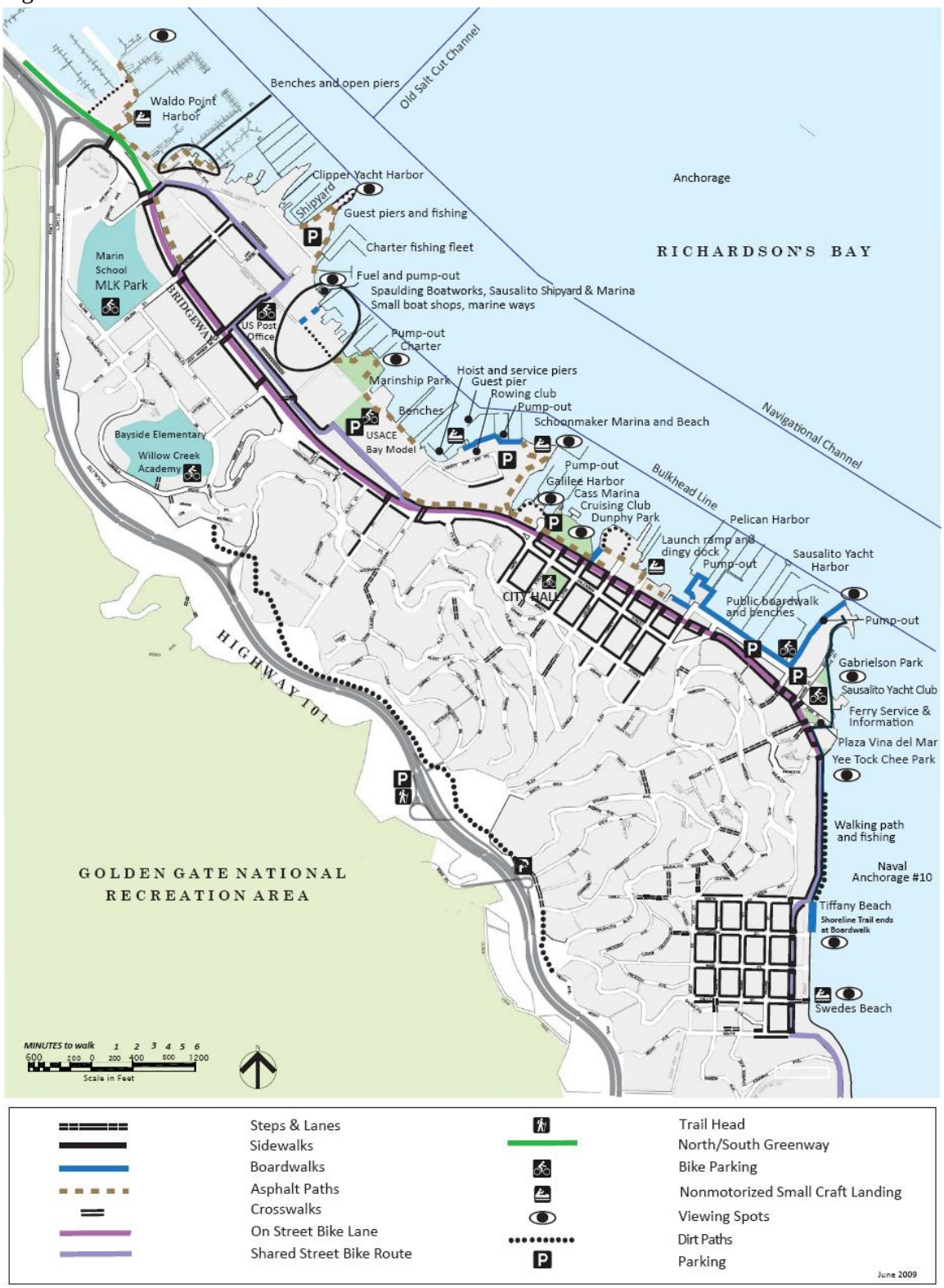


Figure 6
WATERFRONT PUBLIC BENEFITS

While the Sausalito waterfront currently provides many public benefits, there are a number of deficiencies, especially for visiting boaters. These include shoreline access, accommodation, amenities and maintenance, as well as supporting land uses and infrastructure. The greatest public benefit needs are:

- Facilities and services for boaters including more temporary berthing slips and off-shore mooring for cruisers, dingy access and usability of docks, pump-outs, fuel docks, ramps and boater access to points along the shoreline
- Maintenance of the waterways
- Continuous pedestrian access along the waterfront where not in conflict with marine businesses
- Rehabilitation City-owned piers
- Public access to piers
- Public facilities such as restrooms

While physical waterfront features and businesses available to the public are clear public benefits, the waterfront's role in shaping Sausalito's cultural identity, providing a diverse economic base and supporting a more diversified range of housing, and hence the health and stability of the community as a whole, can also be considered a public benefit. Sausalito is particularly unique with its large houseboat, live-aboard and anchor-out communities, which have grown since World War II when surplus vessels were converted to residential use. This unique housing stock is highly dependent on specific marine services being available and close in proximity.

That Sausalito still possesses a functioning industrial sector has helped the community as a whole maintain a socio-economic diversity. Other Southern Marin cities have all but completely gentrified and thus have disconnected from the community's historical evolution and growth patterns. For the most part, they have become mere bedroom communities or suburbs serving San Francisco and other Bay Area cities. Having a wider spectrum of socio-economic strata and diversity within a community is a sign of its health and stability, both socially and economically. Such diversity fosters greater community interdependence, as opposed to, for example, a more gentrified economically homogenous "bedroom community" which is highly commuter dependent for daily functioning and thus is a less appealing model for the future as energy prices and population continue to grow. Ideally, a fair amount of those who work here in town should also be able to live here in town. Maintaining and even promoting a community's socio-economic diversity also has the effect of promoting a lively, cultural and socially interactive, cohesive community.

Thus, what remains of the industrial sector of Sausalito's waterfront that serves this third "public" has helped keep the community of Sausalito relatively healthy and less dependent on surrounding communities for its economic, social and cultural needs. It has also helped shape the color and character of the city of Sausalito throughout its history. This is a profound public benefit, albeit a broad and subtle one, that serves and benefits everyone.

2.2 Physical and Environmental

2.2.1 Flooding

Flooding from the San Francisco Bay during major storms can affect many parts of Sausalito. However, normal tidal flooding (unrelated to storms) regularly occurs in several low lying inland areas in the Marinship, particularly the part of Gate 5 Road between Harbor Drive and Coloma Street and Varda Landing Road at the Coloma Channel. The Clipper Yacht Harbor parking area had been impacted until it was raised 5feet several years ago. Tidal flooding impacted these areas 79 times in 2009. Tides above 5'8" along Heath Way and 6'6" along Gate 5 Road overwhelm storm drain openings along the roadway that leads to the bay through the Coloma Channel. Rising bay water comes through this channel and spills out of the drains, flooding the area with bay water. Tides reach over 7 feet during certain times of the winter and can be even higher when affected by low-pressure systems, storm surges and heavy winter rains. A major storm in the area in 1998 brought the water levels above 12'6". Several years ago a local property owner undertook a study which evaluated the installation of a check-valve to stop the back-flow of bay water, but to date no action has been taken by the owner or the city. Check-valves would significantly reduce the flooding during normal conditions but may not prevent catastrophic flooding from 100-year storm events (Figure 7).

Inadequate drainage and subsidence contribute to the problem of flooding. When storm drains are flooded with bay water, rainwater from heavy winter rains has nowhere to drain and only adds to the flood levels. Continued subsidence in the area at an estimated rate of one-half inch per year means that the elevation at which the area floods from high tides decreases correspondingly each year. In the future, flooding will become more frequent and deeper with rising sea levels.

Other areas throughout Sausalito that are currently only flooded during extreme high tide and major storm conditions may also become regularly affected by normal tidal influx. Currently, the parking lot elevation requirement in Sausalito is 9'6" above National Geodetic Vertical Datum (NGVD).

Flooding impacts access to physical property and roadways. Parts of Gate 5 Road and Varda Landing Road must be closed off at times of high tides. Flooded roadways strand motorists, pedestrians and bicyclists and create a public safety hazard. This interrupts normal operations of businesses in the area.

Physical property is also threatened as is evidenced by the various measures taken by property owners in the form of floodwalls, flood gates in front of entranceways, ever present sand bags, and pump stations. Salt water from leaking storm drains can corrode underground utility lines.

Tidal flooding poses environmental pollution risks in bringing bay water onto the roadways and surrounding properties and depositing unknown substances. The potential for pollution is present in each high tide flood.

Tidal flooding creates a potential health hazard and a defective sewer and storm drain system. This problem is twofold: 1) leakage of saltwater into the sewer lines overtaxes the sewage treatment plant, contributing to overflow spills at the plant (a sewer pump station is located at the base of Coloma Street); and 2) leakage of sewage into the storm drains causes raw sewage to flush into the bay with tidal waters.

Sewer and storm drain systems need upgrading to prevent leakage and backflow of tidal waters in low lying and potentially low lying areas. Further study is required to identify other areas where breaches could allow bay waters to flood low-lying lands as the problems become exacerbated.

The Marinship and waterfront flood during January and February when there are extremely high tides, and especially in combination with a wind-blown 30-mile fetch out of the southeast portion of the bay. A fetch is water that moves into Richardson Bay by extreme high winds up to 70 miles per hour, which increases the tide level as much as 1to 2.5 feet. If the barometric pressure is low, the tide will rise another 6 inches or so.

Following is an example of the variables that make up a regular tide with the additional impact of Richardson's Bay's characteristic "southeast fetch:"

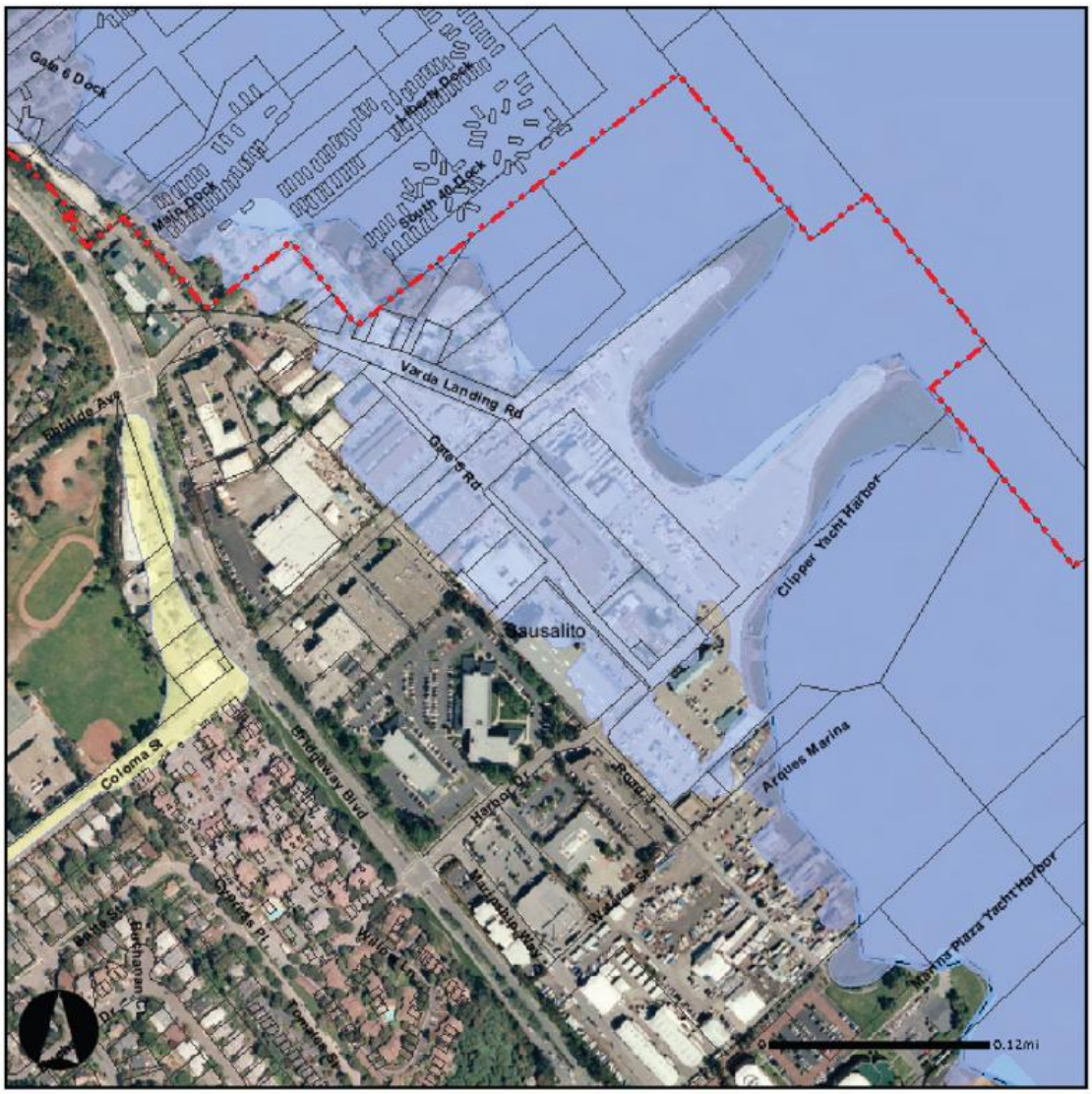
National Geodetic Vertical Datum (NGVD)		4'.35"
Mean lower, low water (MLLW)	+	2'.75"
This is how the tide would be listed in the Tide Book	=	7'1"
Add a low-pressure day	+	.5"
Stormy 70 mph wind (Southeast Fetch)	+	2'0"
	=	9'6"

This 7'1" tide is now a menacing 9'6" tide--resulting in extreme flooding along the shoreline.

This view looking west along Harbor Drive illustrates remedial measures property owners have employed to prevent floodwater from entering the building. Notice that the building sits below the street level due to subsidence and a retaining wall has been installed along the front to prevent flooding.

Cyclical tidal actions can cause severe flooding as pictured here along Gate Five Road. When combined with rainstorm water, flooding easily causes businesses to be inaccessible and damages property.

Figure 7 FEMA Flood Hazard Zone



City

Road Names

Parcels

FEMA DFIRM Flood Hazard Zone

500 year

100 year - contained in channel

100 year - determined by approximate methods of analysis

FEMA DFIRM Flood Hazard Zone (continued)

100 year - determined by detailed methods of analysis

100 year - chance shallow flooding with a constant water-surface elevation (usually areas of ponding) where average depths are between 1 and 3 feet

100 year - chance shallow flooding (usually sheet flow on sloping terrain) where average depths are between 1 and 3 feet

100 year - chance coastal floodplains that have additional hazards associated with storm waves - approximate hydraulic analyses

100 year - chance coastal floodplains that have additional hazards associated with storm waves - detailed hydraulic analyses

OceanBay

BayAreaCounty

Figure 7

FEMA FLOOD HAZARD ZONE

2.2.2 Environmental Contamination

Environmental contamination is a major factor to be considered in any future plans for the Sausalito waterfront area. To understand the scope of the problem, it is helpful to distinguish between point and non-point sources of pollution. Point source pollution comes from a single identifiable localized source; non-point sources cannot be pinpointed, but are widespread. In the case of the Marinship and other areas of the waterfront, it is also useful to distinguish between current sources and historical ones, the latter possibly being the most difficult to quantify and thus most challenging to consider in future planning.

Among current non-point sources, flooding caused by both seawater intrusion and storm water run-off are two major sources of environmental contamination to the Marinship area. The previous section of this document describes how these two problems are linked together especially during winter storms.

Aside from the inconvenience and structural risks caused by seawater flooding, contaminants found in bay water can threaten human life and health. High tides introduce oil and other chemical contaminants to the roadways, sidewalks, parking lots and any structures subject to flooding. San Francisco Bay water has significant concentrations of lead, copper, mercury and selenium. After flooding, the residual water evaporates, leaving visible chemical residue.

Sewage spills from both the Mill Valley and Sausalito-Marin City Sanitary District treatment plants, caused in part by overburdening from storm drains, are another source of major concern. Seawater flooding introduces coli form bacteria from these spills to city streets and parks.

Flooding in the Marinship carries with it contaminates like nitrogen from excess fertilizers, herbicides and insecticides from uphill residential areas and city parks; oil, grease and toxic chemicals from urban runoff including the freeway; sediment from improperly managed construction sites and erosion; and bacteria and nutrients from pet wastes and faulty septic systems.

Concerns regarding the potential health threats caused by leaking sewer mains in the Marinship area, raw sewage infiltration of storm drains and even possible contamination of the drinking water must be addressed.

Of particular concern is point source environmental contamination of historical origin. These sources include toxic remnants from the World War II shipyard, former city landfills and residue from industrial businesses that have long since closed such as old chemical plants, heavy industry and underground fuel storage tanks. Current potential point sources of pollution such as active shipyards, photo processors and auto repair shops are carefully regulated by the Environmental Protection Agency and are probably less of a concern than historical, and largely unidentified, sources.

2.2.3 Subsidence

The area between Napa Street and Gate 5 Road was used by the Marinship Corporation for the building of Liberty ships beginning in 1942. Prior to that time, wetlands and marshland were evident throughout these boundaries. With the commission of the land for the war effort, an elevated point, Pine Point or Pine Hill, was leveled and the soil was used to fill in Richardson's Bay over bay mud. Before the point was populated, the area had been used as the working repair yards for the North Pacific Coast Railroad.

Built in an amazingly short period of time, these changes to the land were not envisioned to be sustainable for the sixty plus years of today.

One of the most challenging physical characteristics found in the Marinship is a condition called subsidence. This is the sinking or settling of the soil used to fill the bay. The underlying land is mainly mud and unlike sand or rock, is very slippery and unstable.

It has been documented that parts of Marinship, particularly the north end, are settling at a rate of between ½ and ¾ inches per year. The subsidence map (Figure 8) highlights those areas that have shown the most subsidence over the years. Waterfront areas to the south of the Marinship have not experienced the same sinking levels due to their relatively more stable conditions.

As the ground has settled, the infrastructure has sunk. Occupants of buildings in this area have measured this gradual sinking informally over the years. Some of the photos visually document changes in building elevations relative to street levels. One shows where pilings have begun to rise, buckling road surfacing. The most dramatic evidence of subsidence is the stairways at the north and south entrances to the ICB Building, formerly the Mold Loft. At the time of construction, the building entrances were level with the ground surface. Now the entrances require a six foot high staircase.

Any physical land improvement or new development will need to take into consideration ongoing differential settling. Because of these conditions, extensive work will be needed to stabilize land before any new construction is attempted. In addition to subsidence, the area suffers from antiquated drainage and sewer systems that compound the soil issues. Because of subsidence, drainage and sewer problems and tidal and storm flooding, the cumulative effect of these factors may not be reasonable to allow some parts of these parcels to be developed. Creative, long-range solutions will need to be applied to address these critical and costly land development concerns, and may require public/private partnerships in order to achieve viable, sustainable solutions.

One of the largest buildings in the Marinship, the ICB Building, shows dramatic signs of subsidence. This building, formerly the Mold Loft, shows the corners fully exposed due to subsidence with a loss of approximately 4-5 feet in the surrounding land. The stairways at the north and south ends of the building have been added to access the building since originally the doorways were at ground level.

Pilings left over from the Marinship yard are appearing as the parking surface of waterfront property subsides. This area has been repaved at least once and will continue to be a problem unless mitigation measures are taken to stabilize the area.

Figure 8 Terra Metrics Subsidence Areas

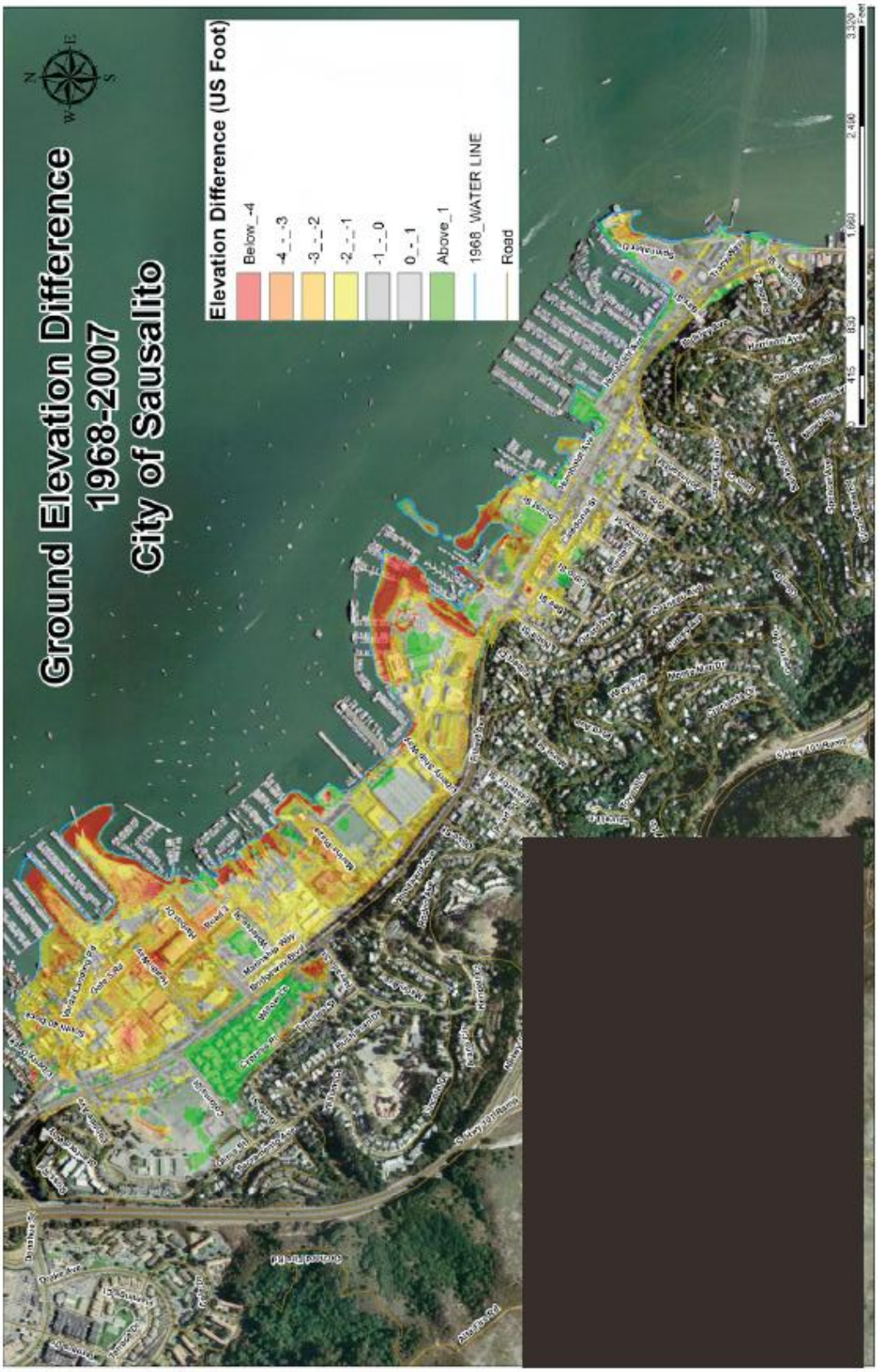


Figure 8

TERRA METRICS SUBSIDENCE AREAS

2.2.4 Sea Level Rise

Global warming will increase the potential for flooding to coastal communities. The causes for sea level rise are attributed to additional water from the melting of land-based ice and the expansion of seawater caused by thermal warming.

The San Francisco tide gauge at Fort Point is the longest continually monitored gauge in the United States. Sea level rise trends measured at this location, as well as two other long running tide gauges on the Pacific west coast, show a sea level rise of 7.9 inches per century or 0.08 inches per year over the past century.

There is broad scientific consensus that the rate of sea level rise is increasing with higher global surface temperatures. Recent findings suggest that a sea level rise of 16 inches will occur around the San Francisco Bay over the next half century, and by the turn of the century the sea could rise as much as 55 inches above current levels (Figure 9).

An estimated 270,000 people in the Bay Area are at risk of flooding from a 55-inch rise in sea level – a 98% increase over the regions current vulnerability to flooding. Bay Area shoreline development at risk (buildings and their contents) is estimated at $62 billion – nearly double the estimated cost of sea level rise flood risk along the entire California Pacific coastline.

Bay Area communities, including Sausalito, must take potential sea level rise very seriously when considering any new development planning, as well as preserving already existing structures.

The following map prepared by the Bay Conservation and Development Commission illustrates areas of Sausalito that are expected to be affected by a 16-inch rise in sea level by mid-century and by a 55-inch rise by the end of the century. The affected areas include a majority of Sausalito waterfront properties. Clipper Properties and areas along Gate 5 Road would be particularly affected. For a first-hand experience of how sea level rise will affect San Francisco Bay and its surrounding communities, the Bay Model gives periodic demonstrations of these effects to the public. The unusual scene pictured below is Bridgeway fully submerged under water caused by seasonal tides and rainy weather. It is an infrequent occurrence that requires sandbags and impairs traffic along Sausalito's main travel corridor.

Figure 9 BCDC Projected Sea Level Rise

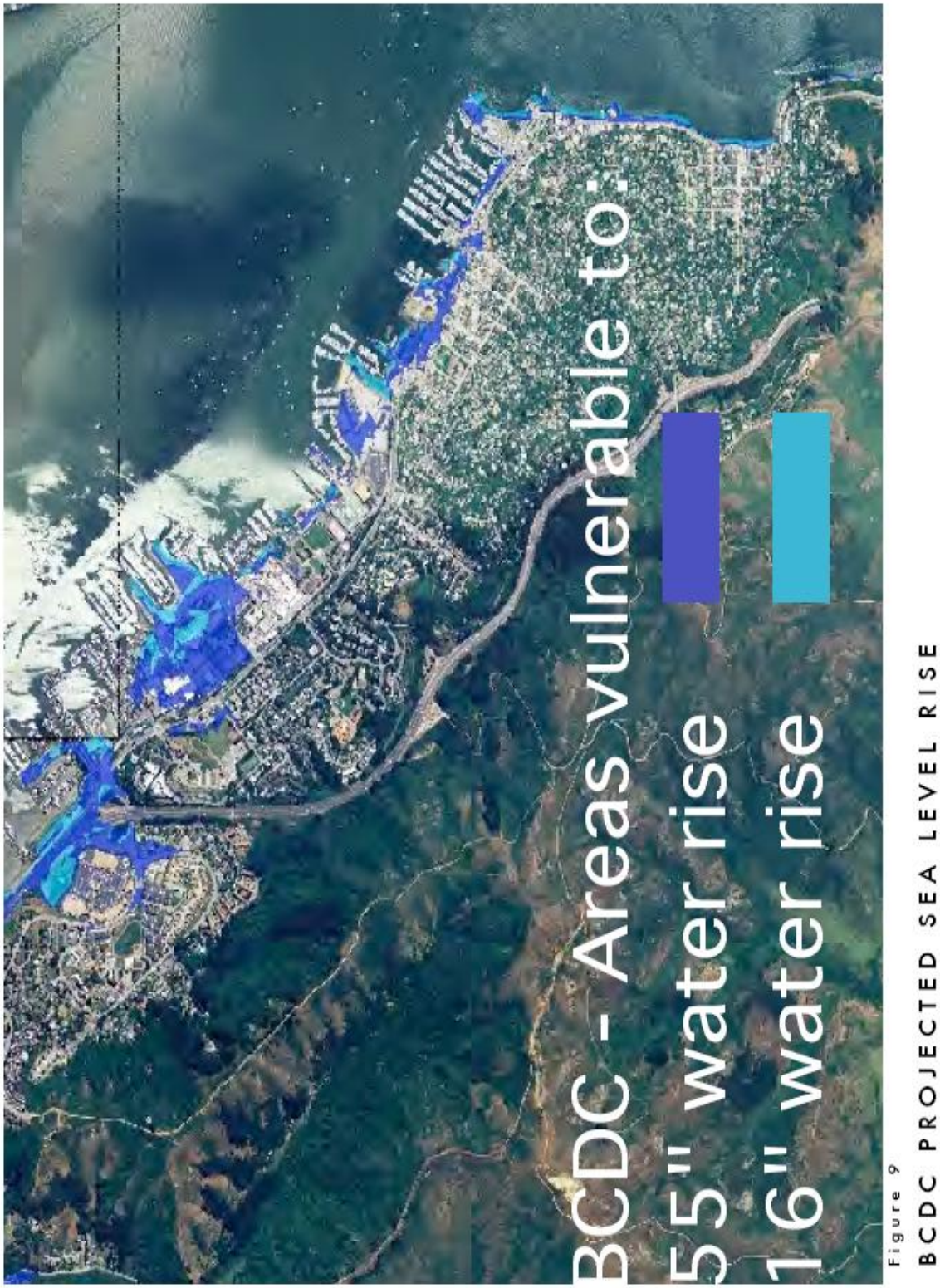


Figure 9
BCDC PROJECTED SEA LEVEL RISE

2.2.5 Seismic

Because of the age of many of the buildings in the Marinship (1942), considerations for the effect of a major earthquake were not factored into their construction. Much of the infrastructure is vulnerable to seismic damage, including gas lines, power lines, phone lines, sewers and drainage systems, as well as buildings.

As additional buildings have been constructed along the waterfront, from the 1950s through to the present, appropriate building codes have been applied to their construction. However, many older buildings do not meet seismic standards since they were built before seismic building codes were developed.

Figure 10 illustrates those areas that are vulnerable to the seismic effects causes by liquefaction. Liquefaction occurs when water in ground soil, particularly in fill, is agitated during the shaking of an earthquake. This water rises and literally makes the soil "liquid." Most recently, this was visible in the Marina area of San Francisco that is built on fill from the Pan Pacific Exposition of 1915. In the earthquake of 1989, buildings that experienced liquefaction literally shook apart and were heavily damaged because the soil could no longer support them.

Figure 10 ABAG Liquefaction Susceptibility

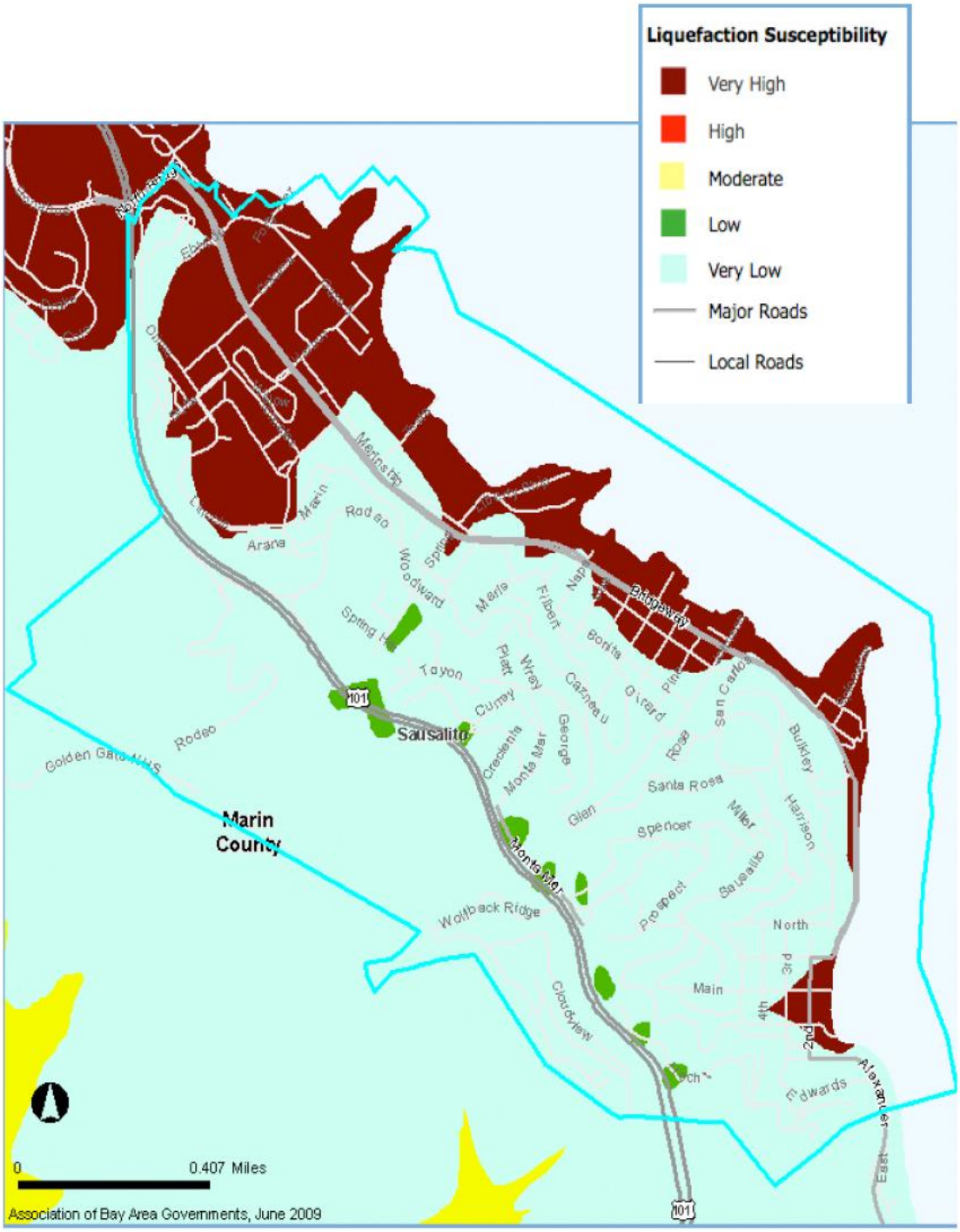


Figure 10

ABAG LIQUEFACTION SUSCEPTIBILITY

2.2.6 Eel Grass

Zostera marina, or eelgrass, is the only seagrass found in the San Francisco Bay and exists at various points along the Sausalito shoreline. It is not a grass but a flowering plant that through adaptation lives submerged in the shallow waters of protected bays and estuaries.

The first published survey on the distribution of *Zostera marina* in San Francisco was conducted in 1989. It mapped a total of 316 acres including San Pablo Bay and 13 acres of Richardson's Bay. By comparison, Humboldt Bay had almost ten times more eelgrass and Tomales Bay three times more than San Francisco Bay. Observations made during the survey indicated that the eelgrass populations were "patchy" and "stressed."

Eelgrass provides food, shelter and spawning grounds for many Bay fish and invertebrates. The major subtidal spawning areas for *Clupea harengud* (Pacific herring), recently the most valuable fishery in California, are Richardson's Bay and the large shallow area between Richmond and Oakland. Eelgrass is not only vital to the health of fish and invertebrates but also some bird species that forage on the fauna associated with *Zostera marina*, such as the California least tern.

Zostera marina beds support a variety of organisms, more than that of non-vegetated areas. The roots and leaves provide habitat for many plants and animals. Long blade-like shoots provide shelter and serve as a nursery ground for many fish species.

Several conditions contribute to the detriment of the eelgrass populations. Human activities such as type of land use, channel dredging, construction, use of marinas and ferry terminals and propeller wash can affect water clarity and unbalance suspended sediment concentrations necessary for healthy eelgrass. Eelgrass is also damaged by the lack of sunlight needed for photosynthesis, such as from piers and berths in marinas. Anchor lines that drift across the plants can also be damaging. Eelgrass depends on a specific hydrological environment for its survival, and boating and other human activities that disturb bay mud can upset this balance.

Prior to 1989, information on the historic distribution of eelgrass was limited. Low light availability within the water column has been found to limit the development of extensive eelgrass meadows and may be the principal cause of eelgrass declining in San Francisco Bay.

The technology for successfully establishing seagrass beds has been unreliable although transplantings at two San Francisco Bay locations were successful. Planting projects have often failed as a result of poor selection of planting sites or plant material and incorrect use of planting methods. Factors that limited success includes a general lack of knowledge of physiological requirements and unknown local environmental factors controlling *Zostera. marine* growth.

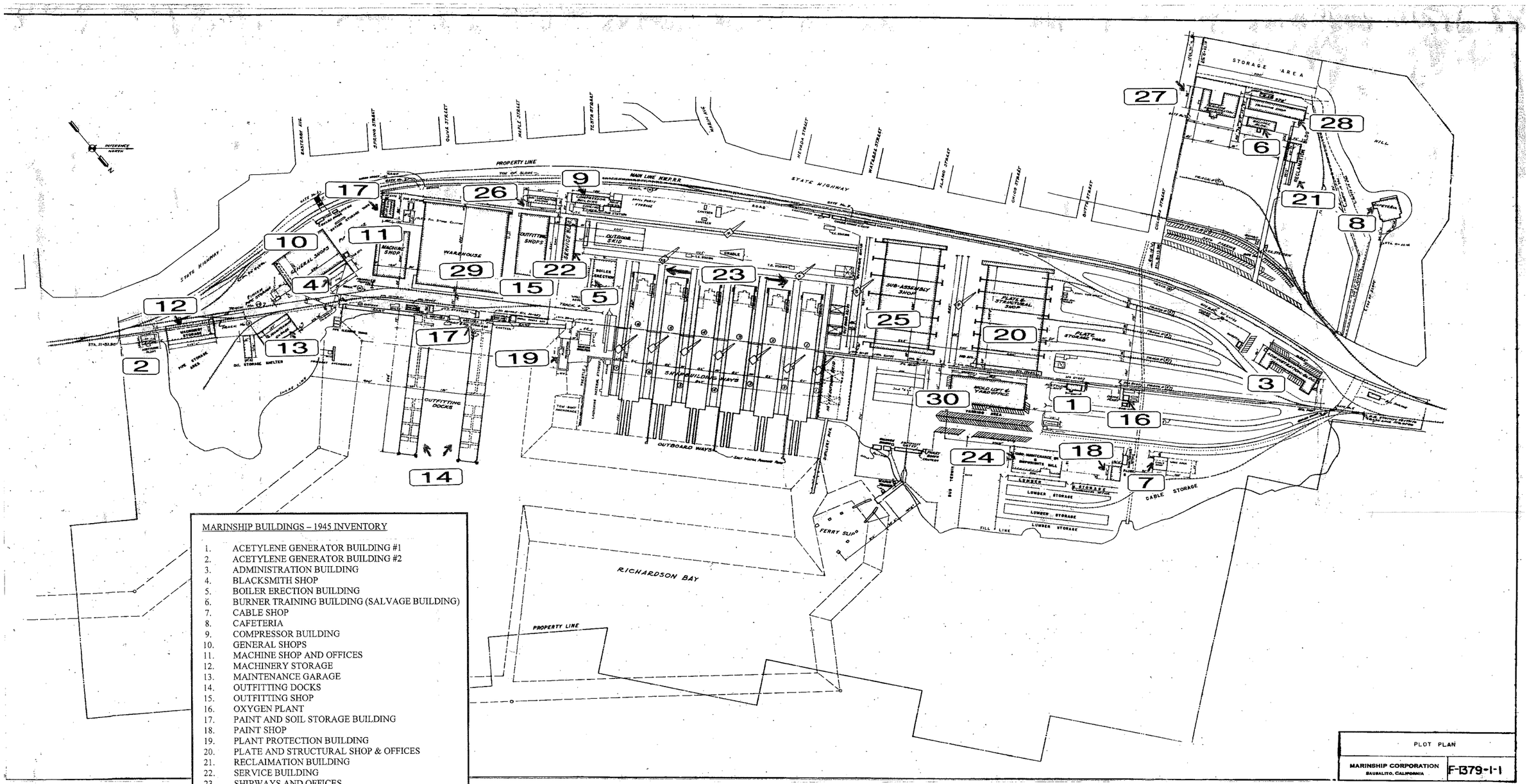
Further degradation of eelgrass bed health will have a negative impact on bay fish, invertebrates and some bird species as well as potential financial impacts on fishermen.

2.2.7 Historic Resources

At the close of World War II, the Marinship Corporation vacated thirty buildings along and near the Sausalito waterfront that were built for the construction of Libertyships beginning in 1942. No formal historical documentation has been done on the remaining buildings to evaluate their historical significance.

Richard T. Grambow, Chief Engineer and Architect for the Marinship Corporation, prepared an inventory and photographed each building in addition to listing building materials and dimensions. This work was completed to serve as an inventory of the buildings that were being vacated at the site. A map of the Marinship area with each building's location was also prepared (Figure 11). Several of the structures were razed and new buildings occupy those locations including West America Bank, Mollie Stone's Market and the U.S. Post Office.

MARINSHIP BUILDINGS 1945



MARINSHIP BUILDINGS – 1945 INVENTORY

1. ACETYLENE GENERATOR BUILDING #1
2. ACETYLENE GENERATOR BUILDING #2
3. ADMINISTRATION BUILDING
4. BLACKSMITH SHOP
5. BOILER ERECTION BUILDING
6. BURNER TRAINING BUILDING (SALVAGE BUILDING)
7. CABLE SHOP
8. CAFETERIA
9. COMPRESSOR BUILDING
10. GENERAL SHOPS
11. MACHINE SHOP AND OFFICES
12. MACHINERY STORAGE
13. MAINTENANCE GARAGE
14. OUTFITTING DOCKS
15. OUTFITTING SHOP
16. OXYGEN PLANT
17. PAINT AND SOIL STORAGE BUILDING
18. PAINT SHOP
19. PLANT PROTECTION BUILDING
20. PLATE AND STRUCTURAL SHOP & OFFICES
21. RECLAIMATION BUILDING
22. SERVICE BUILDING
23. SHIPWAYS AND OFFICES
24. SHIPWRIGHT'S MILL
25. SUB-ASSEMBLY AND OFFICES
26. SUB-CONTRACTORS BUILDING
27. TRAINING AND ADMINISTRATION BUILDING
28. TRAINING SHOP
29. WAREHOUSE
30. YARD OFFICE AND MOLD LOFT

Figure 11

HISTORIC MARINSHIP (1945 INVENTORY)

2.2.8 Utility Systems

Since the end of World War II, there has been no coordinated effort to maintain or upgrade various portions of the public infrastructure system in the Marinship. The City has not assumed the overall responsibility of the infrastructure and has not uniformly required development projects to provide off-site general improvements.

Lacking a comprehensive, detailed and economically realistic plan for the Marinship has made it difficult to improve infrastructure systems necessary for successful area-wide development. Consequently, except where recent development has occurred, most of the utility systems are approaching obsolescence. Sewer pipe joints have been disconnected in multiple areas because of uneven settling of the ground. Sewer lines are prone to both leaking sewage out and leaking groundwater and seawater in. Raw sewage also leaks into broken storm drains and straight into the bay. The storm sewer systems cannot handle the storm volumes and back-up during high tides.

The City is undertaking Priority Stormwater Control Projects designed to address some of these issues by improving the ability of the existing stormwater system to handle flows. The facilities to be built include: 1) tide gates to prevent water from the bay to enter the storm drain system at high tide; 2) a new pump station designed to discharge estimated peak flow from stormwater runoff; and 3) a new levee near Gate 5 Road to prevent flooding at extreme high tides in excess of the new pump station capacity.

In addition, much of the electrical service is above ground and the teledata communication capability in many areas is inadequate. In some parts of the Marinship, electrical and other services have been installed without proper permits and inspections.

2.2.9 Circulation and Parking

There are both public and private streets along the Sausalito waterfront east of Bridgeway. In the Marinship, the public streets include approximately the northern 200 feet of Marinship Way, all but the eastern end of Harbor Drive, Gate 5 Road, Coloma Street and one block of Heath Way. All other roadways are privately owned. There are a series of access easements granted to downstream property owners and, in some cases, the public. No methods of maintenance have been established for these private roads and traffic laws are not routinely enforced, which could lead to increasing personal injury and property damage. Many of these roadways are ill defined. Amenities such as sidewalks, street lights, street trees and site furniture are generally lacking on both the private and public streets in the Marinship. Many of them do not even meet minimum city street standards.

One of the greatest constraints to any future development in the Marinship is the lack of a secondary north-south access road and potential traffic congestion at intersections on Harbor Drive at Bridgeway and at Marinship Way. To mitigate these traffic concerns, the Marinship Specific Plan calls for the eventual development of a short loop road between Marinship Way and Harbor Drive further east around Mollie Stone's and the U.S. Post Office. However, no

secondary or loop road has been built. The lack of a public right-of-way is a constraint to the development of such a public street.

The Marinship Specific Plan requires "when reasonable" that a number of parcels develop vehicular access as part of development plan approval. The Specific Plan also outlines the responsibilities of select property owners to improve streets and driveways, only some of which has been completed because not all properties have undergone development plans since adoption of the Specific Plan. While the Specific Plan's policies have helped improve vehicular circulation, the lack of a comprehensive circulation plan supported by public and private funding is a major impediment to a fully functional network of standard roadways.

Surface parking covers a significant portion of the waterfront, estimated to be well over one-quarter (Figure 12). No parking structures exist. Surface parking lots detract from the aesthetics of the waterfront, are a source of water contaminants, increase run-off and flooding, represent underutilized property and contribute nothing to the City's tax base. There is too much parking in some areas of the waterfront and not enough in other areas, especially for public use.

In and near the downtown area, there are five municipal parking lots with 462 parking spaces available to the public. A 1997 parking and traffic study prepared for the City by Robert L. Harrison Transportation Planning determined that the four lots in the immediate downtown area reach their maximum practical capacity on summer weekend days. Public lots are also located further north adjacent to Dunphy Park and the U.S. Army Corps of Engineers Bay Model, and overflow parking is available on the Dunphy Park railroad right-of-way. These have 30 and 170 parking spaces, respectively. These lots typically have some unoccupied capacity during peak periods.

All other waterfront parking lots are located on private property with use generally restricted to marina members, houseboat tenants and business visitors and employees. The largest lots are at Clipper Yacht Harbor (400 spaces), Marina Plaza (360), 30 Liberty Ship Way (175 spaces) and Schoonmaker Marina (154). The Schoonmaker Marina parking lot provides only eight public spaces, but has the single most significant beach along the entire Sausalito waterfront and the only public kayak rental, which creates a public parking demand that far exceeds the supply during the peak use season. Clipper Yacht Harbor's parking lot has the opposite problem of being significantly underutilized nearly all the time.

Zoning regulations require that one parking space be provided for every two marina boat slips. For Sausalito's six marinas, this translates to 559 parking spaces, but over 800 are available. Consultation with marina operators indicate that with the exception of a few of the busiest days of the summer, these lots are never full; in fact, the average occupancy of marina parking lots is estimated to be under half of the capacity. With appropriate parking and transportation management, the public and other businesses with insufficient parking could better utilize some of this capacity.

With the exception of some of the City parking lots, there are few or no trees in these lots to help break up the expanse of asphalt and make them more attractive in appearance. In some cases, the

parking lots are near the water's edge with no landscaping, trail or boardwalk to create a visually interesting or usable buffer between the parking lot and shoreline.

Nearly all pedestrian access ways in the Marinship are privately owned. The shoreline trail is discontinuous and non-existent across many of the private parcels. Like private roadways, no consistent methods of maintenance have been established, which could lead to personal injury and property damage claims. Many of these trails are ill-defined and unsigned. Amenities such as public restrooms, benches, signage and landscaping are generally non-existent.

Loop Road Alternatives Analysis:

Following is a pros and cons analysis of four Marinship public street circulation plans including "loop road" alternatives connecting Marinship Way and Harbor Drive. The primary purpose of providing a loop road is to mitigate traffic congestion at the Harbor Drive and Marinship Way intersection, which is too close to Bridgeway to handle adequate queuing during peak traffic periods and at full build-out of Marinship.

The Marinship Specific Plan identified a road alignment. When it became difficult to obtain a necessary easement across a private parcel, this alignment was modified as part of the Marinship Improvement District Transportation Plan, which was accepted by the City. These two alignments are shown in Figures 13 and 14. The WAM Development Subcommittee prepared two additional conceptual alternatives for consideration. These are shown in Figures 15 and 16.

Proposed Loop Road in Marinship Specific Plan (Figure 13)

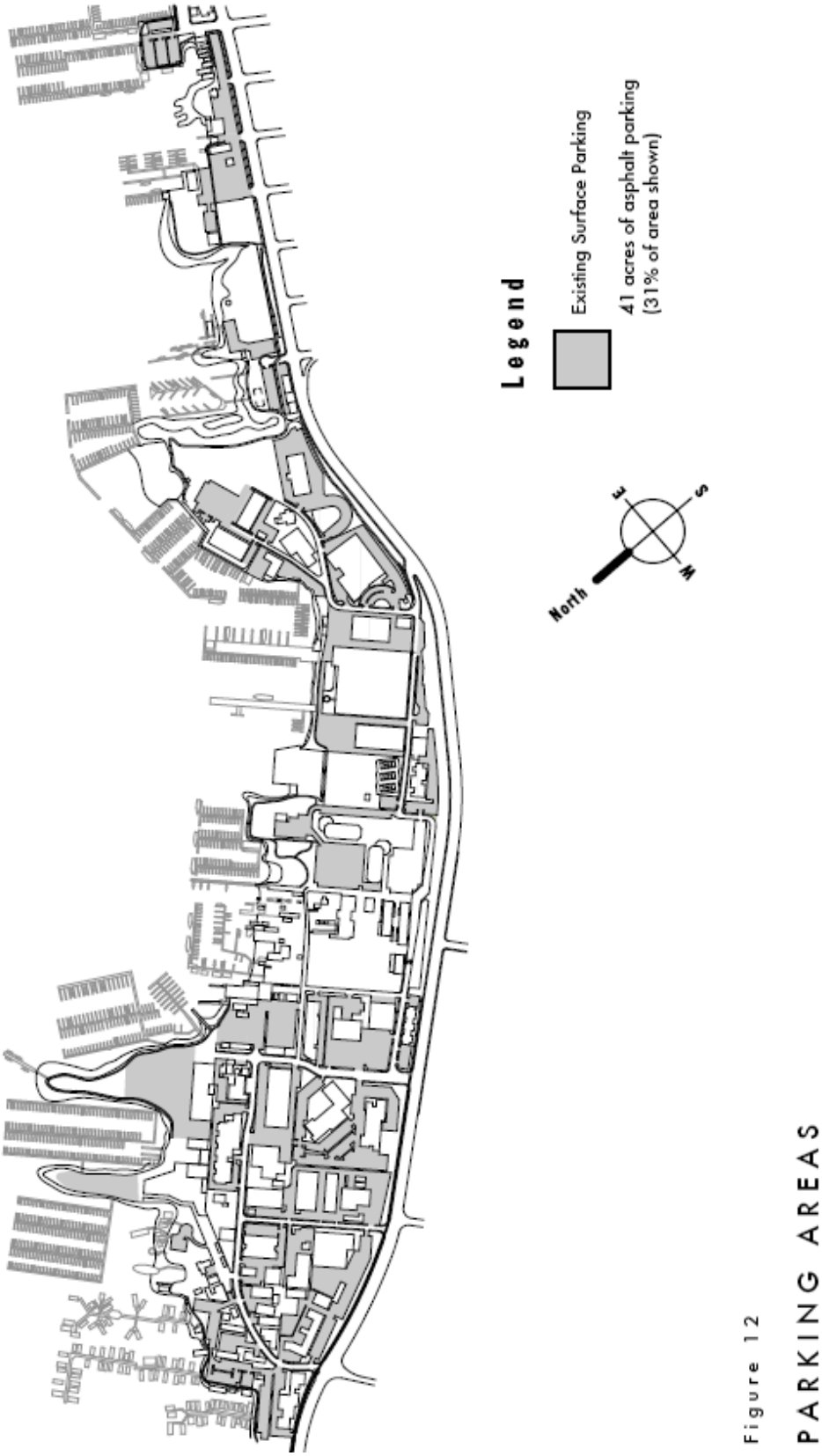
Advantages

- No right-of-way easement needed
- Minimum roadway/cost of construction
- Proposal is already embodied in the Marinship Specific Plan; no policy changes required
- The soils under this loop road are potentially more stable that other proposals, thus providing for better storm drainage and less road maintenance

Disadvantages

- Retains failing intersections at SWA (currently Level F) and Harbor Drive (currently Level F) identified in Figure 13; any traffic study will conclude that the circulation is not sufficient for full build-out of the area
- Incorporates and retains a substandard roadway width between the Bay Model and the Record Plant/SWA, eliminating the potential for pedestrian safety improvements
- Because of 90 degree turns and location of intersection with Harbor Drive west of Gate 5 Road, new loop section is not likely to be heavily used and thus will not solve congestion problems on Harbor Drive
- Inconvenience of one-way traffic on portion of Marinship Way
- Aesthetically unpleasant behind Mollie Stones and U.S. Post Office

Figure 12 Parking Areas



Marinship Improvement District Transportation Plan (after the Marinship Specific Plan) (Figure 14)

Advantages

- Would eliminate the intersection at SWA corner (currently a Level F) and created a new section of roadway that is of sufficient width to accommodate pedestrian improvements
- Minimum roadway/cost of construction
- Proposal is embodied in three City-sponsored traffic studies as adequate to accommodate a full cumulative build-out of the Marinship (Level C or better at all intersections) and was a utilities mitigation measure for a major project in the Marinship; no policy changes required
- Considerable money in a traffic study for the Marinship has already been incurred by property owners
- The soils under this loop road are potentially more stable than other proposals, thus providing for better storm drainage and less road maintenance

Disadvantages

- Eminent domain proceedings needed on SWA property, providing an additional cost to the project
- Because of 90 degree turns and location of intersection with Harbor Drive west of Gate 5 Road, new loop section is not likely to be heavily used and thus will not solve congestion problems on Harbor Drive
- Inconvenience of one-way traffic on portion of Marinship Way and portion of loop road
- Aesthetically unpleasant behind Mollie Stones and U.S. Post Office
- Restricts space for a potential parking structure at base of Bridgeway (see Section 4.0)

Alternative I Proposed Loop Road (Figure 15)

Advantages

- Direct connection between Gate 5 Road and Marinship Way which will encourage use away from Harbor Drive and reduce congestion at problematic Harbor Drive intersection
- Eliminates 90 degree turn at SWA without requiring easement from SWA property owner
- Minimum roadway/cost of construction
- Aesthetically unpleasant behind Mollie Stones and U.S. Post Office

Disadvantages

- Requires public street right-of-way acquisition and possibly eminent domain proceedings across private properties, potentially significantly increasing the cost of the project,

unless development regulatory concessions can be offered in exchange for new rights-of-way

- One-way traffic pattern likely to be required on Marinship Way because right-turn onto loop road will discourage a high number of drivers from taking this route
- The soils under a portion of this loop road are potentially less stable that other proposals and could result in greater expense for storm drainage and road maintenance
- Could potentially negate the costs of improvements previously contributed by property owners to the City
- Would require new traffic study, the results of which are unknown
- Would require policy change and, potentially, an environmental impact report
- Incorporates and retains a substandard roadway between the Bay Model and the Record Plant/SWA, eliminating the potential for pedestrian safety improvements

Alternative II Proposed Loop Road (Figure 16)

Advantages

- Direct connection between Gate 5 Road and Marinship Way, which will encourage use away from Harbor Drive and reduce congestion at problematic Harbor Drive intersection
- One-way traffic pattern most likely would not be required on Marinship Way because so much traffic will take loop road route
- Eliminates 90 degree turn at SWA without requiring easement from SWA property owner
- Most aesthetically pleasing route

Disadvantages

- Requires public street right-of-way acquisition and possibly eminent domain proceedings across private properties, potentially significantly expanding the cost of the project, unless development regulatory concessions can be offered in exchange for new rights-of-way
- Longest of road connections and hence most expensive to build
- The soils under this loop road are potentially less stable that other proposals and could result in greater expenseforn storm drainage and road maintenance
- Could potentially negate the costs of improvements previously contributed by property owners to the City
- Would require new traffic study, the results of which are unknown
- Would require policy change, and, potentially, an environmental impact report
- Incorporates and retains a substandard roadway between the Bay Model and the Record Plant/SWA, eliminating the potential for pedestrian safety improvements

Figure 13 Marinship Specific Plan Circulation Plan

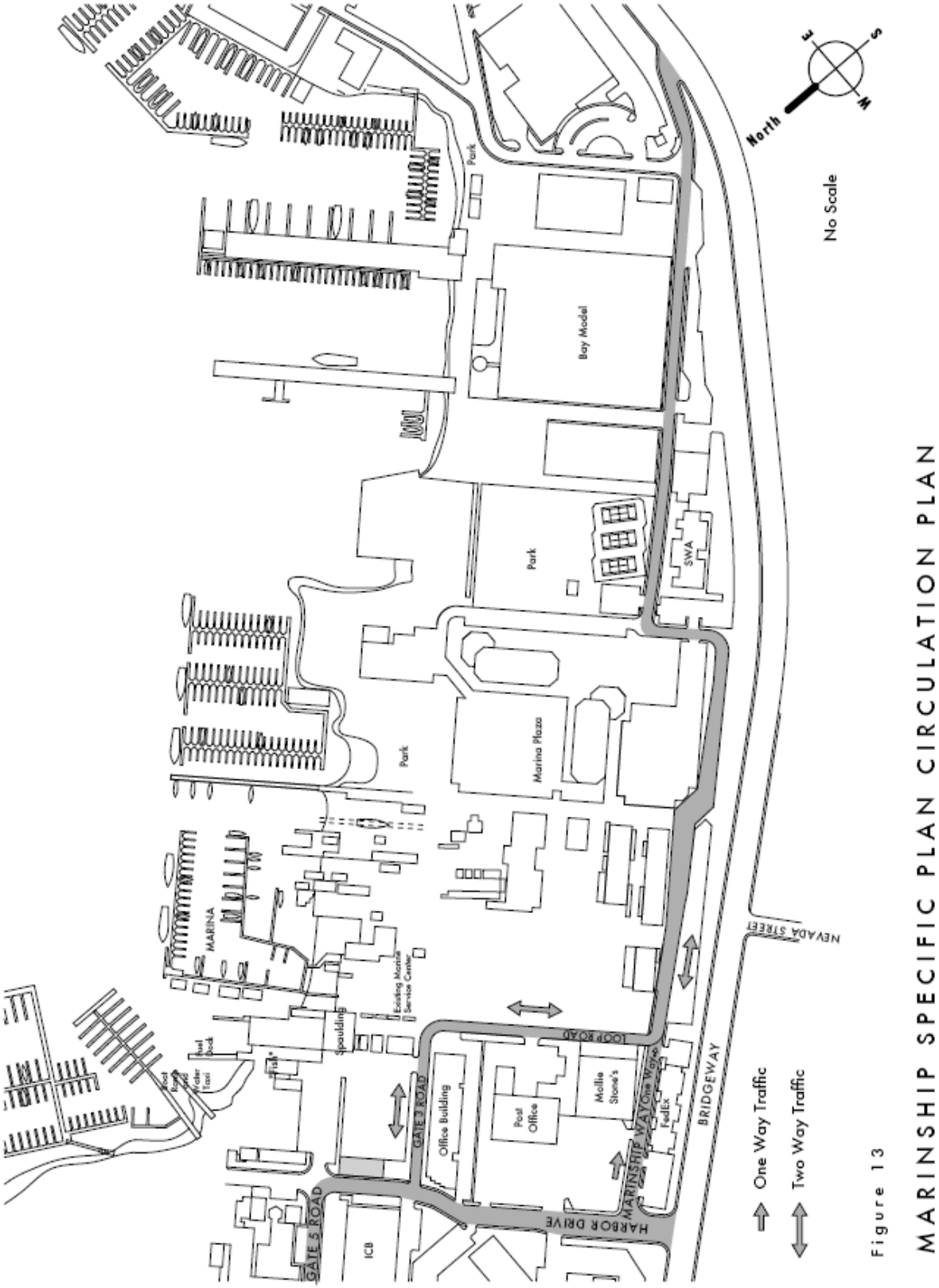


Figure 14 Marinship Improvement District Transportation Plan (after MSP)

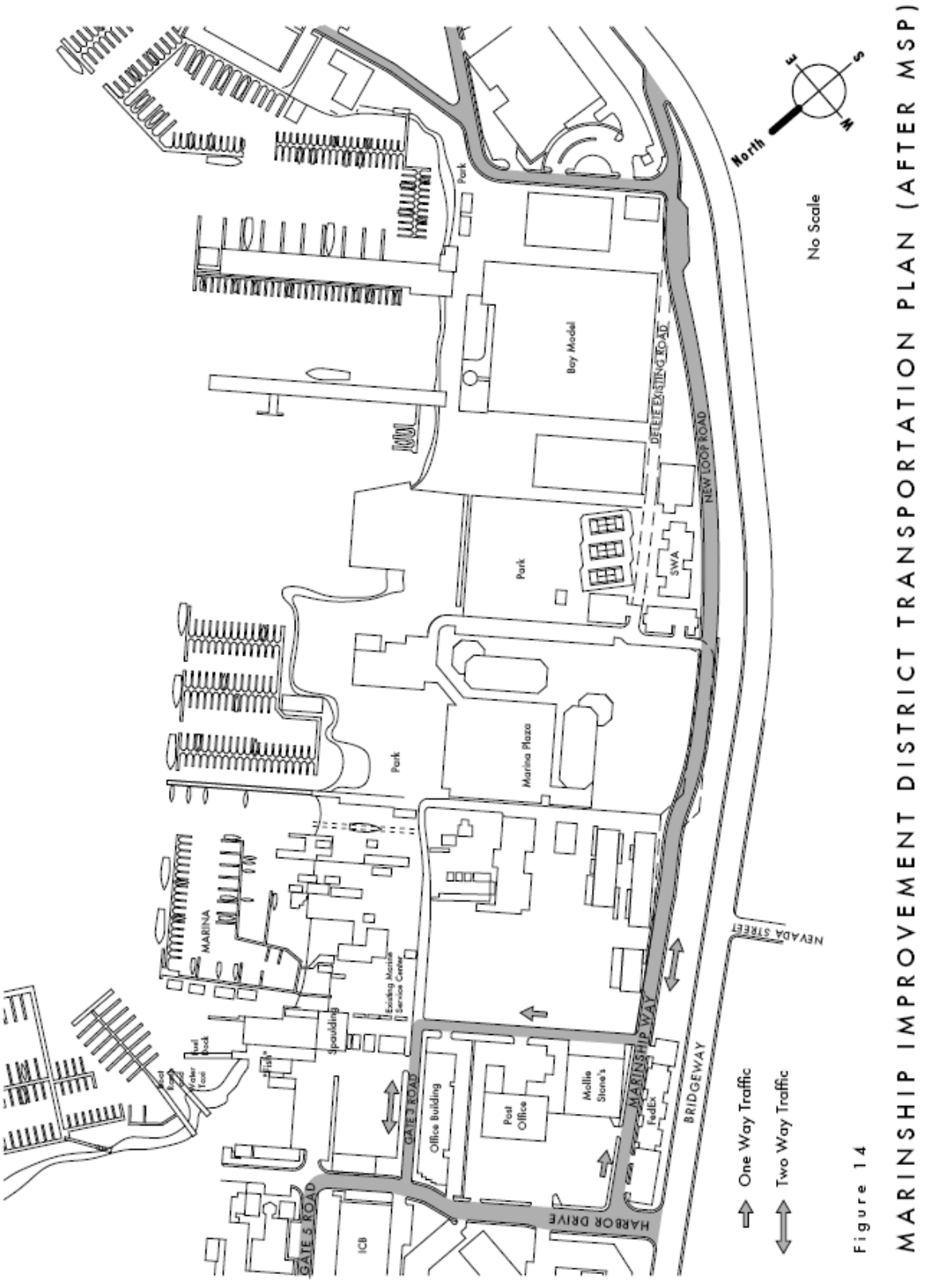


Figure 15 WAM's Proposed Loop Road: Alternative I

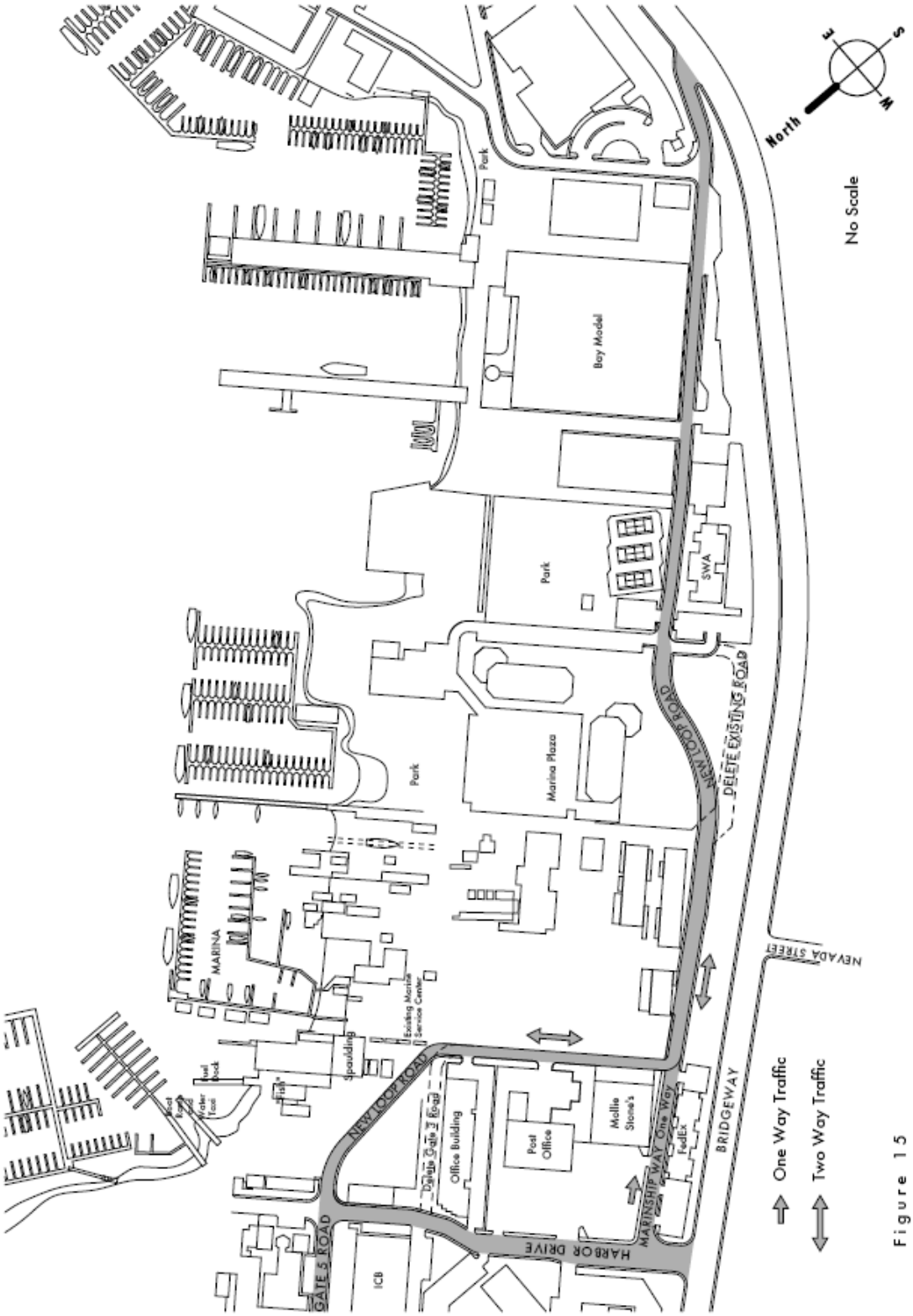
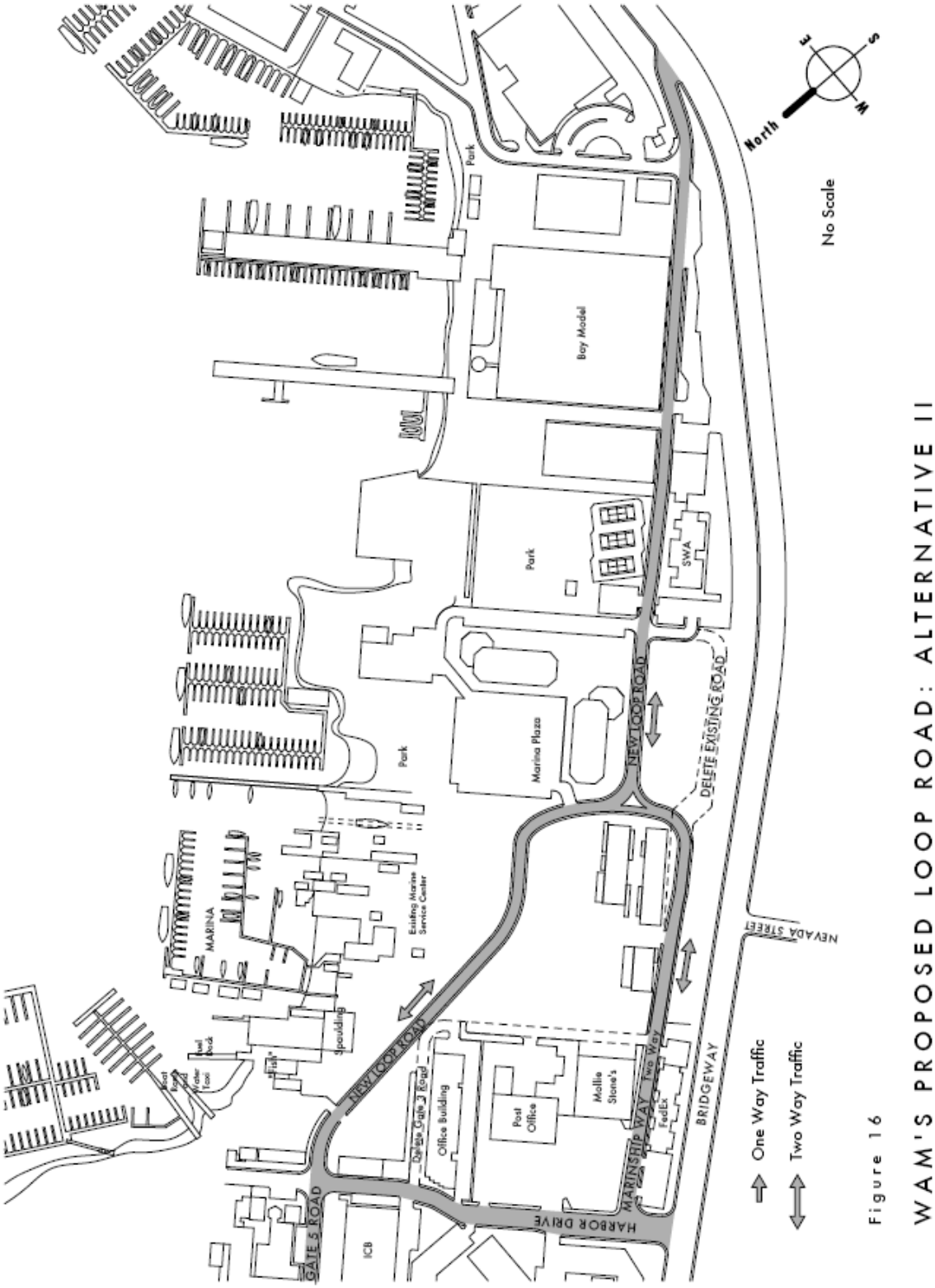


Figure 16 WAM's Proposed Loop Road: Alternative II



2.3 Development Influences

2.3.1 Property Ownership

There are approximately 45 property owners in the 250-acre Marinship area, but just five of these own 95 acres or 38% of the property, plus the Army Corps of Engineers (ACOE) who has jurisdiction over another approximately six acres (Figure 17). Multiple private ownership contributes to piecemeal development, but with so few large property owners, it is easier to comprehensively plan. Unfortunately, Sausalito's zoning regulations do not apply to the ACOE parcel, which is located near the center of the Marinship. Also, federal land cannot be included in Redevelopment Areas and Improvement Districts, limiting what can be done on this parcel in terms of system-wide or area-wide infrastructure improvements. It is interesting to note that for several of these large owners, property actually extends out into the bay.

All but one of the large property owners are individuals, not land development companies. Many of them now live or have lived in the community and have been involved in civic and philanthropic activities in Sausalito. These individuals have improved their properties at considerable cost and provide many local amenities. Examples include the pedestrian paths and public restrooms that do exist and the public beach at Schoonmaker Point. Tensions between the property owners and residents have led to an uncooperative atmosphere and a reluctance by some property owners to invest local capital. Since the large property owners will ultimately need to provide the investments necessary to solve many of the infrastructure issues, these owners wish to have their concerns integrated into the early stages of the planning process and at an equal status to other stakeholders.

2.3.2 Regulatory

The Marinship Specific Plan was adopted in April 1988. (Figure 18 illustrates zoning districts in the Marinship as well as elsewhere in Sausalito.) To avoid market rate uses that could increase rents and displace industrial and marine businesses and that would generate excessive traffic, the Marinship Specific Plan substantially limited or prohibited a number of land use types, including residential, retail, commercial offices, business services, and marinas. It also limited restaurant seating to 20 seats in the Waterfront (W) Zone and 40 seats in the Industrial (I) Zone, specifically to serve the local working population, not tourists. Some assert that these seating limits are too small to be very profitable, especially for new or renovated restaurants. Commercial uses are allowed in the Commercial Waterfront (CW) zone, but this zone is limited to a relatively small portion of the Sausalito waterfront. The Marinship includes five land use zones but is dominated by the W and I zones. The W zone allows only uses that reinforce and support maritime trades and industries. The I zone, which is located away from the shoreline, is intended for general industrial, marine industrial and service and arts uses. Applied arts are limited to 50% of the total allowable Floor Area Ration (FAR), must be accompanied by fine, industrial, or marine arts uses and require a Conditional Use Permit; commercial uses are limited to 40% and must be accessory to the other uses. Some WAM Committee members suggest that more innovative industrial,

marine commercial service and other compatible uses should be permitted in both the W and I zones, but especially in the W zone, or that the line between the two zones be shifted, and that the applied arts to fine arts ratio should be adjusted to better reflect maritime operational needs, match market demand and generate the rent revenue needed for reinvestment. Some WAM Committee members suggest that over time, with changes in tenants, more commercial uses than is currently allowed have crept into the Marinship in violation of the zoning regulations.

The WAM members agree that the Marinship Specific Plan needs to be updated to address current infrastructure and environmental issues and market trends. In addition, the trip generation rates for permitted uses, which affect the allowable FAR standards, should be reevaluated and updated as recommended in the Marinship Specific Plan to ensure their accuracy and relevance. These standards were approved by the voters of Sausalito in the 1985 Traffic Initiative and cannot be exceeded without another majority vote of the residents. It is generally understood that if permitted uses in the Marinship are expanded, traffic would likely increase depending on the types of uses (e.g., commercial versus live/work), but that traffic impacts could be mitigated with certain road improvements, and that the positive trade-offs potentially would be an economically healthier waterfront, improved infrastructure and more public benefits.

It is also important to recognize that waterfront activities and development are regulated by a large number of entities other than the City of Sausalito including: U.S. Environmental Protection Agency (EPA); U.S. Army Corps of Engineers; National Marine Fisheries Service; California Regional Water Quality Control Board; California Department of Boating and Waterways; California Department of Fish and Game Office of Spill Prevention and Response; State Lands Commission Division of Land Management; San Francisco Bay Conservation and Development Commission (BCDC); and County of Marin.

Many of these entities impose economically challenging regulations related to environmental clean-up, water quality, air quality, noise, seismic, disabled access, fire and other code compliance. Further, environmental regulations pertaining to marinas and waterfront industry are going to be even more demanding in coming years.

Figure 17Property Ownership in Marinship

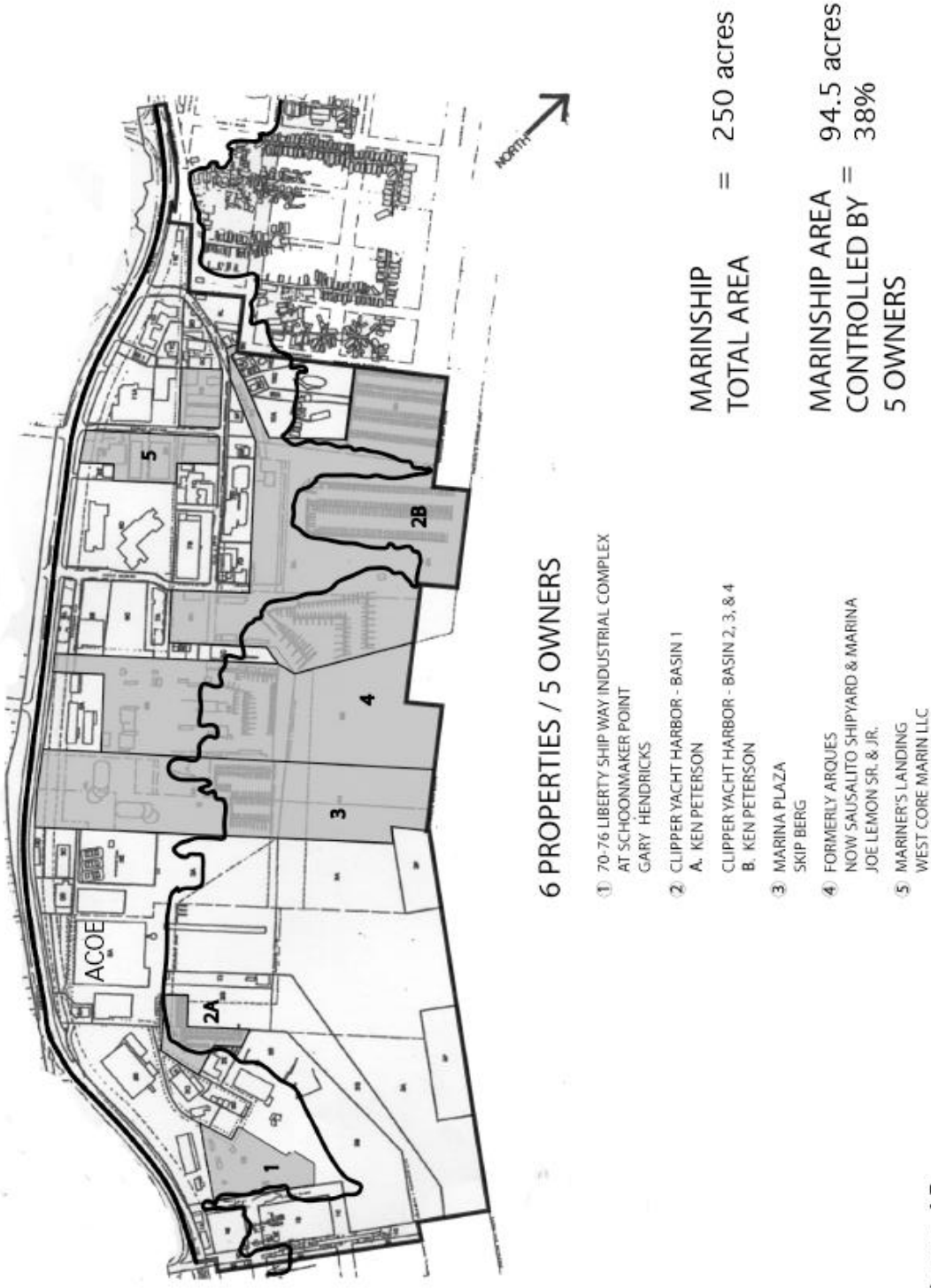
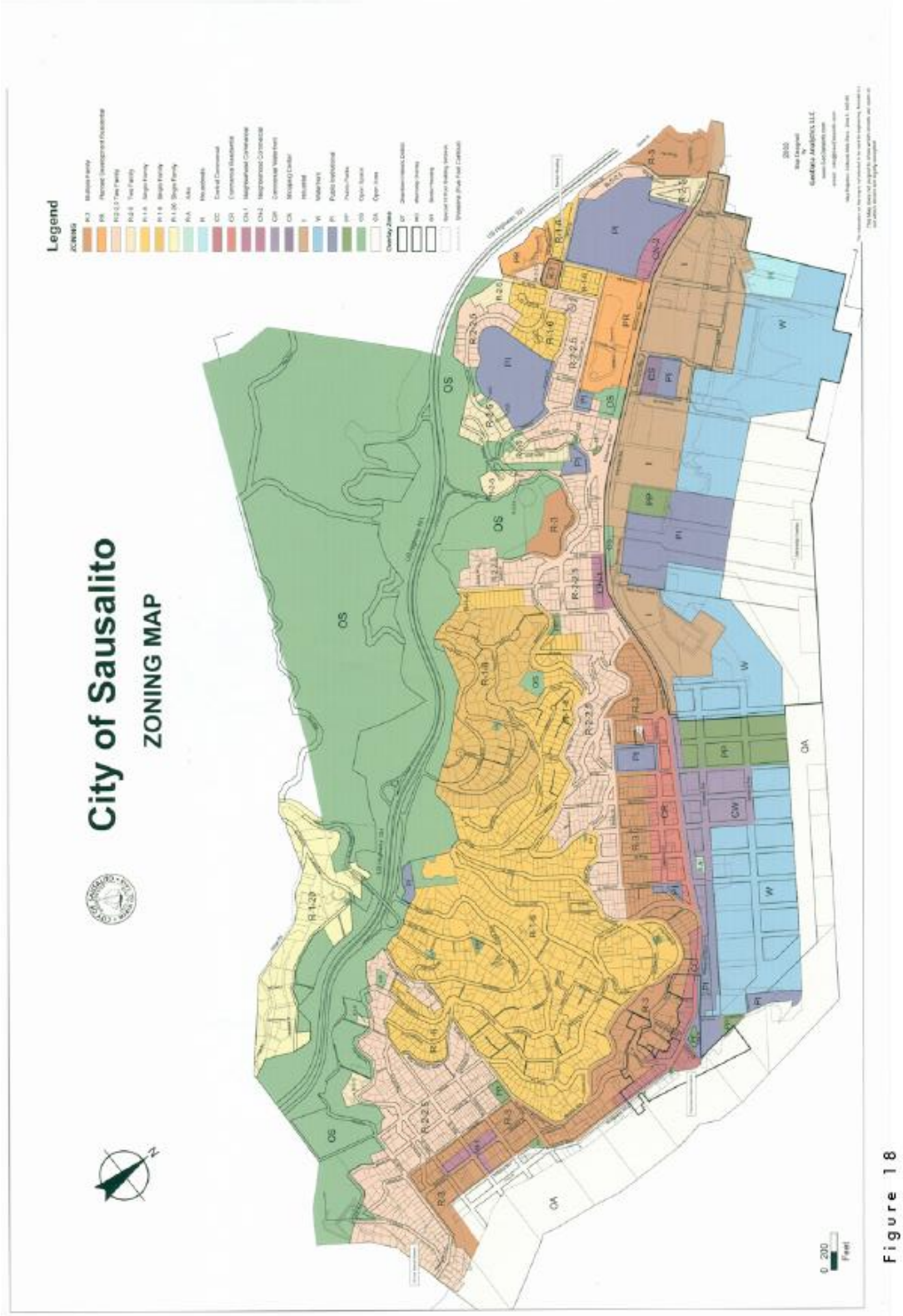


Figure 18 Zoning Map



2.3.3 Economic

New construction and renovation of existing properties follow linked but separate revenue and cost models. The ability of property owners or developers to improve property depends on the complex matrix of lease market conditions, cost of construction and uses permitted. The lack of significant new renovation, construction, infrastructural improvement in the Marinship over the last 20 years is testimony to the weakness of underlying economic conditions, and the inadequate mix of permitted uses for market needs. The imperative to maintain and expand existing low revenue marine industrial and marine arts uses will depend on creating the optimal balance with higher revenue uses.

Revenue Model:

Based on input from some of the large Marinship property owners, current rents for marine, art and industrial uses are $1.25 to $1.75 per square foot (SF) of space while commercial, applied arts and more innovative industries pay $1.75 to $2.50 per SF for Class B office space and $2.50 to $3.00 per SF for Class A office space, depending on amenities, uses permitted, location and other considerations.

Cost Model:

Given soil conditions in the Marinship, "hard shell" costs of constructing buildings including all building mechanical, electrical and plumbing systems ranges between $150 to $200 per SF in today's dollars. "Warm shell" costs to fit out the interior space for a tenant's needs are another $35 to $50 depending on the use and level of improvements. Site costs, not including environmental mitigation, can cost another $50 per SF. These include infrastructure upgrades, roads, utilities, drainage, meeting EPA standards for marine uses, landscaping, parking and other site improvements. At least another 20 to 25% is needed for "soft costs" including professional design and engineering fees, environmental review, permit fees, the cost of financing and other development requirements. Hence, new construction costs range from $200 per SF at the low end to a minimum of $300 per SF at the high end. These costs must be amortized by rental income.

Combined with zoning regulations that restrict the percentage of floor area dedicated to the higher rent uses, Marinship property owners cannot afford new building construction. At the current rent levels in the Marinship, given permitted uses, new construction is arguably prohibitive, especially at the lower rent levels. Some owners assert that there is not enough spread between the cost and the revenue to justify the risk of making investments in upgrading property. Consequently, few projects have been recently constructed except storage containers, which cost little and produce high revenue. When little is invested to upgrade existing facilities or constructing new facilities, over time, what exists begins to fall apart, resulting in spaces that are substandard and serve the needs of very few, including marine uses.

In the opinion of many WAM Committee members, the Marinship Specific Plan's use restrictions were not founded on realistic market conditions. They believe there needs to

be a better mix of low rent uses and high revenue-generating uses to provide property owners and investors with sufficient confidence to risk the large sums of money it is going to take to make the major improvements needed to secure the Marinship's future. Allowing more higher rent uses and streamlining the regulatory process would also provide incentives by making it easier to find good tenants and reduce plan approval costs. Without regulatory and financial incentives for private property improvements and public infrastructure, it will be difficult for the low rent maritime industry and arts in the Marinship to be preserved and to flourish over time. Environmental problems will only continue to get worse, and existing public benefits may be lost and new ones may never materialize. Serious consideration should be given to revisiting the Marinship Specific Plan's impact on development goals of the City, and public and private interests. Solutions will require public-private partnerships to fund extensive studies, planning and improvements.

3.0 GOALS AND RECOMMENDATIONS

Following are the WAM Committee's five overall goals for the Sausalito waterfront and recommendations for achieving them.

3.1 Promote Access and Diverse Activity

With nearly four miles of shoreline, there are potential opportunities for the Sausalito waterfront to accommodate residents, employers, employees and visitors in a wide array of activities, both active and passive. However, much of the shoreline is uninviting or inaccessible to the public from the land, because of extensive private ownership, sprawling parking lots, non-existent or poorly marked pedestrian access, lack of support facilities and recreational open space and the dominance of substandard industrial buildings, storage facilities and unkempt areas. Richardson Bay is one of the greatest natural harbors on the west coast, and Sausalito is a destination for cruising yachts. However, as noted by previous Visioning Committees, public access, amenities and services along the entire Sausalito waterfront are inadequate to meet the needs of the visiting boating community. Issues include a lack of visitor moorings, a shortage of guest berths and no or little public water transit to the shore.

Although some Sausalito residents may be reluctant to share their unique waterfront with other Bay Area residents and tourists, the demand for more shoreline access and usage will only continue to grow in the future and should be accommodated, while also addressing local needs and concerns.

Artistic, maritime and industrial businesses are valuable community assets, and steps should be taken to preserve their ability to survive and function. Maintaining a certain amount of socio-economic diversity within the community is necessary for preserving the city's "urban village" character and should be reflected in land use policies governing the waterfront.

If they do not conflict with the working waterfront and economic health of tenants and property owners, the WAM Committee recommends the implementation of the following actions.

Recommendations:

Access, Accommodation and Amenities for Boaters

1. Fund dredging of the navigational channel, underwater city property connected to public piers and marine railway access
2. Enforce the bulkhead line and keep the channel clear of anchor-outs and other encroachments
3. Encourage marinas to provide temporary/overnight slips for guests
4. Work with BCDC, the RBRA and other groups to provide permanently fixed anchoring fields and moorings for recreational and transient boaters
5. Provide for more dingy access at city and private marinas via permits

6. Allow additional service piers and pump-outs
7. Rehabilitate and enhance city-owned piers, docks and marinas and provide new public docks and piers on public property where feasible along the length of the waterfront
8. Study and support a new water taxi operation along the Sausalito waterfront, possibly with connections to other bay locations
9. Promote better water-oriented signage and lighting for public facilities

Shoreline Access and Amenities

1. Rehabilitate and provide pedestrian-accessible public facilities such as beaches, boardwalks, plazas, restrooms, showers, lockers, picnic tables, benches, viewing areas, drinking fountains, trash and recycling receptacles, interpretive trail markers, information kiosks, public art, pedestrian scale lighting and other amenities
2. Consider requiring such facilities on private waterfront property as part of new large-scale development proposals, if appropriate
3. Support the recommendations of the Harbor and Downtown Action Committee for a new community plaza, expansion of Gabrielson Park and waterfront promenade, relocation of the Sausalito Yacht Club and reconfiguration of the ferry terminal (a few WAM members do not agree with all the recommendations)
4. Investigate ways to encourage pedestrian public access to more private piers/docks Improve trail conditions and connectivity through public and private property with a continuous shoreline trail so that people can explore and experience the entire waterfront and provide pedestrian connections from Bridgeway at key locations
5. Develop a continuous bicycle trail below Bridgeway
6. Develop open space in waterfront areas where none exists and expand/enhance existing shoreline open space to provide a more attractive environment, improve habitat and serve as a natural buffer as sea levels rise
7. Implement the redevelopment plan for Dunphy Park and expand it southward, incorporating ideas described in Section 4.0
8. Preserve and exhibit significant historic resources and develop special attractions such as a historic boat building park, maritime museum and/or nautical library as other visioning committees have suggested
9. Consider nominating significant historic resources to the National Register of Historic Places and creating a historic district as a way to mitigate improvement/protection costs
10. Improve vehicular access, circulation and parking (see also Section 3.4)
11. Promote multi-modal transportation improvements and services along the shoreline
12. Encourage property owners to clean up or screen outdoor storage and other unsightly areas, and require it as a condition of development approval
13. Allow and encourage visitor-serving businesses at key locations, especially more food services and supply stores

Marine Service and Industrial Waterfront Uses (see also Section 3.2)

- Support the use and development of the six existing marine railways
- Provide regulatory and tax incentives to for working waterfront property owners to avoid any further loss of marine industrial businesses
- Provide for more effective enforcement of prohibited uses

Fine and Applied Arts and Residential Uses (see also Section 3.3)

- Allow live/work uses
- Encourage development that is industrial grade and affordable so as to be usable for fine and applied artists
- Maintain and enhance existing waterborne residential communities
- Consider expanding waterborne communities when such opportunities arise

3.2 Retain a Working Waterfront

It is important to preserve Sausalito's existing historic working waterfront and to enhance future water-dependent economic activity along the waterfront. Maritime-related uses help employ residents, provide some tax revenue to the City and attract tourists who spend money here. The existing marine railways and other haul-out facilities in the Marinship area are the heart of Sausalito's traditional working waterfront and are essential for the maintenance of thousands of boats and floating homes in the Bay Area. They allow burdensome, heavy and delicate vessels to be hauled out of the water for repairs, restoration and other modifications (e.g., Aqua Maison for houseboats, Bayside Boat Works for ferry boats and the San Francisco fire boats and North Bay Boat Works for classic wooden boats).

These three businesses alone produced approximately five million dollars in revenue in 2009 during the worst economic times since the Great Depression. Yet, they are all operating on moth-to-month leases with no long-term protection. Any investment the business owners make in their facilities is done with the risk of losing substantial capital and even their businesses should their short-term leases be terminated. All of these businesses require large present and future investment to comply with expensive renovations to meet new and forthcoming water quality regulations. With no long-term protection, business owners may be hesitant to make the necessary investments to maintain their businesses.

With increasing governmental regulations, deteriorating building and infrastructure conditions, environmental threats and market trends, maritime and other low rent or low revenue uses, including the arts, are also at risk from property owners who are unable to generate sufficient capital for improvements. Consequently, uses such as storage that generate more revenue but do not contribute to the vitality, attractiveness or security of the waterfront are replacing places of employment.

To retain a healthy working waterfront and to help the maritime industry evolve, more diverse economic opportunities are desperately needed to: 1) generate the level of revenue required for reinvestment by both property owners and tenants; 2) offset growing construction and

environmental mitigation costs; 3) develop public amenities and set aside more open space; and 4) help preserve the maritime and art industries.

Although the recommendations below will help mitigate these costs, the zoning changes and development proposals are expected to take years to go into effect, if in fact they are ever approved. The WAM Committee acknowledges that it has not identified a solution to save these businesses during the interim, although some believe that longer leases would be helpful. Because Sausalito's maritime heritage is at stake, the Committee would like the community and the city to address this problem as quickly as possible by giving it the special attention it deserves. Organizations such as Richardson's Bay Maritime Association could be instrumental in providing some assistance in finding a more immediate solution to preserving these businesses.

Recommendations:

1. Encourage property owners of existing marine haul-out facilities and industrial shops to extend the length of leases to tenants interested in having more than month-to-month leases until long-term renovation and development plans are implemented
2. Better balance lower rent art and maritime uses with new uses that generate higher revenue
3. Provide development incentives to large waterfront property owners with existing marine service facilities and businesses in exchange for greater development flexibility and plan approval expedition for the renovation and growth of such businesses
4. Provide similar development incentives to waterfront property owners who preserve and expand public benefits
5. Encourage property owners along the working waterfront to provide basic facilities such as restrooms and ancillary office space to tenants willing to pay rent for such space
6. Promote maritime uses that provide focal points and activity nodes for public enjoyment, if compatible and appropriate
7. Support efforts to re-establish locally-based commercial fishing facilities, fish sales and habitat recovery
8. Continue to encourage artists to stay and to locate in the Marinship by actively promoting the arts
9. Explore grants and low-cost loans from such places as the Environmental Protection Agency, State Department of Boating and Waterways and local bank Community Reinvestment grant programs to comply with environmental standards and implement best practices, upgrade public servicing marine facilities and improve marine habitat
10. Establish a Maritime Business Association to initiate and coordinate a marketing strategy that promotes the industry, raises their visibility and provides administrative assistance
11. Financially support an independent market analysis and a cost/benefit analysis for new development that determines what land uses and rents are needed to offset the costs of construction, permitting, environmental clean-up and compliance, public benefits and public infrastructure improvements

3.3 Revitalize through New Land Uses and Zoning

As noted previously, the intent of the Marinship Specific Plan is to encourage maritime and light industrial uses and the arts in the area and to prevent these uses from being priced out by market forces. To its credit, the Marinship Specific Plan's development restrictions have likely helped to protect the marine service working waterfront from large scale conversion to less desirable uses and gentrification, and to slow traffic growth.

However, the Specific Plan's limitations on the types of permitted and inclusive uses are outdated and detrimental to the economic health and ultimate survival of the water dependent activities the Specific Plan seess to protect because of low rents and high costs. The Specific Plan has not produced the results that were envisioned by its framers, namely, the protection, expansion and enhancement of the maritime industry and the arts. It has not served to improve or replace the infrastructure. It has not served to preserve or improve historically significant buildings. In short, it has not served to enhance the state of Sausalito's economy.

Some members of the WAM Committee believe that one of the fundamental obstacles has been the use of the Marinship Specific Plan as the only development control mechanism. These members assert that because the Marinship is treated as a separate entity and is not directly addressed by the various elements of the General Plan (e.g, economic, circulation, housing and other General Plan Elements), that it is not adequately integrated into the rest of the City of Sausalito. While most Committee members believe that an updated Specific Plan is both necessary and a useful tool, some recommend that the Marinship be treated as part of the General Plan. Some WAM members also believe it would be beneficial if the City conducted regular economic studies to ascertain trends and better predict revenue surpluses and shortfalls and included the Marinship as an integral element in any city-wide economic analysis as recommended in Section 3.2.

In the Marinship, individual property owners are planning or want to plan for new development to replace aging buildings and buildings that no longer serve the interests of potential tenants or that match market demand. The City should acknowledge market trends and changing times, and begin planning to meet future challenges. Across the country, waterfront communities are creating new opportunities for mixed-use development while preserving their historical maritime character and activity. Mixed-use development provides an opportunity to produce the revenue required for the redevelopment of property that otherwise would continue to fall into decay. Careful, comprehensive planning that allows for an appropriate mix of land uses would also help enliven unused and deserted pockets in the Marinship, economically revitalize the area as a whole and stimulate the growth of waterfront jobs and tax revenues for the City. A new plan would continue to give priority to maritime uses, but would also promote complementary public, cultural and commercial activities that would provide access to the entire waterfront and visually and physically reinforce the shoreline environment. It is not the intent of the Committee to advocate for expansive commercial, gentrifying or tourist-oriented uses, but rather sensible changes to the definitions and limitations on the types of land uses allowed in the Marinship.

According to a city sponsored telephone poll of 172 Sausalito residents conducted by Gene Bergman & Associates in September 2006, 76% of the respondents indicated that they "favor or strongly favor" zoning modifications to allow for increases in the number of small or mid-size businesses such as design, advertising, marketing, digital arts, technology design and architecture. Only 54% favored or strongly favored the City attracting more maritime-related businesses.

As described in Section 2.0, there has been no coordinated effort to maintain or upgrade various portions of the infrastructure in the Marinship since the end of World War II. If these concerns are not addressed soon, there will be further degradation of public and private property in the area, which may lead to the spread of physical blight and vandalism.

By providing incentives through zoning changes for property owners and encouraging responsible development on their part, many of these issues could be addressed without public expenditures.

.*Recommendations:*

1. Update the Marinship Specific Plan to be more market-oriented, with guidance from the community at large and the support of City leadership
2. Promote uses and activities that make the waterfront more inviting, safe and active
3. Expand permitted uses in the Marinship to allow more innovative industries to take advantage of contemporary market opportunities that are compatible with existing and proposed land uses and to reduce the number of required conditional use permits (e.g., biotechnology, green technology, multi-media, consistent with Marin County's 2004 Targeted industries Study by ECG Inc.)
4. Adjust the inclusionary ratio of Applied Arts to Fine Arts from 50/50 to a ratio with a larger proportion of Applied Arts and broaden the definition of both types of arts to better match today's market (e.g., marine industrial/commercial services and arts)
5. Allow more accessory commercial services in the W-M and W zones, including new neighborhood, employee and visitor serving businesses and marine commercial services (e.g, food services, bike and skate rentals) to enliven the waterfront, increase revenue and meet market demand
6. Consider other uses typically permitted on urban waterfronts including such uses as community facilities, museums, exhibition halls, performing arts, public markets, wholesale trade promotions, conference facilities, recreational and fitness services, specialty healthcare services, academic institutions and transportation services
7. Allow more than 20 seats in restaurants on a case-by-case basis, and especially where waterfront property owners develop other public amenities
8. Allow building height exceptions to accommodate three stories based on functional requirements, architectural merit and economic vitality
9. Allow building height to be measured from the flood plain to offset ongoing settling and sea level rise

10. Close to Bridgeway, allow live/work units to provide housing and workspace for maritime industry employees and local artists and activate the Marinship 24 hours a day, as well as a limited number of market rate residential units to help subsidize the affordable units and public improvements (e.g., open space, public access and infrastructure)
11. Adopt mechanisms to ensure that large property owners meet proposed site-specific development objectives for project approval
12. Explore the feasibility of a Transfer of Development Rights and density bonus programs in the Marinship to help preserve industries that need financial support by allowing revenue generating uses elsewhere, or the creation of an Enterprise Zone to encourage investment in the marine industry

3.4 Ensure Long-Term Viability through Infrastructure and Environmental Improvements

Similarly to Goal 3.3, deliberate planning for mixed-use development in the Marinship area would attract new tenants and provide the revenue needed for redevelopment and preservation. The greatest future challenge is fixing the broken infrastructure systems so they can be sustained over the long haul. Streets and utilities in the area are inadequate, aging and subject to degrading environmental conditions, especially ongoing uneven subsidence and periodic flooding. Because these facilities cross multiple private properties, there is no single entity that is responsible for repair and upgrading. Multiple, private ownership also discourages cooperation in addressing the environmental issues. The socio-economic viability of the Marinship can be maintained into the future only through coordinated, comprehensive planning for physical improvements, supported by both private and public funding.

With issues of such magnitude as described in Section 2.0, the City of Sausalito will undoubtedly have to take a lead role in implementing positive corrective actions. The WAM Committee has identified a number of potential approaches.

Do Nothing:

This has been the approach to date. With no change or proactive actions on the part of the City, it is expected that the Marinship area will continue to deteriorate with a likely loss in the marine industry in the future.

Condemnation and Improvement by the City:

This alternative places the ownership of the infrastructure appropriately with the City. However, condemnation and the associated cost of the replacement/upgrading of the infrastructure would place a significant financial burden on the City budget and is probably politically untenable. Therefore, the City needs to be willing to consider property owner incentives and trade-offs that are mutually beneficial (e.g., a road easement for a higher revenue generating use of a new building).

Conditions of Approval on Development Projects:

This is the alternative that the City has used for the past 25 years and the results are evident. The infrastructure is much better in areas where new construction has occurred, but any offsite infrastructure, such as streets and pedestrian paths remain substandard and disjointed. In addition, no formal instrument exists for the dedication of offsite improvements to the City. On the plus side, the cost of the infrastructure improvements is not borne by the City. What is needed is a more comprehensive approach for improving all area-wide infrastructure systems including roads and utilities.

Improvements Districts:

This is the vehicle favored by the Marinship Specific Plan and is also revenue neutral to the City. However, the support and commitment of a majority of the property owners in the district is required. The federal, state and local governments are exempt. Because of recent legislation regarding the formation of the district and financial obligations of the property owners, infrastructure projects may not be able to be fully funded because the large City- and federally-owned parcels and are exempt from participation. However, this approach should be re-evaluated.

Redevelopment Area:

If a Redevelopment Area was limited to funding just infrastructure improvements, this vehicle would have the best chance of success. Under a redevelopment authority (i.e. City Council), increases in property taxes are reserved to fund the improvements (or debt service for the improvements). Under this vehicle, the entire Marinship area infrastructure could conceivably be upgraded under the administration of the City while maintaining the current City revenues. While it is not revenue-neutral on future increases in the City budget, it does not take monies from the City's cash funds. This type of approach is used extensively throughout the U.S. and along waterfronts where new development and targeted property tax increases are allowed to help finance costly infrastructure improvements.

Other Possibilities:

It may be possible to form a Mello-Roos Community Facilities District to establish a special tax on property within the district and use tax revenues to secure bonds for qualifying capital improvements and to support ongoing maintenance and services. Other possibilities are the establishment of an Enterprise Zone or a City Charter Amendment to allow a Transient Occupancy Tax or Payroll Tax on revenues collected from businesses within the district for reinvestment in infrastructure. If the area can qualify as a National Register Historic District, federal historic tax credits may be applied to help renovate historic facilities. Finally, it may be possible to raise private funds via a Capital Fundraising Drive or obtain grants from various

governmental programs and organizations such as the Marin Community Foundation and those mentioned in Section 3.2.

Recommendations:

1. Facilitate and financially contribute to comprehensive environmental and infrastructure studies to determine what improvements are necessary to sustain existing development and what new development is appropriate in consideration of long-term maintenance costs
2. An area-wide study should be conducted to better understand the rates and impacts of subsidence, in order to determine the most appropriate actions to be taken in affected and potentially affected areas
3. The City and property owners must take into account sea level rise when planning the renovation of existing structures and new development, and a comprehensive plan should be prepared that analyses potential consequences, mitigation options and costs
4. A historical survey should be undertaken to identify the location of former point sources of pollution
5. Require/perform seismic vulnerability assessments of existing structures and infrastructure, evaluate the ability to mitigate potential damage and develop a waterfront-wide plan to ensure public safety in the event of a large seismic event
6. Improve the Marinship sanitary sewer system and upgrade sewer lines to handle existing capacity in conjunction with ongoing sewer improvement projects throughout Sausalito
7. Storm drain systems in the Marinship should be upgraded to prevent leakage and backflow of tidal waters in low lying areas and areas potentially subject to further subsidence and sea level rise
8. Expand and connect public streets in the Marinship and provide sidewalks, street lighting and street trees; promote and support efforts to improve private streets
9. Promote building and site development that is environmentally sustainable
10. Provide or require more public parking in support of existing and new public shoreline amenities without increasing surface lots (e.g., by lowering requirements for private parking, encouraging shared parking arrangements, improving transit options, building parking structures)
11. Help finance public parking structures that are well-placed to limit their visibility (e.g., along the base of Bridgeway) to help reduce the amount of asphalt lots along the waterfront
12. Update the trip generation rates for permitted uses as provided for in the Traffic Initiative

3.5 Encourage High Quality Design

Any new development in the Marinship and other parts of the Sausalito waterfront demand high quality site planning and building design that enhances the existing waterfront's physical setting. The Marinship Specific Plan provides minimum guidance in the layout and design of buildings, other facilities and open space for individual developers. New design guidelines are needed that embody the historical character of the area and preserve views to and of the water. They should

be sensitive to visitors arriving by water and land, the houseboat communities, neighborhoods in the hills, passing motorists on Bridgeway and other area occupants. With extensive public input, a new Marinship Specific Plan (or waterfront plan) with detailed design guidelines would ensure that new development meets the expectations of the community for a more attractive waterfront.

In addition, new development should be environmentally sustainable to the maximum extent practicable and serve as the model for the 21st century. Given the environmental and infrastructure deficiencies described in Section 2.0, new development should also strive to be self-sufficient, incorporating effective technologies for controlling stormwater runoff, minimizing the effects of flooding and sea level rise, generating power, collecting rain water, processing sewage and minimizing greenhouse gases.

Recommendations:

1. Develop a comprehensive plan for building, open space, public access, infrastructure and environmental improvements in the Marinship and elsewhere along the waterfront
2. Plan building layouts that relate to existing development and the shoreline, and are organized around open space areas and roadways
3. Preserve and enhance views of the water, maritime facilities and open spaces through careful design review of proposed development
4. Prepare design guidelines for new buildings and site improvements that strengthen the maritime character of the waterfront and consider form-based design guidelines to maintain architectural quality and continuity within unique waterfront areas such as the Marinship, especially in regard to building massing
5. Prepare building design guidelines that maximize adaptive reuse of older buildings, passive solar performance and the use of local and recycled materials, and that minimize roof runoff and incorporate other environmentally sustainable features
6. Prepare environmentally sustainable guidelines for outdoor areas that include native and water conserving plants, trees in parking lots, efficient irrigation systems, recycled and permeable paving, planted infiltration strips and other best management practices
7. Adopt streetscape guidelines that provide minimum standards for roadway and sidewalk widths and construction, street trees, lighting, signage and drainage
8. Have a qualified professional consultant perform an area-wide historic resource inventory and analysis, or require one to be conducted by property owners before any changes to or demoliton of a potentially historic building is allowed (the former “Machine Shop” that will be used by the Veteran’s Administration is currently being evaluated under Federal historic guidelines and may be valuable in assessing other remaining buildings)
9. Establish renovation and demolition guidelines to preserve historically significant features and the overall historic character of the Marinship
10. Consider financial incentives for historic preservation

4.0 POTENTIAL IMPROVEMENT AREA CONCEPTUAL PLANS

Figure 19 highlights areas potential improvement areas where development sites exist or where buildings are in generally poor condition and may be replaced by property owners in the foreseeable future. As can be seen in this map, a considerable amount of the waterfront (approximately 25%) may be suitable for improvement, making the need for updated comprehensive planning ever more urgent.

Figure 20 is a proposal by some WAM Committee members to apply recommended land use changes to property. The purpose is to suggest land uses for future consideration that would help achieve the goals described in Section 3.0.

Figure 21 illustrates a potential circulation plan representing ideas that many WAM members support and which has been discussed with potentially affected property owners. It is diagrammatic and should not be construed as the only possible solution or necessarily the best solution. It can, however, serve as a basis for further analysis, the development of more detailed plans and future negotiations.

Following these maps are development goals and objectives that the WAM Committee believes are appropriate for four specific areas of the waterfront where general improvements could be made to better serve the public while also allowing for private development. Because all four of these potential improvement areas involve private property, owners do not have to comply with these objectives. However, with proper incentives through zoning changes, property exchanges or public easement acquisitions or other measures, property owners with whom WAM members have had discussions have expressed a willingness to try and achieve them as they plan for future development. WAM members believe that win-win solutions are possible for the large property owners and for the community at large.

The WAM Development Subcommittee has translated these goals and objectives into Potential Improvement Plans and Alternatives to illustrate how they could be applied to these four sites (Figures 22 through 28). The building configurations and site improvement layouts are diagrammatic for planning purposes only and are not intended for literal interpretation.

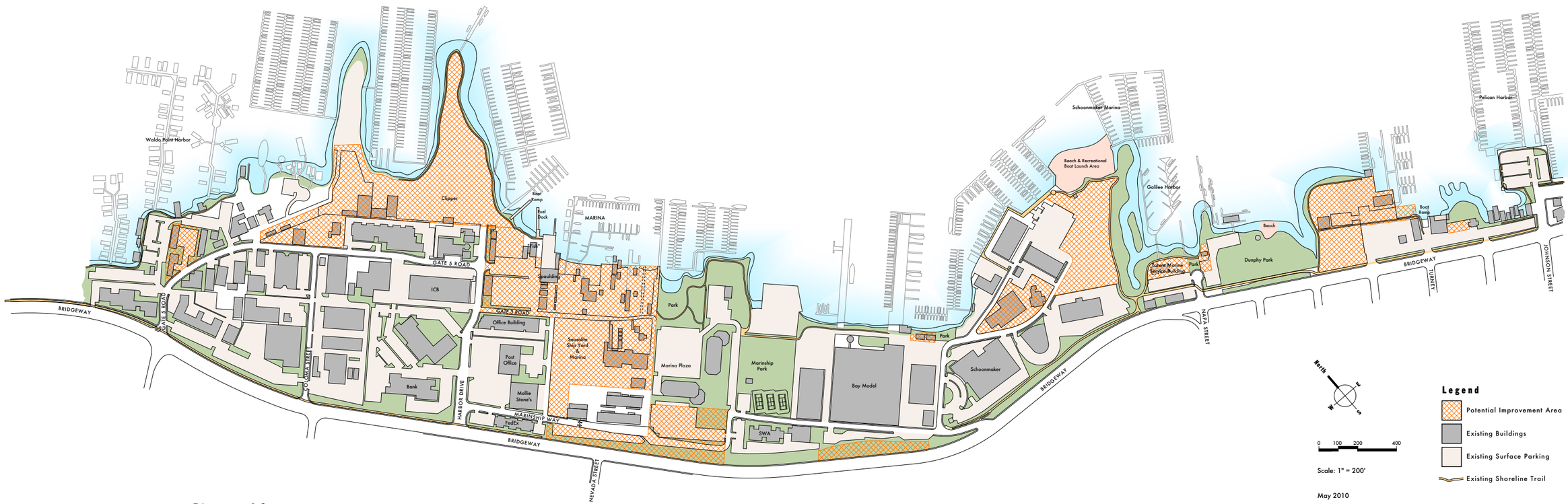


Figure 19

SAUSALITO WATERFRONT POTENTIAL IMPROVEMENT AREAS

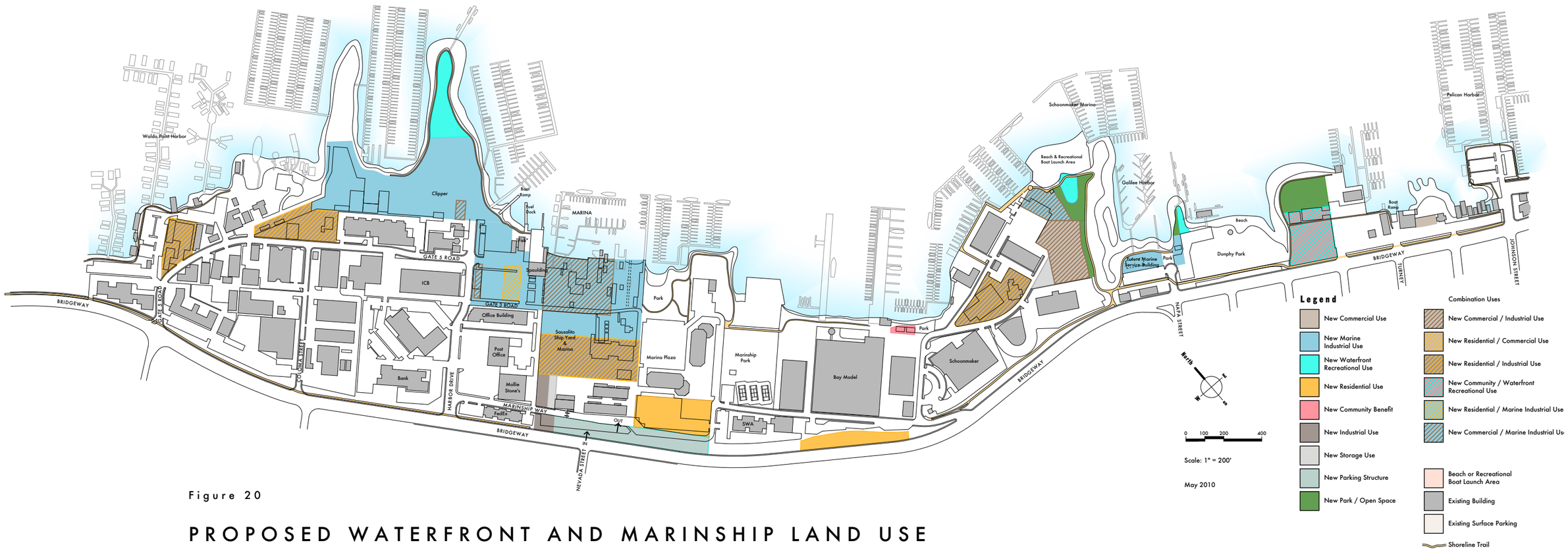


Figure 20

PROPOSED WATERFRONT AND MARINSHIP LAND USE

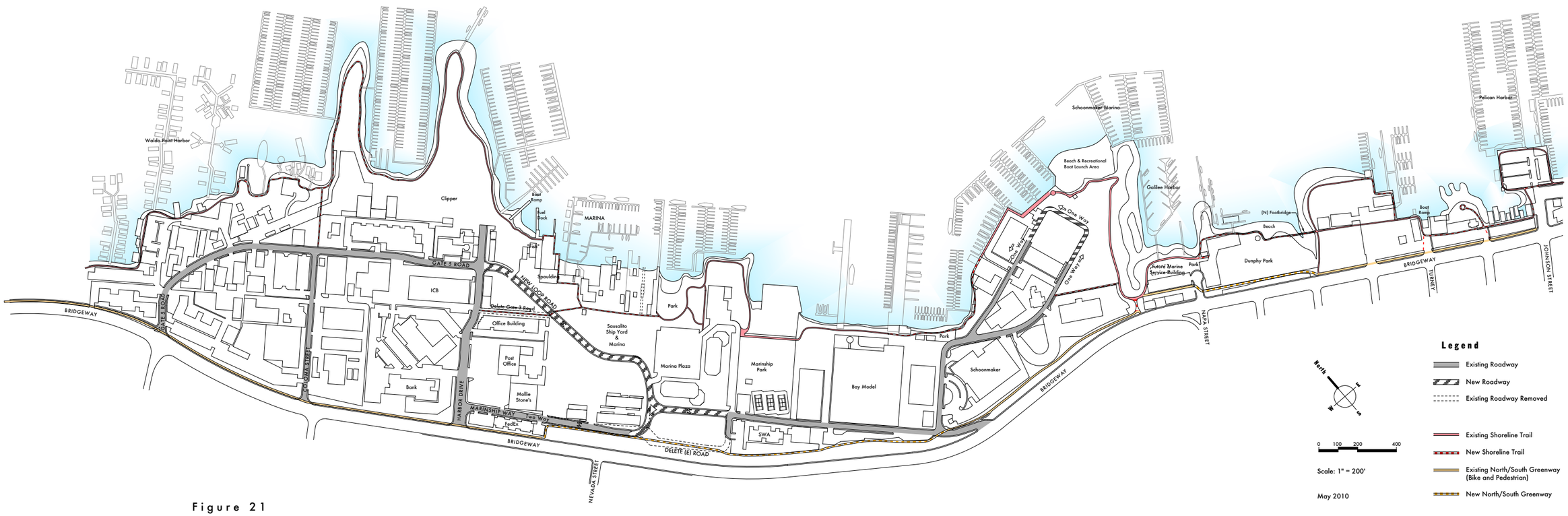


Figure 21

POTENTIAL CIRCULATION PLAN

4.1 Central Waterfront Area

Goal: Development that expands shoreline open space, improves shoreline access, provides new boating facilities and introduces new civic uses.

- Improve and expand Dunphy Park to the south
- Provide a continuous shoreline trail, with possible footbridge and boardwalk connections
- Develop a new rowing center and/or a community arts center (the latter may require acquisition of private property)
- Build new public pier/dock, guest boat tie-ups and launch ramp
- Relocate boat launch to the end of Locust Street
- To improve public views of the Bay through the park, consider relocating the Cruising Club parallel to the piers at Cass' Marina
- Reconfigure and expand parking away from shoreline
- Protect existing eel grass and mitigate any loss due to new construction

4.2 Schoonmaker Point Area

Goal: Redevelopment in the area that expands shoreline open space and public use and preserves the beach, trail and small boat center in exchange for allowing more profitable businesses.

- Provide more open space along shoreline
  - Greater building setback along south side
  - Expanded plaza and new shoreline park at point
- Provide continuous shoreline trail/boardwalk and shorter trail through the back of the site
- Provide a loop roadway through the area with drop-off near point
- Reconfigure parking
  - More public parking spaces
  - Parking structure or parking below buildings, if necessary
- Maintain kayak rental business near water
- Allow a café adjacent to the park and beach
- Allow new uses in new buildings
  - Applied arts
  - Innovative industries
  - Commercial
  - Residential (live/work)
- Site new buildings to maintain key views:
  - From Bridgeway
  - From 30 Libertyship Way
  - From Galilee Harbor houseboats to the extent practicable

Figure 22 Central Waterfront Potential Improvement Plan Alternative

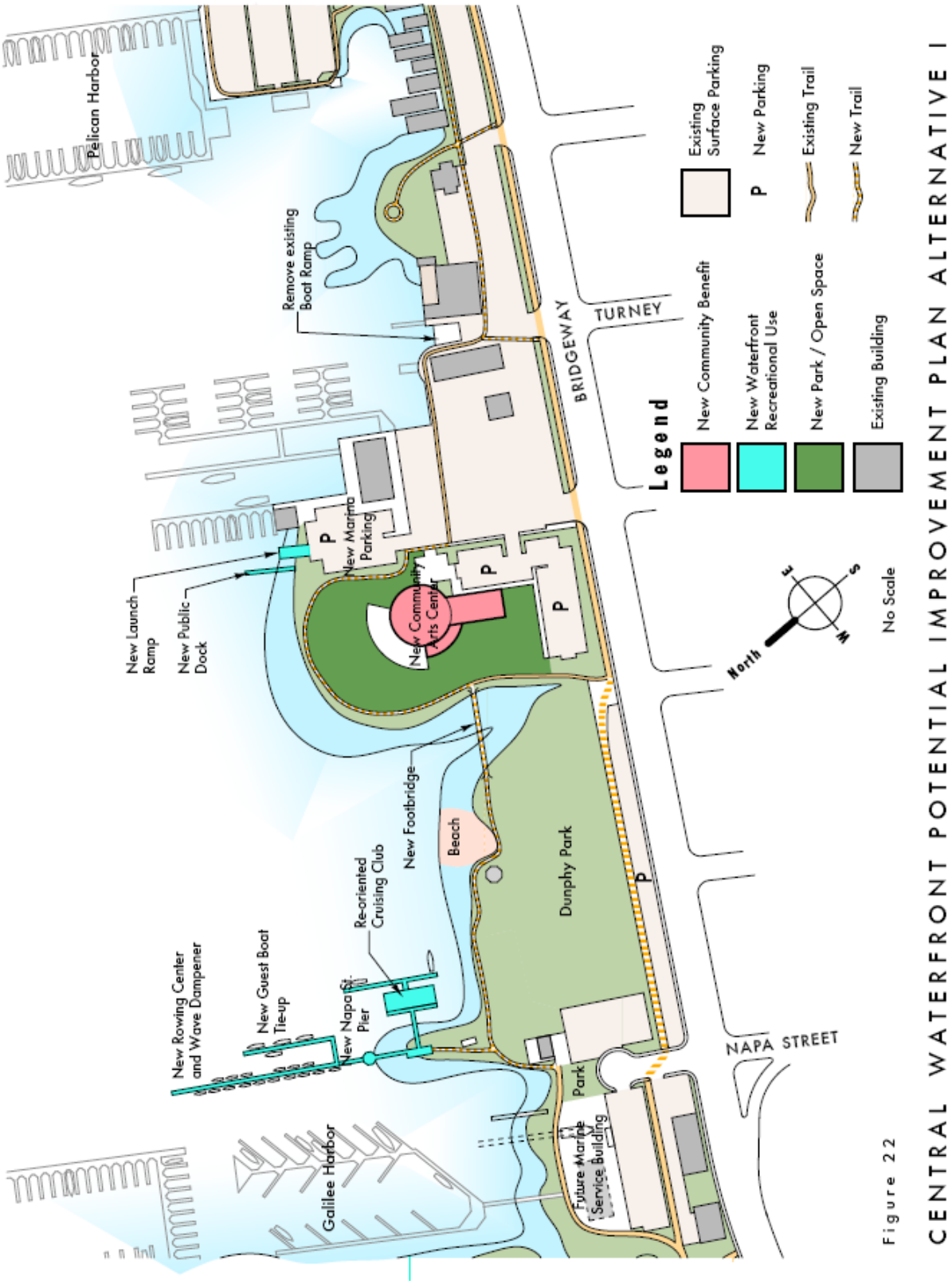


Figure 23 Central Waterfront Potential Improvement Plan Alternative II

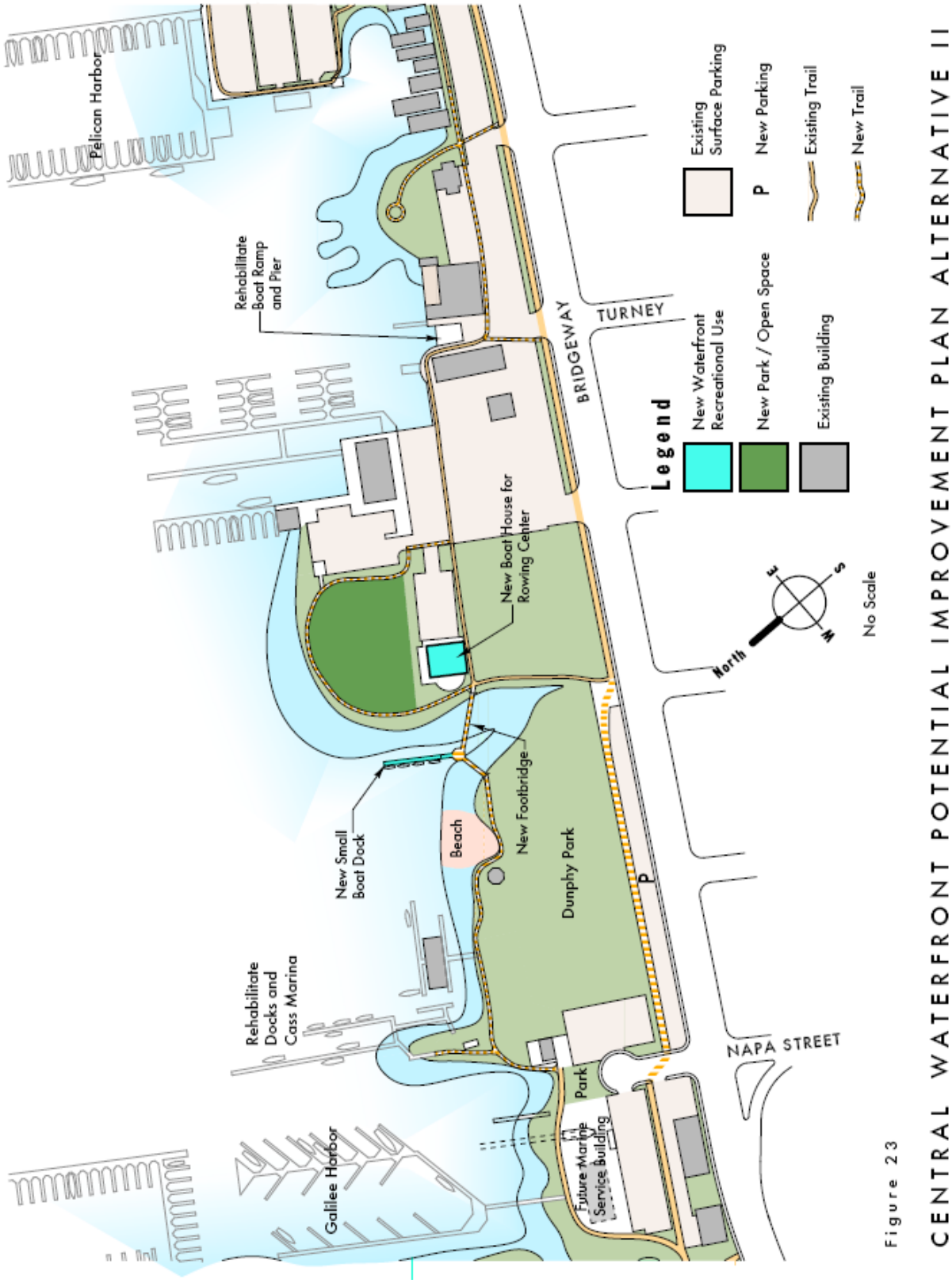
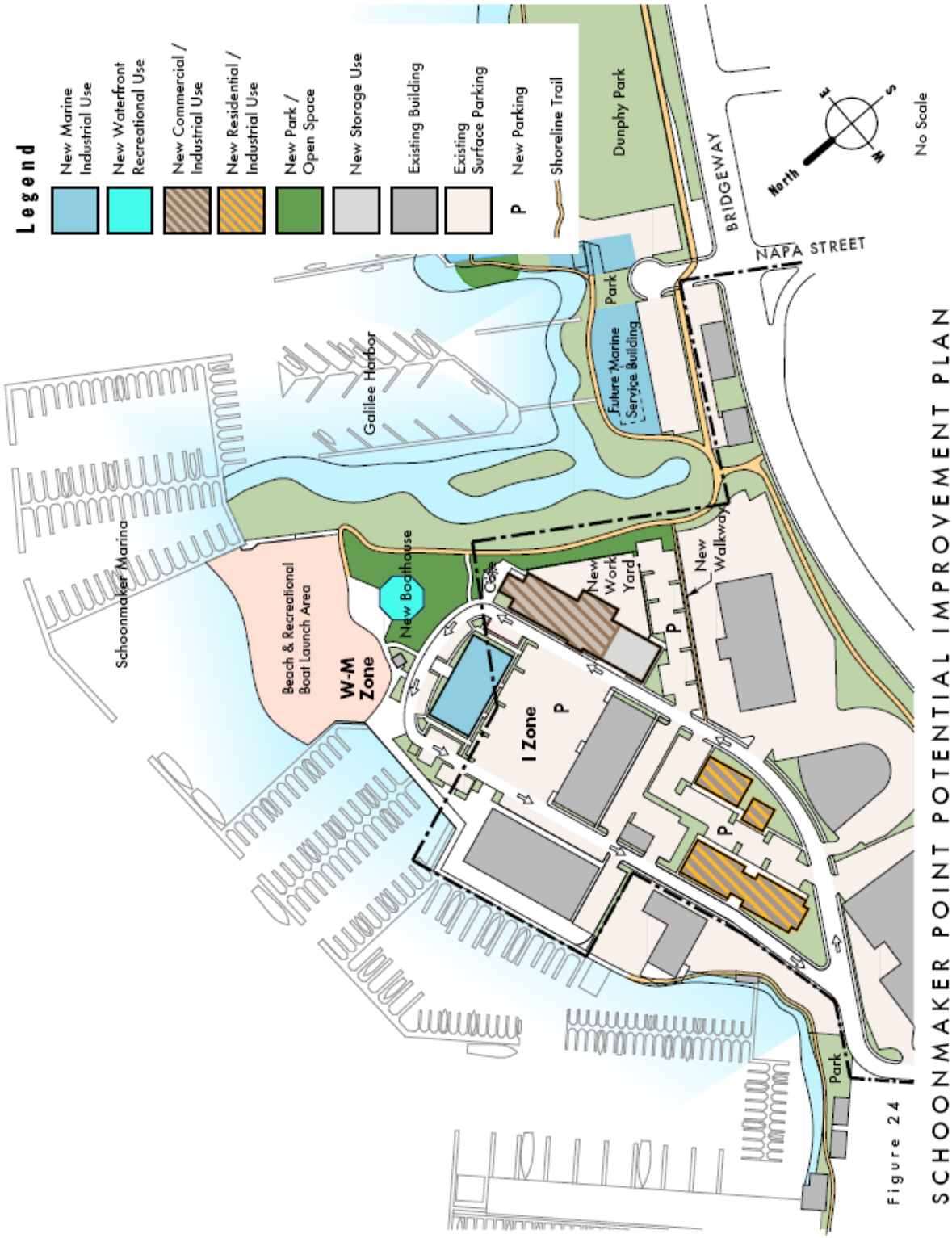


Figure 24 Schoonmaker Point Potential Improvement Plan



4.3 Marina Plaza/Sausalito Shipyard & Marina

Goal: Redevelopment in the area that preserves existing marine industrial businesses and creates opportunities for expansion, protects important historic resources, expands public use of and access to the working waterfront and provides for an expansion of permitted uses to help offset the costs of new public benefits, streets, utilities and other improvements.

- Create a marine industrial center with new buildings and covered outdoor workspaces, and allow height allowances to accommodate necessary boat repair operations
- Maintain critical marine railways and, if needed, consider lengthening them so that boats can be moved farther from the water's edge to comply with increasingly stringent environmental regulations
- Provide a continuous shoreline trail/boardwalk designed to avoid interference with marine activities
- Consider developing a new beach
- Allow a new restaurant at the waterfront
- Consider new buildings upslope (west) of the marine industrial center with proposed expanded uses
  - Commercial
  - Applied arts
  - Innovative industries
  - Residential
- Develop a new public "loop road" connection through the area (as discussed in Section 2.2.9 and reflected in Figure 18) with sidewalks, street trees and street lights
- Develop a new public parking structure against the hillside below Bridgeway
- Reconfigure and reduce the size of existing parking lots
- Provide views of the working waterfront from the new loop road and trails

4.4 Clipper Yacht Harbor

Goal: Redevelopment in the area that expands and improves open space on the spits, extends the shoreline trail and reduces surface parking while allowing special uses accessible to the public.

- Convert some of the surface parking on the two spits to restored or improved open space
- Extend the shoreline trail or boardwalk through the entire site
- Consider an on-site parking structure (or contribute to a community parking structure off-site), and allow for adequate public parking to serve open space and public facilities
  - Commercial (limited to proposed expanded uses)
  - Applied arts (to include proposed expanded uses)
  - Innovative industries (to include proposed expanded uses)
- Consider a semi-public yacht club at edge of park on southern spit
- Consider a public lighthouse and pub further into the park, accessed by boardwalk in anticipation of rising sea levels
- Maintain views of the waterfront from existing buildings

Figure 25 Marina Plaza/Sausalito Shipyard & Marina Potential Improvement Plan Alternative I

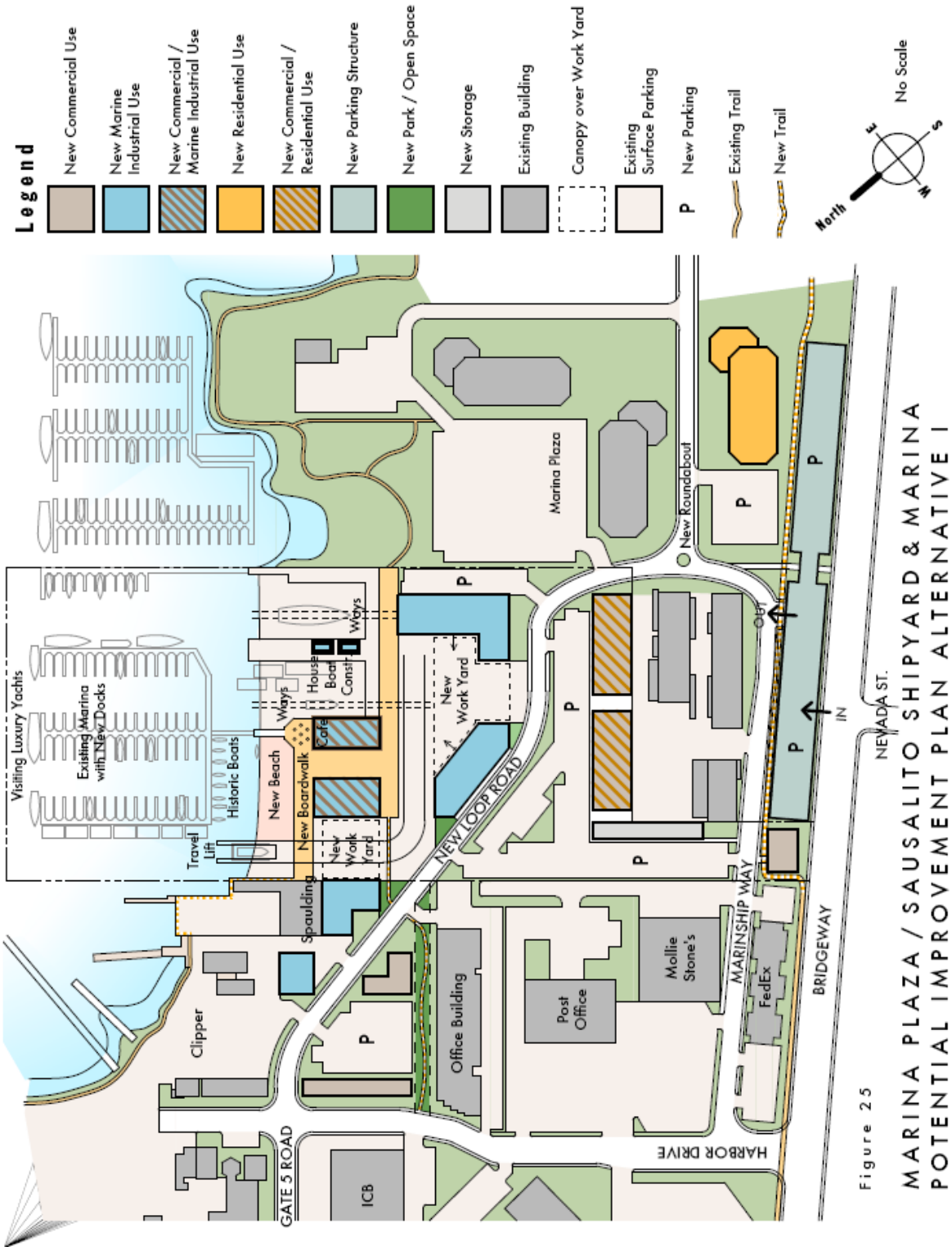


Figure 26 Marina Plaza/Sausalito Shipyard & Marina Potential Improvement Plan Alternative II

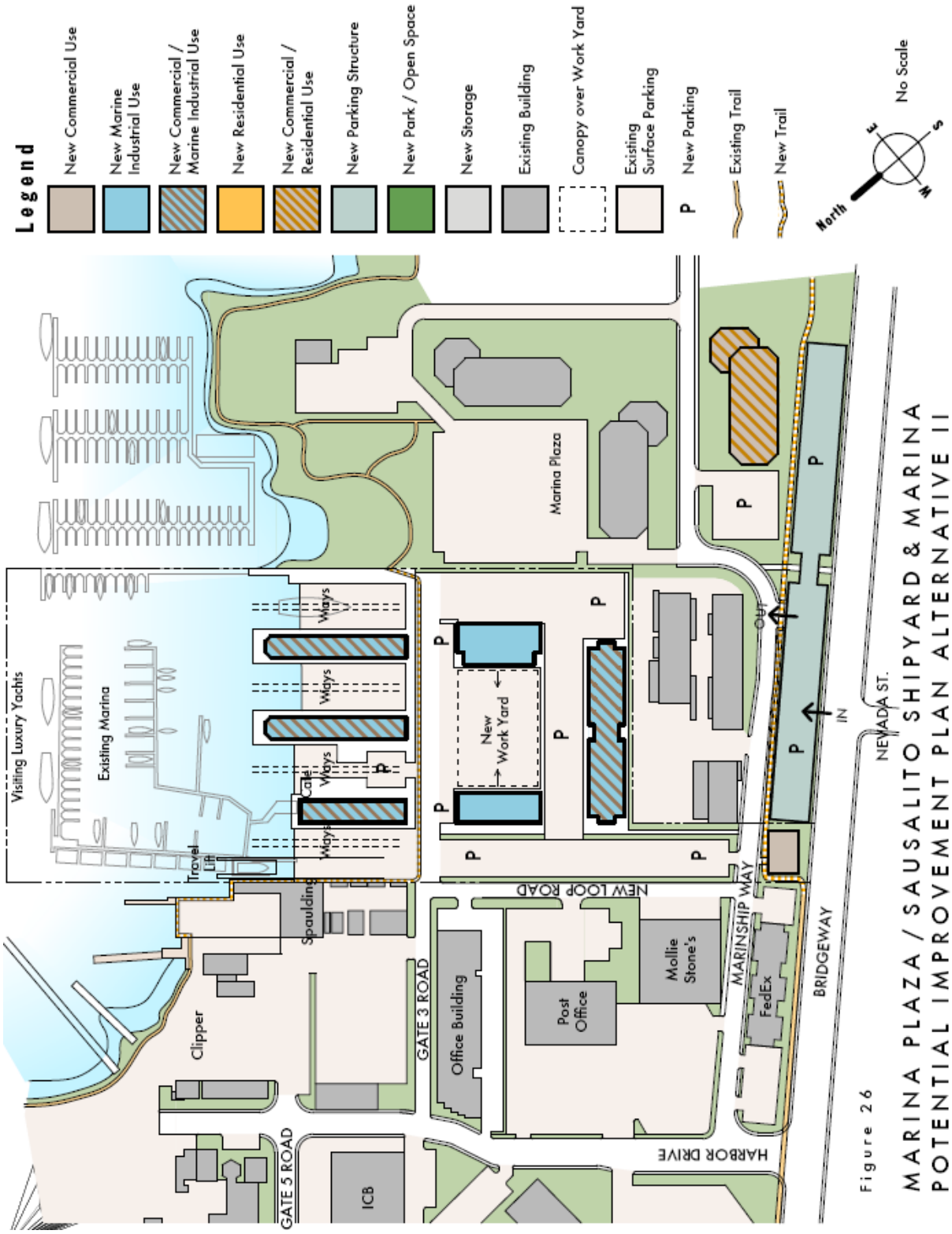


Figure 27 Clipper Yacht Harbor Potential Improvement Plan Alternative I

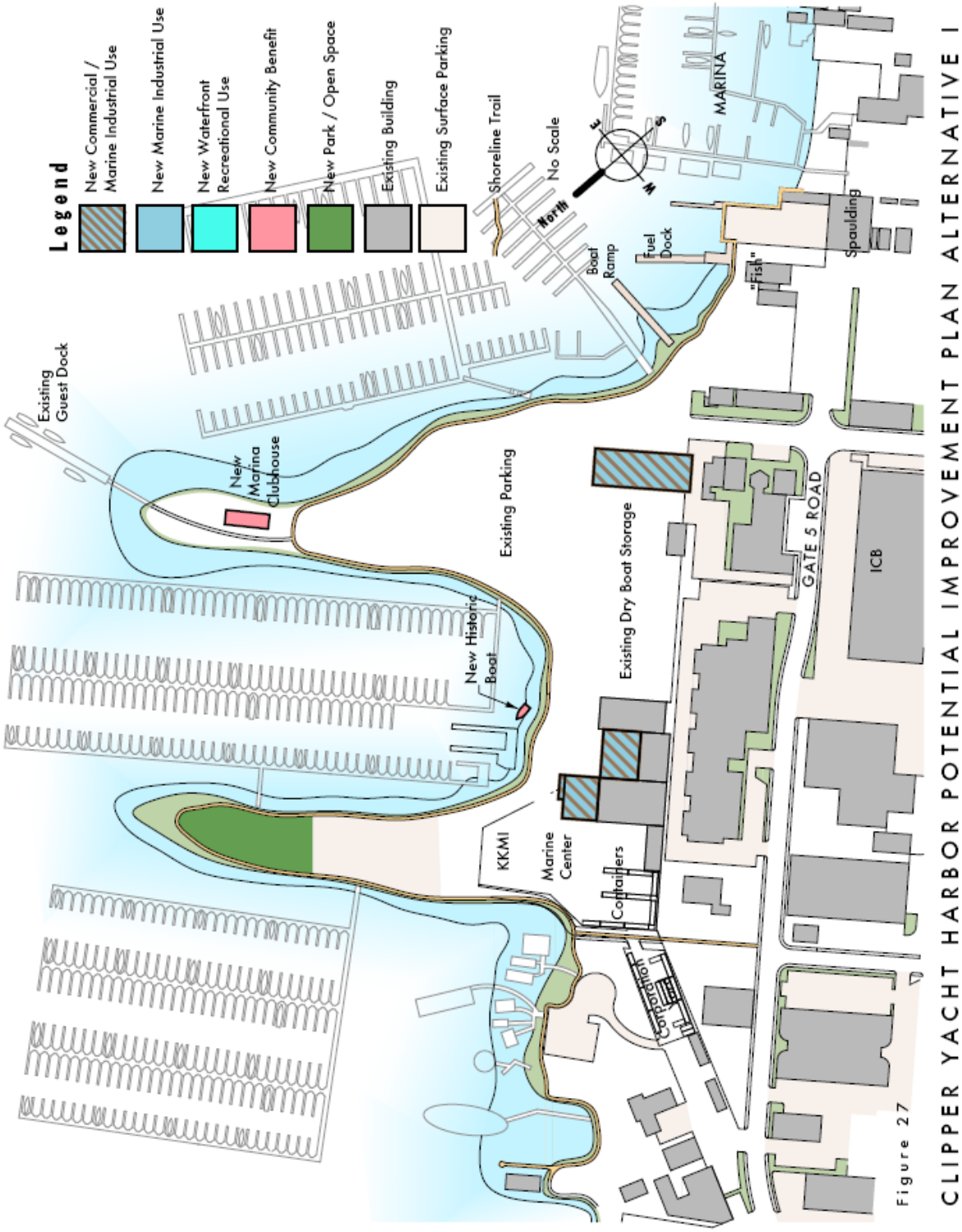
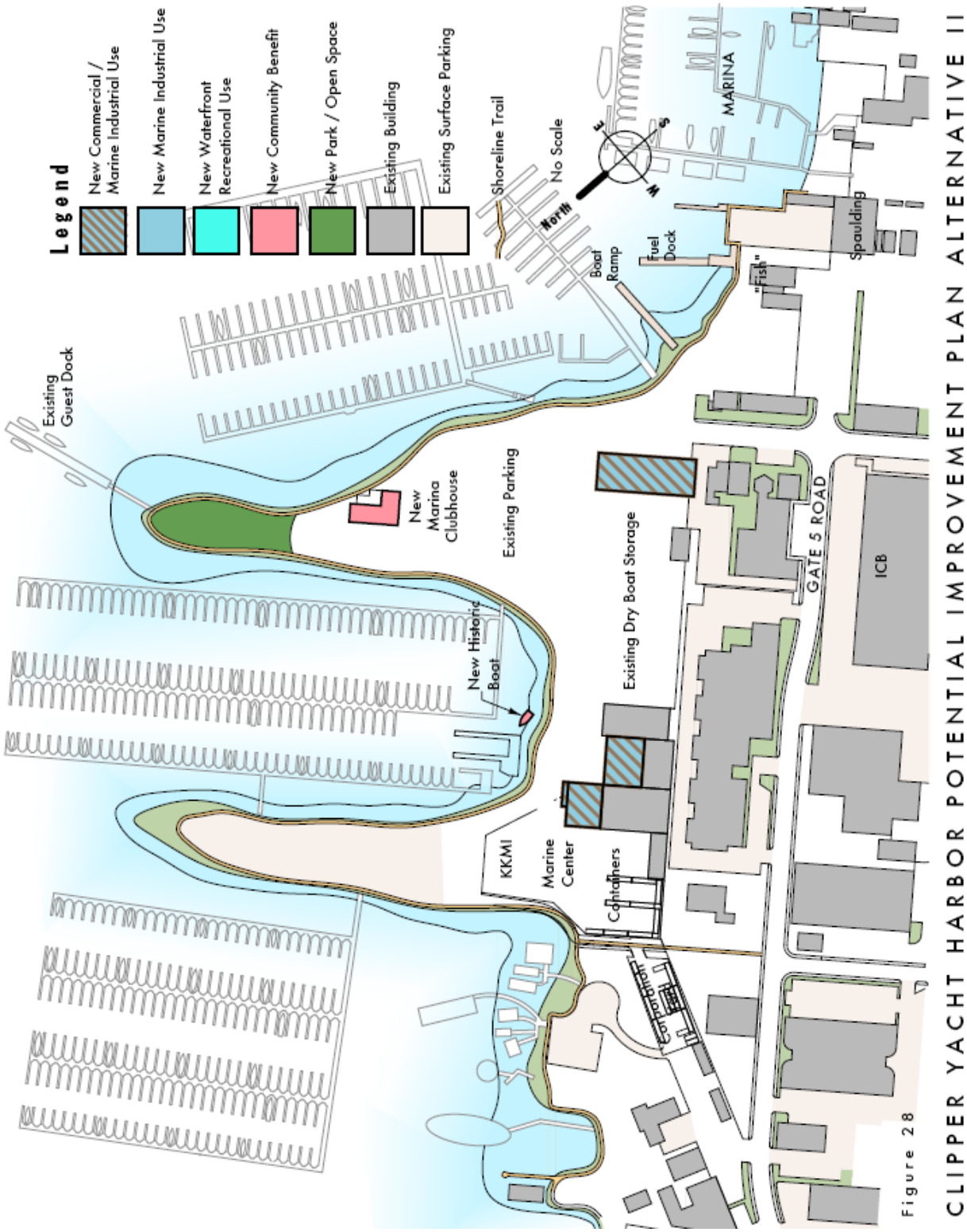


Figure 28 Clipper Yacht Harbor Potential Improvement Plan Alternative II



5.0 CONCLUSION

For the common good of preserving and enhancing the greatest asset Sausalito has--the waterfront--members of the WAM Committee have worked together in an atmosphere of cooperation for nearly two years to discover what can be agreed on or at least is generally acceptable. It is hoped that the City Council will take advantage of this work and lead the planning effort for the future of the waterfront in a timely manner. The Committee requests that the City hold a public hearing on this report, adopt it and provide copies to consultants who will be preparing future studies and plans. To assist the City in developing a new comprehensive plan, whether it is a Marinship Specific Plan update or a General Plan update that incorporates the Marinship, important first steps are to:

1. Conduct a market study to help identify other land uses that could be permitted
2. In consultation with appropriate agencies, identify desirable and necessary public infrastructure and public benefit improvements, environmental mitigation measures and measures to solve subsidence, seismic, flooding and sea-level rise challenges
3. Prepare an economic analysis for waterfront development to confirm, in general, what square foot rents are needed to offset the costs of building construction, permitting, environmental mitigation and infrastructure
4. Evaluate the consequences of maintaining the status quo approach to development, quantitatively and qualitatively over the long-term, as well as any potentially insolvable problems
5. With input from all stakeholders including large property owners, identify potential implementation strategies and funding sources for addressing these issues

6.0 INFORMATION SOURCES

Living with the Rising Bay: Vulnerability and Adaptation in San Francisco Bay and on its Shoreline, April 7, 2009. San Francisco Bay Conservation and Development Commission.

The Impacts of Sea Level Rise on the California Coast, May 2009. California Climate Change Center

Goals Projects, 2000. *Baylands Ecosystem Species and Community Profiles*: Life histories and environmental requirements of key plants, fish, and wildlife. Prepared by the San Francisco Bay Area Wetlands Ecosystem Goals Project. P. R. Olofson, editor. San Francisco Bay Regional Water Quality Control Board, Oakland, Calif.