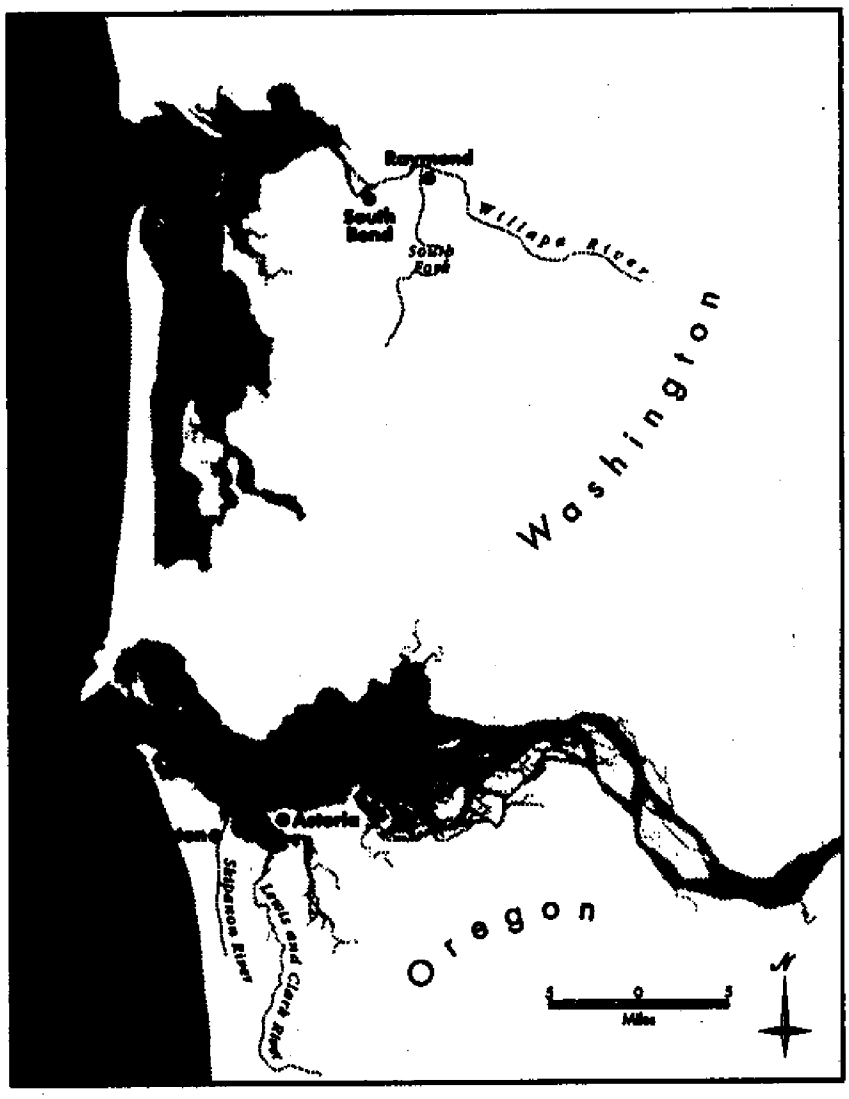
Revitalizing Two Small Communities' Waterfronts

A NATIONAL DEMONSTRATION PROJECT



Volume I

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Revitalizing Two Small Communities' Waterfronts

A NATIONAL DEMONSTRATION PROJECT

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FINAL REPORT

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Volume One

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Table of Contents

Acknowledgments

The authors wish to thank the elected officials, planning team members and citizens of Raymond and Warrenton, together with the officials and staff of the ports of Willapa Harbor and Astoria, for their commitment to engage in this national demonstration project. We are particularly grateful for the trust they placed in our two universities' teams by letting us participate in their communities' planning and political decision-making processes.

While singling out individuals risks overlooking the contributions made by others, there are two people whose efforts were absolutely critical to the success of this project in their respective communities. We wish especially to thank Rebecca Chaffee, City Engineer, City of Raymond, and Janet Wright, City Planner, City of Warrenton. Already overburdened with other responsibilities, these two professionals took on significant, new and arduous tasks when their communities were chosen for this project.

We are particularly grateful to our colleagues Ron Kasprisin, Department of Urban Design and Planning at the University of Washington; Stan Jones, Department of Landscape Architecture, University of Oregon; and John Owen, MAKERS Urban Design and Architecture, Seattle. Their contributions to our two university teams, first as design professionals, and second as mentors to the graduate students who worked on the teams, added depth and richness both to our experience and to the quality of the waterfront plans in Raymond and Warrenton.

Finally, we wish to acknowledge the steadfast encouragement and support we received from the director and staff of NCRI throughout the course of this project.

Abstract

During the 1992-94 biennium two teams of university Sea Grant and extension personnel and their supporting graduate students helped two small coastal cities in the Pacific Northwest develop and begin to implement waterfront revitalization plans. Community planning teams in Raymond, Wash., and Warrenton, Ore., appointed jointly by their respective municipal and local port district officials, made the commitment to test the proposition that small communities can, with very limited technical assistance, develop and begin to implement well thought-out, community-based plans that expand local economies and improve quality of life. The planning process they followed is described in *Waterfront Revitalization for Small Cities*, a planning guide written in 1990 by the two principal investigators.

From eight communities responding to a competitive solicitation, the cities were selected on the basis of their location in economically distressed counties and their demonstrated readiness to embark on a national demonstration project. Criteria included political commitment by port and city officials, allocation of staff support and the presence of a waterfront susceptible to revitalization.

At time of writing, each community had designed and adopted a waterfront revitalization plan, had identified at least one waterfront demonstration project and had acquired funding to proceed with engineering design and project construction. To assist them the university teams participated in more than 20 community meetings in each city, facilitated a series of training workshops for the community planning teams, arranged for special technical assistance from waterfront design and development experts and provided student support for meeting facilitation and production of plan graphics. As a consequence, each city has demonstrably improved its capacity to undertake community-based planning.

New activity on Raymond's riverfront is beginning to change the shape and character of this hard-hit Willapa Harbor mill town. Already the *Krestine*, an historic tall ship attracted to Raymond by the town's vision for its waterfront, is moored at the Port of Willapa Harbor—its temporary home until a new downtown public dock is built by the City of Raymond on the South Fork of the Willapa River. With funding and permits in place, construction of the new dock is scheduled to begin in early 1995. The *Krestine*, along with an associated maritime museum, to be located in a refurbished saw shop, will draw people—residents and visitors alike—back to the long-neglected downtown riverfront.

River trails will attract kayakers and canoeists to put in at the downtown landing and, from there, explore the forested sloughs and almost pristine wetlands of the Willapa estuary. Bicy-

clists and pedestrians will be able to travel along the river between Raymond and South Bend on a soon-to-be-paved rails-to-trails right of way, bringing more new activity to a revitalized downtown waterfront.

Permits are in the works for new privately financed commercial development on port-owned lands across the river from downtown that will include a service station, a grocery and a fastfood restaurant, with a motel and a family restaurant planned for a later phase—reasons enough for some of the 12,000 vehicles traveling State Route 101 on a peak day to linger awhile in Raymond.

In Warrenton, a new public access and trails system taking shape will eventually link the city's Columbia River, Skipanon River, and Youngs Bay waterfronts, making it one of the most accessible waterfronts in all of Oregon. Third Street River Park, adjacent to downtown on a publicly owned but unused portion of Skipanon River frontage, is the city's initial project in this network. Funding for the park has been secured, and ground has been broken. Additional funding has also been obtained to begin work on the first two of 11 trail segments.

The experience gained from this national demonstration project is evaluated using standard policy assessment and educational program evaluation techniques. This report concludes that the planning approach laid out in *Waterfront Revitalization for Small Cities* is fundamentally sound, providing a useful community-based planning framework and detailed substantive guidance for waterfront planning teams. The approach has some limitations, however, when applied to very small, understaffed cities.

- The waterfront book may be too uneven in its level of detail to serve as a true community planning guide. Specific how-to exercises to help the community through critical planning steps are needed to augment the general descriptions of the planning process. A supplementary workbook would address this need.

- The waterfront plan must be seen by staff as having a high and consistent priority on the community's political agenda. There must be a firm commitment of staff time by city and port officials, and those officials need to participate actively at key planning team meetings.

- A key local staff person must be an enthusiastic champion of the planning process and be committed to its execution. Lay planning teams quickly tire of dealing with planning abstractions, preferring to focus on concrete development projects; but staying the course is rewarding and results in comprehensive waterfront plans.

- Organizing for and completing a community-based planning process is more time- consuming than expected. The discipline of a realistic, externally imposed schedule is essential to keep the planning team on track.

- Involvement of a well staffed regional planning agency in small-city waterfront planning is a great asset, perhaps even a necessity for success. Such agencies are repositories of local economic and physical planning data—much of it mapped—and their staff possess planning skills useful to the waterfront planning team.

- Citizen-based or bottom-up planning does not obviate the need for professional planning and design assistance. Economists, urban designers and other specialized professionals are sources of information and expertise needed at crucial stages in the process. The waterfront

guidebook needs to stress this point more forcefully, as it should the necessity of obtaining funding to hire such experts.

• The relatively conservative attitude about property rights in small communities makes it difficult to engage a planning team in speculation about what kinds of uses and activities might be desirable on privately owned waterfront lands. An issue in both communities, this suggests that an educational forum aimed at local landowners and addressing future development options might be more effective than a traditional planning process. Also, involvement of key landowners on the local planning team or at least in planning workshops is important.

• The waterfront book portrays an optimistic view of a community's ability to develop and implement a waterfront revitalization plan. Some attention should have been paid to what can go wrong at any stage of the process and measures described that would minimize the risk of those things happening, or mitigate their consequences.

Introduction

The economies of many small river- and bay-front communities in coastal Washington and Oregon are reeling under the impact of timber-related industrial dislocations. First, court-ordered cutbacks in federal timber sales to protect spotted owl habitat has greatly reduced employment in the woods; second, automation has reduced the requirement for labor in many timber manufacturing mills; and finally, high prices being paid for a diminishing supply of raw logs by foreign customers has created a shortage of raw material for domestic sawmills. At the same time the population is growing at record rates in the major metropolitan areas of Puget Sound and the Willamette Valley—areas whose populations traditionally look to coastal communities to satisfy many of their leisure, recreation and retirement needs. But the industrial nature of river- and bay-front communities and their proximity to attractive ocean beach destinations combine to limit their appeal to tourists and recreationists. In short, they are places one drives through on the way to somewhere else.

Without some alternative economic activity many small river- and bay-front communities appear destined to stagnate, wither or worse; in some cases revitalization of their downtown waterfronts offers such an alternative. While not a panacea, revitalizing the waterfront might prove to be another arrow in the quiver of communities seeking a way out of community decline or stagnation brought on by factors beyond local control.

In 1990, two of the principal investigators (Good and Goodwin) published a guidebook[1] for coastal communities considering waterfront revitalization. *Waterfront Revitalization for Small Cities* is a practical how-to publication written primarily for the kind of lay reader likely to play a leading role in the revitalization of smaller communities' waterfronts. Based on the actual experiences of eight northwest coastal cities analyzed in a Sea Grant applied-research project, the book sets out a model approach to waterfront planning and plan implementation. While much has been written on redevelopment of large cities' waterfronts (for example, see Wrenn et al., 1983), *Waterfront Revitalization for Small Cities* may be the first comprehensive treatment of this subject for the smaller, non-metropolitan waterfront community. The book has received very favorable reviews in the *Coastal Zone Management Journal, California Coast and Ocean* and *Waterfront World*.

The investigators proposed to conduct a national demonstration project to test the efficacy of the planning model and usefulness of information contained in their book. Successful waterfront planning and plan implementation in a pair of demonstration sites would show peer communities elsewhere some ways to help break the cycle of despair that typically accompanies economic decline. The two-year project was approved for funding by the NCRI Board of Directors with a start-up date of September 24, 1992.

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[1] James W. Good and Robert F. Goodwin. 1990. *Waterfront Revitalization for Small Cities*, EM 8414 Oregon State University Extension Service, Corvallis, Ore.

Project Goal and Objectives

Overall Goal

The project's overall goal was to demonstrate to a regional and national audience that the economies of small coastal river- or bay-front communities affected by severe economic dislocations could be expanded and broadened by revitalizing their urban waterfronts, using a well-structured, community-based planning approach.

Objectives Year 1

The objectives to be addressed during the first year were :

1. To engage the cities, the local port authorities, waterfront businesses and the citizens of two small coastal communities in developing demonstration waterfront revitalization plans using the community-based planning process described in *Waterfront Revitalization for Small Cities*, written in 1990 by two of the principal investigators.

2. To develop and train local leadership and build capacity for successful waterfront revitalization based on local values and aspirations.

3. To provide selected technical assistance and arrange for special expertise necessary to develop those waterfront plans and projects.

Objectives Year 2

During the second year the investigators proposed:

1. To help each community initiate at least one waterfront development project that would mark the beginning of phased implementation of the rest of the waterfront plan. This could be a public, private or public/private joint-venture project.

2. To evaluate community change resulting from the overall demonstration project, including knowledge, attitudes, skills, aspirations, actions and impacts, using both qualitative and quantitative methods.

3. To complete an evaluation of the efficacy of the community-based planning model presented in *Waterfront Revitalization for Small Cities.*

The overall goal was not expected to be achieved over the two years covered in this report. While a demonstration waterfront project was expected to be under way in each community by the time the study ended, it would be years before the full impact of implementing the waterfront revitalization plans was realized. A follow-up community impact analysis will be conducted in 1997.

Selecting the Communities

Eight small coastal communities in Washington and Oregon responded to a solicitation from the principal investigators issued in October 1991 to participate in this demonstration waterfront revitalization project. During February 1992, the principal investigators interviewed elected and civic leaders and planning staff in five of those communities before selecting Raymond, Wash., and Warrenton, Ore., as the partners in this project.

Selection criteria included: evidence of mutually supportive city/port relations; commitment of local waterfront businesses and property interests to revitalization; demonstrated ability to plan and implement community development projects; a waterfront amenable to revitalization (proximity to central business district; potential for public access to, along and across the shore; richness of maritime culture and history; and architectural and urban design heritage); willingness to commit staff, space and other kinds of support to the project team; and; finally, a *Gestalt* of readiness—an undefined but recognizable community quality auguring well for success.

Selection of the partner city/port pair that best fitted these criteria, it was believed, would minimize risks of non-involvement by significant actors in either community. The city, the port, maritime industries, and groups representing downtown businesses and landowners indicated their support of waterfront revitalization in both Raymond and Warrenton.

Community Characteristics in 1992

Raymond, Washington (1990 population: 2,900)

Physical Characteristics

The town of Raymond lies at the confluence of the North and South Forks of the Willapa River, six miles upstream from Willapa Bay (figure 1). The river at this point is tidal and navigable for shallow draft vessels.

Raymond's physical setting and natural resources presented real opportunities for waterfront revitalization. The downtown is contained on three sides by the river and on the fourth side by extensive wetlands—some in a completely natural state (figure 2). Forested bluffs have further limited urban sprawl and protected some fine, relatively natural viewsheds and skylines (figure 3). Downtown business buildings are typically two- and three-story masonry structures built during the first two decades of this century. Recently, an elegant Egyptian Revival-style cinema was restored as a playhouse and community center.

But parts of the downtown riverfront resemble more a barrier than a place; streets dead-end at a low railroad embankment, which parallels the river and defines its bank (figure 4). Buildings adjacent to the waterfront are of a largely nondescript, one-story, industrial character. An abandoned concrete abutment, which once supported the original U.S. 101 bridge crossing the South Fork, has been reused as the foundation for a one-story, private com-

mercial building called *Das Bruckenhaus* (figure 5). On the adjacent riverbank are two derelict timber structures, the remains of several small cabins, and mounds of concrete debris from highway demolition projects. The opposite riverbank, once linked to downtown by the old U.S. 101 bridge, is characterized by run-down residences, a second abandoned bridge abutment and piles of trash cluttering remnant wetlands (figure 6). Closure of the bridge and the consequent diminution of automobile traffic through Raymond's downtown in the 1960s contributed to the realignment and decline of downtown core retail activity and the loss of visual contact with the river.

Elsewhere, the one remaining Weyerhaeuser mill and log-yard occupies the inside of a strategic bend in the river (figure 7). A "rails-to-trails" proposal and some consolidation of Weyerhaeuser's yards present opportunities to reclaim some of this industrial riverfront for non-industrial uses and public access.

U.S. 101 bypass, which carries Puget Sound metropolitan traffic bound for the northern Oregon coast and Washington's Long Beach Peninsula, brushes the edge of downtown and crosses the South Fork on a new fixed-span concrete bridge. Average daily traffic counts on this highway for October 1990 were approximately 8,000[2], and this number would be far greater on peak summer weekends. But there are at present few inducements to travelers to break their trips and visit Raymond, let alone spend the night. A revitalized waterfront might become such an inducement, bringing visitors to downtown to purchase food, gifts, entertainment and lodging, while enjoying waterfront parks, trails and interpretive centers, as well as opportunities to boat, kayak or fish on the river. Riverfront festivals, drawing perhaps on the rich timber industry heritage, could augment the flow of visitors to all Pacific County destinations if coordinated through regional tourism development boards.

Socioeconomic Characteristics

Between 1980 and 1990 the timber-dependent economy of the north part of Pacific County (Raymond, South Bend, Tokeland) experienced drastic decline. Forty percent of the employment in local forest products industries was lost over the decade. The secondary impacts of these basic employment losses were seen in declining retail sales, business and personal services and other economic sectors upon which community vitality depends. Downtown was particularly hard hit.

Major manufacturing employers in Raymond are the Weyerhaeuser Company's lumber mill and forestry operations, and Pacific Hardwoods, a mill specializing in dimensional alder products.

Between 1988 and 1990, total assessed value of all land in Raymond fell by 6 percent[3]; between 1987 and 1990, no new construction occurred in the city; and the number of housing units was less in 1990 than in 1981, despite an annexation which absorbed 33 housing units into the city[4].

Between 1950 and 1992 Raymond's population declined 30 percent to 2,850 people. The population is older than that of the state of Washington as a whole (20 percent versus 12 percent age 65 and older), more blue-collar (44 percent versus 26 percent statewide employed in resource harvesting and manufacturing occupations), suffers higher unemployment (10.1 percent versus 6.3 percent statewide in 1991), has lower incomes ($8,979 versus $16,860 statewide per capita income in 1989), and lives in homes worth only 40 percent of statewide median value ($36,500 versus $93,400 statewide, 1990).[5]

Governmental Structure

The city of Raymond is governed by a three-member Commission, one of whose members is elected mayor. There is no city manager. Planning functions are housed in the Public Works office, but planning tasks are normally contracted out to consultants or to the Pacific County Regional Plan-

[2] Washington Department of Transportation TRIPS System report, 11/26/90.
[3] Pacific County Economic Development Council. Personal correspondence, 3/12/92.
[4] Ibid.
[5] BST Associates. *City of Raymond highest and best use study*. June 1993.

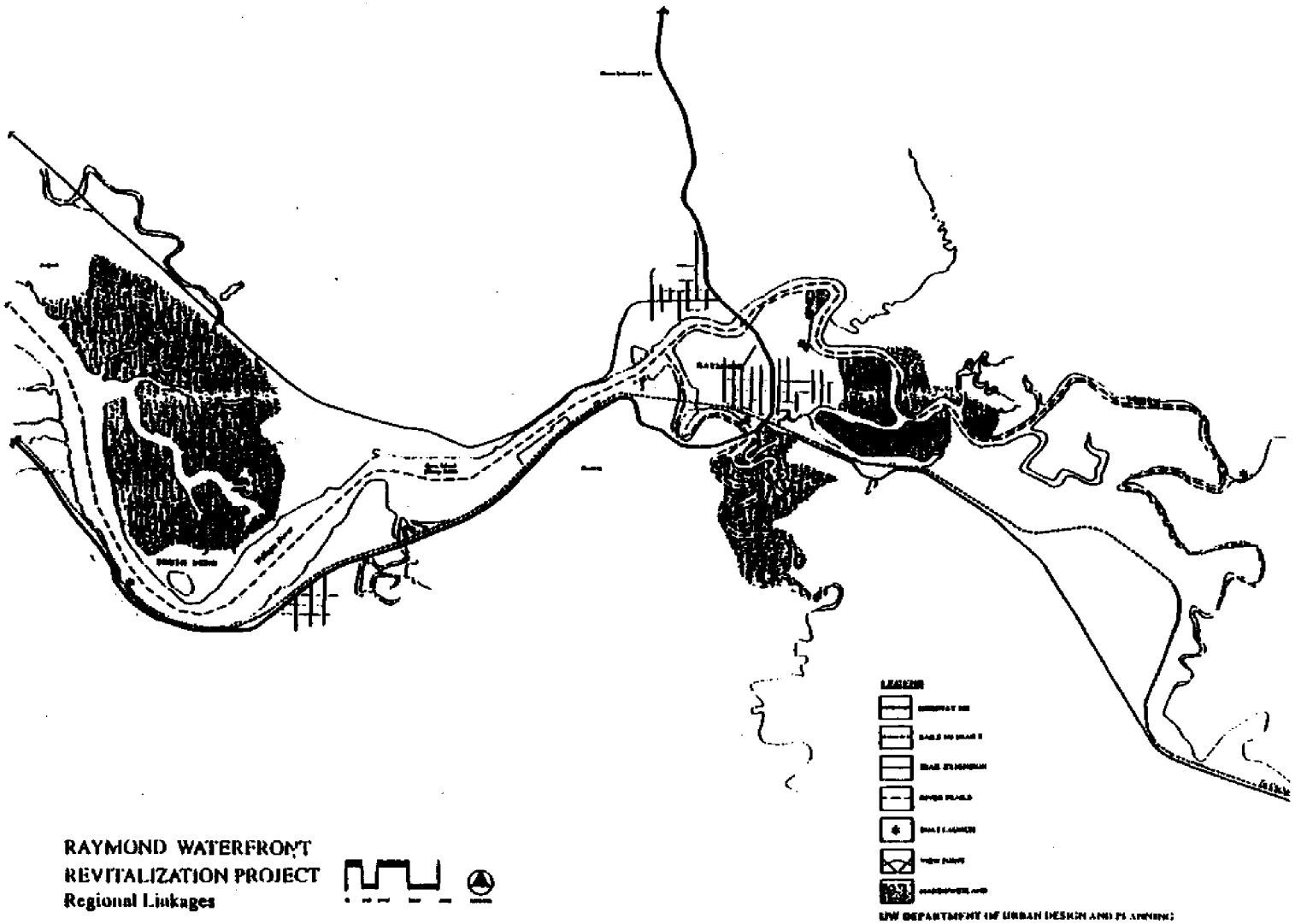


Figure 1. Map of Raymond, Wash.

ning Council, of which the city of Raymond is a member.

The port of Willapa Harbor, one of three public port districts in Pacific County, is governed by a three-member commission and administered by a full-time executive manager, located in Raymond at the port's main dock facility. The port levies taxes against real property in the northern part of the county. Private industrial and common-use docking facilities have been developed by, or on land leased from, the port of Willapa Harbor, and are used by wood chip barges and fishing boats (figure 8).

The port also leases waterfront industrial sites, promotes industrial development through an industrial park and manages a small general aviation airport.

Recent Planning and Community Development Activities

The city of Raymond had embarked on several community development and planning activities, which would be coordinated with the NCRI project. These included a community-wide growth management plan, a floodplain management plan that would affect the whole of downtown and have major implications for the design of waterfront improvements, shoreline master program amendments that would have implementation mechanisms for waterfront revitalization, a community development block grant, and a tree-planting and management plan.

Nearing completion was a municipal riverfront park and boat launch facility. The port had acquired a large land parcel on the riverfront, which had been the site of a sawmill. These activities would affect future development of the riverfront, but the city and the port lacked an over-arching framework to guide waterfront land acquisition, land use and project development. The NCRI project provided such a framework through a community-based waterfront revitalization plan.

Warrenton, Oregon (1992 population: 3,420)

Physical Characteristics

Located at the mouth of the Columbia River, the city of Warrenton is Oregon's northwesternmost city (figure 9). Despite its small population, it is geographically Oregon's largest city. Warrenton's land base consists largely of diked wetlands that were once part of the estuary (figure 10), dune ridges intermixed with interdunal lakes and wetlands, and other upland areas. It is bordered on three sides by major bodies of water—the Pacific Ocean on the west, the Columbia River on the north, and Youngs Bay and the Lewis and Clark River on the east. There is deep-water navigation access (40-foot channel maintained by the Army Corps of Engineers) along the city's Columbia River frontage. Also along the Columbia River shoreline is the Hammond boat basin, one of two operated by the city. Bisecting the city north to south is the Skipanon River waterway, a small but economically important tributary of the Columbia (figure 11). With a Corps-authorized 30-foot navigation channel (currently maintained at 15 feet to 20 feet), the Skipanon is one of the principal industrial and commercial areas of the city. Along its banks are a modern lumber mill (figure 12), a major fish processor, the city-owned and operated Warrenton boat basin (figure 13), private moorages, a fish market and charter fishing-boat operations. The east bank of the Skipanon, with the exception of the boat basin and associated businesses, is mostly vacant land owned by city, the port of Astoria and the state of Oregon. Downtown Warrenton, which consists of public buildings, a few businesses and residential areas, is located on the west bank of the Skipanon just upstream from the boat basin (figure 14). The highway running directly through the downtown is one of the two principal routes to Fort Stevens State Park (the busiest in the state) and the Hammond mooring basin, the principal launch point for thousands of recreational salmon fishers.

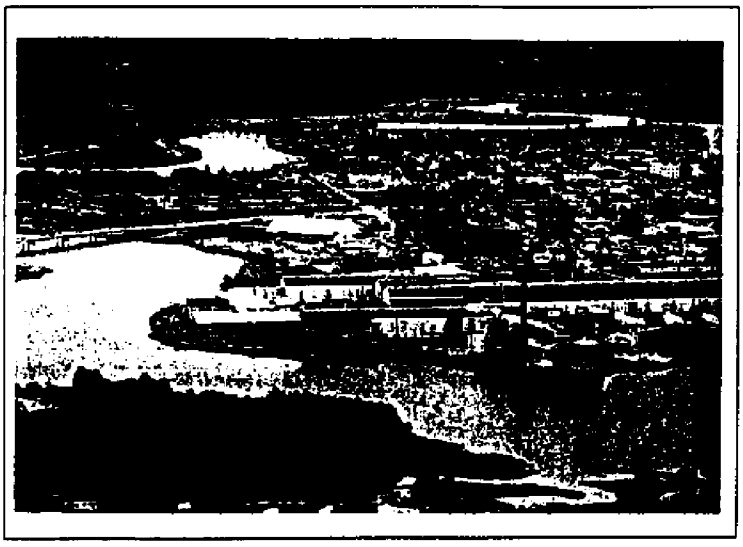


Figure 2.
Downtown Raymond is contained on three sides by the river and on the fourth side by extensive wetlands—some in a completely natural state.

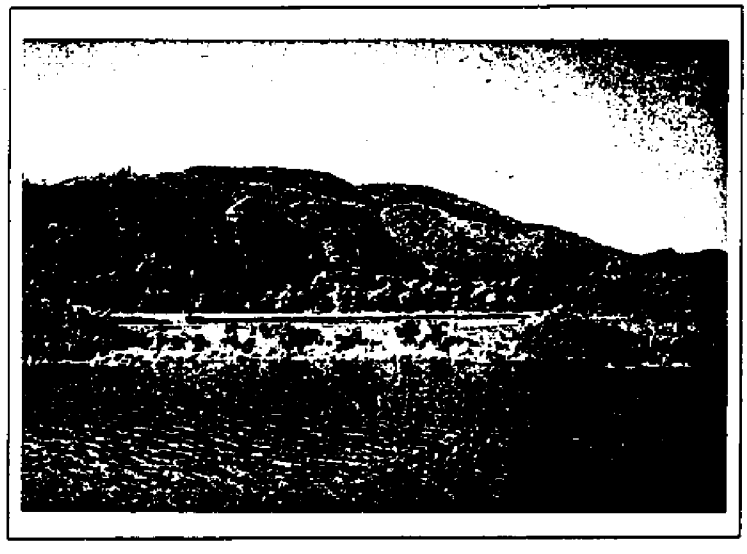


Figure 3.
Forested bluffs around Raymond have further limited urban sprawl and protected some fine natural viewsheds and skylines.

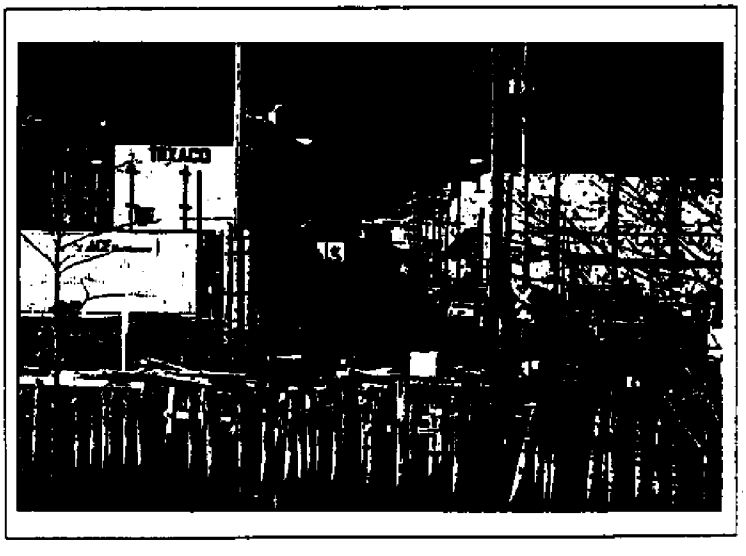


Figure 4.
Parts of the riverfront resemble more a barrier than a place; streets dead-end at a low railroad embankment, which parallels the river and defines its bank.

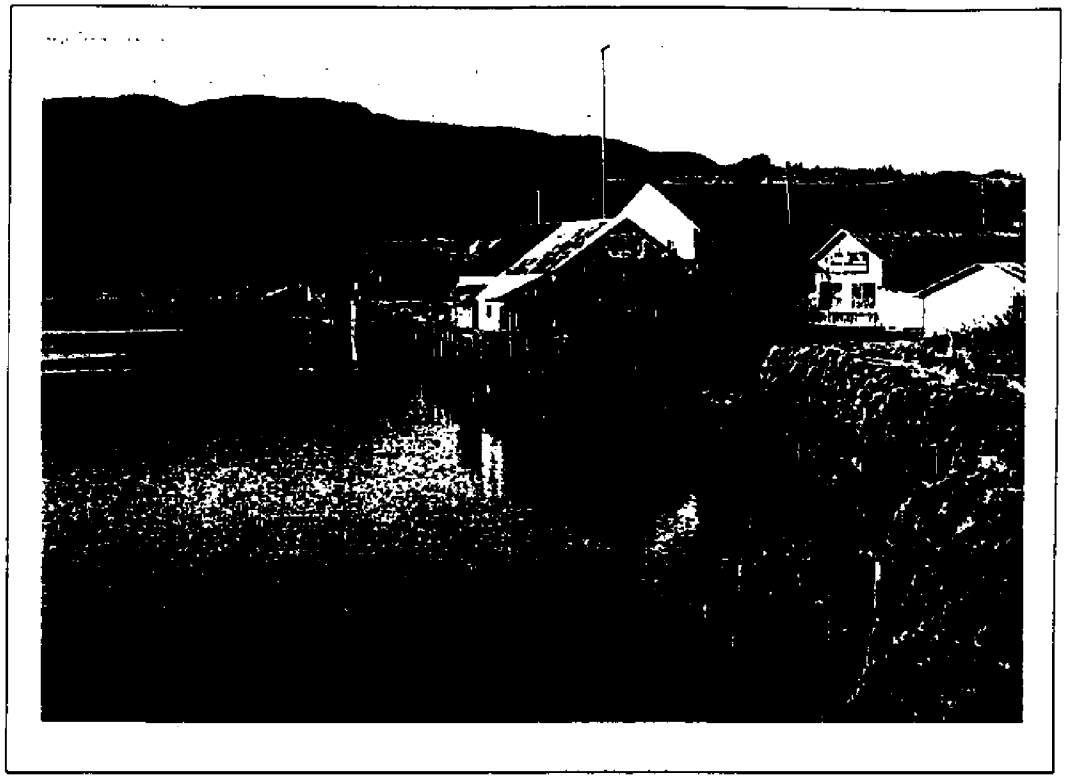


Figure 5. Buildings adjacent to Raymond's waterfront are of a largely industrial character. The abandoned U.S. 101 bridge abutment is now the foundation for a one-story commercial building.

Figure 6. The riverbank opposite downtown Raymond is characterized by run-down residences, a second abandoned bridge abutment and piles of trash cluttering the remnant wetlands.

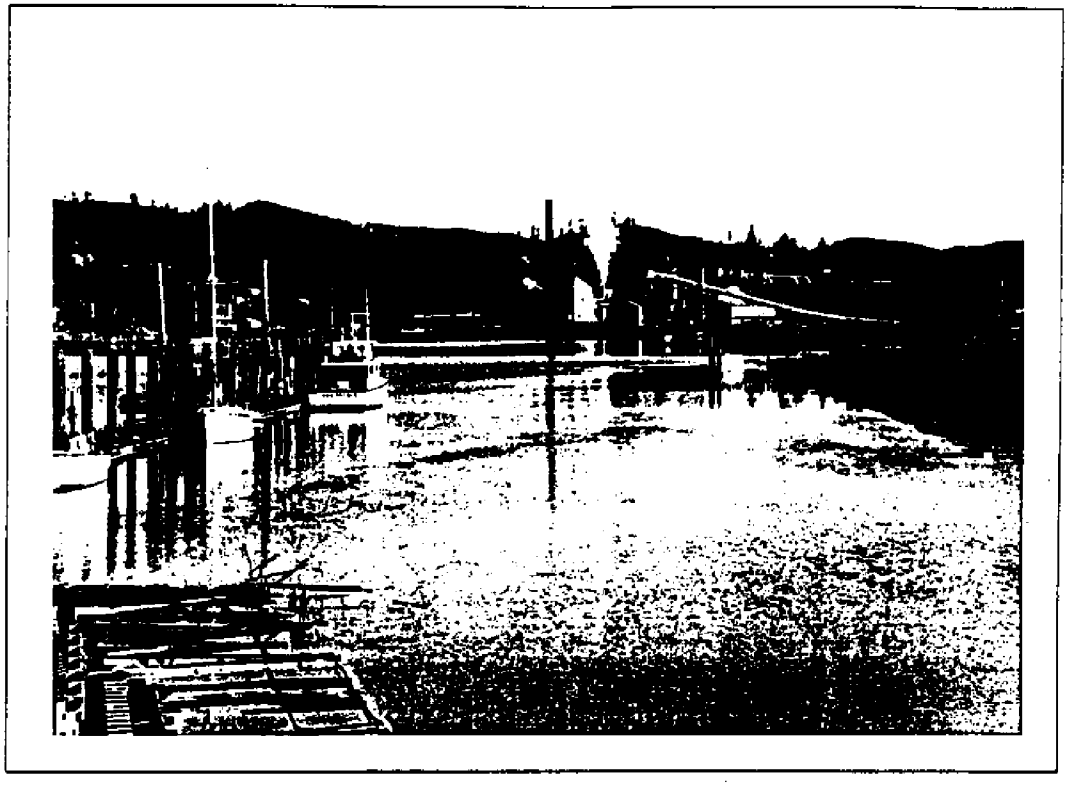


Figure 7. The one remaining Weyerhaeuser mill and log-yard in Raymond occupies the inside of a strategic bend in the river.

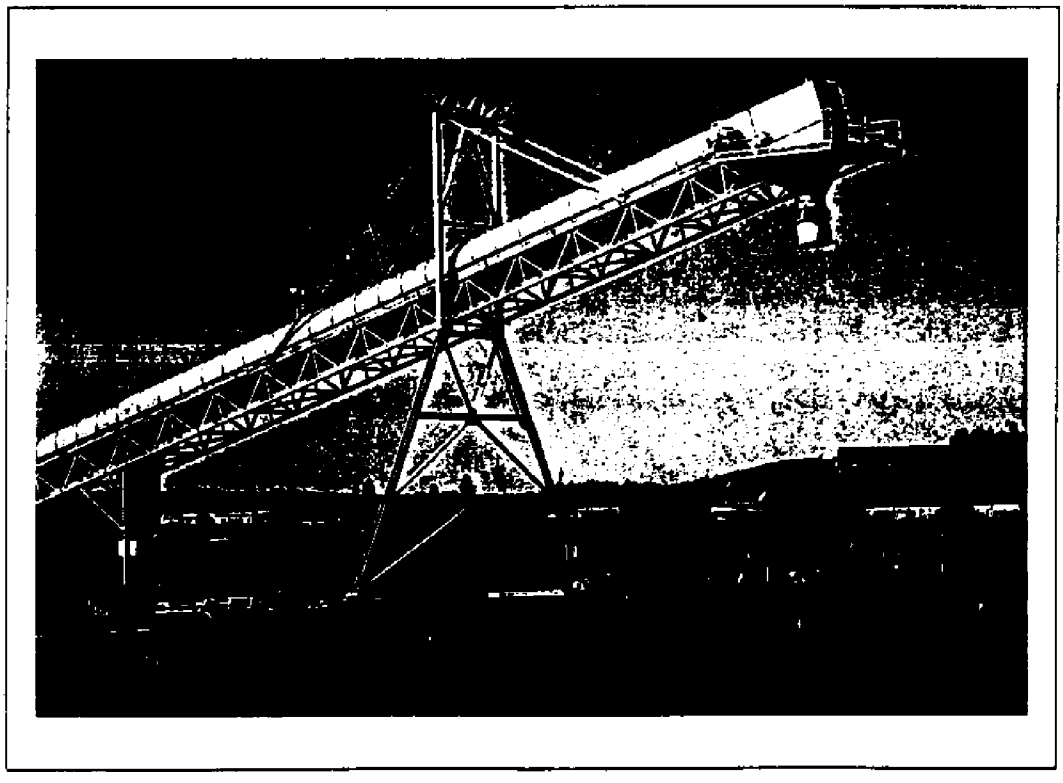


Figure 8. Private industrial and common-use docking facilities in Raymond have been developed by, or are on land leased from, the port of Willapa Harbor, and are used by wood chip barges and fishing boats.

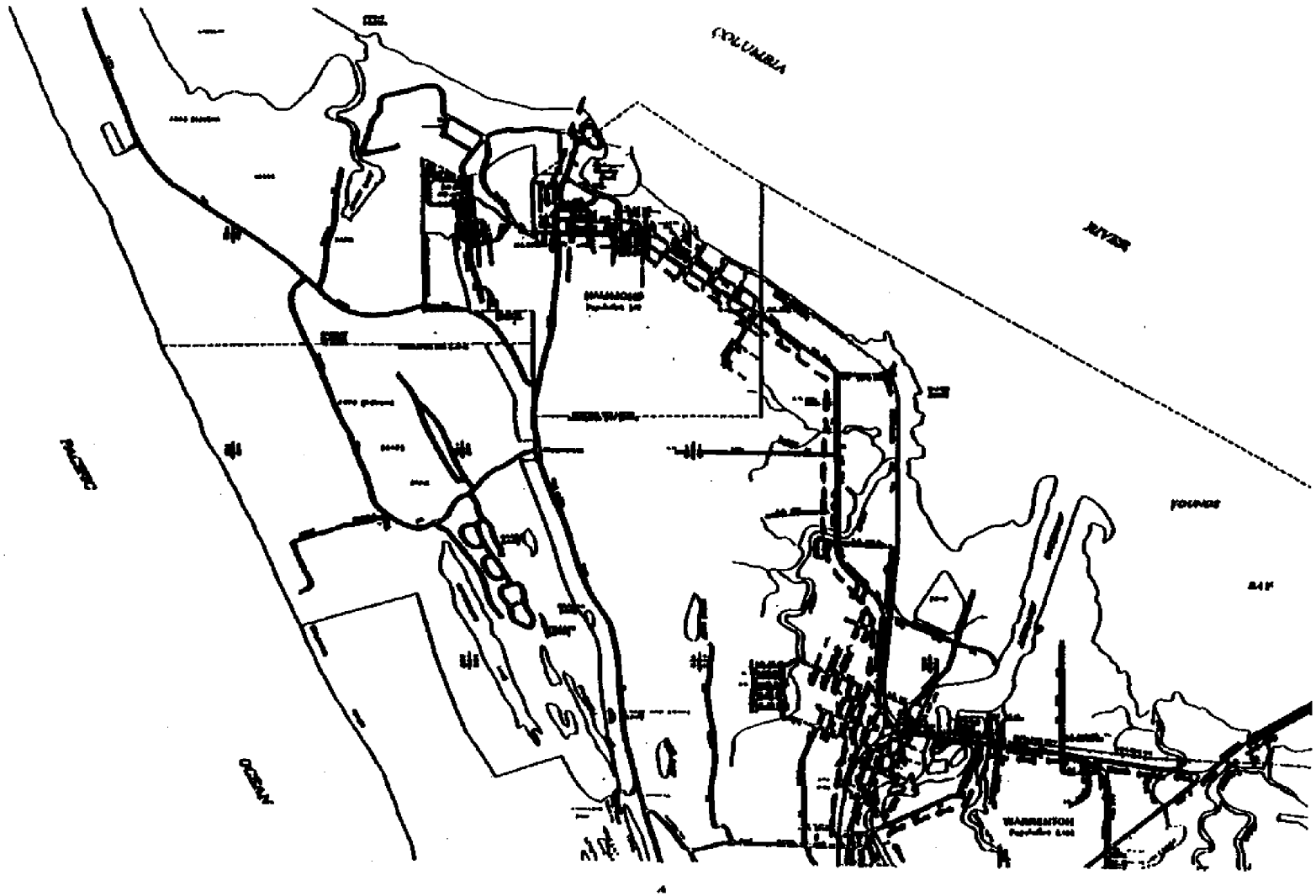


Figure 9. Map of Warrenton, Ore.

Figure 10. Warrenton's land base consists largely of diked wetlands that were once part of an estuary, dune ridges mixed with interdunal lakes and wetlands, and other upland areas.

Figure 11. Bisecting Warrenton north to south is the Skipanon River, a small but economically important tributary of the Columbia.

Figure 12. On the banks of the Skipanon River are a modern lumber mill and a major fish processor.

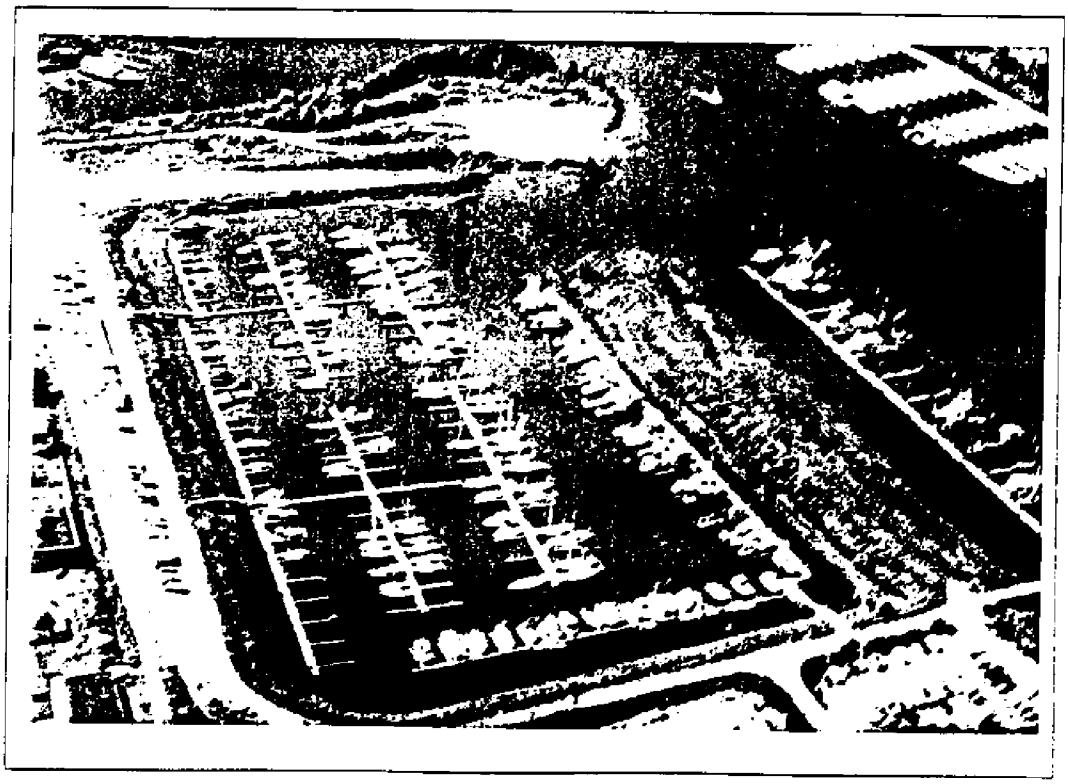


Figure 13. The Skipanon also features the city-owned and -operated Warrenton boat basin, private moorages, a fish market and charter fishing-boat operations.

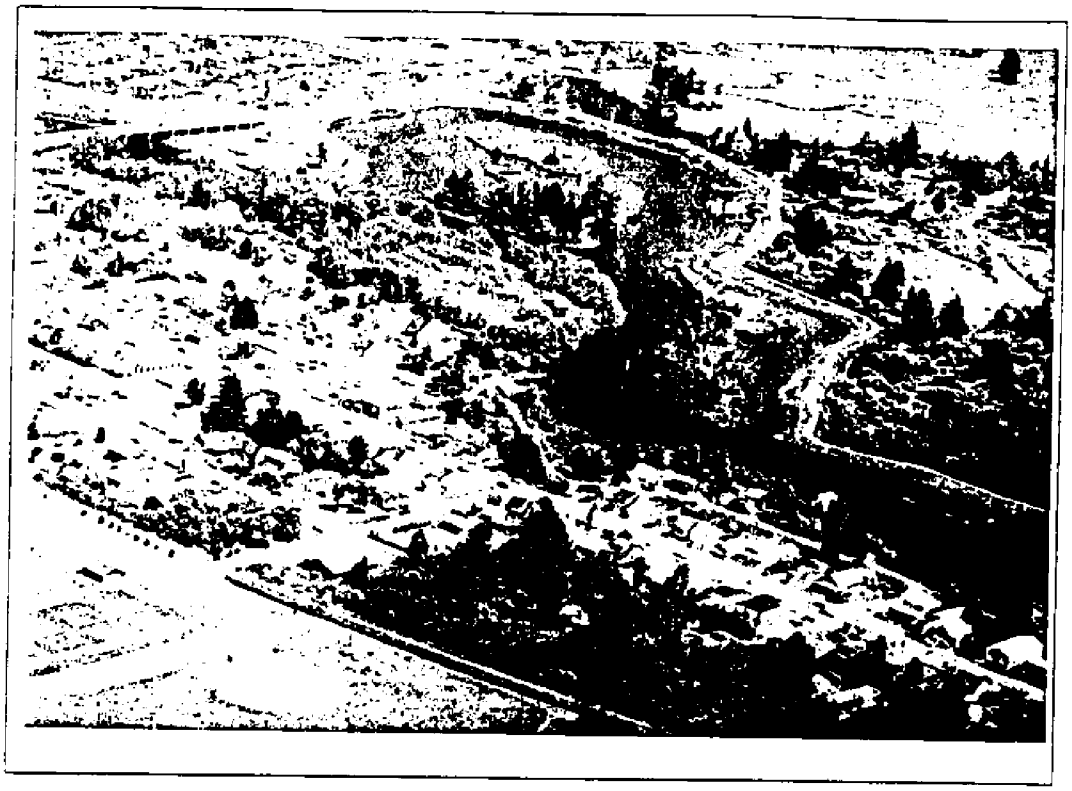


Figure 14. Downtown Warrenton is on the west bank of the Skipanon River, just upstream from the boat basin.

Figure 15. The fishing industry around Warrenton has shifted much of its focus toward the catching and processing of groundfish.

Socioeconomic Characteristics[6]

The city of Warrenton is Clatsop County's third largest city after Astoria and Seaside. Between 1950 and 1990, Warrenton's population increased from 1,896 to 2,715, an increase of about 1.1 percent per year. Warrenton merged with the town of Hammond in 1991, raising its population to 3,420 in 1992, a 47 percent increase over the 1990 figure.

The economic background of Warrenton closely reflects that of Clatsop County. The rural economy has been highly dependent on its natural resource base. The 1970s were years of growth for most industries, although recessions in 1970 and 1974–75 were felt by businesses and residents. Continued growth late in the decade was fueled by high inflation rates that encouraged excessive consumer spending. When the inflationary demand ended in the early 1980s, Warrenton and the county entered the worst economic downturn since the Great Depression. The lumber and wood products industry felt the downturn first and was hardest hit by layoffs and plant closures. The seafood processing industry also experienced major employment losses. Diminished fish stocks, foreign competition, obsolete plants and equipment, and higher operating costs resulted in the closure of major plants in the area.

Economic conditions improved gradually from the mid-1980s into the early 1990s, but broad economic figures masked a striking transition in the nature of employment growth. The shift was away from employment in natural resource extraction and processing and toward employment in retail trade and services. This transition was fueled both by increases in tourism and retirees, and by the modernization of mills to reduce labor costs and improve competitiveness. Only one-third of the county's net earnings in 1991 came from timber, commercial fishing, paper or agriculture. In response to these economic changes, particularly related to timber harvest decline, the Oregon Legislature in 1991 designated Warrenton a "severely affected community," thereby making the city eligible to compete for special financial assistance programs.

In 1992, nonagricultural wage and salary employment in the county was 13,750. This was a net gain of 3,200 jobs from 1983. As mentioned, these new jobs were largely in non-manufacturing industries such as retail sales and services. Warrenton has capitalized on the growth in the retail industry by promoting the development of several big-name food and retail chains along Highway 101. However, these industries typically offer lower wages and fewer benefits than manufacturing or specialized service industries. Per capita income rose in actual dollars between 1983 and 1991 but fell further behind the national average. Growth in new jobs has slowed since 1990 compared to the 1984–89 period. Youngs Bay Thriftway in Warrenton closed in early 1992, eliminating about 50 jobs. Yet overall employment gains in non-manufacturing sectors make local jobless rates relatively low compared to the rest of the Northwest and to the nation.

In the near term, overall job growth will continue to be slow, with the tourist-related trade and services sectors showing the most gains (a new Costco in Warrenton employs about 100 additional people). The fishing industry has shifted much of its focus toward the catching and processing of groundfish (figure 15). Local fisherman face stiff competition from Seattle-based factory trawlers, which catch and process the fish at sea. Restrictions on ocean harvest of salmon has greatly reduced (and in 1994 eliminated) the catch of commercial trollers and has forced the charter fleet to shift to less popular fisheries. There is expected to be little change in the area's lumber and wood products sector in the near term, but logging activity should pick up and add to the approximately 500 workers who were employed in this industry in 1992. The market should be good for stands mature enough to harvest, but uncertainties exist around future harvest restrictions prompted by environmental concerns.

The three expanding industries that bring new money to the area are tourism, paper and allied

[6] Much of the data and information in this section is derived from *City of Warrenton Baseline Community Profile, Waterfront Development Potential, and Economic Growth Evaluation Plan* (1994), prepared for the Warrenton Planning Team and Oregon State University by The Research Group, Corvallis, Ore.

products, and transfer payments. Transfer payments are primarily social security and other retirement-related payments. This growth reflects the in-migration of new retirees and the aging of current residents. Paper and allied products firms face uncertainty of pulp supply if restrictions on the harvest of private lands result from protection of threatened and endangered species, particularly salmon. Because of the growth of tourism in the area, many support industries have expanded to meet the needs of visitors. This expansion also provides more services and goods for the local community and therefore may prevent local dollars from leaving the area. This trend augurs well for Warrenton's plans to expand waterfront public access, trails and tourist facilities (figure 16).

Governmental Structure

The city of Warrenton is governed by a five-member commission, one member of which is elected mayor. Staff include a city manager, a city engineer, a boat basin manager, a planner and several other support personnel. The planner, hired just before the beginning of the waterfront project, is responsible for both long-range planning and daily plan administration. However, some planning functions related to the waterfront and to natural resources are contracted out to the Columbia River Estuary Study Taskforce (CREST), a regional planning and management agency.

The port of Astoria's district encompasses all of Clatsop County and includes the city of Warrenton. The five-member elected port commission manages deep-draft shipping facilities in Astoria, the regional airport in Warrenton and an airport industrial park. The port also runs two boat basins in Astoria and so is, in a sense, in competition with the city of Warrenton's facilities. The port owns a large parcel of land on the east bank of the Skipanon that has been the focal point for a variety of development proposals over the past several decades.

Recent Planning and Community Development Activities

Other planning efforts were being undertaken by the city and the port that complemented the demonstration project. As noted earlier, much of the city was classified as wetland; the city and port engaged a consulting team to develop a wetland conservation plan that would help sort out what areas could be developed and what could not. The city was also engaged in a Highway 101 corridor study with the Oregon Department of Transportation. In conjunction with the Warrenton-Hammond merger, the city invited Oregon State University to conduct a community management and growth study. The potential of the waterfront for new economic opportunities was one of the opportunities identified in their report (OSU 1992). Both the city and the port were members of the bi-state Columbia River Estuary Study Taskforce (CREST), from which they received planning and technical assistance on waterfront projects. These planning activities demonstrated the commitment of the city to high-quality growth and development and augured well for the success of the project.

Methodology

A University/Community Partnership

This project was undertaken in the belief that, when decision-making is informed by carefully evaluated experience in similar situations, better results are likely to be achieved. This is the practical purpose of formal education and the touchstone of extension education. Small waterfront cities rarely employ full-time planning staff who can maintain a working knowledge of other small cities' waterfront planning experience. Instead, they must rely on limited access to regional planning agencies' staff or hire outside consultants. Avoidable mistakes are made because decisions are insufficiently informed by previous experience and are colored by unrealistic expectations. Too often the results are waterfront plans that are developed without community backing and are either too timid to engender enthusiasm or too grandiose to be implemented.

The project investigators entered into a voluntary partnership with Raymond and Warrenton to demonstrate that successful waterfront revitalization could be achieved through education and a commitment to follow a well structured, community-based waterfront planning process.

PARTNER COMMUNITIES' ROLES

The two cities together with the ports of Willapa Harbor and Astoria agreed to engage in this two-year demonstration project and to undertake to develop and implement plans for revitalizing their respective downtown waterfronts. The elected officials of these four local governmental jurisdictions became signatories to a Memorandum of Agreement between the partner communities and the University of Washington and Oregon State University Sea Grant programs.

The partner communities agreed to adopt the planning process laid out in *Waterfront Revitalization for Small Cities* and adapted as necessary to fit local conditions. They also agreed to provide office space for the university team and meeting rooms for workshops and community meetings. Each community committed significant staff effort to this project.

UNIVERSITY TEAM'S ROLES

The university investigators, in turn, agreed to conduct training programs for community leaders, provide selected technical planning assistance and arrange for special assistance from waterfront development experts and others as the need arose. Of the four investigators, three held Sea Grant or cooperative extension specialist positions and the fourth was on faculty in a university urban design and planning department.

The approach taken by the investigators could be characterized as "action research." There was no intention to observe, passively, a pair of communities struggling to apply the planning model described in *Waterfront Revitalization for Small Cities* and evaluate their success or failure. On the contrary, the investigators were an integral part of the experiment, champions of the planning approach, and committed to producing positive results. Generalizing from this experience in the Pacific Northwest to other coastal communities in North America seeking to revitalize their waterfronts carries some risk. Without university-based guidance, or some surrogate, communities might be hard pressed to replicate the successes we report below.

Year 1—Developing the Waterfront Plan

During the first year of this project the partner communities were to undertake the tasks subsumed in stages I through III of the waterfront planning checklist shown in table 1.

STAGE I—GETTING STARTED

The investigators were to conduct workshops for the community leadership to train them to adapt and use the model waterfront planning process in their communities. At the core of this planning process would be the **waterfront planning team**—a group composed of local planning, engineering or public works officials in the city and port, community volunteers, and perhaps a hired consultant—led by an elected official or someone designated by the official. The planning team would be the university team's audience and the "client" responsible for developing the waterfront plan. In each community the core members of the planning team had already identified themselves. The investigators would help the planning team reach out to include, or to set up special advisory committees to represent, major waterfront stakeholders.

The planning team was then to share its educational experience with the community through fliers and fact sheets, local media interviews and formal community workshops. A slide and videotape program developed by Washington Sea Grant Program and based on *Waterfront Revitalization for Small Cities* would be used at this stage to **get the community involved.**

Waterfronts are regulated by numerous state and federal resource management and environmental protection agencies. Some have a narrow specialized function such as overseeing navigation; others have broad mandates to manage land and water uses to maintain coastal water quality. Any one of these agencies can derail waterfront plans that run afoul of their particular jurisdiction; involving them early in the planning process not only reduces this risk but also opens up local access to many kinds of technical assistance and potential funding sources. **Involving state and federal agencies** would be made easier because of the investigators' expertise in this area and their contacts in many of those agencies.

STAGE II—SURVEYING THE WATERFRONT

One of the first tasks of the planning team would be to survey the social, physical and cultural attributes of the waterfront, and to tabulate, map and interpret the results. This information would reveal the critical waterfront issues to be addressed in the plan as well as the constituencies affected by those issues, including those governmental agencies referred to above with regulatory and proprietary interests in the waterfront. But the community would also have to be surveyed to gain information about how the citizens *feel* about their waterfront and what they would want it to become in the future. The investigators would help the community identify and survey waterfront attributes having significance for planning and to design, conduct and evaluate a community survey. A crucial benefit of a thorough waterfront survey would be the identification of important **waterfront planning issues**.

STAGE III—DEVELOPING THE WATERFRONT PLAN

Planning issues identified above would help the planning team **define planning elements** through which to address them. Planning elements are headings to remind the planning team about important kinds of planning issues, e.g., circulation, public access, historic conservation, maritime industries, economic development, etc.

Strategic, or long-term, waterfront planning must be guided by an over-arching statement about what the community wants its waterfront to become. This is the **mission statement.** Realizing this mission requires clear planning **goals** and detailed **objectives** to reach them[7]. Written well, objectives provide measurable indications of success toward achieving goals. The investigators were to help the

[7] For an example of the adaptation of strategic planning principles to maritime issues, see: Dowd, Thomas J. 1992. *Considering Strategic Planning for your Port?* Washington Sea Grant Marine Advisory Services. University of Washington. Seattle

STAGE I GETTING STARTED

- Organizing the planning team
- Outlining the planning process
- Getting the community involved
- Involving state and federal agencies

STAGE II SURVEYING THE WATERFRONT

- Defining the planning area
- Developing a base map
- Inventorying waterfront and mapping information
- Identifying waterfront issues

STAGE III DEVELOPING THE WATERFRONT PLAN

- Defining planning elements
- Formulating goals and objectives
- Surveying community design preferences
- Developing alternative design schemes
- Making cost estimates
- Evaluating designs
- Synthesizing final design plan
- Adopting the waterfront plan

STAGE IV IMPLEMENTING THE WATERFRONT PLAN

- Managing the waterfront revitalization process
- Implement land and water use controls and incentives
- Phasing waterfront redevelopment
- Identifying project sponsors and funding sources
- Acquiring waterfront land parcels
- Marketing the concept plan
- Demonstration development project

STAGE V REVISITING THE PLAN—THE ONGOING PROCESS

- Evaluating the plan

Table 1. Waterfront planning checklist

planning team draft a mission statement that was consistent with the results of the community survey and to teach them how to design attainable goals and objectives for each planning element.

Factual information developed through the surveys and an understanding about the waterfront gained from them would become the basis for the planning team to **involve the community** in revitalizing its waterfront. The investigators were to help the planning team design appropriate mechanisms to achieve this participation, for example, by involving students in conducting community design "charrettes," or storefront "design-ins". Under supervision, these students would be able to translate ideas generated by citizens in the local communities into drawings and planning diagrams and display them for the benefit of all participants. Waterfront planning issues and elements, together with the waterfront mission statement, goals and objectives identified above, would form an organizing framework for stimulating participants' thinking. The waterfront planning teams, assisted by the investigators and other special experts, would use these graphics to generate **alternative community waterfront design plans**. At this point rough **cost estimates** could be made with the help of engineering and construction experts.

Reaching closure on one waterfront design plan that satisfied the whole community would require an honest and objective appraisal of each of the plan alternatives developed by the planning team. The planning goals and objectives would become the criteria for such an assessment. Here the strengths and drawbacks of each plan were to be evaluated against the costs. The planning team, aided at this point perhaps by a consultant, would begin to craft a **final design plan** built on the strengths of each alternative, and eliminating most of their drawbacks.

The concluding task of Year I would be to **adopt** the final waterfront design plan, ideally through a joint resolution of the city and port.

BASELINE COMMUNITY PROFILE

In order to measure project benefits the investigators were to help the community construct a baseline community profile in 1992 at the beginning of the project. A graduate student would be assigned to work under supervision in both communities. Local and regional economic development agencies and business organizations (chambers of commerce, etc.) would be approached to provide guidance, access to the local business community and use of file materials helpful in designing a community survey. Data were to be gathered on downtown employment, the number and kinds of downtown business establishments, estimates of business volumes, tourist and visitor information requests, and other measures of waterfront economic vitality. Published government documents such as Census Bureau reports (population and economic), Bureau of Labor Statistics reports and state employment and payroll reports would be used where data were reported at a sufficiently disaggregated level to be useful. However, survey-based data were likely to serve profiling needs best. County tax assessor's records would provide baseline information about downtown land values.

In an attempt to separate local effects from regional trends, county and regional economic data would also be tracked throughout the project. In 1997, at the end of five years, the community economic survey should be repeated and changes enumerated and measured.

The community profile would also provide a baseline for assessing the levels of knowledge, prevailing attitudes held by the community and waterfront planning skills. At the end of two years the survey will be repeated to assess community change, using the techniques suggested by Bennett (1990).

Year 2—Stage IV: Implementing the Waterfront Plan

WATERFRONT DEMONSTRATION PROJECT

Because so much would depend on initial, early success in implementing a waterfront plan, the investigators were to help each community select an implementable waterfront project, develop designs, acquire the necessary permits, secure funding and begin project construction before the end of Year

2. Ideally, this project would be a privately funded development that produced permanent employment in the community. But it could also be a public improvement scheme such as a waterfront boardwalk, park or trail that provided an incentive for private property owners to redevelop adjacent sites. Alternatively, the project could be the result of a port industrial development initiative that attracted an industrial tenant employing local labor.

Moving from an adopted plan to implementing specific projects would require that the communities form **waterfront revitalization management teams** to provide long-term guidance and continuity of effort. The core members would probably be on the existing waterfront planning teams, but additional members with expertise in areas such as financing, local real estate markets, promotion and marketing would be sought. These waterfront management teams would be the clients and audience for the investigators during Year 2. The investigators would provide educational programs and materials to assist these teams methodically pursue appropriate waterfront development opportunities, remove institutional barriers such as obsolete **land use controls**, create inducements for appropriate development, acquire or **assemble waterfront land** parcels, **identify funding sources** for public infrastructure development and **market** the waterfront plan.

More specific delineation of methods for Year 2 activities was difficult given the open-ended nature of community-based planning and the unknown content of the resulting waterfront plan. However, at certain points in the process special technical expertise would be necessary; experts from academic or private consulting organizations would be brought in as needed. For example, if a development project such as a motel or retail complex were proposed that would operate in an uncertain market environment, an assessment of the risks involved could be performed by a specialized real estate market appraisal expert. Armed with this intelligence, the community would be better able to promote the project among outside developers. Perhaps a site had a history of uses suggesting it might be contaminated. A reconnaissance survey by an environmental pollution specialist could inform an otherwise risky public land acquisition decision. A sophisticated public financing instrument might be required to fund a public improvement project or a mixed-use, public/private joint venture project. A public finance expert or skilled bond counsel could advise the community on the strengths, weaknesses and risks of alternative financing packages.

Evaluation

Methods

A BRIEF REVIEW OF THE LITERATURE

In their work on policy research, Putt and Springer (1989:48) define the underlying purpose of evaluation as "learning from past experience." Without evaluation there is no basis for judging the effectiveness of programs in achieving their objectives or determining where they went wrong. They go on to describe the activities of program evaluation as encompassing three major areas: (1) monitoring program performance, (2) conducting impact evaluations, and (3) conducting process evaluations. While its focus is primarily on legislative policy, Putt and Springer's characterization of evaluation has elements worth borrowing to apply to community planning activities such as ours.

Given the project's multiple objectives, the investigators' multiple roles and the fact that the two communities agreed to be active partners in a complex planning process, an adequate evaluation of the project requires some care; there are, after all, many actors, planning activities and products, and planning outcomes to evaluate. Furthermore, the project has a chronology and, to paraphrase Winston Churchill's famous D-Day speech, we are (in early 1995) at the "end of the beginning" rather than the "beginning of the end" of the revitalization of these communities' waterfronts. Consequently, an evaluation method must be chosen that permits us to assess the project's results in stages, over time.

Bennett's (1990) hierarchy of program[9] evaluation developed for evaluating extension education programs is pertinent here. At the lowest levels (the earliest program phases) in the hierarchy are the components of **program implementation: inputs** such as time, money and staff; **activities** such as workshops, meetings, open houses; and **people involvement** —numbers and characteristics of those participating (cf. Putt and Springer's **inputs**). The highest level of program effectiveness is measured by the (positive) **end results** that the program sought to achieve (see table 2), in this case measurable local economic growth (jobs, income, sales, etc.) stemming from revitalized waterfronts. But, recognizing that end results may take a long time to achieve, other program outcomes must be assessed as early indicators of program success, such as change in *practices* brought about by changes in the **knowledge, aspirations, skills and attitudes** of program participants or targeted audiences as a result of their **reactions** to program **activities**.

The two communities' waterfront plans are the official adopted policies of their municipal governments and are designed to achieve clear, measurable outcomes—specific waterfront programs and projects leading to a revitalized waterfront and new economic activity in the adjacent downtown. To implement these policies, local land-use ordinances and regulations are being created or amended, marketing activities are being undertaken, and project sponsors and funding sources are being identified. Turning to the literature of policy implementation, Sabatier and Mazmanian (1979, 1981) provide a six-point evaluative framework for assessing the likelihood that (legislative) policy will be implemented successfully. This framework, with minor adapta-

[9] "Program" in this case will refer to the university team's educational activities carried out in the communities which were designed to teach the communities' waterfront planning teams how to develop and implement a successful waterfront revitalization plan. *Program* implementation, therefore, should not be confused with *waterfront plan* implementation.

tion, is as applicable to community plans as it is to federal policies and programs.

EVALUATION PROTOCOL

From this admittedly sketchy review of some of the policy evaluation literature, we have chosen to adopt the following protocol to evaluate the project to date:

Evaluating program inputs. First we assess the efficacy of the book *Waterfront Revitalization for Small Cities* as guidance for communities undertaking waterfront planning. Next we evaluate the University team's performance and methods used in transferring to the partner communities the skills necessary to use the model planning approach set out in the book (**activities** and **reactions** in Bennett's scheme). Third, we examine the communities' experiences utilizing these two inputs to develop their waterfront revitalization plans (changes in the planning teams' **practices** and in their **knowledge, aspirations, skills and attitudes** in *Bennett*).

Evaluating program outcomes. Using Sabatier and Mazmanian's criteria for successful policy implementation, we attempt to assess the quality and effectiveness of the two resulting waterfront plans in guiding future waterfront development in Raymond and Warrenton.

Evaluating program impacts. We identify concrete evidence of successful plan implementation. Development projects now under way are described, their relationship to the respective community's waterfront plan are noted, and, where possible, some very preliminary financial impacts are identified (Bennett's **end results**, or Putt and Springer's **impacts**).

Evaluating program process. Finally, we begin to critically examine the program process to learn why—as indicated by monitoring early results—the overall project is succeeding or failing.

INFORMATION SOURCES

During the course of the project the investigators maintained detailed notes and a photographic record of all the educational and technical assistance activities they undertook in each community. In addition, they prepared regular progress reports for the project sponsor, which compared work performed and milestones reached with the plan of work laid out in the contract. These records provide factual data for an objective accounting of program **inputs**.

At several points in the planning and plan implementation process the communities' planning teams were surveyed to assess changes in their knowledge, aspirations, skills and attitudes. They were surveyed, also, to determine how they had used the waterfront planning book during the project, what they thought of it as a planning guide and how effectively the university team had taught them about its content and how it could be applied in their communities. The results of these surveys provide a basis for evaluating the acceptability and usefulness of the university-based education and technical assistance provided.

At the end of each project year the two planning teams met jointly during a one-day retreat to share information, evaluate the process and trade experiences. The candor and depth of the discussions that ensued provided a rich source of information for evaluating the similarities and differences between the two communities' experiences.

Finally, the investigators met regularly during the course of the project to assess progress, define problem areas and develop strategies to overcome them. At these meetings the waterfront planning model described in *Waterfront Revitalization for Small Cities* was repeatedly scrutinized and evaluated.

7. End results	What is the *long-term impact* of the program? How have the participants, their families and their communities been helped, hindered or harmed by the results of changes in practices, knowledge, attitudes, skills and aspirations? To what degree?
6. Practice change	Have participants *applied* knowledge and skills learned? Have participants acted upon changed attitudes and aspirations?
5. KASA changes	*Knowledge, attitudes, skills and aspirations*
Knowledge	Have participants changed their awareness, understanding and/or problem-solving ability? In what specific areas?
Attitudes	Have participants changed their interest in ideas or practices that were part of program content? Which ideas? Which practices?
Skills	Have participants changed their verbal or physical abilities? Learned new skills? Improved performance? What skills? What abilities?
Aspirations	Have participants selected future courses of action or made decisions based on program content? In what areas?
4. Reactions	How did participants *react* to the program? Were they satisfied? Were their expectations met? Was the program appealing? Do they perceive any immediate benefits?
3. People involvement	How many *participated*? Who participated (descriptive characteristics)?
2. Activities	What *activities* were involved (content or subject matter; methods and techniques)?
1. Inputs	What *resources* were expended on the program (time, money, staff)?

Table 2. Hierarchy for program evaluation[8]

[8]Adapted from Bennett, Claude F. *Reflective Appraisal of Program (RAP): An Approach to Studying Clientele-Perceived Results of Cooperative Extension Programs.* Media Services, Cornell University, Ithaca, N.Y. 1982.

Efficacy of *Waterfront Revitalization for Small Cities*

GENERAL

The model laid out in the book is fundamentally sound. It has produced a "bottom-up" approach to planning[10] in both communities that has achieved more public participation than any recent planning activity in either community. In the case of Raymond, applying the model encouraged a small community to look beyond its corporate limits to consider its relationship with neighboring cities and rural areas and to work in concert with a local port authority partner. Plans proceeded from an awareness of and appreciation for the uniqueness of the community's waterways and wetlands and the important economic and natural functions and activities they support; consequently, the plans are grounded in both economic and ecological good sense.[11]

Equally clear is the requirement that the planning model have a "champion"—a local official, or a key staff person—who will undertake to read and re-read the book and encourage the planning team to apply the process and principles it advocates. Planning is an abstract process requiring an orientation to the future and a willingness to envision and weigh many possible alternatives. Lay planning team members in the two small communities seemed on the other hand to be project oriented at first, wanting to deal with specific sites and concrete developments. (In fact, what motivated several planning team members to participate was a project or program they wanted to advance.) The role of the "champion" is to keep the focus on planning. By preserving project ideas for consideration later, the champion is able to use the energy and enthusiasm generated by the projects in the planning process itself.

LEVEL OF DETAIL

The book lays out a planning process to guide a community in developing and implementing a waterfront revitalization plan. While rich in content relating to waterfront uses, activities, problems and issues, the book treats lightly many of the specific methods for completing the planning steps. For example, much more detailed information is necessary to guide communities in achieving effective citizen participation during the planning process, particularly at the crucial step of moving from goals and objectives to a physical waterfront plan. Similarly, specific techniques for recording and mapping information collected during the waterfront inventory phase are missing. In seeking a balance between comprehensiveness and brevity, the authors relegated some of the detail they do present to appendices; and, in order to maintain the flow of the planning process, useful tools and techniques were lumped together in a separate chapter. As a result information useful at a certain point in the planning process is out of sequence in the book.

How much detail can be contained in a how-to planning guide before it becomes unmanageable? A supplementary workbook could present many specific exercises to be undertaken by the planning team as they move through the planning process.

THE ROLE OF CONSULTANTS

Herein lies the nub of an issue that arose many times in both communities during the first year: How much should the planning team be able to do for itself without outside expertise? In small com-

[10] Citizen-based planning, bottom-up planning and grass-roots planning are terms used in the literature to describe a planning approach where elected officials and municipal staff delegate a certain amount of authority to, and attempt to galvanize the energy, attention and skills of, those affected by the plan (Elmore, 1982). Thus, this approach to planning targets the "implementation structure" (Hjern and Hull, 1982) through which the community's goals will be realized.

[11] Sabatier and Mazmanian's (1983) second of their six conditions necessary for effective program implementation demands that the legislation—or, in our case, the planning model—"...incorporate(s) a sound causal theory identifying the principal factors and causal linkages affecting (plan) objectives..." Special prominence is given in the model to general principles of regional economic development (basic vs. non-basic employment, multipliers, leakage, etc.) and unique factors affecting waterfront development (water-dependency, port development, etc.). Planning proceeds, then, from a sound theoretical base.

munities without full-time planning staff and with few technically proficient planning team members, it would be necessary to rely on university or consultant expertise to either perform many of the technical tasks themselves or to teach the planning team the necessary skills and to lead them through application exercises. But a lay planning team cannot be expected to learn all the tools of the planning trade. If there are no planning or design professionals on the planning team who are willing to give their expertise free (and why should they?), outside professionals must be brought in to guide the team through some of the technically difficult stages of plan development.

The authors' goal was not to teach the planning team to become planning professionals, but rather to show the team how to best use the skills of professionals to produce an implementable waterfront plan. This goal, and the means to achieve it, should have been made more explicit in the book. In particular, the communities should have been apprised more forcefully at the outset of the need to hire consultants to undertake certain technical studies (e.g. economic base and feasible future development) and to assist the planning team design alternative waterfront plans. The costs of such services would have to be borne by the community, or paid from planning grants.

SINGLE VERSUS MULTIPLE PLAN DESIGNS

A series of tasks detailed in the book, subsumed under "develop alternative design schemes" and "evaluate designs," proved beyond the patience and resources of either community's planning team. After writing extensive goals and objectives and participating in visual preference surveys, both planning teams seemed ready to hammer out a single preferred design scheme during intensive design workshops facilitated by design professionals and assisted by design students.

"Making cost estimates" was deferred until detailed designs for individual projects or improvements were under way. This decision need not be a fatal flaw: City and port staffs gave planning team members a good sense of what public improvements were affordable and where funds might be found. Further, the "designs" suggested by the planning teams were considered conceptual, and the facilities proposed might be accomplished in a variety of ways, depending on available funds. Subsequent editions of the book might incorporate this simpler approach to developing a final design plan.

PLAN ORGANIZATION AND CONTENT

A broader point concerns what is the appropriate form and content of a waterfront revitalization plan. The book, while it outlines the process for creating a waterfront revitalization plan, provides no guidance whatsoever on what the finished plan should look like. As a consequence, each community followed its own path in designing its plan document. Many goals and objectives written by the planning teams turned out to be programmatic in character and therefore not susceptible to physical design solutions or even mapping, yet they clearly belonged in the written plan. The book did not draw an explicit distinction between these kinds of goals and objectives or suggest how they might be incorporated in the plan.

A workbook should present a plan template that communities could adapt and use to organize their own plan document. The template could identify alternative plan formats and suggest content headings. It should also provide examples of how text, maps and other graphics might be integrated. Particular attention should be given to distinguishing among physical components (buildings, trails, signage, etc.), programmatic components (educational, marketing, community clean-up programs, etc.) and policy components (zoning, design standards, shoreline regulations, etc.). The template should include recommendations for an executive summary containing a prioritized "action agenda" that might be printed separately for mass distribution in the community and to agencies.

WHEN THE PLAN GOES AWRY

The book is upbeat and optimistic about the likelihood of developing and implementing a successful waterfront revitalization plan. This was a deliberate strategy on the part of the authors; the book's focus is on mechanisms to *prevent* plans from going awry rather than on remedial action after the

fact. However, plans do go awry for well understood reasons: certain stakeholders' interests are ignored or overlooked; political support is withdrawn as a result of an election or persuasive argument from a powerful constituent; perhaps a planned project proves to be inimical to a state or federal agency's mandate or turns out to be an unbuildable "white elephant."[12] As a result, opposition organizes to derail the plan, and forward motion ceases.

By anticipating what can go wrong in planning and describing the consequences for plan implementation, the book could do more to alert waterfront planning teams to the necessity of adopting preventive strategies. Examples drawn from other small communities would ring true with the reader. Strategies to avoid plan derailment should have been highlighted, and admonitions repeated throughout the book to:

- communicate with the public and maintain regular, open meetings
- continually seek out stakeholders' views and interests
- involve affected state and federal agencies early and throughout the planning process
- be especially attentive to political winds around election time, perhaps postponing crucial decisions until after the votes are counted

But even early successes in plan implementation can lead to unintended consequences and community backlash. For example, newly retired in-migrants drawn to Raymond by affordable real estate and low property taxes may feel threatened if community economic development, triggered by a revitalized waterfront, causes housing costs to rise. Retaliation at the polls or failure to support local tax levies are possible consequences. Reaching out to these new arrivals during the plan development and implementation stages could help prepare them for community changes, some of which would bring them the same benefits to be enjoyed by longtime residents.

CONCLUSIONS

Waterfront Revitalization for Small Cites was written as a general guide for small communities considering revitalizing their waterfronts. While useful in that regard, the book cannot be used as a surrogate for professionals on the planning team with expertise and experience in waterfront planning. Nor do the authors believe that a guidebook containing more detailed planning exercises could replace that expertise.

Improvements could be made, however, in the organization of the book and level of detail with which it treats all the steps in the planning process. Some specific weaknesses and omissions have been identified above and should be addressed in a subsequent edition. A companion workbook containing inventory checklists, planning exercises, plan templates, citizen participation exercises and other refinements should be published in connection with a broad outreach effort.

University Team's Performance and Methods

LEADERSHIP AND CAPACITY BUILDING

There is strong evidence of an educational benefit gained from undertaking this planning process. Local community leadership was developed, and the capacity to plan was enhanced among those who participated regularly.[13] Enthusiasm and hope grew among members of the planning team as they

[12] See, for example: Benveniste, Guy. *Mastering the politics of planning*. Especially Ch. 9, "Avoiding derailment: How to keep plans on course." Among the seven ways cited to explain why plans are derailed, two are particularly instructive here: "piling on" and the "white elephant" (p. 231 et seq.). In the first case, the plan becomes overloaded with additional "piled on" tasks until it falters. This began to happen in Raymond as city staff gave the planning team additional broader, non-waterfront issues to deal with. Electing a new chair and vice chair from among the citizen members of the team, and adopting tighter written meeting agendas, refocussed the team on waterfront issues. Plans for a resort inn on city-owned land in Raymond proposed by a relatively inexperienced developer had not materialized at press time. However, the legal complexities of the city/developer deal could possibly delay plans for fully funded city improvements on an adjoining parcel. The resort inn may prove to have been a "white elephant."

[13] One planning team member, who was elected to be co-chair halfway through the project, has subsequently taken very public positions, through letters to the local newspaper, on other important related community issues such as the rails-to-trails/private lands controversy and spartina eradication in Willapa Harbor. She attributes her new-found voice to her experience on the team.

worked together over the two-year project. This was particularly true at the stage when the planning teams' goals and objectives began to take through graphics prepared with the help of students. Time and again, the importance of presenting plans and project ideas visually, through either maps or perspective drawings, was underscored.

When the Raymond planning team members were asked in an anonymous survey conducted in November 1993, "How important has the university team's role been to your planning team with regard to the waterfront planning process outlined in the *Waterfront Revitalization* guidebook (sic)?" their mean response was very positive (9 on a scale of 1–10).

"Without the lead played by the university team, little progress would have been made," was the response of one member. Another said, "We would not have successfully completed this planning without the structure and schedule imposed by the university team." A third team member said, "The guidance of the university team and their participation has been important in keeping up our motivation and enthusiasm."

The team members considered their participation in the planning process "fulfilling" (mean score 7), their "confidence about their ability to contribute to the planning effort" grew significantly (mean score 7.8), and their "personal level of knowledge about waterfront planning" increased substantially (mean score 8.5).

From the planning team's perspective then, the university team appears to have fulfilled its objective "to develop and train local leadership and build capacity for successful waterfront revitalization based on local values and aspirations". Other evidence of leadership development was cited in the investigators' progress report to NCRI early in 1993. In it we wrote:

"Since the beginning of this reporting period a strong core group of planning team volunteers in each community have met regularly—twice monthly—and *have become decreasingly reliant upon the investigators to maintain planning momentum and direction*; our role while attending their alternate meetings has become correspondingly less directive and more that of commentator. The earlier impatience we encountered in both communities to set aside planning and get into specific development projects has given way to acceptance and even enthusiasm for following a logical, stepped planning process" (emphasis added). Nevertheless, planning team members also indicated that the regular involvement of the university team was crucial in keeping them on task and on track.

The university team's means of building local leadership and planning ability was a series of workshops and training programs conducted regularly during the plan development phase of the project. The programs covered the following topics:

- conducting successful meetings
- outlining the waterfront planning process
- "visioning" a successful planning outcome
- involving the public
- inventorying the waterfront
- identifying waterfront issues
- formulating planning goals and objectives
- designing the waterfront plan
- designing waterfront trails and public access
- developing river trails for kayaks and canoes
- designing waterfront interpretive exhibits and programs

In addition, the investigators and their graduate students attended the planning teams' alternate meetings each month—even when no formal workshop or training program was scheduled—to observe, offer suggestions and record progress made. In both Warrenton and Raymond, members of the university team attended more than 20 planning meetings and other community events. During the first few months of the project university team members attended the majority of each community's meetings and workshops. Travel expenses quickly exhausted the budget set aside for that purpose, and for the sake of economy, each member of the university team each focused on one community. Nonetheless, cross-overs continued when a specific team member's expertise was in demand.

PROVIDING SPECIAL TECHNICAL ASSISTANCE AND EXPERTISE

The university team members helped the communities organize waterfront tours by bus, foot,

boat and kayak. They also helped the communities plan public meetings and open houses and conduct surveys of waterfront stakeholders and of the general public. In addition, the investigators conducted "visual preference surveys" of the planning team members as well as public participants at public meetings and open houses to elicit local values regarding waterfront uses and activities. Posters showing the planning team's and the broader community's responses to carefully selected slides of other cities' waterfronts helped to identify areas of consensus and disagreement among both groups. Through these explorations of the local waterfront and citizens' perceptions of it, local values and aspirations were made central in subsequent planning decision-making.

In addition to the expertise found among the investigators, outside experts were brought in to assist in planning decisions. Design professionals based in universities and the consulting industry were commissioned to facilitate plan design workshops and supervise graduate students from landscape architecture and urban design departments. Regional economics consultants prepared reports on the socioeconomic profiles of the two communities. In Raymond, a retailer of hand-powered boats, who also operates kayak tours, joined with the director of a nonprofit water trails association in leading a kayak tour of the South Fork of the Willapa River. The two later presented a workshop on developing a kayak center in Raymond and a river trails system on the Willapa River.

During the implementation stage, students helped the city of Raymond revise its obsolete zoning code and develop design review guidelines for new downtown development and streetscape improvements. The OSU technical assistance team prepared a grant application that netted Warrenton a $20,650 CZMA §306A grant for the proposed Third Street River Park demonstration project. The team also identified 24 other public and private grant and loan programs that might be applicable to projects the Warrenton planning team included in the final plan.

The Communities' Experience

With a $2,500 grant from Washington Department of Ecology, Teresa Ash, a marine affairs graduate student supported on this project, produced a videotape program[14] that documents how the Raymond planning team followed the planning process laid out in *Waterfront Revitalization for Small Cities*. The slide-based video, *Revitalizing Raymond's Waterfront*, captures the sometimes passionate commitment of the Raymond team members to their planning efforts and the emotional connections they have to their waterfront and its future.

What follows is a step-by-step evaluation of how the communities of Raymond and Warrenton followed the planning model, identifying where the participants diverged from the model and how closely they adhered to the timeline laid out in the investigators' original proposal to NCRI (see tables 3 and 4).

STAGE I

Getting started. It is clear that the investigators underestimated the time necessary to accomplish these early organizational and planning tasks. Local elected officials needed time to consider the effects on the community of their selection of appointees to the planning teams. City, port and regional agency staff needed time to adjust their workloads and schedules to accommodate the added burden of staffing the planning teams. And the newly formed planning teams needed several meetings to develop trust, adjust to each others' styles, learn to work with staff and adapt to an unfamiliar planning process "imposed" on them by strangers from the universities.

This process of adjustment could not be compressed; it went by its own clock. And until they were comfortable working with staff, with the university team and with each other, the planning teams were reluctant to reach out into the community for public input or to involve agency represen-

[14] Copies of the video *Revitalizing Raymond's Waterfront* are available for $17.50 from Washington Sea Grant Program, HG-30, University of Washington, Seattle WA 98195; and, from the National Coastal Resources Research and Development Institute, 528 SW Mill St., Suite #222, Portland, OR 97207.

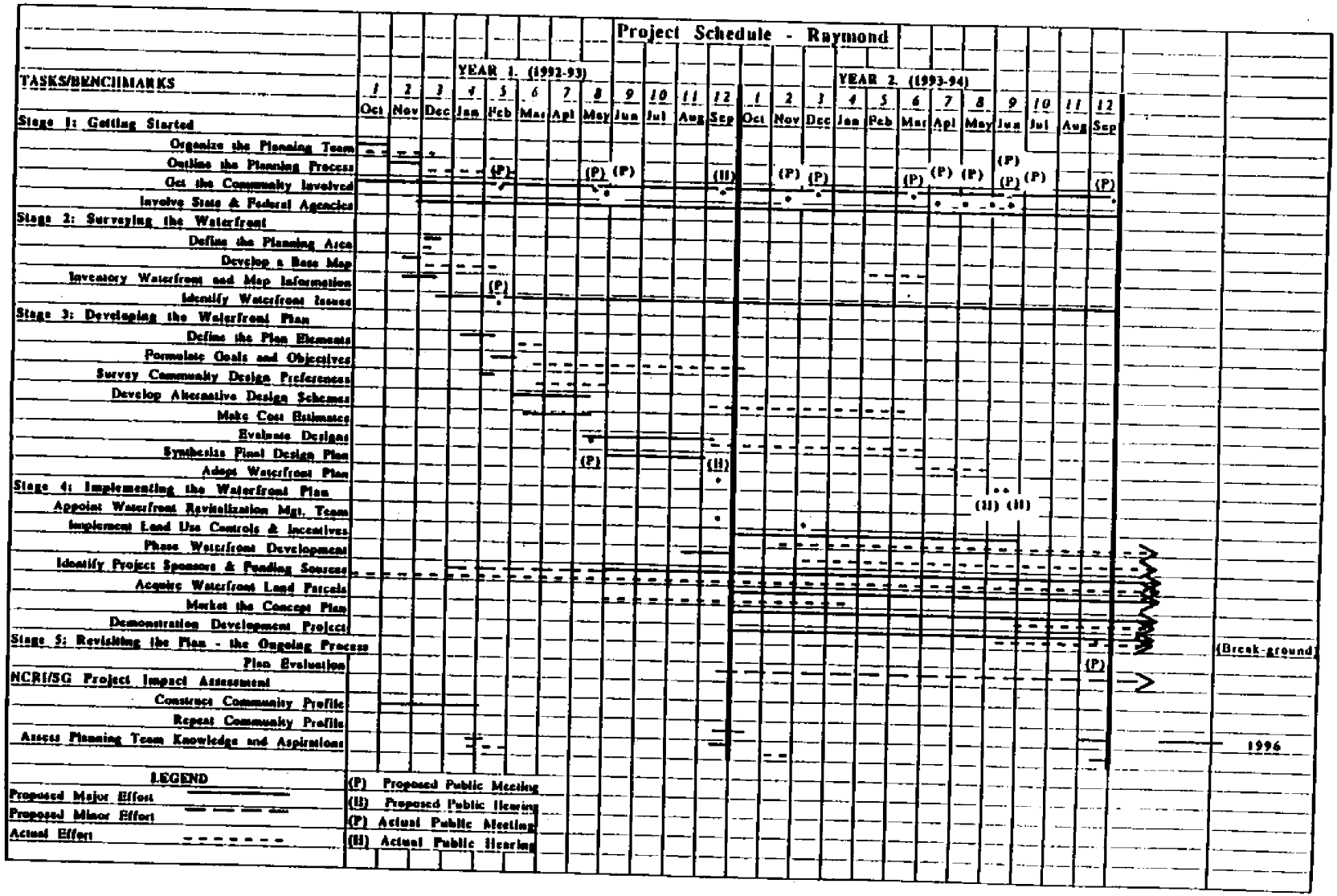


Table 3. Project schedule for the Raymond plan.

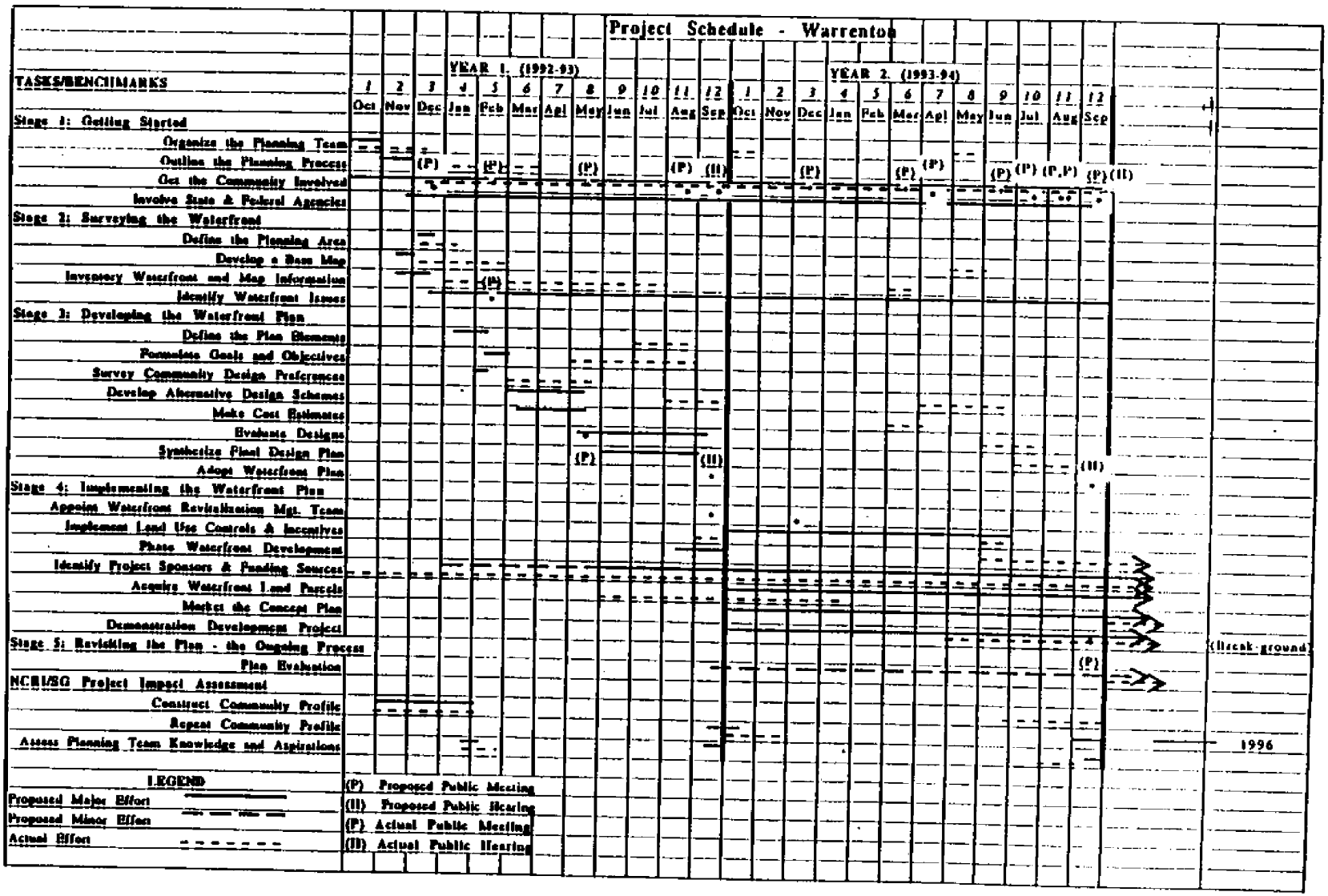


Table 4. Project schedule for the Warrenton plan.

tatives in their meetings. Perhaps the necessary confusion and frustration of these early meetings were best experienced out of public scrutiny.

Organize the planning team. By the end of November 1992, the elected officials of the two cities, together with their counterparts in the corresponding port districts, had appointed waterfront planning teams and committed city and port staff to support their efforts. In Raymond the team elected a chair, while in Warrenton the mayor appointed one. Each team agreed to meet twice monthly—once with the university team and once by themselves.

Three regional agencies—Pacific County Economic Development Council (PCEDC), Pacific County Regional Planning Council (PCRPC) and the Columbia River Estuary Study Team (CREST)—agreed to contribute planning staff support. In both communities the roles of professional planning staff from these regional organizations were crucial in advocating and supporting the planning agenda. More than any other team members or staff, they were on familiar ground and, during the early stages of the project, were able to act as bridges between the university team and the waterfront planning teams.

Outline the planning process. In neither community did the planning team ever achieve full "ownership" of the planning process. At best it was tolerated as a necessary evil to be endured for an eventual greater good. In Warrenton, there was an attitude of near-hostility toward undertaking these planning tasks, even among the local professional planners supporting the planning team. The ensuing struggle slowed the planning process significantly, so much so that toward the end of the first year, the university team strongly considered dropping Warrenton from the demonstration project. In Raymond, however, the planning team tended to respect the university team's externally imposed planning structure, even if they didn't embrace it enthusiastically.

The planning teams were project-oriented in their approach to waterfront revitalization and had to be almost dragged back to engage in the broader planning approach laid out in *Waterfront Revitalization for Small Cities*. Planning was unfamiliar ground for most of the team members, and it was a hard sell to keep them focused on abstractions like waterfront inventories and planning district boundaries when they would rather have talked about specific sites and concrete development proposals. By having staff in Warrenton provide a "bin" for more than 25 project ideas, the investigators were able to deflect this preoccupation in a constructive way and to steer the team back on to the "planning track." Their project ideas were retrieved for use at a later stage in the process (figure 17).

But if the teams were reluctant to carry out all the detailed tasks of waterfront planning, they were even more uncomfortable allocating time to lay out, review and adopt the planning process—planning to plan. As a result both teams wasted time in meetings that sometimes lacked focus and moved sideways rather than forward. While the delays caused by this reluctance to plan are difficult to avoid, it is clear that a guidebook would need to place greater emphasis on laying out the planning process in advance and getting an early commitment from the community planning team to follow it.

Get the community involved. Aggressively seeking public involvement in community planning seemed unfamiliar to both communities. The traditional approach of "movers and shakers" getting things done, then telling the community about it later, had to give way to the more inclusive public involvement called for in *Waterfront Revitalization for Small Cities*.

In Raymond there were groups in the community that had no involvement in the waterfront planning process. For example, neither younger blue-collar workers nor members of the large local Asian community were seen at community meetings or open houses, nor were their views actively solicited during the planning process. Furthermore, while a high school student served on the planning team—at least until she started college—only one other school-age youth was seen at a public meeting. None of these groups was deliberately excluded; the groups simply were not sought out, despite the university team's urging.

On the other hand, well-organized mainstream groups (Kiwanis, Chamber of Commerce, Histori-

cal Society, Loggers' Museum, etc.) were kept involved through special events and surveys. Since these groups comprised many of the waterfront stakeholders—property owners, businesses, and interest groups—their involvement was crucial to the acceptance of the emerging waterfront plan. Their members could either help implement plan elements or derail those that might prove inimical to their interests.[15]

In Warrenton, one of the most useful citizen involvement exercises was a community-wide stakeholder survey that was mailed to more than 1,500 households with their water utility bills. Some 131 surveys were returned, compiled by city staff and used to help define issues and set goals for improvements. (See Appendix C for survey results.)

Involve state and federal agencies. There was foot-dragging on this task in both communities. In Raymond planning team members felt reluctant to involve agencies before they had developed a clearer idea about the shape of the waterfront plan. However, when a public waterfront project was proposed that depended upon a state agency's approval of a ground lease and state financial assistance for its design and construction, city staff accepted the importance of involving that agency early in the design. Fortunately, a consultant engaged by the city to update the local shoreline master program maintained a constant flow of information about all the planning activities affected by the jurisdiction of the state's coastal management agency.

The planning team in Warrenton was also reluctant to involve agencies in the process. At the urging of the university team, city staff sent state and federal agencies a letter early in the process explaining what was going on and inviting their involvement. No other formal involvement occurred until near the end of the process when an informational meeting was held just before city and port adoption of the plan. Again, the planning team questioned the need for such a meeting, but the agencies that participated appreciated the briefing and the opportunity to express their concerns and support for specific proposals.

Neither of the communities has the necessary jurisdiction over wetlands and waterways to implement waterfront plans without involving other agencies; federal and state agencies must concur on the appropriateness of specific developments affecting the resources they protect before any permits will be issued.[16] This was emphasized in the waterfront guidebook but needs to be given even more emphasis. Direct interaction with the planning team would be particularly useful, for example, through an informational meeting or workshop where agencies lay out their authorities, responsibilities and programs (regulatory, technical assistance, funding). It would have been valuable to begin building these kinds of bridges fairly early in the process.

STAGE II
SURVEYING THE WATERFRONT

Define the planning area. In Raymond the planning team easily accepted the importance of defining the waterfront at several different scales. After conducting a bus tour of the local region and a walking tour of the downtown and riverfront, the team decided on a three-scale approach to defining the planning area. A 10-mile reach of the Willapa River upstream and downstream of Raymond would become the planning "reference region" that contained linkages to neighboring communities and rural areas. The downtown as a whole would constitute an intermediate planning area for overall downtown development policies. The riverfront contiguous to the downtown would become the detailed waterfront planning area. This tri-scale focus was maintained throughout the planning process and resulted in the adoption of some impor-

[15] Sabatier and Mazmanian (op cit) fifth condition for effective program implementation stresses the importance of support from constituency groups and elected officials.

[16] Ibid. Sabatier and Mazmanian's third condition for effective program implementation requires that "...the (plan) structure(s) the implementing process so as to maximize the probability that implementing officials ... will perform as desired. This involves assignment to sympathetic agencies..." In this case, the "assignment" to implementing agencies is already legislated at state and federal levels. Structuring the implementation process to recognize the authority of those agencies requires the planning teams to consult with their representatives early in the process.

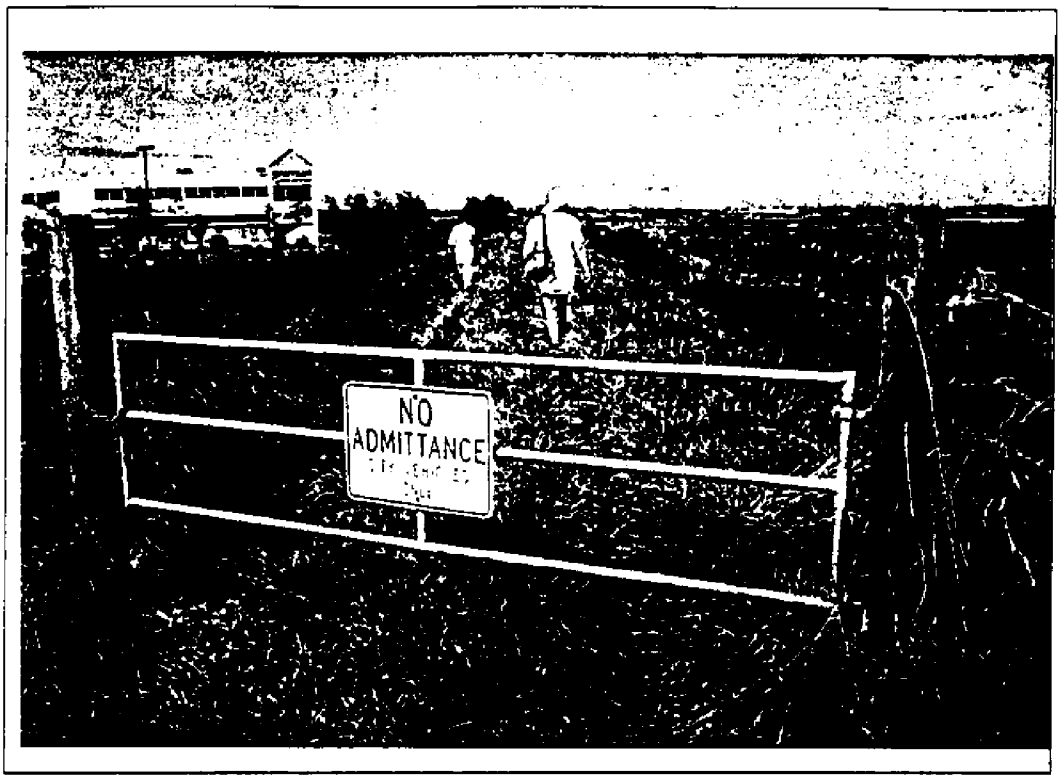


Figure 16. Support industries have expanded to meet the needs of a growing tourism industry around Warrenton. This trend augurs well for the city's plans to expand waterfront public access, trails and tourist facilities.

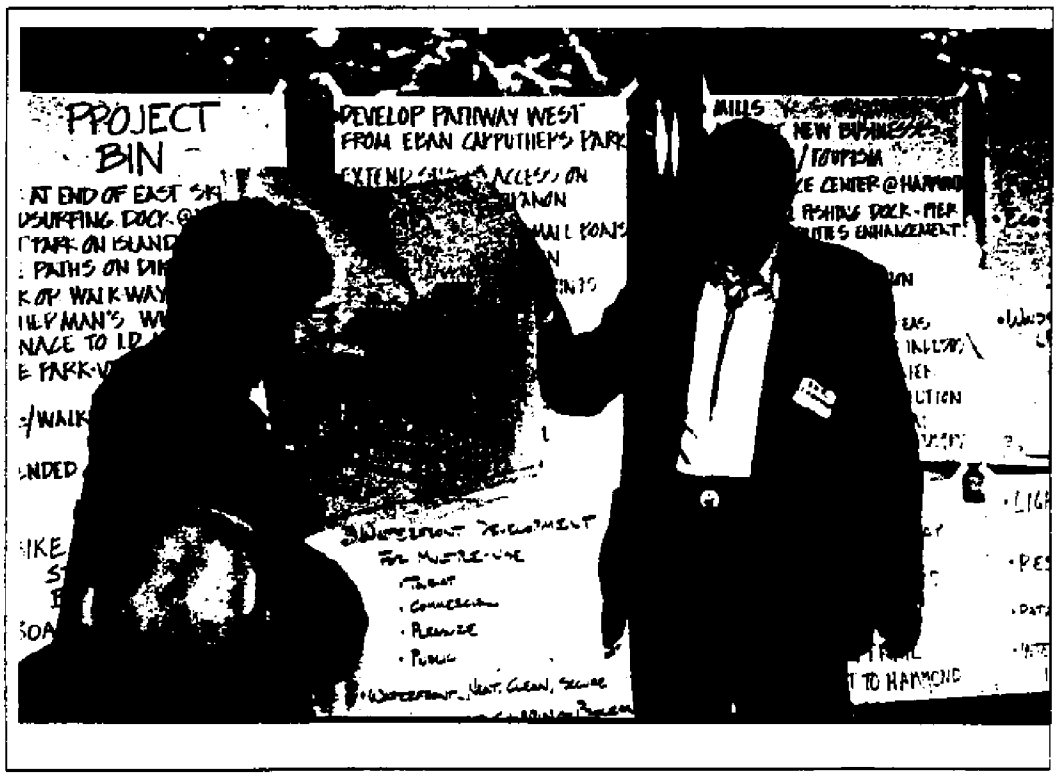


Figure 17. In Warrenton, the staff kept a "bin" for more than 25 project ideas that came up during the planning phase. The ideas were retrieved from the bin at a later stage in the process.

tant regional policies.

In Warrenton, defining the overall study area was not viewed as a critical issue; the sense was that it would define itself as the planning progressed. This proved quite true, and in fact, three of Warrenton's proposed trail projects extend beyond the boundaries of the planning area initially selected.

Develop a base map. This task took longer to accomplish in Raymond because the requirements imposed by choosing to adopt a tri-scale planning region—three base maps were required. Raymond, like many small communities, did not have a computer-based (GIS) map that could easily be reproduced at different scales. But a base map prepared at a scale of 1" = 300' by the consultant hired to amend the city's shoreline master program served well to record waterfront and downtown inventory data. Blown up to a scale of 1" = 50', this map proved to be ideal for detailed waterfront plan design. A regional transportation map at a scale of 1:24,000 served to map regional trails and other linkages.

Developing a good base map proved a difficult task in Warrenton. 1" = 400' AUTOCAD plat maps, pieced together, did not serve well because of poor fit and extensive street and lot divisions that were not present on the ground (or in the water). Finally, a 1" = 400' composite aerial photo of the planning area was purchased and served well as a locational resource but was still not a true base map. This contributed to difficulties in the mapping and display of inventory data that was collected. As the final plan was constructed, a new base map that copied essential shoreline, street, and other data from the aerial photo composite was constructed with the assistance of university design students. This served as a good planning communication tool.

Inventory waterfront and map information. The Raymond planning team chartered a bus for a group tour of the planning "reference region" (figure 18) but walked four sections of the downtown waterfront "planning area" in separate teams. At a follow-up afternoon work session and potluck dinner meeting the teams compared notes. Then with assistance from the investigators, using standard urban design/planning graphic techniques, they transferred the data they had collected—land use, building condition, parcel ownership, access points, etc.—onto base maps (figures 19 and 20).

The importance of having the planning team undertake tours on land *and* water to familiarize themselves with their waterfront cannot be overstated. The bus tour along a 10-mile reach of the Willapa River provided an overview of the community's largely rural setting, the limited access to the river and the wealth of almost pristine wetlands along the valley floor (figure 21). But a much-delayed river tour on a charter fishing boat (figure 22) and a kayaking trip up the South Fork and past the downtown waterfront (figure 23) provided invaluable insights into the problems and opportunities presented by the riverfront at a variety of scales.

These tours should have been organized and conducted during the first month of the project rather than being spread out over the whole of the first year. As a consequence, either important inventory information was not collected, or the importance of the information did not become apparent, until long after waterfront *issues* were being identified.

Warrenton also used waterfront tours effectively to orient planning team members to the waterfront; however, these were conducted without university team assistance, and the information the local group collected was not committed to maps or written form. Consequently, the inventory process was never fully consummated in Warrenton, although the tours were invaluable in the issue identification process. The subsequent waterfront design workshops (see page 56), which included field tours, served this "inventory" function well for the narrower topical issues being dealt with (e.g., public access).

Neither community sought to involve state or federal agency staff during these tours. This was unfortunate not only because of the subject area expertise (fisheries, wetlands, shoreline management, navigation, etc.) that would have been available, but also because opportunities for mutual education were lost.

Consultants played key roles in both communities during the inventory phase. In Warrenton a

wetlands delineation project was under way, which yielded important information about areas where development would likely be prohibited or require permits and mitigation. Economic consultants in both cities produced baseline community socio-economic profiles, which will be repeated at the end of five years to help identify community change. In addition, in Raymond, the same consultant conducted a "highest and best use study" to help the city identify potential future uses for strategic waterfront lands.[17] The report suggested specific kinds of industries, services and public amenities for each site on the basis of market analyses and community preference surveys performed by the consultant.

Identify waterfront issues. Armed with the waterfront inventory information, the Raymond team quickly drew up a list of 40 waterfront issues organized by planning elements selected from the book and keyed to specific sites. The results of a stakeholders survey conducted in person, one-on-one, by individual planning team members provided broader public input into this important planning step.

In Warrenton, too, the tours of the waterfront and the substantial results of the water utility bill survey (Appendix C) helped the planning team identify waterfront issues. The actual process, however, proved difficult because the local group again wanted to move quickly past the "problems" directly to solutions—namely, their projects. Consequently, there was a good deal of discussion about the usefulness or lack thereof of the overall planning process. Some planning team members expressed the opinion that they were fed up with planning, as well as with the prodding by the university team to stick with the process. Consequently, a good deal of the planning team's time was wasted at this stage.

Had a rigorous stakeholders survey been conducted at this stage, the planning team might have unearthed a development idea, favored by some city officials, near the Third Street Riverfront Park site, and thereby avoided a conflict over the location of the park's main vehicle entrance as detailed in the waterfront plan.

STAGE III
DEVELOPING THE WATERFRONT PLAN

Define planning elements. While the book defines this task as being separate from identifying waterfront issues, the Raymond team handled the two seamlessly. This was due, in part, to the team's decision to use some of the book's planning element headings to define and organize inventory information. Unfortunately, delays in conducting the river boat tour limited the issues identified to those primarily focused on land.

Local staff and the university assistance team took the lead in Warrenton to define plan elements, organizing the issues that the planning team had identified into five categories. The planning team appreciated this organizational help and used the resulting five plan elements to build the remainder of the plan.

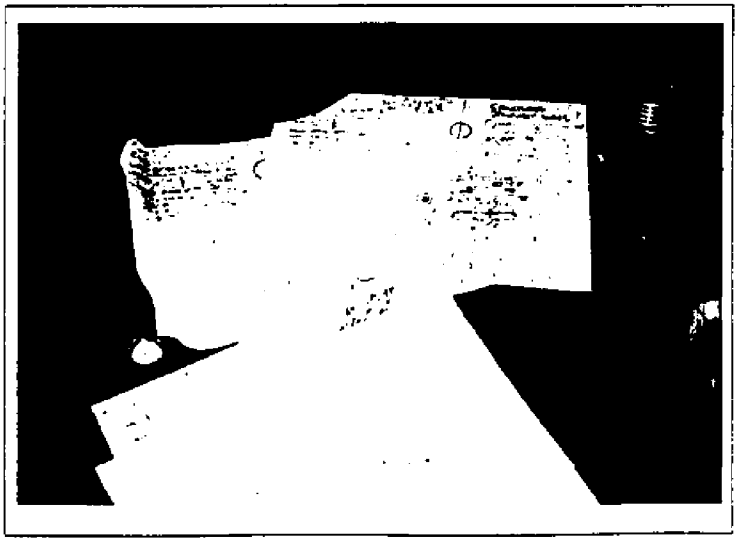
Formulate goals and objectives. This task proved to be far more difficult and time-consuming for the planning team than the investigators had imagined, but it was crucial to achieving consensus among the team members and in the community.[18] Learning the discipline of writing goals and debating how to achieve them gave team members confidence in tackling issues of a community-wide nature. While these excursions into planning issues beyond the waterfront frustrated the investigators[19], the planning team nonetheless demonstrated their newfound capacity to plan. Writing

[17] BST Associates, 1993 (op. cit.). This study formed the basis for the Raymond community plan, developed in parallel with the waterfront revitalization plan.

[18] Sabatier and Mazmanian's (op. cit.) first condition for effective program implementation is that "(t)he enabling legislation or other legal directive (e.g., a plan) mandates ... objectives that are clear and consistent, or at least provide(s) substantive criteria for resolving conflict." The investigators of this project believed writing clear and consistent goals to be as important for land- and water-use planning as it is in policy planning and strategic planning exercises.

[19] This "piling on" of additional tasks was discussed earlier. (See: ff 12)

Figure 18.
The Raymond team chartered a bus for a group tour of the planning "reference region."



Figures 19 and 20.
With assistance from investigators, the planning team transferred data they had collected—land use, building condition, parcel ownership, access points, etc.—onto base maps. The team used the standard graphic techniques of urban design and planning.

Figure 21
A bus tour along a 10-mile reach of the Willapa River provided an overview of the community's rural setting, the limited access to the river and the almost pristine wetlands along the valley floor.

Figure 22.
The Raymond team benefited from a river tour on a charter fishing boat.

Figure 23.
A kayak trip up the South Fork and past downtown Raymond provided valuable insights into the problems and opportunities presented by the riverfront.

goals and objectives continued for more than six months—almost an order of magnitude longer than the investigators imagined this task would take! In all, the Raymond team wrote 49 goals and 204 individual objectives.

Warrenton's process of goal and objective setting was likewise time-consuming but also problematic given the impatience of both the planning team and local staff with the overall process at this point (as noted above). However, it was at this point in the process that an important decision was made by the planning team: to select public access and trails as the team's highest priority. The meeting in which this decision occurred was led by one of the planning team members who was skilled in group facilitation. Subsequent meetings focused on developing objectives to achieve goals. These in turn led to the two community design workshops in which a physical plan was created, incorporating many of the projects that had been stored in the "bin" created earlier.

Survey community design preferences. The investigators tested a visual preference survey on the planning team using 62 slides representing a range of waterfront uses and activities as well as facilities to house them. Participants recorded their preferences on a response sheet using a scale from −10 to +10. The slide set was displayed twice—once to gather the participants' reactions to the waterfront uses or activities represented, a second time to assess preferred scale and appearance of structures to house them. The results showed a preference for public access, recreation, wetland conservation and small-scale marine industry, and an aversion to heavy, polluting industrial uses or waterfront clutter. Residential, commercial and large-scale marine industrial uses were viewed with far less unanimity, indicating potential conflicts within the team and the community. Small-scale, intimate and complex structures and spaces appealed to participants more than large-scale, monolithic structures and large, bare, open spaces.

At a public open house meeting conducted in Raymond in May 1993, a pared-down, 31-slide visual preference survey was administered to groups of stakeholders and citizens. The results were charted, compared and presented to the planning team (figure 24). (Table 5 shows a compilation of the scores, and tables 6 and 7 chart the differential responses to one of the slides by the planning team and members of the community attending the open house.) No serious divergence was evident between the planning team's responses and those of the broader public.

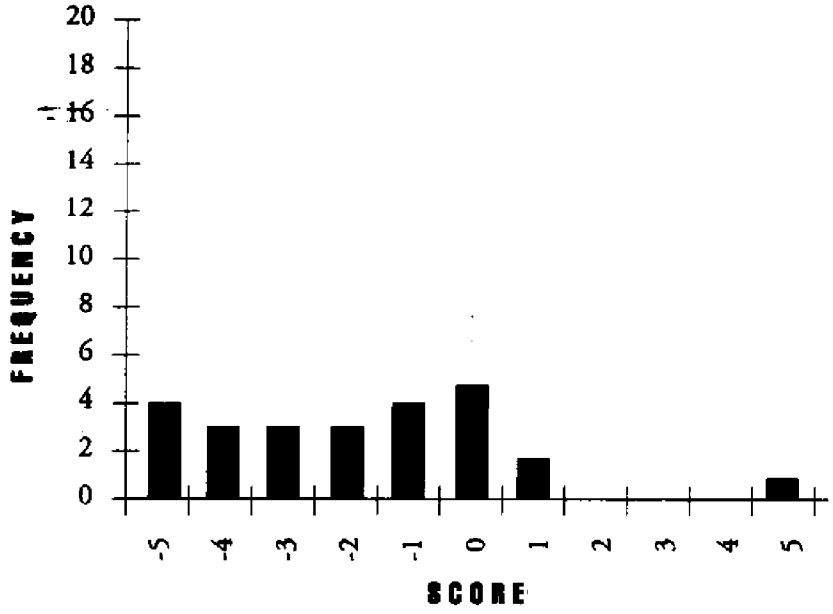
A visual preference survey was also conducted in Warrenton for both the planning team and several local groups. It served principally as a menu of ideas for planning team members as they identified what kinds of development they wanted on the waterfront.

Despite the interest shown by stakeholders and the public in planning for the future of their waterfront, some members of the planning team began to exhibit nervousness about prescribing uses and activities for private property; they felt the waterfront plan should deal only with public lands and structures. Since most of the lands along both banks of the river adjacent to downtown Raymond were owned either by the port or the city, this property rights issue never seriously jeopardized the planning process in that city. In Warrenton, however, the issue took on more ominous overtones, caused repeated delays in scheduling a plan design workshop and threatened to derail the plan (see below).

Develop alternative design schemes. Developing several alternate formal waterfront plans proved too time-consuming and demanding of the Raymond planning team and was criticized by one of our own co-investigators as being "too academic" for application in a small community. Instead, specific uses, activities and structures to house them were considered and selected or rejected as the plan emerged. This process was accomplished through a "visual preference group discussion," in which blown-up photographs of alternate waterfront arrangements were shown, one by one, to the planning team members and their reactions recorded (figure 25). The investigators selected the photographs after analyzing the results of the visual preference surveys conducted earlier and displayed them at a waterfront design workshop held in November 1993. Here, a consensus emerged about the type and scale of waterfront development in Raymond and the kinds of activities and uses it should sup-

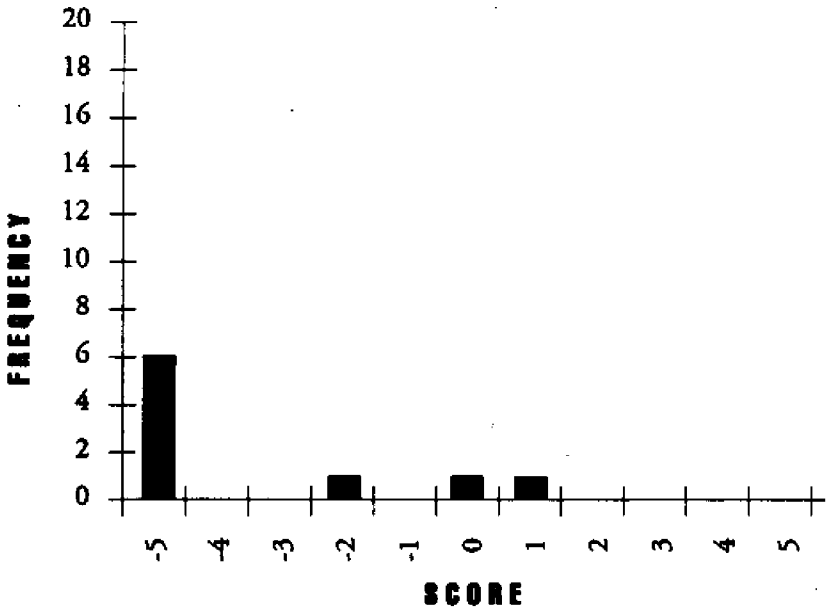
Code	Description	Hi	SL	Series	-5	-4	-3	-2	-1	0	1	2	3	4	5	Sum	Mean	Variance
55	Lookout Park and totem		28	A						1			3	4	17	25	4.40	32.00
43	Floating moorage		22	A							1	2	4	1	17	25	4.24	36.62
51	Walkway w/ lampposts		26	A							2		2	7	14	25	4.24	32.62
37	Boardwalk on piles		19	A			1				2		1	3	18	25	4.16	85.47
53	Viewing tower and pier/person		27	A						1		2	4	5	12	24	4.00	40.00
45	Crushed rock trail w/landscaping		23	A		1				1		3	2	3	15	25	3.80	108.00
27	LaConner waterfront		14	A					1	1		2	5	7	9	25	3.64	59.77
23	Olympia retail office walkway		12	A		1				1	2		4	8	9	25	3.48	104.23
61	Blue viewing tower		31	A						3		1	6	8	6	24	3.42	55.92
41	Information sign		21	A		1			1			4	5	4	10	25	3.36	109.77
57	Gilman Village		29	A		1			2	1		2	1	8	10	25	3.32	137.38
21	Cormorant sculpture		11	A	1					2	1	1	6	5	9	25	3.24	126.62
59	Sports fisherman		30	A				1		1	2	3	5	5	7	24	3.17	77.36
39	Medina historic district facades		20	A		1			3		2	3	3	5	8	25	2.80	144.00
25	Wall mural		13	A		1	1		1	1	2	1	3	8	6	24	2.79	149.86
9	Blue working boat		5	A						3	4	1	7	1	5	21	2.67	62.69
11	Shelton boardwalk		6	A	1					2	4	2	6	2	7	24	2.67	127.36
33	Seafood market frontage		17	A	1			1		3		3	8	4	5	25	2.56	138.07
47	Fishing nets		24	A			1		2	1	2	4	6	3	5	24	2.50	106.00
35	Restaurant/parking lot		18	A	1	1	1	1	2		2		4	6	7	25	2.28	235.08
17	Boat in drydock		9	A			1		2	2	3	4	6	2	4	24	2.17	103.36
31	House on piles		16	A	2		1			3		7	4	4	4	25	1.96	190.92
7	RV park with water view		4	A		1	2		1	3	3	3	5	5	1	24	1.58	139.92
19	Park river geese		10	A	3		1	1	2	2		2	2	5	6	24	1.58	285.92
13	Waterfront Blue Motel		7	A	1	1	3		1	3	3	1	3	4	5	25	1.44	240.07
49	Boat drydock rail car		25	A		1	1	4	1	4	4	1	5		2	23	0.65	135.16
3	Boat repair/welder		2	A	1		1	4	2	5	2	4	2	2	2	25	0.64	159.77
29	Creek Street reflections		15	A			5	2		4	4	1	5	2	1	24	0.63	153.70
5	Shelton working waterfront		3	A	2	2	5	4			3	2	3	1	3	25	-0.24	270.62
15	Boat building sheds		8	A	1	2	4	5	3	3	1	1	2	1	2	25	-0.60	196.00
1	Small retail square front		1	A	4	3	3	3	4	5	2				1	25	-1.76	140.62

Table 5. Results of the visual preference survey administered to Raymond stakeholders and citizens.



Slide description: Small retail square front. Mean score: –1.76 Variance: 140.62

Table 6. Community members' response to Raymond design preference survey slide



Slide description: Small retail square front. Mean score: –3.44 Variance: 48.19

Table 7. Planning team's response to Raymond design preference survey slide

port. The investigators, with the help of a consultant and urban design and landscape architecture students (figure 26), incorporated these preferences into a single draft set of plan graphics that was presented first to the planning team and then, following modifications, to the general public at an open house in May 1994 (figure 27). The process took at least 20 weeks, including a partial hiatus during the period from Thanksgiving through New Year's Day.

Dubbed the "Raymond Waterfront Redevelopment Plan," the plan graphics presented the community's vision for the future of Raymond's riverfront at two scales: a regional map showing river and bicycle trails, boating facilities, campgrounds and other proposed improvements along a 10-mile reach of the Willapa River (see map on p. 7); and a detailed colored rendering showing a three-dimensional (axonometric) view of the downtown riverfront with proposed improvements in place—a public boat landing, riverfront bike and pedestrian trails, an interpretive center, downtown street improvements, a new privately proposed "resort inn," a pedestrian river bridge at a former highway river crossing (figure 28) and several commercial and industrial developments proposed on port and private land holdings on the opposite bank (figure 29).

An accompanying text laid out the community's riverfront planning goals and objectives, as well as an action agenda to achieve them. As mentioned earlier, much of the written text addressed programmatic as opposed to physical planning objectives—the former being difficult to map or depict graphically, dealing as they did with organizational or institutional issues.

In Warrenton, a design plan was developed during two design workshops that focused on two top priorities: public access and commercial and industrial development along the Skipanon. However, the two workshops were separated by more than seven months and little progress was made in the interim for reasons described below.

The first of Warrenton's design workshops was a two-day affair that involved walking the entire riverfront planning area, identifying alternative routes for what became known as the waterfront trails network or system and determining potential waterfront access sites and improvements (figure 30). What resulted was an 11-segment trail system and 10 access sites, many of which were totally undeveloped. The workshop results were portrayed on an overlay of the large photo-map and on a poster that included before and after photos and drawings for each of the proposed access sites (figure 31). Planning team members unveiled the display of their work to more than 200 local residents at a community fish fry the next week, receiving a very positive response.

The second plan design workshop—the Skipanon Waterfront Workshop—was scheduled soon thereafter but was delayed four times because of uncertainties among planning team members about the need for the workshop (some felt that the public access workshop was sufficient and wanted to end the process). The representative of the port of Astoria was concerned about having the planning team make suggestions for the east bank of the Skipanon while the port was engaged in discussions about a potential industrial project there, and other members were saying that the planning team had no business telling private property owners what they should do with their land. This was complicated by a crisis at the port that resulted in the resignation of the port director and other key staff. The ensuing planning team debate was alternately acrimonious or suspended, with occasional meetings to discuss whether or not a Skipanon workshop should be held.

Finally, the planning team gave in to local staff and university team pressure and held the one-day workshop in April 1994, which featured waterfront property owner and business panels and design assistance from landscape architecture faculty and students from the University of Oregon. The planning team vice-chair, ambivalent about the workshop earlier, said: "This is the best thing we've done" (figures 32 and 33). The results of this workshop were incorporated into the final draft of the plan and displayed at a public open house conducted as part of the final plan adoption process. The result of this and earlier delays, however, was to put plan adoption about a full year behind the original schedule.

Make cost estimates. In both communities this task was deferred until detailed designs for pro-

Figure 24. The results of the visual preference survey administered to stakeholders and citizens were charted, compared and presented to the planning team.

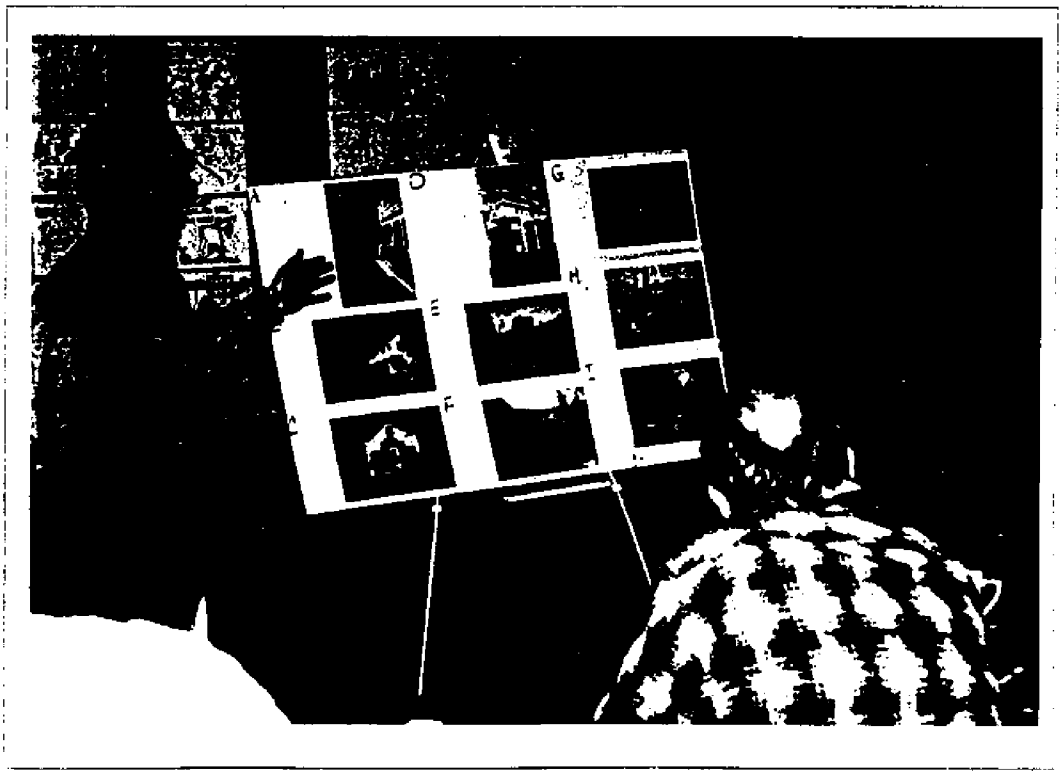


Figure 25. In the visual preference group discussion, blown-up photographs of alternate waterfront arrangements were shown to the planning team members and their reactions recorded.

Figure 26. A consultant and a group of urban design and landscape architecture students incorporated the results of the group discussion into a single set of draft plan graphics.

Figure 27. The draft set of plan graphics was modified then presented to the general public at an open house.

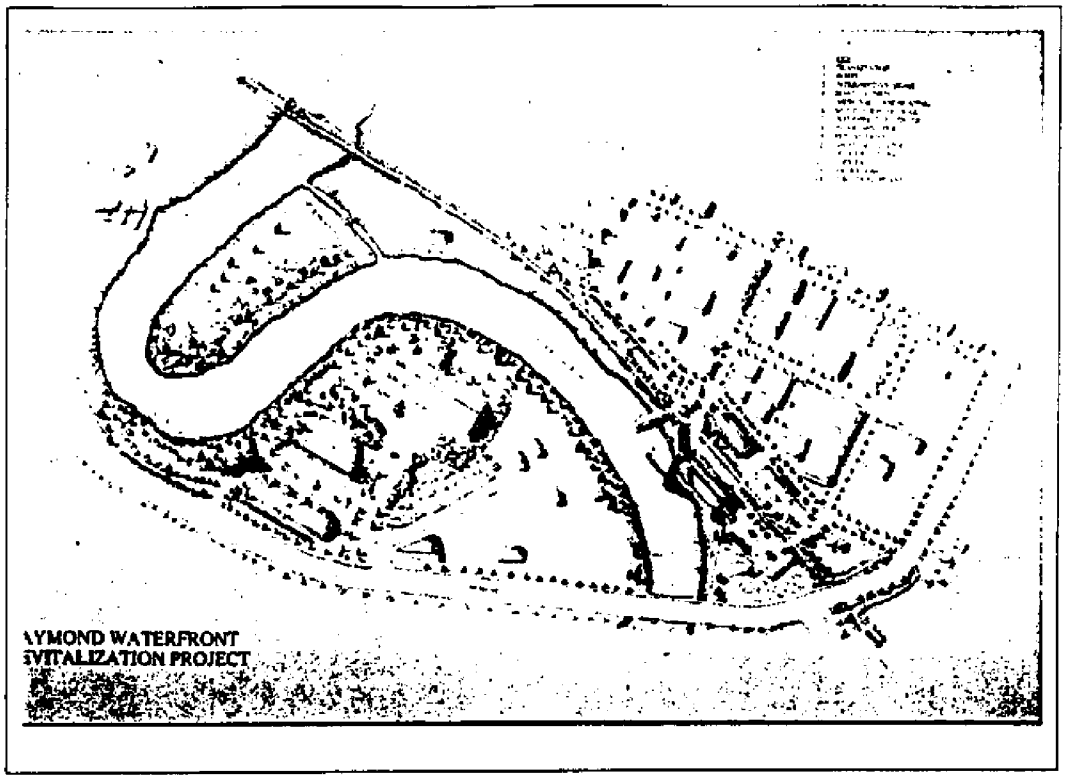


Figure 28. The Raymond plan graphics included a three-dimensional view of the downtown riverfront with proposed improvements in place.

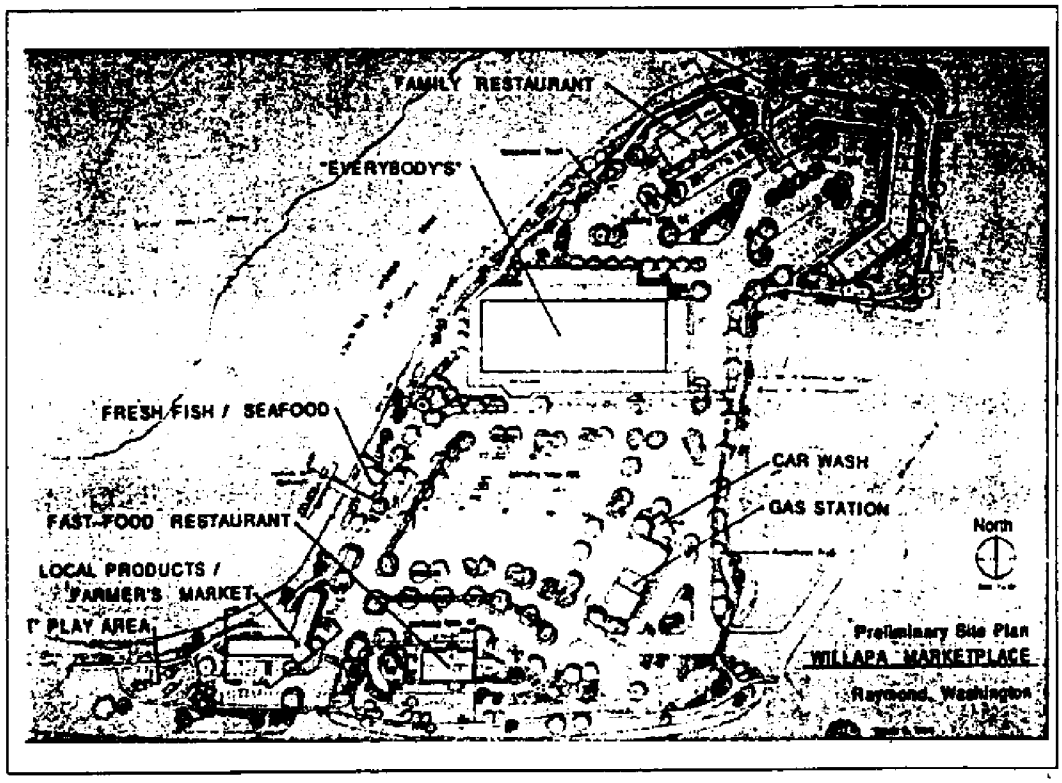


Figure 29. Several commercial and industrial developments were proposed for port and private land holdings on the bank opposite downtown Raymond.

Figure 30. The first of Warrenton's design workshops was a two-day event that involved walking the entire riverfront planning area.

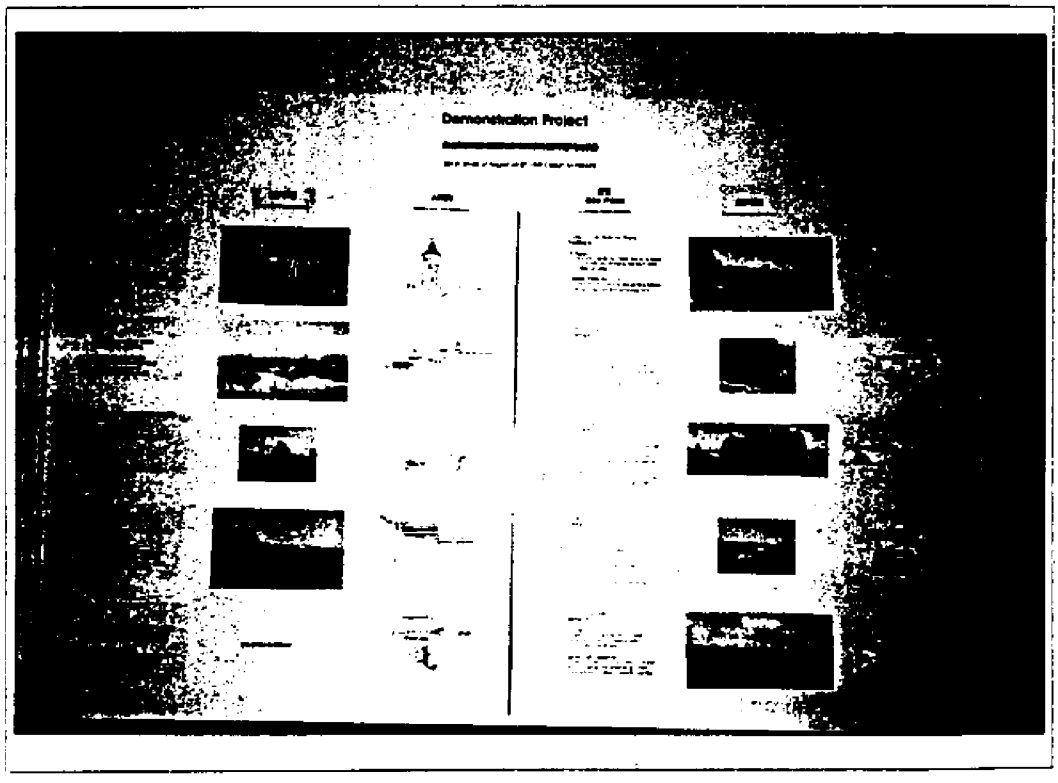


Figure 31. The result of the Warrenton design workshop, an 11-segment trail system and 10 access sites, was shown on an overlay of the large photo-map and on a poster.

Figure 32.
The second plan design workshop, the Skipanon Waterfront Workshop, was held in April 1994 after much delay and disagreement. A team member later called the workshop "the best thing we've done."

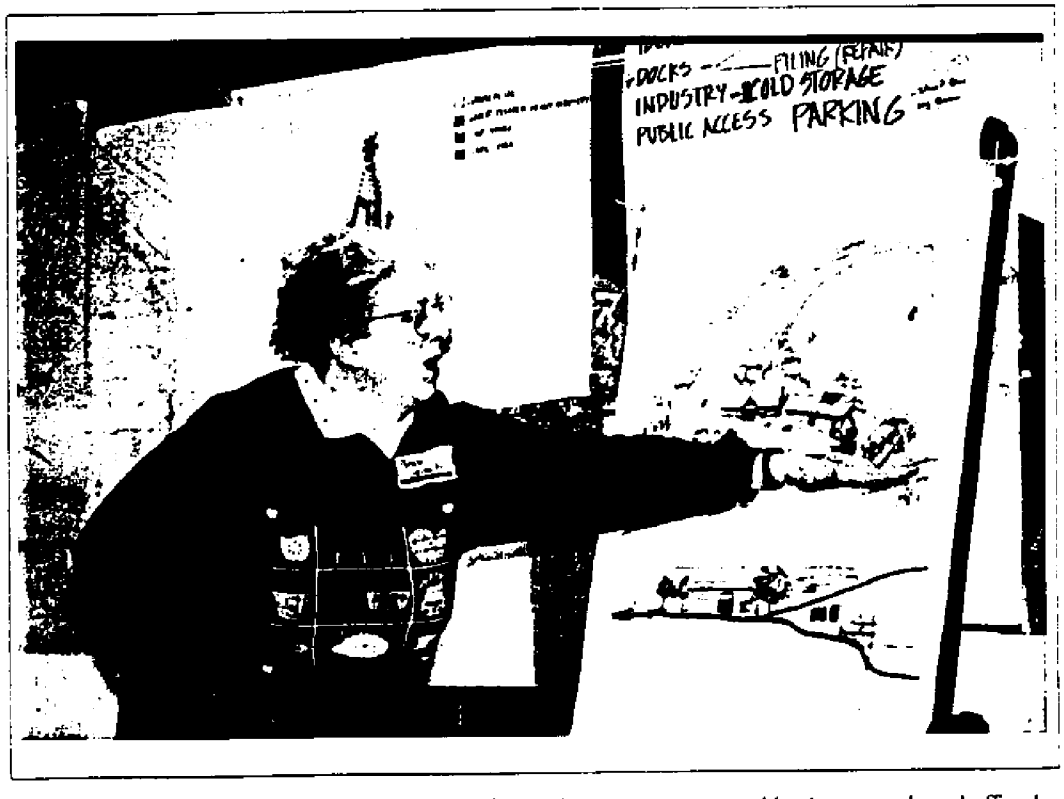


Figure 33. The Skipanon Waterfront Workshop featured property-owner and business panels and offered design assistance from landscape architecture faculty and students of the University of Oregon.

posed improvements were under way during plan implementation. By the end of the study period in Raymond, the downtown public boat landing and South Bend-Raymond rails-to-trails segment improvements were designed and engineered, permits were obtained and cost estimates made. Because of the city's past successes in finding funding sources for similar kinds of public improvements, no one in the community seriously questioned the costs of either of the two projects. In Warrenton, only one project has been taken to the cost estimate stage—the Third Street Waterfront Park, which is the planning team's initial public access development effort.

Evaluate designs and synthesize final design plan. These tasks were embedded in development of a single design plan in both Warrenton and Raymond. Much discussion and give-and-take occurred during planning team meetings as the design student assistants sketched in various ideas suggested by the planning team members and presented them for their review at subsequent meetings.

Adopt the waterfront plan. Raymond's waterfront redevelopment plan was presented to the community for review at an open house May 5, 1994. No significant changes were suggested, and the plan was adopted by vote of the City Commission on June 6, 1994, and by the Port Commission on June 9, 1994.

Warrenton's plan was adopted by the waterfront planning team on July 28, 1994. The Planning Commission held a public hearing on the plan on August 10, recommending its adoption by the City Commission. The City Commission adopted the plan on September 21, 1994, but not without controversy. The mayor and several local residents objected strenuously to the plans for the Third Street River Park (the initial waterfront demonstration project, for which a grant had been obtained). The objections to the park were primarily of the "not-in-my-backyard" variety and were ironed out in subsequent discussions with affected landowners. The port of Astoria was scheduled to approve the plan September 16 but delayed action until disagreements with the city over land ownership on the east Skipanon property could be resolved. The port finally approved the plan October 18, 1994. (Appendices A and B contain copies of the final adopted waterfront plans for Raymond and Warrenton, respectively.)

Concurrence among city and port officials on the plan's vision and goals, together with a joint commitment to implement them, augur well for success in both communities.[20]

STAGE IV
IMPLEMENTING THE WATERFRONT PLAN

Appoint waterfront revitalization management team. In Raymond the mayor appointed three new members to the waterfront planning team at the end of the first year, and all the active members elected to continue to serve during the plan implementation phase. Warrenton's plan calls for appointment of a Waterfront Revitalization Advisory Committee at the time of plan adoption to advise the city and port on actions needed to implement the projects in this plan; to encourage and assist in organizing the special groups or feasibility studies needed to foster or undertake specific projects or actions in the plan; to help identify project sponsors, funding sources, specific land use constraints, permit needs and requirements; and to undertake additional projects as desired by the city and port. Staff assistance for the Waterfront Action Committee would be provided by the city, port and CREST with continued technical assistance from OSU Extension Sea Grant.

As of the end of 1994, the implementation team had not been appointed, but the city planner assured that one would be appointed soon because Warrenton had gotten approval of an additional trail construction grant and needed to decide what segments to begin first. Work on implementation has in part been held back due to the ongoing heavy work schedule associated with the wetlands conservation plan the city has under way. There has been simply too much for one planner to do to

[20] Sabatier and Mazmanian's (op. cit.) fifth condition for effective program implementation entails "...support by organized constituency groups and a few key (elected officials) throughout the implementation process ..." Port, city and downtown business groups' support of the Raymond plan, and the absense of any known opposition, suggest this condition is satisfied in Raymond.

keep both processes running concurrently.

Implement land and water use controls and incentives. This task was under way on several fronts in Raymond even before the waterfront revitalization effort started. First, through voluntary participation in the comprehensive planning activities called for in the state's 1990-91 growth management act and amendments, the city of Raymond contracted with the Pacific County Regional Planning Council to delineate urban growth and critical areas and to update its comprehensive plan. Second, work was under way to update the city's shoreline master program, adopted in 1974. In this document the entire downtown had been declared a floodplain and subject to shoreline management jurisdiction, a condition that led to frustration and inappropriate delays in approval of upland development projects. Third, a floodplain study was under way to address urban flood protection strategies and wetland protection policies. Finally, the "highest and best use" study, referred to earlier, had been commissioned to guide economic development and land-use strategies in Raymond.

Much of the planning team's time during the first year was taken up with briefings on the progress of these studies and on integrating waterfront planning activity with the new information and recommendations arising from them. As a result, land- and water-use controls that were consistent with the emerging waterfront plan were being designed concurrently. The shoreline master program amendments included very specific public access requirements along both shores of the river adjacent to downtown while maintaining regulatory flexibility for upland developments.

During summer 1994, following adoption of the waterfront plan, two urban design students worked with the Raymond planning team to revise the downtown zoning code—for the first time in more than 50 years. They proposed a series of new zones and a detailed land- and water-use matrix showing the permitted, conditional and prohibited uses in each zone, and coordinated with the recently amended shoreline master program. The students also made suggestions for design review standards to assess the aesthetic and community impacts of new construction or of the remodeling of existing buildings in the downtown core. Finally, a sign ordinance was proposed that would ensure new signs met contemporary urban design standards for size, scale, color and location on building facades.

At press time the city engineer was considering adopting these measures in the form of an interim zoning code, pending adoption of the new Raymond comprehensive plan and development regulations under the Growth Management Act (GMA). Alternatively the measures would be incorporated into the GMA documents at a later date.

Warrenton has already made most of the zoning changes needed to implement its public access and trails network. Other needed land-use controls are outlined in specific projects or actions identified in the plan (e.g., simple design standards for downtown and the adjacent Skipanon waterfront). The plan also discusses the need to integrate the waterfront plan into the ongoing development of a Wetlands Conservation Plan, the potential for the plan to serve as the basis for a public access element of the Warrenton Comprehensive Plan, and the integration of other elements of the waterfront plan into the Warrenton Comprehensive Plan as part of periodic plan review due to begin soon.

Phase waterfront development. At time of Raymond's plan adoption, several priority projects had been identified, designed and funded, or were then entering the design engineering phase. The design and phasing of one of these—the downtown boat landing—was to have been integrated with a private resort inn development proposed on an adjacent site purchased from the city. Detailed design of the private development has not begun at time of writing, but the boat landing was deemed of such central importance to the success of the waterfront plan that the city decided to proceed independently (figure 34). Rails-to-trails and adjacent street improvements are expected to proceed in parallel with the boat landing, the design of which includes parking, public restrooms and interpretive panels.

In Warrenton, the planning team set explicit priorities for projects and actions in the plan, designating each as Priority A (high), B (medium), or C (low); these were suggested as general guidance but not hard and fast determinations. Although

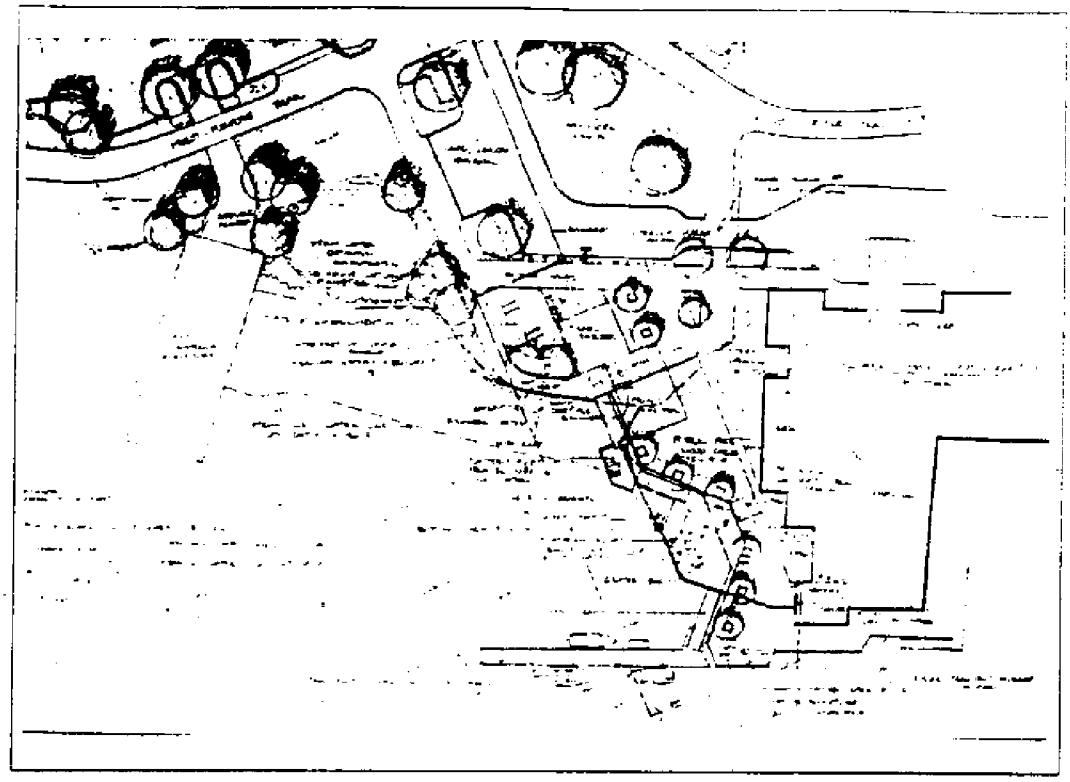


Figure 34. The boat landing was deemed so important to the success of the waterfront plan that the city of Raymond decided to proceed independently with it.

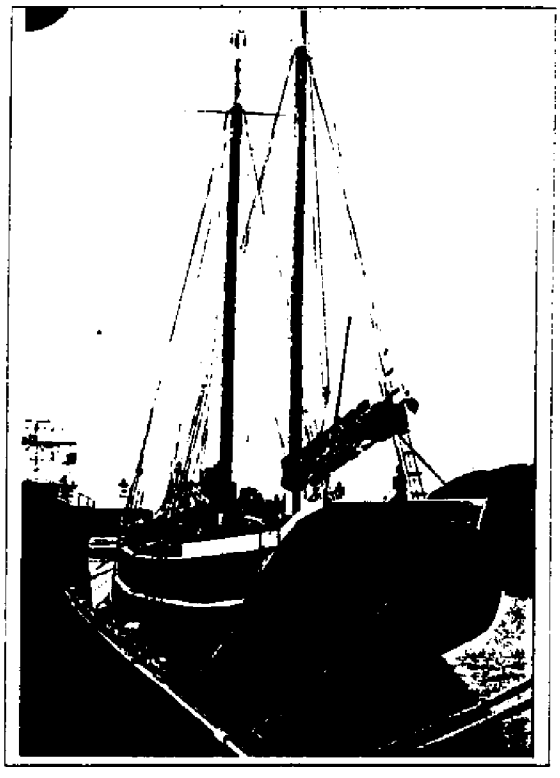


Figure 35.
Thanks to the Raymond plan's visibility, the owner of a mariners museum and the historic Baltic ketch the *Krestine* has decided to relocate these attractions from Gig Harbor to Raymond's public boat landing.

planning team members did not establish criteria for making these decisions ahead of time, it turned out they gave higher priority to access and trails projects that were in the most undeveloped state. That is, their priority was to get an overall public access and trails network in place as quickly as possible.

Identify project sponsors and funding sources. The city of Raymond received a CZMA §306 grant of $23,095 for design and permitting of a public landing and related improvements discussed above. Construction grants of $75,000 from the Washington Department of Natural Resources Aquatic Lands Enhancement Account (ALEA), $174,000 from the Washington State Interagency Committee on Outdoor Recreation (IAC) and $30,000 from Washington Department of Ecology's CZMA §306A program, together with a $30,000 ALEA grant for interpretive programs and brochures, will enable the city to implement this central feature of the waterfront plan. The city also acquired more than $1 million in state and federal transportation grants to improve Alder Street, surface the rails-to-trails right-of-way from Raymond to South Bend, install a pedestrian deck and railings on the old Burlington Northern railroad swing bridge across the South Fork of the Willapa River and construct "intermodal transit facilities" adjacent to the downtown waterfront.

With help from the OSU technical assistance team, Warrenton also received a CZMA §306A grant, an award of $20,650 for the proposed Third Street River Park adjacent to downtown and the Skipanon. CREST, on behalf of Warrenton, has also received an $11,000 grant to begin work on trail segments A and B, extending from the Hammond Boat Basin to the existing E.H. Carruthers Park along the Columbia River waterfront.

Acquire waterfront land parcels. By the end of the first year the city of Raymond had acquired nearly all the land lying between the South Fork of the Willapa River and the Burlington-Northern railroad right-of-way. One critical parcel was sold to the developer of the private resort inn on condition development be under way within one year (expiring June 1995). In fall 1993 the Washington Parks and Recreation Commission took title to the rails-to-trails right-of-way passing through Raymond's riverfront. Thus, the entire riverfront adjacent to downtown, except for one small parcel, is under direct or indirect public control. The remaining small parcel houses a one-story commercial structure—Das Bruckenhaus—on an abandoned bridge abutment. The plan calls for either improving the structure for more appropriate use (e.g., specialty retail or restaurant) or demolishing it to make way for a new pedestrian bridge across the South Fork.

Market the concept plan. All waterfront stakeholders in each community have been either involved in or kept apprised of the waterfront planning activities. Thus, development opportunities envisaged in the plan documents are well-known among landowners, business folk and prospective local developers and investors. One result of the plan's visibility has been the decision by the owner of an historic tall ship and mariners' museum to relocate the *Krestine*—a Baltic ketch—and his museum from Gig Harbor, Wash., to the Raymond riverfront. Pending construction of the public boat landing, the vessel is moored temporarily at the port of Willapa Harbor dock (figure 35). Negotiations are under way with the lessee of an historic waterfront building, currently owned by the state Parks and Recreation Department and used as a saw shop, to move to another city-owned building. The mariners' museum would be given rent-free or substantially below-market use of part of the saw shop building, with the remaining floor area given over to concessions and public restrooms.

With the help of a university planning student over summer 1994, work is under way in Raymond on a brochure to market the waterfront plan among potential developers from both inside and outside the community.

Demonstration development project. During the same Raymond City Commission meeting at which the waterfront plan was adopted, work on three waterfront projects, including the public boat landing, rails-to-trails improvements and production of riverfront interpretive panels, was authorized. Several other projects identified above are

in the design or permitting phase. Piling for the public boat landing has been purchased and will be driven during a scheduled Washington Department of Fish and Wildlife fisheries "window" on the Willapa River in mid-March 1995.

In Warrenton, work on the Third Street Waterfront Park is under way (figure 36 shows the layout of the proposed park). The roadbed and parking area have been cleared and readied for gravel, which will be installed in March 1995. The boat dock construction and signage preparation will begin in January 1995; the entire project is due for completion by March 31, 1995.

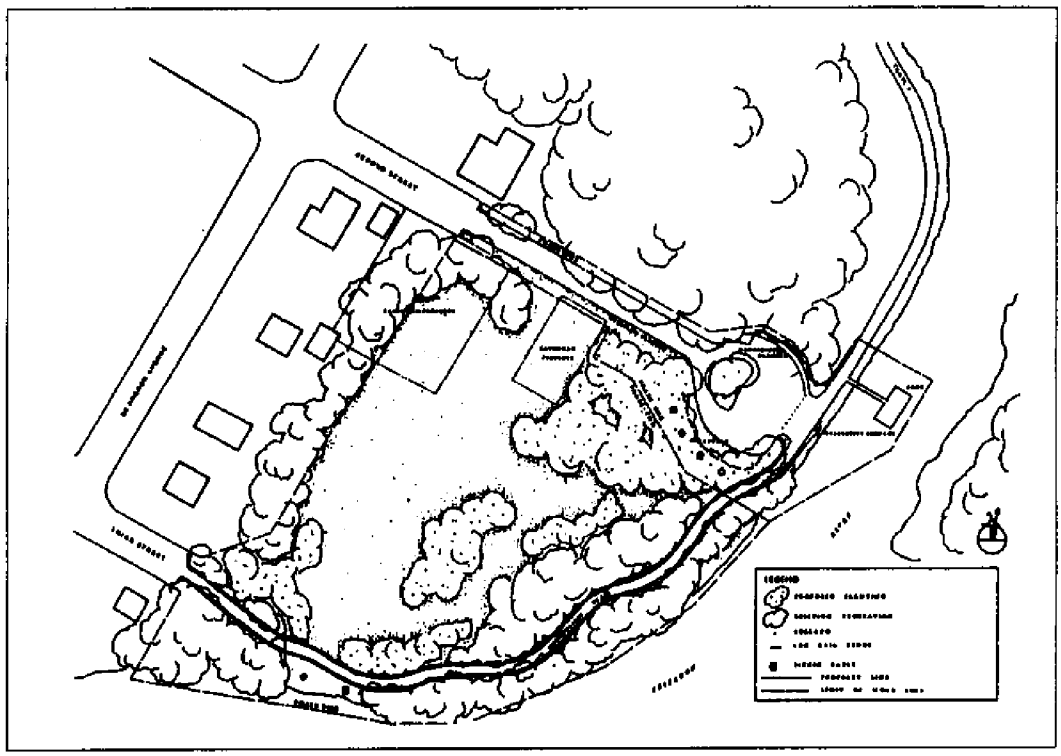


Figure 36. Layout of Warrenton's proposed Third Street Waterfront Park.

Project Impact Assessment

Background

Successful waterfront revitalization is manifested in a variety of ways: Infrastructure is upgraded; investments are made in waterfront land and improvements; visits to the waterfront increase; jobs and income are created; and economic multipliers create ripple effects in the local economy. In addition, the appearance of the community is improved, local pride is enhanced, community leadership's capacity to plan is increased, and an old, disused community asset is used in new ways.

Unfortunately, while the qualitative physical and social changes on the waterfront are relatively easy to document, the economic changes they bring to the community may not be so easy to measure. Economic growth, if it occurs over the five years during which we will be monitoring Warrenton and Raymond, could be attributable to a variety of causes unrelated to either their waterfronts or this project. Regional population growth, an influx of retirees, a major new employer, or siting of a governmental service facility such as a hospital or prison in or near either community—these are the kinds of generative forces that also cause a community to grow. Conversely, layoffs in a local industry or downturns in resource-based occupations could negate positive changes induced by waterfront activity. The task of separating these effects is likely to be difficult and expensive. The problem is partly conceptual, partly operational.

First, new waterfront visitor and tourist-driven purchases are likely to occur in establishments that also serve the local population—restaurants, gas stations, bars, grocery and drug stores, etc. Thus there are new "export" or "basic" sales occurring in the same local sectors as "service" or "non-basic" sales, and only the former have the capacity to induce new economic activity. Apportioning increased total sales between these two kinds of customers would have to be a judgment call by the business owners. Second, not all visitors and tourists are drawn to the community by waterfront activities and amenities; there are now, and will continue to be, other reasons to visit Raymond and Warrenton. Third, both communities are located on principal access routes to beach resorts and major state parks; through-traffic on these highways accounts for some significant portion of sales of retail goods and services. Consequently, growth or decline in traffic counts due to exogenous factors may mask other local causes of new tourist-driven economic activity.

We therefore conclude that reviewing aggregated, published economic data such as labor statistics and economic and population censuses before and after waterfront revitalization, while useful for characterizing changes in overall community economic health, is unlikely to yield meaningful conclusions about the effects of small-scale change on the waterfront—the signal-to-noise ratio may be much too small. Such review is, however, a necessary adjunct to more targeted approaches.

Surveys, on the other hand, are expensive undertakings if their results are to be rigorous. Surveying *local businesses* at the end of five years would yield informed opinions on the origin of new business but likely would not produce rigorous data. Surveying *customers* to determine their origin and reasons for being in the community, if they are from elsewhere, would need to be carefully planned to account for weekly and seasonal variations, and this would be logistically an enormous and expensive undertaking.

Methodology

COMMUNITY PROFILES

Community profiles using the latest available U.S. Bureau of Census population and housing data (1990), Bureau of Economic Analysis employment data (1991), and state agency employment and sales data (1992) have been compiled in a report for each community by economic consultants. While state- and county-level economic data are reported at fine scale from such sources, city-level information is sparse—data disaggregation to this scale is often precluded by agencies' disclosure laws. Furthermore, neither the 1992 economic censuses nor County Business Patterns for that year were published at time of writing. Until they are available, the investigators lack comprehensive economic baseline data that are contemporaneous with the project start-up year. Comparable data for 1997 will be unavailable until at least 1999. However, some data can be monitored on an annual basis—state estimates of population for off-census years, BEA income data, and County Business Patterns business establishment sales and employment—though the level of disaggregation here remains a problem. Aware of this fundamental data problem, the investigators decided to undertake two kinds of replicable surveys in each community.

WATERFRONT STAKEHOLDERS SURVEYS

First, waterfront stakeholders, including local waterfront landowners and businesses, were surveyed in person by members of the community planning teams. They were asked for current (1993) employment and payroll information and their plans for expansion. Raw survey data are being held by the city of Raymond, which released to the investigators only anonymous responses. These same stakeholders, wherever possible, will be surveyed again in 1997 to identify changes in their businesses and in their expectations for the future. Where changes in business employment, income or land values have occurred, the stakeholder will be asked to attribute them to a cause or causes; in many cases this will give us an unambiguous, though necessarily anecdotal, linkage between waterfront improvements and business expansion or increased market value of land. Such anecdotes can be compelling evidence of community and economic change, even where the actual dollar amounts are "soft." The surveys will also yield information concerning changed community attitudes about the waterfront and the role it plays in community life. Based on our stakeholders interviews, we will identify new businesses or property owners whom we should interview in depth to identify additional economic impacts.

PHOTOGRAPHIC STREET SURVEYS

As a second source of information on the project's impact, university team members undertook comprehensive photographic street surveys that would capture visual information about downtown businesses judged most likely to benefit from waterfront revitalization. These photographs have been linked to county assessors' parcel numbers to track changes in ownership and the value of land and improvements. At the end of the fifth year the survey will be repeated to identify new street-level businesses or physical changes that have been made to existing business properties. Photographs will reveal important qualitative changes such as general sprucing-up of properties, new signage, improvements and additions to downtown properties, installation of street furniture, etc. Both gross and subtle physical changes in the "townscape" will be detectable, providing geographically specific clues about new business activity. These clues, in turn, can identify businesses to survey for further information about employment and income changes, and their attribution or not to the NCRI project.

In addition to the business districts, complete photographic documentation of other parts of both communities' waterfronts exists. Improvements such as landscaping, trail development, and new boating and kayaking facilities outside the downtown areas that may have been undertaken can be identified also.

COMMUNITY MONITORING

Through the two Sea Grant programs—bud-

gets and staffing patterns permitting—contact with the planning teams and local community leaders will be maintained over the intervening years, providing an intimate awareness of subtle, as well as obvious, changes in the two communities' waterfronts and downtown cores. It is this kind of intelligence that will be used to augment and interpret published economic and survey data gathered in future years.

Report

Following repeat surveys of the communities and analyses of published 1997 socioeconomic data, a report will be prepared that identifies the following measures of project impact:

- specific public and private investments in infrastructure and development on, or directly linked to, the waterfront

- estimates of new waterfront-related business activity housed in those developments (the net of businesses relocated from elsewhere in the community)

- estimates of socioeconomic change in Pacific County and Raymond, and Clatsop County and Warrenton, 1992-1997; discussion of divergence between regional and local growth, and probable causes; probable role of waterfront revitalization in each community's growth.

Impacts to date

There are plans for new public and private development at various stages of design, permitting and funding, and while little actual new construction has yet occurred on the riverfronts in either community, piling for Raymond's new public dock has been purchased and stockpiled at the riverbank (Figure 37). However, there are already economic results in the form of grants awarded for the design and construction of demonstration development projects. Until the contracts are awarded, however, it will not be known how much of these moneys' impact will be felt locally. Where awards are given to local engineers, architects or contractors who purchase goods and services from local suppliers, they will have more impact than where the designers and contractors are non-local.

Available in Raymond is approximately $1,300,000 of grants received for projects with varying degrees of connectedness to the waterfront plan. Rails-to-trails and adjacent street improvements ($1 million), public boat landing ($272,000), and interpretive program signs and brochures ($30,0000). City Engineer Rebecca Chaffee has stated publicly that having the waterfront plan graphics available to document the comprehensiveness of the city's vision for the rails-to-trails improvements played a pivotal role in the award of a $1 million intermodal transportation grant. The other two grants are directly tied to the waterfront plan.

Funds are also secured for plan implementation in Warrenton—$20,650 306A CZM grant for Third Street Park; $11,000 for trail and accessway improvements.

Figure 37. Piling for Raymond's public dock has been purchased and stockpiled at the riverbank.

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