WATERFRONT REVITALIZATION FOR SMALL CITIES

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WATERFRONT REVITALIZATION

FOR SMALL CITIES

by J.W. Good and R. F. Goodwin

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INTRODUCTION

The small cities and towns of America, like their larger counterparts, have changed dramatically over recent decades. Nowhere is this more apparent than along the harbor or riverfront where many of these towns grew up. A generation or two ago, a "walk down to the docks" was a descent into a netherworld—a land where the odors of fish processors and lumber mills mixed with stack gas of the occasional tramp steamer, where riverboats off-loaded cargo. A place fishermen, boat builders, mill workers, seamen, and transients worked or loitered outside boarding houses or seedy bars. Few frequented a working waterfront who did not have business there.

Today, these working waterfronts have virtually disappeared. Most of the mills have closed, the steamers no longer call, the fishing fleet has moved, and the docks are in disrepair. Often only remnants of the past remain—old pilings, marine railways, concrete foundations, and rusting boilers and other equipment. Today's waterfront is often a source of embarrassment to many small towns, so they have turned their backs on it, and allowed it to be reclaimed by willows, cottonwoods, and sedge.

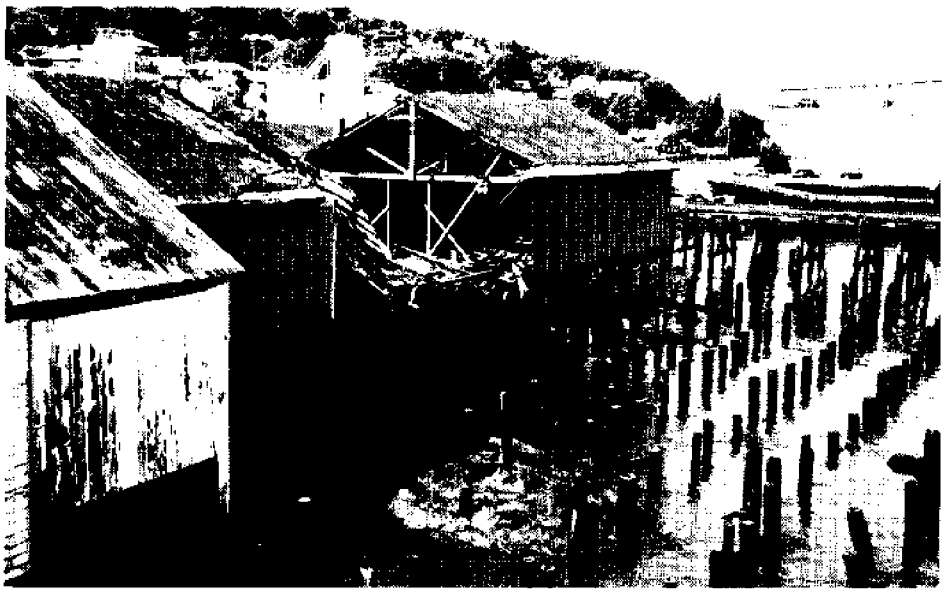
However, this characterization of past and present waterfronts hardly does justice to the great diversity of small cities and towns in America. In many communities, the waterfront is still a lively, vital place. In many cities, fishing fleets have prospered, absorbing the boats from the smaller neighboring harbors; and by the good fortune of location or aggressive marketing, some small ports have found a particular niche their larger counterparts do not fill. Marine recreation and waterfront tourism are of growing importance in other towns, to the delight of some residents and the dismay of others.

But in nearly all of these communities, a closer look at the waterfront turns up many unrealized opportunities for revitalization—improvement of public access, creation of new economic activity, preservation and restoration of historic structures and sites, and the general creation of new life and energy. It is to these small cities and towns that this guidebook is addressed. It is aimed at the "movers and shakers" of the community—city council representatives, planning commissioners, city planners, port commissioners, harbormasters, waterfront shopowners, and citizen activists.

What is a Small Waterfront City?

While "small waterfront city" is not defined in any rigorous way in this guidebook, one measure is size—our case study communities have populations ranging from 400 to 28,000 (see *Part I—Why Revitalize?*). However, much of this guidebook also is applicable to cities of 50,000 or more, but we are clearly not speaking to Portland, Seattle, Long Beach, Atlantic City, Norfolk, Jacksonville, or similar cities.

Also, small cities we considered "waterfront communities" were those on bays, sheltered oceanfront harbors and inland sounds, and navigable or once-navigable rivers—locations where water-related commerce or recreation prospers today or has thrived in the past.



Why a Small City Waterfront Planning Guide?

How do the waterfronts of smaller communities differ from those of larger cities, and why is this guidebook needed?

Small city 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 for major hotel, retail, and office uses on the waterfront rarely materialize in smaller communities. Also, one industry may dominate the town and the waterfront—a fishing fleet, pulp mill, or seafood plant. Under such circumstances, a poor fishing season, or a slump in demand for lumber could devastate the local economy.

Another difference is that city 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 led by volunteers from the local business community, and the waterfront property developer is more likely to be a neighbor than a stranger. Therefore, the community's aesthetic and cultural values have a greater influence on waterfront development projects. Also, the past is often close at hand and well-remembered by folk who lived it, or who knew those who did.

On the other hand, smaller size often means communities don't have all the planning, technical, and financial capabilities

needed to mount a successful waterfront revitalization effort. In this sense, this guide will be a valuable resource to them.

Public port authorities play an important role in many smaller waterfront communities. Ports are engines of economic development in their taxing districts, providing harbors and other services to commercial fishing vessels and recreational small-craft fleets. Because of this economic development power, ports can be forceful players in the revitalization of the waterfront. However, the role of community waterfront planner is a new one for many small-port officials, and elected port commissioners and professional staff are still feeling their way through sometimes unfamiliar political territory as redevelopment-oriented constituencies make new demands upon them. These port officials also will find a helpful resource in this guide.

Policymakers at federal and state levels also have recognized the importance of revitalization efforts to economic development. For example, in the Federal Coastal Zone Management Act, Congress requires that states provide "assistance in the redevelopment of deteriorated urban waterfronts and ports." Many states have similar policies promoting revitalization, and some, such as California, have backed up such policies with major technical and financial assistance.

This guide for the revitalization of smaller city waterfronts explores ideas unique to smaller communities, suggests a waterfront planning process communities can adapt to fit their own needs and situation, and brings together, in one place, the variety of information needed to make it happen.

How this Guidebook is Organized

This book has three main parts.

Part I—Why Revitalize? presents stories of the waterfront revitalization in seven small cities and towns in the Pacific Northwest. These towns may differ from your town, but you will probably relate to the waterfront situation in one or more of them.

Part II—Revitalizing Your Waterfront presents a five-stage process for developing and implementing a waterfront plan. The introduction to each of these stages includes a brief summary that provides a good overview of the whole planning process.

Stage One—Getting Started shows how communities can get organized, build leadership and support in the community, and effectively involve local residents and government agencies in the process.

Stage Two—Surveying the Waterfront outlines information, data needs, and suggests how to sort out important waterfront issues.

Stage Three—Developing the Waterfront Plan guides the small community in formulating clear goals, and devising ways to achieve them through the design process.

Stage Four—Implementing the Waterfront Plan gives tips for managing the revitalization process, such as establishing land-use controls, phasing development, acquiring land and financing, and marketing the plan.

Stage Five—Revisiting the Plan...the Ongoing Process exhorts small cities to be entrepreneurs—keeping abreast of changing trends and, with such changes in mind, regularly reviewing and updating plans.

Part III—Revitalization Tools and Techniques has six sections, each of which contains information useful at various stages of planning and implementation.

Waterfront Uses and Activities presents information about the nature, character, and relationships of land and water uses and activities and how they interrelate.

Land Use Controls and Incentives gives details on techniques—zoning, overlay districts, design standards, and development incentives—communities can use to tie development to community goals.

Land Acquisition describes several tools available for acquiring property interests in waterfront land. Techniques covered include both fee-simple and less-than-fee-simple acquisition.

Financing Waterfront Revitalization contains information on how to finance planning and design studies through government programs; and how to finance actual redevelopment projects, using public monies, public-private joint ventures, and traditional commercial techniques.

Choosing and Using Consultants suggests reasons for hiring a consultant, summarizes the preparations needed, tells how to locate qualified consultants, outlines several alternative selection procedures, and gives tips for developing good working relationships.

Obtaining Waterfront Development Permits is a primer on an often difficult hurdle for waterfront projects, the federal permit process administered by the Corps of Engineers.

Appendixes

Appendix A, Citizen Involvement Techniques outlines methods for involving citizens in waterfront planning, including the pros and cons of each as they relate to particular goals.

Appendix B, Sources of Financial Assistance is a detailed listing of public and private funding sources and programs available to small cities and towns.

Appendix C, References and Resources is an annotated bibliography of publications and other information that communities may find useful. Information on where to order materials also is included.

Part I

Why Revitalize?

Why revitalize the waterfront? Each small city or town has its own answer to this question, but there are some common threads in their stories. For example, in many communities, resource-based industries have declined, and new economic activity is needed for the community to survive and prosper. In other towns, water-borne transportation and related port activities have decreased or ceased altogether, leaving the waterfront under-used or abandoned. Other communities are finding the number of out-of-town visitors is growing, straining public facilities, and causing congestion and other problems.

While not always apparent, these problems are often rooted in larger national and international trends—worldwide economic restructuring; the general decline of U.S. manufacturing; the growth of service-related and high-technology industries; innovations and centralization in transportation; changing demographic characteristics; and changing amounts of leisure time and activities.

These trends and changes create new demands, which, for small waterfront communities, mean new opportunities.

The following stories of the waterfronts of several small cities and towns along the bays, sounds, and rivers of the Pacific Northwest illustrate how communities across America can successfully meet such opportunities and answer the question, "Why revitalize?"

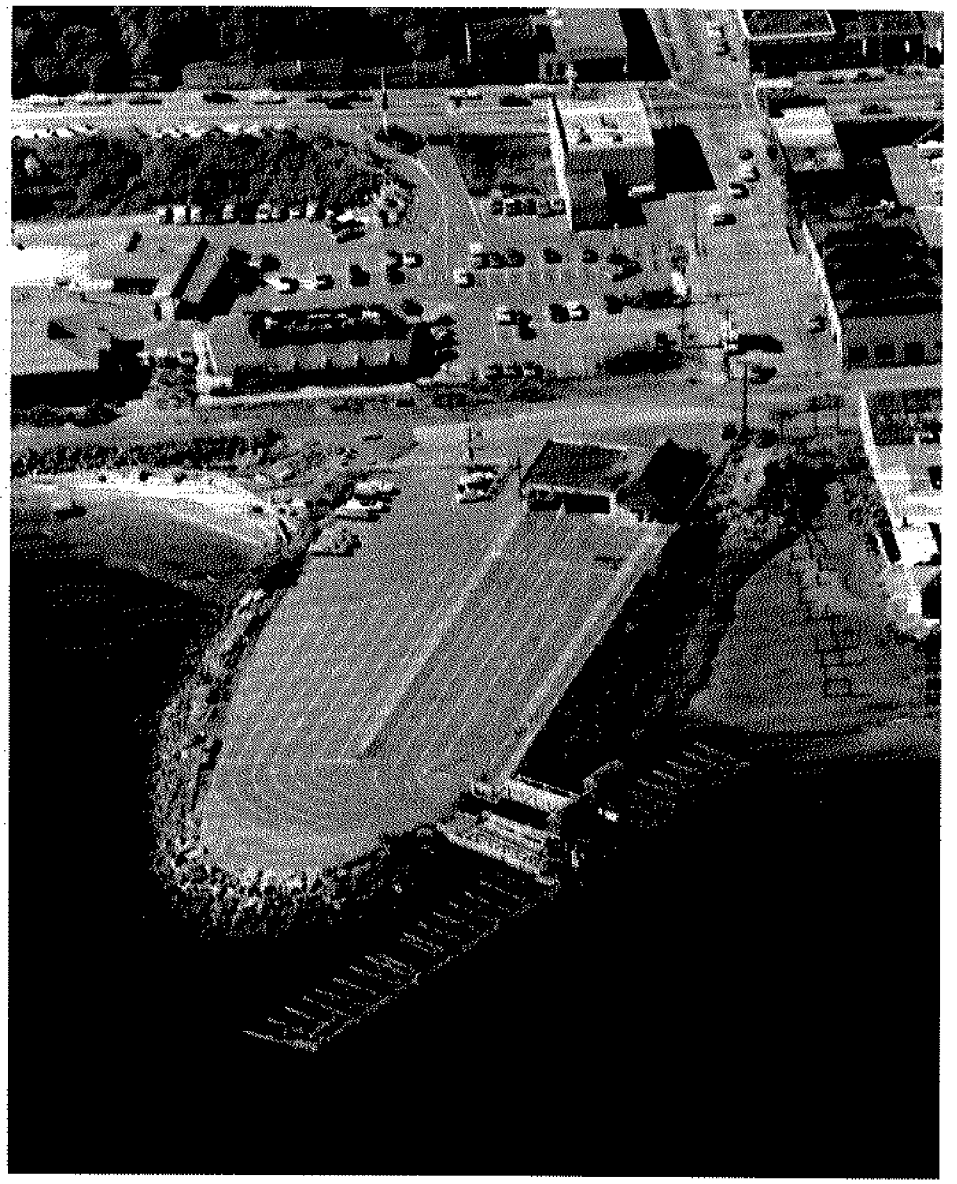
Port Angeles, Washington

(pop. 17,300)

In Port Angeles, Washington, the general deterioration of the waterfront was one impetus for revitalization.

As in numerous other small coastal ports in the Pacific Northwest, Port Angeles' downtown waterfront had languished into disuse by the early 1970's. Cut off from the downtown by dilapidated structures and unattractive land uses, the water's edge had become an uninviting series of haphazard fills, dangerous and inaccessible to the public.

In fact, 10 years ago, when city planning director Paul Carr handed Port Angeles' zoning map to an inquiring citizen, the recipient would appear confused, hesitate, then turn the map upside down, putting the waterfront at the bottom of the page and the mountains at the top. The fact that the mountains were to the south of town and the map legend and street names were now upside down didn't seem to matter! To Carr, this behavior symbolized how the local population perceived the downtown waterfront—they literally "turned their backs on it" and no wonder!



The waterfront in downtown Port Angeles had few attractions for people prior to revitalization efforts.

Things have changed in Port Angeles. Today a visitor to the downtown city pier and Waterfront Park is greeted by local volunteers bearing visitor information packages, handbills advertising restaurants and retail stores, and cheery offers of help. Colorful street banners, new sidewalks with trees and street furniture, fresh paint on recycled storefronts, and reopened views of the harbor, where merchant ships lie at anchor, have replaced the grime and dilapidation of a waterfront once ignored, inaccessible, and in decline.

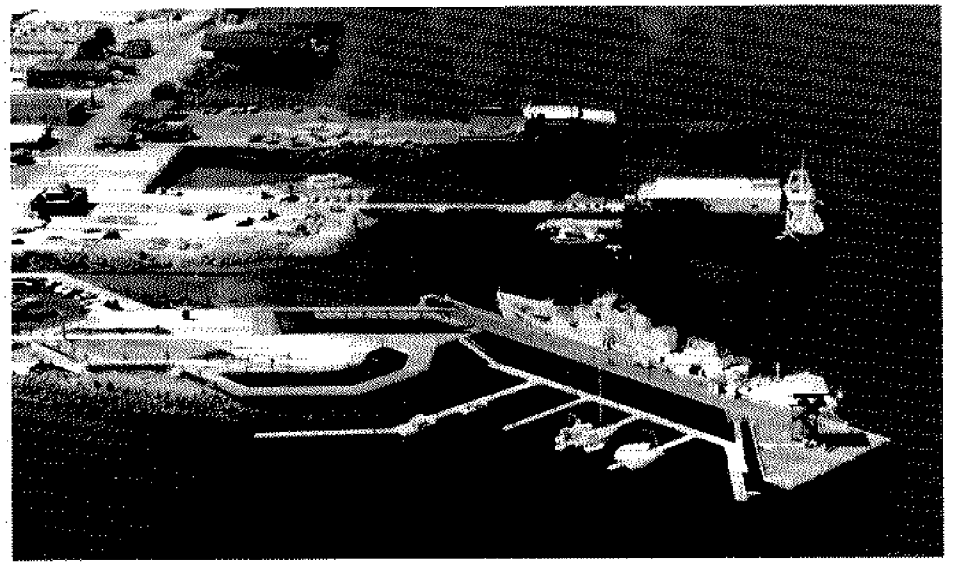
At its new berth at the city pier, a U.S. Coast Guard cutter, permanently relocated from another area in the harbor, is a centerpiece of the revitalized waterfront. On board the cutter, tourists on their way to nearby Olympic National Park or Victoria, B. C. via the Port Angeles-based "Coho" ferry, join local folks for an open house.

A few blocks to the west, at the Port of Port Angeles docks, ships flying the flags of Japan, Korea, and China take on loads of locally harvested logs for export to Pacific Rim trading nations. And beyond the docks, at Daishowa's modernized mill, pulp and newsprint await shipment.

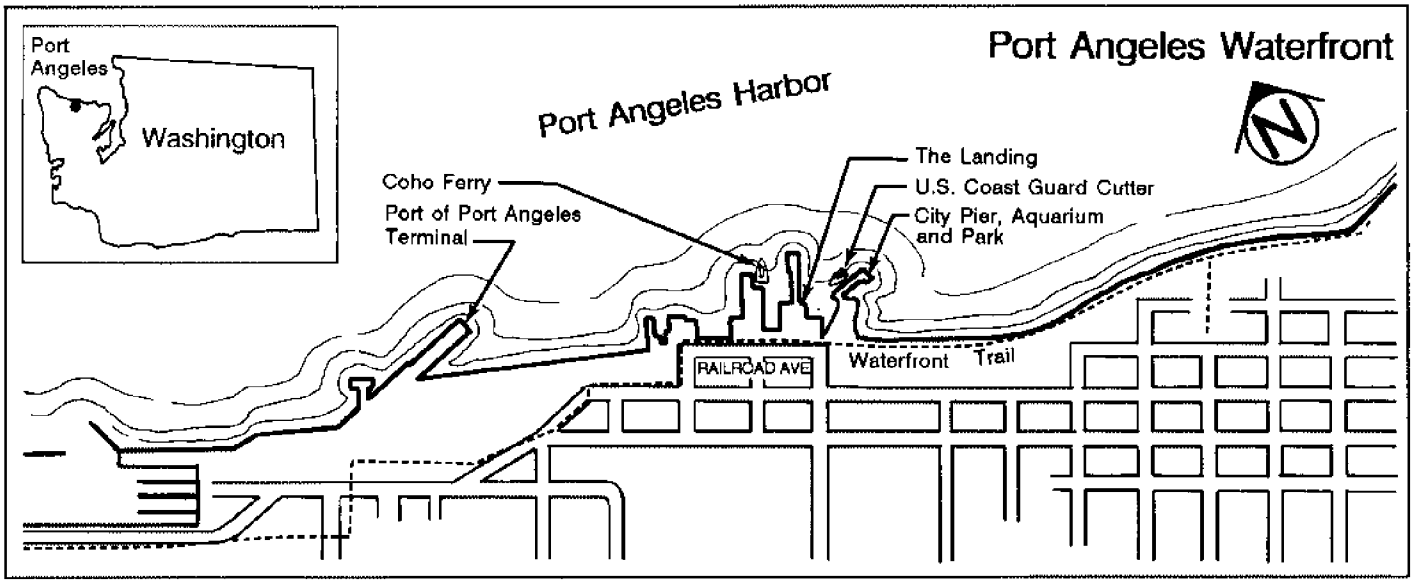
Between these two worlds—one of downtown commerce and tourism, the other of traditional heavy industry—lies a waterfront zone each would now like to claim for its own future expansion.

Like the fresh paint and street banners downtown, this tension between the port and the city is a sign of success. The port and its industrial tenants are experiencing the success of industrial restructuring in local wood-products plants and growing maritime trade; while the downtown merchants are capitalizing on business generated by a waterfront opened to public access, visiting pleasure boat moorage, and views of authentic maritime activity in the harbor.

The waterfront is alive again—it has been revitalized!



The Port Angeles city pier, a result of waterfront revitalization, provides an inviting place for people to picnic, sightsee, or relax.



Astoria, Oregon

(pop. 10,400)

In Astoria, Oregon, renewal was sparked by the exodus of fish processors and the opportunity to attract residents and visitors to the downtown waterfront, if access could be improved.

Standing atop the viewing tower at the new Sixth Street River Park he helped finance, local realtor Doug Thompson explains his feelings about Astoria and his dedication to its waterfront.

"I love this place," he says. "As a kid, I spent my summers here at my grandparents. I liked riding the ferry and visiting the beaches and Fort Stevens. There's lots of history here."

For Thompson and other revitalization advocates in Astoria, 1985 will be remembered as the year things really began to happen along the Columbia River waterfront.

Astorians are exploring alternative uses for the railroad tracks along the water front where railroad traffic is almost nonexistent.

That was the year Thompson began living out one of his fantasies by purchasing the old Bumble Bee Seafoods office building at the foot of Sixth Street. He had plans to use the first floor as office space for his partners and himself, and develop the second floor as a bed and breakfast, and restaurant.

"It had the finest panoramic view of Astoria and the Columbia River along the entire waterfront," he says. "Still, it was a risky investment and, if I had had to provide a written assessment of risk factors, investors would have been better off going to Las Vegas."

"Doug had more gumption than cash," is how the local newspaper editor describes the project. Nevertheless, Sixth Street River Park and Thompson's proposed re-use of No. 10 Sixth Street sparked the town's imagination about what the Astoria waterfront could be.

"Though there had been sporadic interest before then, and even some plans prepared for small parks, things just seemed to come together. The time was ripe," says city planner Paul Benoit, a prime mover who was director of the local estuary task force at the time.

Economic change had brought waterfront problems and opportunities into sharp focus. The fishing and fish processing industry, long in decline, took a sharp dip as several processors closed, and the rail line was abandoned, leaving Astoria at the end of the line. Meanwhile, downtown merchants, just two blocks from the riverfront, were advocating for downtown revitalization, and touting tourism potential and the importance of their proximity to the waterfront. Awareness was further heightened through a regional Sea Grant conference on waterfront revitalization held in Astoria that May and a new state coastal policy encouraging the development of revitalization plans had just been adopted.

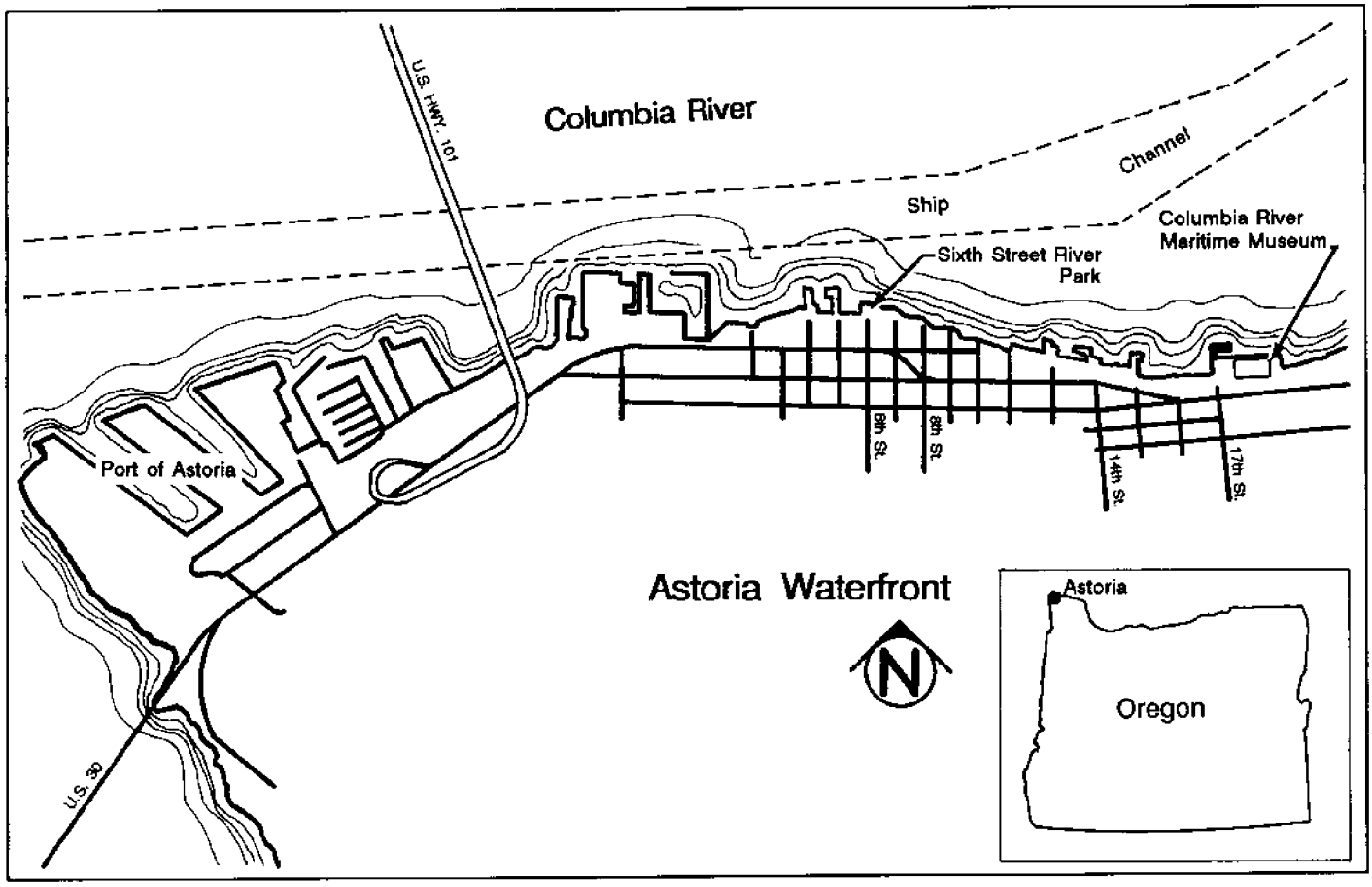
The community formed an ad hoc waterfront committee to study issues and recommend solutions, and a detailed design study of the downtown waterfront is now underway. The area is anchored on one end by the Sixth Street River Park and, at the other, by the Columbia River Maritime Museum and the city-owned Coast Guard pier at the foot of 17th Street. Between the two points are the little-used railroad right-of-way; numerous public-owned street ends overlooking the busy shipping channel, tug operations, and gill-net salmon fishing drifts; and a mixture of water-related and commercial uses that convey a sense of its rich history.

"One of our goals is to maintain the working character of the waterfront," says Benoit. "That's what makes it interesting. But we also want to open it up to the community, to have it be a safe place to bring the kids, and to share it with a growing number of visitors. We think we can do that, if we keep the changes small-scale and in character."

"We have to depend on ourselves," says Doug Thompson at Sixth Street River Park.

Much remains to be done. "We're about halfway there," says Benoit. "The community knows the direction it wants to go, we've got the political support; but financing is the major issue. We'll deal with that by using a phased approach to development."

While it remains to be seen whether the momentum gathered thus far can sustain the revitalization process through design and construction, the quick success of Sixth Street River Park and support from officials, civic groups, local news media, and the public is cause for optimism among waterfront enthusiasts in Astoria.

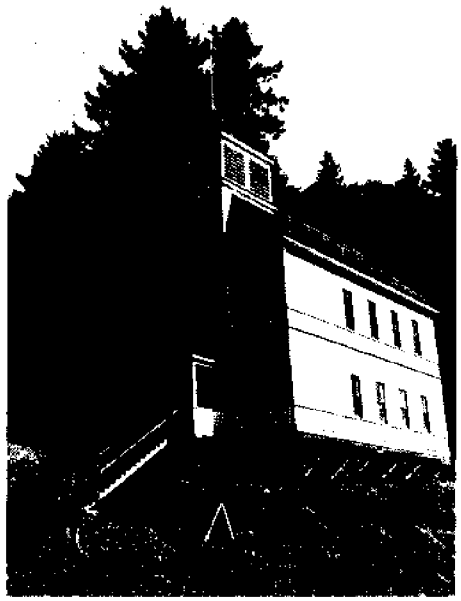


Skamokawa, Washington

(pop. 400)

Across the Columbia River and upstream a few miles is Skamokawa. This small, unincorporated town in a rural Washington county where lumber, agriculture, and commercial fishing are the mainstays of the economy was moved to action by the significance of a historical building about to be destroyed.

Port Commissioner Carol Carver can see Astoria from the bell tower of Redmen Hall, Skamokawa's old schoolhouse where restoration is nearing completion. The roof has been reshingled, a new flagpole has just been turned from a Douglas fir log, and the smell of paint permeates the building's three floors. "Friends of Skamokawa," a nonprofit corporation formed to spearhead the restoration of the Hall and the revitalization of the tiny community, occupies part of the main floor and shares space with the Lower Columbia Economic Development Council, a potent cooperative venture between local government and private businesses.



Skamokawa's historic Redmen Hall has been restored.

Jessica Fletcher, founding member of "Friends of Skamokawa" and Port Manager Steve McClain join Commissioner Carver, who was the local county extension agent before running for port commissioner, in talking proudly of the uphill battle they fought and won to save Redmen Hall. But they wistfully reflect on the one they lost to save the net-rack building a few hundred feet away on the river bend.

The Development Council's conceptual plan for Skamokawa had identified the net-rack building for adaptive re-use as a waterfront coffee shop, interpretive center, and small boat rental service. The unique structure, used for 60 years by local fishermen for drying nets, was torn down by a Portland developer who thought it was an eyesore.

However, the three are upbeat about Skamokawa's future. McClain ticks off a list of homes in the town that have been spruced up with new paint and yard work; and Fletcher talks about plans to build a new footbridge across Skamokawa Creek, linking the port's riverfront Vista Park and campground to an improved Fairgrounds Park on the edge of town. Carver points to the economic success of the port's recreational facilities and the plans to build moorage and tent camping sites to encourage boaters to spend time—and money—in the community.

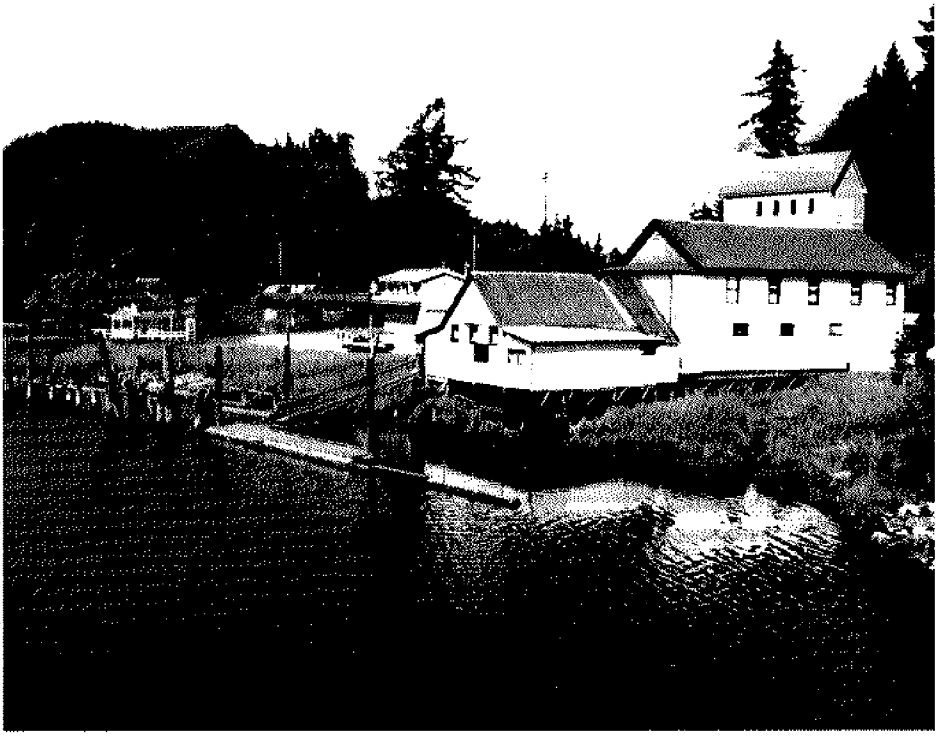
As a Portland-bound container ship takes the wide bend in the river and temporarily fills most of the visible horizon, the three discuss the downside of becoming a popular, revitalized, small waterfront town.

"More people from Portland are coming here to buy property," says McClain. "We don't want to turn this town into a Leavenworth (a popular

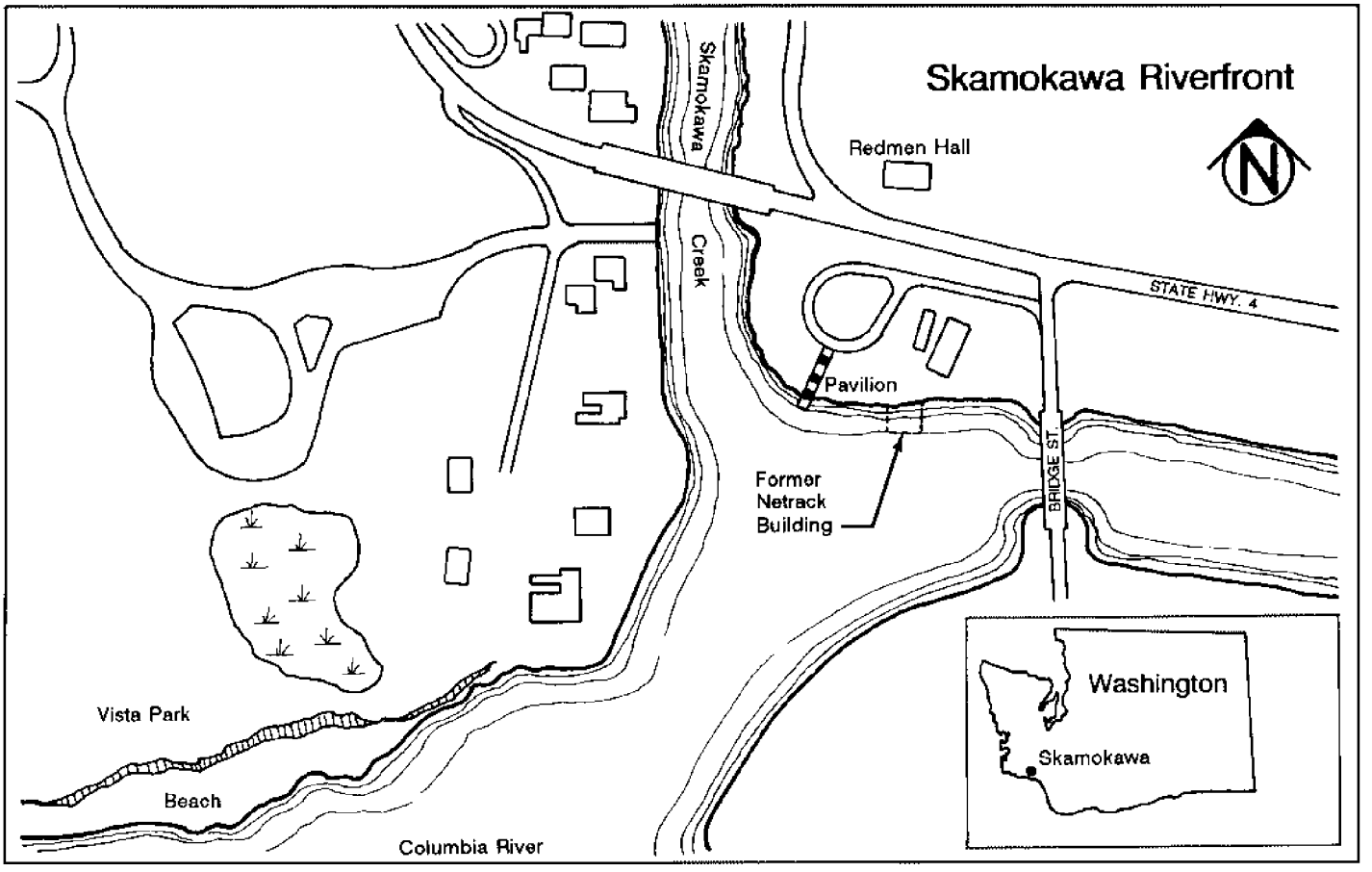
Washington State tourist destination revitalized using a Bavarian architectural theme). We wouldn't be able to afford to live here."

"We really don't have the land use controls in place to preserve the character and scale of this historic place," adds Fletcher. Skamokawa relies on county government to implement both zoning and building design standards, and there's not much support among county officials for either type of land use control.

What Fletcher, Carver, McClain, and other community revitalization activists have achieved in this tiny riverfront town is remarkable. Friends of Skamokawa received Washington State Department of Community Development's (DCD) 1989 Outstanding Service Award for voluntary action and, according to Fletcher, "In terms of government grants, technical assistance and training, we've taken advantage of 80 percent of everything out there!"



The Skamokawa waterfront with the second floor of Redmen Hall visible in the upper right.



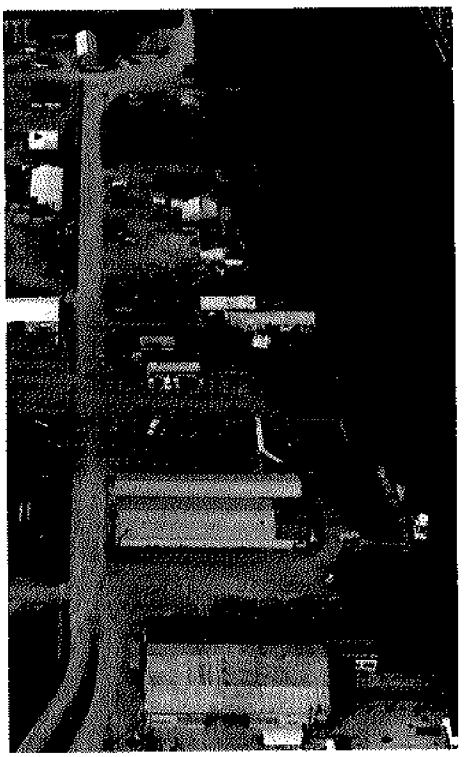
Reedsport, Oregon

(pop. 4,592)

Even though people playing the lottery in Reedsport, Oregon, don't always win big, the town itself did—to the tune of $177,000 for waterfront revitalization!

Economic decline and mill closures had haunted the community and led business leaders to the conclusion economic diversification was essential, and redevelopment of the largely-abandoned waterfront was a good place to start. However, there was one major problem: where could they get the necessary funding?

Assistance came from a number of directions, including the state lottery: a portion of Oregon lottery proceeds are used to stimulate economic development. By combining their $177,000 share of those proceeds with $118,000 in other grants—received from the Oregon Department of Land Conservation and Development, the Ports Division, the State Marine Board, and the Department of Fish and Wildlife—Reedsport had a financial base to work with. They added another $30,000 in city funds and set to achieving revitalization results that are converting the skeptics.



Aerial view shows Reedsport's riverfront redevelopment area along the Umpqua River.

Accomplishments to date include:

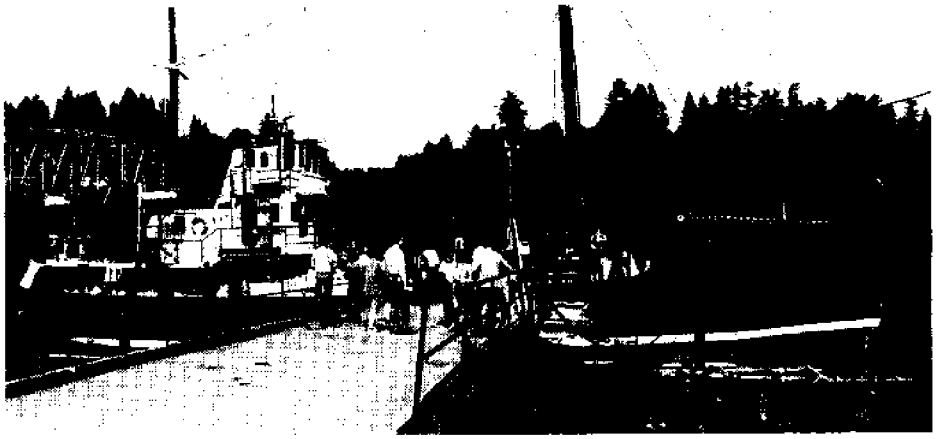
- development of a concept plan for riverfront revitalization;
- acquisition of three parcels of land in the initial redevelopment area;
- development of a new boat ramp, transient dock moorage dock, and small riverfront park;
- acquisition of funds to complete detailed architectural designs and market the project to a private developer.

Walking down Water Street, the gravel road that parallels Reedsport's nearly abandoned waterfront, one can only imagine the bustling riverfront town this community once was. Late 19th-century photographs tell the story best—fishing boats unloading their catches of salmon at busy canneries; lumber and cedar-shake mills jockeying their log rafts along the wharf and loading barges bound for California; factories producing fine wood furniture; and boat builders turning out the latest design.

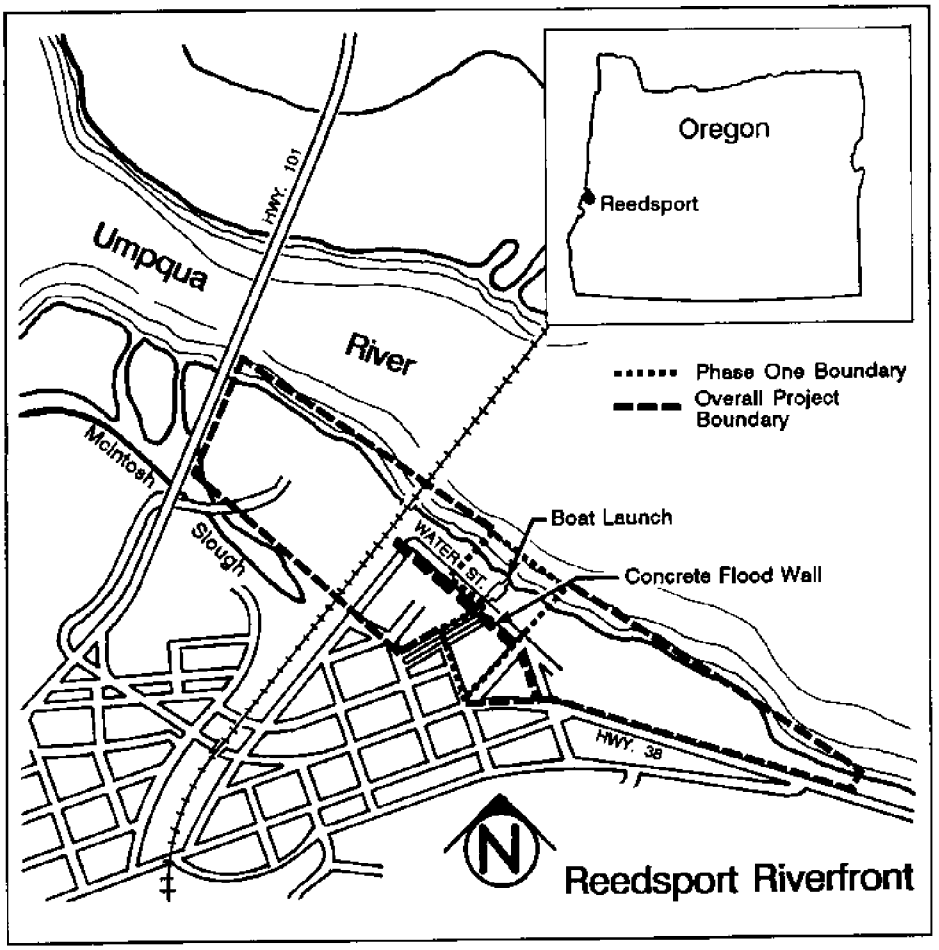
Back then, Rainbow Slough led directly from the Umpqua River to the heart of town and was "Main Street" with banks, hotels, saloons, and other businesses lined up along its edge. Fires and a series of floods, the most recent and destructive in 1964, have left only a few vestiges of this bygone era and, by 1985, there wasn't much raw material left to work with. The waterfront included a sand and gravel business, a tavern, an auto body shop, a concrete block plant, a ship repair yard, and a vacated seafood processing plant. Worse yet, the waterfront was separated from the rest of the community by a 7-foot concrete wall built after the 1964 flood.

"That wall is a symbol of how we've turned our back on the waterfront," says City Manager Nolan Young. "What we want to do is make that barrier disappear by building up and over it, creating an elevated waterfront area and boardwalk up on pilings along the river—like the town was in the early days. Our plans call for an interpretive center for the Lower Umpqua area and space for private development. The key to this whole project will be attracting private investors who want to build on the public infrastructure we're developing. Obviously, we're not there yet, but we've taken the first small steps, and the people in the community have become believers."

While it's true that not much has yet changed on Reedsport's riverfront, the progress they've made since they decided to embark on a riverfront revitalization effort is a story in itself. It is a story of a remarkable degree of cooperation among the local port district; City Council; Chamber of Commerce; and the Hero Foundation, a private group that brought a retired Antarctic research vessel to the community as an educational and tourist attraction. It also is a story of successful grant writing and effective use of consultants.



The Hero, a retired Antarctic research vessel, is one focal point of Reedsport's waterfront revitalization plan.



City Planner Valerie Smart initially stirred up interest in the project when she, enthused by an Extension Service sponsored waterfront conference she attended, reported on the meeting to city officials, port commissioners, the Chamber of Commerce, and the Hero Foundation. The result was a joint resolution among the four groups, supporting a comprehensive study and subsequent development of the Umpqua River waterfront. An ag-gressive city staff took it from there, identified sources of public funds, wrote grant proposals, and got funded.

"One of the things the granting agencies seemed to like is that we've pooled various grants to do the planning and initial development. Leveraging one grant with another stretches the impact their limited dollars have," notes Young.

"Consultants are playing a vital role in our riverfront planning," says Smart. "There's no way we would have been able to do the necessary economic analysis or conceptual work the team we hired did. We just don't have the staff or variety of expertise. The consultant's study has given us credibility with funding agencies—it's not just another pipe dream."

The Umpqua Riverfront Revitalization Project still has a long way to go. The economic decline in traditional timber and fishing industries that prompted the new emphasis on tourism still plagues the community. Nevertheless, Reedsport's on its way to a revitalized waterfront. There is a new optimism, due, in part, to the small successes along the waterfront and the community cooperation that made them happen.

Seaside, Oregon

(pop. 5,735)

Seaside had a different story than most coastal communities. While other small communities are turning to tourism as traditional industries decline, Seaside's traditional industry *is* tourism. Oregon's first and best-known beach resort, Seaside successfully combines a family-oriented, East Coast-style beach experience with the natural beauty of the West Coast.

But, as City Manager Larry Lehman explains, "The focus here had always been on the beach and ocean—the river had been ignored."

Now, in addition to finding their way to the beach or taking a stroll along the historic oceanfront prom, visitors and townspeople can enjoy new riverfront parks, trails, boating, and fishing facilities—all locally funded by tax-increment financing.

Quatat Marine Park took advantage of a natural resource overlooked in the past: the Necanicum River that runs through Seaside.

The centerpiece of this riverfront renaissance is Quatat Marine Park, located on the Necanicum River in Seaside's downtown commercial district. The park is a "people place" with wooden decking extending over the river, and a ramp to provide access for recreational boaters. Attractive walkways and picnic tables, a temporary boat moorage, an observation area, and an events pavilion entice a wide variety of recreational users. Additionally, a loop boardwalk along both sides of the Necanicum River crosses the Broadway Bridge, a local historic landmark, and connects the park with other parts of town.

Along the loop trail, visitors can stop by the historical museum and specialty shops, watch anglers haul in steelhead or sea-run cutthroat trout, observe mallards nesting in the remnant marsh preserved adjacent to the park, or see an occasional harbor seal or river otter. And, in summer, tired walkers can hitch a stagecoach ride to other parts of town.

Also, the use of the park is not limited to the daylight hours. Park lighting fixtures, which echo the design of those on the historic bridge, bring life to the park's nighttime views.

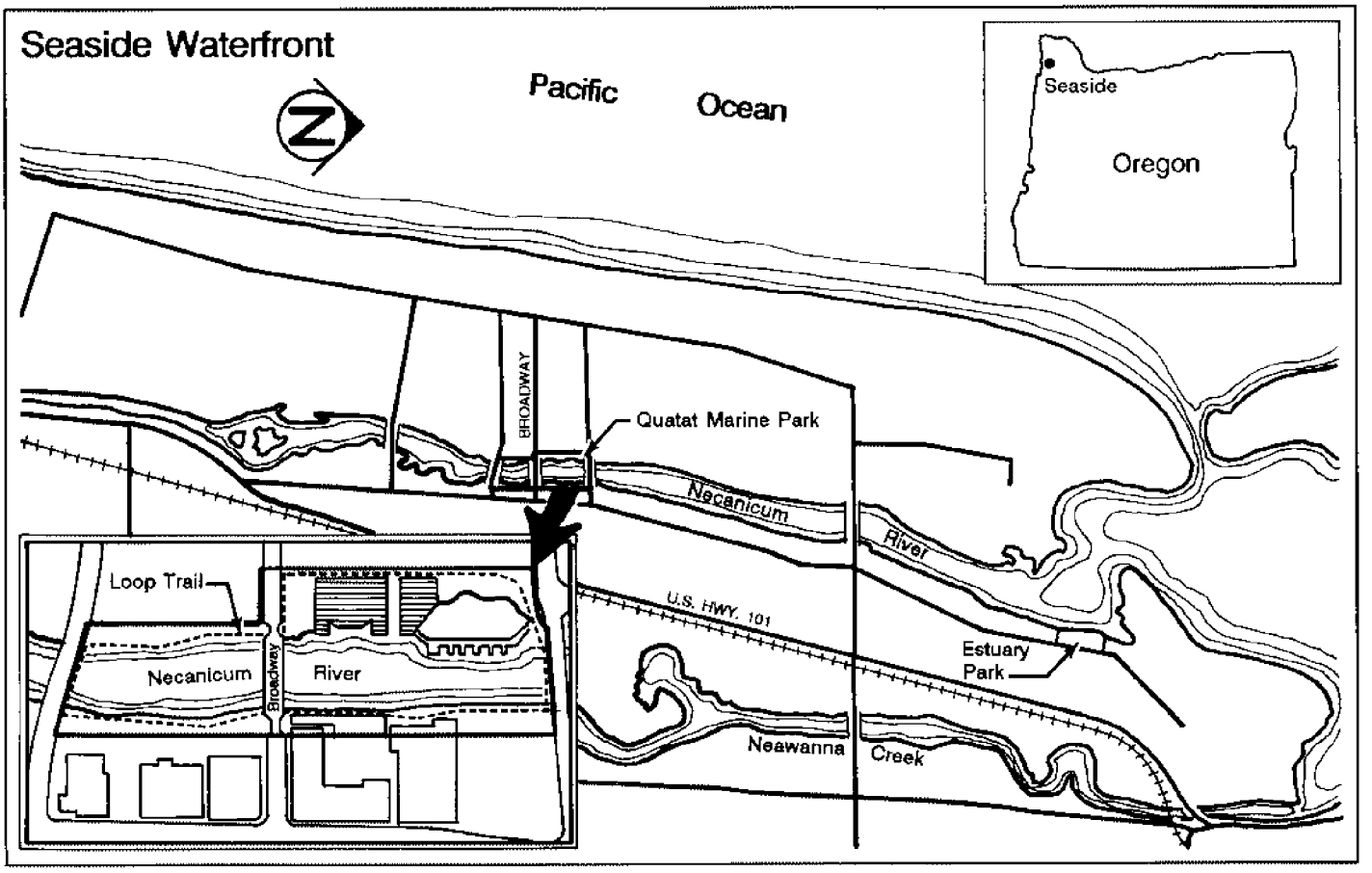
"We had some extremely good luck and timing in developing the park," admits City Planner Dick Pearson, a contributor to Seaside's riverside renaissance. While Seaside did not "win" the lottery as Reedsport did, it got its break in the bond market. The city had created an Urban Renewal District in 1978, offering a no-vote bond issue at a time when the area was assessed at $26 million. Over the years, new downtown development and favorable market conditions have pushed the assessed value of the district to more than $66 million.

Tax increment funds from this increased property value allowed the city to pay off the bonds, make downtown improvements, and build the riverfront parks and trails. More projects—including expansion of the loop trail, improved fishing facilities at river bridges, and better parking—are in the planning stage.

Seaside's luck also held for planning and building Quatat Marine Park.

"Although permitting was a long and frustrating process, we complied with the Necanicum Estuary Plan and did the necessary wetland mitigation work," Pearson said. "We kept our design and building costs relatively low by hiring a local designer who had contacts with an engineering consultant, and looking to the City Public Works Department for help with construction."

Downriver about a mile and just across from Seaside High School, is Estuary Park, a unique facility conceived, designed, financed, and built by the school's Ecology Club. The park is built on a low bluff overlooking the pristine estuary of the Necanicum. Visitors can observe the

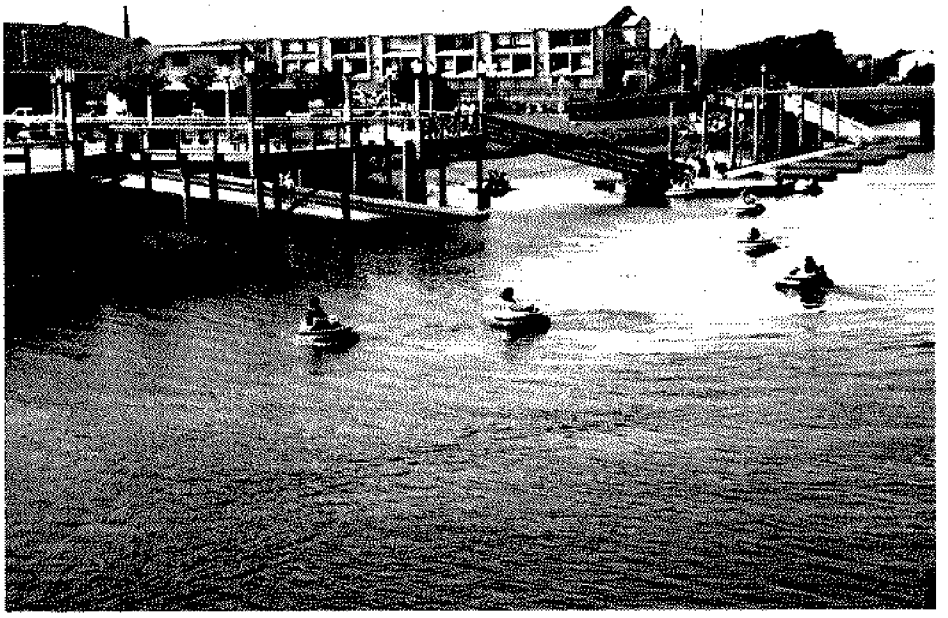


variety of wildlife that visit or make their home in the marsh—shorebirds, great blue heron, bald eagles, coho salmon, and many others.

Another feature of the park is the access walk down the bluff that takes students and visitors to one of nature's most productive laboratories for first-hand observation. Students have recently completed interpretative exhibits on the ecology and wildlife of the area.

The city plans to follow suit with historical and tourist-oriented interpretive exhibits at Quatat Marine Park.

Although no formal community planning-workshops were held for Quatat Marine Park, public reaction was still quite positive. According to Larry Lehman, a typical comment was, "It's about time we did something there!" The community was involved in the naming of the park with more than 400 names entered in the local contest. The winning entry "Quatat Marine Park," honors the historical Indian name for the area and was made official at the dedication ceremony for the new park.



The revitalized riverfront park opened up new water-related recreational activities in Seaside.

Seaside is proud of its tradition as a resort community. "People say that tourism creates low-paying jobs, but wages in our service sector are high for the industry," said Larry. "And every kid in Seaside has a summer job if he or she wants it."

Thanks to Seaside's aggressive revitalization campaign, these kids also have new places to enjoy their time off.

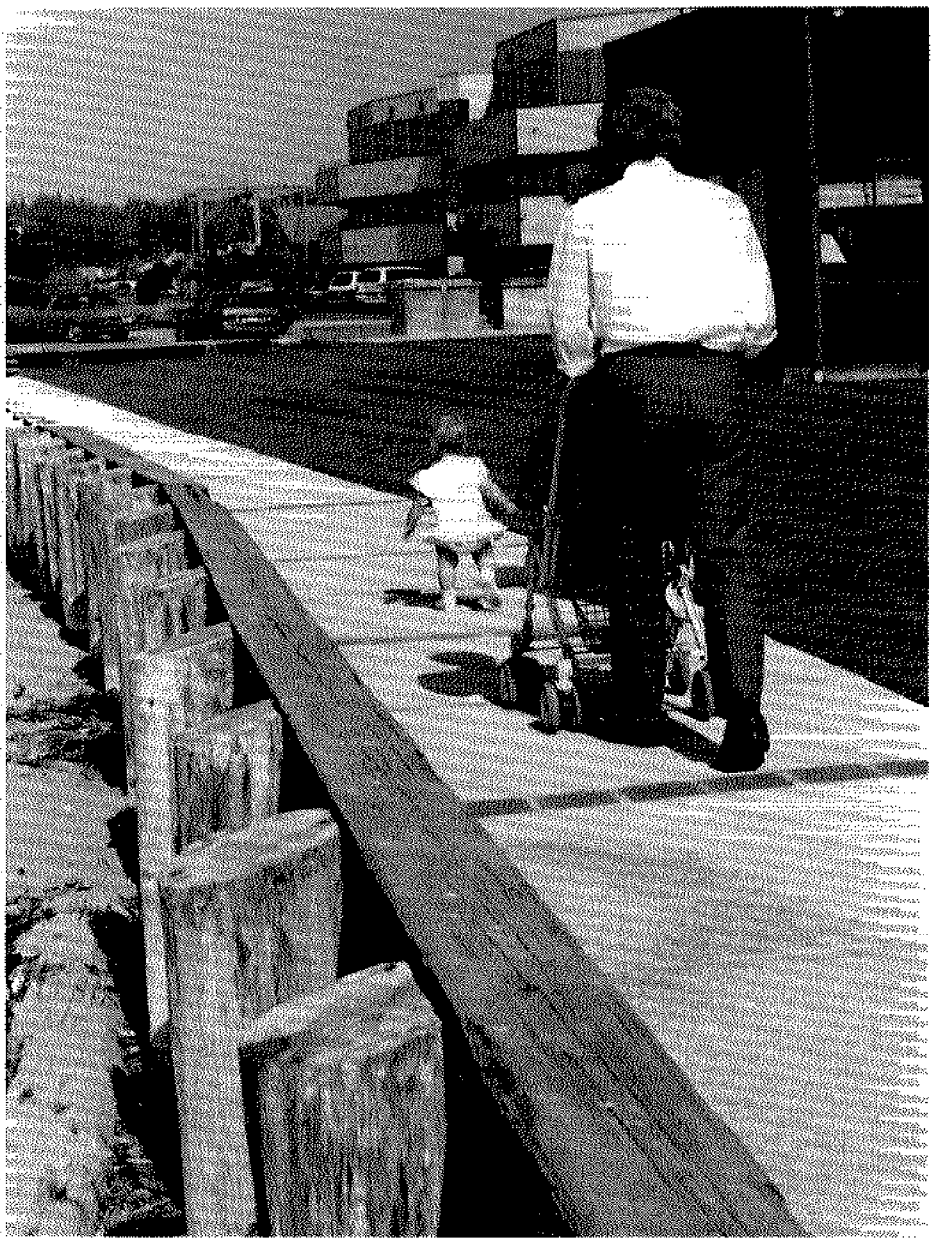
Edmonds, Washington

(pop. 28,000)

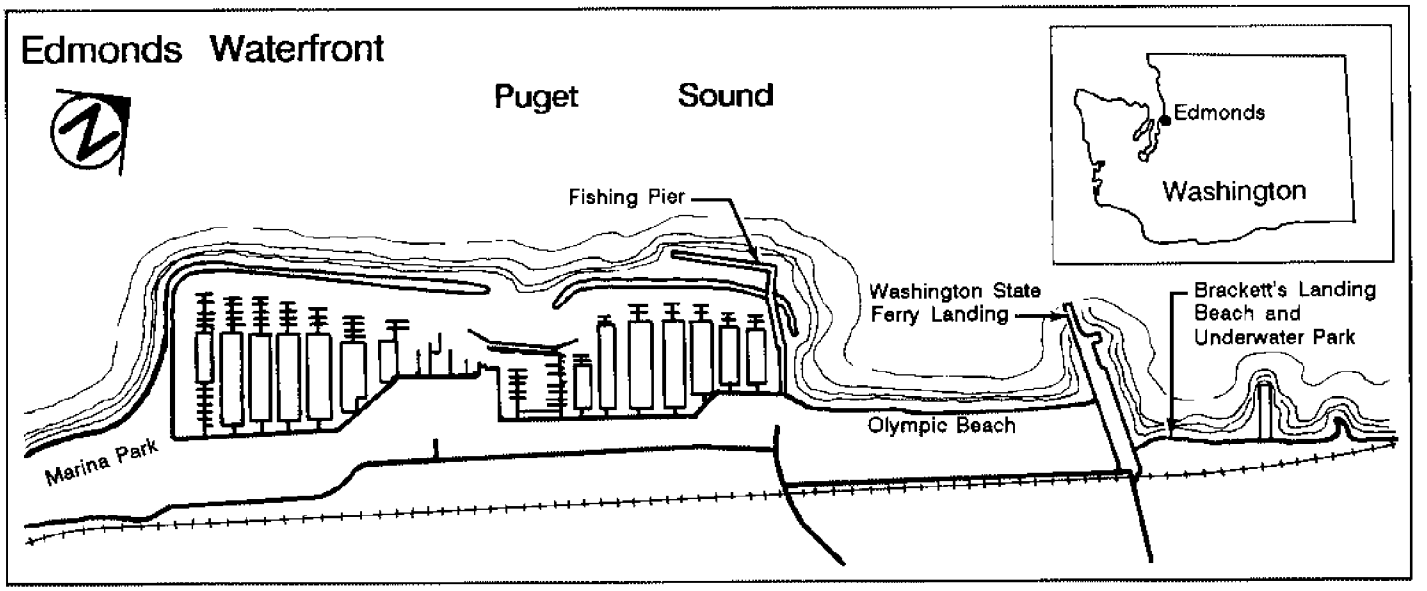
Public access to the water for scuba diving and for beach use, and a growing environmental-education program were driving forces for revitalization in Edmonds, Washington. Once a small lumber-mill town halfway between Seattle and Everett, Edmonds is now engulfed in the bustling urban corridor that stretches from Tacoma to Marysville. Yet it retains the "feel" of an authentic small waterfront town, perhaps because the nearby forested bluffs screen the endless subdivisions beyond the ridgeline and visually contain the small downtown and nearby waterfront area.

"Public access, recreation, and conservation are the present and future goals for Edmonds' downtown waterfront," says Planning Manager Mary Lou Block.

Edmonds' waterfront is home to several contrasting uses and users. The Washington State Ferries terminal serving northern Kitsap County, Hood Canal, and the Olympic Peninsula is located there; and summer ferry traffic can be delayed



A public access easement required of private developers allows beachgoers to enjoy Olympic Beach.



for hours in a holding area two blocks inland. But, at low tide, visitors walk beneath those same docks and marvel at the profusion of marine life on its pilings.

Then, to the north of the ferry, Brackett's Landing beach and underwater park provides a setting—with underwater "trails" with interpretive signs explaining the submarine life—for scuba divers from the whole region to come for their first "open-water" dive class.

Until recently, the divers also shared the park with a pride of sea lions who had been attracted to the site by the rectangular wooden floats installed for the divers' use. To the delight of the ferry passengers, and the chagrin of local residents who were kept awake nights by their barking, the floats quickly became favorite haul-out spots for the marine mammals!

The City Parks Department solved the problem by replacing the flat-topped floats with drum-shaped ones designed to foil the creatures. "They work—the sea lions now hang around sleeping quietly in the shallows at the northern end of the beach," said Jim Barnes, city parks and recreation manager.

Today, park rangers lead parties of school children on beach walks to examine tidepool life and marine encrustations on the pilings of a derelict marine railway trestle used half a century ago to haul rafted logs up into one of the five sawmills built along the shoreline. The children, as well as scuba divers and the general public, are taught to look and touch but to not remove marine life anywhere on the beach.

To the south, between the ferry dock and the Port of Edmond's 900-slip marina, lies Olympic Beach and a new public fishing pier. New developments along the shore have been required to dedicate a public access easement across the front of each lot and, at present, only one hole remains. City planning officials hope, eventually, there will be a continuous accessway, dry at high tide, linking the marina to Brackett's Landing.

Arcata, California

(pop. 14,800)

In many small communities, it is new business activity, maritime commerce, and parks with open views that are drawing people to the waterfront again. However, in Arcata, a small northern California town wedged between Humboldt Bay and the majestic redwood country, it's a different situation. Here it's the waterfront "residents" themselves that are drawing people to the shore to see thousands of willets, marbled godwits, teal, and other waterbirds in the mudflats and pools of Arcata's nutrient-rich marshlands.

The 154-acres of restored marshlands and wildlife sanctuary—a quiet refuge with miles of woodchip paths just a few blocks from downtown—already attracts more than 100,000 visitors a year. A new interpretive center also is in the works. Funded in part with a $100,000 grant from the Ford Foundation for "Innovations in Government," it will feature hands-on discovery labs for local school children.

What changed this area from an abandoned and polluted industrial strip to a nationally recognized community project?

Surprisingly, wastewater management was the biggest catalyst. Faced with new strict wastewater discharge laws, the city set out to prove marshes could be used as an inexpensive means for "polishing" wastewater (the final step of the treatment process), and enhance bay resources in the process.

In 1979, with financial assistance from the California Coastal Conservancy, the city began a marsh restoration project that has become the Arcata Marsh and Wildlife Sanctuary. By 1981, 30 acres of freshwater wetlands and a 22-acre brackish lake had been created around the abandoned, earth-capped landfill. And today, the old landfill is a grassy upland with trails and bird-watching blinds, and the wetlands are part of a wastewater treatment program.

However, waterfront restoration did not stop there. Poor economic conditions in the late 1960's had shut down the major lumber mills on Arcata's waterfront. Vandalism had so damaged the structures that a "clean up" of the area in the mid-70's leveled many of the buildings. In the process, views of the bay opened up at the edge of town, but, according to

More than 200 species of birds frequent Arcata Marsh.

David Hull, aquatic resource specialist for the City of Arcata, it was still a part of town nobody wanted to be in.

"It was really the environmental impact report done for the marsh that gave us the first picture of what might lie ahead," Hull explains.

With a new vision for the abandoned waterfront, the city's Public Works Department transformed the area—they breached dikes to restore salt marsh habitat, returned a degraded slough to a more natural condition, and created a freshwater marsh and swamp area from an abandoned log pond. Waterfront property and city wastewater also are being used by Humboldt State University researchers for a salmon- and trout-rearing project to restore local fisheries.

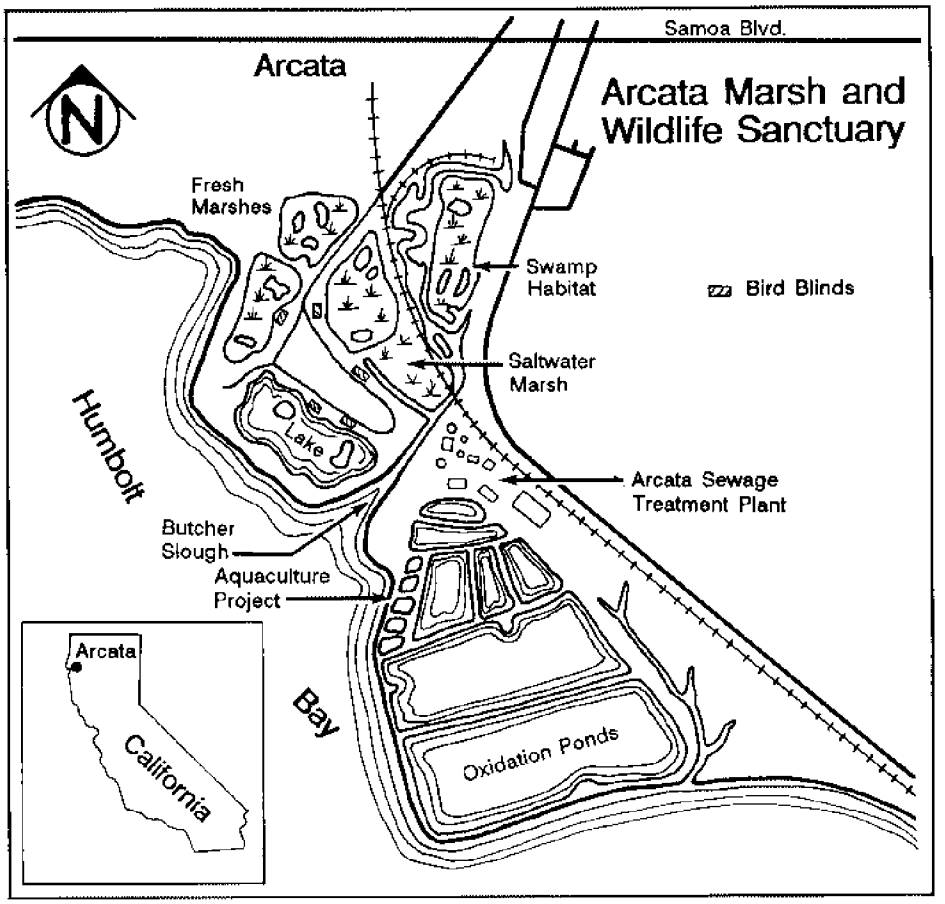
Using a lot of imagination—and technical and financial assistance from Sea Grant, the California Department of Fish and Game, and the California Coastal Conservancy—the city designed a marsh with a mission, one that's helping to purify municipal wastewater as well as providing a unique wildlife habitat for the community's enjoyment.

Arcata townspeople have identified strongly with the marsh project, using the trails, studying the birdlife, serving on project task forces, and joining The Friends of Arcata Marsh. Additionally, each year, the town turns out for Waterfront Day, a celebration of the ingenuity and involvement of Arcata's city staff, university researchers, and citizens.

David Hull points out a rather unusual way citizens rally to the marsh cause— They add a certain color with wry local slogans such as "Flush with Pride" and "Thank You For Your Contribution!"

Arcata's success shows that revitalizing the waterfront can have unexpected benefits by bringing out the talents of local citizens and making it a better environment for both people and wildlife.

Arcata's marsh sanctuary is a short walk from downtown.



The stories told here convey a sense of the excitement waterfront revitalization can create in small communities.

However, while these and other communities have had some successes, they are often hard-won victories and not without their downsides. For every success story, there is another of false starts or long delays; or failed bond measures and, in some cases, outright business failures.

Many such stories are sprinkled throughout this guidebook. They are told, in part, to help other small cities avoid the same pitfalls and, in part, to recognize that waterfront revitalization—despite its real and exciting potential—is not a panacea for solving all a community's problems.

Part II

Revitalizing Your Waterfront

Making conscious choices about the future of the small city waterfront, rather than just letting things happen, requires good organization, clear direction, and a rational process for identifying opportunities, evaluating problems, and finding realistic, achievable solutions.

This part of the guide outlines such a process, based on the planning stages and steps common to many communities revitalizing their waterfronts.

The planning process presented here is designed to serve solely as a model or guide. The actual process followed by a community will be different as each is at a different stage, and each waterfront has a unique past and present, and possible future. Communities should take what seems useful in this guide, adapt it as necessary, and leave the rest.

The principal focus of the guidebook is on developing and implementing the waterfront plan. It does not include the details of architectural design, engineering, or construction—subjects that are covered in depth in traditional textbooks.

This part of the guidebook has five sections, each dealing with a different stage of the waterfront revitalization process. These stages are detailed in the subsequent text, and summarized below and in *Figure 1*.

Stage One—Getting Started gives suggestions for:

- organizing your planning team,
- outlining a planning process that fits your unique situation, and
- developing effective public and agency involvement programs.

Stage Two—Surveying the Waterfront deals with research steps, including:

- suggesting what you should consider as you define your planning area,
- pointing out why you need a good base map,
- outlining inventory and mapping requirements,
- giving suggestions for identifying important waterfront issues, and
- suggesting ways to involve local citizens and community groups in this process.

Stage Three—Developing the Waterfront Plan deals with the heart of the planning process by:

- describing the elements in a typical waterfront revitalization plan;
- suggesting processes for setting waterfront goals and objectives;
- outlining the steps for developing alternative design schemes;
- telling how to make cost estimates, and evaluate and synthesize the final design scheme.

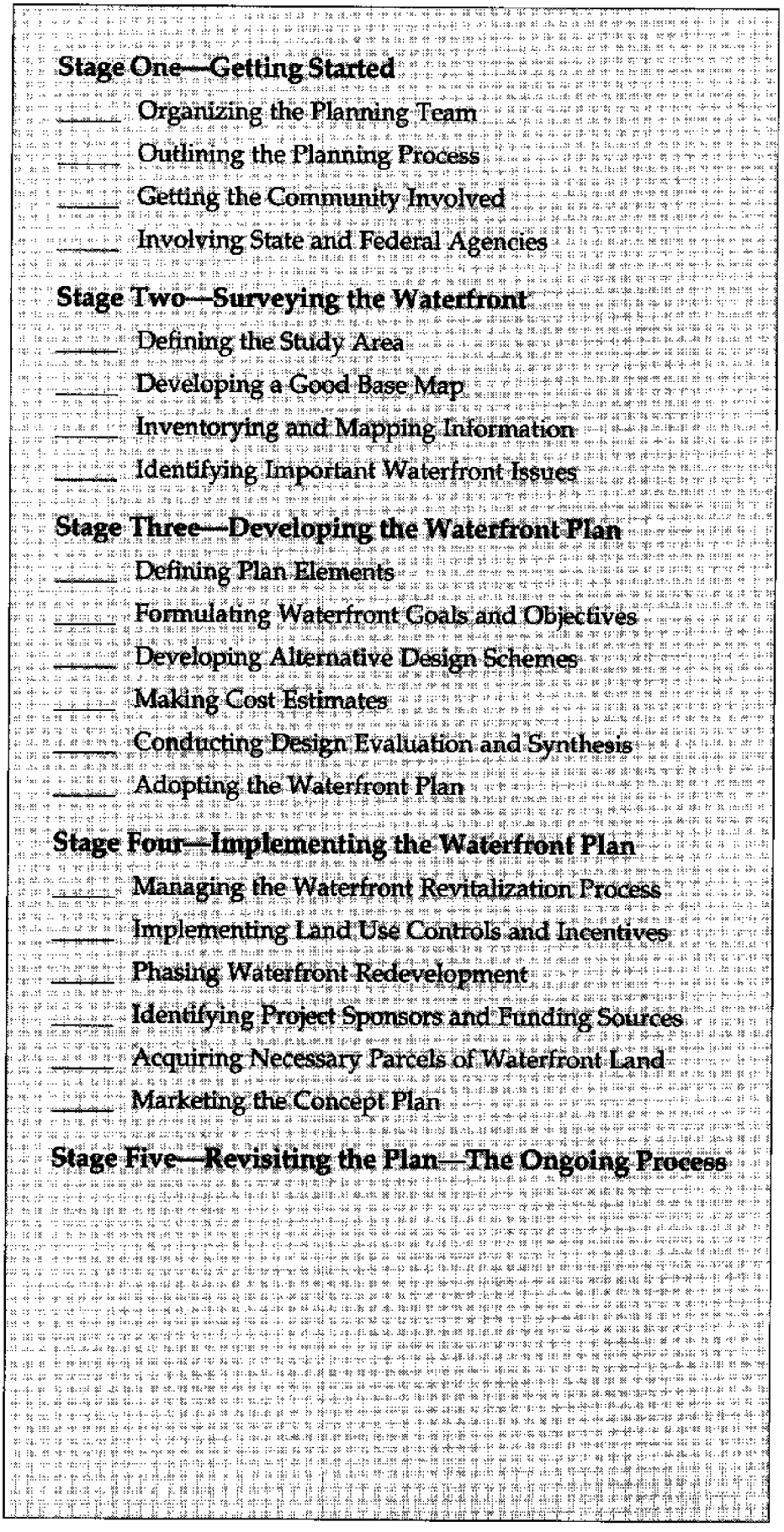
Stage Four—Implementing the Waterfront Plan gives suggestions for:

- managing the revitalization process over the long haul,
- implementing land use controls,
- phasing of development,
- identifying project sponsors and funding sources,
- acquiring needed land, and
- marketing the plan.

Stage Five—Revisiting the Plan... the Ongoing Process encourages communities to act like entrepreneurs:

- keeping abreast of changing trends,
- taking advantage of new opportunities, and
- re-examining the plan, its assumptions, and its specific project proposals, on a regular basis.

Figure 1
Waterfront Planning Checklist



Stage One—Getting Started

_____ Organizing the Planning Team
_____ Outlining the Planning Process
_____ Getting the Community Involved
_____ Involving State and Federal Agencies

Stage Two—Surveying the Waterfront

_____ Defining the Study Area
_____ Developing a Good Base Map
_____ Inventorying and Mapping Information
_____ Identifying Important Waterfront Issues

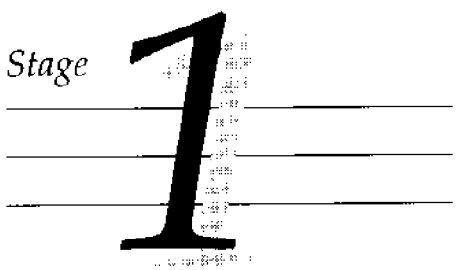
Stage Three—Developing the Waterfront Plan

_____ Defining Plan Elements
_____ Formulating Waterfront Goals and Objectives
_____ Developing Alternative Design Schemes
_____ Making Cost Estimates
_____ Conducting Design Evaluation and Synthesis
_____ Adopting the Waterfront Plan

Stage Four—Implementing the Waterfront Plan

_____ Managing the Waterfront Revitalization Process
_____ Implementing Land Use Controls and Incentives
_____ Phasing Waterfront Redevelopment
_____ Identifying Project Sponsors and Funding Sources
_____ Acquiring Necessary Parcels of Waterfront Land
_____ Marketing the Concept Plan

Stage Five—Revisiting the Plan—The Ongoing Process



Getting Started

How do we get started? is the first question a community interested in waterfront revitalization asks. Usually it starts informally—perhaps at the local coffee shop, the Chamber of Commerce meeting, or in the city planner's office—when people begin to share ideas, frustrations, and aspirations for the waterfront. Issues begin to take shape—"there's no safe public access, it's a mess, or we need to do something to diversify our economic base and the waterfront might hold the key."

The cities featured in our case studies suggest a few of the reasons communities might look to the waterfront for renewal.

In Port Angeles, one impetus for revitalization was the general deterioration of the waterfront. Probably more important, was an opportunity to relocate a Coast Guard cutter to the city waterfront by getting a new pier built to support it.

In Reedsport, economic decline and local mill closures led to the conclusion that economic diversification was necessary, and that re-development of the waterfront for tourist-oriented use was a good place to start.

Seaside had the money available—tax increment funds—to finance improvements, and city officials were inspired by what other communities were doing to revitalize their waterfronts.

In Astoria, renewal was sparked by the exodus of fish processors and the opportunity, if access could be improved, to attract residents and visitors to the downtown waterfront.

In Arcata, the need for an inexpensive solution to sewage treatment led the community to their innovative marsh restoration projects.

In Edmonds, public access to the water for scuba diving and beach use—as well as a growing environmental education program—were driving forces.

In other communities, it could be an intrusive waterfront condominium development or, as happened in Skamokawa, a recognition of the significance of an historical building about to be destroyed.

Whatever the initial impetus for starting a waterfront revitalization program, the following initial steps—amplified in subsequent sections—will help a community get itself organized.

- **Organizing the Planning Team:** The planning team is a group of volunteers and professionals who will support and guide the community through the planning process and assist in implementing the ideas generated. Consultants are often a part of this team.
- **Outlining the Planning Process:** It is important to have a road map of the process used to create and implement plans for the water-front. You may not follow the map exactly, but having it at the outset will increase the likelihood for success.
- **Getting the Community Involved:** Successful revitalization efforts—ones that are supported by local residents—depend on an informed, involved public. After all, who is the principal constituent for improved waterfronts?
- **Involving State and Federal Agencies:** Government agencies can help. Getting them involved early in their many capacities—as technical and financial advisors, as landowners, and as regulators—pays off.

Organizing the Planning Team

One of the first tasks in getting the waterfront revitalization process started is to identify and develop its leaders—the planning team. These are the lay or professional planners, designers, engineers, economists, and others who provide technical support to the community as it develops and implements the plan.

It is highly desirable to have professional assistance, a group that can:

- help design the planning process;
- arrange for and conduct public meetings and workshops;
- compile, map, and explain inventory data;
- facilitate the goal-setting process;
- suggest and graphically illustrate design alternatives sensitive to public sentiment and to economic, social, and environmental realities.

The specific makeup of the planning team will vary from city-to-city, and from one part of the planning process to another, depending on the community's needs and the financial and human resources available. However, it is important to have a core group that will see the planning process through from start-to-implementation.

Consultants are often key members of the planning team, but it is also important to have someone from the city intimately involved and "in charge" of the process from the local perspective. Possible candidates would be the city planner, manager, port official or other staff, or the chair of the city planning commission. This local planning-team leader should be a person who has the full confidence and support of local government, and who is qualified to deal with consultants and other outside professionals brought in to assist.

The following is a list of some professional experts who may be useful at various planning stages, and suggestions of possible ways to involve them in the process.

Waterfront Planning Professionals

- **Design Professionals**

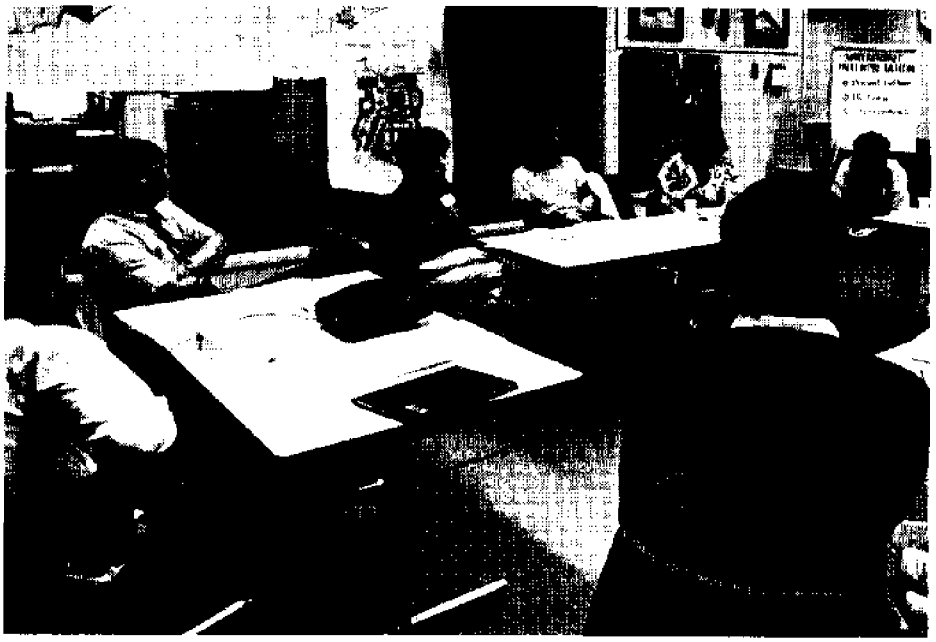
Professionals in the overlapping fields of landscape architecture, urban design and urban planning—often found in consulting firms or in a university planning department—have knowledge and skills useful at many stages of the planning process.

These professionals are experienced in addressing complex urban problems at many scales, from the individual building to the entire regional landscape.

They also are skilled at eliciting ideas and concepts from the local citizenry and at using clear, understandable graphics to interpret the information and communicate it to the community.

Additionally, as students of the urban landscape, experienced design professionals can play an important educational role in the small waterfront community.

For example, successful waterfront design in other regions—or even foreign nations—can be presented as a rich menu of choices for the community. Or examples of how other communities in similar settings have responded to waterfront opportunities can be given as illustrations of possible approaches. Thus, the design professional can broaden the range of options to be considered, while showing ways to avoid rigid adherence to a pat, borrowed theme.



- **Economic Development Specialists**

Economists and real-estate development specialists can assist the community at several stages and levels—from analyzing market demand for various economic sectors such as tourism, recreational boating, and seafood processing; to providing details of how to best assemble, finance, and market specific parcels of waterfront land.

Such professionals can help communities avoid the twin pitfalls of wildly optimistic expectations about tourist-driven development, on one hand, and undue pessimism about intractable local economic conditions, on the other.

Avoiding these pitfalls is essential if the community seeks private-sector participation in public revitalization projects. If the development opportunities identified in the waterfront revitalization plan are grandiose, prudent entrepreneurs and property owners will not participate. Those who do participate could experience early business failures, perhaps dooming long-run prospects for private capital investment in the waterfront.

Conversely, if the opportunities presented are too timid and substantial new development does occur, the community could find itself without public amenities in scale with the project. Here again, the real-estate market professional can help draw meaning from the inventory-stage design surveys of waterfront businesses and buildings.

- **Engineers**

Engineers with marine, hydraulic, or geotechnical experience also can contribute to the waterfront process in many ways.

At the inventory stage, engineers might evaluate the structural soundness of historic waterfront piers and buildings, or assemble hydraulic and hazard information.

At the design alternatives stage, they might assess the implications of tidal or river currents, wave heights, or bottom sediment characteristics for the location or design of new waterfront structures. Engineers also can alert the planning team to problem sites or safety concerns, thereby helping avoid poor decisions that will

need undoing later or result in cost overruns at the final engineering and architectural design stage.

- **Environmental Specialists**

Environmental specialists with expertise in aquatic biology, fisheries and wildlife, surface water and groundwater pollution control, and related sciences are often needed to deal with complex environmental issues arising during waterfront redevelopment.

Environmental assessment for toxic wastes is a critical issue in waterfronts where wood products manufacturing, metals smelting, chemicals, or petroleum production might have occurred in the past.

When waterfront redevelop-ment involves dredging, filling, or construction in or over water, impact assessment and develop-ment of plans to mitigate the adverse effects will be needed. Having the expertise of an environmental specialist available to the planning team will increase the chances the proposed development will meet environmental standards and safeguards.

Sources of Assistance for the Planning Team

Recognizing what types of professional assistance might be needed on the planning team is one thing—actually identifying individuals and organizing the team is another. Where does a community turn?

- **The Community Itself**

The importance of local representation on the planning team was noted earlier. Small cities, in particular, should consider using their own staff professionals and volunteers to form the core of the planning team. Cities without professional planning or engineering staff should consider contracting with the county planning staff or area regional planning or development authorities.

In some communities, ad hoc planning teams coalesce around waterfront redevelopment concerns. Coos Bay, Oregon, is a good example of this. A group of "volunteers" (some of whom were also local elected officials and staff) formed the Bay Area Development Association. The group first arranged for an economic study of waterfront and downtown businesses through the University of Oregon Public Policy, Planning and Management Department. They then successfully sought planning assistance grants and hired a consultant who is working with them to develop a consolidated waterfront revitalization plan for the three separate communities on the bay.

- **Universities and Colleges**

Nearby universities and colleges, especially land grant and sea grant institutions with Extension or Marine Advisory Services, may have a variety of technical assistance available.

Extension programs often have community development specialists and agents who might serve on the planning team or arrange for the involvement of other university faculty from departments such as economics, community development, business, architecture, planning, marine or environmental science, geography, and engineering. Sometimes professors will even solicit communities for "real-world" projects to help train their advanced undergraduate and graduate students through internships.

Many local community colleges have small business development centers, and are another source of assistance.

- **State and Federal Agencies**

Other major resources for the community are federal and state agencies involved in various aspects of planning and design. Such agencies may undertake studies to support the planning, or provide data or other resources. The advantage of using individuals from these agencies is in their long-term staying power and their ability to bring in the experiences of other communities. They also may help the community compete for planning and other grants.

Environmental agencies also offer technical assistance, especially on complex issues like toxic waste cleanup.

- **Consulting Firms**

If other reliable sources of planning team expertise are not available, but money is, a community should consider hiring one or more consultants. Consulting firms of design and planning professionals—supplemented by economists, engineers, environmental scientists, and others—are uniquely qualified to do the work suggested in this guidebook. Such firms do this sort of work full time, and have the variety of specialized expertise and experience discussed earlier in this section.

For suggestions on how to choose and work with consultants, refer to *Part III—Revitalization Issues, Tools and Techniques.*

Outlining the Planning Process

What should be done first and what are the subsequent steps in the waterfront planning process?

Who will be involved in the process and when?

Answering these and similar questions is one of the first jobs for the planning team.

The waterfront planning model presented in this guidebook is one approach to developing the waterfront plan—it is drawn from the experience of several communities and from other planning approaches. But a model is only a guide, to be fitted to the needs and situation of

Fishermen in the Planning Process...

For the City of Newport, Oregon, it was time to update the waterfront element of its comprehensive plan. When city officials teamed up with the Port of Newport and consultant Tom McCollough, it seemed natural to involve representatives of the commercial fishing industry that pumped more than $67 million into the local economy in 1988.

Fishermen are an independent lot—many are businessmen who value their privacy when they reach port—but that hasn't prevented them from voicing their needs and concerns at public meetings. In fact, recommendations from Newport's Fishermen Advisory Committee were given much weight in the waterfront planning process.

The Committee had identified significant shortcomings in Yaquina Bay which limited their ability to compete in the industry. The problems included inadequate moorage, poor service-dock and repair facilities, lack of parking adjacent to moorages, and a lack of cold storage and waste disposal facilities.

On a positive note, the Committee also pointed out future expansion opportunities for the industry in which Newport could take a lead, including a plant to process Pacific whiting, a new and growing fishery.

Maintaining a viable forest products export facility in the harbor was also a high priority for the fishermen. Without those exports, there would be little justification for the federally-funded navigation dredging that makes Yaquina Bay the good commercial fishing port that it is.

With respect to tourism—a major competitor for space on the bayfront—the fishermen wanted to see a compatible mix of waterfront commerce and businesses to serve visitors. At one meeting, Terry Thompson, an active member of the Fishermen Committee, noted that the city must compare the long-term economic return from both industries to the community and make decisions accordingly.

Looking out for their own interests and the community's as well, the Newport Fishermen Advisory Committee is making a difference. And the city and port are listening.

"This group has identified a list of projects and reached a consensus on priorities," McCollough said. "This gives their ideas a great deal of credibility."

The commercial fishing industry is a vital part of the Newport waterfront.

your community. Key questions are: Where are you starting from? What parts of the model best fit your needs? What should be added or dropped?

The important thing is to develop an overall plan of action, add detail as the process unfolds, learn from the process, and change course when the situation warrants. The planning process should be clear and structured, but not rigid, and should maintain flexibility, adjusting as needs change or unanticipated situations arise.

Getting the Community Involved

Revitalizing the waterfront, particularly in a small city, affects the lives of all who live there. It's vital that local residents have the opportunity to participate in decisions affecting them and the role they play in the community.

Local residents are voters and taxpayers, and their support is necessary for the expenditure of public funds and passage of bond measures and tax levies. They can influence and lobby local officials or bring suit if necessary to block proposals.

Citizens also are important users of the waterfront and consumers of the goods and services offered there.

Additionally, they are property owners and renters—the most important of whom are the waterfront owners and tenants. If the rearrangement of waterfront space is necessary to implement the revitalization plan, such property owners may be called upon to renovate buildings or provide public access, or even move or demolish their structures.

Local residents are also the lifeblood of the community—they provide the volunteer leadership and energy to make things happen, and they can be valuable sources and collectors of information.

Any city undertaking major waterfront improvements will struggle with questions of when and how to involve citizens, and how to structure a process that provides for open discussion, free interchange of ideas, and meaningful contribution to decision-making. Difficult as these questions may be, the value and advantages of public involvement are clear.

It helps identify and develop community leadership for the waterfront program.

Good ideas emerge and a sense of community is created.

Public involvement can help overcome apathy and provide a support system for the development and implementation of the revitalization program.

Strong public interest inspires professional staff and consultants to higher levels of achievement and creativity.

Finally, a good public involvement program helps promote and maintain democratic values.

Who is the Public?

Before examining techniques for involving residents in the waterfront revitalization program, it's worthwhile to look at several groups of citizens who represent the social, economic, and cultural fabric of the community, and especially, of the waterfront area.

- **Community-at-Large**

The community-at-large comprises the bulk of the citizens who may or may not be in any special "group," but whose support as taxpayers and voters is essential to the success of any revitalization effort.

- **Working Waterfront Community:**

Members of the working waterfront community have a great stake in the waterfront's future. They include commercial fishermen, fish buyers, seafood processors, marine suppliers and outfitters, boat builders and repair-yard operators, private and public ship dock managers, tug and support vessel operators, and ferry terminal operators. These are the water-dependent industrial and commercial users that provide basic employment and create much of the vitality and energy found at the waterfront.

- **Waterfront Tourism Community**

The people who run charter boat services, recreational marinas, bait and fishing-supply shops, waterfront restaurants, gift shops, and lodging facilities make up the waterfront tourism community. They are an involved, influential, and often well-organized group, and improved public access and tourism are their major issues.

- **Downtown Business Community**

The downtown business community is comprised of the bankers, merchants, and other professional people who have a great interest in the economic and social vitality of the community-at-large. Their offices are often located in close proximity to the waterfront, and they offer a variety of services to waterfront businesses and industry. Thus, they are sensitive to the amenities it offers.

- **Local Government**

Elected and appointed officials, along with their staffs, perform many of the functions vital to successful waterfront revitalization. They levy taxes, issue bonds and other financial instruments, plan and set priorities for capital improvements, expend public monies (local, state, and federal), set zoning and building regulations, enforce safety and health codes, and build and maintain streets, parking areas, parks, and piers.

Local governments are thus in a position to exert leadership and give substance to plans for waterfront revitalization. Individual government officials are often leaders in other organizations and can influence community opinion in a variety of ways.

- **Academic Community**

If a university, college, or community college is located in or nearby the community, a variety of services and resources including technical expertise, computer services, survey design assistance, data collection, and co-sponsorship of workshops on waterfront revitalization may be available.

If faculty and students can see mutual educational or research benefits, they can provide support at various stages of the planning and development process.

University-supported county extension services also are a resource and have access to campus specialists in community development, public involvement, planning, and marine business and industry.

The academic community also may be part of an existing web of political leadership and com-munity organizations.

- **Community Organizations**

Community groups include business, professional, and labor organizations; service clubs; social organizations; environmental organizations; youth groups; neighborhood councils; and special interest groups. Their members are active in community outreach projects and are a source of financial and volunteer assistance. Thus membership usually overlaps with many of the preceding groups and includes much of the leadership energy in the community. *Figure 2* is a list of groups found in most communities that may be resources for a public involvement program.

- **The Media**

The press, radio, and television can be friends or enemies, depending on their perspective, their information sources, and how well they understand the issues.

They can be educators and serve as catalysts for waterfront revitalization. Their feature stories, editorials, and routine reporting can do much to promote community understanding of waterfront redevelopment planning and projects and the zone changes, tax levies, and other measures needed to carry out plans.

Deciding when to involve the media and making yourself available to them to clearly explain the program is important; spotty, incomplete coverage may do more harm than good.

Techniques for Involving Citizens

When deciding how to involve the public in a particular aspect of the waterfront revitalization process, the planning team needs to ask, "What are we trying to accomplish?" "Is our purpose to gather information, or to communicate information already assembled?" "Is the idea to get opposing groups together to interact and exchange ideas? Or is it time to make decisions, such as choosing among redevelopment alternatives?"

Whatever the case, it is important for the planning team to have clear objectives and use proven techniques. If public involvement is sought only "because it is required," residents quickly see it as the sham it is, and few participate after the first go around.

Appendix A—Citizen Involvement Techniques describes a number of public participation techniques and suggests the advantages and disadvantages of each. Though the techniques are organized by specific objectives—information gathering, disseminating information, promoting interaction, and decision-making—there is a good deal of overlap in their use. It will be helpful to review these ideas as you outline the planning process, and as you continue through it.

Figure 2

Examples of Local Organizations

The following partial list includes organizations typically found in most communities. While each has been established for particular reasons (social, religious, professional), they all offer possibilities for assisting in the planning and implementation of a waterfront improvement program.

Business and Professional: Chamber of Commerce, Jaycees, Business and Professional Women, bar, medical, arts

Educational: University and college clubs, PTAs, sororities and fraternities, American Association of University Women, alumnae groups, teacher associations, student groups

Environmental: Sierra Club, Friends of the Earth, Audubon, National Wildlife Federation, Trout Unlimited, local groups

Fraternal: Elks, Masons, Odd Fellows, Moose, ethnic fraternities and sororities

Labor: AFL-CIO, ILWU, Teamsters, UAW, others

Service: Lions, Kiwanis, Rotary, Optimists, Junior League, garden clubs

Youth: 4-H, Boy and Girl Scouts, YMCAs, YWCAs, Junior Achievement, Campfire Girls

Senior Citizens: Golden Agers, retirement clubs

Political: League of Women Voters, Democratic and Republican and local party groups, civic leagues

Veteran and Military: American Legion, Amvets, VFW, Auxiliaries, Civil Defense, National Guard, Navy, Coast Guard

Involving State and Federal Agencies

When should a community involve state and federal agencies in the waterfront revitalization process?

At the outset, before the plans are developed!

Because land use planning is often thought of as the exclusive prerogative of local government, communities sometimes fail to get agencies at other levels involved until later in the process—for example, when they want to get construction funding or permits for the new waterfront park.

That may be too late. Loss of time and money result, and the community often finds itself back at the drawing board, frustrated with "the agencies" and pointing fingers. Fortunately, this is becoming less common, particularly in coastal states where local governments have been required to work with state and federal agencies to develop coastal management programs.

Awareness of and sensitivity to agency concerns have had positive results for many communities' waterfront revitalization projects, especially where agency personnel get directly involved in the process.

State and federal agencies play a number of important roles in the waterfront revitalization process and can provide valuable technical and financial advice and assistance for planning and development. Also, as owners and managers of navigable river beds and tidelands, state land agencies especially have direct control over much of the waterfront. Finally, agencies have important environmental management responsibilities, regulating dredging, filling, and construction in or over water.

Newspapers Play an Important Role On the Waterfront...

During a one-day forum in 1987 to explore the future of Vancouver, Washington's riverfront, Tom Koenninger, editor of *The Columbian*, accepted an award for excellence in planning from the American Planning Association (APA). The award recognized his newspaper's eight-part series "Charting a Course for Vancouver's Riverfront," published earlier that year.

The stories, written by Columbian reporter Brian Cantwell, were about the Washington shore of the Columbia River north of Portland, Oregon, and covered much of the same ground a planning consultant's report would address—history, contemporary ownership patterns, issues and opportunities, development plans, obstacles to revitalization, and so forth—but were written in an easy journalistic style aimed at the largely blue-collar community.

Beyond simply reporting on Vancouver's riverfront, the series included vignettes on other communities' waterfronts where lessons, good and bad, might prove instructive for Vancouver. Waterfront parks were given prominence, and, halfway through the series, a reader survey was conducted to solicit the public's priorities for new waterfront features such as restaurants, jogging trails, marinas, commercial development, and so forth. The survey results, together with letters from readers, were featured in the final article of the series.

The Columbian followed up its series by hosting a public "design-in" to explore riverfront options using graphic exercises; and later, by sponsoring the regional public forum on waterfront development where the APA planning award was made.

Even though two successive failures of a parks bond levy the following year stifled planned expansion of public parks and trails, *The Columbian* has revisited the waterfront in subsequent articles, keeping the issue alive and before the public.

Two years after *The Columbian* series appeared, Andrea Kennet and David Harlan, reporters for *The Daily Astorian*, produced a three-part series on Astoria's waterfront. The front-page articles coincided with the city's selection of a consultant for the design of a civic pier—the second phase of Astoria's waterfront plan.

The first article reviewed the history of the waterfront, the plans for its revitalization, and introduced key local development actors and their projects. It also stressed the need for tourism to complement, not compete with, the local fisheries and seafood processing industries on the waterfront.

The second focused on "what's on the waterfront," seen through the eyes of City Community Development Director Paul Benoit and other knowledgeable "water rats."

How tourism and the working waterfront can coexist and complement each other was the theme of the final article. Some of the means identified by local waterfront industry proprietors included controlled public access, guided plant tours, and interpretive signs and programs.

Also, as was the case in the Vancouver articles, the experiences of other Northwest coastal cities were featured. Comparative analysis of six other cities revealed what might be accomplished in Astoria through careful development, well-designed public access, and appropriate land use controls.

Newspaper articles such as these can help introduce the waterfront community to itself, and to the upland residents and businesses whose support is necessary if revitalization is to occur. They also can inform the community of key problems and opportunities on the waterfront, and how other cities have responded to similar circumstances.

However, unless the groundwork has been laid through careful public involvement and an open planning process, all the column inches in the world won't create community support for a waterfront plan the citizens don't "own."

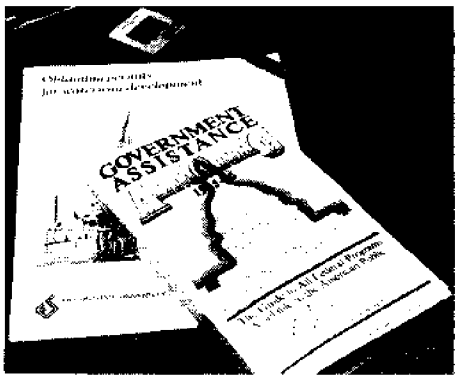
Agency staff are often willing to:

- serve on advisory committees,
- provide maps, photographs or other information,
- review draft plans and design proposals,
- provide grant-writing advice or assistance,
- speak to local groups about their agency's programs, and
- assist on field studies, environmental assessments, and the design and construction of piers, marinas, and other facilities.

Whatever the task, there are usually state and federal agencies with responsibilities and expertise in that area. It is wise for small cities to avail themselves of their assistance.

Agencies as Technical and Financial Aides

One of the premises of this guidebook is that small communities, working by themselves, rarely have the range of technical and financial resources needed to prepare and implement a waterfront revitalization plan. Fortunately, the federal government and every state has a wide array of programs available to help.



At the federal level, assistance is provided by the Economic Development Administration, the Small Business Administration, the Corps of Engineers, and a variety of other agencies (See *Appendix B - Sources of Financial Assistance*).

At the state level, a variety of technical assistance and financial aid programs are available to local governments and ports. Community development agencies assist with grants and loan programs and can help communities get organized. Port agencies in some states have revolving loan funds and planning assistance grants.

In states with approved coastal management programs, grants for land acquisition and public access construction are available from state coastal management agencies under section 306A of the Federal Coastal Zone Management Act.

State Extension and Marine Advisory Services have community development agents and specialists who can help link communities with the right agencies and programs, help train community volunteers, and conduct demonstration projects illustrating innovative programs for public involvement.

Agencies as Land Owners and Managers

Submerged and tidally-influenced lands in bays, sounds, and rivers, and the beds and banks of navigable rivers and lakes are generally owned and managed by the state in trust for the public. These lands were granted by the Federal Government at the time of statehood.

Community Involvement in Reedsport...

Variety best describes the City of Reedsport's approach to getting residents excited about riverfront plans.

The first tack was to involve the local Economic Development Forum, a group that was in place but had not been focused on waterfront issues. The city asked the forum to act as a citizen's advisory group for the project, and as many as 18 members served on the forum at one time. Representation included a restaurant owner, a commercial fisherman, a banker, retirees, a teacher, a high school student, paper industry employees, a dentist, and a citizen activist. The head of the forum, the local utility manager, spoke to civic groups and service organizations to get them involved as well.

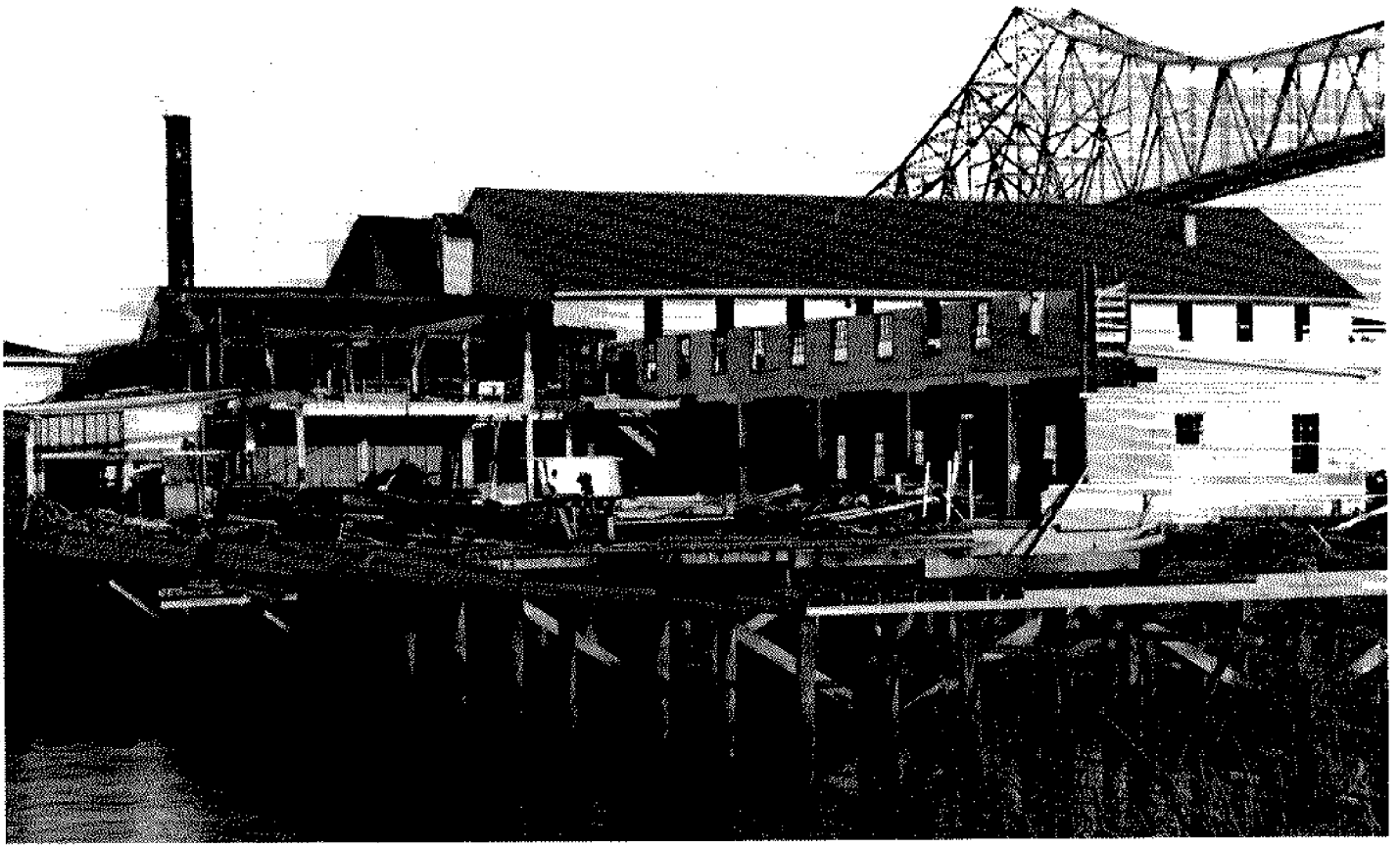
Prior to bringing in a design consultant, City Planner Valerie Smart interviewed all waterfront tenants and landowners and asked them, "What do you visualize happening on the riverfront and would you be willing to participate?" City Manager Nolan Young emphasized the public relations value of the interviews. "It showed them we were listening," he said.

Smart also led waterfront walking tours to help residents get a feel for the area's problems and assets.

After the design consultant came on board, planners brainstormed at a town hall meeting to collect more ideas. The consultant conducted more community interviews and presented progress reports at formal city council meetings, including one entirely devoted to the Riverfront Project.

Once design ideas were on paper, newspapers, TV, and radio participated in a media blitz to keep residents informed. Stations from 100 miles away in Eugene and Medford came to Reedsport, unsolicited, to see what all the excitement was about.

Citizen involvement in Reedsport's waterfront revitalization effort brought together local residents, government officials, and consultants.



The "public trust" is a well-established, powerful, common-law doctrine that requires the state to manage these lands and the waters above them for purposes of navigation, commerce, fisheries and recreation. These particular public rights remain even if the land has been sold or leased to private interests, as is the case in many urban areas.

Before any development can occur on or over state submerged lands, the developer must obtain the State's approval. In most states such approval entails acquiring a license, permit, or submerged-land lease issued by the state lands agency.

Many states also have adopted strict guidelines for regulating the kinds of activities that may take place on submerged lands, including a water-dependency test. Non-water-dependent uses may either be prohibited outright, or charged lease fees much higher than those charged for water dependent uses.

You need to find out who owns and manages the lands along the waterfront, the status and terms of leases, and their potential influence on redevelopment plans. County tax assessors and state lands agencies are the best places to start answering these questions.

Agencies as Regulators

The waterway and wetland regulatory roles of federal and state agencies can have a significant influence on a community's waterfront redevelopment scheme, especially if there is work required in wetlands or navigable waters.

Many activities associated with waterfront redevelopment are regulated—you must get a permit from the U.S. Army Corps of Engineers, a counterpart state agency, or both (See *Part III—Revitalization Tools and Techniques, Obtaining Waterfront Development Permits).*

Regulated activities examples are:

- dredging shallow areas for moorage or for improved navigability,
- filling of water and wetland areas to create parks or other development areas,
- bulkheading the waterfront,
- putting protective seawalls in place, and
- constructing buildings on pilings over the water.

In addition, depending on the size and scope of the project, environmental assessments or impact statements may be required. Numerous other environmental agencies will also review and pass judgment on waterfront development proposals. They may require modifications, lengthening the time needed before construction can begin. It can be a frustrating black hole for the uninitiated.

Small communities often turn to consultants to run the gauntlet of the permit process. This may be valuable and necessary, but it is a good idea for a representative of the community itself to initiate early contact with regulatory agencies.

Even if the agencies do not want to get actively involved in your planning program, bringing them into the community early to explain their authorities, policies, and procedures will save time and avoid confusion later.

Stage 2

Surveying the Waterfront

Waterfronts are complex places. Before tinkering with one, it is good to know how it works. Each has a unique history and present-day patterns of uses, activities, linkages, and interactions. It is vital to understand this past and present and to ask, "Where are we now in the ongoing process of change?"

Much of the potential of small-city waterfronts is hidden beneath the surface, and a well-organized, information-gathering process is needed to uncover it. Of course, no community starts from scratch—there are the much-maligned, often forgotten plans on the shelf gathering dust. Using these valuable resources will save many hours of background work.

New and updated surveys and inventories will also be needed.

- How are waterfront land and water areas used today, and who uses them?
- Who will be the waterfront users of the future?
- What is the character and scale of the human-built environment?
- What are the traffic circulation patterns and problems?
- Where are barriers to physical access?
- What is the economic market situation and potential?

Surveying the waterfront means finding answers to these and other questions. Specific tasks in this process, further amplified in subsequent sections, are:

- **Defining the Study Area:** What are the limits of the waterfront to be dealt with in the planning process?
- **Developing a Good Base Map:** Maps are one of the principal analysis and communication tools for planning the waterfront—a good base map will make the process easier.
- **Inventorying and Mapping Information:** Focus on information needed to deal with the issues most important to your community, and present the information in a form people can understand.
- **Identifying Important Waterfront Issues:** The waterfront issues facing the community—be they problems or opportunities—are grist for the planning process. These issues will be the basis of the community's goals and objectives, and the specific strategies and projects to revitalize the waterfront.

Defining the Study Area

Determining the principal area of interest along the waterfront is usually a simple matter. Often a single site or project is the focal point of community attention.

Since the downtown waterfront is where the people are, where the demand for access is greatest, and many times where opportunities for innovative, mixed-use development can be found, it is often a major focus. Note that it is important to include the part of the downtown closest to the waterfront in the study area, so that linkages can be examined.

Defining the outer boundaries of the waterfront planning area can be more difficult. Industrial or port development property away from the central waterfront may be important to include if there are interrelated problems or conflicts. Also, transition zones between the central waterfront and outlying areas can be unclear and are sometimes places of intense use conflict. These sites must be dealt with because they affect the future of the waterfront.

However, it is also important to make the study area small enough so that the waterfront revitalization program is focused. Where it is large and diverse, communities should subdivide the waterfront into functional units, stressing the appropriate inventory needs in each.

It may be helpful to think about the waterfront at two different scales.

At a **small scale,** the waterfront shrinks to a mere line, perhaps with obvious points along it—the port docks, a marina, a public park. This is the "big picture"—at this scale the waterfront can be seen as a part of the whole city. It is connected to the rest of the community through the street grid, major highways, and rail lines. The relationships between key waterfront features and other districts in the city can be observed. How far is the downtown core from the

waterfront? Where are the port docks in relation to the local industries they serve? How far is it to the freeway off-ramps that bring trucks down to the waterfront?

At a **large scale,** the waterfront appears as an area or district, with visible detailed land uses, structures and open spaces. It is here that the relationships within the waterfront become apparent. Where do port land holdings abut other public lands? What pedestrian links are there between existing public water access points? Where do residential areas overlook port industrial activity?

While most of the detailed land use and design decisions will use information depicted at a large scale, the effects of those decisions on the rest of the city will be apparent from looking at the small-scale view of the waterfront.

Developing a Good Base Map

A good base map of the waterfront area is an invaluable tool for waterfront planning. Survey and inventory data can be placed on the map, then used to examine spatial relationships and problems. You also can employ maps to analyze alternative solutions, illustrate design concepts, and communicate with the public.

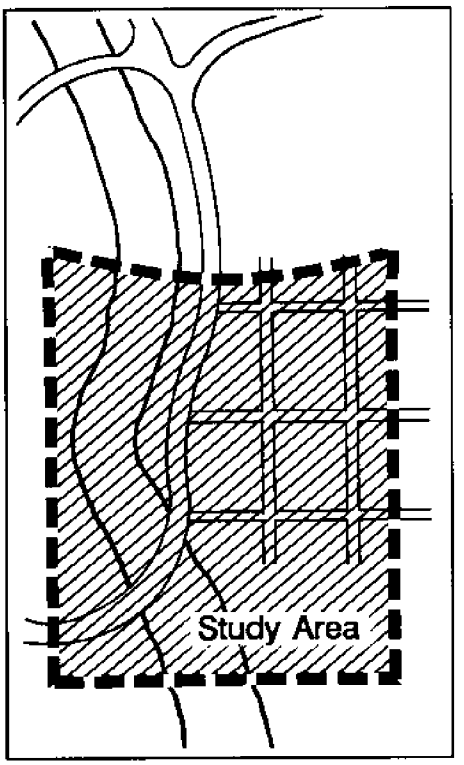
There are several requirements for a good waterfront base map.

- First, it should accurately depict highways, streets, buildings, property lines, topography, the shoreline, intertidal areas, water depths, shipping channels, and other natural features.
- Second, it should be of large enough scale to comfortably illustrate the above information and to visually display information on overlay maps in public meetings and workshops. A recommended scale for most waterfronts is 100 feet to 1 inch.
- Finally, the base map should cover the entire study area.

In most cases, these requirements mean a new base map will have to be prepared, as many of the desired features will not appear on any single existing map.

Fortunately, resources to create the waterfront base map are usually readily available. Most communities have city-wide base maps that can serve as a starting point. These maps then can be supplemented by those from the county tax assessor and the county and state highway departments; fire insurance maps; Corps of Engineers maps of navigation projects; navigation charts issued by the National Ocean Service; and aerial photographs.

You can create an accurate, large-scale waterfront base map from these sources. To keep the cost down, consider hiring geography students from the local or area university.



Inventorying and Mapping Information

As illustrated by the introductory case studies, the issues one community faces on its waterfront can be very different from issues confronting another. Similarly, the type of survey and inventory information needed varies, as does the level of detail.

The scope of a typical waterfront survey is outlined below. Communities should emphasize areas which are appropriate to their situation and needs, and organize the elements in a way that makes sense to them. For example, Astoria, with its tightly packed buildings along the waterfront, concentrated its inventory efforts on aspects of the built environment. On the other hand, Reedsport, with mostly open space and abandoned waterfront, emphasized physical constraints and development potential.

Suggested Inventory Elements

- **Soils, Geology and Hydrology:**

What are the soil types and geology of the waterfront area?

What are the geotechnical characteristics and hazards in the area?

Stability, strength, slope, load-bearing capacity?

Location of faults, landslides or slumps, depth to base rock?

Are there any abandoned or active landfills or hazardous wastes stored on the site?

What are the characteristics of the waters adjacent to the shore?

Depths, channels, required maintenance, current direction and velocity, flows (average and extremes), water levels (average and extremes), salinity, quality?

What are surface and groundwater flow and quality characteristics?

Are there flood or erosion hazards?

Other constraints to development or use?

Information sources: Existing environmental impact statements; coastal zone management inventories and atlases; reports and maps of the state geologist and U.S. Geological Survey; National Ocean Survey charts, tide tables, and reports; university departments of marine science, water resources, civil and ocean engineering, geography, geology, soil science; environmental quality agencies; state and federal floodplain management offices.

- **Natural Resources and Attributes:**
Are there wetlands, shrubs, and trees on the site?

What are their values as natural wildlife habitat, and what is their relationship to the water?

Are there any threatened or endangered species that use the area and how might these species constrain development?

Information sources: Existing environmental impact statements and comprehensive plan inventories; National Wetland Inventory; state land and fish and wildlife agencies; state offices of the Nature Conservancy; local and state environmental organizations.

- **Landscape Features and Urban Design Quality:**
What are the topographic features of the site?

What natural features contribute to the aesthetics of the area?

Where are there views of the water, surrounding landscape, and interesting features of the human-built environment, such as bridges, or port or industrial facilities?

How are the downtown and waterfront connected?

Is there a well-defined waterfront district(s)? If so, where is its core?

What defines its/their edges?

What features make the waterfront recognizable?

Does it have a strong visual image?

Are there notable landmarks, buildings, hills, towers, individual trees, which help generate that image?

Are there parts of the district that are visually weak, confusing, or ambiguous?

What is the pattern and texture of the street grid? Is there a "seam" where the pattern changes?

Where are the main entrances to the waterfront?

Where are the pathways through it?

Are there barriers to vehicular and pedestrian movement?

Are there pedestrian hazards, or places that "feel" unsafe?

Which streets are inviting and friendly to pedestrians?

Which streets repel the visitor on foot, and why?

Do the waterfront buildings have a consistent architectural character (materials, scale, window and door patterns, details, etc) or do they differ widely in style?

Are buildings contiguous or separated by side yards?

Are they set back from the street or adjacent to the sidewalk?

Information sources: Existing comprehensive plan inventories; site surveys

- **Land and Water Use and Ownership:**
How are the waterfront and neighboring urban lands used?

What is the mix of water-dependent, water-related, water-enjoyment, and other uses, and how is that changing?

How much vacant land is there?

What are the patterns of public and private ownership along the waterfront, and how do these relate to land and water use?

Are there leases and easements that affect these patterns?

Information sources: Existing comprehensive plan inventories; aerial photos; property tax assessor; property use and ownership survey.

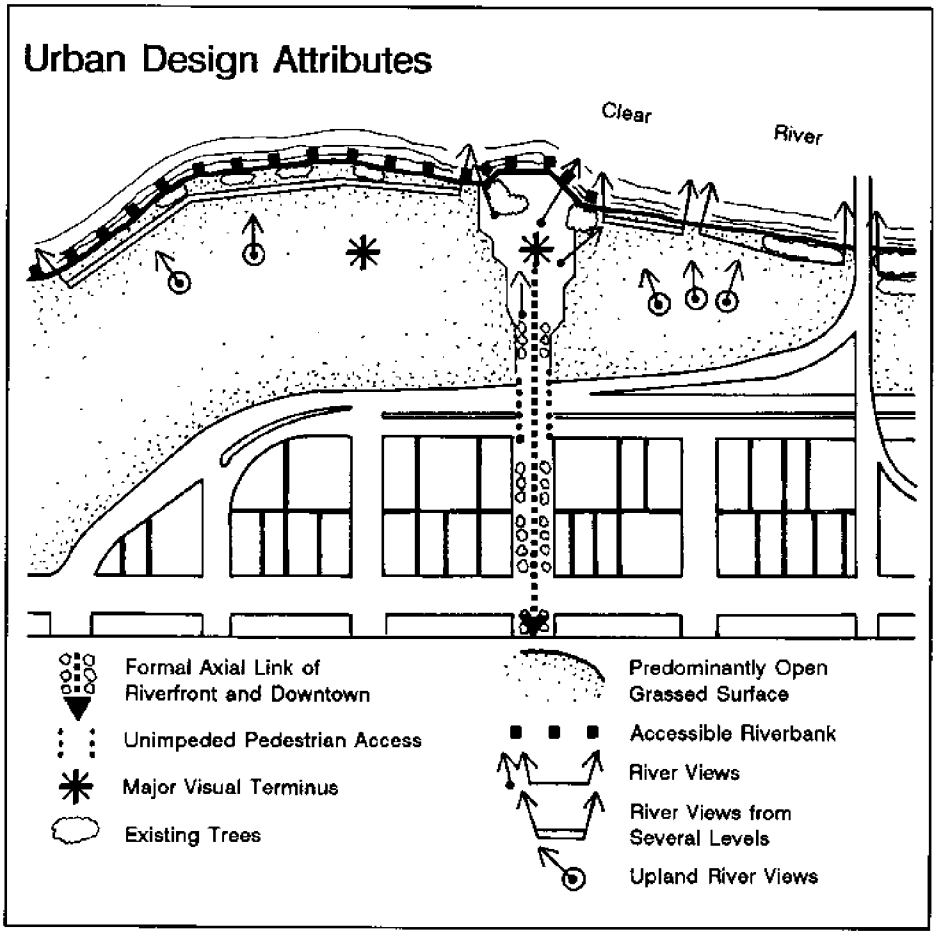
- **Building Structural Soundness:**
What is the age, type, quality, and condition of waterfront structures, both on land and over water on pilings?

How have they been maintained and altered?

Are there defects in primary structural components (pilings, foundation, foundation walls, load bearing systems, roof supports), secondary structural components (non-loadbearing walls, windows and doors, stairs, utilities, and so on), or minor structural components (siding, exterior porches, roof covering, drainage, and so on)?

What is the occupancy of existing buildings, and is there potential for adaptive re-use?

Information sources: Site surveys and inspections; property tax assessor; building owners; tenants.



- **Building Appearance and Historical Survey:**

What is the appearance and character of structures: historic, defaced, modern, or foreign?

What is the historic, architectural, or archeological significance of particular buildings or sites?

Are any buildings or sites on historical registers, or are there any that have the potential to be?

Information sources: Local comprehensive plan inventories; local historical societies; state historic preservation office; university or college anthropology, archeology, or history departments; site surveys.

- **Traffic Circulation and Infrastructure:**

What are the patterns and flow of rail, vehicular, bicycle, and pedestrian traffic along and to the waterfront?

How do these relate to existing patterns of land use? Are there hazards and congestion?

How many off-street parking spaces are there, and where are they located?

Information sources: City public works and parks and recreation departments; state transportation departments; railroads.

- **Waterfront Physical Access and Infrastructure:**

What is the condition and location of direct access to the water for swimming, diving, fishing, boat launching and retrieval, and similar uses?

What are the condition and location of other public facilities, such as restrooms, sidewalks, street furniture, and lighting?

Information sources: City public works and parks and recreation departments; state parks departments; site surveys and inspections.

- **Existing Human Use and Demographic Trends:**

Who are the users of present-day waterfront facilities, and what places or activities are "sacred" to local folks or visitors?

What are the national, regional, and local trends in population growth or decline, age structure, ethnic background, and family structure?

How might these demographic trends affect the future demand for various types of waterfront facilities, services, amenities, and products?

Information sources: Local resident survey; visitor use survey; state population research offices; university and college departments.

Preparing the waterfront inventory.

- **Economic Market Conditions and Demand:**

What is the nature, structure, and value of the present waterfront economy?

Are trends apparent?

What kind of businesses are there, and to what degree are they dependent on the water for their operation or viability?

What are the business service or other linkages to downtown businesses?

With respect to market demand, what are some realistic opportunities for redevelopment and restructuring the local economy?

Information sources: State economic development departments; university and college economics departments, and extension services; local business survey.

- **Governmental Jurisdictions and Constraints:**

What are the roles of the city, the port, and state and federal agencies as they relate to management and redevelopment of the waterfront?

Who controls what along the waterfront?

Jurisdictional issues include land use, ownership, taxation, lease procedures, public trust issues, navigation and environmental protection, bridge and road construction, and planning authority.

Information sources: State and federal permit agencies; state lands agency; local community development and planning offices.

Identifying Important Waterfront Issues

Just what is an issue in the context of waterfront planning? Here, we define an issue as a *specific, clear statement of a problem or an unrealized opportunity,* usually stated in negative terms.

For example, one issue might be that "safe, inviting access between the downtown and waterfront is hindered by fast-moving vehicular traffic, dark streets and alleys, and unsightly appearance." Clearly, this problem of waterfront accessibility is one the community will have to solve as it redevelops its waterfront.

A variety of issues will be apparent at the outset of the planning process and, in fact, may be the impetus for getting the waterfront effort underway. Other issues will surface during the inventory and mapping effort.

One good way to start a more formal process of identifying waterfront problems and opportunities is to hold a public workshop, forum, waterfront tour or other meetings where local citizens can interact and share their concerns, frustrations, and aspirations. This also is a great opportunity for the planning team to explain the planning process to interested citizens. Surveys of public opinion also might be made, perhaps using a questionnaire published in the local newspaper.

Members of the planning team also might meet with individuals or particular groups separately—such as property and business owners, downtown groups, historical societies, and environmental organizations. This approach gives key people an opportunity to share concerns they might not be willing to air in public. *Figure 3* is a checklist of typical waterfront issues that might be used to initiate this process.

After using a variety of techniques to identify important waterfront issues, the planning team can then sort and organize them, perhaps in a framework similar to the waterfront plan elements—economic development, land and water use, urban design and aesthetics, recreation, public access, circulation and parking, historic and cultural, and environmental quality—suggested in the next section, *Stage Three—Developing the Waterfront Plan.*

Sorting issues by geographic area—downtown waterfront, port docks, et cetera—also might be a useful organizing scheme.

The next step is to rewrite the issues as clear, concise statements of waterfront problems or opportunities. Sounds easy, but it isn't. Reviewing the issue statements against some criteria can help with clarification:

- Who experiences this as a problem or opportunity?
- Where and when is this a problem or opportunity?
- What would happen if nothing were done?
- Is this problem or opportunity germane to the waterfront?

Issue statements are then rewritten and condensed to one or two sentences. This is a critical part of the process—incorrect identification of issues will lead the waterfront planning process off in the wrong direction.

Clear, concise identification of waterfront planning issues leads directly to the setting of goals and objectives, discussed next in *Stage Three—Developing the Waterfront Plan.*

Waterfront walks help the public and the planning team think critically about the waterfront, its problems, and opportunities to correct them.

Figure 3
Waterfront Issues Checklist

Economic Development Issues
- ___ Depressed or cyclical local economy
- ___ Seasonal nature of waterfront use and activities
- ___ Economic dependence on single industry
- ___ Under-utilized, obsolete structures
- ___ Shortage or surplus of space for water dependent industry
- ___ Uncertainty about future land/water access requirements
- ___ Inadequate harbor channels, basins, or moorages
  - ___ Industrial
  - ___ Commercial
  - ___ Recreational
- ___ Poorly protected facilities (seawalls, breakwaters)

Land and Water Use Issues
- ___ Pressure for displacement of maritime industries
  - ___ Gentrification
  - ___ Tourism
  - ___ Public access and uses
  - ___ Increasing tax assessments
  - ___ Increasingly restrictive zoning
- ___ Other conflicting land uses
- ___ Problematic ownership patterns
- ___ Absentee owners
  - ___ Sites in probate
  - ___ Awkward sized or shaped parcels
  - ___ Fragmented public-private ownership
- ___ Derelict structures, abandoned sites, and eyesores

Urban Design and Aesthetics Issues
- ___ Important trees and vegetated areas
- ___ Changing urban character
- ___ Strip development
- ___ Blocked views
- ___ Solid waste disposal

Recreation Issues
- ___ Overcrowded or inadequate public facilities
- ___ Demand for recreational uses that is not met
- ___ Use conflicts among recreational users and with other waterfront users

Public Access Issues
- ___ Inadequate/poorly sited public access (physical or visual)
- ___ Inadequate disabled access
- ___ Barriers to pedestrian/vehicular access to waterfront
  - ___ Railroads
  - ___ Highways
  - ___ Land-Use
  - ___ Structures
- ___ Separation of downtown from the waterfront
  - ___ Land uses
  - ___ Street patterns
  - ___ Topographic features (e.g. bluffs)
- ___ Security of individuals and public and private facilities
  - ___ Vandalism
  - ___ Transients
  - ___ Crime
  - ___ Periodic problems (night, weekends, and so on)
- ___ Public and private liability for the public safety
- ___ Maintenance of public accessways and facilities
- ___ Unrealized opportunities for interpretation

Circulation and Parking Issues
- ___ Unsafe traffic conditions
- ___ Lack of separation of vehicles, bikes, and pedestrians
- ___ Inadequate parking adjacent to waterfront
- ___ Too much of waterfront allocated to parking uses
- ___ Inadequate public transportation

Historic and Cultural Issues
- ___ Deteriorated or unprotected historic and cultural structures and places
- ___ Threatened "sacred places" for local people
- ___ Tourist and resident conflicts
- ___ Disappearing Native American and folk traditions and stories

Environmental Quality Issues
- ___ Wetlands and wildlife habitat preservation
- ___ Water quality, pollution problems
- ___ Hazardous wastes, dump sites, landfills
- ___ Erosion, flooding, or landslide hazards

Institutional and Jurisdictional Issues
- ___ State and local government conflicts
- ___ Submerged lands leasing terms and rents
- ___ Planning, permit, and environmental requirements
- ___ Poor cooperation or too much competition among local governments

Stage

3

Developing the Waterfront Plan

The fundamental question a community faces is "What do we want for the future of our waterfront?"

The corollary question—"How do we get there?"—also is important.

In the simplest terms, these two questions are what the waterfront plan is all about. The waterfront plan gives shape to the various ways a community's goals might be realized. It brings together, in a single document, all the planning elements a community must consider before embarking on a major waterfront development project.

This is the time to consider the broader ramifications of downtown waterfront development.

- How will traditional marine businesses be affected by new commercial development and public access?
- Are port-related industrial uses declining, steady, or growing? And how long into the future are these trends predictable?

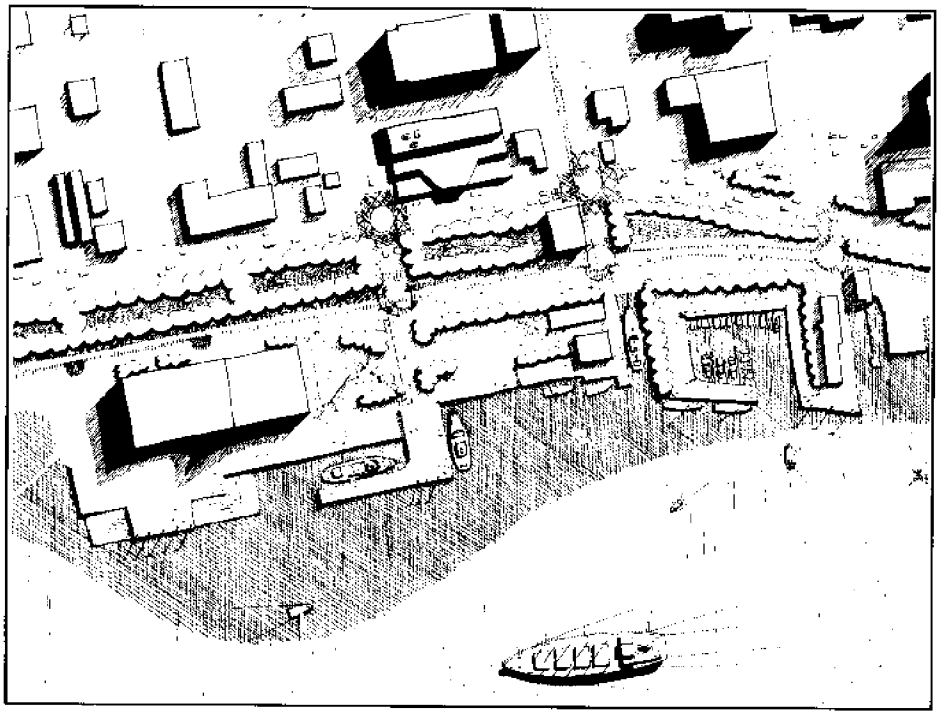
How much waterfront land should be "banked" for future marine-industrial use?

To a port manager, a vacant, or underutilized parcel of waterfront land may represent a bargaining chip for economic development, while to the city manager, the same site is an eyesore, better used for a mixed-use commercial development with park-like public access. These are the types of decisions the community will need to make in putting together the waterfront plan. The tasks involved are listed below and amplified in subsequent sections.

- **Defining Plan Elements:** The elements of your waterfront plan are its organizing framework—similar in some respects to the suggested organization for inventory needs and issue identification in *Stage Two—Surveying the Waterfront*. As you define the unique elements you want to include in your plan, you will be characterizing the waterfront as it exists now—defining its strengths and weaknesses, problems and opportunities—and beginning to consider ways it can be improved.

This step leads directly into the next.

- **Formulating Waterfront Goals and Objectives:** Drafting a waterfront mission statement helps align overall priorities with the functions the waterfront serves. Writing specific goals and objectives is an orderly way for a community to transform its present waterfront problems and issues into opportunities for the future.



Goals are like destinations the community wants to reach; objectives are the route maps to get you there, and the mileposts to show you how far you've come. Goals and objectives are written for each plan element, and in some cases, for specific geographic subareas.

• **Developing Alternative Design Schemes:** The waterfront plan seemingly must deal with everything at once—how waterfront land will be used; where parks will be located; routes for vehicular circulation; bikeways; pedestrian walkways; preservation of historic structures and spaces; and ideas for interpretation, art, and festivals that will enliven the waterfront.

Creating alternative design schemes—each of which emphasizes one goal over others—helps the community decide what the waterfront should look like, in terms of how areas are used, and what types of buildings and other structures will be permitted. Alternative design schemes also give the community a visual and geographic context for its waterfront goals.

• **Making Cost Estimates:** Estimating the costs of waterfront improvements envisioned in design schemes serves several purposes.

First, it helps keep the proposed schemes realistic and in scale with the size and character of the community.

Also, it helps make sure that citizens and decision-makers aren't surprised when the final design scheme is proposed.

Finally, knowing what it will cost to implement the plan helps market it to private investors.

• **Design Evaluation and Synthesis:** Evaluation of alternative design schemes takes place on two levels. One is a rigorous, criteria-based evaluation process that considers how each design stacks up against the community's waterfront mission statement, and specific goals and objectives.

The other part of the evaluation process is more intuitive—what feels right to those who have a stake in the waterfront, especially local residents.

The synthesis that emerges from this evaluation process is the design scheme that will be incorporated into the final waterfront plan.

• **Adopting the Waterfront Plan:** Having the plan formally adopted by the city or town is an important step. Formal adoption sets the stage for implementation of appropriate land use controls, solicitation of funds for public facilities, and marketing the plan to the private sector.

Defining Plan Elements

A waterfront, particularly a busy one, is a complex place. There's lots of activity. Boatyard workers and fishermen mingle with local residents and visitors. Traffic congestion affects access and parking, and creates pedestrian hazards. Abandoned buildings abut new ones, and fragmented public and private ownership patterns create a confused array of businesses and facilities.

Developing a coherent plan of action for such a waterfront requires an organizing framework that sorts out these complexities but, at the same time, recognizes and reflects the many interrelationships.

That's what plan elements are all about.

A plan element is the place to characterize the waterfront you have come to understand through waterfront surveys and inventories—to describe it in ways that lead directly to setting goals for its revitalization.

As you address these plan elements, you are incorporating relevant inventory and map data, and placing the important issues identified in *Stage Two—Surveying the Waterfront* on the planning agenda.

While the issues your community chooses to address in its waterfront plan will depend partly on local factors, most communities will find they have many issues in common. The following is a catalog of plan elements covering all the waterfront-planning issues found in our case-study communities—economic development, land and water use, urban design and aesthetics, recreation, public access, circulation and parking, historic and cultural, and environmental quality.

Under each plan element we have noted pertinent inventory items identified in *Stage Two—Surveying the Waterfront*, and, where relevant, we have referenced specific sections of Waterfront Uses and Activities, from *Part III—Revitalization Issues, Tools and Techniques.*

Economic Development Element

The waterfront plan can be a vehicle for making conscious choices about the waterfront's role in the economic development of your community. The economic development element is used to describe the present contributions your waterfront makes to your community's economic well being, to identify the factors affecting the growth and survival of firms and industries located there, and to suggest possible strategies for enhancing and restructuring the waterfront economy in the future.

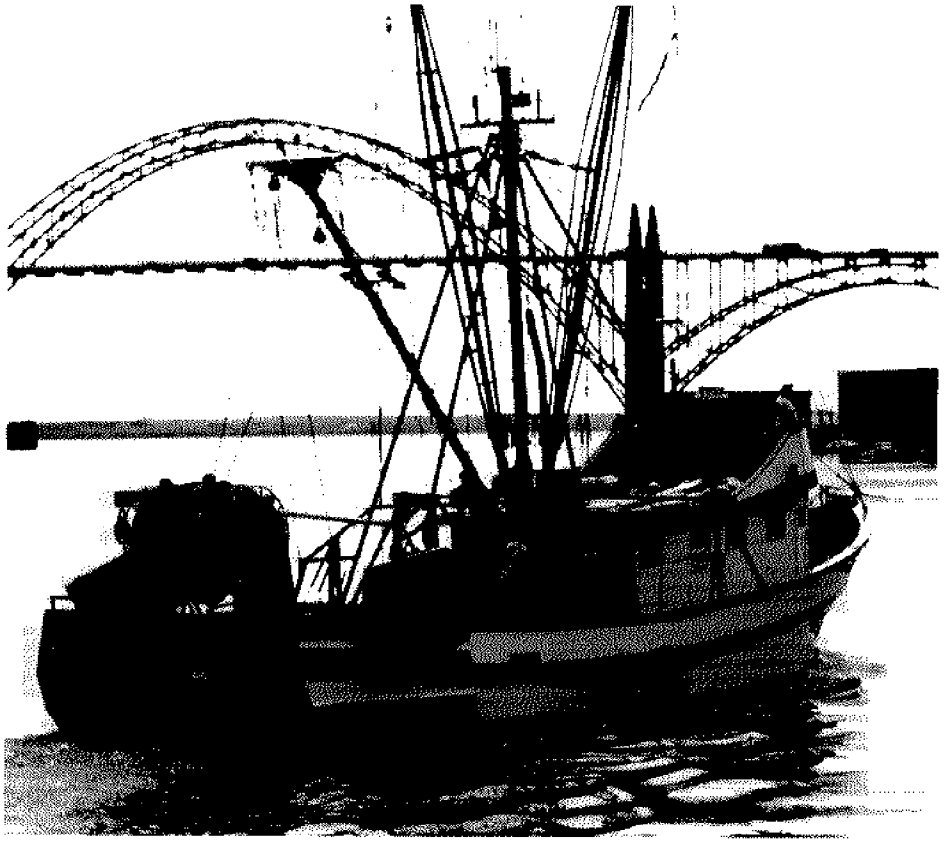
As was pointed out in the introductory pages of this guidebook, the waterfront has been home to industries which, in many cases, built the communities that house them. Some of these industries are gone, others are hanging on to shrinking markets, and a few have grown and prospered.

As demographic changes occur in our society; leisure, tourism, and recreation become increasingly important activities that our waterfronts can help service. Having lost their mills and fishing fleets, some communities view the visitor, tourist, or retiree dollar as something to be fought for. However, in other communities, the pressure placed on waterfronts and services by those same visitors is perceived as a threat to their "way of life."

Thus, the issues you consider as you debate the future of your waterfront will almost certainly have an impact on your local, and perhaps your regional economy. Questions you might ask could include:

How will port operations be affected by commercial development?

What industries might move to the area if large waterfront land parcels were assembled?



A trawler approaches the dock at Newport. Scenes such as this draw tourist traffic from Highway 101, which spans the ship channel in the background.

Would creation of an historic waterfront district encourage new commercial investment in the area, which, in turn, might increase visitor expenditures in the community?

When deciding what enterprises the community will seek to bring to the waterfront, it should be remembered there will have to be trade-offs between economic and other impacts. While economic impacts are measured in jobs and income (see sidebar), there are other criteria to take into consideration when assessing the overall impact of a new waterfront enterprise.

One is the elusive "quality-of-life" factor. Will the community be better off with a new waterfront enterprise that produces jobs and income, if it also produces noise, dust, and wastewater, and blocks views and physical access to the water's edge?

Another consideration is the degree to which a new enterprise supports or detracts from an existing, long accepted industry. For instance, a new boatyard might help persuade a migratory fishing fleet to use the boat harbor for its home port, or a new restaurant could anchor other retail stores not able to make it alone. On the other hand, a fabrication yard for large floating structures such as oil rigs might compete with other established industries for a limited skilled, local labor force, producing only temporary local economic benefits, while straining local services.

By reviewing and organizing waterfront economy and business survey information under this economic planning element, and using it to help frame your economic development goals, you will be on your way to circumventing many of these potential problem areas.

Land and Water Use Element

Land and water use is a central element in the waterfront plan in that it will influence the way the waterfront will be used and managed in the future.

The land and water use element is closely tied to other elements—especially economic development, recreation, public access, and circulation and parking. To a large extent, land use determines the demands placed on the streets, utilities, parks, trails, and other public services your community provides. However, economic development strategies will influence the amounts of land and water space that must be made available for industrial expansion, new commercial development, commercial navigation, and for recreation and tourism uses.

Predicting such space needs for future waterfront users is fraught with uncertainty. Anticipated waterfront industrial growth may not materialize; or, conversely, growth may exceed all expectations. Questions that might have to be answered in deciding to give one kind of land or water use a higher priority in the waterfront plan than another, include:

- Should the marketplace alone determine how scarce shoreline land is allocated among competing users?
- Do some uses have a "natural" claim to the waterfront?
- How much land should be "banked" for future industrial use?
- How much of the waterfront should be in public-sector control to provide for parks, waterfront access, commercial navigation, or recreational boating facilities?

Some communities have benefited by viewing the waterfront from a *water-to-land*, rather than a *land-to-water* perspective—seeing the waterfront for the uniqueness of the services it provides the community. This puts such services foremost in the considerations for allocating waterfront space among all the competing uses. (See Sidebar: *Water-Dependency—Some Users Need the Waterfront More Than Others.*)

For a detailed discussion of land and water uses, see *Waterfront Uses and Activities* in *Part III—Revitalization Issues, Tools and Techniques.*

Urban Design and Aesthetics Element

The pleasure that the waterfront brings residents and visitors alike stems, in part, from the fascination water holds for people and, in part, from the quality of the built environment at the water's edge.

In the inventory of *Landscape Features and Urban Design Quality*, you discovered those features that gave your waterfront its own unique built character, where its image was strongest and most memorable, and what detracted from it. In the urban design and aesthetics element, the planning team can address ways to build on the waterfront's positive image, while ameliorating the visually-offensive, disturbing, or ambiguous aspects of the district.

One controversial issue that arises under this plan element is design control. Should the community have a say about the appearance of its waterfront district? And, if so, should it insist on a preconceived design theme?

Most design professionals advise against a theme approach, seeing it as stifling design creativity and shutting off the flow of innovative, contemporary development. However, most designers would welcome design review by a responsible and accountable review board (see *Design Standards* under *Land Use Controls and Techniques* in *Part III—Revitalization Issues, Tools and Techniques*).

Whatever the position your community adopts on design control for private development, much of the character of the waterfront depends on the design of features that are clearly within the community's purview. Public buildings, streets, parks and other community infrastructure—whether built by the Public Works Department, the Parks Department, or the local Port District—are investments of public funds in the waterfront. Clear goal statements developed under this plan element can help ensure these public works enhance, rather than detract from the visual integrity of the waterfront.

Recreation Element

The waterfront is expected to provide recreation for everyone. Our health- and fitness-conscious society is demanding more space and facilities for active recreation, while

Assessing Economic Impact

There are several measures of economic impact available to help make prudent decisions about the waterfront's role in community economic development.

The most common are *economic multipliers*—called multipliers because they measure the tendency of money generated from a firm's sales to circulate in the community before "leaking" away to firms, individuals, or governments located outside the local area. In other words, the initial impact of a dollar earned in a community multiplies as it is re-spent in the community. There are three kinds of economic multipliers: output (or sales), income, and employment multipliers.

The *income multiplier* is probably the best guide for assessing the impact of a new waterfront industry in a small community. It measures the additional amount of money put into the pockets of the local population as a result of each dollar of sales generated by the new firm. For example, a firm generating $0.97 of additional community spending with each $1 of sales is more appealing than one that generates only $0.30 per dollar of sales.

Other things being equal, a business that sells its product or service outside the community has a greater economic impact than one that sells only locally. Businesses in the former category are defined as *export* or *basic activities* and generate "new" money, inducing new economic activity in the community. Businesses in the latter category are called *service* or *non-basic activities* and live on income produced elsewhere in the community.

There is good reason, then, for communities to pursue a manufacturing plant (export or basic) more vigorously than a fast food restaurant (service or non-basic).

Also, a business, either basic or non-basic, that buys its raw materials from local vendors has a greater impact than one that imports materials from outside the community—more of the firm's money stays in the community. Additionally, the more local labor employed by the business, the better it is for the community.

A complication is that some service or non-basic firms sell to out-of-town visitors and tourists, making them partly-basic industries! Tourist-serving hotels and motels, restaurants, and marinas falling into this category can be an important part of the waterfront community's economic base.

Economic impact models—usually known as input/output models—can be of help, but are rarely available for regions smaller than a county and often only exist at state-levels. Thus, the precise effect new economic activity will have on your community will likely be unknown. However, these more aggregated county or state economic models can be useful—by comparing the candidate waterfront industry multipliers reported in such documents, you may be able to gain some insight as to the effect such industries might have on your community.

Other sources of information for economic-impact analysis are:

- local economic development councils;
- local or state public port authorities;
- chambers of commerce;
- university Sea Grant and Extension Service economists, and community development specialists;
- state and federal planning and economic development agencies.

the elderly, and disabled—as well as many of the younger and perfectly healthy amongst us—value more passive waterfront pursuits. Bike and jogging trails, and launch facilities for car-top boats need to be provided for some; benches and boardwalks, and powerboat moorage for others—the list goes on and on.

The inventory items, *Waterfront Physical Access and Infrastructure*, and *Existing Human Use and Demographic Trends* will have uncovered present recreational-use patterns found on your waterfront, as well as some of its limitations for meeting present and future recreational demands. Relevant issues might include user conflicts, traffic safety and circulation problems, inadequate public shelters and restrooms, and barriers to disabled access.

Other challenges posed by the recreation element entail resolving conflicts among the various recreational user groups, and between these recreational users and waterfront industry groups.

Just as there are water-dependent economic activities, some recreational activities can be pursued only along the length of the waterfront or across it—watching marine birds from waterfront trails, or hand-launching and accessing moored boats. Volleyball, golf, and jogging and biking can take place at alternative upland sites. (See *Waterfront Parks and Public Access* under *Waterfront Uses and Activities in Part III—Revitalization Issues, Tools and Techniques.*)

Public Access Element

The public-access element needs to consider three interrelated aspects of access:

Physical access to and along the water's edge;

Visual access to the water from upland viewpoints, or through view corridors and easements between structures, can help reconnect the community to its waterfront; and

Interpretive access, through programs and signs, creates an understanding of, and appreciation for, the waterfront, its history, industries, folklore, and its natural environment and wildlife.

Seen in this broad fashion, access opportunities present themselves in unexpected ways and at unexpected places along the waterfront.

The public access element provides an opportunity for the planning team to explore ways to integrate all three kinds of access—physical, visual and interpretive—along the entire waterfront, while respecting the needs of waterfront industries for a safe and secure work place.

Access that is gained in a piecemeal fashion, as development projects are undertaken, is less likely to serve the public as well as the kind envisioned in a comprehensive public-access plan.

The inventory items, *Natural Resources and Attributes, Land and Water Use and Ownership, Building Appearance and Historical Survey, Traffic Circulation and Infrastructure,* and *Waterfront Physical Access and Infrastructure,* will provide information about your existing waterfront essential to addressing this plan element. (Also see *Public Access, Viewpoints, Historic and Cultural Resources,* and *Waterfront Interpretation,* under *Waterfront Uses and Activities in Part III—Revitalization Issues, Tools and Techniques.*)

The requirements of all waterfront visitors should be considered under the "Public Access" element of the waterfront plan. This fishing pier at Edmonds was designed to be accessible to visitors in wheelchairs.

Circulation and Parking Element

This element is closely tied to land and water use, economic development, recreation, and public access elements.

If successful, revitalization will change the kinds of waterfront use activities and the times of day people engage in them. This will shift and intensify the use of waterfront streets, trails, boardwalks and parking facilities. Furthermore, reconnecting the waterfront with the downtown

Water Dependency—Some Users Need the Waterfront More Than Others

Waterfront uses can be considered in two ways—first, by asking what their purpose or function is; and, second, by asking why they are on the waterfront.

The first question reveals the kind of businesses found on the waterfront and their economic sector: construction, manufacturing, wholesale distribution, retail trade, transportation, and business or personal services.

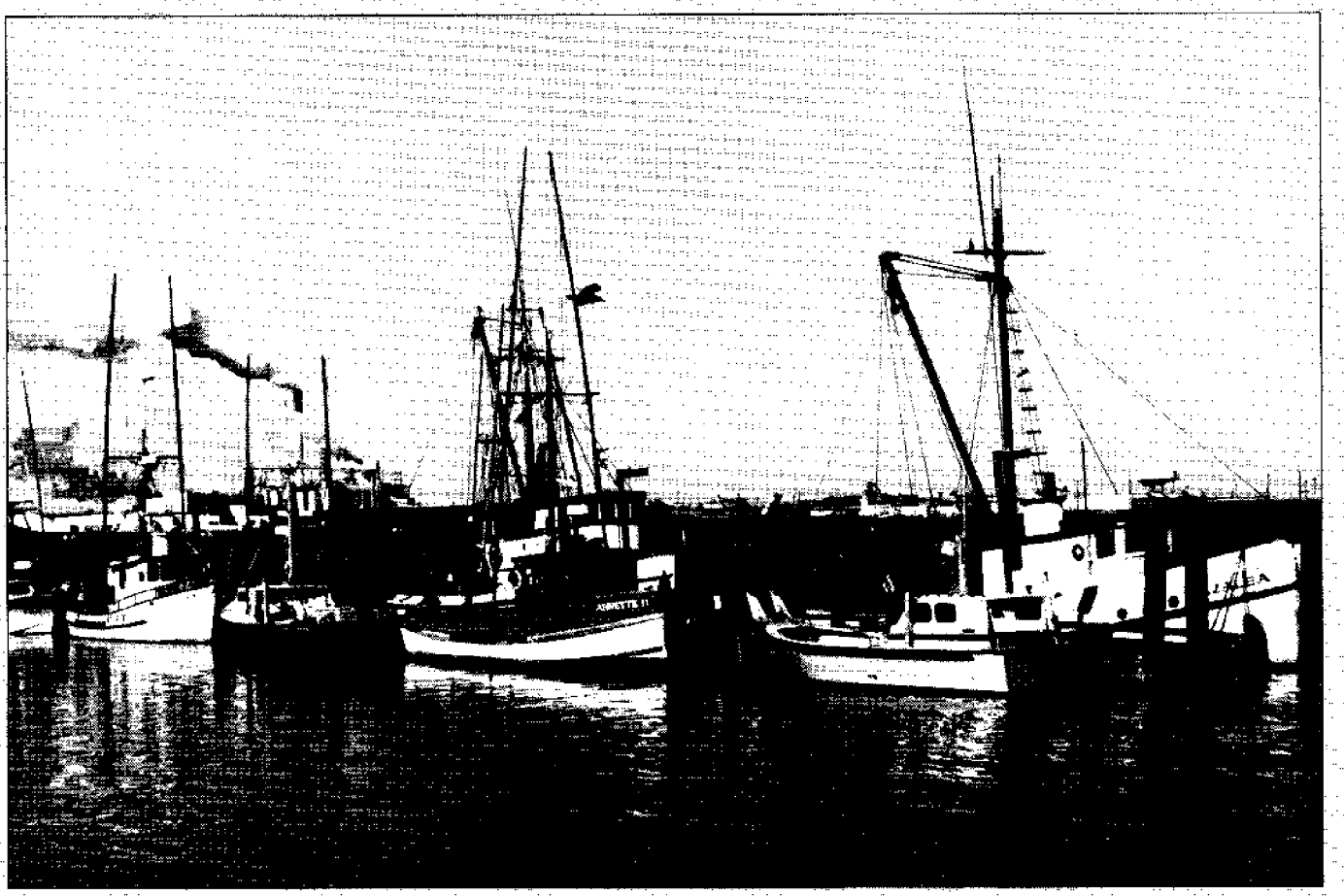
The second question deals with a business' need for access to water or its degree of water dependency—there are some businesses from each sector of the economy that are highly dependent on water access:

- Dredging and marine construction contractors
- Manufacturers that ship or receive products by water
- Ports and waterborne transportation companies
- Grain shipping terminals
- Retail boat dealers
- Yacht brokers
- Marinas and boatyards
- Oil-spill clean-up firms

Firms such as these are usually described as water-dependent, or water-related—depending upon their degree of dependence on the waterfront location. Water-dependent firms cannot survive away from the water's edge. Water-related firms gain varying degrees of cost savings by being on the waterfront, but they may be able to function on upland sites.

State coastal management programs generally give priority to water-dependent over non-water-dependent uses for shoreline sites, a policy based on the premise that waterfront land is a scarce resource. Frequently, state submerged-lands agencies will write leases with preferential rates and terms to water-dependent or water-related lessees, while assessing market rates to non-water-dependent businesses.

Agency managers admonish cities to use their waterfront lands carefully to prevent urban growth spilling over into rural shorelines where beaches, wetlands, and other natural areas are to be protected.



Retaining adequate space for water-dependent commercial and industrial uses is a priority in many small communities.

may entail forging pedestrian links across active railroad tracks, and across arterial streets that carry heavy truck traffic.

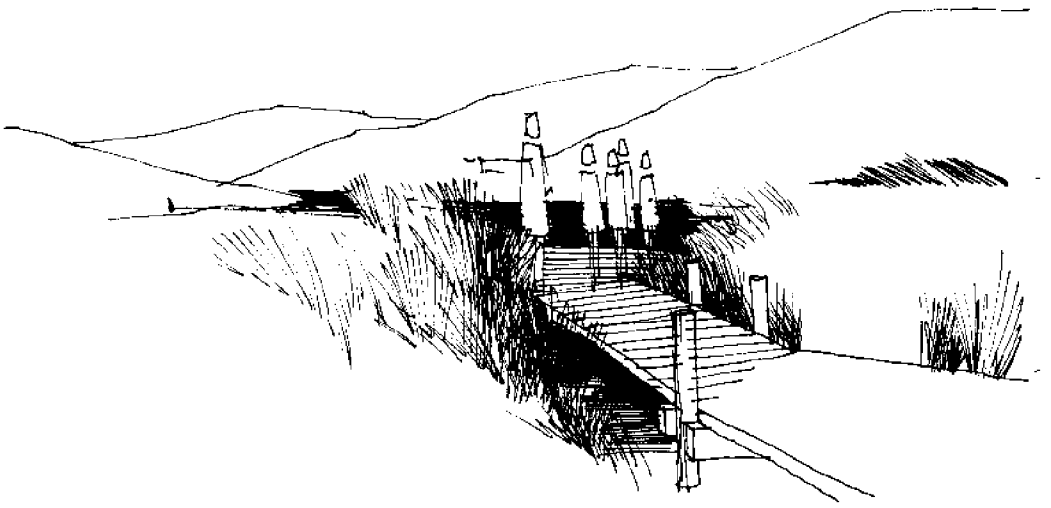
As it addresses the circulation and parking element, the planning team will need to consider the effects all this new activity could have on the "working waterfront." The new needs of waterfront shoppers, strollers, bicyclists, and boaters must be balanced against the continuing needs of fishing fleets, seafood plants, cargo docks and other waterfront industries. To remain viable, these industrial users will need continued truck access, load/unload zones, and employee and visitor parking.

The *Traffic Circulation and Infrastructure*, and *Land and Water Use and Ownership* inventory items will be helpful for understanding how existing waterfront industries and the downtown traffic patterns relate to one another. (Also see *Traffic Circulation, Parking, and Public Access*, under *Waterfront Uses and Activities*, in *Part III—Revitalization Issues, Tools and Techniques.*)

Historic and Cultural Element

Some of the oldest and architecturally richest structures in the community are likely to be found on the waterfront. Waterfront inventories will have identified these structures (*Building Appearance and Historical Survey*), their contribution to the district's urban design quality (*Landscape Features and Urban Design Quality*), and their condition (*Building Structural Soundness*). In addressing the historic and cultural element, the community will be working with property owners and historical experts to determine which structures can and should be saved, and how to ensure that they are saved.

In addition to historic buildings, there are historic vessels, places and events which present opportunities to conserve the area's maritime heritage. Historic vessels whose working lives were tied to the community can be brought back, renovated, and made a permanent part of the waterfront; and places and events can be remembered through interpretation, even though no vestige of their presence remains on the waterfront. This plan element is strongly connected, then, to the public access (interpretive) element.



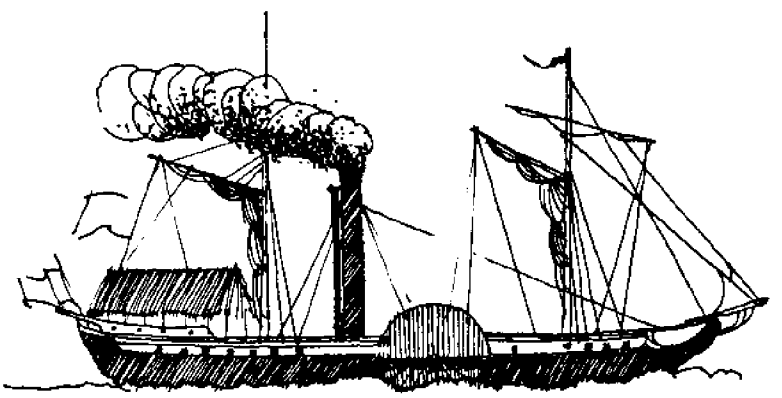
This element also presents opportunities to consider contemporary cultural aspects of waterfront revitalization. Festivals and other special events enliven the waterfront, and this is the time to explore possible themes, sites and sponsors for such events. And don't forget art and the delight, puzzlement, and even humor it can bring to the waterfront viewer—especially the child! (See *Historic and Cultural Resources, Waterfront Interpretation, Art on the Waterfront*, and *Special Events and Festivals*, under *Waterfront Uses and Activities* in *Part III—Revitalization Issues, Tools and Techniques.*)

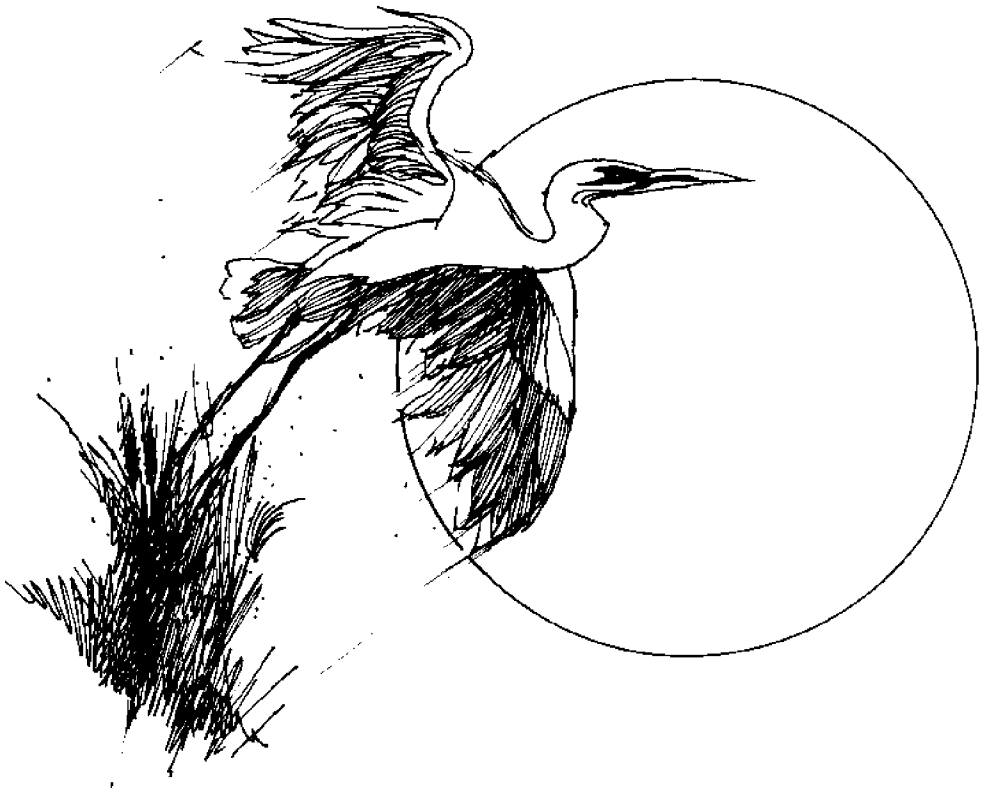
Environmental Quality Element

This plan element is placed last, not because it is less important than any of the other elements, but because it is connected to all of them. Good environmental quality enhances economic development and recreation on the waterfront—while, at the same time, certain kinds of development compromise fish and wildlife values, and detract from or destroy particularly pleasing landscape features. The inventory items *Soils, Geology and Hydrology*, and *Natural Resources and Attributes*, will have identified those features of the environment requiring special care and attention in the development of your waterfront plan.

Some of these environmental features—for example, wetlands and submerged lands—are guarded by state and federal resource agencies that you would be wise to consult before proceeding very far with the waterfront plan (see *Involving State and Federal Agencies* under *Stage One—Getting Started in Part II—Revitalizing Your Waterfront*).

Other features—special views, a wooded bluff, an old, well-loved tree—are safe only as long as there is a constituency calling for their conservation, and an element in the waterfront plan to carry it out.





Beyond safeguarding healthy environmental resources, the waterfront plan can be used to restore and enhance degraded ones. Arcata's waterfront salt marsh restoration project (see page 18) may seem like an unusually extensive undertaking for a small city, but most waterfront communities have at least one, formerly productive, habitat area which could be restored. An intertidal mudflat buried by road construction debris; a once-vegetated riverbank, now denuded and eroding; or, an abandoned industrial site leaching contaminants into the water are prime candidates for restoration. An action agenda to remove the fill, fence and revegetate the streambank, and clean up the toxic wastes, would complement development projects and win allies in agencies and environmental organizations.

Formulating Waterfront Goals and Objectives

Here is the place to declare what you want the waterfront in your community to be like. What is important about your waterfront? What should its major functions be? Whom should it serve? Miss this step and you'll never be sure what the waterfront plan has accomplished.

Clear goals and objectives serve to direct, educate, and inspire the people involved in the process, and communicate the intent of the community to interested people outside the process. They also suggest how that intent will be carried out and help identify additional information needs to support the ongoing planning process. Finally, they serve as valuable reference points and evaluation criteria as the planning team develops alternative design concepts and considers specific projects and proposals.

Restoration of Butcher Slough — part of the Marsh and Wildlife Sanctuary project in Arcata, California.

The formal process of goal setting is often shortchanged. Those in a position to make community decisions frequently assume they know what the community wants.

To a degree, this is often true, especially in small communities where informal communication networks reach into nearly every business, civic group, and household. However, this network can easily lead to miscommunication—as illustrated by the childhood game "Telephone" where, as the whispered message makes its way around the table, its content and meaning change to the point it becomes unrecognizable to the child who originated it.

The goal-setting process is a good place to involve as many local residents as possible. Community workshops or charrettes are excellent ways to get people in the community to interact, share ideas, and develop consensus. A variety of other techniques, such as media-based balloting or phone surveys, also can be used. (See *Appendix A—Citizen Involvement Techniques.*) Getting the community involved in goal setting, as in other parts of the planning process, also builds commitment and interest. The basic steps for effective goal setting follow.

Drafting a Waterfront Mission Statement

Mission statements are usually drafted to guide the behavior of organizations—corporations, institutions, agencies, for example. But they can be useful in guiding the revitalization of your community's waterfront by providing overall guidance for establishing more specific planning goals. Waterfront mission statements define the chief functions or purposes of the waterfront. An example might be:

"The waterfront should continue to serve the community by providing facilities and services for water

Examples of Waterfront Revitalization Goals

Economic Development Goals

- To protect existing water-dependent and water-related uses and provide for their expansion needs.
- To develop the downtown waterfront as a magnet for attracting tourists to the city, emphasizing maritime history and activity.
- To promote city revenue-producing development and uses to offset the cost of land acquisition, facility development, and maintenance.
- To promote private investment in restaurants, hotels and other facilities that will make the waterfront a 24-hour-a-day use area.

Land and Water Use Goals

- To encourage a land use pattern that retains the working waterfront character of the area.
- To provide for high-density, private residential use, where consistent with public recreational and water dependent industrial and commercial uses.
- To reserve water areas in the harbor for aquaculture, commercial vessel traffic, log booming, and other navigation activities.

Urban Design and Aesthetics Goals

- To maintain and reinforce the small-town, fishing village atmosphere and character.
- To open up attractive "gateway" streets leading from the downtown to the waterfront
- To make the riverfront a source of enjoyment and pride for local residents.

Recreation Goals

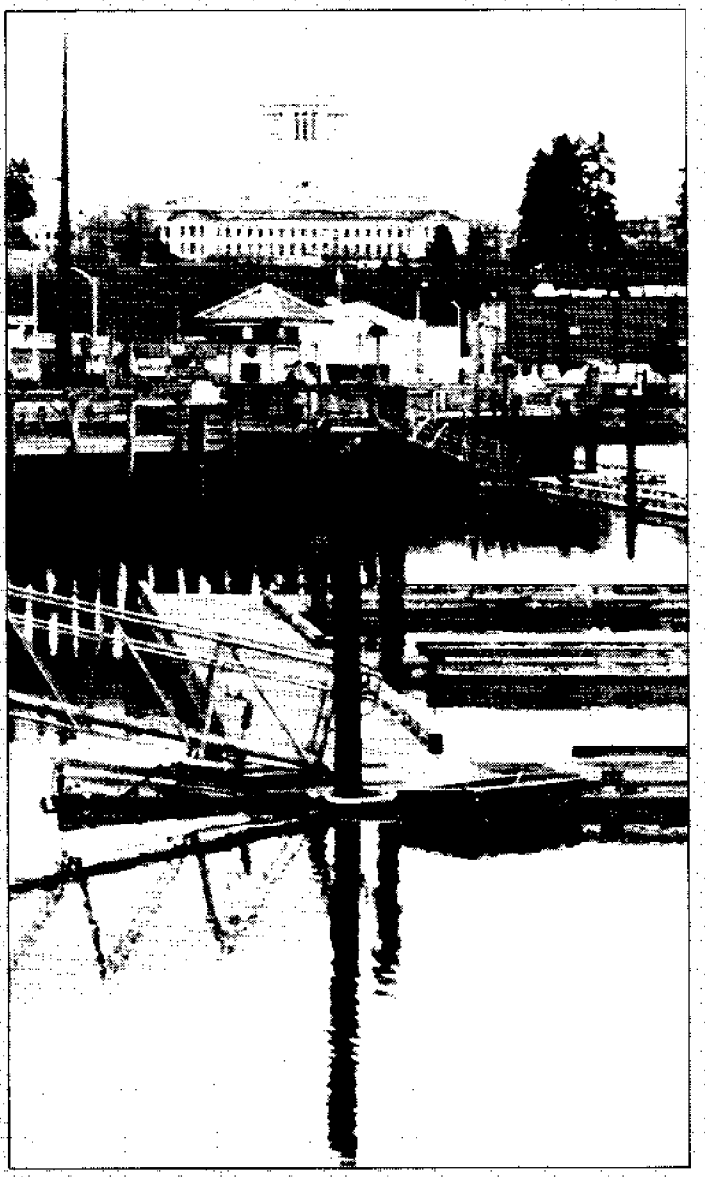
- To enhance opportunities for greater participation in water-based recreation activities such as boating, fishing, swimming, and SCUBA diving.
- To provide tranquil places along the riverfront for passive recreational pursuits, including bird-watching, photography and solitude.

Public Access Goals

- To provide access for the disabled at all public waterfront sites.
- To design spaces, facilities, and features that will attract people both day and night, on weekdays and weekends, and during all seasons of the year.
- To create public, open waterfront spaces that permit a wide range of uses rather than single-purpose uses.

Circulation and Parking Goals

- To provide a safe, efficient system of pedestrian and bicycle access and circulation that links areas along the waterfront with each other and with downtown.
- To provide new parking facilities away from the immediate waterfront area.



A long-term goal of Olympia, Washington, is to strengthen the visual linkages between the state capitol and the downtown waterfront.

Historic and Cultural Goals

- To encourage redevelopment of the area that takes advantage of its historic character.
- To preserve and enhance the value and character of places and objects of historic, cultural, and architectural significance to the community.
- To promote traditional festivals and events that bring people to the waterfront.

Environmental Quality Goals

- To restore degraded wetland remnants to productivity.
- To reduce the amount of contaminated urban run-off entering the water.
- To control shoreline erosion using vegetation and other "soft" techniques, wherever possible.

financial considerations—"order-of-magnitude" costs need to be estimated for land acquisition and public improvements, and financing strategies need to be identified.

Design is an evolving process. It could start as a "bubble diagram" sketched on the back of a napkin by a planning consultant during lunch with the chair of the waterfront planning team. It then might grow during a community design workshop or charrette through a series of overlay sketches on waterfront base maps. Finally, it may end up as a printed document containing detailed, almost architectural-quality drawings of the waterfront, supported by descriptive text.

Allocating Waterfront Space

During the early stages of the design process, alternative schemes are not detailed enough to show exactly what buildings and outdoor spaces will look like, what the content of interpretive signs will be, or where a specific viewing tower will be located. However, they do begin the process of allocating waterfront space among the various land and water uses and activities envisioned (see sidebar: "Matching Uses With Sites").

For example, industrial expansion could occur between the port docks and the main highway, and recreational moorage might be located adjacent to new commercial development, allowing shared parking. An opportunity for visual access to maritime industrial activity might exist here. . . here . . . and over there.

Matching Uses With Sites

Here's one approach to locating land and water uses.

First, use information gleaned from the waterfront inventories to describe the character of each section of the waterfront—water depth, accessibility, existing use, geological hazards, et cetera.

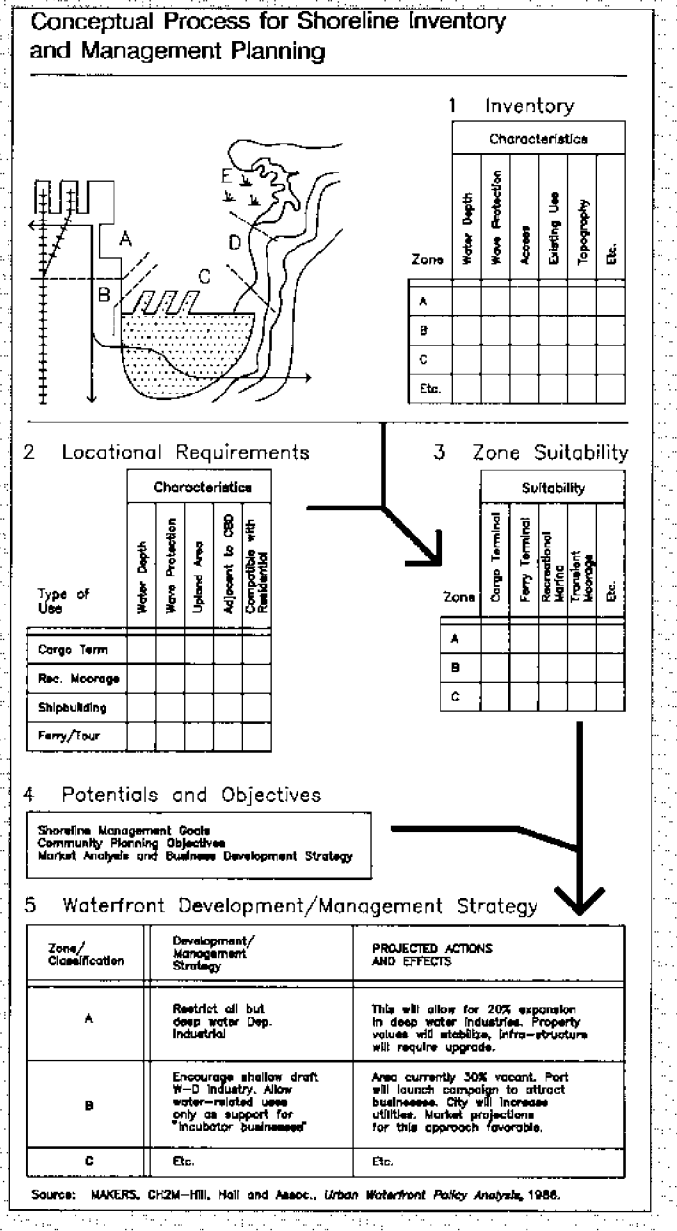
At the same time, the needs of various land- and water-use activities are spelled out—minimum draft at low water, wave protection, proximity to the downtown, compatibility or incompatibility with other land uses.

Then bring these two areas of information together to define the type of activity suitable for each segment of the waterfront, using terms such as "highly suitable," "moderately suitable," or "unsuitable."

Finally, using this new information, examine the community's written goals and objectives and give them geographic meaning.

For example, a goal to expand fishing boat services—and its objective, the construction of 25 new moorage slips—can be accommodated on the site between the existing seafood processing plant and the port's commercial boat haven, since the water depths and currents, bank conditions, and upland site configuration are "highly suitable" for small craft moorage.

This sort of process, especially when given credibility by active involvement of citizens and agencies, is productive and leads toward decisions that can be implemented.



But other factors need to be considered before inking-in any candidate access site—the need for restricted truck access to the dock; pedestrian safety; links to a downtown park; or, perhaps, the colorful history of a particular marine enterprise.

Making Drawings of Design Alternatives

As the old saying goes, "a picture is worth a thousand words." Without drawings, citizens and elected officials have difficulty translating waterfront maps and plans into the three-dimensional buildings and spaces envisioned in the plan.

However, with the help of local artists, students, and design consultants, drawings can be made to bring these design alternatives to life. "Before and after" scenes can be particularly effective in communicating the impact of improved streetscapes. The cumulative effect of planting new trees, installing street furniture, sprucing up storefronts, removing offensive, out-of-scale signs, and opening up views of the water at street ends can be a source of amazement for the viewer.

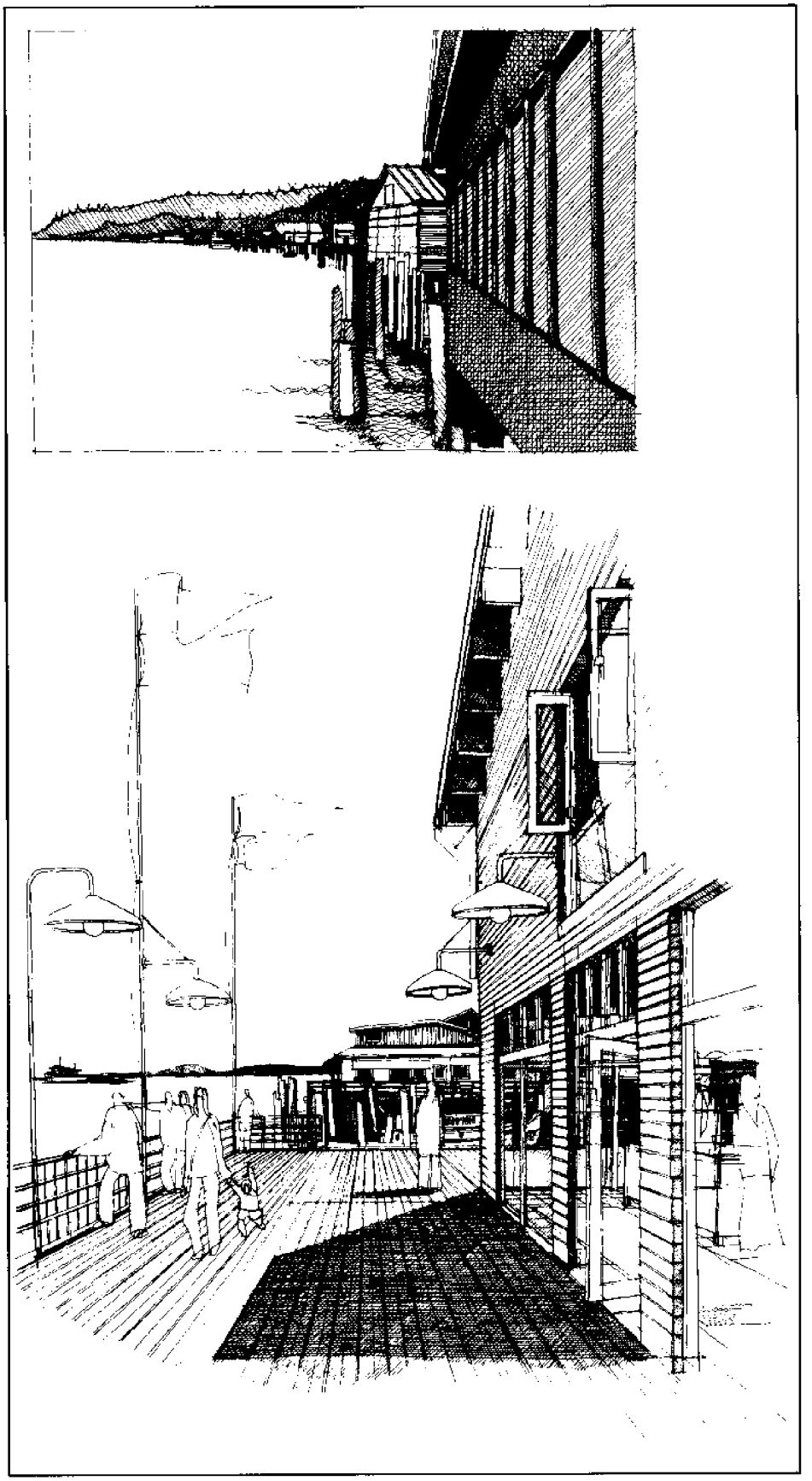
When tied to cost estimates and other information, these drawings can be used to inform the community during public meetings, and help elected officials make choices and adopt the final waterfront plan.

Involving the Community in the Design Process

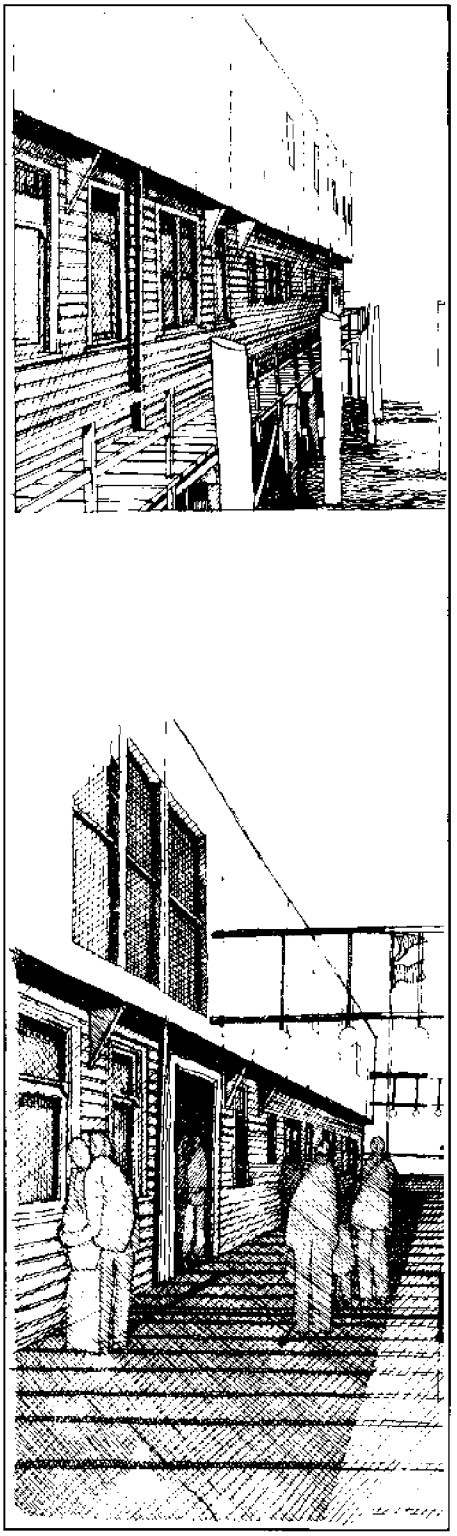
The complexity of developing design schemes that reflect waterfront goals and objectives need not intimidate the community. A vital role for the planning team is to provide
the technical support and informal education necessary to encourage the public to participate in crafting design concepts for their waterfront.

Here—in a storefront; in a meeting hall; or outdoors, if weather permits—a broad range of citizens' ideas can be tested during community design workshops or charrettes.

Mapped inventories of waterfront site conditions, traffic flows, land ownership patterns, special ecological



Before and after drawings effectively communicate design alternatives.



Before and after drawings effectively communicate design alternatives.

resources, and so forth, can be displayed for reference purposes; and, perhaps working in small groups at different tables, citizens can be helped to sketch their ideas. The consultant can then take the information drawn from such citizen involvement and work with city staff or a citizens advisory committee on a set of alternative designs to be presented at subsequent public meetings.

Making Cost Estimates

Voters are like bankers—neither like financial surprises. Therefore, it is critically important to make as accurate a waterfront-project cost estimate as possible before asking officials to adopt a final plan and commit to its funding. This cost estimate process should begin during the development of alternative design schemes and be refined as design synthesis proceeds, as cost alone may rule out some design approaches.

Estimating costs could be an element in the consultant's design contract or could be performed by staff in the city's public works or engineering departments.

The problems and conditions peculiar to urban waterfronts—such as unstable or unconsolidated soils, potential toxic contaminants, flooding, and environmentally sensitive areas—demand that experienced professionals scrutinize cost estimates before they are presented to the public and their elected officials. If the local port district retains an engineer on its staff, that person might be ideally qualified to review cost estimates for any marine construction components of the plan alternatives.

Project costs are comprised of three components, each of which is discussed below—land acquisition costs, construction costs, and operations and maintenance expenses over the life of the project.

Land Acquisition Costs

If the city or port already owns the land, this item will not apply. Otherwise, ownership rights sufficient for the purpose of the project will need to be acquired. A variety of techniques for land acquisition are discussed in *Part III—Revitalization Issues, Tools and Techniques*, under *Land Acquisition*. Submerged-land lease fees and similar expenses should be included as operations and maintenance expenses.

Construction Costs

Waterfront construction costs vary, but are usually higher than costs for land-based construction. This is due primarily to the environment—water, currents, waves, ice, salt in coastal areas, and wood-boring pests. Construction costs that may be encountered in a public waterfront project are listed in *Figure 4* and include landscaping, construction of new buildings and piers, alteration of existing structures which are to be partly demolished and partly renovated, dredging of channels and turning basins, construction of breakwaters, and design fees.

Operations and Maintenance Costs

Improving the waterfront for public use will add costs to the city's parks and recreation, police and public works departments. There will be more sidewalks to clean, trees and shrubs to spray and prune, street furniture and public restrooms to maintain, and the damage of vandalism to repair; and festivals and other waterfront events will require police personnel for traffic and crowd control.

As a consequence, city budgets will need to be adjusted to ensure these services are provided. If waterfront activity spawns new businesses and increases sales in those in the immediately-adjacent downtown area, property assessments and tax receipts may increase enough to defray the added costs of public services. However, there is likely to be a lag of several years before tax receipts catch up with expenses and, in the meantime, monies must be found to pay the operation and maintenance bills.

Identifying Funding Sources

Funding sources and methods need to be addressed, at least in a preliminary fashion, at the design alternatives stage.

- Who will pay for the improvements being suggested?
- Where can the community turn for construction loans?
- Planning grants?
- Land acquisition monies?
- How much local bonded indebtedness might the voters reasonably be expected to authorize for waterfront needs versus other compelling local capital needs?
- Can the local port district share in the costs of contemplated marine improvements such as a boat launch, a visiting vessel moorage, or a waterfront landing?

Answers to these and similar questions are important considerations in the next step, design evaluation and synthesis.

Design Evaluation and Synthesis

If each of your community's waterfront goals and objectives is tied to a measurable criterion of success—such as length of bike and pedestrian trails, square feet of retail space, number of historically significant structures preserved, and percentage of downtown shoreline accessible to the public—the design components addressing them can receive an objective and comparable assessment in each alternative scheme. This process requires active, involved community participation.

An important advantage gained from such a rigorous public evaluation of alternative design schemes is a political one—if the components of each alternative design scheme received an objective "score," elected officials can point to their decision-process record and more easily defend their choice of a final waterfront plan.

As the community reviews the alternatives, the best features of each are identified and cost-estimate comparisons made. For example, while one design scheme may not give the fishing community as much waterfront space as was wanted, it contains less commercial development encroaching on their waterfront "turf," and costs less than another alternative. In another situation, the local historical society representatives like a scheme that preserves an historic boat landing, but they are also drawn to another scheme that proposes an interpretive historical trail from the old downtown to the marina.

Synthesizing Design Schemes

Proponents from each interest group gradually begin to realize they must each give up a little in order to get most of what they want. Trade-offs occur—land use patterns are adjusted; a street is widened here; a public accessway extended there; commercial fishing boat moorage is included in the new marina; and, to make way for more open space, commercial development is more densely concentrated in a smaller

Figure 4

Waterfront Construction Costs Checklist

Demolition, Site Clearing, and Site Improvements

___ demolition of dilapidated structures
___ removal of dilapidated pilings
___ removal and disposal of contaminated soils
___ new pilings and decking (over-water development, boardwalks)
___ new shoreline bulkhead
___ outdoor lighting fixtures
___ street furniture
___ signs
___ utilities
___ landscaping and paving

Building Construction

___ building foundations
___ building core and shell
___ repairs to existing structures
___ finishing and fixtures

Small Craft Harbor or Docking Facilities Costs

___ dredging of the marina basin and navigation channel
___ breakwaters
___ floating docks and piers
___ pilings
___ on-dock utilities
___ boat sewage holding tank facilities
___ fuel dock
___ boat launch ramp
___ navigation aids, buoys

Other Costs

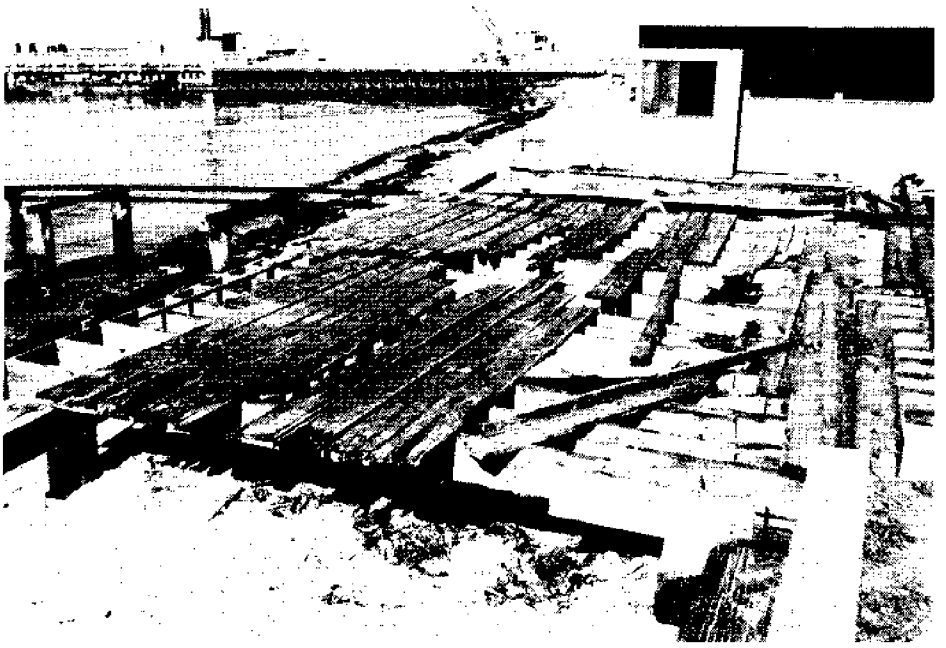
___ design fees (architecture, landscape architecture, engineering, soils surveys, et cetera)
___ taxes, legal, insurance
___ permits, testing, environmental impact statement
___ environmental mitigation for dredging and filling wetlands, or subtidal marine habitat
___ Development contingency (usually 10 percent of construction costs)

area. From this synthesis process, a new design scheme emerges that combines the best features of each alternative, while eliminating the weaknesses. This composite design, together with revised cost estimates, becomes the design scheme folded in to the final plan.

What to do about Unresolved Issues

Almost surely, there will be controversial issues identified in the design process that cannot be resolved. Areas of contention will remain—an historic building's fate remains uncertain because of absentee-ownership problems; a marina's expansion plans run afoul of conservationist concerns for an intertidal habitat area; or the port's plan for expanding a cargo dock precludes continuation of a waterfront bike path.

Debate over alternative design schemes will help focus and narrow the range of disagreement over such contentious issues. Terms will be defined, positions aired, hidden agendas exposed, and fact separated from opinion. Finally, even if a compromise is not reached before design alternatives are presented to the public, the ground for resolution of the issue at a later time may have been laid.



A working boatyard and derelict wood structure block completion of a public access walkway along Olympic Beach in Edmonds, Washington. Such problems must await a change in use or ownership before being resolved.

Adopting the Plan

The final step in this stage of revitalizing the community's waterfront is the formal adoption of the waterfront plan, including the final design synthesis, by the community's elected governing body.

In many states, an Environmental Impact Statement (EIS) or report may be required before such an action can be taken, and public hearings on the adequacy of the EIS would have to be held prior to plan adoption. The intent of such environmental impact legislation is to open governmental decisions affecting the environment to public scrutiny. However, EIS hearings are no substitute for a consciously designed and implemented public involvement program, and may instead serve to galvanize public opposition where its involvement has not actively been sought.

Local government's adoption of the waterfront plan may not guarantee successful revitalization of the community's waterfront, but it will make easier the zoning changes and other formal land-use decisions elected officials must make to implement the plan.

For the many citizens and business leaders who have volunteered their time to develop the waterfront plan, formal adoption is an important milepost—they can celebrate their success and gear up for the next phase—plan implementation.

Some Conflicts Don't Get Resolved Right Away

During the late 1970's, while planning for the future use of the Port Angeles waterfront, agreement was achieved over virtually all land and water areas except one key parcel—the use of which remained unresolved long after the city adopted its waterfront revitalization plan.

This parcel, located between the port docks and the downtown waterfront, was the dividing line between the respective territories of the Port of Port Angeles and its industrial tenants, and that of the City of Port Angeles and its downtown merchants. Each alliance saw the vacant land parcels as a logical location for its own economic development and expansion. In the plan finally adopted, an "in transition" zone was agreed upon, with future uses to be decided on a case-by-case basis.

In 1989—more than 10 years later—the issue has been resolved in another round of harborfront planning, and the port and city have agreed on the commercial use of the site.

Stage 4

Implementing the Waterfront Plan

Many a waterfront redevelopment plan lies gathering dust on the library shelves of municipal planning departments. Dusted off years later, these reports will yield nuggets of ideas, and people will ask, "Why didn't anything come of these plans? What went wrong?"

Sometimes—even when there is strong, vocal support for the plan—other pressing priorities have first claim on scarce municipal funds, or there is a change of city leadership and officials either oppose or do not enthusiastically support the waterfront plan's agenda.

In one Washington community where waterfront improvements were tied to a major parks bond issue that included many non-waterfront amenities, the whole measure went down to defeat despite support for its waterfront components.

More often the plan is seen as too grandiose, too expensive, and out-of-scale with the community's self-image. The public, having been insufficiently involved during conceptual design, is caught by surprise and votes "No!" on a bond issue.

Another possibility is that when the first major project is proposed, state or federal resource agency reviewers insist on further planning studies before they will approve permits for construction. Given the number of agencies with some kind of jurisdiction on the waterfront, several more years can elapse before planning study findings are approved.

While there are no guarantees, certain steps can be taken to minimize the risk of inaction. These steps are summarized below and are amplified in subsequent sections.

- **Managing the Waterfront Revitalization Process:** Form a waterfront revitalization management team comprised of working representatives from all the project sponsors, as well as community members-at-large.

Hold regularly scheduled, open, public meetings, and make regular progress reports to the city governing body.

- **Implementing Land Use Controls and Incentives:** Implement land-use controls that allow, not stifle, appropriate private development on the waterfront, and protect existing marine industries from "gentrification."

Develop design standards and implement a design-review procedure to ensure that future development conforms to and enhances the community's authentic visual image.

Protect historic structures and sites on the waterfront by creating special districts, by nominating historic buildings and vessels for National Historic Register status, and by helping owners find funding sources for renovation projects.

- **Acquiring Necessary Parcels of Waterfront Land:** Assemble the parcels of land needed to implement the plan, choosing the least-cost acquisition techniques that will best accomplish the objectives.
- **Phasing Waterfront Redevelopment:** Because waterfront redevelopment tends to occur in phases or stages, it is important to break up the overall plan into smaller, more easily implemented projects. In small communities (and large) it is rare for all the necessary factors—financing, land and building availability, and permits—to come together at the same time. Smaller, stand-alone projects have the best chance of actually being constructed.
- **Identifying Project Sponsors and Funding Sources:** For each project, have a sponsoring entity agree to champion the effort—the city parks or public works department to improve a critical pedestrian accessway, or the local port district to build and operate a visiting-boat landing.

Similarly, identify a primary and backup funding source and a key individual in the city (or other sponsoring entity) to track those sources for funding availability information, applicant eligibility requirements, funding application deadlines, and likely amounts of money available.

• **Marketing the Waterfront Plan:** Market the approved waterfront plan to local business, civic, and professional organizations; to foundations that have invested in the local area in other ways; and to state and federal agencies with programs providing funds or technical assistance to help implement projects.

Managing Waterfront Revitalization

During plan implementation, it is important to sustain the enthusiasm and community involvement that was so important during the development and adoption of the waterfront plan.

One way to help achieve this is to create a management team—similar to the planning team organized to develop the plan—for waterfront revitalization. The team's membership will vary from community-to-community, but candidate members might include the following.

From the Public Sector:

- city planning, or public works director,
- city parks director,
- local port district manager, and
- local economic development agency director.

From the Private Sector:

- representatives of traditional waterfront industries (fisher, seafood processor, boatyard operator, tugboat operator, and lumber mill manager),
- recreational boating (marina owner, yacht broker, boat dealer, chandler, et cetera),
- key waterfront property owners,
- local historical societies,
- any environmental or good government groups that were involved during the planning phase, and
- a local banker (or other financial expert) and real-estate market expert to keep the team grounded in local economic reality.

The team might be staffed by someone from the mayor's office, or the mayor could chair the committee. It would be the team's overall responsibility to coordinate implementation of the waterfront plan and to make recommendations for amending the plan when proposed projects became unworkable.

Implementing Land-use Controls and Incentives

Land-use regulation is more often designed to prevent inappropriate development than to encourage the desirable kind. However, as a community seeks to implement its vision for the waterfront, the need for regulations is an important consideration.

Preventing residential development in an active industrial port area could save the industries working there a lot of problems in the future.

Restricting the height of structures at the water's edge to preserve views and requiring dedicated public access along the shore could enhance property values on upland as well as waterfront sites in the vicinity.

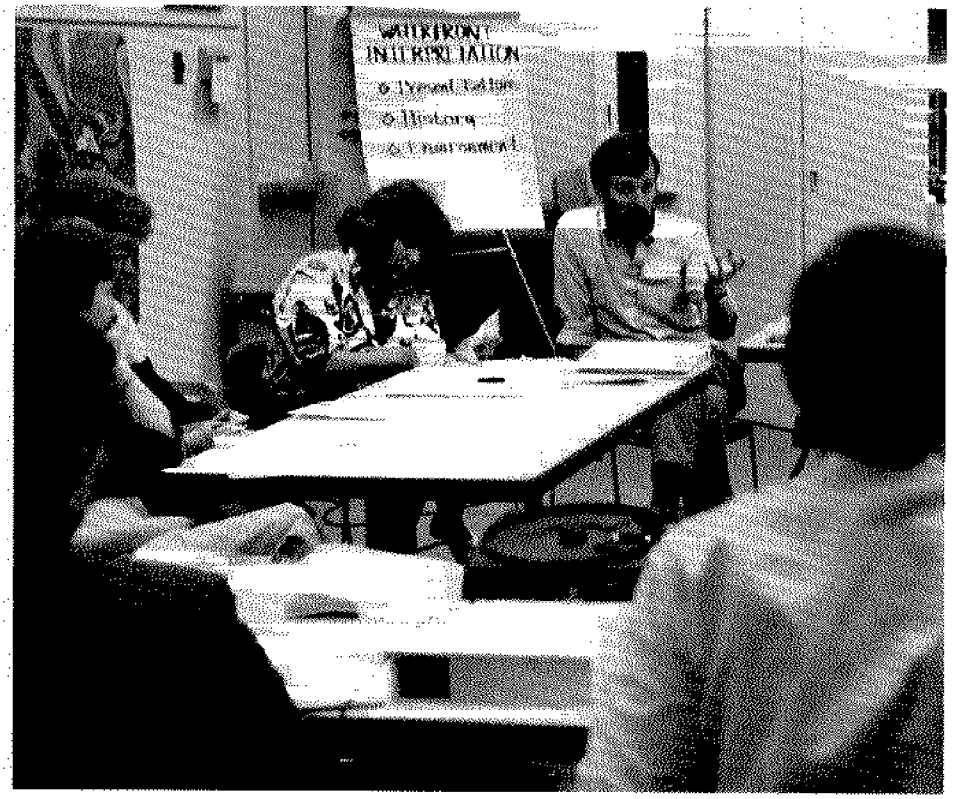
Also, the resulting increases in property tax receipts could pay for part of the "front-end" public access improvements—either after-the-fact or in advance of it, through a formal tax increment financing district.

A variety of tools are available to local governments for controlling land use and development along the waterfront. These are discussed in detail in *Part III: Revitalization Issues, Tools and Techniques* under *Land Use and Development Control and Incentives*.

Acquiring Necessary Parcels of Waterfront Land

There are several reasons a city might want to acquire or control waterfront lands.

- Land may be needed to develop public facilities, such as a waterfront park or parking areas adjacent to the waterfront.
- The city may want to control private development or provide incentives to developers by assembling parcels and doing some site preparation.
- Acquisition may be necessary to overcome barriers to revitalization, such as incompatibility of community and property-owner goals.



Local governments have at their disposal a number of land acquisition techniques. The primary one—fee-simple acquisition—is usually the most expensive. However, in some cases, front-end expense may be recouped later through leases to private tenants or through resale.

However, sometimes less-than-fee-simple interest is all that is needed to accomplish an objective. For example, if access across property is needed, the least expensive alternative might be to purchase a conservation easement that specifies that right.

The key question for local government is, "Of the rights associated with ownership of real property, which ones are needed to achieve our goals?" *Part III—Revitalization Issues, Tools and Techniques;* under *Land Acquisition* helps answer this question.

Phasing Waterfront Redevelopment

Building that first successful waterfront project may mean choosing a small, easily-financed improvement over a more ambitious, dramatic, and costly one. For example, state funds for constructing boat ramps may be readily available, while those for waterfront trails are fully committed. If the construction plan calls for both types of facilities, it might be well to phase them and take advantage of available funds.

Phasing access improvements to coincide with private development also can result in substantial savings. If, in the foreseeable future, private commercial development is expected adjacent to a waterfront section presently inaccessible to the public, requiring access as a development permit condition becomes feasible. Gaining access now on the same site might entail purchasing an access easement across the property.

Continually reassess project priorities—a need may arise that demands immediate attention to prevent the delay of other public improvement actions. For example, a restorable, but unoccupied, waterfront structure deteriorates rapidly, as Skamokawa learned when the net-rack building had to be demolished. If money had been available, and the owner had been willing to conduct repairs, that significant structure would still be there today.

Identifying Project Sponsors, Funding Sources, and Techniques

A waterfront project gets built because, in the case of the public sector, someone has been given the authority, funds, and instructions to build it. In the private sector, an investor has a business opportunity, the necessary land, and the financing, and is willing to take the investment risk involved in the project.

The likelihood of the construction of a public project can be enhanced by identifying, empowering, and providing funds to the project sponsor as early as possible.

In the case of a private project, development action can be enhanced several ways.

- **First,** you can involve waterfront property owners and development interests from the beginning of the planning process.
- **Second,** you can ensure the necessary public improvements proceed along with, or ahead of, the private development schedules—sidewalks or boardwalks are constructed, trees are planted, and utility lines are in place.
- **Third,** when the private project is considered essential for the success of a revitalized waterfront but is judged too risky by its private sponsor, the public sector might share in the project's risks (and rewards).

Finding funding sources for waterfront projects requires some skills, but mostly persistence. The skills—identifying funding agencies and foundations, and writing grants—can be learned. Municipal librarians and the staffs of state planning assistance agencies and planning associations can provide bibliographic and technical assistance and training programs.

Tracking the changing availability of funds and criteria for eligible projects warrants the attention of a key individual on the community waterfront revitalization management team. That individual should keep all the project sponsors apprised of new or changing funding situations affecting their projects.

Marketing the Waterfront Plan

If the waterfront plan is to be implemented, the management team needs to take on another vital task—marketing. Selling the plan to the private development sector is particularly crucial if new economic activity on the waterfront is planned.

A slide show created as part of the waterfront plan can be effective for a team member giving a lunch talk to the local Kiwanis, Propeller Club, or Chamber of Commerce. Landowners and real estate developers, bankers, architects, engineers and other professionals whose support is crucial to the waterfront plan will be members of these civic organizations.

Opportunities to show the community's plans to the staff of public agencies also should not be overlooked—personnel in coastal management, outdoor recreation, state lands, and other agencies can be helpful in locating funding sources, pointing out regulatory pitfalls, or suggesting alternative approaches to environmental problems.

Stage 5

Revisiting the Waterfront Plan. . . The Ongoing Process

The waterfront plan and its detailed design scheme reflect the community's vision for the future of its urban shoreline. That vision is based upon the best information available to the planning team at the time, and upon the team's best efforts to use the information to predict future trends affecting development on the waterfront. However, rarely do events and opportunities conform closely to predictions!

Interest rates rise and fall; waterfront property changes hands; new fishing fleets start to crowd the port's docks; the railroad that was operational now is abandoned; the old cannery scheduled for rehabilitation is determined to be structurally unsound and will need to be removed; a major industrial employer closes its doors. Perhaps a local politician fails to get re-elected and the waterfront plan goes to the back burner, displaced by another issue of immediate civic concern. Any one of these events can affect the implementation of the waterfront plan and necessitate either plan revisions or changes in the pace or phasing of planned public improvements.

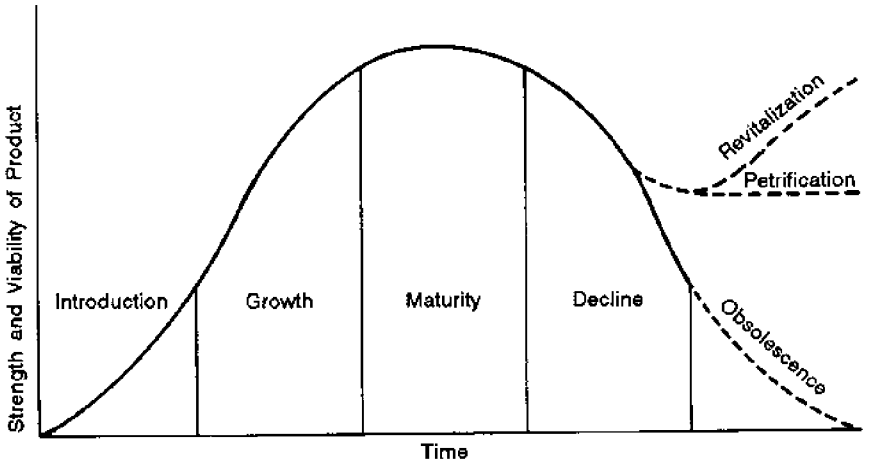
Some of the events affecting the waterfront are the result of purely local decisions, but many are not. There are long-run shifts in global, national, and regional economic forces affecting waterfront industries, resulting in waterfront communities going through definable historic epochs.

At any point in time, the waterfront, together with its associated infrastructure, services a particular set of activities that tend to experience long-run stability—break-bulk transportation and heavy waterfront industry, fishing fleet moorage, and fish processing for example. But these activities can be disrupted by forces beyond the control of the local community, such as changes in the scale and technology of ocean shipping brought about by the containerization of cargo, or passage of new laws affecting fisheries conservation and management. Local cities and ports can do little, if anything, to prevent these changes. Instead, they are forced to adapt to them and to innovate.

In an article in a 1986 issue of the Coastal Management Journal (see *Appendix C—References and Resources*), Sarah Richardson suggests the notion of a "product life cycle" could be applied to waterfronts as they enter the transition from one epoch to the next. (See *Figure 5)* The "product" produced by the waterfront and its infrastructure is no longer in demand, so the product must change, or the enterprise supplying it must die. Communities, like businesses, need to think like entrepreneurs if they are to survive such changes and find new niches for their waterfronts.

The majority of the communities we visited in this guide have taken,

Figure 5
Stages of the Classical Product Life Cycle



on faith, the idea that the next "product" being produced by their waterfronts will be recreation and tourism. In most cases, there is clear evidence they are right. Tourism indicators, demographics and observable behavior attest to the popularity of waterfronts on the part of out-of-town visitors.

However, there are no guarantees that, over the long run, tourism will remain the central product of the revitalized waterfront—any more than did riverfront passenger ferries early in the century, or break-bulk cargoes until 25 years ago. Highways and bridges assured the demise of the former, containers the latter.

There are some strategies a community can use to minimize the risk of being overwhelmed by events beyond their control and to keep plan implementation on track:

- Develop and nurture an in-formation network. Keep track of trends in areas important to your waterfront economy. For example, tourism numbers and demo-graphics, port and marine industry markets, and activity in competing centers.
- Regularly review plan assumptions. Economic, demographic, and other trends could diverge from those assumed in the plan.
- Propose and evaluate necessary plan changes. Averting a major roadblock, or taking advantage of an unforeseen opportunity may dictate a plan change, but consider the effect these changes will have on the community's overall goals and objectives.
- Evaluate and reassess the community's goals and objectives. Changes in the external social and economic environments may have made some of them unattainable.
- Communicate your findings to elected officials. Reassessments of the waterfront plan, the assumptions it rests on, and the goals it supports need a public airing.

Part III

Revitalization Issues, Tools, and Techniques

This part of the guidebook provides detailed information on several important waterfront revitalization topics.

Waterfront Uses and Activities discusses information that will be especially useful as you debate and decide how to allocate scarce waterfront space among competing uses:

- the range of uses and activities found along the waterfront—industrial, commercial, residential, parks, and recreation; and
- the issues generated when uses overlap, compete for limited shoreline, and adversely affect one another.

Land Use Controls and Incentives gives details on a number of techniques communities can use to direct development in ways consistent with waterfront goals and plans:

- zoning,
- overlay districts,
- development incentives, and
- design standards.

Land Acquisition describes the tools available to local governments for land acquisition:

- Fee-simple acquisition through outright purchase, gift, or condemnation is covered,
- information on leasing or selling back to private developers, and
- ways to acquire cheaper, less-than-fee-simple interest in waterfront property.

Financing Waterfront Revitalization gives information about:

- how to finance planning and design studies through a variety of government programs, and
- how to finance actual redevelopment projects, using public monies, public-private joint ventures, and traditional commercial techniques.

Choosing and Using Consultants

- suggests reasons for hiring a consultant,
- describes the preparation needed,
- tells how to locate qualified consultants,
- outlines several alternative selection procedures, and
- gives tips for developing a good working relationship between the community and the consultant.

Obtaining Waterfront Development Permits is a primer on the Federal Section 10/404 permit process administered by the Corps of Engineers, often the most difficult hurdle for waterfront projects to overcome. Topics covered include:

- the agencies involved and their interests,
- a community planning scheme for getting permits, and
- information on how permits are processed.

Waterfront Uses and Activities

The information presented in this section will help the planning team address many of the plan elements discussed in *Part II—Revitalizing Your Waterfront* under *Stage Three—Developing the Waterfront Plan*. It will help the community answer such questions as:

- What sorts of activities are suitable for our waterfronts?
- Which uses mix well together?
- Which need separating from each other?
- Can public access work on the working waterfront?

We also present some of the experience—good and bad—the case study communities have gained in recent years as new uses and activities displaced old ones on their waterfronts. As you read this section you will see the unintended, as well as the intended, consequences of planning choices made by peer communities.

Industrial Uses

The dependence of industries on a waterfront location has changed over the years as new manufacturing and transportation technologies occur; where the supply of raw materials, such as logs, has shifted away from navigable waters; or where waste-disposal regulations no longer permit untreated discharge into water bodies.

As a consequence, many lumber mills, petroleum products storage and distribution facilities, and some fish processing plants have abandoned their urban shoreline sites and moved inland. In many smaller communities, it was this industrial

Water dependent uses remain important in many cities.

abandonment of the shoreline that resulted in vacant or underutilized sites and, hence, downtown waterfront redevelopment opportunities.

However, exceptions to general trends abound, and many viable manufacturing and wholesaling industries remain on the shoreline; their need for access to navigable water, highways and, in some cases, rail lines should be taken into account as the community considers alternative designs for waterfront improvements. Often these industries lease land from port districts, and, even when they don't, port officials frequently champion their interests during debate over the future of the downtown waterfront.

There are other good reasons to consider carefully the needs of waterfront industries.

First, they form an important underpinning to the local economy because they usually export their products and services beyond the immediate community.

Second, they often buy labor, services, and significant quantities of materials—including fish, logs, and sand and gravel—locally, leading to strong economic ripple effects inside the local community.

Third, such firms' pasts are frequently interwoven into the history and culture of the community.

And, finally, they are intrinsically interesting activities to the visitor, and therefore candidates for interpretive tours and signs, or passive observation from on- or off-site viewpoints.

The industrial element of a waterfront plan can include a number of goals to:

- identify existing zones of waterfront industrial activity and, if appropriate, areas for its expansion;
- depict the flow of materials and goods to-and-from the sites—by land, rail, or water—and suggest alternative routes that avoid conflict with pedestrian, bike, and recreational-boat traffic;
- suggest buffer areas to screen walkways and new development from industrial eyesores;

Gentrification Along the Working Waterfront

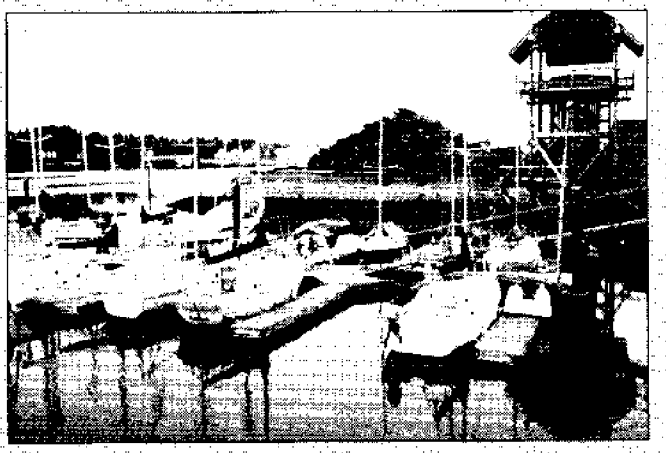
Olympia's Percival Landing, the city's visiting moorage and waterfront boardwalk, is an unqualified suc-cess in attracting the public to the downtown waterfront.

Private entrepreneurs have begun to capitalize on the popularity of the area, too. For example, new restaurants, marinas, and offices have been built adjacent to the public walkways. A private, mixed-use office building, with condominium apartments on the top floor is now under construction; and a city proposal for a pedestrian and bike trail linking Percival Landing with East Bay Marina is waiting in the wings.

These projects have fanned a long-smoldering controversy between the city and the Port of Olympia. Because the port property sits at the north end of a peninsula which, to the south, abuts downtown, all port rail and truck traffic must traverse a narrow corridor on its way to the log yards and docks. Thus, port officials fear the very survival of the port as a cargo-handling and industrial development agency is threatened by this gentrification of the peninsula.

A transportation-corridor study, funded jointly by the city and the port, is underway, and, according to Olympia's long-range planner Pete Swensson, should result in practical solutions to the conflict.

The port worries, too, that once a residential community locates on the peninsula, neighborhood pressures on the port will increase, jeopardizing its ability to function in a highly competitive cargo-shipping environment. Already, a well-organized neighborhood group with homes overlooking the port, has succeeded in limiting filling for further industrial development along the West Bay shoreline. This area, historically home to lumber and other wood-products firms, is an area the port has eyed for future expansion. At a minimum, the port would like to see a land use buffer between any residential development and port industrial areas.



Industrial, commercial, and recreational uses are crowded together on the Olympia, Washington, waterfront.

Ironically, the port is, in part, a victim of its own investments in leisure-serving facilities. East Bay Marina is a pleasure craft project constructed by the port in the early 1980's; and in 1985, the port paid for constructing a popular observation tower at the north end of Percival Landing, where visitors can watch ships being loaded at the port's general cargo terminal. It was almost inevitable that a constituency would develop in the city to link the two attractions with trails. Additionally, ground has been broken for an Olympic Academy on port property near the Marina. This facility will provide training for Olympic coaches and be a home for Olympic memorabilia, displays, and other public attractions—adding yet another tourism draw on the port peninsula.

• draw attention to opportunities for interpretation and public access.

By consciously exploring choices for the industrial future of the waterfront, community decision-makers minimize the risk of having unintended impacts unconsciously make the choices for them.

Commercial Uses

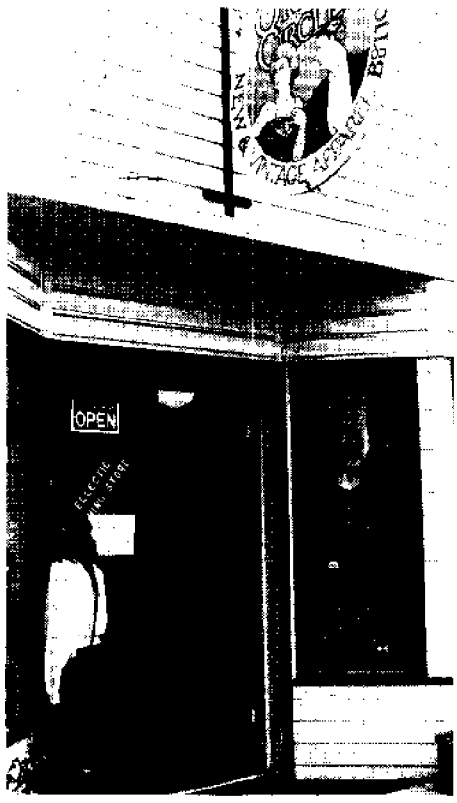
Other kinds of businesses benefit from access to the water's edge but do not depend on it for their economic survival. Businesses such as restaurants, hotels, offices, and mixed-use developments gain higher revenues from the waterfront amenities but could function perfectly well on upland parcels. To the extent views of the water or public access to the water are provided, these uses can be considered *water-enjoyment* uses.

Many smaller communities have found that new commercial development can bring new life to their waterfronts. We found restaurants, retail shops, offices, yacht brokerages, and marinas either separately or in mixed-use developments in most of our case study waterfronts.

Restaurants

In a recent issue of *Waterfront World* about the roles restaurants play in waterfront revitalization, author Ruth Thaler noted, "Before there were popular waterfronts, there were waterfront restaurants." Often, these restaurants served the needs of the local work force—stevedores, fishermen, or merchant mariners—before beginning to cater to a more upscale market of tourists and visitors. Restaurants have several characteristics that make them obvious candidates for successful waterfront commercial projects.

First, they are "generators"—they attract people to the area to relax and enjoy waterfront views, providing opportunities for other businesses to profit from this drawing power.



Second, restaurants extend the times of the day people visit the waterfront, thereby increasing levels of public safety and decreasing opportunities for vandalism. (However, the same cannot be said for taverns that do not serve meals. In Port Angeles, the city gave up replacing vandalized trees on part of a city block housing taverns. This action ended the problem.)

Third, when outside decks and terraces are provided, eating becomes a festive affair, spilling over into adjacent public places where people can enjoy simple seafood served from a take-out window.

Fourth, a restaurant can be an "anchor tenant" in a mixed-use project housing other retail establishments and offices.

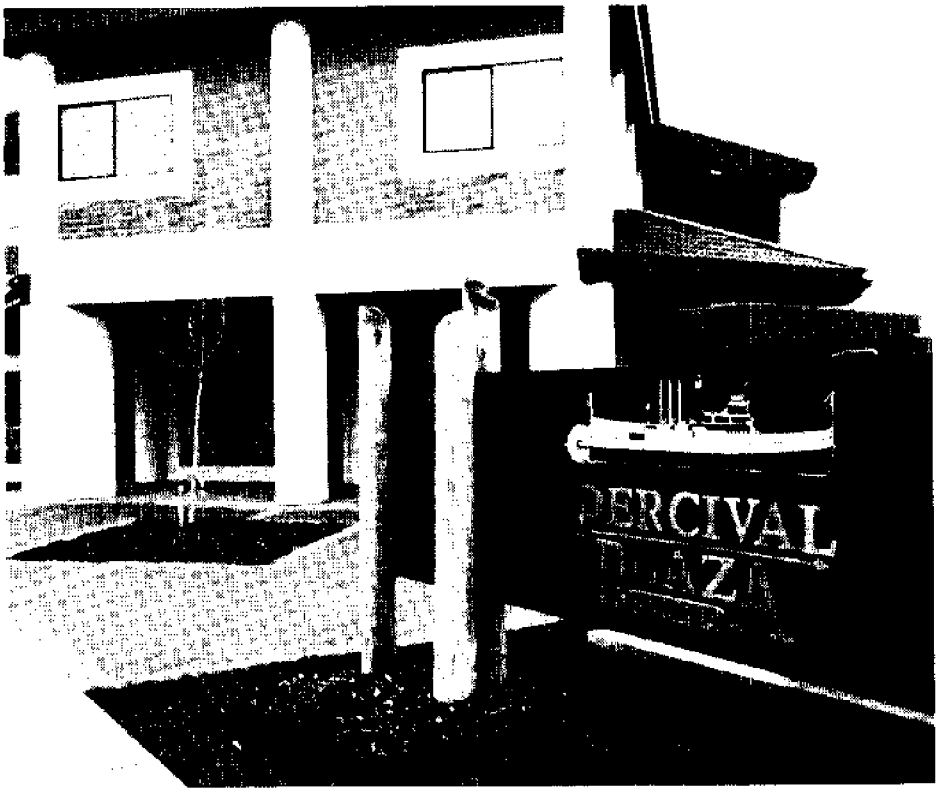
But the waterfront siting of restaurants requires forethought. If placed over water, a restaurant is likely to run afoul of state or federal resource agencies' policies; if placed immediately adjacent to "working waterfront" enterprises such as boatyards or commercial docks, it would likely be affected by noise, dust, paint over-spraying, or other by-products of marine workplaces. However, restaurants do work well with pleasure-craft marinas.

Retail

Whether or not retail activity occurs in a revitalized waterfront and, if it does, the kinds of activity found there will depend upon local market factors and the location of competing retail centers.

Specialty marine retail establishments selling to the boating public will be drawn to a large marina, or fishing-tackle and bait shops may locate at the end of a fishing pier or where recreational fishers launch or moor their boats.

However, souvenir shops and stores selling kites, tee-shirts, ice cream, marine art work, and bric-a-brac are likely to be found only where pedestrian densities are high enough to support them—along the bayfronts of towns at the upper limits of our "smaller community" definition, or



Private waterfront development occurred after public improvements were made at Percival Landing in Olympia, Washington.

where the main downtown shopping street is close to and easily connected to the waterfront.

Offices

Waterfront offices are likely to be occupied by two types of tenants: marine businesses, such as small craft moorage, boat sales, naval architecture, or marine surveying; and "footloose" consulting, or other service businesses attracted to the amenity of the site. The latter include architects, landscape architects, specialty publishers, trade associations, and realtors specializing in waterfront sales.

When the waterfront is immediately adjacent to downtown, other kinds of services, such as law offices, may locate there.

Office users are generally good neighbors for traditional marine industries and are tolerant of—and likely to use—adjacent public accessways and parks. Offices also mix well with retail activities, particularly where they occupy the upper floors of mixed-use projects.

Mixed-Use Projects

Restaurants and small retail stores mix well on the ground floor of waterfront buildings, while upper-floor office space can be rented.

Providing public access around the water perimeter of the structure can be made a permit condition. Mixed-use project developers have experienced great difficulty in attracting water-dependent users to rent space in these developments.

Residential Uses

Housing presents obvious opportunities for waterfront developers, but some pitfalls for waterfront revitalization. Unless designed and sited with great care, housing can conflict with public-access needs and those of marine industries for safety and security.

Clearly defined boundaries between public accessways and private property are necessary to protect the interests of each set of users. (See the public-access sidebar on page 67.) Such boundaries are enhanced by buffers of vegetation, grade separation, or deep setbacks, which are far more effective than the otherwise inevitable "KEEP OUT!" or "PRIVATE PROPERTY—NO TRESPASSING!" signs posted along disputed borders.

Housing introduced into formerly industrial or commercial areas will establish new neighborhoods with influence that will be felt in future land-use decisions affecting the new residents' well-being. Again, buffers separating residential and industrial uses through vegetative screening or compatible land uses (for example: parks and commercial developments) can minimize present and future conflicts.

Consideration might be given to allowing only rental units in new residential developments where conflicts with existing or expanding industry are anticipated. Renters would be less likely than owner-occupants to mount organized

Adaptive Reuse On the Waterfront

Communities can encourage private developers to adapt and re-use historically interesting but obsolete waterfront structures that would otherwise fall into disrepair and be lost forever.

For example, Astoria's Pier 11, formerly used for grain storage and loading, has been converted into a retail and restaurant complex offering over-water dining with expansive views of the Columbia River estuary and the bridge linking Oregon and Washington. Gift shops are clustered inside this "mini-mall," and easy proximity to the downtown core and nearby parking provide easy access to both the local lunch crowd and visiting tourists.

opposition to the occasional—and almost inevitable—industrial nuisances of noise, glare, and dust.

For housing to enhance, rather than detract from, successful waterfront revitalization, the following guidelines are recommended:

- For new housing developments, or increased permitted density of housing on land adjacent to the waterfront, linear public access, parallel to and contiguous with the waterfront, should be required.
- Housing over water—either on pilings or in floating structures—should be discouraged; state and federal resource and coastal management agencies generally will object to such projects.
- Encourage marine-related retail and commercial uses on the ground floor of housing developments to reinforce the public character and marine orientation of the waterfront where market conditions permit it.

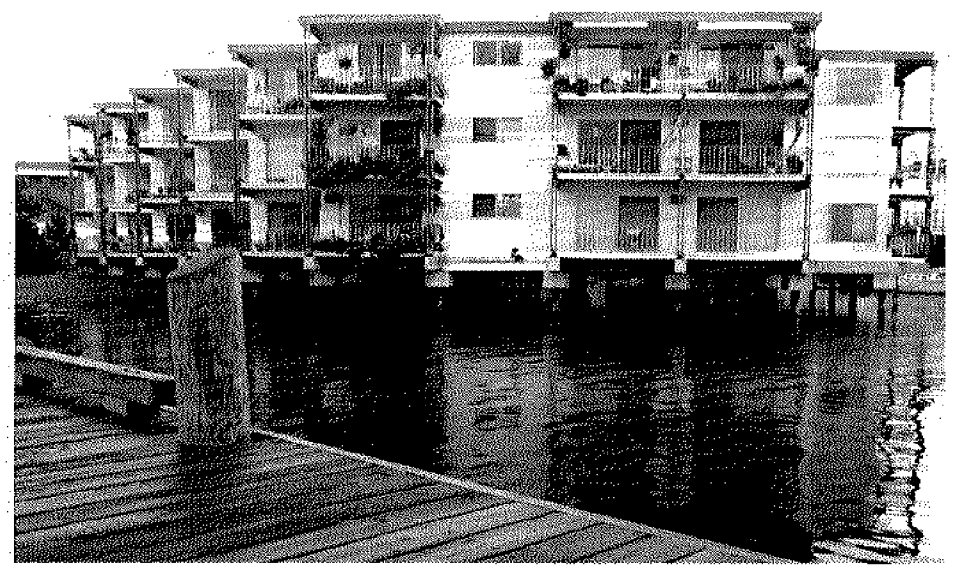
Waterfront Parks

Waterfront parks can be designed to take advantage of the special passive and active recreational opportunities available nowhere else in the community.

In Port Angeles, a small pocket beach park was created adjacent to the new city pier development. In Edmonds the whole length of the downtown beach was designated a marine-conservation area where city park rangers conduct educational beach walks for local school districts. Also, on one side of the state ferry terminal, the water beyond the low tide mark is an underwater park used year-round by scuba-diving enthusiasts from the whole region.

However, not many urban waterfronts lend themselves to beach and underwater sports activities; more commonly, fills, bulkheads, and seawalls line the water's edge, leaving no beach even at low water levels. Under these circumstances boardwalks on pilings; hard-surfaced paths, protected by rip-rap; grassy picnic and play areas; and landscaped knolls for kite-flying are some options available to waterfront communities. The same criteria listed for public accessways are applicable to waterfront parks, however some additional caveats are suggested:

- Visually connect the park to adjacent walkways and public streets to enhance the perception of safety; avoid high plantings, walls, or other visual barriers that create unsafe blind spots.
- Separate people from their cars by locating parking areas well removed from the water's edge; (Edmonds cleaned out a beach area—the scene of drug-dealing and partying—by using this strategy in redesigning a section of beachfront at Marina Park).
- Encourage activities in and adjacent to the park that extend the times people are using the facility legitimately—active use discourages vandalism.
- The water's edge is where the action is—keep it open to everyone, not just special user groups such as boaters, fishers, or horseshoe players.
- Public recreational small-craft moorage (both transient and permanent) and launching facilities (for car-top and trailered boats) should be designed to share the water's edge with walkers, joggers, bikers, and others who just want to sit and watch "people messing around in boats."



Revitalization efforts in Kirkland, Washington, had to contend with existing residences.

Traffic Circulation

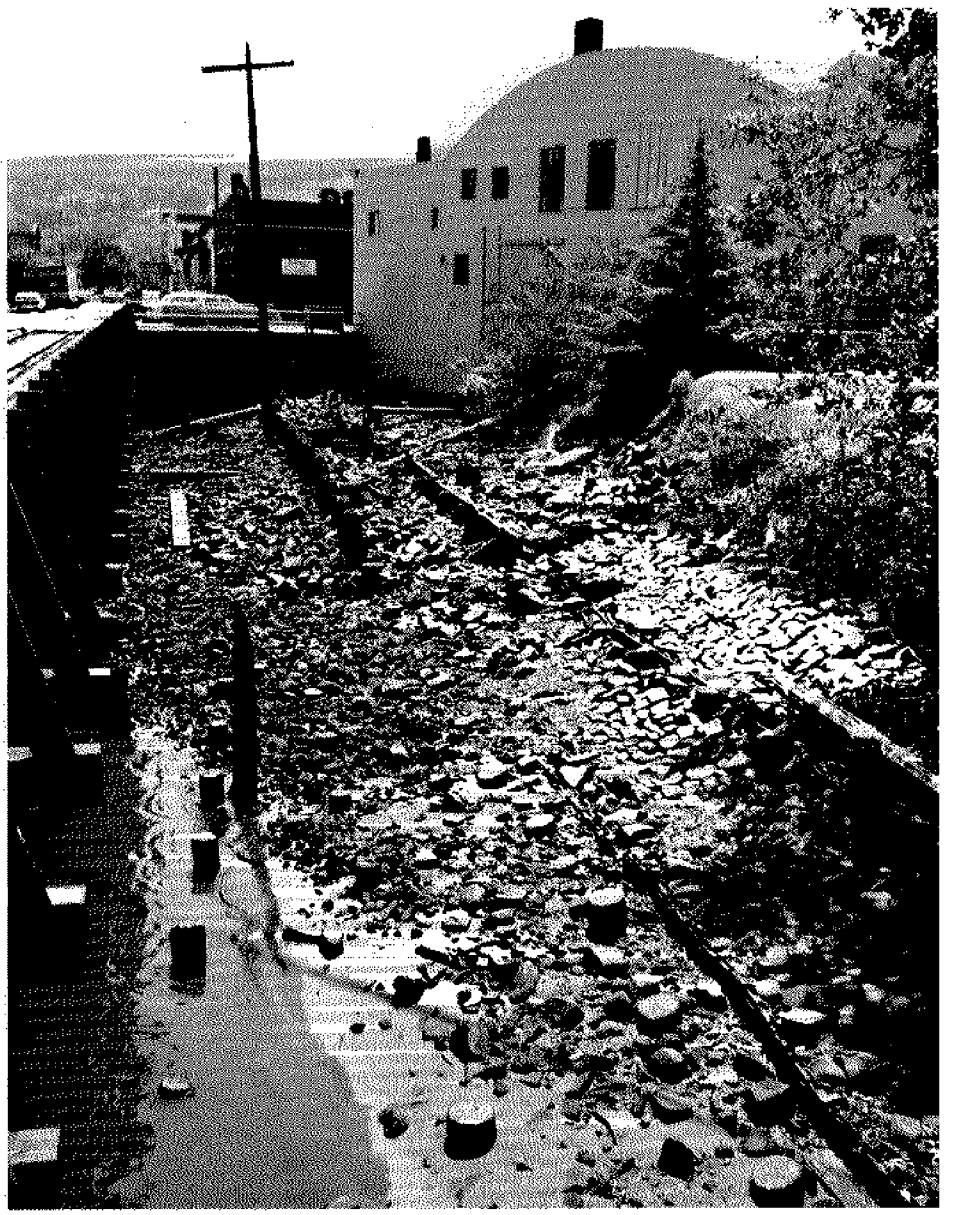
Traffic, particularly through traffic, can confound plans to make the waterfront safe and accessible to the public. Often the path of least resistance—the edge of the river or bay—was taken over by a railroad or state highway cutting off communities' downtown areas from the water. Now, one of the biggest challenges confronting these communities is developing safe, inviting, pedestrian links to re-unite the downtown with the waterfront.

Forging such links can be difficult and expensive where frequent train or heavy truck traffic parallels the shore. Diverting this traffic away from the waterfront is possible in only a limited number of cases, and wide grade-crossings can be daunting to children, the elderly, and the handicapped, and footbridges are rarely inviting. In fact, footbridges are often visually intrusive elements where views are critical.

However, even if it's not an easy problem to solve, addressing it in the waterfront plan puts the issue on the community's agenda and leads to discussion about solutions over the long haul. These might include:

- Generating alternative design solutions to pierce the barrier—however costly they might appear
- Conducting a survey of local industries to determine current highway and rail use for freight shipments
- Arranging for a new traffic count on highways leading through, or near the waterfront
- Building an argument and a constituency for state transportation funding to reroute a waterfront highway or mitigate the problem in sections which create the worst barriers
- Approaching the railroad to determine if alternative routings are possible or whether the line might be abandoned in the foreseeable future

Another type of barrier to pedestrian circulation between the downtown core and waterfront is caused by unappealing land-uses and structures—industrial yards and buildings that either have been abandoned or are used for low cost storage purposes; automotive garages



and shops that have usurped long stretches of sidewalks through curb-cuts and poor parking practices; sterile parking lots, poor street lighting, and chain link fences.

None of these barriers creates an environment friendly to pedestrians. Yet it is those very pedestrians who will create opportunities for higher commercial uses along these city blocks—if they can be induced to walk through them.

The waterfront plan should identify "opportunity blocks," where potential is highest for pedestrian movement between the downtown core and prime waterfront amenities.

- Landowners and tenants occupying parcels on these blocks can then be approached and made part of the waterfront planning effort.
- Joint public-private actions can be identified to ameliorate urban design deficiencies in these blocks.
- A real-estate market consultant could enumerate commercial uses and tenants for sizing potential redevelopment projects.
- The city, the port, and other economic development agencies could help identify alternative sites for uses that might be displaced by new commercial development.
- They also could help acquire public land for parks, sidewalk-widening, or other pedestrian amenity.

At this point in the waterfront revitalization process, the value of good graphic communication is hard to overstate. It is here that the urban design consultant performs a unique service—drawing the results of a variety of alternative design strategies for these critical connections between downtown and the waterfront. People have difficulty imagining the transformations that can be accomplished by planting street trees, widening sidewalks, and altering or restoring building facades.

Parking

Parking is closely related to circulation problems. However, a parking problem may be a symptom of successful revitalization!

For example, on Newport's bayfront, parking space is at a premium, tourists' vehicles compete for space with local fishermen's pickups and seafood processors' delivery trucks, and local merchants bemoan the lack of off-street parking. It is the bayfront's economic vitality and visual diversity that is to blame. Dead waterfronts don't have parking problems!

Parking for cars has been allowed where the space would better be devoted to picnic tables.

The following are some tips for designing waterfront parking solutions:

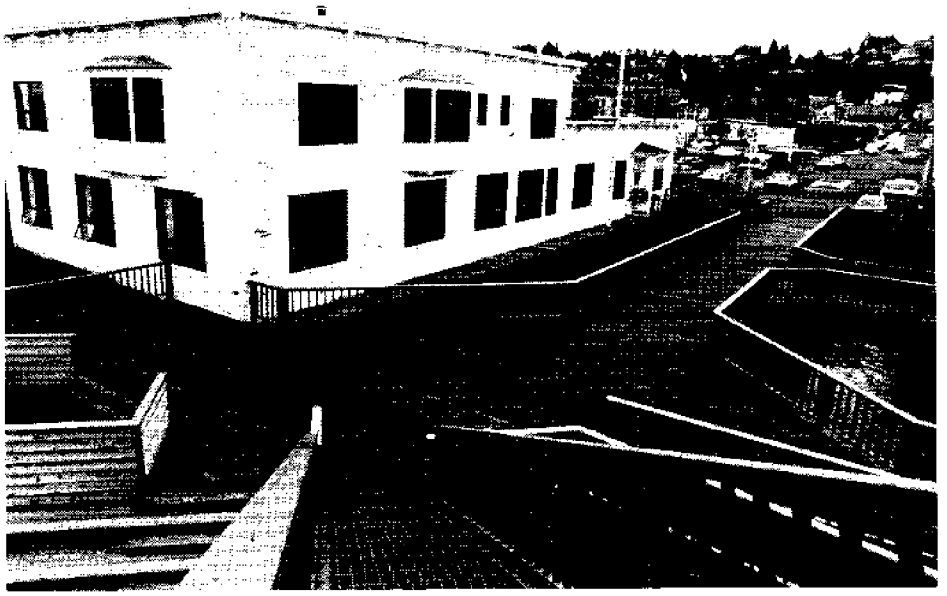
- Avoid locating parking in or on structures over water, except where necessary for the smooth functioning of a marine business. This is premium waterfront space that should be considered for higher uses (water-dependent industry, mixed-use commercial developments, public boardwalks, street-end viewpoints, and so on).
- Locate parking lots near the ends of the downtown waterfront, perhaps in conjunction with an "anchor" activity, such as a marina or yacht club; or use a landscaped parking lot as a land-use buffer between industrial and commercial sections of the waterfront.

Public Access

The cornerstone of successful waterfront revitalization is attractive, safe, and inviting public access. Without access, the downtown water's edge will remain cut off, private, and lacking in the single ingredient absolutely necessary for revitalization—people, lots of people.

Additionally, without an access plan for the whole waterfront, access that is gained will likely be haphazard, unconnected, and underutilized. Consequently, commercial development which would have benefited from well-conceived public access might not be built or, if built, would be less commercially successful. In *Defining Plan Elements* under *Stage Three—Developing the Waterfront Plan* in *Part II—Revitalizing Your Waterfront*, we described public access as having three dimensions: physical, visual and interpretive. The best access has these characteristics:

- It invites public use by virtue of its unambiguously public character.
- It permits the public to walk, jog, and bike along the water's edge,



while minimizing conflicts among types of users.

- It allows boaters access to and from the water and a secure place to temporarily leave their boats.
- It connects the downtown to the waterfront at points along its whole length.
- It establishes or preserves visual connections to the waterfront from upland sites and streets.
- It provides a variety of pedestrian experiences by using changes in width, elevation, orientation, plantings, and surface treatment.
- It respects people's basic needs by providing comfortable street furniture; clean, safe restrooms; and shelter from rain.
- It sparks visitors' curiosity through interpretive markers and signs explaining the waterfront's role in history, its contemporary industries, natural environment and wildlife, and other intrinsically interesting stories.
- By its design, it guards the privacy and security of adjacent residences, as well as hazardous waterfront industrial sites.
- It respects the needs of children, the elderly, and the disabled.

When public access is obtained through easements across private property, it should be recorded in the property deeds of each parcel crossed by the accessway. Doing this will ensure easements are not "lost" when parcels change hands. This point is particularly important in cases where the access is not continuous and leads to a dead-end shoreline viewpoint.

Examples of Good and Poor Access

Olympia's Percival Landing provides generous, unambiguous public access to the water and along the shoreline of Budd Inlet. Boaters can reach downtown on foot from visiting-vessel moorage at the foot of Water Street. An existing supermarket at the south end of the Landing opened a delicatessen and placed outside dining tables adjacent to the boardwalk shortly after it opened. Overall sales rose to three times the market management's projections which had been made before the Landing was constructed!

A new restaurant also recently opened at the north end of the Landing and another is planned to begin construction soon. While, nearby, existing small-craft moorage has been rebuilt and a new private marina constructed.

A visitor to the Edmonds waterfront faces an inviting park-like entrance to Olympic Beach which leads, straight ahead, to a public fishing pier built just outside the port's marina breakwater. Interpretive information and public art enrich the visitor's experience to this well-designed facility.

However, turning right—to the north—the same visitor faces a psychologically more difficult environment to deal with. On a green, lawn-like area behind a low concrete seawall are some picnic tables suggesting the area might be a park; on the other hand, the same lawn abuts buildings that look suspiciously like private residences.

Overcoming this initial ambiguity, the visitor walks further north over the grass to where a sign in front of a condominium apartment complex proclaims the area to be a "private beach." Since neither the upland boundary nor the seaward extent of this allegedly private beach is marked, the visitor feels like a trespasser on private property, rather than a welcome guest at a public beach!

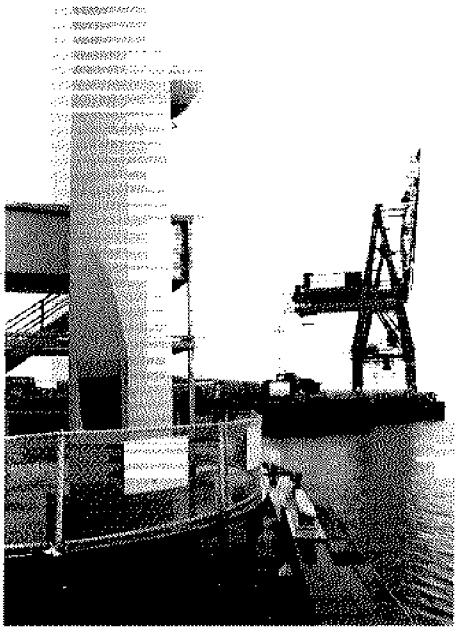
In areas of mixed public and private development, public access must be obvious and make visitors feel welcome. Otherwise the waterfront will not be used to its full potential.

Viewpoints and View Corridors

Where physical public access is precluded for safety or security considerations, or where existing land uses and ownership patterns simply block off the waterfront, viewpoints and view corridors can be exploited to gain visual access to the water.

Viewpoints offer an opportunity to link the waterfront to other parts of the town and to reinforce the landscape relationships between land and water. Seeing the water from many places in the community strengthens the special sense of place created by a waterfront. The location of the viewpoint could be quite removed from the water's edge—a bluff-top several blocks away, a viewing tower on the landward side of a port's marine cargo terminal, or a street-end park on a nearby hillside.

View corridors are a useful tool for allowing visitors to see the water through developments. Where a street runs parallel to the waterfront, but is separated from it by intervening blocks, view corridors can be used to open up an otherwise opaque wall of structures. This technique is particularly effective for preserving views from streets running along hillsides overlooking the waterfront.



Rarely can people walk around active cargo areas, but that doesn't mean they can't see what is going on. Jumbo periscopes at the Port of Seattle allow people to observe shipping activities without interrupting the work or endangering themselves.

Waterfront Interpretation

When well-told, there are many stories of the waterfront that would regale visitor and local resident alike. Small city waterfronts often have a colorful and exciting past, mostly hidden beneath the old pilings, thick coats of paint, and modern facades on old waterfront buildings—or simply dimmed by the passage of time.

However, stories about today's waterfront are equally interesting—the workers, sights, sounds, and smells that imbue the place with vitality, energy, and interest. People wonder what kind of fishing vessel that is, or where this ship is from and what it carries.

And there is yet another type of waterfront story to be told, that of its other visitors—seabirds, waterfowl, herons, marine mammals, otters, ubiquitous gulls.

Who will tell the stories? That is where interpretation enters the public access picture.

What is interpretation and how does it fit into revitalization plans? Very simply, interpretation means "to explain, to give meaning to, to make clear." Along the waterfront, it is a component of public access—"interpretative" access that helps people understand and appreciate the history, culture, work, and environment of the place. In this sense, interpretation helps foster a goal common to most revitalization efforts—improved public access.

Waterfront interpretation serves other functions as well. It can help accomplish management goals—orienting people to the waterfront, pointing them in the right direction, and promoting stewardship of facilities and natural resources. Interpretation can help create a sense of place and roots—commodities in scarce supply in our modern, footloose society. It also helps attract visitors, and is an amenity for communities wanting to attract private commercial development.

Interpretation is an educational service—it helps visitors get to know the community, and the community to get to know itself better.

A variety of techniques are used to interpret waterfront stories.

- Architecture and art are a subtle way to communicate stories.
- Interpretative centers—indoor or outdoor—employ a variety of media such as exhibits, demonstrations, and audiovisual materials.

Visitors can observe activities related to the working waterfront from a viewing tower at Percival Landing in Olympia, Washington. An interpretive marker shows the names of peaks in the Olympic Mountains, which are visible on clear days.

• Trails along developed and natural waterfronts are popular, with historical, environmental, or other markers and displays.

• Brochures point the way along self-guided walks.

• In other cases, interpreters—live story tellers—using living history and drama to bring characters alive along with eras—can lend special character to the waterfront.

Whatever the medium for communication, there are a few important principles.

• First, keep interpretation simple and focused.

• Be accurate (even if dramatic).

• Finally, with respect to your audience, know who they are, and get them involved and thinking— the best interpretation stimulates people to learn more.

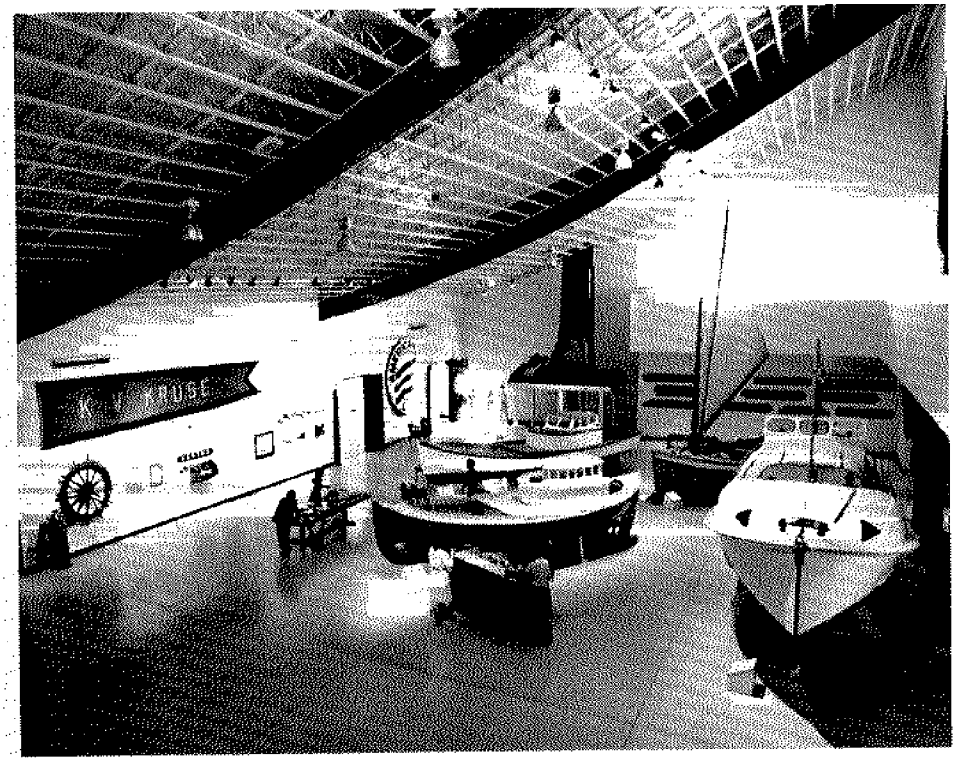
Developing an interpretive component of the waterfront's public access plan should be a conscious part of the revitalization process. Ideas can be generated through community workshops, waterfront walking tours focused on identifying interpretive opportunities, and historical research. It is a great way to involve people of all ages and backgrounds.

Kiosks at Percival Landing in Olympia, Washington, provide photos and text explaining the history of the waterfront.

Put the interpretation plan in writing—include sections on goals, principal themes and story lines, techniques and sites, and how the plan is to be implemented.

Professional help is often available on a volunteer or service basis—university, college or community college art, graphics, and recreation departments—or, if the community has resources, interpretation consultants are available for hire. They can use their training and environmental communication skills to turn community ideas into professional, long-lasting exhibits and displays.

For more details on interpretive planning for small community waterfronts, get a copy of *Waterfront Interpretation: A Community Planning Guide* (see *Appendix C—References and Resources*).



Historical and cultural interpretation are the primary focus of the Columbia River Maritime Museum in Astoria, Oregon.

Historic and Cultural Resources

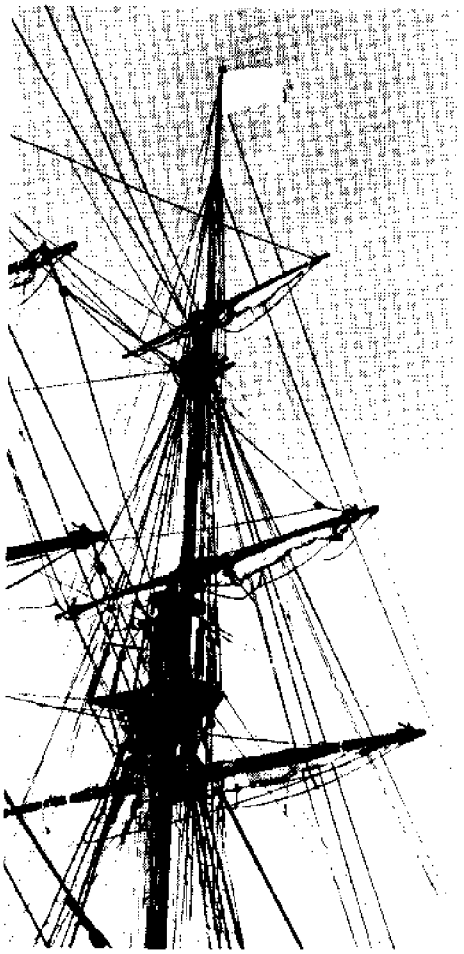
Waterfronts are rich in history. They are the places where communities began—a boat landing, fish dock, or sawmill was often the center of activity around which the town grew. Often, some vestiges of these early structures remain, though they may be buried under paving, obscured by a new wall covering, or surrounded by later structural improvements.

Local historical societies will have old photographs or drawings of the waterfront showing the location and configuration of original structures and places (these will have come to light during the inventory phase of the revitalization planning process). The waterfront plan can be used to identify opportunities for their restoration, marking, and interpretation.

Vessels have an even more colorful and authentic historical place on the waterfront. Several communities have made a restored ship the focus of their revitalized waterfronts. For example, Reedsport's Hero Foundation has restored the Antarctic exploration and research vessel of the same name. The *Hero* is now docked at the city's principal waterfront redevelopment site and the Foundation is trying to raise money for an Antarctic "exploritorium" to serve as a major visitor attraction.

In Aberdeen, Washington, partly as a result of funding from Washington's Centennial Commission, a replica of an early British expedition sailing ship skippered by Captain Gray (for whom Grays Harbor is named) has been launched. It is the focal point of the community's revitalization effort.

The fishermen's memorial on the waterfront in Eureka, California, highlights an important local industry.



Art on the Waterfront

Sculpture, fountains, murals, tile mosaics, mechanical assemblages, and other works of environmental art fit well with and enrich waterfront redevelopment projects.

Funds can be earmarked for such purposes, particularly in connection with public improvements where, in some states, a small percentage of the construction budget is required to be set aside for the acquisition of public art. Art will work its magic best when it is considered an intrinsic part of the waterfront revitalization effort rather than a decorative element to be incorporated as an afterthought, or worse, an obligation imposed by a distant bureaucracy!

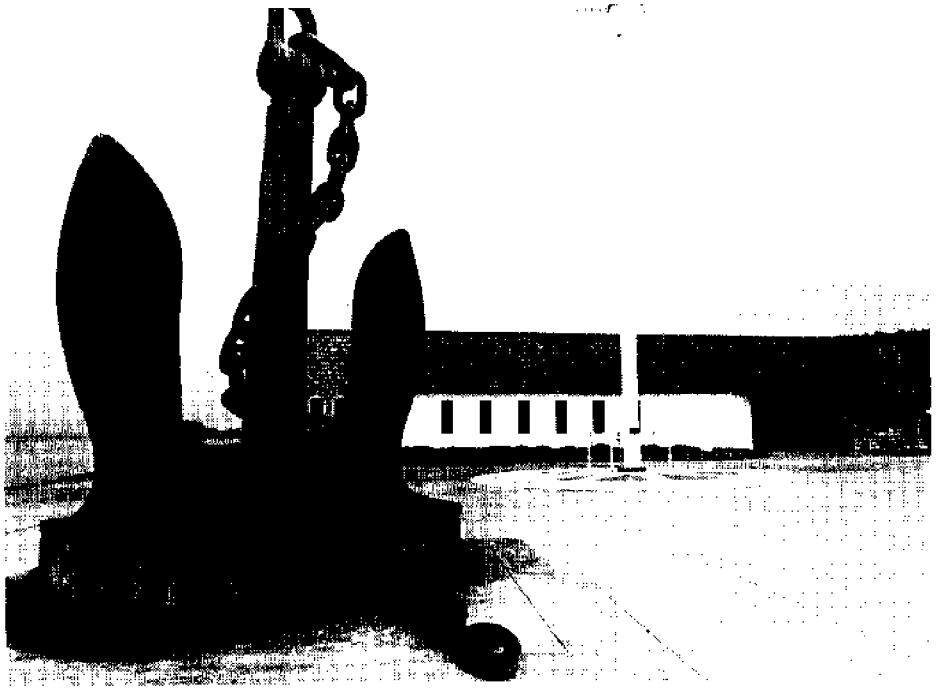
Public art can be used to celebrate a legendary local event or character; graphically interpret local history, or industry; memorialize a tragedy; or, simply delight the observer.

Special Events and Festivals

Above all else, putting vitality back into the waterfront means getting people to go there and use it. Festivals, concerts, tugboat races, fairs with a water theme, guided beach walks and seafood festivals are some events smaller communities have used to achieve this goal.

Achieving the goal of bringing a festival to the waterfront is as important a success as developing a physical project—it's a success the community can build on.

The city pier is the site of a public celebration in Port Angeles.



A maritime artifact has been transformed into a sculptural centerpiece at Astoria's Columbia River Maritime Museum.

- The Greater Astoria Crab Feed and Seafood Festival started several years ago, and now draws 25,000 people every year.
- Vintage and modern tugboats race on Budd Inlet during "Harbor Days" to the thrill of spectators crowding Olympia's Percival Landing.
- In Edmonds, a series of beachfront events are held each fall as part of National Coasts Week celebration.

Such events serve to imprint the waterfront's special sense of place in the hearts and minds of resident and visitor alike.

But these events need places to happen and people to make them happen. During the development of the waterfront plan is the time to start thinking about possible events, places to hold them, and ways to get them organized.

Land Use and Development Controls and Incentives

Effective controls on land use and development are essential if design ideas developed in the waterfront plan are to be realized. Inappropriately-located activities and poorly designed structures can quickly compromise the economic functioning and authentic character of the waterfront district. The tools and incentives discussed in this section are those most commonly available to communities to control waterfront development. However, the state-to-state variation in land-use laws and the degree of acceptance of land-use controls from community-to-community will affect the applicability of these measures.

Zoning

The most common method for regulating land use is zoning. Districts are defined and mapped, and land uses that are permitted, conditionally permitted, or prohibited in each district are listed.

Zoning is a tool firmly grounded in North American land-use law, enabled by state legislation, and implemented through municipal ordinances and official zoning maps. The courts have held zoning to be a legitimate exercise of policing power, except when an unreasonable restriction on private-property use is shown to have occurred without "just compensation" as required by the U.S. Constitution's fifth amendment.

Overlay Districting

Another approach is used when refinements are needed to a small area of the underlying zoning scheme without disturbing its more broadly-applicable provisions. Overlay districting does this by superimposing special policies and standards for developments in waterfront areas.

For example, mixed-use developments in existing over-the-water structures might be permitted in one section of waterfront, subject to provision of public access. The overlay district ordinance would be used to spell out, in detail, what the dimensions and character of that public access should be, what kinds of uses would be permitted in the project, and how much alteration would be permitted to existing structures housing those uses.

In another area, only water-dependent industrial uses would be permitted. Finally, in a third area, uses that promote the enjoyment of the waterfront—restaurants, boutiques, maritime museums—while not strictly dependent on a waterfront location, might be conditionally permitted subject to public access requirements.

The overlay districting approach has the advantage of retaining detailed downtown zoning standards—including covering overall density limits, building setbacks, on-site parking, and business-sign size and design—while, along the length of the downtown shoreline, making fine policy distinctions to accomplish the goals laid out in the waterfront plan. Any conflicts between the overlay district ordinance and underlying zoning would usually be decided in favor of the more restrictive of the two.

Shoreline Management Districts

Following passage of the Federal Coastal Zone Management Act in 1972, many coastal and Great Lakes states enacted statutes mandating that cities and counties develop local coastal programs for regulating coastal development. In some cases, these local coastal programs have been effective instruments for enunciating urban waterfront goals, policies, and regulations. In other cases, the conservation of rural shorelines commanded much attention, while the urban shoreline was given only cursory treatment.

The geographic extent of each state's coastal management program varies. Some states measure inland boundaries in hundreds of feet from a high-water mark; while in others, whole coastal counties lie within the management zone.

Development projects proposed in the coastal zone are reviewed against the local coastal program in effect. Given that local programs often carry

the weight of state law and coastal development permits issued by local government are reviewed by the state, the local program is a potent mechanism for regulating urban waterfront development. However, to be effective, most local coastal programs need to be updated and improved once the waterfront plan has been approved.

Washington State's Department of Ecology has produced a guide for local governments, *Urban Waterfront Policy Analysis*, which offers recommendations, based on case studies, for improving the effectiveness of local plans for the urban waterfront, including:

- Developing more specific regulations for water-dependent, water-related, non-water-dependent, or water-enjoyment use areas, and the types of sites where such uses are permitted over water, shoreline edge, or upland lot.
- Developing a comprehensive access plan and the means to implement its requirements—dedicated on-site access, donation to an off-site common-access point, or cash in lieu of access.
- Restricting the circumstances under which non-water-dependent uses providing public access are permitted to locate where otherwise prohibited.
- Incorporating design standards relating to height, bulk, setback, and view corridors; together with a description of the way exceptions will be handled—for example, relaxing height restrictions where no upland views are affected.
- Specifying how mixed-use projects will be reviewed by public officials and what criteria—minimum standards, documentation of public benefit, et cetera—will be applied in the review.

Special Area Management Plans

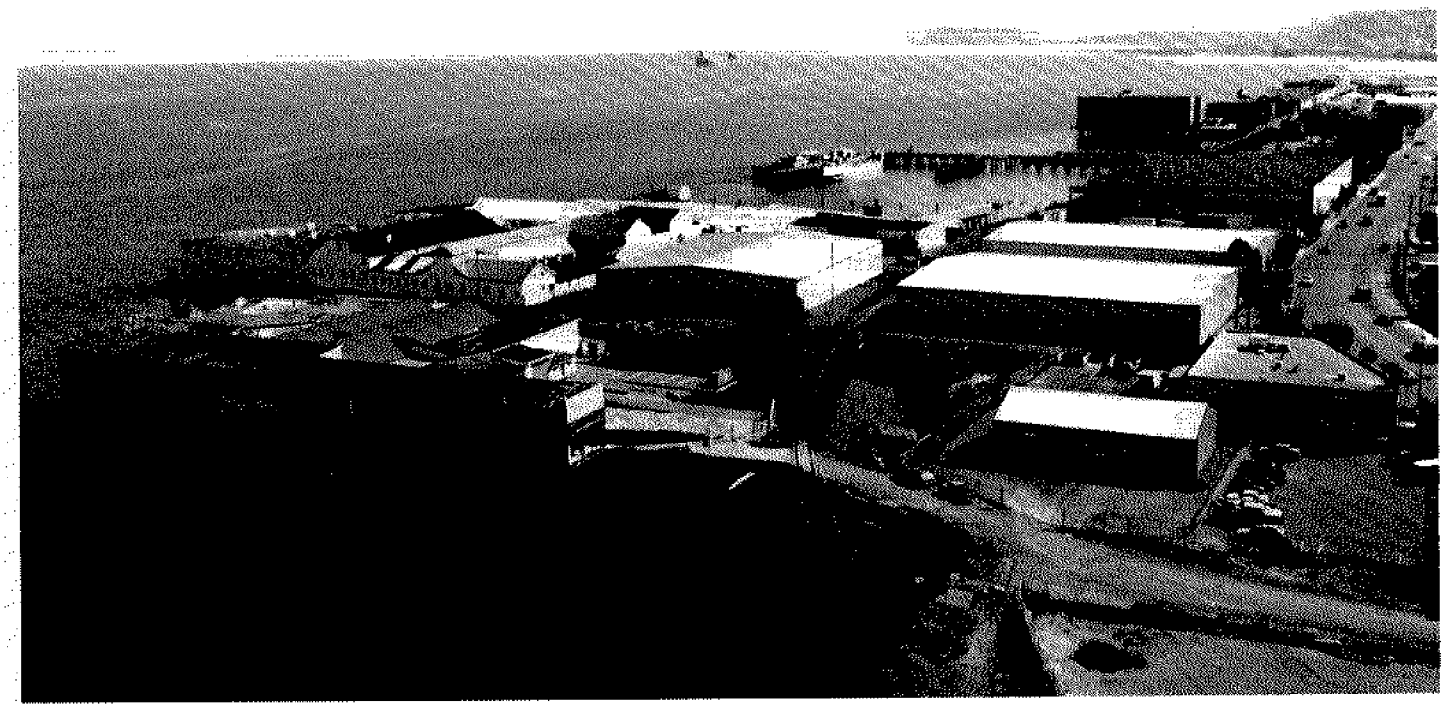
Where use and control of the water surface, water column, and beds of harbors are a major issue, or where estuarine resources are at risk from development; state and federal agencies may suggest or require a special area-management plan be drafted and adopted by all affected local governments and regulatory agencies.

This process usually is initiated by parties to a deadlocked project permit or lease. The reason for the deadlock is usually a difference of values placed on wetlands, an estuary, or the beds of navigable waters. The project is held hostage by the objecting agency until a management plan for the "special" land and water area is thrashed out.

A special-area management plan is not to be entered into lightly; the process is complex, expensive, and often protracted; and it contains no guarantee of eventual resolution. Agency staff changes can occur in midstream; perceived multiparty agreements can unravel; decisions made by regional staffs of federal agencies can be over-ruled by officials at national headquarters; and, finally, litigation, or threats of litigation, can prolong the plan's gestation period.

Why do a special area management plan, then?

Experience suggests that developments proposed in an area that has a special area management plan—and which conform with that plan's policies—have an easier passage through environmental permit reviews than those proposed outside the planning area. However, it may be easier for smaller communities to simply keep development out of contentious areas, than to engage in a protracted and risky planning effort.



Historical Districts

Where the historically important part of a community's waterfront is well-defined, creating a historic district can be an effective way to ensure historic structures receive the protection they deserve.

Much like an overlay zone, the historic district is used to place additional restrictions on the kinds of existing-structure alterations and the character of new development that will be permitted there. If carefully crafted, regulations can retain the historic character of the district's buildings, while allowing new uses in remodeled interior spaces.

Although some tax incentives once available to owners of National Historic Register buildings have been repealed or changed, the designation still protects structures from out-of-character, non-historic alterations.

Historic district in Eureka, California, preserves the architectural character of homes.

Development Incentives

Regulation alone will not achieve a community's waterfront redevelopment goals—public actions creating positive incentives for private investment in the area also will be necessary.

These actions might take the form of street and sidewalk reconstruction, street-tree planting, or public parking improvements by the city's public works department. It might be necessary for the city to acquire and demolish derelict waterfront structures and build a new public pier and boardwalk before a private developer will risk capital in a waterfront restaurant on the site. Expanding the port's marina and adding visitor amenities such as showers, laundromat, or fuel dock could result in an increased number of boaters visiting downtown, thus expanding the marketplace for merchants and private redevelopers.

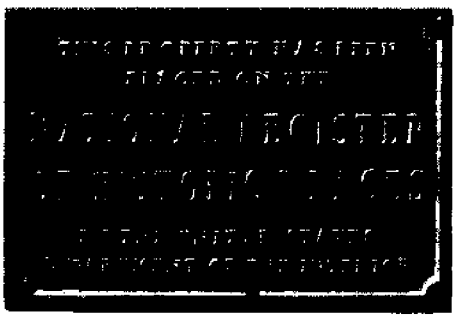
Design Standards

Much of a waterfront's character is set by the older buildings lining the water's edge and those forming the first block back from the shoreline. They set a tone because there is a recognizable architectural pattern to all the buildings when a district was built up over a short period. They are of similar scale and materials, have similar details, and possess a similar patina of age.

Redevelopment envisioned in the waterfront plan will almost certainly include restoration and new construction. Often original uses for the waterfront structures no longer exist, some are now vacant shells, while others are being recycled for new uses. Some were demolished, and some burned, leaving holes (and development opportunities) on the waterfront.

The shape this development takes and how well the changes and additions fit into the existing urban fabric will be of concern to a community that values its historic architectural and urban design heritage. However, reaching agreement on how to respond to these concerns will be more difficult.

Written design standards for the development, and a review of proposed projects by a community design review board can be effective in preventing a serious development blunder. (There probably will be more agreement on what is a bad design, than on what is good!)



Standards can address the basic character of developments, including

- The overall dimensions of buildings: height, bulk, setbacks from the street or from public accessways, width of view corridors from the public street to the water.
- Materials and colors to maintain the existing character of the area.
- Street facades: fenestration (window size, repetition, and details) to avoid monotonous blank walls, and minimizing the elevation of the main floor above street level to maintain pedestrian contact with the building's activity.
- Retention of historic building forms in new development and reconstruction. This allows for contemporary construction and materials, while maintaining links to the past through roof lines (gables, overhangs, or hips), false-fronts, fenestration, or other architectural characteristics. Where there are a number of significant historic structures in the waterfront district, you might consider incorporating or adapting Historic Register standards for new structures as well.

Land Acquisition Techniques

Implementing the waterfront plan often hinges on the ability of local government to assemble the needed parcels of land—land that may be needed for public facilities or to control the kinds of private development on the waterfront. Whatever the reason, there are a variety of land acquisition tools or techniques available to communities.

Acquisition of fee-simple title is the most common technique, but usually the most expensive. Also, due in part to the escalating cost of waterfront property and because communities find they don't need complete control of the property to achieve their purposes, less-than-fee-simple techniques, primarily easements, are growing in popularity. Each technique is discussed below.

Acquiring Fee-Simple Interest

When land is acquired fee-simple, the entire bundle of rights associated with absolute ownership of property is transferred from one property owner to another. The fee title holder controls the use of the land (subject to governmental restrictions) and is responsible for managing it. Thus, the full cost of acquisition includes both the initial purchase price and subsequent long-term costs of maintaining and managing the property.

There are a variety of ways to acquire fee-simple title to waterfront land. The most costly technique is using tax, grant, donated funds, or a combination of the three for outright purchase at market value.

Donations of public or private land to local government or "bargain sales" at lower than market value are some other means of receiving fee-simple title. In such cases, private donors usually reap tax or other benefits, such as easements or stipulated-use provisions on the part of the seller.

Another means of obtaining fee-simple title to waterfront property is through condemnation—using the eminent domain power of government to take private land for public use. In larger cities, redevelopment authorities use this as a major tool to create parcels of land for new development.

Using a process known as "quick take," a redevelopment authority can gain immediate possession, with final disposition coming later through negotiation or court-determined compensation. The advantage is the city or redevelopment authority is able to negotiate an agreement with a developer and commit to a delivery date.

In small cities, local officials often are hesitant to use their condemnation powers to take private land for public development, fearing that townspeople will be alienated in the process. Nevertheless, if fee-simple title is needed to accomplish community goals, and other methods of acquiring title are not feasible, it may be the only option.

Public retention of fee-simple title to waterfront property usually is needed only when the proposed development requires public use and occupation of the waterfront—for example, parks and public moorages. If the purpose or goal of acquiring title is to assemble parcels to promote private redevelopment, several of the techniques listed below may be used to recoup the public costs of acquisition and management.

Leaseback

Fee-simple purchase and leaseback is a common technique that encourages private businesses and redevelopment, while retaining control over how redevelopment is accomplished. Under this procedure, local government purchases the property and rehabilitates existing piers, pilings, or other structures, or builds new ones. The property is then leased back to private interests under a standard long-term ground-lease agreement. The lease normally provides for a minimum base payment, plus a percentage of the income generated by the project.

If the project does well, the city shares in the income and recovers its costs. In addition, such ground leases can often be subordinated; that is, the city can execute a mortgage of its land as security for a development loan made to the lessee.

Leaseback arrangements benefit both private and public interests. For local governments, part of the costs of acquisition and redevelopment can be reclaimed through lease revenues, and part or all of property maintenance is assumed by private, tax-paying businesses. If the private development fails, unless lease default provisions are worded such that only rent payments are lost until income increases or some other event occurs, the city could lose its land.

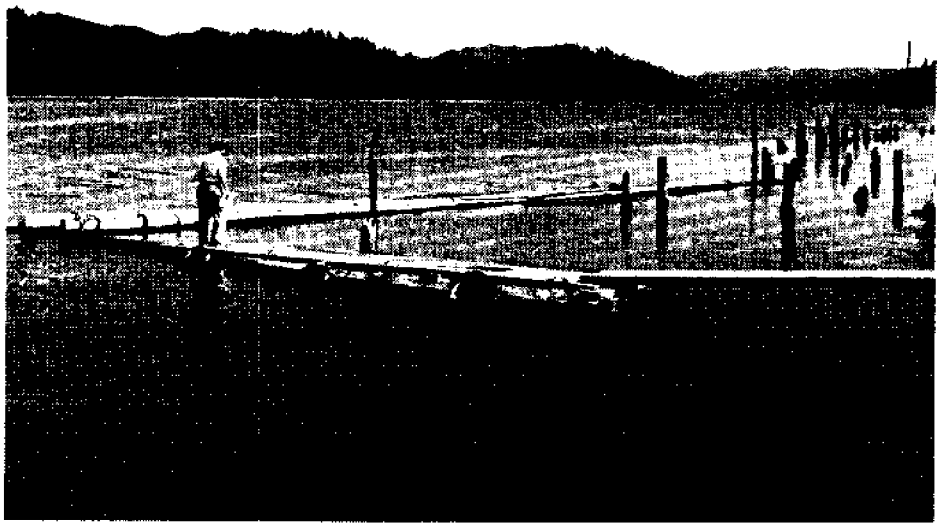
Local government can obtain additional public benefits by attaching restrictions or covenants to the deed, including public access, setbacks, design and architectural standards, and landscaping.

For the private developer, long-term ground leases can increase net return on investments through improved financing terms, reductions in initial capital outlay and risk exposure, and tax advantages. The developer can deduct the full amount of the lease payment from income taxes, whereas if the land had been purchased outright, only the interest would be deductible. With a subordination clause in the lease, the advantages are even greater.

Public facilities constructed or rehabilitated by the city as part of the project may also benefit private developers. For example, a public dock would attract potential customers for visitor-oriented businesses. The disadvantage to the developer is that leasing land, rather than purchasing it, may cause short-term cash-flow problems.

Land Banking

Land banking allows a city to acquire and assemble waterfront land needed for development until a suitable investor is identified. While large-scale land banking usually is prohibitively expensive, small-scale programs—often labeled "advance acquisition programs"—are sometimes used as a hedge against inflation in land values or as a way to obtain optimal locations for future public facilities.



Land Writedowns

Land writedowns are commonly used by local government to stimulate private investment in urban renewal. The procedure involves local government purchase of rundown property, clearance of dilapidated structures, and resale of the land to private developers at less than the public's cost of purchase and improvement.

For developers, this reduces the amount of capital needed to finance redevelopment, thus decreasing their equity requirement. For the city, sale at an attractive price increases leverage with the developer for providing for amenities, such as public access and special design features. The principle is that the public benefits gained and tax revenues generated by the project will cover the difference between the public's land-purchase and selling price.

Land Exchange

Land exchanges or swaps are especially useful in reorganizing fragmented ownership patterns. The idea is to trade public for private property so both parties can consolidate land into more usable parcels.

Goals of land exchange vary. For example, local governments may want to assemble a parcel of land for a waterfront park. Or they may wish

to assemble land to promote private investment in waterfront redevelopment, or simply to protect waterfront amenities, such as natural resources or views. The goals of private interests may be to get land closer to transportation links or other features attractive for development.

Additional public benefits may result from land swaps if local government attaches deed restrictions or covenants that help achieve other waterfront goals.

Options-to-Purchase

An intermediate step between outright purchase and having no interest at all in property, is to secure an option-to-purchase. For a fee or some other consideration, the prospective buyer secures the right to purchase a piece of property for a specified price, for a specified period of time. This is a particularly useful tool where financing has yet to be obtained, but some right or interest in the property needs to be demonstrated.

Acquiring Less-Than-Fee-Simple Interest

Often, the only public interest in a particular parcel of waterfront land may be public amenities, such as the right of physical or visual access to water, or the preservation of natural environmental values. In such cases, less-than-fee-simple acquisition may be in order.

The principal tool involved is the conservation easement. When an easement is placed on land, the owner relinquishes certain rights which then are transferred to a recipient, such as the city, a public redevelopment authority, or a conservation organization. When easements are properly drawn up, signed, and recorded, the owner and future owners can no longer exercise the rights given up. All other rights, however, are retained by the owner. Easements may be placed on property voluntarily by the owner, who may take such action for a fee, for local tax breaks, or some other incentive.

Easements, the principal alternative to fee-simple acquisition, have inherent limitations. Negotiations with landowners are often time-consuming and complicated. Landowners may have difficulty understanding what rights they are giving up. It also is difficult to determine the cost of the property rights that are being transferred from the landowner to the easement holder.

Property rights left with the landowner can also be a problem, if in the future those rights are used in ways that interfere with the original purpose behind the easement.

Finally, although easements do away with local government's need to manage the land, the easement nevertheless must be enforced. Responsibilities for enforcement also should be made clear in the easement.

Selecting the Best Land Acquisition Technique

What is the best tool or technique for local government to use to acquire waterfront land for redevelopment? A thorough understanding of the following factors can serve as a basic guide in choosing an acquisition strategy.

- **The specific property rights needed to carry out the community's goals and objectives.** What rights are needed to preserve development options or to ensure that development of the property is consistent with the plan? If active public occupation and use is needed, or if the community is trying to assemble a parcel of land to stimulate private investment in redevelopment, fee-simple rights will probably be needed. If only public amenities need to be preserved, less-than-fee-simple rights may be adequate.
- **Compatibility between proposed land uses and between landowners, the city, and other partners of the acquisition.** Are private landowner's plans consistent with those of the city? All parties must be in accord for certain techniques to work.
- **Property maintenance and management goals.** Does the city want, or can it afford to, maintain or manage the property and its improvements over the long term?
- **The long-term costs of each alternative.** If fee-simple acquisition is necessary, can part of the costs associated with purchase be defrayed by leasing, resale, or other technique?

All land acquisition techniques have limitations. The chief one for fee-simple acquisition is the cost of acquiring and managing the land, especially if the land is to remain in strict public use. Less-than-fee-simple techniques also have their limitations, though in many small cities, the use of conservation easements may be more acceptable to local taxpayers and landowners than outright purchase or use of eminent-domain authority.

Financing Waterfront Revitalization

Okay, so you skipped straight to this section of the guidebook. That's not unwise, since the tasks of getting started and developing a waterfront plan require funding long before a single pile gets driven. This section examines the question, "How do we pay for revitalization?" It is organized into two parts:

- **Financing Planning and Design Studies:** How to fund the first three stages of revitalizing your waterfront —*Stage One—Getting Started, Stage Two—Surveying the Waterfront,* and *Stage Three—Developing the Waterfront Plan.*
- **Financing Waterfront Development:** Paying for the pilings, planks, and public accessways that must be built if *Stage Four—Implementing the Waterfront Plan,* is to be realized.

Appendix B—Sources of Financial Assistance provides a compendium of federal funding sources—organized by program name, administering agency, and program category.

Financing Planning and Design Studies

Waterfront revitalization is a planning subject that has captured the attention of agencies with quite divergent interests, including coastal-zone management, community development, outdoor recreation, economic development, ports and harbors, historic preservation, and natural resource management.

Coastal Zone Management (CZM) Programs

Coastal management agencies have a stake in waterfront revitalization wherever marine or Great Lakes waters are involved. In fact, coastal states are urged to assist local governments in the redevelopment of deteriorated urban waterfronts and ports through federal coastal zone management funding. In addition to waterfront planning grants under Section 306 of the Federal Act, funds for land acquisition and low-cost construction also are available through section 306A. The latter program specifically targets public-access development, the redevelopment of deteriorating waterfronts; preservation of historical and cultural values, and features; and restoration of natural resources.

Virtually every small community we studied received state coastal management agency grants to undertake waterfront planning studies, acquire land, or actually construct projects. Riverfront and lakefront communities outside state coastal zones are ineligible for CZM grants.

Community Development Agencies

Most states have a community development or planning agency that provides planning information and technical assistance to local governments.

Helping smaller communities locate and apply for state and federal grants and loans is among these agencies' functions. As federal policy changes rapidly in these days of deficit-consciousness, state community development agency staff maintain current information on which programs are funded and which are not, on current grant eligibility criteria, and application procedures.

Outdoor Recreation Agencies

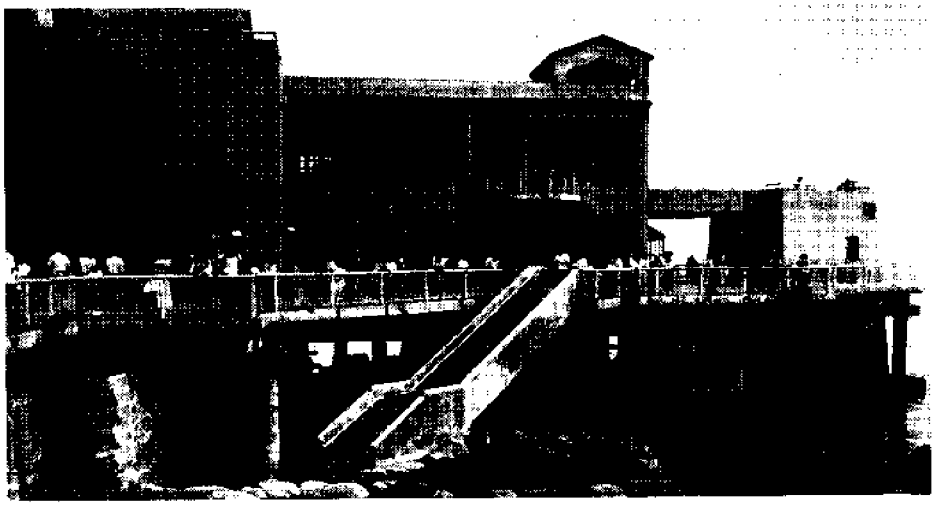
Parks, boating facilities, fishing piers, waterfront trails, viewing towers, and other structures often are the critical public contributions to a successful, revitalized waterfront.

In some instances outdoor recreation funds are available for planning studies. A state agency or an interagency committee usually serves as a clearinghouse for a variety of federal and state outdoor recreation funding sources. That agency often will have authority to award, on a competitive basis, grants and loans to public entities (including port districts) for planning, design, engineering, and construction of waterfront recreation facilities.

Economic Development Agencies

Both federal and state programs provide grants and loans to public and private entities for the creation of employment or diversifying local economies. Waterfront communities have received a share of these funds for planning port infrastructure development and for promoting tourism. For example: the City of Port Angeles used a Federal Economic Development Administration (EDA) grant to conduct a downtown planning study. Results of the study included a recommendation for construction of a city pier which became the centerpiece of the community's waterfront.

A state program for depressed coastal areas in Washington State funded an economic development plan for Wahkiakum County that included recommendations for the restoration of Skamokawa's riverfront and historic district.



Port and Harbor Development Agencies

Until very recently, the Federal Government has been the major player in port and harbor planning and development; but changes in the level of national funding available, and in the criteria for allocating funds, have drastically reduced the degree of Federal Government participation in local harbor improvements. Funds are more likely to flow towards projects where commercial, rather than purely recreational, benefits can be documented.

However, federal policy making in this area is volatile and the situation could change quickly. The District Engineer of the U.S. Army Corps of Engineers (COE) District Offices will continue to be informed on current funding policies.

Securing federal funding for harbor improvements is a political process and is likely to take several years to accomplish. The COE conducts "reconnaissance" and "feasibility" studies for proposed federal harbor projects when so directed by Congress.

This two-staged approach is used to weed out projects for a number of reasons, including those with little or no national benefit, or which are technically infeasible for engineering or other reasons. Reconnaissance studies require no local matching funds, while feasibility studies require 50 percent local participation in the project.

Projects that pass the technical-feasibility and national economic benefit tests may be recommended for inclusion in the Federal budget through a water resources appropriations bill. The local port authority is probably the best local entity to deal with the COE when harbor improvements are envisioned in a revitalization program.

Historic Preservation Sources

Funding for the preparation of historic preservation plans—conducting architectural surveys, assessing structural conditions, and developing detailed cost estimates—is available from the National Trust for Historic Preservation, the National Endowment for the Arts, state historic preservation offices, and private foundations.

Natural Resource Management Agencies

In some states special funds may be available from the natural resource agency responsible for managing submerged lands. For example, in Washington, the Department of Natural Resources administers the Aquatic Lands Enhancement Account (ALEA), a fund supported by fees levied on the use of state submerged (aquatic) lands. This program was established in 1984 to fund projects that enhance public access to beaches, restore degraded marine environments, or enhance the public benefits derived from submerged lands. Preparation of Port Angeles' harborwide plan was partly supported by an ALEA grant.

Financing Waterfront Development

Control, ownership, and financing of waterfront development projects may be purely public, partly public and partly private, or entirely private.

For example, a marina developed and operated by a port district and built over leased public submerged lands is in purely public ownership and control. The same marina, if leased to a private operator to manage, would fall into the middle category, where some control of the facility has been relinquished by the port district.

Another marina—developed and operated by a private entity, but built over public submerged lands—still retains some public character through a lease agreement with the public lands agency. Finally, a private upland development built entirely on private land would fall into the purely private category.

These distinctions are important when considering how waterfront development is to be financed:

- **Public financing techniques** are available for public improvements and other developments serving a purely public purpose.
- **Commercial financing** is generally used for funding private developments.
- **Public/private joint ventures** are ways for public and private entities to collaborate on a particular development.

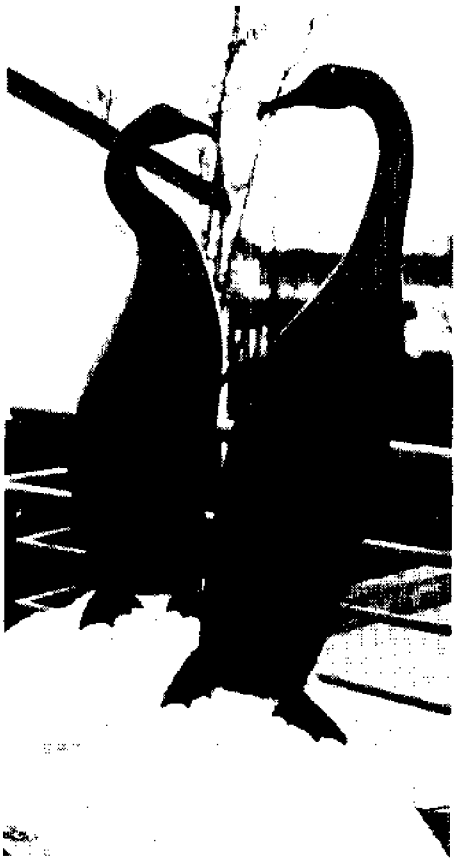
Public Financing

Public facilities can be financed through a variety of public mechanisms, including taxes, local improvement districts (LIDs), municipal (general governmental) bonds, industrial development (private activity) bonds, loans, loan guarantees, and outright grants.

In some cases they may be financed partly, or in whole, from private funds paid into a common public improvements fund by foundations, corporations, and waterfront developers. State constitutions and legislatures use enabling statutes to authorize the purposes these municipal funds may be used for—the use of public monies for any purpose other than public is generally prohibited.

- **Taxes:** The city government may authorize, through the normal budgeting process, a general-fund expenditure to pay for a public improvement on the waterfront. However, when the cost of improvement would extinguish the city's "rainy day" reserves, or significantly increase the general tax burden, other, more politically acceptable, sources should be considered.
- **Local Improvement Districts (LIDs):** Though not available in all states, LIDs, like tax increment financing, are useful public financing tools for improvements that benefit a small, well-defined district. For example, widening sidewalks; planting trees; and installing street furniture, banners, or special markers benefit businesses relying on pedestrian traffic for their trade. Through an LID, property owners agree to assess themselves to pay for such improvements, and thus can collectively purchase public improvements none of them would provide individually.

To create an LID, a special district is created, boundaries are described, the intended im-provements are specified, project costs are estimated, and property owners' assessments are calculated. Typically, when business-district improvements are to be the object of the LID, individual



assessments are based on some equitable measure of business activity—number of employees, square footage or front footage of property, or assessed value of the property. The city constructs the improvements using its short-term borrowing capacity, then issues an LID bond for the resulting debt. Each owner is assessed his or her share of the costs, and the receipts are used to retire the bonds.

- **Municipal Bonds:** Municipal bonds are of three types—general obligation, revenue, and the LID bond discussed above—and each has the advantage of being tax-exempt.

Tax-exempt refers to the interest income earned by the bondholder. Interest income from these bonds is exempt from federal (and in some cases, state) income tax; and, as a result, interest rates paid on tax-exempt bonds are lower than those paid on commercial loans. As a consequence, municipal bonds are a cheaper source of capital than commercial financing for qualifying developments.

The bond's quality, reflecting the degree of risk to the bondholder and the interest rate the issuer must pay in the bond market, is highest for general-obligation bonds and lowest for LIDs. High quality bonds have the lowest risk and lowest interest rates.

A general-obligation bond pledges the full faith and credit of the municipality and uses property-tax receipts to pay debt service to the bondholder.

Depending on the state and the circumstances, issuance of a general obligation bond requires a vote of the people—usually a significant majority (for example, 60 percent)—in the taxing district issuing the bonds. There are exceptions when obligation bonds may be issued on the authority of the municipal governing body without a vote of the people.

A revenue bond, unlike a general-obligation bond, is backed by sources of revenue other than taxes. These sources may be special revenue from the specific facility being financed, or general nontax revenues of the municipality. Revenue bonds do not require voter authorization in most states.

State constitutional and statutory limits may apply to the maximum indebtedness that may be incurred through general obligation bonds. Revenue bond sales are limited by the ability of the municipality to repay debt from general or special revenue sources, as evidenced by a municipal financial statement or "pro-forma" financial analysis of the enterprise being financed.

Recent (1986) tax-code amendments placed new, severe limits on the purposes for which municipal bonds may be issued. Generally, if more than 10 percent of the bond proceeds are to be used by private (nongovernmental) trade or business, and if more than 10 percent of the repayment of the principal or interest is derived from similar, private sources, the IRS will rule that the bond does not qualify for tax exemption.

Important exceptions to this "private activity bond" rule apply to government-owned, common-use wharves and docks, including municipally owned and operated marinas. Marinas built by a port or city and leased to a private operator would not qualify for tax exempt financing.

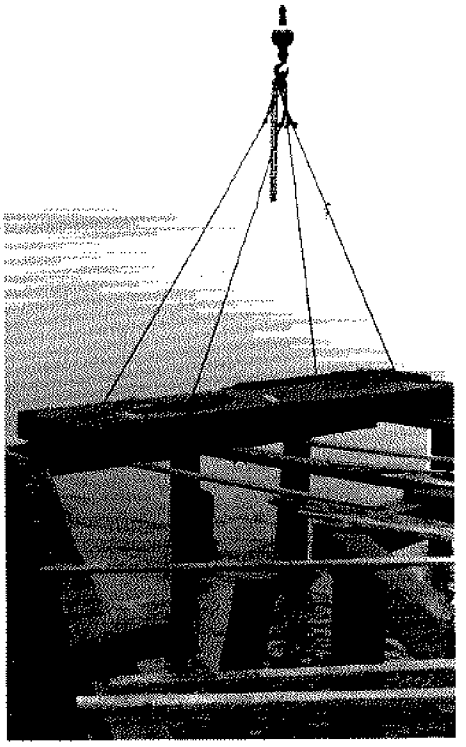
Another special type of bond, the industrial revenue bond (IRB), received similar congressional scrutiny in the 1986 Tax Reform Act. Because of frequent misuse and loss of federal tax revenues, the tax-exempt IRB now is limited to financing publicly owned docks, wharves, hoists, and so on. An exception for using small-issue IRBs for financing the acquisition of land and buildings for the use of private manufacturers expired on December 31, 1989.

Tax-increment financing is a special kind of municipal bond, available in some states, that pledges the anticipated increase (increment) in tax receipts from community redevelopment projects to repay bonds issued for those projects.

In other words, as a community project—for example: street and sidewalk improvements—is completed, the market value of the private properties affected by the improvements will rise, assessed values will be adjusted upwards, and tax receipts will climb. The tax increment over the life of the bond is estimated, thus giving a basis for setting the size of the bond issue.

In some states, tax increment financing runs afoul of the state constitution.

There are several reasons it is prudent to seek the advice of bond counsel before committing to a particular form of public financing for waterfront improvements.



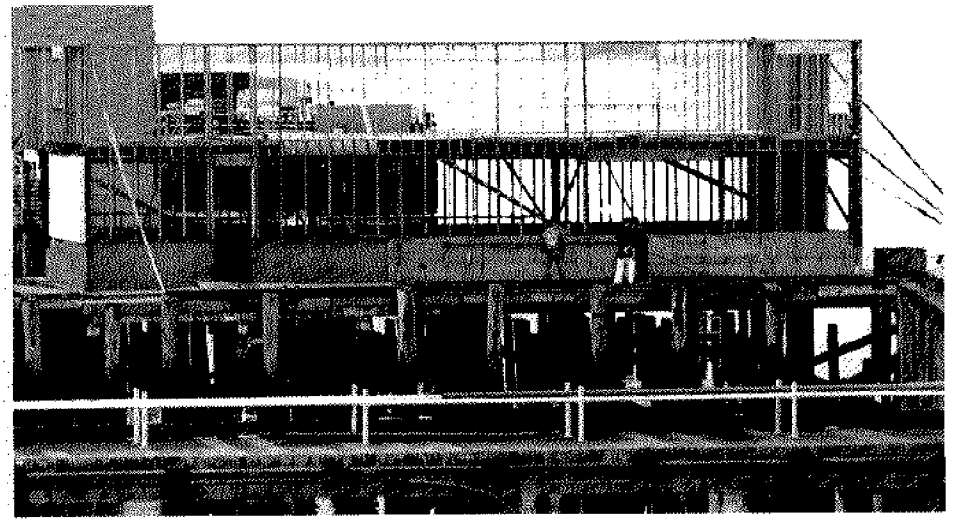
- The courts are continually interpreting IRS regulations and the federal tax code as they pertain to municipal bonds.
- There are several alternative approaches to public financing; choosing the best for your community project warrants the attention of an expert.
- Finally, the terms and timing of a bond issue can affect the interest rates the municipality must pay the bondholder.

• Grants, Loans, and Loan Guarantees: Private waterfront development projects may be eligible for a number of federal and state loan, and loan guarantee programs, subject to various restrictions according to purpose and location.

Small Business Administration (SBA) programs make direct loans for buildings—SBA 504—and provide loan guarantees for expansions—SBA 7(a)—to qualifying businesses. Similar state-administered programs are available in many states, and have been used for waterfront revitalization purposes. Once a beneficent source of urban and community development financial aid, federal government programs have shrunk in recent years.

One of the grant programs remaining is the Community Development Block Grant Program (CDBG), a highly-competitive grant program with annual funding cycles. Under this program, 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 principally must 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, sub-recipients, 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.

In risky market environments, such public subsidies as loans, loan guarantees, or outright grants can make the difference between go and no-go for private waterfront projects. Private lenders are more secure about a project when the developer's equity is matched or exceeded by a government grant, or where the risk of default on a loan is obviated by a guarantee.

Public-Private Joint Ventures

As a result of diminishing federal appropriations for urban development grants, loans, and loan guarantees during the 1980's, cities have turned to the private sector for partners to share in the costs and benefits of waterfront redevelopment. In a broad sense, waterfront revitalization must be a public-private joint venture if it is to succeed: a waterfront without some kind of commercial activity would likely be sterile; a waterfront without public access and amenities would be crass and inhospitable.

Public-private partnerships take many forms, but generally, the value of the partnership lies in the complementary strengths and abilities of each sector in the development process.

The public sector (municipal government) has powers unavailable to the private entrepreneur:

• The power to condemn land for public purposes (eminent domain)

• The power to raise low-cost capital through taxes and bonds

• The power to regulate land use (zoning).

The private sector has certain attributes and freedoms not found in the public sector:

• Access to capital for purely private purposes

• Ability to transact business speedily and in confidence

• Entrepreneurial motivation—personal financial reward for financial risk.

Failed Public-Private Joint Ventures

The Landing Project, Port Angeles:

Built over state submerged lands where lease terms are restricted to 30 years, this proposed mixed-use, restaurant-retail project proved difficult to finance through conventional commercial arrangements.

The City of Port Angeles was able to secure a Federal Community Development Block Grant of $400,000 through the State Department of Community Development (DCD). The grant was then used to make a subordinated loan to the project developers, Port Angeles Waterfront Associates.

Together with $400,000 of private equity, the block grant enabled the developer to secure a conventional real estate loan of $1.89 million from a commercial bank—even though the submerged-land lease term was shorter than the minimum usually required: five-fourths the length of the mortgage.

Unfortunately, the private developer partnership was unable to find someone to lease an anchor restaurant, or fully lease the upper floor of the building; and at time of writing this guidebook, the project was in financial difficulty.

The City of Port Angeles will not give permission (required by the loan agreement with the city) for the partners to take out another loan, and the bank that handled the original loan is foreclosing on the property. The city has few options available to recoup its loan—it can buy the property at the foreclosure sale or lose its equity in the project entirely—and there is little support from the community for putting any more public money into the project.

Whereas The Landing in Port Angeles was built, partly leased and then failed; a hotel-convention center complex in the Eureka, California, downtown waterfront never was constructed. The joint venture scheme envisioned the city building a waterfront drive, two plazas, and a convention center; and the private developer was to have built an eight-story hotel. With the help of a $2 million loan from the City of Eureka, the developer built the foundation and went into bankruptcy. The project was scrapped.

Municipal government (including port districts) can use its powers to overcome obstacles insurmountable to the private developer.

It can assemble fragmented land holdings into parcels of developable size and shape and then lease or sell them to the private sector for specified kinds of development (see *Land Acquisition* in *Part III—Revitalization Issues, Tools and Techniques*).

Municipalities can make necessary public improvements—demolition and site clearance, street repairs, installation of utilities—to provide an environment conducive to private development.

In unusually risky markets, where a "seed" project is needed to start revitalization, the city can be an equity partner in the development, sharing in the risks and rewards through use of invested local, state, or federal funds.

On the other hand, the private sector can develop waterfront properties for any revenue-producing use for which a market exists and which is allowed by zoning. Within limits, private developers can be required to build public amenities into their private projects as a condition for getting a permit. But where the costs of the amenities become overly burdensome, developers will balk or sue, and the project may not get built.

Consummating public-private joint ventures requires a high degree of financial and legal sophistication. There are usually sound reasons the private sector would choose not to go it alone on some waterfront projects: the municipality needs to know what these reasons are.

In our case-study communities we found only two examples of formal public-private joint ventures, and both were financial failures. Experience suggests that smaller municipalities limit equity involvement in private projects to those where the following conditions are met:

- Market conditions affecting the project's revenue predictions are verified. An independent review by a knowledgeable real-estate financial expert concurs with the developer's claims.
- The developer has a proven track record in similar developments in comparable waterfront markets.
- The stumbling block to private capital investment is an institutional one (for example, public lands are involved) and not the economics of the project, and it can be removed only by public funding.
- It is clearly in the public interest that development go forward. Without it, the other elements of the waterfront plan would likely fail.

Commercial Financing

Private developers seeking commercial financing to build projects in the waterfront will turn to financial institutions such as commercial banks, savings and loan associations, or insurance companies. Commercial lenders are involved in a project in three ways: short term construction financing; long-term mortgage financing; and equipment financing.

Construction financing pays the the bills of the contractor and architect as they come due during the construction phase.

Long-term mortgage financing is taken out when the building is ready for occupancy. The mortgage will probably be refinanced periodically as the property appreciates to enable the owner to take out equity.

Financing for special facilities and equipment—restaurant kitchens, marinas, sports facilities, and so on—requires separate financing since these items are difficult to dispose of should a loan default.

Lenders do not like to take inordinate risks and will require that the developer have some personal capital as equity in the project—usually 25 percent of the project cost—to share in the project's risk with the lender.

The lender also will want to be assured the project will generate sufficient cash flow to pay operating costs, depreciation, taxes, and debt service on invested capital. The project proponent will be required to provide documentation to this effect through a "pro-forma" balance sheet. The pro-forma will show the project's projected financial performance of over the life of the mortgage (with more detailed analysis for the first critical years as rental space is leased or development units are sold).

The lender also will look carefully at the financial track record of the developer.

Waterfront projects often entail higher construction, engineering and permitting costs than those developed on upland sites; and if there is not already successful development of a comparable type nearby, the risks are perceived to be even higher. As a result, developers' equity requirements may be greater on the waterfront, or some degree of public participation in the project might be required.

Choosing and Using Consultants Effectively

Rarely does a community revitalize its waterfront without using consulting services at some stage of the process. One community might employ a consultant to design or run its public-involvement process, while another might need an economist to do a marketing study. Yet another may employ urban designers to translate the concepts developed by a waterfront citizen committee into site-specific architectural plans and engineering specifications. And still another may hire a firm to lead them all the way through the planning, design, and construction process.

Whatever the situation or need at the waterfront, consultants often can play a key role. Their broad range of experience and specialized expertise make them valuable members of the waterfront planning team.

See *Part II—Revitalizing Your Waterfront, Stage One—Getting Started, Organizing the Planning Team* for more information on the kinds of professional expertise useful in waterfront planning.

The following is a summary of the issues and topics dealt with in this section, each of which is discussed more fully later.

Reasons for Hiring a Consultant—Communities typically hire consultants because:

- they need specialized expertise,
- they need work accomplished in a short time, or
- they need objectivity or some other intangible only a consultant can provide.

Preparing to Hire a Consultant—In advance of hiring a consultant, communities should:

- decide on the role of the consultant,
- prepare a scope-of-work for the consultant,
- develop criteria for selecting a consultant, and
- appoint a selection committee.

Locating Qualified Consultants—Communities need to:

- do research and
- advertise widely to make sure all qualified consultants know about their project.

Selecting a Consultant—A community can go about the actual selection process in a number of ways. Typical selection processes include:

- a request for statements of qualifications and interest,
- a request for full proposals from a more limited number of firms,
- interviews of several firms,
- selection of a single firm, and
- detailed work and fee negotiations.

Working With Consultants—There are a number of tips that can help make the community-consultant working relationship a good one. Examples are:

- clear communication through a single contact,
- regular meetings with the planning team, and
- periodic evaluation of progress.

Reasons for Hiring a Consultant

"Why use a consultant?" is the first question most communities ask. While there may be many reasons, they can probably be boiled down to three:

• **There is a need for specialized knowledge, skills, or experience.** Many small communities do not have a professional planner, or design and engineering professionals on staff, or even available on a volunteer basis. And, even those that do may benefit from the special expertise or broad experience a consultant, or team of consultants, can bring to bear on a complex area such as the waterfront.

• **There is a need to expand capability on a "crash" or one-time basis.** Sometimes the need is immediate and it would take too long to recruit, hire and train staff. However, adding a staff member is always an option and should be examined carefully in view of long-term costs. Other alternatives might be to obtain assistance from a county or regional planning agency, or to share a planner with another community.

• **There is a need for some intangible such as objectivity or leverage.** Sometimes a consultant can help the community take a fresh look at an old problem and foster a solution that an insider could not. While political sensitivity is important, a consultant is less likely to be constrained by local politics than are staff or elected officials. Outside experts can sometimes provide the credibility needed to market ideas to private investors or government funding agencies.

Preparing to Hire a Consultant

Tasks involved in getting ready to hire a consultant are deciding what needs to be done, preparing a scope-of-work, developing selection criteria, and appointing a selection committee.

Specifying the Role of the Consultant

An important task for the community is to decide what role it wants the consultant to play. Since funding is often a major limitation, especially in small communities, it is important to think through the entire planning and design process to sort out what the community can do with its own staff and volunteers. Limited funds for purchasing outside services then can be directed to those tasks requiring specialized knowledge and skills not otherwise available.

Preparing a Scope-of-work

Once a community has reached the stage where consulting services are required, a "scope-of-work" with specific objectives needs to be prepared. The scope-of-work should be as simple as possible, but clearly communicate the goals, expectations, and final product desired. Pictures, sketches and maps may be useful.

If the community does not have the technical expertise available to develop the scope-of-work, they might consider hiring a consultant to help with this initial task. Whatever the case, it is important that the scope-of-work be realistic with respect to the budget available—you cannot expect a comprehensive waterfront plan for $5,000!

The scope-of-work serves several purposes. First, it helps the community articulate, in writing, exactly what it needs to have done. This point cannot be overemphasized.

Second, in simplified form, the scope-of-work provides the basis for a widely-advertised Request for Qualifications (RFQ). RFQ's are used when a project is a relatively large one or when the community wants to be sure that all qualified firms know about the project. Interested firms respond with a Statement of Qualifications (SOQ). *Figure 6* gives an example of the information a community should request in their RFQ .

Finally, the scope-of-work provides focus for consultants invited to prepare full proposals. At the full-proposal stage, there should be enough detail in the scope-of-work to allow comparison of different submissions on an equal basis. *Figure 7* outlines the general categories of information communities should include in the Request for Proposals (RFP). A pre-proposal meeting for all interested consultants also may be

Figure 6

Information To Be Included In a Request for Qualifications (RFQ)

The RFQ should include an outline of the proposed project, the scope-of-work to be performed by the consultant, and the time frame. The name, address, and phone number of the local contact person also should be listed.

The statement of qualifications and interest (SOQ) submitted by each consultant should include:

1. A statement of the part(s) of work the firm is qualified to perform.
2. The firm's experience in the last 10 years on similar work.
3. Identification of the person(s) on the firm's team available to perform the work, and their qualifications and experience.
4. A confirmation of the firm's ability to perform the work within the time span indicated.

Figure 7

Information To Be Included In a Request for Proposals (RFP)

The RFP should include:

1. The purpose of the project.
2. Background leading up to this project or project phase.
3. A detailed scope-of-work the consultant will be expected to perform.
4. Desired products.
5. Desired schedule.
6. Approximate budget available.
7. Criteria for selecting a consultant.
8. Elements to be contained in proposals submitted by consultants:
   - *General Approach:* general philosophy and methodology for the project.
   - *Task Definition:* specific tasks and their component parts.
   - *Schedule and Products:* timing of major steps in project, citizen and planning team meetings, products, and target dates for each.
   - *Team and Organization:* key members and their responsibilities.
   - *Capabilities and Experience:* relevant firm and individual experience, with references.
   - *Cost:* staff rates and hours by individual.
9. Local contact person, submission deadline, proposal length requirements.

useful, eliminating many separate inquiries and putting qualified firms on more equal footing at the beginning.

Developing Selection Criteria

Criteria for selecting a consultant should be established before the RFP is issued. Criteria should relate to the proposed scope-of-work, the qualifications desired, and performance standards to be met. By clearly defining the services to be furnished, the community can accurately judge who is best equipped to do the job. Often a rating system is established, with appropriately weighted criteria. Examples of general criteria for selection are:

- Professional and ethical reputation as evidenced from inquiries with previous clients and other references.
- Professional qualifications and experience of the planners, engineers, and architects that make up the project team.
- Demonstrated knowledge of applicable codes, government regulations, and permit procedures.
- Demonstrated experience in the type of work to be undertaken.
- Ability to work with the public and build consensus.
- Past performance with respect to innovation, quality, costs, deadlines, contract performance, community relationships and sensitivity, and follow-through.
- Location of the firm and its decision makers.
- Necessary financial and business resources to accept assignment and provide continuing services.

Another important issue, for both the community and prospective consultants, is whether selection will be based on price (fee) as well as qualifications?

Those with long experience contracting for consulting services uniformly recommend selection based on qualifications, with price negotiated later. A Corps of Engineers division engineer says, "The Corps of Engineers gets higher quality service and in the long-run, better projects by selecting consultants by quality first and then negotiating contract agreement.

When negotiating, we keep the option open to go to the next firm if we do not agree on fees, or other features of the work."

Consultants agree. A director of ports and ocean engineering for a large firm put it this way, "Price is always a factor in reaching an agreement with a design professional, but introducing it into the selection process before a well-designed scope-of-work is agreed upon will reduce creativity, lead to a more adversarial relationship, and likely result in an inferior product at higher cost."

Nevertheless, it is advisable to let potential consultants know approximately how much money is expected to be available for the job. This will help them prepare realistic, comparable proposals, while understanding price itself is not one of the selection criteria.

In some states, using price as a basis for selection is actually illegal. For projects receiving federal funding, the Brooks Act—which prohibits price-based selection for professional services—may apply.

Appointing the Selection Committee

The makeup of the selection committee is an important consideration. Three or more individuals should be chosen to evaluate proposals, interview firms, and choose or recommend a winner. One of the committee members should be the person who will be the community's liaison with the consultant throughout the project (for example, the city manager or planner). This person most likely will be the local leader of the waterfront planning team (See *Part II—Revitalizing Your Waterfront, Stage One—Getting Started, Organizing the Planning Team*). Others in the community, such as the city engineer or parks director, who will work with the consultant also should be included.

If the waterfront revitalization project is being undertaken in cooperation with a port or other special district, a liaison person from each group should be included. Volunteers—such as a local architect or engineer, a community development specialist from a state agency, or an extension specialist—with special expertise but no conflict of interest, might also be included. It also may be a good idea to include a representative from the agency providing grant funds for the project. Three to five members is optimum.

While the names, affiliations, and professional background of selection committee members may be provided to consultants, contact with the selection committee should be through a single person.

Locating Qualified Consultants

Often, a difficult aspect of hiring a consultant is making initial contact with people who may be qualified. Simply asking around can be very effective. Other communities, local ports, and government agencies often will informally share their opinion of firms they have worked with or mention firms that have a good reputation.

In many areas, there are local directories of professional planners, architects, landscape architects, engineers, and economists who provide consulting services; but there is probably no single place to find all the specialties you are interested in.

There are other ways to locate qualified firms. For example, most firms regularly peruse major newspapers and professional and business

publications for Requests for Qualifications and Proposals. An example of the latter, is the *Daily Journal of Commerce* in Portland, Oregon. Also, many consultants specializing in waterfront work advertise in national magazines, such as *Waterfront World*.

Another excellent source of consulting firms in your area are national professional organizations and their local chapters. These groups, some of which are listed in *Appendix C—References and Resources* maintain membership lists and may provide referral services.

Selecting a Consultant

The process of selecting a consultant is a very important matter—the choice can make or break the community's waterfront revitalization effort. The right consultant is worth much more than the fee involved, since that cost is a small percentage of the total cost for planning, construction, and operation. On the other hand, a consultant who is not right for the job can cost time, money, and support in the community. Several procedures, outlined below, can be followed in selecting a consultant.

Four-Step Process

One well-accepted procedure for consultant selection has four steps:

1. If the project is a relatively large one, an RFQ should be issued—either by advertisement or by a letter containing a general description of the proposed project—to all qualified firms. *Figure 6* is a sample of information that should be included in an RFQ.

2. After qualifications are reviewed and references checked, detailed technical proposals are requested from the top 5 to 10 firms, based on a more detailed scope-of-work and other information. *Figure 7* is a sample of the information that should be included in an RFP. A pre-proposal meeting might also be held.

3. Submitted proposals are studied and evaluated against predetermined criteria, and the number of firms (two to four) reduced for individual interviews. Each firm also may be given information on what is to be presented at the interview.

4. Based on the interviews, and the determination of which firm's approach, staff, and background best fits the needs; the top firm is selected for negotiation of a final scope-of-work and fees for the various services involved. For larger projects or those lasting 3 months or more, a project schedule, or critical path diagram, should be prepared. In all cases, products, termed "deliverables" in the trade, should be well defined. If agreement cannot be reached, the first consultant is dropped and a second one enters negotiations.

Three-Step Process

A slight variation of this procedure is a three-step process, used by the Corps of Engineers and other federal agencies. The first step is a request for SOQ's, submitted on U.S. Government Standard Forms SF 254 (general qualifications). For the top two-to-five firms, this is followed by either a written proposal on SF 255 (specific project qualifications) or an interview. Finally, the top firm is selected for contract negotiations.

These standard forms are available from any federal agency, are easily prepared by the consultant, and easy to evaluate. Communities may use them as is or as a guide for preparation of their own Requests for Qualifications and Proposals.

Two-Envelope System

A variation of either of the above selection processes is what is known as the "two-envelope system." Firms are asked to prepare and submit a technical proposal in one envelope and a cost proposal in a second. After the selection of one firm based on the technical proposal and interviews, the cost proposal is opened and negotiations begin. Cost proposals submitted by unsuccessful firms are returned unopened.

Sole-Source Contracting

In some situations, a sole-source, noncompetitive contract may be the most efficient and logical approach for hiring a consultant. Perhaps the project is a small one, and a

The Importance of Checking Credentials...

One small community that wanted to develop a plan to improve a waterfront park needed to get permits for work in navigable waters. After an initial visit to the project site, environmental and permitting agencies were enthusiastic about the plan, which emphasized conservation education.

The city then hired a consultant to go through the Corps of Engineers' permit process. Nearly 4 years elapsed with one delay after another. According to the consultant, the problem was communication difficulties among the Corps and environmental agencies.

Fed up with the delay, the city parks director visited the Corps and talked to the staff handling the project. The real problem: apparently, the consultant had alienated nearly all agency staff involved and created confusion and delay in the process. Also, it wasn't their first such experience with this particular consultant.

This was a complicated project with significant environmental impacts, so a permit was not likely to be issued quickly in any event. However, if the city had carefully checked references and spoken with some of the people the consultant would be working with, his reputation of being difficult to deal with probably would have come to light.

consultant is available with whom the community has had good previous experience. In such cases, avoiding the more cumbersome competitive process might make sense.

Generally, however, it is a good policy to set a maximum contract amount for sole-source contracts, perhaps $15,000-20,000. This policy helps retain the community's flexibility to hire special expertise on short notice, while ensuring other, larger-project work is procured on a competitive basis. For these larger projects, the competitive process is in the community's best interest.

Working with Consultants

Selecting the right consultant is an important first step toward a successful project, but the subsequent working relationship is of equal importance. The following are important tips for communities to get the most out of the consulting team.

- Select a local planning team member to be the contact point for the consultant—the most likely candidate being the person who coordinated the selection process. The contact person should have enthusiasm, interest, and capability for the assignment; as well as the confidence of the community and city management. The liaison person also should have the authority to make decisions.
- Following contract negotiations, have a kickoff meeting with the consultant present to explain the scope and objectives of the work to local officials, interested community members, and the media. This will help get things off to a good start and begin the process of community involvement.
- At the outset, give the consultant all available information on the project. Don't pay for "reinventing the wheel."
- Consider a variety of alternatives. Nearly every project can be accomplished in several ways. This might even be built into the Request for Proposals.
- Have at least three meetings during the course of the contract to review progress. Local members of the planning team and key members of the consulting team should attend.

One of the most important meetings should occur at approximately one-fourth to one-third of the way through the project. By this time, basic concepts should be agreed upon, and it also is early enough to make changes in the work program, if necessary, without incurring additional costs and time. Such meetings should be used to make all major concept and design decisions. No one likes to be surprised later, be uninformed about the current status of the project, or, especially, to have to revisit work already thought to be accomplished. If community involvement is an important part of the process, these progress meetings might occur immediately before or after public sessions.

- Make the consultant feel like part of the community staff and a part of the team—the result will be increased commitment and effort. Consultants take pride in their work and want to see a successful project as much as the community does.
- Toward the end of the consultant's work, schedule a performance evaluation. Do this during the project as well. It gives you a chance to let the firm know what you like about its approach and methodology, and what, if anything, is a problem. Give the consultant a copy of the evaluation, as it will help the firm improve weaknesses and build on strengths. Place the final evaluation in your consultant information file for future reference.

Obtaining Permits for Waterfront Development

Most waterfront revitalization plans include one or more projects that require permits from federal and state environmental agencies. The importance of involving these agencies throughout the planning process was stressed in *Stage One—Getting Started in Part II—Revitalizing Your Waterfront*. If this has been done, and the community has incorporated environmental concerns into its plans, the shoals of the permit process will be easier to navigate. This section addresses the following questions or issues, with particular emphasis on federal permits:

- Who regulates waterfront development, and what environmental permits are required?
- What advance planning is needed to make the permit process work smoothly?
- How does the permit process work, and how long will it take to get a permit?

Who Regulates Waterfront Development?

A variety of public agencies at each governmental level—federal, state, and local—have regulatory responsibilities for waterfront areas. The shoreline is the key boundary. Landward of the shoreline, regulation of development is principally the province of city or county government. Waterward of the shoreline, federal and state regulatory programs predominate, though local permits also may be needed.

Because local and state requirements differ greatly from state to state, the following discussion focuses primarily on federal permits and environmental requirements.

Federal Waterway and Wetland Permits

Section 10 of the Rivers and Harbors Act of 1899 gave the U.S. Army Corps of Engineers authority to regulate obstructions to navigable waters. "Navigable waters" under Section 10 are those subject to the ebb and flow of the tide, those used for interstate commerce in the past or present, and those which might be used in the future.

Dredging and disposal, filling, placement of structures in the water, and bank stabilization are regulated in navigable waters up to the mean or ordinary high water (MHW or OHW) line (*Figure 8*). The Corps jointly administers this permit program with Section 404.

Section 404 of the Clean Water Act (CWA) regulates the disposal of dredged or fill materials in "waters of the United States"—a much broader term than the "navigable waters" of Section 10 jurisdiction. Section 404 covers traditionally navigable waters, tributary streams, and wetlands (*Figure 8*). Section 404 wetlands are areas with sufficient water to support vegetation adapted to life in saturated soils. They include forested and shrub swamps, bogs, marshes, and similar areas.

In nonvegetated, tidally-influenced areas, such as rocky shoreline, Section 404 covers up to the high-tide line. Under the 1977 CWA amendments normal farming, forestry, and ranching activities; structure maintenance; and other actions with minimal adverse effects may be exempted from Section 404 permits.

Activities that may not require an individual federal permit are: placing fills to make minor stream crossings, installing utility lines that cross streams, or protecting eroding banks.

In addition, no permit is required for work in isolated lakes and in streams with an average annual flow of less than 5 cubic feet per second. If certain standard conditions are met, some of activities may be covered by a nationwide or regional permit.

Although the Corps of Engineers jointly administers this program with Section 10, the Environmental Protection Agency reviews and must approve or disapprove each Section 404 permit.

A number of other federal laws are involved with every decision on Section 10 and Section 404 permits. Two of the most important are the National Environmental Policy Act (NEPA) and the Fish and Wildlife Coordination Act (FWCA).

The National Environmental Policy Act of 1969 requires all federal

actions, including the decision to grant or deny a permit, be evaluated to determine whether they are "major actions" that "will significantly affect the quality of the human environment." If so, a Federal Environmental Impact Statement (EIS) must be prepared to describe the impacts, evaluate alternatives, and consider long-term versus short-term gains and losses.

The thorough project-planning and environmental evaluation fostered by NEPA is designed to ensure thoughtful, sound, development decisions. Although most permits do not require a full EIS, the Corps of Engineers prepares preliminary and final environmental assessments as part of its internal decision-making. Information gathering and synthesis for an EIS, when required, may involve a long lead time for a development project.

The Fish and Wildlife Coordination Act requires the Corps of Engineers to seek advice about possible adverse effects of waterway development on aquatic life from the U.S. Fish and Wildlife Service (USFWS), the National Marine Fisheries Service (NMFS), and the state departments of fish and wildlife. The law requires that fish and wildlife be considered equally with other factors when determining the suitability of waterway projects.

The USFWS also makes broad-ranging recommendations on ways to alleviate adverse impacts. While recommendations of these agencies have a good deal of influence on permit decisions, the Corps of Engineers makes the final decision. If serious disagreement occurs, there is a procedure for moving the decision to a higher level in the Corps.

Another federal law affecting permit decisions in the coastal zones is the Coastal Zone Management Act (CZMA) of 1972. Section 307 of the CZMA requires that Corps decisions on Section 10/404 permits be consistent with federally approved state coastal management programs. The permit applicant is responsible for making the "consistency" determination, which then is certified by the designated state agency.

In most states, the Corps will not issue a federal permit if the local or state permits for the activity are denied. However, issuance of a local or state permit does not oblige the Corps to issue the federal permit, though disagreements are uncommon.

Advance Planning for Permits

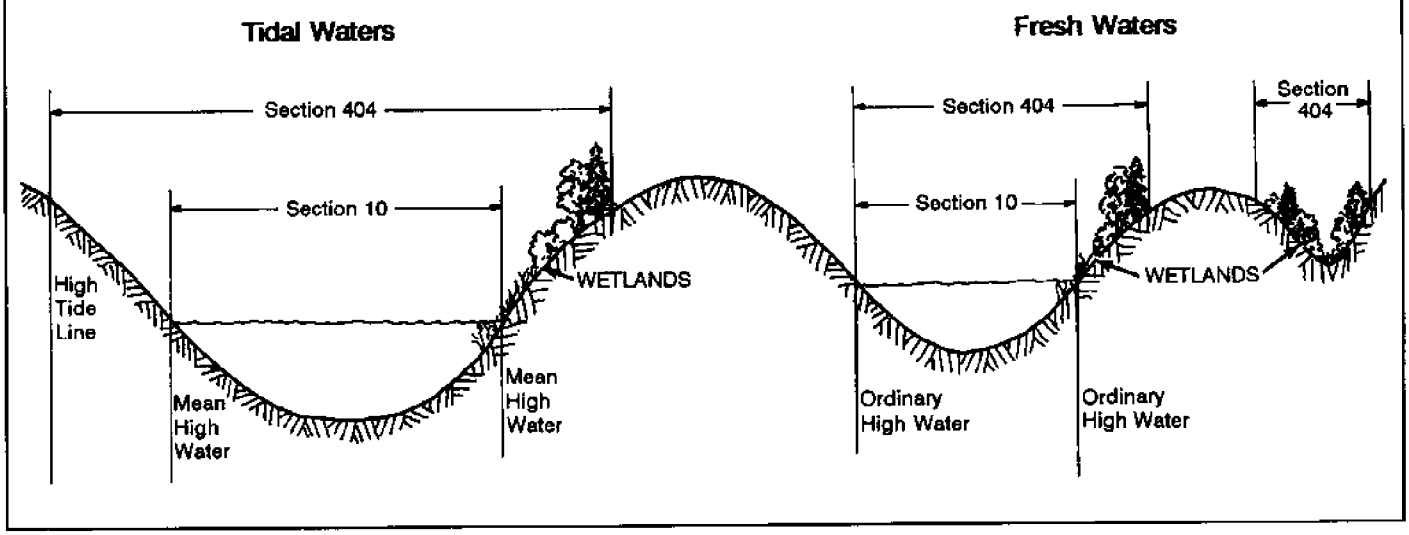
Effort spent in planning your project prior to applying for permits will save a good deal of time and frustration. The following are important, action-oriented planning steps to take before application. Following them will help an individual or community gather the necessary information, determine project feasibility, and minimize unnecessary delays.

Develop a Preliminary Project Proposal

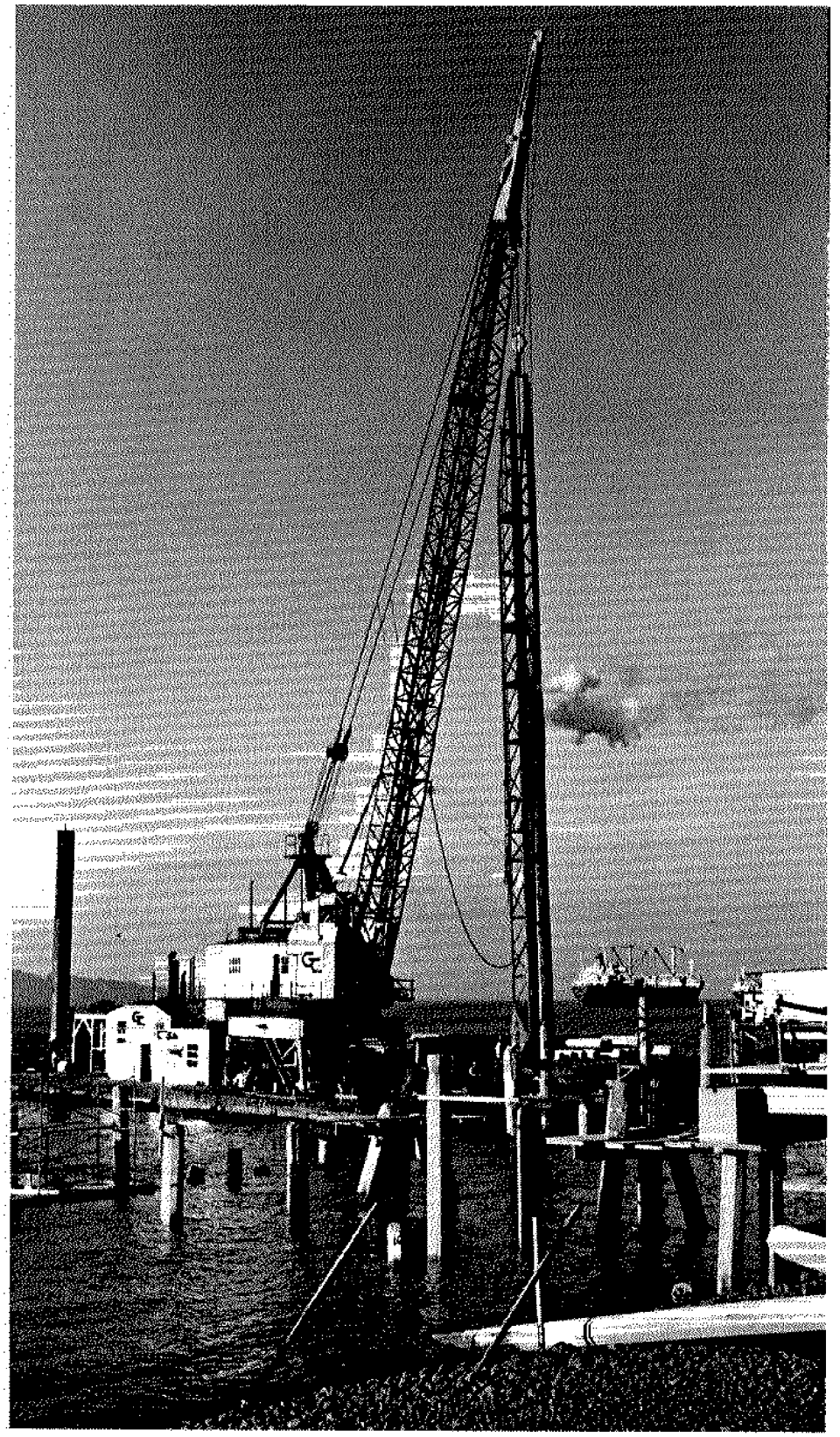
Much of the information required for the permit application will be available in your waterfront inventory and plan. Pinpoint the location of the proposed project on the map. What is the water depth—will the project be above or below the ordinary (or mean) high water mark? Is the area a wetland, marsh, sand or mud flat, beach, and forested area? Is it a riverbank, gravel bar, or slough? What is the river mile?

Find out who owns the waterway site and, if land access is required, the adjacent upland. Is the area in public

Figure 8
Corps of Engineers Regulatory Jurisdiction



ownership (that is, are these tidal waters? Are they navigable?) or private ownership (non-navigable waters or held under a state deed)? Make sure that the deed is valid. Check with the state lands agency. If the area is state-owned and must be leased, get a copy of the state's leasing rules, and find out when and how to make application.



Finally, using a large-scale map of your site, rough in development plans. Include areas to be dredged, filled, or excavated; including the amount of material and areas to be riprapped or bulkheaded. Show jetties, groins, piers, wharves, ramps, floats, underwater pipelines, buildings, or other structures. Provide approximate dimensions. The Corps' permit office has sample drawings.

Write a brief description of the proposal. Include possible alternatives and a plan to mitigate adverse environmental effects, if you think one may be required. This preliminary information will be useful during initial contacts with state and federal agencies having jurisdiction over the project.

Visit Local, State, and Federal Permitting Agencies

If the proposed project fits within the framework of the adopted waterfront plan, you should be able to secure local approval rather easily. Nevertheless, there will be reviews, possibly public hearings, and deliberations by elected officials.

If a state environmental permit is required, call or visit the appropriate agency. Find out what type of permit is needed and what standards will be used to judge the project. Get application forms and instructions.

Call or visit the U.S. Army Corps of Engineers District Regulatory Branch Office. Find out whether a Section 10 or Section 404 permit will be needed. Get application forms and instructions. Ask for names and addresses of other agency reviewers and find out what standards will be used to make a decision on the project.

After visiting local, state, and federal agencies, list all permits and approvals, how they interrelate, and the steps required for each.

Arrange a Preapplication Conference (optional)

For major projects (or smaller projects with technical or design problems, or serious environmental constraints), ask the state or the Corps to arrange a conference with all affected agencies.

Be prepared. Have necessary site plans, aerial photographs, and environmental descriptions so natural-resource agencies can express their specific concerns and offer useful suggestions. Keep an open mind.

Develop a Detailed Project Proposal

If the project, as proposed, stands a good chance of approval, prepare a detailed design and assemble required environmental and other information for each permit or approval. Consider the need for professional assistance with design and engineering. Make full use of available technical assistance from public agencies, incorporating their recommendations as far as possible. Develop information that responds to policies and standards of natural resource and other agencies. Prepare mitigation plans if necessary.

How Section 10/404 Permits are Processed

The Corps of Engineers publishes a public notice of a proposed project within 15 days of receiving the completed application. During that period, it prepares a preliminary environmental assessment to determine whether or not an environmental impact statement is needed.

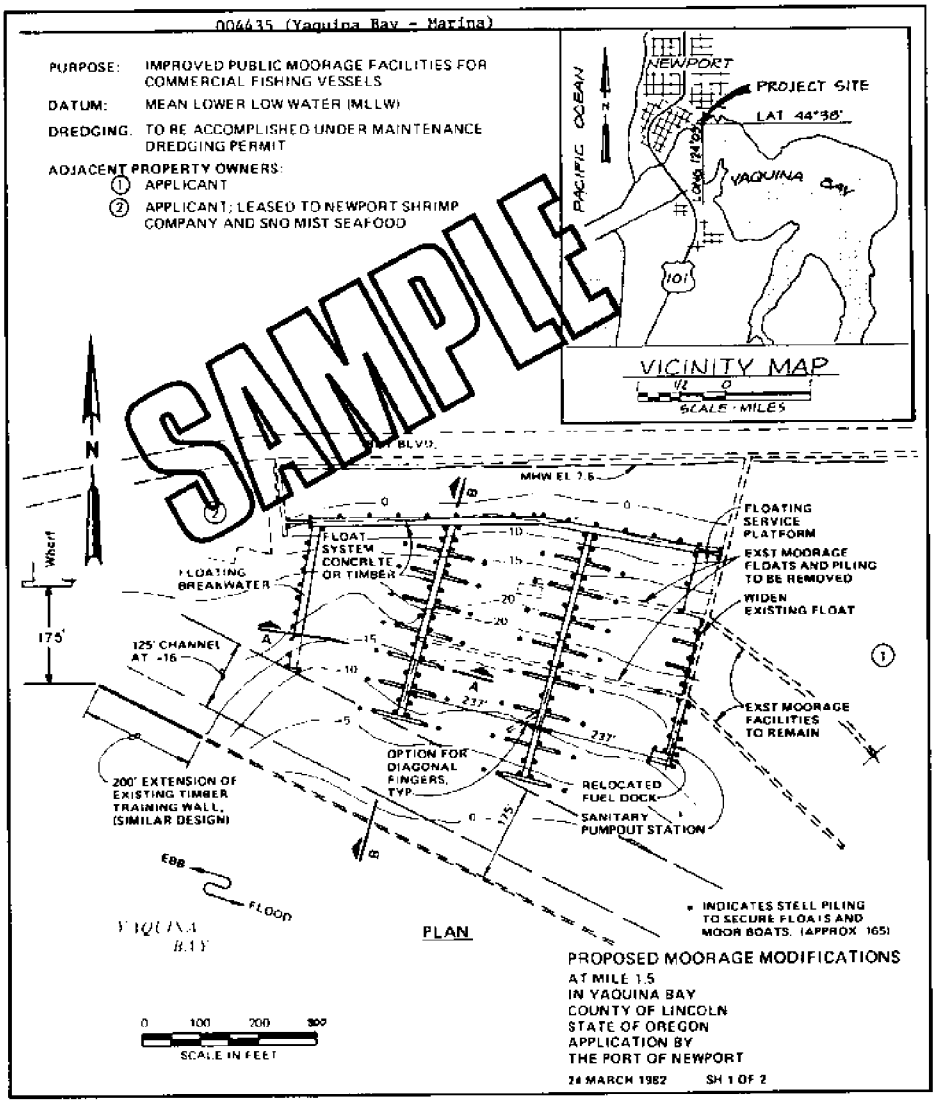
The Corps distributes the public notice to state agencies, interested parties, federal agencies, post offices, and newspapers. Normally, comments must be received within 30 days. Comments from the following agencies are particularly important.

U.S. Fish and Wildlife Service: The USFWS may recommend modification or denial of permit. Disagreements may be resolved at higher levels in the Department of the Army.

National Marine Fisheries Service: NMFS is responsible for managing commercial marine fisheries, including anadromous fisheries. NMFS' comments relate to preserving critical habitat for these species.

U.S. Environmental Protection Agency: The EPA has veto authority on Section 404 permits. Water quality is its chief concern.

State Agencies: Those with responsibilities for managing fish and wildlife habitat, and state coastal zone management agencies.



The process leading up to the Corps' decision on whether to issue a permit is called the "public interest review." Originally, the impacts on navigation were the only consideration. But, beginning in 1968, the Corps expanded its review to include additional factors reflecting the national concern for both protection and use of important resources.

All public interest factors relevant to a proposal must be considered, including conservation, economics, aesthetics, general environmental concerns, wetlands, cultural values, fish and wildlife values, flood hazards, flood-plain values, land use, navigation, shore erosion and accretion, recreation, water supply and conservation, water quality, energy needs, safety, food and fiber production, mineral needs, and, in general, the needs and welfare of the people.

Comments from agencies and individuals help the Corps in its public interest review. It holds public hearings if necessary, then makes a final determination of need for an EIS and files a final environmental assessment. If there are conflicts, the Corps makes every effort to resolve them, incorporating agency recommendations as much as possible.

Conflicts that cannot be resolved at the Corps district level are forwarded to a higher level for a decision. Finally, the Corps determines if the public interest will be served by issuing the permit, develops findings of fact, and issues or denies the permit.

Appendixes

Appendix A Citizen Involvement Techniques

The following techniques are loosely organized by their objective or purpose. The techniques overlap and are not mutually exclusive, so they may be used in concert or at many points in the planning process.

The principal source for these techniques is *Designing a Citizen Involvement Program: A Guidebook for Involving Citizens in the Resolution of Environmental Disputes,* by R.E. Howell, M.E. Olsen, and D. Olsen, published by and available from the Western Rural Development Center, Oregon State University, Corvallis, Oregon 97331.

Information Gathering Techniques

There are two ways of involving citizens in the information gathering process.

First, citizens may be the source of the desired information. For example, you may solicit their opinions about the relative importance of waterfront development issues. Opinion surveys, interviews, and brainstorming workshops are examples of ways to get this type of information from local residents.

Second, part of your approach to citizen involvement might be to develop and train a small group of volunteers who go out and collect information. Using volunteers saves money, provides local experience, and builds a cadre of residents with a stake in the outcome. Service organizations, youth groups, environmental organizations, and other special interest groups are good resources for volunteer assistance.

Surveys

Community-wide surveys can be conducted in many ways and can include a wide variety of questions. The organizers can mail survey questionnaires to local citizens, deliver the forms to their homes, or conduct telephone interviews or direct person-to-person interviews.

Advantages:

- They provide a means for monitoring community attitudes, knowledge, and opinions.
- They are relatively inexpensive information-gathering devices.
- Individuals selected for the survey can be found by reviewing voter registration lists, telephone directories, and so on.
- They allow for statistically random sampling, thereby ensuring representative community opinions.
- Mailed questionnaires can include space for additional comments.
- Surveys can indicate the degree of community consensus on important issues.

Disadvantages:

- Surveys might require more time and expense than you desire.
- If surveys are used too often or if they require a lot of time and expertise to complete, citizens may not respond.
- If volunteers are used to administer surveys, a substantial investment of time may be needed to train them.
- Mail surveys (the least expensive technique) have notoriously low return rates.

Brainstorming

A facilitator solicits public comments on a specific topic or topics. Another person records the comments on butcher paper, a blackboard, or an overhead projector so the comments are clearly seen and acknowledged by all participants. The comments are not evaluated but sorted into topical categories.

Then participants split into groups and each group evaluates the information and sets priorities. The whole group reconvenes and each group shares its ideas with the others.

Advantages:

- Brainstorming is a fairly quick and easy means to inventory major issues, public concern, and feelings.
- It provides a setting where participation in future activities may be announced and discussed.
- The process encourages all ideas and, in the evaluation phase, promotes interaction and synergy.

Disadvantages:

- It can result in a confrontation.
- Participants may not be representative.
- Results must be summarized and reported back.

Fast-Forum Technique

The fast-forum technique involves a series of brief surveys collecting citizen feedback on specific ideas or actions. It asks for "yes" or "no" answers to concise questions. The surveys are distributed periodically during the planning process in order to solicit immediate public response. They then can be distributed by local organizations or mailed directly.

Advantages:

- It allows decision makers to closely monitor public opinion.

Disadvantages:

- It is subject to short-term citizen perceptions and doesn't necessarily represent the collective view.
- Individuals may become apathetic about responding to several surveys, give false responses, or not return the surveys.
- It is strictly a one-way method of collecting information.

Information Dissemination Techniques

Explaining complex issues or information to local residents is important in all stages of planning and implementation. The following public-involvement techniques will help the community understand the issues, avoid confusion and unnecessary conflict, and effectively participate in the process.

For example, various public meetings can be used to explain inventory data and survey results, or present alternative design scenarios. Opportunities to speak out, exchange information, and debate interpretations are often part of such meetings—giving groups with diverse interests an opportunity to get to know one another in a non-confrontational setting.

Vehicles for communicating information include breakfast meetings, direct mailings, field trips, hotlines, information centers, open houses, seminars, informal group discussions, and mass media.

Breakfast Meetings

These are regularly scheduled and centrally located meetings designed for informal dialogue between the project developers, the facilitators, and the public. The primary role of the developers and facilitators is listening to public concerns. Comments may be recorded, summarized, and sent to other participants. To ensure that a cross section of the community is involved, invitations may be extended to the memberships of various community organizations or interest groups.

Advantages:

- They provide an informal atmosphere.
- They help agencies and industry keep a pulse on public concerns and feelings.

Disadvantages:

- They may limit attendance by low-income people.
- Noises and dining activities may hinder information collection.
- They are primarily a one-way interaction, with the public expressing views.
- The number of participants must be kept small.

Direct Mailings

Brochures or mini-reports can be mailed directly to citizens who live in the subject community. All brochures and reports should contain a common package of information, which outlines specific technical considerations, possible alternatives, and other pertinent factors and also provides the names, addresses, and telephone numbers of individuals, organizations, or agencies who can provide further information.

Advantages:

- They are an effective and widespread means of communication when distributing information to a large number of people.

Disadvantages:

- They are a one-way technique. The agency and technical experts send information to the community but do not receive any feedback.
- They offer limited citizen, agency, or industry contact.
- They require extensive preparation and can be moderately expensive.

Field Trips or Tours

Buses are provided, or carpools are arranged for transportation to the waterfront area. There are a variety of reasons for a field trip or tour, including identifying problems or opportunities, examining site development proposals or options, and identifying opportunities for interpretation.

It is important to have a guide, staff specialists, and outside experts to provide needed information about

the area and possible effects; show the proposed location of improvements and activities; and answer any questions that may arise.

Advantages:

- They provide firsthand knowledge of the site.
- Printed materials related to the site and proposed action can be distributed.
- They provide an informal setting for discussion.

Disadvantages:

- They require much planning for advance notice, transportation, and accessibility.
- The weather may interfere with the trip.
- The physical condition and capabilities of participants need to be taken into account.
- A number of experts may need to be present to answer questions.
- Citizen, agency, or industry interaction may be minimal.
- Insects, noises, and other factors may inhibit group interaction.

Hotlines

Hotlines provide a ready source of information that citizens can obtain at their convenience. Government agencies or community organizations can hire hotline personnel to answer questions, direct individuals to the proper sources, and register names for specific mailing lists.

Advantages:

- They allow for quick information dissemination.
- They can serve as a means for receiving citizen input.

Disadvantages:

- They are primarily a one-way information exchange technique.
- They provide limited citizen, agency, or industry contact.
- They can be expensive to operate.

Information Centers

Such centers are well-publicized places where public information can be easily obtained. They can be formal centers, established exclusively to disseminate information; or they can be informal areas where citizens normally gather, such as banks, barber shops, taverns, and stores.

Advantages:

- They allow quick and easy accessibility to information.
- They represent the agency's or industry's desire to make information accessible.
- They can be staffed by professionals capable of giving accurate information or providing correct information sources to the public.

Disadvantages:

- They provide marginal citizen, agency, or industry contact and communication.
- They require careful planning and substantial effort.
- They can be expensive in terms of personnel and informational material.
- If not staffed by knowledgeable personnel, they can provide misinformation.

Open Houses

A well-known public building is used to set up informational displays, maps, photographs, and brochures. Handouts also are available. Project developers, facilitators, staff specialists, and outside experts are present to provide information, answer questions, and discuss the issues in an informal but potentially in-depth manner.

Advantages:

- They provide an informal atmosphere for contacts between citizens, agencies, and industry.
- They allow quick and easy access to a large amount of information.
- The public may attend at their convenience and spend as much time as necessary.

Disadvantages:

- They require much planning, time, and expense.
- They require experts who can be available for a long period of time to answer any questions presented.

Informal Group Discussions

These are meetings consisting of small discussion groups involving community leaders, general citizens, agency officials, and any combination thereof. Their primary purpose is to present information, analyze community needs, outline community opinions, and discuss ideas for stimulating community awareness of key issues.

Advantages:

- They can begin the initial process of exchanging information and assessing community needs among community leaders and agency and industry representatives.

• Their informal nature encourages a high degree of intimate citizen, agency, or industry contact.

• Individuals who remain silent under more formal conditions tend to express opinions.

Disadvantages:

• They seldom reflect community-wide representation.

Mass Media

This technique is the planned and systematic use of major media, such as news releases, articles in local publications, newsletters, brochures, pamphlets, paid ads, posters and displays, public service announcements, participation-style radio and television programs, television documentaries, and radio and television talk shows.

Mass media can be one of the most effective ways to spread general information or provide details concerning a particular issue. Agencies can directly transmit pertinent information, and community organizations can inform citizens of important meeting dates. Often, the media itself will initiate coverage of the waterfront program.

Advantages:

• It ensures wide community information coverage.

• It enables technical advisors to debate issues and alternatives before a wide audience.

• Citizens have the convenience of sitting in their own homes and assessing technical information.

Disadvantages:

• It requires careful planning and can be costly.

• It is generally limited to a one-way exchange of information.

Seminars

Seminars bring together all interested parties affected by potential development. In this relatively informal setting, citizens, government, and industry representatives can ask questions, present specific technical information, and freely discuss alternatives and impacts upon the community.

Technical advisors and program facilitators should always be present to answer questions and moderate discussion. In addition to being an effective way to explain issues or give information, seminars are also an excellent interaction technique.

Advantages:

• They provide a two-way information exchange medium.

• They allow a high degree of citizen-agency contact.

• Problems and alternatives can be discussed without pressure to arrive at formal decisions.

• The information provided helps to build community awareness.

Disadvantages:

• They can become confrontational meetings between opposing interests, rather than free information/discussion settings, unless participant discussion is guided by a neutral moderator.

Techniques to Promote Citizen-Government-Business Interaction

Another important objective of public involvement is to promote direct communication between opposing groups of citizens, government agencies, or private sector representatives. They are primarily opportunities for two-way communication, and are used to clarify the nature and degree of common and different interests and positions. Such techniques require skilled facilitation for them to be productive and promote mutual understanding.

Problem-solving principles, such as separating people from the problem, focusing on interests instead of positions, and inventing options without evaluating them are effectively employed in such discussions. The goal of achieving some degree of consensus is often met.

Task Forces

A task force is comprised of citizen representatives who form a planning or advisory body. After reviewing information on a specific issue or option, the task force recommends a course of action to the decision-making body. Task force representatives should include members of all economic levels and geographic locales of the community.

Advantages:

• They generate greater citizen participation throughout the community, spreading citizen awareness and expertise.

• Giving task force groups well-defined objectives helps decision--making bodies to assess the alternatives during the planning phase.

• A task force encourages a creative approach to problem solving.

Disadvantages:

• Members of the task force must understand they are accountable to a citizen decision-making body.

• Members must be willing to spend a considerable amount of time to accomplish their objective.

• Members must be given substantial amounts of information and help from technical experts.

Citizen Advisory Committees

The Citizen Advisory Committee is a small group of persons chosen to represent the views of the community-at-large, and to give government and industry representatives advice concerning policy decisions. Citizens selected for the advisory committee are usually chosen by an agency or industry and then tacitly approved by the community.

The advisory committee reviews proposed agency or industry plans, assesses community opinions and attitudes, and then prepares a formal recommendation to government or industry based upon its interpretation of public desires. The committee's sole claim to power rests upon the influence of citizen recommendations.

Advantages:

- They serve as a liaison between agencies and the community.
- They allow government and industry personnel to work directly with a single group of citizen representatives.

Disadvantages:

- Representative membership is seldom achieved.
- Such committees traditionally have low citizen input, thus making it difficult to obtain wide community support for recommendations.
- Individuals appointed to advisory committees must be willing to spend a considerable amount of time on their appointed duties.
- The committees lack power to influence agencies or industry.

Working Groups

Participants are divided into groups of 6 to 12 members. Each group must have members who represent a variety of views and positions within the affected area. Members act as a communication link to the organization, agency, or group they represent.

Each group works with the planning team, developers, or facilitators throughout a review or planning period. The first meeting is called by the facilitator who informs the group of what is under review and how their efforts will be used. Thereafter, the members call the meetings as deemed necessary for the proper investigation of an issue.

Facilitators and staff specialists assist in conducting meetings, answering questions, and collecting information. The group is given no decision-making authority.

Advantages:

- Much information can be assimilated and discussed.
- A high degree of citizen, agency, and industry interaction occurs.
- Issues can be fully discussed and solutions developed.
- Working groups provide instant feedback to the agency or industry.

Disadvantages:

- Working groups require much time and effort by citizen, agency, and industry participants.
- Members may not be representative of the general public.
- Members must report to their organizations or agencies about the information collected and the issues discussed.
- A great deal of information must be available, and experts must be present.

Charrettes

A charrette is an intense planning session by all of the interest groups involved in the policy-planning or design process. Charrette participants meet with the understanding they will continue discussion and negotiation until some form of resolution or agreement can be achieved. A charrette can continue for several days or weeks, depending on how long it takes to reach specific decisions.

Advantages:

- Participants share a mutual commitment to negotiate and discuss until a clear-cut course of action is agreed upon.
- They are probably the swiftest means for citizens, government, and industry representatives to make agreements.

Disadvantages:

- They require a great deal of planning and can be costly to conduct.
- Because charrettes require large segments of the participants' time, they may not include some key community leaders.
- They usually do not provide community-wide representation.

Workshops

Workshops are special information-review sessions, which are open to citizens, government officials, and industry representatives. In an intense educational environment, participants identify and analyze major points on specific topics, issues, or alternatives. Brainstorming techniques may be especially useful in this setting.

Advantages:

- They are a practical method of introducing new ideas.
- They offer a high degree of contact between citizen, government, and industry.
- Successful workshops can substantially improve the knowledge and mirror the perceptions of all groups involved.

Disadvantages:

- For the best results, workshops should require some participant selectivity, with the result that community representation is not achieved.
- Care must be taken so workshops do not become manipulative, or tools for government or industry representatives, or other well-informed special interest groups.

Community Forums

Community forums can be an information dissemination process; a citizen, agency, or industry interaction process; or a combination thereof. At its best, the community forum is the answer to avoiding the pressures and confrontations of a formal public hearing.

Like public hearings, they bring together citizens, agency, and

industry representatives, and a host of technical experts. The major difference is formal testimony is not recorded and documented as the final public, agency, or industry position.

Forums allow direct, but not binding, views to be presented. They are, in a sense, a rehearsal of the formal public hearing, where views will go on record as being the final word. A forum gives all participating groups time to: reanalyze their original positions, continue an open dialogue, and anticipate the expected results of a formal public hearing.

Advantages:

- They provide for excellent citizen, agency, and industry interaction.
- They offer the opportunity for widespread citizen participation.
- They tend to limit confrontational politics and ill feelings between active parties.

Disadvantages:

- Special interest groups can gain control of forum presentations and information unless a neutral moderator is present.

Lobbying

Lobbying can be an effective public-participation technique, usually organized outside the formal planning process.

Citizens may decide to limit lobbying activities to writing letters, telephoning elected representatives, or sending petitions or telegrams to pertinent local, state, federal officials. In order to gain greater influence, citizens may decide to employ a full-time lobbyist who presents community views directly to state or federal legislators. Some lobbying procedures can be used along with other citizen involvement techniques without endangering citizen, agency, and industry communication.

Advantages:

- Some procedures, such as the sending of telegrams to representatives, require little citizen effort or time.
- Lobbying is a traditional right.
- Citizens give greater political impact to their views through lobbying measures.

Disadvantages:

- Some procedures, such as hiring a full-time lobbyist, are expensive.
- Lobbying does not always provide government officials with a balanced view of issues.

Public Hearings

Public hearings serve to legally document public, agency, and industry views toward particular issues. They are required in government decision making at almost all levels of public policy. Individuals give testimony about certain projects, and their opinions or the viewpoints of groups which they represent. Public hearings are open to all individuals and groups to present their views for the official record.

Advantages:

- They formally document citizen, government, or industry positions.

Disadvantages:

- They seldom are conducive to widespread public representation.
- They usually enhance confrontation and a polarization on issues.
- A few individuals or special interest groups usually dominate .
- Citizens tend to give testimony with little interaction or discussion with agency or industry representatives.
- Hearings can increase adversarial relationships between citizens, government, and industry representatives.
- Many individuals are embarrassed to ask questions at public hearings.
- When reporting the events of public hearings, the media usually describe only confrontation situations.
- Hearings sometimes are held after a decision on a particular issue already has been reached by government or industry planners.
- There often is only pro-forma reaction by government agencies in order to honor the legal mandate of citizen involvement.

Decision-Making Techniques

The public becomes involved in decision-making in a variety of ways. These techniques are used once issues, information, and interests or positions are sufficiently understood. They are used at key junctures in the planning and implementation process, such as deciding on favored plan alternatives, plan adoption, and implementation of specific development proposals. They build on earlier efforts to clarify issues and promote understanding. When consensus is achieved on key issues, both government and the private sector are more likely to invest in completing revitalization projects.

Mediation

In a mediation process, a mediator serves as an independent, impartial third party who helps conflicting parties negotiate their differences and build consensus.

The mediator possesses no actual power, but serves to help each interest group arrive at a common viewpoint or consensus. The mediator attempts to identify the positive and negative features of the views that have been presented by citizens, government, and industry representatives, and contribute to mutual understanding among participants. With a successful mediation, the parties involved agree to and sign a decision document on behalf of the party or group they represent.

Advantages:

- It can improve attitudes and relations among citizens, industry representatives, and agency officials.
- It may bring out information from citizens who are reluctant to discuss such information directly with government or industry representatives.
- It can identify specific problems and can, in some cases, recommend alternatives or changes which are agreeable to all of the parties concerned.

• A mediator can propose and explore alternative solutions opposing parties might not be able put on the table on their own.

Disadvantages:

• The power or influence of the mediator depends upon the cooperation and goodwill of all of the parties involved.

• Government agency officials or industry representatives may use the mediator in order to avoid direct contact with citizens.

Arbitrative Planning

Arbitrative planning is similar to the mediator approach. An individual expert is hired by citizens, government agencies, and industry to serve as a hearing officer to arbitrate among community, agency, and industry members in policy planning. In an attempt to offer suitable compromises for all interest groups, the hearing officer evaluates each side of the story. Unlike the mediator's authority, the arbitrator's rulings are binding on communities, agencies, and industry.

Advantages:

• It enables an outside, neutral party to make the ultimate decisions which affect the various special-interest groups.

Disadvantages:

• It is sometimes extremely difficult to convince citizens, government, and industry representatives to accept the final judgment of an outside authority.

• Arbitrative planning can stimulate citizen, agency, and industry communication, but often in a confrontation setting.

Citizen Review Board

The citizen review board exhibits all the characteristics of the citizen advisory council except it wields the ultimate decision-making authority.

Like the advisory board, the review board may be elected directly by citizens, appointed by government or industry representatives, or both. The review board analyzes technical information and proposals that have been brought forth by citizens, government agencies, and industry, and then gives a formal recommendation for future actions. The ultimate decisions reached by the review board are binding on citizens, government agencies, and industry.

Advantages:

• It gives formidable power to citizens.

• Citizens in the community are more likely to accept and abide by decisions which have been made by a citizen review board than by those that government agencies and industry attempt to enforce.

Disadvantages:

• A review board does not ensure community representation.

• It is extremely difficult for government and industry representatives to accept willingly the recommendations of a citizen review board.

Fish-Bowl Planning

Fish-bowl planning is used to open the planning process to a wide variety of interests. Alternatives to a course of action that have been generated by citizen and agency discussion are described in a series of public information bulletins.

Citizens can express their views in bulletin space designated for this purpose, and mail the bulletins back to the distributing source. These citizen comments are reiterated and again distributed to the general public for interpretation and analysis. In this way, the agency, planner, or industry that proposes certain courses of action can determine the plan's most controversial aspects.

Fish-bowl planning is, of course, effective only when it is carried out in conjunction with information-dissemination techniques.

Advantages:

• It generates widespread citizen participation.

• It allows the general public to react, redefine, and, in some cases, enthusiastically support final decisions.

• It provides government and industry representatives with a detailed outline of public consensus.

Disadvantages:

• Citizens need time to view the necessary technical information prior to the fish-bowl planning process.

• Fish-bowl planning does not necessarily guarantee the wishes of the citizen majority will be followed, even though they were stated explicitly.

Local Referendum

The citizen referendum is an extremely democratic technique, whereby proposed planning measures are directly brought before the voting citizenry for acceptance or disapproval by a balloting process. The local referendum procedure is identical to the state referendum procedure, except that a local referendum is on a community scale. Citizens can vote at their normal polling stations.

Advantages:

• It guarantees community-wide representation.

• Citizens are likely to support, willingly, any action that they have approved at the ballot box.

Disadvantages:

• A referendum fosters little citizen, agency, and industry contact.

• It requires that citizens be well-informed.

• The views of a narrow majority may be implemented, while minority opinions may be ignored.

Media-Based Issue Balloting

In this process, the mass media is used to present and discuss issues, and the public is invited to vote on their preferred alternatives. The choice of the media base is at the discretion of citizens, government, and industry representatives.

For example, local television stations can present panel discussions and then have citizens call in their views or their votes; or, to give the audience more reaction time, ballots can be issued through newspapers.

Advantages:

- It is conducive to widespread citizen representation.
- It can be used by government and industry representatives to assess citizen consensus.

Disadvantages:

- It does not enhance direct citizen, agency, and industry communication and interaction.
- Even if a clear consensus is apparent, it does not guarantee citizen viewpoints will be upheld by government and industry representatives.

Policy Delphi

The Policy Delphi is a series of questioning sessions directed toward an appointed panel that represents various community interests as well as involved government agencies and industry. The questioning can take place either in meetings or in a series of mailed questionnaires.

In the first-round questionnaire, respondents are asked to list their preferences, pro-or-con, on the alternatives outlined.

The second-round questionnaire begins by presenting opinions, viewpoints, and alternatives that were selected by the first- round process. Respondents than are asked to list their degree of confidence in, agreement with, and acceptance of the results of the first questionnaire.

This evaluation process is carried out through several rounds of questionnaires until consensus on key issues and priorities begins to emerge. During the final rounds of the questionnaires, it will become apparent where consensus lies on specific issues, and what degree of support different positions have.

To a certain extent, the Policy Delphi resembles fish-bowl planning, except that the number of respondents is reduced to a select panel.

Advantages:

- One asset of Policy Delphi is that respondents are requested to state their reasons for their positions. These reasons are, in turn, viewed by other respondents and evaluated. After a number of questioning rounds, respondents may change their original positions if they become convinced that their original justifications are no longer viable.
- Policy Delphi allows time for respondents to assess the material they are evaluating.
- It restricts the impact of small, special interest groups.

Disadvantages:

- It does not provide a representative sample of community opinion.
- It requires respondents be well-informed.
- It requires extensive coordination by an experienced moderator.

Citizen Lawsuit

The citizen-initiated lawsuit demonstrates an unwillingness of citizens, and government or industry representatives to negotiate and discuss policy plans. In effect, it takes the decision-making process out of the hands of government or industry representatives and citizens, and opens it up to judicial review.

Sometimes, citizen lawsuits are initiated after a substantial amount of negotiation has already occurred. At this point, citizens feel government or industry representatives are not offering them the best options available. Hoping to gain a more responsive forum, citizens seek redress through the courts.

Advantages:

- It offers a means for citizens to challenge the decisions made by government or industry representatives that they feel are not in the public interest.
- It definitely leads to a decision—a decision thought to stem from a responsible governing body.

Disadvantages:

- It can be initiated by special interest groups within the larger-community constituency, therefore, not reflecting community-wide opinion.
- It quickly brings to an end constructive citizen, agency and industry negotiation and discussion; cooperative communication breaks down.

Appendix B Sources of Financial Assistance

The term "waterfront revitalization" has many applications to projects in coastal and river communities. To port interests, it can apply to business assistance for construction or rehabilitation of docks. To a city council with a deteriorated riverfront, it may apply to planning and funding a boardwalk or park. To engineering departments, it could mean stabilizing an eroding riverbank. To a waterfront business, it could mean revamping a storefront.

Such varied definitions of waterfront revitalization determine the specific forms of assistance that communities and groups should seek.

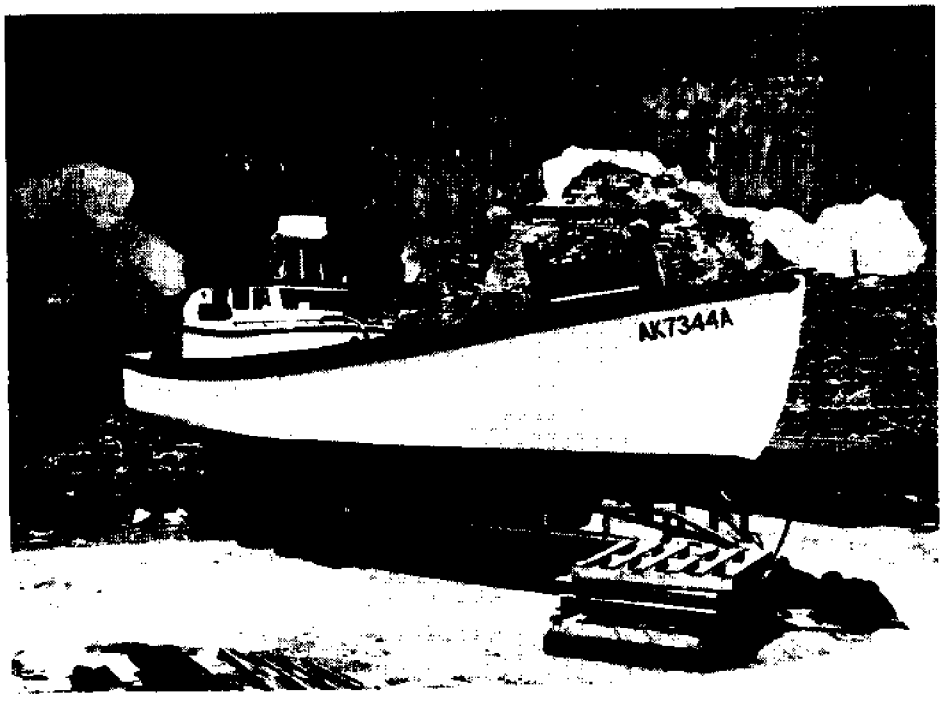
Stage Four—Implementing the Waterfront Plan in *Part II— Revitalizing Your Waterfront*, of this guide refers to the need for project leaders to identify both public and private funding sources very early in the implementation stage of waterfront revitalization.

In *Part III—Revitalization Issues, Tools and Techniques*, techniques of financing waterfront development are described in more detail. These include revenue sources from debt obligation to private-public partnerships, some of which are very specific to individual state programs.

The determination of whether a community uses municipal bonds, is eligible for government funds, or applies for grants from nonprofit agencies is dependent upon the scale of the project, whether public access or ownership is involved, and how the project will affect the community.

This appendix reviews the general forms of financial assistance available from the federal government, and introduces private grant sources and techniques for tapping them.

Note also that many federal programs are administered through state governments, and that regional offices of federal agencies may be your best source of information on current programs.



Federal Assistance Programs

Any guide to federal programs can quickly become outdated. For instance, several of the agencies listed in the 1980 publication *Improving Your Waterfront—A Practical Guide* (see Part I Bibliography) have been eliminated. Among the best sources for current funding information are the *Catalog of Federal Domestic Assistance* and a privately published guide to the catalog called *The Government Assistance Almanac*. (See further information on these sources below.)

How to Use the Program Descriptions

The names and brief description of federal programs for waterfront revitalization are listed below. The list is keyed to the *Catalog of Federal Domestic Assistance* index number, and descriptions provide enough information to determine if further research into the program may be fruitful. Information appears in the following order:

- Federal assistance number and program name
- Funding agency
- Type of assistance
- Eligibility
- Purpose of assistance
- Approximate range of grants awarded in dollar amounts
- The best contact, at this writing, for further program information

The programs encompass the following types of assistance:

- **Technical Assistance**—Various forms of aid, but no money.
- **Free Services or Donations**—No money, but often services which involve costs or construction or outright donations of property or materials.
- **Guaranteed and Cost-Sharing Loans**—A wide range of assistance in obtaining loans.
- **Cost Sharing Grants**—The applicant and assisting agency contribute either matching funds or some other specified division of costs.
- **Project Grants**—Funds available to cover a specific project. No repayment is necessary, but the grants may not cover the entire cost of the project.
- **Formula Grants**—The distribution of money is based on a predetermined formula. Often the grants are general and may be used at the discretion of the applicant.

Federal Government Program Descriptions

10.901

Resource Conservation and Development

Department of Agriculture, Soil Conservation Service

Assistance:
Project grants, advisory service, counseling. Primarily cost-sharing grants.

Eligibility:
State and local governments, non-profit organizations, within designated Rural Conservation and Development (RC&D) counties.

Purpose:
To prepare and execute RC&D plans. Common uses are: flood prevention, erosion control, public water-based recreation, water management, fish and wildlife developments, and abatement of agriculture-related pollution. Eligible uses would be construction of boat launches or fishing piers.

Range:
$10,000 – $500,000

Contact:
Local field office of the Soil Conservation Service
Department of Agriculture.
For more information, contact:
Deputy Chief of Programs
Soil Conservation Service
U.S. Department of Agriculture
P.O. Box 2890
Washington, DC 20013
(202) 447–4527

10.904

Watershed Protection and Flood Prevention (Small Watershed Program)

Department of Agriculture, Soil Conservation Service

Assistance:
Project and cost-sharing grants, advisory service, and counseling.

Eligibility:
State and local governments and agencies, Indian tribes, or nonprofit organizations with authority under state law.

Purpose:
To assist in planning and carrying out works of improvement to protect, develop, and utilize the land and water resources of small watersheds (250,000 acres or less). Erosion control is the main objective of this assistance, although fish and wildlife recreation projects might be considered. Funds may go to private landowners, but their projects must be sponsored by an eligible applicant.

Range:
Up to $7,500,000

Contact:
See 10.901

11.300

Public Works and Development Facilities Assistance

Department of Commerce, Economic Development Administration

Assistance:
Grants normally ranging from 50 percent to 80 percent of total project cost.

Eligibility:
State, cities, or counties. Indian tribes, or public and private nonprofit organizations. Must be located within an EDA-designated redevelopment area.

Purpose:
To assist communities with funding public works and development facilities that contribute to the creation or retention of private sector jobs, and to the alleviation of unemployment or underemployment. For example, water and sewer systems, roads to industrial parks, port facilities.

Applications from rural communities will be reviewed with particular interest. Tourism or recreation will not be supported unless it can be demonstrated that tourism is a major industry in the area or will provide other substantial benefits.

Range:
$56,000 – $5,600,000

Contact:
Public Works Division
Economic Development Administration
Room H7326
Herbert C. Hoover Building
U.S. Department of Commerce
Washington, DC 20230
(202) 377–5265

11.301

Business Development Assistance

Department of Commerce, Economic Development Administration

Assistance:
Guarantee up to 80 percent of principal and interest on loans.

Eligibility:
Public or private borrowers in designated areas of EDA assistance.

Purpose:
To acquire fixed assets of working capital to create or retain permanent jobs by the establishment or expansion of production plants. Recently renovated facilities may be exempt, as well as products where supply exceeds demand.

Range:
$500,000 – $111,100,000

Contact:
Deputy Assistant Secretary for Loan Programs
Economic Development Administration
Room H7844, Herbert Hoover Building
Department of Commerce
Washington, D.C. 20230
(202) 377–5067

11.302

Economic Development—Support for Planning Organizations

Department of Commerce
Economic Development Administration

Assistance:
Grants for up to 75 percent of project costs.

Eligibility:
See 11.300

Purpose:
To defray the administrative expenses in economic development planning efforts. Preference will be given to currently funded grantees. Indian tribes may receive 100 percent funding. Emphasis is on reducing unemployment and increasing income. Administrative expenses are commonly staff salaries.

Range:
$25,000 – $125,000

Contact:
Chief, Planning Division
Economic Development Administration
Room H7023, Herbert Hoover Building
Department of Commerce
Washington, D.C. 20230
(202) 377–2973

11.303

Economic Development — Technical Assistance

Department of Commerce, Economic Development Administration

Assistance:
Project grants up to 75 percent of cost.

Eligibility:
States, cities, counties; private nonprofit groups; and educational institutions.

Purpose:
To provide technical assistance in developing data and expertise in evaluating and planning specific economic development projects and programs in depressed areas. Funding requests must be useful in alleviating or reducing unemployment or underemployment. The local and national categories are separate programs.

Range:
$7,500–$250,000

Contact:
Technical Assistance Programs
Economic Development Administration
Room 7313, Herbert Hoover Building
Department of Commerce
Washington, D.C. 20230
(202) 377–2127

11.305

Economic Development — State and Local Economic Development Planning

Department of Commerce, Economic Development Administration

Assistance:
Grant assistance up to 75 percent of project cost.

Eligibility:
States, cities and urban counties.

Purpose:
To provide planning assistance to strengthen economic-development planning and policy-making capabilities of the grantee. Such assistance will ensure more effective use of available resources in addressing economic problems, particularly those resulting in high unemployment and low income. Stresses comprehensive planning that is coordinated with other levels of government and leads to the formulation of development goals and strategies to achieve them.

Range:
$40,000–$165,000

Contact:
See 11.302

11.307

Special Economic Development and Adjustment Assistance Program—Sudden and Severe Economic Dislocation and Long-Term Economic Deterioration

Department of Commerce, Economic Development Administration

Assistance:
Grants of up to 75 percent of project cost

Eligibility:
See 11.300

Purpose:
To assist areas experiencing long-term or sudden economic deterioration or dislocation. May be used to finance public facilities or services, business development, technical assistance and training. Cyclical or seasonal job losses are not eligible. Eligibility is based on threatened dislocation, as well as past dislocation. Job creation is paramount.

Range:
No specific minimum or maximum

Contact:
Director, Economic Adjustment Division
Economic Development Administration
Room H7327, Herbert Hoover Building
Department of Commerce
Washington, D.C. 20230
(202) 377–2659

11.415

Fishing Vessel Obligation Guarantees

Department of Commerce, NOAA, National Marine Fisheries Service

Assistance:
Loan guarantees up to 87.5 percent of loan.

Eligibility:
Qualified applicant and approved lender.

Purpose:
To finance or upgrade fishing vessels and shoreside facilities.

Range:
$100,000–$10,000,000

Contact:
Chief, Financial Services Division
National Marine Fisheries Service
Department of Commerce
1825 Connecticut Ave., NW
Washington, DC 20235
(202) 673–5424

12.101

Beach Erosion Control Projects (Small Beach Erosion Control Projects)

Department of the Army, Corps of Engineers

Assistance:
Specialized services (design and construction)

Eligibility:
State and local governments or other responsible local agencies.

Purpose:
To control beach and shore erosion to public coastlines through design and construction of erosion-control structures. All land, easements, water pollution effects, and maintenance will be borne by the applicant.

Range:
N/A

Contact:
U.S. Army Corps of Engineers
Attn: CECW–PM
U.S. Department of Defense
Washington, DC 20314–1000
(202) 272–0144

12.102

Emergency Rehabilitation of Flood Control Works and Federally-Authorized Coastal Protection Works

Department of the Army, Corps of Engineers

Assistance:
Specialized Services (design and construction).

Eligibility:
State and local governments or other responsible local agencies.

Purpose:
To assist in the repair or restoration of flood-control works (shoreline protection devices) damaged by flood or extraordinary wind, wave, or water action. This is emergency assistance for repair. Original structures must have been adequately designed and repaired.

Range:
N/A

Contact:
Commander, U.S. Army Corps of Engineers
ATTN: CECW–OE
Department of the Army
Washington, D.C. 20314
(202) 272–0251

12.104

Flood-Plain Management Services

Department of the Army, Corps of Engineers

Assistance:
Advisory services, counseling, technical information

Eligibility:
See 12.101

Purpose:
To promote recognition of flood hazards in land- and water-use planning through provision of data.

Range:
N/A

Contact:
U.S. Army Corps of Engineers
ATTN: CECW–PF
Department of the Army
Washington, D.C. 20314–1000
(202) 272–0169

12.105

Protection of Essential Highways, Highway Bridge Approaches, and Public Works (Emergency Bank Protection)

Department of the Army, Corps of Engineers

Assistance:
Specialized Services (design and construction)

Eligibility:
See 12.101

Purpose:
To provide bank protection of highways, highway bridges and essential public works endangered by flood-caused erosion. Requires flood-caused erosion.

Range:
N/A

Contact:
See 12.101

12.106

Flood Control Projects (Small Flood Control Projects)

Department of the Army, Corps of Engineers

Assistance:
Specialized Services (design and construction)

Eligibility:
See 12.101

Purpose:
To assist flood-control projects not

specifically authorized by Congress, i.e., levees, dikes, small dams. Communities facing flood problems that hinder enhancement of their waterfronts may be eligible.

Range:
N/A

Contact:
See 12.101

12.107

Navigation Projects (Small Navigation Projects)

Department of the Army, Corps of Engineers

Assistance:
Specialized Services (design and construction)

Eligibility:
State and local governments or other responsible local agencies.

Purpose:
To design and construct small navigation projects not specifically authorized by Congress.

Range:
N/A

Contact:
See 12.101

12.108

Snagging and Clearing for Flood Control

Department of the Army, Corps of Engineers

Assistance:
Specialized Services (Snag and Debris Removal)

Eligibility:
See 12.101

Purpose:
To remove accumulated snags and debris for channel clearing and straightening to reduce flood damages. Possible justified benefits might include prevention of flood damages, navigation, recreation, or environmental enhancement.

Range:
N/A

Contact:
See 12.101

12.109

Protection, Clearing and Straightening Channels (Emergency Dredging Projects)

Department of the Army, Corps of Engineers

Assistance:
Specialized Services

Eligibility:
See 12.101

Purpose:
To restore channels for navigation and flood-control purposes. (Dredging)

Range:
N/A

Contact:
Commander, U.S. Army Corps of Engineers
ATTN: CECW–OM
Department of the Army
Washington, D.C. 20314–1775
(202) 272–0242

12.700

Donations/Loans of Obsolete D.O.D. Property

Department of Defense, Secretaries of Military Departments

Assistance:
Donations, Loans

Eligibility:
State and local governments, libraries, museums, and historical societies.

Purpose:
To donate or loan books, manuscripts, works of art, drawings, plans, models, and other specified items. This assistance could possibly be used to obtain boats, ships, or shore facility artifacts for display.

Range:
N/A

Contact:
General information, nearest military installation. Otherwise appropriate military department headquarters.

14.218

Community Development Block Grants/Entitlement Grants

Department of Housing and Urban Development, Community Planning and Development

Assistance:
Formula grants

Eligibility:
Cities with populations greater than 50,000. Urban counties with a population greater than 200,000. Smaller cities in metropolitan areas.

Purpose:
To rehabilitate residential or nonresidential areas and thus develop viable urban communities and expand economic opportunity. Special Native-American program under #14.223. Principal benefit must be to low- or moderate-income persons. This program provides a wide definition of applicable uses. Subgrants are allowed to businesses or other groups. Some states administer.

Range:
Determined by formula.

Contact:
Office of Block Grant Assistance
Community Planning and Development
U.S. Department of Housing and Urban Development
541 7th St. SW
Washington, DC 20410
(202) 755–9267

14.219

Community Development Block Grants/Small-Cities Program

Department of Housing and Urban Development, Community Planning and Development (Small Cities)

Assistance:
Project grants and loans

Eligibility:
Governments of small cities and counties.

Purpose:
See 14.218

Range:
See 14.218

Contact:
See 14.218

14.220

Section 312 Rehabilitation Loans

Department of Housing and Urban Development, Community Planning Division

Assistance:
Low-interest loans

Eligibility:
Property owners and tenants of residential and nonresidential property in eligible Community Development Block Grant areas. Must produce loan security.

Purpose:
To rehabilitate residential, nonresidential, or mixed-use properties. Priority to applicants of low-income, single-family property. A related program, #14.222 "Urban Homesteading," provides for the federal government to turn over substandard properties to individuals capable of repairing and occupying them.

Range:
Limit of $33,500 for a single unit, $100,000 nonresidential.

Contact:
Community Planning and Development
Office of Urban Rehabilitation
Department of Housing and Urban Development
451 7th Street, SW
Washington, D.C. 20410
(202) 755–0367

15.605

Sport Fish Restoration (Dingell–Johnson Program)

Department of Interior, U.S. Fish and Wildlife Service

Assistance:
Formula grants.

Eligibility:
State fish and wildlife agencies may apply on behalf of local entities.

Purpose:
To support projects designed to restore and manage sport fish populations for the preservation and improvement of sport fishing and related uses. Fish ladders, hatcheries, public fishing lakes, land acquisition, and access to fishing ground are all eligible uses. Law enforcement and public relations are excluded.

Range:
$117,000–$5,497,900

Contact:
U.S.Fish and Wildlife Service
Department of the Interior
Washington, DC 20240
(202) 235–1526

15.904

Historic Preservation Fund Grants-In-Aid

Department of Interior, National Park Service

Assistance:
Cost-Sharing Grants (matching)

Eligibility:
State, local governments, public and private organizations, and private owners.

Purpose:
To expand and maintain the National Register of Historic Places, and assist in the identification, evaluation, and protection of these properties. Funds may not be used for acquisition or development. There are several other forms of technical assistance, advisory service, and counseling provided by the National Park Service regarding historic properties.

Range:
$48,000–$683,000

Contact:
Associate Director, Cultural Resources
National Park Service
Department of the Interior
Washington, DC 20240
(202) 343–7625

15.916

Outdoor Recreation—Acquisition, Development, and Planning (Land and Water Conservation Fund Grants)

Department of Interior, National Park Service

Assistance:
Cost-Sharing Grants (50 percent)

Eligibility:
State agency responsible for the statewide Comprehensive Outdoor Recreation Plan. (Application may be on behalf of other interested parties.)

Purpose:
To provide assistance for the preparation of comprehensive statewide outdoor recreation plans and for the acquisition and development of outdoor recreation areas and facilities for the general public. Federal administration level is the Recreation Grants Division.

Range:
$150–$5,450,000

Contact:
Recreation Grants Division
National Park Service
Department of the Interior
Washington, DC 20013–7127
(202) 343–3700

15.918

Disposal of Federal Surplus Real Property for Parks, Recreation and Historic Monuments (Surplus Property Program)

Department of Interior, National Park Service

Assistance:
Use of property, facilities and equipment

Eligibility:
State and local governments

Purpose:
To transfer surplus federal real property for public parks and recreation, and historic monument use. Real property includes land as well as other items. The General Services Administration is the determining agency of "surplus."

Range:
N/A

Contact:
Division of Recreation Resource Assistance
National Park Service
Department of Interior
P.O. Box 37127
Washington, D.C. 20013–7127
(202) 343–3776

15.919

Urban Park and Recreation Recovery Program

Department of Interior, National Park Service

Assistance:
Cost-Sharing Grants (matching).

Eligibility:
Cities and counties, based on economic and recreational need.

Purpose:
To plan, rehabilitate, and develop local park and recreation systems. Three types of grants are available: rehabilitation, innovation, and recovery.

Range:
$8,438–$5,250,000

Contact:
National Park Service
Division of Recreation Resource Assistance
Department of Interior
P.O. Box 37127
Washington, D.C. 20013–7127
(202) 343–3700

20.205

Highway Planning and Construction (Fed-Aid Highway Program)

Department of Transportation, Federal Highway Administration

Assistance:
Formula grant, project grants.

Eligibility:
State highway agencies

Purpose:
To plan, design, repair, improve (not maintain), highways, roads, and streets in urban systems. Eligible projects include roadside beautification, bicycle paths, walkways, and parking.

Range:
$39,400,000–$991,218,000

Contact:
Office of Engineering
Federal Highway Administration
Department of Transportation
400 7th St., SW
Washington, DC 20590
(202) 366–4853

20.214

Highway Beautification—Control of Outdoor Advertising and Control of Junkyards

Department of Transportation, Federal Highway Administration

Assistance:
Project Grants (75 percent)

Eligibility:
See 20.205

Purpose:
To beautify highways and their vicinities, and control the visibility of junkyards and outdoor advertising adjacent to interstate and federal-aid primary highway systems.

Range:
N/A

Contact:
Office of Right of Way
Federal Highway Administration
400 7th Street, SW
Washington, D.C. 20590
(202) 366–2026

20.801

Development and Promotion of Ports and Intermodal Transportation (Port and Intermodal Development)

Department of Transportation, Maritime Administration

Assistance:
Project grants, advisory service, counseling, technical information

Eligibility:
State and local government agencies (including port authorities)

Purpose:
To promote and plan the development and utilization of ports and port facilities, and intermodal transportation.

Range:
N/A

Contact:
Office of Port and Intermodal Development
Maritime Administration
Department of Transportation
Washington, DC 20590
(202) 366–4357

(No listing)

Public Land for Recreation, Public Purposes and Historic Monuments

Interior Department, Bureau of Land Management

Assistance:
Sale, exchange or donation of federal property or goods.

Eligibility:
State and local governments and nonprofit organizations

Purpose:
To permit available public land to be leased or acquired for varied public purposes, including health, educational, recreation, and monuments.

Range:
Not available.

Contact:
Bureau of Land Management
Department of the Interior
Washington, DC 20240

45.001

Promotion of the Arts—Design Arts

National Endowment for the Arts

Assistance:
Project grants and direct payment for specified uses.

Eligibility:
State and local governments, nonprofit organizations.

Purpose:
To promote excellence in design by funding design activities including architecture and urban design.

Range:
$3,000–$350,000

Contact:
Director Design Arts Program
National Endowment for the Arts
1100 Pennsylvania Avenue NW
Washington, DC 20506
(202) 682–5437

59.003

Loans for Small Businesses (Business Loans Section)

Small Business Administration (SBA)

Assistance:
Direct loans, guaranteed and insured loans, advisory service and counseling.

Eligibility:
Persons or businesses with low incomes, or located in high-unemployment areas, and unable to obtain financing on reasonable terms.

Purpose:
To provide loans to small businesses owned by low-income persons or located in areas of high unemployment. The SBA has many other programs to issue loans or other forms of assistance similar to this.

Range:
Direct loan: $150,000 — Guaranteed loan: $500,000

Contact:
Office of Business Loans
Small Business Administration
1441 L St., NW
Washington, DC 20416
(202) 653–6470

(No listing)

Recreation-Technical Assistance

Department of Interior, National Park Service

Assistance:
Technical Assistance

Eligibility:
States and political subdivisions, and nonprofit organizations.

Purpose:
To provide ports with technical assistance for developing trail and river corridor improvements. Brochures describing services are available from the Division of Recreation Resource Development.

Range:
N/A

Contact:
Local offices of National Park Service

Private Foundation Programs

Many corporate and philanthropic foundations provide grants and matching funds to a wide variety of community programs. Some of the better-known programs appropriate for waterfront projects, identified as either "Unrestricted" or "Restricted in geographic locations," are listed here.

Communities can investigate companies and foundations in their states that concentrate on giving to communities and agencies near their own facilities. Listed below are specialized programs that often can provide matching grant funds for specific projects.

The categories of giving for these programs are also listed. Note that many programs support historical preservation and cultural organizations, as well as general community development. *Sources of Information on Assistance* on provides additional resources.

Note the following key points when applying for foundation grants:

- Many foundations have no permanent staff to answer phone inquiries. One good approach may be to send a well-written letter describing your project and its anticipated budget.
- It may be useful to identify members of the foundation's board of directors and contact them directly.
- "Leveraging" more than one source of funding in a grant request shows your organization's creativity in putting together a financial package.

Unrestricted Sources

Ford Foundation

320 East 43rd St.
New York, NY 10017
(212) 573–5000

Assistance:
Grants

Amounts:
$1,500 – $280,000

Graham Foundation for Advanced Studies in the Fine Arts

4 West Burton Place
Chicago, IL 60610
(312) 787–4071

Assistance:
Grants

Amounts:
$1,000 – $10,000

National Endowment for the Arts

Design Arts Program
1100 Pennsylvania Ave., NW
Washington, D.C. 20506
(202) 682–5437

Assistance:
One year grants, usually matching

Amounts:
$5,000 – $40,000

National Trust for Historic Preservation

1785 Massachusetts Ave., NW
Washington, D.C. 20036
(202) 673–4000

Assistance:
Matching grants, revolving loans, funds for technical assistance

Amounts:
Grants: $5,000 – $50,000

Loans:
Up to $100,000

Mott (Charles Stewart) Foundation

1200 Mott Foundation Building
Flint, MI 48502
(313) 238–5651

Assistance:
Grants

Amounts:
$10,000 – $150,000

Standard Oil Company

Corporate Contributions and Community Affairs
200 Public Service Square 35–A
(216) 586–8621

Assistance:
Grants

Amounts:
$1,000 – $50,000

Restricted by Geographic Location

Allstate Foundation
Allstate Plaza, F-3
Northbrook, IL 60062
(312) 291–5502

Assistance:
Grants

Amounts:
$100 – $35,000

Note:
Emphasis on Chicago-area programs

American Natural Resources Company
ANR Community Investments Program
One Woodward Ave.
Detroit, MI 48226
(313) 496–3745

Assistance:
Grants and scholarships

Amounts:
No information

Note:
Grants primarily in locations with affiliations

Atlantic Richfield Foundation
515 South Flower St.
Los Angeles, CA 90071
(213) 486–3342

Assistance:
Grants and matching gifts

Amounts:
$1,000 – $350,000

Note:
Tax-exempt, nonprofit organizations eligible, largely in areas with major company facilities.

Davis (Edwin W. and Catherine M.) Foundation
2100 First National Bank Bldg.
St. Paul, MN 55101
(612) 224–5452

Assistance:
Grants

Amounts:
$5,000 – $20,000

Note:
More than half of sponsored programs are in Minnesota.

Deere (John) Foundation
John Deere Road
Moline, IL 61265
(309) 752–4137

Assistance:
Grants

Amounts:
$500 –$10,000

Note:
Primarily sponsors programs in areas with company facilities

Monsanto Fund
800 North Lindbergh Blvd.
St. Louis, MO 63167
(314) 694–4391

Assistance:
Grants

Amounts:
$100 – $30,000

Note:
Principally locations with company facilities are eligible; also national nonprofit organizations

Phillips (Ellis L.) Foundation
13 Dartmouth College Highway
Lyme, NH 03768
(603) 795–2790

Assistance:
Grants

Amounts:
$1,500 – $10,000

Note:
Preference to Northeast U.S.

Weyerhaeuser Company Foundation
Tacoma, WA 98477
(206) 924–3157

Assistance:
Grants

Amounts:
$1,000 – $5000

Note:
Concentrates on areas with facilities, including the Pacific Northwest

Foundation Award Categories

Architecture and Landscape Design
Graham Foundation
National Endowment for the Arts

Community Development
Ford Foundation
Monsanto Fund
Mott (Charles Stewart) Foundation
Weyerhaeuser Foundation

Cultural Development (Arts and Recreations)
Allstate Foundation
American Natural Resources Company
Atlantic Richfield Foundation
Deere Foundation
Davis Foundation
Monsanto Fund
Mott (Charles Stewart) Foundation
Phillips Foundation
Weyerhaeuser Foundation

Employment Generation
Atlantic Richfield Foundation
Ford Foundation
Standard Oil Company
Weyerhaeuser Foundation

Historic Preservation
Davis Foundation
Deere Foundation
National Endowment for the Arts
National Trust for Historic Preservation
Phillips Foundation

Land Use and Resource Management
American Natural Resources Company
Atlantic Richfield Foundation
Ford Foundation
Standard Oil Company
Weyerhaeuser Foundation

Sources of Information on Assistance

Good places to begin seeking information on federal, state, and local assistance are:

- State universities, including staff and libraries
- Extension services

- State departments of economic or community development
- Regional offices of federal agencies
- Councils of government
- Elected officials
- Public libraries, including interlibrary loan services
- Professional "grantsmanship" consultants

The following is a list of helpful references.

Government Assistance Sources

California Coastal Conservancy, ***Catalog of Government Assistance for Waterfront Restoration.*** (California State Coastal Conservancy, 1985) Appeared in *California Waterfront Age*, Vol. 1, No. 1.

Contact: California Waterfront Age, 1330 Broadway, Suite 1100, Oakland, CA 94612

This listing covers both federal and California State programs (grants, loans and loan guarantees). Updated information often appears in *California Waterfront Age.*

Dumouchel, J. Robert. ***Government Assistance Almanac.***

(Washington, D.C.: Foggy Bottom Publications, 1985), 600 pages. Available from Foggy Bottom Publications, Box 57150, West End Station, Washington, D.C. 20037. $19.95 + $3.50 shipping. Contact publisher for information on updates.

A private publication that reduces the information in the *Catalogue of Federal Domestic Assistance* to an easily-usable format. Contains index and brief summary of the process of applying for federal assistance programs.

Oldham, S.G., and others, ***A Guide to Tax-Advantaged Rehabilitation.*** (Washington, D.C.: 1986), 19 pages. Available from National Trust for Historic Preservation, 1785 Massachusetts Ave., NW, Washington, D.C. 20036. $3.50

Explains rehabilitation tax credits and what types of projects, buildings, and expenses qualify.

U.S. Department of Commerce, National Oceanic and Atmospheric Administration, ***Urban Waterfront Revitalization—Federal Assistance.*** (Washington, D.C.: 1983). Available free from NOAA, 3300 Whitehaven St., NW, Washington, DC. 20235

Updates many of the waterfront-specific programs listed in earlier Office of Coastal Zone Management publications, although many programs described also have undergone changes or been eliminated.

U.S. Government Printing Office, ***Catalog of Federal Domestic Assistance,*** (Washington, D.C.: U.S. Government Printing Office, 1988), 1200+ pages. Available from Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 or local U.S. Government bookstores and libraries. Updated each June. Approximately $40.

A compendium of currently available federal programs. The CFDA lists every grant program, although individual agencies should be contacted for specific information. Useful cross-reference for older program lists (especially to determine if funds are still available).

Somewhat difficult to track categories of programs in this listing (see Dumouchel, J. Robert, *Government Assistance Almanac).* A computerized version of the CFDA, *Federal Program Retrieval System*, is available through many state universities and extension services.

Private Sources of Assistance

Note: The following publications are updated regularly, and the dates listed below may change.

Foundation Center, ***The Foundation Directory,*** (9th ed. 1983 plus supplement, 1984).

Information on private grant-making foundations in the U.S.—nongovernmental, nonprofit organizations. Arranged by state and name of foundation. Includes indexes by foundation name and field of interest.

Marquis Professional Publications, ***Annual Register of Grant Support,*** 18th edition, 1984.

Nonrepayable support from agencies, public and private foundations, corporations, community trusts, unions, associations, and special interest organizations. Covers in-service training, competitions, awards, and equipment grants. Subject and geographical indexes are included.

Public Management Institute, ***The Directory of Corporate Philanthropy: Corporate 500,*** 1st ed., 1980.

Provides information on corporate gift giving of top businesses in the U.S.

Research Foundation of the State University of New York, ***Sponsored Programs Information Network (SPIN).***

Service available at public and university libraries. This computerized network sponsored by SUNY allows database searches of some federal and many private foundations. Searches on user-identified key words are available. Listings include: information on programs, contacts, and award amounts.

Grantsmanship Organizations

The Foundation Center

888 Seventh Ave.
New York, NY 10019

An excellent resource for information on foundation funding. Foundations are categorized by special interest and information is available on microfiche. Regional collections developed by the center for 43 states are available at many public libraries.

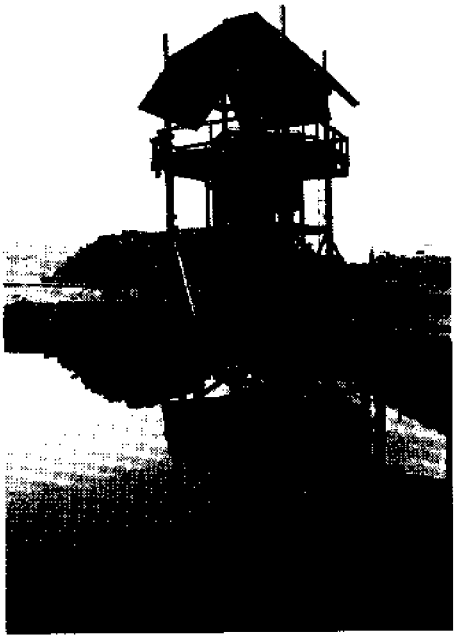
The Grantsmanship Center

1015 Olympic Blvd.
Los Angeles, CA 90015

This center publishes many useful publications on the grants-funding process and conducts workshops across the country. It also has developed a thorough grant proposal format.

Appendix C References and Resources

The references and resources below feature mostly larger communities and highlight some of the projects that first showed waterfronts are viable redevelopment areas. More importantly, they give overviews of what waterfront revitalization is—and how maritime industries and trade on the nation's waterways have shaped commerce and culture.



General References

Breen, Ann and Dick Rigby, ***Caution: Working Waterfront: The Impact of Change on Marine Enterprises.*** (Washington, D.C.: The Waterfront Press, 1985) 82 pages. Available from the Waterfront Center (see below). $24.95

This guide stresses the importance of small marine enterprises as an economic force in communities, and also highlights the need for good public access (physical, visual, and interpretive) to working waterfronts. The case studies are of Seattle, Miami, Sausalito, and Portland, Maine. The volume provides both professional planners and interested citizens a look at what is worth preserving on waterfronts and how to incorporate new ideas to improve them.

Breen, Ann and Dick Rigby, eds., ***Urban Waterfront Resource Material.*** (Washington, D.C.: The Waterfront Press,1988) Available from The Waterfront Center (see below). $24.95

This bibliography is a compilation of selected urban-waterfront references cited in *Waterfront World,* Vols. 1 through 7, January 1982 to December 1988. It summarizes reviews of publications and other materials reviewed in the magazine, and is categorized by topics such as access, art, working waterfronts, festivals, and maritime and historic preservation.

Buttenwieser, Ann L., ***Manhattan Water-bound: Planning and Developing Manhattan's Waterfront from the Seventeenth Century to the Present.*** (New York: New York University Press: 1987) pp. 243.

Although this account follows the commercial and private maritime development of New York City, it is an interesting historical view of changing waterfronts, including the role landfills have played in changing the land-scape and character of port cities.

Buttenwieser, Ann L., ***Waterfronts Alive: Tips for New York from Revitalized Shorelines Across America.*** (New York: 1986) 84 pages with photographs. Available from: N.Y.C. Dept. of Planning, Waterfront Revitalization Program, 2 Lafayette St., New York, NY 10007. Tel: (202) 566-7376, $4.50.

Prepared for the New York City Department of Planning, this report has good ideas for other communities as well. Case studies from U.S. cities and a literature review are included. Topics covered are waterborne transportation, floating structures, marinas, access issues, pier design, marketing waterfronts, and maintaining a "working waterfront."

Clark, John, Claudia Wilson, and Gordon L. Binder, ***Small Seaports: Revitalizing through Conserving Cultural Resources.*** (Washington, D.C.: The Conservation Foundation, 1979) 67 pages.

The small seaports described in this volume are in the Northeast and mid-Atlantic states, but the information on how they are being revived can be useful to all coastal communities. Commercial fishing fleets, historic preservation, tourism, and commercial development are all covered. The book contains excellent photos. A questionnaire used in compiling the book is included and gives useful ideas for communities interested in polling local residents and civic groups on their ideas for the waterfront.

Cowry, A. Breen, R. Kaye, R. O'Conner and R. Rigby, ***Improving Your Waterfront: A Practical Guide.*** (Washington, D.C.: NOAA, 1980). Available free from NOAA, Office of Ocean and Coastal Resources Management, 1825 Connecticut Ave. NW, Washington, D.C. 20235. Tel: (202) 673-5115.

Although focussing on larger city waterfronts, this publication and its case studies emphasize "team building" among citizens, private developers, and public officials during the course of waterfront projects. Access and historic preservation, as well as financing, land acquisition techniques are covered.

Goodwin, Robert, ed., ***Waterfront Revitalization for Smaller Communities***. Proceedings of a conference, April 23-24, 1987, Ocean Shores, Washington (Seattle, WA: Washington Sea Grant Marine Advisory Services Publications, University of Washington. WSG-WO 88-1) pp. 207. Available from Washington Sea Grant Publications, 3716 Brooklyn Ave., NE, Seattle, WA 98105, $12.00.

These proceedings present various ways in which Pacific Northwest communities have enhanced their waterfronts. The processes followed, the problems encountered, and the successes that resulted are especially in-structive for communities looking at similar projects. Sections on tourism, financing, waterfront parks, marinas, and working waterfronts are covered. Case studies include Port Angeles, South Bend, Ilwaco, Poulsbo, and Kirkland in Washington, and Campbell River in British Columbia. The list of attendees in the appendix provides useful contacts for further information.

Heritage Conservation and Recreation Services, U.S. Department of the Interior, ***Urban Waterfront Revitalization: The Role of Recreation and Heritage.*** Water Resources Section, Heritage Conservation and Recreation Service (Washington, D.C.: Dept of the Interior), 1980.

Volume One, "Key Factors, Needs and Goals," provides background information on national policy regarding waterfront revitalization and important "hands on" advice on how to design a project, including land acquisition techniques.

Volume Two, "Case Studies of Seventeen Urban Waterfront Projects," presents case-study findings of small, medium, and large waterfront projects, both recreation-only ones and mixed-use developments. The case studies also give detailed funding information for these projects, and though somewhat dated, it may offer useful ideas for project funding.

Lucy, Jon, Ann Breen and Dick Rigby, **"Urban Waterfronts: Positive Directions, New Problems"** in *Proceedings of the National Outdoor Recreation Trends Symposium II* February 24-27, 1985, South Carolina, Vol. II, p.66-80.

This article from a symposium on recreation trends (VSC-86- 48R) is available from Sea Grant Publications, Sea Grant Marine Advisory Services, Virginia Institute of Marine Science, Gloucester Point, Va. 23602 ($2.00 per copy postpaid).

Muretta, Peri, Marc Hershman, and Robert Goodwin, ***Waterfront Revitalization: Plans and Projects in Six Washington Cities.*** WSG 81-4 (Seattle. WA: University of Washington, 1981). 37 pages. Available from Washington Sea Grant Publications, 3716 Brooklyn Ave. NE, Seattle, WA 98105, $2.50.

Urban waterfront revitalization in several large (Seattle, Everett, and Tacoma) and smaller (Olympia, Bellingham, and Port Angeles) Washington communities are detailed. Shows how changing economies altered the uses of urban waterfronts in these communities, as well as the effect of shoreline-management polices.

National Research Council, ***Urban Waterfront Lands***. National Research Council Committee on Urban Waterfront Lands. National Academy of Sciences (Washington, D.C.: 1980).

Although economic conditions and federal policies on urban waterfronts have changed since this volume was written, it still provides valuable information on how environmental issues, social forces, and economic change have shaped the waterfront.

The case studies are of metropolitan waterfronts (Baltimore, San Francisco, and New York City) but chapters on recreational use of the waterfront, and on participation from citizen's groups in planning decisions, can apply anywhere.

Petrillo, Joseph E. and Peter Grenell, ed., ***The Urban Edge: Where the City Meets the Sea***. The California State Coastal Conservancy (in cooperation with William Kaufmann, Inc., Los Altos, CA, 1985), 108 pages.

This nicely illustrated volume includes an overview of international waterfronts, plus chapters on coastal regulations (focusing on California case studies), and financing waterfront restoration. The Coastal Conservancy advocates awareness of all environmental changes that might occur with redevelopment—not just

those under regulation. The chapter on citizen involvement in planning and design workshops is especially helpful.

Vance, Mary. ***Waterfronts: A Bibliography***. (Monticello, IL: 1987) 26 typed pages. Public Administration Series Bibliography No. P2109. Available from Vance Bibliographies, P.O. Box 229, Monticello, IL 61856, $7.50.

This bibliography lists articles on waterfronts in popular, as well as specialized magazines, on design and architecture. Most useful for planners and architects.

Wrenn, Douglas M., with John A.Casazza and J. Eric Smart, ***Urban Waterfront Development*** (Washington, D.C.: The Urban Land Institute, 1983), 219 pages. $34. Contact ULI, 1090 Vermont Ave., NW, Washington, D.C. 20005

Although the focus is on urban ports and riverfronts, this book is a valuable overview of the transportation, cultural and economic importance of these areas; and how redevelopment efforts should view these roles. This readable volume was written for planners and architects, but others will gain an insight into the language and ideas of waterfront design and planning. Includes a good section on development opportunities and processes.

General Resources

California State Coastal Conservancy
1330 Broadway, Suite 1100
Oakland, CA 94612
(415) 464-1015

The conservancy publishes a quarterly magazine, *California Waterfront Age*, and several other publications covering a variety of subjects related to waterfront revitalization and restoration. Many articles focus on the natural and cultural histories of waterfront and coastal areas in California and other parts of the country.

The Waterfront Center
1536 44th Street, NW
Washington, D.C. 20007
(202) 337-0356

This publishing and consulting firm, codirected by Ann Breen and Dick Rigby, is a clearinghouse for information and ideas on waterfront revitalization. They host national conferences on waterfront topics and publish these conference proceedings, as well as several other excellent publications, including *Waterfront World*, a bimonthly newsletter that surveys waterfronts and waterfront issues around the United States ($28/year). The proceedings of most of the previous conferences are available from the center ($24.95 each, $19.95 for members) These volumes contain photos and illustrations, as well as lists of registrants and references.

Proceedings in print are:

Urban Waterfronts '84: Toward New Horizons. Ann Breen and Dick Rigby, eds. 1985. 100 pages with illustrations.

Topics include economic realities on today's waterfront, civic art and water transport. There also are case studies of the London Docklands development, Sheboygan, Wisconsin, Cambridge, Maryland, and Biloxi, Mississippi.

Urban Waterfronts '85: Water Makes a Difference. Ann Breen and Dick Rigby, eds. 1986. 134 pages with photographs.

Subjects covered include citizen waterfront initiatives, natural areas on waterfronts, water sports activities, ports and waterfront development, tourism, and the role of waterfront festivals and celebrations.

Urban Waterfronts, '86: Developing Diversity. Ann Breen and Dick Rigby, eds. 1987. 100 pages with photographs.

Urban riverfront revitalization is a major theme in this volume, including river-corridor planning, innovative riverfront designs, and river recreation. Vancouver's Granville Island development is highlighted, along with Long Beach, San Antonio, Montreal, and Denver.

Urban Waterfronts, '87: Water: The Ultimate Amenity. Ann Breen and Dick Rigby, eds. 1988. 96 pages with photographs.

Portland, Oregon is the featured city. Festival organization, dock systems, design details, and regulatory developments are covered.

Topical References and Resources

Access/Design Standards

American Institute of Architects, ***Handbook of Architectural Design Competitions*** (AIA, Washington, D.C.: 1981), 33 pages. Available from: American Institute of Architects, 1735 New York Ave. NW, Washington, D.C. 20006. $10.

Discusses several types of competitions and the roles of sponsors, professional advisors, and juries. The appendices include a planning guide, a cost estimation guide, standard forms of agreement, and a bibliography.

Denman, Anne Smith, ed., ***Design Resource Book for Small Communities*** (Small Town Institute, Ellensburg, WA: 1981), *Small Town* Vol. 12, No. 3, Special Issue. 96 pages. Available from Small Town Institute, P.O. Box 517, Ellensburg, WA 98926. $10.

Resources, ideas, and contacts for small-community design projects, including a few waterfront case studies from Bellingham and Port Townsend, WA.

Mikkelsen, Thomas A. and Donald B. Neuwirth, ***Public Beaches: An Owner's Manual***. (Oakland, CA: 1987), 153 pages with photos and illustrations. Available at no cost from: California State Coastal Conservancy, 1330 Broadway, Suite 1100, Oakland, CA 94612.

This guide focuses on rural and suburban beach areas and access to them, but the chapter on design standards is an excellent overview of designing trails, walkways, bikeways,

boardwalks, and other natural accessways. A chapter on urban access includes ideas for parking areas, with case studies from Morro Bay, Long Beach, and San Diego.

Monmouth County Planning Board, ***Bayshore Waterfront Access Plan***. (Trust for Public Land, New York, NY: 1987), 86 pages with photos and maps. Contact: The Trust for Public Land, 666 Broadway, New York, NY 10012-2317.

This is a plan for public access to the urban waterfronts of several New Jersey communities. It is designed to link open spaces and recreational areas along the waterfront.

National Endowment of the Arts, ***Design Competition Manual***. (The Center for Environmental Design and Education, 219 Concord Ave., Cambridge, MA 02138, Tel: (617) 491-3763

Three volumes from the NEA Center for Environmental Design are available for information on design standards and competitions: Vol. 1 – Design Competition Manual I, 1980, $5.; Vol. 2 - Design Competition Manual II: On Site Charette, 1982, $5.; Vol. 3 - Design Competition Manual III: A Guide for Sponsors, 1984, $4.

Portland Department of Planning and Urban Development, ***Portland Waterfront Core: Public Access Design Guidelines***. (City of Portland, Portland, ME: 1985) Available from Department of Planning and Urban Development, Portland City Hall, Room 211, 389 Congress St., Portland, ME 04101. $2.

Design guidelines adopted for the land development plan of Portland, Maine, highlighting waterfront public access. Maps, drawings, and lists are useful for planners and developers.

Powell, Antoinette Paris, ***Bibliography of Landscape Architecture, Environmental Design and Planning***. (Oryx Press, Phoenix, AZ: 1987), 356 pages.

A comprehensive bibliography with more than 8,000 references on subjects covering landscaping, environmental ecology, agriculture, water and land use, regional planning, and more. Cites books, periodicals, bibliographies, government publications, seminar and conference reports, and dissertations.

San Francisco Bay Conservation and Development Commission, ***Public Access Design Guidelines***, (San Francisco, CA: 1985). Contact: San Francisco Bay Conservation and Development Commission, 30 Van Ness Ave., San Francisco, CA 94102-6080. 12 pages with illustrations.

Scott, James W., An ***Evaluation of Public Access to Washington's Shorelines*** (Department of Ecology, Olympia, WA: 1983), 62 pages with photos and illustrations. Available at no charge from: Washington State Department of Ecology, Shorelands Division MS/PV-11, Olympia, WA 98504, Tel: (206) 459-6282.

Evaluates shoreline access status in Washington since passage of the Shoreline Management Act of 1971. Also discusses land control techniques for gaining public access, and design criteria for accessways. Very useful evaluation of vandalism and liability issue.

Tacoma, City of, ***Ruston Way Plan: Design and Development Guidelines for Ruston Way Waterfront Revitalization*** (City of Tacoma Planning Dept., Tacoma, WA: 1981), 71 pages with illustrations. Available from: City of Tacoma Planning Dept., 740 St. Helens Ave., 9th Floor, Tacoma, WA 98402.

This guide describes design policies and standards for future development of Ruston Way, Tacoma's two-mile section of urban waterfront with both city property and mixed-use development. Sections on waterfront access, public fishing pier, views, structures, pedestrian circulation, lighting, signs, and landscaping.

Untermann, Richard K., ***Accommodating the Pedestrian: Adapting Towns and Neighborhoods for Walking and Bicycling*** (Van Nostrand Reinhold Co., New York, NY: 1984).

A technical, but readable, guide to design standards for pedestrians by a Seattle landscape architect. Many photos and illustrations use waterfront access examples.

Port and Marina Development

Armstrong, A. and others, ***The Relationship of Port Development and Urban Revitalization***. The South Carolina Sea Grant Consortium, Technical Report No. 2, 1981. SC-SG-81-2

Barnum, Dick and Craig Holland, "Recreational Boating and Moorage," in ***Waterfront Revitalization for Smaller Communities***, Robert Goodwin, Ed. (See Part I for reference)

Hershman, Marc J. Ed., ***Urban and Harbor Management: Responding to Change Along U.S. Waterfronts*** (New York: Taylor and Francis, 1988), 354 pages. Available from Taylor and Francis, 3 East 44th St., New York, NY 10017.

A topical treatment of ports and port management. Covers harbor management, historical perspectives on the public port, seaport character and public-private tensions, federal port policy, fishing ports, small-boat marinas, strategic planning for ports, and retaining maritime industries.

Marr, Paul D. and others, ***Port Planning***. Council of Planning Librarians, CPL Bibliography No. 194 and 195, June 1987. Contact local planning and architecture libraries for this series of bibliographies.

McCrorie, Bob, "A Port's Role in Harborwide Planning," in ***Waterfront Revitalization for Smaller Communities***, Robert Goodwin, ed. ("General References" for complete citation and ordering information).

National Marine Manufacturers Association, ***Marinas: Recommendations for Design, Construction and Management*** Vol. I and II. (NMMA, Chicago, IL: 1984)

Available from: National Marine Manufacturers Association, 410 N. Michigan Ave., Chicago, IL 60611 $35 for Volume I.

U.S. Department of Commerce, ***Port Economic Impact Kit.*** (Department of Commerce, Maritime Administration: Washington, D.C.: 1979), 133 pages.

Wilson, Keith, ***Handbook for the Location, Design, Construction, Operation and Maintenance of Boat Launching Facilities***, March 1989. Prepared for and available from: States Organization for Boating Access, P.O. Box 25655, Washington, D.C. 20007.

Citizen Involvement Techniques

Alterman, R., "Planning for Public Participation: The Design of Implementable Strategies," *Environment & Planning*, 1982, 9(3):295-313.

Butler, L. M. and R. E. Howell, *Coping with Growth: Community Needs Assessment Techniques.* (Western Rural Development Center, Oregon State University, WREP 44, Corvallis, Oregon:1980).

Glass, J.T., "Citizen Participation Planning: The Relationship Between Objectives and Techniques." *American Planning Association Journal*, 1979, 45(2):180-189.

Howell, R.E., M.E. Olsen, and D. Olsen, *Designing a Citizen Involvement Program: A Guidebook for Involving Citizens in the Resolution of Environmental Disputes.* (Western Rural Development Center, Oregon State University: Corvallis, Oregon: 1987).

Northeastern Illinois Planning Commission, "The Delphi Process and the Nominal Group Technique." In Patricia Marshall (ed.), *Citizen Participation Certification for Community Development.* (National Association of Housing and Redevelopment Officials: Washington, D.C.: 1977).

Public-Private Joint Ventures

Fosler, R.Scott and Renee A.Berger, *Public-Private Partnerships in American Cities* (Lexington Books, D.Heath and Co., Lexington, MA: 1982), 363 pages.

Describes local initiatives for harnessing private developers to help renew urban downtown areas. Portland, Oregon, and Baltimore are two of the waterfront areas used as case studies.

"Innovative Implementation Techniques – Integration Public and Private Resources," in *Urban Waterfronts, '84* (See "General References" part of this appendix for complete citation and ordering information).

Ray, Barbara, *Public-Private Partnership: A Bibliography.* Public Administration Series No. P1894. (Vance, Monticello, IL: 1986), 6 typed pages. Available from Vance Bibliographies, P.O. Box 229, Monticello, IL 61856, Tel: (217) 762-3831 $3.

Waterfront Interpretation

Good, J. W. and D. E. M. Bucy, *Waterfront Interpretation: A Community Planning Guide,* EM 8416 (in process, anticipated delivery mid-1990). Extension Service, Oregon State University, Corvallis, Oregon. Available from Publications Orders, Agricultural Communications, OSU, Administrative Services 422, Corvallis, OR 97331-2119.

A comprehensive planning guide for communities interested in developing interpretive exhibits and other resources on waterfront history, culture and environment.

Hanna, John W., *Interpretive Skills for Environmental Communicators.* 1975. Department of Recreation and Parks, Texas A&M University, College Station, TX 77843.

A compilation of selected readings from experts in the field of environmental interpretation.

Kuehner, Richard, *Interpretive Design Guidelines.* 1984. U. S. Fish and Wildlife Service.

An excellent guide to developing graphics and text for exhibits and brochures. Available from U.S. Fish and Wildlife Service, 500 N.E. Multnomah Street, Portland, OR 97232. Tel: 503/231-6176.

Paskowski, Michael, *Interpretive Planning Handbook.* 1983. National Park Service.

An excellent guide to planning and media from the National Park Service, Harpers Ferry Center, Harpers Ferry, WV 25425.

Sharpe, Grant W., Ed., *Interpreting the Environment,* 2nd edition. 1982. John Wiley and Sons, New York, 694 pages.

Covers all aspects of interpretation, including planning, media selection, techniques, supporting activities, education, and research.

Zube, Ervin, *Visitor Center Design Evaluation.* 1976. IME Report No. R-76-5.

A technical study of National Park Service visitor centers, useful to communities planning major visitor centers for their waterfront. Write to Ervin Zube, Director, Institute for Man and Environment, University of Massachusetts, Amherst, MA.

Inventories and Surveys

Garnham, Harry Launce, *Maintaining the Spirit of Place: A Process for the Preservation of Town Character.* (PDA Publishers Corporation, Mesa, AZ: 1985), 156 pages.

Defines a process of preserving the uniqueness of small towns. Discusses the changes leading to a loss of character, and how a town would answer the question, "What's special about our town?" Presents a five-step inventory and survey process, with excellent diagrams, flow charts, maps and photographs.

Rosenbaum, Lisa T. and William W. Seifert, *Suggestions for the Revitalization of the Village of Hyannis* (MIT, Cambridge, MA: 1979). Available from: MIT Sea Grant College Program, Massachusetts Institute of Technology, Cambridge, MA. MIT -T- 79-011C2. 165 pages.

Published as a report from a systems engineering workshop that inventoried the physical and economic assets of the Cape Cod resort town, Hyannis. Thorough analysis of economic impacts of tourism and fishing industries, marina development, and traffic problems.

Recreation on the Waterfront

Breen, Ann and Dick Rigby, *Fishing Piers: What Cities Can Do* (The Waterfront Center, Washington, D.C.: 1986), 88 pages with photos. Available from: The Waterfront Center, 1536 44th St., Washington, D.C. 20007 $ 19.95 ($15.95 for members).

Covers recreational fishing piers—operation, design, and management—for communities or private developers.

Buckley, Raymond M. and James M. Walton, *Fishing Piers: Their Design, Operation and Use*, WSG-81-1 (Seattle, Washington: University of Washington, 1981), 29 pages. Available from Washington Sea Grant Publications, 3716 Brooklyn Ave. NE, Seattle, WA 98105, $2.50

Dangermond, Pete, "Waterfront Recreation", in *California Waterfront Age*, Vol. 1, No.3, Summer, 1985.

Davenport, Russell, "The Use of Waterfronts for Public and Private Recreation," in *Urban Waterfront Lands*, National Academy of Sciences. (See reference in Part I).

Ditton, Robert B. and Mark Stephens, *Coastal Recreation: A Handbook for Planners and Managers* (NOAA, U.S. Dept. of Commerce, Washington, D.C.: 1976), Office of Coastal Zone Management.

A reference document (though somewhat dated) of how coastal zone management efforts and recreation opportunities can work together. Includes information on inventories of sites and usage surveys.

Leedy, D.L, T.M. Franklin and R.M. Maestro, *Planning for Urban Fishing and Waterfront Recreation* (Fish and Wildlife Service, U.S. Department of the Interior, Washington, D.C.: 1981), 106 pages. Available from: Urban Wildlife Research Center, Inc., 10921 Trotting Ridge Way, Columbia, MD 21044, Tel: (301) 596-3311.

For planners and developers interested in urban recreation opportunities, this document covers preservation of aquatic areas, urban fishing projects, and creating new areas for recreation. Good information on technical assistance sources.

Seaman Jr., William, "Enhanced Fishing Opportunities for Urban Waterfronts," in *Urban Waterfront Management Project*, Resource Report No. 5 (Florida Dept. of Community Affairs, Tallahassee, FL: 1984).

From a quarterly report from the Florida Department of Community Affairs, which funds the Urban Waterfront Management Project in Florida.

Land Acquisition

Brumback, Barbara C., "Protecting Places: A New Look at Land Acquisition," in *California Waterfront Age*, Vol. 3, No.4, Fall 1987.

Washington State Department of Ecology, *Wetlands Acquisition and Preservation: A Guide for Landowners and Government Agencies*, December 1986. 31p. Available from Washington State Department of Ecology, Shorelands and CZM Program, Wetlands Section, Mail Stop PV-11, Olympia, WA 98504.

Williams, Prentiss, "Transferable Development Credits: A Controversial Land Use Tool," in *California Waterfront Age*, Vol. 3, No. 3, Spring 1987.

Wrenn, Douglas M., with John A. Casazza and J. Eric Smart, *Urban Waterfront Development* (Washington, D.C.: The Urban Land Institute, 1983), 219 pages. (See "General References" for description and ordering information.)

Waterfront Business Development

Berk, Emanuel, *Downtown Improvement Manual* (Illinois Department of Local Government Affairs, Chicago: 1976). Available from The American Society of Planning Officials, 1313 East 60th St., Chicago, IL 60637.

A comprehensive planning guide for central business district improvements in a concise, practical format. Covers topics on downtown traffic, parking, landscape design, historical preservation, marketing business districts, planning methodologies, and citizen participation.

Land Use and Waterfront Zoning

Brower, David J. and Daniel S. Carol, *Coastal Zone Management as Land Planning*. (NPA, Washington, D.C.: 1984) Available from: The National Planning Association, 1606 New Hampshire Ave. NW, Washington, D.C. 20009 NPA #205, $6.50.

Reviews the impacts of coastal zone legislation on state coastal-zone land use and management. Case studies of Oregon, North Carolina, and New Jersey management plans.

Connecticut, State Department of Environmental Protection, Coastal Area Management Program, *Model Municipal Coastal Program*. (CAM, Hartford, CT: 1979) Available from: Coastal Area Management, 71 Capital Ave., Hartford, CT 06115.

This guide uses the mythical town of Old Port as a example of a town embarking on a comprehensive inventory of existing land use and recommended zoning changes. The maps and figures illustrate many

inventory ideas and how to assess coastal resources in light of coastal zone management areas.

Economic Development Issues

Cole, Barbara A. and Meredith Miller, *Financing Economic Renewal Projects.* Workbook #9 of the Rocky Mountain Institute's Economic Renewal Program. (Colorado: Rocky Mountain Institute, 1988), 71 pages. Available from: Rocky Mountain Institute, 1739 Snowmass Creek Rd., Snowmass, CO 81654, Tel: (303) 927-3851.

This excellent workbook will assist communities starting an economic renewal project. Though not specific to waterfronts, it covers funding sources, funding mechanisms, and the basic principles of project financing.

Easton, Gregory R. "Economics of Waterfront Development in Smaller Communities", in *Waterfront Revitalization for Smaller Communities,* Robert Goodwin, ed. (see Part I for reference).

This article explains how land value can be used as a measure of economic opportunity on the waterfront.

Richardson, Sarah L. "A Product Life Cycle Approach to Urban Waterfronts: The Revitalization of Galveston." *Coastal Zone Management Journal* v. 14, No. 1/2, 1986.

Western Rural Development Center, *Hard Times: Communities in Transition.* (Western Regional Extension Program, Corvallis, OR: 1987), (7 part series). Available from: Western Rural Development Center, Oregon State University, Corvallis, OR 97331. Tel: (503) 737-3621. $4.25 for series.

Titles in this series are:

WREP 89, "Developing Local Businesses as Job Providers." Robert O. Coppedge. 1985 ($0.50).

WREP 90, "Commercial Sector Development in Rural Communities: Trade Area Analysis."Thomas R. Harris. 1985 ($0.50).

WREP 91, "Assessing, Managing, and Mitigating the Impacts of Economic Decline: A Community Perspective." Robert E. Howell and Marion T. Bentley. 1986 ($0.75).

WREP 92, "Revitalizing the Small Town Main Street." Edward A. Cook and Marion T. Bentley. 1986 ($0.75).

WREP 93, "Population Changes in Local Areas." Annabel K. Cook. 1986 ($1).

WREP 94, "A Team Training Model: A Regional Approach to Changing Economic Conditions." Lorna Michael Butler and Robert O. Coppedge. 1986 ($0.75).

WREP 96, "Local Government Cutbacks in Hard Times." George Goldman and Anthony Nakazawa. 1987 ($0.50).

Historic Preservation/ Adaptive Reuse

National Trust for Historic Preservation, *Directory of Maritime Heritage Resources.* (National Trust for Historic Preservation, Washington, D.C.: 1984). Available from: Office of Maritime Preservation, National Trust for Historic Preservation, 1785 Massachusetts Ave. NW, Washington, D.C. 20036, Tel: (202) 673-4127, $10.

A directory of organizations involved in maritime-heritage issues, including associations and educational societies, libraries, maritime crafts, and industry organizations.

Oldham, S.G. J.Boyle and S.Ginsberg, *A Guide to Tax-Advantaged Rehabilitation.* (NTHP, Washington, D.C.: 1986), 19 pages with photos. Available from: National Trust for Historic Preservation, 1785 Massachusetts Ave. NW, Washington, D.C. 20036, $3.50.

Urban Land Institute, *Adaptive Reuse: Development Economics, Process and Profiles.* (Urban Land Institute, Washington, D.C.: 1980) ULI, 1090 Vermont Ave. NW, Washington, D.C. 20005.

A thorough treatment of the design and economic considerations of converting historical buildings or industrial space for new uses. Many waterfront buildings used as examples.

Festivals and Waterfront Art

Azevedo, Margaret, "How to Choose Art on the Waterfront," in *California Waterfront Age,* Vol. 3, No. 3, Summer 1987.

Lucy, Jon. "Waterfront Festivals: Catalysts for Maritime Heritage and Waterfront Development" 1981. Reprinted copy available for $.25 from: Sea Grant Communications Office, Virginia Institute of Marine Science, Gloucester Point, VA 23062.

Lucy, Jon and Samuel Baker, *Harborfest '79, Norfolk, Virginia: An Analysis of Patrons and Their Expenditures.* Special Report No. 226 in Applied Marine Science at Virginia Institute of Marine Sciences and Ocean Engineering, College of William and Mary, Gloucester Point, VA 23062.

Lucy, Jon A. and Tamara A. Vance, *22nd Urbanna Oyster Festival: Analysis of Patrons and Expenditures.* (Virginia Sea Grant Program: 1982) Special Report No. 257 in Applied Marine Science at Virginia Institute of Marine Science and Ocean Engineering, College of William and Mary, Gloucester Point, VA 23062.

Thaler, Ruth E., "Waterfront Festivals: A 'Growth Industry'." in *Waterfront World,* Vol. 8, No. 3, May/June 1989.

This article reports on an array of waterfront festivals, highlighting their benefits and problems.

Wood, Marilyn, "Waterfront Celebrations: New Images for Pleasure and Profit," in *Urban Waterfronts, '85.* (See Part I for reference).

U.S. Department of Housing and Urban Development, *The Urban Fair: How Cities Celebrate Themselves*. (HUD, Government Printing Office, Washington, D.C.: 1981), 73 pages.

Case studies of 10 urban waterfront fairs (mostly larger cities) —the majority with a waterfront theme. Planning and management of festivals are covered.

The Working Waterfront

Breen, Ann and Dick Rigby, *Caution: Working Waterfront: The Impact of Change on Marine Enterprises*. (Washington, D.C.: The Waterfront Press, 1985), 82 pages (See "General References" for description and ordering information).

Gustaitis, Rasa, "Grace Under Pressure," in *California Waterfront Age*, Vol 2, No. 4, Fall 1986.

Discusses the displacement of traditional maritime industries and the acquisition of land along the waterfront.

National Trust for Historic Preservation, *Conserve Neighborhoods: Special Issue on Working Waterfronts*. NTHP, Washington, D.C.: 1985), 8 pages with photos. Available from: National Trust for Historic Preservation, 1785 Massachusetts Ave. NW, Washington, D.C. 20036 $2.

Covers citizen efforts to retain waterfront industries and char-acter. Case studies from Portland, Maine, Seattle, and Sausalito.

Rivers/River Conservation

Diamant, R., J.G. Eugster and C.Duerksen, *A Citizen's Guide to River Conservation* (Conservation Foundation, Washington, D.C.: 1984), 113 pages with maps and illustrations. Available from: The Conservation Foundation, 1717 Massachusetts Ave. NW, Washington, D.C. 20036.

How to organize a river conservation program, covering issues such as water projects pollution and river recreation. Land-use planning tools are detailed. Very useful resource section with contacts to federal and nonprofit conservation organizations.

Festival Resource Organizations

International Festivals Association
505 East Colorado Blvd., Suite M-1
Pasadena, CA 91101
(818) 796-2636

A membership organization with a quarterly newsletter; IFA conducts seminars on marketing and promoting festivals.

National Center for Celebration
40 Charles Morrow Assoc.
611 Broadway, Suite 817
New York, NY 10012
(212) 529-4550

Small Towns/Economic Improvement

National Association of Towns and Townships, ***Growing Our Own Jobs: A Small Town Guide to Creating Jobs Through Agricultural Diversification*** (National Center for Small Communities, Washington, D.C.: 1987), 60 pages. Available from: National Association of Small Towns and Townships, 1522 K. St., NW, Suite 730, Washington, D.C. 20005 $5.

This excellent guidebook gives case studies of 25 U.S. small-town economic development projects, and covers topics such as new rural agricultural enterprises and tourism.

Western Rural Development Center, ***Small Town Strategy*** (Western Regional Extension Program, Corvallis, OR: 1982), (8 part series). Available from: Western Rural Development Center, Oregon State University, Corvallis, OR 97331, Tel: (503) 737-3621. $4. for series

Titles in this series are:

WREP 52, "Helping Small Towns Grow." Robert Coppedge ($0.50).

WREP 53, "To Grow or not to Grow: Questions on Economic Development." Robert Coppedge ($0.50).

WREP 54, "Hiring a Consultant." George Gault ($0.50).

WREP 55, "Identifying Problems and Establishing Objectives." George Gault ($0.50).

WREP 56, "Basic Grantsmanship." George Gault ($0.50).

WREP 57, "Marketing the Uniqueness of Small Towns." David Hogg and Douglas Dunn ($0.50).

WREP 58, "Socioeconomic Indicators for Small Towns." Douglas Dunn and Douglas Cox ($0.50).

WREP 59, "Community Evaluation for Economic Development," George Gault ($0.75).

National Association of Towns and Townships
1522 K St., NW, Suite 730
Washington, D.C. 20005
(202) 737-5200

NATT is a nonprofit, membership organization offering a wide variety of educational services and public-policy support to local government officials from more than 13,000 small communities in the U.S. It provides technical assistance programs, holds educational conferences and workshops, and develops publications and other resources to help improve the quality of life for rural people. It publishes a monthly newsletter, *The Reporter*, which covers community and economic development and improvements in rural services.

The Regeneration Project
33 E. Minor St.
Emmaus, PA 18098
(215) 967-5171

A public service project of Rodale Press, publisher of books, magazines, and newsletters on improving the quality of life. The company also produces information tools that enable people to have more self-reliant lives and communities. The project has facilitated community re-

generation projects in several small towns in the U.S.

Rocky Mountain Institute
Economic Renewal Program
1739 Snowmass Creek Rd.
Snowmass, CO 81654
(303) 927-3851

RMI is a nonprofit research and educational foundation. Its Economic Renewal Program offers community leaders specific do-it-yourself tools (workbooks, case studies, meeting guides) to strengthen rural communities. Though not specifically geared to waterfront communities, RMI's techniques can be used for tapping community ingenuity in revitalizing the economy.

Small Towns Institute
Kenneth D. Munsell, Director
P.O. Box 517
Ellensburg, WA 98926
(206) 925-1830

The institute researches issues, problems, and solutions for improving the economic and social climate of smaller communities. It publishes a bimonthly publication, *Small Town*, which often features articles on how small communities have participated in various renewal projects.

Western Rural Development Center
Oregon State University
Corvallis, OR 97331
(503) 737-3621

The Center is involved in research and education on issues facing rural communities in the Western states. WRDC can help you locate specialists from Extension services and universities in fields such as economics, sociology, and business development. WRDC also funds small seed-projects for generating community development programs. Several publications are focused on small towns and their changing economics, and citizen participation.

Professional Organizations

These national professional organizations and their local chapters maintain membership lists. They may provide referral services for locating consulting firms.

Planners

American Planning Association
1313 East 60th Street
Chicago, IL 60637
(312) 955-9100

American Institute of Certified Planners
1776 Massachusetts Ave., NW,
Suite 704
Washington, D.C. 20036
(202) 872-0611

American Society of Consulting Planners
1667 K Street, NW
Suite 750
Washington, D.C. 20006
(202) 659-2727

Architects

American Institute of Architects
1735 New York Ave., NW
Washington, D.C. 20006
(202) 626-7300

Landscape Architects

American Society of Landscape Architects
4401 Connecticut Ave., NW
5th Floor
Washington, D.C. 20008
(202) 686-2752

Engineers

American Consulting Engineers Council
1015 15th Street, NW
Washington, D.C. 20005
(202) 347-7474

American Public Works Association
1313 East 60th Street
Chicago, IL 60637
(312) 667-2200

American Society of Civil Engineers
345 East 47th Street
New York, NY 10017
(212) 705-7496

Illuminating Engineering Society
345 East 47th Street
New York, NY 10017
(212) 705-7919

National Society of Professional Engineers
1420 King Street
Arlington, VA 22314
(703) 684-2800

Institute of Transportation Engineers
525 School Street, SW
Suite 410
Washington, D.C. 20024
(202) 554-8050

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