

SCHOOL OF MARINE AFFAIRS, UNIVERSITY OF WASHINGTON

**GOVERNMENT AND PRIVATE SECTOR ROLES IN URBAN WATERFRONT  
RESTORATION**

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**CASE STUDIES FROM PUGET SOUND, WASHINGTON**

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**2/1/2011**

Research Funded by:



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## Waterfront Revitalization in Washington

As structures built in the past century fall into disrepair and new uses of waterfront property are demanded, cities and towns are turning to waterfront revitalization projects to rebuild their waterfronts. In the United States, major projects in cities including Boston and Baltimore have transformed the waterfronts of these cities into major attractions for tourists and locals alike.

In Puget Sound, a number of communities, both large and small, are undertaking waterfront revitalization projects of their own. Communities including Gig Harbor, Bremerton, and Tacoma have already made significant improvements to their waterfronts, while many others are planning their own waterfront revitalization projects. The general strategies employed by these towns, as well as specific case studies examining constructed projects will be the focus of this report.

This document is broken up into four main sections. The first section describes urban waterfront revitalization projects broadly, and includes information about the motivations for projects, funding methods, and the types of projects completed. The second section lays out the methods used for this case study. The third section discusses the results of a general survey of professional waterfront planners. The fourth section details four case studies from the Puget Sound region of towns that have constructed waterfront revitalization projects, namely Gig Harbor, Bremerton, Port Townsend, and Tacoma's Thea Foss Waterway. The final section pulls together all of the advice for towns and cities starting waterfront revitalization given by representatives from the four case studies. Importantly, the Appendixes contain materials from the survey and study, as well as the complete transcripts of all of the interviews.

## Background

Waterfront revitalization in Puget Sound is a topic spottily covered in the literature. This section attempts to broadly summarize the existing literature on the topics most relevant to this report. More detail on these topics as relevant to each of the four case studies – Gig Harbor, Bremerton, Port Townsend, and Tacoma's Thea Foss Waterway – will be provided in their respective sections later in this report. This report also deals exclusively with urban waterfront revitalization.

## What is waterfront revitalization?

The term "waterfront revitalization" encompasses a wide range of projects. However, the common thread that ties together these diverse projects is the desire to turn underperforming waterfronts into more economically, socially, and environmentally beneficial places. It is the reclamation of underutilized and derelict lands through private and public investment. Brownfields are often seen as prime candidates for revitalization (De Sousa, 2002). Brownfields are "abandoned, idled, or under-used industrial and commercial facilities where expansion or redevelopment is complicated by real or perceived environmental contamination" (EPA, cited in De Sousa, 2002). Further, redeveloping

Brownfields is thought to be more economically and socially sound than developing greenfields, which are agricultural lands on the outskirts of town (De Sousa, 2002).

The “crucial first step” for all waterfront revitalization is for municipalities to recognize “that vacant or underutilized waterfront land is not a desirable use, and that the coexistence of both water-dependent and non-water related uses in close proximity to the shoreline is both an environmentally and economically sustainable goal” (Surdyke, 2009). Waterfront revitalization has a cyclical nature as well, going through development, deterioration, neglect, and reuse cycles (Bunce and Desfor, 2007). Many towns across the United States and Canada have embraced the sentiment expressed in Surdyke (2009) and have undertaken or are considering waterfront revitalization projects. These include larger cities like Portland, Oregon; Vancouver, British Columbia; and New York City, NY; Toronto, Ontario; and Boston, MA as well as smaller cities and towns including Sheboygan, WI; Kenosha, WI; LaCrosse, WI; Providence, RI; Chattanooga, TN; Hartford, CN; Little Rock, AR; Indianapolis, IN; Louisville, KY; and Syracuse, NY, among others.

## What types of projects are called waterfront revitalization?

On the east coast, waterfront revitalization projects have been characterized by retail and tourist-oriented developments (Surdyke, 2009). These include Baltimore’s Inner Harbor, a shallow water port that fell into disuse as the need for deeper water ports emerged. The key development here was Harborplace, which contains 100 shops, restaurants and food merchants (Surdyke, 2009). This development sparked other similar waterfront retail centers in Boston, New York City, Jacksonville, and Miami. These developments have been criticized as too generic, leading to a ‘predictable and inauthentic’ waterfront experience.

In contrast, waterfront revitalization projects in the Pacific Northwest have been undertaken largely by small to medium cities. Their motivations are economic and environmental, and as a result, their approach has been “a distinct approach that incorporates and protects water-dependent uses while at the same time introduces non-water dependent uses such as commercial, cultural, residential, and recreational... the re-envisioned urban waterfronts of the Pacific Northwest seek a balance of uses that maintains historic maritime heritage and existing water-dependent uses” (Surdyke, 2009). Environmental remediation of contaminated ex-industrial sites is also an important part of many projects.

Specifically, waterfront revitalization projects in the Pacific Northwest have included:

- Public parks,
- esplanades,
- space for public markets,
- condominiums and apartment buildings,
- including both affordable and market priced housing,
- retail buildings,
- revitalized industrial uses,
- historical preservation,
- waterfront restoration,

- educational centers,
- ferry terminals,
- museums, especially historic maritime museums,
- living heritage centers,
- community centers,
- private and public marinas,
- and new or improved water dependant industry uses.

One common waterfront revitalization project both in the Pacific Northwest and elsewhere is a waterfront walkway. Community benefits from waterfront walkways may include conservation, preservation of historic buildings, education about the history, ecology, and hydrology of the waterbody, and recreational opportunities (ConsultEcon, unknown). Towns around the United States have built and experienced positive effects, including high numbers of park visitors, increased local business activity, and additional private investment (ConsultEcon, unknown).






Common project elements in the Pacific Northwest include environmental (habitat restoration, LEED certification), public access (access to shoreline and new open spaces or parks), water dependent uses (preserving or increasing traditional water dependent uses), educational, cultural, or municipal (museums, municipal or port offices), and residential (Surdyke, 2009).

Importantly, revitalizing existing buildings for new purposes has also been a critical component of many waterfront revitalization projects in Washington. This reuse has a number of benefits, including historic preservation, preserving the character of the city, and displaying the history of the city for residents and visitors alike. Examples include the Albers Mill project in Tacoma, where a historic mill was converted into apartments; two warehouses in Tacoma which have been repurposed as a museum and offices; and the Eddon boat building in Gig Harbor, which has been restored and converted into a living museum where traditional boat building skills are displayed.

## What motivates waterfront revitalization?

There are many motivating factors for waterfront revitalization, and the mix and relative importance varies from city to city. In general, since World War II, and especially since the 1960s, changes in the shipping industry and in how goods are transported caused ports to move away from catering to break-bulk cargo to container cargo, making many existing waterfront structures obsolete and leading to the abandonment of many smaller ports (Ash, 1994, Bunce and Desfor, 2007; for more information see Butuner, 2006). There have also been changes in local industry, which often moved away from raw materials including fish processing and saw mills (Ash, 1994). Non-water dependent industrial uses that were traditionally located along the waterfront have also largely left the urban waterfront (Ash, 1994; Surdyke 2009). As a result of these forces, many urban waterfronts have become obsolete (Ash, 1994), and many cities have been left with abandoned, hazardous, and often contaminated land and buildings along and near their waterfronts (Figure 1). These abandoned properties are often termed ‘urban blight’ or simply ‘blight.’



Stage	Symbol ○ city ● port	Period	Characteristics
I Primitive cityport		Ancient-medieval to 19th century	Close spatial and functional association between city and port
II Expanding cityport		19th-early 20th century	Rapid commercial and industrial growth forces port to develop beyond city confines, with linear quays and break-bulk industries
III Modern industrial cityport		mid-20th century	Industrial growth (especially oil refining) and introduction of containers and ro-ro facilities require separation and increased space
IV Retreat from the waterfront		1960s-1980s	Changes in maritime technology induce growth of separate maritime industrial development areas
V Redevelopment of the waterfront		1970s-1990s	Large-scale modern port consumes large areas of land- and water-space; urban renewal of original core

(Source: B.S. Hoyle, D.A. Pinder and M.S. Husain, ed. *Revitalising the Waterfront*. London, Belhaven Press, 1988)

Figure 1: Diagram of the history of the relationship between cities and their ports. Taken from Butuner, 2006; originally from Hoyle, 1988.

Urban blight is the primary motivation for the present trend of waterfront revitalization. Revitalizing urban blight can increase tax revenues for local governments through property and sales taxes, create jobs, and improve a city's image in the eyes of locals and tourists. Blighted areas can also become areas of focus for drug and gang related activities, and revitalization is seen as a way to eliminate these problems. Inner-city rejuvenation by encouraging people to move back into cities and rebuild and intensify their use promotes the desire for living and recreational opportunities that waterfront revitalization can provide (Muretta *et al.*, 1981).

Perhaps most importantly, waterfront revitalization is often "seen as a means to turn around years of economic downtown for [cities'] downtowns" (Surdyke, 2009). The public has realized that "a healthy and lively waterfront [can] be healthy for recreational purposes and also serve as an important economic link to the downtown" (Ash, 1994). Small towns in particular have been hard hit by the failing fishing and timber economies, as well as the shift from break-bulk to containerized shipping, and are looking towards the development of tourism and attracting different types of industry and business through waterfront revitalization (Ash, 1994).

Waterfront revitalization can also be used to increase public access to the waterfront. The nature of industrial waterfronts often removes public access, and municipalities can install their own public access or require developers to put in public access as part of their development agreement. Waterfront revitalization is also tied to the environmental remediation of polluted land. Remediation often occurs prior to waterfront revitalization, and selling parcels for development can be one way for cities to recoup the cost of remediation. In Washington cities are often dedicated to improving the

shoreline environment, in part because they require approval from the Department of Ecology and the Department of Natural Resources for their waterfront revitalization projects (Surdyke, 2009). In support of this, the coastal zone management policies enacted in Washington State through the Shoreline Management Act aim to ‘increase access to the shore for recreational purposes’ (Muretta *et al.*, 1981). As a result, ‘when approving any shoreline development, cities, counties and the state require that public access be maximized as much as possible’ (Muretta *et al.*, 1981).

To summarize, “basically, most of the revitalization projects in the world were seeking the same purposes. Although every project has their own objectives depending on local conditions, they share some common goals such as redefinition of waterfront’s position in the urban context, remaking the urban image, and regeneration of the economy” (Butuner, 2006). Waterfront revitalization can help cities redefine themselves from industrial cities (a term with negative connotations) and attract investment capital (Wakefield, 2007). Even non-economic changes (such as parks and waterfront trails) can create hope in communities and allows them to imagine and work towards a better future (Wakefield, 2007). The existing literature “views waterfront revitalization as a means to increase the economic vitality of localities, create new public spaces, and increase access to valued cultural and natural amenities” (Wakefield, 2007).

### What are some stated goals for waterfront revitalization?

Waterfront revitalization projects often have a number of stated goals central to their purpose that explain the planned direction of the project and also help illuminate the project’s motivations. For example, the stated goals for the Foss Waterway include:

- Completing the cleanup of the Foss Waterway,
- Reconnecting the foss waterway with the downtown grid,
- Improving public access to the shoreline,
- Preserving water-dependent and water-related uses while introducing mixed uses,
- Historic preservation,
- Restoring and reclaiming shoreline habitat,
- Developing a cultural catalyst and tourist attraction (Surdyke, 2009).

Similarly, the implementation of Bellingham’s Whatcom Creek Redevelopment Plan was based on the following goals:

- The remaining central business district-waterfront interface area should be developed to maximize public use,
- A major pedestrian route... should link the central business district and the central waterfront,
- A pedestrian/bicycle trail should be provided along the entire central waterfront area,
- New waterfront developments should provide public access,
- Natural features of the bayfront should be improved,

- The central waterfront should be developed for commercial recreation and marine use (Muretta *et al.*, 1981).

In Seattle, the city formulated a master plan, the program of which stated:

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

- a) Reinforce the historic marine orientation of Seattle as a major downtown theme;
- b) Strengthen water-oriented recreational tourist activity, related retail business, and public areas open to the water;
- c) Maintain a full complement of water-dependent uses; and
- d) Preserve and enhance views of Elliot Bay and the Olympic Mountains from upland central business district development, street corridor vistas, and the street level, provided, no additional coverage of the water by fixed structures shall be permitted” (Muretta *et al.*, 1981).

Planners for the Central Waterfront District in Olympia also came up with goals and policies for their waterfront revitalization (Figure 2; Muretta *et al.*, 1981). Though not all recent, these goals are typical of waterfront revitalization projects around Puget Sound.

### Central Waterfront District

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

#### POLICIES:

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

Figure 2: Waterfront revitalization goals for Olympia. From Muretta et al., 1981



## What are some criticisms of waterfront revitalization?

Wakefield (2007) summarizes the existing concerns about waterfront revitalization, which include:

“an emphasis on recreation and leisure at the expense of ‘real’ work (see also Breen and Rigby, 1985); the exclusion of local (often working-class) people; insufficient attention to the ecological concerns; and limited public involvement in decision making. The focus in much waterfront regeneration on ‘prestige projects’ (Cowell and Thomas, 2002; Loftman and Nevin, 1996) and place marketing (Gold and Ward, 1994) has also been challenged, suggesting that the “delightful urban scenes” (Bassett et al., 2002) created through regeneration are primarily intended for and “enjoyed mostly by those who are benefiting from the new economy” (Sandercock and Dovey, 2002) at the expense of those who are not. For example, the literature is replete with examples of how redevelopment can isolate – and in some cases replace – working-class neighbourhoods (...). Conversely, commitment to the provision of affordable housing in waterfront redevelopment initiatives has been extremely weak (...).”

Additionally, “in relation to environmental concerns, waterfront redevelopment has often occurred in ways that do little to enhance – and often further damage – the benign integration of urban areas into natural systems ... nature is inserted into urban planning in ways... that generally fail to reduce the city’s impact on the local physical environment” (Wakefield, 2007).

As mentioned, waterfront revitalization often replaces working waterfronts with residential or mixed-use buildings, as these generate more tax revenue than the industrial buildings of a working waterfront. In addition to revenue, increasing density in the urban core can help ameliorate problems caused by sprawl, and can help improve regional environmental quality (Laidley, 2007). Developing industrial land or Brownfields also provides much greater annual public benefits than developing greenfield sites (De Sousa, 2002). This can also make cities more liveable (Hagerman, 2007). However, cities need to be careful as once water-dependent uses are replaced, it is very difficult if not impossible to bring them back. As a result, traditional maritime uses feel threatened by this gentrification (Byron, 2006). Residential uses of the waterfront may also create physical and psychological barriers for public access to the waterfront (Sairinen and Kumpulainen, 2006).

The decision to displace functioning working waterfronts should always be made conservatively and with great care. This tension will be different for every city based on the vitality of their working waterfront, and there are good ways of balancing these competing needs. Some challenges include ‘defining water-dependent uses; determining whether or not these uses should be preferred on waterfront lands; and assigning responsibility for the protection of these uses to particular entities’ (Byron, 2006). The city of San Francisco and the Port of San Francisco, for example, worked to create Mission Bay, a development that preserves existing water-dependent uses while cleaning the site and the shoreline and creating a mixed use neighborhood on the upland site (Surdyke, 2009). This

cooperative method helps preserve water dependent uses, which provide lower economic yields, while the non-water dependent uses provide higher economic return (Surdyke, 2009).

## How is waterfront revitalization funded?

When cities consider waterfront revitalization, there are two major concerns. First, “whether there are adequate incentives to redevelopment of older buildings and under-utilized land, and secondly, whether they have the ability to pay for the professional assistance necessary for redevelopment” (Larman, 1997). In response to this second question, cities in Washington have come up with a number of ways to procure funding for their waterfront revitalization projects. Common sponsors include businessmen, who may build an important shop or restaurant, and the Port, which may use revenue generated elsewhere or raised through other means to finance waterfront revitalization on its own land (Muretta *et al.*, 1981).

There are of course some cities that choose to undertake and fund their own waterfront revitalization projects. A common path is for cities to pay for at least part of the environmental cleanup, and some public works, in order to ‘prime the pump’ for further private investment (Laidley, 2007). For these, it should be noted that Washington has a very restrictive legal environment that constrains how financing can be obtained for waterfront revitalization projects. That is, the ‘strong constitutional limitations on the use of public resources to the gain of private individuals or entities translates into a context where eminent domain powers are severely limited and other developmental tools used across the nation like tax increment financing are effectively not available for local planning professionals’ (Chasan, 2007). These restrictions are contained in Article VIII, Section 5 and 7 of the Washington State Constitution, which states that cities and counties may not directly give or loan money to private businesses for economic development (Chasan, 2007). Other restrictions are contained in Article VII, Section I, which requires levies and the collection of taxes to serve public purposes (Chasan, 2007). This is an important context with which to view the case studies contained in this report.

Those not under these constraints may freely consider a number of financing options. Tax increment financing (TIF) is a powerful redevelopment tool. It is ‘a process for funding public infrastructure in economically distressed neighborhoods with the hope of spurring private development’ (Chasan, 2007). First, the city redevelopment agency designates an area as blighted, then sells long-term bonds and ‘uses the money to fund improvements in the redevelopment district’ (Chasan, 2007). As a result of public and private investment, property values, and therefore property tax revenue, begin to rise in the area. However, ‘the tax assessments are frozen at their base year levels’ and the ‘leftover increased tax revenue... is then directed back to the redevelopment agency which uses it to pay off the bonds used to float the project’ (Chasan, 2007). Once the bonds are paid off, the tax increment ‘is returned to the general municipal revenue stream’ (Chasan, 2007). However this practice has many critiques as well, including lax oversight, little return on investment, and siphoning funds from other governments (Chasan, 2007). As a result there is considerable debate about the costs and benefits of TIFS, and tax increment financing should be used with caution.

Obtaining assistance from non-profit organizations is one way for communities to pursue waterfront revitalization. Although monetary assistance can sometimes be obtained through grants, non-profit organizations provide critical assistance to communities in the form of advice, technical assistance, and networking. The National Trust for Historic Preservation ([www.preservationnation.org](http://www.preservationnation.org)) is a national non-profit organization that runs the “Main Street Program.” This program “emphasizes economic development through incremental changes appropriate to each community. It focuses on effective organization, promotion, good physical design, and economic restructuring” (Larman, 1997). More information about the program can be found at <http://www.preservationnation.org/main-street/about-main-street/getting-started/>.

Grants can be obtained from various levels of government, particularly at the state and federal levels. The cities detailed in the case studies have used grants from diverse sources to good effect. For example, funds from the Office of Coastal Management are available from the federal government for urban waterfront revitalization projects (Muretta *et al.*, 1981). Some states, including Missouri and Nebraska, also give tax credits to businesses that make cash, services, or material donations to eligible ‘community betterment organizations’ in order to encourage donations to these organizations (Larman, 1997). For more information, see <http://www.missouridevelopment.org/topnavpages/research%20toolbox/bcs%20programs/Neighborhood%20Assistance%20Program.html> or <http://www.neded.org/content/view/97/227/>.

## What entities are involved in waterfront revitalization?

In Washington, waterfront revitalization projects most often involve multiple partners. Many waterfront revitalization projects occur on land owned previously by the City or the Port. Sometimes the Ports are active in the revitalization process, assisting with planning, development and/or the disposition of the parcels of land (Ash, 1994; Byron, 2006; Surdyke, 2009). At other times they simply sell their land to cities or private developers (Byron, 2006). Private businessmen may very well be independent investors and actors in waterfront revitalization. In small communities, it may be imperative that the port work cooperatively with the city on planning and projects in the area (Ash, 1994). This cooperation may open up new funding opportunities as well (Ash, 1994). Each port will have different tools granted to it in order to achieve their economic development mandate, and as such their approach to waterfront revitalization will vary greatly (Chasan, 2007).

The municipality however, has in every case examined been involved in at least the planning process (Surdyke, 2009). Some also municipalities choose to create quasi-public redevelopment agencies to oversee development on their behalf – however this is of dubious legality in Washington State due to the state’s unique constitutional restrictions. Quasi-public redevelopment agencies are ‘a kind of government entity established to revitalize blighted and economically depressed areas of a community and foster economic growth. The two primary tools redevelopment agencies employ are 1) the ability to acquire and assemble land via eminent domain and then resell that land to a private developer, and 2) the ability to sell public bonds to finance their redevelopment projects which are then paid off by an increase in property taxes reaped from the area after redevelopment’ (Chasan, 2007).

Private developers are also often involved, either purely as developers after they have bought the property, or as partners with the city to jointly develop a property, as discussed below.

In addition to the Port Authority and direct municipal control are a number of administrative models that municipalities can use to pursue waterfront revitalization projects. One of these is Public Private Partnerships (PPPs), which are in general ‘projects where private entities like non-government organizations or private corporations partner with a municipality to complete a project or work towards a common goal or shared interest between government and private entities involved’ (Chasan, 2007). The structure and mission definitions tend to differ dramatically between different PPPs. The primary reason for forming these partnerships is to accomplish together what neither can do alone. Common attributes of PPPs include: cooperative rather than adversarial partners; shared risk and responsibility for mutual gain and social benefit laid out in formal contracts; and custom business arrangements which persist after the project is completed and operating (Chasan, 2007). There are many benefits to PPPs, however conflicts based on the ‘inherent cultural differences and values between these groups’ do arise (Chasan, 2007). PPPs may also be abused by the private sector due to the reduced public oversight of the PPP (Chasan, 2007). PPPs are best used at the scale of an individual project (individual building or park) instead of at the scale of a whole waterfront. More information can be found online at <http://www.ncppp.org/howpart/index.shtml#define>.

Cities can also create special districts, or ‘local government entities that are separate from towns, cities, and counties that deliver public services focused on a specific issue or in a specific geographic area’ (Chasan, 2007). They are public entities modeled after private organizations (Chasan, 2007). They ‘function as municipal corporations’ and remain separate from other branches of government, and are commonly employed at the single project or single issue scale (Chasan, 2007). They can be focused, locally controlled, and nimble; however, they can also lack accountability, create a fragmented government, and lack long range planning and coordination (Chasan, 2007). A comprehensive document on special districts entitled “Special Purpose Districts in Washington State” can be found in Appendix D.

There are two types of special districts in Washington that are of particular importance. These are Public Development Authorities (PDAs) and Public Facilities Districts (PFDs). PDAs can ‘own and sell real and personal property; contract with a city, town or country to conduct community renewal activities; contract with individuals, associations, corporations, the State of Washington and the United States; sue and be sued; loan and borrow funds and issue bonds and other instruments evidencing indebtedness; transfer funds, engage in anything a natural person may do; and perform all types of community services’ (Chasan, 2007). They are in some cases better equipped to handle a specific function or provide a service than the City, however they have limited powers and do not have eminent domain powers or the ability to raise taxes (Chasan, 2007). A PDA was created, for example, to control the Thea Foss Waterway development. More information can be found on PDAs at <http://www.mrsc.org/subjects/econ/ed-pda.aspx#about>.



Public facilities districts (PFDs) are ‘municipal corporations created by a city or county or by neighboring or overlapping jurisdictions’ – for example, two neighboring towns or counties – ‘to redevelop certain kinds of regional facilities such as convention centers or sports stadiums’ (Chasan, 2007). They are therefore very limited in scope and not often used.

Non-profit organizations can also be created to take charge of waterfront revitalization projects. This was the method adopted in Port Townsend for the Northwest Maritime Center. These NGOs are ‘independent of the government, are legally entitled to enter into contracts with the public sector, and depending on how they are chartered, may... be able to issue tax-exempt bonds to finance public facilities as long as the facilities are transferred to a government entity once the debt has been serviced’ (Chasan, 2007). NGOs can also obtain funding through private sources and government grants. Since they are separate from the local government, the risk of large construction projects can be shifted away from the government, and they have access to private resources and expertise that would be otherwise unavailable (Chasan, 2007). However, also because they are separate entities, the city has limited control (Chasan, 2007).

Community participation is in many, although not all, cases been considered an essential part of the waterfront revitalization process. Community based planning teams are considered by some to be essential to gaining the public’s trust, and creating a sense of ownership of the waterfront (Ash, 1994). A community planning team often consists of volunteers and professionals who ‘support and guide the community through the planning process and assist in implementing the ideas generated’ (Ash, 1994). Meetings open to the public where their opinions and desires for the site are heard and actively incorporated into waterfront planning are likewise thought important by many cities (Ash, 1994). Enthusiasm for waterfront revitalization is seen as critically important to successful outcomes (Ash, 1994). Waterfront development councils are one way of formalizing community participation. WDCs are ‘essentially officially recognized advisory boards composed of experts and stakeholders who are appointed by elected officials or planning departments. These organizations can be useful for debating initial concept plans yet due to a lack of powers (they can neither sell bonds, nor acquire land via eminent domain) tend to be ineffective at managing waterfront projects in the long run’ (Chasan, 2007). Their use in the initial planning stages has been proven, however.

State and federal agencies, as well as national or state-wide non-governmental organizations, often provide technical assistance and financial advice, and assistance for planning and development. They may also be financial partners, as previously discussed.

## **What laws are important for waterfront revitalization in Washington?**

### *Growth Management Act*

Land use regulation is perhaps the most pervasive form of environmental regulation in the U.S. (Lombard 2006). Land use is typically regulated at the local level however, subject to state guidelines and requirements. In Washington State, the Growth Management Act (GMA), passed in 1991, is

considered to be the “integrating framework” for land-use regulation (Lombard, 2006). Under GMA all jurisdictions are required to designate specific land use categories and to regulate development accordingly.

The intent of the GMA is to steer new growth toward already developed areas and to limit new development in rural or other lightly developed areas. The Act does this by encouraging local jurisdictions statewide to avoid new development in environmentally sensitive areas, to designate areas where losses to environmental values are to be permitted in order to accommodate growth, and to use environmental restoration and other tools to mitigate for those losses (Lombard, 2006). The Act requires all jurisdictions to establish and enforce an “urban growth boundary” that separates areas that can be more densely developed, called Urban Growth Areas (UGAs), from those whose development is to be limited. The state projects 20-year growth for each local jurisdiction (towns, cities and counties) and those jurisdictions are required to allocate that growth to their UGAs in their local comprehensive plans, which are also required under state law (Lombard, 2006).

Among GMA goals important to waterfront redevelopment are the encouragement of development in already developed areas, and encouragement to use new development to promote economic growth and the preservation of historic sites and structures. The GMA thus not only indirectly provides incentives for waterfront redevelopment, but also influences the shape redevelopment takes in particular instances. For example, by steering the accommodation of population growth to already developed areas, the GMA may encourage the incorporation of housing construction—in the form of apartments, townhouses or condominiums—into development plans, as seen in the case studies described elsewhere in this report. The Act’s emphasis on promoting local economic development can translate into features that enhance tourism, and the Act’s emphasis on historic preservation also speaks to tourism promotion. Economic development and historic preservation elements are also evident in the waterfront redevelopment cases we examined.

The GMA may also constrain development in some instances, as a major feature of the Act is the requirement that local jurisdictions designate and protect “critical areas” according to “best available science”. Such tools as buffer zones are frequently relied upon to accomplish this goal. Cases adjudicated by the Growth Management Hearings Boards have established that it cannot be presumed that even heavily developed industrial waterfronts do not contain environmentally sensitive areas that must be protected as redevelopment proceeds (Lombard, 2006).

### *Shoreline Management Act*

The Shoreline Management Act (SMA), originally approved in 1972 by citizens’ referendum, is intended to protect state shorelines under local jurisdiction, while encouraging water-dependent and water-related development. The SMA was among the first such acts in the Nation and demonstrated Washington State’s commitment to the goals of the federal Coastal Zone Management Act that was passed that same year. The SMA applies to shorelands within 200 feet of marine and estuarine waters and to associated wetland areas. In some instances it applies as well to adjacent freshwaters.

One important provision of the Act requires the designation of “shorelines of statewide significance”. Subsequent Hearings Board reviews have declared these shorelines to be critical areas under GMA, providing some degree of protection to shorelines, even though the SMA is arguably more directed at orderly shoreline development that gives priority to water-dependent and water-related uses (Lombard, 2006). How effective the SMA has been in assigning such priority is a matter of dispute (Robert Goodwin, personal communication).

Similar to the GMA in the obligations it creates, the SMA requires that each local jurisdiction prepare a shoreline master program (SMP). The Shoreline Hearings Board functions as an appeal board for SMA permitting decisions, much like the Growth Management Hearings Boards that operate under GMA. Most Puget Sound jurisdictions are now in the process of—or soon to begin—updating their SMPs, following revision of the Shoreline Master Program Guidelines by the Washington Department of Ecology in 2003 (Lombard, 2006).

The revised SMP guidelines establish the principle that new development in shoreline areas must result in “no net loss” of ecological function. SMP revisions now under way in shoreline-adjacent jurisdictions are addressing how they will achieve that goal. Applying these standards to waterfront redevelopment projects could lead to greater recourse to environmental restoration and preservation actions to mitigate environmental impacts than has been the case to date.

### *The State Environmental Policy Act and Other Federal and State Laws*

The State Environmental Policy Act (SEPA), which is modeled after the federal National Environment Policy Act (NEPA), requires comprehensive review of permit applications for projects with potential to harm either the natural or built environment (Lombard, 2006). The application of SEPA may result in permit conditions that dictate how a particular project is to be built. Many types of conditions may be imposed, such as setbacks or reductions in height, bulk, or scale.

Many other state and federal laws and policies may bear on how development proceeds in specific instances. Subsidiary public infrastructure investment may prove especially important to some projects, as, for example, when a combination of state and federal funding is used to rebuild roads, sewers and other infrastructure around projects otherwise financed through private capital. So-called “smart growth” initiatives have in recent years included innovative incentives to redevelopment in urban areas. These include the use of “transferrable development rights” that facilitate projects at densities exceeding current zoning in areas inside a UGA in exchange for purchase and protection by the developer of undeveloped areas outside the UGA.

Lastly, federal “Superfund”, “brownfields”, and endangered species legislation all may indirectly provide incentives to the redevelopment of urban waterfronts. The application of Superfund, or CERCLA (the federal Comprehensive Environmental Response, Compensation, and Liability Act), along with

similar state law, may result in major efforts to remove toxic contamination in waterfront areas. Examples in central Puget Sound include harbors and waterways in Tacoma, Seattle, Bremerton and Bainbridge Island. The resulting multi-million dollar, multi-year cleanup projects have often served to instigate waterfront revitalization efforts in their wakes. In the City of Bellingham in northern Puget Sound, a special “Portfields” designation—essentially “brownfields” applied to a port area—led to port redevelopment that included protection and restoration of nearby salmon habitat. The special designation enabled numerous federal agencies to provide both financing and technical assistance.

Similarly, the federal Endangered Species Act, whose application resulted in the listing in the late 1990s of Puget Sound Chinook Salmon as a “threatened” species, may instigate environmental restoration efforts that can serve to complement and enhance waterfront revitalization projects. An example is the construction of a new gravel beach aimed at improving habitat conditions for migratory salmon as a complement to the Olympic Sculpture Park in Seattle, opened in 2007.

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## Methods

This study presents both generalized information about waterfront revitalization in Washington State as well as more in depth case studies of specific waterfront revitalization projects around Puget Sound. This case study methodology is based broadly on Robert Yin's *Case Study Research: Design and Methods* (Yin, 1994; see also Yin, 1993), and more specifically draws from Mark Francis' seminal guide to creating landscape architecture case studies entitled *A Case Study Method For Landscape Architecture* (Francis, 2000; see also Francis, 1999). Francis is a professor and past chair of landscape architecture at the University of California, Davis, and this paper, commissioned by the Landscape Architecture Foundation, sets out the case study methodology for landscape architecture as an effective form of analysis and dissemination for landscape architecture practice. This paper is especially valuable as a guide to this research as waterfront revitalization projects are a type of landscape architecture.

There were three different methods we used to gather information for this study. A survey of coastal planners was used to collect general information about financing and building waterfront revitalization projects in Washington State. A series of interviews was then conducted to obtain detailed information about projects in Tacoma, Bremerton, Gig Harbor, and Port Townsend. Finally, a literature review helped to understand previous waterfront revitalization efforts as well as the policy mechanisms used to enable waterfront revitalization in Washington. The following describes in detail the methods used for the survey, interview, and literature review portions of this study.

## Survey

The survey of our study aimed to collect general information about the financing and building processes used by coastal planners and professionals for waterfront revitalization projects. Those responding to the survey were also asked to share their "lessons learned" from their projects.

The survey was distributed to the Shoreline and Coastal Planners Group through an email to their listserv. A copy of this email can be found in Appendix B. The Shoreline and Coastal Planners Group is a group of 200-300 professionals working in all parts of Washington State, including Puget Sound, the Pacific Ocean, and the Columbia River. Professionals, who had worked on a waterfront revitalization project in the planning, design, or construction stages, were asked to respond. Members of the Shoreline and Coastal Planners Group were allowed to self-select for participation in the survey by clicking on the provided link leading to the survey. There were no additional criteria for inclusion in the survey.

The survey was built using Catalyst WebQ. This service provides an easy way to build and administer online quizzes and is available for free through the University of Washington to students, professors, and researchers. The service provides a wide range of built in question formats, including multiple choice, long text responses, and matrix questions. More information can be found at [http://www.washington.edu/ist/web\\_tools/webq](http://www.washington.edu/ist/web_tools/webq).

The survey was broken down into a filter question, followed by three main blocks of questions. A copy of the survey questions can be found in Appendix B. The first question of the survey asked participants to confirm that they had worked on a waterfront revitalization study. This question filtered out responses from individuals without professional experience in waterfront revitalization. The first section of questions following the filter question then asked respondents to describe the current status of their waterfront revitalization project (multiple choice), the construction approach used (multiple choice), and a brief description of the project (long answer). The construction approach was broken down into four broad categories, namely:

- Larger project broken down into multiple construction phases.
- Smaller project broken down into multiple construction phases.
- Larger project built all at once.
- Smaller project built all at once.

To illustrate the difference between a project using multiple construction phases and a project built all at once, consider a project that plans to build two buildings and a path. Multiple construction phases would indicate, for example, that the path would be built first and then the two buildings over the course of a few years. Building “all at once” would indicate that the path and the two buildings would be constructed simultaneously.

The next portion of the survey requested that participants share information about partnerships and funding. Participants were asked in a multiple choice question to identify all groups that initiated the waterfront revitalization project. A matrix based question allowed respondents to identify how much funding came from a variety of funding sources, including Federal, State, and Local governments, as well as local residents and private investment.

Participants were then asked to identify which factors they felt were most important to the success of their projects. Options included an adequate budget, involvement of local residents, and strong support from local governments, among others. Finally, participants were given the opportunity to share their advice for someone considering a waterfront revitalization project.

### *Survey Data Analysis*

The information collected through the survey was intended to provide preliminary responses in key areas of concern (funding, partnerships, factors in creating successful projects) in order to guide future research and more in depth analysis. Very little has been published about waterfront revitalization in Washington, and the survey therefore was designed to be qualitative and exploratory rather than quantitative and statistically focused. Additionally, since the population that the sample is drawn from is probably not normally distributed, and the sample is not randomly chosen, inferential statistical analysis would be inappropriate. Even with a few more samples to enable us to assume a normally distributed population, we are not convinced that statistical analysis would provide a more useful level of analysis than simple aggregation, or that statistical analysis would not provide a false level



of confidence in the data. Because of these factors, we focused on using descriptive rather than inferential statistics.

For the most part, the data from this survey is presented as aggregated totals for each question. This provides useful information about the general trends for waterfront revitalization projects as reported by shoreline and coastal planners in Washington without relying on statistical analysis. As mentioned previously, this survey was designed purposefully in order to illuminate areas of future research.

Where respondents provided long answers, the responses were edited only for grammatical correctness, and any word changes or additions were noted inside [square] brackets. This method was applied to questions 3 and 7. For questions 5 and 6, for matrix cells where the survey respondent did not indicate a response it was assumed equivalent to the 'not important' choice for ease of analysis.

## Interviews

The interviews conducted for this survey were "Elite Interviews." Lewis Dexter has written extensively about this type of interview and is considered an expert on it. Dexter is a prominent survey researcher who has developed this technique to use while interviewing knowledgeable people in order to allow the interviewee to define what is most important to them. This technique is best used in studies like this one where the researcher's subjects are knowledgeable about the interviewer's directed research area. He defines an elite interview as:

"an interview with *any* interviewee – and stress should be placed on the word "any" – who in terms of the current purposes of the interviewer is given special, non-standardized treatment. By special, non-standardized treatment I mean:

1. Stressing the interviewee's definition of the situation,
2. Encouraging the interviewee to structure the account of the situation,
3. Letting the interviewee introduce to a considerable extent (the extent which will of course vary...) his notions of what he regards as relevant, instead of relying upon the investigator's notions of relevance" (Dexter, p. 5, 1970).

During the interviews, the interviewee was consistently asked their opinion, or their history of a subject, instead of being asked to agree or disagree with a preformed statement.

A master list of questions was created using the structure from *A Case Study Method For Landscape Architecture*, and can be found in Appendix A. The specific content and direction of the questions were based on the questions posed by the Korean Maritime Institute (KMI), as well as the KMI

Scope of Work that was submitted. The question list provided a helpful outline for the interviews. However, although answers to these questions were the ultimate goal of the interviews, they were not asked explicitly. For example, an interviewee could be asked “Can you tell me about the history of your project?” This allowed the interviewee to describe the most important historical details in their mind, and these narratives often give insight into who were the key participants and where financing was obtained. Further questions could then be asked to fill in missing pieces of information.

Interviewees were chosen based on their professional qualifications. Potential interviewees were found through the cities’ websites, through networking, and through personal recommendations. An email was sent to each potential participant requesting an interview. A copy of the email sent can be found in Appendix A. Interviews were conducted both in person and by phone. In person interviews were held either in the interviewees’ office or at a local coffee shop or café.

All but one interview was recorded using a SanDisk Sansa e280. One interview could not be recorded because of high levels of background noise. For this interview, manual notes were taken instead and have been provided in place of a transcript in Appendix C. WAV files were saved using the date and number of the interview. The .wav files were then manually transcribed by listening to the recording and typing the spoken interview into a Microsoft Word 2007 document. The transcripts of the interviews can be found in Appendix C.

### *Site Visits*

Site visits were carried out in conjunction with the interviews. The site visits included tours of the grounds of the parks and buildings, and where possible and useful, of the interiors of the buildings. Photographs of the parks and buildings comprising each city’s waterfront revitalization projects were taken. These include both individual photos of each project component as well as photos to provide context. These photos are included in the text where useful, as well as in Appendix E.

### **Literature review**

Three main techniques were used to conduct the literature review for this research. First, a thorough online search was used to locate white and scientific papers. The Google search engine ([www.google.com](http://www.google.com)) was used to find white papers and publically available information about the case study projects. WorldCat ([www.worldcat.org](http://www.worldcat.org)) and the Scirus research tool ([www.scirus.com](http://www.scirus.com)) were used to locate scientific articles written about waterfront revitalization both generally and in Washington State.

Second, a library search for relevant books and periodicals was conducted using WorldCat and the University of Washington library system. Theses, documents from state departments, and technical reports were pinpointed as useful resources that are unique to the University of Washington.

Finally, interviewees were asked to share useful documents. Copies of public documents were obtained, for example, from the Foss Waterway Development Authority in Tacoma, Washington. These documents included planning documents, including goals and expected costs, as well as notes from their extensive public outreach program entitled “Create a Place for Yourself on the Thea Foss Waterway.”

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## Online Survey Results

The online survey we administered received 48 responses, 28 of which passed the screening question and provided useable data. The results presented here should not be extrapolated or considered a representative sample. However, they are valuable as a preliminary data indicating general trends and as indicators for areas of interesting future research. Perhaps most importantly, these data hint at how much variability there is between different waterfront revitalization projects. The data are presented following the format of the questionnaire, which can be found in Appendix B.

### Question 1

The first question asked participants “Which term best describes the current status of your waterfront revitalization project?” Participants were given four options to choose from: Conceptual (coming up with revitalization ideas), Planning and Design (actively designing a revitalization idea), Construction (building a planned revitalization idea), and Completed (built revitalization idea).

The majority of respondents are working on waterfront revitalization projects that are in the planning and design phase (Figure 3). However 8 of the 28 responses (29%) were from professionals with experience constructing waterfront revitalization projects.

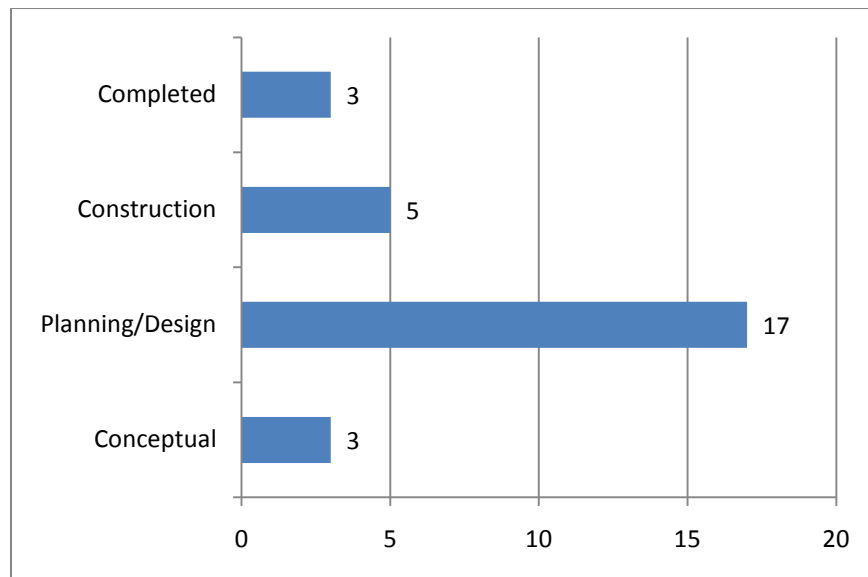


Figure 3: The distribution of stages of completion of waterfront revitalization projects as reported by survey respondents.

## Question 2

The second question asked “Which of the following best describes (or will describe) the construction phase of your waterfront revitalization project?” The options participants were given indicated whether the project was large or small, and if the project was going to be built all at one time, or piece by piece. Further explanation of this question is in the Methods section. There were 26 responses to this question and 2 did not respond.

By far, most professionals surveyed are working on a larger project broken down into multiple construction phases (Figure 4). The second largest category was smaller project built all at once.

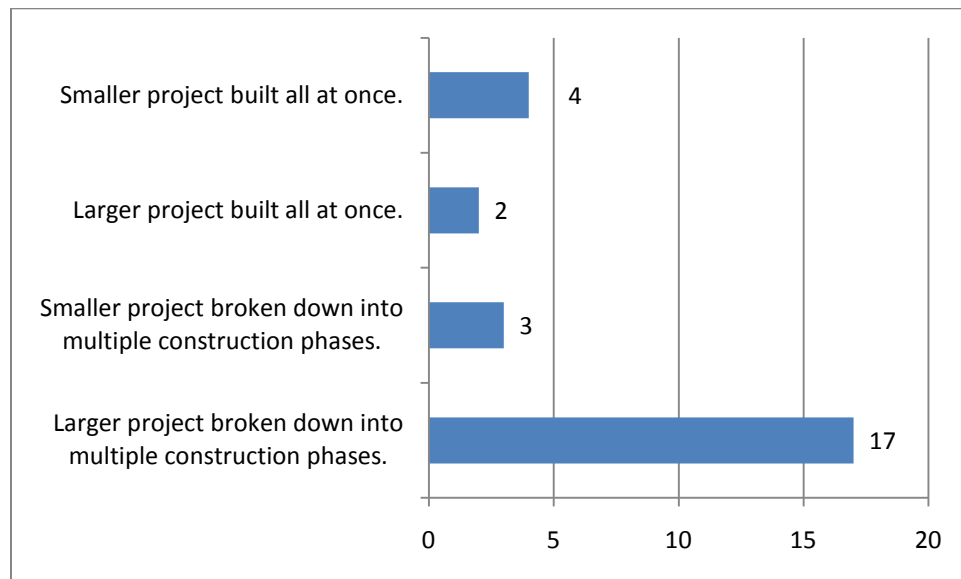


Figure 4: The distribution of building approaches for waterfront revitalization projects as reported by survey respondents.

## Question 3

The third question asked participants: “Please provide a brief description of your waterfront revitalization project. Details including the size and location are helpful.” The survey respondents indicated that there is a wide diversity of waterfront revitalization projects occurring in Washington State. Each bullet point represents a different respondent’s answer:

- 100 acre levee setback/resource bank on a river system.
- 27,000 sq ft maritime cultural and educational center in Port Townsend's National Landmark Historic District.
- An old 30 acre heavy industrial site in Vancouver, WA on the Columbia River. The site is planned for mixed use development, residential, retail, office and park/trail. The realignment of the BNSF RR tracks is nearly completed; the street portals under the BNSF RR are in progress.

- Bremerton Evergreen Park Clean-up and restoration. Located just off Sinclair Inlet between the two Port Washington Bridges. Currently lacking funding to complete due to no City Budgets, all permits are in place I believe.
- City of Kenmore Shoreline Master Program Update includes standards to facilitate revitalization of a Brownfield industrial site with mixed residential and commercial development, waterfront access, and habitat restoration.
- Eddon Boat Park, Austin Park, Gig Harbor WWTP Outfall.
- Everett Riverfront Redevelopment of former landfill and mill site along Snohomish River. Project will include up to 800,000 sf of retail, 100,000 sf of office, 250 room hotel, & 1,400 residential units. Site remediation, preload/grading, and 1 road access to site have been completed or are in process. Public/private partnership - City responsible for remediation, public amenities, restoration actions, some road/utilities, and landfill leachate collection system.
- I have many projects. Percival Landing in Olympia is currently designed and permitted. Construction will begin this summer.
- In addition to the architectural and infrastructural program areas, the development includes plazas, pedestrian-oriented areas and one internal pocket park integrated into the overall design proposal.
- North west side of Commencement Bay at the TEMCO grain facility.
- Pedestrian bridge over Elliot Ave. into Myrtle Edwards Park. Project includes stormwater improvements to the park and landscaping.
- Primarily down-zoning and conversion to less intense uses.
- Redeveloping a section of waterfront in Entiat WA to replace the functions of a portion of their former Main St, which was flooded by construction of the Rocky Reach Dam on the Columbia River.
- Revegetating shoreline with native trees and shrubs and installing a stream crossing for livestock, including removing an old and eroding debris landfill on the streambank using LWD and plants. Located on McLane Creek in Thurston County off of Delphi Rd., about 1/2 mile from Eld Inlet.
- Richmond Beach Saltwater Park in Shoreline, WA. Project includes infrastructure improvements and native habitat restoration. Was not sure how to describe the stage as some of the project is complete and other parts are in design phase (I put down design phase). Completed - infrastructure improvements: curb & gutter on access road to improve stormwater management, additional parking lots & view points, new picnic area, new sculptures, repair stormwater system to stop erosion, start habitat restoration which consists of scotch broom removal and replanting with native species. In design phase - update bridge over BNSF railroad included ADA accessible ramp to bridge, habitat restoration out along the shoreline.
- Seattle Central Waterfront and Seawall Replacement Effort.
- Seattle WA waterfront park.
- Shoreline Master Program update. This is a regulatory process and will impact all development along the shoreline. There is no [specific] project location... [but it will impact] all of the shorelines within the jurisdiction.
- SR 520 Bridge replacement in Lake Washington.

- Taking an old boat building area (fill, bulkhead, pilings, misc junk) and restoring the natural features of the site (wetland reestablishment, rerouting of water back into the site). In Quartermaster Harbor, near Dockton Park--don't remember size.
- The Master Plan includes both detailed and conceptual improvements. In addition to and as part of the Master Plan approval, the applicant is requesting preliminary plat approval for a 21-block/lot subdivision, Shoreline Substantial Development Permits, Shoreline Conditional Use Permits and Shoreline Variance (to address Critical Areas).
- The proposed development may include up to 3,300 residential units, 253,000 square feet of retail space, 1,120,000 square feet of commercial space, and 160 hotel rooms on the approximately 33-acre site.
- The site is located on the north bank of the Columbia River downstream from the Interstate Bridge.
- Thea Foss Waterway waterfront project; removing contamination, restoring habitat, and constructing non-polluting new land uses (e.g. parks and museums).
- This grant (project) will directly contribute to protecting and restoring Puget Sound by supporting local initiatives to identify, prioritize, garner support for and restore shoreline processes. This project will work with willing landowners who wish to remove bulkheads to restore sediment supplies within priority near-shore areas. This proposal is comprised of four multi-phased project elements which integrate (1) science; (2) restoration feasibility and prioritization; (3) outreach and education and (4) shoreline restoration project development and implementation. It will include developing relationships with landowners to discuss property and structure safety, habitat conditions, potential restoration and enhancement actions. This grant proposal is designed to bring together these needs. Grant dollars will be awarded mid July 2010.
- Washington State Ferries Colman Dock Preservation Project. Replacement of North Trestle and ferry building.
- Waterfront revitalization of Downtown Mount Vernon, including new flood protection.
- We are working on many of these projects now, including both rehabilitating and enhancing parks and other public and private area that are used by people, as well as habitat projects with low people use. Several have partial or near-complete structure removal and beach nourishment, along with new vegetated areas. Some have tide gate or culvert removal as well.

These responses illustrate the wide range of waterfront revitalization projects happening in Washington both in terms of scale and goal. Some projects focus more on the economic side while others are environmentally focused. However, there are also many projects that combine environmental clean-up of contaminated sites with economic development.



## Question 4

The fourth question asked participants “Who or which group(s) initiated the waterfront revitalization project?” Respondents were instructed to select more than one group if a partnership initiated the waterfront revitalization project. Options included private investment, county government, local residents, state government, city/town government, federal government, and local businesses. A write-in space was provided so that respondents could indicate another group not mentioned above. Twenty-eight professionals responded to this question.

Overall, the city or town governments were involved in the most projects (Figure 5). County governments and the federal government were involved in the fewest projects. A number of professionals indicated that “other” entities had been critical in initiating waterfront revitalization. These included land trusts (1 response), NGO’s (2), and tribal nations (2).

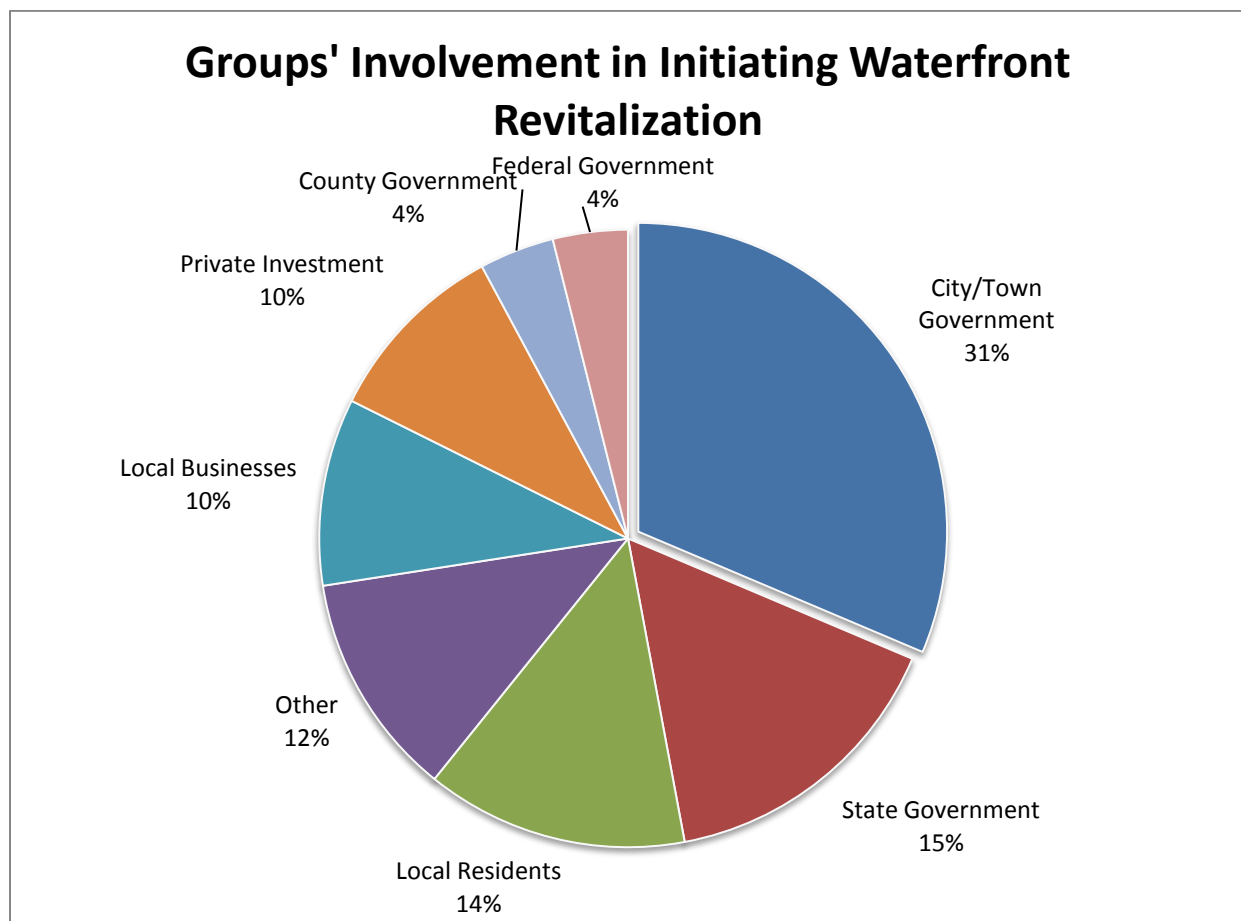


Figure 5: The percentage of waterfront revitalization projects that each group was involved in as reported by survey respondents.

Most waterfront revitalization projects in Washington were initiated by a single group (Figure 6). Of the seventeen projects initiated by a single group, most were started by the local city or town government (Figure 7).

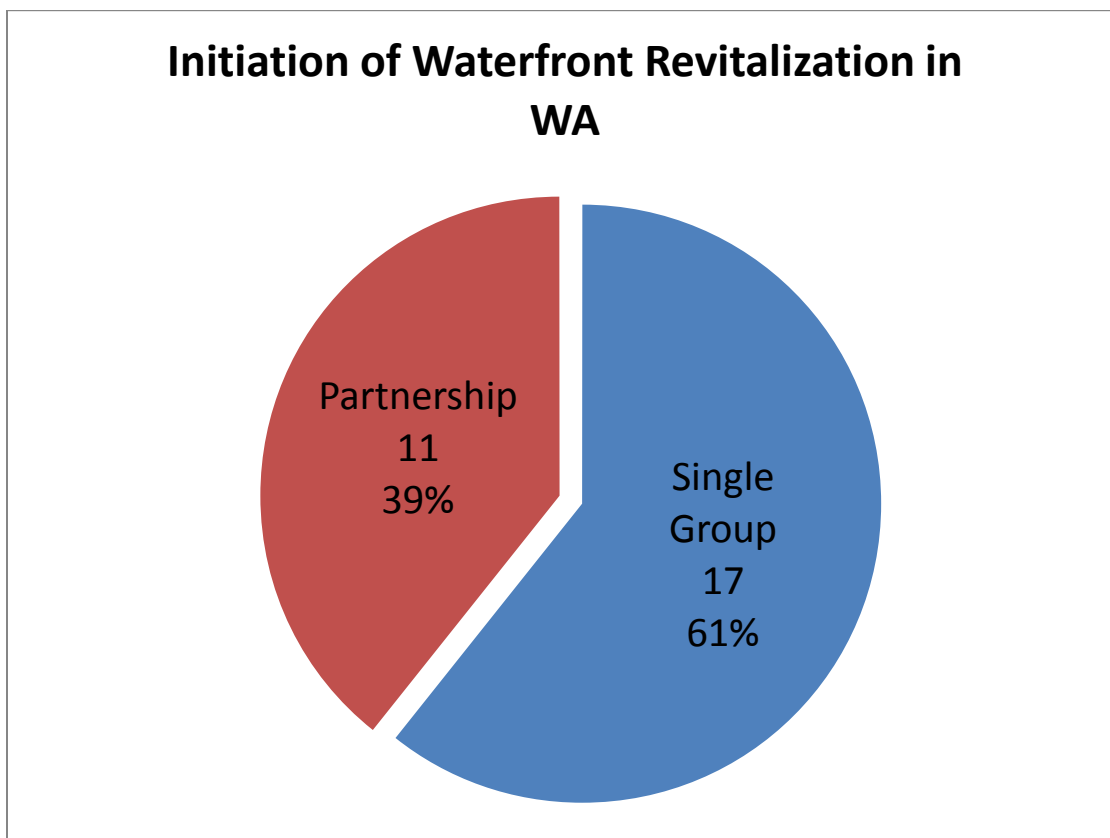


Figure 6: Proportion of projects initiated by a partnership versus a single group, as reported by survey respondents.

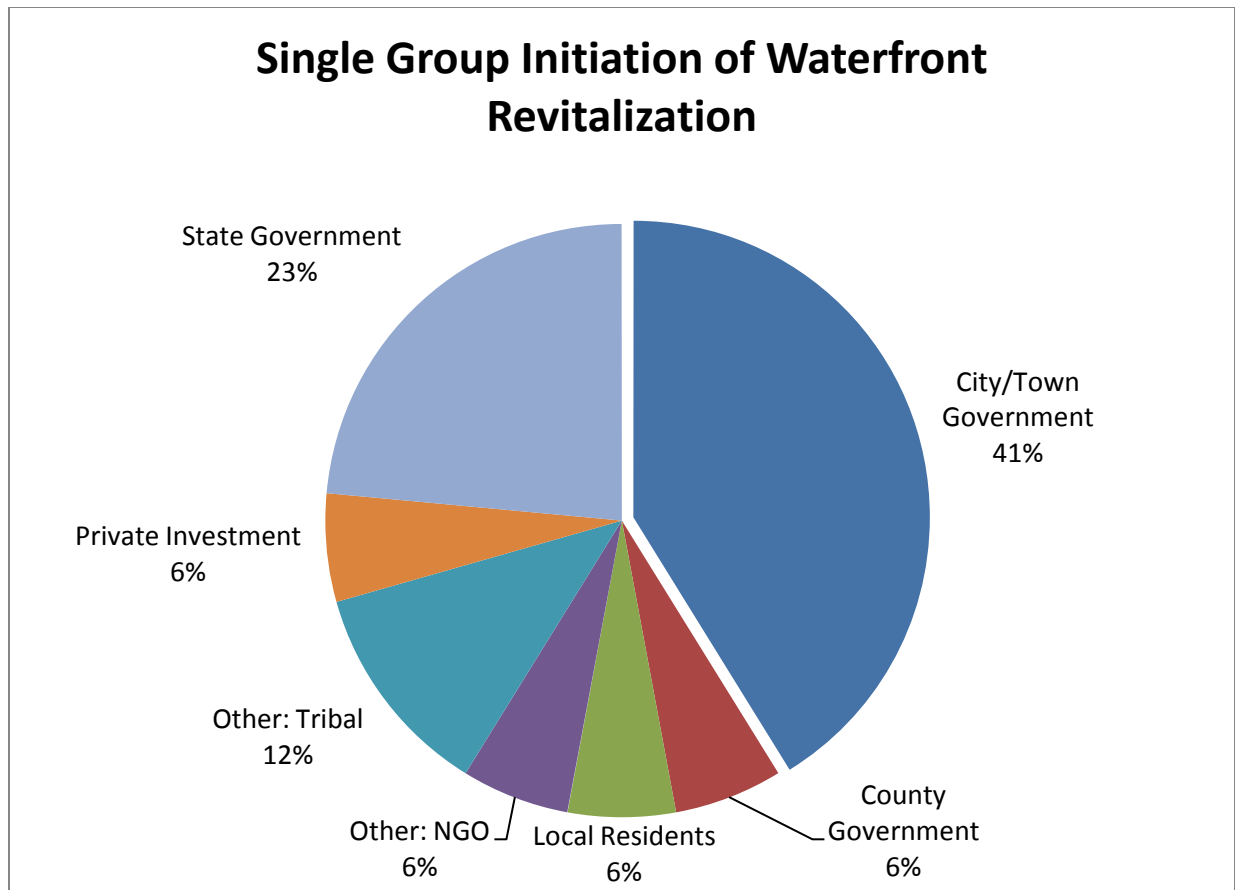


Figure 7: The proportion of each group initiating waterfront revitalization when a single group initiated the project, as reported by survey respondents.

However, a significant minority of more than one third of the projects were started by partnerships. These partnerships were very diverse in their composition. The partnerships reported were:

- Local Residents and Other
- City/Town Government, State Government, and Local Businesses
- Local Businesses, Local Residents, and City/Town Government
- Local Residents and City/Town Government
- Local Businesses, State Government, Federal Government, and City/Town Government
- City/Town Government, Local Residents, Private Investment, Local Businesses, and Other: NGOs
- Private Investment, State Government, Local Residents, City/Town Government, and Local Businesses
- County Government and Other: Land trust
- City/Town Government and Private Investment
- City/Town Government and Private Investment
- City/Town Government, Local Residents, Federal Government and State Government

These partnerships are very diverse in their composition, reflecting the diversity of waterfront revitalization projects in Washington.

## Questions 5 and 5a

The fifth question asked respondents to share where their funding came from for their waterfront revitalization project, as well as the relative amount from each source (Figure 8). Question 5a allowed respondents to clarify what their other source(s) of funding was.

### Question 5:

Where did the funding for your project come from? How much did each entity contribute to the overall budget of your project?

	None / Not Applicable	Some Funding	Most Funding	All Funding
Federal Government	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
State Government	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
County Government	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
City/Town Government	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Local Residents	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Local Businesses	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Private Investment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Figure 8: The format of Question 5 as seen by respondents.

Funding sources used by waterfront revitalization projects in Washington are diverse, and are likely chosen by each individual project to suit their particular needs and as opportunities present themselves. Most waterfront revitalization projects received some funding from multiple sources (Table 1). Only three projects received all of their funding from one source.

	None/Not Applicable	Some Funding	Most Funding	All Funding	Did Not Respond
<b>Federal Government</b>	5	10	4	0	9
<b>State Government</b>	4	15	1	2	6
<b>County Government</b>	9	7	0	0	12
<b>City/Town Government</b>	4	11	7	0	6
<b>Local Residents</b>	10	4	0	0	14
<b>Local Businesses</b>	9	5	2	0	12
<b>Private Investment</b>	9	4	1	1	13
<b>Other</b>	8	5	3	0	12

Table 1: The relative amount of funding received from each source for a waterfront revitalization project, as reported by survey respondents.

Other sources of funding included Chelan County PUD, Port of Chelan; a park bond; the Port of Vancouver (WA), Identity Clark County, NRDA money from the Dalco Oil Spill, and a mitigation fund from a private development.

## Questions 6 and 6a

The sixth question asked respondents how important they felt different factors were to the success of their project on a scale from ‘harmful to project’ to ‘very important’ (Figure 9). A space for respondents to clarify other important factor(s) was provided in Question 6a.

### Question 6:

How important are the following factors to the success of your project?

	Harmful to project	Not important	Somewhat important	Very important
Adequate Budget	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Involvement of Local Residents	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Involvement of Local Businesses	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Strong Support from State and Federal Governments	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Strong Support from Local Governments	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Detailed Architectural Plan	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Figure 9: Illustration of the Question 6 matrix as seen by survey participants.

Many respondents felt that many or all of the provided factors were at least somewhat important (Table 2).

	Very Important	Somewhat Important	Not Important	Harmful to Project	Did not Respond
Adequate Budget	22	5	0	0	1
Involvement of Local Residents	20	7	1	0	0
Involvement of Local Businesses	12	10	5	0	1
Strong Support from State and Federal Governments	15	12	1	0	0
Strong Support from Local Governments	21	5	2	0	0
Detailed Architectural Plan	11	7	8	2	0
Other	9	2	6	3	8

Table 2: The importance of various factors to the success of a waterfront revitalization project, as reported by survey respondents.

An adequate budget and the involvement of local residents were considered at least somewhat important by all respondents, which highlights their importance. The involvement of local businesses and a detailed architectural plan were seen as less important, and in the case of a detailed architectural plan, potentially harmful. The ‘other’ factors that respondents wrote in included:

- Clear communications with vendors;
- Environmental analysis/impact/mitigation;
- Tribes;
- Involvement & support from non-motorized community;
- Detailed park/open space plan;
- Conceptual plans and design guidelines important;
- Cooperation of all landowners;
- Market factors, including credit availability for mixed use redevelopment;
- Partnerships/organization development.

These factors were all considered “very important” by the respondents that wrote them in.

## Question 7

The seventh and final question asked respondents to share the lessons they have learned in the form of advice to those considering a waterfront revitalization project. The survey respondents shared a number of valuable lessons. Each of the following bullet points were contributed by an individual survey respondent:

- Plan way ahead and double-check with vendors to ensure product availability and scheduling.
- Plan to spend twice as much time on permit processing etc. as you think it will take.
- It took 2 years to get the permits.
- Plan on it taking 2-3 times longer and costing 2-3 times as much as you think it will.

- Always look for opportunities. This project came about because of changes in economy that made the industrial use of the site unprofitable
- Have funding as secured as possible, which is hard to do in this economic climate and work with permitting agencies as soon as plans are envisioned and well before plans are drawn up.
- Get public support for project.
- Foster a collaborative process based on a broad range of input from citizens, elected officials, agencies, politicians, businesses, and stakeholders with interests in ecology, recreation, transportation, etc.
- This project went well, because the local government allowed for a long planning process, starting the evaluation of existing conditions by expert professionals in each field; in the planning process they involved all the team members including designers, engineers, and technical consultants (geotechnical, wetlands, EIS planner) in regular meetings so we could all talk to each and point out regulatory implications and problems as the design was being prepared AND solve problems TOGETHER; regular public involvement meetings and smaller meetings with adjacent neighbors that resulted in some design elements that addressed their concerns for privacy and safety; working closely with the construction firm and referring back to the technical consultants when questions about changes to the original design came up.
- Contact WADNR before you initiate any work on waterfront areas.
- Listen to the community, do your homework.
- Achieve consensus beforehand with state, federal, local, tribal and other stakeholders. A vocal dissenting faction can impede progress disproportionately.
- I can't say enough about how important public involvement is. Advertise your projects widely.
- Start early and do not dig tunnels.
- Talk to a lot of people who know the site well and a lot of people who have done similar projects elsewhere in the early stages of the project.
- Partner with many groups, individuals. Communicate openly and consistently before, during and after project development, implementation and monitoring effectiveness of plan.
- Partnerships are the key!!
- Make sure you build educated local support, and work towards getting all landowners to accept and support the project, also to help shape it. top down approach does not work well unless you own all the property. Public prop projects are also tricky as you need public's acceptance, and a few vocal opponents can derail the project. Plan for 3-5 ft of sea level rise in this century. minimize haul out by reuse on site to save money.
- This is an early step toward re-entitlement of a project that never got off the drawing board. City and state regulatory issues would have, by default, prevented reissuing of permits that had expired. Having a City that is willing to wade through the complex issues to support private redevelopment efforts is a key to success in this case, and we believe the parties are satisfied with the outcome at this stage.
- start public outreach and education early
- Determine what the local objectives for the area are within the constraints of legal or planning requirements.

There were a number of common themes expressed in these lessons. One was that waterfront revitalization will take longer than initially expected. Another was that partnerships were important, and should be cultivated early in the process of waterfront revitalization for consensus building.

## Summary

This brief survey does highlight a number of interesting findings. First, most current waterfront revitalization projects in Washington make extensive use of partnerships to accomplish their goal. Practically every single project reported here received funding from multiple sources, and almost 40% of projects are led by multiple parties. The lessons learned also focused extensively on the importance of forming and continuing partnerships.

Second, the government plays a very important role in waterfront revitalization at all levels. Most waterfront revitalization projects were spearheaded by a government entity, or a government entity and its partner(s). Likewise, the majority of funding came from the government.

Finally, public involvement is stressed repeatedly as an important part of waterfront revitalization. The involvement of local residents was ranked at least somewhat important by 27 out of 28 respondents. The importance of public involvement is also stressed repeatedly in the lessons learned doing waterfront revitalization by respondents.



## Washington Waterfront Revitalization Case Studies

The following case studies are meant to illustrate the diversity that exists in Washington waterfront revitalization projects. Four different sized towns are examined here, from Tacoma, a relatively large city, to Gig Harbor, a town of a few thousand residents. Each one has their own set of opportunities and constraints. A wide range of approaches to waterfront revitalization are also on display here, including more ‘top-down’ and ‘bottom-up’ approaches, along with different scales, goals, and project types.

The four case studies are presented in ascending order of population. Each case study is broken down into three main sections. The first section provides information about the study area, including some relevant population statistics and a map showing the location of the town. The second section details the motivation for waterfront revitalization and the goals of waterfront revitalization in the area. The third and final section describes in detail each of the revitalization projects in the town, including details about their funding and relevant partnerships. These are presented chronologically. At the end of each case study is a list of relevant web resources that may be of interest. Transcripts of the interviews that these case studies are based on can be found in Appendix C. Unless otherwise indicated, the information contained in these case studies comes from the interviews.

Each town or city has taken a unique approach to waterfront revitalization, and there is a lot to learn from these differences. Gig Harbor, for example, is unique in that it has completed multiple smaller projects with lower budgets, and the projects have been largely community driven. Port Townsend has one major waterfront revitalization project with a large budget for the size of the town, and the project was driven by community members and the former mayor who formed a non-profit for the purpose of redevelopment. Bremerton and Tacoma both have larger tracts of land that they are redeveloping piece by piece, but they have taken very different approaches. In Bremerton, the city has been more involved financially with the development of the projects, whereas in Tacoma the Thea Foss Development Authority has helped develop public spaces and provided some incentives to builders, but has sold property to the developer and let them invest. The case studies will describe the techniques taken by each town in more detail.

## Gig Harbor

### Study Area

Gig Harbor is located in Pierce County at the south end of Puget Sound, just northwest of Tacoma (Figure 1). The town sits on the edge of a protected, enclosed harbor (Figure 10). As of 2000, there were 6,464 people living in the town, which is approximately 4.4 square kilometers. There is a significant proportion of retirees living in Gig Harbor, as 23.4% of the population is 65 years of age or older (US Census Bureau, 2010). Gig Harbor's per capita income was \$28,318.

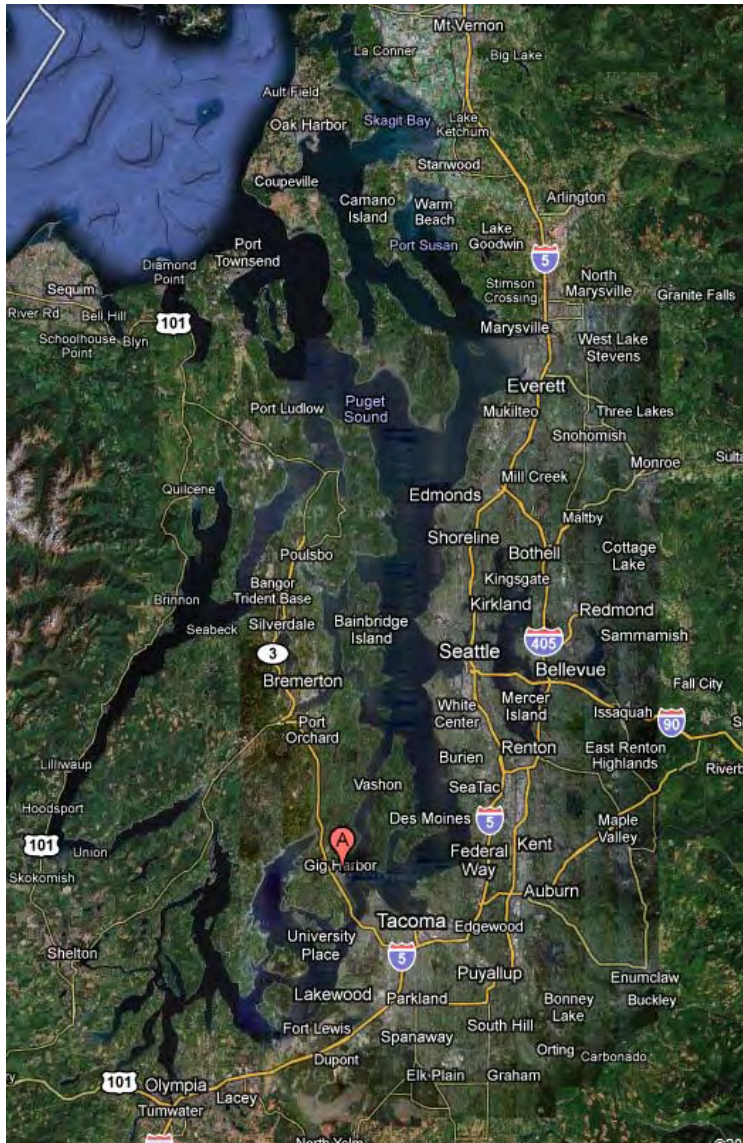


Figure 10: The location of Gig Harbor in relation to Puget Sound. Map data copyright Google 2010.

The town is a popular tourist destination and is also somewhat of a bedroom community for Tacoma, which is just over the Tacoma Narrows Bridge. Gig Harbor takes advantage of its historic boat



building and fishing nature to drive tourism and subsequent retail and restaurant business, and bills itself as “The Maritime City.” Multiple festivals occur in the city every year, including the Maritime Gig Festival, the oldest and largest festival which draws approximately 20,000 people over a weekend in June ([www.maritimegig.com](http://www.maritimegig.com)).

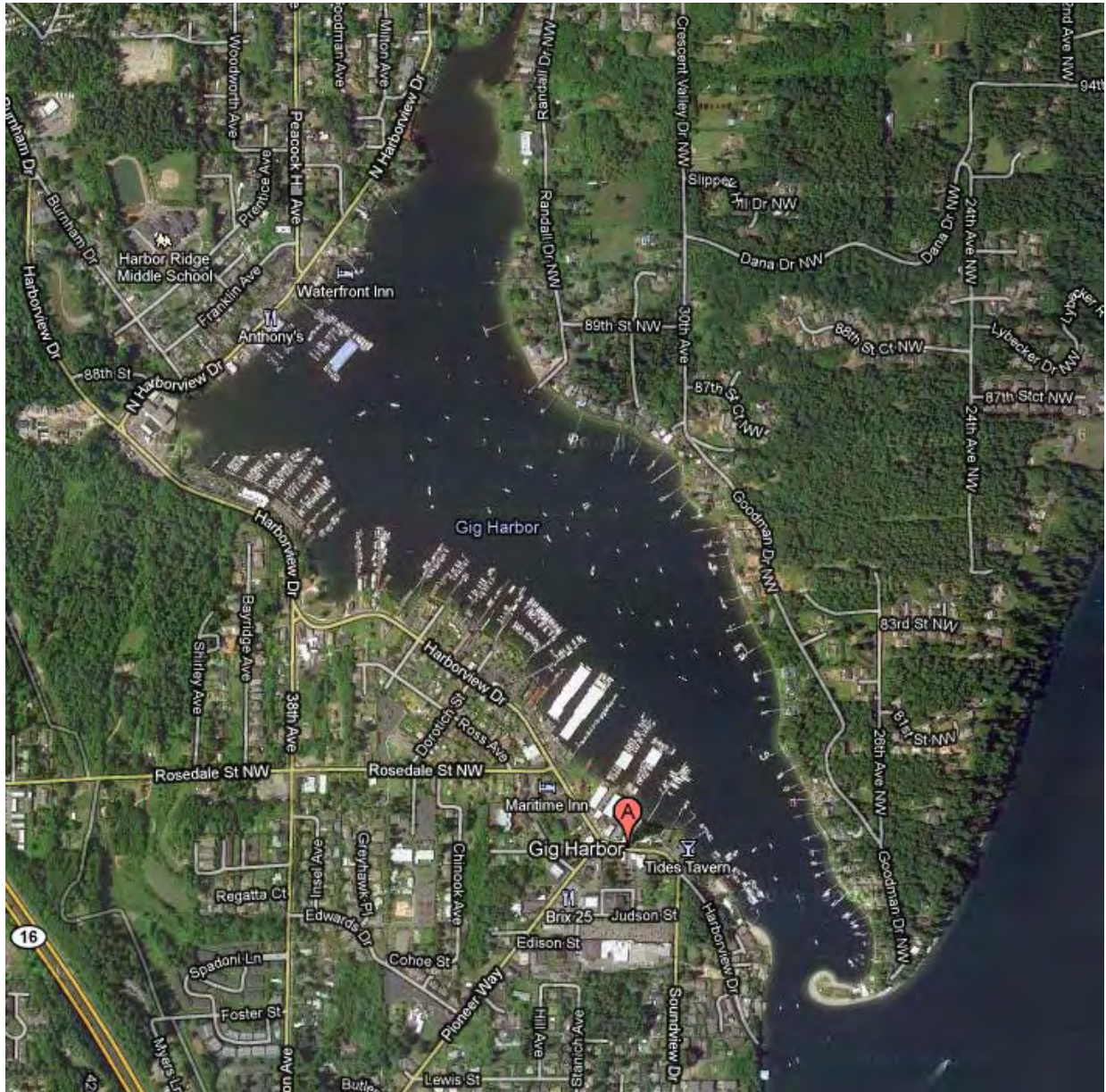


Figure 11: Map of the city of Gig Harbor and the adjacent harbor, also called Gig Harbor. Map data copyright Google 2010.

## Waterfront Revitalization in Gig Harbor

Gig Harbor is a compelling case study because of the amount of community driven waterfront revitalization they have been able to do with limited funds in a small town. An important lesson can be taken from Gig Harbor – smaller scale community motivated projects can be very beneficial to the area.

The main motivations for, and themes that runs through, the waterfront revitalization in Gig Harbor are historical preservation and encouraging place-based tourism. Historical preservation has become increasingly important in the past decade, as rapid changes in waterfront use have displaced early industries and activities on the waterfront. As a result, many citizens feel a sense of need to maintain a balance of recreational and historic uses of the waterfront. These concerns have given rise to the grassroots movement for historic preservation of the working waterfront. Some citizens also want to create a district or sub-district on the waterfront devoted to working waterfront heritage types of activities. Although this has not happened yet, this desire clearly shows how strong the historic preservation motivation is.

Heritage tourism in the downtown draws visitors to not only shop in the stores but to learn something about the area. This leads to an atmosphere much like a small village in Europe, where people would visit to learn their history and walk and talk with locals. The community of Gig Harbor has awakened to the economic value of approaching their town in that way. There are enough historic sites still standing that they have been able to capture these landmarks and improve them to make them usable for visitors and local residents alike. This use of authentic place-based tourism has become central to their economic goals for the town, as “heritage tourism is probably the most viable way to boost downtown business and a sense of place for our residents.”

Improving public access to the waterfront has also been a motivating factor for waterfront revitalization in Gig Harbor. Over the past few decades requirements for private projects and public projects have helped build public access. The Murphy’s Landing condominium marina project, for example, has an overwater public access pier. There are also street ends that have been developed to give public access, as well as former privately owned property that the city has acquired and developed. Further demands for public access are constrained largely by the vibrant private property rights group in Gig Harbor, and ultimately the city will have to invest in properties and designate them as parks and public spaces to get more public access.





**Figure 12: The Skansie Brothers Netshed in Gig Harbor.**

Waterfront revitalization projects in Gig Harbor have largely been community driven or received strong community support – community participation is very important here. The community has many activists that are concerned about the town and waterfront. Often the drive to develop properties comes from those members of the community who bring issues to their city council representative, and from there the issue percolates up to decisions and policies that need to be made in the city council, and then down to the city staff who implement the policies. A good example of the use of this method was the Eddon Boatyard, where a developer wanted to build mega-mansions on a historic property, and citizens reacted by approaching the city and getting sponsorship of a bond. Some projects, including the Skansie netshed project, result from citizens bringing opportunities directly to the city. The Skansie family had owned a historic piece of property for more than 80 years, and as the living family members got older, they approached the city about acquiring the property. There is a risk to this method, as new residents attracted by the eclectic historical nature of the town and existing residents may desire new services. Including too many of these new ideas can undermine the underlying integrity of their culture. Maintaining the historic integrity and authenticity of Gig Harbor, while still embracing new things and services, is one of Gig Harbor's current challenges.

Partnerships between the community, the city, and the state and federal government have also been particularly important. City government has worked very hard to secure funding for the projects, and has hired a dedicated grant-writer who has been very successful in obtaining funding for these projects. The majority of funding has come through these state and federal grants. A representative from Gig Harbor said:

“... [waterfront revitalization] absolutely requires partnership, because funding comes from different sources: donations, government, and grant... without [these] three legs you can’t really accomplish those projects [in the] long-term effectively. Once the relevance of the project has been identified you really have to identify your interest groups, and it does take private funds, grassroots sweat equity, and jurisdictional funds. If you have all those coming together and you have the longevity of understanding it is years of constant effort. And then you have a project.”

The entire waterfront is being tied together through “many different grants, grassroots efforts, public education, and special interest stories through the media elevate these sites and give them the prestige and attention.” These actions help keep the grassroots effort strong, and they both reward and drive the community’s effort to preserve the sites.

Multiple environmental and economic benefits have come out of Gig Harbor’s waterfront revitalization projects. Environmentally, clean up at the Eddon Boatyard and Stetz Fuel removed pollutants from the water and water bottom. Daylighting Donkey Creek and removing soft armoring from Austin Estuary will also improve habitat for juvenile salmon and other important species. The heritage tourism that is being promoted in Gig Harbor also has brought tourist dollars into Gig Harbor. Washington State studied the benefits of Heritage Tourism, and many of their findings are relevant here. See <http://www.dahp.wa.gov/pages/HistoricSites/EconomicDevelopmentStudy.htm>.

## **Revitalization Projects in Gig Harbor**

### *Eddon Boatyard*

The Eddon Boatyard is a historic boatbuilding site comprised of a large boat shop and the adjacent boatbuilder’s residence. Ed Hoppen and Don Harper operated a boat building business out of the building from 1950 to 1978 -- hence EdDon boatyard (Turner, 2009). The team designed and built the famous Thunderbird sailboats out of the building during this period (Turner, 2009).

In 2002 the site was sold and the developer was going to tear down the historic buildings and develop 8 private residences. A group of residents got together and led a grassroots effort that was successful in convincing the city council to put a measure on the ballot to pass a bond. Leading members of the grassroots movement spent time showing residents an illustration of what the boatyard would look like if it was saved, and highlighted the benefits of having a gorgeous park for the community.

In 2004 62% of the voters in Gig Harbor passed a \$3.6 million dollar bond. With funding secured, negotiations with the developer who owned the property began. The negotiations were successful, and the city and community got the building, the boat builder’s residence, and the guarantee that the historic site and use would be preserved.

The buildings were brought up to code and restored by a local construction company. This work was funded in part by a \$1 million dollar Washington State Heritage Grant awarded in 2006. The Heritage Capital Projects Fund awards grants up to \$1 million, must involve property that will be owned for at

least 13 years, and the applicant must provide a \$2 match for every \$1 of HCPF grant funds.

(<http://www.wshs.org/heritageservices/grants.aspx>)

Cleanup of the site was also performed alongside the renovation of the historic buildings. Two Brownfields grants, each for \$200,000 for a total of \$400,000 were obtained from the EPA, one in 2006 for the shallow waters near the historic house, and the other in 2007 for the waters near the boatyard (EPA, 2007). Further funding for the cleanup came from an escrow (clean up) sellers fund from the developer the property was bought from of \$1,050,000, and \$230,901 spent by the city out-of-pocket. The remainder of the funding for the \$2,129,802 project came from other state and federal grants (Turner, 2009).



**Figure 13: The Eddon boatyard in Gig Harbor.**

The current tenant of the Eddon boatyard is the Gig Harbor Boat Shop, which was one of the original grassroots supporters of the effort to save the boatyard. This non-profit is dedicated to the preservation through the practice of historic shipwright methods. The group currently restores historic Thunderbird sailboats and provides educational opportunities to the public (<http://www.gigharborboatshop.org/home.html>).

The final project for this site, which is currently underway, is the replacement of the dock. One of the requirements for the cleanup was that the old dock and creosote pilings had to be removed. This phase of the project should be completed in 2011. Another Washington State Heritage Capital Project



grant worth \$243,000 awarded in 2008 provided funding for the permitting, design, and reconstruction of the dock (Hulings, 2010).

### *Skansie Brothers Netshed*

Netsheds are buildings built in the early 20<sup>th</sup> century that were used by fishermen to store their nets (hence net-shed) and other fishing gear. A few years ago the community and the city of Gig Harbor recognized the value of the seventeen netsheds along Gig Harbor's waterfront. Besides the fishing vessels, the netsheds were the most important remaining architectural reminder of one of Gig Harbor's historic industries, commercial fishing. Commercial fishing is still an important cultural, if not economic, force in Gig Harbor. Currently Gig Harbor is the home port of 15 large purse seiners, although most of their fishing is done in Alaska.



**Figure 14: The house on the Skansie brothers homestead in Gig Harbor.**

In 2002 the city purchased the Skansie brothers homestead, which consists of a house, a netshed, and approximately 300 ft. of waterfront with the intention of turning it into a public site and park. The site was purchased from the Skansie brothers, whose family had owned the property for decades, with the commitment to the brothers that it would be preserved. In 2009 the city applied for a competition run by the National Trust for Historical Preservation in partnership with American Express (<http://www.preservationnation.org/partners-in-preservation/seattle/skansie-net-shed.html>). This year



it was announced that Gig Harbor would be receiving \$100,000 from the contest to restore the Skansie netshed.



**Figure 15: An event being held at the Skansie brothers homestead site.**

An inventory of all of the netsheds was also performed, and a grant from the Department of Archaeology and Historic Preservation funded the creation of reports on each of the netsheds. This report will be completed later this year, in 2010. The inventory was part of a 2008 effort to list all of the netsheds on the Washington Trust list of most endangered structures.

Although the use and renovation of the buildings is still being planned, the property is currently being used to hold farmer's markets, an outdoor concert series, the movies in the park program, and many other community programs. By using the property in this way, the city has been able to reach short term goals while continuing to plan things that require additional financial investment for the future.

### *Main Street Project*

The Main Street Project is a national project run by the National Trust for Historic Preservation. With this agency and the Washington State Main Street Program, the Gig Harbor Historic Waterfront Association is implementing the Main Street Approach™ in Gig Harbor's waterfront district. The city has sponsored some funds which they are forwarding to the Waterfront Association. More information about this project can be found online:

- In Gig Harbor <http://www.gigharborwaterfront.org/approach.html>
- In Washington <http://www.commerce.wa.gov/site/58/default.aspx>
- Nationally <http://www.preservationnation.org/main-street/>

The Main Street Program approach that the city has adopted also ties in strongly with the historic preservation work that is being done.

### *Austin Estuary and Donkey Creek*

The Austin Estuary and Donkey Creek are located at the head of Gig Harbor. Donkey Creek was one of the Puyallup Indian Tribe's summer camps, and was abundant with fish. However in the 1940's the creek was put into a 300 foot long, 30" pipe and buried. The primary goal of the current effort is salmon enhancement, as Austin Estuary and Donkey Creek provide critical habitat for juvenile salmon. Currently, \$2.4 million dollars in Federal, State, and local grants have been awarded for the estuary restoration and daylighting the creek. These grants include a \$1.4 million transportation grant from the federal government, which will go to 'daylighting' Donkey Creek by removing the underground culvert that the creek runs through (beneath Harborview Drive) and replacing it with a fish and pedestrian friendly bridge (Glock-Jackson, 2010). Another \$800,000 grant was obtained from the Department of the Interior (Glock-Jackson, 2010).



**Figure 16: The Austin Estuary Park in Gig Harbor.**



The project is being done in partnership with the Harbor History Museum. The first phase of the project will secure conservation easements from property owners along Austin Estuary and Donkey Creek (Glock-Jackson, 2010). Phase two will involve removing the culvert and removing the rip-rap and invasive vegetation from the creek and estuary (Glock-Jackson, 2010).

### *Harbor History Museum*

The non-profit Gig Harbor Peninsula Historical Society has raised the money for a new building for the Harbor History Museum located near Donkey Creek along the Gig Harbor waterfront. The new building is 15,000 square feet and will contain a 65-foot commercial fishing vessel along with a one-room schoolhouse. Private donors, including more than 240 families, have donated to the project and supported it. The fundraising goal is \$11.7 million, and as of May 20<sup>th</sup> 2010 96% of that money had been raised (Harbor History Museum, 2010).



**Figure 17: Inside the Harbor History Museum in Gig Harbor.**

### *Stutz Fuel*

The Stutz Fuel site is the most recent waterfront acquisition by the city of Gig Harbor. The site is near the historic location of the people's dock, which was previously a ferry landing. The site itself was the former site of a fuel oil distribution business, with an upland storage facility used for bulk fuel storage, and a marina and an overwater marine pier used for fueling boats. The property was purchased by a private party and received permits to redevelop the property into an office/marina development.

When the economy soured, the project became financially infeasible and the property went back on the market.



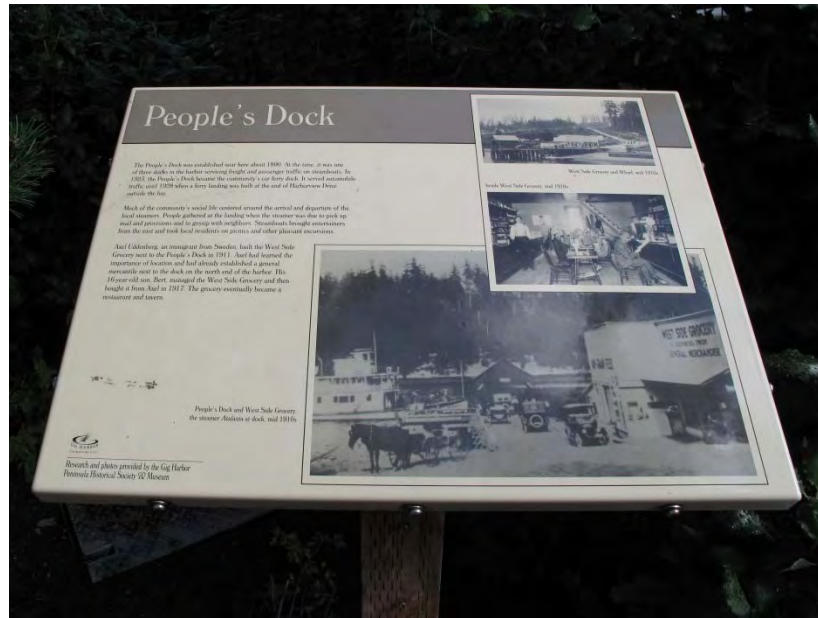
**Figure 18: The empty Stutz Fuel site in Gig Harbor.**

As a result, the city was able to acquire it and plans to develop a new marine pier (where they hope to be able to accommodate water taxis), parking area, and upland park. As the site was formerly a fuelling station, the land was contaminated with petroleum. The previous owners cleaned the site, and the city is now monitoring the site and proceeding with their development plans. Since there is no dedicated fisherman's pier in Gig Harbor, the community and the commercial fleet have gotten behind the idea of reconstructing a fisherman's pier or maritime pier to provide more focus on the commercial background of the Harbor. It is another major piece of Gig Harbor's history that they are bringing back into focus.

### *Other Projects*

The city has installed 15-20 heritage markers, which are signs describing the history of Gig Harbor. They help to tie the waterfront together by linking together the different sites for pedestrians walking along the waterfront.. Topics include the former Babbage netshed and property and the boats that were kept there, and the former Eddon boat site shipbuilding or boatbuilding activity.





**Figure 19: One of the informational signs along the waterfront in Gig Harbor.**

Fisherman's Memorial is a large bronze statue at the Skansie Park that serves as a touch point for the community to recognize the value of heritage tourism and their cultural heritage. The statue was a grassroots effort by a city art group and the city helped to fund the sculpture.



**Figure 20: The Fisherman's Memorial in Gig Harbor.**

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<http://www.dahp.wa.gov/pages/HistoricSites/EconomicDevelopmentStudy.htm>

\*Information about heritage grants: <http://www.wshs.org/heritageservices/grants.aspx>

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Information about the Gig Harbor Boat Shop: <http://gigharborboatshop.org/>

More information about the Skansie Netshed:

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[http://courses.washington.edu/larch503/case/09\\_GigHarbor\\_WA.pdf](http://courses.washington.edu/larch503/case/09_GigHarbor_WA.pdf)

## Port Townsend

### Study Area

Port Townsend is a historic town in Jefferson County on the bay of Port Townsend at the entrance to Puget Sound (Figure 21). The entrance to Puget Sound is one of the busiest waterways in North America. Founded in 1851, the town has 8,925 residents (Figure 22). Like Gig Harbor, Port Townsend has a significant number of retirees, and was recently highlighted in “Where to Retire” magazine as a outdoorsy and sophisticated place to retire (Jacobs, 2010). Port Townsend’s per capita income was \$22,395 (US Census Bureau, 2010).

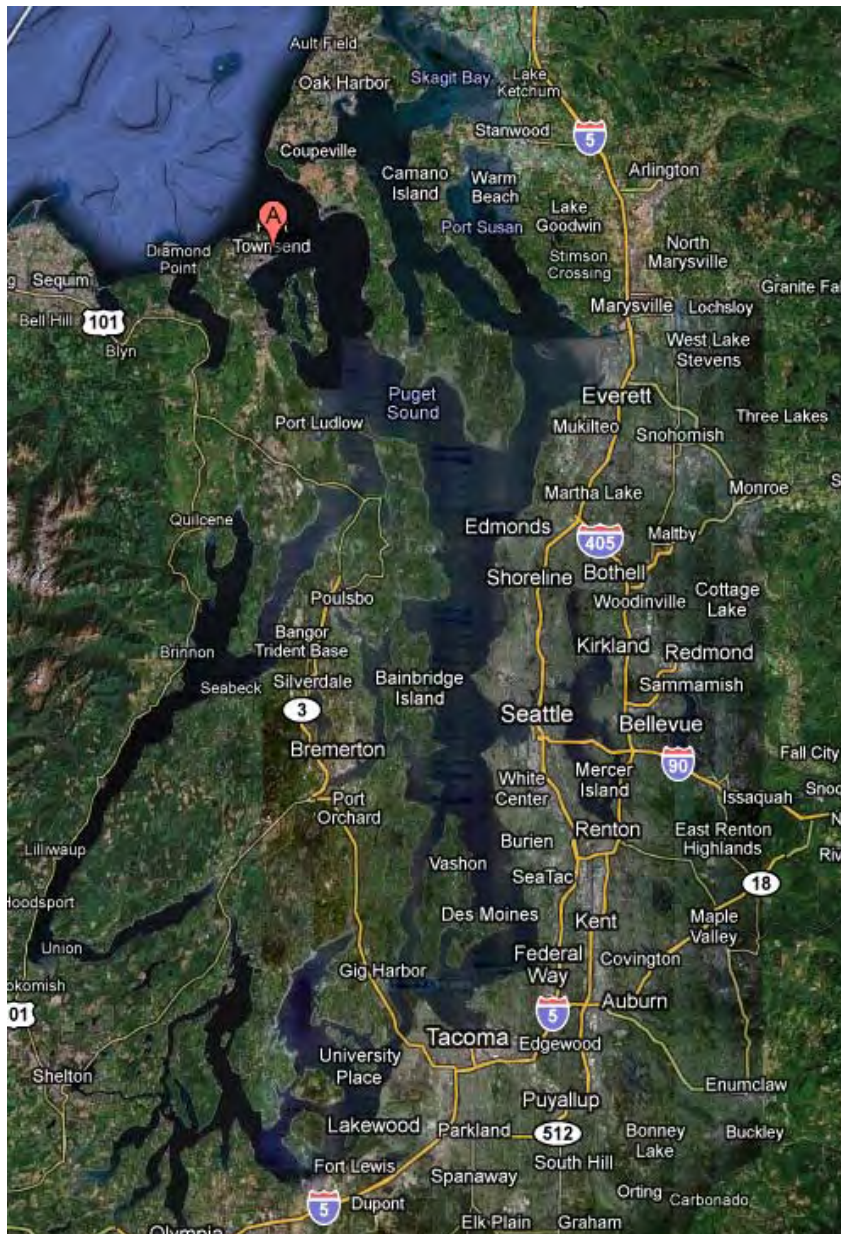


Figure 21: The location of Port Townsend in relation to Puget Sound. Map data copyright Google 2010.



Port Townsend bills itself as “Washington’s Victorian Seaport.” The town has many historical buildings from the late 19<sup>th</sup> century, and the Port Townsend Historic District is a U.S. National Historic Landmark District. The town also celebrates its historic maritime uses. The largest festival each year is the Port Townsend Wooden Boat Festival, held each year in September. This even draws approximately 20,000 people. There is also a large Jazz Festival held every summer.

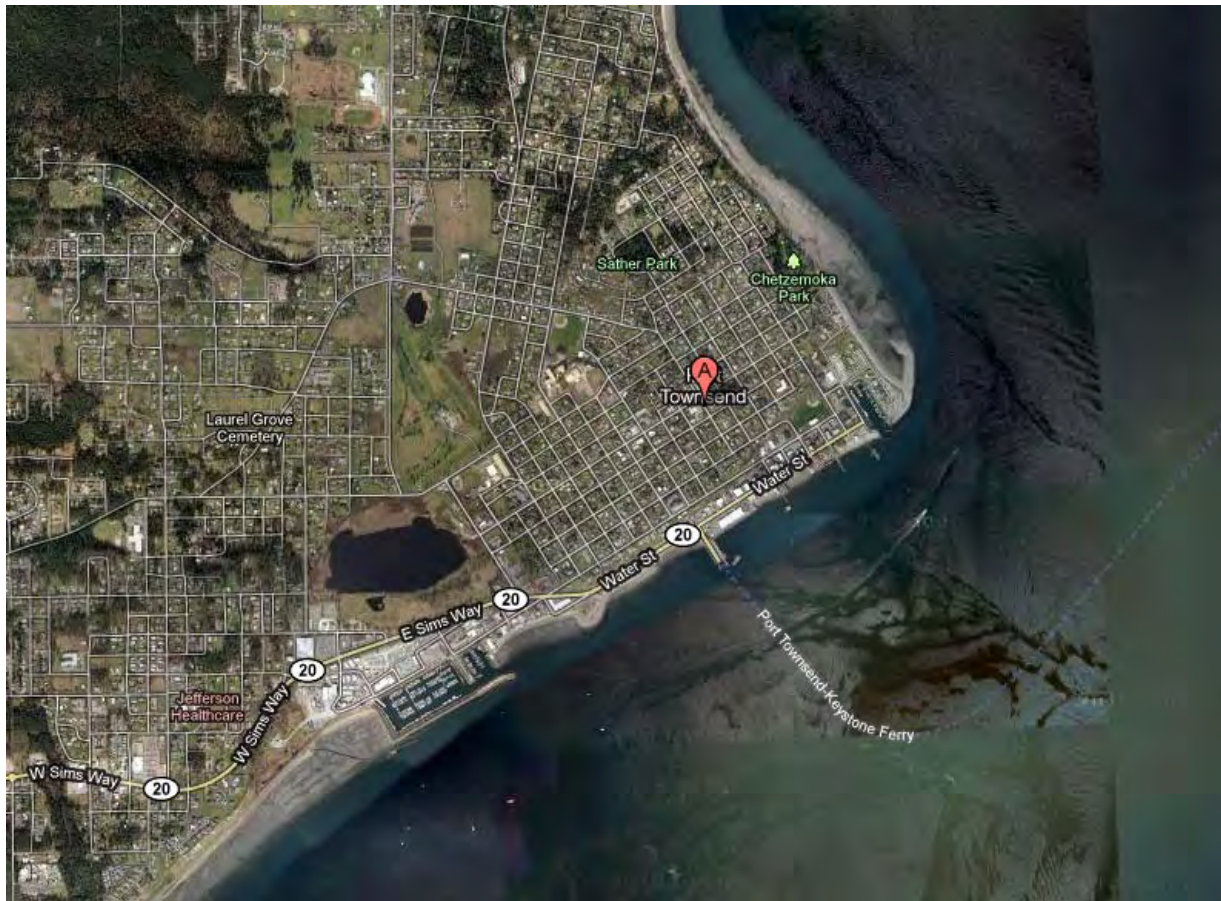


Figure 22: View of Port Townsend. Mapping Data copyright Google 2010.

### Waterfront Revitalization History in Port Townsend

Port Townsend was a town built on lumber shipping and the shipment of goods. In the late 1890s, an economic downturn prevented the railroad from being extended to Port Townsend. Without this crucial piece, the shipping industry declined sharply and many people moved away (Port of Port Townsend, 2010). Various other industries supported the city including boatbuilding and shipwright activities and a large paper mill. In the 1970s a large number of retirees began moving to Port Townsend, starting the renewal of the town.

The dominant waterfront revitalization project in Port Townsend is the Northwest Maritime Center (NWMC). As a result, much of the information about motivations and such comes from this project. For all intents and purposes waterfront revitalization in Port Townsend is the NWMC, although

there are currently some smaller projects also going on that will be mentioned in the next section. This offers an interesting counterpoint to Gig Harbor in that both are small towns, but Gig Harbor has done multiple smaller projects while Port Townsend has focused on this one larger project. Additionally, much of the work was done under a non-profit organization, in contrast to the initiatives done under the city in the other case studies.

The main motivation for waterfront revitalization in Port Townsend has been the revitalization of derelict property for public purposes. The site where the NWMC sits was formerly a derelict Brownfield site. It was an old, abandoned bulk oil terminal, surrounded by a chain-link fence. The site was contaminated and an eyesore. Partly in response to the NWMC, the Port of Port Townsend has also revitalized its marina and other facilities. They are still dedicated to maritime use and will continue to be so. The park renovations that the city is currently carrying out are also to remove failing eyesores from the waterfront. Both art installations have major issues, structurally, aesthetically and functionally, and the current projects seek to mitigate these negative impacts.

The secondary motivation for the Northwest Maritime Center was to provide an appropriate staging ground for the Wooden Boat Festival. The previous headquarters for the Wooden Boat Foundation, which hosts the Wooden Boat Festival, had been in a small building, where they did not have a lease or the ability to expand. Building the NWMC provided the WBF and the festival with a secure home. Although it started as a separate entity, the WBF has been a subsidiary of the non-profit NWMC since 2006.

In terms of partnerships, the merger of the Wooden Boat Foundation and the National Maritime Center non-profits was the largest partnership formed for waterfront revitalization in Port Townsend. These non-profits spearheaded the entire project, and although they partnered with agencies and community resources to accomplish their goals, long-term partnerships with other local and state organizations were not really pursued. Pocock donated much of their knowledge of making wooden hulls, however this was only one portion of the Wooden Boat Foundation's workings. In hindsight, it may have been desirable to build stronger regional partnerships, such as with the School of Marine Affairs, Puget Sound Pilots, and the maritime industries.

However, as mentioned, there were partnerships created to accomplish certain tasks. For example, the city and the NWMC are currently partnering to make streetscape improvements to Water Street. The Northwest Maritime Center drew on public outreach and participation to help design the NWMC buildings and programming elements. The non-profit also put together a committee to expedite the replacement and construction of the dock. They brought in Shore Alive, the Army Corps of Engineers, the Department of Ecology, and the city of Port Townsend, as well as educators, vessel operators, and a marine scientist. By bringing these players together early on and laying out the goal of making the most environmentally sensitive project over the water possible, they were able to shorten the permitting process from 24 to 36 months to 8 months.

There have been a number of benefits from waterfront revitalization in Port Townsend. There is the environmental benefit of cleaning up the contaminated site and removing the creosote pilings from

the old dock. Additionally, the dock was designed to be friendly to the eelgrass ecosystem, and a community eelgrass restoration project was also completed. Socially, the Center provides the community with a meeting place and educational opportunities. The exact social impacts have not been measured, however. Economically, state and federal income has helped leverage further investment in the community. In the past five years, the city has invested roughly \$10 million, the Port \$5 million, and individual businesses around \$10 million.

## **Revitalization Projects in Port Townsend**

### *Union Wharf*

Union wharf was rebuilt many years ago to provide public access in the 1990's. The previous wharf had collapsed. The new wharf is open to the public and has information about eelgrass concerns and the natural wildlife. The work was funded through a \$2 million dollar ALEA grant (<http://www.rco.wa.gov/grants/alea.shtml>). The revenue for these grants comes from leases of state owned waterfront and the sale of harvest rights for geoduck clams.

### *Northwest Maritime Center*

The largest and most prominent waterfront revitalization project in Port Townsend is the Northwest Maritime Center. In 1990 the site of this project was, as mentioned, a derelict oil terminal, and was for sale for \$1.6 million. A developer put an offer on the property and proposed a 50 unit condominium building on the site, 65 feet high and offering no public access. The site was really the last critical waterfront parcel in the Historic District, and the city council decided that this would be an inappropriate use of the property and passed a moratorium on all shoreline development.

After passing this moratorium, the city created the Urban Waterfront Plan along with an Environmental Impacts Statement. Multiple public design workshops and charrettes were held, and as a result of these the city council had enough community support to downzone this particular piece of property so that no condominiums or hotels would be allowed. Between 1990 and 1996 the city attempted to buy the property, but a lack of funding and political support stalled those plans.

In 1997 the property owners, by now very frustrated with the whole process, reduced the sale price to \$950 thousand. In order to forestall another lengthy battle over a new development proposal, the former mayor and some former city employees decided to form a non-profit organization called the Northwest Maritime Center. The first priority of this non-profit was to buy the site and redevelop it as the Northwest Maritime Center. At this point they had no idea what exactly the center would be, what partners would be involved, or what uses would be on the site, but they knew they wanted to preserve the site for public maritime use. The non-profit Northwest Maritime Center was officially formed in 1998 (in order to easily distinguish between the two NWMCs – the building and the non-profit organization – the non-profit NWMC will be referred to simply as 'the non-profit'). In their first year, the non-profit put



together a vision for the NWMC. They raised seed money for the planning process and emerged with a conceptual design of what the facility would look like.



**Figure 23: The Northwest Maritime Center in Port Townsend. This is the “revenue generating” building.**

With this drawing in hand, they opened a booth in 1999 at the Wooden Boat Festival and asked people to donate money to buy the property. Within a few months, they had raised \$600,000 dollars through donations ranging from \$50 dollars to \$100,000. However, before buying the property the non-profit’s board of directors wanted to know the level of environmental contamination. This was estimated at \$500,000, and the estimation process was funded by a grant from the Department of Ecology.

An agreement was reached between 1999 and 2000 with regards to the clean-up costs. The operator of the bulk oil facility (the responsible party) agreed to pay 50% of the cleanup costs, and the federal government, specifically their congressman was able to provide a \$500,000 Brownfield grant. Between these two sources of funds and the \$600,000 in local funds, the property was bought in September of 2000, and the cleanup was performed in the summer of 2002. 25 thousand cubic yards of contaminated soil were removed and replaced with structural fill. At the same time, the existing dock was demolished, and a new dock was permitted and built, and was finished in 2004.

Concurrently, a public planning and community design process was going on. An architectural firm from Seattle was hired to help with the design. The stated goals of the design process were to

“create a highly sustainable facility, and to ensure the buildings represent[ed] the Port Townsend community” (Northwest Maritime Center, Unknown). Members of the non-profit with previous experience with local stakeholders invited 30 different stakeholder groups over the course of 6 months, and their suggestions and comments were incorporated into the design and affected the types of uses that the new facility would have. With this information in hand, the final step was to finish the design and programming, raise the money for the construction of the facility, and finally build the Northwest Maritime City. The building was recently completed and the final finishing touches are now being completed.

The completed Northwest Maritime Center complex serves multiple functions. One building, designed to be the primary revenue generator, helps support the functions of the second building, which is where most of the educational activities take place. The first building contains a retail store, selling a wooden boat clothing line, materials for repairing and restoring wooden boats, and tools for repairing wooden boats, as well as a café. There is space for community members to store their kayaks, etc. for a fee, as well as a community meeting space and catering area designed to accommodate community meetings, business retreats, and conferences. The final pieces of this building are the administrative offices and a maritime library open to the public.



**Figure 24: The Northwest Maritime Center in Port Townsend. This is the building that holds the educational components of the NWMC.**

The second building hosts the educational component of the Northwest Maritime Center’s mission. These educational efforts are geared towards getting children involved in the maritime trades as well as preserving traditional knowledge. The educational building contains a large boat building

shop, where families and individuals of all ages can learn the traditional craft of boatbuilding. This is also where repairs to the Center's teaching boats takes place. One of the Center's ongoing projects is building Pocock cedar shells using traditional methods, training shipwrights and building high quality shells for sale at \$20,000 each. Eight have been sold. Classrooms are available for teaching sailing, as well as for other groups to rent. A pilot house, which will allow children to experience the workings of a modern high-tech ocean vessel, is currently being worked on.

The funding for the NWMC was fairly unique. A number of fundraising efforts focused on getting multiple smaller donations were used to show public support and, quite literally, public buy-in. These lists of donors were then used to leverage larger gifts and grants. This strategy arose partially through inexperience – when the non-profit was created there was no professional fundraiser and no one there had done a large scale capital campaign before. However, in the end the strategy proved to be very successful.



**Figure 25: The plaza medallion displaying the names of donors to the Northwest Maritime Center in Port Townsend.**

As mentioned previously, the purchase of the property for the Northwest Maritime Center was partially funded through \$600 thousand in local funds raised from the community ranging in size from \$50 to \$100,000. One of the first fundraising efforts involved offering boating enthusiasts who came to the Wooden Boat Festival the opportunity to buy a symbolic piece of property on the Port Townsend waterfront for \$50. The list of donors was then used to show great community support when applying



for an Interagency Committee for Outdoor Recreation (IAC) grant. The non-profit was awarded a \$325,000 grant in order to complete the property acquisition.

Similarly, a portion of the funding for the dock came from 86 people who paid \$1,000 each to have their boat's name, their home port, and the type of boat on a plaque on the dock. These plaques go all the way down the dock and boats from all over the region are represented. This community support then helped obtain funding from NOAA.



**Figure 26: The names of some of the 1700 donors that funded the Northwest Maritime Center.**

Funding for building the \$12.8 million Center came from over 1700 donors (Figure 26). Many of these were local and regional residents who supported the Center through small gifts. The smallest

donation was \$8.78, and the largest private donation was \$250,000. Three levels of donations at \$1000, \$150, and \$75 bought a brick in the nautical rosette that is installed in the public plaza. With this show of community support, additional larger donations were sought. Larger donations came from private foundations including the Gates foundation, and the Camilla Chandler Foundation, and other large regional and national foundations. Companies also donated, including a \$500,000 donation from First Federal, a local bank. Funding was also obtained from the city, who contributed \$1 million, the State of Washington contributed \$ 2 million in capital, and the US Department of Housing and Urban Development contributed over \$1 million. A complete list of major donors as well as the 2009 Consolidated Statement of Financial Activities for the Center can be found in Appendix D.

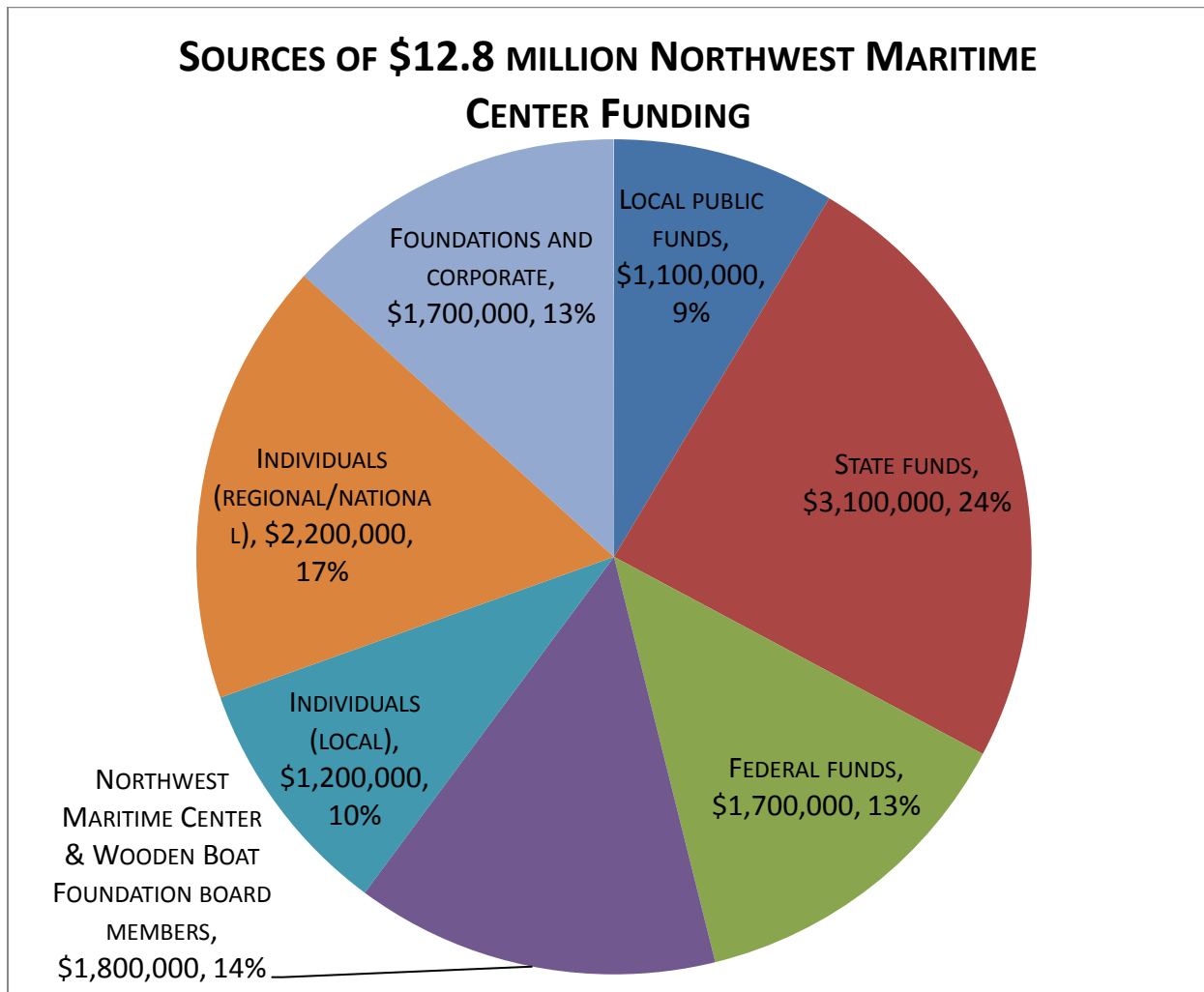


Figure 27: Breakdown of the \$12.8 million in gifts and pledges raised by the Northwest Maritime Center capital campaign. Data from Northwest Maritime Center and the Wooden Boat Foundation. Available online at: [http://nwmartime.org/uploads/pdfs/NWMC%20Newsletter\\_Spring%202010\\_FINAL.pdf](http://nwmartime.org/uploads/pdfs/NWMC%20Newsletter_Spring%202010_FINAL.pdf)

This fundraising effort was immense and lasted ten years, and large changes in the global economy happened during this time. Rising construction rates in China, for example, lead to a quick



escalation in construction costs. The cost of the project almost doubled due to the increase in materials costs due to international demand.

The NWMC building is a LEED Certified Gold building. Although it was not initially planned to be a ‘green’ building – LEED was only getting started in 2000 when the Center was first envisioned and funding for the building was very tight – the Center went Green in order to seize a funding opportunity. A potential donor came forward who would donate on the condition that the project get LEED certified. The result is a more refined design that is environmentally conscious.



**Figure 28: The educational boat building space inside the Northwest Maritime Center in Port Townsend.**

The reception of this project by the community has been largely positive. Some members of the community were concerned initially about gentrification and that the buildings would be too big and out of scale. Others, especially in the marine trades, thought it was just going to be a tourist trap. However, since the completion of the Center even some of the harshest critics have said that the outcome was

much better than they thought it would be. The non-profit has worked hard to make sure that the community feels welcome, and community groups are now having functions and board meetings at the NWMC.



Figure 29: Overhead view of Port Townsend waterfront. Red circle indicates Northwest Maritime Center prior to redevelopment. Blue circle indicates the Pope Marine Park area prior to redevelopment. Map data copyright Google, 2010.

### *Pope Marine Park*

The city is currently revitalizing Pope Marine Park, a waterfront park that is adjacent to the NWC between the Center and the main historical area of Port Townsend (Figure 15). The renovations include replacing children's play equipment, tables, and benches, and reworking the entrance so that the park is more welcoming from the street and is handicapped accessible. These renovations are expected to be completed in September of 2010 (City of Port Townsend, 2010).

Anticipated future improvements include the rehabilitation of a waterfront esplanade, and a failed art installment, the Tidal Clock and Wave Viewing Gallery. The Tidal Clock, nicknamed the 'Tidy Bowl' was meant to show the tidal cycle, but due to budget constraints and building snafus, the installment collects garbage. Portions of the Wave Viewing Gallery have been closed since 1999 due to safety concerns. The plan is to fill in the Tidal Clock and turn it into an amphitheater and rebuild the Wave Viewing Gallery so that the public can access it again. An adjacent building is being rehabilitated



and turned into a visitor's center that will contain meeting spaces and a public restroom. These projects have been delayed due to remediation issues (contamination found on site) and historic remodeling issues (City of Port Townsend, 2010).



**Figure 30: Pope Marine Park under construction in Port Townsend.**

Funding for the first part of the project, rejuvenating the park and the historic building that will be a visitor's center was raised from three sources: a \$650,000 grant from the Washington State Public Works Board's Small Communities in Rural Counties program, \$350,000 from FEMA, the Federal Emergency Management Agency, and \$290,000 from a 2008 city bond. The project is estimated to cost \$1.2 million (Bermant, 2010a).

Funding for rebuilding the Wave Viewing Gallery comes in part from a \$256,206 Interagency Committee for Outdoor Recreation grant from the Fish and Wildlife's Aquatic Lands Enhancement Account. The total cost of the project is estimated at \$530,412 (Bermant, 2010b).

The project is somewhat controversial, particularly with regards to the Tidal Clock and the Wave Viewing Gallery. These works of public art were originally installed in 1984 with a \$200,000 gift from a private citizen. The failure of the art installment has been blamed the changes made to the artists' design during construction. There are some members of the community that would rather see Tidal Clock and the Wave Viewing Gallery scrapped entirely, especially because the repair of the WVG is likely to cost so much. The artists of the original sculpture have asked that their names no longer be associated with the project (Meyer, 2009).

### *Water Street Streetscaping*

Water Street near Pope Marine Park and the NWC has also undergone some changes. The streetscaping included burying the utility cables and removing the telephone poles, installing low-impact development (LID) street elements, and integrating some pavers into the street to signal the entrance to the maritime district.

Both the city and the NWMC obtained funding for streetscaping projects. The City has received a number of grants, including a \$768,411 grant for phase 1 of the Water Street sidewalk project (Total cost \$878,184), and a \$1,083,992 grant for phase 2 of the project (total cost \$1.2 million) (City of Port Townsend, 2010). These Federal and State are matching funds that complement the projects' respective \$109,000 and \$155,000 bonds (City of Port Townsend, 2010). The NWMC also received funding and partnered with the city and transferred the funds they received to the city, and the two entities worked in a joint partnership to develop the streetscape. The downtown undergrounding of utilities, a \$1.65 million project, is being paid for by a \$750,000 bond and \$900,000 from Puget Sound Energy, the local energy utility.

### *Main Street Program*

Port Townsend was one of the five pilot Main Street programs in Washington State. As discussed previously, the Main Street program was created by the National Trust for Historic Preservation and is centered on promotion, economic restructuring, design, and organization. More information about the Port Townsend Main Street Program can be found at <http://www.ptmainstreet.org/>.

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More information about the Northwest Maritime Center can be found in Appendix D or online at:  
[http://nwmaritime.org/uploads/pdfs/NWMC%20Newsletter\\_Spring%202010\\_FINAL.pdf](http://nwmaritime.org/uploads/pdfs/NWMC%20Newsletter_Spring%202010_FINAL.pdf)

[http://nwmaritime.org/uploads/pdfs/Annual%20Report\\_2009\\_FINAL%20FOR%20EMAIL.pdf](http://nwmaritime.org/uploads/pdfs/Annual%20Report_2009_FINAL%20FOR%20EMAIL.pdf)

## Bremerton

### Study Area

Bremerton is located in Kitsap County on the Kitsap Peninsula and is bordered by Sinclair Inlet and the strait of Port Orchard (Figure X). The town straddles the Port Washington Narrows, and is connected by two bridges (Figure X). As of 2000, there were 37,259 residents living in Bremerton, which is approximately 26 square miles. Unlike Gig Harbor or Port Townsend, there is no significant retiree population; to the contrary 25% of the population is under 18 while only 11% is over 65. This is probably tied to one of the major employers, the Puget Sound Naval Shipyard. Bremerton's per capita income was \$16,724.

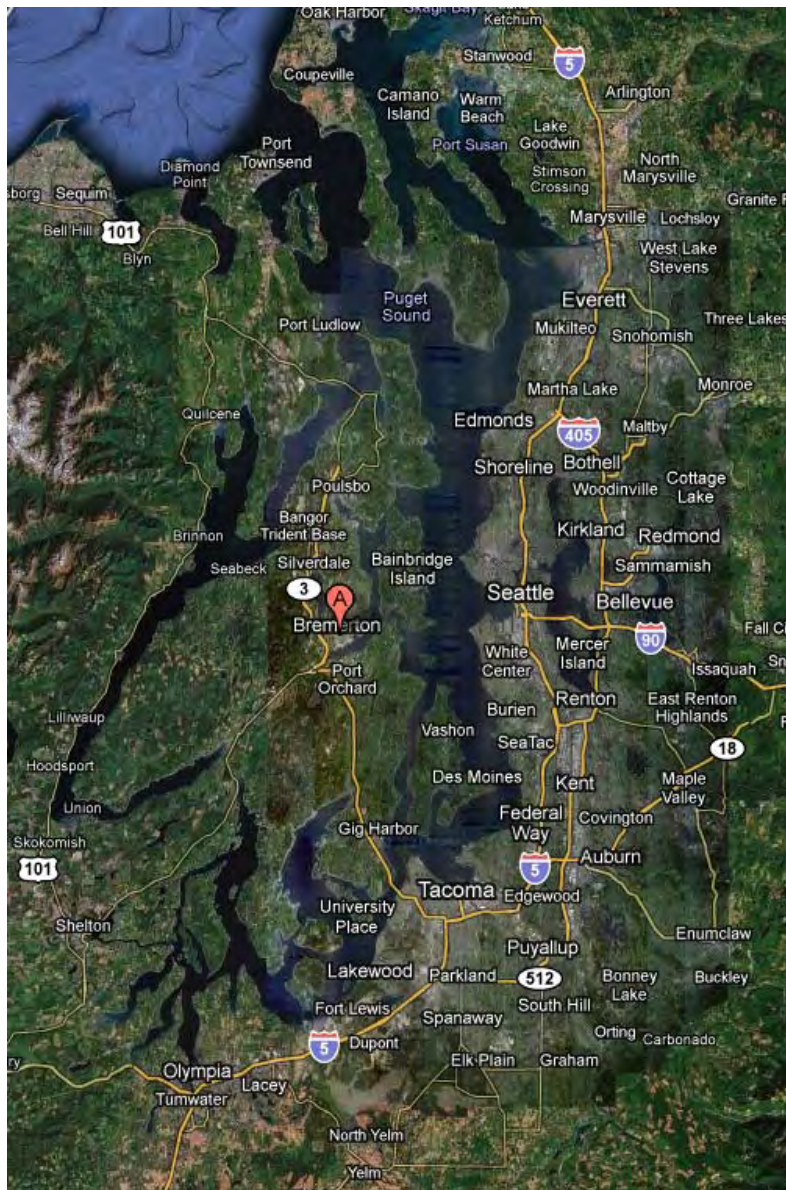


Figure 31: The location of Bremerton within the greater Puget Sound region. Map data copyright Google 2010.



Bremerton has grown up around the marine trades, specifically building and repairing boats for the Navy. The Puget Sound Naval Shipyard and the Bremerton Annex of Naval Base Kitsap are both located in Bremerton. During World War I the Shipyard was involved in building submarines, and during WWII, Bremerton was intensely involved in the shipbuilding, repair, and maintenance work necessary for the Pacific war effort. The Puget Sound Naval Shipyard remains one of the largest employers in Bremerton.

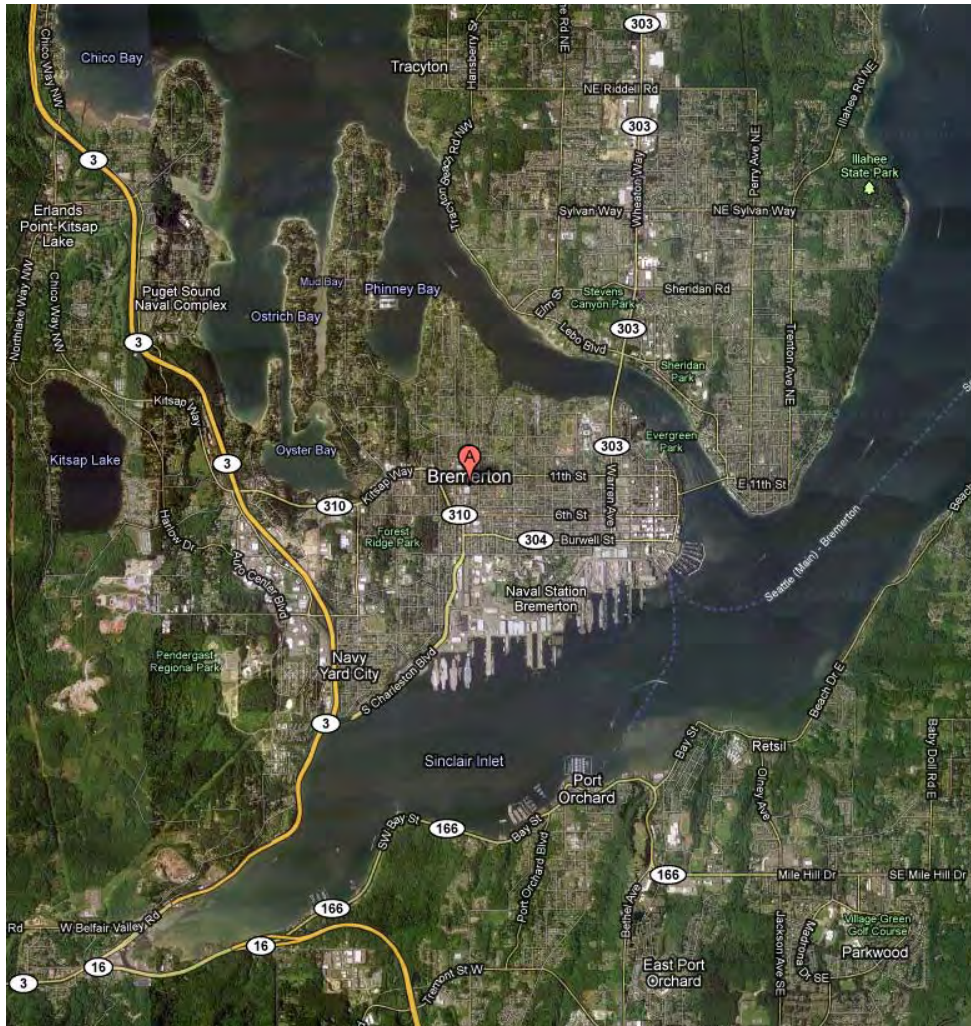


Figure 32: The city of Bremerton. Map data copyright Google 2010.

### Waterfront Revitalization in Bremerton

Bremerton was a blighted city. Due in part to the neglect of property by a large Bremerton property owner, many properties descended into extreme neglect. By 1977 the entire downtown was declared a 'blighted area.' (Rosenberg, 2003) In the 1980s a shopping center was built outside of town, taking many customers away from downtown stores. Residential development followed and also moved out of the city. Even to this day, many buildings are vacant.

Multiple attempts to revitalize the downtown began as early as the early 1970s. Proposals included building a waterfront hotel and building a canopy over the central business district. The repeated failure of waterfront revitalization projects led to apathy about the waterfront from the citizens of Bremerton.

In 2000 the initial redevelopment plan was laid out by a group of Californians. The plan was useful in that it laid out what the planners thought should be the primary concept of the downtown area and provided the base work for meeting shoreline permitting requirements and to some degree something to provide when seeking funding and going through the permitting process. However, it ended up not being very relevant to what Bremerton actually built, although it helped them meet compliance requirements.

As opposed to Gig Harbor, which has had many community-driven projects, and Port Townsend, which had community input on the design for the Northwest Maritime Center, Bremerton did not create an overall plan or use a lot of stakeholder involvement. It was felt that that approach would not be successful for them in part because of the huge planning committees and design committees etc. that they felt would accompany the process. They also thought that more engagement would lead to more studying, more views, more time, more cost, and with urban redevelopment, less of a chance of actually succeeding. The city felt that the public had become distraught and felt that the city would never recover. As a result, there was a “willing public because we failed so many times that there was good latitude and we didn’t have to do a whole lot of public process.” However, according to a source at the city, once the projects were completed public opinion went from “you’re wasting your money and you’ll never get there” to “this is really neat, don’t fool with it.”

The waterfront revitalization in Bremerton, then, was largely driven by the city government. Specifically, Mayor Cary Bozeman contributed strong political will and leadership (Surdyke, 2009). They were motivated by two main factors, first to remediate the blight that plagued the downtown waterfront, and second to make the revitalized waterfront a livable, walk-able space. Their approach to creating a neighborhood where people would want to be was to create a complete neighborhood where people where people live as well as work and shop. Additionally, creating public spaces was considered the best way to create livable, walk-able, healthy and sustainable communities. The city felt that creating public spaces that people of all ages and economic backgrounds can enjoy was very important to successful revitalization. They felt that these features would encourage people to want to go to the space, and that the public would say “I really want to be in, and I feel good being in that place.”

However, creating a walkable downtown waterfront space was something about which the city experienced public opposition. The community had become used to the car-dominated and parking-dominated waterfront, and was concerned that changing it would increase transit times and upset that they wouldn’t be able to park their cars on the waterfront. However since the changes sources at the city report that citizens’ mindset has changed from automobile focused to be proponents of a more walkable downtown.



In order to redevelop the waterfront, the city of Bremerton has worked with a number of private developers. The partnership technique that the city has used with private developers is to meet with them and have open dialogue about what the private developers need and what they want to build, as opposed to taking the approach of designing something and then telling the developer to build it. Some of the key public investments in their experience include: connecting to your transportation center, providing parking, and creating public spaces such as plazas and parks. These are very expensive items and the cost can be difficult for the private sector to absorb. Bremerton has found that by taking on 20 to 25% of the cost of the project by building parking, public access, and public spaces, the private sector is able to build the rest of the project.

Bremerton has largely partnered with State and Federal agencies for funding. The city has also partnered with the Kitsap Consolidated Housing Authority to build an apartment/condominium complex, and the Port of Bremerton to build the downtown marina, among others.

The specific benefits of waterfront revitalization in Bremerton have not been measured scientifically. The city claims that redevelopment efforts have improved the financial future of the city as well as improving quality of life. There are certainly aesthetic and potential social benefits to the revitalization projects – where there were parking lots and empty lots there are now clean new buildings. The waterfront district is also more used now. The public plazas, especially those near the Convention Center, are home to festivals during the summer. The Blackberry Festival, for example, is held here. Additionally, the sidewalk improvements and street narrowing have made the area much more pedestrian friendly. However, there has not been an objective analysis of the social benefits of the waterfront revitalization. While some individuals have expressed favorable opinions of the project, the general public's opinion of the revitalization is not known.

Environmentally, the benefits are less clear. Reducing car traffic reduces pollution, and the cleanup of the Harborside Fountain Park property benefits the environment. However, there are environmental concerns about a proposed  $\frac{3}{4}$  mile long boardwalk. Economically, the major question is the sale of the Harborside Condominiums. Three years after their completion, many units remain unsold. It is likely that this is at least in part due to the current economic climate, however it remains to be seen if Bremerton is a case of too much too quickly.

## Revitalization Projects in Bremerton

The Harborside District is the umbrella under which Bremerton's waterfront revitalization is taking place. The district encompasses approximately five blocks along the waterfront and from the waterfront to Pacific Ave, two blocks inland (Figure X). All of the following projects are within this district. It is estimated that of a total investment of approximately \$390 million, the public has invested \$186 million and the private sector has invested \$204 million (Surdyke, 2009).

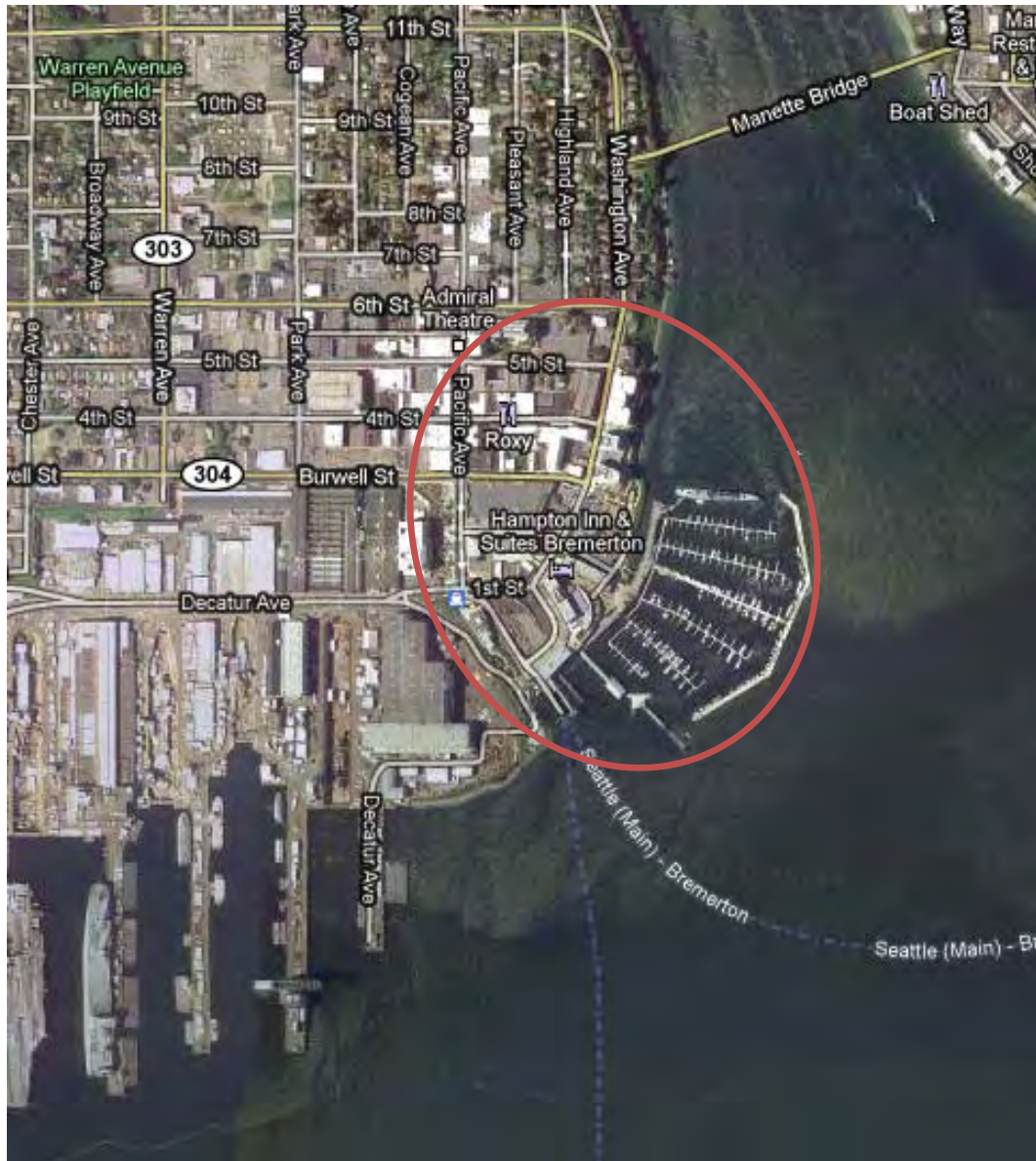


Figure 33: The Bremerton Harborside District is indicated by the red circle. Map data copyright Google 2010.

### *Kitsap Conference Center*

The property that the conference center is on was owned by two public agencies, the City of Bremerton and Kitsap Transit. The land was formerly parking lots. These two agencies had obtained some money through a state appropriation to build a conference center. During the planning process, the agencies realized that in order to be successful some other components were also required; specifically additional conference space, a hotel, and parking.



**Figure 34: The Kitsap Conference Center and adjacent public plaza in Bremerton.**

A set of minimum standards were created and with these in hand the city met with a number of private developers in order to find out what their needs were and what might entice them to come to Bremerton and build. They found that the city's ability to take public money and create infrastructure to support what the private side couldn't afford was the catalyst that allowed the private sector to come on board and invest.



Figure 35: The private development that occurred alongside and adjacent to the Kitsap Conference Center including the Hampton Room Suites and Anthony's.

The total cost of the project was approximately \$60 million. \$40 million came from private investment, while the public sector invested \$20 million (City of Bremerton , unknown). Private partners included OPUS, a private developer, among others. The private sector's investment was funneled into the hotel, the restaurants, and the office building that are part of the conference center complex. The conference center has room for up to 750 attendees. The public contribution included \$7 million to create the public spaces for the conference center. Another \$7 million was bonded in order to create parking for the complex.

Anthony's Home Port Restaurant at Harborside was completed in 2006. The restaurant is located in the hotel adjacent to the conference center. \$8 million in private funding from Anthony's HomePort Inc. was used to complete the project (City of Bremerton , unknown).

### *Street Narrowing and Walkability Projects*

Throughout the central downtown waterfront area, Bremerton has focused on making the area more pedestrian friendly. The roads have been narrowed from four or five lanes to two in many areas. Additionally, bulb-outs containing planters and trees have been added to the downtown waterfront area. These improvements also included Low Impact Development techniques to filter stormwater. Approximately 6,000 mature trees, 9-10 thousand shrubs, and 15-20 thousand plants have been added. These improvements have moved the downtown towards the city's walkability and liveability goals –



creating a comfortable, green space where people like to be. Funding was obtained through a real estate excise tax.

### *Norm Dicks Government Center*

The Norm Dicks Government Center created space for seven public agencies to be consolidated under one roof. This brought about 400 new people into downtown Bremerton to work, which also helps to support local retail. Funding for the Government Center was obtained through a \$30 million dollar real estate excise tax. The city partnered with the Kitsap County Consolidated Housing Authority to build the project (City of Bremerton, unknown).

### *Harborside Fountain Park Project*

The Harborside Fountain Park was built to help connect the Puget Sound Naval Shipyard and the workers and sailors who work there with the rest of downtown Bremerton. Bremerton negotiated with the shipyard to obtain some land that had become surplus to the shipyard. The federal government transferred a small piece of property, 100 feet wide and 800 feet long, for a low price and also completed the environmental clean up on the land. The property also serves as a buffer between the Naval Shipyard and the town.



**Figure 36: The Harborside Fountain Park in Bremerton. The statues are modeled after submarines and shoot water out of the top at regular intervals.**



Wet Design, a well known water feature design firm out of California, was contracted to design the park. A state appropriation was obtained that in part funded the project, all together \$12 million in State and Federal Grants were obtained by the City of Bremerton to fund the project (City of Bremerton , unknown).

### *Harborside Heritage Naval Museum and Memorial Plaza*



**Figure 37: THE Harborside Heritage Memorial Plaza**

Adjacent to the Harborside Fountain Park is the Harborside Heritage Naval Museum and Memorial Plaza. The museum is housed in a renovated historical building. The Memorial Plaza commemorates historical navy shipbuilding activities, especially the WWII shipbuilding effort. The city partnered with the Puget Sound Naval Shipyard to create these public spaces, and they were funded with \$5.5 million in State and Federal Grants (City of Bremerton , unknown).



**Figure 38: The Harborside Heritage Naval Museum in Bremerton.**

#### *Waterfront Condominiums and The 400 Condominiums*

The city, along with the Kitsap County Consolidated Housing Authority and private partners, undertook the creation of waterfront condominiums. The building expenses were expected to be covered by the sale of the condominiums, and were approximately \$35 million (City of Bremerton, unknown). The condominiums were finished in 2007. The 2008 real estate downturn, however, detrimentally affected the sale of the condominium units. The primary market for these condos was empty-nesters and second home owners, and this market was hit especially hard (Surdyke, 2009). Just over 85% were sold two years after completion, and none of the ground floor units have sold (Surdyke, 2009). As a result, the second building phase has been put on hold (Surdyke, 2009).



**Figure 39: The 400 Condominiums in Bremerton.**

Building the Waterfront Condominiums did spur further private development in the 400 Washington Avenue condominiums. However, it too was finished just as the real estate market softened. The private developers held a public auction to sell off the rest of its condominiums, as only half of the 70 units had sold (Surdyke, 2009). The auction was successful, as all but 4 units sold, although some were priced 58% below their initial sales price (Surdyke, 2009).



**Figure 40: The Waterfront Condominiums in Bremerton.**



Recently however, Kitsap County had to take on \$40.5 million in debt to keep KCCHA from defaulting on loans, including those loans taken out to build the Waterfront Condominiums (Grimley, 2010).

### *Ferry Tunnel*

After 9/11, federal regulations were passed that required a buffer zone around Navy property. As a result, a reasonably large piece of land adjacent to the ferry terminal was abandoned by the Navy to become a buffer. The city instead built a tunnel through the land to funnel ferry traffic away from downtown directly to the major roads. By doing this, the Navy did not have to install cement barriers, and downtown traffic was drastically reduced. Approximately 70% of the traffic was taken off of the streets in the Harborside District, and that allowed Bremerton to create more bulb-outs and continue narrowing the downtown streets.



**Figure 41: The ferry tunnel recently completed in Bremerton.**

Kitsap Transit, along with Federal and State government partnered with Bremerton for this project. Funding for the \$30 million dollar project was obtained through a Federal/State matching program (City of Bremerton, unknown). It has, however, had a negative economic impact on the remaining downtown merchants and there was opposition to the project from both local businesses and residents (Surdyke, 2009). As a result “few new businesses have opened, and a number of remaining retail tenants and businesses have left” (Surdyke, 2009).

### *Other Projects*

There are many other projects that have been completed in the Harborside District of Bremerton. A new downtown fire station was completed in 2005. The station was spearheaded by the City of Bremerton Public Safety Bond Issue, and funded with \$5 million in vote bond funds (City of Bremerton , unknown).

A downtown parking garage with a capacity of 1000 cars was also completed in 2005. The Puget Sound Naval Shipyard partnered with the city to build the \$18 million dollar structure, which was federally funded(City of Bremerton , unknown).

The Kitsap Credit Union Headquarters and Office building was also completed in 2006. This project was the result of a partnership between the Kitsap Credit Union and Kitsap Transit, and was built with \$15 million in private funding (City of Bremerton , unknown).



**Figure 42: The Kitsap Credit Union in Bremerton.**

A Downtown Marina was built in conjunction with the Port of Bremerton. Completed in 2008, the new facility was funded with \$22 million in local public funding and federal grants (City of Bremerton, unknown).





**Figure 43: The new marina in Bremerton adjacent to the Conference center and Waterfront Condominiums.**

There is also a planned development to be called the Harborside Commons. A local developer has proposed a \$70 million project, which will include a bookstore, food court, community meeting and event spaces, a grocery store, fitness center, restaurants and shops, and up to 200 units of affordable housing marketed towards Navy and dockworkers (Surdyke, 2009). However this project is on hold until financing and additional anchor tenants can be secured (Surdyke, 2009). It is probable that this project will have a major positive impact on the quality of living in downtown Bremerton.

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More information about Bremerton's current troubles:

[http://www.seattlepi.com/sound/425974\\_sound101692633.html](http://www.seattlepi.com/sound/425974_sound101692633.html)

## Tacoma

### Study Area

Tacoma is located in Pierce County, approximately 30 miles southwest of Seattle at the south end of Puget Sound (Figure X). The city surrounds Commencement Bay, a protected harbor (Figure X). As of 2000, there were 193,556 people living in the city, which is approximately 63 square miles. Tacoma is the most racially diverse of all four case study cities, and the age structure of the city is spread out as well. Tacoma's per capita income is \$19,130.

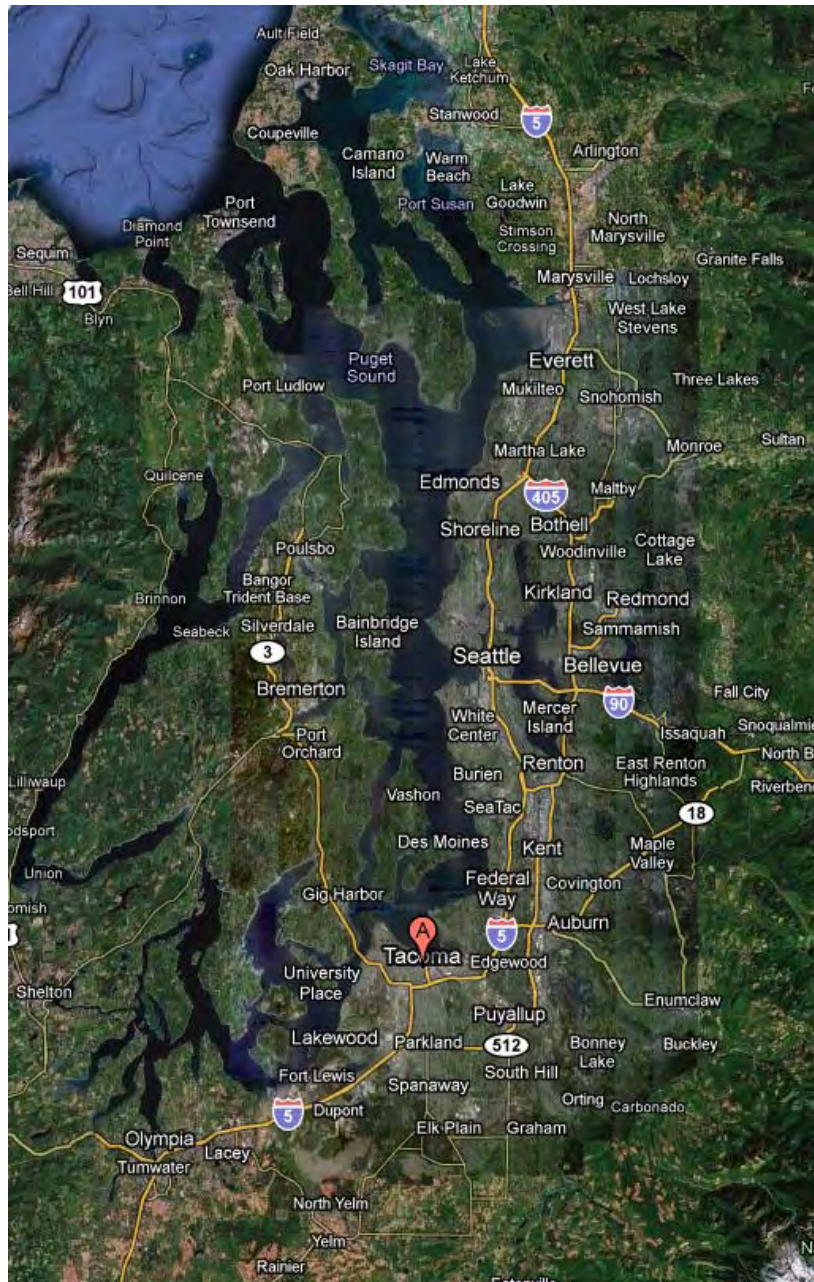


Figure 44: The location of Tacoma in the context of Puget Sound. Map data copyright Google 2010.



The industrial heart of Tacoma has long centered on its waterfront. The city is the terminus for the Northern Pacific Railroad, part of the Transcontinental Railroad. The rail tracks extend down to the port, where cargo containers can move directly from ship to rail. This has allowed Tacoma to remain a powerful shipping hub on the West Coast. Significant amounts of water-dependent industry are still located on the waterfront alongside the Port of Tacoma.

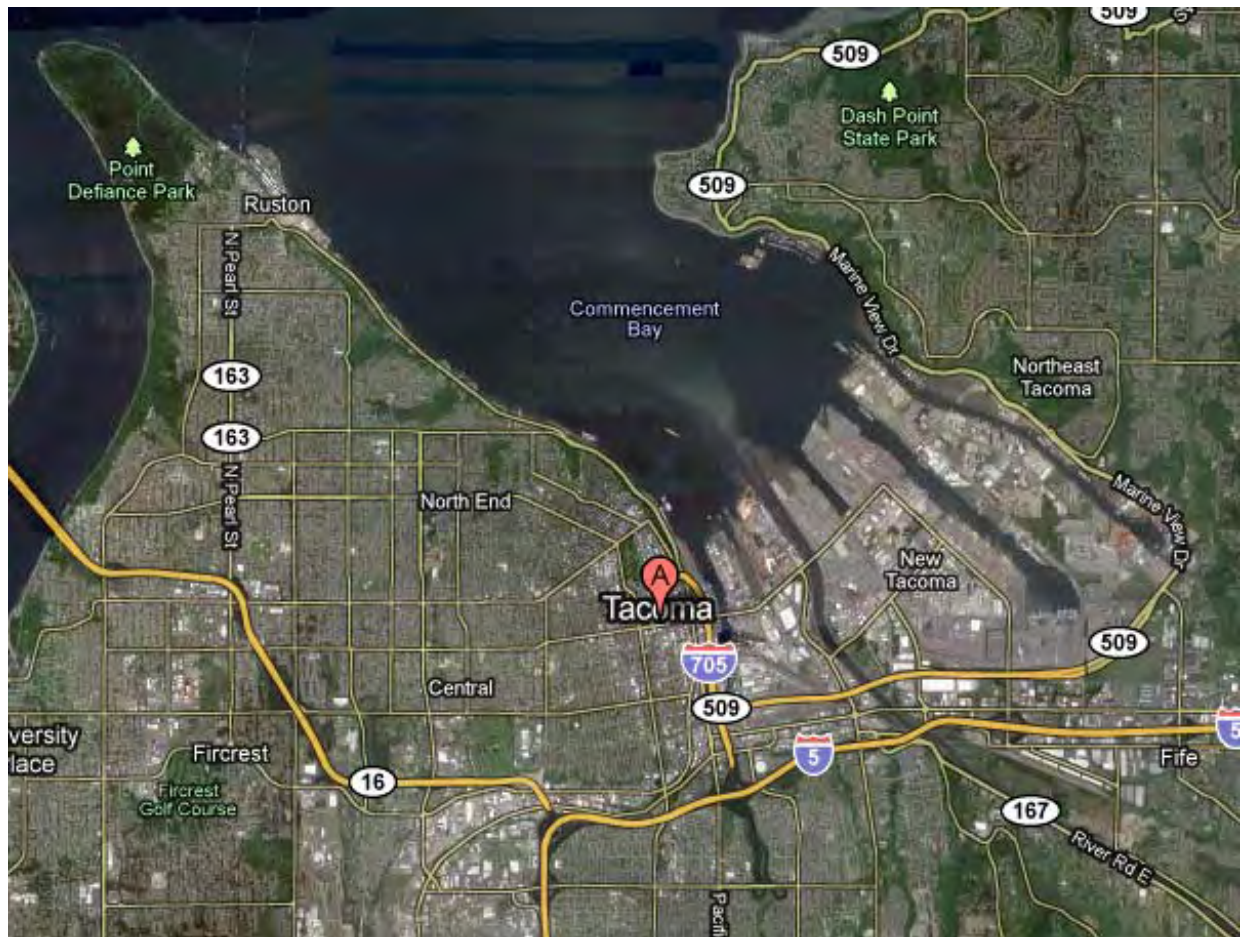


Figure 45: Map of downtown Tacoma. Map data copyright Google 2010.

### Waterfront Revitalization in Tacoma

Waterfront revitalization began in Tacoma in the 1990s as part of a broader effort to revitalize Tacoma's downtown. The Thea Foss waterway revitalization in particular was a virtue that came from a vice. The waterway was declared a superfund site in the early 1980s, which was one of the first superfund sites. The City of Tacoma was one of the responsible parties for the clean-up effort. As a result, the city was faced with millions of dollars of clean up costs in order to clean the sediments and then to accomplish source control in the uplands of the Foss Waterway.

At the time the upland of the western bank of the Thea Foss waterway was a largely abandoned Brownfield that was not generating revenue for the city. A number of the industrial businesses previously located there had relocated over the previous decades. This was due to two things; first, an Indian Land Claim Settlement in the early 1980s – so business owners did not know if they had clear title to their land, and so avoided making improvements, and second, the declaration of the Foss as part of the superfund site in 1983 – since no one knew what to expect from the federal government, so again they made no improvements. Some property owners were even abandoning the properties for tax purposes. The streets immediately inland were also filled with empty storefronts, as much of the retail had left downtown Tacoma.

As a result the city decided to buy 26.8 acres of land, largely on the western side, on the Foss Waterway in 1991 for \$6.8 million (City of Tacoma, 2010a). The city obtained \$2.28 million from the Interagency Committee for Outdoor recreation through the use of Washington Wildlife and Recreation Funds. Their rationale was simple: if they had to pay for the cleanup of the waterway, they should create economic development at the same time. This way, the properties would get back on the tax rolls and help feed Tacoma's general fund. These, then, were the primary motivations for the waterfront revitalization in the Foss Waterway.

Unlike in the Bremerton Harborside District, Tacoma encouraged extensive public participation in the design phases. Several years in the early 1990s were spent collecting public input under the tagline “create a place for yourself on the Foss” (see Appendix D and the transcripts in Appendix C for more detail on their public process). This focus encouraged participation, and as a result the public outreach program was well attended by all interest groups, including boaters, rowers, marinas, and potential homeowners. At the end of the public outreach program a conceptual plan for the waterfront redevelopment in the Thea Foss Waterway emerged. The plan resembled an urban village, with places to live, work, and play, and it was to be developed with private funding. It would also not be solely dependent on tourism (Surdyke, 2009). The City of Tacoma created the Foss Waterway Development Authority in 1996 as a special purpose district. The authority was charged with creating and implementing a plan for the 1.5 mile stretch of waterfront.

Although the city developed the public Esplanade and a number of parks and other public spaces, it saw further investment and building as the appropriate role for the private sector. Each of the properties that have been developed in the Foss, then, were done so by private firms. The Foss Waterway Development Authority (FWDA) has created a method of working with private developers that has been successful. Once the FWDA has decided which property it is going to focus on next, and what types of building they would be willing to have be built there (hotel, apartments, etc.), they go out and solicit proposals from national and international developers. The board of the FWDA then chooses a developer to negotiate with. These negotiations usually involve a purchase and sale agreement, a long-term lease, or a development agreement, and also environmental indemnification. The environmental indemnification provides protection to the developer and lender provided that the building is developed consistent with the requirements of a consent decree that describes how to handle the soils and how construction should occur.



Some of the private developers also worked with the community. For example, with the Albers Mill project, the private developer spent years working with the community in order to find a design that would be profitable yet allow the outer shell of the historic mill to be retained. Additionally private developers and businessmen who were locals played a key role, alongside the city manager and city council, in gathering the initial momentum for the Thea Foss waterfront revitalization.

The Thea Foss waterfront revitalization has improved the environment in two significant ways – first, by cleaning up the sediments and preventing recontamination, and second by creating some small waterfront habitats. Informal surveys of benthic organisms show increased diversity since the clean up. Socially, the revitalization efforts have changed the Thea Foss area from an area dominated by drugs and other unsavory activities into an area where festivals can be held and families can visit. However, more connections are still needed to the city proper in order for there to be a more consistent flow of visitors to the waterfront. Economically, the construction of the Esplanade has created jobs during the economic downturn; however no scientific studies have been completed. There are also more businesses now inland of the Thea Foss waterway, as it has helped spur further downtown redevelopment.

## Revitalization Projects in Tacoma

Like Bremerton, Tacoma has one large project area – the Thea Foss Waterway. Within this area, multiple individual revitalization projects have occurred. The Thea Foss Waterway is a man-made canal extending south from Commencement Bay (blue line, Figure X). It is part of the Commencement Bay Federal Superfund site. The City of Tacoma acquired 1.5 miles of waterfront property along the west bank of the Thea Foss waterway. The east bank of the waterway remains in industrial use. The following projects have all been overseen by the Foss Waterway Development Authority and are located along the Thea Foss waterway.

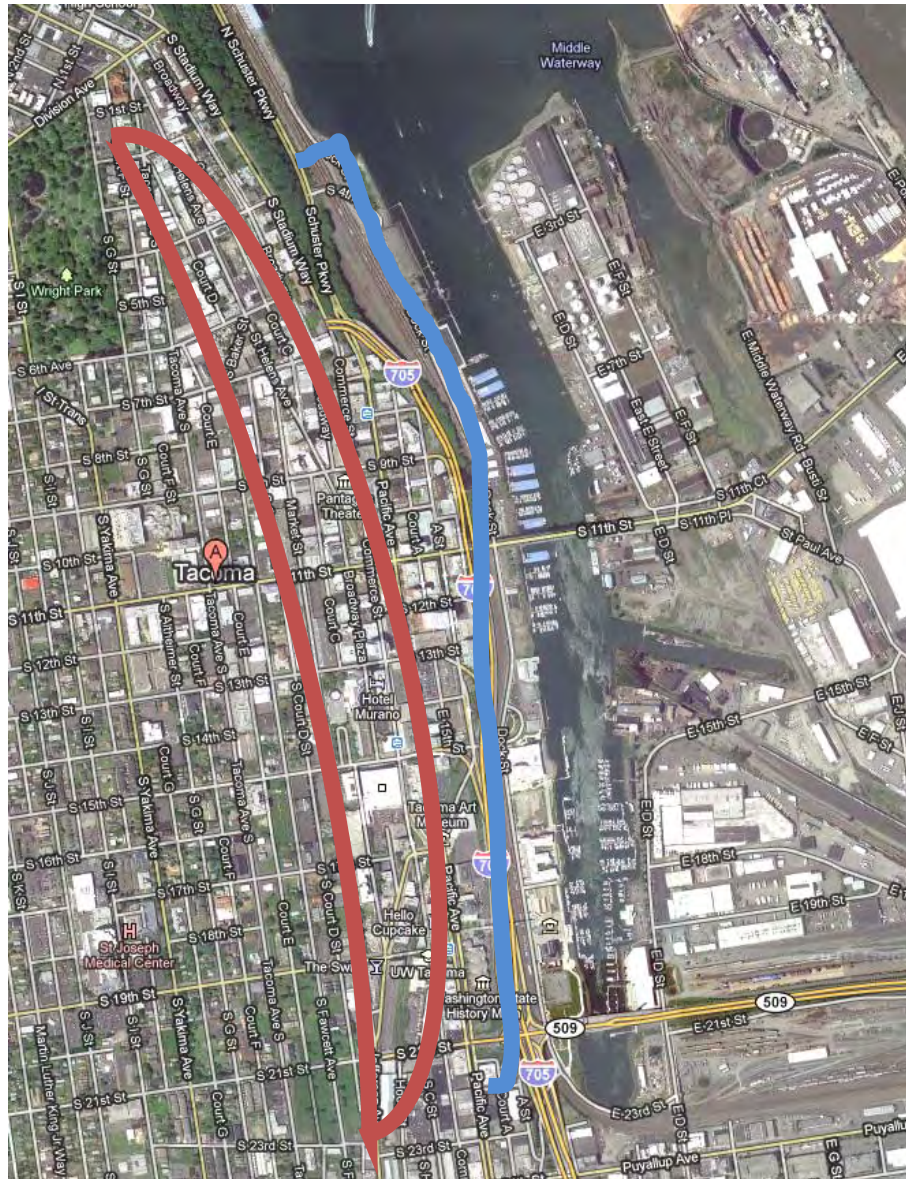


Figure 46: The Thea Foss Waterway waterfront revitalization project is indicated by the red circle. The blue line indicates the extent of the Thea Foss waterway. Map data copyright Google 2010.

### Thea Foss Waterway Cleanup

As previously mentioned, the Thea Foss waterway was part of the larger Commencement Bay superfund site cleanup effort. The Thea Foss clean-up effort, which the City of Tacoma spearheaded, involved trying to reverse more than 100 years of dumping from industries. Hundreds of sediment samples were taken and analyzed in order to come up with a cleanup plan (see <http://cms.cityoftacoma.org/web/FossDiagram.pdf> for a visual overview).

Funding for the Thea Foss cleanup – which totaled around \$105 million – came from multiple sources. The majority of the funding -- \$56.5 million – came from increases in the surface water rates, that is from increasing the price of public water services. From the public sector, the city also obtained \$24.5 million in Washington State Department of Ecology grants and \$3.7 million from the Washington State Department of Natural Resources. The other responsible parties (parties that had contributed to the pollution) contributed \$13 million. These were largely private firms. PacifiCorp and Puget Sound Energy contributed \$7.3 million (City of Tacoma, 2010b).

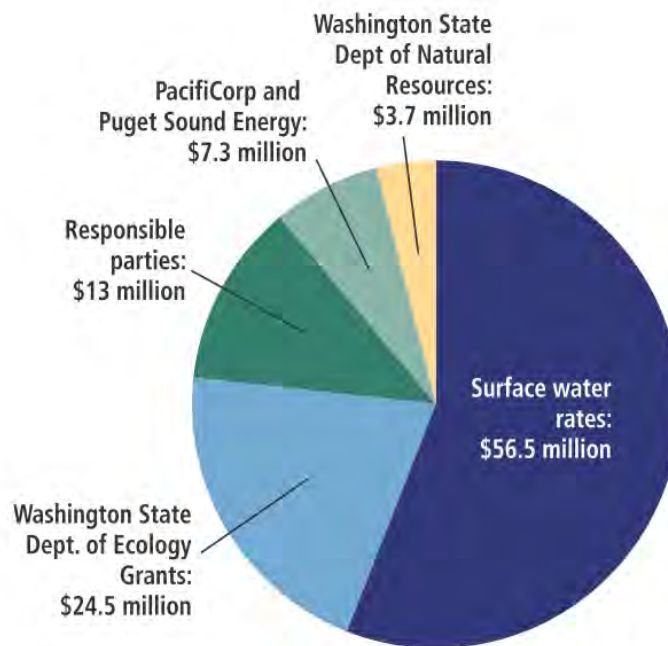


Figure 47: Breakdown of costs for the Thea Foss Waterway cleanup. Image copyright City of Tacoma. Available online at <http://cms.cityoftacoma.org/web/FossCostChart.pdf>.

One of the outputs of the cleanup process was a consent decree between the Washington State Department of Ecology and the City of Tacoma. This legal document is essentially a contractual agreement that gives limited protections to the parties that sign it as long as they do the remediation, cleanup, and the construction consistent with the consent decree. Each time the Thea Foss



Development Authority sells a piece of property, an amendment adds this new party to the consent decree. All of the property owners that have constructed the following projects, then, are part of this consent decree.

The superfund process and the legalities of the cleanup are outside of the scope of this report. However, more information about the consent decree and the Thea Foss cleanup process can be found in the transcripts in Appendix C and documents available online at <http://www.epa.gov/superfund/sites/fiveyear/f00-10006.pdf>.

### *Waterfront Park and Thea's Park*

Waterfront Park is a planned park at the south end of the Thea Foss waterway. It will be 3.7 acres in size and is scheduled to be completed in the next few years (Surdyke, 2009). The proposed park will have a boat dock, a boathouse, and will have a shoreline restoration and habitat area (Surdyke, 2009).



**Figure 48: Thea's Park in Tacoma.**

Thea's Park is a skateboard-friendly park at the north of the Thea Foss Waterway. The park covers 3.4 acres and was completed in 1996 (Surdyke, 2009). There is parking and public spaces available (picture). There is also a 9/11 memorial at the north end of the park. Thea's park is also home to a small habitat improvement project in the form of a small gravel cove.

*Museum of Glass Center for Contemporary Art and the Chihuly Bridge of Glass*

The Museum of Glass was the anchor tenant of the Foss Waterway, and opened in July of 2002. It contains glass art exhibits and also has a Hot Shop Amphitheater, where museum visitors can watch glass artists at work. The Chihuly Bridge of Glass is a 500 foot pedestrian bridge given by the museum to the city. Adjacent to the Museum of Glass, it links the Thea Foss waterway and the “cultural district” of downtown Tacoma. The bridge also opened in July of 2002. The bridge features works by Dale Chihuly, who is a native of Tacoma. Chihuly worked closely with an architectural firm to design the bridge.



**Figure 49: The Museum of Glass in Tacoma.**

The city sold the land for the Museum of Glass at approximately \$10 per square foot of built space to the Museum non-profit. Funding for the museum was largely privately raised. Around \$55-60 million was raised privately, including a \$10 million private grant. George Russel, who created the Russell index, personally raised \$55 million for the Museum of Glass. The city paid \$6.3 million to build the bridge, and Chihuly donated the artwork, valued at \$9 million, that adorns it (Ament, 2010; Johnson, 2000). The city also created a parking structure for the museum, and developed plazas and the esplanade (see next section), which surround the museum. These improvements cost an additional \$11.3 million (Johnson, 2000).





**Figure 50: The Bridge of Glass, which contains the works of Dave Chihuly in Tacoma.**

#### *Esplanade – Public Walkway*

The esplanade is a public walkway that will eventually stretch the entire 1.5 miles of waterfront. It will include space for public events and art displays. Most of the esplanade has been completed as the upland development is completed. However, with the economic downturn and the stall in development, construction on the esplanade is continuing ahead of upland development.



**Figure 51: Looking north along the public esplanade in front of the Museum of Glass in Tacoma.**

The first phase of the esplanade extended half a mile, and was funded by grants from the City of Tacoma and the State of Washington, among others (Surdyke, 2009). The second phase of the esplanade included an amphitheater in front of the Albers Mill development and the renovation of the City owned marina (Surdyke, 2009). The third phase of the esplanade provided waterway access via a series of floating walkways, as well as floating piers for mooring larger vessels (Surdyke, 2009). This phase cost \$1.6 million and was completed in conjunction with the stabilization of the Seaport building (Surdyke, 2009). The fourth phase is ongoing and connects existing sections of the esplanade.

### *Thea's Landing*

Thea's landing is a mixed use development just north of the Glass museum. It was the first development built using the Foss Waterway Development Authority's process of working with developers. The project contains 19,000 square feet of retail and 234 apartments and condominiums. Thea's Landing was built by a local developer who believed in the vision Tacoma had for the Thea Foss waterway – this sort of local champion is very necessary and quite common for waterfront revitalization projects. The FWDA sold the land to the developers for \$25 per square foot of built space (further sales have ranged between \$25 and \$35 per square foot of built space). The building was privately funded and is privately owned. However, the public sector did pick up the cost of waterproofing the bottom of the building to prevent recontamination, which cost approximately \$500,000. Like the Museum of Glass, the city created public spaces alongside the private development.



**Figure 52: Thea's Landing in Tacoma. In the foreground is one of the sculptures outside of the Museum of Glass.**

### *Albers Mill Development*

Albers Mill is a residential development just south of the Glass museum. The development is built using the husk of a historic mill. As previously mentioned, the developer worked extensively with the community to come up with a design that would balance historical preservation with the developer's economic needs. The final result suits both of these needs (picture). Like Thea's Landing, the building was privately funded and is privately owned.



Figure 53: The Albers Mill development in Tacoma on the Thea Foss Waterway.

### *Foss Waterway Seaport*

The Foss Waterway Seaport will be home to the maritime heritage museum and a marine science education center. Although all of the exhibits are not yet in place, the seismic upgrades and new roof have been installed. Additionally, the old wharf under the building was deteriorating, and has been replaced completely. This is another historic building that, like Albers Mill, has been restored and adapted to present use. This renovation cost approximately \$6 million (Surdyke, 2009). An additional \$18 million is expected to be invested to finish the upgrades and create the museums (Surdyke, 2009).



Figure 54: The Foss Waterway Seaport in Tacoma.



### *Esplanade Condominiums*

This condominium complex, located on site 4 just north of Thea's Landing, contains 162 condominium units (Gillie, 2009). Privately developed, the building cost \$80 million to develop (Sullivan, 2009). However, like the condominiums in Bremerton, this building also ran into tough economic times. Prior to completion of the building, in about 2007, 119 purchase and sale agreements had been signed (Gillie, 2009). The collapse of the housing market led to only 10 units being sold, and the building went into foreclosure (Gillie, 2009). The financing bank bought the property in foreclosure in order to protect its assets, and has since put the condominiums back up for sale (Gillie, 2009).

### *Other Projects*

The Center for Urban waters, which will be an environmental lab and research facility, is scheduled to be built on the east side of the Thea Foss Waterway. It will house multiple laboratories for different organizations, including the University of Washington Tacoma, the City of Tacoma's Environmental Services Division, and the Puget Sound Partnership (Surdyke, 2009). It is planned to be a LEED Platinum building, and is estimated to cost \$23 million (Surdyke, 2009).

Multiple marinas have been created or updated in the Thea Foss waterway. The managers of these marinas do however have to follow strict environmental regulations. Failure to follow these is grounds for immediate dismissal.



**Figure 55: A marina in Tacoma on the Thea Foss Waterway.**

Two projects, a hotel and a mixed-use office/condo building, have been put on hold although the developers have bought the property (Surdyke, 2009; interviews). The developers cite market

troubles, however the empty properties are a point of contention. The FWDA has “come under increasing scrutiny for awarding sites to developers, then failing to take action if the selected developer is unable to build the project in a timely manner or fails to provide the originally intended uses” (Surdyke, 2009). Hopefully, the hotel property has recently been sold by the initial developer to another developer who is now trying to get the permitting to build the hotel. This process too has been stalled by inter hotel competition (for more information see the transcripts in Appendix C).

Maintenance for all of the public parks and esplanades is paid for by a group similar to a condominium association. Each building owner pays an assessment into the Foss Waterway Owner’s Association, which then organizes, contracts, and pays for common space maintenance. This is legally enforced through a Covenants, Conditions, and Restrictions (CC&Rs) at the sale of property.

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\*Many documents relating to the Commencement Bay superfund site: <http://www.darrp.noaa.gov/northwest/cbay/admin.html>

More information about the Foss: [http://www.seattlepi.com/local/277404\\_tacoma13.html](http://www.seattlepi.com/local/277404_tacoma13.html)

Information about Foss waterway health: <http://www.thenewstribune.com/2010/04/24/1161291/bay-health-getting-better.html>

Waterway Park documentation: <http://www.metroparkstacoma.org/page.php?id=842>

More Tacoma information: [http://northwest.construction.com/features/2010/0401\\_TacomaActivityReport-1.asp](http://northwest.construction.com/features/2010/0401_TacomaActivityReport-1.asp)

Shoreline Master Program Update in Tacoma: <http://www.cityoftacoma.org/Page.aspx?hid=13879>

See the following online pdf documents or the documents attached in Appendix D for more information about the Commencement Bay Superfund site:

<http://www.epa.gov/superfund/sites/rods/fulltext/e1092900.pdf>

<http://www.epa.gov/superfund/sites/fiveyear/f00-10006.pdf>



## Recommendations: Advice and Lessons Learned

Cities considering starting their own waterfront revitalization projects can learn many valuable lessons from those towns in Washington that have already undertaken waterfront revitalization projects. This section describes specific lessons learnt by Washington coastal cities, as well as professional advice given by Puget Sound area professionals. Unless otherwise noted, the advice and information here has been obtained through the interviews carried out for this report (see Methods for more information about these interviews). This advice is targeted at cities and towns that have decided that waterfront revitalization is the right choice for them. The decision to pursue waterfront revitalization is an important one, and there are arguments for and against revitalization.

The advice and lessons learned presented in this section are broken down into three main categories. The first category, General Advice, includes lessons that apply to all stages of the waterfront revitalization process. The second category, Planning, consists of lessons that apply largely to the planning phases of waterfront revitalization. The third category, Implementation, contains those lessons that apply largely to implementing a planned waterfront revitalization project. However, the lists of lessons should be seen as interrelated, as one step of the waterfront revitalization process affects the others.

### General Advice

Waterfront revitalization is a complex process. The advice contained in this section applies to all, or almost all, stages of waterfront revitalization.

#### *Lesson 1: It will take longer than you think... and be more expensive.*

This is one of the most repeated pieces of advice, as practically every expert spoken with mentioned the importance of being patient. One expert said:

This isn't going to happen quickly. You have to think in terms of decades, rather than individual years. You think in terms in decades, if you're starting from scratch now, very little is going to happen in the next few years, there is going to be a lot of planning, a lot of debate, some zoning changes, maybe some changes to the shoreline master program, negotiating with key waterfront property owners, bringing the stakeholders together, making sure everyone is represented

The expert from Port Townsend echoed this, saying:

So the number one [lesson] is: time. It's going to take much, much longer than you'd ever anticipate. As our campaign chair, James Whittiker, who started REI, first American to summit Everett says: "The impossible takes a little longer." And it did. So that's the first lesson. It's going to cost more than you actually think it's going to cost. That's the second lesson.

However, being patient helps with the quality of projects. In Tacoma, they found that:

... boy you have to have a lot of [patience]. In all honesty, I think when this started, we all thought it would go much faster than it has. But you do have to realize that you can't bring the next development out of the ground without the previous development having its legs under it, so for example you wouldn't want to build more residential if the last project you built isn't 75 or 80% sold or leased up. 'Cause then you start hurting the market. So you have to juggle that, not just down here on the waterfront but what else is happening in town and how that impacts what you are trying to do next. That kind of stuff is pretty simple, anybody who has any experience in retail or real estate development or anything else will tell you, you know, you are driven off what the market will bear. And you should want every development that wants to come down to do the development to be successful.

In addition to the very real market reasons for having patience, building projects over time also allows the waterfront revitalization to adapt to the changing demand of the market and needs of the community. Planning for the long term and at a landscape scale will help reduce costs in the long run:

Plan very carefully but for the long term. Remember the fact that its cheaper in the long run to do it right the first time, in terms of environmental impact, then to go back and retrofit and conduct clean-up. And, that there are phenomenal low impact development technologies that are out there now and are still in the development stages. Long-term using these kinds of things, like LEEDs, like low-impact development, through the lifetime of your development are going to greatly reduce your development costs. And also, at least within the Puget Sound region, make those far more desirable and marketable.

Importantly, stay positive and have a sense of humor throughout what will be a long, and sometimes frustrating, process.

## *Lesson 2: Market conditions are the most important factor for success*

Multiple experts interviewed believe that the economic context that your waterfront revitalization project is occurring in is the most important factor for success. There are two general scales that are important. The first is the local economic context: how local industries are performing and whether the town is growing or declining. Many communities are faced with declining local industries, especially communities that were based in timber and fishing. However waterfront revitalization can offer respite for failing communities:

Undeniably, the economic context... overrides everything else. As we saw in the late 70's, 80's, going into the 90's, in the small western Washington coastal town, the economies have gone through tremendous disruption because of the decline in logging activity and lumber protection and lumber exports. Those things underpinned a lot of the local economies.

At the same time there was the reallocation of the salmon fishery between Washington citizens, fishers, and the tribes. And that undeniably had a disruptive effect in some communities for some time. Combine that with a general decline in salmon habitat and runs, and the terrible impacts on recreational salmon fishing, particularly the charter boat industry, that just devastated communities like Owako, on the slope on the mouth of the Columbia River. They lived on Puget Sound and Portland area tourists who came to go salmon fishing on the charter fleet there. It was a huge charter fleet. If you got to that community now, that marina is virtually empty. It defaulted and I forgot who eventually ended up owning it, I think it was originally was the ports and I think it reverted to the city when it defaulted on bonds. Just terrific disruptions.

So, yes, the overarching economic drivers are crucial. It's hard to fight that. And many of these smaller communities went through, what I characterize as the same sorts of stages of grieving that human beings go through when they suffer tragic loss. The denial, the anger, the bargaining, and eventually acceptance and move on. I think communities go through those same stages. And I think communities were in absolute denial that the day of fishing and lumbering are over. It's just a question of, "Well we've got to change the rules and those damn environmentalists off our back and we'll have our fishing fleet back." It's that sort of denial that gets in the way of moving on and looking for alternatives. I don't know how/where you put that, but this idea that the community behaves in a similar fashion to an individual coping with the loss of a significant other or the loss of a job or some major disruption in their life... communities go through the same thing. ... it represents an opportunity and begin to exhaust those stages so if the community is in this stage of anger and denial, you can help them through that. Help them face reality, offer some hope for something to replace the industry that they've lost. Profit from the assets they have in their waterfront, what are the opportunities there, now. So, that might be an important lesson that I've learned.

As mentioned in their respective case studies, Bremerton and Tacoma have both had problems selling condominium units in buildings completed near the start of the economic downturn. Even years after their completion, the buildings have many unsold units. One of the buildings has been bought by the lending institution in order to protect their investment, while another put its units up for auction, and succeeded in selling most of them, although for much less than the initial asking price (Please see the Bremerton and Tacoma case studies for more detailed information).

In addition to the detrimental financial impact on buildings already built, the financial downturn has impacted the ability of the Foss Waterway Development Authority to continue building. First, the property prices are down about 25%, which would greatly reduce the income from the sale of properties. The Authority is not willing to do this, and so it is waiting to sell the properties until the real estate market rebounds somewhat. Additionally, even if they did sell a property, it is likely the developer could not get the financing for the loan that would enable them to start building. Although banks say that they have money to loan, they are requiring 35 to 50% down for this sort of project; which is simply not feasible for a \$50 million project.

These economic problems can also forestall entire developments. In Everett, the Port Gardner Wharf project was scheduled to begin in 2007. Plans called for a partnership between the Port of Everett and the Maritime Trust Co. to build a mixed use residential, office, retail, and restaurant district on two large wharfs formerly used largely as parking (Larson, 2006). At the time, the plan was for the Port of Everett to sell “9.5 acres on the site to Maritime Trust for \$15 million; the 660 condo and townhome units will be built on that land. Maritime is leasing from the port the commercial space planned in the project. The port will also share in the profit Maritime makes from condo sales” (Larson, 2006). Additionally, the Port of Everett Headquarters would be located on the site and boat repair and marine retail firms would be retained in the development’s new Craftsmen District. Open space in the form of pocket parks, a waterfront esplanade, and public plaza were also in the works (Port of Everett).

The anticipated cost was \$400 million dollars (Larson, 2006). When complete, the project was to include 660 condos and 800,000 square feet of office, retail, and restaurant space (Port of Everett, 2005). One economic impact study suggested that the project would create 3,135 total jobs, a payroll of \$105.6 million annually, and \$3 million per year for the City of Everett (Port of Everett, 2005). The first part of the project, Phase 1, consisted of a mix of town homes and single level condos, several restaurants, shops and office space, and the Craftsmen District and a Fishermen’s Tribute Tower (Port of Everett, 2010). In 2006, there were 110 reservations for the condos in Phase 1 (out of 159) with 25 “backup” reservations (Larson, 2006).

Currently, the exact status of the project is unknown. A key lender, Merrill Lynch, pulled out of the project in 2007 (Benbow, 2007). At that point, the private developer, Maritime Trust, had already invested \$13 million into the project, and the Port of Everett had also invested heavily (Benbow, 2007). Then, in 2009, the builder filed for bankruptcy as a result of the economic downturn (Zemtseff, 2009). Parts of the development that were being built by the Port of Everett have proceeded, including creating guest moorage and a new yacht basin (Port of Everett, unknown). The port expects the retail/condo project to continue perhaps with a new development partner, although the timeline is up in the air. The significant delay of, and potentially the failure of, the Port Gardner Wharf project illustrates the hazard faced by large scale waterfront revitalization projects taking place in the global market.

## Lesson 2.5: Plan according to market conditions

Larger market conditions, including the current economic downturn, are out of the control of cities who are attempting waterfront revitalization. However, the cities studied here have come up with strategies allowing them to proceed with waterfront revitalization even during poor market conditions. The strategies we observed in use are examined here.

During the earlier part of this decade, when the real estate market was booming, the Foss Waterway Development Authority (FWDA) actively pursued development. It chose which property to focus on, and then solicited proposals from national and international developers. The FWDA then drew up agreements with the winning developer and sold the property to the developer to be developed. This



strategy, discussed in more detail in the Tacoma case study, worked well during times of economic prosperity.

However, with the economic downturn, property prices are depressed by about 25%. Since selling the properties now would greatly reduce the income from the properties, and developers are not as willing to develop currently the FWDA is not selling properties currently. Instead, they are focusing on completing the public 1.5 mile esplanade:

So, in the past what we've tried to do is to complete the public esplanade in conjunction in development. But now that we've had a bit of an economic downturn, we said let's go ahead and get the public esplanade done, it just makes the sites more appealing for construction and redevelopment. So, we're working on that now.

This is one approach to proceeding with waterfront revitalization during both good and bad economic conditions that has worked for the city of Tacoma. Different cities may find this approach or another allows them to proceed with waterfront revitalization during poor economies.

### *Lesson 3: Success breeds success*

Multiple cities have found that having one successful waterfront revitalization project encourages further investment, gives confidence to banks loaning money to developers. Similarly, successfully completing a project using grant funding helps obtain future grants. Therefore, success breeds success, and cities should be especially careful to make their initial projects successful or risk losing momentum.

"So what we have found is that the various state, regional, federal agencies and officials like to succeed. The same way local or private like to succeed. And, so, when they create programs, and then all the sudden – like the stimulus package – and they find out, well, 1/3 of its been spent and been used and that's because 2/3 of it they got appropriations that actually don't know how to put together the project, or find out that they can't get together the additional funding to actually put it together, then the agency doesn't look good because they put money out there and they don't have projects.

And we all, including the public officials, like to succeed. So we have found that because we have been successful on these things, when we go and make direct requests, then there is a willingness because there is a trust factor that we can really get it done. So we ... have a willingness of people wanting to partnership with us – and it opens doors – where they say, "you know, we'll help you out because you'll help make us look good." And we all look good that way. And so that's been a fortunate thing. We've clearly experienced that... succeed breeds success." (Bremerton)

In Tacoma, they echoed this sentiment:

If you have a series of failures why would anyone come and invest their money here. Cause the really big investors are the private investors and the banks that come. It's not

the public sector that's spending 35 to 75 million to put a building up. It's not our risk. It's our risk whether or not they can do it. And so it's not going to kill the city, other than the fact that we're going to look at an empty building and say boy this isn't a good deal. The person that's going to eat it is going to be the bank, and the bank is going to say this isn't a good place to invest, and then you have troubles getting a lender even when you have willing developer and so... you kind of get into that cycle that you have to blend common sense with the market place and the risk factors that are inherent in that.

#### *Lesson 4: Have a champion*

Successful waterfront revitalization projects need to have a champion, which can be either one person or a group, from the public or private sector. In Port Townsend, the Northwest Maritime Center non-profit served this role. In Gig Harbor, grassroots citizen movements have been the champions for each small project. In Bremerton, the mayor and a few other key city employees were the champions. And in Tacoma, first the city council and the Foss Waterway Development Authority have worked hard to achieve waterfront revitalization. One expert on small communities said:

"Consistent leadership, I'd say, is the number one [challenge for small communities]. Small town politics can be very volatile, and there aren't necessarily smooth transfers from one mayor to the next mayor. The mayor is a pretty significant figure. So, that... someone had to be the champion of the waterfront revitalization activities. Someone had to really think it's important enough to commit the time and the passion, and I use that word advisedly, the passion to keep the thing alive when things go awry. So continuity of leadership I'd say is the first priority.

It can certainly be a citizen. And in the case of Simmons, it was the citizens' waterfront committee that kept the thing going through a change in mayoral leadership that was absolutely bizarre. When the new mayor told people, he didn't want any grants, we were a self sufficient community, don't look for grants, just stop. But this committee kept the thing alive. And they aided and abetted by a very capable woman, who is the city engineer, who was perfectly comfortable working behind the mayor and keeping this thing going quietly. And then she became the port director a few years after this project and our involvement in it ended. So she's now in a position where she can implement some of the things on port property. So there we have a combination of a city person, she was city engineer, and a very strong core of dedicated citizens on this planning committee that kept things going under adverse political circumstances."

Tacoma's champions also enabled the Foss Waterway development to be successful.

It was the city manager, the city council, who showed some real leadership and also participating in that was a gentlemen by the name of George Russell, and if you've heard of the Russell Index, this is the Russell that did the Russell Index. Which, I dunno, maybe 10 years ago they went out and did an IPO and went public and he later sold billions and was retired and did all sorts of things. But one of the things he said he'd do to get the ball rolling down here is he made a commitment to go out and personally

raise 55 million dollars for the Museum of Glass. Which is pretty remarkable. So you have someone who was connected internationally to others of wealthy position that was out doing the fundraising, and with him came what I would call high profile business leaders in town with him. The person who first created and established the Columbia bank, the then owner of the news tribune, some of those sort of folks who were in what was called the Greater Tacoma ...

Well anyway, but it was a group of what I'd call very high profile businessmen in the community that shared this vision. So you had the community leadership both on the political, public side, as well as on the private side that supported the revitalization of the waterway. And then you went through all that community planning, as well, and so that's really what got the ball rolling. And it's very interesting, I think, through this that one of the lead environmental organizations in the community was activity engaged from the very beginning of this process as well and have always been big supporters and proponents. So I think, and they involved the state and federal government early on in the process of planning. Also the Department of Ecology and EPA were involved in this. And it was a very inclusive process. So rather than having someone sitting outside of the tent and their comments coming in at the last minute, instead they brought everyone in early and often. And also I think the community itself, as well as the city leadership, were not afraid to become a role model for finding a way to correctly do the environmental cleanup and development together.

As Tacoma found, consistent leadership can be helped by having a good planning document and establishing a development arm that will rely on good business practices rather than politics to operate:

We are guided by the planning document that came out of that process, and that planning document also was approved by the state. And the state Department of Ecology is actually the division that has to approve the shoreline plans. So I mean, we are being guided by a public document. The other thing that happened is the city council formed the public development authority and they did that for a couple of reasons. One is that they wanted a development authority that could be somewhat entrepreneurial, but could be based in using a business model for redevelopment. So that we had based in good business practices rather than politics. The other thing, I think, is the recognition is the political winds shift and change over time, so what you really need is an implementation arm, which is what we are, that can keep their eye on the ball. So our focus is very narrow, it's just the Foss Waterway, it's not anyplace else. But you have to keep at it. You don't do a mile and a half of waterfront overnight.

Local developers who believe in the vision the city has created for its waterfront revitalization are also critical leaders and champions for revitalization. In Tacoma, these developers played a critical role in getting the Foss Waterway development going:

Our pioneer developer, our first folks in, they were Tacoma locals. And they were part of those people that believed in the vision, believed that the city would follow through on its commitments on what it was going to do for revitalization, and so they were the first ones that stepped up. And that is not unusual, that's actually very common. That your first guy in is gonna be your local guy who is a believer and a proponent of the project.

As you move down the line then you start to see more regional interest and you even start to see interest outside the region. I think the last piece of property, or next to last piece of property we went out on, we had, I think, six or seven responses. And four of them, were out of state. One out of Chicago, out of California, and Oregon, and... once you have built something and get a reputation around it and start getting a lot of press around it, then you start attracting from a wider arena.

Usually your first person in is your local champion, but it also means they take their greatest risks, is when you make your greatest concessions, and the public sector puts in the most to help them be successful. For example, because the water table is so high here and there is the recontamination issue, we require waterproofing on the bottom of the building. Well for Thea's Landing which was our first project out and was our local folks, the public sector ended up picking up the cost of that waterproofing which was over half a million dollars. And the public also built the public esplanade. And had done the upgrading of the street and upgraded all the utilities. And remediated the site. So, that's what the public sector brought to the table to get the initial development started.

Then the next one you do, you maybe ask for a few more offsite improvements. And then another one you do, maybe you ask the developer to do the remediation. Then maybe another one makes a contribute to the park or improves a public view corridor. However when the economy takes a dip like it does now, it's kinda like you are starting back from square one. Kind of having to provide more as a partner, in getting that done. When the economy is like this, to attract what you want to happen.

### *Lesson 5: Relationships are important*

If a city is trying to build a waterfront revitalization project, the relationships that the city builds with other entities is very important. One expert said:

I think if there is a port, a public port, with waterfront property in the town, the relationship between the port administration and the city administration is a crucial element. If they don't along, if their goals don't coincide, if there is conflict over projects that the ports proposed that have soured relationships with the city, then it's an uphill battle to do much. The port is such an important player, particularly in the implementation of things. They've got money. They've got access to capital. They can do things that the city can't do. They've the power to do things the city can't do. So, yeah, that relationship is, I think, is a really, really important [factor for waterfront revitalization projects].

Creating relationships for funding is also essential. An expert in Gig Harbor pointed out that because funding comes from three main places (donations, city government, and grants) there needs to be coordination between the private funds, the grassroots sweat equity, and the city staff that coordinate and organize grants. In Port Townsend, they suggested always keeping an eye out for strategic partners, such as their partner who offered to help fund the project if they would build to LEED standards.



Relationships with outside resources are important. Small communities in particular do not have the personnel to perform studies and they often need someone to guide them through the process of getting permits. Reputable consulting firms fill this need by allowing cities to contract studies and have experts guide them through the permitting process.

Relationships with other communities and potential educational partners should also be cultivated. For educational partners, non-profits involved with public education can be valuable partners after the project's completion – for example, in Gig Harbor teaching boatbuilding – and key players during waterfront revitalization. In Tacoma, the non-profit Citizens for a Healthy Bay has been involved in educating the public about the waterfront revitalization process, translating scientific documents into information that the public can digest, as well as pushing for environmentally responsible waterfront revitalization.

You know, people would rather die than speak in public anyway. But then, you take that to where you are trying, or you want to, make comment on all of this stuff that all of these experts are making and it's really intimidating. So if you take that and translate it into commonly understood terms, if you work with interested community members to really explain to them what's going on, break down the issues into, you know, the basic concepts that are understandable and give them the good, the bad... really help outreach and educate them as to what all this gobblyteegook over here is that the books this thick and the 100 charts and everything else... that makes that process more approachable. It really helps to make it truly more of a public process.

We also worked very closely with the marina communities and the recreational boating communities. Because to them this was very, very threatening in the early days, like maybe the places they kept their boats and... we had a large number of litho boards on those marinas, too. They were all were going to be kicked out in favor of tourism. So... and they have their own unique needs and perspectives, you know, as did the environmental community and the business community. And wherever possible, you know, we worked to integrated ourselves with those to, for lack of a better term, to connect the dots to keep conversations going and keep the discussion going rather than have sides that got polarized and yelled at each other, and then you had winners and losers.

And one of our goals was to really have something that the community at large would really place value on. But most importantly, to the greatest extent possible, that nobody won, nobody lost.

Finally, the leaders of the waterfront revitalization effort, whether city, non-profit, or otherwise, should make a sincere effort to reach out to people that feel threatened by waterfront revitalization. Nurturing these relationships is important, and one of the experts interviewed expressed regret at not putting in as much time to these relationships. In Tacoma, they found that by bringing in the Department of Ecology early and often, they were able to address the DoE's concerns satisfactorily. The following conversation illustrates the importance of this point:

Bring in the stakeholders early and often. And when I say stakeholders I mean community groups, government, agencies, that kind of thing. I'll tell you one of the greatest partners down here has been the Department of Ecology. ... They've been at the table since day one. They take as much pride and ownership in this project as we do. So early and often.

I think that if they are in early, first of all concerns they might have surface, and you find a way to address them. If you bring them in at the back end, then they are in a position where they are going "Uh oh," and now their job is trying to keep you from doing a bad thing, instead of helping you do a good thing. And that just seems to be the way the regulatory world works, and I'd rather have them come at it from the positive than the negative.

Cause it really is, if you can get the right partnerships together, it makes a huge difference. How you work through issues, and there is always emerging issues, always, that is just the nature of development. But how you work through them with your partners, can really be a different experience, depending on what your relationship is with them.

### *Lesson 7: Be flexible and open to new opportunities*

A number of the cities interviewed found that remaining open to new ideas and opportunities allowed them to be successful. In Bremerton, they found that putting restrictions on what will work, doesn't work. Their innovation during this round of waterfront revitalization finally allowed them to be successful in constructing a project. In Port Townsend, a potential funding partner arose that offered to help fund building the Northwest Maritime Center if they would agree to build a LEED certified building. Although they had not previously considered building to LEED standards, they were open to new ideas and took the funding suggestion. The result of this flexibility was more funding, a LEED certified building, and lower energy and maintenance costs in the future as a result of following the LEED standards.

### *Lesson 6: Find a sister city to learn from*

Learning from a city that has been through waterfront revitalization is important. However, it can be even more valuable if the sister city is very similar to the community undergoing waterfront revitalization. An expert recommended that cities:

"Find a community that is comparable in size, culture, economic base, has had some experience doing this beforehand, and go talk to them. Find out what went right, what went wrong, what they'd do over, what they'd never do again, in other words, learn from the experience of others, and read the literature! You know, do what we're doing right now, which is understand why projects go awry, why plans don't materialize, why leadership fails, etcetera, etcetera. Before you jump in."

### *Lesson 8: Beware of common pitfalls*

Likewise, it is important to avoid common pitfalls. There are plenty of places for an individual waterfront revitalization project to stumble. However, by learning from the past mistakes of others, cities contemplating waterfront revitalization can improve their own chance of success. An expert on small communities waterfront revitalization shared this warning about some common pitfalls which are also applicable to larger cities:

The existence of contaminated soil. Old industrial plant that's tied up in bankruptcies and its possible that it gets involved in a legal thing and changes ownership and then prevents an opportunity to do something. These are the things as individual property issues like that can be quite a barrier to implementing a waterfront plan.

The unrealistic goals is a choice, so if... and I see this in ports. They are absolutely convinced, if they can get the right person, they are going to become an ocean shipping terminal. Then they are sort of like the cancer patient that is set upon by charlatans who have a miracle cure if only you'll send money to their clinic kind of thing. There are people and groups who really prey on small entities to get something out of them, whether it's a bond or shared the financing, whatever. And this happened in Raymond, and the port was convinced that the partnership that they were looking at was "oh you're going to be successful, you're going to end up as an ocean shipping terminal." And they didn't get it. And they didn't get it for very very good economic and physical reasons. So, they had unrealistic goals. Or someone has sold them a bill of goods which they believed. But that's another, sort of, deadly trap to successful implementation.

Unexpected environmental conditions. If there hasn't been a good waterfront survey done, identification of toxic states, all of a sudden there is a tremendous cost looming for remediation and bringing the site back to a developable place. That's another one.

Failure of individual projects because of bankruptcy, that often happens. Sometimes before the project gets completed, and the thing just sit there half done, and it becomes an obstacle to further development of that site. And an eyesore, or a barrier. So, the underfunded or ill complete project that simply is unrealistic and fails because of that lack of financing or, built it too big, they were going for a market that really didn't exist. Lot of things like that happen with individual developments, and it can happen anywhere, but they happen on the waterfront, too because it's a much more complicated environment to redevelop.

So, let's see, what else might harm a project. Agency conflict. Getting agreement among agencies and jurisdictions. In Washington, as you know already, it's an alphabet soup. Above the high tide line out to the channel, you know, you've got local government looking at land use issues, you've got a port with land ownership and leasing activities, you know you get into below the ordinary high watermark you've got shoreline

management issues, you've got DNR tidelands and shorelands and navigable waters that you've got to leases and permits. Then you've got the overlaying federal jurisdictions, Army Core of Engineers, US Coast Guard, EPA, etcetera, etcetera. So the process of getting all the permits in line, getting agreement among the agencies... I think it's an absolutely overwhelming task for a small community. And it has created a huge consulting industry, some of them very good at it. It's not easy to redevelop a waterfront, it's not easy to get even an individual project permitted. I mean I heard one lecture years and years ago, it was a lawyer who was presenting, he or she, I don't remember, went through a litany of all the things they had to jump through to get to the point where the permits were in hand and now comes the easy part, getting the funding. So, the complexity of the regulatory environment is a real issue, and I'm not taking a political position here, arguing some conservative view of it, which I'm upset with in this community in the middle of eastern Washington. Even the most ardent liberal environmental has to acknowledge that it takes a long time to get anything done on the waterfront. And every time someone proposes a new way to cut through the red tape it ends up cutting through it lengthwise and not across it you know? It's certainly one of the major barriers to successful waterfront revitalization.

## Planning Advice

The planning stage of waterfront revitalization sets the foundation for the entire project. There are many pitfalls to avoid during the planning phase. For the purposes of this chapter, the planning phase includes everything from conceptualizing the waterfront revitalization project, to making goals, to designing the buildings.

### *Lesson 1: Know What You Have*

One recommendation, echoed by those interviewed for the case studies, is to conduct a thorough study and inventory prior to beginning any waterfront revitalization project. The Des Moines Revitalization Study is one such study, and includes a planning and ordinance review, and a market analysis, traffic, circulation, and parking study (Thorpe, 1982).

The types of studies done should correspond to the city's unique needs and concerns. The Des Moines, WA study for example, commissioned a traffic, circulation, and parking study because it is located near a state highway and the downtown often experiences traffic delays. In Tacoma, they performed an environmental contamination survey in order to protect the value of the land along the Foss Waterway. As an expert from Tacoma explains,

. One of the things when you are working with private investors, and that means both developers and lending institutions, banks or sometimes it might be life insurance companies, you know lenders on the secondary market, they need to know what the risks are that they are getting into. And the more risk that is perceived by the developers or the lenders, then probably the higher the amount of equity is being

looked at by the lenders. And on the developers side, they will be saying, if I've got all this risk, I need something to offset that risk. And the chances are that is going to flow through things like the cost of the land. So from the public side, as you are the owner of the land, and we want to recoup our expenses, we want this to be highest and best use. Waterfront is, you know, a finite resource. So we want to see a good market rate on the land values and we also want to quality development, so that we are building a good tax base. And so the fact that we would go out and be able to quantify the environmental characteristics, and have those known, that lowers the risk. Both for the city that is doing the indemnification for the historic causes. You know, if they are going to indemnify they've gotta know what they're risk position is. But it also helps the developer and the banker or the lender who is going to put money in this project so it can get built, to understand what the risk assessment is.

### *Lesson 2: Make and Use Maps*

In addition to these inventory studies, maps are also recommended. One professional interviewed by Ash (1994) stated:

"Maps are one of the principle analysis and communication tools for planning the waterfront. Maps present information necessary for dealing with issues important to the community in a form people can understand.

We made a list of maps that were very important for us to have. Out of those, we made our own maps, our own working maps. We've been working with these maps at each of our planning team meetings.

I think mapping is probably one of the most crucial elements of this process because if it's on a map or if it's an actual project being constructed, it makes me feel better. It's not just words, and I can understand something so much better by being able to visualize it. I know a lot of people in the town would not buy into something unless they could see it."

### *Lesson 3: Choose How to Engage the Public*

Deciding the 'who, how, and about what' of public engagement is a turning point for every government-driven waterfront revitalization project. Problems can arise from avoiding public engagement, especially because waterfront permits have public comment periods. One expert said:

There is going to be a lot of planning, a lot of debate, some zoning changes, maybe some changes to the shoreline master program, negotiating with key waterfront property owners, bringing the stakeholders together, making sure everyone is represented, because if you don't, someone is going to walk in just about the time you're ready to adopt plan and say, "I don't like this, I think you've missed the point here, etcetera, etcetera." And blow the thing out of the water. That happens,



particularly with a powerful landowner, or a local industry that hasn't been brought on board. But this idea of involving all stakeholders through the process, and being transparent, open, keeping the information flowing, and expecting conflict and understanding what you need to do to diffuse conflict and try to get resolution. There is a huge sociological, psycho-social dimension to this that the small community has to realize is there and has to be managed through the process.

A consultant can be brought in to help facilitate community engagement. The above expert went on to say:

Oh, I think that having an outside facilitator there, particularly at the early stages of the planning, that's really crucial. Someone who doesn't have a vested interest in the outcome. Someone who is skilled in collaborative processes and has a kit of tools for dealing with the early stages of community planning. That is absolutely essential. If this is started in house, by the city, I'm not saying it's impossible, but it's a lot harder because the skill set may not be there. And if it's not, if/when things get messy how do you untangle it. An outside facilitator, whether it's a consulting firm that specifically does the planning as well or a more broadly defined collaborative process manager. I think that's really important.

Of the cities interviewed, three out of four recommended and felt they had greatly benefited from extensive public engagement. An expert in Gig harbor explained that:

"I have observed some healthy tension in the process, everybody stays engaged and eventually it gets resolved. ... it's just making sure that all the stakeholders are at the table and hopefully you come out with a good decision. As long as you keep stakeholders involved, from every aspect, and are not afraid of the conflict that occurs during that policy making process, you are going to come out with a good product. When there is an imbalance, and you are afraid of that resulting conflict, that is when you are going to get only one side represented. And I think we have managed to do that very well because we have such activists here that we are not afraid of staying long enough to resolve conflict."

In Port Townsend, they found that by generating community support they could take that show of support to grant giving agencies, and they were then more likely to get grants. This strategy, as discussed in the Port Townsend Case Study, is what allowed them to successfully buy the land and build the Northwest Maritime Center.

In Tacoma, the public participated in creating the vision and was critical in determining the final outcome and design path for the Thea Foss Waterway. An expert there said:

They were literally participating in creating the vision for what was going to be developed down here. They made the determination that there was going to be the walkway along the shoreline edge. That they wanted to have a way to move from the public street to the public esplanade, even if you were crossing private property to get there, and that's the view and access corridors function as. Wanted to see mixed use down here and have it transition into a mixed use from an industrial. Wanting to have

parks. Wanting something that would work for events. And wanting to see more water access, public access to the water, so the communities vision of that and the business community as well, different leadership in the community that supported it, but that was all part of that planning process initially, where they had over 50 community meetings and they went out to different stakeholder groups, and it's not only the way you build the vision but also the way you build consensus. ...

One of the things that's really interesting is when the city set out to do this, the theme for this was "Make your place on the Foss." And people would literally come in and have big base maps of the waterway and people would draw pictures about what they wanted, where they wanted to see things, lots of feedback, very interesting. But its kind of interesting that they went through those different groups, you would have different groups who would have... you'd see broad stuff going across all of it but you'd see different groups that had different priorities. Overall, most of those said you need to take this land, you need to – it's like a front porch to downtown – we need to get it redeveloped so it really is a place we all can be proud of. At the time we started this there was almost no market rate residential in downtown Tacoma at all. Predominantly low income.

So one of the things they wanted to see was market rate down on the Foss so that you'd be able to attract people with more disposable incomes, to help kind of feed local retail and local business. And that was one of those elements that came out of the discussion. They wanted the properties back on the tax rolls, to help feed the general fund. And they kind of looked at it that they were trying to bring similar uses to what you saw uptown down to the waterfront.

Additionally, one of the experts from Tacoma felt that consulting everyone early was absolutely essential:

Bring everyone early. Bring everyone to the table early, and it means that the process is rather lengthy, but at the end, what you do is you end up working through issues as a group, instead of in isolation, and in the end when you come out with something you have done a lot of consensus building, you have good support, and we continue to have good support from the city and from the community.

Another expert echoed this sentiment, saying:

Involve anybody and everybody in the process from the very get go, get all of the input and perspective you can from all of your communities: recreation, business, shoppers, you know, whoever. Sit down, work with focus groups, separate focus groups first. Gradually integrate the focus groups. I mean, you know, one public story a week for the first six months is just to keep that going, letting people know what's going on, you're not going to get everybody the first sweep out.

Non-profit groups can be instrumental in the public involvement. One expert said:

If I could wave a magic wand, ...the first thing that I would have changed, is that whenever you engage in any activity that is going to have a huge impact on the

environment, on the community itself, on how things change within a community, the future of that area, that the community has to be up front, at the table, recognized as a primary stakeholder, and worked with. And that their concerns and issues have to be reasonably addressed at some level, and reasonably addressed does not mean telling someone that their concern isn't a problem. Which is, you know, if you've been to public meetings you've heard that often enough before, "Well no, that's not an issue." Well then, please, explain why it's not. And I've seen it a lot of times, where people in the community go, "If you do this I'm worried about that." And the consultant who's way up here is going, "Well that's not an issue." And I know from the sound science point-of-view that the consultants right! But he and I went to school, this guy over here, he's a steel worker. His question made sense to him, so, you know, you have to do that.

And, you know, it does a couple of things, first off, because we are at the table – and this goes not only for the Foss waterway, but a lot of the other environmental and land use decisions that we've been working on – we're about to input that information and those concerns at a time when it does project proponents and regulatory agencies the most good. Right up front. Before the huge investment in design and planning has been made. We're able to tell it, you know, this is it.

So you get that design process, that planning process, more on an interim thing. And the proof of that success – how I define success after a process like that – is by the time we get to the end of that process, there are no opposing public comments. There is complete buy-in, everybody feels like they've gotten something out of the deal. So you know, in... Under our National Environmental Policy Act and our State Environmental Policy Act, what you're actually doing is cutting down and reducing the amount of secondary work you have to do after public comment and things. But you're also, almost eliminating, the chance of public appeals and public opposition to your project. So while it sounds like, oh this is a big headache, it's going to create a lot of problems, yadda yadda yadda, from Tacoma perspective, from CHB perspective, and I really believe in the perspective of the partners and the entities that we've worked with in the past, it actually saves time and money. And in the end you have greater community buy-in and greater community acceptance. So that would be my one big [thing I would change]...

The second thing that I would change..., I have no problems getting on telephones and sending email, and requesting, demanding, asking, or whatever, regular updates and where are you or where are you with this? But when you are going for a long term project like this, the story has to be continually be told, at regular intervals, and that even if there is no change, you tell the story that, "Well, you know, when we talked to you last time we were here. Now there hasn't been any change. We expect there will be change there." Because it's a long long story, and when people don't hear what's going on, they assume the worst.

So that was one of the other roles that CHB had, you know, making sure we always knew, we were informed where the process was, what was going on, and we could feed that back to the community through our newsletter, website, public presentations, whatever. And to continue to tell that story, to keep the community engaged. You know, even from an public entity perspective, if you are asking people to invest in a

project like the Foss Waterway, and they hear about it 10 years ago and now you're going to do something huge and you're going to levy a one cent per 1000 thing on their property tax, they're gonna want to know why and they've forgotten. You've been working on it the whole time, but you haven't said anything to the community, so they don't know any value of it to them.

So, you know, those are two things that we would've seen change, and in the long run they make for a far better public process/public project. And ultimately more successful.

Bremerton, however, was the one exception. This may be due to their multiple previous failures, their particular demographics, or some other unknown factor. Although they had stakeholder involvement (businesses, professionals, government agencies) there was no true public community participation. The expert from Bremerton felt as though having public involvement would have been detrimental, and explained that:

"In hearing from the community, often you have large public committees and public meetings... we in general did not do that. For our purposes, we do more engagement means more studying, more views, more time, more cost, and generally speaking, particularly in the urban redevelopment, that means less chance of actually succeeding. And in fact, there is a multitude of different ways to get to the same place, you just have to have a goal and a desire to get there.

So we had a general public who, in our situation, had become distraught and believed that we were never going to recover. So we had kind of a willing public because we failed so many times that there was good latitude and we didn't have to do a whole lot of public process. And by collecting the decision making, what we found was that once we produce the product, then we have huge public support for what we've done. And where people have said, "You know, you're wasting money and you'll never get there." Now they're saying, "Well, this is really neat." So there's been a quiet acceptance and then the use and we're really finding more of, for example, our change in transportation, where people said "that's a waste of money," or "Don't change we've learned to live with this. We want our cars down here. You're going to screw up how long it's going to take to get from here to there." Now we find out, for example, we tried to change a little traffic down here, that people are saying this is really cool and we've created a pedestrian friendly environment: "Don't fool around with it!" It's been like, you couldn't convince any of them in the first place, and now they say, "This is really neat. Don't fool with it!" It's been a very accepting, and positive, very positive environment. (Bremerton)

Each city, then, will have to decide for itself who to involve, how to involve them, and what input to ask for, for themselves. It is an issue that will require careful consideration for each city. However, on the whole, extensive public outreach and public involvement seems to be the preferred method for cities who have completed waterfront revitalization projects in Washington. However, if a city does decide to involve the public, creating an outreach program that emphasizes the citizen's role in the waterfront revitalization, such as Tacoma's "Build yourself a place on the Foss" can help increase public participation by personally investing citizens in the outcome and success of the waterfront revitalization.

### *Lesson 4: Resolve conflict*

New and existing residents and users of the waterfront can have conflicting goals. For example, Washington coastal communities that were historically built on resource extraction such as fishing or logging, long term residents tend to be less focused on environmental preservation than newer residents (Huppert *et al.*, 2003). Demographic trends indicate that more transplants will be moving to coastal communities, affecting the balance between the desire for resource extraction and environmental preservation.

In Tacoma, there is tension between residential and industrial uses of the waterfront. The Thea Foss Waterway is no exception, with residential uses dominating the west bank and industrial uses dominating the east bank. With such different uses in close proximity and in many ways fighting for dominance, it is no surprise that conflict arises.

There are a number of approaches to resolve the conflicts that occur. In Tacoma, conflict resolution is handled in a variety of ways. These include public planning, permitting, and regulations. The community Master Shoreline Program (dictated by the Shoreline Management Act discussed previously) plays a large part in this. Specifically,

Public planning is required under State law for costal shorelines and major waterways of the State (e.g. Columbia River). An update to a community Master Shoreline Program is required every 7 years. The City conducts the planning effort which requires the approval of the City Council. There are lots and lots of public meetings and review by the Planning Commission. Once approved by Council it goes to the State for approval. The planning has to be consistent with the State Shoreline Management Act. Good planning can help by structuring transitional uses between conflicting uses. For example: an office park is a good transition between residential and industrial uses. Buffer zones could also be created. The planning process is one of compromise and can be politically charged.

In the designated shoreline zones any member of the public has a right to appeal a permit that is issued by the City for development. The appeal goes to the Shoreline Hearings Board at the State and the Shoreline Hearing Board's decision can be appealed through the court system. Needless to say this can be a lengthy process that can delay development for a prolonged period if a challenge exists.

Sometimes conflicts are resolved through regulation. For example a noise ordinance which limits the decibel noise between 11:00 p.m. and 6 a.m. This may be used when you have residential uses and industrial uses in the same zone. Some communities may also have light pollution regulations.



For Tacoma, most conflict resolution for the waterfront happens either through existing regulations, specifically the Shoreline Management Act, or through new regulations such as noise ordinances. Resolving conflict, like guiding waterfront revitalization, relies heavily on public engagement, meetings, and compromise.

Engaging the public as discussed above can help to prevent conflict before it occurs, or resolve existing conflicts.

### *Lesson 5: Have a clear vision*

Creating a cohesive vision for the path of waterfront revitalization will help a city remain focused and avoid getting distracted during the long revitalization process. The experts from Gig Harbor shared this advice:

Expert 1: Make contact with government leaders, businesses, and get the stakeholders group together and establish your vision. And then just figure on being flexible enough to allow for adjustment to occur over a 4,5,6,7,8 year period.

Expert 2: The establishment of the vision is a key piece. And I think that's why Gig Harbor has been pretty successful, because most people coming in here kind of gravitate to the same vision, I think, and that is the maintenance of the historic downtown character and so everyone is more or less going in the same direction, some may be in a sail boat, some may be in a small motorboat, others may be in a big yacht, but they are all trying to go in the same direction. Whereas in a lot of communities that I have been associated with in the past, it seems like there has not been quite as much consensus as to where the community wants to go.

At the same time, a city's vision needs to be realistic and achievable. One expert recommended a city contemplating waterfront revitalization ask itself "what are we trying to do?" and defining what it is that they need or want. They also recommended critical self examination – does the city already have something good and they don't realize it? Do they NEED it, whatever it is (ie building a new building)? Is it economic activity that they want – and is it possible they already have it? Is it gentrification – and what about the small businesses? Pricing small businesses, especially those that are water dependent, out of an area where they have large capital investments may not be good for the local economy in the long run. These are all things to consider when creating a vision for waterfront revitalization.

### *Lesson 6: Create an authentic, unique sense of place*

An authentic, unique sense of place gives visitors to a city a motivation and desire to visit, and ties residents to their history and home. Heritage tourism is defined by the National Trust for Historic

Preservation as “traveling to experience the places, artifacts and activities that authentically represent the stories and people of the past and present. It includes cultural, historic and natural resources.” Heritage Tourism is a very lucrative form of tourism, as heritage tourists spend more money and stay longer than other types of tourists (for more information see <http://www.preservationnation.org/issues/heritage-tourism/>). However in order to succeed a place must be authentic and not generic or clichéd, otherwise tourists may not return. In Gig Harbor,

“Our focus on the Main Street [Program] ... has helped really focus the businesses on the value of boosting downtown heritage tourism and drawing people in to not only to shop our stores but to learn something about are area just like you would go to Europe in a small village to learn their history and walk the walk and talk the talk with the locals, our own community has reawaked to the economic value of approaching our town that way. And there are enough historic sites left, that we have been able to, along the waterfront, capture those landmarks and kind of dust them off and improve the site and make them usable for visitors and our own, local, residents. ... [creating a sense of place] is probably the strongest theme that runs through all of it.

...The risk for our town is as it becomes more attractive, people are attracted to it because of its small town ambiance and that there is a throwback to a little history. Again, I could compare it to Europe when you go to a place you want to see something different. And Gig Harbor is a little quirky, and different, because it grew up a little eclectically. But that attraction sometimes, the risk is, that you draw people in but once they get here, they start to say “It’d be really cool if we have this. It’d be really nice if we had that.” So balancing our historic integrity and the authenticity of our area, and still embracing the new and the services and the things we like to have is our challenge. Because if it balances too far the other direction then do people that move in put in so many changes on board that we kind of undermined the underlying integrity of our culture.”

Creating a visual icon that is unique to the city is also a useful technique. In Gig Harbor, a grassroots effort by an art group and the city funded the creation of a bronze fish statue called Fisherman’s Memorial. This statue acts as a visual signature for the city that will help visitors remember the place.

That bronze statue is another touch-point for the community to recognize the value of heritage tourism and our cultural heritage as a place to be in that neighborhood sense of place that is established through a couple of key little visuals.

A cohesive sense of place can be fostered by using interpretive displays. For example, Gig Harbor

“is linked by interpretive displays that are mounted at differ locations around the harbor that do a wonderful job of informing both local residents, like myself, and newcomers to the area, tourists. It may be one that describes the former Babbage netshed and property and the boats that were kept there or one that describes the former Eddon boat site shipbuilding or boatbuilding activity. There is whole series of them, and they are very well done, and they link all of these different sights together for pedestrians that walk the waterfront.”

A sense of place can also be created by connecting the city with nature, and emphasizing the natural aspects of the waterfront including the native ecology, hydrologic systems, etc.

In my mind, I think one of the most important things, and this goes into a lot of philosophical issues of the city and nature or the environment... I think when we talk about clean-up and remediation, we are frequently talking about how do we get rid of the bad stuff, the contaminates, such that we can do city building. I think that's the majority, I think, of government officials and developers frame of mind. How do we get rid of this legacy of industrial contamination such that we can proceed with the kind of city building that we know how to do. Building stuff, getting it cleaned up enough that we can build some offices buildings, and some apartment building, and some restaurants, and some retail, and... you know, its kind of the key piece is shifting to understand that the waterways are part and parcel of the natural environment. And the city is not divorced from nature, right? Especially as more and more of our populace worldwide becomes urbanized, we've got to breakdown this thinking that the city is an entirely manmade construction, and when you want nature you go off elsewhere. Into the hinterlands, out to wilderness parks, and such.

So, I think when you think of a waterfront revitalization its crucial to really respect and honor and set aside, or kind of elevate, the naturalness of the setting. To work to really restore that, to give citizens an experience of that in the city. I think, and this is where it does get into larger philosophical issues of what it means to be human and livability in cities, but I think if we don't do that it's a tragically missed opportunity. Because we are, more and more of us are, going to be spending our life in cities. And so the opportunity to experience a waterway – it can't be purely natural, right, we're not ever going to go back to we know Puget Sound looked 200, 300 years ago, and I assume the same thing in Korea – but I think there are opportunities to restore aspects of the native ecology. Hydrologic systems, topography, such that people have a deep experience of place.

It's not, like... and the thing with a lot of the waterfront redevelop is, it's like, you might as well be in Baltimore, or Tacoma, or Seattle... it's like there's a microbrew pub, there's another new museum, or look a fancy new hotel. You might as well be anywhere. And so the opportunities to really capitalize on what's unique about this place, like: what does it smell like, what kind of animals live here, what kind of trees and plants and shrubs? So that when you are out in the place – I mean, I think the Olympic sculpture park is a perfect example of this. You have that experience of walking through different native gardens down to the shoreline. It doesn't try to erase the industrial history, it doesn't try to, you know, make you believe you are out in untraveled nature. But it pays homage to, and provides an experience of the intrinsic properties of the bioregion.

And oddly enough, its kind of ironic and counterintuitive, but I think in making those investments, you end up in a stronger position economically, in terms of attracting development, attracting residents, becoming a place where people want to be, because there's an actual sense of, you know, Tacoma is Tacoma and there are things that are Tacoma about it, you know? You'd be more inclined to go there, as opposed to, like, this is any one of dozens of people who are trying to do this tourist/retail waterfront redevelopment?

Public involvement and creating a sense of place are also interconnected. A deep sense of place comes from rooting waterfront revitalization in local history and culture, the local environment, and the local environmental forces at work. Creating a sense of place:

goes hand and hand with the citizen engagement and participation piece. Because sometimes you have to go and really ask people, and its length, and messy, and time and labor intensive, to really try to draw people out that live in that area and say, "What's really important to you about living in this area in Korea? What's intrinsic and, you know, the stories that were passed down from your ancestors on how this river used to be used. Things that really make a place deeply, deeply bound to its history, its natural ecology.

Engaging First Nations can also help create a sense of place that is authentic, which is an opportunity that has been missed in Tacoma.

### *Lesson 7: Connect to the water.*

Often water quality and habitat improvements happen in the water, and revitalization happens on land. This separation obscures the very real connection between land and water. Public spaces can be utilized to bridge this gap, providing aquatic habitat as well as opportunities for people to interact with nature. Public spaces can also help filter runoff preventing non-point source pollution from contaminating (or re-contaminating) the water.

"We do need to, as we do these redevelopments, and we've been working hard at this, is set aside public spaces that connect these two... where do you create spaces for where you're sure the water is clean to some degree and you're sure the fish can get in, and other habitats are getting closer, and when you when work those out, and usually if you work at it you're also creating an environment that, if you cut back some spaces you're also creating a space where the public can get to it. And you accomplish both things. And so I think it's extremely important to figure out how to terrace and to work with our marine science and not just say, we'll do the habitat side on one side and our urban redevelopment on the other. And that is often forgotten. ...

Figuring out how to take areas and connect so that the general public can go back the same and feeling like when... I remember 60 years ago when we used to go down to that beach and there were fish there and we could play on that beach and all that stuff. I mean I heard that in Korea. And its no different then what you hear in Puget Sound, or other places. You actually have to think of, how do I get there? I think that's important.

...

[It] is really looking at both the water quality aspect and not giving control to the people on the water quality side, just like you don't give total control to the people doing economic development, and bringing those two together to create spaces.

... So you have the business people on one hand trying to create economic development and you have the [water and habitat quality people] trying to work ... together. It takes a lot of communication. It takes a mental level of patience not to say, "I'm not going to waste my time screwing around with this, they're not listening, they don't give a damn." I mean you can say that about both sides. Okay, so go back to the table, mediate, figure it out." (Bremerton)

### *Lesson 8: Connect waterfront parcels to the city and residents*

Although this lesson seems simple, geography and history can get in the way. In Tacoma, for example, a steep cliff separates the waterfront from downtown. Besides this cliff, highway 705 and multiple lines of railroad track separate a pedestrian or car from crossing from the downtown to the waterfront. The pedestrian Chihuly Bridge of Glass has been built and helps connect the Foss Waterway to the city, although the entrance from the city is somewhat confusing. More pedestrian and car linkages that are 'legible' need to be installed and these are in fact in the works. Hopefully once these are in place the waterfront esplanade will be more lively, as on an everyday basis the esplanade is underutilized.

In addition to this physical connection to the city, there is also the need for diverse economic accessibility. Housing is one aspect of this, and cities should consider including low, middle, and market rate housing. Additionally, many waterfront revitalization projects, including the one in Tacoma, have moorage for larger boats, but having access for less expensive hand launched craft, including canoes and kayaks, helps improve the accessibility of the revitalized waterfront. These questions of economic accessibility and justice are beyond the scope of this report, but cities should carefully examine the equity of their proposed waterfront revitalization and take steps to include all segments of the population.

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### *Lesson 9: Be flexible with borders between government properties*

Cities should look out for opportunities to use adjacent pieces of property to achieve a goal. For example, part of a street or sidewalk could be redesigned alongside a waterfront revitalization project in order to make enough room for a public plaza, for example.

"we are so used to property lines, this is where the property line is, and this is the street, and this is the private property. And from my perspective, where I am the government agency, and we call it governmental and proprietary, and the governmental are the things that the governmental side does and the proprietary are the side that you run as a business.

And so you run your streets as a street, and if you have an office building or a public building, that's your proprietary. It's just like there is public and the private side, we don't recognize we own that whole thing. And so if I own streets, and I own land



adjacent to it, think about the fact that its one piece of property and you can take part of that area that was a street and was sidewalk and whatever else was in there, and you can use some of that for your public spaces! So where it was six lanes wide and cutting that down or dissecting things and getting away from property lines, and take the whole thing, and say “this is all one piece of property, and we own it” (Bremerton)

### *Lesson 10: Examine existing zoning and regulations in light of waterfront revitalization goals, and know how they will affect the project*

Zoning regulations are in place to help maintain order in a city, however they are generalized and occasionally outdated. City development departments may need to work with the planning/zoning departments to create exemptions or rewrite zoning regulations so that waterfront revitalization projects can move forwards. Although this can be a contentious political process and will likely lead to conflict, being willing to examine zoning and other current regulations in light of your waterfront revitalization goals can help to achieve better waterfront revitalization outcomes. Regardless, all of the departments should be focused on doing things for the good of the city, and sometimes being flexible and willing to give up established regulations is the best way to do this.

I find a lot where the engineers or the community development or the other agents say “you can’t do it, our rules says that you have to have this set back, you have to have this, you have to do that,” and you say “hold it, we’re all going to the same place. And let’s figure out what our project is and then modify our views and how we’re interpreting thing to accomplish our goals, instead of saying, “This is the way we’ve always done it for 50 years.” And that’s a very difficult thing for our various agencies to think beyond themselves. And planners think the way the planners do, the engineers think the way they do, and we need to drive down from the top to get away from that and we all have to give more to accomplish a common goal. ...

I deal with [finding that there are laws or zoning regulations that need to change] weekly, where one person, one department says, you know, the state highways, or the streets, or whatever say, you have to be x number of feet wide for a fire truck and so wide for a garbage truck to get in there and we have these requirements for how wide alleys are and we have this zoning requirement for what setbacks are, and we made that decision 30 years go! Or we just went through a planning process and our planner decided that’s the way it is. Well, where did that planner come from? They are in another state. So you have all these people who set these rules and regulations, and they are only thinking about what they’re doing with a little bit.

And so, you have to, when you’re actually looking at your project and figuring it out, then you have to look at each of those rules. And not just say it’s a rule and therefore you have to apply that here, if it’s not working in that situation you have to ask the question, “What’s the purpose of that and can it be modified in this situation or do we have to change it?” So yes it than sense, constantly. We are so overregulated and stuff, you can’t do anything, so you have to say, “Now we are going to create a public space,

we are going to do it for the good of the public. And that means you all that have doing your own thing for so long have to think as a team player.” Getting there is a different story. But we have been fortunate to some degree, being able to get other agencies and that have the rules and regulations to understand the common goal and either create flexibility or figure out how do you do your interpretations or make the necessary modifications to achieve it. That is a very significant battle.

A number of cities have ongoing issues regarding zoning. For example, in Bremerton:

We’re building a public space, we’re creating a parking garage that I mentioned before, building the parking garage and then it’ll have housing and theatres on top of it. And we have an alley and the alley is 14 feet wide. Well, to create the width we need, and we actually have some part of this is with our street area, we need to expand out into those areas. Well the tradition says if you are going to do that, you have to vacate the area. Soon as you get into vacating you have a host of different agencies who have a right to respond, and show their vested interested in saying, “We don’t want it done, we want to leave it the way it is.”

So the question is do you have to vacate it, and if you vacate then you have a long process, and you have all of these different agencies, or can you say, “Hold it, because we’re building parking.” An alley, for example, is a public space in which we often having parking and we put trees and we put structures. Don’t have to vacate it. Then you have a zoning regulation that says, if you are an alley, and you aren’t this wide, then you have to set back 3 feet further. Because we want to create extra space. The result, if you put those requirements on it, then you don’t have enough space to put in your parking and you have to have a width/length of your car and you have to have drive lanes. So, getting, to what im saying, I’m not going to vacate it can be that regulation doesn’t mind when you’re creating your own space and your creating some re-use.

So that’s taking some substantial discussion and work to get minimally through that we’re doing this good, we’re doing the same thing, but it doesn’t look the same, yes its parking, but its two levels of parking. Where in this you have parking right next to the street, we now put a second level onto that, and does that mean you have to vacate it or you say, that fits within the structure? Well, “I dunno, we’ve never done that before. I don’t think you can do that. Oh you gotta go this way...” So,yeah, but that’s real common that those kind of things come up.

In Tacoma they have run into a similar issue:

Right now we have a regulation in place that requires certain amounts of retail in a project. Requires it in the 4 corners of the building. Requires a percentage of it on the street side, and on the water side, and through the view corridors. It’s this big complicated formula. Well, the problem is, right now in this economy right now in this economy retail just isn’t working. Retail is the place where you see economic impacts the soonest. So, what you’d like to do is have the flexibility to say, well, if retail isn’t working right now to say then maybe I’d like to put office in here until retail starts to come back.

The way our regulation is written right now, I can't do it. So there you sit, then, at this ground level, with an empty building at the ground floor. The other 6 or 7 seven stories, or 9 stories, can be filled, and the ground floor can be dark. So that's been a problem with a way the regulation was written. And that's the thing you experience between making the link between the vision for the waterfront and the market reality. Because the vision and the planning document is static, as is the regulation, but the market is always flexible. So trying to find or sculpt the regulation that allows for enough flexibility but shows preference for your end use, is kind of one of the thing the crafters of regulations need to look out for. Now we're getting that fixed in this update that we're doing right now, but if your economy turns on it you can't tell someone "well be patient, we update it every seven years and we're two years in and so another five years we'll be updated, that doesn't work.

And you see when you do this update and make these changes, we have to go back and have the state, because we're within the shoreline district, the state has to approve it. So it isn't as easy as changing a regulation in downtown Tacoma where you're not in that shoreline zone.

This is very detrimental to existing development and a turn off to potential developers, because the developer will say "I can't carry a whole empty bottom floor, for who knows how long." It is not financially feasible for them and the empty retail areas that the regulations create are detrimental to the property's value and how people perceive the area.

### *Lesson 11: Consider multiple viewpoints while designing*

Recommendations for considering multiple viewpoints have also been made. One interviewee in the literature said:

"We looked at infrastructure and aesthetics as possible view points. Just walking through a systematic process I think was really useful instead of just sitting around the table brainstorming lists of good ideas. And that forced us I think to take a better and harder and more realistic look at how we were going to accomplish these things."

### **Advice about Implementation**

Implementing a waterfront revitalization project is just as difficult as planning it. For the purposes of this chapter, implementation includes everything from finding a contractor or private developer partner to the completion of the building to continued maintenance.

### *Lesson 1: Have good renderings that illustrate your vision*

When raising money to fund the implementation of a city's waterfront revitalization plan, a good rendering that clearly depicts the vision is very beneficial. This rendering can help attract potential investors and garner public support as well as keep the community focused on the desired outcome of waterfront revitalization. In Port Townsend, they created a rendering of the planned Northwest Maritime Center in order to help with fundraising. An expert there commented:

Having a compelling vision is key, it's critical. And having great renderings that illustrate your vision is essential. As they say a rendering is worth a million dollars. One good rendering is worth a million dollars. And this one rendering brought me more than a million dollars. And if you walk through this brochure, which was written in 2001, it stands up as being pretty accurate of what we've constructed.

## *Lesson 2: Build public infrastructure*

A number of the cities interviewed indicated that creating public infrastructure, including parks and plazas, parking garages, and environmental cleanup, allowed private partners to invest and build. Additionally, projects earlier in the waterfront revitalization process often need more public help both as an incentive to build in the first place and to help offset the risk of being an early investor. For example, in Bremerton:

"What we found was our ability to take our public money to create infrastructure... to support what the private side couldn't do was the catalyst that allowed them to go into an urban setting. From what I have found, in terms of redevelopment, some of the primary things that a private developer in an urban renewal center or urban waterfront center is, number one, connecting to your transportation center, second is providing parking, and third is creating public spaces. All those are very expensive items and ones that are difficult for private sector to absorb the cost.... So most of your developers are caught by not having the ability to collect the lands, buy the lands, and in most situations they can afford within their budget to buy the land but then they don't have the ability to create the parking and create the public spaces. ...

And what we've found, at least from our projects, what we've found is where we provide good access to it, public access, and provide some parking and some public spaces then we've taken about 20 to 25% of the cost, and the private sector says, 'Now we can build what we need to do.' " (Bremerton)

While public parks and plazas act as incentive for private builders, they also help create a sustainable, healthy environment that attracts residents and customers to an area.

"I have a saying on the wall that says public spaces are the source of the greatest potential to create livable, walk-able, healthy, and sustainable communities. With that concept in mind, what you're really trying to do is figure out how to get people, pedestrians, and public back downtown that have been lost over time because of the deterioration, because your lands have become so controlled by your automobiles, that, how do you create that atmosphere.

...you have to find something that makes people want to go there, and from our experience it isn't just wanting to go to an office building or even necessarily wanting to go to a restaurant or McDonalds. It's to have an experience, its learning to say, "I really wanna be in, and I feel good... going into that place." And I think we go to museums, I think we go to open public spaces [to get that feeling] and so you want to try and create that atmosphere. ...

I think we see what we've done is creating a place where people like to be, and people like comfortable, happy green places I guess." (Bremerton)

Free public facilities can also help lure visitors into spending more time in a city. In Port Townsend, the public spaces that were built with the Northwest Maritime Center serve as an introduction or a lure to the paid multi-day programs the center offers.

You wanna hook people by just coming and hanging out and watching the boats, coming to the festival, and enrolling our programs, that's where we make our money, but we still have to tell our story for the casual passerby so they'll know: "Wow, how do I get involved? Or how do I take a sailing charter? How do I do Learning to Sail? How do I build my own boat?" So they can find out all that information and hopefully want to come back and spend time. So part of the whole strategy, is this is just not an educational center, it's a way to get people to come to town, for three days a week to enroll in our programs or take our conferences. And what that does is it, what we call, puts heads in beds, and shoppers in shops, and eaters in restaurants. And that's helps our local economy, so we don't have... well, you know, we're really trying to build a sustainable community. So this is a key project working with the port and city as this is a local economic development driver.

### *Lesson 3: Maintain your momentum*

For projects that take multiple years or sometimes decades, maintaining the focus and momentum of waterfront revitalization is very important. One approach to maintaining momentum is to complete multiple small projects while a larger project is in the works. By 'picking the low hanging fruit' and building up small successes, a city can help keep the focus on the waterfront revitalization and maintain momentum. This approach has been used in Gig Harbor:

"You try to pick off the little hanging fruit and then you move on from there, an example of that would be down at Skansie-Jerrisage park, we talk a lot about that but it's probably the most prominent and well used of the cities spaces along the waterfront, currently, you know, you have a moorage facility down there and a path of uplift park area, and then you have the former Skansie home and the netshed all on this property. Well the netshed and the home require significant building code related, fire code related, upgrades if you were starting to use those for different purposes than they were historically utilized for so the city has been has been looking at what are the options for those structures, but in the mean time using the property for farmer's markets, an outdoor concert series, there is almost something programmed into that



park on a daily basis and it is very heavily used, to the point that sometimes when they have these concerts every Tuesday night that the main harborview drive street is closed down so that traffic can avoid that area and continue to circulate while the concerts are going on. So I think it's a combination of achieving different goals that are reachable in the short term while continuing to plan that require additional financial investment and so forth in the future."

#### *Lesson 4: Government owned parking can be efficient and profitable.*

Bremerton in particular has developed a comprehensive view of parking. They find that by having government-controlled parking, they are able to collect the profits, encourage private developers to invest (see Lesson 2), and to better utilize parking spaces and reduce unneeded parking capacity.

"Most of our parking that we've done where the government can gain the benefit of the revenue from the parking, second as opposed to requiring parking for a particular project where, if its an office building, for example, the parking gets used during the day, and then its empty. And its only associated with the business and the business may only fill up 25% of it, by us owning parking then we can service the needs of the development itself, and if has a retail component then we can rent it for exactly, in our case, to the shipyard workers and to the some of the businesses surrounding that particular place, and in the evening we own it so we can rent it to the people who have their housing. Again, if you're building housing and you have your parking for that then the parking is empty during the day and okay during the night.

Well the government, if it's done properly, can multitask! It can help the retail during the day, it can help housing at night, and it can help the general public by getting revenue from parking for people that are just milling and going to your parks. So we found that to be helpful for what we're doing, and this particular plaza that were building has housing – or parking for the shipyard during the day and also servicing the downtown businesses. But we're building a Theater on top of it, which uses parking on evenings and on weekends. And then we've got a housing component, and with the house component then the developer can build his housing and then not have to pay that cost to have parking. Which is a, you know, for us, parking costs about 25 to 30 thousand a parking space. And if you have a couple hundred parking spaces, then you're up to five or six million dollars, and that kills a lot of projects. So those have been our formulas for what we've done." (Bremerton)

#### *Lesson 5: Create a method for interacting with private developers.*

Where cities partner with private developers to create their waterfront revitalization, it is important to create a framework or a set of standards for how the public sector and the private sector will interact. Possibly the most important decision to make is the type of partnership to be pursued –

sale of land to private developer, lease of land, or jointly funded building, etc. In Bremerton, their approach was:

We try and figure out and meet with our private partners as opposed to us designing something and saying, “Okay, now go build it.” Rather finding out what kinds of private developments that are, are really centristic with people not just going to offices but where the families are going and where they’ll want to be and maybe build their house ... what kinds of things do they need in terms of the public sector and then we try and lay out and so I’ve kind of tried to continue to build projects as the property becomes available to say, okay, now that we have this site, what do we as a public agency have to do to convince you that you’ll invest your private money and you can afford to do it. (Bremerton)

In Tacoma, the Foss Waterway Development Authority created guidelines and private developers submitted proposals to them. They then chose one to continue negotiations with.

In order for these public private partnerships to work, the experts interviewed stressed that both public and private entities must need the partnership, or it will not be successful. Often, the partnerships that work best are when the government owns something, such as land, that the developer wants. The public side brings staying power to the relationship, while the private side can take on risk. In Washington this is especially important because the government is so limited. In Tacoma, the public side has built public esplanades and infrastructure, while private investors have built the mixed use development

### *Lesson 6: Have a maintenance plan before you need it.*

After the project is built successfully, it will need to be maintained. Maintenance protects the investment, avoids letting the property fall back into blight, and a clean and green site will attract more residents and visitors to the revitalized area. Therefore, having a maintenance plan in place and consulting the people who will be doing the maintenance is important to the continued success of the waterfront revitalization.

[Maintenance] is an ongoing issue. It’s one that you try and design in to some degree, that it isn’t high maintenance kinds of things, particularly creating public spaces. ...you have sometimes one department, or agency, that builds stuff, and you can build something pretty or it seems cool, and then find out the maintenance of it is somewhat of a nightmare. And so, first is try and make sure that as you’re designing things that you understand and know who is going to do the maintenance and engage those people to a degree in the process. Not that you have to engage them to be in the design, because there are so many cost factors.... you can’t just have your people who are going to end up with the project maintain that because they’ll design stuff into the project that will last 100 years and that way, one side of it you can design something that will last for 5 years, and it’s cheaper, and you afford to build it or you can design it for 100 years and it has no maintenance, and you can’t afford to build it, so how do you get in between?

So, we try and incorporate, making sure the people who will be maintaining it have input, and can look at it, and not that they can dictate and say “We need this in there” but rather, they are brought on board, and you either learn what their needs are or you consult with them so that you take their concerns into consideration. (Bremerton)

Additionally, you need to know how you will fund the maintenance, as proper funding is crucial to high quality maintenance.

“What we find is that we try and make sure ... that we have designed something that is very cost sensitive and has energy kinds of components build into it, energy savings components, then make sure that you have the resources that are existing or are anticipated in your normal maintenance that you aren’t suddenly overburdened. We have been fortunate in the things that, either we’ve created additional revenue by economic development, new revenue coming in to pay for increased maintenance, and/or that our design has been cost neutral for maintenance compared to what was there before. ‘Cause in lots of situations, what you replace was a high maintenance thing in the first place.” (Bremerton)

Tacoma found another way to fund maintenance:

We did covenants, conditions, and restrictions on the properties, C.C & R’s that requires the properties owners to pay an assessment into the Foss Waterway Owner’s Association, which is like a condominium association. But it pays for the routine cleaning and maintenance of the public esplanade and public park. Cause if you’re going to build you are going to have to be able to maintain over time. And if you don’t, if you continue to try and attract development, you’re not going to stay credible. You’re not going to get the quality you are looking for.

### *Lesson 7: Conduct post-construction impact studies*

Post-construction impact studies help cities understand the impact that waterfront revitalization has had on their community. There are three main forms of impact, economic, social, and environmental. Although the known impacts for each of these are detailed in the four case studies, the truth is that very few impact studies have been done in Puget Sound or in Washington in general. As a result, anecdotal evidence is the only resource available for economic impacts, nothing is known about the social benefits, while some monitoring dictated by law (brownfields cleanup) has given credence to the environmental benefits of the projects.

In Tacoma for example, neither the city nor the Thea Foss Development Authority have done post development economic impact studies. Some informal environmental surveys of benthic organisms show increased diversity since the site was cleaned up. Anecdotal evidence shows the social impact of changing the area from dominated by drugs to a family oriented area. Economically, the construction of the Esplanade has created jobs during the economic downturn; however no scientific studies have been

completed. There are also more businesses now inland of the Thea Foss waterway, as it has helped spur further downtown redevelopment.

In Bremerton, no studies have examined the benefits of waterfront revitalization. Anecdotally, the city claims that redevelopment efforts have improved the financial future of the city as well as improving quality of life. The major economic question is the sale of the condominium units. Additionally, there are no clear environmental benefits.

In Port Townsend, the only quantifiable economic benefits have been further investment in surrounding properties that was likely spurred by the Northwest Maritime Center investment. In the past five years, the city has invested roughly \$10 million, the Port \$5 million, and individual businesses around \$10 million in the neighboring area. Environmental benefits come from the cleanup of the contaminated site and removal of the creosote pilings.

In Gig Harbor, environmental monitoring based on brownfield contaminant removal has confirmed that clean up at the Eddon Boatyard and Stetz Fuel sites have removed pollutants from the water and benthos. In terms of economic impacts, nothing is known at the local level, although Washington State released a generalized study on the benefits of Heritage Tourism, which can be found at <http://www.dahp.wa.gov/pages/HistoricSites/EconomicDevelopmentStudy.htm>.

It would be useful for cities contemplating waterfront revitalization to be able to see what the economic, social, and environmental impacts of waterfront revitalization have been in cities with completed waterfront revitalization projects. Unfortunately, these studies are currently spotty. Hopefully such impact studies will be completed in the future.

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## Conclusion

Waterfront revitalization in Washington encompasses a wide range of constructions projects. In Puget Sound, these have included building condominiums, public esplanades and plazas, retail and restaurants, conference centers, and new marinas. The decision to include or not include these factors is tied to the waterfront revitalization motivations of the city, as well as the desires of its residents. Towns have approached building waterfront revitalization in different ways as well, as some build large projects in stages, while others have built small projects all at once. These construction decisions have often been based on convenience and practicality.

However, among this diversity there are some common themes. While the specific motivations that cities have for waterfront revitalization differ according to the needs of the city, the larger scale goals are remarkably similar. Some of these goals include creating a more attractive waterfront, improving the economic performance of the waterfront, and historical preservation. Bremerton, Tacoma, and Port Townsend were explicitly trying to rebuild abandoned or derelict sites to improve the aesthetic benefits of the waterfront. All four case studies aimed to improve the economic conditions of the waterfront, with Gig Harbor aiming to increase heritage tourism, and Tacoma cleaning and selling properties to developers in order to revitalize the downtown and get the properties back on the tax rolls. These two motivations drove the waterfront revitalization, and possibly influenced the type of development to encourage. In Bremerton mixed residential and retail are choices that both improve the aesthetic qualities of the waterfront and provide high tax revenue for the city.

Historical preservation is also an important motivation for cities, and specifically Gig Harbor, Port Townsend, and Tacoma. These cities all chose to build museums or educational centers to preserve historical buildings and to retain the historical culture of the area. The motivation of environmental cleanup also featured prominently in the Port Townsend, Gig Harbor, and Tacoma case studies. Environmental cleanup and habitat concerns drove the creation of parks and waterfront habitat, as well as the day lighting of coastal rivers, as seen in Gig Harbor.

Government agencies have consistently played a strong role in waterfront revitalization in Puget Sound. In Bremerton, Tacoma, and Gig Harbor the local government played a pivotal role in starting and continuing waterfront revitalization. Community involvement has also been very important. The communities of Tacoma, Port Townsend, and Gig Harbor have all been involved at various phases of waterfront revitalization, including fundraising, city planning, and suggesting and starting projects. Private sector entities have served mainly as developers, often in partnership with the public sector. In both Tacoma and Bremerton private sector entities have been responsible for the commercial investment such as apartment buildings, while the public sector has concentrated on building public plazas and other public amenities. In addition, the goals and results of waterfront revitalization in the case studies examined mirror the intentions of broader planning frameworks and laws such as the Growth Management Act and the Shoreline Management Act. These acts in many ways provide a framework for waterfront revitalization.

Funding for waterfront revitalization was highly opportunistic over the case studies examined. In Port Townsend, small value high volume donations helped build their Northwest Maritime Center. Public investment from Federal, State, and Local governments often in the form of grants has been absolutely critical in Gig Harbor, and very important to Tacoma and Bremerton. Private investment has also been encouraged, although as in the case of Tacoma and Bremerton negative market conditions can drastically affect this funding source. Projects that have not performed as well as expected were often tied to these more risky investments, as was seen in Bremerton and Tacoma's condominium sales.

The information gathered from the case studies as well as the pages of advice offered by those experts interviewed provide a framework useful to cities contemplating their own waterfront revitalization projects. Waterfront revitalization can be successful when planned and funded appropriately.