

COASTAL CONSERVANCY

Staff Recommendation  
May 24, 2012

**TALL SHIPS FESTIVALS**

Project No.10-008-02  
Project Manager: David Hayes

**RECOMMENDED ACTION:** Authorization to disburse up to \$70,000 to the Maritime Museum of San Diego, for its 2012 Festival of Sail and the Ocean Institute's Tall Ships Festival of 2012, San Diego County.

**LOCATION:** City of San Diego, San Diego County and City of Dana Point, Orange County

**PROGRAM CATEGORY:** Urban Waterfront

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**EXHIBITS**

Exhibit 1: [Project Locations](#)

Exhibit 2: [Site Maps](#)

Exhibit 3: [Project Letters](#)

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**RESOLUTION AND FINDINGS:**

Staff recommends that the State Coastal Conservancy adopt the following resolution pursuant to Sections 31300-31316 of the Public Resources Code:

“The State Coastal Conservancy hereby authorizes disbursement of an amount not to exceed seventy thousand dollars (\$70,000) to the Maritime Museum of San Diego to plan and host the Festival of Sail 2012, to be held in two locations, San Diego and Dana Point, including and not limited to sponsorship of visits by historic tall sailing ships, international maritime training vessels, and other crafts, and the development of other related activities. Prior to the disbursement of Conservancy funds, the Maritime Museum of San Diego shall submit for review and written approval of the Executive Officer, a work program, including scope of work, budget and schedule, and the names of any contractors it intends to use to carry out the project.”

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 current Project Selection Criteria and Guidelines.
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2. The proposed authorization is consistent with the purposes and objectives of Chapters 7 of Division 21 of the Public Resources Code, regarding urban waterfront restoration.
  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:**

The proposed project will assist the Maritime Museum of San Diego, in collaboration with the Ocean Institute at Dana Point, to plan and coordinate the Tall Ships Festivals of 2012 at the ports of San Diego, and Dana Point Harbor. Hosting entities are qualified non-profit organizations with an educational mission that embraces an understanding of and appreciation for California’s maritime heritage. The Maritime Museum of San Diego and the Ocean Institute in Dana Point are collaborating for a second time in seeking State Coastal Conservancy funding for their respective Tall Ships Festivals. These two institutions are doing so because they these events share a common region, a similar mission to raise awareness of humans' relationship to and responsibility for the world's oceans, these events occur within a short period of one another, and some of the same ships attend both events.

Over the past decade, a series of four triennial tall ships festivals have been the largest public events ever staged on San Diego’s waterfront, drawing as many as 500,000 visitors from across the state and the nation. These Festivals present a tremendous opportunity to educate the public about the issues affecting the ocean environment, fisheries, and the need for stewardship of our ocean resources.

In 2012, San Diego’s Festival of Sail will take place from August 31 through September 3, hosting 8 to 10 historic sailing ships and other working crafts from around the world, in conjunction with multi-cultural waterfront educational and recreational activities. The Tall Ships Festival will be held in Dana Point Harbor from September 7 through September 9. The Conservancy funds will also help the Ocean Institute to provide for an estimated 250 low-income children to participate in the Dana Point Festival and have an at-sea experience.

The upcoming events are expected to significantly stimulate economic activities and increase visitation to the waterfront areas of the two host cities. In addition to the ships themselves, each of the events will incorporate a host of other elements and amenities including live entertainment, folk heritage demonstrations, day sails, mock battles, educational programs, theatrical performances, food and merchandise sales. Hosting organizations will collaborate with the local ports and all related governmental authorities to secure necessary permitting, provide traffic and crowd control and trash pickup to keep visitors and the environment safe and secure.

**Site Description:**

The two festivals will be held at the Port of San Diego and Dana Point Harbor in Orange County (Exhibit 2: Site Maps). Both sites have ample visitor-serving facilities to accommodate the anticipated number of visitors.

**Project History:**

Conservancy authorizations for tall ships projects total \$3.4 million since 2002, including \$1.75 million for ship restoration and replica construction, \$900,000 for planning, coordinating and hosting tall ships festivals, and a \$750,000 reimbursable grant to the San Diego Maritime Museum towards construction of a replica of the San Salvador.

**PROJECT FINANCING**

<b>Coastal Conservancy</b>	\$70,000.00
<b>Maritime Museum’s funding</b>	<u>\$348,080.00</u>
<b>Total Project Costs</b>	\$418,080.00

The total budget of the Tall Ships Festivals of 2012 is estimated to be approximately \$500,000. The Maritime Museum’s estimated contribution is \$348,080, with the balance provided from in-kind contributions, private sponsorships, volunteerism, philanthropy, and operational revenues.

The expected source of Conservancy funds for this project is the California Beach and Coastal Enhancement Account of the California Environmental License Plate Fund. These funds are appropriated to the Conservancy “for coastal natural resource restoration and enhancement projects and for other projects consistent with the provisions of Division 21 (commencing with Section 31000) of the Public Resources Code.”

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

This project would be undertaken pursuant to Chapter 7 of the Conservancy’s enabling legislation, Public Resources Code Sections 31300-31316, regarding urban waterfront restoration.

Pursuant to Section 31301, the Legislature found the “encouragement of tourism, public access to the coast, and planned private sector development to be 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 nonprofit organizations focused on maritime issues 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.

Consistent with Section 31316, the Conservancy may award grants in coastal waterfront areas for activities that facilitate environmental education related to coastal and ocean resources, including events emphasizing maritime history. Tall ships festivals provide outstanding venues for maritime history education, offering the public opportunities to visit the types of ships that were used for active trading along California's coast for many decades.

**CONSISTENCY WITH CONSERVANCY'S 2007  
STRATEGIC PLAN GOAL(S) & OBJECTIVE(S):**

Consistent with **Goal 3, Objective B**, the proposed project directly funds events that increase public use and enjoyment of waterfront areas. As a result of the Tall Ships Festival of 2012, the number of visitors to the San Diego, Dana Point port areas is expected to continue increasing far beyond the number that would normally visit during a four to five day period in the late summer.

Consistent with **Goal 3, Objective C**, the proposed project directly funds public events that emphasize maritime history. In exposing new audiences to the role of maritime endeavor, and by providing education about the state's precious tidelands areas, the events encourage visitors in the direction of environmental stewardship and conservation.

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

The proposed project is consistent with the Conservancy's Project Selection Criteria and Guidelines adopted November 10, 2011, 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: Assemblyman Toni Atkins, Assemblyman Ben Hueso, Assemblyman Martin Garrick and Senator Christine Kehoe.**
4. **Location:** The festivals will be held within the coastal zones of San Diego and Dana Point.

5. **Need:** Conservancy assistance over the years has helped make it feasible for relatively small organizations to produce large events. Conservancy funds continue to be needed to defray the increased costs of including a greater array of educational and recreational experiences. Without Conservancy assistance, the size, scope, and quality of the events would need to be reduced.
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. The 2012 festivals are expected to continue this trend.
7. **Sea level rise vulnerability:** The proposed project will fund the planning and coordination of maritime history festivals in August to early September 2012 only, at existing waterfront facilities, obviating the need to assess vulnerability to sea level rise as currently projected for years 2050 and 2100, pursuant to state guidelines.

#### **Additional Criteria**

8. **Urgency:** The three festivals will be held during August through early September 2012. The Conservancy's participation has been and continues to be a vital part in promoting these important waterfront events.
9. **Leverage:** See the "Project Financing" section above.
10. **Innovation:** The tall ships 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 to attract visitors to urban waterfront environments. This year themes of environmental stewardship and conservation of water, coastal resources will be incorporated into the public awareness subjects.
11. **Readiness:** The grantee and co-sponsors are experienced in planning for and hosting public events, and are actively promoting the 2012 festivals.
12. **Realization of prior Conservancy goals:** See "Project History" section above.
13. **Cooperation:** The tall ships exposition festivals are cooperative events participated in and funded by a multitude of public and private entities.
14. **Minimization of Greenhouse Gas Emissions :**

A construction activity—The Festival of Sail is a five-day water-bound event, any associated construction is temporary. On-the-water facilities consist of barges on loan from the US Navy and gangways on loan from the Port of San Diego. Placement of these requires the brief use of small, powered watercraft. The Museum's forklift is powered by propane. Tent structures and electrical cabling are erected manually by staff and volunteers. All structural components are reusable. None of these structures erected possess lighting, heating, or air conditioning. The Museum is undertaking a conscious, long-term program to reduce its own energy consumption by extensive use of LED lighting within exhibition areas. The single exception to this effort is the climate controlled exhibition gallery in the steam ferry Berkeley, the Museum does not have air conditioning or heating. Also, because parking is severely limited in the proximity to the event, access to the site by employees, volunteers,

and participants is almost entirely achieved by foot or shuttle. Event management staff must use carpooling and public transportation. During the event, key staff resides at the Museum or a hotel across the street, eliminating the need to commute. Delivery of supplies to and transportation within the event area is performed by the Museum's electric truck and additional electric vehicles.

Electrical—the attending ships are sailing vessels that requires careful management of their own electrical consumption at sea, their electrical requirements are extremely limited. Electricity to visiting ships will be provided by service from the Museums' own system. The only notable needs for electricity are from the vendor, craft, and information booths. Typically, vendors at significant public events operate their own independent generators. The Maritime Museum's Festival of Sail insists that vendors use the Museum's temporary power grid, with service provided by two fuel efficient diesel generators. These generators are provided through an agreement with Hawthorn Power systems and are recent manufacture and operate in compliance with California state emission regulations. Both power devices have containment enclosures in case of a spill during refueling, to prevent egress of fuel from the site.

Waste management – Waste and recycling bins will be distributed throughout the event area with daily transfer of contents into large containers, that are emptied by disposal and recycling service at the beginning of each day. The use of recyclable materials and the segregation of waste for collection will be stressed for all participants of the festival. Containment facilities will be placed for all sources of fuel or waste contamination, garbage collection points, will all be located away from the immediate proximity to the waterside, and the site will be protected against storm water runoff into the Bay.

Transportation—In addition to the festival volunteers, museum employees and vendors addressed above, publicity and public service announcements promoting the event will emphasize the need for visitors to use the public transportation system. Festival access using public transportation is available by the San Diego light rail system and shuttles will also be provided by Old Town Trolley and many pedi-cabs that operate along the Embarcadero in the area of the festival. The Embarcadero itself is one of the region's prime pedestrian and bicycling venues. Walking and bicycling will be a practical means for visitor access because of the availability of bike racks at a number of locations in the immediate area of the event.

Water Conservation: Plumbing facilities for the event will be rudimentary and in keeping with its nature as an outdoor event with extremely conservative use of water.

Ocean Institute—the Ocean Institute's Tall Ships Festival celebrates the return of the brig Pilgrim from her annual summer sail as an ambassador of good will for the City of Dana Point and the Ocean Institute. It is a large outdoor public event that takes place in the Dana Point Harbor. Through its planning and operation of the Tall Ships Festival, the Ocean Institute has taken steps to minimize carbon emissions in similar ways as San Diego's

Festival of Sail and as an educational organization, the Institute has interwoven educational threads of the effects of carbon emissions, such as ocean acidification in to this event, so that the primary messages are education, ocean stewardship, and cultural history.

**Construction Activities**—The Tall Ships Festival is a three day, water-bound event, all construction is temporary. On-the-water facilities consist of existing docks at the Ocean Institute. As vessels raft-up, no additional docks, floats or barges are necessary. The only construction associated with the event consists of temporary tent structures. All of these temporary tents associated with the event are reusable.

**Electrical:** Because the attending sailing ships are vessels that must carefully manage their own electrical consumption at sea, their electrical requirements are limited. Electricity to visiting ships is provided by service from the Institute's own system. Since the event tents are adjacent to the water and open only during the day time, there is no need for lighting, heating or air conditioning. Therefore there is no need for lighting, heating or air conditioning. As such there is no need for electrical. They anticipate using a generator for public announcements and for the musicians. This generator is of recent manufacture and operates in compliance with California state emissions regulations. Should a fuel spill occur during its use, it has a containment enclosure to protect the surround environment and to make for a quick cleanup.

**Waste management:** The local waste disposal company provides additional waste and recycle bins that distribute throughout the event area. There are regular transfers of contents throughout the day in to large bins. Every effort is made to use recyclable materials and to segregate recyclable waste for collection. Containment will be in place for all potential sources of fuel or waste contamination, garbage collection points are situated away from immediate proximity to the waterside areas.

**Transportation:** In order to reduce emissions and traffic congestion, to the harbor area, the Ocean Institute has partnered with Orange County and the local school District to provide offsite parking. Multiple free shuttles are also provided throughout the event area to bring in visitors, employees and volunteers.

**Water Conservation:** As a short outdoor event, there is a minimal water usage. Most rest room facilities used for the event are located in the Institute. The urinals are waterless to help conserve. There will be a small number of portable toilets for use by food vendors. These are replenished by a sanitation service at the beginning of each day and outdoor, self-contained hand washing station will be located nearby activated by foot pumps, avoiding use of pressurized running water minimizing water consumption.

### **CONSISTENCY WITH THE COASTAL ACT**

The Coastal Act specifically addresses public access. Public Resources Code Sections 30210 states the following: “[M]aximum 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 Port Master Plan of San Diego Unified Port District serves as the Local Coastal Program (LCP) for all Port owned lands in San Diego Bay, including Port owned lands in San Diego Harbor. Goal I is to “provide for the present use and enjoyment of the bay and tidelands in such a way as to maintain options and opportunities for future use and enjoyment”. Goal IV is to “Foster and encourage the development of commerce, navigation, fisheries and recreation by the expenditure of public moneys for the preservation of lands in their natural state, the reclamation of tidelands, the construction of facilities, and the promotion of its use”.

The certified San Diego County LCP 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 Dana Point Harbor Revitalization Plan serves as the LCP for the harbor area in Dana Point. Chapter 6.0 *Public Access and Recreation* sets forth the Land Use Plan goals and policies for Dana Point Harbor implementing several sections of the California Coastal Act that pertain to providing public access in the Coastal Zone. Chapter 6.1.1-2 states “priority should be given to those projects that provide for coastal recreational opportunities for the public. Lower cost visitor and recreational facilities shall be protected, encouraged and where feasible, provided.” Chapter 6.1.1-3 states the necessity to preserve, maintain, and enhance existing public access ways and existing areas open to the public and to create new public access opportunities where feasible. Chapter 6.1.1-9 states that “public access, which shall be conspicuously posted, and public recreational opportunities, shall be provided to the maximum extent feasible for all the people to access the coastal zone area and shoreline”.

The festivals will promote the above LCP goals by providing exciting and affordable visitor oriented events and activities within harbor and waterfront environments capable of accommodating them.

### **COMPLIANCE WITH CEQA:**

The Tall Ships 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.