

COASTAL CONSERVANCY

Staff Recommendation

April 27, 2006

**TALL SHIPS EXPOSITION 2008**

File No. 05-020

Project Manager: Neal Fishman/Carol Arnold

**RECOMMENDED ACTION:** Authorization to disburse up to \$100,000 to the Maritime Museum of San Diego to plan and coordinate Tall Ships Exposition festivals at various California ports to be held during the summer of 2008.

**LOCATION:** The Maritime Museum of San Diego is located on North Harbor Drive at the waterfront of San Francisco. Festivals will be held at waterfront locations within various California ports, including San Francisco, Los Angeles and San Diego (Exhibit 1: Project Locations).

**PROGRAM CATEGORY:** Urban Waterfronts

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**EXHIBITS**

Exhibit 1: Project Locations

Exhibit 2: Photos of Tall Ships

Exhibit 3: Letters of Support

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**RESOLUTION AND FINDINGS:**

Staff recommends that the State Coastal Conservancy adopt the following resolution pursuant to Sections 31000 *et seq.* of the Public Resources Code:

“The State Coastal Conservancy hereby authorizes disbursement of an amount not to exceed one hundred thousand dollars (\$100,000) to the Maritime Museum of San Diego to plan Tall Ships Exposition festivals at various California ports to be held during the summer of 2008, including but not limited to the sponsorship of visits by historic tall sailing ships, international maritime training vessels, and other unique craft, and the development of related activities which will promote access to urban waterfronts. Prior to the disbursement of any Conservancy funds, the Maritime Museum of San Diego shall submit for the review and written approval of the Conservancy’s Executive Officer a work program, including scope of work, budget and schedule, the names of any contractors it intends to use to carry out the project.”

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Staff further recommends that the Conservancy adopt the following findings:

“Based on the accompanying staff report and attached exhibits, the State Coastal Conservancy hereby finds that:

1. The proposed project is consistent with the purposes and objectives of Chapter 7 of Division 21 of the Public Resources Code, regarding urban waterfront restoration.
2. The proposed project is consistent with the Project Selection Criteria and Guidelines adopted by the Conservancy on January 24, 2001.
3. The Maritime Museum of San Diego is a nonprofit organization existing under Section 501(c)(3) of the U.S. Internal Revenue Code, and whose purposes are consistent with Division 21 of the California Public Resources Code.”

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### **PROJECT SUMMARY:**

This authorization will assist the Maritime Museum of San Diego (MMSD) in planning and sponsoring Tall Ship Exposition festivals for 2008 at various California ports, including San Francisco, Los Angeles, and San Diego. The events will be held for four to five days during the summer and will feature visits from historic tall ships and working craft from around the world in conjunction with multi-cultural waterfront educational and recreational activities.

Previous Tall Ship Exposition festivals in San Francisco, Los Angeles and San Diego were highly successful, providing a unique waterfront educational and recreational experience for both children and adults. The venues were located in coastal cities where tourism is a major component of the local economy. The festivals draw upon the romance, history, and ambience of waterfronts as attractive venues. Because of their compelling imagery, newsworthy quality and evocations of heritage, tall ship festivals energize perceptions of waterfronts as desirable destinations to wide audiences (Exhibit 3: Photos of Tall Ships).

The festivals host a variety of tall ships and incorporate many waterfront themes and amenities including a parade of tall ships, onboard visits by the public, live entertainment, folk heritage demonstrations, day sails and mock battles, boat races, maritime educational programs, theatrical performances, food and merchandise sales; and parking, security and first aid arrangements. Much of the expense is underwritten by a combination of in-kind contributions, private sponsorship, volunteerism, philanthropy, passport (ticket) sales at nominal prices, and operational revenues. Despite this diverse support, funding from government agencies is essential to fill monetary gaps.

Most of the maritime nations of the world, including those of the Pacific, operate national tall ships as educational and diplomatic platforms. In each port, tall ship events serve to invigorate relations between California and its foreign maritime trading partners. The festivals to be held during the summer of 2008 are expected to significantly stimulate economic activity in the waterfront areas of the participating cities and, in keeping with prior years, are expected to draw between 300,000 to 500,000 visitors to each waterfront during a four to five day period in the summer.

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The MMSD's geographical location makes it a fitting site to anchor the tall ships festivals. Because the prevailing winds along the coastline are northerly, tall ship routes follow a north to south succession, calling in San Diego as the last U.S. port before clearing for foreign waters. The venue and mooring facilities render the San Diego port as the best location for a grand finale to a statewide event. All of the ships can be moored at one location in close proximity, near the center of downtown and other attractions, with easy accessibility, and situated within an expansive visual frame. The setting also makes a natural theater for the grand parade of sail as well as mock sea battles and other waterside activities.

The MMSD will be undertaking the following specific tasks to plan and organize the Tall Ships Exposition festivals of 2008:

- Coordinate with the American Sail Training Association, the U.S. Navy, diplomatic offices, ports, and organizations that own and operate tall ships for educational programs to attract vessels to participate in the festival.
- Recruit sponsors for statewide and local events;
- Coordinate statewide publicity well in advance of the event;
- Develop strategies to attract visitors from inland California to attend the festivals, focusing particularly on young people from low-income areas;
- Develop educational materials about tall ships for grades 1-12 including distance and web-based learning.

The MMSD is uniquely qualified to plan and implement the Tall Ship Expositions festival of 2008. It has actively participated in three prior festivals, is engaged in educational and recreational activities related to maritime history and sponsors numerous maritime programs. Of particular note is the organization's focus on urban youth who would otherwise not have the opportunity to learn about maritime history or activities.

**Site Description:** The MMSD is located on South Harbor Boulevard in the downtown area of San Diego's waterfront. Three of the festivals will be held at the Ports of San Francisco, Los Angeles and San Diego, and other cities such as Monterey and Santa Barbara may participate as well. In San Francisco, the specific venue includes 1.7 miles of waterfront docks, parks, and performance areas, beginning at Fort Mason and ending at South Beach Harbor. In Los Angeles, the port is located within an industrial area in San Pedro with the working waterfront as a major feature. In San Diego, the festival will be located along about one mile of waterfront within the City center, from Grape Street to Broadway. All of these areas are working waterfronts combined with varying public amenities. In the case of San Francisco and San Diego, the waterfronts are located in highly scenic areas with expansive views of surrounding bays. Visitors use bike and walking paths to enhance their visit in all three of these major ports.

**Project History:** The Conservancy began its involvement with tall ships in April 2002 with a \$50,000 grant to Sail San Francisco to promote festivals in coastal ports that following summer. Festivals were held in San Diego, Los Angeles and San Francisco. In February, 2003 the Conservancy provided a \$300,000 grant to the MMDS to restore the tall ship *Californian*, a replica of an 1848 revenue cutter. The ship is docked in the Port of San Diego, but periodically sails up the coast to San Francisco as a means of promoting interest in tall ships and urban

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waterfronts. In June, 2003, the Conservancy provided a grant of \$75,000 to again coordinate and facilitate visits of tall ships and to carry out related education projects for school children. In May, 2005, the Conservancy provided \$100,000 each to three separate organizations to plan and coordinate their individual festivals for the summer of 2005. These festivals were highly successful, attracting between 300,000 to 500,000 visitors each. The MMSD estimates that the economic impact of the festivals is in the range of \$6,000,000 to \$10,000,000 for each event, and expects the 2008 festivals will be similarly lucrative for local economies.

Sail San Francisco has ceased to exist as an active organization and will therefore no longer be involved in the festival. The MMSD will be the lead for the 2008 festival and will work closely with other maritime organizations in San Francisco and Los Angeles, as well as other potential sites where the festival may be held.

**PROJECT FINANCING:**

Coastal Conservancy:	\$ 100,000
In-Kind Services:	
Port of San Diego	40,000
Maritime Museum of San Diego	<u>100,000</u>
<b>Total Project Cost:</b>	<b>\$ 240,000</b>

The expected sources of funds for this project are the FY03/04 and 05/06 appropriations to the Conservancy from the California Beach and Coastal Enhancement Account of the California Environmental License Plate Fund which may be used for purposes consistent with Division 21 of the Public Resources Code, the Conservancy's enabling legislation.

**CONSISTENCY WITH CONSERVANCY'S ENABLING LEGISLATION:**

This project would be undertaken pursuant to Chapter 7 (Urban Waterfront Restoration) of the Conservancy's enabling legislation, Division 21 of Public Resources Code Sections.

In Section 31301, the Legislature finds that the "encouragement of tourism, public access to the coast, and planned private sector development is a benefit to the citizens of the state, as well as the local citizenry in affected urban waterfront areas". This project will accomplish these goals by encouraging tourism, promoting public access to urban waterfronts, and providing commercial enterprises the opportunity to participate in these events.

Section 31305 directs the Conservancy to stimulate urban waterfront projects that exhibit "innovation in sensitively integrating manmade features into the natural coastal environment". By focusing on beautiful tall ships sailing in nearby waterways and docked at waterfront piers, and encouraging visitors to explore the craft, the festivals provide a creative venue to enhance public perception of the compatibility between manmade maritime features and the natural coastal environment.

Consistent with Section 31307, the Conservancy may award grants to nonprofit organizations for the restoration of urban coastal waterfront areas. This project will enable the San Diego Maritime Museum to present a positive image of the waterfront environment which will increase public support for urban waterfront restoration. Section 31308 authorizes the Conservancy to provide up to the total cost of any urban waterfront project. Section 31316 authorizes the Conservancy to undertake projects and award grants “that are compatible with the preservation, restoration, or enhancement of ocean, coastal, or watershed resources, or that facilitate environmental education related to these resources”. This section states, that “these projects or activities may include, but are not limited to, exhibits or events emphasizing coastal, watershed, or ocean resources education, or maritime history...” The Tall Ships Exposition, is compatible with the restoration of coastal waterfronts and maritime history will be one of its main themes.

**CONSISTENCY WITH CONSERVANCY'S  
STRATEGIC PLAN GOAL(S) & OBJECTIVE(S):**

The proposed project is consistent with **Goal 3** of the Conservancy’s Strategic Plan, which is to concentrate resources in areas where economic development is most needed and has the greatest impact, and that are under pressure to convert waterfront lands to uses that are not coastal dependent. The proposed project will occur within seaport cities where economic development is most needed and will have the greatest impact due to the urban populations of these cities, and where waterfront lands are under pressure to convert to non-coastal dependent uses.

Consistent with **Goal 3, Objective A**, the proposed project directly funds events that increase public use and enjoyment of waterfront areas.

**CONSISTENCY WITH CONSERVANCY'S  
PROJECT SELECTION CRITERIA & GUIDELINES:**

The proposed project is consistent with the Conservancy's Project Selection Criteria and Guidelines adopted January 24, 2001, in the following respects:

**Required Criteria**

1. **Promotion of the Conservancy’s statutory programs and purposes:** See the “Consistency with Conservancy’s Enabling Legislation” section above.
2. **Consistency with purposes of the funding source:** See the “Project Financing” section above.
3. **Support of the public:** The proposed grant to the MMSD has wide public and government support. Many letters of support have been received, including those from Senator Bill Morrow, and Assemblymembers Christine Kehoe, George Plescia, Lori Saldana, and Mark Wyland, . (Exhibit 4: Letters of Support).
4. **Location:** The festivals will be held within the coastal zones of California port cities.
5. **Need:** Since the inception of the Conservancy’s involvement in tall ships festivals, other government agencies and nonprofit organizations have come forward to contribute to these events. However, Conservancy funds continue to be needed to fill funding gaps

due to larger costs related to expanding the events to include a greater array of educational and recreational experiences.

6. **Greater-than-local interest:** Past festivals have attracted visitors from a wide region, including many from out of the state, and even out of the country. They encourage greater tourism to California. Tourism is the third largest employer in the state.

#### **Additional Criteria**

7. **Urgency:** The festivals will be held during the summer of 2008 and planning and fundraising must begin now in order to allow sufficient time to organize and promote the events. The Conservancy's participation has been and continues to be a vital part in promoting these important waterfront events.
8. **Leverage:** See the "Project Financing" section above.
9. **Innovation:** The Tall Ships Exposition festivals are highly creative events, offering the public quality experiences in maritime history and waterfront recreation with a multi-cultural focus. As such, they are an innovative means of attracting visitors to urban waterfront environments.
10. **Readiness:** The MMSD is experienced in sponsoring these events, having fully participated in planning and organizing the previous three festivals.
11. **Realization of prior Conservancy goals:** See "Project History" section above.
12. **Cooperation:** The Tall Ships Exposition festivals are cooperative events, participated in and funded by a multitude of public and private entities.

#### **CONSISTENCY WITH COASTAL ACT:**

The Coastal Act specifically addresses public access. Public Resources Code Sections 30120 states the following: "Maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse." The ships participating in the festivals will be open to the public and the events will provide public access opportunities within these three important urban waterfronts.

#### **CONSISTENCY WITH LOCAL COASTAL PROGRAM POLICIES:**

The Local Coastal Program of San Diego County contains policies to develop its waterfront to serve open space and park functions, and to make them physically and visually accessible to the public. In the waterfront section of the City of San Diego's City Centre/Pacific Highway Corridor Local Coastal Plan the waterfront is recognized as "downtown [San Diego's] most important resource" and states that development should emphasize "significant parks and open spaces with pedestrian and visual access to and along the water, supported by public and visitor oriented activities". The festival will promote this goal by providing an exciting visitor oriented activity within the waterfront environment.

#### **COMPLIANCE WITH CEQA:**

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The Tall Ships Exposition festivals are part of the normal operations of the existing facilities of the Port of San Diego and other likely port locations for a public gathering where there is a history of such gatherings. It is therefore categorically exempt from the California Environmental Quality Act under 14 Cal. Code of Regulations Section 15323. Upon approval, staff will file a Notice of Exemption.