



# TECHNICAL REPORT

# Waterfront Revitalization

Plans and Projects  
In Six Washington Cities

Peri Muretta, Marc J. Hershman, Robert F. Goodwin

WSG 81-4 June 1981

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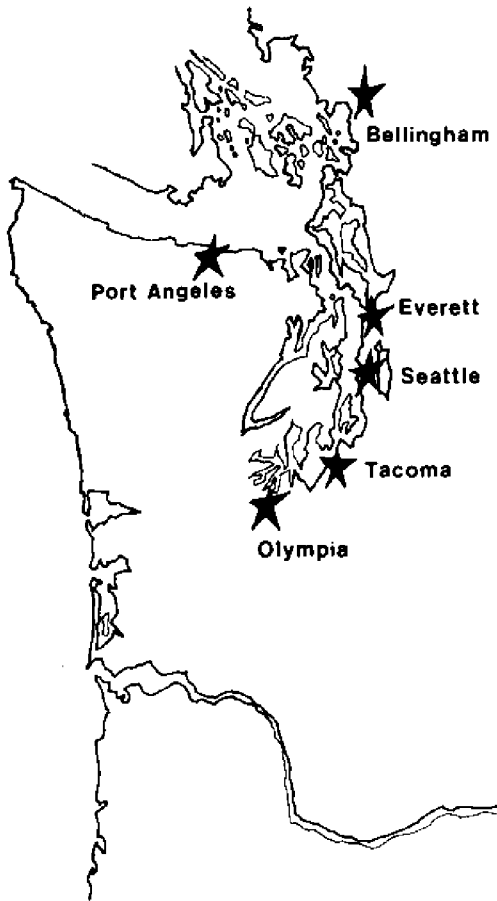
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# Introduction



For all of us who live in coastal cities, the central waterfront has a special ambiance--a combination of sea breeze, open vistas, and maritime bustle. It offers businessmen opportunities for restaurants, import and specialty shops, maritime book and gift stores, and bait and tackle shacks. It generates tax revenues and increased tourism. It provides sites for recreation facilities such as trails, waterfront parks, and fishing piers. It offers educational opportunities in the form of aquariums, maritime heritage centers, and festivals. In short, the central waterfront has become a special place in many cities.

Revitalization of urban waterfronts in large and small cities is occurring throughout the United States. It has become commonplace to hear of renewed waterfronts in such cities as Boston, San Francisco, and Baltimore (documented in the "federal surveys" listed in the Appendix). The trend to enhance urban waterfronts is well established in Washington State as well. This report is about these efforts in Port Angeles, Bellingham, Everett, Seattle, Tacoma, and Olympia, the larger coastal cities in Western Washington. (Many other towns and cities in Washington State have active waterfront renewal programs, but space prohibited reporting on all of them.) This report will provide helpful information to other shoreline communities interested in reviving their waterfronts, and acts as a status report for researchers or policymakers of progress in Washington State through the end of 1980.

## Impetus for Revitalization

Although some cities recognized the potential of a revitalized central waterfront many years ago, focused revitalization efforts began after 1960 and have crescendoed in recent years. Derelict piers and crumbling seawalls which were once dilapidated, unsightly, and hazardous are being transformed into public attractions. No single factor can be attributed to causing urban waterfront revitalization. Rather, it is a combination of factors--shifts in use of waterfronts by industry and growth in demand for urban recreation, inner-city rejuvenation, and the development of shoreline management policies.

## Use Changes

Most coastal cities had their beginnings as seaports. The towns grew up around waterfront industries which processed wood, built ships, or moved cargo and people. With modern technologies and economies of scale, central waterfronts became no longer usable for these activities because incompatible urban activities had grown around them

and it became impossible for the industries to expand. As a result, waterfront industries often moved to other locations in the harbor where space was readily available. This led to the abandonment and subsequent deterioration of central waterfront areas. These blighted areas were then available for redevelopment at relatively low costs.

### **Inner-city Rejuvenation**

Another impetus for urban waterfront revitalization is the movement of people back to the cities and the desire to rebuild and intensify use of central business districts. As more people move into the inner cities to live and work, the demand for near-home recreational opportunities will rise. Since central waterfronts are often near central business districts, they are likely places for in-city recreation.

### **Shoreline Management**

Coastal zone management policies have been a further impetus to urban waterfront revitalization. As early as 1971, Washington State through its Shoreline Management Act declared a state policy to increase access to the shore for recreation purposes. When approving any shoreline development, cities, counties, and the state require that public access be maximized as much as possible. This is often accomplished by requiring the developer to include access in his project or to assist in financing a recreation project to be located in the central waterfront.

### **Sponsors**

Many dedicated people from a variety of backgrounds have been involved in urban waterfront revitalization in Washington State. In Seattle, it was businessmen who initiated the first urban waterfront revitalization projects: they built an import shop, a restaurant, and a large waterfront hotel on several obsolete finger piers on the central waterfront. In Everett, the Port played a key role by forming a citizens' advisory committee to develop consensus guidelines governing future port development. These guidelines added public access and recreational considerations to future port projects. In Olympia, a citizens' group obtained the assistance of an American Institute of Architects design team to develop a strategy for reviving the waterfront. In each case, city government also played an active role. Throughout the state, local political and civic leaders sensed strong public interest in waterfront access and recreation and responded by formulating the institutions and raising the funds to make waterfront revitalization a reality. Also, they have sponsored innovative special design themes--such as banners or

logos--that link together diverse waterfront activities, and festivals that attract visitors to the area.

## **Funding**

There has been a mixture of private, local government, and federal funding sources supporting waterfront revitalization. In some cases private sector planning and financing has proceeded independently of government investment. Federal funds have been provided and voter-approved bonds have been sold to allow waterfront parks, aquariums, trails, and piers to be built. Often the private and public sectors work closely together as in the case of public improvements to streets and piers which enhance the attractiveness of an area for pedestrian-oriented businesses.

Starting in 1978 funds have been available from the federal Office of Coastal Zone Management which allow for local governments to plan for urban waterfront revitalization projects. The federal office declared urban waterfront revitalization to be a "national interest" priority. Washington State has used these funds to enhance the waterfront efforts of many cities. Further, 1980 amendments to the federal Coastal Zone Management Act could fund state and local governments for the construction of waterfront revitalization projects designed to enhance public access.

## **Organization**

An important development has been the institutionalization of urban waterfront revitalization missions within city government. For example, Olympia has a special office to implement the Regional Urban Design Assistance Team's recommendations. Tacoma and Seattle both have a city planner assigned exclusively to waterfront projects. Urban waterfront revitalization in Bellingham is handled by a special assistant to the Mayor. In Port Angeles, the City Planning Department heads waterfront projects.

## **Objectives and Strategies**

In all of the cities reviewed in this report, policies for urban waterfront revitalization have been formulated. Local shoreline master programs often contain waterfront access and recreation policies. Some of the cities designated a waterfront element in their comprehensive plans which delineate permitted uses and a strategy for revitalization. A few of the cities went further and created revitalization districts, which gave focus and boundaries to a concentrated revitalization program.

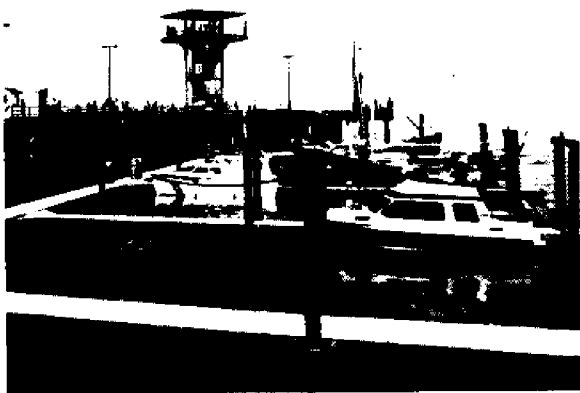
Most coastal cities seek at least two objectives for their central waterfronts: to stimulate

investment and to guide waterfront growth so that it retains its special marine character. Through zoning and shoreline development controls cities may limit the bulk, height, and density of structures to retain views and avoid an overabundance of specialty shops, and may specify the character of development to emphasize maritime or related themes. On occasion conflicts have arisen where these two goals have conflicted, such as a controversial development in Seattle that included a ten-story office building on the waterfront.

## **Conclusions**

The remainder of this report describes waterfront revitalization efforts in six western Washington cities—Port Angeles, Bellingham, Everett, Seattle, Tacoma, and Olympia. Although revitalization can occur anywhere along a city's waterfront, this report emphasizes central waterfronts—those waterfronts usually linked to central business districts. Further, revitalization is a term applicable to any new or revised use of the waterfront, whether recreational or industrial. This report stresses revitalization for public-oriented uses of the central waterfront, including recreational and retail trade.

The future of urban waterfront revitalization in Washington State is bright. Although the pace at which waterfront projects are built may slacken due to national economic factors, the reasons for revitalizing waterfronts remain compelling. People want to be near water, they have more time and money for recreation, and they want to go somewhere near home. These human factors, along with the availability of sheds, piers, and rights-of-way in close proximity to heavily used business districts, make further growth and use of waterfronts inevitable. The challenge for the future is twofold. We must strive to continue to diversify the uses of central waterfronts so that a wide range of people are served. And, we must be innovative so that the public's interest in the waterfront is continually refreshed. This calls for active leadership by city officials and civic and business leaders.



observation point bert thomas historical marker

Strait of Juan de Fuca

erosion control rip rap continues along shoreline

EDIZ HOOK RD.

conflict hazardous crossing between pedestrians, bikes, & autos

observation point log storage & log dumping facility

logging trucks stack up along roadway waiting to enter log storage area

erosion control rip rap continues along shoreline

continuous views of port angeles harbor

Port Angeles Harbor

observation point views of Juan de Fuca

access to waterfront

conflict hazardous crossing between pedestrian, bikes, & autos

obsel penins Ring

observation point marine views of port Angeles harbor

observation point part of port angeles loading dock

crown zellerbach lagoon

observation point yacht club & boat launch merrill & ring operations

hazardous area heavy equipment operations

standard pier

port dock

conflict the bluff restricts access along the south side of the waterline

conflict between trail crossing & hill street traffic

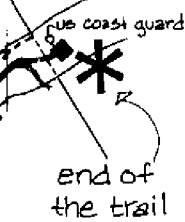
conflict between trail crossing & marine drive traffic

conflict between trail crossing and marine drive traffic

future trail connection with tumwater creek

conflict crossing pedes with (loggi





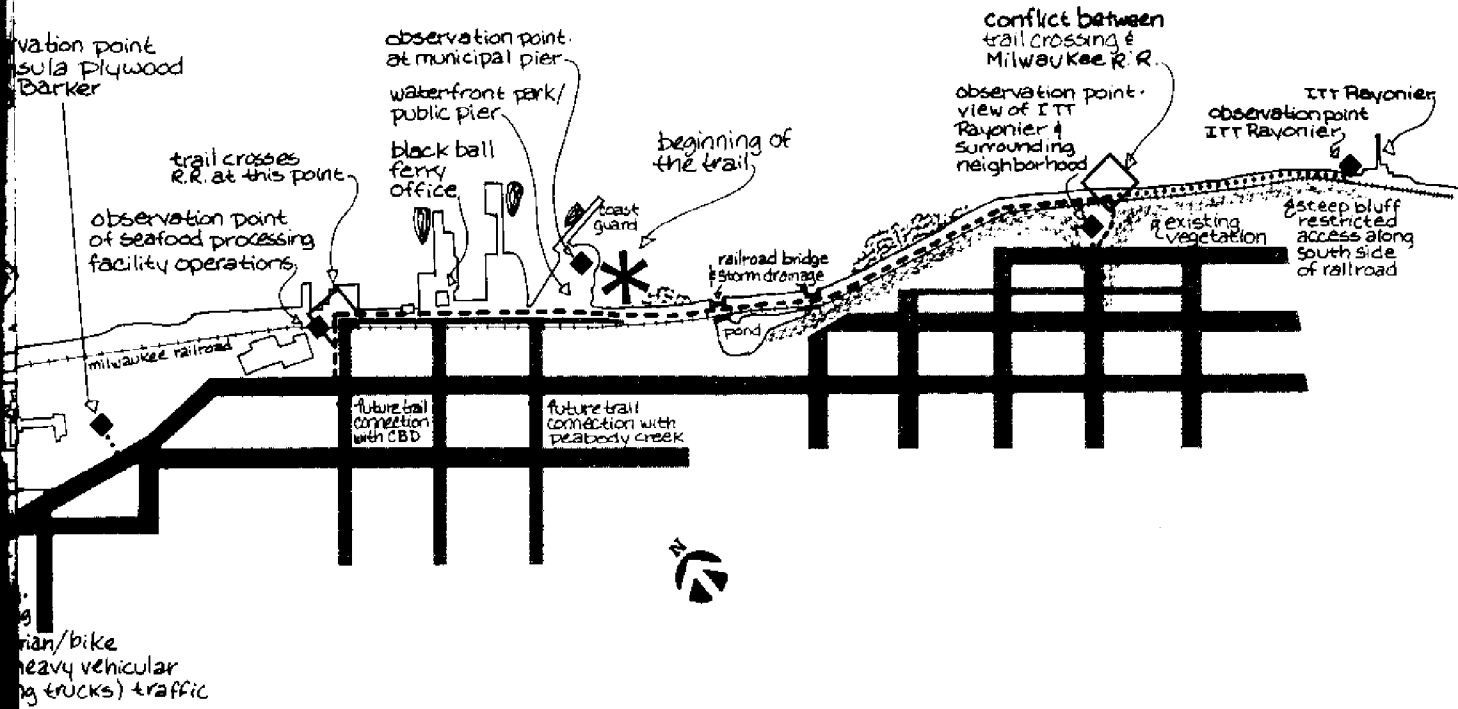
# Port Angeles

## Background

The Port Angeles waterfront traditionally has been an area devoted primarily to industry. It extends through roughly three miles of industrial and commercial districts before making a u-turn out to Ediz Hook. Located along the shoreline overlooking Port Angeles Harbor are lumber, pulp, and plywood industries; the Port of Port Angeles; a ferry terminal; and a marina, yacht club, and boat launch. The central business district is directly adjacent to the waterfront; however, the two areas are separated by the Milwaukee Road railroad tracks.

## Planning

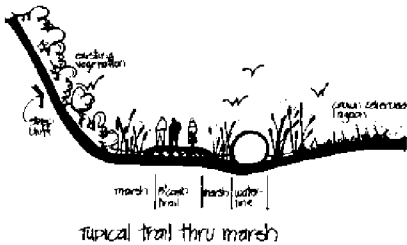
Although there has been interest in waterfront improvement projects in Port Angeles since the early 1960s, the City did not have a comprehensive policy for developing such projects. Plans to stimulate downtown improvement were developed in 1967 and in 1972, but they were fragmented in scope and lacked a comprehensive strategy. In 1976, the City adopted the Port Angeles Comprehensive Plan, which provided a framework for future development. The plan was especially significant to the downtown businesses because it stated, for the first time, the City's commitment to maintaining the central business district.



Map: Proposed urban waterfront trail

The Comprehensive Plan specifies that the historic downtown commercial district should be oriented to pedestrian and waterfront activities. It delineates a revitalization district, which is approximately three blocks long and includes the harbor area, the shoreline, and up to 200 feet landward of the shore. As a result of establishment of the revitalization district, the downtown waterfront was rezoned from industrial to commercial. With the zoning ordinance amended, policies and recommendations for stimulating development in the central business district were formulated based on the following specific recommendations in the Comprehensive Plan:

- There should be a downtown waterfront park and public pier that is attractive to locals and tourists
- Industrial uses in the historic downtown waterfront should be phased out
- A trails plan should be developed



Underlying revitalization efforts in the newly-created district was a basic question: How could development be spurred in a small town which had been experiencing slow growth? With the urban waterfront revitalization district identified, boundaries and scope were given to revitalization projects. At that time, the ferry from Port Angeles to Victoria, B.C., was the major attraction bringing people to the central business district. Few points of interest existed near the terminal to occupy tourists waiting to board the ferry. The City saw tourism as an opportunity to stimulate pedestrian circulation throughout the central business district, and initiated a central business district and urban design study to develop an overall tourist strategy.



## Revitalization Projects

### Civic Pier

Renovation of Civic Pier was the first step in converting the central business district waterfront from industrial to recreational and commercial. The City believed that this project would act as a catalyst for further revitalization, because it would demonstrate the City's long-range commitment to the waterfront and to the central business district. In the fall of 1977, the residents of Port Angeles passed a general bond issue for \$2 million to renovate and expand the city-owned municipal pier.

Initial impetus for renovation of the pier was the need for moorage for the U.S. Coast Guard. Previous attempts had been made to provide Coast Guard moorage in Port Angeles, but there was no site and no documented city support for such a facility until the

Comprehensive Plan was passed. Civic Pier became the site for Coast Guard cutter moorage. Income from the lease will cover most of the costs of pier maintenance and operation.

The Civic Pier renovation project was completed in June of 1980. In addition to providing moorage for the Coast Guard, the pier contains moorage for small transient vessels and seaplanes, a fishing pier, a picnic area, and an open-air theatre for concerts, plays, or other events. A marine lab is also planned for the pier.

Renovation of Civic Pier has provided residents and visitors to Port Angeles access to the waterfront by restoring a facility that was previously structurally unsafe and inaccessible. The pier was honored in the Year of the Coast Shoreline Design Awards Program in 1980. The jury commented:

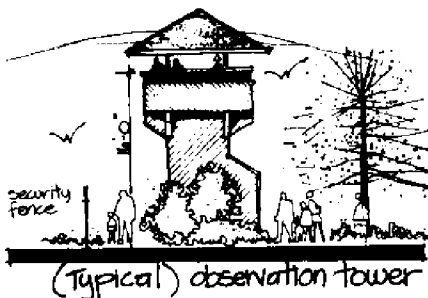
"The Port Angeles Municipal Pier sits as a jewel in an industrial setting and, yet, serves as a functional berthing for a U.S. Coast Guard Cutter, as well. Its alignment to the shore and screening helps block out the industrial aspects of the harbor, focuses the user's view toward the open water, promotes both near and far visual aspects, and offers functional protection from both wind and weather."

### **Urban Waterfront Trail**

In August 1978, the City adopted a parks and recreation plan, which proposed an urban waterfront trail to span the length of the city from ITT Rayonier to the Coast Guard station at Ediz Hook. The City received Coastal Zone Management (CZM) 306 funds from the State Department of Ecology in 1979 to design the trail.

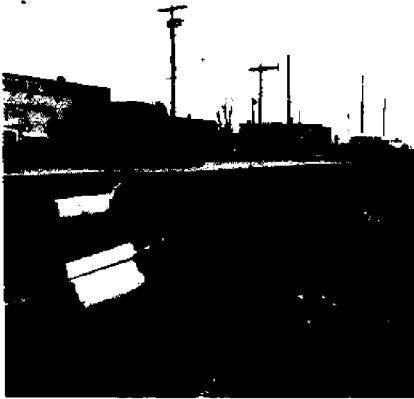
Public response to the preliminary design report was overwhelmingly positive. The trail design provided for about two miles of continuous access and three new access points to the waterfront, where before there had only been three, at the City Pier, the Boat Haven boat ramp, and the Ediz Hook boat ramp. Additionally, the Port of Port Angeles was encountering problems with tourists entering port areas where there were industrial hazards. The need to maintain safety in the port area, coupled with opportunity for the public to observe a busy seaport, prompted the inclusion in the trail design of observation points from which tourists and residents could safely view port activities.

Property for the trail will be acquired on an incremental basis. Most of the trail lies on public rights-of-way, and future permits for development of private property will be granted on condition that public access to the continuous trail system be provided.



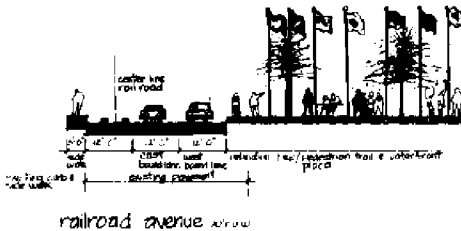
## Downtown Shoreline Rehabilitation

Another plan, the Downtown Shoreline Rehabilitation Plan, is being prepared to direct the physical improvements of the shoreline itself. Currently, the shoreline is full of broken concrete, abandoned pilings, cement fill, and rock rip-rap. The plan will also determine compatible uses of the shoreline and how to improve access to the waterfront. It is financed by CZM 306 funds.



## Downtown Business Projects

**Local Improvement District (LID).** In 1979, downtown businessmen designated a local improvement district in which basic renovation of the commercial waterfront area would take place. The businesses are, in effect, taxing themselves to complete downtown renovation. They have passed an \$800,000 local improvement district bond to erect streetlights, plant trees, lay sidewalks, and provide street furniture. The LID project, includes the entire commercial revitalization area, ending at the sidewalk parallel to the waterfront.



**Sign ordinance.** Prior to the Civic Pier renovation, downtown businesses attempted to pass a sign ordinance to upgrade the appearance of the central business district. However, some businessmen thought the planning too grandiose in scope and cut the project down so small that the ordinance did not pass. Another sign ordinance has now been proposed and is likely to be adopted in 1981.

## Contact

Paul Carr  
Planning Director  
City of Port Angeles  
P.O. Box 1150  
Port Angeles, WA 98362  
(206) 457-0411

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City of Port Angeles. Port Angeles Comprehensive Plan, 1978.

Richard Carothers and Associates. Preliminary Design Report: City of Port Angeles Urban Waterfront Trail, Port Angeles, Washington, January 1980.

# Bellingham

## Background and Planning

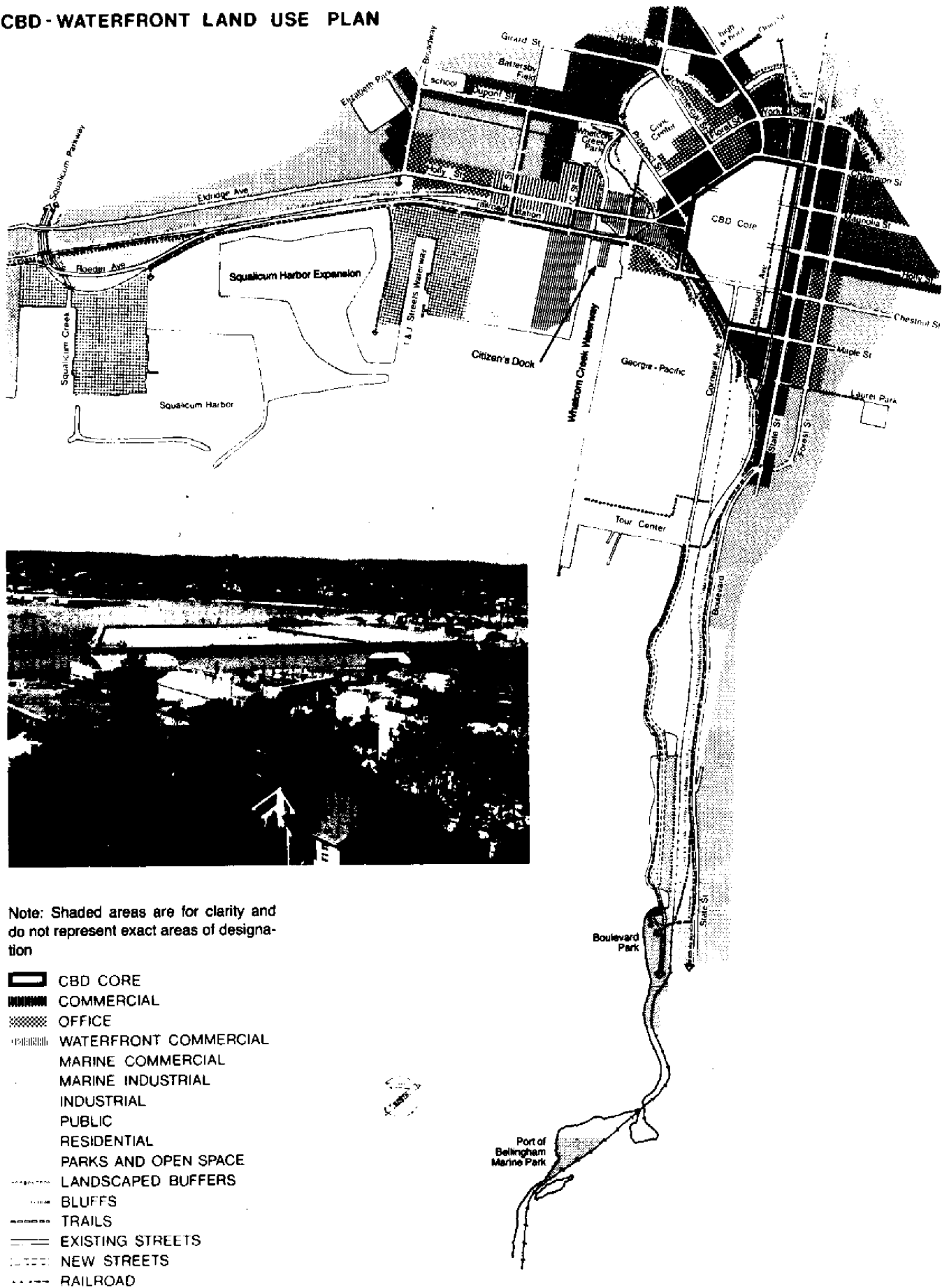
The City of Bellingham was originally settled along Whatcom Creek, but as the city grew it moved away from its original site. Much of the area at the mouth of Whatcom Creek was filled and the creek was diverted and reduced. But the City returned to Whatcom Creek in its first serious attempt to study the potential for central waterfront revitalization. A commercial district--the Whatcom Creek Redevelopment Area--was designated, which encompassed the last remaining open space within the central business district. A citizens' group and an interagency task force were formed to decide the future of the area. Their efforts resulted in the 1973 Whatcom Creek Redevelopment Plan.

Following completion of the Whatcom Creek plan, changes began to occur on the central waterfront. One of the changes was a proposal by local fishing groups to use an old sewage treatment plant by converting the tanks into a fish hatchery. A task force of local and state representatives from the local school district, the City, Washington Departments of Game and Fisheries, Washington Sea Grant, and Northwest Steelhead and Salmon was formed to determine what could be done with the City-owned property. The group, the Maritime Heritage Center Technical Group, decided to develop a plan for a center that would emphasize the city's marine heritage. Their proposed plan was officially adopted by City resolution in 1976.

During the summer of 1980--about the same time that the plan for the Maritime Heritage Center was adopted--the Bellingham Comprehensive Plan was adopted. One element of this plan addresses downtown/waterfront redevelopment and points out that the central waterfront is underutilized. In order to take full advantage of the area's development potential, however, the central waterfront must be conveniently accessible to the central business district. The plan proposed a system of pedestrian walkways to facilitate such access. Its implementation is guided by the following goals:

- The remaining central business district-waterfront interface area should be developed to maximize public use.
- A major pedestrian route...should link the central business district and the central waterfront.
- A pedestrian connection should be provided between the civic center and the central waterfront.

# CBD - WATERFRONT LAND USE PLAN



Note: Shaded areas are for clarity and do not represent exact areas of designation

- A pedestrian/bicycle trail should be provided along the entire central waterfront area, with a connection to the trail proposed on the former railroad right-of-way.
- New waterfront developments should provide public access to the bay.
- View of the bay from the central business district should be maximized.
- The appearance of the Georgia Pacific mill should be improved.
- Natural features of the bayfront should be improved.
- The central waterfront should be developed for commercial recreation and marine use.

To reinforce current revitalization efforts, a zoning ordinance is being formulated to designate permitted uses of the central waterfront.

## Revitalization Projects

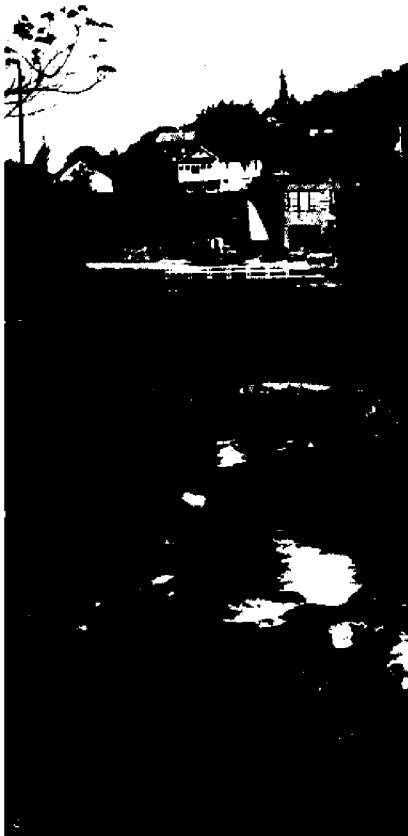
### Maritime Heritage Center and Foundation

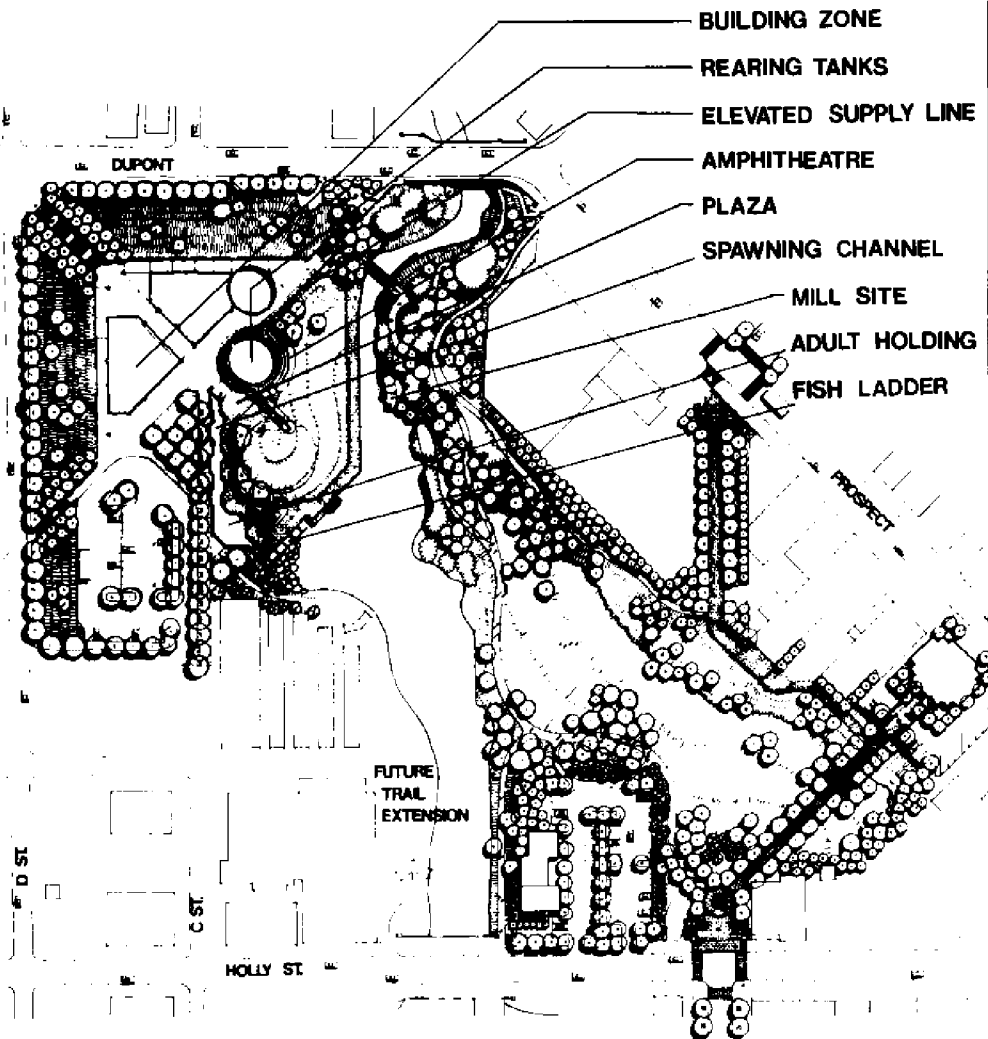
The Maritime Heritage Center consists of two major elements: a vocational-technical education component and a hatchery component. The Maritime Heritage Center "will emphasize learning through local history and culture and will enhance appreciation for the area's dependence on fisheries and marine resources. It is expected that the Maritime Heritage Center will be visited by students and by people with different backgrounds in search of instructive recreation." (Kramer, Chin, and Mayo, 1980) A maritime technology class and evening courses in marine subjects will be held at the vo-tech center.

The hatchery will include a spawning channel and rearing facilities. Most of the complex will be open to public view and education. Approximately 200,000 salmon and trout will be released each year near Bellingham to enhance both commercial and sports fishing in the region.

Currently, water quality data is being compiled with CZM 306 funds to identify point source pollution problems and recommend actions to improve problem areas. A master plan was prepared with CZM 306 funds and adopted by the city in 1980. Full construction is to begin in the spring of 1981. Funding was also awarded for the Center from the Heritage Conservation and Recreation Service (now absorbed within the National Park Service), the state Interagency Advisory Committee on Outdoor Recreation (IAC), and CETA as a demonstration grant.

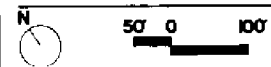
Whatcom Creek looking toward Marine Heritage Center area.





# THE MARITIME HERITAGE CENTER

Bellingham, Washington



## MASTER PLAN

Kramer, Chin & Mayo, Inc.  
 Consulting Engineers, Architects, Applied Scientists  
 1917 First Avenue, Seattle, Washington 98101  
 Phone (206) 447-5300

The Maritime Heritage Foundation was formed in 1980 as a support organization for the Maritime Center. The Foundation will also promote economic development of Bellingham Bay, promote revitalization and awareness of the waterfront, and sponsor maritime activities. The Foundation is planning a major regional maritime conference for the summer of 1981.

### Maritime Museum

A museum was planned for the Maritime Heritage Center, but it has been relocated to Citizens Dock, which was recently donated to the city. The museum will feature live fish exhibits and displays of the area's history. The museum is expected to promote redevelopment of private property adjoining Citizens Dock, which is currently in rather dilapidated condition. Commercial redevelopment of this area will provide an important tie between the waterfront and the central business district.

### Parks

**Marine Park.** In the mid 1960s, the Bellingham Parks Board and various interest groups became interested in acquiring a parcel of waterfront



property for a park. Under the Port of Bellingham's enabling legislation, the Port was not permitted to engage in recreational uses of its property, but that was changed by state legislation in 1967. This change prompted the development of Marine Park, on 700 feet of the Port's waterfront property adjacent to the Fairhaven Shipyard in South Bellingham. The 2-1/2 acre, pyramid-shaped park was built by the Port in 1967. It contains a shelter and fireplace, benches, restrooms, and parking facilities.

**Boulevard Park.** Marine Park, however, was not sufficient to meet the demand for public open space on the waterfront. The Parks Board and interest groups worked with the City to acquire additional waterfront access. After identifying a parcel of property that had been the site of a coal degasification plant in the early 1900s, the City entered into a working agreement with present property owners to obtain a portion of the parcel. The rest of the parcel was purchased from diverse property owners with an IAC grant and City matching funds. After the City adopted a development plan for the park, additional IAC funds were obtained to develop the site.

### **Squalicum Harbor Marina**

The Port of Bellingham is completing a new marina in Squalicum Harbor that has been planned since 1965. The current basin houses pleasure craft as well as commercial fishing boats. The expanded moorage facilities in the new port basin will provide over 700 new slips and will create 25-30 acres of new land (from fill) on which public access will be provided. The new basin will handle fishing vessels and the old basin will be maintained for pleasure craft.

## **Contact**

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# Everett

## Background and Planning

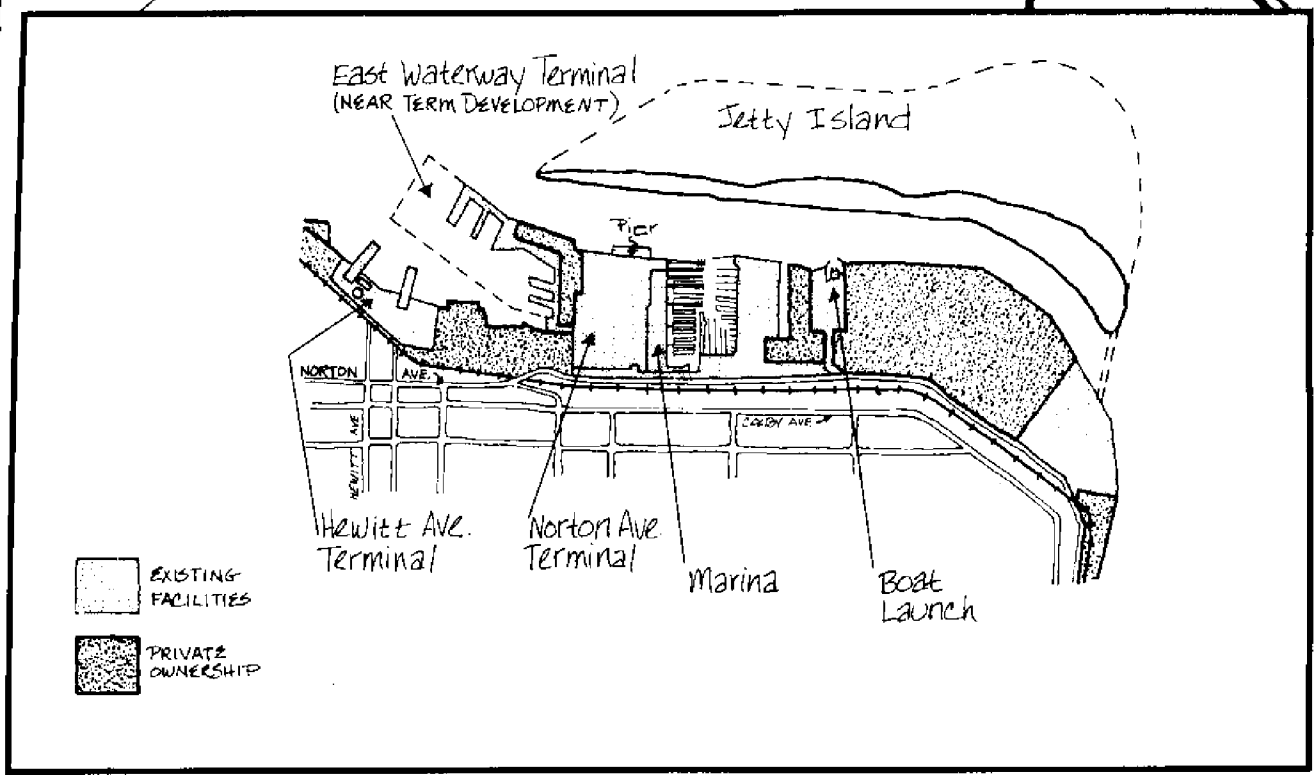
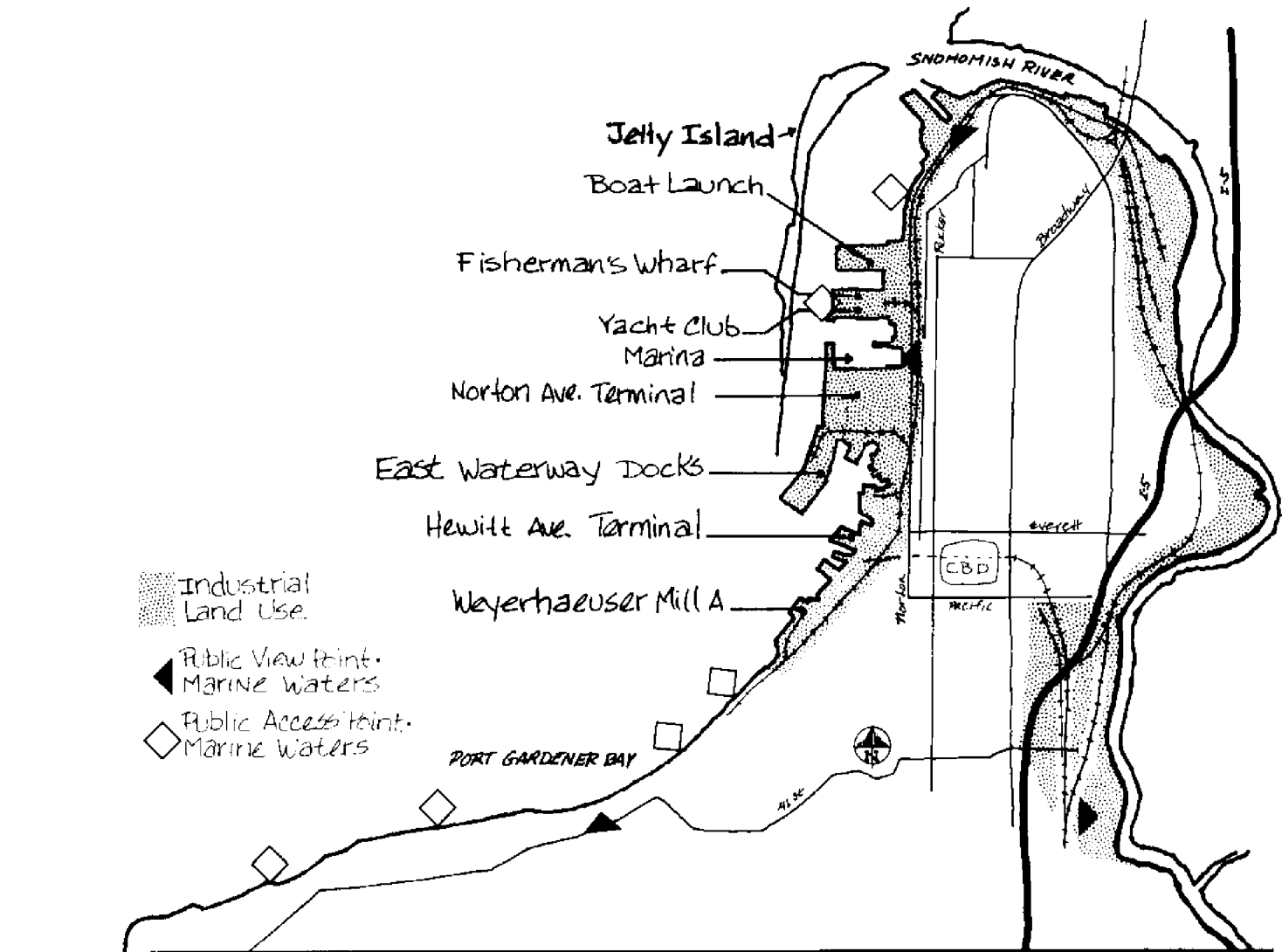
Historically, Everett was a timber town. At one time, more than forty lumber mills dotted the Everett Shoreline, and the entire waterfront was privately owned. As time passed, the city's economic dependence on the waterfront and wood products decreased; now, only two pulp and two lumber mills are still in operation. Since most of the waterfront had been industrially developed, there was very little natural shoreline left.

Long-time Everett residents tended to accept their deteriorated waterfront. But passage of the Shoreline Management Act of 1971 stirred interest in revitalizing the waterfront. Private industry and port activities were brought under City review authority, making them accountable to the public for access to and recreational potential of the waterfront.

After the Shoreline Management Act was passed the City of Everett wrote a Shoreline Master Program, which addressed the issue of public access. In addition, two more planning efforts completed in the early 1970s also addressed waterfront issues: the 1972 Everett Community Plan and the 1973 Everett Open Space, Park, and Recreation Plan. The Community Plan called for reservation of waterfront areas for recreation. The Open Space and Recreation Plan discussed increased public access to the waterfront and specifically identified the Norton Avenue area for future public access opportunities.

At the same time these planning efforts were going on, the Port of Everett was planning construction of a new 100-acre marine terminal on the central waterfront along Norton Avenue. After the master program was adopted, however, the Port realized that it would be unable to industrially develop this area unless provisions for public access were met. The Port then created a citizens' committee to determine the location of future port growth and to define permissible development of port-owned shoreline. The citizens' committee worked with Port officials through a mediation effort from which consensus guidelines for future port development were determined and adopted in 1977. These guidelines included designating Jetty Island--a manmade island formed from dredge spoils--as a diverse environment. Jetty Island prior to this decision had been the site on which the Port envisioned expanding its facilities.





# Revitalization Projects

## Norton Avenue Marina

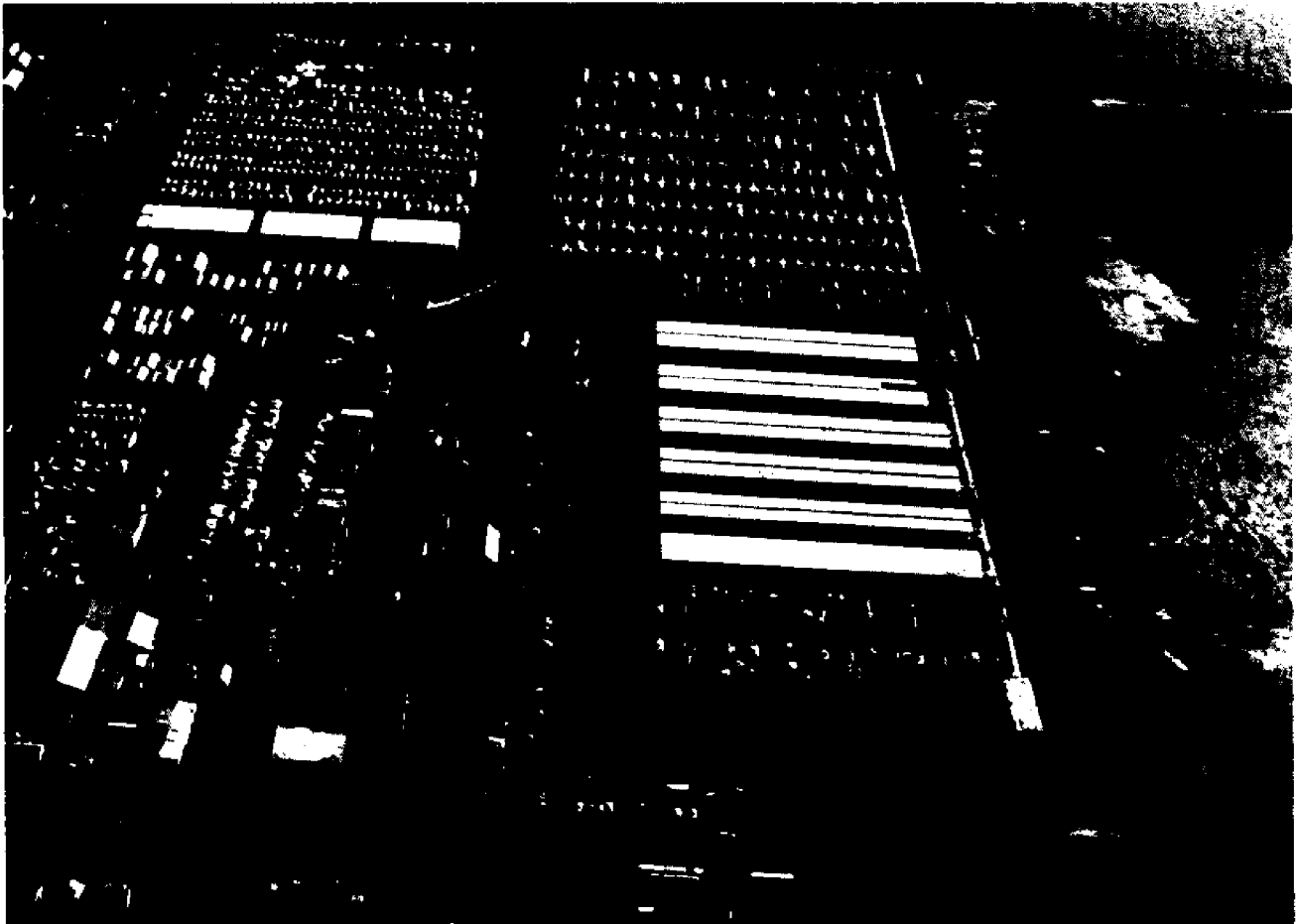
The 1972 Everett Community Plan called for reservation of waterfront areas for recreation. This provision enabled the Port to expand its marina at Norton Avenue by 1200 slips. The expansion was financed by the Port's own revenue bonds. Completed in 1979, the 2200-slip marina is adjoined by a pedestrian promenade (which is partially complete), restaurants, and port offices. Construction is to begin in 1981 on a three-acre commercial village adjacent to the marina.

## Boat Launch

Concurrently with its plans for the marina, the Port also proposed construction of a boat launch at Norton Avenue to handle the excess demand from the state-operated boat launch at Mukilteo, southwest of Everett. The Port of Everett, Snohomish County, and the Everett City Council worked together to provide for the launching facilities.

Construction of the Norton Boat Launch began in 1977, financed by the Port of Everett, City of Everett, Snohomish County, and IAC. Ultimately, it will provide eighteen launching ramps and parking for approximately 600 vehicles. Three hundred parking

Norton Avenue Marina



spaces and twelve launch ramps are completed so far. A two-acre marine park contiguous to the launch is also planned for this site.

### **Other Improvements**

With funding from the Economic Development Administration (EDA), road and utility improvements have been made on a portion of Norton Avenue. A landscaped bike trail is being built along the launch road and along Norton Avenue, a portion of which has been completed. The remaining parts of the trail will be built as land is dedicated by private developers.

### **Future Revitalization**

Residents of the hill overlooking Norton Avenue have expressed a great deal of support for the Norton Avenue projects. The waterfront, which had previously been accepted as an industrial area, is now seen as having the potential for providing public access and recreational opportunities. Residents are now in favor of additional revitalization. However, to directly benefit from further efforts, a formidable impediment to access to Norton Avenue facilities--a steep cliff between the residential uplands and the waterfront--must be overcome. With increased concern for waterfront access, CZM 306 funds are being used to study the urban waterfront and determine permissible activities and how to enhance circulation between the waterfront and the residential uplands. The information obtained from this study will be incorporated into the City's master plan.

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### **References**

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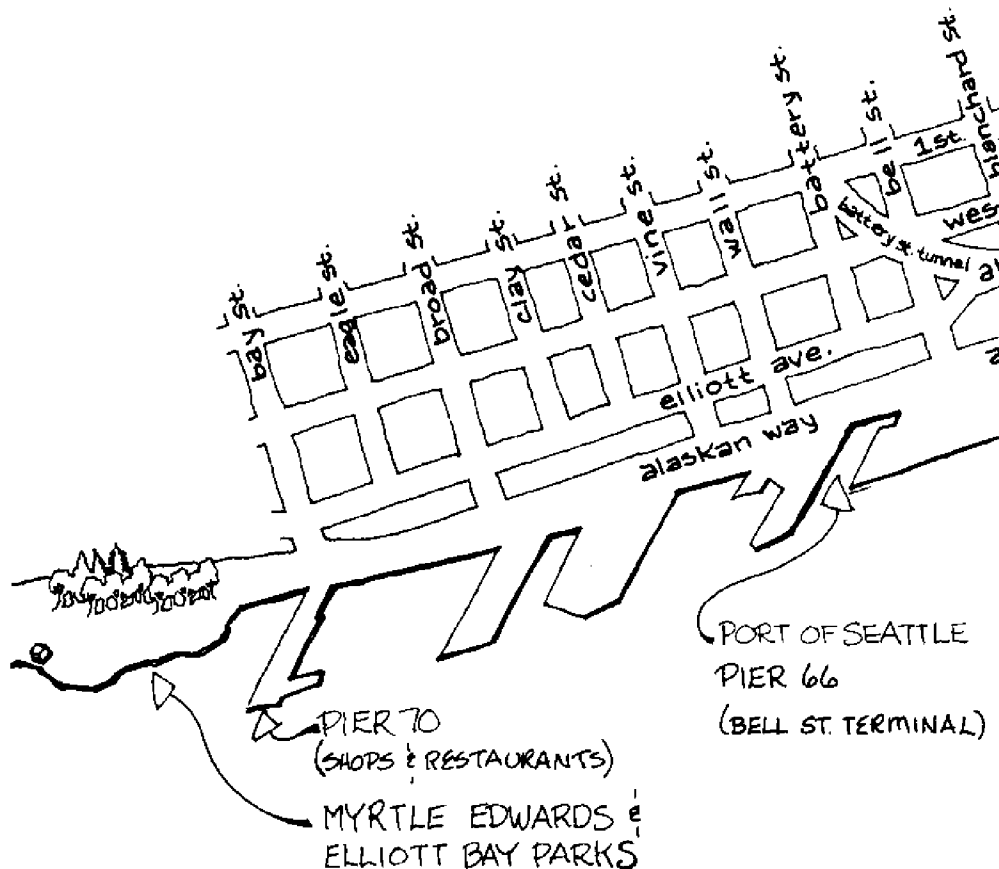
# Seattle

## Background and Planning

In common with other port cities in Washington, much of the central waterfront in Seattle is located within a harbor area. The state constitution reserves harbor areas for purposes of navigation and commerce. However, Seattle's central urban waterfront started to be abandoned as a break-bulk cargo handling area in the early 1940s. Advances in port technology, including the recent massive shift toward containerization, resulted in an abundance of obsolete, underutilized piers on the central waterfront.

Since parts of the waterfront were no longer being utilized for port activities, the Department of Natural Resources (DNR), which specifies permitted uses in harbor areas, instituted a program of permitting "interim uses"—hotels, import shops, restaurants—on the central waterfront. Interim use permits have a limited lease period, from five to twenty-five years, which is less than the thirty-year leases granted to navigation and commerce. However, if the port determines that a pier is again needed for

Elliott Bay and  
Myrtle Edwards Parks

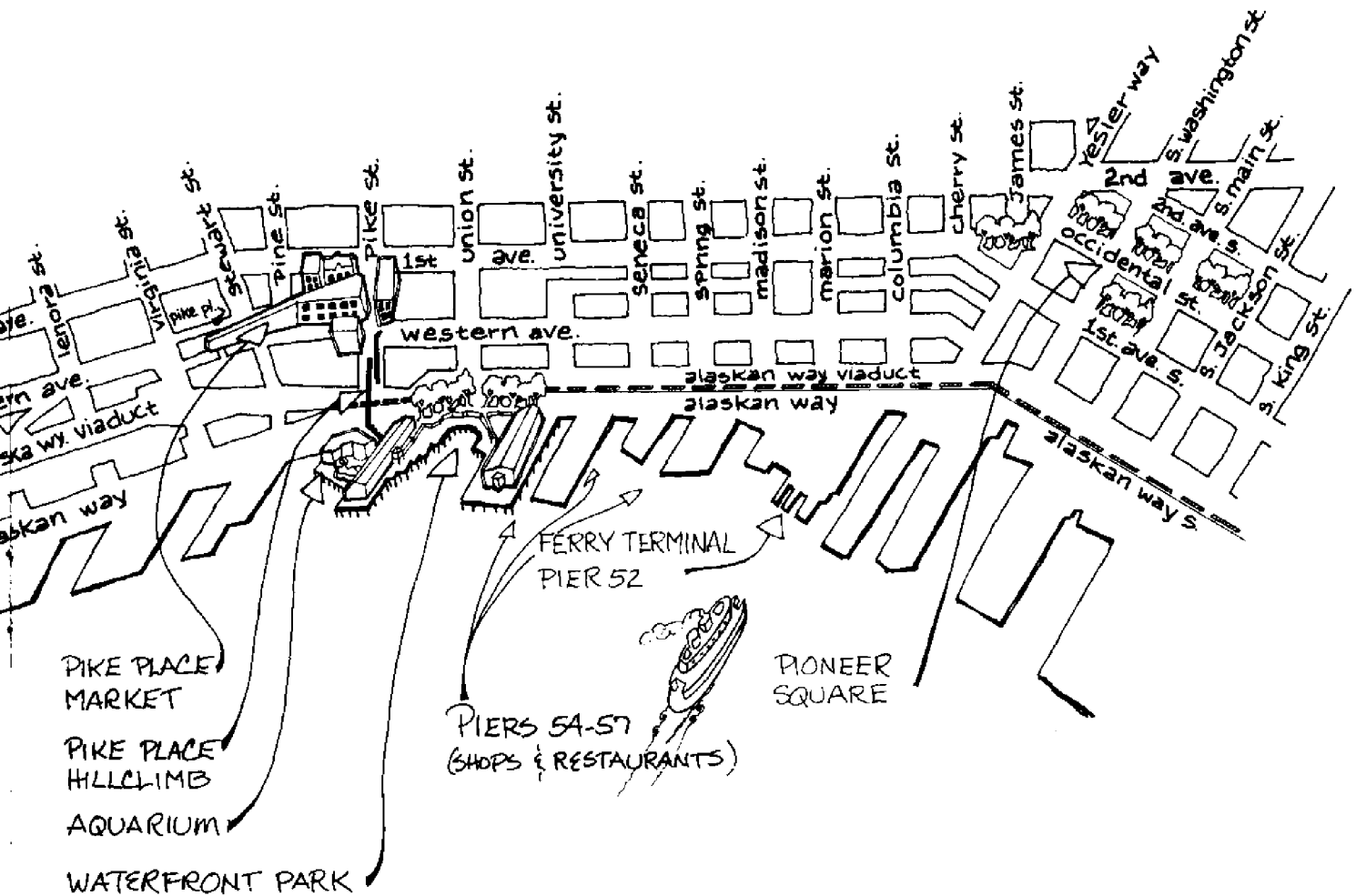


navigation or commerce, DNR may terminate an interim lease, either immediately or at the five-year lease review, and re-establish the use of the pier for port purposes. Although the interim use leases permit a variety of uses, the limited lease periods and the possibility of reversion of the use designation discouraged the revitalization of waterfront space for recreational and tourist activities.

In the mid 1970s, the City of Seattle formulated its shoreline master program. Several public groups were formed to help guide master program provisions for the waterfront, and to ensure that specified uses were constitutionally permitted. The master program designated the city shoreline area as "urban stable/central waterfront." The program states:

New development over water and the recycling and refurbishing of existing piers will be permitted which will:

- (a) Reinforce the historic marine orientation of Seattle as a major downtown theme;



- (b) Strengthen water-oriented recreational tourist activity, related retail business, and public areas open to the water;
- (c) Maintain a full complement of water-dependent uses; and
- (d) Preserve and enhance views of Elliott Bay and the Olympic Mountains from upland central business district development, street corridor vistas, and the street level, provided, no additional coverage of the water by fixed structures shall be permitted.

These two sets of policies, the harbor leasing laws and the Shoreline Master Program, have been of central concern to residents and developers. Residents have used these laws to stress the need for water-oriented uses and extensive public access. Developers have asserted that the laws inhibit redevelopment projects and discourage the pace of investment in waterfront revitalization.

## Revitalization Projects

Revitalization of Seattle's urban waterfront began in the early 1960s when private entrepreneurs began constructing restaurants, an import shop, and a hotel on central waterfront piers. During this same period plans to construct a public park on the waterfront were also proposed, but failed for lack of a funding scheme. Then, in 1968, a \$118 million county-wide parks and recreation bond issue was passed called "Forward Thrust." The city used \$5 million of the Forward Thrust funds to purchase waterfront property for the central waterfront.

### Parks

**Central Waterfront Park.** Constructed between 1973 and 1975, it was created to provide public access to the waterfront and to stimulate redevelopment in the area. The park consists of 22 acres and includes Piers 57 and 59, which now contain shops, restaurants, the Seattle Aquarium, and a movie theatre. The aquarium, which was completed in 1977, had over 700,000 visitors in 1979.

HUD Community Development Block Grant funds were used for pier rehabilitation, and IAC and EDA funds were obtained to improve traffic and parking facilities. Forward Thrust allocated \$5.5 million for construction of the aquarium.

**Elliott Bay Park and Myrtle Edwards Park.** To the north of the central waterfront, between Piers 71 and 89, the Port of Seattle and the City of Seattle each constructed linear parks, which combined provide a pedestrian and bike trail along 1.5 miles of waterfront. The Port of Seattle created Elliott Bay





Park, which provides 4000 feet of lateral waterfront access from Pier 89 south; it was completed in 1975. The City's Myrtle Edwards Park links the Port's portion to Pier 71.

### **Fishing Pier**

A public fishing pier, opened in 1981, was the combined product of Port, City, Washington Department of Fisheries, and IAC funding. Visitors fish within a few hundred yards of the Port's grain terminal where vessels from many nations take on loads of dry-bulk cargo. An artificial reef sustains populations of rockfish species. Access is from Elliott Bay Park. A concession dispenses bait, snacks, and advice to anglers.



### **Pike Place Hillclimb and Market Renovation**

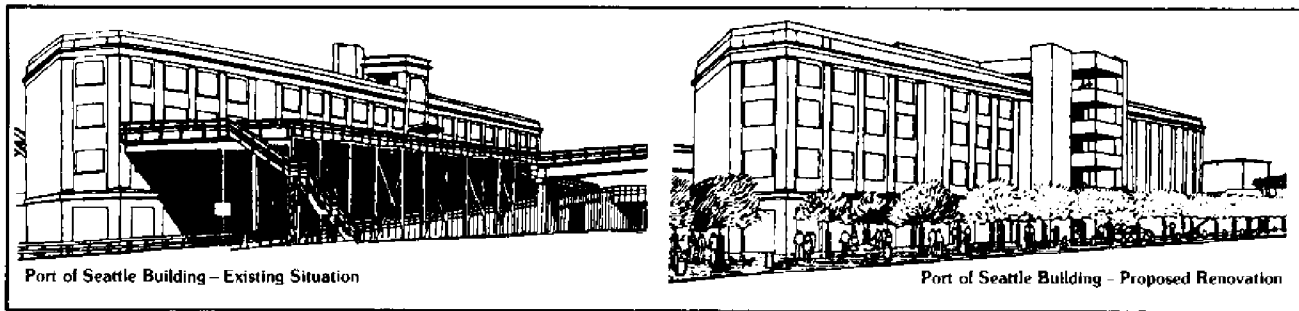
Access to Seattle's waterfront from the Pike Place Market area was impeded by railroad tracks and a viaduct running parallel to the waterfront, and further complicated by the steep hill on which the market is situated. In 1979 a stairway and pedestrian walk was completed which links the market to the waterfront.

The market itself is located only one block east of the waterfront. It has existed since 1907, when local growers brought their goods to Pike Street to sell. After World War II, the market's business slowly declined until in 1957 the city council decided not to spend any more money to maintain it. The market continued to deteriorate in the 1960s despite several proposals to erect apartment complexes and parking facilities, which were defeated by community opposition. In 1974, HUD granted \$21 million to revitalize the market. Funds were also obtained from EDA, the Small Business Administration (SBA), and HUD section 312 to build low-income housing.

### **Pier Renovation**

Over half the Piers between numbers 48 and 71 are now redeveloped or are about to be converted to new uses or have new uses added to them. Piers 54, 55, 56, 57, 59, 67, and 70 are the "veteran" redeveloped piers, while Piers 66, 69, and 71 are next to see major new pedestrian-oriented uses. Other piers are either stable use (Alaska Ferry at Pier 48 and the fire station at Pier 53), in need of repair and reuse (61-65), removed altogether (49, 58, 60, 61, 65), or part of the new ferry terminal complex (discussed below).

Pier 66 is an interesting example of the redevelopment process as a mixed public/private effort. Pier 66 is being rehabilitated through a joint effort of the Port of Seattle and the Pier 66 Redevelopment Corporation, a private business group. The plans include renovation of the Port's offices, and construction of a public viewing area and a



restaurant, all of which are being financed with Port funds. Private funding will be used to rehabilitate the areas on both sides of Alaskan Way, which runs along the waterfront. The Port will also work with the redevelopment corporation to incrementally redevelop the uplands. The revitalization of Pier 66 is scheduled for completion in the mid 1980s, with projections of over \$15 million of private funds to be expended in addition to Port funds.

### **Ferry Terminal Expansion**

The Washington State Ferry system is expanding its terminal at Piers 50, 51, and 52 to provide a larger staging area for vehicles, lease space, and public access areas. Design concepts include a public access plaza, viewing tower, and possible interpretive exhibits.

### **Waterfront Trolley**

In 1979, funding was received from the Urban Mass Transit Administration to convert about one and a half miles of railroad tracks to a trolley system that will transport people along the central waterfront between Piers 48 and 70. Waterfront business interests and public agencies have agreed to form a local improvement district to round out the funding package. Construction of the waterfront trolley is planned to begin in 1981.

### **Seawall and Promenade**

A study by Seattle's engineering department in 1978 recommended rebuilding portions of the central waterfront seawall. The City has applied for Federal Aid Urban Program HUD funds for the project. In planning for the seawall, a promenade is also being considered for the area from Pier 48 to Pier 70. Although funding for the promenade has not been obtained, the planned ferry terminal expansion will provide a portion of the promenade. Additional construction will be done incrementally as individual piers are rehabilitated. A capital improvement program is currently underway to study the remaining portions of the seawall, and if reconstruction is recommended, the entire promenade will likely be constructed.



## **Public Information and Education**

At the City's request, the Port of Seattle adopted a public access plan which includes interpretive signs, viewing towers, and bike paths. Further, the City and the University of Washington, with Coastal Zone Management and Sea Grant funds, are planning a major educational interpretive center and outreach program to raise public awareness of Seattle's rich maritime history and urban waterfront use. The center may be located at the new ferry terminal complex. To help achieve this goal, a non-profit corporation called "Waterfront Awareness" has been formed which will play a lead role in future waterfront maritime education.

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## **References**

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Knutson, Deborah K. "Definition of the Central Urban Waterfront Reuse District," Masters of Urban Planning thesis, Department of Urban Planning, School of Architecture and Urban Planning, University of Washington, 1980.

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[Authors' Note: Dozens of architectural studies and environmental impact reports have been prepared for particular waterfront projects but could not be included due to space limitations.]

# Tacoma

## Background and Planning

The City of Tacoma has indicated concern for public access to its urban waterfront in planning efforts dating back to the early 1940s. A 1944 planning report and 1952 parks and recreation plan both proposed parkway development along almost the entire city waterfront. In 1964 the City Planning Commission initiated a study of the waterfront in response to growing concern over lack of public access and recreational facilities on the waterfront. The study resulted in the Recreation and Open Space Plan, which was adopted in 1965.

The Recreation and Open Space Plan included a general policy aimed at acquiring areas of scenic beauty or historic interest for parks and open space, including waterfront parcels. As a result of this policy, the City used HUD and IAC funds to buy a mile strip of waterfront property along Ruston Way. From 1965 to the early 1970s the City proceeded to formulate regulations governing development along Ruston Way and to explore various funding sources.

Another area singled out by the City for revitalization was City Waterway. Historically, the area had been a shipping terminal. But the need for larger piers required by large modern vessels was being met in other parts of the harbor. By the early 1970s City Waterway's shipping facilities were obsolete and the area had deteriorated. An inadequate sewage system further restricted development in this prime urban waterfront area.

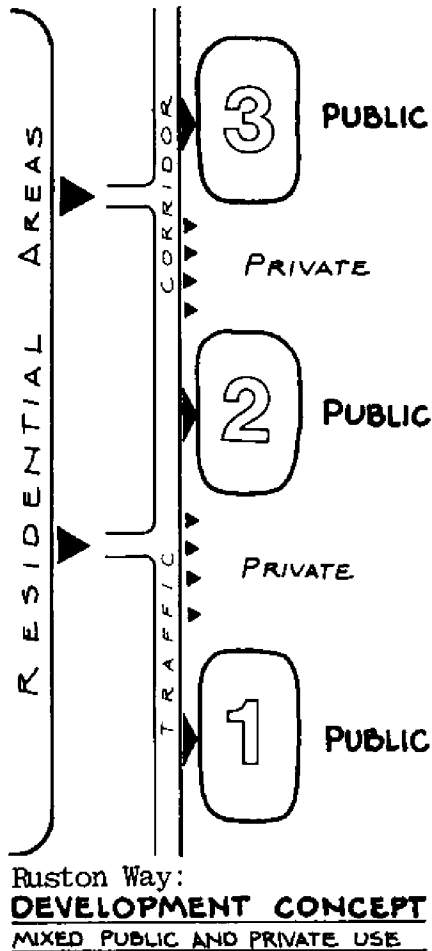
In 1974, Tacoma adopted the City Waterway Policy Plan to redevelop the area. The plan was incorporated into the City's comprehensive plan and master program for shoreline development. It designates City Waterway as the site for marina construction and defines permitted uses. A general policy was written to guide City Waterway development which states:

"It shall be the general policy of the City of Tacoma to extend all appropriate effort to eliminate the general substandard conditions which exist in City Waterway, and to promote general redevelopment of the area for marina and water-related commercial and public facilities."

## Revitalization Projects




### City Waterway

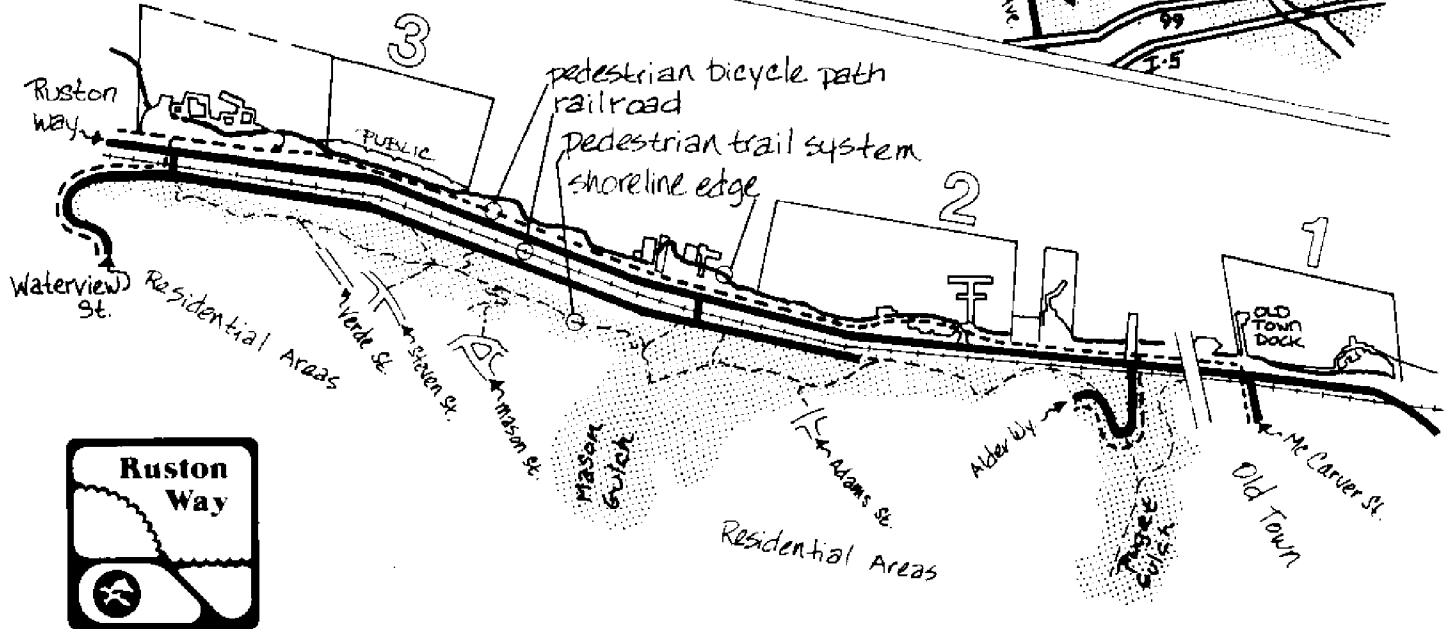
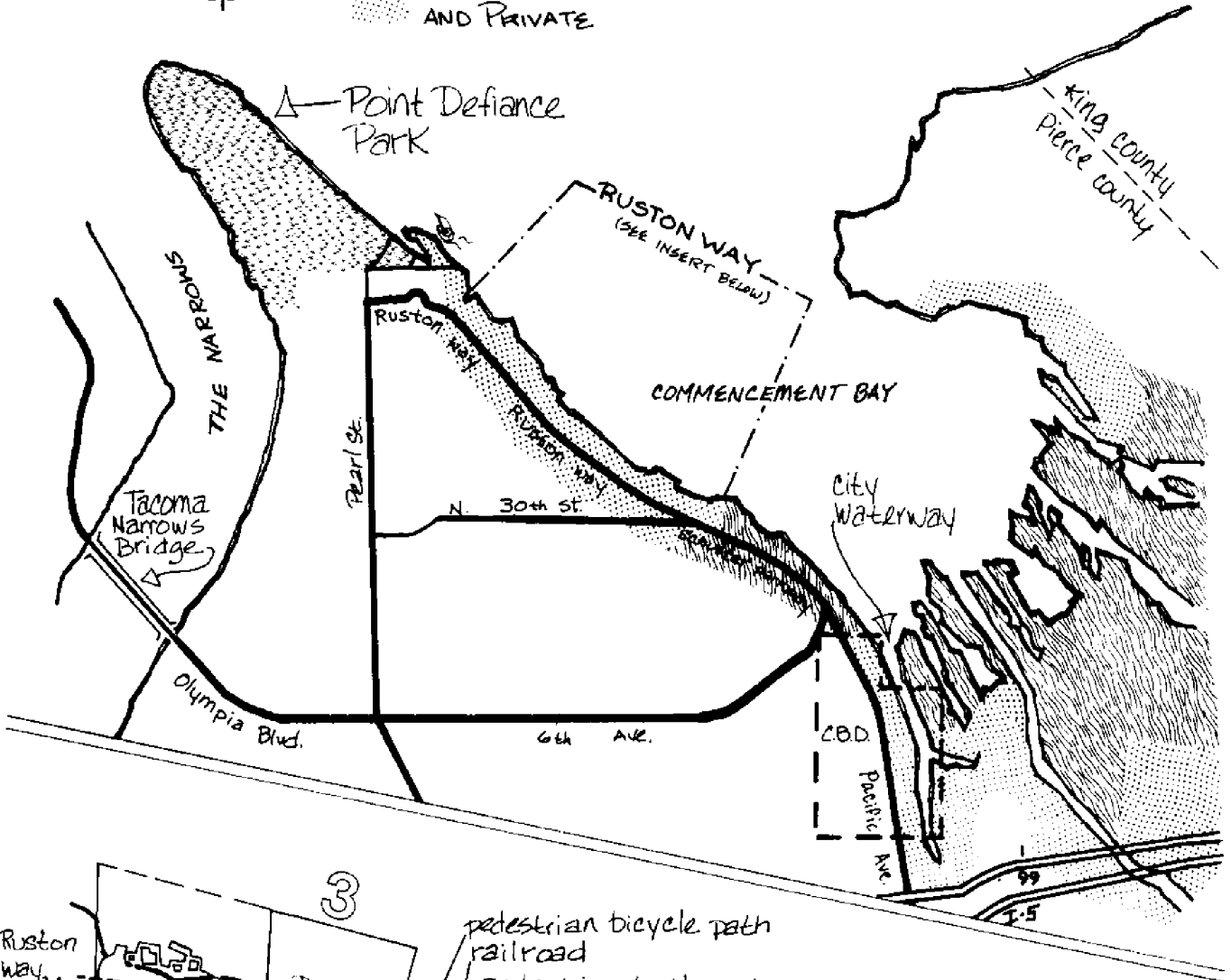
Tacoma has spent over \$8 million for public improvements--streets, sewage facilities, and pedestrian facilities---at City Waterway. Funding was obtained mainly from the Environmental Protection

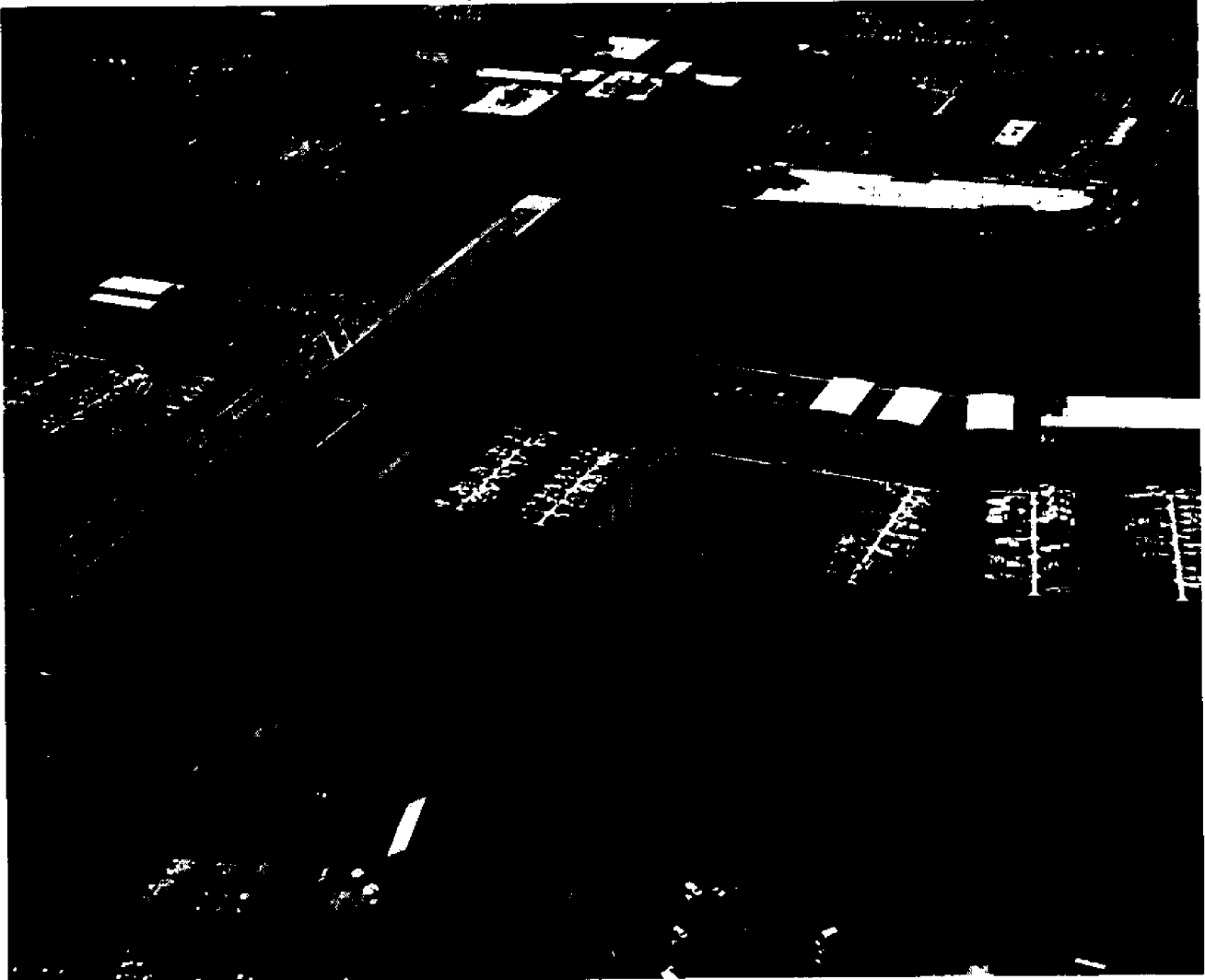


Note: Shaded areas are for clarity and do not represent exact areas of designation.



-  PARK
-  INDUSTRIAL
-  MIXED PUBLIC AND PRIVATE





City Waterway

Agency, Economic Development Agency, and the Department of Transportation. Once public improvements had been made, private development interests invested another \$8 million in the area. Five new marinas were built--satisfying a substantial portion of the moorage demand in Tacoma--and commercial activities (such as boat sales) and service businesses moved into the area. A restaurant has also been built and more commercial development--including additional restaurants and specialty shops--is planned.

#### **Ruston Way: Mixed Use and Continuity**

Ruston Way lies at the foot of steep bluffs which separate upland residential areas from Commencement Bay. Railroad tracks run parallel to the roadway and lateral access is poor. The City of Tacoma has acquired three segments of waterfront property on Ruston Way, which are separated by privately held parcels. Through provisions in its Shoreline Master Program, the City intends to encourage public and

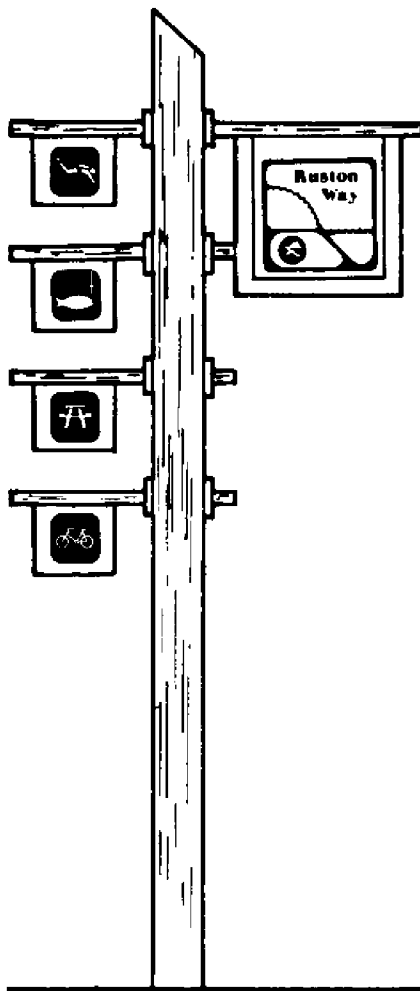
private water-dependent and water-related activities. Specific design standards will be applied to development in order to assure a sense of visual continuity and coherence. In 1975, Tacoma applied to the National Endowment for the Arts to fund a Design and Human Scale Study, which paved the way for physical development of Ruston Way.

To obtain an overall character along the Ruston Way waterfront, the Design and Development Guidelines state that "...it is not the intent to make every development on Ruston Way appear alike, but rather it is intended that all developments, both public and private, be compatible in design and character." Design policies and criteria were developed regarding views, structures, circulation (including marine, pedestrian, and bicycle), landscaping and vegetation, lighting, signing, and amenities. A specific logo for Ruston Way was created to add continuity to the shoreline developments.

Coastal Zone Management 306 monies provided funding for a draft Ruston Way Plan, containing design and development guidelines, and an accompanying environmental impact statement. Additionally, CZM 306 funds will be used in 1981 to complete the review and adoption process of the draft Ruston Way Plan, and to undertake an amenities study of all shoreline areas in Tacoma to provide for continuity among them. Plans for developing the publicly owned segments of Ruston Way have been formulated for three major areas and some projects are in progress or nearing completion.

**Area I.** Area I consists of Commencement Park and the Old Town Dock complex. The Old Town area is the original Tacoma townsite and the dock there was acquired by the city before World War I. The dock was condemned in the 1940s then rebuilt and reopened in 1953. Commencement Park is adjacent to the dock and will be completed in 1981. The Park has areas for fishing, sunbathing, and other recreational activities. Commencement Park received funding from the City, the National Endowment for the Arts, and the IAC.

**Area II.** The central public area of Ruston Way (Area II) is scheduled to receive IAC funding in 1981. The first phase of this project will be construction of a public fishing pier (scheduled to begin in 1981) and a marine park, as well as various support facilities. The State Department of Fisheries (WDF) is working with the City of Tacoma to develop the pier. WDF funds will be used to construct the pier, and City funds will be used to construct landside development and to operate and maintain the pier. Phase II of the park proposes additional development including gear-changing facilities for scuba divers and a scuba reef.



**PUBLIC ACTIVITY SIGN**

**Area III.** The final segment of public ownership, Area III, is being designed. Uses under consideration include a public boat launch and temporary boat moorage facilities. Support facilities may also be located in this area.

### **Future Projects**

A major consideration for future revitalization efforts is the provision of a continuous trail system from the central business district to City Waterway and through the end of Ruston Way. Emphasis will be placed on innovative methods of increasing access, which is physically impeded by a steep bluff and railroad tracks.

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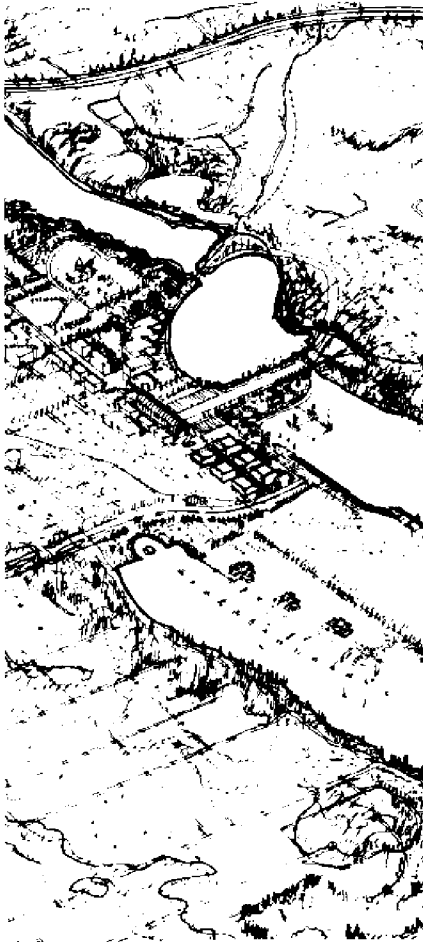
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# Olympia

## Planning



Olympia attempted to implement downtown revitalization plans for years, but all the plans failed because they did not encompass all the concerns of the city's residents. A 1977 planning effort was defeated because it called for the construction of a parking structure adjacent to the waterfront. A group of citizens strongly opposed to the parking structure organized to develop an alternative plan. The group privately raised funds to obtain the services of a Regional Urban Design Assistance Team (R/UDAT), a community service of the American Institute of Architects (AIA).

The city requested R/UDAT assistance in January 1979. The professionals which made up the team were selected by AIA on the basis of their expertise in solving problems peculiar to Olympia: physical limits of the central business district, lack of housing within the central business district, and the need to revitalize the downtown area. When the R/UDAT visited Olympia in April 1979, they gathered information, evaluated existing conditions, and wrote a plan of action.

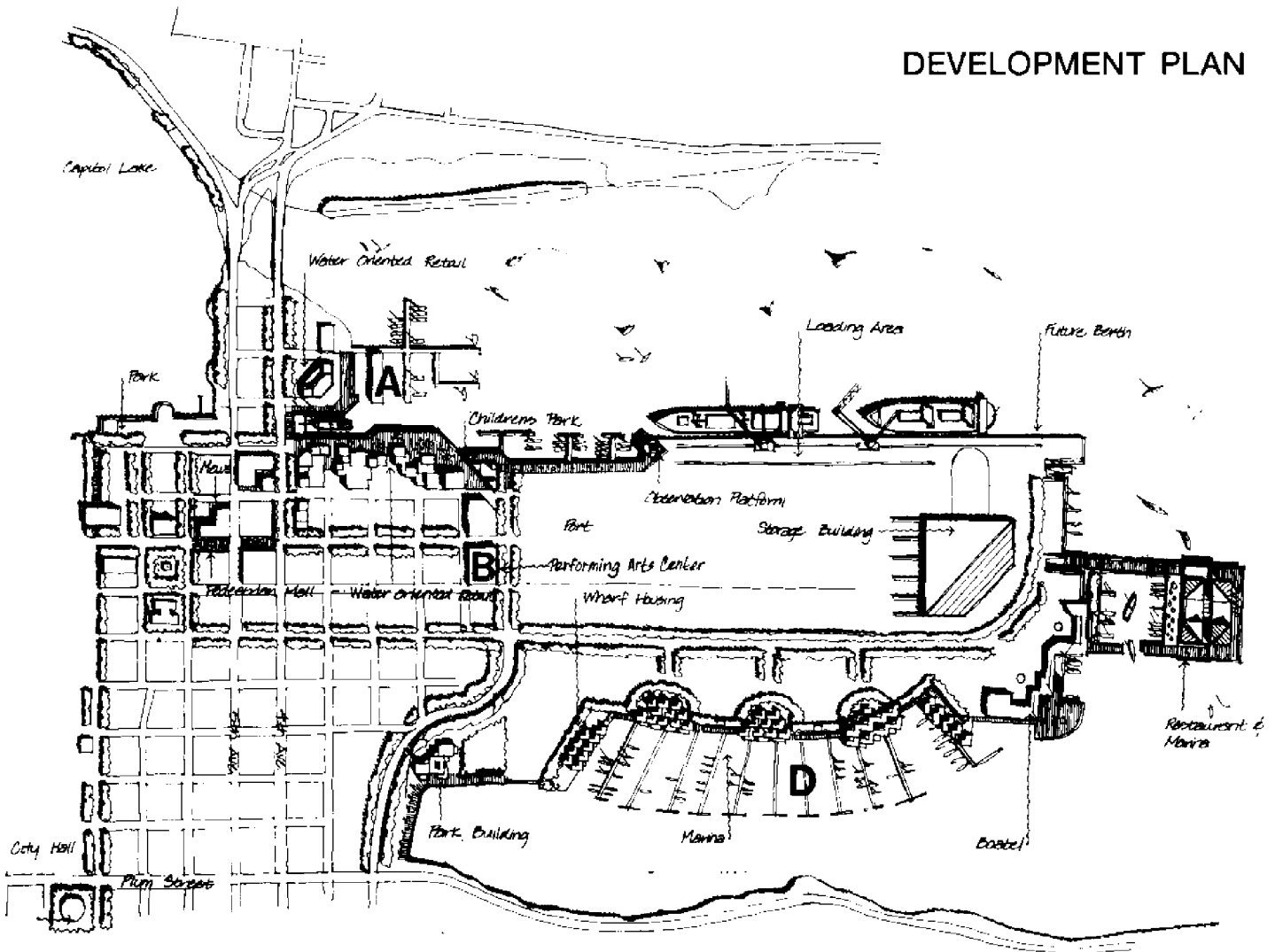
R/UDAT's major recommendations stressed intensive revitalization of the central business district and waterfront that would allow growth and would link the two areas. The team's recommendations are summarized as follows:

Create new activities to draw people downtown:

- Extend useable waterfront for boating, walking, and other uses.
- Develop a small specialty shopping and dining complex on the downtown waterfront to spark commercial revitalization.
- Link it [shopping and dining complex] to downtown's existing retail strong point.
- Create a variety of recreational and cultural attractions.
- Encourage development of downtown housing for special markets that will accept it [housing downtown]: singles, couples, and the elderly.

The R/UDAT report was adopted by City resolution to be the policy guiding urban waterfront revitalization in Olympia. A major thrust of the report is to increase public access, recreation, and housing to establish a 24-hour downtown and waterfront

## DEVELOPMENT PLAN



Percival Landing

rather than an 8-to-5 business district. Coastal Zone Management 306 funds and State Department of Commerce and EDA funds are being used to implement the report.

After the R/UDAT report was completed and adopted, a Waterfront Advisory Committee was formed to ensure that its recommendations would be implemented. The Committee made recommendations which, with the support of the city council and city planning commission, led to the inclusion of a special waterfront district in Olympia's comprehensive plan in the fall of 1980 (see opposite). Currently, a zoning ordinance is being drafted by the Waterfront Advisory Committee and city planning commission.

## Revitalization Projects

### Percival Landing

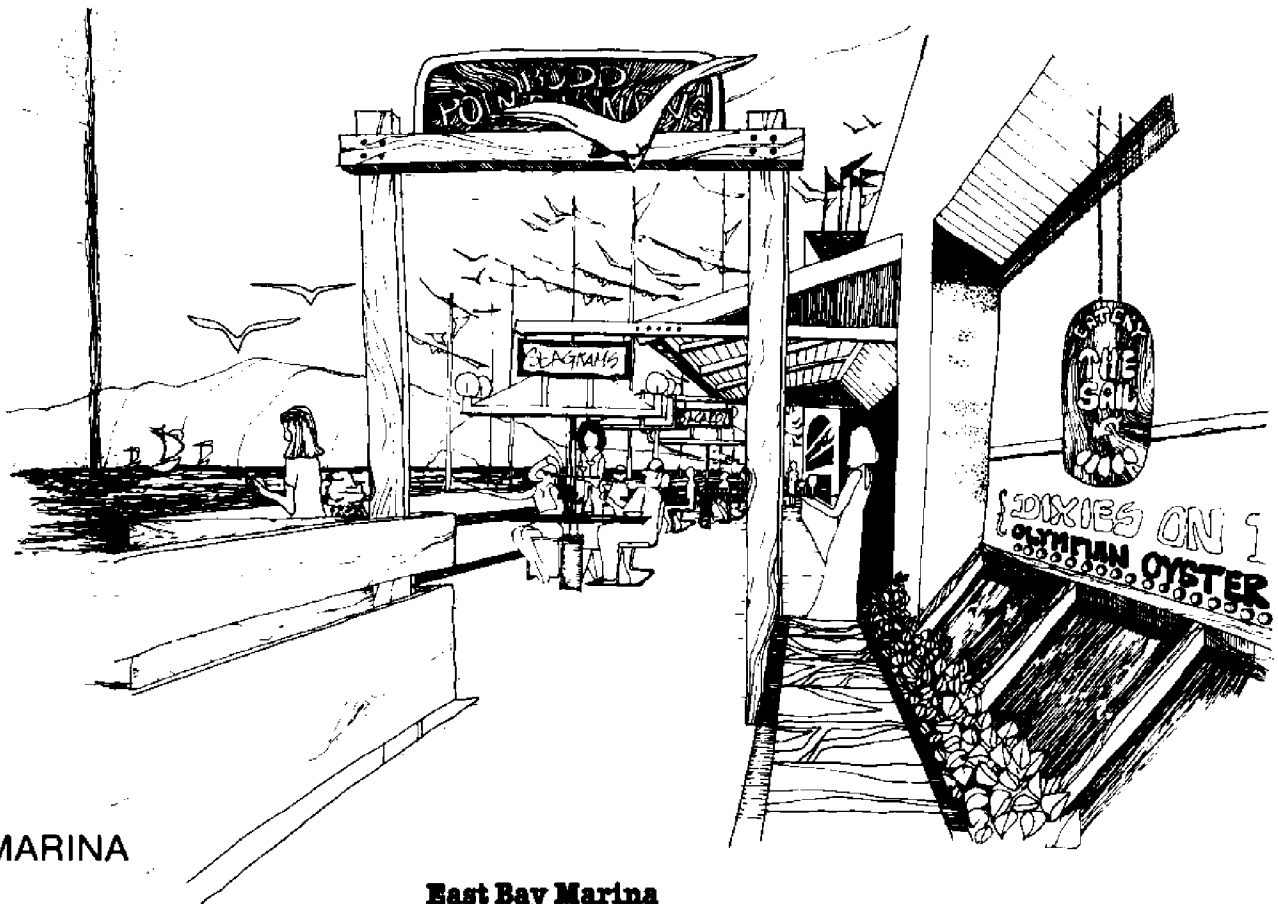
Prior to the R/UDAT report, the sole waterfront project undertaken by Olympia was Percival Landing, completed in 1978. Financed with IAC funds, Percival Landing provides transient moorage for visiting small craft within easy pedestrian distance of downtown. A public park with walkway and benches attracts residents and workers.

## Central Waterfront District

GOAL: TO PROVIDE AN ATTRACTIVE AND DIVERSE URBAN WATERFRONT DISTRICT WITH A MIXTURE OF ACTIVITIES WHICH WILL ALLOW SUBSTANTIAL NUMBERS OF PEOPLE TO USE/VIEW THE WATERFRONT

### POLICIES:

1. Functional and visual links should be provided between the waterfront district and the downtown and other activity centers.
2. Provision should be made for major pedestrian ways along public rights-of-way and a land reservation for a water-edge trail, where feasible.
3. A wide range of activities can be compatible in the waterfront district if attention is given to scale, aesthetics, appropriateness to a waterfront location and the activity's contribution of promoting use/views of the waterfront by substantial numbers of people.
4. Attractions such as a maritime museum, historic ships or harbor cruises should be encouraged in order to promote identity and use of the waterfront.
5. Power and telephone lines in the waterfront should be underground.
6. Development in a waterfront district should be accomplished in such a way so as to:
  - a. Contribute to the economic vitality of the downtown business district.
  - b. Lend the waterfront's natural aesthetic values to the downtown business district.
7. Consideration should be given to strategies for encouraging aesthetically harmonious development and redevelopment with the waterfront district.
8. Commercial and industrial activities of the working waterfront should be preserved and promoted.
9. All land use decisions affecting property within this district should be made with consideration of this district's importance in relating the principles and policies expressed in the Thurston Regional Shoreline Master Program (legally applicable only to the extreme shoreward limits of this district) to the commercial interests of the downtown business district.
10. Public rights-of-way abutting the water should be preserved.
- c. Create thematic integration among structures within the waterfront district consistent with the flavor of Percival Landing.
- d. Encourage public access and public views to and of the water.
- e. Protect the view potential of upland parcels.
- f. Provide greater opportunities for boating, shopping, dining, entertainment and recreational activities.
- g. Provide additional housing proximate to the downtown business district.



MARINA

### **East Bay Marina**

The Port of Olympia begins dredging for the East Bay Marina in the spring of 1981. The marina will provide moorage for 800 pleasure vessels. Although Olympia currently has three marinas near downtown, they are full and are privately owned. The East Bay Marina is being built on port property and will be publicly owned. It is being funded by the Port, EDA, and the Corps of Engineers. Included in the marina plan is a "boatel" to accommodate visiting boaters.

### **Performing Arts Center**

The City has received state EDA funds for construction of a Performing Arts Center. Currently, site selection for the Center is underway and city matching funds for the EDA grant are being sought. The Center will be one of the components of the proposed Civic Center Complex, which will also house a community center and a new senior center.

### **Pedestrian Walkway**

Planning for a pedestrian walkway system, which links the central business district with the waterfront and the East Bay Marina, was begun in 1980. The proposed continuous pedestrian walkway is intended to stimulate pedestrian circulation from the central waterfront and East Bay Marina, through the central business district and the Civic Center Complex. The Port of Olympia plans to construct a viewing tower to enable pedestrians to safely view port activities. Trail rights-of-way are being secured through

conditions on permits for future development granted to private individuals and businesses.

### **Special Activities**

Activities that attract residents and tourists to the central waterfront are important to an active waterfront. Olympia holds four annual festivals: one of them, the tugboat races, has been a popular event for eight years.

Another waterfront activity that is being explored is a maritime interpretive center to be cosponsored by the Port, the Maritime Association, and the local Olympia colleges. Featured at the Center will be contemporary and historic displays and traditional maritime crafts. This center will be an educational experience for interested residents and tourists.

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### **References**

Department of the Army, Seattle District Corps of Engineers. East Bay Marina: Draft Detailed Project Report and Draft EIS, Olympia Harbor, Washington, December 1979.

Regional Urban Design Assistance Team. Olympia, Washington, American Institute of Architects, April 13-19, 1979.



WATERFRONT RETAIL

# Appendix

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# Illustration Credits

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## COVER:

Photo by Leo Shaw, courtesy Seattle Aquarium

## PORT ANGELES

- p. 6-7, 8, 9, 10 map based on and drawings taken from Richard Carothers and Associates, Preliminary Design Report: City of Port Angeles Urban Waterfront Trail. January 1980.
- p. 6, 8, 10 photographs courtesy City of Port Angeles

## BELLINGHAM

- p. 12, map based on Livingston and Associates, Downtown/Waterfront Development Plan, The Bellingham Plan, Technical Appendix 8. September 1978.
- p. 14, illustration from Kramer, Chin & Mayo, Maritime Heritage Center Master Plan. May 1980

## EVERETT

- p. 17, maps based on Lawrence Halprin & Associates, Everett Community Plan. December 1972; Citizen Advisory Committee, Shoreline Master Program for City of Everett. January 1976; and Port of Everett, brochure, undated.
- p. 18, photo courtesy City of Everett.

## SEATTLE

- p. 22, 23, 24, photographs by Leo Shaw, courtesy Seattle Aquarium
- p. 24, illustration from U.S. Dept. of Commerce, Improving your Waterfront: A Practical Guide. 1980.

## TACOMA

- p. 26, 29, illustrations from Tacoma Planning Department, Ruston Way Plan. June 1980.
- p. 27, maps based on Tacoma Planning Department, Draft EIS, Ruston Way Plan. August 1980; and Citizens' Advisory Committee, Master Program for Shoreline Development. August 1976.
- p. 28, photo courtesy City of Tacoma

## OLYMPIA

- p. 31, 32, 34, 35, illustrations and photo from Regional Urban Design Assistance Team, AIA, Olympia, Washington. April 1979.