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# San Francisco Vessel Traffic Service/Maritime Community Interrelationship

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Final Report

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## PREFACE

This report presents the findings of an evaluation of the relationship between the San Francisco Vessel Traffic Service (SFVTS) and the maritime community which it serves. The resulting conclusions and recommendations offered are based on on-site interviews and discussions with key members of the maritime community of the San Francisco Bay area, immediate users of the SFVTS and the management of other interested organizations.

The author wishes to express his appreciation to all the individuals interviewed and with whom the project was discussed. Particular appreciation is due to CMDR Alvin Cattalini, Commanding Officer of the SFVTS, and his staff and to Captain Carl M. Larkin, Marine Superintendent, American President Lines, Ltd., who so willingly gave of their wisdom, knowledge, and time during the course of this project.

The Independent Journal (San Rafael), San Francisco Chronicle, San Francisco Examiner, San Jose Mercury, and San Francisco Progress very kindly granted permission to reproduce a number of their commentaries pertaining to the San Francisco Traffic Vessel Service. The Marine Exchange of the San Francisco Bay Region also very kindly granted permission to reproduce their charts of the Golden Gate Port Facilities.

The author also gratefully acknowledges the guidance and contributions to this study by LTJG J.R. Yacobi, G-WMM-1, the program manager.

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## EXECUTIVE SUMMARY

This project, an evaluation of the interrelationship between the San Francisco Vessel Traffic Service (SFVTS) and maritime community of the San Francisco Bay area, is the third in a series of evaluations from the point of view of the users of the VTSs. The previous two evaluations, one on the Pudget Sound VTS (1) and the other on the Houston-Gavleston VTS (2), were conducted under the sponsorship of the U.S. Coast Guard Office of Research and Development. This project was conducted under the sponsorship of the Vessel Traffic Service Branch of the Waterways Management Division, U.S. Coast Guard Office of Marine Environment and Systems.

The objectives of this project are to examine the interrelationship between the (SFVTS) and the Bay Area maritime community (BAMC) and to offer recommendations for the future of the SFVTS and its operation.

This evaluation of the interrelationship between the SFVTS and the BAMC is based on a total of 59 face-to-face structured interviews and discussions with key members of the BAMC and immediate users of the SFVTS. The results of these interviews and discussions are presented in tabular and narrative forms, respectively, in which Sections 3 and 4 of this report. The following Conclusions and Recommendations are based on these findings.

1. Although not selected on any scientific or even systematic basis, the individuals interviewed or with whom discussions were held are believed to be representative of the maritime community of the San Francisco Bay Area.
2. The maritime community, in general, believes that the SFVTS is being operated as efficiently and as effectively as possible. More importantly, the maritime community, in particular, and the population of the region, in general, desire that the SFVTS be allowed to continue to operate as it

## 1. INTRODUCTION

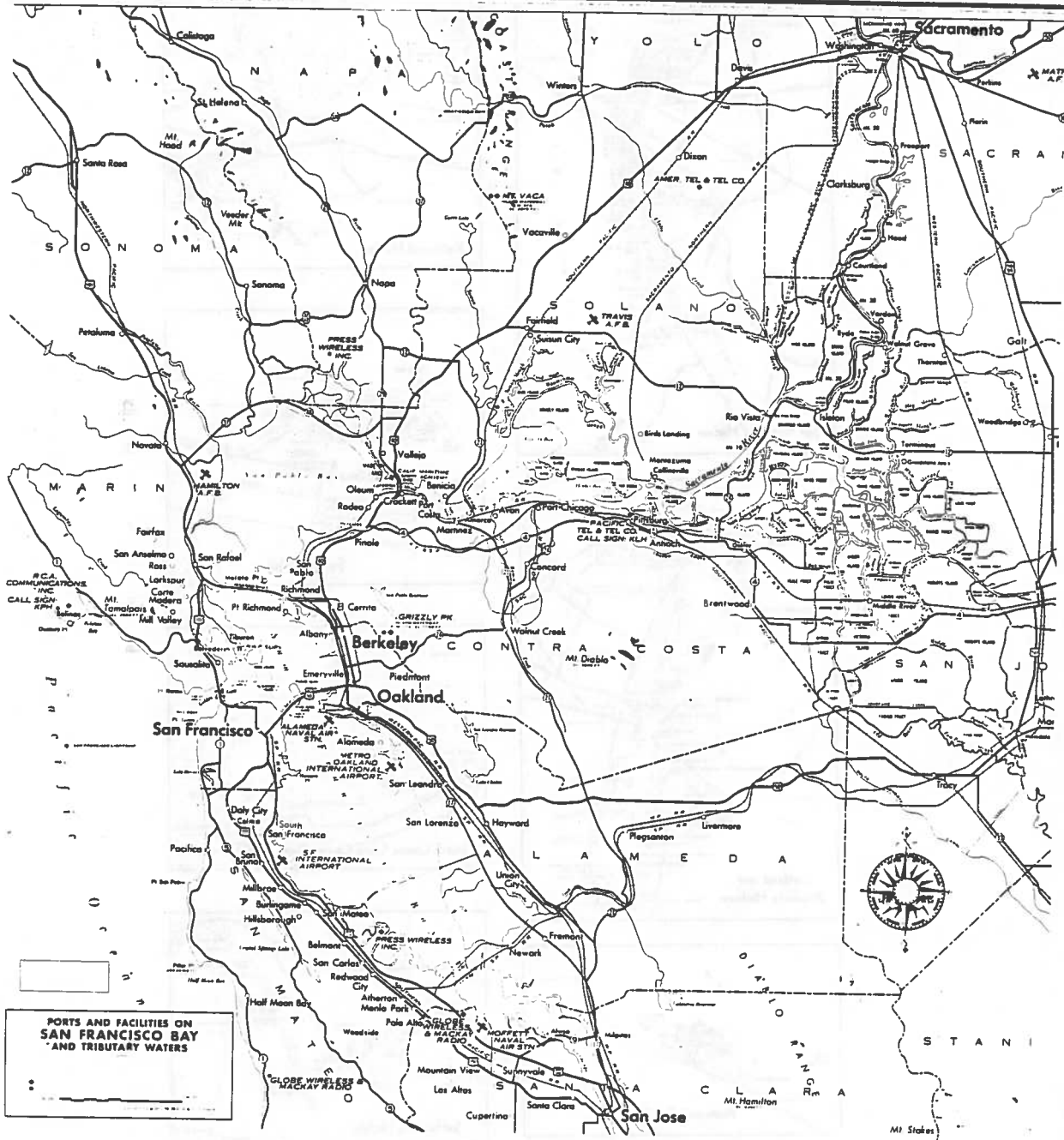
This project, an evaluation of the interrelationship between the San Francisco Vessel Traffic Service (SFVTS) and maritime community of the San Francisco Bay Area, is the third in a series of evaluations from the point of view of the users of VTSs. The previous two evaluations, one on the Puget Sound VTS (1) and the other on Houston-Galveston VTS (2), were conducted under the sponsorship of the U.S. Coast Guard Office of Research and Development. This evaluation of the SFVTS was conducted under the sponsorship of the Vessel Traffic Services Branch of the Waterways Management Division, U.S. Coast Guard Office of Marine Environment and Systems.

This evaluation of the interrelationship between the SFVTS and the Bay Area maritime community (BAMC) is based on a series of face-to-face structured interviews and discussions with key members of the BAMC and immediate users of the SFVTS. Guidelines for these interviews can be found in Appendix A. Although quantitative data and explicitly stated attitudes and opinions of the interviewees were collected, the conclusions and recommendations made are also based on impressions gained while conducting individual interviews and discussions and on the aggregation of the results as a whole.

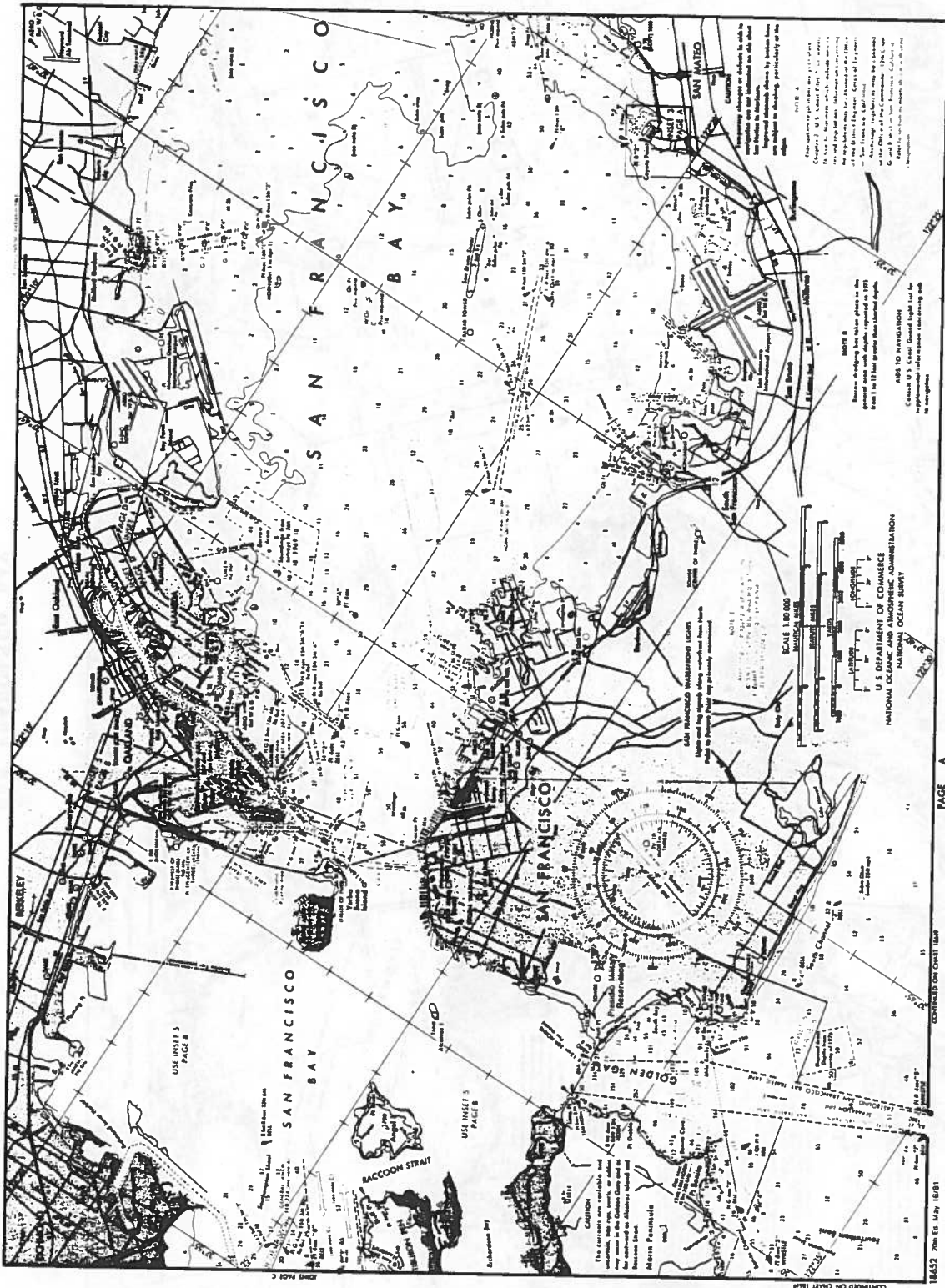
The scope of the project did not allow for a scientific selection of a representative sample of the members of the BAMC; the individuals interviewed depended initially on the recommendations of CMDR Alvin Cattalini, Commanding Officer U.S. Coast Guard San Francisco Vessel Traffic Center and Captain Carl M. Larkin, Chairman of the Harbor Safety Committee of the Marine Exchange of the San Francisco Bay Region. The individuals first interviewed made further recommendations as to other individuals to interview. The names of all individuals interviewed are listed in Appendix B; however, the source of a specific datum, opinion or attitude is not cited except in cases where specific permission to quote was obtained and to do so is considered particularly pertinent.

CHART 1

# GOLDEN GATE PORT FACILITIES







SAN FRANCISCO BAY

knots). With such currents, the speed over the ground of major vessels going to sea might have to be as much as 14 knots or more to maintain steerageway. According to the pilots interviewed, the velocity requirement with respect to the water can vary between two and eight knots with an average of about four knots depending on the responsiveness of the vessel. In addition to the velocity of the current, its direction relative to the traffic lane can require a rudder angle of as much as ten degrees. It is not uncommon for vessels traversing the area between the San Francisco Bar Channel and the Golden Gate to drift outside the boundaries of the traffic lanes as designated by the traffic separation scheme (TSS).

Only rarely do severe environmental conditions require the closing of the San Francisco Bar Channel; however, because of high seas the area from outside the Bar Channel to the Golden Gate did have to be closed to all traffic by the Captain of the Port on 23 December 1982 from 1500 to 2400 hours and again on 26 January 1983 from 1630 to 1930 hours. During these storms many of the vessels at anchorages in the Bay dragged their anchors. Only by the constant watch of the SFVTS were these vessels able to be informed of their situations so they could take corrective actions.

The primary environmental problem for the entire San Francisco Bay Region is fog. The area from the Precautionary Area outside the Bar through the Golden Gate to Alcatraz Island is often entirely covered with fog. Other areas particularly subject to fog are the waterways leading to the Ports of Stockton and Sacramento; however, low visibility due to patches of fog is not uncommon anywhere in the Bay Area. The traffic in the inland waterways, rivers and shipcanals must be coordinated not only in the case of fog but also because there are a number of reaches too narrow for the TSS. These reaches are restricted to one way traffic when vessels carrying explosives and other dangerous cargo are in transit.

Even under conditions of high visibility there are a number of "blind corners" in the waterways of the San Francisco Bay area. These corners not only prevent the masters and pilots from seeing any opposing traffic around the corner, but the high ground forming some of the corners also stops radio

These deep draft vessels require special handling by the SFVTS, since they cannot be routed within the TSS, but must be routed inbound through the outbound traffic lane north of Alcatraz Island. Under these conditions, very specific passing arrangements must be made with any opposing traffic. Similarly traffic leaving the Port of San Francisco in the area south of Alcatraz Island, an area referred to as "The Front", often request to travel outbound via the inbound traffic lane rather than go east and north around Alcatraz and use the outbound traffic lane. The SFVTS normally recommends against such a request unless there are obvious safety related reasons for the request. For example, concurrence is usually given if there is heavy southbound traffic in the Precautionary Area east of Alcatraz Island or there is a regatta in the recreation area west of Angel Island, and the recreational boats have spilled over into the outbound traffic lane.

In addition to the numbers of commercial vessels, there are large numbers of recreational vessels both sail and power in the San Francisco Bay area. The environmental conditions virtually guarantee good sailing winds in the Bay just about everyday of the year. Although the SFVTS does not, should not, and certainly cannot track all these recreational vessels, it does its best to keep the commercial traffic aware of them, particularly regattas. Masters and pilots of commercial vessels consider the presence of recreational boats, particularly sail boats, in the traffic lanes to be extremely hazardous. They do not object to their presence in the Bay, but they believe that many of the recreational boaters lack the knowledge and experience to operate in mixed marine traffic. These professional mariners also associate excessive alcohol consumption with recreational boating. It should be pointed out, however, that the number of recreational boaters who use the services of the SFVTS is considerable. Recording of the use of the SFVTS by "non-Channel 13 vessels" was started in FY80. In the period from FY80 to FY82 the number of these vessel-trips handled by the SFVTS effectively doubled increasing from 1047 to 1898. These numbers do not include the recreational boaters who monitor Channel 13, but do not communicate with the SFVTS. Appendix C contains the tabulation of all traffic according to type of vessel handled by the SFVTS for FY79 and FY80.

in an effort to minimize the environmental damages. It is estimated that Standard Oil of California spent over \$4,000,000 in efforts to reduce and rectify damages caused by the spill. (p.5)

Ecological losses which affect the general population, in addition to the economic losses incurred by the vessels' operators, resulted from this casualty. The results might have been even more catastrophic if two supertankers of more than 100,000 GT had been involved, or if the cargo of the OREGON STANDARD had been gasoline in lieu of bunker fuel.

These damages are suffered to a large extent by the third party or innocent bystander, which was the general public in this casualty. Potential losses which would follow casualties to large tankers would also impinge to a large degree on the general public. (p.17)

The San Francisco Bay area, although an extremely beautiful area and used extensively by all manner of marine vessels, can also be extremely hazardous to navigation of all types of marine traffic as described above. It is this combination of beauty, use, and danger that sparked the foundation of the "Coalition to Save Vessel Traffic Service" when it became known that consideration was being given to the abolition of the VTSSs operated by the CG. The strength of this movement is indicated by the fact that well over \$100,000 was quickly raised to pay for the expenses of petitioning the Department of Transportation and the CG not to close the SFVTS. A roster of the organizations that are members of the Coalition can be found in Appendix D.

A number of the newspapers in the Bay area also came out in support of the Coalition to save the SFVTS. A sample of clippings from these newspapers can be found in the Appendix E. Whether or not it was a result of the efforts of the Coalition and the newspapers, the SFVTS was funded for FY83, so that it is still in operation.

## 2. METHODOLOGY

The threat of closure of the SFVTS and the ensuing formation of the "Coalition To Save Vessel Traffic Service" influenced not only the data that were collected for the project but also the manner in which it was collected. The initial plan was to use the same procedures and to focus on the same data as had been collected for the two previous evaluation of VTSS (1,2). Guidelines for the interviews for this study were developed on this basis. These guidelines were modified briefings in San Francisco on the Coalition and the local maritime situation by the Commanding Officer of the SFVTS. Although the guidelines include a number of changes suggested by him, he bears no responsibility for their final form.

### 2.1 THE SAN FRANCISCO VESSEL TRAFFIC SERVICE

A total of four days was spent at the Traffic Service. During these four days, briefings were received on the nature of the maritime community, the geography of the San Francisco Bay Area, the overall operation of the SFVTS and the specific aspects of the system to which the watchstander has to pay particular attention. Armed with this background information, the data collection was made on the interrelationship between the SFVTS and the maritime community of the San Francisco Bay area.

### 2.2 THE SAN FRANCISCO BAY AREA MARITIME COMMUNITY (BAMC)

The BAMC, for purposes of this project, is defined to include all individuals and groups of individuals in the vicinity that would be adversely affected by a marine disaster - collision, grounding, or ramming - which might occur within the area served by the SFVTS. Specific interest groups within the maritime community were sought out for questioning and discussions about the present and future operation of the SFVTS. The specific interest groups identified fall into three categories: (1) key members of the maritime industry such as management personnel of a shipping firm or a marine organization, (2) key members of environmental groups such as the Oceanic Society or the Sierra Club, and (3) immediate users of the SFVTS such as masters and pilots of vessels who have direct interaction with the SFVTS.

TABLE 1

POSITION OF KEY MEMBERS OF THE MARITIME COMMUNITY  
OF SAN FRANCISCO BAY REGION CONSULTED ON SFVTS

Position	Number
Member Management, Marine Corporation	11
Officer, Marine Industry Association	5
Executive, Environmental Organization	3
Officer, United States Navy	3
Officer, United States Coast Guard	7
Officer, Recreational Boating Organization	2
<b>Total</b>	<b>31</b>

## 2.4 DATA COLLECTION

All data and information for this study was collected by means of face-to-face structured interviews or through wide ranging discussions of the general topic of the interrelationship between the maritime community of the Bay area and the SFVTS. In most interview situations, the interview guidelines (See Appendix A) were used to direct the discussions. The guidelines were not used in discussions with members of the military services, environmental organizations, recreational boating organizations, or trade associations.

### 3. RESULTS

Information and data obtained from the structured interviews are presented in tabular form to the extent possible. Information obtained from questions which allowed open ended answers or led to discussions are presented in narrative form.

#### 3.1 TABULATED DATA

The responses by key members and by immediate users to those items which could be qualified are presented in Tables 3 through 6.

#### 3.2 OPEN-ENDED OR DISCUSSION ITEMS

The information and data obtained from the open-ended or discussion questions do not lend themselves to presentation in tabular form. This information and data are presented and discussed as each topic is taken up in the discussion section of this report.



TABLE 4

RATINGS ON A SCALE OF 1 to 7  
 GIVEN BY KEY MEMBERS OF THE SAN FRANCISCO  
 BAY AREA MARITIME COMMUNITY

ITEM	No. of Ratings	Rating on Scale 1-7	
		Median Rating	Range
1. The contribution that the SFVTS makes to vessel safety.	14	6	1 to 7
2. The contribution that the SFVTS makes to traffic facilitation.	13	5.5	3 to 7

TABLE 6

RATINGS ON A SCALE OF 1 to 7  
GIVEN BY IMMEDIATE USERS  
OF THE SFVTS

ITEM	No. of Ratings	Rating on Scale 1-7	
		Median Rating	Range
1. The information provided in the SFVTS advisories.	28	6	5.5 to 4.7
2. The way the SFVTS provides advisories.	28	7	5.5 to 7
3. The way the SFVTS manages traffic.	28	6.5	5 to 7
4. SFVTS watchstander competence.	28	7	5 to 7
5. How well the SFVTS is working.	28	7	6 to 7
6. The contribution by SFVTS to vessel safety.	28	7	4 to 7
7. The contribution by SFVTS to traffic facilitation.	28	6.5	5 to 7

#### 4. DISCUSSION

Each topic covered in the interviews and discussion with both key members of the San Francisco Bay Region and the immediate users of the SFVTS will be discussed in turn. The tabulated data and that received in narrative form from open-ended questions and during discussions will be integrated in the conclusions and recommendations resulting from this effort.

##### 4.1 EVALUATION OF INDIVIDUALS CONSULTED

Each of the key members of the San Francisco Bay area with whom the SFVTS was discussed was empowered to speak for his organization. These individuals all had very strong opinions of what the abolition of the SFVTS would mean to the local maritime community. The points of view of these individuals will be brought out as appropriate in this discussion.

The immediate users of the SFVTS have an overall median length of experience in maritime service of 15.5 years with a range of experience of from 6 to 40 years. How representative each category of immediate user might be can be judged from the experience data presented in Table 2.

##### 4.2 EVALUATION OF SFVTS OPERATION

There is no doubt that the SFVTS is doing an excellent job. This conclusion is based on the responses by the immediate users of the system to the Item "How well the SFVTS is working." (See Table 6, Item 5.) The SFVTS watchstanders are considered professional and courteous as controllers and present clearly and completely the information used by the pilots and masters. Whenever there was a negative opinion of SFVTS watchstanders offered, it was always associated with the "problem of the inexperienced watchstander" and comments on the requirement of the CG to rotate personnel, "I can always tell when there is a new watchstander." These new watchstanders were described by a small number of users as "too rigid... they operate too much by the book... (and) they don't know enough about our job." Intolerance for the watchstanders with little experience occurred primarily among users who had

contact between two vessels has been established via the SFVTS, the two vessels often find that they can communicate directly with each other. In the main, the inability to establish bridge-to-bridge communication due to high ground or long distances between the vessels. Such radio communications are often impossible for inland and river traffic where some of the reaches are quite narrow and visibility can change very rapidly. It is concluded that traffic management by the SFVTS is imperative under these conditions.

Most of the immediate users referred to the SFVTS as an excellent "aid to navigation" which would be sorely missed if abolished. On the other hand, there was complete agreement among these users that the operation of the SFVTS was not an absolute necessity. It must be pointed out that these users gave the impression that they feared they would be judged incompetent if they stated that the SFVTS was essential in order to maintain the present level of vessel safety and traffic facilitation. A similar sentiment was expressed by some of the key members of the maritime community. Traffic would flow without the SFVTS, but the masters and pilots would have to be more careful, particularly under conditions of low visibility.

Probably the best testament to the excellence in operation of the SFVTS is that the "Coalition to Save Vessel Traffic Service" was organized as soon as it became known publically that the SFVTS was threatened with abolition. With respect to the SFVTS facility per se, the opinion was expressed by members of both groups, key members and immediate users, that the equipment at the Traffic Center should be updated. Specifically, it was recommended that the present radar equipment should be replaced by beacon radar which would allow the use of transponders. Further, digitized displays would ease the work of the watchstanders. Additionally, a few of the users lamented the demise of the photographic recording of the radar displays. These users considered such records as invaluable in the event of an incident for which blame would have to be affixed. The capability to record the radar displays should be taken into consideration in the planning for any updating of the equipment and facilities at the SFVTS.

One of the two immediate users who responded with a "yes" to the

study almost any increase in the costs for the maritime industry would, in view of the present state of the economy, put many marine corporations out of business. Every member of management in the maritime community queried on the state of business responded that income was down anywhere from 30 to 50 percent.

The option that the SFVTS be taken over and operated on a fee-for-service basis by an organization other than an agency of the Government has also been discarded. Even though the primary purpose of the SFVTS is marine safety, the possibility of a marine incident with its associated liabilities would still exist. The costs of liability insurance for a non-Government VTS would have to be included in the fees. The several estimates of the insurance premiums obtained to date by the Coalition have been in the order of \$250,000 and more. The question of liability has been discussed in two documents (11,12) which indicate that any VTS can be held liable for a marine incident under the appropriate circumstances.

In addition to the problems of costs and liabilities there are two further reasons for the operation of the SFVTS to remain as is. The first is the "love-hate" relationship between the CG and maritime community and in particular the immediate users. The bottom line of this relationship is that the CG is the only organization that has the respect of the entire BAMC. The integrity of and respect for the CG is unquestioned, and the CG is the only organization with the authority and facilities necessary to ensure the highest possible level of vessel safety and traffic facilitation.

The second reason is not supported by the results of the interviews and discussions conducted during the course of this study, but rather it depends on general observations made during off-hours. San Francisco Bay area is a major tourist area enjoyed by people from all over the nation. How are all these individuals to be taxed for their pleasures of visiting the Bay Area? Further, are these individuals from all over the nation to be deprived of these pleasures because the abolition of the SFVTS resulted in a major marine incident which polluted or even possibly destroyed the area? For example, note the incident referred to in Appendix E, page E-2, as well as the collision of the SS

In addition to the many boaters and environmentalists, the general public of the San Francisco Bay area is constantly being reminded by the local news media of the fact that the economic well being of the area depends extensively on the traffic in the Bay. An example of the media coverage is the editorial appearing in the San Francisco Chronicle on 15 November 1982 (See Appendix E, page E11). In view of the present state of the economy, any action such as the abolition of the SFVTS could well be viewed by the general public as a threat to their economic well being and create feelings of animosity toward those they believe responsible.

The importance of our ports to the economy of the nation was acknowledged by the President in "The State of the Union", 25 January 1983, as reprinted in Weekly Compilation of Presidential Documents, 31 January 1983.

One out of every five jobs in our country depends on trade. So, I will propose a broader strategy in the field of international trade - one that increases the openness of our trading system and is fairer to America's farmers and workers in the world marketplace. We must have adequate export financing to sell American products overseas. I will ask for new negotiating authority to remove barriers and get more of our products into foreign markets. We must strengthen the organization of our trade agencies and make changes in our domestic laws and international trade policy to promote free trade and the increased flow of American goods, services and investments.

Our trade position can also be improved by making our port system more efficient. Better, more active harbors translate into stable jobs in our coal fields, railroads, trucking industry and ports. After two years of debate, it is time for us to get together and enact a port modernization bill. (p. 108)

the event of a national emergency could not possibly be as good as a system already in place and operating as well as this one does. The SFVTS is the single best aid to navigation in the Bay. That VTS is one of the better things that the CG does; it certainly reduces the SAR (search and rescue) requirements. It attacks the problem of vessel safety where all safety problems should be attacked --prevention. Your report should emphasize that the VTS is a preventive system. Any marine incident can be very disastrous. The loss of any vessel results in a fuel spill. Just about all vessels use distillate fuel now, and it is worse than bunker fuel. Bunker fuel can be seen and avoided, but distillate is practically invisible and will cause trouble for all organisms.

A self-supporting system with a fee collecting system? Collection difficulties would far outweigh the advantages. The SFVTS is working. All the Navy vessels participate in the system. It should be mandatory for all vessels. A public relations effort should be mounted for the support of the SFVTS.

The above is a paraphrase of some of the opinions expressed by Captain A.M. Osborne, Commanding Officer, Naval Station Treasure Island, during discussions concerning the present and future operation of SFVTS. One of his staff officers, CDR M.D. Seiders, JAG, was also present and contributed to the discussion.

All military officers, Navy and Coast Guard, active or reserve, with whom the problem of SFVTS and national security was discussed stated very emphatically that SFVTS would be critical to national security in the event of a national emergency. Contingency planning includes the presence and operation of the SFVTS.

The use of the SFVTS for purposes of national security does not need to

## 5. CONCLUSIONS AND RECOMMENDATIONS

1. Although not selected on any scientific or even systematic basis, the individuals interviewed or with whom discussions were held are believed to be representative of the maritime community of the San Francisco Bay Area.
2. The maritime community, in general, believes that the SFVTS is being operated as efficiently and as effectively as possible. More importantly, the maritime community, in particular, and the population of the region, in general, desire that the SFVTS be allowed to continue to operate as it has in the past. It is recommended, however, that some means be found for extending the tours of duty for the controllers.
3. The concept of "Fee for Service" is considered to be not only unworkable but also unjustifiable. A workable method of fee collection on a "fair share" basis is unattainable. The services rendered by the SFVTS extend far beyond the maritime community of the San Francisco Bay Region. The only reason for the existence of the Government is to provide necessary services to its citizens that the citizens cannot, should not, or will not provide for themselves, and it is concluded that the SFVTS is such a service. It is recommended that the Government continue to provide the SFVTS through the United States Coast Guard.
4. In the event of the abolition of the SFVTS, there will be a negative response of considerable magnitude by the maritime community and the general public of the region of the San Francisco Bay against the institutions and individuals believed responsible.
5. The SFVTS makes a significant contribution to vessel safety and traffic facilitation in the San Francisco Bay area and its adjoining waterways and ports.



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Appendix A

Interview Guideline - San Francisco Bay Area

Key Member of the Maritime Community A-2

Interview Guideline - San Francisco Bay Area

Immediate User of the SFVTS A-3

**INTERVIEW GUIDELINE - SAN FRANCISCO BAY AREA  
IMMEDIATE USER OF THE SFVTS**

- 1.0 Background
  - 1.1 What is your position?
  - 1.2 What is your experience?
  - 1.3 How frequently do you participate in the VTS system?  
If yes, Daily Weekly Monthly
  - 1.4 Do you have experience with other ports? Y N  
Other VTS systems?
  - 1.5 Have you visited the SFVTS?
- 2.0 Communications
  - 2.1 On a scale of 1-7 (1 totally unsatisfactory, 1 2 3 4 5 6 7  
4 neutral, 7 excellent) rate the information  
provided in SFVTS advisories.
  - 2.2 Which information do you find useful and/or  
most important?
  - 2.3 Which information do you think are not very  
useful and/or important?
  - 2.4 What problems have you had in receiving these  
information recently—that is, in the past six  
months or so?
- 2.5 Ask about following, if not mentioned
  - 2.5.1 ...about the vessels and their location in the waterway?
  - 2.5.2 ...about the characteristics of the waterway?
  - 2.5.3 ...about the environment?
  - 2.5.4 ...Information from the VTC regarding  
accidents and regulations?
- 2.6 On a scale of 1-7, how would you rate the way VTS 1 2 3 4 5 6 7  
provides you with information? Is the information  
provided clearly, completely, courteously, professionally?

APPENDIX B  
INDIVIDUALS CONSULTED  
ON SFVTS

Anthony Reschert, Jr.  
1970 Franklin Street  
Oakland, CA 94612

Captain Robert H. Johnson  
Captain Robert H. Johnson  
Captain Charles E. Johnson  
Captain R. Johnson  
First Lieutenant James C. Johnson

Clayton Group, Inc.  
1577 Market Street  
San Francisco, CA 94103  
(415) 894-1231

W. R. Smith, Manager, L. S. First Division  
Captain Gary F. Smith, Marine Department  
Thomas A. Taylor, Manager, Marine Department  
Captain Robert H. Johnson  
Captain Frank G. Johnson  
Captain Robert H. Johnson

General Services Corporation  
400 California Street  
San Francisco, CA 94114  
(415) 773-1231

J. J. Casanova, Senior Vice President

Facility Management Services Association  
433 Sacramento Street, Suite 300  
San Francisco, CA 94111  
(415) 456-7100

Michael H. Murphy, President

Greensby Martin Corporation  
One Market Plaza  
San Francisco, CA 94111  
(415) 144-1231

Stan Rubin, Director of Marine Operations  
Howard S. Rubin, Director of Marine Operations  
L. R. Meyer, Manager, Marine Department, Northern California  
Captain Andrew E. Johnson  
Captain Paul Johnson  
Captain Robert H. Johnson

Red and White Fleet  
Pier 41, Fisherman's Wharf  
San Francisco, CA 94133 (415) 546-2847

Shirley J. Kohlwes, Manager, Marine Operations  
Captain Edward A. Cerny  
Captain William H. Colagross  
Captain Edward L. King  
Captain Robert J. Kronberg  
Captain Frank Simmons  
Captain William A. Thau

Western Tug & Barge Co.  
Pier 9, Embarcadero  
P. O. Box 7953  
San Francisco, CA 94119 (415) 285-9111

Rees B. Williams, Jr., Vice President  
Captain Barney Edwards  
Captain Jack L. Speckels

Marine Exchange of the San Francisco Region  
303 World Trade Center  
San Francisco, CA 94111 (415) 982-7788

Captain William V. Figari, President  
Robert H. Langner, Executive Director  
Len Silva, Operations Manager

California Inland Pilots Association  
Pier 9, Embarcadero  
San Francisco, CA 94111 (415) 421-5678

Captain Jack Going, Vice President  
Captain Carl E. Bowler  
Captain Ron Charlesworth  
Captain Stanford W. Slough

San Francisco Bar Pilots  
Pier 7, Embarcadero  
San Francisco, CA 94111 (415) 362-5436

Captain Arthur J. Thomas, President  
Captain Edgar S. Carlson  
Captain John P. Egga  
Captain William W. Meyer  
Captain James S. Nolan  
Joseph A. Zygaj, Operator, Pilot Boat

Pacific Inter Club Yacht Association  
251 Kearny Street  
San Francisco, CA 94108 (415) 989-6352

Bruce Block, Secretary

APPENDIX C

SFVTS TRAFFIC SUMMARY

FY79 / FY80

1. COMMERCIAL VESSELS (ALL TYPES)
2. EXPLOSIVE LADEN (HAZMAT) VESSELS
3. U.S. NAVY (EXCEPT SUBS)
4. U.S. COAST GUARD
5. ALL SUBMARINES
6. ALL NON- U.S. NAVAL VESSELS
7. TUGS WITHOUT TOW
8. TUGS WITH TOW
9. DEEP DRAFT VESSELS
10. PASSENGER FERRIES
11. NON-CHANNEL 13 VESSELS
12. DREDGES
13. TANKERS
14. TOTAL TRAFFIC HANDLED BY SFVTS

TABLE 2  
EXPLOSIVE LADEN (HAZMAT) VESSELS

MONTH	FY79	FY80	FY81	FY82
OCTOBER	3	2	2	11
NOVEMBER	4	1	8	13
DECEMBER	-	5	9	4
JANUARY	1	4	7	6
FEBRUARY	4	4	-	3
MARCH	5	-	7	12
APRIL	-	3	4	22
MAY	9	-	12	9
JUNE	3	6	9	4
JULY	1	4	11	3
AUGUST	2	5	7	8
SEPTEMBER	10	13	8	6
TOTAL	42	47	84	101

TABLE 4  
U.S. COAST GUARD

MONTH	FY79	FY80	FY81	FY82
OCTOBER	65	38	47	413
NOVEMBER	51	62	182	346
DECEMBER	40	46	313	371
JANUARY	60	86	289	464
FEBRURY	53	65	244	404
MARCH	76	65	318	447
APRIL	63	67	339	393
MAY	58	86	375	432
JUNE	73	53	397	211
JULY	46	70	334	265
AUGUST	63	49	370	340
SEPTEMBER	62	90	479	339
TOTAL	710	777	3687	4425



TABLE 6  
FOREIGN NAVY

MONTH	FY79	FY80	FY81	FY82
OCTOBER	23	2	---	9
NOVEMBER	---	14	4	2
DECEMBER	---	6	---	---
JANUARY	---	---	---	---
FEBRUARY	6	1	6	---
MARCH	4	---	---	---
APRIL	4	12	---	---
MAY	3	2	3	---
JUNE	6	10	6	---
JULY	---	---	---	2
AUGUST	7	---	---	---
SEPTEMBER	---	5	2	---
TOTAL	53	52	21	13

TABLE 8

## TUGS WITH TOWS

MONTH	FY79	FY80	FY81	FY82
OCTOBER	1262	993	1259	1460
NOVEMBER	1129	1119	1205	914
DECEMBER	1390	955	1059	1092
JANUARY	1156	1022	1330	1105
FEBRUARY	1982	856	1677	974
MARCH	1124	1015	1748	1066
APRIL	1264	981	1442	1156
MAY	1090	1091	1216	1417
JUNE	1147	1303	1168	1546
JULY	1015	1081	1262	1511
AUGUST	1143	1338	1351	2031
SEPTEMBER	1059	1178	1333	2297
TOTAL	14761	12932	16050	16569

TABLE 10  
PASSENGER FERRIES

MONTH	FY79	FY80	FY81	FY82
OCTOBER	2141	2000	2459	2126
NOVEMBER	1833	2037	1582	1624
DECEMBER	2324	2108	2526	1769
JANUARY	2086	1803	1987	1810
FEBRUARY	1868	1707	1676	1515
MARCH	2347	1806	1931	1559
APRIL	2563	2061	2119	1652
MAY	2537	2009	2216	1710
JUNE	2692	2364	2276	2279
JULY	2448	2523	2595	2277
AUGUST	2169	2380	2581	2540
SEPTEMBER	1696	2391	2092	2290
TOTAL	26704	25189	26040	23151

TABLE 12

## DREDGES

MONTH	FY79	FY80	FY81	FY82
OCTOBER	---	---	---	114
NOVEMBER	---	167	395	678
DECEMBER	642	595	470	706
JANUARY	695	944	419	784
FEBRUARY	542	278	227	612
MARCH	266	292	31	307
APRIL	1	268	134	---
MAY	2	280	---	300
JUNE	---	233	---	1
JULY	3	272	---	5
AUGUST	---	293	---	93
SEPTEMBER	---	231	---	11
TOTAL	2151	3853	1676	3611

TABLE 14  
TOTAL TRAFFIC HANDLED BY SFVTS

VESSEL DESIGNATION	FISCAL YEAR			
	FY79	FY80	FY81	FY82
COMMERCIAL VESSELS (ALL TYPES)	7707	8156	7491	6691
EXPLOSIVE LADEN (HAZMAT) VESSELS	42	47	84	101
U.S. NAVY (EXCEPT SUBS)	703	655	805	846
U.S. COAST GUARD	710	777	3687	4425
ALL SUBMARINES	53	81	99	98
ALL NON-U.S. NAVAL VESSELS	53	52	21	14
TUGS WITHOUT TOW	5602	4152	4932	4770
TUGS WITH TOW	14761	12932	16050	16569
DEEP DRAFT VESSELS	158	196	161	131
PASSENGER FERRIES	26704	25189	26949	23151
NON-CHANNEL 13 VESSELS	---	1047	1771	1898
DREDGES	2151	3853	1676	3611
TANKERS	3371	3301	4149	3012
TOTAL	62015	60438	66966	65317

APPENDIX D  
COALITION TO SAVE VESSEL TRAFFIC SERVICE  
AND  
HARBOR SAFETY COMMUNITIES  
MARINE EXCHANGE OF THE SAN FRANCISCO REGION

Neptune Orient Line  
Orient Overseas Line  
Pacific Australia Direct Line  
Pacific Islands Transport Line  
Pacific Micronesia & Orient Line  
Philippine President Lines, Inc.  
Polynesia Line  
Scindia Steam Navigation Co., Ltd.  
Shipping Corporation of India, Ltd.  
Showa Shipping Co., Ltd.  
Star Shipping A/S  
Taian Navigation Co., Ltd.  
Toko Line  
United Yugoslav Line  
Yangming Line  
Zim Israel Navigation Co, Ltd.

California Inland Pilots Association  
San Francisco Bar Pilots  
Port of San Francisco  
Port of Oakland  
Pacific Interclub Yacht Racing Association  
San Francisco Sailing Association  
Exxon Corporation  
Mobil Oil Corporation  
Shell Oil Company  
Standard Oil Co. of California  
Standard Oil Co. of Ohio  
Union Oil Company  
Maritime Operations Research  
General Steamship Corporation  
Service Marine Company  
Phil Steinberg Associates  
Western Tug and Barge

MARINE EXCHANGE  
OF THE SAN FRANCISCO BAY REGION  
HARBOR SAFETY COMMITTEE MEETING  
Friday, January 29, 1982

Dave Adams - Port of Oakland  
John Alper - Service Marine  
Bruce Block - Pacific Inter Club Yachting Assoc.  
CMDR G.H. Brown, III - Port Safety Office, USCG  
Capt. John Denham - Maritime Consultant, Pilot  
Capt. C.B. Glass - Marine Safety Division, USCG  
John Greene - Western Steamship Service (Treasurer,  
Marine Exchange)  
Capt. Seth Hargrave - Exxon Co., U.S.A.  
Larry Harris - Yacht Racing Association  
CMDR Tim Johnson <sup>a</sup> - Aids to Navigation, USCG  
Mark Kasanin - McCutche, Doyle, Brown & Enersen (Marine  
Exchange Counsel)  
Bob Langer - Executive Director, Marine Exchange  
Capt. Carl Larkin - American President Lines (Chairman,  
Harbor Safety Committee)  
Jim Macaulay - Crowley Maritime  
Ted Matsler - U.S. Navigation  
Cholly Mercer - Crowley Maritime  
Capt. William Meyer - S.F. Bar Pilots  
Mike Murphy - P.M.S.A.  
Capt. Bob Murry - Matson Navigation  
Ted Rausch - Ted L. Rausch Co., Inc. (President, Marine Exchange)  
Capt. G.R. Roberts - Chevron Shipping  
CMDR James Shanower <sup>b</sup> - Commanding Officer, USCG SFVTS  
Leonard Silva - Operations Manager, Marine Exchange  
VADM James Stewart <sup>c</sup> - 12th District & Pacific Area Commander,  
USCG



APPENDIX E

SOME NEWSPAPER CLIPPINGS ON THE  
SAN FRANCISCO VESSEL TRAFFIC SERVICE

The Appendix contains a sample of clippings concerning the San Francisco Vessel Traffic Service. These clippings are from newspapers in the San Francisco Bay Area and indicates the importance that the media and through them the public attaches to the continuing operation of the San Francisco Vessel Traffic Service atop Yerba Buena Island.

# Editorial Comment

**SOME HAVE THEORIZED** that Secretary of the Interior James G. Watt retains his position in the Reagan cabinet because he is a lightning rod, drawing away criticism which might otherwise be directed at the president. Some say he is there because he is the president's man, carrying out his job in harmony with the desire and philosophy of the president. And, some also say, the good guy president simply does not replace those who have given him loyalty no matter how much embarrassment they cause.

We will state no preference among contended theories but will report verifiable fact. James G. Watt is bringing about a significant change in American politics. He has transformed hundreds of thousands of formerly placid Americans into political activists.

Almost single-handedly, Secretary Watt has caused formation of environmental political action committees, an entirely new development in national politics. They spent hundreds of thousands of dollars last November to elect candidates who will oppose the secretary's dreams of opening up wilderness and coastline to resource exploitation.

Some of the secretary's recent and typically irresponsible statements show why he has successfully created so many enemies. American Indian reservations, he says, show the failure of socialism, a statement that gives woefully little regard to the tragic history of the white man's relationship with the native people who were in his way. And, the secretary says, conservation activists want control of the total society in the same that society was controlled in Nazi Germany and is controlled in the Soviet Union. The analogy is odious, misplaced and convincing evidence of poor judgment.

Such statements of Watt do fuel a growing fire, however. And one statistic illustrates what has been taking place. In the first 88 years of its existence before 1980, the Sierra Club, which has its headquarters in this city, attained a membership of 180,693. In two years of the Reagan administration with Watt as its Interior secretary, the Sierra Club has reached a membership of 336,561, almost double its previous non-Watt membership.

## San Francisco Chronicle

Richard T. Thieriet, Editor and Publisher  
Charles de Young Thieriet, Publisher 1955-77  
George T. Cameron, Publisher 1925-55  
Founded 1865 by Charles and M.M. de Young

Friends of the Earth, which was founded in San Francisco by former Sierra Club executive David Browder, has jumped from a late 1979 membership of 23,914 to 32,001 and has seen its gift donors climb from 4629 to 13,251.

The Wilderness Society of Washington, D. C., has experienced membership growth of more than 30 percent to a new high of more than 65,000 members.

The greatly increased membership brought about, last fall, the first serious efforts of the conservation movement to play a direct political role. Sierra Club executive director Michael McCloskey says that the 1982 elections "marked a historical turning of the environmental movement to electoral politics."

"From the standing start, environmental activists became one of the nation's three or four most significant sources of campaign support — along with labor unions, women's groups and senior citizens," McCloskey says. "(The) Sierra Club . . . involved itself in national electoral politics for the first time since its founding 90 years ago.

"The results were remarkably good: The Sierra Club made endorsements in 153 House races; 121 of its endorsed candidates won. In the Senate, 11 of 15 Sierra Club-backed candidates won, and 9 of 10 gubernatorial candidates won. The overall success rate was about 80 percent . . . Four other environmental PACs were active also and enjoyed similar success."

"Environmentalists have been galvanized into becoming a new force in American electoral politics as they seek to defend values which one would have thought would never have been under siege," McCloskey says.

★ ★ ★

**WATT IS POLARIZING** and politicizing what should not be a matter of bipartisanship. The issue of stewardship of federal lands and coastal waters is not the sort of issue for sharp splits between liberals and conservatives.

President Reagan has recently witnessed the departure of Transportation Secretary Drew Lewis, one of the most effective administrators of his initial cabinet, and of Secretary of Health and Human Services Richard Schweiker, highly-regarded despite some controversies. He is seeing assets depart. It is assuredly time that he should be seeing liabilities depart with Watt the first nominee.

# Risky cuts for Coast Guard

**T**HE Reagan administration could be risking untold lives and property damage if it insists that the Coast Guard swallow budget cuts estimated to range between \$43 million and \$60 million this fiscal year.

It's one thing to close the smaller recruiting offices, lay up a few over-age cutters and buoy tenders, consolidate recruit training at Cape May, N.J. and move the Coast Guard Band from New London, Conn. to Washington, D.C. All that may contribute to a leaner, more efficient service.

It's quite another thing to close 15 search-and-rescue stations in 11 states (one in California, at Klamath), cut the budgets of 16 other stations, including the one at Lake Tahoe, and get out of the business of monitoring ship traffic in three of the nation's busiest harbors, New York, New Orleans and San Francisco.

That's worse than being penny-wise and pound-foolish. The whole concept of playing acceptable-risk games with human lives is repugnant, and it's financially dubious as well, at least as far as the vessel traffic service centers in New York, New Orleans and San Francisco are concerned. It could cost Americans, as consumers and taxpayers, much more not to have them operating than the Coast Guard may save by shutting them down.

The San Francisco Vessel Traffic Service on Yerba Buena Island illustrates the point. Seven officers and 27 enlisted men operate the station's radar and radio, tracking an estimated 200 ship movements a day, or about 60,000 a year. When heavy fog settles over the 50 navigable miles of San Francisco Bay, the VTS can be a lifesaver. In fact, the presumption must be that it has saved lives; in its nine years of operation, there has not been a major maritime collision in the bay.

Not coincidentally, Congress enacted the Ports and Waterways Safety Act of 1972 — which established the nationwide VTS system — after a pair of 17,000-ton tankers, the Arizona Standard and the Oregon Standard, collided under the Golden Gate Bridge in January 1971. They were traveling in dense fog, and neither

was in communication with an embryonic, experimental VTS then being operated by the San Francisco Maritime Exchange.

An estimated 1.9 million gallons of fuel oil oozed out of the Oregon Standard, spreading an oil slick from Point Reyes, 30 miles north of the Golden Gate, to Pacifica, 20 miles south of it. The slick killed thousands of sea birds and generated lawsuits totaling more than \$3 billion against Standard Oil Co. of California, the owner of both vessels.

A year after this maritime disaster, Congress passed the Ports and Waterways Safety Act, and a year after that the Coast Guard put its San Francisco VTS into operation. Today, it costs about \$600,000 a year to operate, \$500,000 of that in Coast Guard salaries.

That seems a small price to pay for the ability to avoid disaster — and with 60,000 ship movements on the bay each year, there is a potential for disaster every time fog or rain reduces visibility significantly. Not surprisingly, the San Francisco Bar Pilots Association and the California Inland Pilots Association both oppose the Coast Guard's plan to shut down the San Francisco VTS.

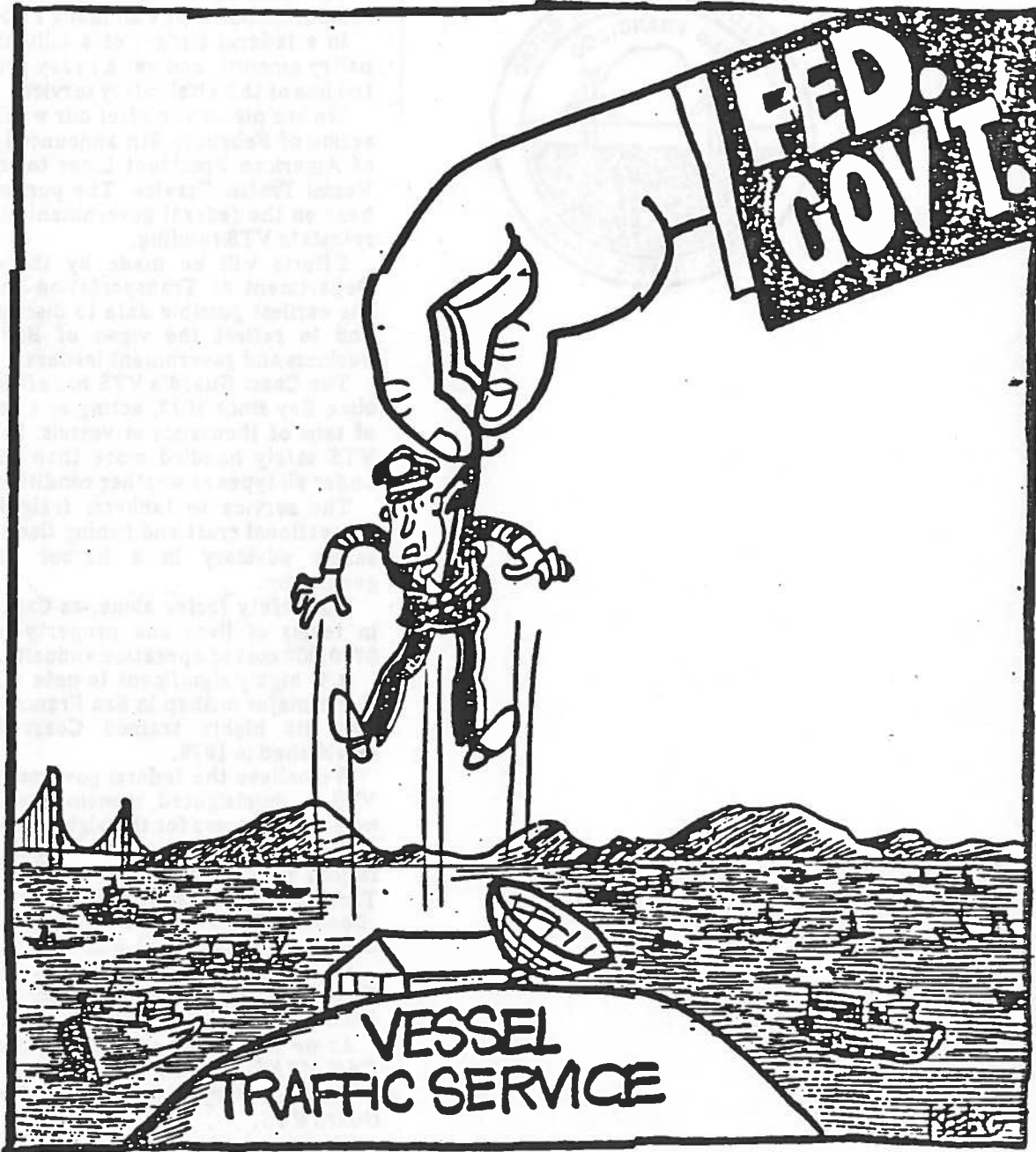
We think they have good cause, and we hope the Coast Guard will reconsider. If it doesn't, Congress should intervene, either to suggest alternative budget reductions or to provide more money for the Coast Guard.

The budget reductions currently planned would literally decimate this service. They would pare an estimated 3,400 officers and men, or 10 percent of the Coast Guard, from the active duty roster.

At a minimum, Congress should ask itself how the Coast Guard can be expected to apprehend drug smugglers, police the nation's fisheries, rescue the drowning, monitor port traffic, certify the seaworthiness of vessels visiting American ports, maintain a sophisticated system of aids to navigation — and more — and accept a 10 percent cut in personnel at the same time.

Clearly, if these budget reductions stand, something will have to give, and we fear it will be the safety of Americans on the nation's waterways.

**=Editorials & Commentary=**



# Independent Journal

Robert J. Well, *Publisher*  
Norwin S. Yoffie, *President*

David M. Smith  
*Executive Editor*

Roy L. Barron  
*Editor*

## Bay vessel safety service must stay

A serious and concerted effort is being made to save Coast Guard installations and functions in California, but of particular importance is keeping the Coast Guard Vessel Traffic Service on San Francisco Bay.

**TOWARD** that end the best collective voice is the Coalition to Save Vessel Traffic Service composed of representatives of barge, tanking operations, water transportation firms and recreational boaters. The coalition says the federal budget ax will end what it calls "a major navigation safety system" for the bay.

U.S. Sen. Alan Cranston has introduced legislation supporting the saving of much of the Coast Guard effort. State Sen. Milton Marks has introduced a joint resolution asking the U.S. Department of Transportation to save the VTS.

**IF CONGRESS** follows through with its budget plan, this vital safety service will be scuttled along with the planned reduction of coastal

rescue services and the closure of the boot camp on Government Island in San Francisco Bay.

But it is the VTS that is vital to the everyday life of the Bay Area, and in no small measure, to the thousands of Marinites, who ply bay waters in recreational craft.

**THE SYSTEM** was started in 1973 after a disastrous tanker collision, and there has been no major mishaps since then. This has been accomplished with the Coast Guard coordination of more than 65,000 vessel movements a year. In asking for restoration of Coast Guard funds, the coalition specifically seeks restoration of \$700,000.

That amount is included in a Coast Guard budget rescue of \$46 million proposed by Cranston. The president requested the full amount but congressional budget cutters deleted it.

Congress must act quickly to restore the Vessel Traffic Service fund and other monies pertaining to safety and rescue.

## EDITORIALS

# The Waterfront Is Looking Up

IN A TIME when we look at sets of statistics which are generally depressing, it is pleasant to turn our attention to the waterfront where, at the moment, things are quite upbeat.

Port Director Edward David has reported to Mayor Dianne Feinstein that port income, for the fiscal year ended June 30, was up 15 percent over that of the preceding year. Revenues increased nine percent to reach \$23.8 million.

The mayor is entitled to say that this represents a great turnaround, for it is the fourth straight year of growth in income and revenue.

AND IT IS apparent that this trend of increased maritime activity in the Port of San Francisco and in the bay generally will continue unless unforeseen events occur. The acquisition of the old Bethlehem Steel shipyards at 21st and Illinois Streets has already resulted in assignment of some \$19 million of work on the Navy supply ship Roanoke to the yard. Todd says that jobs which will aggregate \$60 million have been lined up for the yard.

The Navy has assigned two aircraft carriers to Alameda, some supply ships and two minesweepers to the bay in recent years. Now, the mayor says, it is going to assign a carrier battle group, some 14 combat vessels, to be homeported in San Francisco, an assignment which will mean substantial increase in Navy expenditures in an area it had been neglecting for some years.

Holland America Cruises has designated San Francisco as the American home port for its new and large luxury liner Nieuw Amsterdam, due to arrive next month, and the shipping line of the Peoples Republic of China will also use the Port of San Francisco as a West coast port of call.

AND WE HAVE, or at least many of us have, just watched the initial entry into the bay of the largest American container ship yet built, the new President Lincoln of American President Lines of San Francisco. The \$120-million, 860-foot vessel, the first of three sisters, is part of an \$800 million APL modernization of vessels and facilities.

This all totals up to significant amounts of money which finds its way through the entire economic fabric of the Bay Area. The total was recently calculated for 1981 by consultants retained by the Pacific Merchant Shipping Association. They found that maritime activities of all kinds brought \$2.1 billion into the economy of the nine county area and \$8.2 billion to the economy of California. What is more, the consultants reported that the figure will grow this year even if the rest of the economy is slow. There's gold, it seems, in them there waves.

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