

# STAFF REPORT

## SAUSALITO PLANNING COMMISSION AND HISTORIC LANDMARKS BOARD

**PROJECT:** Ferry Landing Project  
Joint Planning Commission/Historic Landmarks Board Study  
Session Review

**MEETING DATE:** March 11, 2015

**STAFF:** Lilly Schinsing, Administrative Analyst

### **REQUEST**

Study Session review of the Ferry Landing Project.

The Planning Commission and Historic Landmarks Board are first reviewing this item at a Study Session – the Commission/Board will provide direction but not take action on the project at this time. A joint public hearing of the Planning Commission and the Historic Landmarks Board is scheduled for April 1, 2015.

### **PROJECT INFORMATION**

**Applicant** Golden Gate Bridge, Highway, and Transportation District

**Property Owners** City of Sausalito, Foot of El Portal  
APN 065-073-05 and APN 065-133-22

**Location/Size** APN 065-073-05; approximately 273,992 square feet  
APN 065-133-22; approximately 492,228 square feet  
(see **Exhibit A** for vicinity map)

**General Plan** Open Area Land Use Designation

**Zoning** Open Area (OA) Zoning District

### **PROJECT BACKGROUND**

The Golden Gate Bridge, Highway, and Transportation District (District) is proposing to demolish the existing Sausalito ferry landing structure which is located partially in the Downtown Historic District at the foot of El Portal and replace it with a new ferry landing that would provide standardized and smoother loading of vessels and passengers.

Per Government Code Section 53091<sup>1</sup>, the District is not required to comply with the City's zoning or building ordinances and is exempt from Sausalito Planning Commission and Historic Landmarks Board permitting for a Design Review Permit (which is triggered under Section 10.54.050.B.14 of the Zoning Ordinance). However, the project site is located on a City of Sausalito-owned parcel (APN 065-073-05 [and APN 065-133-22]) which is leased to the District (see **Exhibit B** for the

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<sup>1</sup> Government Code Section 53091(a) states that "each local agency shall comply with all applicable building ordinances and zoning ordinances of the county or city in which the territory of the local agency is situated." Government Code Section 53090 states that a "local agency" does not include a "district organized pursuant to Part 3 (commencing with Section 27000) of Division 16 of the Streets and Highways Code." The District is a district organized pursuant to Part 3 (commencing with Section 27000) of Division 16 of the Streets and Highways Code, and therefore, for the purposes of Government Code Section 53090, is not a local agency.

lease). As the owner of the property, on February 10, 2015 the City Council approved a public review process for the Ferry Landing Project. As outlined in the Approved Ferry Landing Public Process (see **Exhibit C**), the Planning Commission and Historic Landmarks Board will hold a joint study session and two joint meetings to determine whether or not the Design Review findings can be made for the District's proposed project. After the Historic Landmarks Board and Planning Commission hearings the City Council will consider the Historic Landmarks Board and Planning Commission's determination to decide if consent can be granted for the project in accordance with the terms of the Lease. For more background and history visit [www.sausalitoferrylanding.org](http://www.sausalitoferrylanding.org).

## **PURPOSE AND FORMAT OF STUDY SESSION**

The City Council had directed the Ferry Landing Public Process in which the Planning Commission and Historic Landmarks Board will participate in a series of three meetings to make a determination on whether or not the Design Review findings in Section 10.54.050.D and 10.46.060.F of the Sausalito Municipal Code (online at [www.codepublishing.com/ca/sausalito](http://www.codepublishing.com/ca/sausalito)) can be made for the District's proposed project. The purpose of this study session is to offer an opportunity for a more informal discussion with the Planning Commission and Historic Landmarks Board regarding the proposed project, to hear public input on the District's proposed alternative designs and to provide direction as appropriate prior to the joint public hearing on April 1, 2015. No action will be taken at the study session.

## **PROJECT DESCRIPTION**

### **SITE LOCATION AND EXISTING USES**

The proposed project will occur at the location of the existing Golden Gate Sausalito Ferry Landing, on the eastern waterfront of the City of Sausalito. The project site lies east of the intersection of Bridgeway and El Portal/Anchor Street and is accessible from Bridgeway with connections through El Portal, Anchor Street, Tracy Way, and Humboldt Avenue. The project site is owned by the City of Sausalito. The District has constructed and operates the ferry terminal under a long term lease agreement with the City. The 51,402 square foot lease area extends from the landside around the existing pier and into the water, primarily within Marin County Assessor's Parcel Number (APN) 065-073-035, although the southern portion of the lease area extends into APN 065-133-22.

The existing boarding system consists of a 110-foot long by 42-foot wide steel float, a 70-foot long by 5.5-foot wide steel gangway, and an approximately 96.5-foot long by 8.5-foot wide pile-supported timber and concrete access pier. This access pier connects to a 95-foot-long x 20.5-foot-wide landside pier. The existing boarding system extends from the landside developed areas, over the shoreline, and to the open water where the float is located. The landside pier has a passenger control point that is demarked by a locked gate. Only paying ferry passengers may access the access pier beyond the gate, which is opened by crew members when a vessel arrives at the ferry terminal.

### **PURPOSE OF THE PROJECT**

The District, in their letter received March 3, 2015 (see **Exhibit D**), states that there are four main purposes of the proposed project:

1. Replace aging facilities to keep structurally sound
2. Improve Americans with Disabilities (ADA) access
3. Improve operational efficiencies
4. Upgrade emergency preparedness

### **STRUCTURES, DESIGN AND MATERIALS**

The proposed Golden Gate Sausalito Ferry Terminal new boarding facilities will be located in the same area as the existing facilities and are being proposed to consist of a new 150-foot long by 53-foot wide concrete float, a new 90-foot long by 19-foot wide steel gangway, and a new 96-foot long by 25-foot-wide pile-supported concrete access pier that will connect to the existing landside pier. Two donut fenders will be installed at the aft/Bay end of the float to provide protection of the ferries and float. Vessels will be allowed to lay up on either side of the replacement float, just as they operate today with the existing float. The float design allows boarding of only one vessel at a time.

To provide power to the ferry terminal for lighting and electrical pumps, a new transformer is proposed to be installed inland approximately 280 feet west at the corner of Anchor Street near the entrance to the municipal parking lot. The existing ticket vending machines and signs will be relocated from their current location to a location in the southern area of the Ferry Plaza (see Exhibit 10 of **Exhibit E**).

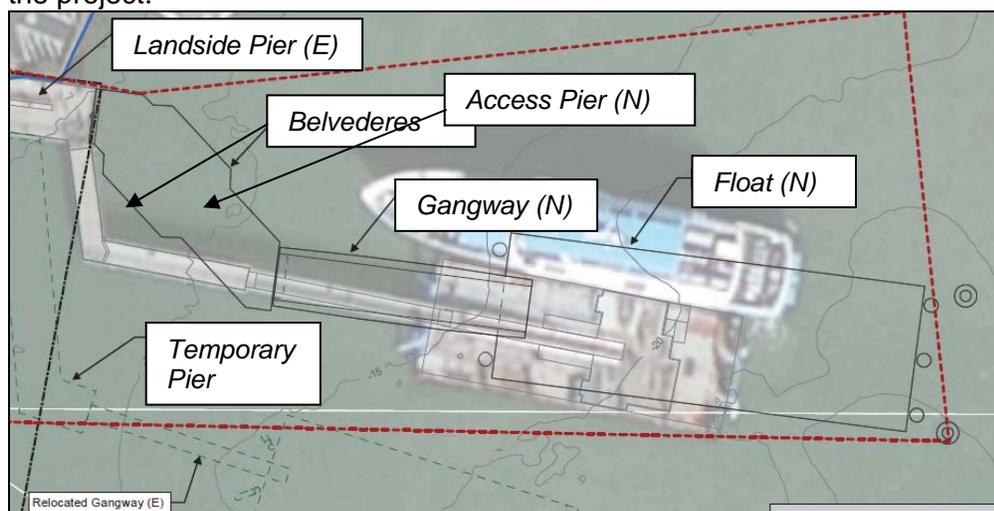
New walkway lighting will be installed on the new float, gangway and pier (see Exhibit 13 of **Exhibit E for a photo rendering**.), and area lighting will be installed on the float. Navigation lighting will be installed on the floats and dolphins.

During construction of the new ferry landing, a temporary landing would be installed southward of the existing ferry landing to provide service during construction.

See **Exhibit E** for a complete project description from the District, including the District's description of the purpose of the project, a complete description of the proposed facilities (including open water coverage calculations and dimensions of all proposed facilities), and alternative design options. See **Exhibit E** for site maps and photorenderings and **Exhibit F** for a full set of working drawings.

### **DESIGN OPTIONS**

The District is requesting feedback from the Planning Commission, Historic Landmarks Board, and Sausalito community on the proposed project. Diagram 1 below shows the components of the project.



**Diagram 1:** Location of existing Ferry Landing with superimposed location for new access pier, gangway and float

In response to public comments, the District has provided the following design alternatives for the community's consideration:

## 1. Gangway Truss Design Options

- a) **Arched Top Chord:** Upper chord curved and above eye level to allow for better views when walking on gangway; profile is tallest of the three options when viewed from shore. See **exhibit 14** of **Exhibit E** for a photo rendering of this design.
- b) **Arched Top Chord-Lowered:** Upper chord is curved but height of arched truss is lowered; partially obstructs views when walking on gangway but results in a smaller profile when viewed from shore. See **exhibit 15** of **Exhibit E** for a photo rendering of this design.
- c) **Flat Top Chord:** Upper chord is flat; height of truss is reduced from arched chords, but closer spacing of truss members results in a denser look when viewed from shore. See **exhibit 16** of **Exhibit E** for a photo rendering of this design.

## 2. Access Control Gate Options

- a) **Location**
  - i. **Between gangway and access pier** (District's preferred option). See **exhibits 37-41** of **Exhibit E** for photo renderings depicting this location with different gangway and gate design options.
  - ii. **Between access pier and landside pier** (District does not recommend this option as it will restrict public access to the landside pier only and will result in a larger gate profile when viewed from the shore). See **exhibits 42-44** of **Exhibit E** for photo renderings depicting this location with different gangway and gate design options.
- b) **Design** (all options are 8 foot tall gates):
  - i. **Curved Roof/Roll Up Doors.** Two 8-foot wide roll-up gates and two 3-foot wide emergency exit doors on each side of gate. See-through metal grating of doors allow for partial views through when gates are closed. Overhead roof of gate provides for storage of roll-up doors, light fixtures and security cameras. See **exhibit 17** of **Exhibit E** for a photo rendering of this design. Also see **exhibit 37** of **Exhibit E** for a photo rendering of the Curved Roof/Roll Up Doors with the Arched Top Chord Gangway design and **exhibit 38** of **Exhibit E** for a photo rendering of the Curved Roof/Roll Up Doors with the Arched Top Chord-Lowered Gangway design and **exhibit 39** of **Exhibit E** for a photo rendering of the Curved Roof/Roll Up Doors with the Flat Top Chord Gangway design in the District's preferred location for the gate (between the access pier and the landside pier). See **exhibit 42** of **Exhibit E** for a photo rendering of the Curved Roof/Roll Up Doors with the Arched Top Chord Gangway design in the alternative location for the gate (between the access pier and the landside pier).
  - ii. **No Roof/Swing Doors.** Two 8-foot wide swing doors and two 3-foot wide emergency exit doors on each side of gate. Due to removal of roof structure, lighting and security cameras are placed on a pole above the gate. See **Exhibit 18** of **exhibit E** for a photo rendering of this design. Also see **Exhibit 40** of **exhibit E** for a photo rendering of the No Roof/Swing Doors with the Arched Top Chord Gangway design in the District's preferred location for the gate (between the access pier and the landside pier). See **Exhibit 43** of **exhibit E** for a photo rendering of the No

Roof/Swing Doors with the Arched Top Chord Gangway design in the alternative location for the gate (between the access pier and the landside pier).

- iii. **Curved Roof/Swing Doors.** Two 8-foot wide swing doors and two 3-foot wide emergency exit doors on each side of gate. Curved roof element ties into the curve of the gangway truss and provides a place to secure lighting and security cameras. See **exhibit 19** of **Exhibit E** for a photo rendering of this design. Also see **exhibit 41** of **Exhibit E** for a photo rendering of the Curved Roof/Swing Doors with the Arched Top Chord Gangway design in the District's preferred location for the gate (between the access pier and the landside pier). See **exhibit 44** of **Exhibit E** for a photo rendering of the Curved Roof/Swing Doors with the Arched Top Chord Gangway design in the alternative location for the gate (between the access pier and the landside pier).

### 3. Pier Railing Design

- a) **Vertical Steel Pipe Pickets.** See **exhibit 17-19** of **Exhibit E** for photo renderings of this design.
  - b) **Vertical Stainless Steel Cables.** See **exhibit 20** of **Exhibit E** for a photo rendering of this design.
  - c) **Horizontal Stainless Steel Cables.** See **exhibits 21 and 22** of **Exhibit E** for photo renderings of this design.
  - d) **Glass.** See **exhibit 23** of **Exhibit E** for a photo rendering of this design.
4. **Colors** (gangway truss, access control gate, pier railing)
- a) **White.** As shown in majority of renderings
  - b) **Blue.** See **exhibit 45** of **Exhibit E** for a photo rendering of with blue.
  - c) **Grey/Steel.** See **exhibit 46** of **Exhibit E** for a photo rendering of with galvanized steel.
5. **Access Pier Width**
- a) **25 foot wide** with two side belvederes<sup>2</sup>
  - b) **21 foot wide** with two side belvederes. Reduces bay fill by 4%.

It should be noted that City staff had a conversation with BCDC staff on March 6, 2015 regarding the belvederes. BCDC staff reported that they are continuing to recommend the retention of the belvederes as a part of the District's project in order to provide "maximum feasible public access" which is required by public access policies in the *San Francisco Bay Plan*.

## **ENVIRONMENTAL REVIEW**

The National Environmental Policy Act (NEPA) and the California Environmental Quality Act (CEQA) require federal and state agencies respectively to conduct studies of impacts of a proposed project on the environment and consider alternatives to the proposed project before a decision is made to proceed with the project implementation. After a preliminary review of the proposed Project with the Federal Transit Administration (FTA), which is the Project's lead agency for NEPA compliance, it was determined that the District would analyze the Project in an Initial Study (IS) pursuant to CEQA to assess its potential environmental impacts. It was also determined that the District would prepare on behalf of FTA a Documented Categorical Exclusion (DCE) under the provisions of NEPA.

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<sup>2</sup> Bump outs for public access/benches

On September 17, 2012, the CEQA Initial Study and Notice of Intent to Adopt a Mitigated Negative Declaration (IS/MND) was filed and circulated for review and comment by the public and other interested parties, agencies and organizations. The public comment period for the Initial Environmental Study and Negative Declaration for the Waterside Improvements opened on September 19, 2012 and closed on October 19, 2012. On October 2, 2012, a Public Review and Comment Open House was conducted in Sausalito regarding the Initial Environmental Study and Negative Declaration for the Waterside Improvements. The District received eight comments at the open house and written comments from the California State Lands Commission and the City of Sausalito. The comments included general support for the project, concerns regarding impacts associated with pile driving, demolition and construction activities, and concerns regarding potential impacts to eelgrass. The comments were considered and responded to in the environmental documents.

On December 18, 2012, the District certified its Mitigated Negative Declaration for the project pursuant to CEQA. On February 13, 2014, the Federal Transit Administration of the U.S. Department of Transportation made a determination that the project qualified for a categorical exclusion under the NEPA because it constituted a “facility modernization through construction or replacement of existing components.” For the Mitigated Negative Declaration visit: [http://goldengate.org/board/2012/agendas/documents/BO12.13.12s2\\_SausalitoProject.pdf](http://goldengate.org/board/2012/agendas/documents/BO12.13.12s2_SausalitoProject.pdf).

## **NEXT STEPS**

After receiving public input and Commission and Board direction, the District will return at a joint hearing in front of the Planning Commission and Historic Landmarks Board on April 1, 2015 and present a revised project.

The installation of story poles, which are markers that demonstrate the new mass and bulk, is typically required for Design Review Permit applications. Due to the project site’s location in the water there is difficulty in installing story poles due to physical conditions such as the water itself, winds, and tides. There are also operational challenges due to the fact that the site is an operating ferry landing. The District has submitted a number of renderings of the proposed landing from several different angles (see **exhibits 24-41** of **Exhibit E**). If the Planning Commission and Historic Landmarks Board find that additional demonstrations are necessary, the District would be able to do the following:

- To demonstrate the approximate location of new access pier, a rope from the pier to the gangway could be installed. The termination points would both be on the north side of the gangway due to not being able to cross over the top of the gangway and block the path of travel.
- To demonstrate the approximate location of the extent of the new float, two buoys could be placed at the further extent of the new float during a two hour period on a weekend morning. Due to operational challenges, these buoys would have to be removed after the two hour period, but the community would be notified of the date and time of the demonstration, and pictures would be taken.

See **Diagram 2** below for an example of the demonstrations above. The Planning Commission and Historic Landmarks Board should provide input on appropriateness of the options identified above with regards to mass and bulk demonstration.

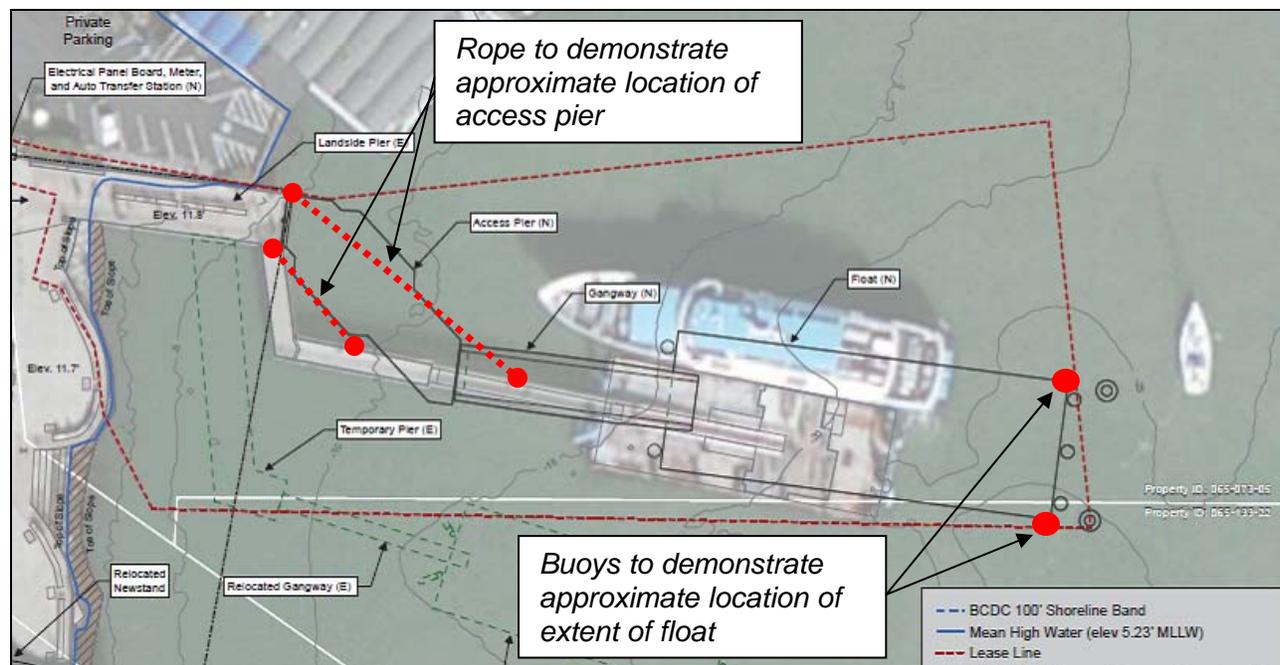


Diagram 2: Story Pole/Buoy Configuration

## **PUBLIC NOTICE AND CORRESPONDENCE**

- On February 26, 2015 banners were placed at the basketball courts at City Hall and at the Ferry Landing itself announcing the upcoming public meetings and providing a link to the website for more information.
- On March 3, 2015 a postcard was mailed to all Sausalito property owners and residents informing the public of opportunities to participate in the public process and providing a link to the website for more information.
- On March 6, 2015 an email blast was sent to members of an email distribution list for communications on the Ferry Landing project.
- On March 6, 2015 a *Sausalito Currents* article was sent regarding the Ferry Landing project.

Correspondence received from February 26-March 6 at 10am (the production date of this staff report) is included as **Exhibit G**. Staff will provide any late correspondence to the Commission and Board Members and post them online with this agenda item at <http://www.ci.sausalito.ca.us/index.aspx?page=43>. Correspondence should be sent to [LSchinsing@ci.sausalito.ca.us](mailto:LSchinsing@ci.sausalito.ca.us).

## **RECOMMENDATION**

Staff recommends the Planning Commission and Historic Landmarks Board receive the presentation from the District, take public comment, and providing direction as appropriate. The Planning Commission and Historic Landmarks Board will hold a public hearing on the proposal on Wednesday April 1, 2015.

## **EXHIBITS**

- A. Vicinity Map
- B. Lease

- C. Approved Ferry Landing Public Process
- D. Project Description Letter
- E. Photorenderings
- F. Working Drawings
- G. Correspondence
  - 1. Story Rafter, February 26, 2015
  - 2. Joan Saxton, March 1, 2015
  - 3. William Corns, March 1, 2015
  - 4. Alia Al-Zand, March 2, 2015
  - 5. Robert W. Sass, March 4, 2015
  - 6. Susan Samols, March 4, 2015
  - 7. Patty Bacon, March 4, 2015
  - 8. Anne Davis, March 4, 2015
  - 9. Vernel Lerner, March 4, 2015
  - 10. Josef Aukee, March 4, 2015
  - 11. Gary Struthers, March 4, 2015
  - 12. Grover C Dear, Jr, March 5, 2015
  - 13. Shelah Peters, Jr, March 5, 2015
  - 14. Jim Lahaie, Jr, March 5, 2015
  - 15. Leslie Hail, Jr, March 5, 2015
  - 16. Linda Hail, Jr, March 5, 2015
  - 17. Stephen Bartelmez, Jr, March 5, 2015
  - 18. Lauri Flynn, Jr, March 5, 2015
  - 19. Andrew Mould, Jr, March 5, 2015
  - 20. Elaine Conley, Jr, March 5, 2015
  - 21. Sam Chase, Jr, March 5, 2015
  - 22. Barry Hoffner, Jr, March 5, 2015
  - 23. Mary And Helmut Draxl , Jr, March 5, 2015
  - 24. Lisa Simon, Jr, March 5, 2015
  - 25. Sonja Hanson, Jr, March 5, 2015
  - 26. Evie Lahaie, March 6, 2015
  - 27. Laurie Wright, March 6, 2015