City of Sausalito

IMAGINE SAUSALITO

HARBOR and DOWNTOWN ACTION COMMITTEE

Final Report

April 24, 2009

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IMAGINE SAUSALITO
HARBOR & DOWNTOWN ACTION COMMITTEE
FINAL REPORT

Executive Summary

The City of Sausalito undertook a public workshop-based project called *Imagine Sausalito* in 2006 to create a forward vision for the community, emphasizing its economic vitality. Several committees were formed, and ultimately reports issued with a wide-ranging set of goals.

The Harbor and Downtown Action Committee was a continuing part of the *Imagine Sausalito* process, charged with bringing forth a specific action plan to implement the goals established by the first groups, as they pertain to the downtown commercial district and waterfront. The study area extends from the southern end of the commercial district (near Horizons Restaurant) to Johnson Street, and Bridgeway to the bulkhead line in the bay.

In simplified summary form, the key goals set forth in the *Imagine Sausalito* reports were:

- Provide a downtown place for people to gather
- Create an active waterfront with transportation and visitor services
- Provide a continuous shoreline trail along the length of Sausalito's waterfront
- Introduce more resident serving uses and activities
- Offer alternative parking, circulation and transportation options
- Improve Sausalito's local economy and resident quality of life

The Committee held 30 public meetings including four Public Workshops from October, 2007 to the date of this report. The Committee volunteers had minimal City staff support, and spent countless additional hours studying issues, preparing graphics and meeting with interested and affected parties.

Upon completing its deliberations and receiving public input and comments, the Committee makes the following recommendations for the first phase of the *Imagine Sausalito* action plan for the downtown commercial district and waterfront:

- Relocate about 30% of the parking from lot #1 (about 60 spaces) and relocate them to lot #3. This still leaves over 130 close-in convenience parking spaces to serve the needs of downtown merchants and hotels
- Construct a new bulkhead adjacent to the Sausalito Yacht Harbor boardwalk to expand parking lot #3 to provide capacity for the spaces removed from lot #1, and more. This work could be done in conjunction with the bulkhead replacement project already planned for the north side of Sausalito (Spinnaker) Point

- Build a new Community Plaza having extraordinary bay access and views in the space created by the relocation of the parking from lot #1.
- Provide a "soft" access through Plaza Vina del Mar connecting the ferry landing and Bridgeway, retaining all of the park with the exception of a narrow pedestrian path around the fountain
- Add a small service building with coffee bar, newsstand and other services
- Include more bicycle parking and possibly a locker and pickup area for rental bikes
- Replace lot #1 entry and exit gates with a pay station system to enable easy access for ferry passenger pickup from within the lot
- Realign and extend the path from the end of the boardwalk at the Sausalito Yacht Harbor to the ferry landing. The current $200,000 Non-Motorized Transportation Pilot Program grant improvements should not be inconsistent with this plan
- Improve the tour bus waiting area for better vehicle flow and passenger safety.
- Install additional mooring buoys in coordination with the Richardson's Bay Regional Agency
- Review appropriate bulkhead or other changes to the water's edge between the ferry landing and the Inn Above the Tide
- Consider shoreline improvements along Gabrielson Cove, such as a bulkhead, steps to the water, seating, kayak launching, dingy float and similar access amenities. Such improvements would be along the water's edge from the Sausalito Yacht Club to the end of the landscaped portion of Gabrielson Park, and possibly farther depending upon an exact survey of the Spinnaker leasehold boundary
- Provide facilities and access on the Golden Gate Bridge, Highway and Transportation District (GGBHTD) dock to accommodate the County's planned ferry service to Tiburon, Angel Island and Cavallo Point
- Refurbish and repair Yee Tock Chee Park, including lowering of the elevated planter and relocation of trash receptacles
- Reconstruct the pier adjacent to Horizons working in conjunction with the property owner, providing fishing, dining and/or a boat tie-up float
- Make improvements to Bridgeway
    - Replace raised tree grates with flush wrought iron type
    - Provide new trash receptacles
    - Consider hanging flower baskets
    - Widen the sidewalk in front of the cafes south of Princess Street for outdoor tables
    - Curb bump out at Bridgeway and Princess
    - Replace parking meters with pay stations
    - Repeat the lower path in the riprap north of Scoma's Restaurant like the path south of Horizons

See Section VII, page 24, for a description of follow-on phases, enhancing of the quality of life for Sausalito residents and the City's economic vitality.

The Committee recognizes that there is a thorough public process to be completed before any of these concepts are implemented. We recommend that the first step be a public forum for the presentation of the contents of this report (See pages 30 and 31). We also call for the commencement of review by qualified professionals. Finally, any changes in the primary study area will be governed by the terms of Ordinance 1128[1], adopted in 1997. No changes to the downtown parks or parking lots can be made without voter approval.

The members of the Harbor and downtown Action Committee are pleased to have had the opportunity to participate in the *Imagine Sausalito* visioning process and to play a role in proposing specific action plans for public debate. We wish to thank all of those who contributed their time and talent to this effort.

Downtown Sausalito - Johnson Street to Horizons

[1] "An Initiative Ordinance Adopted by the City Council of the City of Sausalito Regulating the Sale, Lease, or disposition of Plaza Vina del Mar, Gabrielson Park, the Martin Luther King Site or Parking Lots 1, 2, 3 and 4"

I. Background

The Harbor and Downtown Action 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 resident's 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 2007 and at two 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 (http://209.247.187.185/Index.aspx?page=491).

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 six action committees are:

Transportation Action Committee
Waterfront and Marinship Committee
Telecom Action Committee
Harbor and Downtown Action Committee
Historical and Cultural Committee
Finance/Economic Action Committee (the Business Advisory Committee)

II. The Harbor and Downtown Action Committee

The Harbor and Downtown Action Committee was formed to gather additional public input and to work toward recommendations for action to be taken by the City Council to implement the goals of the *Imagine Sausalito* visioning process. It was recognized at the outset that this committee would consider all of the applicable goals that would pertain to the City's downtown and commercial district and waterfront, taken from all of the visioning working groups.

The committee was "self-selected", in that interested people volunteered to participate without formal appointment by the City Council. The Committee was open to all who

wished to join. All of the regular attendees had been involved in the visioning process, so their continued interest was a logical extension of that effort. All meetings were noticed and open to the public, and minutes were posted on the City's website.

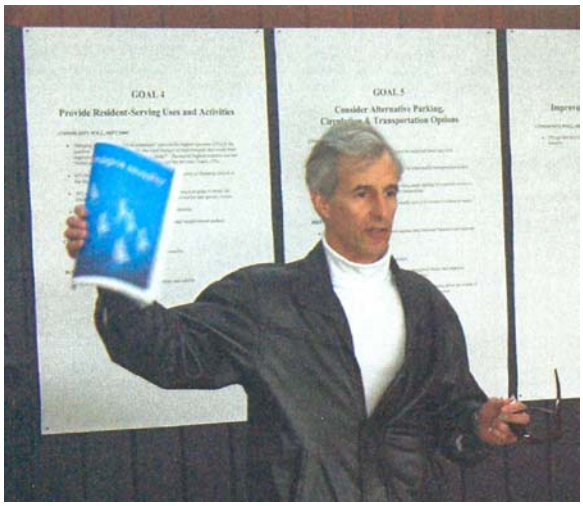
The Committee members were:

Michael Rex, elected Chairperson by members
Paul Albritton, City Council liaison member
Sue Currier, volunteered as Secretary
Richard Hannum
Don Olsen
Lonner Ralston
Chris Tellis
Jacques Ullman
Peter Van Meter

Other frequent or occasional participants included:

Adam Krivatsy
Darryl leDoux
Larry Mindel
Joe Oranato
Jeff Scharoach
Simon Snellgrove

The first meeting of the Committee was held on October 8, 2007. Thirty public meetings were held through April 2009, including four well-attended Public Workshops. These Workshops were held on Saturday, March 15, 2008; Saturday April 26, 2008; Saturday May 10, 2008 and Thursday June 12, 2008. In addition, a subcommittee met several times to prepare this report and the graphics that it contains.



Mayor Paul Albritton Introduces the Workshop Series as a Continuation of the *Imagine Sausalito* Process

The regular meetings of the Committee were generally informal working sessions. Various Committee members volunteered to provide information or were assigned tasks to meet the Committee's objectives. Meetings typically ran about two hours with much give and take and input from occasional participants and other public visitors. The Committee is particularly grateful for the leadership provided by Chairperson Michael Rex, the service of Secretary Sue Currier and Peter Van Meter for his assistance in preparing this report.

The Workshops were publicized in several ways. First, a postcard was mailed to all Sausalito residents. About 200 emails were sent to *Imagine Sausalito* participants. Announcements appeared in the City's *In-the-Loop* newsletter, the *Marin Scope* and the *Marin Independent Journal*. In addition, the last Workshop had the added benefit of 1500 flyers inserted in the *Scope* and publicity through a Sausalito Woman's Club notice to members.

III. Starting Point – Imagine Sausalito Goals

These are the goals set forth by each committee of the *Imagine Sausalito* visioning process. They were not created by the Harbor and Downtown Action Committee, but simply came forward as the Committee's starting point.

The bullets under each committee heading in the following list are extracted from each committee report as posted on the City's website, and may have been reported as goals, objectives, proposed projects or other commentary. They are listed here with equal rank for simplicity of presentation. They were selected as pertaining to the Harbor and Downtown Action Committee's study area, determined by the Committee to be from the south end of the commercial district (approximately Horizons), north to Johnson Street and from Bridgeway to the bulkhead line in the bay. Similar or near-duplicate statements in each report have been omitted. (Note: The similarity and overlap of recommendations from different committees is of interest, as they acted independently from one another.)

<u>Business Mix Committee</u>

- Create a community focal point downtown that both residents and visitors would use and in which they all feel welcomed
- Benefits:
    - A discernable town center
    - Quality public open space
    - A more efficient use of resources
    - Increased tax revenue
    - Increased local business revenue by encouraging visitor and resident spending
- Location would be from the current ferry landing to the Vina del Mar fountain, including parking lot #3
- Build structures to house entertainment, food, shops, and exhibits
- Include a large public pier, with space for tall ships and large boats, as well as guest docking for visitors. The pier/dock should be linked to the downtown plaza/community center
- Dismantle the current pier and build a pier that can service the ferry traffic as well as visitors traveling by boat
- The bike/pedestrian path should go through the landing area
- Reference the "Downtown Planning Forum" ideas and plans created in 1999/2000
- Use the Mill Valley downtown center as a possible model
- Consider city-owned property . . .

<u>Bike & Pedestrian Facilities Committee</u>

- Create/improve a separate curbed, paved, landscaped walk/path between the Ferry Terminal and the waterfront boardwalk to the north (cca 850 lin. ft.)

- Create inviting places (plazas, lookouts and other pedestrian/bike destinations) and public service amenities at key destinations along Sausalito's waterfront
- Equip waterfront places with basic "comforts", i.e. public toilets, drinking fountains, bike racks and seating
- Consider permitting food and beverage vendors/establishments in appropriate places

Maritime Support Committee

- Provide water visitor access to Sausalito for expanded use by intra-bay visitors and make the whole bay accessible
- Identify and provide water areas for visitors/residents to tie-up for short periods to access the shore
- Integrate existing sources of water transportation to make Sausalito more accessible
- Integrate and improve the ferry system to link to multiple destinations; incorporate a water taxi service
- Development of a community supported plan to accommodate visiting vessels, and water taxis to bring visitors into Sausalito (Note: There was no specific location for a pier endorsed collectively by the committee) *<This "Note" is in the committee's report>*
- Incorporate mini-garden or other vegetation into waterfront plans for the enjoyment and rest of residents and visitors

Buses, Boats & Piers Committee

- Provide an integrated land transportation system
- Improve access to parking in Sausalito
- Encourage additional ferry service at affordable rates, running more frequently, particularly later in the evening to service Sausalito Downtown restaurants & shops
- Plan and replace the "Sally" Jitneys with streetcars on tracks running down the middle of Bridgeway and extending to downtown Mill Valley along Miller Avenue
- Provide an integrated water transportation system
- Private ferry service . . . linking Sausalito to San Francisco, Fort Baker, Tiburon, Larkspur, Port Sonoma, possibly the East Bay and other ports of call
- Fort Baker service . . . as a component of the GGNRA's transportation plan
- Promote private high-end water limousine service between San Francisco and Sausalito as part of establishing a local world-class harbor
- Promote the use of private yachts to access Sausalito, both transient cruisers and local day sailors
- Promote a local ferry . . . along the Sausalito shoreline . . .
- Promote water taxi service between vessels moored offshore on mooring buoys and shoreline landings

- Encourage small tour boats for visitors
- Plan a new municipal pier downtown at the ferry landing having sufficient size to accommodate a visiting tall ship.
- Consider relocating the Golden Gate Bridge Districts' ferry dock to the new Downtown Municipal Pier
- Consider the SHIP group's proposal to enclose Gabrielson Cove with a cut stone breakwater, inside of which visiting vessels could end tie to the breakwater an/or mooring facilities placed along the Coves' shoreline
- Plan a new dock adjacent to the north side of the new Downtown Municipal Pier for single-day guest tie-ups
- Establish mooring buoy fields offshore for safe mooring of vessels for short and longer term stays
- Identify and dredge channels necessary to access existing and new shoreline facilities
- Enhance waterfront facilities for the boating public that link to activities on land
- By using existing and establishing new mooring facilities, create a world class harbor in Sausalito to receive visiting boaters. Link the harbor facilities to services and activities useful and enjoyable to boaters
- Revisit the 1995 Downtown Master Plan with special focus of the following:
    - Construct a municipal pier at the Ferry Landing
    - Construct a floating wave damper protecting Gabrielson Cove and the Sausalito Yacht Club while doubling as a guest tie-up
    - Link the pier to a community gathering place such as a plaza
    - Reorganize downtown parking more efficiently to make room for a community gathering place
    - Provide small boat (kayak and rowing shells) access to Gabrielson Cove

IV. Committee Deliberations

Study Area

After organizing itself, the first task of the Committee was to decide what its study area should be. Based upon the previous effort leading up to its formation, this was determined to be from the south end of the commercial district (near Horizon's Restaurant) to Johnson Street, and from Bridgeway to the bulkhead line in the Bay. The primary focus, however, was the central downtown area from El Portal Street to and including parking lots #3 and #4. **Figure IV-1, Downtown Aerial Photograph** shows this area. It was an invaluable tool throughout the study process.

Approach

The next major decision of the Committee was to work toward its action recommendations starting from "the big picture" – the long range perspective – as opposed to considering just modest beginnings. To do this, the study area was viewed as

Figure IV-1, Downtown Aerial Photograph

a "blank slate" with all possibilities to be considered consistent with the public input developed to that point in the visioning process. It was possible to take this approach as the vast majority of the property in the primary study area is owned by the City of Sausalito.

Existing Conditions

Notwithstanding the Committee's "blank slate" approach, existing conditions quickly come into play – land use, zoning, ownerships and long term ground leases.

Land Uses

Referring again to Figure IV-1, it is dramatically evident what is well known – that the majority of our central downtown land is asphalt paved parking, totaling about 72% of the land in the primary study area. While adequate convenient parking is essential to support the needs of Sausalito's downtown and marina businesses, the Committee viewed balancing this need with the benefits of enhanced public spaces as an essential task, as clearly desired by the public in several goals from the visioning process.

Committee member Ullman elaborates on a point made by Chairperson Rex

Any change in land uses in the primary study area will be governed by the terms of Ordinance 1128[2], adopted by initiative in 1997. No changes to the downtown parks or parking lots can be made without voter approval. Amendments to the City's General Plan would also be required.

Zoning

Figure IV-2, Study Area Zoning, shows the existing zoning in the primary study area:

CC – Central commercial
CW – Commercial Waterfront
W – Waterfront
PP – Public Parks
PI – Public Institutional
OA – Open Area

[2] "An Initiative Ordinance Adopted by the City Council of the City of Sausalito Regulating the Sale, Lease, or disposition of Plaza Vina del Mar, Gabrielson Park, the Martin Luther King Site or Parking Lots 1, 2, 3 and 4"

Figure IV-2, Study Area Zoning

Some of these zones identify specific land parcels having the designated uses. To the extent that these uses change in size or configuration, the zoning will have to be changed accordingly.

Ownership and Ground Leases

Committee member Van Meter describes proposed plaza amenities

Figure IV-3, Primary Study Area Land Ownership and Ground Leases shows the City owned property, those portions of the City property under lease (with expiration terms) and parcels owned by others. All of the land, and water south of the Spinnaker Restaurant is owned by the City of Sausalito except for two parcels (the Bank of America building and a portion of the Sausalito Yacht Harbor parking lot.)

As shown in Figure IV-3, large portions of the City land and water are encumbered by long term ground leases. The history of some of these leases is long and complex, but all of them were amended or restated in the 1990s. Summary abstracts of these leases are found in Appendix A.

Refer again to Figure IV-3 for each leased property. The dates of these leases are:

Spinnaker Restaurant:	Forty (40) years from execution, evidently January 27, 1992 to January 26, 2032. (Could vary a bit to compensate for expansion permit delays)
Sausalito Yacht Club	October 1, 1995 to September 30, 2027 (32 years)
Golden Gate Bridge District	October 1, 1995 for fifty (50) years (to September 30, 2045)
Sausalito Yacht Harbor	September 1, 1991 to August 31, 2041 if all three options to extend are exercised by SYH. The current first option expires on December 31, 2029

The Committee agreed that all of the tenants and uses on the leased property are important to the community and should be retained indefinitely. Within the "blank slate" concept, however, uses that would require changes to these leases were considered. Such

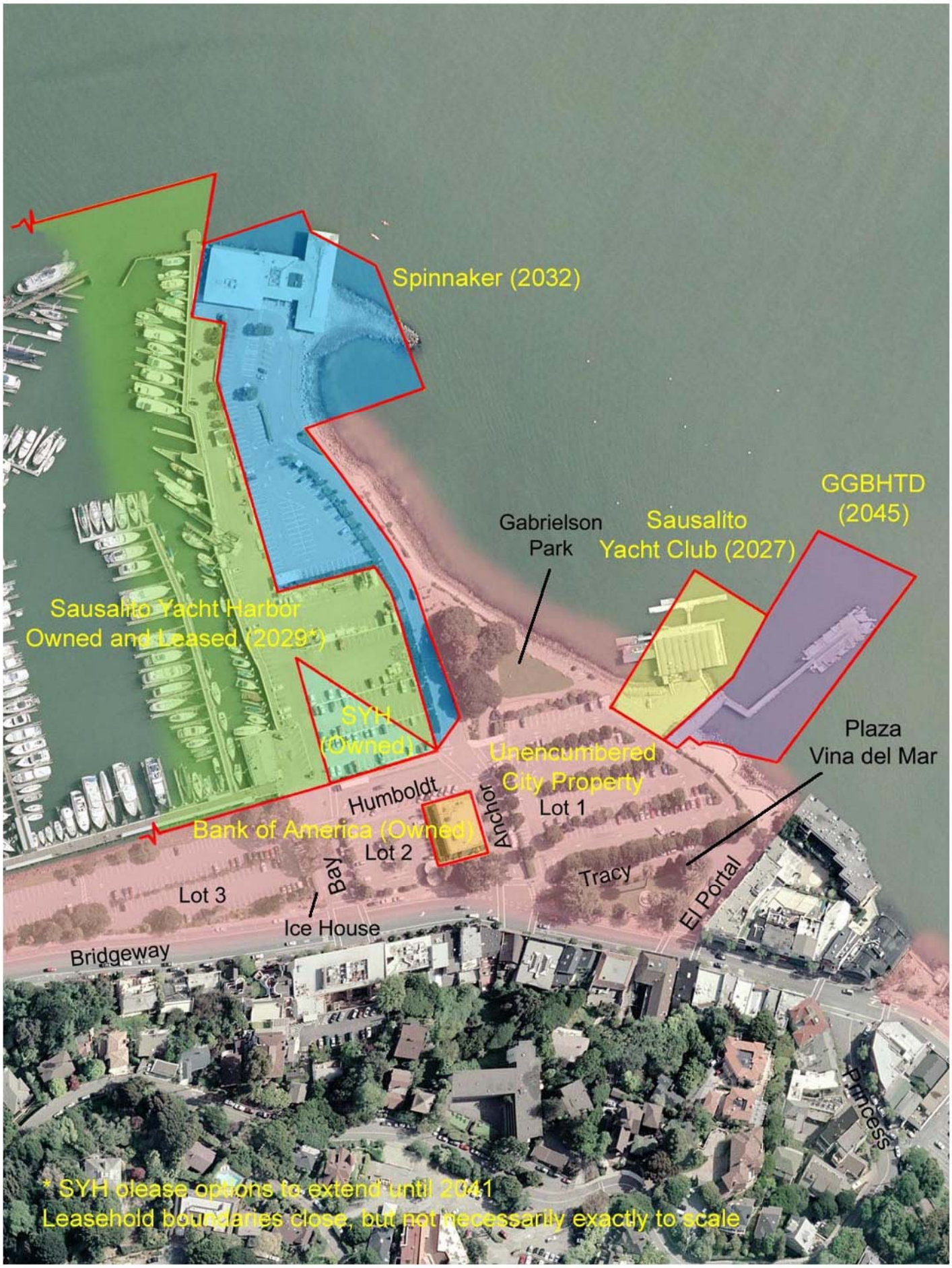


Figure IV-3, Primary Study Area Land Ownership and Ground Leases

changes would, of course, have to be with the negotiated consent of the leaseholders, or otherwise deferred until renegotiation at lease expiration.

Business Mix and Revenue Generation

A primary goal of the *Imagine Sausalito* process when it started in 2006 was to develop a vision of the City that would include enhancement of revenue to the local government. Improvements in the study area can generate revenues to the City both directly and indirectly. For example, the Committee considered the direct benefits of sales tax and license fees from additional retail space in appropriate locations. There is also the positive effect on businesses from attracting more local residents to the City's central core to meet and visit in a beautiful location with suitable amenities.

Participating community members at one of the four public workshops

One area of Committee focus was to investigate creating a "two-sided" Bridgeway as much as possible. This included looking at the viability of retail storefronts along parking lot #2 and portions of parking lot #3, as well as amenities provided for the plaza and park.

Early in its deliberations, the Committee intended to include a component on retail mix and how a Merchants Association can help achieve this objective. A Merchants Association is different than a Chamber of Commerce, although some of their objectives overlap. The Committee deferred action on this topic, but did meet with merchant groups to get input. These were the Chamber's Biz-X Committee of merchants and property owners, and the City sponsored Hospitality Business Development Committee.

The Committee recognizes that a strong Merchants Association can be aware of forthcoming tenant turnovers, for example, and can encourage replacements that enhance the variety of retailers in the district. This can result in a greater variety of goods and services, creating a "critical mass" of offerings that can create more customer visits. Over time, these changes can have the result of changing the shopper profile in the district for the mutual benefit of both shoppers and merchants.

Park and Plaza Concepts

As noted in Section III, all of the *Imagine Sausalito* visioning committees independently recommended some form of improved people-friendly downtown – a meeting place with waterfront access and amenities – not just acres of asphalt for cars. The committee spent a large portion of its time on the consideration of alternatives to meet these goals.

Members spent hours walking and talking in the area, sketching concepts, presenting them at public forums, taking public comment, refining ideas and trying different approaches.

Downtown Plaza

Committee members felt that any plaza concept should be designed in such a way that invites residents to gather and meet their friends – much like the Depot Plaza in Mill Valley. Of course there would be visitors too, but this would be a place where all could meet, greet, relax, have a cup of coffee, read a paper or just people watch in Sausalito's own delightful urban waterfront setting.

Early in the process it was recognized that there are a number of geometric alignments that are of interest that should be maintained and enhanced. Referring to Figure IV-1, it is evident that the ferry dock embarkation point, the Vina del Mar fountain and the Excelsior steps are in an almost perfect alignment perpendicular to Bridgeway, suggesting a simple and beautiful entry to Sausalito. Next, the boardwalk along the Sausalito Yacht Harbor is aligned almost perfectly with the San Francisco city view – a terrific feature to be enhanced with an improved shorefront pedestrian path.

Gabrielson Park

Closely related to the plaza are Gabrielson Park and other green space. The park elements and plaza elements should be one integrated project. The Committee strongly believes that a significant increase in landscaped areas is essential in any plan for downtown Sausalito. Numerous concepts were explored, including extending the existing park along the edge of the waterfront, both north and south, and even bringing a portion of it all the way to Bridgeway.

Harbor Concepts

The visioning committees independently developed goals that included a visitor tie-up facility, improved ferry landing, public pier and water-based transportation systems (see Section III). Predating the start of the *Imagine Sausalito* effort, there had been sufficient support in Sausalito to warrant public dialogue for an enclosed public harbor. This facility could accommodate visiting mariners and provide resident access to the bay for fishing, swimming and use of small boats in a protected area.

A group of local citizens formed the Sausalito Harbor Improvement Project (SHIP) to investigate and propose a visitor harbor that would incorporate many of these elements. Visit the SHIP website at http://www.sausalitoharbor.org/ for more information. While SHIP pursued its project independently of the Committee, members of that organization were also members of the Harbor and Downtown Action Committee and participated in the deliberations involving the entire study area.

The Harbor and Downtown Action Committee does not endorse or recommend the SHIP harbor proposal or any other enclosed harbor concept for Gabrielson Cove. Any and all harbor proposals require additional public input and discussion in a timeframe closer to their actual potential implementation.

Visitor Harbor

While some temporary berthing may be available on an intermittent basis in Sausalito's various marinas, there is no destination moorage for visiting boats. There is a general consensus that such a facility is needed and can be an enhancement to the community and its economy – the question is how big and where it should be placed.

Although working independently of the Committee, SHIP's involvement with the Committee's public process resulted in significant changes to their original proposal, reducing its size to accommodate approximately 50 vessels within a fixed stone quay in an area between the Spinnaker Restaurant and the ferry landing. Conversely, useful information from this process was incorporated into the Committee's deliberations and is included in the later project phase concepts.

As reported in Section VI, the Committee focused its attention on alternative approaches having less of an impact on views from Gabrielson Park. These Committee alternatives are integrated with a new ferry landing as described in Section VII. A cooperative effort between the City and the Bridge District is essential to achieve optimal results.

Ferry Landing

The Golden Gate Bridge Highway and Transportation District (GGBHTD) has announced plans to study configuration changes at all of its ferry docks. There is a desire to load and offload passengers to and from the lower deck of the ferries. While this is presently the case in Sausalito, it is not so in San Francisco and Larkspur. This study will likely not result in immediate significant changes in Sausalito, as the current plan is simply to replace the existing docking float with a similar unit.

In future planning, consideration must be given to docking two ferries at once and configuring the landing in a way that minimizes the effect of tidal action. A single fixed quay could act as a public pier, ferry dock, temporary visitor tie-up and mooring protection, and a water taxi station, satisfying multiple project goals. Adequate space for short term visits of a historic tall ship could be provided.

<u>Parking Considerations</u>

As noted earlier, the vast majority of the land in the study area is asphalt paved parking. The City has four public parking lots: #1 between Plaza Vina del Mar and the ferry landing, #2 next to the Bank of America, and #s 3 and 4 between Bridgeway and the Sausalito Yacht Harbor, running on to Johnson Street. There is also the small lot at the Sausalito Yacht Club, and large lots serving the Sausalito Yacht Harbor and the

Spinnaker Restaurant. A more efficient layout and use of these parking lots without losing any parking capacity was one of the primary study goals.

Transportation Considerations

The primary study area is the center of Sausalito, where there is a convergence of multiple modes of travel. The efficient interaction of these modes was a critical aspect of the Committee's deliberations. Each has its own requirements:

Pedestrians

Accommodate walkers along Bridgeway, those following the bayfront path, going to destinations such as the Spinnaker and parking lots, arriving on the ferry and heading to Bridgeway, tour bus off and on loading of passengers, or just enjoying the plaza and park.

Bicycles

Include both resident and visitor bicycle parking and easy access without undue conflict with pedestrians. Facilitate the loading of bicycles on the ferry. Considerations include providing both a North/South Class I cycle trail and a slower shoreline path.

Automobiles

In addition to parking with improved signage, provide a location for ferry passenger waiting and pick up, plus access to area destinations (SYC, SYH, Spinnaker, B of A).

Tour Buses

Tour busses that stop in Sausalito are an important source of visitors to Sausalito, and the resulting retail sales and sales tax revenues. Adequate and convenient parking for these vehicles must be in any plan.

Transit Buses

The GGBHTD buses serve the community and convenient stops and waiting areas need to be provided.

Taxis and Shuttles

Private transportation services need to be conveniently available.

Fixed Rail

Studies are underway to provide "trolley" service between Sausalito and other Marin County locations, and long range plans need to consider integration of this travel mode. These studies are County-wide in scope, and involve several cities, as well as State and

Federal agencies. While trolley service would be a welcome addition, it is not essential to the success of other portions of the plan.

Ferries

The GGBHTD ferry dock can also be used by private operators with District consent.

Water Taxis and Shuttles

Services in this category may use the GGBHTD dock of another facility, and would serve such locations a Cavallo Point

Visiting Boats

Safe mooring and access to services serve the needs of this group

The Committee viewed the integration of the needs of these various forms of transportation into the smallest, possibly combined, facility as a primary study goal.

Workshop participants separated into groups, providing input for different elements of the plan

Amenities

Any public gathering place needs a number of essential supporting amenities for both daily use and for special events. For example, the hugely successful *Jazz and Blues by*

the Bay series has a large Sausalito resident participation. Any plan must provide for an appropriate and properly situated stage location, whether temporary or permanent.

Adequate park and plaza seating needs to be provided, for enjoying the view, engaging in conversation, watching the kids play or just sipping a refreshment. A service facility offering coffee and other light fare along with a newsstand is essential - again, somewhat like Mill Valley's Depot Plaza.

The GGBHTD would like ferry ticket sales to occur on land rather than on the vessel. The service building can include this use, probably using vending machines, along with restrooms and equipment storage (for items such as event furniture).

Leaseholder Considerations

As stated before, the Committee took the long view in its deliberations on implementing the *Imagine Sausalito* goals. Since much of the primary study area is subject to long term ground leases, it was essential to solicit input from these leaseholders. By getting a sense of their views about the process, the Committee could act constructively regarding the timing or phasing of any final plan.

Committee member Olsen monitors vigorous debate at one of the study tables

Bridge District

The Committee did not officially meet with the GGBHTD, but received reports from unofficial visits by Committee members who did meet or spoke with them. As the district proceeds with its docking studies, the City must be in close communication to assure an integrated result that is consistent with the City's goals.

Sausalito Yacht Club

The Committee felt that significant public benefit would result from the relocation of the SYC to a less view obstructing location. The Club seriously considered such an option in years past. Mr. Darryl leDoux attended a number of the Committee meetings as an unofficial representative of the SYC and offered some encouragement for this concept, although the Club has taken no official position.

Sausalito Yacht Harbor

A subcommittee of the Committee met with Mr. Jim Madden, owner of the SYH. Mr. Madden's initial reaction to viewing some of the Committee's early study concepts was

lukewarm. He felt that the retention of space for their travel lift to maneuver and the parking currently in place should be retained.

Spinnaker Restaurant

A subcommittee of the Committee met with Messrs. Tim McDonald and Jeff Scharosch, owner and General Manager of the Spinnaker, respectively. Mr. McDonald does not have an interest in participating at this time in a plan that would affect his leasehold.

Bank of America

The Committee did not meet with the Bank of America, but was aware that previous contact had suggested that their building is far larger than necessary for their current branch office needs.

Community comments and ideas had a strong influence on the Committee's recommendations

Ice House

The historic old ice house is on City property at the corner of Bridgeway and Bay Street, and is the Sausalito Historical Society's visitor center. It is not on a separate ground lease, but would be retained here or elsewhere in any plan.

<u>Downtown Merchants</u>

The Committee recognizes that the input of the downtown merchants is critical to develop a consensus for the proper approach to implementing the proposals in this report. There should be targeted outreach to this group to participate in public hearings on the Committee's recommendations, following up earlier meetings mentioned on page 14 of this report.

V. Specific Planning Goals – Land Side

In its quest to develop specific planning goals for the land side of the study area, the Committee considered the vast amount of public input over an extended period, predating and including the *Imagine Sausalito* process, including several often competing goals. Among them were:

- How best to satisfy the goals spelled out in Sections III and IV
- Have the vision to think in terms of the long-range "blank slate" approach and what might ultimately be possible

- Consider the historic and desirable elements of the existing conditions to be retained
- Think of near term achievable phases within the constraints discussed in Section IV, while still being compatible with eventual possibilities

Planning Elements

The Committee focus was on the primary study area, from El Portal north to Johnson Street. The Committee listed those elements that it felt should ultimately be part of any plan for this important and sensitive area.

- Reduce the amount and visual impact of paved parking in the central area by moving spaces to nearby locations while retaining total capacity
- Create a new open Community Plaza
- Expand Gabrielson Park and other green space
- Make the bay front promenade a primary element
- Provide a location for staging events, such as *Jazz and Blues by the Bay*
- Include essential amenities
    - Seating, gathering areas, outdoor tables and chairs
    - Restrooms
    - Bicycle racks
    - Visitor information
- Add other amenities
    - Light food service/coffee bar
    - Newsstand/books
    - Event furniture storage
- Retain the historic fountain, elephants and mature plantings of Plaza Vina del Mar
- Add retail store spaces fronting on Bridgeway where possible and appropriate
- Work with the GGBHTD to reach the City's goals for reconfiguration of their terminal
- Consider working with the Sausalito Yacht Club for relocation of the Club's facility over time to open up bay views and eliminate the need to provide vehicular access through the park and plaza
- Encourage the Spinnaker Restaurant to engage in the planning process while ensuring the continuing viability of this important community asset
- Seek joint participation in the planning process with the Sausalito Yacht Harbor to find innovative ways of increasing the utilization of their lands for maritime service and vehicle parking
- Discuss relocation options with the Bank of America
- Retain the Ice House, Castillo sculpture, Sally Stanford fountain and war memorial
- Provide customer, service and/or delivery vehicle access to the Spinnaker Restaurant, Sausalito Yacht Harbor, Sausalito Yacht Club, GGBHTD dock, Inn Above the Tide and El Portal hotel, offices and shops

- Provide a multi-modal transportation hub that combines services to minimize its impact and scale
    - Ferry passenger waiting
    - GGBHTD bus stop
    - Ferry ticketing
    - Taxi stand and shuttle stops
    - Passenger pick-up (limited automobile waiting)
    - Transfer to trolley
- Provide better tour bus access and parking
- Consider the eventuality of a site for community events, or possibly a Community Center structure

Phased Approach

The City's website (http://www.ci.sausalito.ca.us/Index.aspx?page=522) shows some ideas that were presented to the public at the Workshops, and how the thinking evolved over time with this public input.

At the end of the lengthy process undertaken by the Committee, it has determined that its action recommendations for the land side of the study area should be divided into three phases.

The first phase would take advantage of public lands not subject to long term ground leases, with primary focus on the park and plaza. This phase would also include projects outside of the primary study area.

The second phase would be undertaken in conjunction with the replacement of the ferry dock and/or the addition of a fixed rail "trolley" line to Sausalito, terminating in the plaza area.

The third phase could commence upon expiration or earlier renegotiation of the current ground leases.

The components of each phase are described in Section VII.

VI. Specific Planning Goals – Water Side

The process to develop specific planning goals for the water side of the study area had considerations similar to the land side process. Among them were:

- How best to satisfy the goals spelled out in Sections III and IV
- Have the vision to think in terms of the long-range "blank slate" approach and what might ultimately be possible
- Consider the historic and desirable elements of the existing conditions to be retained

- Think of near term achievable phases within the constraints discussed in Section IV, while still being compatible with eventual possibilities

Planning Elements

Once again, as in Section V, the emphasis was on the primary study area, but focusing even more in this section on the City owned property from Sausalito (Spinnaker) Point to Inn Above the Tide at El Portal Street. The Committee felt that any water side planning should consider these elements:

- Create a protected area for the temporary mooring of visiting vessels
- Working with the GGBHTD, improve passenger and bicycle handling with the current float replacement project, and over time provide a dock for two ferries, compatible with the City's goals
- Include facilities for water taxi and shuttle service in cooperation with the Transportation Action Committee and the County
- Integrate all of the water transportation options into a single pier, quay or other alternative that provides pedestrian access to the bay
- Consider adequate capacity for the tie-up for special visitors such as historic vessels or a tall ship
- Provide short-term docking for day visiting boats
- Allow for direct access to protected water for swimming, kayaking and other small boating activity
- Incorporate a new bulkhead and landscaped areas along Gabrielson Cove into plans for the bay front promenade, expanding the park area in the process
- Avoid any new land side buildings along the water's edge, such as a GGBHTD ticket booth
- Over time, work with the Sausalito Yacht Club to facilitate the relocation of the Club's facility to open up water views and to minimize potential conflicts with the public pier/ferry landing

Phased Approach

There are several factors that suggest a phased approach to implementing any plan for the central waterfront study area.

The first phase would include water side improvements that are on unencumbered City property and any additional projects that may be dictated by the actions of the holders of leases on water parcels. Participating in the GGBHTD plans for the ferry landing are in this latter category.

The second phase would be primarily focused on incorporating a new multi-use quay.

The third phase would involve those portions of any project that would require lands under lease to others for their implementation (other than the GGBHTD participation in

the second phase). These portions would have to wait for the renegotiation of the affected ground leases, either upon expiration or sooner if the leaseholders are agreeable.

VII. Phased Implementation Plan

The specific planning goals for both land and water side improvements are combined in this section. There are three recommended phases – short term, mid-term and longer term. It is essential to keep in mind that these proposed phases, and elements within each, are not dependent upon one another. Final plans may incorporate portions of each phase and may be implemented independently.

Phase I – Popular First Steps – Short Term Following Public Vote

The Committee recognizes that there is always a tradeoff between only discussing ideas and including graphics to illustrate those ideas. A particular idea sketch can sometimes be erroneously assumed to be "the" solution. We stress that the graphics in this section are just illustrative concepts and are not intended to be specific design recommendations. Given that caveat, **Figure VII-1, Phase I Downtown Concept**, shows one approach to a Phase I project. Its key elements are:

- Relocate about 30% of the parking from lot #1 (about 60 spaces) and relocate them to lot #3. This still leaves over 130 close-in convenience parking spaces to serve the needs of downtown merchants and hotels
- Construct a new bulkhead adjacent to the Sausalito Yacht Harbor boardwalk to expand parking lot #3 to provide capacity for the spaces removed from lot #1, and more. This work could be done in conjunction with the bulkhead replacement project already planned for the north side of Sausalito (Spinnaker) Point
- Build a new Community Plaza having extraordinary bay access and views in the space created by the relocation of some parking from lot #1.
- Provide a "soft" access through Plaza Vina del Mar connecting the ferry landing and Bridgeway, retaining all of the park with the exception of a narrow pedestrian path around the fountain
- Add a small service building with coffee bar, newsstand and other services
- Include more bicycle parking and possibly a locker and pickup area for rental bikes
- Replace lot #1 entry and exit gates with a pay station system to enable easy access for ferry passenger pickup from within the lot
- Realign and extend the path from the end of the boardwalk at the Sausalito Yacht Harbor to the ferry landing. The current $200,000 Non-Motorized Transportation Pilot Program grant improvements should not be inconsistent with this plan
- Improve the tour bus waiting area for better vehicle flow and passenger safety
- Install additional mooring buoys in coordination with the Richardson's Bay Regional Agency

Figure VII-1, Phase I Downtown Concept

- Consider shoreline improvements along Gabrielson Cove, such as a bulkhead, steps to the water, seating, kayak launching, dingy float and similar access amenities. Such improvements would be along the water's edge from the Sausalito Yacht Club to the end of the landscaped portion of Gabrielson Park, and possibly farther depending upon an exact survey of the Spinnaker leasehold boundary
- Provide facilities and access on the GGBHTD dock to accommodate the County's planned ferry service to Tiburon, Angel Island and Cavallo Point
- Refurbish and repair Yee Tock Chee Park, including lowering of the elevated planter and relocation of trash receptacles
- Reconstruct the pier adjacent to Horizons working in conjunction with the property owner, providing fishing, dining and/or a boat tie-up float
- Make improvements to Bridgeway
    - Replace raised tree grates with flush wrought iron type
    - Provide new trash receptacles
    - Consider hanging flower baskets
    - Widen the sidewalk in front of the cafes south of Princess Street for outdoor tables
    - Curb bump out at Bridgeway and Princess
    - Replace parking meters with pay stations
    - Repeat the lower path in the riprap north of Scoma's Restaurant like the path south of Horizons

As noted earlier, the GGBHTD is initiating a study now for the possible reconfiguration and/or reconstruction of the Sausalito ferry landing in conjunction with potentially significant rebuilding of its San Francisco and Larkspur terminals. This work should not be inconsistent with a long-range joint effort with the City to develop a pier and/or quay that would ultimately become part of the complete downtown plan. Conversations with the GGBHTD should start immediately, although any actual project would not commence until Phase II, as described below.

<u>Phase II – Ferry Landing, Transit and Commercial Improvements – Mid-Term Projects</u>

This phase would commence with significant improvements to public transit facilities, including replacement of the existing GGBHTD ferry landing and/or changes to accommodate the proposed fixed rail transportation service to Sausalito. This trolley line would terminate at or near Plaza Vina del Mar. It is highly desirable to have the end of the line include a loop to avoid the delay of the driver moving to the other end of the vehicle. Sausalito is fortunate in that existing street alignments provide a natural starting point for such a loop, via Bridgeway, Anchor, Humboldt and Bay Streets. **Figure VII-2, Phase II Downtown Concept**, shows one concept of additions for this phase and modifications to the Phase I project needed to accommodate them. The major Phase II elements include:

Figure VII-2, Phase II Downtown Concept

- In concert with the GGBHTD, replace the existing ferry dock with a stone quay angled slightly to the northeast. This quay could accommodate two ferries on the south side and visiting vessels and water taxi service on the north side utilizing floating docks
- Having worked out a deal with the Bank of America, temporarily relocate them, assuming that the bank will then come back into a new or remodeled retail building or new buildings to be constructed fronting on Bridgeway
- Install the loop tracks for possible trolley service
- Reconfigure the streets and sidewalks as necessary to accommodate modified tour bus parking and the multi-modal transportation requirements listed in Section IV – pedestrian, automobile, bus and trolley
- Construct a small depot facility to provide the service amenities in the Phase I service building that would be removed, plus passenger ticketing, pickup and waiting
- Reconfigure Lot #1 to accommodate these changes, keeping as much convenience parking as possible
- Extend Gabrielson Park to the greatest extent consistent with other changes

Phase III – After Lease Renegotions or Expirations - Longer Term

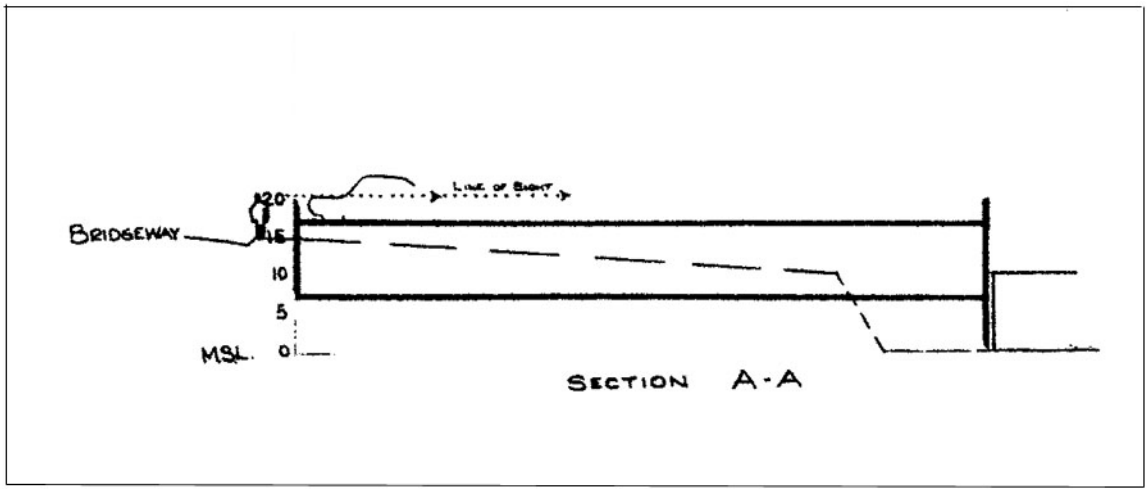
Portions of this phase can commence as each affected ground leaseholder agrees to modifications to their leases or upon renegotiation of these leases upon expiration. Please refer back to Figure IV-3 to see the land parcels covered by these leases. As these lands become available, there will be viable ways to continue existing commercial uses on the properties while shifting or adding uses for the public benefit.

Figure VII-3, Phase III Downtown Concept, shows a concept for such changes:

- Relocate the Sausalito Yacht Club northerly along Gabrielson Cove to open up views from the park and plaza
- Modify parking lot #3, including lowering the ground level, adding a second deck and constructing an integrated retail building fronting on Bridgeway
- By providing parking for the Sausalito Yacht Harbor in the expanded lot #3, create a site for community events on the spit
- Rearrange other parking on Sausalito (Spinnaker) Point to accommodate the needs of all users – the Spinnaker Restaurant, the Sausalito Yacht Harbor maintenance yard and the relocated Sausalito Yacht Club
- Relocate Spinnaker Drive to align with Bay Street
- Extend Gabrielson Park to the Spinnaker Restaurant, including consideration of a bermed shoreline greenway and land additions as part of the new bay front promenade

Figure VII-3, Phase III Downtown Concept

The following sketches illustrate cress-sections of some elements of the Phase III concept.



Cross-section sketch from a 1968 design study for a second deck on parking lot #3

VIII. Committee Recommendations

It is very important that the recommendations of the Harbor and Downtown Action Committee be considered as an integral part of the recommendations forthcoming from all of the action committees that were formed as part of the *Imagine Sausalito* process. The Committee's study area is just one part of an overall plan, and the interrelationships and interactions of planning decisions are critical factors in decision making. For example, changes in land use in one area can potentially have unintended affects on uses in another area.

The Harbor and Downtown Action Committee makes the following recommendations:

- Undertake a City-wide economic study of the recommendations of all of the action committees, conducted under the auspices of the City's Business Advisory Committee
- Undertake the studies and planning steps leading to implementation of the Phase I improvements described in Section VII of this report

These recommendations have the unanimous support of the members of the Harbor and Downtown Action Committee members, and constitute its endorsement of the Phase I projects as described in Section VII of this report.

The Committee does not formally endorse of any other land side or water side alternatives. The Committee believes that these future concepts, while consistent with the original "blank slate" approach of its deliberations, require additional public input and discussion in a timeframe closer to their actual potential implementation.

IX. Next Steps

The Committee recommends the following specific actions to be taken by the City Council:

- Schedule a Public Forum before the Council's 2009 summer break for an in-depth presentation to the public of the contents of this report
- Take steps to assure that the $200,000 NMTPP grant project is consistent with the proposed Phase I pedestrian and bicycle links
- Take the necessary action to assure that the $100,000 for study of the North/South Greenway Bike and Pedestrian trail includes the applicable portions of the Committee's Phase I recommendations
- Provide the funding necessary for the Business Advisory Committee's economic study
- Undertake the necessary engineering and design studies to develop a concept and estimated cost for building a bulkhead along the side of parking lot #3
- Determine the feasibility of adding this project to the bulkhead work already planned at Sausalito Yacht Harbor along the north side of Sausalito (Spinnaker) Point
- Prepare an RFP for planning services for those portions of the Phase I concept that is not covered under the terms of the funding sources described above, including feasibility and cost/benefit analyses. The objective of these studies is to provide sufficient information for the public to decide how to proceed with the project
- If and when a vote is to be taken in accordance with Ordinance 1128, based upon the information generated from these studies, the Committee recommends that separate votes be held for land side and water side improvements

Appendix A – Lease Abstracts

Spinnaker Restaurant

Lessor:	The City of Sausalito, a municipal corporation
Lessee:	MacMarin, Inc., a California corporation
Dated:	January 1, 1991
Recitals:	Madden & Lewis had a lease from the State (3/25/52) for 15 years plus 2 – 10 year renewal options. The land was granted to the City by the State in 1953, making the City the Lessor. Madden exercised the renewal options in 1955. Madden subleased to the Sausalito Yacht Club a site for 45 years, 6/18/57 – 2/23/02, at a rental of $25 per month. Madden subleased a portion to MacMarin for the restaurant, 7/1/59 – 2/24/07 (about 47-1/2 years) at a rental of 3% of annual gross receipts. The land under the Madden lease was increased and the lease term extended in 1959 – to 2002. Concurrent with the execution of the new subject lease between the City and MacMarin, the old Madden lease is surrendered and a new Madden lease is executed. Madden continued to receive 2% of the annual gross receipts from the Spinnaker Restaurant through 2/23/02. MacMarin surrendered its sublease. The new lease provides for the new 4,800 s.f. banquet room expansion and an additional 250 s.f. for the cocktail lounge.
Premises:	Approx. 3.286 acres described by metes and bounds. While not described in terms of parcels, the premises are parcels, 065-02-04, 065-02-11 and the portion of 065-02-10 within the dashed lines.
Term:	Forty (40) years from execution, evidently January 27, 1992 – January 26, 2032. The term may have been shifted to compensate for any delay in getting permits for the expansion. No commencement date letter was provided for this review.
Rental:	There were special terms during construction of the addition.

Minimum Monthly Rent: Commencing with the fourth year from the addition completion (probably in 2005), a sum equivalent to 1/12th of 75% of the average of the preceding three (3) years' percentage rent. This minimum rent applies for five (5) years. The minimum rent is adjusted each five (5) years per the same formula.

Percentage Rent: Starting upon completion of the addition, a sum of 5.5% of gross receipts. This rate applies for fifteen (15) years. The percentage rent rate is renegotiated after 15 years based upon comparable restaurant operations, and again fifteen (15) years later for the balance of the term.

Percentage rent less minimum rent is paid quarterly.

The rent is net of all taxes and expenses (commonly referred to as "NNN" to Lessor).

Maintenance: Indemnity: The new mini-parks are kept clean by the Lessee, and repaired and replaced as needed by Lessor. Lessee pays Lessor $1,800 a year toward this work. Separately (see Indemnity), Lessor holds Lessee harmless against all claims arising from Mini-park use. Lessee pays Lessor $5,000 per year in consideration.

<u>Sausalito Yacht Club</u>

Lessor: The City of Sausalito, a municipal corporation

Lessee: Sausalito Yacht Club, a California mutual benefit corporation

Dated: October 1, 1995

Recitals: The Yacht Club was a subtenant of Madden & Lewis since 1957. The Madden & Lewis lease and the sublease were surrendered concurrently with the execution of the new lease.

Premises: There is no Exhibit A attached for this review. The metes and bounds from the Madden sublease are shown on the parcel map. This may or may not be the premises per the new lease.

Term: October 1, 1995 to September 30, 2027 (32 years).

Rental: Percentage Rent:
If annual gross revenue is less than $500,000, then 5% of gross
If between $500,000 and $600,000, then $25,000 plus 6% of gross in excess of $500,000

If greater than $600,000, then $31,000 plus 7% of gross in excess of $600,000
Payments are made quarterly.

The rent is net of all taxes and expenses (commonly referred to as "NNN" to Lessor).

GGBHT Lease

Lessor:	The City of Sausalito, a municipal corporation
Lessee:	Golden Gate Bridge, Highway and Transportation District, a public district
Dated:	December 1, 1995
Recitals:	The terminal area was part of the original Madden lease. GGBHTD ferry service started in August 1970 per agreement with Madden. The GGBHTD condemned the property in 1974 and the leasehold interest through 2001 was vested with them (as a tenant of the City) pursuant to court order in June, 1976.
Premises:	Per Exhibits B and C (attached)
Term:	October 1, 1995 for fifty (50) years. The district may terminate the lease upon 90 days notice for any reason.
Rental:	$600 per year, adjusted per the CPI each five (5) years. Every ten (10) years the base rent may be reset by an appraisal process requested by either party.

Sausalito Yacht Harbor

Lessor:	The City of Sausalito, a municipal corporation
Lessee:	Sausalito Yacht Harbor, a California corporation
Dated:	September 1, 1991
Recitals:	Reviews the history of the Madden & Lewis lease and the subleases with the Spinnaker (MacMarin), Sausalito Yacht Club and GGBHTD. All remaining subleases are surrendered (as the City makes direct leases with those entities) and this lease replaces the former Madden lease.

Premises:	Exhibits B and C of he lease (no survey map included, only metes and bounds).
Term:	September 1, 1991 to December 31, 2002. First option to extend, January 1, 2003 to December 31, 2029 (27 years). Second option to extend, January 1, 2030 to December 31, 2035 (6 years). Third option to extend, January 1, 2036 to August 31, 2041 (5 plus years). This is a combined term of 50 years, the maximum allowed for tidelands.
Rental:	Initial term: $450,000 payable in advance. In addition, Lessee paid Lessor $150,000 in consideration for Lessor assuming responsibility for repair and maintenance of the of the peninsula bulkhead. Minimum Monthly Rent: Commencing January 1, 2003 (and through December 31, 2039), a sum equivalent to 1/12th of 75% of the average of the preceding three (3) years' percentage rent. The rent for the three years prior to 2003 will be based on the percentage rent that would have been paid if not for the lump sum paid in advance. Percentage Rent (January 1, 2003 through August 31, 4041): For boat berths, 25% of the annual gross through 2029. The percentage rate for the renewal terms to be negotiated at fair market. For the boat yard, 5% of annual gross, then fair market for the last renewal terms. Parking: $200,000 paid in advance for SYH parking. For monthly or extended use non-SYH patrons, "pay parking", 25% of the annual gross through 2002. For "pay parking" in 2003 and beyond, for both extended use and hourly (or daily) use, the percentage rate is to be negotiated at fair market. (No letter included that states the current rate for this.) These percentage rates are fixed for each five year period and are subject to adjustment. The rent is net of all taxes and expenses (commonly referred to as "NNN" to Lessor), except for Lessor's obligations relative to the bulkhead.