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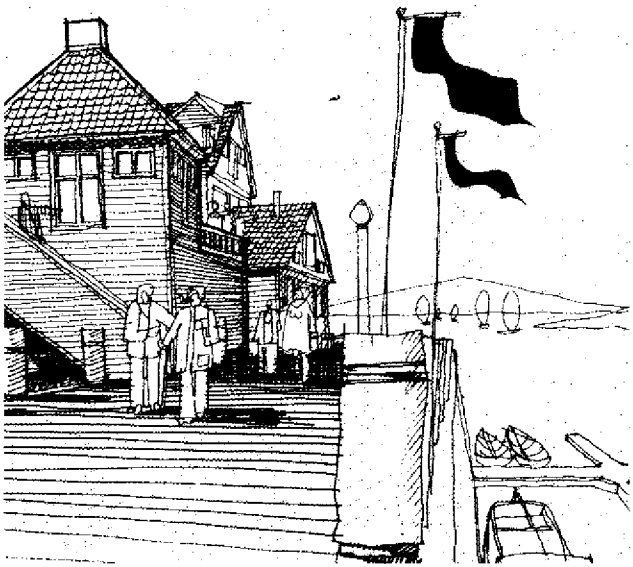
Waterfront Revitalization

FOR SMALLER COMMUNITIES



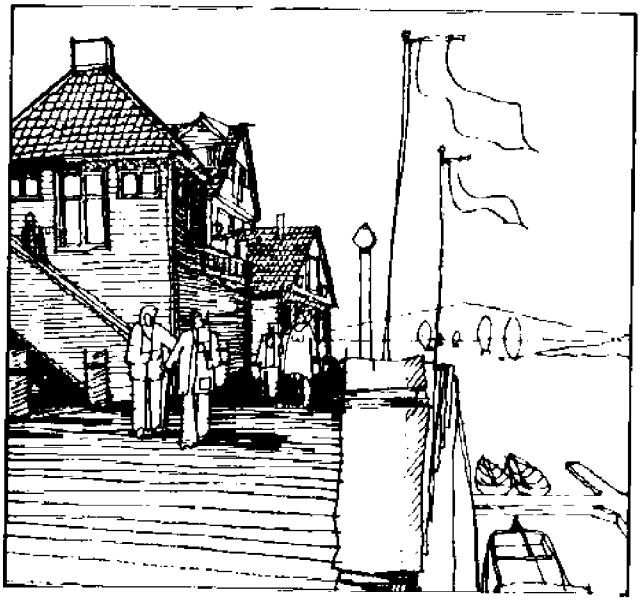
ROBERT GOODWIN • EDITOR

Waterfront Revitalization

FOR SMALLER COMMUNITIES

Proceedings of a Conference
April 23 - 24, 1987
Ocean Shores, Washington

Robert Goodwin, Editor



A Washington Sea Grant
Marine Advisory Services Publication
University of Washington, Seattle

WSG-WO 88-1

Support for this workshop and publication of the Proceedings was provided in part by grant number NA86AA-D-SG044, project A/FP-7 (Marine Advisory Services), from the National Oceanic and Atmospheric Administration to the Washington Sea Grant Program.

KEYWORDS:
1. Waterfront revitalization 2. Smaller communities 3. Coastal planning 4. Tourism 5. Maritime industries 6. Financing revitalization 7. Citizen involvement

Marine Advisory Services
Washington Sea Grant Program
College of Ocean and Fishery Sciences
University of Washington HG-30
Seattle, WA 98195

WSG-WO 88-1
May 1988

Library of Congress Cataloging-in-Publication Data

Waterfront revitalization for smaller communities.

Sponsored by Washington Sea Grant Marine Advisory Services, Washington Dept. of Ecology, and Washington Dept. of Community Development.

"A Washington Sea Grant Marine Advisory publication."

1. Urban renewal--United States--Case studies--Congresses. 2. Waterfronts--United States--Case studies--Congresses. 3. Waterfronts--Government policy--United States-Case studies--Congresses. 4. Land use, Urban--United States--Case studies--Congresses. I. Goodwin, Robert F. II. Washington Sea Grant Marine Advisory Services. III. Washington (State). Dept. of Ecology. IV. Washington (State). Dept. of Community Development.

HT175.W385 1988 307.3'4 88-17173

ISBN 0-934539-04-9

$12.00

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Acknowledgments

Conference Sponsors

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Washington State Department of Ecology
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Design:	Vicki Loe
Word Processing:	Pat Thomas, Moya Laigo

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Preface

In April, 1987, one-hundred-fifty people from smaller communities around the Pacific Northwest gathered for two balmy spring days in Ocean Shores, Washington, to share their knowledge and experience about the revitalization of their waterfronts. A large portion of what they shared appears in these **Proceedings**. But an equally large portion does not, because, in addition to the papers published here, there were community tours and workshops, speeches by noted guests, and all the spontaneous, one-on-one interactions that occur between sessions and over meals, which added immeasurably to the enjoyment and value of the conference.

"Smaller community" was not defined in any rigorous way, but the conference program was directed to the Poulsbos, Langleys, and Campbell Rivers of the region rather than to cities like Seattle, Tacoma or Portland. Smaller communities' waterfronts present a different kind and scale of redevelopment opportunity than is found in Metropolitan downtown waterfronts, in part because their economies are both smaller and simpler than those of a metropolis. Local markets rarely materialize in smaller communities for major hotel, retail and office uses on the waterfront. One industry may dominate the town and the waterfront — a fishing fleet, a pulp mill, or a seafood plant. Under such circumstances, a poor fishing season, or a slump in demand for lumber can devastate the local economy — hence, the importance of tourism development.

On the other hand municipal government is closer to the people of a smaller community. Municipal departments are smaller, less bureaucratized and easier to engage in community action than in a large city. Furthermore, waterfront redevelopment is likely to be a grass-roots activity lead by volunteers from the local business community. The waterfront property developer is more likely to be a neighbor than a stranger, and waterfront development projects are more likely, therefore, to be influenced by the community's esthetic and cultural values. The past, too, is often close at hand and well-remembered by folk who lived it, or who knew the folk who lived it.

Public Port authorities play important roles in many smaller waterfront communities: Ports are engines of economic development in their taxing districts, they harbor and service commercial fishing vessels and recreational smallcraft fleets, and they can be potent players in the revitalization of smaller communities' waterfronts. This latter role that ports can play on the waterfront is, in many cases, a recent one. Elected port commissioners and professional staff are still feeling their way through sometimes unfamiliar political territory as new demands are made upon them by redevelopment-oriented constituencies.

For all these reasons, the conference organizers felt that a waterfront revitalization conference involving the smaller communities of the Pacific Northwest could explore ideas unique to the smaller community, and generate information not available from existing published sources. That is indeed what happened at Ocean Shores; and the story is told in these **Proceedings**.

A final point: Only the lightest of editing has been done to these papers, so that the plain — and sometimes blunt — language and good sense of the participants is permitted to reach the reader, intact.

Robert F. Goodwin
Coastal Resources Specialist
Washington Sea Grant Marine Advisory Program
Seattle, March, 1988

Getting Started*

* In addition to the speakers whose papers appear in this section of the **Proceedings** we acknowledge with gratitude the presentation made by Brian Scott, Oregon Downtown Development Association, Portland.

Waterfront Revitalization in South Bend:
Energizing the Community

*David R. Spogen**

South Bend is a small community of sixteen hundred people located on the upper reaches of Willapa Bay. Nature has endowed the area with picturesque beauty by providing scenic terrain adjacent to a working waterfront. In the fall of each year, passersby traveling Highway 101 can view salmon gillnet boats drifting the river. At other times, viewers can see oyster dredges returning to Coast Oyster Company with thousands of oysters to be opened. Also prominent is the 1910 historic courthouse—"a house of elegance"—overlooking this active, pristine "S" bend in the river.

This setting has not been fully utilized, however, because area residents in the past have looked to traditional means of livelihood. Residents now realize that the failing seafood and timber industries signal a call for action. This call has evolved from scattered beginnings involving a few tireless individuals to town meetings attended by some seventy-five to a hundred and twenty people. This movement has grown from fragmented efforts to a combined comprehensive approach involving the total community through two surveys, fifty personal interviews, and fourteen media presentations. The following discussion will address a small town's attempts to organize and utilize its total strengths.

Scattered Beginnings

The Economic Development Council had recently lost a valiant effort in trying to bring a prison to the area. With sketches, drawings, and cost estimates, the council now proposed a boardwalk. The local historical society was attempting to acquire property from the Burlington Northern to remodel a turn of the century depot. Local high school students constructed a kiosk (for tourist information) and planters, painted murals, and secured money for a historical bulletin board. Other individuals painted a historic jail and a steam donkey. Through a joint City and

* Superindent of Schools, South Bend

Chamber of Commerce effort, benches were placed throughout the town, and a new festival, "Oyster Stampede," was initiated. Because of a local woman's efforts, fire hydrants in town were painted as various characters (sea captain, logger, alpine hiker, etc.). City officials also envisioned a park to attract tourists and perhaps to tie in with the proposed boardwalk.

Even though these early attempts were scattered, there was a spirit of hopefulness and a will to overcome adversity. A more comprehensive and unified approach was needed, however, if any appreciable change was to be made.

Attempts to Put It All Together

City officials, realizing that local resources were insufficient for projects of the magnitude of a boardwalk or a park, enlisted the assistance of the state's Department of Community Development (DCD). Through DCD counsel, it was decided to apply for two concurrent grants, a Coastal Zone Management grant (primarily design through construction drawings) and an LDMF (primarily economic). A grant-writing team was put together, consisting of the local superintendent of schools, the city supervisor, a city councilwoman (with college teaching background and local real estate experience), and the mayor. Continual assistance was given the team by DCD, and at their insistence, a coordinator was named.

Also during this time period, a local committee of twenty-four was named, using two criteria: 1) a cross section of the community, involving labor, business, education, and public agencies; and 2) people with minds of their own.

Once the grants had been approved, a coordinator selected, and a committee formed, a public involvement process was ready to begin.

Selection of a Consultant

The selection of consultants was discussed at the first full meeting of "Revitalization of the Waterfront and Related Developments" (REWARD) committee.

The group was asked to list desirable attributes of hypothetical consultants. Among the responses were the following: 1) Consultants should not be condescending. 2) They should be easy to get along with. 3) They should be acceptable to townspeople. 4) They should be experienced in dealing with small towns. 5) They should be experienced in the areas of tourism and industry. At a subsequent REWARD meeting, a subcommittee of six was chosen to develop procedures and assist in the hiring of consultants.

The subcommittee's first task was to expand the criteria listed by the REWARD committee to a complete set of selection criteria to be used in

the eventual hiring of consultants. The selection criteria developed included: 1) experience, 2) professional skills, 3) communication skills, 4) interaction skills, 5) decision-making skills, and 6) operation efficiency. Each selection criterion had definitions and value points assigned. The subcommittee then studied the qualifications submitted and chose the top four firms.

Next, the selection committee developed an interview process: 1) The subcommittee would be the interviewers. 2) Interview questions would be designed using the previously developed selection criteria. 3) The interviews would be structured with a) the prospective firm making its presentation first; b) the committee's interview questions would be asked second; and c) third, each committee member would ask specific questions related to the firm's presentation and to the firm's responses to specific interview questions. 4) After the process, scores from the six individual interviewers would be recorded and a decision would be reached.

The interview process involved six active participants and had its roots in the committee at large, with the result that the best consultants were selected for the process.

Development of a Media Program

A request was made to the consultant by the project coordinator, asking for a general communications program that included the many facets of the process. A similar request was made of a publicity subcommittee of REWARD. The two proposals were melded into one and then reviewed by the whole REWARD committee. The committee at large developed additional items: 1) the acronym REWARD, 2) a bulletin board to be placed in a downtown store window; and 3) a REWARD button. The publicity committee developed a media campaign that included newspaper articles, newspaper ads, radio presentations, and a videotape of a design studio.

The Economic Strand

The REWARD committee, after successfully organizing an open house and introducing the two consultants and five members of DCD to one hundred and twenty-two citizens of South Bend, developed a list of business and community leaders to be interviewed. Sixty-four ideas in the specific economic areas of tourism, housing, cottage industry, aquaculture, and miscellaneous industry resulted.

The REWARD committee then decided to expand its base, and enlisted high school students to perform a city-wide telephone survey, which

would include the area's residents, with the exception of the business community. One hundred and four, 22-minute surveys resulted. Fifteen high school letter club members accomplished this task. The third part of the economic survey involved a written business-wide survey in which seventy-five business people participated.

The surveys and interviews accounted for two hundred and twenty-nine contacts with the citizens of South Bend, with more than thirty people accomplishing these tasks. In addition to the surveys mentioned, a tourist-intercept survey was also completed, involving two hundred and seventy-four responses.

Design Studios

Prior to the first and second design sessions, the REWARD committee organized a phone team that called all the business people and others who had been interviewed by the economic consultant to urge them to attend the design studios. As a result, more than seventy people attended each of two presentations. Active interest on the part of area residents was reflected not only in the number attending but also in the length of the sessions--nearly two and a half hours each time. A follow-up videotape presentation after the second design studio involved an additional fifteen residents.

Future Involvement

Results of the surveys uncovered some sixty-four areas of economic investigation. The REWARD committee is currently working on an administrative mechanism that will involve the full committee and will have a structured process, complete with target dates.

Products and Problems

Local products developed through this process include an elaborate screening technique to select consultants, an objective screen to arrive at project selection, written postulates, and a management by objective format.

The objective screen was developed prior to the selection of a specific site project in an effort to lessen subjective judgments by the committee. The screen included three factors: economic, legal/physical, and public/time. The economic section was divided into: a) revenue enhancement, b) cost effectiveness; and c) operation and maintenance cost. The legal/physical screen was divided into : a) shoreline management, and b) grant eligibility. The public/time component had: a) project acceptance, b) project usage by public, and c) time estimate for project completions.

The objective screen was simplified by a subcommittee from a more technical base to give the process clarity, brevity, and utility.

Seven postulates were written in an effort to explain the difference between a "process" and a "project," while also trying to expose hidden agendas. As an example, Postulate 2 states: "A process is the application of procedures which will lead eventually to an outcome (defined projects) and is predicated on open communication and involvement; if outcomes are prematurely predicted and sought, the process will suffer as well as the outcome." Another example: Postulate 4 says: "If the process is followed and open communication is achieved, the public at large will feel ownership and feel supportive, but if the public feels the outcome is predetermined, public support may not follow."

With sixty-four ideas to be explored, the REWARD committee will assign five team leaders in the areas of 1) housing, 2) aquaculture, 3) tourism, 4) cottage industry, and 5) miscellaneous industry. The team leaders will then organize five teams to follow a management by objective format complete with objectives, activities, and an action format--who does what and by when. The committee hopes to get a minimum of fifty additional individuals involved.

Conclusions

The time, effort, and involvement in the selection of the consultants was well worth while because the right consultants are paramount to the process since they must display interest and concern even when hidden agendas and selfish interests are projected onto the scene.

Getting the citizenry of the area involved is essential to the process for they will: a) gain ownership in the proceedings and outcomes; b) be more receptive when monetary concerns are raised; c) provide new ideas and the necessary motivation to accomplish necessary tasks; and d) engender a proactive spirit that will help to overcome apathy and adversity.

Every small community has the potential, even though there may seem to be a very thin veneer of talent, to attempt revitalization. However, the community must be dedicated and willing and have the courage to proceed.

Choosing and Using Consultants for Waterfront Revitalization

Paul Sorensen *

In many of Western Washington's coastal and riverfront communities, the recent downturn in the two traditional economic mainstays (the fishing and forest products industries) have created a tremendous need to diversify the local economy. South Bend, which recently evaluated its options to revitalize waterfront activities, is a good example of this phenomenon. The first question to be asked is: How do you start the process of revitalization? Also, what process should a community should employ in deciding whether or not to hire an outside consultant; and if the decision is made to hire one, how do you make the best use of the consultant's efforts?

In some cases, you may be looking for someone simply to bless your activities or process. The decision to hire a consultant is yours and you can create a relationship ranging from a low level of involvement (e.g., having the consultant review your work or provide advice) to a high level of involvement (e.g., having him develop a scope of work and undertake all work elements). The key points to consider in the potential use of consultants are:

- Do you need a consultant, or can you do the work using community staff and volunteers?
- What can you realistically expect from a consultant?
- What is the best way to select a consultant?, and
- What is the best way to work effectively with a consultant?

Identifying Goals and Objectives

The one central issue in all attempts to revitalize waterfronts is to identify the realistic goals and objectives. This is an extremely difficult task for the following reasons:

---

* Vice President, Consulting Services, Trade Information Planning Systems

1. There are always divergent opinions about what should be developed and when it can and should be attempted

Here is an example of this type of potential obstacle. In 1984, I assisted the Port of Seattle in identifying the supply of, and demand for, commercial moorage vessels (e.g., fishing vessels, tugs and barges, marine construction equipment and like small commercial vessels) throughout the Seattle harbor area. In several areas of the harbor, well established commercial marine operators were being forced out by recreational marine operations and in some cases by non-water-dependent operations.

One area of particular controversy was and continues to be the central waterfront (Piers 48 to 70). A member of the Seattle Shorelines Coalition disputed the concept that this area was no longer acceptable for cargo operations and should be transformed into people-oriented open space with retail/commercial businesses. In order to test this concern, we met with representatives of the two major stevedoring companies in Seattle and with this member of the Coalition. The gentlemen from the stevedoring firms explained that the central waterfront was no longer viable for cargo operations from an economic viewpoint but that it might be feasible from an engineering viewpoint (albeit at considerable cost). They indicated that if the Port were to build it, they would be interested in operating such a facility. Even in cases that seem clearcut, like this one, there will be controversy between mutually exclusive uses.

It is essential to gain an understanding of what the highest and best use is for the target site(s). Can it accommodate more than one use? You may ultimately be deciding between similar cases of mutually exclusive uses. Should existing uses be protected? Should the facility be recreational, retail, commercial, residential, or industrial? Should it be water-dependent, water-related or non-water-dependent? Should it be publicly or privately developed? Is there a potential for a public/private partnership? How should the project be financed? Should the project maximize return on investment or provide jobs for the local community?

2. A second potential obstacle is divergent opinions about whether the development will have a positive or negative impact on the community.

A good example of this latter concern is the current debate about the economic impact of the proposed Naval Homeporting Task Force upon the City of Everett. It appears that the divergent economic impact studies are being used to debate much deeper social fears and/or hopes.

You may find potential concerns in the community in considering, for example, moving from an industrial base (e.g., forest products, fishing, etc.) to a service base (e.g., tourist or hospitality industry). The questions

that may arise are as follows: If we develop tourism, won't we be relying on lower paid seasonal jobs at the expense of higher paid industrial opportunities? How much publicly sponsored infrastructure is required? Where will the money come from to pay for these improvements? How can we be certain that the businesses we subsidize now (e.g., by spending up-front infrastructure development funds) will continue to provide jobs two or more years in the future? In short, what is the economic and fiscal impact on the community? What potential return on investment will the developer require? What levels of risk are associated with each type of development? What are the trade-offs in pursuing one course of action over another?

You must address the project's opportunities and constraints by properly evaluating your goals and objectives. This will allow you to identify the potential "deal makers and deal breakers."

At this point you should develop a committee of local citizens and do as much as you can do with local talent. A formal process is also required to marshal the forces.properly [1] However, you must realize (as I'm sure you do) that individual members of the committee may have long standing disagreements about what type of development should be pursued. Hidden agendas often seem to materialize in these types of projects.

Hiring a Consultant

After the committee and the procedures have been established, it may be useful to get a second opinion and hire a consultant who can assist by supplementing your skills and indicating potential trade-offs between mutually exclusive uses. In short, a consultant can help insure that your decision is informed. You, however, must make the final decision.

TYPE OF CONSULTANT

The selection process starts with determining what type of consultant you want to hire. It has been my experience that waterfront revitalization projects generally require team-building, with a minimum of three different professional backgrounds.

First, the community could benefit from an economics/market research firm. This firm can prepare a highest-and-best-use report that addresses the feasibility of the project and evaluates and ranks specific uses. Typical products of this type of analysis are: intercept surveys of users,

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[1] Dave Spogen, Project Manager of South Bend's REWARD Committee, has admirably addressed these issues. (As one of the consultants working on the South Bend project, I saw how useful it is to work with an organized project manager employing "management by objectives" or similar techniques. It makes everyone's job (client and consultant) that much easier.)

surveys of citizens and business owners, surveys within the potential market area (e.g., I-5 corridor), detailed analyses of demographics, sales, market shares and opportunities within each sector, and the like. These products can then help identify the highest and best use candidates for the site by evaluating land or building absorption rates, available financing options, requirements from the private sector on return on investment ,and the economic impact on the community.

Second, the community could also benefit from an urban design firm. Such firms can translate potential opportunities into alternative development concepts with a sensitivity toward view corridors, access opportunities, permit and zoning requirements, status of historical buildings, community design character and the like depending upon the location, configuration, shape and size of the site(s). Presentation of alternative development concepts enables the community to visualize the opportunities that may be available to them.

Third, the community may benefit from the services of an engineering firm. that can evaluate the development cost associated with specific soil conditions; loading and parking requirements; need for piling supports, floats or other structures; the impact of weather conditions upon marina or boardwalk size and expense; ways of bringing access and utilities onto the site.

In my opinion, the project is not complete unless these three professional backgrounds are available. "Pretty pictures" are not valuable unless they can actually be designed and meet some realistic economic need. Likewise market research is not useful unless it can be transformed into spatial opportunities that allow a community to visualize how the project might really turn out.

Waterfront revitalization projects are very fragile: A community can exhaust itself and become burned out on the prospects for development unless it receives clear information on the market opportunities and the potential physical characteristics of a project and the trade-offs associated with its development. This is precisely when a consultant can assist the community. The process of building political support for the project is best left to a well-organized committee of local citizens.

PROCESS FOR SELECTION

The best way to select a consultant, in my opinion, is to require an initial Request for Qualifications (RFQ). Screen down from the multitude of potential consultants to three to five consultants or teams. The committee should document the selection process by the use of rating sheets with weighted criteria that best match the community's objectives.

Requests for Qualifications usually include brief statements about: a consultant's understanding of the problem, experience in similar projects, commitment of the project team, and time availability. The entire package may be only a few pages long.

It is wasteful for both consultants and clients to request detailed proposals from each potential consulting firm. Screen down first using an RFQ, and then ask for detailed proposals (RFPs) from the remaining three to five consultants. At this stage, you can evaluate project scope of work, team organization and staffing, budget, schedule, and other relevant proposal components.

MANAGEMENT OF THE CONSULTANT

It is very important that the committee be involved in the decision process from the beginning since the client/consultant relationship is an important stage in the evolution of the project.

After a consultant is selected, an initial meeting should be held to make sure that everyone understands the objectives and limitations of the contract. The committee must agree on why the project is being undertaken, what the scope of work is, what the schedule is, and when each properly defined work product should be delivered. Also, very important at this initial stage is the development of a contingency plan to address unusual or unexpected events, opportunities and constraints. Be sure to identify the chain of command within the committee. Who is the project manager? Who are the chairpersons? What is the committee's review procedure? How active will the committee be?

If the committee is to continue in existence after the consultant has completed the assignment, it is imperative that a transition plan be developed as the consultant proceeds with the work. The community must determine what resources it is willing to expend on the project and how much effort should come from the consultant, whether it is simply advising individual members of the committee or reviewing work or providing all of the technical input on the project.

In most cases, waterfront revitalization will also require a strong public involvement process. Adequate time should be provided for people to understand fully what the alternatives and potential impacts of development are so that they can properly respond to these trade-offs. Projects that are rushed for whatever reason generally develop snags, whereas building consensus saves time in the long run. In addition to creating a committee of concerned citizens, you may also choose to create a public involvement process utilizing meetings, open public viewing areas of consultant's drawings and research, newspaper articles, radio

and/or television talk shows. The effective waterfront revitalization process will build consensus within the community.

Through all of these procedures, you will inevitably run into modification of your anticipated course of action. If a proper procedure is in place, people can make reasonable decisions about what to do to satisfactorily adjust the situation.

Economic Opportunities and Constraints on the Waterfront

Numerous potential opportunities and constraints may impact your community's waterfront. Here are some that I have observed in various waterfront planning projects.

One of the first things to consider is whether the waterfront is the best asset of the community. You may have an underutilized industrial area that is not on the waterfront that may be your best opportunity for growth. Therefore, you should consider waterfront revitalization efforts in relationship to all other opportunities for economic development in the community. Some of the industrial, retail and residential water-oriented opportunities are enumerated here.

INDUSTRIAL OPPORTUNITIES

Several industrial development trends may create an opportunity for your community.

First, there has been a shift of trade movement from the Atlantic to the Pacific Rim, and this has created opportunities for distribution and component assembly of imports in the Puget Sound area. Nintendo (Donkey Kong and other video games), Hasbro (toys), and Raleigh (bicycles), have all moved their U.S. distribution centers to this region.

Second, competition between Seattle and Tacoma for higher valued waterborne products is forcing lower valued products out of these harbors and has created opportunities for smaller waterfront communities in such cargoes as liquid bulk (tallow, oil, etc.), dry bulk (chips, coke...), and other waterborne cargo.

Third, competition for higher valued retail/commercial developments in Seattle and other central Puget Sound areas is forcing many established marine businesses out of the area. Examples include fishing vessels, tug and barge operations, marine construction, cement and related building products, ship-building and repair.

Fourth, we are beginning to see high technology and secondary processing of forest and fisheries products. Firms involved include: ProTan (produces chitosan from crab and shrimp shells which is used as a material for biodegradable sutures, contact lenses, and flocculents), and

Cedaral (specialty flea-proof mattresses for dogs and cedar oil for room deodorant).

Fifth, there still appear to be opportunities for so-called cottage industry, like food products and bakery goods (e.g., Poulsbo Bread, Chehalis Mints, etc.).

Sixth, aquaculture development is a good opportunity in clean water areas where neighborhood resistance is not too severe. Species currently under aquaculture development include pen-reared salmon, nori, oysters, and mussels.

Finally, there may be opportunities for water-dependent industry for your community as well in providing moorage and support facilities for government, scientific and military vessels, off-shore oil rigs and support vessels and the like.

TOURISM/HOSPITALITY OPPORTUNITIES

First, you should evaluate your community's potential as a destination or gateway (secondary) market. This, of course, depends upon your location (e.g., access to I-5 corridor) as well as the activities and services available to the visitor. The local market will in many cases be the mainstay for local merchants with tourism providing only 10 to 20 percent of their sales. Be certain that you understand the relationship between the local and the tourist markets, because you do not want to hurt either market by inappropriate development.

After you have determined your specific market niche, signage, advertising, and promotion are extremely important. You should wisely decide how to spend your limited resources wisely to optimize results.

There are several potential shops to consider that may fit both the local and tourist markets: bakeries, gift shops, art galleries, candy stores, ice cream parlors, restaurants (especially first class seafood restaurants), motels, bed and breakfasts and the like.

Tourists will also be interested in: tours of factories, harbor tours (whale watching), historical walking tours, museums, parks (waterfront promenades), and active and passive recreation. Recreational transient, temporary or permanent moorage, boat launching facilities and other means to enhance public access to the waterfront may be appropriate.

Finally, you must also provide certain public facilities such as restrooms and parking.

The interest value of a working waterfront cannot now be ignored. Tourists like to see the industry at work particularly if the opportunity is not available to them at home.

RESIDENTIAL OPPORTUNITIES

Another appropriate opportunity for you to consider is the burgeoning senior housing market in many small-town waterfront communities. Many active seniors want recreational opportunities in a relaxed location.

Obviously, there is also an opportunity for second homes (vacation), time share condominiums or other residential development for non-seniors as well. Perhaps this type of development fits in with your plans.

In many areas, there may also be an opportunity for developing housing for the consultant/professional market. Experts estimate that with continued use of computers, more consultants and professionals will be working out of their homes.

This is only a partial list of potential opportunities. You should evaluate the best potential for your particular community by conducting economic/market research to best define your community's highest and best use of the waterfront. Whether you do it yourself or enlist the services of a consultant, this is the starting point that leads to realistic revitalization.

Fostering Revitalization*

* In addition to the speakers whose papers appear in this section of the **Proceedings** we acknowledge with gratitude the presentation made by David Bowden, Kerkhoff Construction, Inc. Seattle.

Economics of Waterfront Development in Smaller Communities

Gregory R. Easton *

The first condition for successful waterfront revitalization is that demand must exist for the project. The demand may be reflected in overutilization of existing facilities or leakage to competing areas elsewhere; or, it may be latent and emerge only after new opportunities are created. In either case, the level of potential demand will determine the type of revitalization that can occur and the means through which it can be achieved.

Waterfront sites are a relatively scarce resource, and as such, they offer special opportunities for development. In particular, they attract three broad categories of uses:

- WATER-DEPENDENT USES — those which must have waterfront sites. These include industrial uses such as marine terminals or recreational uses such as small boat marinas.
- WATER-RELATED USES — those which benefit from waterfront sites, particularly for transport of raw materials and finished products. Such uses are often industrial — for example, forest products manufacturers.
- WATER-ENHANCED USES — those which could occur anywhere but which attract additional patronage as a result of waterfront amenities. Retail and office developments are typical of this type of use.

Water-dependent uses are recognized as high priority uses on the waterfront, particularly in small communities where they are key elements of the economic base. The water-enhanced uses are increasingly viewed as means to support water-dependent uses. The demand for each use will determine a feasible mix of the three.

At the same time, there are special constraints related to waterfront development. The regulatory environment limits the type and intensity of development that can occur. The capital cost of waterfront development is

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often high. On-going maintenance costs are also high. Finally,economic conditions in traditional waterfront industries have changed. The combination of these constraints increases the level of demand that must exist in order to support a successful project.

Successful waterfront revitalization in a community of any size must capitalize upon the opportunities while acknowledging the constraints. This discussion focuses on development opportunities and highlights certain economic relationships. In particular, it addresses how land values reflect the strength of development opportunities; what levels of waterfront development are supportable; and how development opportunities can be financed.

Land Value as a Measure of Economic Opportunity

It is possible to construct very detailed models to evaluate the feasibility of any development opportunity. Figure 1 provides a simple summary of the interrelationships among several determinants of development potential. As shown, those determinants are reflected in a single measure, land value. Stronger opportunities can support higher land values.

Land value is determined by the balance of supply and demand. Two potential uses are shown in Figure 1: industrial use---including manufacturing, transportation, and construction; commercial/recreational use---including retail and services. Other potential uses such as institutional or residential are not considered.

The determinants of demands can be summarized as follows:

> RESOURCES are the labor and materials required for industrial uses. The resources are often unique to a particular region or local area.
>
> PRODUCT DEMAND is the demand for the industrial product (or service). This demand is often determined outside the local area or region.
>
> LOCAL RESIDENTS are the local consumers of the commercial goods and services. The number of residents and their consuming behavior determine the level of demand.
>
> VISITORS are consumers of the commercial/recreational goods and services, who come from outside the area.

Generally, each of these determinants is a given for any particular community or site.

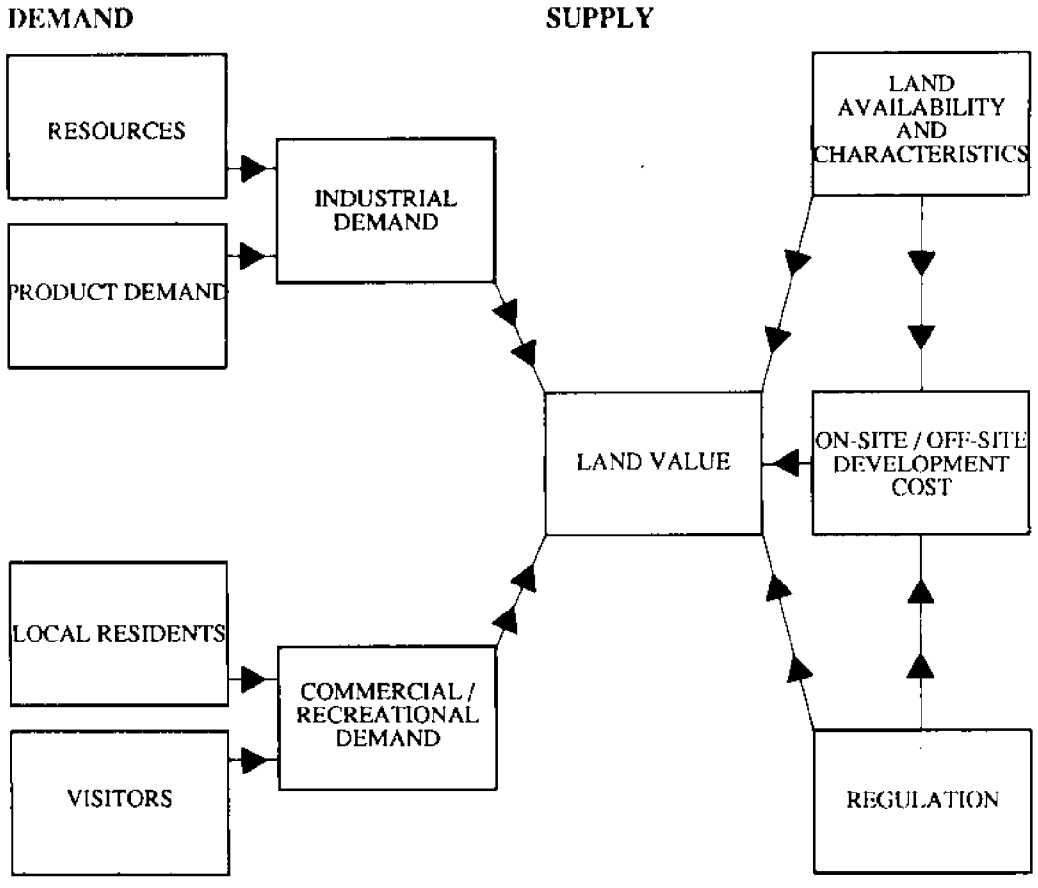

Fig. 1 Determinants of Development Potential

The determinants of supply include the following:

LAND AVAILABILITY AND CHARACTERISTICS refer to the size and characteristics of a particular site and the size and characteristics of any competing sites. A scarcity of suitable sites increases land value.

ON-AND OFF-SITE DEVELOPMENT COSTS are the improvements required to accommodate particular uses. The amount of these costs is dependent upon the characteristics of the site and any requirements imposed by regulation.

REGULATION determines what is allowed on the site and what other conditions are imposed.

These determinants address the opportunities and constraints listed earlier.

A comparison of land values suggests the interaction of these determinants. Table 1 compares some typical land values under alternative conditions. Comparisons of industrial and commercial/recreational address alternative land uses. Comparisons of metropolitan and non-metropolitan areas address differences in sizes of market areas. Comparisons of waterfront and non-waterfront sites address the differences in site characteristics.

While the land values shown are quite general, it is possible to conclude the following:

- *Land values in metropolitan areas greatly exceed land values in non-metropolitan areas.* The demand determinants are more favorable in every case.
- *Land values for commercial/recreational uses are higher than values for industrial uses in metropolitan areas.* The larger resident and visitor population creates a significant demand for these uses.
- *Land values for commercial/recreational uses are approximately equal to values for industrial uses in non-metropolitan areas.* Generally, the demand for commercial/recreational uses is not great enough for them to outbid industrial uses for sites.
- *Land values for waterfront uses generally exceed the value for non-waterfront uses.* Waterfront sites can accommodate any use that non-waterfront sites can accommodate as well as others. However, the higher on- and off-site development costs for some waterfront sites can sometimes reduce the value of a waterfront site below that of a non-waterfront site.

The implication of these results for smaller communities is that waterfront sites do provide opportunities but perhaps not as strong as those in larger communities. In addition, commercial uses do not pay a significant premium over industrial uses and thus do not offer the potential to support water-dependent uses.

Table 1. Relationship of Land Value to Demand Determinants

USE/MARKET AREA	LAND VALUE (PER SQUARE FOOT) WATERFRONT	NON-WATERFRONT
Industrial		
Metropolitan Area	$5.00 - 10.00	$3.00 - 7.00
Non-Metropolitan Area	$1.00 - 5.00	$0.25 - 4.00
Commercial		
Metropolitan Area	$10.00 - 25.00	$5.00 - 10.00
Non-Metropolitan Area	$ 1.00 - 5.00	$0.25 - 4.00

Demand for Development Opportunities

It is possible to explore further the relationship between demand determinants and opportunities for development. Table 2 presents an estimate of demand for a hypothetical commercial attraction in each of three general settings—a major metropolitan area, a small metropolitan area, and a non-metropolitan area. The calculation is hypothetical in two respects: 1)the attraction itself is typical of specialty retail or recreation center, but would not reflect any unique user groups that may exist in a particular market, and 2) the settings reflect average-sized locations within each category. Seattle can be considered typical of the major metropolitan area, Olympia of the small metropolitan area, and Port Angeles of the non-metropolitan area.

There are three major factors which will affect supportable development:

MARKET AREA POPULATION reflects the size of the potential customer base.

PENETRATION RATE reflects the percentage of the total population that can be attracted.

AVERAGE SPENDING reflects the average amount that each attendee or customer will spend.

The product of these factors is total annual spending. This in turn can be translated into a measure of development (at least for specialty retail) through application of a sales efficiency factor.

Figures for market area population include primary area residents--residents of the immediate county; the secondary area--surrounding counties; and visitors from outside the primary and secondary areas. The number of visitors is often large in comparison to the number of residents.

	Major Metro Area	Small Metro Area	Non-Metro Area
Market Area Population			
Residents-Primary	1,000,000	150,000	50,000
Residents-Secondary	600,000	100,000	25,000
Visitors	5,000,000	200,000	200,000
Penetration Rate			
Residents-Primary	.25 —.50	.30 —.55	.35 —.60
Residents-Secondary	.15 —.25	.20 —.30	.20 —.30
Visitors	.10 —.15	.10 —.15	.10 —.15
Average Spending			
Residents-Primary	$5 — 25	$5 — 15	$5 — 10
Residents-Secondary	$5 — 25	$5 — 15	$5 — 10
Visitors	$5 — 15	$5 — 10	$5 — 10
Total Annual Spending			
Residents-Primary	$1,250,000 — 12,500,000	$225,000 — 1,237,500	$ 87,500 — 30,000
Residents-Secondary	$ 450,000 — 3,750,000	$100,000 — 450,000	$ 25,000 — 75,000
Visitors	$2,500,000 — 11,250,000	$100,000 — 300,000	$100,000 — 300,000
Total	$4,200,000 — 27,500,000	$425,000 — 1,987,500	$212,500 — 675,000
Supportable Commercial Development	(@ $200 per SF) 21,000 — 137,000	(@ $75 per SF) 2,400 — 11,400	(@ $150 per SF) 1,400 — 4,500

Table 2. Hypothetical Commercial Attraction Demand

The penetration rates vary from 10 to 15 percent for visitors and 15 to 60 percent for residents. These rates are taken from the experience of major specialty retail centers and recreation attractions in the Western United States. The penetration rates depend upon the quality of the attraction and the availability of alternative competitive activities.

Average spending per person can vary widely depending upon the quality of the attraction or the mix of retail tenants. The range shown here varies from the average purchase at a restaurant to the average purchase from a traditional shopping center. Residents are projected to spend more than visitors, and both residents and non-residents are projected to spend more in metropolitan areas.

Total annual spending would vary widely from $4.2 to $27.5 million in major metropolitan areas, $.4 to $2.0 million in small metropolitan areas, and $.2 to $.7 million in non-metropolitan areas. Resident spending represents more than one-half of total spending in almost all cases. These levels of spending would support a single facility of up to 137,500 square feet in a major metropolitan area, 11,400 square feet in a smaller metropolitan area, and 4,500 square feet in a non-metropolitan area. These numbers may understate the potential demand in two respects. First, they suggest the potential spending at a single attraction, whereas residents and visitors often support two or more in a community. Second, they do not reflect any special user groups in an area, which may support an attraction to a much greater extent. However, the numbers do suggest the relationship between population and supportable development.

The implication for small communities is that a typical retail or recreational attraction is not supportable given the resident and visitor base. Any viable development opportunities will stem from unique assets and special user groups.

Financing of Waterfront Development Opportunities

The foregoing conclusions have some further implications for the financing of waterfront development. Many schemes for waterfront development pursue a public-private partnership. A private participant will provide commercial development on a publicly owned site, and that development will generate payments (sales proceeds, lease payments, or concession income) to the public agency. Those funds will support the construction of certain public features or amenities.

These various payments can be estimated for a hypothetical development in a non-metropolitan area. A 4,500-square-foot retail center would require a site approximately 18,000 sq. ft. in size. At $5.00 per square foot land value, the value of that site would be $90,000. This represents the value of the development opportunity, and the private par-

ticipant would not be willing to contribute more than this amount. While the public-private partnership may be structured in different ways, the key underlying concept is the trading of dollars for the value of development rights. The promises of creative finance cannot obscure that equation.

Summary

The information presented here is not intended to suggest that waterfront development opportunities are either great or limited. Rather, it is intended to suggest certain important interrelationships. In particular, it suggests the following:

1. Typical attractions that may succeed in metropolitan areas will not work in smaller communities because of the limited market size. Developments should be based upon unique local attributes that may attract special user groups.

2. Water-dependent uses may be a more important element for projects in smaller communities because the non-water-dependent uses are less able to subsidize them.

3. Commercial development must be as attractive to local residents as visitors since residents will contribute more than half the potential support.

4. Public/private development schemes must be realistic in identifying the value of the development opportunity for the private participation and the resulting private financial contribution. The project should be sized and implemented with this in mind.

Public Policies and Plans for Waterfront Revitalization

John Owen *

In considering waterfront revitalization from the standpoint of the public waterfront planner, the question to ask is, "How can a public sector planner take the problems and opportunities and achieve positive shoreline development?" It's a tough job because it also involves balancing a variety of public and private objectives, such as those related to maritime industry, local residents, recreation, environmental quality, and commercial development. A public waterfront planner is like someone on a tightrope, trying to balance all interested parties along with himself. This paper, then, focuses on the tools necessary to achieve positive waterfront development while maintaining this delicate balance.

The principal issue for many smaller harborfront communities is how to allow more non-water-dependent and visitor-oriented development without damaging environmental conditions or displacing the economically fragile maritime uses. There are three tools most helpful in this effort. The first of these is a comprehensive development/management plan, identifying desired use patterns, circulation systems, and public improvements. This comprehensive plan is the basis for achieving coordinated actions by city, port, and state agencies, community groups and private businesses, all of whom have roles to play in implementing successful redevelopment.

Tool 1: A Comprehensive Waterfront Plan

The principal steps in developing a planning framework are shown in Figure 1 (This process is outlined in detail in the Department of Ecology's, "Urban Waterfront Policy Analysis," which is available through their office).

The first step is to inventory relevant conditions such as water depth, street access, environmental constraints, and to use this information to divide the waterfront into segments or subareas with similar char-

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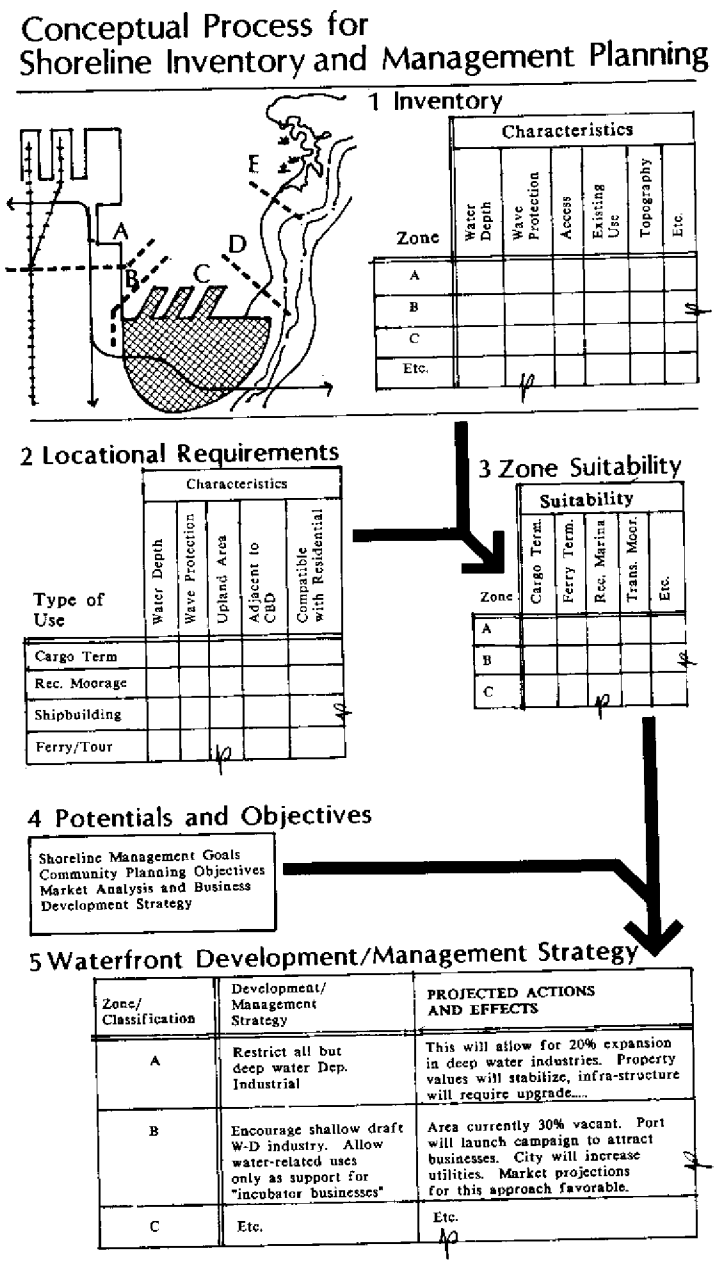

Figure 1. Conceptual Process for Shoreline Inventory and Management Planning

acteristics. One of the most important items is to determine land ownership, which can get surprisingly complicated, even for public properties. It seems that ownership of street end right-of-way, which would be so useful for access, is typically clouded. Also, illegal fill along the shoreline sometimes results in the Department of Natural Resources' (DNR) owning dry land waterfront. And speaking of DNR, the time to involve them in the process is when you identify a parcel of affected land or submerged property under their ownership. Think of them as a property owner and bring them into the process when the planning affects their property. For example, DNR planners can be of great value in public workshops when developers are pressuring local planners to build over the water. They simply stand up and say, "You can't build it there because it's our property." Developers tend to understand the concept of land ownership better than land use regulations.

In step two, the suitability of shoreline subareas is assessed by comparing the characteristics of each area with the characteristics required for each of the various types of waterfront uses.

The third and key step is to translate this information, plus the community's goals and objectives, into a development/management plan. This is the step that involves public participation and market analysis to incorporate community objectives with economic opportunities. A critical aspect of this, of course, is to determine what is economically viable. In assessing development, it is not only important to consider generalized, regional aspects of market analysis, it is also crucial to look at specific opportunities that give your waterfront an advantage. For example, some half-a-million people per year wait for the Blackball Ferry in Port Angeles. Now there's a market!

Also, it is often advantageous to target specific activities and find ways to attract them. The question is not so much "What is economically viable?" but rather, "What will it take to make a particular use viable? What can we do to enhance our city's attractiveness to a desirable use?" Since water-oriented activities are so specialized, it makes sense to get specialized expertise. If you are looking at fishing industry development, for example, get advice from the business operators in that field.

A final thought on the comprehensive plan: Because a primary objective is to promote action and cooperative effort, it is important that the plan set a common "vision" of what the waterfront can be in order to build a community consensus. For this purpose, illustrative graphics and conceptual design elements are important to help the public envision the desired outcome (see Figure 2).

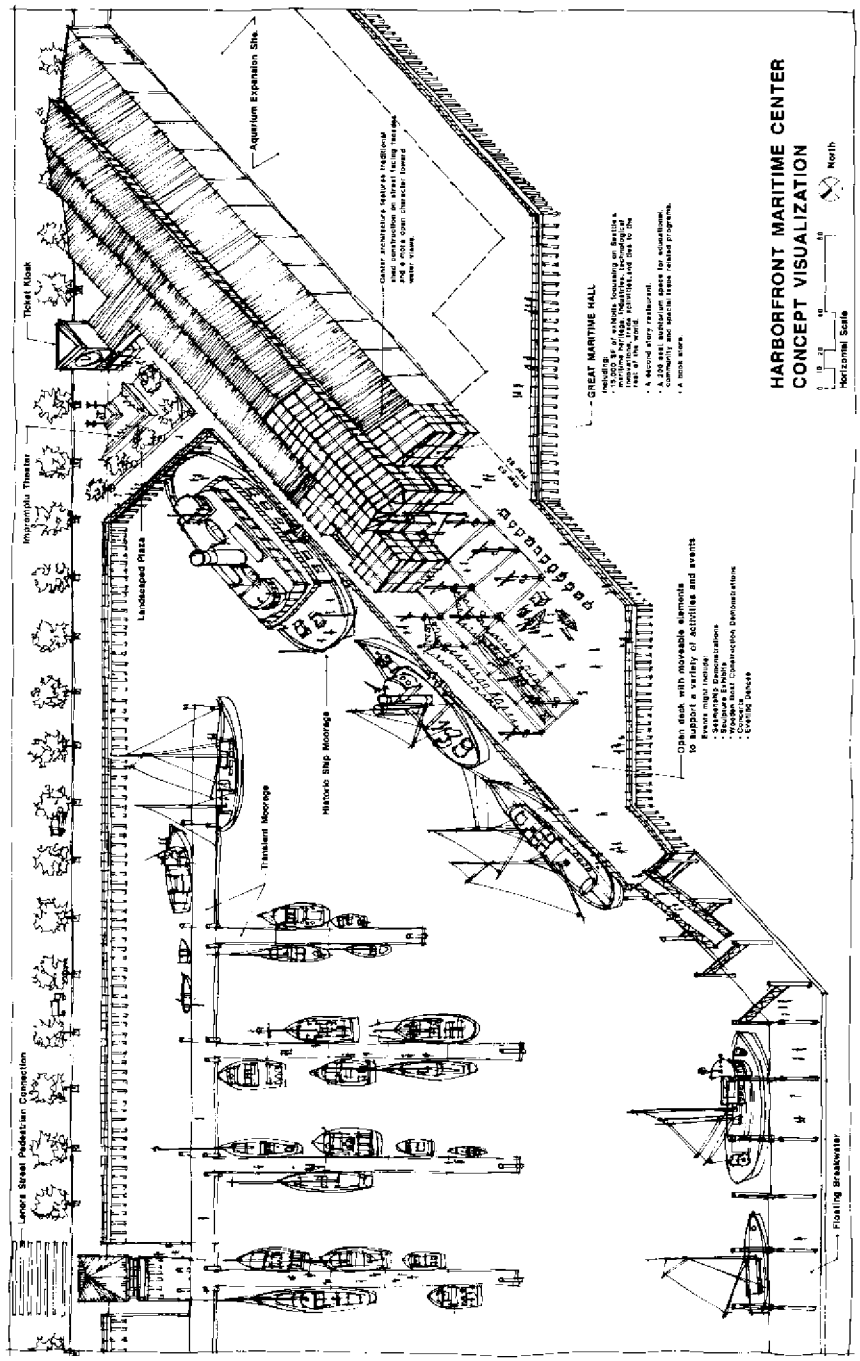

Figure 2. Sketch illustrating Design Concept for Seattle Harborfront Plan.

Tool 2: Specific and Flexible Master Program Regulations

The second tool is a set of local shoreline master program regulations that are *specific* enough for efficient and predictable review, and, at the same time, *flexible* enough to accommodate the variety of conditions and opportunities along the waterfront.

The Shoreline Master Program as mandated by the Shoreline Management Act is, of course, the key regulatory tool dealing with shoreline use, access, height and bulk requirements. It is key not only because it deals specifically with the waterfront, but also because it is reinforced by a state review process, which makes its policies less susceptible to rapid changes and local politics. These comments refer to shoreline master programs, but the ideas are also valid in regard to local zoning, other regulatory tools, and, to some extent, to Department of Natural Resources leasing policies.

One of the most important lessons of recent experience in several cities is that it is useful to break the waterfront down into discrete segments, districts, zones or subclassifications, each with its own individual requirements. Dividing your shoreline into districts or zones is a critical tool because if your waterfront is sufficiently broken down into districts, you can be specific about the requirements for the individual zones, but still achieve a diverse spectrum of uses and conditions along the entire waterfront.

The different districts established along Bremerton's central waterfront enabled the city to be quite specific about view blockage, neighborhood protection and to emphasize zones for commercial development. The City of Seattle, on the other hand, is refining their shoreline classifications in order to maintain a healthy mix of maritime industries on Lake Union by requiring differing degrees of water dependency based on different shoreline conditions. It is not only useful to divide the waterfront into segments but also consider the cross section or longitudinal divisions as well, making distinctions between requirements for over-water, shoreline lots, and upland areas (see Figure 3). This can be particularly useful in providing greater flexibility with regard to water-dependency requirements. For example, it may make sense to set strict requirements for the properties on the water side of the street but not the opposite side, even if it is within the 200 foot-shoreline limit.

Special shoreline master program provisions for mixed-use projects can be a very useful way to allow greater flexibility for innovative development. Mixed-use development provisions generally allow a developer greater latitude but, in return, the developer's proposal must include sig-

nificant public benefit through water-dependent uses and public access. An example might be where a developer offers to construct a commercial moorage with good public access and open space if the local government allows him to build a restaurant over water. The Urban Waterfront Policy Study details methods for developing mixed-use master program requirements.

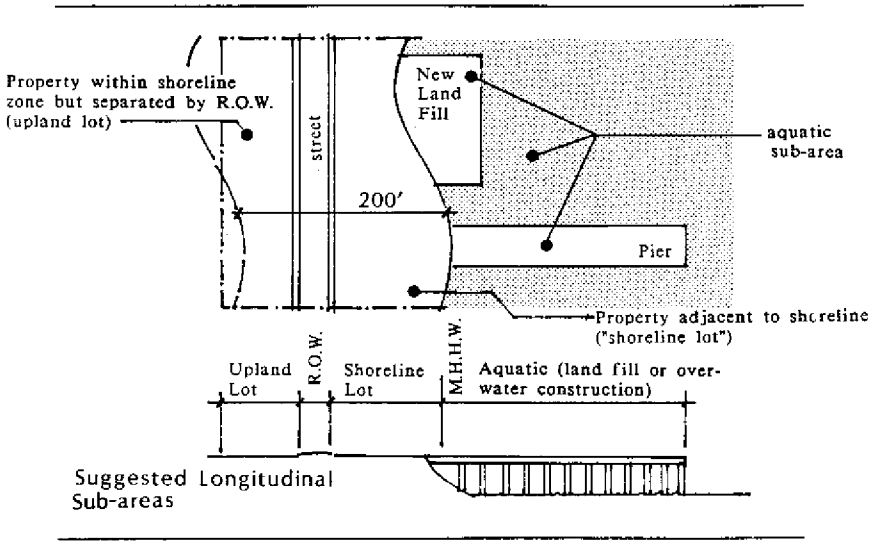

Figure 3. Suggested Longtitudinal Subarea Divisions of Waterfront

One of the most important provisions is an explicit review process for evaluating a project. Because these types of projects tend to be controversial, it is important to set up an organized arena for public debate. Often in considering these projects, such as the Lincoln Landing in Port Angeles, the design parameters are "negotiated" as trade-offs between developer and public objectives. It's not always an easy process, but the outcome can be worthwhile.

Several lessons come to mind regarding master program access standards. The first (and I'm sure this is not news to anyone here), is to have a comprehensive access plan incorporating both private development requirements and public improvements. The second is to institute access standards now. Get out in front of development pressures. This is good advice particularly in towns such as Everett where there are large parcels

of undeveloped shoreline. Getting the requirements in place before new development is considered makes them easier to enforce down the road. In such cases, provisions can be instituted that provide long stretches of public access and benefit larger scale development. For this reason, think in the long-term future. Be bold in concept, but tie those visions to an incremental implementation strategy. Also, do not be discouraged by what seems to be incompatibility between an individual activity and visitor access. Be creative, this is where innovative design can provide visual access to those maritime uses that are most interesting to visitors. For example, view towers or elevated walkways can be used to provide safe visual access to working maritime industrial activity.

Tool 3: Public Improvements

The third principal tool available to planners in encouraging waterfront development is public improvements. Again, this is such a wide subject that we can only skim over some of the main points. The most fundamental lesson we've learned is that successful projects offer benefits to three client groups simultaneously. First, they need to be strategized to support *commercial and developmental interests effectively*. Second, they should offer the *local population* a recreational amenity. And third, they should provide an attraction for *visitors*.

In providing a physical infrastructure to support commercial development, the natural role for the public sector is providing access, which is always a critical aspect of development. Whether it is industrial vehicle access for the new Navy Base in Everett, parking in Bremerton, or foot access to a fishing pier in Steilacoom, commercial activities need traffic (see Figure 4).

Even though waterfront access has become almost a panacea for downtown revitalization, it is critical to use common sense in planning development. For example, in some cases such as Percival's Landing in Olympia, a boardwalk can really stimulate development because it provides a new setting for commercial uses, but boardwalks that lead away from development sites, although they may be nice, will be counter-productive in developmental terms. We often concentrate on pedestrian pathways, but we must not forget roads and parking. More people, particularly in small communities, will drive to their waterfronts than will walk.

Improvements servicing the local populace on a continuous basis are important for a couple of reasons. First, they promote a less seasonal, and less volatile clientele for waterfront businesses than tourists do. Also, commercial developments that ignore the needs of local residents are quickly branded as "tourists traps" and local business activity moves

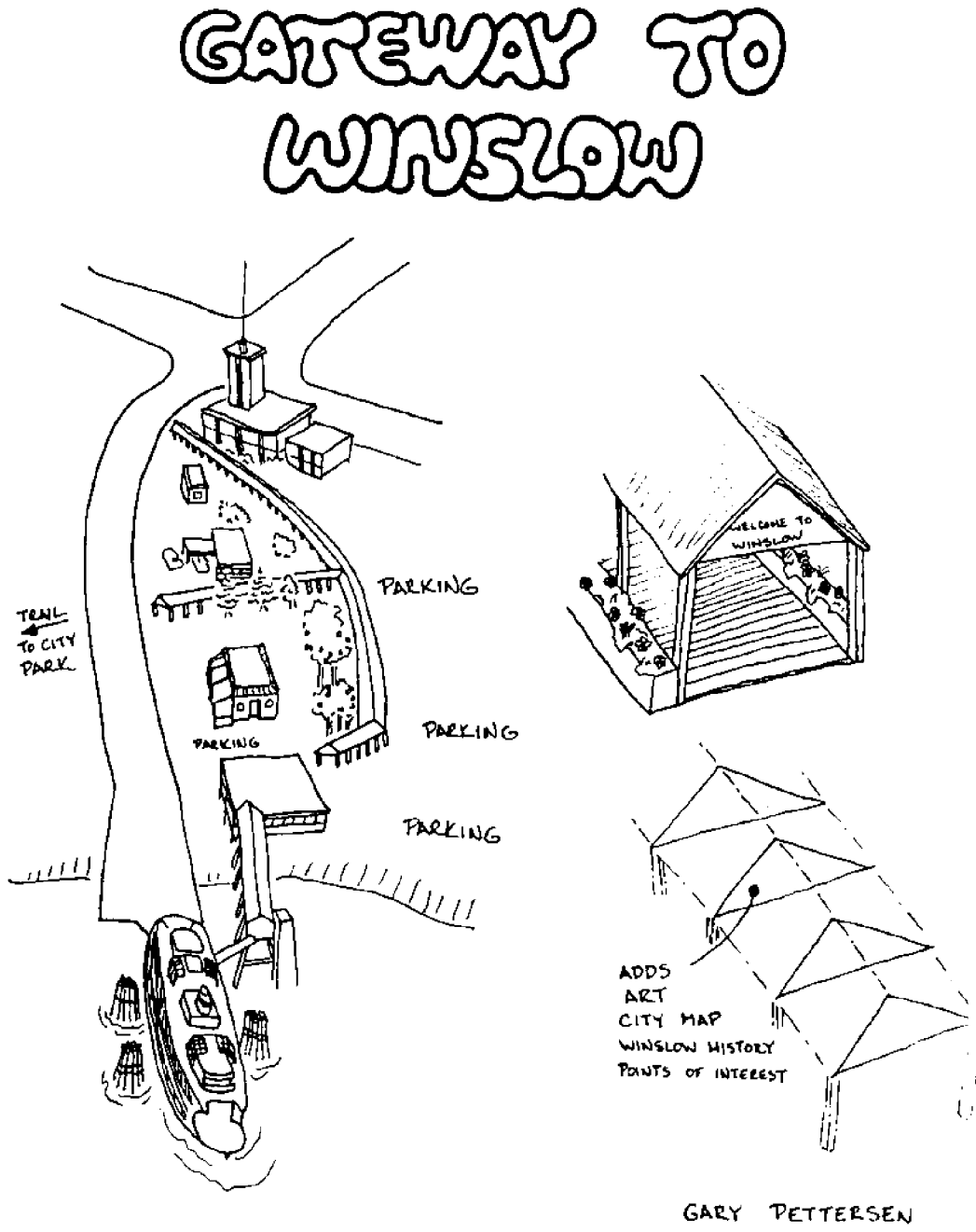

Figure 4. Sketch by citizen participant in a planning workshop showing pedestrian connection from ferry to business district. Towns are becoming increasingly aware of the value of foot access to the waterfront

elsewhere, leaving the original town more dependent upon outside resources, as is the case at Leavenworth. "Serve the locals first" is a good motto for both public support and economic revitalization. A number of towns have waterfront facilities that are wonderful resources on a day-to-day basis but can also accommodate special visitor attractions. A good strategy is to appeal to a variety of local groups including boaters, water sports enthusiasts, nature watchers, etc. Combining such groups helps to build constituency of support for funding waterfront improvements.

While we generally think of waterfront improvements as benefitting the development climate just along the shoreline, we should also think of waterfront development as improving the image, and hence the economic health of the entire town. Ruston Way in Tacoma is an example of a project which not only achieved new waterfront development, but is an accomplishment that the entire city can brag about along with the Pantages Theater and the Tacoma Dome and point to as an example of the city's renaissance.

The third client to consider is a character we refer to as "Uncle Harry," the personification of anyone's favorite uncle who visits from a land locked region. A place that is special enough to take Uncle Harry to is special enough to attract visitors. So thinking in terms of what would interest "Uncle Harry" is a productive exercise. What interests an out of town visitor are those unique water-dependent activities that we are trying to accommodate for economic reasons. A chance to watch fishermen would certainly interest "Uncle Harry." Before the USS *Missouri* left, the Bremerton shipyard was a premier "Uncle Harry" attraction. The Ballard Locks is another favorite place to take visitors because it includes a variety of attractions: a continuous parade of boats, industrial activities, a horticultural park, and a chance to view our local wildlife. The lesson here is that a variety of activities have a cumulative impact in building a destination attraction. The Port Angeles civic pier offers such a variety and has become one of the most popular spots on the northern peninsula. Of course these attractions must be advertised. Issaquah, Washington, through marketing a fish hatchery, for example, produces a successful Salmon Day Festival.

Another design lesson these examples illustrate is that it is not so much a flashy architectural design scheme that makes these attractions successful; rather, it is achieving ways to make these unique activities accessible. Design issues of compatibility, visibility and interpretation are often more important than setting an overpowering design theme.

The need to plan for all three client groups is especially important for implementation. The most successful waterfronts have been amalgams of several different efforts. Gone are the days when a single broad de-

velopment or large funding source can be counted on to redirect a waterfront. Today's redevelopment efforts must combine several smaller projects such as a grant for a fishing pier from the Department of Fisheries, a "leftover" block grant, a modest L.I.D., and perhaps access requirements placed on private development.

Figure 5. Shoreline planner as a balancer of public values

This environment favors the planner who is a scavenger, who can scrounge resources, build coalitions and coordinate redevelopment efforts. This takes us back to the main theme, that public waterfront redevelopment is, in essence, a balancing act; and that , to achieve a city's objectivity, the planner must take a leadership role, at least in coordinating all the players on the redevelopment team. And so in addition to the image of a tight rope walker, I would like to add that of a leader who can organize several diverse directions and still go forward (see Figure 5).

Financing Improvements

Commercial Bank Financing Programs For Income Properties and Capital Improvements

*Ron Caufman**

Most commercial banks offer several varied programs to provide long- term and intermediate term loans to finance the purchase of "income property" and the specific equipment necessary for the operation of the business venture. Such loans include:

- Conventional - held for own bank loan portfolio
- Conventional - sold into the secondary market
- SBA guaranteed - generally held in bank portfolio, but secondary market does exist for the guaranteed portion
- Urban Development Action Grant Subordinated Loans.
- SBA 503 Loans.
- State of Washington Department of Community Development Revolving Loan Fund.
- Farm Home Administration Industrial Loan Program.

The Types of Financing Facilities

Available types of loans include: Loans to remodel existing structures; loans to construct new buildings; loans to purchase capital equipment and, fixtures, and to make leasehold improvements; shorter term notes are also available to meet seasonal fluctuations in inventories or to provide operating capital.

Loan Limitations

Borrowers are expected to make full use of all banking services. Ostensibly most programs are for owner-occupied ventures. Multiple purpose structures are preferred. Single purpose properties such as movie theaters, skating rinks, churches, fraternal buildings, and bowling alleys

* Vice President and Manager, Rainier Bank, Aberdeen

are hard to market in the event of resale. Furthermore, specialized equipment has limited resale value.

Amount of Loan

The size of a loan is governed only by the individual financial institution's lending limits or its general policy. The maximum SBA guarantee is $500,000. The state makes loans on the basis of the new jobs created.

Pricing

Fixed rates are determined to a large extent by current conditions, the policy of the individual financing institution, and whether the loan is to be held in the bank's own portfolio or sold to the secondary market. Currently, conventional fixed rate loans on real property run between 10 and 11 percent. Rates to finance equipment tend to range somewhat higher.

Fixed rate loans that amortize over 5 years will generally carry a 5 year cut-off, at which time the rate will be renegotiated up or down, depending upon the market conditions at the time of renewal.

Rates on loans to be sold in the secondary market are dictated by those institutions involved in this type of transaction. Loans guaranteed by SBA or Farm Home Administration with terms in excess of 5 years must "float with prime." Variable or floating rates are priced at a spread over either "Wall Street Journal Prime" or the individual bank's designated prime rate.

Currently, conventional real property loans are priced at "Prime" plus 1-1/2 percent, plus or minus, depending upon a number of factors. Equipment loans are priced at "Prime" plus 2 percent plus or minus. For SBA guaranteed loans over 7-year maturity, the maximum is "Prime" plus 2-1/4 percent. For 7-year maturity or less, the maximum is "Prime" plus 2-3/4 percent.

Costs

Among the costs one must consider are: Title insurance and appraisal: MAI if over $200,000, as a general rule. For existing property or new equipment, there is a service charge of 1 to 1-1/2 percent of note amount. For a combined construction and term loan, there is a service charge of 3 percent. Other costs include: documentation, filing, and UCC; credit report; escrow if complex closing is required; other charges depending upon collateral documentation.

Equity Requirements

As a general rule, for equipment and real property, the borrower is expected to provide 20 percent cash or equivalent equity in the venture, although creative financing through other sources may reduce this requirement somewhat.

Proposal for a Long-term Loan

How you package your proposal is important since your banker does not know your business nearly as well as you do. Come prepared. A cover letter should be no more than two typed pages, and it should state the loan request briefly and recap the most important facts in the proposal. A table of contents is not necessary, but may be a convenience to the reader. Describe the amounts and uses of loan proceeds. Be specific, but remember that long lists of equipment belong in an appendix.

Give a history and description of the business. Begin with the basics: Tell the lender what business you are in. Write as though the reader knew nothing of you, your company, or your industry. Use the history to explain how you arrived at the point of needing this loan. Include resumes of key management personnel, listing any management experience and work or education applicable to your type of business.

Give market information about your product or service that is important. Describe what it is and why it is unique or particularly attractive. Describe your customers: Who are they and why do they trade with you? Explain your competition. Who are they, and what is your competitive advantage? Outline your strategy. What are you going to do to improve (or maintain) your market position? Be specific--give facts, figures, and names where possible. Market information is too often a collection of enthusiastic but unsupported generalizations.

List all collateral and give both book and market values where the difference is significant, as on real estate. List existing liens against any assets offered as collateral.

Give personal financial statements of owners. Owners will be expected to co-sign or guarantee corporate notes.

Financial history is also important. If the business is an existing one, include your year-end balance sheets for past three fiscal years, and also include a current balance sheet (not over 90 days old). It is preferable to have balance sheets prepared by an independent accountant (but you should be able to discuss them in detail). To support repayment, include your year-end profit and loss statements, or tax returns for the past three fiscal years. Also include a current, interim profit and loss statement (not

over 90 days old). Remember that owners must sign and date all statements. In regard to a debt schedule, list all installment debts, contracts, notes, and mortgages. Give the following information on each: to whom payable, original amount, original date, present balance, rate of interest, maturity date, monthly payment, collateral pledged, and whether current or delinquent. Also, indicate any of these debts that are to be refunded by the new loan. Describe the aging of payables and receivables. If new business is involved, include a pro forma opening balance sheet and source of equity information.

If the loan will substantially change your financial structure, do a pro forma (after the loan) balance sheet. For a profit and loss projections, a month-by-month for one year is usually sufficient. If you project beyond one year, quarterly or even annual (rather than monthly) projections are usually adequate.

Cash flow projections are needed if the cash picture varies significantly from profit and loss picture (for example, if you get dating from suppliers). These are particularly helpful in determining your working capital needs and explaining them to the lender. Explain assumptions. Your projections are meaningless numbers unless you explain the reasoning underlying them.

As exhibits, include: a copy of lease, plans (if construction or major remodeling is involved.), and photos and maps (optional).

Public Financing

*Stephen F. Norman**

As an investment banker, dealing primarily with municipalities that issue tax exempt bonds, I raise the following questions regarding the financing of waterfront revitalization in smaller communities:

- What kinds of instruments are available to publicly finance public improvements on smaller communities' waterfronts?
- What kind of instruments are available to publicly finance private improvements?
- What constraints are imposed on the use of these instruments?
- What municipal entities can use these instruments?

Let me address the last question first. It is primarily port districts, cities and towns, and counties that can finance waterfront improvements. There may be some other entity that can finance the improvements we are talking about, but I will not address them.

The financing instruments available to port districts, cities and towns, and counties to publicly finance public improvements are those old tried-and-true methods that many of you are familiar with, plus a few, very few adaptations. These instruments are categorized as General Obligation Bonds and Revenue Bonds, and are further broken down into various types within each category.

General Obligation Debt

Each of the types of municipal entities has specific statutory authority to issue general obligation debt. The following describes and summarizes the general obligation debt capacity calculations of counties, cities and towns and port districts. One important fact to remember is that the debt capacity calculation shown relative to *non-voted debt* indicates how much may be legally issued, but it does not address the question of the ability to support debt service on the bonds.

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* Senior Vice President, Seattle Northwest Securities Corp.

CITY GENERAL OBLIGATION

State statutes limit the total principal amount of all city general obligation indebtedness incurred for "general" purposes, both limited tax and unlimited tax, to 2-1/2 percent of the assessed value of taxable property within the city. Within this 2-1/2 percent limitation, non-voted indebtedness is further limited to 3/4 percent of the value of such taxable property.

The city is additionally authorized to incur general obligation indebtedness for the following "special" purposes, with voter approval, in the total principal amount of up to the following percentages of the assessed value of taxable property within the city: water, artificial light and sewers--2-1/2 percent; open space and park facilities--2-1/2 percent.

The state statutory limits on city general obligation indebtedness described in this section are more restrictive than those contained in the state constitution. Both the constitution and statutory debt limits may be exceeded if necessary to meet obligations made mandatory by State law or if necessary to maintain the corporate existence of the city.

City of Waterfront Computation of Legal Debt Margin

	GENERAL CAPACITY	
STATUTORY DEBT LIMIT	COUNCILMANIC	EXCESS LEVY
Assessed Value = $335,175,107		
2.50% of assessed value	------	$8,379,378
0.75% of assessed value	$2,513,813	(2,513,813)
	$2,513,813	$5,865,565
Less: Bonds Outstanding	$ 25,000	$1,478,000
Add: Cash on hand for Debt Redemption	$ 4,738	$ 280,100
Legal Debt Margin	$2,493,551	$4,667,665
Less: 1986 Bonds	------	$845,000
REMAINING DEBT CAPACITY	$2,493,551	$3,822,665

COUNTY GENERAL OBLIGATION

Under Washington State law, a county may issue general obligation bonds for general county purposes in an amount not to exceed 2-1/2 percent of the assessed value of all taxable property. Unlimited tax general obligation bonds require an approving vote of the people, and any election

to validate general obligation bonds must have a voter turnout of at least 40 percent of those who voted in the last state general election and of those voting, 60 percent must be in the affirmative. The county commissioners may by ordinance authorize the issuance of limited tax general obligation bonds in an amount up to 3/4 of 1 percent of the assessed valuation with the county without a vote of the people. No combination of limited or unlimited tax bonds may exceed 2-1/2 percent of the assessed valuation. These bonds are limited tax general obligation bonds.

Water County Debt Capacity

ASSESSED VALUATION	$5,285,344,421
LIMITED TAX GENERAL OBLIGATION DEBT CAPACITY (NON-VOTED)	
Limited Tax General Obligation Debt Capacity (3/4 of 1% of Assessed Valuation)	$39,640,083
Less: Outstanding Limited Tax General	
Obligation Bonds (including this issue)	(9,928,000)
Lease Purchase Agreements	(523,026)
Tax Anticipation Notes	(2,030,000)
Bond Anticipation Notes	(3,500,000)
Plus: Bond Fund Balance	0
REMAINING CAPACITY (NON-VOTED)	$23,659,057
TOTAL GENERAL OBLIGATION DEBT CAPACITY (VOTED AND NON-VOTED)	
Total General Obligation Debt Capacity (2.5% of Assessed Valuation)	$132,133,611
Less: Outstanding Unlimited Tax General Obligation Bonds	0
Less: Outstanding Tax General Obligation Bonds (Including this issue)	(9,928,00)
Lease Purchase Agreements	(523,026)
Tax Anticipation Notes	(2,030,000)
Bond Anticipation Notes	(3,500,000)
Plus: Bond Fund Balance	0
REMAINING CAPACITY (VOTED AND NON-VOTED)	$116,152,585

PORT DISTRICT GENERAL OBLIGATION DEBT LIMITATION

Ports may incur general obligation indebtedness up to a maximum of 3/4 of 1 percent of the value of taxable property in the district by an affirmative vote of three-fifths of the voters at a general or special election. Without a vote the port may issue non-voted general obligation bonds up to a maximum of 1/4 percent of the value of taxable property in the district. Maximum indebtedness of 3/4 of 1 percent of the value of taxable property in the district applies to both voted and non-voted general obligation bonds combined.

PORT OF DOCKSIDE ESTIMATED ASSESSED VALUE	$3,000,000,000
NON-VOTED GENERAL OBLIGATION CAPACITY*	
1/4 of 1% of Assessed Value	$7,500,000
Existing Non-Voted G.O. Bonds	5,200,000
Remaining Non-Voted G.O. Capacity*	$2,300,000
VOTED GENERAL OBLIGATION BOND CAPACITY	
3/4 of 1% of Assessed Value	$22,500,000
Existing Voted G.O. Bonds	495,000
Existing Non-Voted G.O. Bonds	5,200,000
REMAINING VOTED AND NON-VOTED G.O. CAPACITY	$16,805,000

*Contained within voted capacity

Revenue Debt

Ports, cities and towns, and counties are authorized by state law to issue revenue debt as is deemed necessary by the commissioners or city council to provide sufficient funds for the carrying out of port, city or town, or county powers. Revenue debt issued must be payable out of the non-tax operating revenues of the issuer. These revenues can be the general non-tax operating revenues or the revenues from a specific enterprise. The bonds issued for a specific enterprise could be considered special revenue bonds in that they would be secured only by the revenues from the specific enterprise and not by the general revenues of the issuer.

The revenue debt capacity of a city or town, county or port district is not limited by any of the laws of the state of Washington, but is a function of the ability of the issuer to repay debt. The ability to repay debt is determined by a review of the financial statement comparing the excess of revenues over expenses. This net revenue may be used to pay principal and interest on revenue bonds. The greater the amount of net revenue available for debt service, the greater the amount of debt that may be issued.

PORT DISTRICT FINANCING RESOURCES

ANNUAL LEVY — Ports are authorized by state law to raise revenue by the levy of an annual tax of an amount not to exceed $0.45 per $1,000 of assessed value within the district. This operating levy is separate from the industrial development levy, and the levy for the payment of general obligation bonds.

"106% LID" IMPACT — The operating levy and general obligation bond levy are under the restrictions of the "106% LID" law, which generally restricts increases in tax revenue of the port to only 6 percent more than the previous year's tax collections with certain exclusions for new construction and with the ability of the voters by a simple majority to approve lifting the "LID" so that the full statutorily authorized levy may be collected.

INDUSTRIAL DEVELOPMENT LEVY — Port districts, upon the adoption of a comprehensive plan of harbor improvements and industrial development, may raise revenue for 12 years only, in addition to all other revenues authorized by law, by an annual levy not to exceed $0.45 per $1,000 of assessed value. The port district has the authority to levy this industrial development levy for 6 years, and an additional 6 years provided that the port commission publishes notice of its intention in one or more newspapers of general circulation within the district. If within 90 days of the publication a petition is filed with the county auditor containing the signatures of eight percent of the number of voters registered and voting in the port district for the office of governor in the preceding election, the county auditor shall canvas the signatures and certify their sufficiency to the port commission within two weeks. The proposition then goes to the general election as to whether the levy in the seventh through the twelfth-year period shall be submitted to the voters of the district as a special election. The levies may be made in the seven through twelfth years only if approved by a majority of the voters of the port district voting on the proposition.

The following calculation determines the amount of the industrial development levy that the Port of Dockside could receive currently.

$$\$0.45 \text{ X } \$3{,}000{,}000{,}000/\$1{,}000 = \$1{,}350{,}000 \text{ per year.}$$

PUBLIC FINANCING OF PRIVATE IMPROVEMENTS

When we get into the area of private improvements being financed by the public coffers, we run head on into the Tax Reform Act of 1986.

Congress, with the assistance of the IRS, has gone to great lengths to eliminate or at least impose severe limitations upon the issuance of tax-

exempt debt for the benefit of private parties. The alternatives available to cities and towns, port districts, and counties that are mentioned herein should always be discussed with a bond counsel to determine if they are still available to the issuer. The major bond counsel firms have produced and made available their analysis of the tax exempt provisions of the Tax Reform Act of 1986. You should carefully review these documents and ask questions of your bond attorney.

PRIVATE ACTIVITY BONDS

The key phrase after the Tax Reform Act of 1986 is "private activity bond." Under the Act, a bond is a private activity bond if it meets either one or two tests. First, a bond is a private activity bond if it meets both the private business use test and the private security or payment test. The private use test is met if more than ten percent of the proceeds of the issue are to be used in a trade or business carried on by any person other than a governmental unit. The private security or payment test is met if the payment of the principal of, or the interest on, more than 10 percent of the proceeds of such issue is (a) to be secured by any interest in property used for a private business use, or (b) to be derived from payments in respect of property or borrowed money used for a private business use. A private activity bond is taxable unless it is a qualified bond to be used for one of a limited number of specified purposes.

Private activity bonds can achieve tax exempt status only if they can be characterized as "qualified bonds." Of the "qualified bonds," the only ones that I believe would impact waterfront revitalization include exempt facility bonds (docks and wharves) and qualified small issue bonds. Under the category exempt facility bonds, the Act requires that docks and wharves be governmentally owned.

Qualified issue bonds are generally tax exempt if the proceeds of such bonds are used for the acquisition, construction or improvement of certain land or depreciable property used in privately owned and operated businesses. Qualified small issue bonds to finance manufacturing facilities may be issued through December 31, 1989. One requirement is that 95 percent or more of the net proceeds must be used for the exempt purpose of the borrowing.

CONSTRAINTS UPON USE OF TAX EXEMPT DEBT

In addition to the requirements of state laws that control the action of municipal corporations that we have discussed above, there is an extensive and growing federal law impact upon the issuance of tax exempt debt. These federal impacts include: Arbitrage limitations: reasonably required reserve or replacement fund; 150 percent limitations; minor portions; initial

temporary period; elimination of the .5 percent spread; yield;rebate requirement and other investment restrictions; advance refunding.

When you have questions regarding specifics of the financing of a project, contact your bond counsel and investment banker to advise you on the best alternatives for your situation.

Washington State Department of Community Development: *Programs for Waterfront Revitalization*

*Gregg Dohrn**

The Washington State Department of Community Development (DCD) administers a variety of loan, grant and technical assistance programs that can be effectively used in waterfront revitalization programs. Below is a brief summary to help explain what is currently available. Program staff will supply more detailed information on selection criteria, funding status, and application procedures.

Local Development Matching Fund Program (LDMF)

This is a competitive program with three funding cycles annually. Its purpose is to provide grants (up to $25,000) to match contributions by local government or nonprofit organizations.

The grants support projects that further local economic development. Eligible activities include: developing economic development plans; preparing design, market, and feasibility studies; and providing technical assistance to businesses in land use, transportation, site location, and manpower training.

This program was successfully used by three of the case study communities at the conference: Port Angeles, South Bend, and the city of Ocean Shores. Port Angeles completed a harbor resource management plan to determine the highest and best use of waterfront resources and issues of implementing the plan. South Bend residents participated in a community process that determined the best use of waterfront sites, and then completed preliminary schematics and cost estimates. Ocean Shores utilized LDMF to complete a downtown design plan.

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* Assistant Director, Local Development and Housing, Washington State Department of Community Development

Community Development Block Grant Program (CDBG)

This is a highly competitive grant program with annual funding cycles. Federal funds up to $500,000 are granted to eligible small cities and non-urban counties for a wide variety of housing, public facility, and economic development activities. Projects must principally benefit lower income households, prevent or eliminate slums or blight or, in instances when no other resources are available, resolve urgent public health and safety needs. Eligible economic development projects include:

- Rehabilitation of privately owned buildings;
- Eligible infrastructure improvements in support of local economic development;
- Rehabilitation, preservation, and restoration of historic properties, whether publicly or privately owned;
- Acquisition, construction, reconstruction, or installation of commercial or other real property, equipment, or improvements by recipients, subrecipients, or private, for-profit businesses;
- Provision of assistance to private, for-profit businesses, including, but not limited to: grants, loans, loan guarantees, interest supplements, technical assistance, and other forms of support, for any other activity necessary to carry out an economic development project except when it involves buildings for the general conduct of government.

The city of Port Angeles utilized a block grant to provide a loan to the developer of a commercial waterfront development that included a restaurant, speciality stores, and offices.

Business Loan Programs

The Department supports a staff of finance specialists who work with businesses to secure commercial loans utilizing programs of the U.S. Department of Housing and Urban Development (HUD), the U.S. Small Business Administration (SBA), and the Economic Development Administration. The staff is assisted by the National Development Council, a private, nonprofit corporation that specializes in economic development finance. The Community Development Finance staff assist in the identification of feasible projects, recommend financing alternatives, and prepare loan applications and proposals for private and public financing sources.

Loan programs are available for financing real estate, machinery, equipment, and working capital. The staff do not make financing deci-

sions but stay abreast of the criteria used by various funding sources, including types of eligible businesses, equity and collateral requirements, and available interest rates and repayment terms.

Since the Department entered the business finance area in 1984, staff have assisted more than 190 businesses to obtain financing in excess of $130,000,000. The result is a projected increase of 4,200 jobs to the state. The programs that have been most frequently used since 1984 are:

SBA 7(a) — This program will guarantee a bank loan made for working capital or fixed asset needs. The bank charges market interest rates. The program can assist a business to receive long repayment terms and/or receive financing which is not available without a guarantee.

SBA 504 (formally 503) — This program provides a direct loan for up to 40 percent of the costs on an expansion project. Only fixed assets are eligible for financing. A commercial bank generally finances 50 percent, and the business puts in cash to pay the remaining 10 percent of costs. The interest on the 504 portion is somewhat below market rates. Projects financed under this program must create new jobs.

HUD URBAN DEVELOPMENT ACTION GRANT (UDAG) — This nationally competitive program provides grants to local governments, which are lent to businesses and developers for job-creating business projects. Only fixed asset financing is eligible. Unlike the SBA programs, which typically are used for projects costing between $200 - 800,000, UDAGs are frequently used for major redevelopment programs. Generally, UDAGs finance no more than 28 percent of the total project at a very low interest rate and take a subordinate lien behind private lenders.

WASHINGTON STATE DEVELOPMENT LOAN FUND PROGRAM (DLF) — This state-administered loan program utilizes Community Development Block Grant funds to help further business development in high unemployment areas of the state. The fund generally finances up to 33 percent of project costs and can be used for both fixed assets and working capital needs. Job creation or retention is required, and it is normally used for manufacturing industrial or tourism-related businesses. This is a new program under which nine projects have been committed. These projects will create 283 jobs and leverage $9,200,000 in private funds.

COASTAL REVOLVING LOAN FUND (RLF).— The RLF provides low interest, fixed asset, and working capital loans to projects that diversify and benefit the coastal economy, create private sector jobs, as well as attracting new private investment to coastal communities.

COASTAL REVOLVING TECHNICAL ASSISTANCE LOAN FUND (RTA).— The RTA program provides low interest loans to businesses or

communities. Loans can be used to purchase expert consulting assistance including: accounting, engineering, architecture, design, market studies, feasibility analyses, tourism studies, land use planning, revitalization planning, and strategic planning for community development.

Community Revitalization Team (CRT).

Many communities require assistance in analyzing needs, developing a priority list, and finding resources that may help implement an economic development plan. CRT staff are available to:

- Help communities gain the local ability to plan and carry out development strategies and projects;
- Assist communities to successfully initiate, carry out, and complete locally identified projects;
- Bring together resources of state, federal, local, and private agencies to provide businesses and the workforce with information about financing, tax incentives, management skills, training, regulatory processes, and other resources to meet locally identified needs;
- Examine distressed area issues, then develop appropriate materials, workshops and training in response.

The Department's programs can be very useful to communities looking at waterfront development opportunities. For more information, call 1-800-562-5677, and ask for the appropriate program staff.

Case Studies: Five Smaller Communities*

* In addition to the community speakers whose papers appear in this section of the **Proceedings** we acknowledge with gratitude the presentations on Astoria, Oregon, by Paul Benoit, Director, Community Development, City of Astoria; Richard Fencsak, Education Coordinator, Columbia River Maritime Museum, Astoria; and, Douglas Thompson, President, D.C. Thompson & Co., Realtors, Astoria.

Revitalizing Port Angeles' Waterfront:
Successful Planning and Urban Design

Hon. Chuck Whidden and Paul Carr***

The Port Angeles waterfront revitalization success story is a drama that is still unfolding. There have been, and will continue to be, good times and bad times, conflicts and commonalties, successes and failures. Most importantly, however throughout the process, all of the participants have been committed to the goal of making Port Angeles a better place.

The forest and timber products industries that have been the traditional economic base of the community have been in decline and the banner years of the mid-70s are not likely to return. Consequently, all of the actors have been looking for ways to improve the economy of the community. However, underneath that common goal have been a number of conflicting and overlapping interests, concerns, and individual goals. The city, downtown merchants, and hospitality industry, recognizing tourism as one of the growth industries in the state, all have a goal of increasing tourism and tourist-related activities on the waterfront. The Port Authority and existing forest products industries have placed a higher priority on maintaining or strengthening the traditional industrial waterfront activities, which are still the major employers. The statewide goals as expressed in the Shoreline Management Act and the State Department of Natural Resources Harbor Area regulations have also influenced waterfront revitalization.

Planning for the Downtown Waterfront

THE 1976 COMPREHENSIVE PLAN

Port Angeles' downtown abuts the harbor but has been separated from the waterfront by industrial zoning and development. The city's Comprehensive Plan, adopted in 1976, emphasized the importance of the downtown waterfront to commercial development and tourism: A specific commercial development policy stressed reemphasizing the downtown

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* Mayor, City of Port Angeles

**Former Planning Director, City of Port Angeles

waterfront location. The plan specifically recommended constructing a downtown waterfront park and public pier that would be attractive to both local residents and tourists, and phasing out industrial uses in the three-block area of the waterfront adjacent to the downtown. That specific policy and those recommendations have provided much of the planning foundation for the city's downtown waterfront revitalization efforts.

The Comprehensive Plan recommendations to increase public access on Ediz Hook and to develop a Trails Plan provided the foundation for much of the public access planning and development that has occurred in conjunction with the city's Shoreline Master Program. The city employed a strategy of combining more specific planning efforts with physical projects that not only improved the waterfront, but created a series of successes that began to destroy the mentality of defeatism. Within weeks of adoption of the Comprehensive Plan, at the request of the downtown merchants, the city council changed the industrial waterfront abutting the downtown to commercial zoning. Two key leases, each occupying a strategic corner of the downtown waterfront, were acquired, and within that same year the city initiated a general obligation bond campaign to construct the City Pier. The first election campaign was not successful; however, the second one was, and the pier was constructed in 1980.

THE CITY PIER: STIMULUS TO REVITALIZATION

The City Pier was intended to be the seed project that would stimulate further downtown and waterfront revitalization. It has been successful beyond all expectations. Two downtown improvement projects were completed: one by the Local Improvement District method and one using federal grant moneys. During design of the City Pier, the architects selected a blue color for the railings and the observation tower. The city has since used that color as a unifying design element in the subsequent downtown public improvement projects, and has required the use of this color in two other downtown waterfront private development projects.

The pier created the first inviting public access beach on the south side of the harbor. Consequently, people began to change their perceptions of the waterfront, which previously had been considered the backyard of the city. The two downtown beautification projects, constructed in 1980 and 1982, stopped short of the water's edge, however. The city council decided to improve the smaller area in 1980 in order to assure a successful vote on the beautification project and to maintain the momentum that the City Pier and downtown re-zone had fostered.

THE WATERFRONT TRAIL PLAN

In 1980, the city completed a Waterfront Trail Plan, which identified a public access trail along the shoreline of the entire harbor. The Wa-

terfront Trail begins at the City Pier and extends westward to the Coast Guard Station on Ediz Hook and eastward to the city limits. Thus, the City Pier became the foundation for another project. Since 1980, the city, with the assistance of civic groups and local industry, has completed a 1.7-mile section of the trail and is proceeding with additional sections. The Trail Plan has also enabled the city to attach public access conditions to Shoreline Substantial Development permits.

DOWNTOWN SHORELINE REHABILITATION PLAN

Design elements for the downtown waterfront were addressed by the passage of a Downtown Shoreline Rehabilitation Plan in 1983. That subarea design plan contained recommendations for unifying design elements, increasing pedestrian activity, and addressing potential uses for the three-block-long downtown waterfront area on the shoreline's edge. The Downtown Shoreline Rehabilitation Plan, together with the city's Waterfront Trail Plan, provided a strong influence on the design of the city's first major downtown commercial waterfront development.

MIXED USE DEVELOPMENT CONTROVERSY

The first, major, private investment in the Port Angeles waterfront revitalization was a 40,000 square-foot mixed use retail/commercial development with public access. The project was a joint effort involving a private developer, the Port of Port Angeles, the City of Port Angeles, and the Clallam County Economic Development Council.

Discussions with the Department of Natural Resources and the Department of Ecology on the appropriateness of this mixed use project was a strong factor influencing subsequent development of the Port Angeles Harbor Resource Management Plan. Prior to that time, both the city and the port had been independently refining and expanding their planning efforts for Port Angeles Harbor. This process was an outgrowth of experience gained during the Northern Tier Pipeline project and as a result of processing individual harbor development projects, such as a bunker fuel operation and an aquaculture project proposal.

The discussions on the mixed use commercial/retail/public access development on the downtown waterfront highlighted the need for a comprehensive, interjurisdictional, planned approach to the management and development of Port Angeles Harbor. If the city and the port had not combined forces to address the concerns of the Department of Natural Resources and the Department of Ecology, the project could not have gone forward. This experience, coupled with the desires of other agencies, including the Department of Natural Resources, Clallam County, and the Clallam County Economic Development Council, to have timely

predictability in the processing of development proposals, provided the final impetus for a Harbor Resource Management Plan.

Harborwide Planning: Resolving Conflicts

LAND- AND WATER-USE CONFLICTS

This stage in the revitalization of Port Angeles' waterfront has meant coming to grips with a number of barriers that have confronted all planning, management and development efforts. There is not much vacant land, harbor area, or open water available for additional development or use. Heavy industrial uses, such as pulp and paper mills and lumber mills, occupy a predominant portion of the water and upland area of the harbor. While these industries are not expanding, they do continue to utilize their sites. Tourist retail activities occupy only a small portion of the harbor but represent one of the growing areas of the local economy. Public access along the Waterfront Trail, commercial recreation activities, and fishing and boating, occur throughout the water and upland areas. Any new activities, such as aquaculture, will most likely displace existing activities.

INSTITUTIONAL CONFLICTS

The overlapping and potentially conflicting jurisdictional boundaries and goals are another barrier to comprehensive planning for the harbor. While the harbor is under the jurisdiction of the city, until recently, approximately one-third of the water area and the U. S. Coast Guard Station on Ediz Hook were in Clallam County. The State Department of Natural Resources controls much of the development of the harbor through its harbor area regulations. The Port Authority is the predominant owner or major lessee; however, the city owns or leases portions of Ediz Hook, some of which are owned by the federal government. The city's priorities have emphasized downtown commercial development, public access, and recreational activities. The Port Authority's priorities have emphasized industrial development. The county expressed concern about the environmental impacts from industrial activities spilling into the county. The Department of Natural Resources has emphasized water dependency and navigation and commerce. The Department of Ecology expressed concern for protection of Shorelines of Statewide Significance, water dependency, and public access. The federal government, while not currently a major actor, has emphasized the recreational use of Ediz Hook. Previous planning efforts had addressed these concerns in a piecemeal fashion, either in localized areas such as downtown, or on localized issues, such as aquaculture. The Harbor Resource Management Plan represents the first

attempt to address these barriers and plan for the overall development and management of the harbor.

RESOURCES TO BUILD ON

Waterfront revitalization in Port Angeles has many positive aspects upon which the community can build. The harbor is one of the best and deepest on the West Coast, with a full complement of city services readily available. The community knows how valuable the resource is, not only within Clallam County, but within the nation. Six years' experience of combatting Northern Tier has increased people's understanding of the harbor and of waterfront issues in general. Many of the activists who wanted to protect the harbor from the Northern Tier oil-port proposal have become strong supporters of the Harbor Resource Management Plan. Even the depressed local economy has had its positive aspects. Parochial perspectives have had to shift in order to allow the community to move ahead. A continuing dialogue had developed among the local agencies, continuing even through their disagreements over individual proposals. This dialogue, coupled with the experience gained during development of the mixed-use project, provided a good foundation for developing cooperative planning efforts.

Existing maritime activities in the harbor also provided a positive foundation to build upon. The *Coho* ferry, on the downtown waterfront, annually moves approximately half a million passengers between Port Angeles and Victoria, British Columbia. Without that ferry, the community's central business district would have declined many years ago. Local charter boat commercial fishing has improved as other areas of the state were closed to sport fishing. Also, anti-pollution measures taken by local industries have improved the harbor, contributing to its recreational value.

FUNDING SOURCES

Outside sources of funding cannot be overlooked as a positive impact. The Waterfront Trail Plan and the Downtown Shoreline Rehabilitation Plan were undertaken with funding from a Coastal Zone Management grant from the Department of Ecology. The Marine Lab, built on the City Pier, was funded predominantly by a state grant. The downtown mixed use commercial project was made possible by state and federal grants to the Port Authority and to the city. The Harbor Resource Management Plan has received grant moneys from the Department of Ecology and funds from the Department of Natural Resources, as well as moneys and in-kind service from the city and the port, and in-kind services from the county and the local Economic Development Council. Without this type of funding, much of the planning effort that formed the

conceptual foundation for many of the waterfront revitalization successes on the harbor would not have occurred. Furthermore, the community would not have been able to understand and resolve many of the conflicting forces, such as water dependency and public access, influencing development in Port Angeles Harbor, without outside technical assistance.

WATER-DEPENDENCY, MIXED USES AND PUBLIC ACCESS

The issue of water dependency has been a double-edged sword for the community. Non-water-dependent uses and some water-oriented uses that were primarily industrial in nature either were not permitted or were restricted to smaller areas as a result of applying the water dependency criterion. On the other hand, efforts to revitalize the downtown waterfront were hampered because many of the proposed activities were not water-dependent, or were not considered navigation and commerce activities. Fortunately, the mixed use concept and the high priority placed on public access provided a compensating factor for allowing uses that were not fully water-dependent, but were compatible with local plans.

Since public access is a goal of the city, it has been a significant design consideration in all Shoreline Substantial Development permits. At the same time, public access is one of the greatest concerns expressed by waterfront industries. Fear of public access has caused most of the existing waterfront industries to become closely involved in the Harbor Resource Management planning effort and to repeatedly express disagreement with the concept of public access and its implementation. Thus, public access, too, has also been a double-edged sword in the city's waterfront revitalization efforts.

OTHER DESIGN ISSUES

Neither adaptive reuse nor historic conservation has played a significant role in the waterfront revitalization efforts. The city's downtown waterfront does not contain buildings of any particular historical, cultural, or architectural value. In fact, the negative environmental aspects of the abandoned concrete plant facilitated approval of the mixed-use project. The major uses in the industrial areas of the harbor are still in active operation and have not become obsolete, noncompetitive, or abandoned. The industrial buildings that are being converted in the downtown waterfront area have been on the upland side of the nearest fronting street and thus have not encountered the reuse issues that are prevalent in other communities.

New development proposals such as the mixed-use project in the central waterfront and a proposed adjacent industrial use have utilized design standards developed for the City Pier; (i.e., blue color as an accent)

or proposed in the 1983 Shoreline Rehabilitation Plan adopted by the city. To date, voluntary compliance plays a role that is as large as, or larger than, mandatory compliance through permit processing. The city has not chosen to enact strict design standards except in the area of public access and development of the Waterfront Trail. However, that stance may be changing as a result of concern over individual project proponents having the inability or the lack of concern for creating compatible developments.

Conclusion

To date, the drama of Port Angeles' Waterfront efforts shows no sign of ending. The Harbor Resource Management Plan will initiate a series of activities designed to revitalize the Waterfront until the end of this century.

Revitalizing Port Angeles' Waterfront:
Minding the Port's Business

*D.G. Hendricks**

Managing Port Angeles Harbor: *The Port's role*

Ports in the state of Washington possess no statutory authority over harbors within our districts, and except in rare instances, no police powers. It is important to recognize that harbors such as those discussed at this conference generally have several varied federal, state, and local entities with some level of statutory authority and control ranging from the Coast Guard with certain authority over waterway and navigation issues; to the state with proprietary interest in harbor areas and many tidelands; to the cities with their general purpose government roles with planning, zoning, and police powers.

Ports normally control significant amounts of waterfront land. Generally, these properties have been acquired to carry out the charge of "fostering economic stability and growth in the communities that we serve by acquiring, developing, operating and maintaining all types of facilities to improve and enhance the flow of cargo and passengers by land, sea and air." As a public entity controlled by elected commissioners, a port is responsible to its constituents. One of its responsibilities is to develop realistic medium-and long-range plans for port development. The term "port" will here mean the public entity, and the "harbor" will refer to the geographic area.

After completion of realistic plans, the port needs to evaluate its ownership in consideration of those plans and develop a strategy of implementation that may include additional acquisitions of properties and facilities or disposal of properties and facilities not needed. Many times ports are faced with holding properties needed for long-term plan implementation that have no short-term port needs. A good illustration of this process has been going on in Port Angeles for many years. In about 1976, I served as an active committee member on a Port Angeles Chamber

* Executive Director, Port of Port Angeles

of Commerce committee specifically looking at upgrading the downtown waterfront properties from traditional industrial uses to more compatible commercial and tourism activities. After considerable discussion, the committee developed a strategy that involved the City of Port Angeles' acquiring two parcels of property at each end of a two-block area to develop a city-owned public pier facility on one of those parcels, thereby encouraging private sector development of other properties in the immediate area. The port owned an unused ferry terminal in one of those locations at the foot of Lincoln Street. After an analysis of demand for ferry facilities and other facilities that would be needed in the long range, it was determined that that particular parcel was not necessary for port needs and the port sold its interest to the City of Port Angeles. The port also owned a ferry terminal in the center of that two-block area which was leased to Black Ball Transport for the *Coho* ferry. The Port Commissioners determined that additional holding area properties were necessary for long-term ferry development, and when the opportunity arose, we purchased a private industrial area lying between the city's acquisition at Lincoln Street and the existing *Coho* ferry terminal facility. That particular parcel had several uses, including a ready-mix concrete company, a fish receiving and processing facility, and a small coffee shop/retail tourist facility. The site was partially cleared and leveled and offered to the ferry operator for additional holding area.

After several years of operation, Black Ball was able to identify their short-and medium-term needs for that particular property and the remainder of the property was developed for other uses, including continued use for fisheries and a new commercial retail development. This has allowed the port to respond to the short-term need of ferry and fisheries, which are typical of port functions, and to receive a return on our investments for the remainder of the site not needed in a period of 30 years or less.

A key role that a port can play in helping to revitalize a waterfront is to prepare a good medium-and long-range plan and a strategy for implementation of that plan to provide a certain comfort zone for port commissioners in allocating port properties. The Port of Port Angeles has completed a new comprehensive plan that identifies properties that are needed and are not needed for implementation.

Downtown Waterfront Revitalization: *Impacts on the Port*

Commercial and tourism facilities typically are not compatible with marine terminal and other heavy industrial uses. Modern handling equipment can pose serious dangers to the casual observer or the unsuspecting

tourist, particularly when we live in such a litigious society that considers ports and many of our industrial tenants to be deep pockets.

The other consideration is that commercial and tourism facilities can often pay more for properties than light and heavy industries can, and this can cause significant economic pressures for retreat of industry. In the Port Angeles harbor area, we see waterfront industrial property values in the $2.00 - $2.50/sq. ft. range, while good commercial properties start in the $6.00/sq. ft. area. So a typical waterfront revitalization plan does expose a port to significant pressures that may impair a port's ability to function as envisioned by state law. The competing values and interests for these spaces can be very diverse.

Port/City Collaboration: *Achieving Mutual Goals*

Good, solid realistic port planning is extremely important. A port must have a sense of its goals and its reason for being. A good communicative relationship with the city and a solid understanding of the goals and plans of that entity are also important. Creative management of those properties and facilities that the port has under its control can make a vital difference in the ability to implement plans. As an example: A developer of a non-water-dependent facility will need to insure his lender of a sufficient lease period to amortize the investment. This may or may not match the timeline identified in port plans for potential waterfront leases of the properties. If they do not match up, it may be possible to negotiate a buy-out agreement, thereby insuring the port of having the property available in the future (though it may be costly) and at the same time making the project financeable. There are probably many other approaches to this type of problem, but the key is that the port needs to remain flexible and develop solutions to the problems, not just identify them.

Assessing Progress in Port Angeles

It is a continuous process in Port Angeles and probably always will be. At this time the focus is on a relatively small two-block area in downtown port Angeles, but in the future it may very well turn to Ediz Hook or possibly to the east of the downtown Port Angeles area. It has been a slow process, but is developing a head of steam now. Our community is looking much better, our economy is improving, and the city and the port actually seem to like each other. A key measure of success is when you see private capital begin to enter the picture.

Waterfront Revitalization:
Langley, Washington

Background on City of Langley

*Jack Lynch**

Langley is located on Saratoga Passage near the southern end of Whidbey Island, one of two islands (Whidbey and Camano) that comprise Island County. Langley is one of only three incorporated cities on Whidbey Island, the other two being Oak Harbor at the north end and Coupeville in the north central part.

The city itself covers an area of about 4 square miles. The population of approximately 750 has grown fairly steadily, but growth in the area outside the city has been relatively significant.

Langley identifies itself as a rural town center and as the "Village by the Sea". The downtown area is compact and distinctive. The intermixing of tourist-oriented businesses (antique stores and speciality shops) with general downtown services is an important element of Langley's distinction and success. The active harbor area lies at the foot of a bluff adjacent to downtown.

Langley's economy is based on services and retail trade serving south Whidbey. There is a small boat building industry, but the school district is the major employer. Consequently, the city relies heavily on visitors and people from the surrounding area to shop. The physical attraction of the city and the proximity to the Everett/Seattle metropolitan area have attracted retirees.

Langley has been historically tied to the waterfront and once functioned as an active port (farming and logging) and as a ferry landing. Port activity has diminished but not the significance of the waterfront.

Recent development of a new boat harbor with 35 boat slips and a public viewing and fishing walkway has further established the significance of the waterfront.

Langley's spectacular views provide a setting for residential, commercial and recreational activities and a natural attraction for tourism.

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* Planning Consultant, Seattle, WA

The character of existing development is a striking feature of the town. The historic flavor of the downtown architecture is a unifying theme that gives the city a special identity and contributes to the small town charm. There are five bed and breakfast inns in Langley, and the city hosts the Island County Fair and Choochokum, an annual arts and crafts fair.

High bluffs and unstable slopes do present problems for both existing and new development. A seawall in front of the downtown area was built within the past 10 years to abate bluff erosion by wave action. However, wave action is not the only force at play. Several studies have addressed this issue (waterfront study and geo-tech study), and the new Shoreline Master Program will be setting additional regulations.

Planning for Langley

In 1983, the city adopted a Comprehensive Plan, which supports the County Comprehensive Plan's concept of concentrating growth around existing growth centers, including Langley, while retaining rural, "Village by the Sea" character. The city plan emphasizes: development of the downtown area, tourism, waterfront access and marina development.

Subsequent to the adoption of the plan, a Design Review Board was established to ensure that design character was perpetuated. Its emphasis is on the commercial area and multi-family residential areas.

A city Shoreline Master Program is in preparation (currently guided by County SMP policies). Emphasis will be given to managing development on bluffs and identifying uses appropriate to Langley's waterfront and downtown areas.

SPECIAL STUDIES/PROBLEM AREAS

A waterfront study had as its purpose to examine more closely both opportunities and constraints posed by the city's waterfront.

Among the recommendations: (1) bluffs/special regulations and step-down development on the bluffs/slopes; (2) smaller marina than originally proposed; (3) establishment of a Design Review; (4) geological study of bluff instability problems; (5) the redesign and relocation of Phil Simon Park; (6) development of better pedestrian access to boat harbor area.

Also in progress is a geo-tech review of city-owned properties to enhance protection and public access. The current task is to develop the funding to implement proposed projects (it is hoped that the port may be of assistance since the city has already committed so much to the boat harbor project)

Specific measures recommended for three separate areas:

- Cantilevered pedestrian walkway along Wharf Street to waterfront and marina
- Erosion control measures on central, downtown bluff
- Development of an "ecology" block wall for expansion of Phil Simon Park

Credit should be given to the State Department of Ecology and the Federal Coastal Zone Management Program for funding the Waterfront Study, Geotechnical study and the Shoreline Master Program preparation.

SUMMARY

Culmination to date of the city's waterfront development has been the Boat Harbor Project, the ins and outs of which will be discussed by both Port Chairman Charrison Lochaby and Mayor Cobb. This is the most significant of several projects that have been implemented in recent years. Other projects include:

1. Downtown park - developed in conjunction with a UAB project but importantly with local funds and volunteer time and assistance.
2. Seawall Park - as mentioned previously.

The Port District

Charrison Lochaby *

The port district was formed some 20 years ago within the confines of the city limits of Langley and appropriately named "The Port of Langley," with the intent of building a 400-slip marina. Conceptual plans were completed, Army Corps of Engineers participation for dredging and breakwater construction was tentatively secured, and preparations were under way for financing. Then a major obstacle arose. It was determined that bond redemption was going to require an 80 percent occupancy and Foster and Marshall could not guarantee this to the bond purchasers. It was also determined that the tax base was insufficient for a project of this magnitude.

With this setback, the commissioners commenced the long and arduous task of enlarging the district to its present size, and renamed it "The Port District of South Whidbey Island." The district now includes 64 square miles with 53 miles of saltwater shoreline, one incorporated city, Langley, and three commercial core areas, Clinton, Bayview and Freeland. The remainder of the district is largely residential or forest land,

* Commissioner, Port of South Whidbey Island

with a total assessed valuation of about $450,000,000. One startling fact about the district is that of the 53 miles of shoreline only 3,200 lineal feet is available for public access. Overall, the port's annual levy income is just over $100,000. In retrospect, the need to enlarge the port boundaries was a blessing in disguise. The increased size, while increasing the income, presents the opportunity to provide more services to more people.

While the district was in the process of being enlarged, two major changes occurred. First,the Shorelines Management Act was passed, making it very difficult to obtain permits for dredging and construction of a rip-rap breakwater, and second, Army Corps of Engineering funding became inaccessible. Because these obstacles were insurmountable, the 400-slip marina was put on indefinite hold. This project is still in the Comprehensive Plan, provided a site that is environmentally acceptable and economically feasible to construct and operate can be located.

Not willing to accept total defeat, the port commissioners pursued other more achievable projects. These included parks rehabilitation, construction of boat launching ramps, construction of a recreational fishing pier, and assistance in the rehabilitation of a portion of Langley's waterfront. Presently the port is involved in two major projects. We are preparing bid specifications for the construction of an 11-acre park on 670 feet of prime low bank waterfront with two parallel boat launching ramps and a day use area. The estimated total cost is $1.4 million. The other current project is a feasibility study to acquire South Whidbey's only airport. If this project is pursued through acquisition and improvement, the total anticipated cost is about $900,000.

None of the above-mentioned projects would have been possible without the financial assistance of other agencies. Funding grants from the State Inter agency Committee for Outdoor Recreation (IAC), the Washington Department of Natural Resources, the U.S. National Parks Service, and the Federal Aviation Administration have been extremely beneficial in the projects either completed or in progress.

This interagency cooperation is how we became involved in Langley's waterfront project. Langley owned land with a dock that was approaching an advanced state of deterioration, and the city had no money for repair or construction. The Port District had money. The city asked for our assistance so we entered into an inter-local agreement and became a funding agency with IAC to construct a 42-slip transient moorage facility. In the first facility, the port provided $110,000 towards funding the $325,000 project, with IAC providing the balance. The breakwater installation failed, resulting in litigation against the engineering firm that was responsible for the design work.

About this time the port advanced the city an additional $10,000. After the dust had settled from the litigation, design work was completed and construction started on a new 36-slip moorage facility. Towards the end of construction it was apparent that the project was again short of funds. The port gave the city $30,000 that was needed to complete the transient moorage dock and floats. The port has $150,000 invested in Langley's Transit Moorage Facility.

Special Problems, Recommendations

*Mayor Dolores Cobb**

The first boat harbor was built in 1980. However, shortly after construction, because of the inadequate design of the breakwater system, the harbor was closed. Our harbor gets winds from the northwest and the southeast, experiences moderately strong tidal currents, and large accumulations of driftwood — factors that cannot be overlooked in designing such a facility.

In 1983 the City of Langley hired Jeff Layton and Associates to perform engineering analysis. After the analysis determined what kind of facility should be built to withstand the conditions that we have in this area. Jack Lynch, the planning consultant, and I went to IAC for additional funding, and I went back to the Port of South Whidbey for additional funding. The Port of South Whidbey and IAC were more than supportive of the city during these times. Because we were still short of funds, the city voted for councilmanic bonds to complete the funding package needed to rebuild the structure. The city is paying back the money from funds derived from boat moorage fees. In addition, we were able to add to the project a public fishing pier and a walkway with the help of the Department of Fisheries.

My proudest accomplishment on this project is that it has definitely stimulated more activity in the City of Langley through sales tax. As Mr. Lynch stated earlier, Langley has no industrial area. We depend totally on the local people, and on tourism and now we have also come to depend on the boat harbor.

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* Mayor, Town of Langley

In conclusion, the advice I would pass on to those in a smaller community who are looking to building a facility is to:

1. Stay with tried and proven methods.
2. When you take on a project, you have to be prepared for setbacks. Stick with the project and see it through to the end, and if you care enough about the project, you will find a way to make it work.
3. Do not cut corners too much. If a project is worth building, it is worth building well, as it will be with you for a long time. You have to make sure that the facility is designed and constructed to last for the long term. This may mean some hard tradeoff decisions during the process. For example, we cut back on the size of the breakwater. However, at the same time we knew we were building the best facility for the long term.
4. Try to keep the agencies aware at all times of what is going on for the reason that you need their assistance. They have to know what is happening so that they can step forward and help.

Waterfront Revitalization:
Campbell River, British Columbia

*Bill Matthews** *and Chris Hall***

Setting

Campbell River is located on the 50th parallel, at approximately the midpoint of Vancouver Island (175 miles N. of Victoria). It is situated at the entrance to Discovery Passage, the main water route to Alaska and northern British Columbia. The community has a shoreline of about 14 miles with a variety of uses, environments and edges.

The current population within the immediate area is approximately 28,000.and Campbell River's population is 17,000.

Initially, the economy was predominantly resource exploitation (forestry, fishing, mining), but it is now developing into a diversified industrial and commercial complex (service sector, transportation), although it is still reliant on the forest industry.

Recent economic developments include an aquaculture industry boom and a heightened interest in tourism.

Campbell River's Past

Campbell River is a community closely tied to the water. Its waterfront location played an important part of its early growth and development. The native people needed a waterfront setting for food, transportation, and culture, and it was equally important to early settlers for logging and fishing.

The community's sport fishing reputation began relatively early, with the Tyee Club being formed in the 1930s. Members must catch a salmon of 30 lbs. or more, and are restricted to using rowboats and a single hook plug on 12-lb. test line.

As the community grew, the focus remained on the water. The Willow's Hotel and the activity taking place in front of it became synonymous with Campbell River. The wharf nearby was the community's main street

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* Alderman, City of Campbell River

** Planning Director, City of Campbell River

as coastal steamers stopped on their regular schedule. Even when the village had road access and cars became commonplace, the waterfront was central to all. For years it was left in its natural state and dominated the community physically and socially. The people simply enjoyed the waterfront.

Waterfront Lost

With the fifties, sixties, and seventies, came rapid growth. In our haste to progress we slowly lost the intimacy we enjoyed with the water. Instead it was given over to uses that excluded people. Our sewage treatment plant became the entrance to the downtown. In an effort to hide its worst features, a solid fence was erected, blocking a great view of the harbor.

When not separated from the water visually with fences or utility lines, we were physically separated from it. Pedestrians were forced to make way for vehicles. Parking lots were given valuable waterfront land.

Elsewhere the natural waterfront was filled in to accommodate a shopping plaza. Stores were oriented toward the parking lot rather than toward the water, ignoring the best view on Vancouver Island. The highway was re-routed behind the plaza, and the ferry terminal abutting it was drab. Function was everything, and chain link fencing was the only landscaping around an asphalt wasteland.

There have been some positive steps taken, including construction of a beautiful park on our downtown waterfront. Its name -- Foreshore Park -- is somewhat incongruous, however, since the water's edge is not accessible due to piled-up riprap. Walkways, where they did exist, were undeveloped and typically led nowhere. In short, our waterfront lacked interest, imagination and continuity.

It is easy in retrospect to be critical about past decisions. They were after all based on the best available choices at the time. The passage of time, however, creates many paradoxes. Campbell River is now a community seeking to reestablish many of its historic qualities and to regain its waterfront. If this effort is successful, the town will be a special place with a spectacular setting.

A Climate for Redevelopment

Many things contributed to a climate in which redevelopment could be both accepted and accomplished. To simply list them gives a false sense of the intricate play of events and circumstances. Even if all the events could have been orchestrated, it is difficult to speculate on whether we

would be where we are now. Nevertheless, the need for waterfront redevelopment was concurrently recognized by:

SENIOR GOVERNMENT The Tourism Plan for Vancouver Island identified our potential but noted many deficiencies. Paramount among them was the need to:

> Undertake a master waterfront development plan to identify lands to be acquired, location and size of marine services, proposed recreation facilities and open space...The Campbell River Waterfront should be designated as a city park.

RESIDENTS The public began to be vocal about things they did not like (i.e., waterfront condominium projects which blocked views, a sewage treatment plant that smelled) and they demanded change and improvement.

BUSINESS COMMUNITY After completion of a successful revitalization scheme, downtown merchants began to sense the much greater potential for the waterfront.

MUNICIPAL COUNCIL The council gained a renewed emphasis on economic development and the role they could play in tourism and its correlation with an attractive waterfront.

Plans for the Times

Between 1982 and 1985, Campbell River went through two planning exercises designed to address waterfront issues. Each was quite different from the other but still necessary. Both plans were key steps in the process of redevelopment as they brought together all of the groups mentioned above, achieved consensus, established a monitoring process, and set a timetable for redevelopment.

AN ACTION RESEARCH APPROACH

As important as the preparation of these plans was, it was equally critical that we not rigidly pursue their adoption and completion before moving ahead. Our planning approach has never been a linear process (i.e., survey--analysis--plan); rather we take a more dynamic approach: We view planning as being cyclical, permitting incremental decision - making to be accommodated within the process. It also gives us the luxury (necessity) of pursuing ideas/concepts towards implementation before plan completion.

The best example of this implementation process was the fishing pier project. The idea was presented to us in the initial stages of the Foreshore Plan, and we immediately began an exhaustive process of refining the idea to fit Campbell River. By the time the Downtown Waterfront Plan was

underway, we had finalized site details, designed the pier, and were making funding applications. In fact the Waterfront Plan became a marketing tool for the pier's funding--that is, agencies knew about the pier concept but the plan helped put it into perspective with the other aspects of redevelopment. Traditionally planners do it the other way around.

One of the strongest indictments against planning that I know is the following quote:

> The failure rate of town planning is so high throughout the world that one can only marvel that the profession has not long since given up trying; the history of the art of planning is a giant waste bin of sumptuously forgotten paper projects (Banham)

By taking the "action research" approach, we ensured that we were not guilty of preparing "sumptuously forgotten paper projects."

THE FORESHORE PLAN

SCOPE: The entire 22-km waterfront.

EMPHASIS: Regulatory and policy-based.

PROCESS: Task force of interested agencies, high degree of public participation (with limited success).

OUTCOME:
- provided means of allocating competing uses along waterfront.
- ensured that all agencies were working toward a common objective with compromises being acknowledged.
- limited public interest in the document because of its technical nature.
- introduced governing agencies to important design guidelines.

The Foreshore Plan is still relevant and operational, but its main accomplishment in retrospect was to give local and regional government interests a focus to the waterfront.

DOWNTOWN WATERFRONT PLAN

SCOPE: Downtown Waterfront.

EMPHASIS: Visual, conceptual, positive, achievable

PROCESS: Prepared "in house."

OUTCOME:
- integrated plans of various agencies.
- wide community distribution.
- community-wide sense of ownership.

- community commitment.
- reinforced and tied together achievable projects with key design guidelines.

The Waterfront Plan could be characterized as one of those sumptuous plans castigated by Banham. Fortunately it succeeded for a number of reasons:

1) The plan publicly acknowledged past mistakes. Consequently, we couldn't be told to clean up our own act when we encouraged others to correct their mistakes.
2) It was prepared by municipal staff, resulting in a greater degree of commitment (our ideas - not someone else's) and accountability (to get it done). We could also pursue ideas much more effectively and not be tied to terms of reference, budgets, etc., as consultants typically are.
3) It caught the imagination of residents. While they did not come out to meetings on the plans in great numbers, they displayed their approval in other ways. Comments at mall displays were positive. The plan was posted in business premises, etc., and we also received many requests for copies of the plan from distant communities. Apparently as a display of community pride, the plan was shared with friends and relatives elsewhere.
4) The plan had something for everyone. Seniors liked the idea of the sport fishing pier. School children were excited about the pocket beaches. Everyone liked the idea of cruise ship facilities.
5) Many of the suggestions were small and achievable; thus it was hard for some -- particularly senior government -- to ignore them.

Creating Change

Redevelopment is only just becoming apparent. Translating plan concepts into tangible projects is never immediate enough. The municipality has had to use all of the techniques available to create change. In so doing, the council and staff have had to be flexible enough to depart from regular duties. For example, the assistant building inspector designed the fishing pier and his superior assumed a heavier work load. He also constructed a 6-foot model to show the concept. Planning staff prepared economic analyses, reports, video presentations, and brochures, etc.

The mayor had to be a cheerleader to community groups and individuals who were taking on local fund-raising. He had to calm them down when they thought their efforts were without sufficient recognition. Flexibility was the order of the day.

IMPLEMENTATION TECHNIQUES

Our standard implementation techniques include:—

REGULATORY MEASURES — To date these have been used sparingly since private sector redevelopment is not expected to occur for another year or so. When it does, design guidelines specified in the plan will be used to ensure vitality, color, continuity of walkways, preservation of views, etc.

DIRECT CAPITAL SPENDING — This is the only way some of our projects can be achieved, notably the disguising or removal of our sewage treatment plant.

COOPERATIVE VENTURES — This has been the most successful technique to date. Included has been cost sharing for a parking lot development around the fishing pier and boat harbor; ferry terminal improvements (walkways, beautification, public washrooms); fishing pier construction; playground apparatus in the park; walkways along the foreshore.

ADVOCACY PRACTICE — The success of our efforts in encouraging others to do major projects is still unknown. We are actively lobbying the federal government on behalf of the local Indian band for a major marina development. We are pressuring the Coast Guard for new facilities that will include a boating information center and observation tower. Local businessmen are soliciting our help in expanding boating facilities.

Our attempt to avoid the regulatory measures and direct capital spending, while emphasizing cooperative ventures and advocacy practices has been a conscious decision; with it, however, comes the potential for much frustration and seeming inaction. For smaller communities such as ours, this is unfortunately almost a necessity.

Marketing the Waterfront

WITHIN CAMPBELL RIVER

In 1983 just prior to the release of the Downtown Waterfront Plan, the council created "The Waterfront Enhancement Board." Comprised of local citizens with an interest in our waterfront, the board serves as a lobby group promoting the waterfront both to the council and the community. It sells ideas of the council and staff to the public and makes the council accountable (during budget) for waterfront improvements. To date, neither role has been predominant because of the widespread interest in our waterfront, but the existence of the board will keep that interest fresh to the council and the public in subsequent years.

During the past 3 years, the board's function of involving other groups (i.e., service clubs) in waterfront projects has been quite valuable. There are always liabilities with advisory groups, and these should be recognized. For example, the administration of such bodies invariably falls to municipal staff as does the "feeding" of materials, ideas, etc. Staff must be tolerant and prepared to let groups work out their own agenda, projects, etc., even when those ideas originated with staff. It is part of the whole process of "project ownership" that has been so vital to the success of our waterfront redevelopment.

BEYOND CAMPBELL RIVER

Competition for tourists was becoming greater among Vancouver Island communities in the early 1980's. Campbell River had long relied on exclusive fishing resorts to provide "high quality, low volume" service as our main tourism thrust. Changing tourism trends (i.e., emphasis on group package tours, family vacations, etc.) meant that we were missing the mainstream of the tourist industry by continuing to depend on just the fishing enthusiast. Moreover, our long-held title "Salmon Capitol of the World" was being usurped by others.

A group of businessmen spearheaded by representatives of the municipal council prepared a plan to actively promote the community. In 1984 with a budget of $60,000 (split 50/50 between council and members) a manager was hired to attend trade shows and sportsmen shows throughout the Western USA and Canada. It was the first such group in British Columbia to undertake local promotion at the doorstop of our tourism clientele.

These efforts have brought rewards of a healthier and more diversified tourism industry. Package tours, conventions, and the family market are all being courted with good results. If copying is the best form of flattery, we have been extremely flattered! We are aware of at least four other communities doing much the same thing (often with better budgets), and the provincial government is encouraging more.

Summary

Campbell River is a hard-working, proud community. Historically it has supported good projects with considerable enthusiasm. It hasn't been afraid to be first. Accordingly, our town has embraced fully the initiatives we have proposed for our waterfront. With its unique setting, diversity of resources, and proactive leadership, the community has the ingredients to assure a good future.

Waterfront Revitalization:
Poulsbo, Washington

*Clyde Caldart**, *Denny Kimmel* ** *and Larry Stockton****

The Past

During its first 50 years of existence, the only practical way to reach the Poulsbo area was by water. The alternative was many miles through forests from some other point of entry on the Kitsap Peninsula. In 1915 the first rough road connected Poulsbo to Bremerton and other points.

When passenger steamboats first arrived, they moored to a raft anchored in the middle of Dog Fish (now Liberty) Bay. People and freight shuttled by rowboat; cattle and horses had to swim for it.

WATERFRONT REVITALIZATION: THREE KEY HISTORICAL EVENTS

FIRST EVENT — Area farmers who wanted to get their produce to the market in Seattle without the hassle of rowboat transfer, donated their labor for Poulsbo's first dock, in 1894. That dock, together with the establishment of wharves and the processing plant for the major codfish industry around 1910, enabled the town to make a quantum jump.

Goal:	Improved travel access; facilities for a prominent employer.
Motivation	Assurance of commerce activity; good site and labor source.
Support	Donated labor by farmers; codfish plant site by town.

SECOND EVENT — Downtown Poulsbo developed on a near sea-level area, with its back to a fairly steep hill. Structures on the bay side were built on pilings. The tide flowed underneath, coming right up to the one street. Parking on that narrow street was an increasing problem. A captive business market had existed for many years, but now there was

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*** Planning Director, City of Poulsbo

increasing evidence of competition outside of downtown, where much more land was available. Sparked by a few leaders, the business owners were asked to contribute their share of minimal costs for a rather daring enterprise — adding land area to the waterfront. Beginning in 1953, the bay side was filled in for the full length of the business block, extending out some 100 feet. That fill, the Anderson Parkway, revitalized the main business segment of town, vastly improving the parking and traffic-flow situation. Strictly an ad-hoc project, it was accomplished mostly by the meager town work forces and by volunteers. Fill material was hauled in from the uplands and from dredgings, using homemade equipment. Completely devoid of grants, paperwork, land use and environmental constraints, it is symbolic of a bygone era!

Goal	Encourage more customers downtown; provide elbow room for movement; allow for business expansion.
Motivation	Without some definitive action, the core area would eventually be dead in the water - no facilities, no customers.
Support	Cooperation between the local government and the affected business community; donation of fill material (and some stumps) by property owners outside of town. Rindal & Ness, owners of a former feed store, cut the long building in half. That allowed two-way traffic between the north and south portions of the fill areas. The west portion is now the Viking House; the east is Captain K's.

AN ALMOST EVENT — During the early and mid-1960s, a few visionaries gathered together a representative committee seeking some enhancement for the rather drab Parkway. A bandstand or performance center was proposed. To be built out over the bay at the north end of the fill, it would provide a usable covered platform on which to stage many activities. It would also become a starting point for future improvements as they were defined.

Although several scale models were assembled by participating architects, the town council was unable, both financially and motivationally, to provide serious support. Public interest was passive, and funding potential was bleak. However, the seed was sown. Possibilities had been spotlighted and did set the stage for significant action at a more appropriate time.

THIRD EVENT — Anderson Parkway helped to close the business disadvantage gap, but gaps tend to continue. Also, the bandstand seed had been germinating. In the early 1970's, the mayor assigned a newly arrived professional planner then on the city staff to look into the possibilities of downtown improvements. A recently completed survey called INK (Improve North Kitsap), which was chaired by a local businessman, drew an 86 percent response from some 3,100 households contacted in and out of town. The majority of in-town residents emphasized two needs: a community theme, and downtown beautification. The theme became "Little Norway." Enhancement ranged from a general paint-up to greater consideration for people-oriented activities.

The planner met with the business community on the idea of forming a local improvement district, to pay for some additional parking. The rate of assessment would decrease the farther one had to walk from Anderson Parkway. About the same time, an approach to extending the Parkway out into the bay was made, for the purpose of increased parking. The LID received substantial majority approval; use of additional fill for parking was voted down. Environmental constraints had arrived. With grant assistance a good possibility, ideas proliferated. The upshot was the formation of the Liberty Bay Park Complex. The concept embodied two interconnected waterfront parks, additional parking, a transient marina, and an extension of the fill area for one of the parks.

The city of Poulsbo, as lead agency, established credentials with the state Inter-Agency Committee for Outdoor Recreation (IAC), after many months of presentations, revisions, etc., with their technical review staff. Once the project had been approved technically, the city chased IAC all over the state, hoping to be funded. Funding approval was authorized on May 28, 1974, locally, an emotional date. The way was then clear to seek both state and federal funding. IAC stated that our project was the most complicated one on their heavy agenda.

Despite grants and an approved LID, funding for the estimated cost of some $500,000 was still shy. A $110,000 bond issue on a city ballot failed twice, by a very few votes. The shortage had to be covered before start-up. In just a few days, one couple raised over $50,000 from outright public donations. With additional donations coming in and some modifications to the plans, the project was underway. Ground-breaking signaled the start, on August 6, 1974, of the city's most ambitious waterfront project. Some 30 months later, on February 7, 1977, IAC formally signed-off on satisfactory completion. Six years of rigorous effort, stacks of documents many feet high and periods of frustration contributed to a revitalization that continues to offer benefits to our greater community.

Whether arriving by land or sea, users of the complex enjoy the 40-berth transient marina (administered by the Port of Poulsbo, and since doubled), the downtown 2-acre Liberty Bay Park, the 8-foot by 600-foot boardwalk over the beach to the 5-acre American Legion Park. The facilities have been used for many varied activities. The performance center idea of earlier times has now surfaced as the Rangvalk Kvelstad Pavilion, in Liberty Bay Park. The downtown business community has the benefit of some additional parking, improved traffic flow, and an active and attractive outboard environment.

Logistics/statistics offer a fair measure of the degree of effort required to accomplish these improvements.

CONSULTANTS — A project architect and a project engineer were engaged, under city overview, to prepare drawings and specifications, and maintain liaison with the contractors, in their respective disciplines.

COORDINATION — A member of the city council was appointed to provide consistent contact with IAC (they held our hand all the way), the city, the port, the consultants, and the general public, AND all the regulatory agencies, which retained much interest in the activities.

PROJECTS — The Complex was segregated into ten projects, with most of the work contracted out by competitive bidding.

FUNDING — Bid response and subsequent (seemingly inevitable) change orders boosted the final cost to around $800,000. The sources and *round number* amounts were:

29.4%	Federal Land & Water Conservation Fund	$ 235,000
21.9	City and Port, cash and in-kind	175,000
19.0	State Referendum No. 28	153,000
16.9	Local Improvement District No. 4 (LID)	135,000
8.4	Donations by the Public	67,000
4.4	State Initiative 215	35,000
100.0 %		$ 800,000

CONSTRAINTS — Critical review of the 26-page Environmental Impact Statement (EIS) by 41 federal, state, regional and local agencies; compliance with IAC procedures; restricting regulations of the U.S. Army Corps of Engineers, Shorelines Management Act, State Department of Natural Resources, State Department of Ecology, State Department of Fish and Game, building codes.

QUANTITIES — 90-foot extension from Anderson Parkway; 55,000 cubic yards of dredge and uplands fill material; dredging for marina to 10 feet below mean lower low water; precast floats for 40 berths and holding tank pumping station into city sewer system; 10,000 tons of riprap; 400

feet of storm sewer extensions. Highlighting the basic components; 2,400 foot frontage.

Goal:	Expand parking; provide recreation facilities for boaters and on land activities; beautify the waterfront area.
Motivation:	Public interest; grant potential; respond to stated needs for business retention and environment improvements.
Support:	Substantial grant assistance; cash donations from city and non-city residents; donation of 9 parcels of tidelands and uplands; strong and continuing interest by the general public and the news media; cooperation between entities.

LESSONS LEARNED

- If adequate *support* is not in sight, don't stop identifying potential *goals*
- Continue to generate *momentum*
- When the right circumstances arrive, you will be ready to light the fuse!

The Present

Revitalizing waterfront areas can be compared to riding heavy seas while heading for port. You may see harbor at the crest or top of the wave, only to slide down to the trough or bottom and pray you can get back to the top. You may have currents to buck against or currents to aid you. The winds may be favorable, and then again they may not. The only way to reach port, however, is to keep the bow pointed in the right direction, have plenty of fuel, and keep chugging. As an individual businessman, commercial fisherman, and developer of a waterfront seafood processing and distribution company, I can vouch for the heavy seas.

Poulsbo is blessed with a history of commercial fishing fleets and a Norwegian heritage. In the early years Poulsbo boasted a salt cod processing plant and an active geoduck and oyster industry. The downtown waterfront was an active working waterfront and distribution center.

My experience in Poulsbo began several years ago. I would come in from Alaska with frozen salmon or halibut, which would be sold off our boat moored at the Poulsbo marina. Local residents asked us to open a year-round fish market. A section of the old codfish plant became available to us and we took the opportunity to open Poulsbo's first active fish processing plant in recent years.

We were at the top of a wave viewing a prosperous fish market in the newly developing Liberty Bay Marina. Unfortunately, our enthusiasm for the business was not shared by the marina's residential neighbors and we spent many years bucking unfavorable currents in the land use approval process. Now, however, we have a seafood processing and distribution business in Liberty Bay Marina and a seafood market and eatery in downtown Poulsbo. Both of these businesses are run by family members while I fish the boat in Alaska.

It is very important to realize that because of local political entities such as the city council, port commission, and local citizen groups there will be many waves to ride before reaching our goal in proposing a waterfront development. In spite of these hurdles to be overcome, there are many positive events occurring in Poulsbo today.

There are presently three boating marinas in Poulsbo, two of which have been developed in the last 5 years. The Liberty Bay Marina, where our processing plant is located, is approximately 1 mile south of downtown. The marina features a 70-ton marine ways, boat repair services, and some retail sales areas. There are moorage facilities for 126 vessels. The marina also accommodates a school district-operated Marine Science Center which serves both as an educational facility and attraction for tourists. The city is served by a public bus system that provides transportation to individuals from downtown to the Liberty Bay Marina.

The second marina located halfway between Liberty Bay Marina and downtown is owned by the Poulsbo Yacht Club and features mooring for 45 vessels. The club's future plans to construct a substantial clubhouse facility on the site will be a major attraction to recreational boaters.

The downtown waterfront Poulsbo marina has 150 moorage spots that accommodate a balance of working and recreational boats. During the busiest tourist months, the fishing fleet is gone, but many tourists still come to see the "Norwegian fishing village."

The Port of Poulsbo has added and improved slips for transient moorage, but boats still have to anchor out in the bay during peak demand periods. There is a working grid for boat repair and a new seaplane float; however, there is currently no fuel available in Liberty Bay. Installation of a fuel facility is a major goal of the downtown business community.

Boaters, tourists, and downtown merchants alike have a beautiful waterfront park facility that features grassy areas for passive recreation, public restrooms, and a covered gazebo performance facility, where entertainment is frequently scheduled. The downtown waterfront park site is connected by a 600-foot boardwalk to another waterfront park for pleasant strolls and less intensive recreational activities.

The downtown features a cluster of restaurants that offer a variety of menus, the world-famous Poulsbo bakery, and a wide variety of gift shops that are attractive to the tourist market. A major grocery store, which many boaters and local residents had depended upon for years, closed 2 years ago and the economic impact on downtown merchants was severe. During the last 2 years the downtown Coast to Coast Hardware Store, a major jewelry store, several clothing stores, and other assorted small businesses closed or relocated out of the downtown waterfront area. Downtown was beginning to look like a half-sunk derelict.

The crew, consisting of the city council, chamber of commerce, local community organizations, and the remaining waterfront merchants, began to work together and pointed the bow in the right direction. Once again downtown Poulsbo is beginning to make headway. The jewelry store owners, who had originally wanted nothing to do with the tourist trade, are now reopening at their original location with a changed inventory. A small grocery/delicatessen opened up in the building where the major grocery had been located. Several other shops are opening in the redeveloped grocery store building, and merchants have reopened shops in the vacated buildings.

The waterfront merchants have formed a loose-knit organization with monthly dues. These dues initially paid for a business consultant to assist the individual businesses. The merchants' association is now planning to hire an assistant who will help carry out the promotion ideas and events planned by the merchants' organization. As a group, we want people to come to the Poulsbo waterfront, and as individual businessmen, we want them to patronize our shops.

The downtown businessmen are still facing unfavorable winds, currents, and waves. At one time there was a parking problem downtown. When the grocery store left, we were wishing we still had a parking problem. Now we can see a parking problem starting to develop as the downtown fills up again.

The merchants see the need for accommodations in the downtown waterfront area. A new hotel would be ideal. An RV park close by would also help, as would bed and breakfast homes. A fuel station to service the hundreds of boaters will probably appear in the near future. Evening recreation opportunities including a place to dance, a theater, a bowling alley and other improvements would also be helpful.

Poulsbo has many features to attract people. Poulsbo Bread, Poulsbo Lutefisk, and Poulsbo Brand pickled herring are all products being manufactured that promote the name of Poulsbo. The Norwegian fishing village theme, decor, and the proximity of restaurants, shops, and boating facilities all serve to invite tourists and locals to Poulsbo's waterfront. But

most importantly, it will take strong and aggressive leadership in the community to keep the downtown effort pointed in the right direction and make steady progress.

The Future

PLANNING FOR FUTURE USES

The future uses for Poulsbo's waterfront are anticipated in the city's Comprehensive Land Use Plan, Shoreline Plan, and Downtown Waterfront Redevelopment Plan. The city's Comprehensive Land Use Plan, originally prepared in 1963, designated the downtown Poulsbo waterfront for commercial use and the two southern marina sites in the city for industrial use. The remainder of the waterfront area was designated for residential development. The current Comprehensive Land Use Plan prepared in 1979 and amended in 1982 maintains the commercial designation for the downtown waterfront area but eliminates the industrial designation for the two southern marina sites in the city. The elimination of the industrial designation for the two alternate marina sites in Poulsbo reflects the community's progress on transition from a working waterfront to a recreational waterfront.

The City of Poulsbo's Shoreline Master Program designates the downtown waterfront area as an urban environment. The urban environment is defined as an area subject to intensive modification of natural features caused by human activity, but the purpose of designating an area as an urban environment is to accommodate a multiplicity of intense urban uses and to encourage the existence of desirable and pleasant urban shorelines. The remainder of the Poulsbo shoreline is designated semi-rural or conservancy. The effect of the Shoreline Plan is to encourage intensive development and redevelopment of the downtown waterfront area while discouraging waterfront development in other portions of the city shoreline, including the two alternate marina sites. The Shoreline Plan was prepared in the mid-70's and has not been modified

In more recent years continuing development pressure on the shoreline and the search for innovative improvements to facilitate shoreline usage and access have prompted the city to undertake two additional shoreline studies. In 1985 the City of Poulsbo worked with the consulting firm of Leland and Hobson to prepare a city waterfront plan that addressed land uses and public access to state-owned tidelands. The plan is a policy statement to be used by the City of Poulsbo in determining appropriate amendments to the city's Comprehensive Land Use Plan and in processing land use permits for shoreline developments. The plan identifies the preferred type and location for waterfront access facilities and specifies

policies for obtaining facilities as property is developed. Future sites for waterfront parks are included in the plan. The plan identified six specific opportunities for further planning or site development work on projects that would enhance public access and use of the waterfront. The downtown Poulsbo waterfront area was determined to be the top priority for enhancement during the review of the 1985 Shoreline Development Plan.

In 1986, with funding from the Department of Ecology, Coastal Zone Resources funds Management Program, the city undertook a downtown waterfront redevelopment planning process using the Kasprisin Design Group. The purpose of the plan was to examine seven key issues that had been identified by the city as having a direct bearing on the future economic and physical success of the downtown waterfront business district. The planning document provided an investigation of issues throughout the downtown waterfront business area, focusing on the urban waterfront and its potential for public access, both physical and visual.

RETAIL MARKET ANALYSIS — In recognition of the importance of a healthy waterfront economy to support waterfront revitalization, the plan included an adaptive reuse and retail market analysis for the downtown. This analysis defined the merging retail and commercial potential for downtown Poulsbo's unique Scandinavian theme and waterfront setting. It also provided a basis to redefine the role of the downtown waterfront while also considering new retail and commercial developments in the greater Poulsbo area.

AESTHETICS — The second area of study in the 1986 plan was the aesthetics of the downtown area. The "Scandinavian theme" in downtown Poulsbo was defined in a policy document with specific incentives identified to encourage development to go "Scandinavian" and complement the marine setting.

VISTAS — The third element addressed by the downtown plan was preservation of the waterfront vistas. The plan inventoried existing vistas, rated them according to their value to the community, identified recipients benefiting from the vistas, and made recommendations on what vistas should be preserved. Development of a preservation mechanism for vistas and an implementation mechanism for aesthetic controls are issues that must be cooperatively addressed with the downtown merchants and property owners.

PUBLIC ACCESS AND CIRCULATION — Waterfront access and pedestrian circulation constituted the fourth topic of study for the downtown revitalization plan. The location, type, and treatment of waterfront access and pedestrian circulation routes in the downtown area are inventoried in the plan, and the plan offers recommendations aimed at in-

creasing the integration of the business area with the waterfront by improved pedestrian circulation corridors.

PARKING AND TRAFFIC FLOW — The fifth topic addressed by the 1986 downtown plan was parking and vehicular circulation. The plan studied existing automobile circulation routes and parking lot designs, looking for ways to increase the number of parking spaces, enhance aesthetics, and improve traffic flow. The effects of the Anderson Parkway parking lot were of particular concern in the study. The plan produced a recommended modification to Anderson Parkway, and identified future areas for development of off-street parking in the downtown area.

LIBERTY BAY PARK IMPROVEMENTS — The sixth area studied by the plan was Liberty Bay Park. The existing park was analyzed to assess its function, appearance, and public waterfront access potential. The resulting plan recommended minor refinements to the physical improvements in the park and an upgrade to accommodate more active uses in addition to the existing passive recreation facilities.

FUTURE USE OF YACHT CLUB SITE — The last area addressed in the plan is the city-owned yacht club site. Presently leased to the Poulsbo Yacht Club, the site will become available for development in 1990. The potential of this key waterfront site is examined in relationship to development impacts on the downtown business economy and public access. Two alternative development schemes were proposed for the future use of the site. The economist for the plan recommended that the city investigate use of the site for a private, tax-paying business facility. The Kasprisin Design Group recommended use of the site for a future quasi-public facility. Because of the site's proximity to the water and the port of Poulsbo, the plan recommends using it for relocation of the Marine Science Center and accommodation of an expansion of the Port of Poulsbo's facilities.

IMPLEMENTATION

Implementation of the downtown plan will require strong cooperation between the city, the port, and the downtown merchants and property owners. To benefit the downtown merchants, the city has been encouraging development of a mainstreet approach to the organization, promotion, design, and economic restructuring efforts in the downtown area. With strong support and assistance from all of the interested parties, the Downtown Poulsbo Waterfront Redevelopment Plan will be implemented in phases over the next several years.

Future Challenges

While the future for the downtown waterfront is bright, the city faces a variety of challenges to keep the area attractive and functional. Pollution associated with the rapidly growing pleasure boating industry in Poulsbo threatens the water quality in the bay. Intensive residential development around the alternative marina sites generates community friction and results in restrictions on the full use of the waterfront marina site's potential. These competing issues must be addressed and resolved to provide a waterfront that serves the needs of all of the citizens of Poulsbo.

Waterfront Revitalization:
Ilwaco, Washington

*Robert Petersen**

Basic Character of Ilwaco: *Size, Setting, Economic Base, Kinds of Businesses, Attractions for Visitors*

ORIGINS

Ilwaco is a small town, with a population of only 735. It is located on the shores of Baker Bay, which is a part of the Columbia River estuary. Although Ilwaco is on a river, the water in its harbor is salty, and it is truly a *sea* port. The town was originally an Indian village, and gradually evolved into a community of commercial fishermen. In the early years, the 1870's, a pier was built to accommodate a train that came to Ilwaco to meet the passenger steamers bringing summer visitors to the Long Beach Peninsula. The residents probably did not think about it at that time, but they were in the tourism business.

The center of town built up a few blocks inland from the pier, probably to avoid the likelihood of being flooded out by storm tides. The residential area was strung out along the bay, with the homes facing the road and their backs to the water. In fact, it was the outhouses that ringed the tideline. Garbage disposal was accomplished simply by placing it out on the tideflats. A recently discovered spring cleanup poster urged the residents to place their garbage far enough out on the flats so that the tide would be sure to carry it away. I have been assured that the poster is more than five years old, and that this is no longer official policy!

In the late 1950's the Corps of Engineers dredged a mooring basin and built a protecting breakwater. The dredge spoils were placed between the mooring basin and the existing town to form a parking lot. This was no doubt the most economical way to do it, but it had the unfortunate effect of forming a barrier between the town and the waterfront. A separate business area built up along the new waterfront in competition with the existing business in town.

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* Manager, Port of Ilwaco

The economic base of the town continues to be highly dependent upon the fishing business — both commercial fishing, fish processing, and the tourism connected with recreational fishing. The nearby Coast Guard station at Cape Disappointment also contributes significantly to the economy through housing of personnel in the town and the supplying of water and services, etc., to the base.

The largest individual employers in the town are the commercial fish processing plants. Other businesses include boat repairing, marine supplies and services, charter fishing offices, bars and restaurants, etc., along the waterfront. In town are a print shop, dry cleaners, an insurance office, a drug store, a service station, groceries, hardware stores, and more bars and restaurants — all in all, a rather complete, broad-based mix of businesses.

The primary attraction for visitors is the waterfront. Unfortunately, recreational fishing over the years had been so successful that no need was ever felt to provide any attractions for non-fishermen. Once the train no longer met the passenger steamer, there was no reason for anyone to come to Ilwaco except to go fishing. Over the last several years, however, fishing seasons have been cut back sometimes to only two or three weeks, and the town has suffered severely. It is not easy to provide additional attractions quickly, but the Ilwaco Heritage Museum and the Centennial Murals project, done jointly by the Economic Development Council and the Ilwaco Heritage Museum, are shining examples of success.

Policies Affecting the Waterfront: *Town Comprehensive Plan, Shorelines Master Program, Urban Design Guidelines, Historic District Designation.*

The Shorelines Master Program was prepared and updated with the technical assistance of the Pacific County Regional Planning Council and CREST, the Columbia River Estuary Study Task Force. CREST is a bi-state organization that includes Pacific and Wahkiakum counties in Washington and Clatsop County in Oregon. It is funded by Federal Coastal Zone Management money and by local dues. The existence of this organization has given small communities like Ilwaco access to a highly qualified staff and it has helped us tailor our plan to reflect what *we* want to do with our waterfront, and it has been *our* advocate in connection with development permit applications and any controversies that have arisen.

Ilwaco has no urban design guidelines and no historic district designation. How has this affected the waterfront? There has not been very much obvious effect on the waterfront as a result of these plans or programs. Most of the development took place before current planning

requirements came along. It is interesting to consider what the effect would have been if a review of development plans had been required.

Minutes of port meetings reveal, and conversations with long-time residents confirm, that the citizens of Ilwaco had some real concerns about the proposed layout of the breakwater and of the harbor in general. They were pretty much told, though, that the Corps of Engineers was ready to build the facility, and that if they didn't go along with it they wouldn't get anything at all.

It is easy to have 20/20 hindsight, but it is very likely that if the current review process had been followed, a design that minimized the barrier created by the parking lot, lying between the town and the mooring basin, might have been achieved. Of course we might still be waiting for the permit, because of construction effects on the estuarine habitat. We might have been able to achieve it, though, on the grounds that removing the outhouses and not using the tideflats for garbage disposal would be sufficient mitigation to offset construction impacts. In any event, the problems of complying with shoreline and other permit requirements are probably worth the hassle, particularly since we wrote the program to reflect the type of development we want to see.

Special Studies of the Waterfront: *Problem Areas Identified, Actions Recommended, Results*

Port districts are required by law to have a comprehensive plan of development, and they can carry out only projects identified in the plan. Such plans may be very grand in scope and lay out everything a port hopes to accomplish over the next several years, or they can be a simple statement of existing facilities and be amended every time a specific project is planned. Ilwaco has had both kinds.

The first real future planning effort by the Port of Ilwaco took place in 1970. At that time the demand for expansion was growing, and Economic Development Administration(EDA) had grant money available. The Port hired a consulting firm and gave it a free hand to assess problems and propose solutions. I am sure that there was some local input, but the planners were experts from Seattle, and apparently no serious questions were raised about the practicality of their proposals.

I was hired shortly after the plan was formally adopted. My instructions were to arrange the financing and get on with the construction. The plan called for building a whole separate mooring basin in a cove adjacent to our existing facility. Fortunately, problems became apparent before we spent a lot more money on it. We junked most of that plan and hired another consultant, this time from San Francisco, and started over.

During this effort, we closely monitored progress and came up with a design that basically upgraded the existing facilities at far less construction cost and much greater economy of operation. The two-basin concept would have required two offices and a much larger staff.

Our next major planning effort came about in 1980, when EDA again had some technical assistance grant money. At that time there was a great push on to harvest the previously underutilized species of fish that were supposed to exist in great abundance off our coast. Every harbor up and down the coast was busy planning to cash in on this bonanza.

Our plan identified the need for a deeper channel from the Columbia River to Ilwaco, deeper water in the mooring basin, new mooring facilities for bigger boats, and more fish processing and cold storage plants. The plan set out a schedule of construction and sources of funding the estimated $5.5-million cost. These sources included grants, loans, revenue bonds, and other participation. Money was still readily available at that time, and there was no reason for not charging right ahead.

I am an expert procrastinator, if nothing else, so for no particular reason I just did not rush ahead with the project. I would like to be able to say that I could foresee coming events and recommended restraint. The fact is probably that I just got lucky, because within a few months the fisheries bubble burst and we were struggling just to stay even. I shudder to think what our situation would have been if we were in the middle of a multi-million-dollar project at that time.

There were some very good aspects to the plan, though, that made the investment of time and money in the planning process very worthwhile. We did go ahead with our application to the Corps of Engineers for a Section 107 project to deepen the channel from its previously authorized 10 feet to 16 feet. If you are going to work with the Corps, give yourself plenty of lead time. It took 7 years, but we did get the project done, and just before the new cost-sharing requirements, too.

Our major fish processor survived the great sorting-out of the early 1980's, and quietly expanded the operation. The new deep channel was a great boon, but the boats still had to work the tides to avoid shallow water in the basin.

In 1983 El Niño came along and caused all kinds of economic problems along the coast. The state and EDA came charging to the rescue. When asked what would be the best quick fix for Ilwaco, we simply had to dust off our comprehensive plan and point to the section enumerating the economic benefits of deeper water in the basin.

Because we had the plan all laid out and officially approved, there was no public hearing process to go through. I had been farsighted enough to have all the necessary permits up to date, so we were able to get

in on the ground floor. We got the money, and just last winter did the dredging.

Right now we are working with two different sources to carry out improvements to our small boat launching area and visitors' floats. It is all in the plan, and we are inching our way through it, rather than going at it in great leaps. We expect to be able to accomplish everything that needs doing, without incurring massive debt.

Anyway, a plan can be good, or it can be bad, depending on the time and effort put into it. Once you have a plan, it doesn't mean that you have to charge blindly ahead and do it. Physical needs change, and financing is always risky. Sooner or later any plan will have to be updated and that will give you a chance to add a lot of things to your wish list. Some of them you may actually accomplish.

Maintaining the Working Waterfront: *The Port's Role*

Port and town officials strongly believe that the waterfront should continue to be a working waterfront, and not a water-oriented "theme park." The problem with this policy is keeping traditional businesses alive in the face of a declining fishery. In the early 1980's there was no doubt that the fishing business was in real trouble, but upon analysis it became apparent the decline was due to political and man-caused actions, rather than natural causes.

Adverse impacts were determined to be related to improper design and operation of dams, diversion of water for other purposes, poor logging practices, and allocation of fish to treaty tribes as a result of a series of federal legal decisions, beginning with Judge Boldt in 1974.

The answer was to get involved in every appropriate environmental issue and in the fisheries regulatory process. The environmental avenues included the Shorelines Management program and the various studies carried out by CREST, such as the Columbia River Estuary Data Development Program. Through the Shorelines Management program we have been able to reach far inland and exert our influence on logging practices, as well as to create policies to preserve our estuaries so that juvenile salmon have a better chance of survival. Political activities have included support for the Regional Power Planning Act, which included strong provisions for physical modification of dams to provide for safe passage of fish, and a water budget to release extra water timed to flush juvenile fish quickly down the system.

By far the most time consuming, and the most educational, has been involvement in the regulatory process. A strict enforcement of the Boldt 50/50 allocation between treaty and non-treaty fishing interests would have resulted in almost no ocean fishing by either recreational or com-

mercial non-treaty fishermen and in great reductions of fishing opportunities both in Puget Sound and in the Columbia River. The Pacific Fisheries Management Council has the responsibility for setting regulations in the ocean. The PFMC meetings have always been open to the public, but up until the last couple of years, the committee meetings at which the real decisions were made were closed sessions. Through persistence, the whole process has gradually opened up to the point where anyone who has the time and the interest can be actively involved. The problem is that it does take a lot of time. This spring I have made seven trips out of town and spent a total of twelve days in meetings, plus many hours on the phone and studying reams of reports.

However, the effort has been worthwhile. The year before we were allowed to participate fully in the process, regulations completely eliminated any salmon fishing in the river in the Ilwaco area. The active participation by several of us from Ilwaco has resulted in much better seasons for our area and a better understanding of the entire process. We now have a grasp of the reasons why previously unfathomable restrictions were necessary, and this knowledge has also been the key to more effective efforts toward fishery enhancement.

The point is that, in order to have a working waterfront, it takes more than passing a zoning ordinance prohibiting non-water-dependent uses. You may have to go and do something about the environmental, political, or economic conditions that are contributing to problems. Admittedly there are technological changes that you may not be able to do anything about, such as the change to containerized cargo that left many empty piers on the San Francisco and Seattle waterfronts. If you look at these events as opportunities, though, you may be able to change to some other bona fide commercial activity.

Port of Ilwaco Revenue Bond: *Technical Default and Rescue*

The port's economic base has always been the fishing industry. Port facilities grew over the years from an open roadstead to a mooring basin with space for a thousand boats. Salmon fishing grew tremendously in the 1960's and 1970's. In 1973 the port was able to secure a grant from EDA for $1,125,000 and then sold revenue bonds in the same amount to enlarge the mooring basin to meet the demand.

Beginning in 1974, a series of federal court decisions were made concerning salmon allocation. There is no question that these decisions, along with coincidental salmon resource problems, were the beginning of the decline in the numbers of salmon available to be harvested by our

fishermen. By 1980 the utilization of port facilities changed from overflowing to a 27 percent rate vacancy, which gradually increased every year, up to a level of 50 percent in 1983. This was the year of "El Niño," the warm ocean current that brought final devastation to the fishing industry. That year the port showed a net loss on its operations for the first time in its history.

By 1984 employment in the recreational fishing industry in Ilwaco dropped from the previous 400 jobs to about 150. The number of charter boats decreased from 150 to about 40, and the commercial salmon fishery was virtually nonexistent. At the port, we cut our staff way back. Those of us who remained went to a four-day week. About half of our harbor was laid up to reduce the maintenance costs. The result of these cost-saving measures was sufficient to balance our operating revenue with our operating expenses, and to pay the debt service on our revenue bonds. It was not sufficient to keep up the 50 percent "coverage ratio," and to build up the reserve funds called for in the agreement we had made at the time the revenue bonds were sold. Early in 1984, at a meeting with our banker and state and federal officials who were working on an economic assistance program for the coastal communities, I learned that, even though we had been meeting all of our interest and bond redemption payments, the failure to maintain coverage ratio and reserve funds put us in a condition of technical default. Only a few months prior to this, the Washington Public Power Supply System had actually defaulted on its revenue bonds, so even the remote possibility of a port district being in the same position was something to be avoided at almost any cost.

Credit for the program that succeeded in averting an actual default on the port bonds goes to a lot of people who worked very cooperatively. The organizer of the group was Pat Dunn, who was then head of the Department of Community Development. He insisted that there had to be a way to solve this problem, and he inspired the group to come up with a plan. Bob Yeasting, who had arranged the sale of our bonds in 1974, explained that the interest market at that particular time was ideal to set up a "defeasance" program. He urged that, if we were to act quickly while we still had money in our reserve fund and before a gathering "death spiral" ate up all of our other cash, only a relatively small additional amount of money would be sufficient to "defease" the bonds.

The principle of the plan was to capitalize on the difference in the low — approximately 6.6 percent — interest we were paying on our revenue bonds, as opposed to the higher — nearly 12 percent — interest earnings on Treasury bonds. Bob calculated that the interest earnings on $820,000 worth of Treasury bonds would be sufficient to pay all of our debt service on our outstanding $1,213,000 of revenue bonds.

The only problem was to come up with a quick $500,000 to put the deal together. The most likely source of funds was determined to be the Community Economic Revitalization Board. There was no question that the economic benefits of averting default met the intent of the uses of CERB money, but the authorized uses did not include things like refinancing existing debt. It was Beth Davis, who was then the CERB administrator, who came up with the concept of making the CERB money available to the Town of Ilwaco, which would then use the funds to acquire an interest in certain port facilities. The letter of the CERB rules would be met, and the port would get the money it needed.

The next problem was time. The idea was conceived, and the feasibility worked out, on a Monday afternoon in Olympia. It just happened that an Ilwaco Town Council meeting was scheduled for that evening. Starting at about 4 o'clock in the afternoon, I called the chairman of my port commission, and asked him if it was all right with him if I sold half of our harbor to the town. I then called the town clerk and asked her to put the proposal on the agenda that evening, and called our attorney and asked him to draft up a resolution suitable for the town to pass, authorizing application for CERB funds and the acquisition of port facilities. I hopped in the car and drove the two hours back to Ilwaco, called our attorney again and got him to dictate the resolution to me, wrote it out longhand, took it to the town council, and explained the whole proposal. With only about a half hour of discussion, everything was agreed and signed. Of course, there was a lot of work to do yet to draw up the application to CERB, and make all the arrangements with bond counsel and fiscal agents, etc.; but none of this could even have been started until we had an agreement with the town.

The point of the whole story is that the port and the town had been working very closely together on economic and environmental issues. We knew and trusted each other, and, when this deal came up out of the blue, we did not have to spend even 5 minutes on the background of the problem or to establish credibility. We just got right to work and did what had to be done. This was no small issue that the Town could undertake lightly, because the money from CERB was 50 percent grant and 50 percent loan. This meant that the town had to have enough confidence in the port's ability to generate revenue in forthcoming years to be able to pay it off.

As a result of this deal, we do now have a formal Cooperative Action Agreement with the town. Three town council members meet from time to time with the port commission to discuss overall policy and budgets, etc. The port still has complete autonomy for management of operations.

The bottom line is that it has worked. Our debt service has dropped from around $80,000 a year to less than $20,000. We have a clean slate as far as our credit rating is concerned, and we are in a position to get on with rebuilding our fishing industry, and to diversify and broaden the base of our working waterfront.

Economic Development and Tourism Promotion: *The Port's Involvement*

Everyone has a different definition or explanation of what economic development is. The first impression is probably that economic-development people are mostly busy running off to the Far East to bring an automobile manufacturer to their community, or off to Silicon Valley to bring one of those "clean" chip plants back home. Admittedly I have harbored a few of those fantasies, but that is what they are for most of us — fantasies.

It is very evident that we should diversify away from our very great dependence on the fishing industry. It is one thing to be aware of it and another thing to do something about it. A couple of years ago, we had several charter fishing offices that just were not making it with the short fishing seasons. We tried to talk the owners into changing to some other type of tourist-oriented business — an art gallery, or some kind of specialty shop that would be of interest to the many people who are drawn to the waterfront, but who either cannot go fishing because of the short season, or who are simply looking for some local atmosphere.

It took a while to soak in, but I finally realized that the charter office owners were not basically business people, but fishermen who looked at running a charter office as a way of supporting their hobby. Not only were they not interested in changing to a different type of business, but they particularly did not want to get involved in a business that would demand their attention year-around. The more energetic and businesslike owners have diversified — not necessarily into an art gallery — but are carrying on. Several of the offices have been abandoned, or sold at bargain prices, and we are gradually getting new owners who are bringing some diversity along the waterfront.

The port has played an active role in all of this. We do whatever we can to help local people who want to start or expand a business. We are very actively involved in our Economic Development Council, in an effort to increase community awareness and to create a favorable business climate. Our primary activity, though, has been in the area of rebuilding our fishing business. That is what we do best. There is no reason why it cannot come back to some reasonable level, so that is what gets most of

our attention. We are not so naive as to think that we will never have fisheries problems again, but we hope that, next time around, the diversified attractions we have been working on will help to smooth things out.

We look at tourism as a very important aspect of economic development. As I said earlier, fisheries-related tourism has long been vital to our economy. We will probably never get back to the point that we have an unlimited amount of fish to catch, or clams to dig, so we must develop more of an industry based on things other than extraction of a natural resource.

A few years ago, when the state encouraged the formation of regional tourism organizations, we jumped right in. Our EDC is also very active in tourism. We participate in lots of regional promotions, and on a local basis we started the historic murals program, and the visitors' information kiosks, sponsored a tourism conference, and are currently organizing a host training program.

As far as the Long Beach Peninsula as a whole is concerned, the shift away from the great dependence on fish and clams has been very successful. In Ilwaco we still have a long way to go before we can feel that we are comfortably diversified. We are expecting that the attraction the murals and other civic improvements have provided will encourage more private investment in attractions. I am still looking for those art galleries and speciality shops.

The Ilwaco Heritage Foundation

*Noreen Robinson**

Ilwaco qualifies as a small waterfront community because it was an Indian fishing village at the mouth of one of the major rivers of the world, for hundreds of years before any one else showed up. The Northwest Indian tribes used the site much the same as the white man does today, in that they came to the beach area to gather and preserve fish, game, clams, oysters, berries, grasses, and reeds, then went back to winter quarters away from winter storms. With the development of better housing, heating, transportation, and almost everything called progress, more people stayed year-round in the coastal areas. This necessitated generating more incomes, payrolls, commerce, and ability to provide services. As long as fishing was relatively unlimited, clamming wide open, and most of the resources there for the taking, we continued on in blissful ignorance, thinking life as we knew it would go on forever. But alas! Starting in the late seventies businesses began to fail, and many major commercial enterprises moved to more central locations, leaving the die-hard population base wondering what had happened.

In 1982, a group of Ilwaco businessmen who had been having breakfast together in one of the local restaurants for 25 years were given notice that the restaurant would be closed. Well, that was the last straw. These men decided it was time we did something to help ourselves and quit expecting a miracle to happen, such as longer fishing seasons, unlimited clams, huge fish, and all those wonderful things we had relied on in the past.

Trying to determine where to start and shaking the attitude that we were all going under were probably the most difficult and the least enjoyable part of the whole process. At first (always over the morning coffee and breakfast), we tried to define what our assets were. What did we have to sell and promote that would not deplete a resource or contaminate the environment? We finally came to the conclusion that our rich history was our greatest asset. With this we could create pride in our community,

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* Councilwoman, Ilwaco Town Council

effectively use our significant historical resources to stimulate the economy, and leave a lasting legacy for future generations to build on.

To do this, we first formed the Ilwaco Heritage Foundation, a non-profit corporation with the stated purpose of developing a museum, programs, and activities to preserve and effectively use the resources of our area and to insure the preservation of historic buildings, sites, monuments, and markers.

The articles of incorporation and the by-laws were all written with the idea of cooperation with all things that would enhance and be beneficial to the community. The Ilwaco Heritage Foundation became a leader in the Pacific County Centennial promotion. The towns of Ilwaco and Long Beach, as well as the Pacific County commissioners, charged us with forming our county's Centennial Committee and we were recognized as the first official centennial committee in the state.

Capital Improvement Program

In 1983 the Parks and Recreation Department of the Town of Ilwaco developed a six-year capital improvement program. This plan listed 6 recreational improvements to the town and port area that it was felt would diversify our economic base by attracting tourists and providing outdoor entertainment to hold them in the area for longer periods of time. The first improvement started at a city park that had been developed in 1973 with help from the Interagency Committee for Outdoor Recreation. In 1983 a small grant from the local Zahl Foundation permitted construction of grandstands, the Lions Club installed basketball hoops and paved the court, private donations added new bases, and some young people in the town cleared the brush from the hillsides.

The second development on the list was Frontier Park; in 1984 the Frontier Park Portage and exhibits were developed by the Foundation with help from a small grant from the Washington Commission for the Humanities. This money helped the museum get the first room underway, and local volunteers, plus six Washington Service Corps workers, opened the historic Indian portage that traditionally ran through the center of town.

This same year donations made it possible to purchase the last remaining building of the narrow-gauge railway that ran on the Peninsula from the 1880's to the 1930's. This railroad was very different from any other railway in that it did not connect to another line; rather, it connected to a river boat on each end, one in Willapa Bay and one on the Columbia River. The schedule was erratic because the boats often had to wait for the tide, and this led to the line being called "The Railroad that Ran by the Tide" or the "Clamshell Railroad." Volunteers moved the old depot onto the lot next to the museum. A completely new roof and foundation have

been put on with donations and volunteers. In December 1986 we received notice from the Department of Community Development that our Economic Adjustment Assistance grant, which had been applied for under the Coastal Development Act, had been approved. The amount is $30,835. This should allow us to completely restore the depot and obtain one of the original coaches from the rail line. As soon as the architect finishes the drawings, we should be advertising for bids. The total cost of the restoration project is $73,090.

In 1985 Ilwaco's original Capital Improvement Program was revised and the Breakwater Park on the marina was moved ahead on the schedule. Port businesses were severely strained because of very short fishing seasons. In the opinion of the planners, the port and marina area was a very pleasant place to be, with many things of interest to watch; but it really needed a focal point, a people area that was not in a restaurant or shop, a place where people could hike, view, linger, rest, and play at the water's edge. The Breakwater Park project at the Port of Ilwaco was designed to provide park and open space recreation for the general public, including facilities for the retirement community. The plan calls for waterfront recreation access to water and wetlands and an interpretive center with a viewing platform for the study of the lower reaches of the Columbia River, restrooms, picnic area, children's playground, riverside walkways, and stairways to the beach.

The property is on an unused part of the port property complex. The park is designed to be developed in short-range steps if necessary, with part able to operate alone. The first step is the viewing tower, restrooms, play area, parking and landscaping. As far as we know this will be the first and only viewing tower on the coast to meet the necessary qualifications for handicapped access, as we have planned an elevator inside the tower so our retirees can easily take advantage of the view. We first submitted this plan in 1985, and it was recommended that we remove the ball fields and make it all a marine park with lots of shore access and water enhancement programs. We have entered a letter of intent to the Interagency Committee for Outdoor Recreation.

The balance of the Capital Improvements Plan includes developing another city park on property owned by the city, an archaeological dig to explore our rich prehistoric past, another Portage Trail, and a scenic railroad to the viewing tower in the Breakwater Park.

Tourist Information Kiosks

Drawing on a South Bend High School student project, one of the Pacific County commissioners proposed a series of tourist informational kiosks. The object was to construct eleven attractive open-air pavilion-

type booths in Pacific County to provide a self-guided tour of an area within a 10-mile radius of each site. The design was created by Commissioner Crossman and Dave Spogen, Superintendent of the South Bend Schools. The shop classes at the South Bend High School built a scale model that was taken to each proposed site area and the responsibilities of contracting for a kiosk were explained to potential sponsors. The first full-sized kiosk located on Highway 101 in downtown South Bend was also built by the South Bend High School shop class under the direction of Gary Jordan. Materials were purchased or donated. A committee from South Bend, including members of the Historical Society and the Pacific County Economic Development Council, planned and gathered material for the displays. Colene La Brock, an artist from Centralia Community College, prepared the displays.

Then Commissioner Crossman asked the Weyerhaeuser Company to donate the structural materials for the next ten kiosks. Weyerhaeuser agreed and sawed the timbers. Pacific County crews picked them up and delivered them to the South Bend High School, where Gary Jordan and Dan Carl pre-cut to proper dimensions all the main structural materials. These became available at no charge to each area sponsor.

The Pacific County Economic Development Council did not enter into a formal contract with the sponsors but asked that they agree to certain general conditions:

- Sponsor would provide a location easily accessible to the public.
- Sponsor would agree to provide a concrete base, construct the kiosk and complete it with displays appropriate to the area around it.
- Sponsor would agree to continuing oversight and maintenance.
- The Economic Development Council would work with the sponsors to develop appropriate displays and provide $1,000 toward the cost of preparing them. There was no prior commitment to an artist; instead the EDC would work with each artist the sponsors chose.

Murals Project

The Pacific County murals project is a cooperative effort of the EDC, the Pacific County Centennial Committee, and the Ilwaco Heritage Foundation. The Murals Committee is made up of no less than fifteen and no more than twenty-one persons residing in Pacific County who volunteer their services and are confirmed by the Board of Directors of the EDC. The committee selects the subject matter to be painted, decides which out-

side walls are suitable to be painted, solicits funds to cover the costs, and contracts with professional artists to paint the murals.

The committee's first-year effort saw the completion of four murals showing historical scenes. The first one painted during the month of June on the wall of Doupe Bros. Hardware Store in Ilwaco is of a 1920's Ilwaco street scene, including the old steam passenger train coming right up the center of the street. The artist was Tom Tietge of Sun Valley, Idaho.

A mural that took the whole summer to complete was Portland artist Ball Garnett's interpretation of the days when salmon seines were hauled up on the beach with teams of horses. The mural is on the Pacific Printing Building in Ilwaco and is 98 feet long.

The third mural is on the Ilwaco Market and is a panorama showing the early Ilwaco waterfront with the sidewheel steamer *T. J. Potter* arriving with a load of passengers from Portland, being met by the train on the dock. This work was carried out by artist Eric Grohe of Seattle.

In Long Beach on the Dennis Company building, artist Robert Daffor, of Lafayette, Louisiana, rendered a 1920's scene showing a local cranberry bog with a crew hand-picking the berries.

Community assistance was very generous in the form of accommodations and meals for a fund-raising raffle. The raffle netted $7,000, and individual contributions came to about $15,000. Expenses were $18,000, leaving about $4,000 for advertising and promotion, plus start-up costs for 1987. It is expected at least four more murals would be completed during the year.

The goal of the project is to preserve the heritage of the area and to build civic pride. At the same time economic benefits are expected through increased tourism. It is very apparent these goals are being met, as benches had to be placed so people could watch the work being done, and there were many objections to people in the street taking pictures. This gave the committee great encouragement. When we have a traffic problem in Ilwaco, it is cause for jubilation.

Festivals

Local festivals have also proven to be good tourist draws, as well as exciting local interest. In Ilwaco itself we have the Blessing of the Fleet and a Children's Parade as part of the Loyalty Day festivities in early May, an Art Festival in the summer, and the Cranberry Festival during the harvest in October. Other festivals in the immediate area include the Ragtime Rhodie Festival on the Peninsula in April, and Oysters and Jazz in mid-August. The World's Longest Beach Run in June, Sand-Stations

sandcastle contest in July, and International Kite Festival in August, all take place on the beaches of the Peninsula.

Who's Minding the Waterfront?

Managing Kirkland's Waterfront Parks

*Lynn Stokesbary**

Kirkland has nine waterfront parks ranging in size from 60 feet of shoreline to almost 2,500 feet. The parks are very diverse in their characteristics. Those in the southern area of the city are quite active and very popular for their swimming beaches, playgrounds, sunbathing, jogging, walking, boating, and summer arts performances.

Much of our waterfront is linked together by public shoreline access, which is a condition of development along the shoreline. As one moves further up the shoreline to the north, some of the waterfront parks become a little less formal and are characterized by fragile wetlands and an abundance of wildlife. Users of these areas are often quite different from those at the more active waterfront areas.

I shall try to describe "A Day in the Life of a Waterfront Park Manager." Although we do have daily routine activities to keep the waterfront maintained for public use, I would like to focus on the less routine and more challenging aspects of keeping a waterfront park system vibrant, exciting, interesting, and safe for the public.

Let me start first with the more routine activities.

Routine

How well a waterfront park system looks and functions in the summer months depends to a great extent on what you do during the other three seasons of the year.

FALL

Let me start in the fall because after 50,000 people have trampled through the parks during the summer we have to get the parks back into shape. In the fall we prepare for next spring with such routine tasks as fertilizing and aerating. We also winterize restrooms and automatic irrigation systems.

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* Director, Kirkland Department of Parks and Recreation

WINTER

Structural repairs to park benches, docks, and restroom interiors are done during this season.

SPRING

Hopefully, what we did in the fall begins to pay off as the growing season requires attention to mowing, edging, and other maintenance items to prepare for the summer "crunch."

SUMMER

During the summer, we cannot let anything slide. We supplement our full-time staff with eleven part-time people divided into two shifts working from 7:30 a.m. to 11:30 p.m., seven days a week. They pick up litter, clean restrooms, collect moorage fees, wash sidewalks and secure facilities. The emphasis is on frequency of these tasks (often 3 to 4 times per day).

Who Performs Work/Costs

The City of Kirkland's waterfront parks are maintained by six full-time groundskeepers and one park supervisor. During the summer months, their efforts are supplemented by eleven part-time staff. It is important to point out that the full and part-time staff are also dedicating time to the rest of the park system which includes sports fields, neighborhood and community parks, trails, street medians, and triangles and city hall grounds.

The estimated cost for annual maintenance of the waterfront parks is $150,000. This does not include the cost of capital improvements which fluctuate annually. Typical capital improvements are installation and repairs to automatic irrigation systems, dock replacements/renovations, shoreline restoration, restroom replacements/renovation, and walkway improvements.

Liability

Unfortunately, just about every recreational opportunity creates some risk not only to users, but to property owners and managers as well. A list of risk exposures could include:

- Recreational swimming in designated and undesignated swimming areas.
- Potential for conflicts created by competing uses of recreational waterfront such as boating/swimming or conflicts between different forms of boating such as power boating and sailboating.

- Acquisition of previously owned and developed property with exposure from known and unknown hazards (e.g., items left over from previous development).
- Attractive nuisances such as mobile concessionaires operating in parks adjacent to major arterials creating potential for children to dash across heavily traveled streets just to get an ice cream cone.
- Unscheduled and unauthorized commercial use such as scuba lessons.
- Improper or insufficient maintenance to structures such as docks, piers, walkways, restrooms, playgrounds.

There are many other exposures that we face, but good common sense enables us to manage and keep these exposures limited. You can reduce your exposure through:

- Proper design - separate competing uses; don't promote conflicts; determine appropriate uses.
- Adequate signage - check with your own legal staff for advice. Many cases are being decided on the issue of "failure to warn."
- Regular documented inspections and follow-up action. It does no good to inspect if you do not intend to act in a timely manner.
- Use a well advertised permit process to screen organized use of your facility. Inform your community!
- Have in place well-established rules and regulations for use of your facility. Provide guidelines for users of your facilities.
- Make every attempt to anticipate potential liabilities before assuming control over a piece of property.

Problems Arising in Scheduling and Managing Special Waterfront Events

For the past 14 years, Kirkland has been host to one of the largest community festival events in the state of Washington. In June some quarter of a million people converge on Kirkland for three days of food, drink, entertainment, and a general good time. What happens, however, is that people define a "good time" in different ways. An entire session could probably be devoted to this subject. However, in a nutshell let me briefly summarize the problems and how we have addressed them.

NIGHTTIME ACTIVITIES

Solution: Increased level of police visibility
Traffic controls
Stricter city law enforcement leading up to festival.

LIABILITY COVERAGE

Several festivals or fairs throughout the state have been discontinued because of high insurance coverage requirements. Solutions are minimal. My advice is to do whatever is possible to demonstrate significant improvement in security and insurance risk control.

LITTER CONTROL

Solution: Hiring of extra part-time staff
Frequent pick-up
Agreement with garbage disposal company

BOAT RAFTING

Solution: Ordinance prohibiting boaters from tying up to each other.

RESIDENTIAL CONCERNS

Solution: Communication early on with neighbors who might be affected by noise, events, traffic, etc.

FIRST AID

Solution: Provision of aid station.

EVENT COORDINATION

Solution: For events sponsored by an independent committee, having a staff person serve as an observer/adviser during planning process of event.

Miscellaneous

MILFOIL

Over the past couple of years the city has attempted to deal with the nasty aquatic plant called Eurasian water milfoil, which creates problems for boaters and swimmers and is almost impossible to eradicate. Our approach has been to implement non-chemical methods. We've used bottom screening at our swimming beaches and mechanical harvesting in non-swimming areas and around boat launch areas. We plan to experiment with rotavation, which involves dragging a device called a derooter across a lake bottom to remove the plant and its root.

WATERFOWL

Feeding the ducks in Kirkland is a very popular pastime. However, we have an excessive bird population in one of our waterfront parks in

particular,and we are concerned about the problems this has created for water quality, human health, the park environment, and the birds. We are currently working with the department of Game and the Audubon Society in addressing this problem.

VANDALISM

Vandalism is simply a fact of life. However, there are some things we are doing to minimize vandalism:

- Earlier closing of parks
- Installation of gates
- Introduction of more durable materials
- Staff training
- Lighting design
- Quality maintenance (keeping items in good repair)

HARBORTOWN CENTER

Tourism has become an important part of waterfront management. We are currently involved with an exciting project regarding tourism. The City of Kirkland and the Port of Seattle entered into an agreement in February to jointly develop a commercial tour boat dock on Kirkland's downtown waterfront. The Port of Seattle will help pay for the dock, which will be built, owned, and operated by the city. Harbortown Center will be dedicated to tour boats serving Kirkland and other desirable visitor destinations in our area. The project will strengthen Kirkland's downtown business district through tourism. This will create new jobs and business opportunities in Kirkland, bring in additional tax revenues and help promote tourism throughout the Eastside.

Managing A Public Smallcraft Harbor

*George B. Yount**

The Port of Port Townsend was established in 1925 to become an integral part of the economic and social fabric of the "City of Dreams," Port Townsend. Situated at the entrance to Admiralty Inlet, Port Townsend was founded in territorial times; and based on the logic that world commerce was transported by sea in wind-driven ships, it was supposed to become a major metropolis in the West. The community supplied lumber and other primary resource products for the West Coast and the Orient. In return, Port Townsend attracted folks who perceived it to be the eventual capitol of the territory. Every parcel of land that could be geometrically carved and quantified as private property, including the bay and Kai Tai Lagoon, became fuel for the "City of Dreams." The town flourished until the advent of steam-powered tugs and the railroad. By then, Seattle had the edge and was rapidly growing. Unable to attract the railroad, Port Townsend was bypassed and withered. Its location, a dot on a peninsula to nowhere, has frozen its Victorian flavor in time. Without trade and commerce and a population base, there was no reason to "modernize."

Now Port Townsend has been rediscovered. In the late sixties, its "small townness" attracted young people who were escaping from somewhere else for reasons of their own. Retired people began relocating here and in the surrounding settlements of Port Ludlow, Kala Point, and Cape George. Port Townsend's and Jefferson County's tax base, mild climate, and the natural beauty of the Peninsula have become the "natural resources" driving the local economy today. Port Townsend is still the City of Dreams.

The Port of Port Townsend is an integral part,too, of the economic and social fabric of Jefferson County. Its operation directly reflects the changing needs of the community. For instance, the first port office was actually in Seattle. Its purpose was to promote Port Townsend. The first haven was for a fleet of some forty purse seine boats. Most of that fleet is gone and in its place is a mix of gillnetters, trawlers, and commercial

* Manager, Port of Port Townsend

charter boats. In the early 1970s the U.S. Army Corps of Engineers expanded the haven to the west to accommodate a five-hundred slip marina. The Port and the Corps did not win friends when they partially filled Kai Tai Lagoon with the dredge spoils. It deeply divided the town and has affected our rapport with the community ever since. We somewhat rectified this in 1982 when we leased the area back to the city for park purposes. By 1977 the marina was full and had a growing waiting list.

The mix of boating activities, recreation and commercial, and marina-related businesses affects our operations. By accident, not design, we have marine repair facilities at the west end, recreational boaters in the middle, and the commercial fleet at the east end near the entrance. We also have a large haul-out facility in the middle of the haven, requiring vessels to run the gauntlet of cabin cruisers and sail boats. In a southerly wind, we witness impressive navigational skills ranging from threading the needle to real life billiards. In essence, while we have met the changing needs of our clients, we have also institutionalized conflicts among user groups.

In 1980 we reorganized the whole administrative and accounting structure. Maintenance of the marina had been a haphazard program of catch-as- catch-can, or delayed to keep revenues high and operational costs low. Delayed maintenance is possible when a marina is new, but the elements of weather and use take a toll. We established a Maintenance Department with responsibilities and a budget. The Maintenance Superintendent and his staff identified and prioritized projects in the following manner: Immediate liability risks, power lines, outlets, gangways, loose and sinking slips have top priority. Water lines, potholes, and landscaping have another priority level. Once projects are identified, we estimate the total cost and incorporate it into the annual budget process. With an accounting system established in 1980, we are able to keep records on each project and its costs. We installed a computer system in 1984, giving us better data and control.

Port districts operate on a cash budget. To anticipate revenue from transient moorage or haul-outs and upland storage is risky but necessary. The economic downturn in the early 1980s, and a series of poor fishing seasons reduced our ability to keep a Maintenance Department. In 1985, we had to eliminate the department and we absorbed some of the crew into the harbormaster department. The pleasant result has been a smaller flexible work force and better productivity.

There are times when maintenance projects are beyond the ability or work load of our staff. The Revised Codes of Washington and Port Commission Resolutions spell out how port districts can contract work. We have established and maintain a Small Works Roster of all businesses wishing to do work with us. We periodically advertise for businesses to

make application, annually updating the roster. Depending upon whether the project is $30,000 or less, we can send letters of request for proposals to all qualifying parties on our roster. If the project scope is fairly complex, we may elect to go through the formal bid process.

There are other issues associated with the maintenance equation: the liability, security, and vandalism issues must also be considered. The Port of Port Townsend maintains an insurance program for liability and property damage to the tune of $44,166 annually. We do all the risk management activities one can think of and still our premium costs continue to soar. It is very frustrating to see our revenues increase and to watch them erode away in increased insurance costs. One cannot rely on insurance protection only. We have a program of risk management reduction that includes an early morning walk of all docks, noting such items as power cords, water hoses, mooring lines, and loose planks. Anything that cannot be fixed on inspection is recorded and attached to the daily maintenance assignment sheet. We also rely on our clients to keep us informed about potential problems. A prompt response in fixing the problem encourages this kind of cooperation.

We work closely with our city fire and police departments. They have staged fire drills and have responded to the real thing on several occasions. When an accident occurs, it is imperative to document it as soon as possible. We notify our insurance company immediately and record as much information as practical. We keep a Polaroid camera and a 35-mm camera handy. If a staff person is involved, that person is required to write up a memo of record, and I generally interview that person as well. All pertinent records, if it is a maintenance item, are copied and placed in the incident file. It is our view that a good risk management program should be an essential operations element not only for our marina business but for all businesses within the haven.

Security is another issue. One can approach it from the standpoint of barbed wire fences, gates, keys, surveillance video cameras, and armed uniformed guards. I have toured a number of marinas and have witnessed all levels of security. I have asked other marina operators how effective their systems are and their reply is almost uniform: If the culprits don't get you by land, they will get you by sea; and if a person wants something enough he will take it. Each marina believes that it has the best security system.

There is only so much that a marina can do to provide protection. It is a two-way street between clients and staff. Clients have to exercise caution with their personal property, and we reinforce this with them in several ways. During our morning inspections, if we see something out of the ordinary, we call the client and ask him or her about it. Open

hatches, cabin doors, fishing gear left out, equipment normally visible that is no longer visible, raise our level of concern. Clients appreciate this attention, and they are good about locking up. Occasionally, we miss something. One person lost a dinghy 4 years ago, and we have not heard the last of it.

We allow liveaboards in our haven. We have a limit of forty and we are currently at that number. They are registered with the harbor master and are dispersed throughout the marina. They have provided invaluable service in alerting us to vandalism, thefts, fires, waterline breaks, and power outages. Of course these kinds of incidents occur only at night and on weekends. (Murphy's law.)

We also employ a security person to check our offices and buildings throughout the night. He also walks the docks in the summertime, along with our night-shift harbor master. Both the city and county sheriff departments have our emergency response roster list of personnel. One of our commissioners is big on scanners and he generally calls us when something is up.

The only areas where there are fences and locked gates are around our dry storage yards and restrooms. The restrooms appear to need it. Our haven restrooms serve as a shower facility for the people working in the dry storage yards, our live-aboards, summer transients, and half the population of Jefferson County that lives in the woods. They are woefully inadequate and the subject of much frustration to us and the users. The heavy use begets abuse, which in turn leads to vandalism: metal stall partitions chiselled, shower curtains ripped off, and coin meters torn apart. We need to build a new facility but we do not have the funds. Our only interim solution has been to close the facility at night and install chemical toilets outside the locked gate.

Our security program is not for every marina, but it works for us. We rely on our clients and our community to protect our openness. We could provide something much more visible, but it would change the whole character of the haven. We do not have gates or key locks on our docks. It is our view that the port belongs to all the public, and the interface between land and water is there for their enjoyment too. We have a lot of promenaders on the docks during the summer, as well as picnickers along the shoreline. Our haven is also a haven for kingfishers, blue herons, grebes, buffleheads, and golden eyes, and this fact brings many people here. As mentioned earlier, we have a triad of clients and interest groups. Our role is much broader than merely providing the facilities for them to use. We could have the best moorage, haul out, and storage system in the world, but like a computer, we have to be user friendly. For

that reason, we consider service to our users to be just as important as our facilities.

A port is chartered to be a key player in its district's economic development. Our marine trades businesses are an important element to the county's economic base. We also have some very expensive facilities, including two large marine travel lifts. If they are not operating, we lose money. Therefore, we take a very active role in promoting the port and working with our small businesses. During the economic downturn of the early 1980s, we promoted the port at Fish Expo and the Seattle Boat Shows. We coordinated the use of our exhibit space with our local marine trades association, and this effort has been very successful for all of us. We have the largest haul-out yards on the West Coast. We let people bring their boats in and work on them themselves or let them hire anyone they want to do the job. Those businesses that are aggressive fare very well. To help marine businesses function more productively, we cosponsor small business seminars through the Economic Development Council of Jefferson County.

We also underwrite the liability insurance for the famous Port Townsend Wooden Boat Festival that occurs each September at Point Hudson. We have been doing this for the past seven years. Technically Point Hudson is owned by the port, but it is currently leased to the Point Hudson Company and they turn it back to us for the days of the festival.

We also coordinate activities with user groups like the Coast Guard Auxiliary, Port Townsend Yacht Club, and commercial fishermen. We help through grants, meeting places, equipment, and experts for such things as their safety programs. One time we used all of our fire extinguishers for a hands-on boat fire demonstration. Another time we provided the place, experts, and refreshments for a seminar for our boaters on the topic of galvanic corrosion as it relates to marine and boat wiring, and we will be putting on another seminar on toxic wastes and emergency response.

While we may have the facilities and provide the service, there are other issues looming on the horizon that affect all marinas. Water quality and other environmental issues, and federal and state user fees impact operations as well as increase liability costs. Incrementally, we are changing the character of the boating public to the point that we should see a dramatic change within the next five years in who will own boats. I am very much in favor of public ports being the leader in demonstrating how to be an environmentally good neighbor. For an increase of 4 percent in linear moorage, we recently completed a water quality and sediment analysis of our haven, the uplands, Port Townsend Bay, and Kai Tai Lagoon. However, I have grave concerns when boats are taxed beyond the personal

property tax level in the guise of registration fees; when U.S. Customs imposes an annual fee to navigate between American and Canadian waters; and when leasehold tax on public property exceeds the assessed valuation of adjacent private property. These impact moorage and lease rates.

All these increased assessments affect our ability to generate revenue for maintenance and operation, and we have been reducing our options to absorb these increased costs. The Port of Port Townsend, by design, has the lowest moorage and storage rates in Puget Sound, but that goal may no longer be achievable. Small town marinas have a wonderful mix and flavor of boating "riff-raff." That character is changing. Gone will be the old "Wobbly" Bob Sceeles. With fifty cuss words a sentence, he relives the Everett Massacre every time he comes into our office to pay his moorage. Gone will be Fred "The Head," who made the local paper for getting a hernia crawling into the Safeway dumpster to retrieve out-of-date food for some of the poor people in town. And gone will be the retired Montana professor who writes the weekly letters to the editor telling how bad the port manager is.

Keynote Address

Managing Washington's Aquatic Lands:
New Funding, New Authority, New Opportunity

*Brian Boyle**

Of the 5 million acres of land that the Department of Natural Resources manages, there are some basic differences that need to be pointed out. We are responsible for the management of upland trust lands, which include 2 million acres of forest lands and about a million acres of agricultural, range, and urban commercial lands. There also are 2 million acres of aquatic lands — the shorelands and tidelands of the state, the beds of navigable waters. They are managed as a public trust, but one that really isn't defined as carefully as the upland trust.

The upland trust was defined in the 1889 Congressional Enabling Act of Washington State and in the Washington State Constitution, to require those trust lands to be managed to provide long-term support for educational institutions — K-12 schools, colleges and state universities, and also some other minor institutions of the state of Washington.

The aquatic lands are defined differently. The constitution of the state says that the aquatic lands shall be managed "for all the people." So you find a confusion over time because that trust land responsibility was not defined in such a way that it would be linked with economic support of important public institutions.

Instead, the aquatic land trust as defined in the constitution meant that the constitution's supposed defenders over time could take liberties and determine what they felt "all the people" really wanted. Often what "all the people" wanted wasn't necessarily what the legislature gave them.

From 1889 until 1971, Washington State had a fairly sad record of its administration of those aquatic lands. In fact, the state sold 60 percent of its tidelands and 30 percent of its shorelands up until 1971 when first the Gissberg Amendment and then the Shorelands Management Act were passed.

From 1971 to 1984 there was another period of confusion during which the Department of Natural Resources had great difficulty managing

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* Washington State Commissioner of Public Lands

the lands that they were leasing for docks, piers, wharves, marinas, and edible shellfish. There was a war raging between people who were leasing the land and the Department of Natural Resources, which insisted that the land had the same trust responsibility as the uplands. The lessees, obviously, would look at the constitution and the law and say "You don't have to manage that for maximizing income as you do your school and university lands", but DNR asserted otherwise. The battle for those 15 years was not resolved until 1984 when an Omnibus Aquatic Lands Act was passed at our request, which we hope has resolved the lease issue.

Another major part of that 1984 Aquatic Lands Act has had a major impact on the state in the last two years. The Act of 1984 created an Aquatic Lands Enhancement Account so that part of the income — 40 percent to be exact — that came from aquatic leases would go into this account to provide co-op fish rehabilitation and public access projects all over the state of Washington.

For about the previous 20 years — up until 1984 — that money went into an account called the Capitol Purchase and Development Account, which was administered by the Department of General Administration to renovate buildings in Olympia — hardly the sort of trustworthy use of the funds that most of us would like to see. But, in 1984 that was changed, to some degree, so that 40 percent of it was directed into this new Aquatic Lands Account. Since then we have funded public access projects in, among others, the cities of Seattle, Tacoma, Port Townsend, Skomokawa, Yakima, and Brewster. We have helped fund a planning project for Port Angeles Harbor with the port, city and chamber of commerce of Port Angeles, and Clallam County. We recently decided to participate in the Willapa Redevelopment project to examine the opportunities for aquacultural development around Willapa Bay. We have used money for the acquisition of critical wetlands, like Tarboo Bay, Skookum Inlet, and the Padilla Bay Sanctuary.

Now we have made another change. In 1987 we convinced the legislature to take the rest of that money — the other 60 percent — and expand the Aquatic Lands Enhancement Account. Over some major opposition — particularly the Department of General Administration — we managed to pass it. It's a miniature land and water conservation fund that is available to the communities of this state and to the people of this state to begin to manage the aquatic lands as a trust, for the first time, so that the income derived from that trust will provide public benefits from our aquatic resources. It is a major first step in being able to reverse the trend that occurred from 1889 to 1971.

A second major issue of importance to our waterfront areas, our shorelands and our tideland areas of the state is the passage in 1987 of a

new bill to create state conservation management areas — Senate Bill 5911. The funding mechanism is a .06 percent increase in the real estate transfer tax (which is $30 on a $50,000 transaction). The bill, as it stands now, contemplates acquisition of four conservation areas — Mount Si near North Bend; Dishman Hills in Spokane County, Woodard Bay, which includes 400 acres of uplands and tidelands on Henderson Inlet in Thurston County; and about 800 acres on Cypress Island. The bill also includes money for the acquisition of critical wetlands and natural area preserves. It is a major policy shift in the state of Washington. There is an opportunity to identify and acquire significant wetlands, shorelines and waterfronts that are needed for public ownership in the future.

The third major part of these recent changes affecting public waterfronts occurred last February in a Washington Supreme Court decision in an issue called the Caminiti Case. Washington State's Supreme Court followed some other states, notably Illinois and California, in establishing what has come to be called the "public trust doctrine." The Washington State Supreme Court ruled on the Caminiti Case to establish, in their words, "state sovereignty and dominion" over the waterways and aquatic resources of the state. It establishes public priorities for the use of those lands in the future. It is the first time that Washington State has taken a stab, in a legal sense, at establishing this public trust doctrine.

So, in conclusion, there are three major issues that have developed recently that have major significance for the waterfronts and aquatic resources of the state of Washington. The first one is the conservation areas established in law to allow the state to identify critical resources to be put into public ownership. Second, we have set up an expanded Aquatic Lands Enhancement Account which will establish an aquatic resources trust status in the public's mind and provide the money for public use and access to aquatic lands. And third, with the Supreme Court case establishing the public trust doctrine, we have the legal footing under which we can administer much more clearly and strongly these aquatic resources.

Now we have the tools. What is necessary is that state and local governments work to move forward cooperatively to manage these aquatic resources and these public waterfronts in the future, so they finally, truly, are held "for all the people."

Workshops*

* In addition to the workshop leaders whose papers appear in this section of the **Proceedings** we acknowledge with gratitude contributions made by others, including: David Tanner, Tourism Division, Washington State Department of Trade and Economic Development; Richard K. Untermann, Professor of Landscape Architecture, University of Washington; and, Susan Heikkala and Johnpaul Jones, Jones and Jones, Architects, Seattle.

Tourism and the Coastal Communities of the Pacific Northwest

*Marc L. Miller**

"What do you know about tourism?"
"Nothing."
"Is tourism good or bad?"
"Isn't tourism good? Isn't it?"

(Conversation between an anthropologist and a seven-year-old.)

It is a sign of the times that small communities in the Pacific Northwest coastal zone are reevaluating their philosophies of government, industrial diversification, and social change. A number of these communities have elected to modify local infrastructures and revitalize architectural exteriors to encourage recreation, travel, and tourism.

Planning experiments of this kind have been stimulated by two forces. On the positive side, coastal communities hope to gain from regional population growth and increased recognition of the Pacific Northwest as an international and national destination. A Rand McNally publication (McNair 1986:194-196), for example, gives high overall marks to the Pacific Northwest in rating 107 top vacation places: Seattle/Mt. Rainier/North Cascades, WA-1; Portland/Columbia River, OR-14; Olympic Peninsula, WA-64; Coos-Bay/South Coast, OR-97.

On the negative side, coastal communities and counties in Oregon and Washington contend with the dramatic decline of forest products revenues and with the loss of federal revenue-sharing money. The plight of Pacific County (WA), which recently announced that it is on the edge of financial collapse, is different only in degree from that of many other counties in the Pacific Northwest (cf., Sanger 1987; Lange 1987).

While coastal communities do have serious local problems, the regional picture is not so grim. The economic report cards for Washington and Oregon developed by the Corporation for Enterprise Development, a private nonprofit research group, are not entirely unsatisfactory: economic

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performance: WA-B, OR-C; business vitality: WA-A, OR-B; economic capacity: WA-B, OR-B; policy strength: WA-C, OR-C (Pascall 1987).

Tourism is highly controversial because it necessarily implies social change. When change is manifest in increased business, tax revenues, and jobs, tourism appears a panacea. When change is evident in increased crowding and environmental degradation, tourism appears a plague. When change is unevenly distributed, as, for example, when real estate speculation leads to population displacement, tourism is both a panacea and a plague.

Tourism, then, has the potential for social disruption as well as for social reform, for economic busts as well as economic booms. Small communities that are contemplating a commitment to tourism cannot afford narrow understandings of differences between short-and long-terms, and the interaction of economic and social welfares. For tourism to work in small communities, public and private sector interests must cooperate in tourism management (cf., Miller and Ditton 1986; Miller 1987). This enterprise demands sustained attention to the monitoring and evaluation of social change, as well as to tourism marketing. Most importantly, the tourism alternative forces communities to make difficult choices. Because community interest groups have heterogeneous values, it is essential that tourism management develop by the rules of representative government.

The plan of this article is to present a short list of mainly sociological observations on tourism in the coastal zone of the Pacific Northwest. The purpose is neither to endorse nor condemn tourism in small communities, but to spark fair debate.

Everyone Is a Tourist.

The great American ambivalence toward tourism has an interesting behavioral correlate. When Americans are not themselves traveling or profiting financially from the travel of others, they routinely impose negative stereotypes on visitors and speak in pejorative and parochial ways about tourism. When these same Americans are away from home, they prefer to see themselves not as tourists, but as people pursuing educational, social, recreational, and business opportunities. This denial masks the fact that, with the exception of the very poor, the elderly, and the infirm, nearly all Americans act as tourists each year. Travel and tourism are one and the same phenomenon.

The fundamental advantage of travel or tourism is found in its promise of *contrast*. The three dimensions of travel in the following way as identified by Miller and Ditton (1986) are displayed in Table 1.

Table 1

Recreational Travel	*Instrumental Travel*	*Educational Travel*
Restorative purpose	Economic/political/religious purpose	Philosophical purpose
Change in physiological/emotional state of tourist (*qua* athlete/escapist)	Change in business/network/moral opportunities available to tourist (*qua* entrepreneur/reformer/pilgrim)	Change in intellectual/artistic understanding of tourist (*qua* student)

This framework helps us to unmask tourism. The problems of clearly separating what tourism is from what it is not become apparent when the topics of seasonal renters, second-home residences, time-share condominiums, absentee ownership, bedroom communities, intra-region travelers, and visiting family and friends are considered.

It is easy to be haughty toward tourism, but this attitude is too often linked to hypocrisy. Tourism is pervasive and complex. It is worth the effort to examine tourism empirically before judgments are pronounced on its acceptability.

Tourism is a Regional Issue.

Coastal communities must guard against the tendency narrowly to frame tourism development, revitalization, and control as local issues. While it is undeniably true that individual communities have special properties and unique histories, an introspective, community-centric perspective on planning is unlikely to generate competitive tourism management strategies. To avoid making this kind of mistake, Pacific Northwest coastal communities should study tourism in broad regional terms.

The concept of region most useful to coastal communities is that of the area bounded on the west by the Pacific Ocean, on the east by U.S. Interstate 5, on the south by the Oregon-California border, and on the north by the U.S.-Canada border. This encompasses a tidal shoreline (i.e., length of outer coast, offshore islands, sounds, bays, rivers, and creeks to head of tidewater) of 3,026 miles for Washington and 1,410 miles for Oregon (Highsmith and Kimerling 1979:1). Demographically, the region is characterized by high population concentrations on the eastern and southern shores of Puget Sound (WA) and in the Willamette Valley (OR). Table 2 shows that population rose at a modest rate in seven

out of the eight Metropolitan Statistical Areas (and in the two states as wholes) in the period between 1980 and 1985.

Table 2

METROPOLITAN STATISTICAL AREA[1]	1985 POPULATION	% CHANGE 1980-1985
Bellingham (WA)	112,300	+5.2
Seattle-Everett (WA)	1,724,000	+7.2
Tacoma (WA)	523,500	+7.8
Vancouver (WA)	207,300	+7.8
Portland (OR)	1,146,600	+3.7
Salem (OR)	258,800	+3.6
Eugene-Springfield (OR)	261,300	-5.1
Medford (OR)	138,000	+4.2
STATE AS A WHOLE		
Washington[2]	4,384,100	+5.7
Oregon[3]	2,675,800	+5.7

Sources

1. Bureau of Census, 1985.
2. Washington State Office of Financial Management
3. Center for Population Research and Census

Tourism in the Pacific Northwest is driven by an urban mechanism in the sense that the majority of tourists who visit the coastal hinterland either reside in urban centers or pass through these nodes. It is particularly important for coastal communities to understand the regional layout of land routes linking cities to the coasts.

The main highway of the western Pacific Northwest is U.S. Interstate 5 (I-5), which stretches along a north-south axis and connects the areas' Metropolitan Statistical Areas in a chain. In Oregon, U.S. 101, which generally follows the coastline, is linked to I-5 in ladderlike fashion by twelve routes (U.S.30; OR-202; OR-53/U.S. 26; OR-6; OR-22; OR-18; OR-229/229/U.S.20; OR-34; OR-126; OR-38; OR-42; U.S. 199).

In Washington, the rung pattern tying I-5 to U.S. 101 exists as far north as Olympia (WA-4; WA-6/[WA-105]; U.S. 12/WA-8). Highways on the Olympic Peninsula are limited to U.S. 101, which follows the outer contours, and two offshoots (WA-109; WA-112). In Puget Sound, I-5 is connected to the Kitsap and Olympic Peninsulas, to Camano and Whidbey islands, and to the shoreline of the Sound by a number of highway loops and strings (WA-106/WA-104/WA-3/WA-16; WA-20/WA-525/WA-532).

Additionally, a large state ferry system facilitates transportation throughout Puget Sound (and to several Canadian destinations). Given the zero-sum feature of marketplace competition, coastal communities must understand the transportation paths of visitors, as well as the attraction and location of other communities in the region. Tourism managers must be alert to proposals at various levels of government which would modify the direction of tourism flow. In addition to improved highways, new airports and ferry routes quickly affect tourism.

Sub-regionally, Small Communities are Grouped in Coastal Spheres.

The non-metropolitan communities in the coastal zone of Oregon and Washington are not distributed in such a way that communities are equally independent of each other. Rather, small groups of communities are seen to cluster. Gale and Miller (1987) use the term *coastal sphere* to denote an arrangement of such communities. Sociologically, a sphere operates as a system. Communities in a sphere exhibit a certain organic interconnectedness in that they rise and fall (economically, politically, culturally) together.

Coastal spheres include a core community (typically the community with the largest population, broadest economic base, and greatest diversity of government and other resources) and its dependent associated communities. Transportation routes structuring spheres take the form of stars, circles, and lines, and their combinations. To illustrate, from Washington, the South Whidbey Island sphere is composed of Freeland, Clinton, Langley, and Greenbank. Although Freeland is the core, it is not the magnet for off-island visitors. Clinton is important for its ferry connection to the mainland; Langley is the primary tourism destination. To illustrate, from Oregon, the Florence sphere is composed of Florence (the core) and the associated communities of Ada, Cushman, Dunes City, Mapleton, Glenada, and Siltcoos. Cushman, Mapleton, and Glenada are on the Siuslaw River, the others are oriented to inland lakes. Diversity in the sphere is shown in the fact that Dunes City is a small retirement and recreation community, whereas Mapleton struggles to survive as a lumber mill community.

The image that a coastal sphere extends to potential tourists is a function of economics (traditionally, economic activities are categorized as forestry, fisheries, and agriculture; manufacturing; or services) and culture. From this starting point, Gale and Miller (in press) have organized spheres typologically into Natural Resource Industry, Indirect or Non-resource Industry, Art Colony/Educational, Transit Recreation, Recreation

Residence, Recreation Destination, Retirement Residence, Commuter Residence, and Native American categories.

The South Whidbey Island sphere is in transition from being a dairy-based Natural Resource Industry sphere to some combination of this and Transit Recreation, Recreation Residence, Retirement Residence, and Commuter Residence spheres. Airport development being considered on the island could result in an Indirect or Non-Resource Industry sphere. The Florence sphere is also in transition from being a forest products Natural Resource Industry sphere to a combination of this and Retirement Residence, Transit Recreation, Recreation Residence, and Recreation Destination spheres.

With this framework, coastal communities can begin to interpret the tourism experiences of other communities, including those in other regions, which exhibit similar sphere profiles. Communities can also study spheres that are candidate role models. Overall, the sphere concept encourages communities to monitor intra-sphere change as well as to make inter-sphere comparisons.

Solutions to Tourism Dilemmas are Found in Cooperative Tourism Management.

Over the last years, publics, industries, and local governments have greatly increased their understanding of the multiple advantages and disadvantages of community commitments to tourism. In the coastal zone of the Pacific Northwest, as elsewhere, tourism will long remain a vexing topic (cf. Miller 1987). It follows that it is highly unlikely that any tourism policy — whatever its posture toward development — will go unchallenged.

The future of tourism in coastal communities will be decided by local politics. In the best of scenarios, this will entail a cooperative enterprise involving elements of government, the tourism industry, and publics in long-term planning. In the worst of scenarios, one of these interests will dominate discussion for Machiavellian ends. Two recommendations are pertinent to the former scenario.

First, coastal community governments should protect the public interest by utilizing professionals who are prepared to treat problems of tourism and coastal zone management. Professionals who have training in planning, public administration, marine affairs, and the social and environmental sciences, and who also have specialized in tourism are particularly suited to the task. Whether they hail from government, universities, or the private sector, these professionals must address tourism (and its many masked aspects) directly.

Second, coastal community governments should take care that tourism policy is openly debated and documented. Records of tourism issues, objectives, and decisions can be extremely useful in future policy deliberations. More importantly, governments that promote tourism should move beyond strategic marketing (i.e., deciding on which share of the tourism market to concentrate) to systematic evaluation of the local effects of tourism. This entails serious and professional attention to social change.

Coastal spheres in decline and transition are right to ask questions about the future social and economic configurations of small communities. Given the many attractions of the Pacific Northwest, it is not surprising that tourism is raised as a possible answer. Two reactions to tourism however, are unacceptable. The first is blind development; the second is blind aversion.

Because tourism in some form is part of each of our lives, it will not quietly go away and it will not mature gracefully without management. The only way to guarantee acceptable levels of tourism is for the public and private sectors to cooperate in planning and to recruit experts in the analysis of tourism. To quote then anarchist-now entrepreneur Abbie Hoffman, "If you're not part of the solution, you're part of the problem."

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Recreational Boating and Moorage

Dick Barnum , AICP, and Craig Holland, PE***

Planning the Marina

The recreational and working boat marina can be the centerpiece of a community's waterfront development. The marina serves more than just the transient and permanent boater. It can be a key ingredient in connecting the downtown of a smaller community with its waterfront. When properly designed and developed, the marina can attract visitors and water-related uses to its surroundings, create jobs, and provide recreation to the general public — both boaters as well as non-boaters.

Cap Sante Marina

With the exceptions of Oak Harbor and Des Moines, publicly owned marinas in western Washington are operated by port districts. The Port of Anacortes has recently been expanding its Cap Sante marina which is located about four blocks from the heart of the old downtown area. What the Port of Anacortes has done during the last few years is a model of city/port cooperation and of the contribution that a marina can make to the image and vitality of its community.

By late 1982, the Cap Sante basin had been dredged in preparation for expansion. The mission of the port, as seen by the commissioners, had recently been changing. Public input to the commission at that time strongly suggested that the port should embark upon a more aggressive and intensive program of development. The goal was to create more employment and to generate heightened economic activity within the area.

Toward that end, a new executive director was hired at the beginning of 1983. Joe Baier and the commission recognized that to achieve these ambitious goals, a vision of the future that enjoyed consensus from both users and the general public would be necessary. A comprehensive planning process was designed for the port's "downtown" properties — about

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* Planner, Reid Middleton Associates, Edmonds

** Civil Engineer, Reid Middleton Associates, Edmonds

one hundred acres — that included the marina as well as the deep-water docks.

This process actively solicited ideas and opinions from anyone wishing to participate. The process also advertised the port and its role in the community and helped to insure that extensive coordination with representatives of the city's government would occur on a regular basis.

This was important. Ports and cities can have conflicting land use missions. The cities retain many land use controls while ports oftentimes have more money to invest in local developments. Consequently, it is essential that the port and city find areas of agreement.

The comprehensive planning process at Anacortes served to develop a common fund of knowledge and images among those regularly attending the workshops. The process created a consensus, among interest groups, that did not previously exist. Special attention was focused upon existing users of port facilities, and especially, lessees and renters of port properties. As a result, a less adversary forum of communication was established than is sometimes typical of port commission meetings. The primary purpose of the comprehensive plan was to establish credibility and trust among the port commissioners, their constituency, and adjacent governmental agencies. In the case of Anacortes, this process was successful.

Diversity of Uses at the Marina

In the planning for Cap Sante, it was agreed that uses of the marina should ultimately become intensive. It was also agreed that any development of the marina should be done with *quality*. The major objectives for the marina were: (1) to insure that amenities on the shoreside are appropriate to the needs of the proposed 715 new slips on the waterside; and, (2) to draw people to the waterfront by means of nearly unlimited pedestrian access, coupled with a diversity of uses and attractions.

A quality restaurant and yacht club are seen as desirable additions to the marina. An esplanade or walkway is planned along the full perimeter of the marina, as are landscaping and appropriate auto parking. An existing park and a new park are incorporated into both ends of the marina, and a motel (or, eventually, a conference center) is planned for nearby.

Restrooms, showers, and laundry facilities are designed to assist the transient boater, and a view platform is to be constructed above the harbormaster's office. All dumpsters are to be enclosed within appealing structures, and benches will be incorporated into the landscaping and esplanade areas.

Plans also call for a car/boat trailer parking area for those boaters who intend to be there only for a short period. Where practical, roads have

been located back from the waterfront. A pedestrian atmosphere is considered important to the project.

For the commercial fisherman, a new web-, or net-locker is proposed, as is paving for the area. The tide grid will be expanded, a new fueling dock will be constructed, and a new overhead marine rail launching facility will be developed.

Plans include space for marine industries, another waterfront restaurant, a fish sales and marine supply building, a dry storage and work area, and a boat sales and repair area. Additionally, space is provided for a travel hoist dock, a boat sales and repair building, and even a boat-building, conversion and repair yard.

It can be seen that a diversity of uses have been intentionally included in the comprehensive plan for the Cap Sante basin. The area is designed for the active user as well as for passive enjoyment of the area. Snow-capped mountains and the imposing Cap Sante rock provide the stage-setting for the marina.

The working waterfront, including about 150 commercial fishing boats during peak periods, has been combined with recreational boating. Public access has been maximized. The Cap Sante marina is expected to generate economic development for the area, and to remain a pleasure and asset to the community.

Implementation

The plan for the marina is just over 3 years old. A number of the Phase 1 recommendations have either been constructed, or are currently budgeted, programmed, permitted, or being designed.

At the north end, 415 slips for permanent and transient moorage have been constructed. Year-round occupancy is now better than 50 percent, and is in line with the forecasts. The Interagency Committee for Outdoor Recreation assisted with the development of the transient moorage and associated amenities.

Restrooms, showers, laundry facilities, esplanade, landscaping, parking and dumpster enclosures are in place. Improvements to the nearby park have begun. A railroad terminal — which has been converted to a cultural activity center — is located adjacent to a U.S. Corps of Engineers' vessel.

On the west and south sides, design engineering work has begun for a number of marina improvements, including:

- Parking facilities for 342 autos, including the planting of 131 trees;

- A loading area for two docks, and designation of a new building site;
- Improvements to an access road, including new curbs, sidewalks, and landscaping, plus the elimination of a driveway along the bulkhead;
- An esplanade connecting with the existing walkway along the north side of the marina, together with a new viewing area, dumpsters and enclosures, and lighting;
- Improved parking and access along the south edge of the boat basin including additional parking, temporary access to the park area and a small parking area for Harbor Park;
- Initial improvements to the park area, including clean-up, seeding, benches, etc.;
- Construction of a second web locker, and associated parking and work areas; and,
- Improvments for 46 paved car/trailer parking spaces and landscaping.

The port is on track and on schedule. The Anacortes Planning Commission has approved the shoreline permits for the construction, scheduled to start in 1987.

Design of Marina Features

Each marina is unique. However, there are uniform design guidelines that are important to functional and economic success. Examples of these are: public access, attractive appearance, security and phased development.

PUBLIC ACCESS

Usually, the recreational marina becomes a better catalyst for waterfront revitalization if public access to the facility is encouraged. There are two broad classifications of public users, boaters and non-boaters. In the case of boaters, public access is defined as users other than permanent moorage tenants.

Public access for boaters is encouraged by including a variety of functional features in the marina design. Examples include:transient moorage, launch facilities, and fuel facilities.

Transient moorage facilities should provide quiet water, utility hookups, restrooms, and nearby retail or recreation attractions.

Launch facilities are problematic in that they generally require extensive land area for parking but provide relatively little direct income. This

situation can sometimes be improved by designing stacked boat storage and mechanical launchers.

Fuel facilities can attract cruising boats, transient users, and launched boats as well as serving permanent moorage tenants. The fuel pier or float must be conveniently located, preferably near the marina entrance, and be safely separated from other public uses.

Public access for non-boaters is important to gaining their acceptance of the waterfront development and enhancing the financial health of associated commercial enterprises. Features that induce participation by non-boaters include: walkways and parks, fishing piers, restaurant/retail facilities, tour and charter boats.

Walkways generally are placed at the perimeter of the boat basin and also serve as access to the moorage facilities. Parks are often small, landscaped picnic areas located near transient moorage or fishing piers.

Fishing facilities can be integrated into breakwater designs or be separate structures outside the protected basin. Interference with boat traffic should be minimized. Prime view locations should be reserved for public access and especially for restaurant/retail space. This often competes with convenient parking for moorage tenants, but the real estate is unique and valuable to commercial interests.

Of course the water-related recreational experience of the non-boating public can include services that actually put them on an excursion vessel for sightseeing or fishing. Piers for these services can be dedicated to a single commercial use or open to all.

DESIGN FOR POSITIVE IMAGE

The desire of the public to accept and access the marina development can be encouraged by incorporating an attractive appearance into the design goals. Also, the facility must be perceived as secure and safe to both the public users and the permanent moorage tenants.

The appearance of the marina should be tied to an overall architectural theme suitable to the geographic location, waterfront proximity and functional design. Marina features that are particularly adaptable to expressing an architectural theme include: handrails, signage, kiosks, trash enclosures, benches, offices/restroom buildings.

Landscaping is universally recognized as an important parameter to the overall visual effect of marina features. In nearshore environments, the selection of landscape plants must encompass considerations for constraints such as high water tables, salt water intrusion, and view preservation.

The security and safety of the marina facility for all its users are enhanced by creating an administrative office with good overviews of the

area. Marina officials can be aided by the use of TV monitoring, radio communications and loudspeaker systems.

Public access to over-water facilities can be discouraged through the use of security gates at access ramps. These gates also cause boat owners to believe that their property is less prone to vandalism or theft. However, there is strong evidence that the interspersed presence of live-aboards is a more effective deterrent to such losses.

Lighting at the marina facility can accommodate functional safety and security goals without creating a floodlight situation. This is accomplished by the use of cut-off lighting that limits the lamp's illumination to downward angles. Cut-off lighting is important because it preserves nighttime views from shore and helps boaters maintain night vision on the water.

PHASING DEVELOPMENT

The ultimate demand for moorage at a marina facility can take many years to develop fully. Therefore, this demand must be predicted for future years, and the marina construction should be phased to keep pace with near-term demand.

The prediction of moorage demand requires careful and experienced analysis of regional and local boating trends, matched to overall economic and demographic characteristics. Sources of published studies include governmental agencies such as the Corps of Engineers and the Sea Grant program. Other records may be available from marina operators, boat dealers, and trade organizations. Also, in projecting past records into future demand, care must be taken to incorporate the effects of existing and new moorage facilities on that demand. For instance, in areas where boat slips are not available, there could be a "hidden demand" since the option of owning large boats is not readily available.

It is important that the moorage demand be further analyzed into parameters such as: size of boat, sail vs. power, covered vs. open moorage, permanent vs. transient moorage, trailered boats.

The phased construction of marinas is a method of matching moorage supply to near-term demand. Phased development often does not preclude initial construction of major features such as breakwaters, dredging, and shore protection. However, functional features such as moorage floats, utilities, parking, and restrooms can be scaled to numbers and sizes that closely match demand. It is important that the initial phases be constructed in ways that can accommodate later developments in a cost-effective manner.

While waiting for each phase to be fully utilized, there are creative management techniques that can maximize interim revenue generation.

Among the tools available are seasonal rentals, transient rentals, varied rate structures, and boating events (races, etc.) to attract customers. Of course, strong marketing programs and superior facilities can attract vessels that might otherwise moor elsewhere.

Summary

Design goals such as superior functional characteristics, attractive appearance, and security and safety must be tempered by cost considerations. Accurate demand predictions and phased development are important parts of the answer to a marina's financial feasibility. A successful comprehensive plan can be an important tool toward achieving these objectives. A thoughtfully designed marina with emphasis upon public access and a diversity of uses can be a key element toward the revitalization of the small community.

Interpreting Marine Environments

*Grant W. Sharpe**

Before we can discuss waterfront interpretation, we need to briefly define *interpretation.* Some people may have an understanding based on personal experience in a job situation, or have been exposed through travels to national parks, museums, or other places where interpretation is provided as a matter of agency directive and policy. If you've not been exposed to it recently, you may be surprised to learn that interpretation today is more than explaining flowers, sand fleas, bumble bees, and evergreen trees. Interpreters today are not just naturalists, but are part of the overall management team. If they are not part of the team, then the manager is probably at fault; either the manager is not employing the right person or is not giving appropriate direction. More properly called an *interpretive specialist*, the former naturalist must be versatile.

The person in the role of interpretive specialist must understand interpretation's role in management, whether it be park management, refuge management, marsh management, or even waterfront management. Interpretation is an integral part of a mature and sophisticated land and water management program. To so function, an interpretive specialist must fully understand the use of interpretation as a management tool.

Before proceeding, however, we should define *interpretation.*

Definition of Interpretation

Interpretation is a service to visitors who seek both relaxation and inspiration. They may also wish to learn about an area's natural and cultural resources, such as geological features, animals, plants, ecological communities, and human history.

Interpretation is an educational service that explains an area's varied resources to visitors in terms they understand. It has three objectives:

1. To assist visitors in developing a keener awareness, appreciation, and understanding of the area they are visiting.

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2. To accomplish management goals. This is done in two ways. First: Interpretation encourages thoughtful use of the recreation resource by the visitor, helping reinforce the idea that this is a special place requiring special behavior. Second: Interpretation can be used to minimize human impact on the resource.

3. To promote public understanding of an agency's goals and objectives. Every agency, organization, or corporation has a message to convey. Successful interpretation enhances the image of the sponsoring agency. If overdone, however, the message will be labeled as propaganda.

The overall interpretive effort is called the *interpretive program.* In larger areas, for example, it is under the direction of a permanent interpretive specialist. This person answers directly to the manager, and he or she usually employs other permanent and seasonal staff. In smaller areas, managers may be personally involved in the interpretive program, even though they may not be trained in this work. Hiring seasonals is one solution; these employees may be teachers or graduate students in a university. Under our present school system, they can work in summer as interpretive specialists during the heavy visitor-use season.

Interpretive Planning

The same logical steps undertaken to achieve established goals and objectives of any land use plan are used in creating the interpretive plan. Data are collected, analyzed, and synthesized for alternatives; then a plan is chosen, implemented, and studied for its successes and failures.

Interpretive Opportunities

Opportunities for on-site interpretation exist almost anywhere people congregate for leisure-time activities. Parks, forests, and wildlife refuges are prime examples. Interpretation is also utilized at historic sites, museums and nature centers, and industrial areas utilize interpretation to explain the manufacturing process.

Interpretation of the Marine Environment

As we will see, there is considerable opportunity to interpret the interface between land and water, particularly salt water. Interest in the seashore usually begins with a family recreation visit. If a family is lucky, it will visit an area with some interpretation. Think of the questions the members may have:

> Where did all the logs come from? How do plants and animals survive in the pounding surf? How do they reproduce in the sea? Where do the waves come from? What makes the tides come and go? Why is there more life on a rocky shoreline than on a sandy beach? Why do the plants and animals grow in belts along the shore? How do people make a living from the sea? What's that light that keeps flashing? Are there any shipwrecks around here? Where can we fish? Can we take a boat trip out of the harbor? Can we go up in that lighthouse? Where can we see a crab?

These questions may need several different methods or interpretive media to be answered effectively.

Interpretive Media Choices

The interpretive program consists of two categories: personal (or attended) services and nonpersonal (or unattended) services. Let's look at these.

PERSONAL SERVICES

In personal services the visitor comes in direct contact with an interpretive specialist, and a two-way conversation may result.

INFORMATION DUTY — This takes place at any convenient and conspicuous location, such as a roadside or dockside information booth. The key is easy access by visitors. Here visitors seek out the person on duty.

TALKS TO GROUPS — In this activity, the interpreter makes a formal or informal presentation at announced times and places. The topic is normally related to the natural and cultural history of the area and is usually illustrated with slides. It may be in an outdoor amphitheater or indoor auditorium. "What to see and do" is a popular topic.

CONDUCTED ACTIVITIES — Interpreter and visitors move sequentially through a series of on-site experiences involving actual objects and views. Such activities could be undertaken on foot through historical buildings and archaeological sites, or on boats or trains, busses or trams to more distant special points of interest. The activity could be a combination of the above. Protection of the resource is best assured by this medium.

LIVING INTERPRETATION — This is normally a form of historical interpretation through which some cultural activity is demonstrated. It could be early ship building or fishing techniques, or even acting out duties in a turn-of-the-century lighthouse, life-saving station, or historical fort. It could be less spectacular activities such as candlemaking from bayberry wax, local woodcarving, or playing early musical instruments. The wearing of costumes and use of dialect are often part of the perfor-

mance, which may be done by local actors or guest performers familiar with the activity. The location could be in a local theater, park, or at the historical site itself.

NONPERSONAL SERVICES

Here the interpretive staff depends upon various devices to present the story. Communication flows one way only. In most instances nonpersonal services are unscheduled and may be enjoyed at the convenience of the visitor. Examples follow:—

AUDIO DEVICES — These machines utilize human voices, music, and sound effects. They include tape recorders and playback units, speakers and headphones, induction loops, and radio transmitters. Audio equipment is frequently used in conjunction with other devices, such as automated slide programs, and diorama-type exhibits where labels would be a distraction.

WRITTEN MATERIAL — Included in this category are signs and labels, and various publications on the flora, fauna, geology, and history of the local area. Publications are used when detailed presentations are needed. They also have a souvenir value that is missing in other media.

SELF-GUIDED ACTIVITIES — These include both self-guided trails (SGT) and self-guided auto tours (SGAT). Where interpretive staff is in short supply, these are particularly useful. Both activities are available to visitors at their own pace and convenience. Special trails are built for the SGT, but existing roads are used for the SGAT.

EXHIBITS — These are found both indoors and outdoors. Properly used, they are a very effective medium Unfortunately, too much information is often attempted, rendering them less effective than they could be. They are also vulnerable to vandalism.

VISITOR CENTERS — These are major installations and their expense is relatively high. Such buildings commonly include an information desk, exhibit room, auditorium, staff offices and working space, restrooms, drinking fountains, and public telephones.

Getting Started

Suppose at this point you have identified the features in your water-oriented area that have visitor interest, and are ready to start interpreting. Staff must be hired, equipment ordered, space allocated and priorities established as to which of several projects to start first. You can't do it all at once. Start small and do it well. Suppose a guided trip is chosen to interpret both a marshy area and a rocky shoreline, and both of these are in conjunction with a walk to a lighthouse. A trail through the marsh must

be created, the route to the shore carefully selected, and permission to enter the lighthouse obtained. Is there any problem with entering the marsh during nesting time, is there a suitable tide pool with viewing space around it for participants, and is the visit into the lighthouse safe from the problems associated with old buildings, such as rusty nails and loose floorboards? Now the problems associated with environmental impact must be addressed, adjusting to high and low tides, which are different each day. Much work is needed before your first conducted walk starts off.

Other marine-related features to consider might be bird migrations, early settlers, shipwrecks, the town dock, the fishing fleet, accreted lands, shipbuilding, fish runs, whale watching, tsunami damage or protection, miscellaneous navigation aids, piracy and smuggling, sea rescue, and artificial reefs.

Maybe an exhibit is more appropriate, or perhaps you need to set up a slide presentation, telling the public what you plan to do. Approach your public relations in an appropriate manner, and get feedback from the concerned local public. Decisions supported by the public are easier to implement. Choose your media well. Pick approaches that give you good visibility, but are not extravagant or intrusive on the scene. Remember, check out local areas; don't repeat what someone nearby is doing.

Does all this sound confusing, or too complicated? Perhaps further explanation is needed. The University of Washington offers a correspondence course entitled "Interpreting the Environment". Write Distance Learning, GH-23, University of Washington, Seattle, WA 98195, for information.

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Community-Based Interpretation for the Waterfront

*Scott Powell**

My experience has been with a non-profit group, "Waterfront Awareness," in Seattle, Washington, a group that has been developing maritime educational programs for nearly 10 years and seeks to create a permanent maritime interpretive center on Seattle's central waterfront.

Traditionally, interpretive programs have been undertaken by public agencies such as the National Parks Service, the Corps of Engineers, and state and local parks agencies. Waterfront Awareness, by contrast, functions as a broad-based community service organization. In times of fiscal austerity, such an approach can be a useful alternative for communities seeking to add interpretation to their waterfronts.

After some brief discussion of perspectives on "interpretation" in relation to "waterfront revitalization," a planning framework for interpretation will be offered, focused on three types of questions: 1) What are we interpreting? 2) Why do interpretation? and 3) Who will lead the way?

Perspectives

The title for this conference suggests two good starting points for this discussion. First, "The Waterfront." The term evokes a host of images...even for those living far from the sea. Whether these images flow from Marlon Brando, Lloyd Bridges, and Tugboat Annie or are locked in childhood memories of the smells and sounds of a visited wharf, waterfronts are places of enduring fascination. Herman Melville in Moby Dick, writes:

> Circumambulate the city of a dreamy Sabbath afternoon...what do you see? — Posted like sentinels all around the town, stand thousands of mortal men fixed in ocean reveries. Some leaning against piles; some seated upon the pier-heads; some looking over the bulwarks of ships from China; some high aloft in the rigging, as if striving to get a better seaward peep. But these are all landsmen; of week days pent up in lath and plaster — tied

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> to counters, nailed to benches, clinched to desks... But look! Here come more crowds, pacing straight for the water, and seemingly bound for a dive. Strange, no other will content them but the extremest limit of the land...

"Revitalization" is a second starting point. Waterfronts in general and particularly those undergoing revitalization, have a common characteristic: they are in a state of constant change. They are a meeting ground for the old and the new, the industrial and the recreational. They embody and enliven the contrasts between the urban and the rural, the land-based and the marine, the international and the provincial. It is this state of change, this dramatization of contrast, that makes waterfronts a challenging and rewarding place to do interpretation.

Finally, it is important to consider a scope for the term "interpretation." It can encompass a variety of things and activities that help people appreciate and understand a particular environment or neighborhood. Interpretation may be as simple as signage, historic markers, or illustration panels. It may focus on personal interaction, through lectures, tours, events, and educational programs.

Ultimately, interpretation can be the focus of a cultural institution, such as an interpretive center, aquarium, or museum. The facility may be dedicated to waterfront education and operate through a full range of signage, personal interaction, and specialized exhibits.

Each community must discover for itself what forms of interpretation are feasible and appropriate. A good system of signage or historic markers is infinitely more valuable than a grand center that never gets built. The remainder of this article offers ways to deal with those questions of feasibility, appropriateness, and value. A very broad definition of the term, "interpretation" is implied.

Surveying the Waterfront: *What Are We Interpreting?*

The following are several characteristics that must be considered when planning for interpretive programs. They include elements pointing to the content, or "story-line" for interpretive work and others defining the context in which interpretation takes place.

HISTORIC VALUES

Waterfronts intended for revitalization often have important historic value. Certainly, they have a history, many aspects of which are meaningful for the local community. Whether an aging piershed,an ornate seawall or bulkhead, or just a few stubs of pilings dotting the nearshore area, these features are full of stories that can entertain and educate the waterfront visitor.

Moreover, historic preservation may be a preexisting community goal, for which a ready-made constituency is already at work. In this sense, the *content* for interpretation — e.g., history — is closely interconnected with the *context* in which planning for interpretation must proceed — i.e., historic preservation goals.

NATURAL FEATURES

Natural history is another vital part of urban interpretation. Even if the "natural" landscape appears to include little more than seagulls and water, there is often a rich set of stories just beneath the surface.

- Again, the historic perspective may be worthwhile, suggesting an account of topographic and hydrographic change on the waterfront.
- The surge of tides, currents, and waves defines the shape of both rural and urban shorelines; it also defines the tasks of waterfront construction and harbor operations. An interpretive project could focus on these aspects of working in the marine environment.
- Some urban waterfronts maintain a good measure of natural features for study and appreciation. Again looking at both content and context, remaining or resurgent natural features are vital to the overall plan for waterfront redevelopment.

THE URBAN ENVIRONMENT

Proximity of the waterfront to other elements of the urban environment is a third vital avenue for planning interpretive programs. The local economy, for example, is often tied to its waterfront; witnessed throughout our region by its fish-boat havens, log ports, ferry terminals, and railheads.

The modern "working harbor" also offers a wide assortment of stories for interpretation. In addition to vessels themselves, modern trades such as longshoring, piloting, tug operations, and waterfront construction are fascinating topics for the waterfront visitor. These are the working lifestyles of our neighbors and relatives: they are things we rarely get to see.

OTHER AMENITIES AND DESIGN CRITERIA

Fourth, interpretive programs must take account of other recreational or tourist amenities nearby. This can be mundane, such as in identifying public restrooms and parking. It can be strategic, through planning a location near dining or retail outlets. Or such planning can identify creative opportunities. Imagine, for example, an interpretive viewpoint or park where performing and visual artists in the community can hold programs.

Here again, an existing constituency for interpretation may already be at work.

Finally, the project must be designed with careful attention to physical detail on the waterfront. Where are the best views? What is the observed and expected flow of pedestrian traffic? Does existing auto traffic allow for safe pedestrian corridors? In the context of a larger revitalization project, these kinds of attributes and strategies will strongly influence the attractiveness of the waterfront experience.

Stating a Rationale: *Why do interpretation?*

Regardless of its scope, interpretation does require the expenditure of energy and, most often, money. The following, then, are intended both as a set of questions for planning and as a set of tools — ammunition, perhaps — for discussing and promoting interpretive goals.

It is useful to think about this in two ways. First, and most directly, are what can be called "strategic motivations." What are the overall community goals for the revitalization effort? How can interpretation foster those goals?

Interpretation can attract visitors to the waterfront. It provides one more reason to choose a waterfront visit and can broaden the overall audience to which the waterfront appeals. The implication, of course, is that people will come to the waterfront to learn and will end up spending money at nearby retail establishments.

Revitalization efforts often seek to attract new commercial or light-industrial projects. Parks and interpretive facilities offer recreational opportunity close to the workplace and generally add to the ambience of the work environment. Some feel that this is an important criterion for commercial siting decisions. If the revitalization plan includes residential development, family-oriented recreation is an added marketing feature.

Relatedly, interpretation is one component of a balance of amenities needed to maintain a healthy urban core. If employment, residential, recreational, and educational opportunities are available within walking distance...well, who needs the suburbs?

The second set of motivations for interpretation involves less easily quantified community rewards. They can be called "affective motivations" to imply that they bear some relationship to people's feelings about the waterfront and their behavior when they visit it.

Most directly, interpretation can encourage appreciation for, and stewardship of the recreational environment. Rewards include reductions in vandalism, littering, and wear and tear. People can also be educated about safety concerns.

Less directly, interpretation can be an integral part of developing and marketing a revitalization project. Community support for revitalization is essential, whether for land use planning, for public financing, or for the ultimate use of new facilities. Interpretation can be a first step in building the needed public constituency.

Least directly, but perhaps most importantly, interpretation has inherent educational value. Through both the historic and contemporary perspectives, an informed public is better equipped to understand issues affecting the community. The very economics of "revitalized" waterfronts is one such issue, as are the maritime aspects of water quality, industrial development, and career education. Interpretation, especially when coupled with an ongoing program effort, provides an attractive alternative means of learning about these subjects.

The Case for Non-profits: *Who will lead the way?*

The foregoing discussion has pointed to a number of factors to consider in designing and planning for waterfront interpretation. The ultimate questions, however, often boil down to these: Who sets the agenda? Who can assemble the needed resources?

As stated previously, there is a rich tradition of interpretation developed by a variety of public agencies. Often, private firms and interest groups will also seek to educate the public about a particular project or issue. An alternative mechanism for developing an interpretive program is through the efforts of a nonprofit or community service organization more or less dedicated to this purpose.

"Nonprofit" is a catch-all term for a wide and growing variety of organizations. Here, it is meant to include traditional service groups, educational support groups and youth programs, historic preservation societies, and other cultural or arts-oriented organizations. Depending on the context, an existing group may be suitable to lead a community program such as interpretation. For larger projects, a new corporation, perhaps representing a coalition of existing groups, may be more appropriate. Generally, there are a number of attributes of nonprofit organizations that recommend them for performing this type of community service.

Non-profits can be designed and created for a specific purpose. In this sense, the preparation of incorporation articles and by-laws can be used as a management tool to establish the operating structure and goals of a project. They also define its expected products and duration.

Operationally, non-profits can be more flexible than public agencies or private, for-profit interests. They operate within the confines of their by-laws and of fiscal accountability, but they do not require legislative action, for example, to change simple procedures or respond to new op-

portunities. Again, careful crafting of the operating structure will foster this beneficial flexibility.

Non-profits have some greater degree of financial flexibility as well. There are definite restrictions on "political" expenditures, but fewer constraints in areas such as wage scales and overtime, competitive bidding, and expenditures for entertainment. To maintain credibility and efficient operation, of course, there is an absolute need for good budgeting and accounting practices.

Because of their organizational structure and tax deduction benefits, non-profits are able to assemble charitable funds. The growing profession of "development," or fund-raising seeks creative ways to maximize the benefits of "giving" to both donor and recipient. Importantly, donated services and materials can provide both tax savings and community recognition for the former.

Finally, non-profits are able to attract, manage, and reward volunteers. They offer satisfying work, public recognition, and social interaction for participants.

To accomplish their goals, non-profits rely on the support of their community. They require resources with which to work, including physical locations, facilities, personal and professional services, credibility, political influence, and yes, money. These needs imply a number of thorny problems. They suggest a final set of planning elements for designing the interpretive program and building an organizational structure to make it work.

WHAT DO YOU REALLY WANT TO DO?

Establish a clear set of goals. Define modest objectives that can be accomplished within a reasonable time frame.

Credibility relies on a carefully developed rationale and statement of community benefits. Depending on the scope of a project, a formal business plan may be needed.

Enthusiasm grows with a track record. Regardless of the overall scope of project goals, public agencies, private donors, and the general public all respond better to what they can actually see than to the most carefully crafted prospectus.

WHO'S IN CHARGE?

Interactions among the nonprofit board and staff are critical. Careful definition of responsibilities is a good first step, but must be reinforced through continued planning and regular communication.

Planning and goal-setting are also needed to assure consistent, complementary actions among participants. Much more gets done when all are pulling in the same direction.

When there is significant interdependence between the nonprofit and other public or private interests, a clear definition of the relationship is needed in advance.

IT'S A JUNGLE OUT THERE.

In most communities, there is intense competition for volunteer action, charitable funding, and political support. This reinforces the need for appropriate goals, a clearly stated rationale, and a proactive strategy.

There is also competition for public attention, implying a critical need for public communications. Depending on the project scale, professional services may be needed. But regardless, the message must be upbeat and honest and should clearly give people a reason to care.

GETTING THINGS DONE

Inaction, disinterest, and volunteer "burn-out" can plague nonprofit groups. Avoid these pitfalls with a clear plan of action that produces near-term results.

Foster leadership and attention to detail; and divide tasks into manageable units with specific timetables.

Develop a reward system. Pamper your volunteers and ensure that they receive appropriate recognition.

CONNECTIONS: REALLY GETTING THINGS DONE

Your plan of action should include strategies to gain the support of various interests: elected officials and public agencies at several levels of government; local and regional industries; retail and leisure interests; charitable foundations; public media.

The project needs at least one "hero" — a visionary with unflagging dedication who will move the project forward.

The project also needs at least one "angel" — a person or group willing to take a risk on the project's success.

Conclusions

This has been a broad view of interpretation as a way to enhance the redevelopment of urban waterfronts. In addition to the straightforward ways in which interpretation adds to the recreational environment, it is suggested as a means of building community involvement in the overall redevelopment project.

The nonprofit group is one avenue by which to implement interpretive programs. It is the best way to ensure community participation and has several attributes that can foster an efficient and effective project. Not least among these is its ability to draw on resources within the community

which may not be available to public entities or private, for-profit interests.

Communities planning for waterfront revitalization are making a bet on their waterfront. They recognize it as an asset. Community-based interpretation and education on the waterfront are an integral part of putting that asset to its "highest and best" use. The rewards are worth the effort.

Revitalization and the Working Waterfront

A Port's Role in Harborwide Planning

*Bob McCrorie**

The Port of Port Angeles:
A County-wide Constituency

In addressing the general issue of harborwide planning and the port's role, as an elected official I must first provide you with a better understanding of my constituency. In our particular locale the Port of Port Angeles has the same geographic boundaries as Clallam County. This, of course, is not true throughout all port districts in the state of Washington. The Port of Port Angeles is divided into three commissioners' districts, the first encompassing the east part of our district, extending nearly into the City of Port Angeles; the second encompassing the major core sector of the City of Port Angeles; and the third extending from the westerly side of Port Angeles to the Pacific Ocean.

GEOGRAPHIC DIVERSITY

This presents some very interesting political problems to elected officials. While we have to live within the district that we represent, we are elected from a countywide ballot. Thus, our constituency becomes countywide. In our particular locale, there are extreme differences from the easterly portion of Clallam County to the westerly portion of Clallam County. The personal goals, life-styles, and philosophies are significantly different. When we begin to talk about revitalization of an area such as Port Angeles Harbor that represents a relatively small geographic site in a relatively large tributary area, it doesn't take much imagination to recognize that interest in Port Angeles Harbor will vary widely. A logger living in Forks is interested in his ability to support his livelihood; the Port Angeles merchant is interested in attracting more tourists or the retired Sequim resident is tired of seeing so many tourists on the highway and is more interested in launching his boat in Port Angeles during peak fishing seasons.

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* President, Port of Port Angeles Commission

I, as a port commissioner, have to recognize that I represent this wide range of interests as they relate to port activities. On the other hand, an elected representative of the City of Port Angeles has a much narrower geographic area and constituency to consider. Couple that with the very significant differences in purpose that a port district and a city government have and you have the makings of a very difficult joint planning process. While our basic goals of improved economic conditions for the community we serve may be the same, what constitute the improved economic conditions and how to get there can be very different.

Special Purposes of a Port

A city's general purpose government responsibility, is fairly well recognized, but all too often the narrower focus of a special purpose port is not well understood.

Our authorities are fairly broard, but our goals of improving the economic stability of a community are specific. For that reason, almost every port district within the state of Washington has a slightly different identity and goes about filling its charge of economic stability and growth in a very wide range of programs to fit individual communities.

Planning for Waterfront Revitalization:

Integrating Diverse Needs

Good solid port planning is a cornerstone of a successful waterfront revitalization program. Given the wide range of interests present in a waterfront such as the Port Angeles Harbor, many of which could become major obstacles to implementation of a plan, it is vital that the major entities, both public and private, develop a comfort zone. The only successful way to attain that comfort zone is to establish good planning that considers the wide range of interests and long-term needs. Private and public entities with proprietary interests, public bodies with police and planning powers and general public users all have the power individually to render a planned program ineffective if they become active opponents.

Public bodies are well attuned in this day and age to long-term planning. Business and private interest groups tend to plan in shorter time frames, possess long-term plans, and in some cases not even short-term plans. A long-term business strategy may not include a definitive plan for long-term property needs, and those bodies that do have long-term plans many times are very reluctant to divulge that proprietary information to the public. The major obstacle that exists for a successful waterfront revitalization program probably is the difficulty in successfully integrating the various interests into the planning process. Most entities, either public

or private, tend to lean towards "doing business as usual" and are reluctant to give up control of properties that may even remotely be needed in the future.

Port Angeles Harbor Plan

In Port Angeles extreme economic adversity was the stimulus to bring these wide range of interests together to develop a plan that identifies long-term needs of existing harbor users and water-dependent activities, and areas that are available for potential compatible future users.

In the early part of our study most industry and private property owners chose not to participate directly, taking the stance that they would prefer to react to proposals. In retrospect this probably complicated and may have slowed the process. We now find ourselves having to spend additional effort integrating those interests into a plan, I cannot emphasize too strongly the necessity to incorporate those interests early on.

For the Port of Port Angeles to participate in the Port Angeles Harbor planning process, it was necessary to update our port master plan, thereby ensuring myself and the other commissioners that the actions to implement the harbor plan would be compatible with the long-term needs of the port district. In that respect ,the port district was very similar to the major private industries in the harbor – albeit that we are public entity and have a general public interest to represent, but still, as I pointed out we are narrowly focused, not unlike a fire district that is responsible for protection of life and property within its jurisdictional boundaries. A port needs to do its own planning to ensure that it will be able to fulfill its legislated mandated role in the future. At the same time it has a responsibility to cooperate with the general purpose government that represents a broader range of public services.

Port and City Governments:
Working Together for Revitalization

Elected city officials who want to involve a local port district in a waterfront revitalization program must first understand the character and goals of their port district, then convince the district that their program offers an opportunity for fuller use of port-owned properties and facilities rather than a hindrance to traditional port activities. Even though the port may not have a direct interest in business or commercial development, the opportunity to generate revenues for properties that they hold for long-term purposes, or to maximize values of excess properties that may be marketed, should be stimulus enough to perk the interest of a port commissioner.

The message of cooperation cannot be overstressed. In our individual communities we all have a tendency to become protective of our own turfs. But in this day and age, with the many regulations and laws, the complexities of project financing and an active citizenry on all sides of issues, a waterfront revitalization program, led by people who want to be "Lone Rangers," in my opinion is doomed for failure.

Keep the lines of communication open; recognize that the port's interest may not be completely compatible with the city's; and, do your homework.

Waterfront Revitalization: The Department of Natural Resource's Role

*Steve Tilley**

The Washington Department of Natural Resources (DNR) has a unique role in waterfront revitalization. The department is proprietor of state-owned aquatic lands, and use of these lands is a necessary part of most redevelopment programs. In addition to making proprietary decisions on use of aquatic lands the department contributes funding to support the cost of waterfront redevelopment.

One of DNR's major concerns is to coordinate the state's aquatic land proprietary program with local planning and project review. This paper describes DNR's interests and programs and suggests ways communities and DNR can cooperate.

Aquatic Land Ownership

The Department of Natural Resources manages marine tidelands, subtidal bedlands, and shorelands and bedlands of navigable rivers and lakes. Most marine tidelands and fresh-water shorelands adjacent to cities and towns have been sold. Therefore, waterfront development usually involves privately owned uplands and tidelands and state-owned subtidal lands. Facilities such as piers, which need navigable water depths, usually extend onto state-owned aquatic lands.

Since there are no riparian rights in Washington, anyone desiring to use state-owned aquatic lands must acquire some type of property conveyance from DNR. These conveyances may be in the form of leases, easements, rights-of-way, interagency agreements, etc.

For administrative purposes, the legislature has divided state-owned aquatic lands into various categories, such as first and second class tidelands and shorelands, bedlands, and harbor areas (Figure 1).

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* Assistant Manager, DNR Division of Aquatic Lands

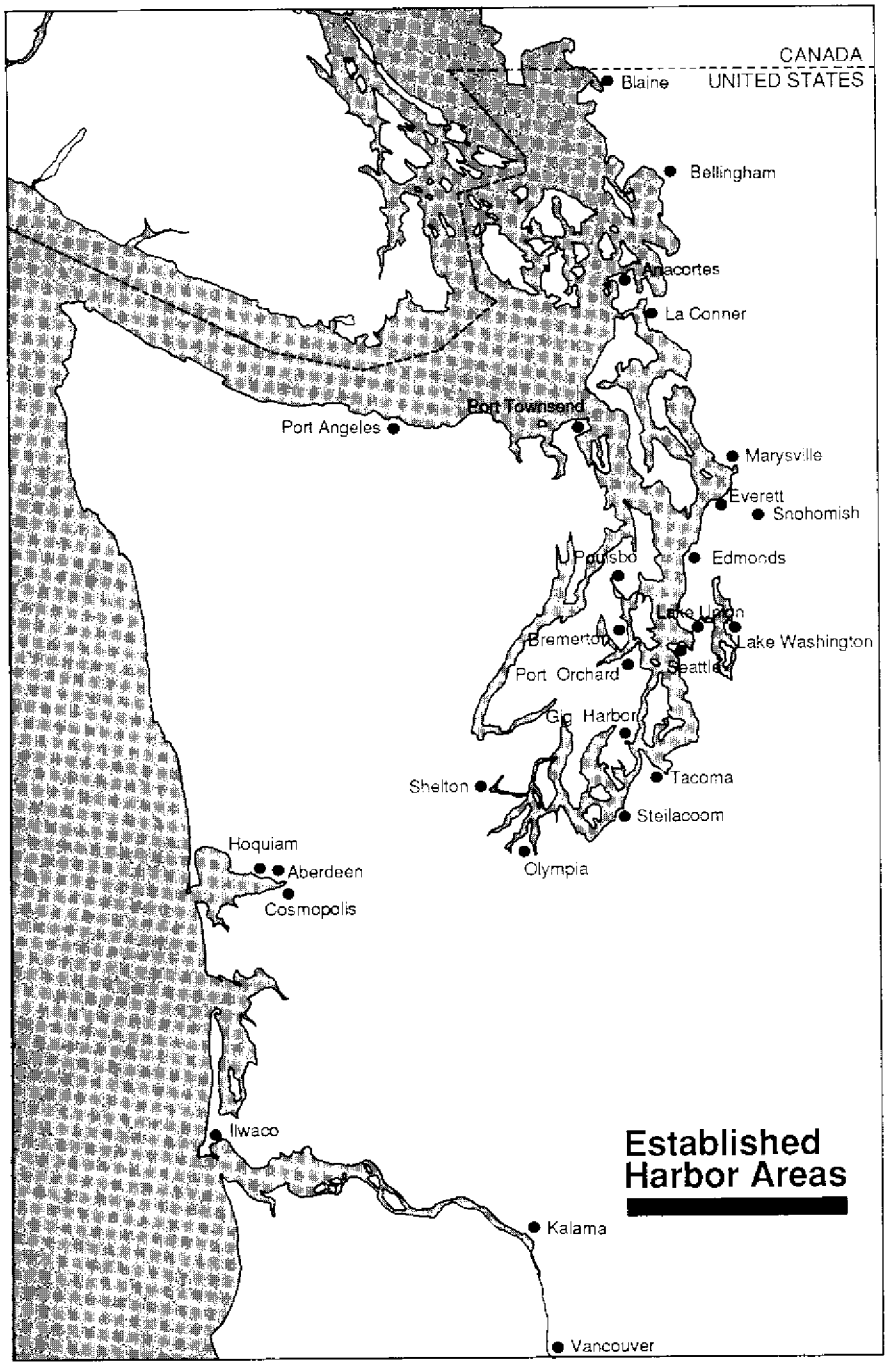

Figure 1. Established Harbor Areas

The maximum lease term and sometimes the types of use vary depending on the classification.

The most common form of aquatic land property conveyance is a lease. Lease terms in harbor areas and bedlands may extend to 30 years. While this is a long planning horizon, some consider 30 years a relatively short term for financing development. This time limit needs to be considered in planning for waterfront redevelopment.

Harbor areas are a special aquatic land use type in that they are established pursuant to Article XV of the Washington Constitution. Harbor areas are bounded by inner and outer harbor lines. Figure 2 shows where harbor lines have been established. Even many small towns such as Poulsbo and Ilwaco have harbor lines. Integrating harbor line considerations into planning is discussed below.

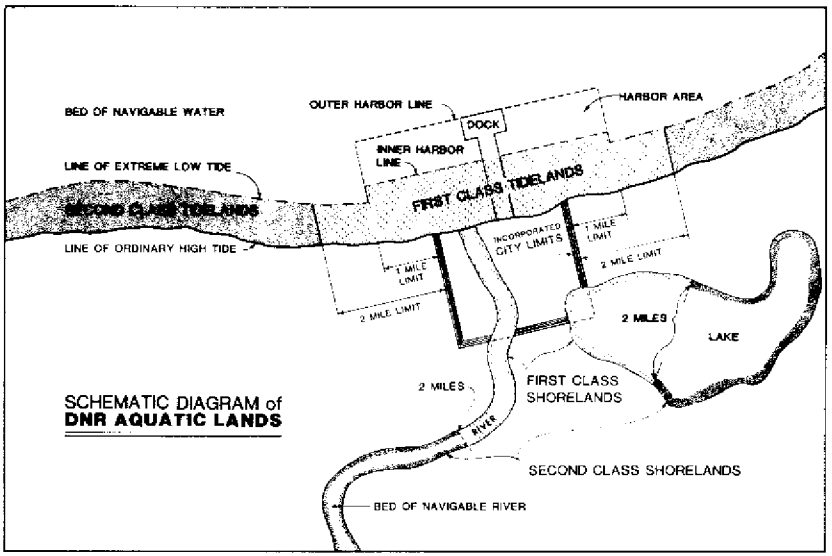

Figure 2. DNR Aquatic Lands

Aquatic Land Management

The department is directed to manage state-owned aquatic lands to achieve a balance of public benefits. These benefits include public use and access, water-dependent uses, environmental protection, renewable resource use, and generating revenue. Except for revenue, these same public benefits are also of concern to environmental and land use regulatory programs.

However, as the steward of public aquatic lands, DNR has a different perspective: it views requirements imposed by local and state regulatory agencies as minimum, not maximum, benefits to be achieved from aquatic lands. Where feasible, additional public benefits may be sought from use of state-owned aquatic lands.

Harbor areas are subject to special management requirements. Article XV of the Constitution requires that aquatic lands in harbor areas serve the needs of water-dependent commerce. The department has established policies to guide use of harbor areas. Non-water-dependent commerce uses may be allowed in harbor areas under certain circumstances. No development may occur waterward of an outer harbor line. Since much redevelopment activity, even in small towns, occurs in harbor areas, consideration of limitations on harbor area use need to be built into local planning. Local planning should also identify changes in harbor lines that would benefit future navigation and commerce development.

State/Local Coordination

Through the Shoreline Management Act, the state has designated the Department of Ecology and local governments as the comprehensive shoreline planning agencies. Shoreline Management Act planning and regulation apply equally to private and public submerged lands. The Department of Natural Resources looks to local shoreline management planning for guidance on the appropriate mix and location of aquatic land uses, both within and outside harbor areas.

Whenever possible, the department will participate in local waterfront planning to ensure that public benefits of interest to the state and harbor area use requirements are considered. Department involvement in local shoreline planning allows consideration of long-term and cumulative development impacts on the state's proprietary interests.

The major issue of concern to DNR in harbor areas is whether the long-term space needs of water-dependent commerce have been provided for. Harbor planning can define those areas known to be needed or suitable for future water-dependent development. Changes in harbor lines to provide for future needs can be identified. In addition, areas not suitable for maritime commerce can be identified and possibly dedicated to other types of redevelopment.

Where DNR has been involved, a commitment can be made to use the adopted plans as guidance in making decisions on proposed aquatic land leases. This can greatly speed leasing of aquatic lands when development proposals appear.

If projects are proposed in areas where state aquatic land interests have not been fully considered, DNR must evaluate proposed develop-

ments on a case-by-case basis. This is more expensive and time-consuming for developers and complicates state-local coordination of project review.

The two best examples of DNR/local coordination are Seattle and Port Angeles. In both cases, analyses have been performed that identify the long- term space needs of water-dependent uses. The area not suitable for water-dependent commerce can be made available for waterfront redevelopment.

The experience gained has shown that projection of exact needs for water-dependent commerce is very difficult. Changes in maritime trade technologies, national policy, and unanticipated new development proposals can rapidly make forecasts obsolete. Examples of recent changes affecting aquatic land use are facilities to serve offshore oil and mineral exploration, commercial bottom fishing, new Navy facilities, salmon-pen aquaculture, and import/export restrictions. However, it is possible to look at the needs of current industries, to evaluate the suitability of waterfront space for various types of water-dependent uses, and to make some general forecasts of future harbor need and potential.

A key factor in the Port Angeles process has been the active participation and cooperation of DNR and the city, port, county, and Economic Development Council. Each agency has contributed funding and a great deal of time to development of information and proposals for harbor development. Extensive efforts have been made to inform and involve the public in the planning process.

Funding Waterfront Redevelopment

In addition to leasing and planning activity, DNR also financially assists waterfront redevelopment. Part of the revenue derived from aquatic land leases is deposited in the state Aquatic Land Enhancement Account (ALEA), and DNR makes ALEA funds available to local governments in the form of grants. Eligible ALEA projects include provision of aquatic land public access and environmental protection. The Department of Natural Resources may also help fund harbor planning. In 1987, DNR granted $355,000 in ALEA funds to local governments for public access projects and allocated $500,000 to wetland aquisition in the Snohomish River delta. Proposals for harbor planning will be evaluated on a case-by-case basis.

The ALEA is only 3 years old and most of the interest has centered on public access projects. Examples of ALEA-funded public access projects are stairs to the beach in Clallam County, towers to access the beach from high banks in Bremerton and Normandy Park, beach parks at Anacortes

and on Whidbey Island, boat ramps in Ridgefield, Vashon Island, and Okanogan, and lake access in North Bonneville and Medical Lake.

Examples of environmental protection projects are acquisition of wetlands in Jefferson, Snohomish, Thurston, and Skagit Counties. The Department of Natural Resources also contributed ALEA funding to the Port Angeles harbor planning project. ALEA public access projects have ranged in value from a few thousand dollars to the maximum of $75,000 in ALEA funds per project.

Summary

As the state's aquatic land proprietary manager, DNR has a direct interest in most waterfront redevelopment, and is very interested in working with local governments on waterfront redevelopment planning. This coordination can result in better and more realistic development plans and speed conveyance of aquatic land property rights for development projects.

A portion of aquatic land revenues are placed in the state Aquatic Land Enhancement Account, and DNR provides ALEA funds to help finance harbor planning and public access improvements on the waterfront.

Revitalizing Olympia's Waterfront

*Bill Daley**

Recent efforts by the City of Olympia to revitalize its waterfront have met with some success. However, we are experiencing challenges and controversies that other communities may experience as they undertake similar projects.

Historical Background

Olympia is located at the southernmost point of Puget Sound. As European settlement proceeded north from Oregon's Willamette Valley, it followed the Cowlitz River and then came across the prairies into the Deschutes River Basin, which conflutes with Puget Sound at Olympia.

Washington's future capitol was first settled in the 1840s. It was then a minor extension of New Market, the historic parent of the City of Tumwater. Olympia was officially incorporated in 1859, so we have only a little more than one hundred years of municipal history. The original configuration of the harbor changed considerably over that hundred years, as the city grew and the waterfront was extended northward by dredging the bay and filling out the neck of land that now terminates in the Port of Olympia.

Early uses of the harbor for marine traffic, including fishing, transportation of goods and people, and an occasional naval visit, stimulated the slow growth and development of the waterfront. From the start, the area was a center for logging and milling, uses that continue today, though on a much reduced scale.

As the community grew, the peninsula that separates Budd Inlet into two finger-like bays was gradually extended northward, and port activities were concentrated primarily on that peninsula. The port also occupied a portion of the waterfront and related properties on the mainland overlooking the western bay. In 1951, the river was dammed, creating Capitol Lake and effectively eliminating river traffic to the south.

With the establishment of the State Capitol and County Seat in Olympia, the industrial base for the community slowly changed. As the

* Mayor, City of Olympia

downtown business district was built, the town turned its face away from the water, focusing its attention on Sylvester Park, a town square, and on the Capitol Acropolis to the south. Portions of the waterfront became first an industrial slum and then just a slum.

The Contemporary Waterfront

The major industrial uses of the port have declined, but it keeps a foothold through the arrival of occasional log ships from the Orient and some limited, but important, industrial development on the west side of Budd Inlet, where we now find a lumber mill, a major plywood plant, a boat yard, and Reliable Steel Fabricators. On both sides of the westerly finger of the bay, several "tank farms" form a remnant and a reminder of the days in which petroleum products were brought into Thurston County by ship.

In the contemporary era, the uses of the inlet have changed. Residences have spread out along the bays and beaches, and the inlet has become a playground for boaters. Olympians have begun to rediscover the Olympia waterfront. There are now five separate marinas and the Olympia Yacht Club located on the western finger alone.

Plans for the Downtown Waterfront

By the early 1970s, the development of two shopping malls on either side of the city, combined with shifting life-styles, caused a serious depression in the downtown commercial core, which is located only a few blocks from the waterfront. A series of downtown plans, one offered every decade from the 1940s onward, had failed to materialize into action. In the late 1970s, a regional design assistance team (R/UDAT) from the American Institute of Architects, was called into the city to help advise community planners on how to revitalize the commercial core. Because of its proximity to the downtown and its potential for multiple use, the waterfront was recommended as a focus for future development. About this same time, the city, using federal money, built the first link in the waterfront boardwalk called Percival Landing.

In the early 1980s, a new era of leadership began to take hold in the city. Several major businesses' families passed into the control of a new generation. The government was changed by the voters in 1982 from a three-member commission to a seven-member council with a professional city manager. This combination, public and private changes, pulled along with it new attitudes and a new emphasis on downtown vitality. It also infused new interest in the water as something to be used for views and

for recreation in ways not before seen in Olympia. The R/UDAT timing was perfect, and the revitalization of the waterfront gained new impetus.

Waterfront Redevelopment Projects

PERCIVAL LANDING

The main effort has centered on the expansion of Percival Landing Park. In 1985, the landing was extended north to the port property where a viewing tower was constructed to lure people to watch boating and port activities. This extension has already resulted in substantial improvement of the marinas that are tied to the landing. It was paid for by a combination of funding from the city and a local improvement district comprised of the associated property owners, including the Port. Since its construction, every privately owned property along the landing has submitted plans to the city's Site Plan Review Committee for new construction or renovation of existing structures. The "tank farms" are being removed and, in 1986, were made a nonconforming use in the city zoning code.

A new office/restaurant building is being constructed on the landing, with another to follow in a few months. The landing is having the desired effect: the slum is gone, and public access to the beautified waterfront is its replacement.

OTHER PUBLIC IMPROVEMENTS

As an additional inducement to development, the city has placed two important public structures next to Percival Landing North — The Olympia Farmer's Market and The Olympia Center, a combined senior center and multiple use community facility. The Farmer's Market is the second largest of its kind in Washington and draws substantial crowds to the waterfront area during the warm months of the year. The Olympia Center, paid for by a city-wide bond proposition, was opened in 1987 and is an additional attraction for pedestrians at the foot of the new portion of Percival Landing.

The city will also complete the westerly extension of Percival Landing Park, extending the boardwalk from the southern end of the inlet to the bridge serving Olympia's west side. This facility also will be funded by a combination of city and local improvement district revenues. The Olympia Yacht Club is a significant partner in this improvement and will be making some changes in the configuration of its moorages in order to improve the view for those using the boardwalk.

Additionally, the Port of Olympia has reconfigured the east side of the bay by dredging and filling. It has built a large new public marina and has plans for further development. Land owned by the port is also being con-

sidered by the U.S. Olympic Committee as a future site for a major Olympic Exposition and Training Academy complex.

Waterfront Policy Conflicts

Associated with these physical improvements have been continuing efforts to establish zoning rules that foster water-oriented uses, protect view corridors, establish height limitations, and prohibit developments that are incompatible with the new direction that the waterfront is taking. Some conflicts have occurred in attempts to bring together these multiple uses. As the city grows and as the waterfront becomes a more desirable location for residential and commercial uses, friction grows. This seems to be the inevitable consequence of having a working port surrounded by these other uses.

LOG CHIP SHIPPING DOCK

Last year, a plan to site a facility for shipping log chips from the west side of the bay was strongly opposed by people who reside in upland properties. These residents, supported by their Neighborhood Association, objected to the noise, glare, dust, truck traffic, and potential pollution that such a facility would bring near to their homes. These objections came in spite of the fact that the underlying zoning was industrial and compatible with the uses that the chip shippers were contemplating.

The council appointed a planning group composed of neighborhood and developer representatives. This group gave careful study to the proposal, shared an actual understanding of the impacts that the facility would have, and recommended a series of conditions and mitigation procedures that the company will have to follow as the facility begins operating. While the recommendations were not totally satisfactory to either side in this controversy, enough was done to convince the city council to permit the project to go forward.

RESIDENTIAL NEIGHBORHOOD: PORT CONCERNS

Shortly after the chip shipping issue, another dispute arose concerning application of zoning rules to a proposed development near Percival Landing and adjacent to the Olympia Port property. Developers were planning to include residential condominiums in a three-building complex that also contained retail and office uses. The port contended that inclusion of the residential uses would eventually provoke a dispute over the nature, sound and hours of operation of log shipping and other activities on the nearby port properties. Indeed, the Port recommended that a buffer zone be created around the area of the port in order to forestall such disputes in the future. While the city council was convinced during the public hearings that the residences could be constructed in such a manner as to

protect the occupants from undue distress associated with the port activities, such disputes seem likely to arise again.

The City of Olympia is only beginning to struggle with the potential friction inevitably associated with multiple use development of the waterfront. Some area residents have even suggested that the port be abandoned and the area be converted to residential and recreational purposes. Others argue that the port brings needed diversity and employment into the local economy and needs to be preserved and enhanced.

Approaches to Resolving Conflict

These changes going on in the Olympia harbor area are probably fairly typical of changes that will be associated with such harbors during the foreseeable future. City officials, ports, developers, and residents will all bring differing viewpoints to these changes. In Olympia, no special process to deal with this complex of issues is presently contemplated. The City Planning Commission is reviewing the area's Comprehensive Zoning Plan. As recommendations emerge and are brought to the council and the public for debate and approval, all the conflicting perspectives will be brought to bear.

CITY/PORT RELATIONS

The city and the port recently completed an agreement formalizing regular communications between these two governmental agencies. During the debate over the residential development near the port, the city council asked the port to begin considering the matter of how port activity could be conducted in order to reduce its impact on surrounding and potentially competing uses. The response of the port has not yet been forthcoming; however, it probably will emerge as recommendations for the Comprehensive Zoning Plan are developed.

The very fact of the emerging revitalization of the Olympia waterfront does serve to illustrate that these various uses can exist in proximity to one another. Indeed, a diversity of waterfront use lends an element of excitement and interest that gives impetus to revitalization. The port itself is profiting from this activity by developing a marina and attempting to become an attraction for tourist-and people-oriented uses. The political system has, so far, been successful in balancing these needs and has every potential for continuing to do so.

Where ports are present, as is the case in most waterfront areas, they have a potential impact beyond the generation of jobs and income. In Washington State, ports have taxation and bonding powers that are not as easily available to other governments or the private sector, and their powers do permit them to move quickly on projects. Ports also have a ten-

dency to be somewhat single-minded, some even would say "bull headed." Establishing effective communication and useful cooperation between ports and other interested parties can give an important added dimension to waterfront revitalization.

FLEXIBLE PLANNING ARRANGEMENTS

Planning is important to potential developers who want to understand what is permissible and what can be done with a minimum of delay and expense. Plans also provide opportunities to do some of the hard bargaining that is necessary in order for the political process to resolve disputes and controversies. Shoreline Master Plans and zoning are the major tools in this process, to which should be added such things as recommendations from citizen groups, consultant reports, and other plans that do not carry the formal sanction of law.

However, those hoping to find me advocating rigid, detailed, and proscriptive planning as a method of resolving disputes on the waterfronts will be disappointed. Any waterfront that is going through the transition forced on it by this era of changing attitudes, values, and life-styles will be a growing, vital place that will assume the persona of a biological organism. It will grow in unpredictable ways, and communities will have to be prepared to take advantage of unpredictable opportunities.

Misconceptions about Waterfront Wood Products Industries

*Sarah W. Smyth**

In order properly to address the issue of the waterfront needs of traditional wood products industries, one must first deal with some of the common misconceptions about waterfront wood products industries. An example of these common misconceptions in conveniently provided in the question: "Why should wood products plants be allowed to stay on the waterfront?" The misconception that needs to be corrected can be illustrated by rephrasing the question to read: "Why do smaller communities with urban harbors need to encourage wood products facilities to either remain or to locate on the waterfront?"

The critical difference in the way the question is rephrased reflects the need to communicate to the community its interdependence with waterfront wood products facilities. A small urban harbor community that depends on waterfront wood products industries as a large part of its economic base should encourage those industries to locate or remain in those waterfront locations that best facilitate their ability to produce revenues and provide jobs for the community.

Another common misconception about the industry is that these facilities could relocate inland because they do not need the waterfront to operate. First the cost of relocation is prohibitive when one considers the cost of acquiring land; transporting the facility; or buying new equipment; dealing with zoning problems inland where farm lands are located; and confronting the inadequacy of support services such as fire, water, sewage, and power. Relocation also assumes that there are suitable industrial sites inland that are available. Second, these waterfront industries do depend on the waterfront for their method of operation. Many of the companies that I informally surveyed over the telephone stated emphatically that their plants could not survive if they were not located on the waterfront.

* Attorney-at-Law, Olympia, WA.

All this is not to say that there are not wood products facilities that have chosen to locate inland, frequently because of the proximity to log supply; and they can be competitive in these locations. However, for many of the same reasons, sawmills have chosen to locate on the waterfront because of the competitive advantage of access to log supply in that location.

The bottom line is that it is in the best interests of small urban waterfront communities to encourage those waterfront wood products industries that support the community. This does not mean that the community does not have an equal responsibility to optimize the unique aesthetic beauty of its harbors and protect the harbors' delicate environment. Although these two goals of functional and aesthetic uses of the waterfront often conflict, they are not incompatible; and in many areas these goals can be achieved through concerted cooperation between regional and local planners, elected officials, port administrators, waterfront industry, and community citizens.

A Waterfront Location:
Advantages for Wood Products Industries

Although some wood products facilities do locate inland in certain locations in close proximity to available log supply, for some of the same reasons there are specific economic advantages to locating on the waterfront, including access to log supply and using the water for energy-efficient transportation.

If waterfront industry can take advantage of its location to increase its profits, which will in turn increase revenues and jobs for the community, then it is in the mutual interest of both the community and industry to encourage and foster those industrial waterfront locations within the community's jurisdiction. The competitive advantage of a sawmill that is located on the waterfront can be demonstrated by a map of the Puget Sound region (see Figure 1). The location of each wood products facility on Puget Sound in relation to the available log supply can make the critical difference in competition with other wood product facilities in the region. Note the use of the waterways for transportation of logs by raft from such areas as Port Angeles and Blyn on the Olympic Peninsula to southern sawmills in Olympia and Tacoma. Also note the difference in transporting logs by water from Port Angeles to Marysville just above Everett versus trying to truck those logs to the same location.

It is important that we recognize the uniqueness of our Puget Sound region's waterborne highways and that we plan for coordinated use of both our water and land transportation opportunities.

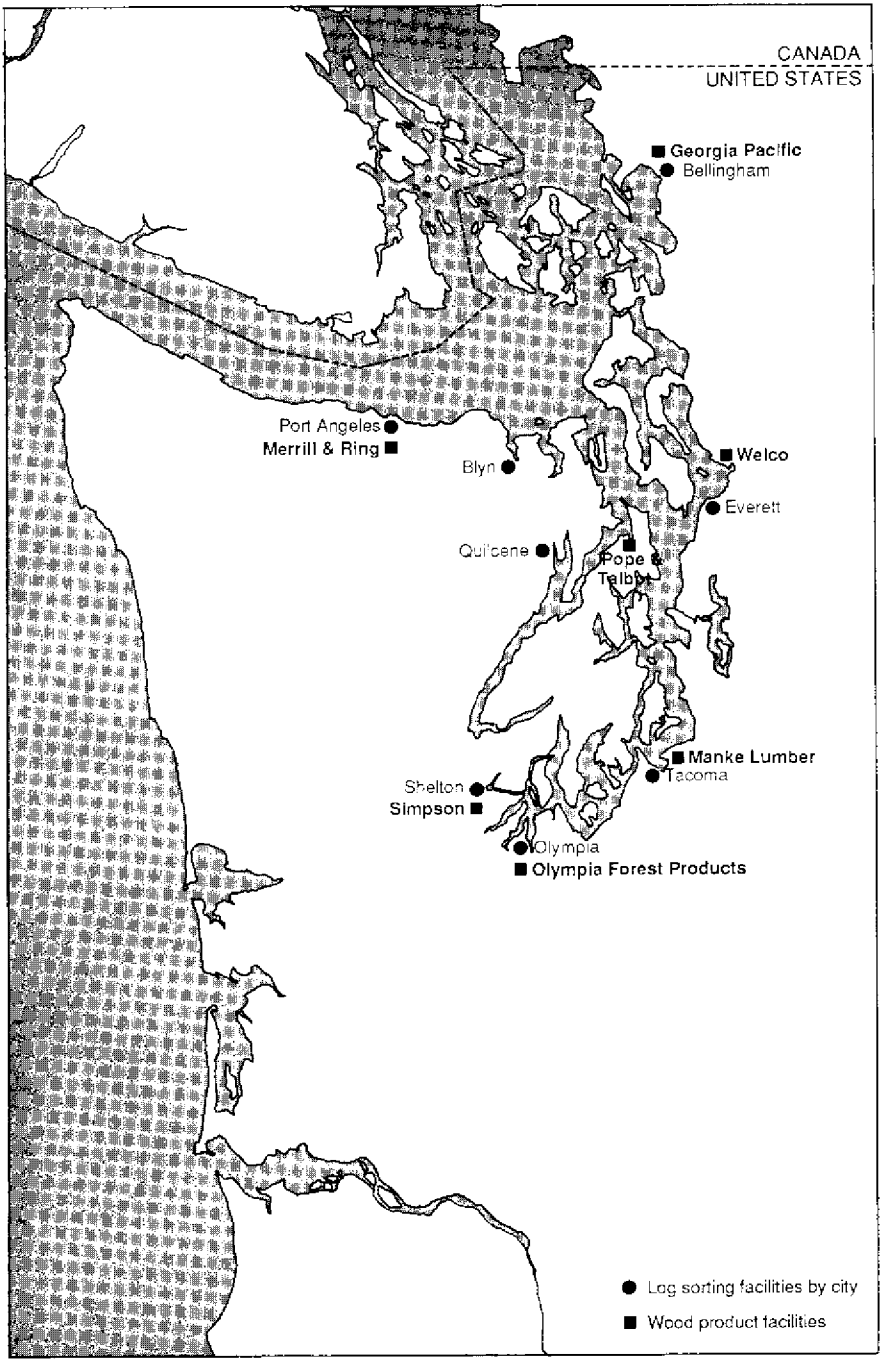

Figure 1. Log Sorting and Wood Product Facilities in Puget Sound Area

Small waterfront communities should work together in planning the use of both waterborne highways and log storage facilities on the water in order to reduce traffic congestion inland and increase available log storage facilities.

The future viability of our existing wood products facilities depends upon their locations near or on the waterfront, according to Mark Burrowes, log buyer for Manke Lumber in Tacoma, Washington. Mr. Burrowes stated recently that because the available log supply in the southern Puget Sound region is dwindling, sawmills in southern Puget Sound must now go farther north to find the logs they need for their mills. He said that it is not economically feasible to truck logs to mills outside of a 100-mile radius; therefore, it is essential that logs be brought to mills by raft.

Approximately 80 percent of Manke Lumber's total production is water-related, according to Mr. Burrowes. Logs are brought in by water from the Olympic Peninsula (Blyn and Port Angeles areas), and they are then stored in the water until ready for production or shipment to other facilities. The energy efficiency and savings in traffic congestion accomplished by rafting logs to waterfront facilities versus trucking them in is substantial. The transportation cost savings for Manke Lumber from bringing logs in by raft versus by truck amounts to approximately two million dollars, according to Mr. Burrowes. This is the type of competitive edge that can make or break these waterfront industries.

According to Glen Wiggins of Merrill & Ring in Port Angeles, operation exists only because of its location on the waterfront, which provides access to markets not available by land and which eliminates the double handling costs of sorting logs in a log yard. Merrill & Ring also uses the waterways for the transport of wood-waste, that is, chips, sawdust and shavings sold to pulp mills and logs exported overseas.

Also, Roy Conover of Olympia Forest Products in Olympia stated that without access to the waterfront their mill would not be able to exist. The transportation cost savings for Olympia Forest Products over a year is approximately $500,000 because of their ability to bring logs in by raft and the access to Canadian log markets that would be prohibitive if those logs were transported by truck.

But more importantly, transportation cost savings can make the critical difference in whether a sawmill can buy logs at an affordable price to be manufactured into lumber and sold at a profit. In turn, these profits represents revenues and jobs for the community.

Why should mills be allowed to stay on the waterfront? Because it is in the best interest of both the community and industry that industry re-

main viable and competitive by taking advantage of waterfront locations for the benefit of the community's economic integrity.

Waterfront Industry and Compatible Public Access: *Problems and Solutions*

Although mixing waterfront industrial locations with public access points is generally incompatible for public safety reasons, this does not preclude the possibility for public access in the perimeter of industrial areas, especially in some smaller urban waterfront communities with working harbor areas. It is also important for the citizens of a community to be able to view waterfront industry rather than be shut out, so that they can better understand the history of these industries and their interdependence with the economic strength of their community.

The problems that occur when recreational and industrial uses on the waterfront are mixed are many. The fears of industry concern the public safety issue, the difficulty of controlling public access to the waterfront, and the liability that may result from such exposure. However, the solution to such problems of public safety is to provide access to the waterfront in the perimeter of industrial areas with control of public access by such things as natural barriers, allowing the public to observe the industries activities and be able to have access to the more desirable waterfront beaches. For example, use of viewing towers, which are safe and also aesthetically pleasing, can provide the community with beautiful views of a working harbor, information about the history of the waterfront industry as well as a safe haven for viewing these activities. Viewing towers located on the perimeter of industry coupled with parks, boardwalks, or fishing piers are entirely compatible with a working waterfront if properly placed and planned with an understanding of how to prevent rather than create conflict.

Conflict Avoidance and Resolution: *Advice for Elected Officials and Planners*

An effective tool for dealing with waterfront land use conflicts and coordinating goals for small waterfront communities is the use of Citizen Task Forces. This method of involving the community in the planning of its harbor areas helps to prevent conflict in the future between different user groups. It also facilitates an exchange of information to address common misconceptions relating to the wood products industry.

In Olympia, during revision of the Comprehensive Plan, waterfront industry, the port, and residents - with the encouragement of the Olympia Planning Commission - formed a Citizen Task Force to deal with some of

the very complex and emotional issues surrounding a neighborhood with a wood products industry located on the waterfront and a residential neighborhood on the hilltop. When emotions run high and issues are critical, it is not difficult to get citizen involvement in such an effort, and we found that meeting face to face helped us better understand each others' positions.

The Citizen Task Force helped to draft the neighborhood portion of the Comprehensive Plan, and it continues to work together on issues of increasing public access to the waterfront in the perimeters of the industrial area with the use of viewing towers and joint industry/resident park projects. The Citizen Task Force concept is an effective tool for conflict resolution and conflict avoidance in the long-term planning of small waterfront communities.

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