

DOME TO DEFIANCE



Tacoma's Urban Waterfront
City Club of Tacoma

LETTER OF TRANSMITTAL

May 16, 1988

To the Membership - City Club of Tacoma:

It is our pleasure to transmit our study report on Tacoma's Waterfront, "Dome to Defiance", for your review.

The report was designed to stimulate discussion of the future of Tacoma's five and a half miles of waterfront extending from the Tacoma Dome to Point Defiance, we hope that it will help the City of Tacoma decide how to take full advantage of this unique municipal asset.

We make two main points:

1. The entire waterfront must be planned as a whole.
2. The plan must contain a vision for the waterfront's future as a true "people place."

Our vision, as set out in the report, provides in part:

We would have a shoreside people-place 5 1/2 miles long. No other waterfront in the Northwest would be as spectacular.

This would not be all parks or all commercial development. The shoreside people-place would be a unique blend of mixed uses including industrial, commercial, residential and recreational. It would include both public and private areas. The identifying characteristic of this waterfront would be its urban quality, close to the population centers. It would have public access and view access to the water the whole length of the shore. It would be easy to get to, it would link downtown, neighborhood areas, and our major in-town park. It would have a water transportation link to the rest of Puget Sound. It would be diverse and interesting - primarily an area for Tacoma and Pierce County residents, but it could also be a major magnet for tourists and other visitors.

As a study committee, we were not able to put a price tag on realization of the vision. That must be done as part of the plan development process. We note, however, that an essential public-private partnership approach should help control these costs.

Ultimately, the people of Tacoma must decide what they need, what they want and what they can afford. The study will have achieved its objective if it helps to establish a city consensus on these questions.

Sincerely,

Waterfront Research Committee

Barbara Bingham, Chair
Sue Batali
Bill Colby
Leta Schattauer
Michael B. Smith

DOME TO DEFLANCE

Tacoma's Urban Waterfront

A City Club of Tacoma Research Report

May, 1988

This is the first of City Club's major research reports which focus on issues of importance to the community. The report contains recommendations which will be reviewed and voted upon by the membership at a special meeting on June 1, 1988.

Waterfront Research Committee



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DOME TO DEFIANCE

Part I - Introduction

Our Tacoma urban waterfront is a unique asset. We have a remarkably long, potentially accessible, shoreline close to downtown and residential areas. This shoreline offers spectacular views of Commencement Bay, the Olympic and Cascade Mountain ranges and Mt. Rainier.

Urban waterfronts are being rediscovered nationally. They are becoming more “people-oriented.” Some of the past industrial and commercial uses of the shoreline are no longer viable and as the opportunity for change in these areas arises, they are being redeveloped. The waterfront invites leisure time and recreational activities, but it is also suitable for commercial development and for such water-dependent uses as fishing, moorage, shipping and related industries. Our waterfront is in a period of transition, an ideal time to look closely at it for renewal and improvement.

The Tacoma urban waterfront stretches 5.5 miles from the Tacoma Dome to Point Defiance. It divides geographically into three major portions: City Waterway, Schuster Parkway and Ruston Way. These areas, each with its own character, have been zoned separately and have developed differently. We will consider them individually but emphasize that they comprise an urban shoreline which should be envisioned in its entirety.

Such recent events as the construction of the new Tacoma I-705 Spur offering an entrance view of the City Waterway, the revitalization of downtown Tacoma, the renewal of Union Station, the successful development of Ruston Way and the closing of the Asarco smelter have together stimulated intense public interest in the future of the Tacoma urban waterfront.

The acclaimed renaissance of the Ruston Way waterfront, with promenade, parks, fishing piers and restaurants fosters a vision for “more of the same.” This vision demands responsibility and stewardship to assure the proper future for our shoreline. But where will the vision come from and who will accept the responsibility of the stewardship?

A. Charge to the Committee

In June, 1987, the Board of Directors of the City Club of Tacoma, on recommendation of its Research Board, charged this Committee to study present and future use and development of the Tacoma urban waterfront. The committee was asked to review policies, regulations, and conditions applicable to existing and proposed municipal waterfront plans. It was asked to make recommendations and suggest solutions to issues and problems identified during the study. (Full charge in appendix of this report.)

B. Scope of work

(see map page 3)

The study area included that portion of the urban waterfront on the western edge of Commencement Bay beginning at the south end of City Waterway near the Tacoma Dome and extending north to Point Defiance. The study also included the greenbelt trails along the slopes of the western sides of Schuster Parkway and Ruston Way.

The future of Ruston and the Asarco site were not included and should be studied separately. *For purposes of future planning the shoreline of the Asarco site should be restricted only to the broad urban waterfront categories of water-dependent, water-related, or water-enjoyment.*

The timing of this study coincides with governmental and private sector reviews now underway including:

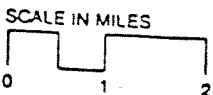
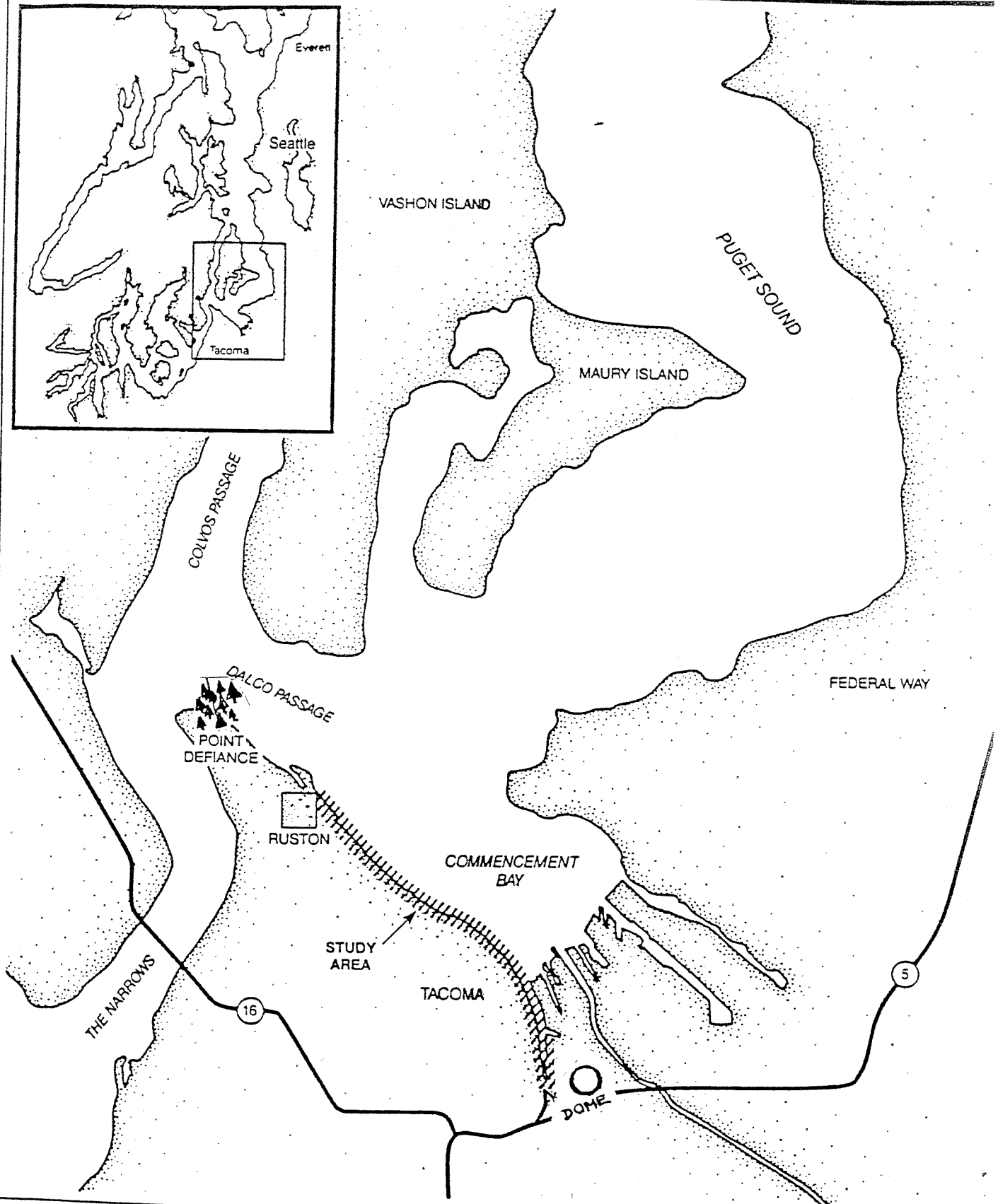
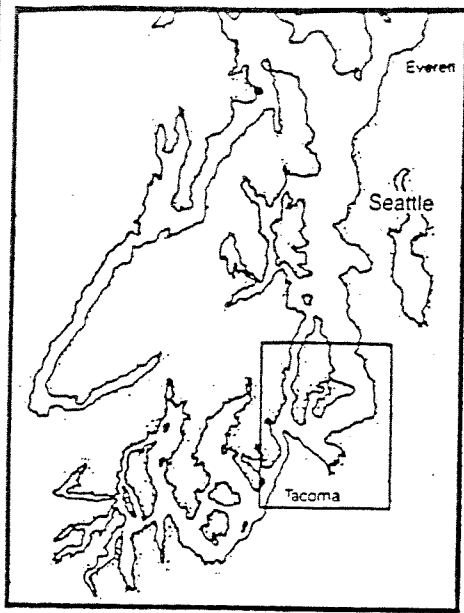
- * Washington State Department of Ecology's Shoreline Policy Review Analysis.
- * City of Tacoma's Review and Analysis of Critical Waterfront Issues.
- * Tacoma's Shoreline Trails Study.
- * Burlington Northern Railroad's design and market studies.

We hope our work will assist their efforts by providing a civic, "grass roots" dimension to their work.

C. Research Methods

The Committee used the following methods to research this waterfront study:

- * Observing present conditions and uses.
- * Interviewing and corresponding with people who have specific interests in, and concerns for the waterfront or who have certain expertise or knowledge of the waterfront.
- * Reviewing past and present shoreline management policies, regulations, zoning and plans.
- * Reviewing the history and development of the area.
- * Reviewing waterfronts in other communities.
- * Conducting an attitude and use survey of City Club members and other Tacoma citizens.



Vicinity Map

Part II - Summary

The Committee has sought to discover how the waterfront can develop to its fullest potential. We have identified problems and opportunities affecting development and suggested ways to realize opportunities and solve some of the problems. Our recommendations fall into two categories: those which concern the entire waterfront and those related to specific segments.

A. Issues

We found these major issues and “needs” concerning Tacoma’s urban waterfront:

1. Need for a clear vision of the future of the waterfront.
2. Need for strong leadership and commitment championing the development of the entire waterfront.
3. Need for increased public awareness of the opportunity for waterfront use and development.
4. Need for improved coordination and better communication among those involved with waterfront development including:
 - * Political and community leadership.
 - * Public planning and regulatory agencies - local and state.
 - * Private developers and owners.
 - * Neighborhood and user groups.
5. Conflicts pertaining to the proper use and ownership of the waterfront among those who want:
 - * Public ownership devoted to parks and public use.
 - * Commercial development.
 - * Water-dependent industrial uses.
6. Need for changes in the Tacoma Master Program for Shoreline Development relating to allowed uses.
7. Need to streamline the permit processes for shoreline development.
8. Apparent lack of workable solutions for identified problems of land and water pollution.
9. Lack of satisfactory transportation and access to and along the waterfront area.

B. Recommendations for the entire urban waterfront.

Tacoma must create a clear vision for the future of the waterfront.

- * 1. The urban waterfront, from the Dome to Defiance, should be considered in its entirety, not as separate unrelated pieces.
- * 2. The city should prepare a Master Plan for the entire urban waterfront to guide development well into the next century. This should include an action plan for the publicly owned portions of the Master Plan.

The City must make a commitment to champion this vision and make it a reality.

- * 3. A working partnership between the public and private sectors must be established.
- * 4. A full time staff person should be assigned to work on waterfront planning and development.
- * 5. Public awareness of the possibilities for the waterfront should be vigorously promoted.
- * 6. A Waterfront Advisory Committee should be established to provide community participation in development and implementation of a Dome to Defiance Waterfront plan.
- * 7. A citizens Waterfront Design Commission should be established to provide leadership and advice to assure quality design development.
- * 8. Communication and coordination among those involved in waterfront planning and development should be strengthened.

The Master Program for Shoreline Development of the City of Tacoma should be modified:

- * 9. To allow "water-enjoyment" as well as "water-dependent" and "water-related" uses.
- * 10. To include standards for permissible mixed-use developments.
- * 11. To include standards for acceptable residential development in all upland¹ areas of this urban waterfront.
- * 12. To require provision of public access and view corridors to the shore in any new or revised projects.

Permit processes for Shoreline Development should be improved:

- * 13. By creating more specific standards in the Master Program which would be easier to interpret.
 - * 14. By providing "scoping meetings" among all concerned parties and citizen's groups.
15. A public pedestrian/bicycle promenade the entire length of the urban shoreline should be established.
16. All public areas including trails should be properly identified and maintained.
17. Small parks and educational sites should be established along the entire waterfront.

1 "Upland" is all land above the ordinary high-water mark. That is, "upland" would not include structures built on piers above the water.

C. City Waterway Recommendations

(see map page 20)

1. At least 1/4 of the west side of City Waterway should be in public ownership and developed for public use and enjoyment.
2. Water and land pollution problems along the City Waterway segment should be addressed jointly by the private and public sectors to achieve economically feasible solutions.
 - * These should include Department of Ecology, developers, owners, lending institutions, Port, city, state and federal agencies etc.
 - * These discussions should be facilitated by the City of Tacoma.
3. Access to the City Waterway should be improved for both vehicles and pedestrians.
4. The proposed pedestrian overpass from Union Station to the Waterway should be constructed soon.
5. Plans should be made for a maritime museum along the City Waterway.
6. Provision for ample public and transient docking space should be provided along the City Waterway.
7. The possibility of establishing a commuter ferry system docking in the City Waterway, should be pursued.
8. The east side of City Waterway, from its entrance to 15th Street should be rezoned from port industrial and terminal use to mixed public and private use.

D. Schuster Parkway Recommendations

(see map page 28)

1. The area adjacent to Commencement Park, known as the National Guard site, should be mixed public and private uses, disallowing industrial and deep water moorage uses.
2. The portion of Schuster Parkway from and including the Sperry Mill site to and including the Continental Grain terminal site should remain zoned for industrial and deep water moorage uses.
3. There should be a public park site by the 4th Street bridge between Schuster Parkway and the City Waterway

E. Ruston Way Recommendations

1. Residential uses should be allowed.
2. There should be public transportation to and along the waterfront.

Part III - Tacoma's Urban Waterfront

“...there must be a clear vision of the goals for waterfront redevelopment which is then championed by local authorities...The vision must be accompanied by a specific action program to implement the development. This may mean committing public funds to build or finance portions of the project, such as infrastructure or public amenities or, it may require supporting private development through complex regulatory processes...The public sector must work in partnership with the private sector.” (Susan Heikkala, “A Tale of Three Cities,” *Arcade* , [Dec. 1986.]

A. Introduction

The vision of an entire Urban Waterfront stretching from the Dome to Defiance should be a vision of the City of Tacoma, a people-oriented, exciting, attractive stretch of waterfront anchored at one end by the Tacoma Dome and at the other by Point Defiance. This waterfront would be a magnet for Downtown, nearby residences, far away neighborhoods and tourists. To be championed by the City, the vision should be seen as something that is in the process of happening and that will become a reality. Positive approaches, reinforced by visual images, displays, emphasis on the importance of the waterfront to the city and the quality of living in Tacoma are all part of 'championing'. The City should create an overall plan for the entire urban waterfront. This plan should contain: intended uses supported by maps and drawings, implementation and funding mechanisms, and a schedule for accomplishments.

In the case of Ruston Way there has been a clear vision, championed by the City. The purchase of land by the city, the development of a 2+ mile promenade, green space, small parks, fishing piers, and public shores have created one of the finest urban waterfront areas anywhere. These public amenities have spurred some private redevelopment and achieved a high level of year-round public use.

The City Waterway area must have a plan. The plan must be well publicized and specific. A vision for the City Waterway and the possibilities this waterfront hold should be championed by the City. The City Council, in its action approving the American Cities plan for Downtown Tacoma, urged by resolution that it be expanded to include a plan for the City Waterway. The specifying of public amenities and their development should be a main priority. As on Ruston Way, the placement, attractiveness, and availability of public parks, walks, docks, shores and mini-museums will shape what will develop privately. If lands need to be purchased, they should be. The City cannot wait to see what the private sector establishes before it begins public development. The plan should be coordinated with the overall plan urged for the entire waterfront. Moreover, responsibility to carry out the City's part of the plan must be clearly established within the city government.

In the case of the City Waterway there is a clear available choice for partnership between the public and private sectors. The largest land owner on this waterway is the Burlington-Northern railroad which has underway a market study and a design study of the area. The railroad clearly intends to develop its extensive holdings along the waterway. The city and the railroad must work together to achieve shared goals.

As plans are made for the waterfront, another look at Schuster Parkway is timely - a long look into the future - to see if this key link in the urban waterfront can be creatively used for people-oriented development. The possibilities of compatible coexistence between industry and recreation should be explored. A plan for 50 years from now needs to insure that "people" will not be precluded as uses change.

The city government of Tacoma should recognize the importance of its urban waterfront, discover the possibilities for using and developing its waterfront, create a plan for this development and take the lead in seeing that the plan is carried out.

To understand the framework for planning and development, we now look at the regulations governing shoreline development, why they exist, what they allow and how they can be changed.

B. Shoreline Regulations

The purpose of State and City shoreline regulations is to protect the finite resource which is the shoreline. Cities are required to prepare master programs for the regulation of the uses of the shoreline. Uses that enhance public access to the shoreline or are dependent on a shoreline location are emphasized. Generally, shoreline areas extend inland for 200 feet.

All Tacoma shoreline zoning is governed by the 1976 Master Program for Shoreline Development of the City of Tacoma. This Master Program had been adopted by the City and approved by the State Department of Ecology under the State Shoreline Management Act of 1971. The City of Tacoma is now reevaluating its Master Program to bring it up to date.

The Tacoma Master Program defines allowable uses in the shoreline area, explains shoreline policies and establishes permit procedures. Any substantial development (private or public) on the waterfront requires a shoreline permit. The shoreline permit application must be reviewed and approved by the City and the State before construction may begin. Allowable uses listed in the master program are guides to the types of development which might be approved. Some allowable uses, however, could be unsuitable for specific sites and therefore not approved. (Present allowable uses and permit procedures are discussed in the appendix of this report).

The Master Program does not set forth a definitive plan for action or development. Although Tacoma has achieved significant success in development and use of portions of this shoreline, the City lacks organization and continuity for the future positive development of the entire urban waterfront.

C. Recommendations

One of the property owners and business operators on Ruston Way whom we interviewed said that we are stewards of the waterfront. This shoreline is indeed "ours" and we must take care of it. The following recommendations are offered as a result of this Committee's study to provide a guide for Tacoma's future waterfront development.

1. The Tacoma area urban waterfront, from the Dome to Defiance, should always be considered in its entirety.

This involves a concept that must permeate all discussion and development of the area. No longer should one area be conceived as separate and distinct from the other waterfront areas. This aspect should be emphasized in planning and in the education of elected officials, government staff, the public, and developers.

The vision of a people-oriented waterfront stretching from the Dome to Defiance is not new, but the commitment to achieving this vision has yet to come. We deserve a shoreside people-place 5.5 miles long.

The urban waterfront would not be all parks or all commercial development. It would be a unique blend of mixed uses including industrial, commercial, residential and recreational. It would include both public and private areas. The identifying characteristic of this waterfront would be its urban quality, close to the population centers. It would have public access and view access to the water the whole length of the shore. It would be easy to get to. It would link downtown, neighborhood areas, and our major in-town park. It would have a water transportation link to the rest of Puget Sound. The urban waterfront would primarily be an area for Tacoma and Pierce County residents, but it could also be a major magnet for tourists and other visitors.

For this waterfront program to become an actuality, it is vital to create a vision of the whole. Opportunistic and piecemeal planning would be shortsighted. Planning of the parts must relate to and be governed by the planning for the whole.

This Committee realizes that the shoreline is not going to transform immediately. The Dome to Defiance vision is for the immediate and the future and it must be a total vision.

Much needs to be done now to set this vision in place.

2. A Master Plan for the urban waterfront from the Dome to Defiance should be created.

A Master Plan for Urban Shoreline Development for at least the next 20 years would be a visionary guide and provide encouragement and direction for design quality, public improvements and economic development.

The Ruston Way plan of 1981 provided such a guide for that area. The remainder of the waterfront has developed mainly as a matter of reaction to isolated proposals or problems rather than a positive action toward overall development.

The current Master Program for Shoreline Development outlines policies which we feel are important and appropriate to the urban shoreline. Yet the Master Program lacks an action program and a visionary guide to indicate what will be done.

A Master Plan should include:

- * A visionary map of proposed uses, with necessary public infrastructure designated.
- * Design quality and standards .
- * Cost estimates.
- * A review of Shoreline regulations and programs showing how the plan relates to these.
- * A time-line for action.
- * Designation of an authority responsible for the Plan.
- * Long range goals for changes which are not possible at the present time, but are desired in the Master plan.
- * Separate plans for the different segments, showing how they relate one to another and detailed plans for the segments.
- * A process for public input while developing the plan.
- * A process for citizen advice during implementation of the Plan.

The focus of development in a Master Plan would be on the continuity of the urban waterfront. In order for the Plan to succeed it must have public support which requires citizen participation from the beginning.

3. A working partnership between the public and private sectors must be established to provide for improved communication, problem-solving and promotion of the waterfront.

The Tacoma urban waterfront deserves special attention and consideration by both the public and the private sectors of the community. They must work together to assure positive use and development of this remarkable resource.

The direction of the public sector has been two-fold: 1) to develop regulations governing allowable uses and general planning policies regarding these uses. 2) to provide a groundwork of public facilities to encourage private use and development.

The private sector has attempted: 1) to stimulate the public sector to provide public spaces and recreational opportunity along the waterfront 2) to develop the shoreline in an economically feasible manner which will respond to the marketplace, stimulating public and private revenue.

4. The City of Tacoma should have a full-time staff person assigned to waterfront development.

If the City commits itself to a Master Plan for the development of the Urban Waterfront, it will be necessary to delegate responsibility for the task of implementation and coordination. Until 1987 there was a staff person in the Community Development Department whose sole responsibility was Manager for Waterfront Development. We feel this position should be reinstated, but in a broader perspective - that of total development of a whole urban waterfront from Dome to Defiance. Most of the recommendations included in this report would be the responsibility of this person.

5. A concerted effort to develop public awareness of the present and future potential of the waterfront is necessary for vital public support.

There appears to be a lack of awareness of the present available uses of the waterfront, the condition of the whole waterfront and its potential for use and enjoyment. The Ruston Way waterfront, while busy and used, still has not been discovered by a majority of Tacoma and Pierce County residents. Many persons do not know what City Waterway looks like or where it is.

Increased publicity about the Ruston Way waterfront and its availability for recreational uses, coupled with easier public transportation to and along the Way would bring more people to this area. As people use this waterfront they become more enthusiastic and more aware of the possibilities for the rest of the waterfront. Our survey shows that the people who use the Ruston Way waterfront want "more of the same."

A combination of efforts could achieve this result:

- * Major events along the waterfront to introduce people to it, for example;
- * A Dome to Defiance "walk-a-thon" and/or race.
- * A public salmon bake along Ruston Way, perhaps at the new Marine Park.
- * A grand opening for the new park.
- * A street fair along City Waterway.
- * Public transportation to such events.
- * More advertising: radio, newspaper, media coverage of positive uses, perhaps a special supplement in the Sunday newspaper about the waterfront.
- * Better signage to the waterfront from all sections of town.
- * Improved year-round public transportation to the waterfront.

Public participation and awareness in developing a Dome to Defiance Master Plan would bring a sense of ownership by the public to the project. This could be accomplished in a variety of ways:

- * Public forums for people to hear about the concept, offer their creative ideas, express their wishes and fears.
- * Drawings, sketches, models, maps of possible visions for the waterfront should be made and be publicly displayed in libraries, theaters, the zoo, shopping centers, County-City Building, etc.

6. Establish a Waterfront Design Commission.

- * This commission could create a design concept for the urban waterfront and would provide vital continuity of design elements from the Dome to Defiance.
- * It would provide leadership and be an advisory think-tank for quality design development that would coordinate with other city commissions such as planning, parks and arts commissions.
- * It would review proposals and make recommendations to the City Council on matters such as buildings, industries, street improvements, city and business signs, graphics, lighting, building materials, and open-space plazas. Some recommendations could become regulations, such as underground electrical wiring.

This Waterfront Design Commission would be a community citizens group of nine, including no more than five professionals. Members would be selected by the City Council. Members should have interest and/or expertise in the urban/community design (architects, planners, landscape architects, lay persons), transportation (shipping, railroad, air, automobile, public transit), economics and law. To provide continuity of recommendations and record keeping, city staff support should be provided.

A number of large metropolitan areas, including Portland, have design commissions. At the November 1987 City Club meeting on the Tacoma urban waterfront, one panelist suggested a design commission. Several survey respondents strongly supported this idea. A city-wide design commission would be an acceptable alternative.

7. A Citizens' Waterfront Advisory Committee should be established.

Citizen participation in development, implementation and maintenance of a Dome to Defiance Waterfront Plan is necessary. An Advisory Committee would:

- * Provide continued public involvement and give advisory and research support to various city, state and federal agencies including the Design Commission.
- * Facilitate communication between and within the private and public sectors.
- * Promote and publicize waterfront planning and activities.
- * Promote public forums and gather public input on matters pertaining to the waterfront.
- * Be a "watch-dog" for the waterfront.

The responsibility for this task currently lies with the Natural Systems Advisory Committee. This is one of their many responsibilities. The amount of detailed work envisioned for this specific committee would require a considerable amount of time. We therefore recommend this Waterfront Advisory Committee be either a sub-unit of the Natural Systems Committee or a separate committee by itself. The Design Commission recommended in a previous section could be part of this Committee.

8. A method to facilitate communication and coordination among all those involved in waterfront development should be devised.

The responsibility for devising a method could be that of the Waterfront Staff Person working with a Waterfront Advisory Committee. This communication and coordination would serve the private sector, community interest groups, the city, state and federal agencies and other interested parties. This would assist in "scoping" meetings for permits, pollution abatement problems and at other times when increased communications would be appropriate.

9. The Master Program for Shoreline Development of the City of Tacoma should include regulations which allow "water-enjoyment" uses as well as "water dependent" and "water-related" uses.

The Tacoma Master Program uses the terms "water-dependent" and "water-related" in describing types of activities allowed on the shorelines. These are defined as follows:

- * Water-dependent use means a use which cannot logically exist in any other location but on the water.
- * Water-related use means a use that by locating on or near the waterfront will facilitate its operation or will provide increased opportunity for general public use and enjoyment of shorelines and shoreline areas.

In an attempt to clarify appropriate uses for the shorelines, the recent Urban Waterfront Policy Analysis of the State Department of Ecology urges a strict interpretation of water-relatedness to include only those uses that depend on the shoreline as a functional resource and recommends establishing clear tests for water-relatedness.

The Policy Analysis has introduced the term "water-enjoyment" to expand the variety of uses on the shoreline. The Analysis urges local programs to specify conditions and criteria for "water-enjoyment" which it defines as:

...uses which utilize the shoreline as an amenity rather than as a functional resource as do water-dependent and water-related uses.

Water-enjoyment uses would include recreational oriented uses such as restaurants, parks, community clubs and museums.

The current Tacoma shoreline regulation definition of "water-related uses" combines water-enjoyment uses with water-related uses. This Committee agrees with the State that these should be separate and unique definitions as there may be areas that are suitable for one use but not for the other.

10. The Master Program should include standards for allowing mixed-uses projects.

The Urban Waterfront Policy Analysis states:

Mixed-use projects are shoreline developments which combine more than one separate but related activity into a coordinated package. Activities usually include one or more water dependent uses ... with non-water dependent uses..The use activities should work together and support each other functionally and aesthetically.

In talking to this Committee the Department of Ecology Supervisor for the Shoreline Management Section of the Coastal Zone Program said that mixed-uses can be appropriate as long as cities can provide that water-dependent activities will not be excluded because of mixed-use projects.

The Policy Analysis continues:

Mixed-use projects are a positive way to achieve public benefits in terms of water-dependent uses, public access and economic revitalization ... Master programs for urban areas should include provisions for mixed-use projects including an objective statement, minimum standards and a well defined process for evaluating mixed-use proposals.

11. Residential uses should be allowed on upland areas of all three segment of the waterfront as long as public access to and along the shoreline is guaranteed.

We recommend allowing residential use -- apartments, condominiums, cluster housing, individual housing -- in the shoreline area. The State Shoreline Management Act strictly prohibits any new over-water residential use. Residential would be but one of many allowable uses. Regulations for this use should guarantee public access to and along the waterfront View corridors should be required, with design elements subject to approval. All other zoning requirements as to height etc. would be strictly maintained.

One of our witnesses commented that the more people there are in an area at all different times of the day and night, the more interesting and safe the area becomes. Several comments from the recent City Club survey indicate positive reactions to residential development.

If we learn anything from other cities and our own downtown, it must be that for successful vibrant communities, we need people living in high-use areas, such as Central Business District and Ruston Way. People make our city not just parks and buildings.

2-3 story condos, mixed in along City Waterway will anchor development with committed residents to support restaurants, area businesses and encourage upscale maintenance ... resulting in a tax base to enhance public facilities for general use.

The survey respondents, however, were divided on allowing residential development. On Ruston Way 41% agreed while 44% disagreed. On City Waterway 48% agreed while 30% disagreed.

Among the comments not favoring residential uses were:

... keep it open for public enjoyment - preserve this gorgeous piece of nature for the people.

...I am amazed at how well it has been developed, for the enjoyment of the public, not for the privileged few as home owners.

This Committee is not suggesting any particular sites for residential development. This use would be clearly inappropriate in areas adjacent to heavy industry or where it would interfere with public parks. We feel that the marketplace and economic factors will best determine what will work on specific sites. We are recommending only that residential uses be allowed - not required.

12. Public access and view corridors to the shoreline in any new development should be required by ordinance.

Walking by the shore and looking at the water are the recreational uses of the waterfront enjoyed by most people.

The present Master Program for Tacoma's shoreline identifies the need for pedestrian waterfront activities to be included in plans for new industrial and commercial facilities.

Policy guidelines include:

Linear pedestrian access along privately-owned shorelines should be encouraged through a variety of cooperative programs and policies.

and

Views and the physical form of the waterfront should be preserved

The Central Business District plan of the City Waterway area indicates a strong policy to ensure a public walkway:

A promenade or pedestrian walkway at the water's edge will maximize public access to this important shoreline area. It is intended that this promenade be continuous through both public and private development...

The state Urban Waterfront Policy Analysis also addresses this need.

These "policies" should be fully integrated in the City's Master Program regulations. They would "put teeth" into the policies and assure their existence instead of merely "wanting" them to happen. Exceptions should not be readily granted.

To date, this policy has been easily circumvented. The City Waterway "public walkways" are in many places fenced off to the public and not maintained. We suggest that barriers to public use be removed, and that walkways be accessible, well maintained, lighted and "advertised." The Ruston Way area has made no attempt to allow walkways on the

waterside of commercial developments. Even the industrial areas along Schuster Parkway might have possibilities for public walks as port areas strive for public understanding and acceptance.

The Committee recognizes that opposition exists to public access provisions because of limitations placed on affected private ownerships. Officials charged with carrying out this policy should strive to accommodate conflicts, particularly those involving safety issues. The Committee points out, however, that requirements for public access to shorelines are not novel or unusual.

13. Permit Requirements for shoreline development must be maintained while the processes are streamlined.

Waterfront properties are inherently different from other properties because of their impact on the shoreline, the water and the waterways. To protect this uniqueness the regulatory processes must necessarily be stringent for waterfront development. The waiting periods to allow appeals, although frustrating at times, do work to allow all parties to be heard and to insure balanced and informed decisions.

- * **The Shoreline Master Program can be strengthened by creating regulations which are more specific and which would be easier to interpret by the permit applicant, citizen 'watchdogs' and hearing examiners.**

The planning department should be able to give clear advice to applicants. Controversial and marginal questions should be referred to the Waterfront Advisory Committee for recommendation.

14. "Scoping" meetings should be arranged to ease the permit process.

These meetings would consider development issues and alternatives. They should be arranged with all concerned parties and agencies before the permit application process starts.

The permit processes are in place to protect all parties: the natural systems, public rights, individuals, affected communities, etc. The frustrations and roadblocks involved in dealing with these processes can be enormous, time-consuming and costly. Increased communication and understanding between all parties would be of great value. If differences can be discussed before the actual legal permit procedures begin, potential problems and solutions can be identified and dealt with more readily.

We have heard discussions from public agency representatives about lack of communication between parties involved in the permit processes. Such "scoping" meetings have been recommended by the supervisor of the Shoreline Management section of the Coastal Zone Program for the Department of Ecology. We have heard private developers and land owners complain of the frustrations and costliness of the permit process. We have also heard affected private citizens express concern over their lack of knowledge and public input into specific development proposals.

The City government, through its waterfront staff person and the Waterfront Advisory Committee, should take an active role to facilitate these "scoping" meetings. This would involve determining who should be included and providing a non-threatening and open atmosphere for the meetings, and a consultant, mediator, or facilitator.

Increased communication, knowledge and understanding of intent are vital to realize public goals. We recognize the pitfalls. Open public discussion may invite an otherwise silent public outcry, affecting the ultimate outcome in unpredictable ways.

15. A waterfront promenade the entire length of the urban shoreline should be planned. This promenade should be developed currently wherever possible.

A shoreline pedestrian/bicycle promenade stretching along the shore from the Dome to Point Defiance would cover 5.5 miles. This Committee feels that a promenade of this sort would be unique in the Northwest and of singular importance to the people of Tacoma and to visitors. The length, beauty, proximity to both downtown and neighborhoods and availability for development make this shoreline a true "jewel." We have a rare opportunity to plan now for its best possible use for future generations.

A policy statement calling for a waterside promenade along City Waterway is contained in the Central Business District Plan.

Geographically, the section of this promenade along Schuster Parkway appears most difficult to achieve, but space does exist for it. A trail is already established on the upland side of the road which, if improved, could be incorporated into the promenade. A wider walkway on the waterside of the roadway would be desirable. The railroad tracks which would have to be crossed at several places pose a very real problem. A boardwalk or promenade alongside the tracks would have to be elevated with a protective railing. The grain elevator and ship loading facilities would add interest if they could be viewed at close range with a display explaining the activities and their history. There would be a natural link with Commencement Park a short distance to the west at Old Town.

The promenade already exists along Ruston Way.

The Tacoma Shorelines Trail Study states that "The City has long desired the development of a shoreline trail system starting in the downtown core area and continuing along the waterfront areas of Schuster Parkway, Ruston Way, Point Defiance Park..."

The Park Board has indicated interest in acquiring a waterside right of way around the Asarco Site.

Portland, Oregon's riverside development has a pedestrian promenade that will eventually pass through public park areas, commercial, residential and industrial complexes. A Coeur D'Alene, Idaho development has a waterfront promenade which surrounds a marina, a hotel complex and borders a public park.

The proposed waterfront master plan should call for completion of this promenade. Implementation provisions should include regulations for new development, negotiations with present owners and reassessment of public access along Schuster Parkway and other

public thoroughfares. The City should endeavor to secure access including view access across industrial sites. It also should work with Asarco, the Town of Ruston and potential Asarco developers to reserve a right-of-way around that site. The town of Ruston should be urged to participate in this aspect of the master planning process.

16. All walkways, trails, paths, docks etc. which are for public use should be identified and marked.

To enhance public use and enjoyment of the waterfront, access points and directions should be clearly marked.

The Urban Waterfront Policy Analysis makes a strong case for public access to all waterfront areas. By urging that access be included in the design of commercial and private developments the analysis is suggesting that existing access provisions should also be maintained.

The Study Committee notes that there are promenades and walkways around some of the existing buildings, marinas and other installations on the City Waterway which have been designated for public use but are barricaded to prevent public access or do not invite public use because they are unmarked. Along Ruston Way and City Waterway there are docks which have signing indicating private use which are in fact available for public use. Some parking places which are for general public use have been signed for private use.

The city should install signs clearly identifying all public areas and existing signage prohibiting such use should be disallowed. Any signs, fences or other barriers to previously designated public access should be removed.

17. Small park sites and educational sites should be interspersed along the entire waterfront.


The Waterfront needs small planned park areas as well as larger park and picnic areas with provision for automobile parking.

The excellent program of the City to provide small park areas for the public should be expanded. Maintained rest and picnic spaces coupled with interpretative displays would provide small destination spots along a longer walkway.

Small educational sites could include displays about waterfront bird life, fish life, history of adjacent areas complete with old photos, geological explanations of Puget Sound and Commencement Bay, identification of visible mountain ranges and peaks, maritime transportation (both present day and historical), including commercial destinations of the ships, tugboat history, early ferry service, etc.

The outstanding park areas along Ruston Way Park areas are used by the public every day. Similar spots should be planned and designed at appropriate City Waterway and Schuster Parkway locations before development begins.

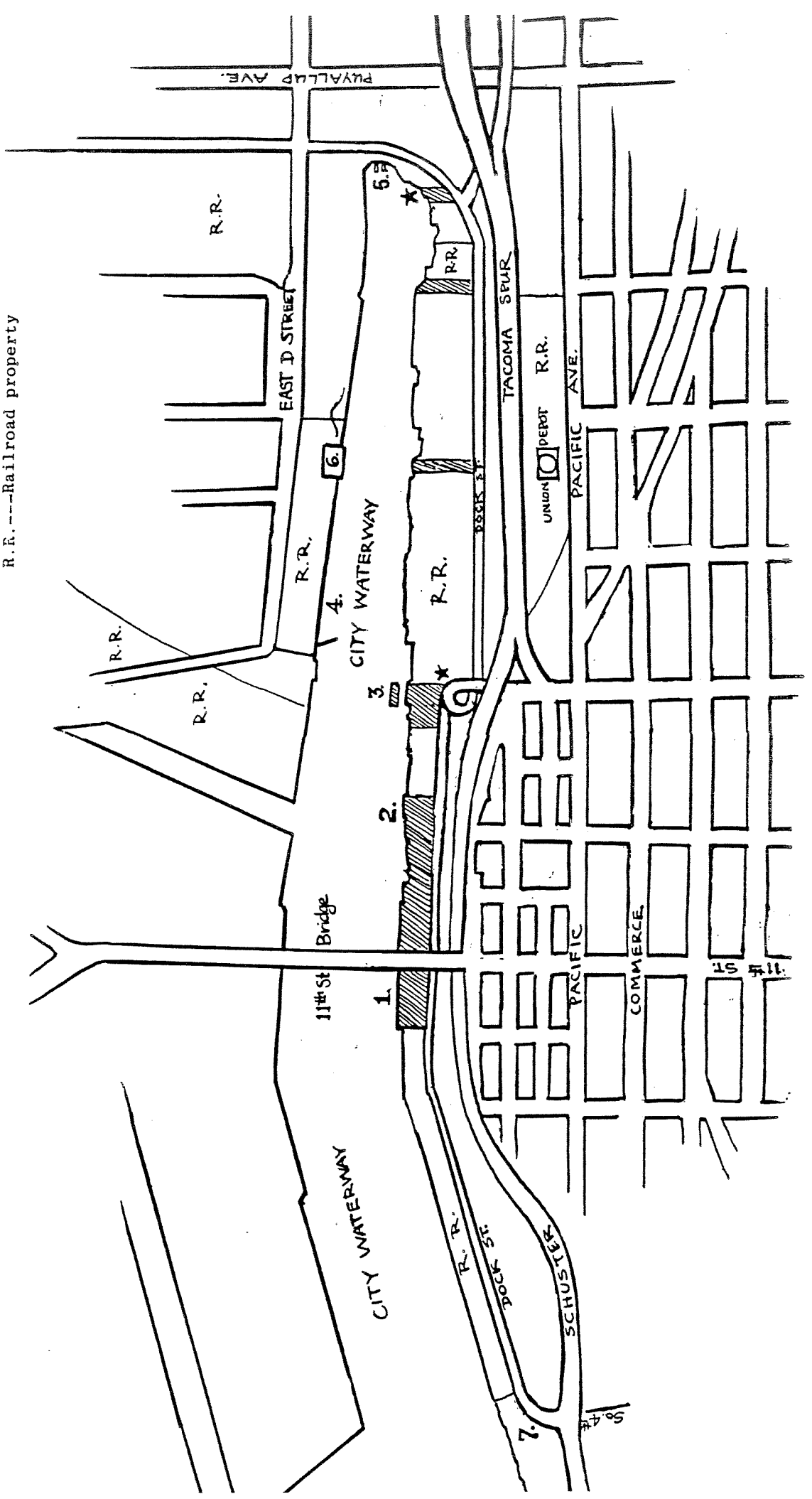
CITY WATERWAY OF TACOMA

 City property

- 1. Municipal Dock Bldg.
- 2. Steam Plant
- 3. Public Dock
- 4. Fishing Fleet

- 5. Storm Sewer Outlets
- 6. Restaurant
- 7. Proposed small Park
- ★ Small Park

R.R. --- Railroad property



Part IV - City Waterway

(see map page 20)

A. Background

City Waterway is the entrance view of Tacoma from the new I-705 Spur. The Waterway is a narrow 1.5 mile appendage of Commencement Bay . This protected waterfront area abuts the Central Business District, but it is separated from the city center by railroad tracks and at one end by a steep bluff. The east side borders the tideflats industrial and port districts. The south end of the Waterway is only a few blocks from the Tacoma Dome. Roadways run the length of both sides of the Waterway. Access to the waterfront from the business district is not easy nor is its availability known to the casual visitor to downtown.

Present uses of the Waterway include pleasure boat marinas (these occupy a good portion of the water area), a new marina for the commercial fishing fleet (complete with viewing platforms), a building materials factory, a ship-building industry, two fish markets and a large restaurant. There are two mini-parks at the south end. Renovation of an old warehouse dock building including offices, shops, a restaurant and a home port for City-Harbor Tours has been a private attempt to make this waterfront more of a viable commercial and people-oriented place. This building also has a public shoreline walkway around it. The Waterway, however, still remains under-utilized and heavily polluted. Access is difficult for motorists as well as pedestrians.

B. Zoning and Development

The Master Program for Shoreline Development identifies this area, the entire west side and a portion of the east side as an “urban” environment for mixed public and private use. The intent of the ordinance is to:

establish regulations which will eliminate the general substandard conditions of City Waterway and encourage the reuse and redevelopment of the area for marinas and related facilities, water dependent and water related commercial uses, water-oriented public park and public facilities development, and compatible industrial and terminal uses.

Historically this waterway was used for commerce, transportation and industry. The “mile of grain warehouses” and accompanying tall ships stood between the City and the water in the 1890’s. The new Municipal Dock building in 1911 serviced the mosquito fleet carrying passengers throughout the Puget Sound and pedestrian access was a stairway that led down the steep hill from the Tacoma Hotel to the waterfront at the foot of 11th Street

Today much of the original industry is gone, buildings dating back to the early 1900’s are vacant and many of the properties are deteriorating.

Tacoma adopted a City-Waterway plan in 1974 and considered itself pro-active toward this Waterway. A managerial position for waterfront development was established in the Department of Community Development. Since that time the city has spent \$15 million to improve the City Waterway. The improvements included formation of two mini-parks, the replacement of the bridge at South 4th Street to allow easier access to Dock Street for both pedestrian and vehicular traffic, road improvements, street lighting, some landscaping and sewer improvements. It was hoped that the public improvements would stimulate private development of the area. The City managerial position of waterfront development no longer exists.

The 1985 Central Business District Plan restated the problems and hopes for the City Waterway. This plan recognized the need to maximize public use and access to the shoreline areas and to upgrade the quality of development.

A public forum in 1986 focused on the future of the Tacoma waterfront and included recommendations concerning the City Waterway. Suggestions were to consider a wider variety of permitted uses, more public parking, more city ownership of shoreline property as well as encouraging private development of office complexes. Also noted were "incompatible uses along City Waterway and nuisances from adjacent uses." The need for improved access between the Waterway and Downtown was noted as well as inadequate transit service.

The future of the Municipal Dock Building, built in 1911, located north of the 11th Street bridge depends on possible future uses. This historic city-owned property was granted a "holding" status in November 1987, providing security and sprinkler systems, until a definitive master plan for the urban waterfront is completed.

The visions for the future of City Waterway are hopeful and encouraging. The Economic Development Board for Tacoma Pierce County has described the City Waterway area as a "future crown jewel" in our community. They encourage commercial and recreational activities to provide a community people place for the downtown business core. A local architect describes an attractive, eye-appealing, attention gathering entrance view to the city and says that the beautification and development of the City Waterway area will prove to be a magnet for Tacoma. Recent City Club survey results show this area is regarded as a future attraction for tourists. The newly completed freeway approach has already sparked fresh interest in City Waterway land by developers and community leaders. The proximity of the Tacoma Dome and the prospective renovation of the Union Station add to this area's desirability.

Future use and development of City Waterway depend on a number of factors.

The management of land pollution problems appear to be the biggest obstacle to immediate development. The extremely high cost of removing land pollutants, especially around the southern and western sides of the Waterway, coupled with the uncertainty of what must be done to contain or remove the pollutants, seems prohibitive to many developers, including the City. Even the questions of who is liable for polluting and where pollution exists remain.

Severe water pollution in this area is being addressed by the Department of Ecology's Superfund. Numerous storm drains, including two main sewer lines from South Tacoma, and illegal outfalls empty into the City Waterway, continuing heavy pollution and sediment buildup.

Limited access to the Central Business District, limited parking and a general run-down appearance also discourage development.

C. Recommendations

1. The City of Tacoma should own at least 1/4 of the waterfront along City Waterway and develop it for public use.

In order to encourage private development and to insure adequate public use of this waterfront, the City should purchase additional waterfront property and, according to a Master Plan for City Waterway, develop and set in place the infrastructure that will create a people-oriented and recreational atmosphere. The success of this approach is apparent on the Ruston Way waterfront. We feel that the public sector will have to take the initiative if City Waterway is going to change.

Our City Club survey showed 88% agreeing that some of the City Waterway should be reserved for parks and public use. The map on page 20 indicates areas that are already in public ownership. Two small parks have already been established. The old Municipal Dock Building is in a "holding" status until further planning for the Waterway is accomplished and probable uses for the building or site are determined. The old steam plant building at 13th and Dock Streets, including the tall smoke stack, is in public ownership and could be used for civic events including water access with public docking space.

2. Water and land pollution problems along the City Waterway should be addressed jointly by the public and private sectors to achieve economically feasible solutions.

*** Land Pollution**

Ground pollutants have been found in the City Waterway area and more are suspected. The Department of Ecology considers these contaminants hazardous and requires proper remedial action to eliminate danger from these pollutants before any new construction is attempted. The problems involved with this are:

- * The extent and nature of the pollution is not clear as it has been the result of disposal from years past and from some industrial activities that may not exist today. Controls and regulations regarding waste disposal were not in effect and there are no records to indicate where materials might be buried.
- * The question of liability for these contaminants is confusing. Either the original polluters or the present landowner or both could be liable for cleanup costs. In many cases the original polluters cannot be identified or found. The landowner may not know that there are pollutants on the land.

- * Developers feel that the methods and guidelines for disposal are not well-defined or realistic. There is no guarantee that clean-up will result in a "sign-off" of responsibility or be considered adequate.
- * The costs of compliance discourage development because they are unpredictable and could be prohibitive.

This Committee suggests establishing a partnership in land clean-up to include private owners, developers, local, state and federal officials. This partnership should strive to;

- * define a workable solution which would be acceptable to all parties.
- * provide for an agreement and provision for sharing and limiting the costs of unrealistic and unpredictable land clean-up expenses. We would expect that at a certain cost level a coalition of federal, state and local governments would provide financial assistance for clean-up.

The City of Tacoma should initiate and facilitate the formation of this coalition.

* Water Pollution

The Department of Ecology calls the City Waterway the worst body of water in the state in terms of pollution. The past and present sources of pollution are being analyzed and identified. Lack of staff slows the process of insuring that no new pollutants enter the Waterway illegally.

Two sewer outfalls which service storm drains from the Central Business District and South Tacoma enter the Waterway at the south end. There is considerable sediment build up from these sewer lines and the street runoff in this drain water contains many pollutants. The City Waterway is so long and narrow that there is not sufficient tidal action and water movement at the southern end to wash out pollution into a larger body of water. The pollutants build up in the waterway and settle on the sides and bottom of the Waterway. Growth of marine life in the Waterway is greatly inhibited; signs warn not to eat fish or crabs taken from the waters and the fishing fleet and marina operators are not bothered by inordinate growths of "green hairs" on boat hulls.

Possible remedies might be;

- * Treating of storm drain water before it enters the waterway.
- * Extension of the storm drains so they spill into Commencement Bay rather than the end of the waterway.
- * Diversion of a finger of the Puyallup River into the southern end of the Waterway (linking them as they once were) to allow better water movement.
- * Cooperative planning among businesses for economically feasible management of waste materials.

This Committee suggests a coalition of city, state, federal and private sector groups to find a workable solution.

The City of Tacoma should initiate and facilitate the formation of this coalition.

3. Access to the City Waterway should be improved for both vehicles and pedestrians in an attempt to make this Waterway an integral part of the Downtown Business Core.

There is a question as to whether the City Waterway should be an integral part of downtown. Historically the Waterway served as an entrance to the city for people using water transportation. They, however, did not remain on the waterway to shop, stroll, do business, or for recreation. The industrial nature of the waterfront here and its geographical isolation (because of the hill and rail tracks) have kept it separate. This Committee feels that the City Waterway has the potential of becoming a part of downtown Tacoma, providing a close-by area for recreation and water enjoyment.

In order for the City Waterway to develop and be attractive to residents and visitors it must be accessible both by car and foot from downtown and conversely the downtown must be accessible to pedestrians from the waterfront. The flow between the Waterway and town must be fairly easy or the Waterway will be a "destination point" only and not a part of downtown.

Access is limited to three places on the west (downtown) side, the new 4th St. bridge, the 15th St. overpass and (for pedestrians only) the 11th St. bridge. The bulk of the downtown area has no access to City Waterway by car. The steep bank and railroad tracks make access very difficult.

The February 1987 Shoreline Management Issues Forum addressed the need for "review of public transportation alternatives and consideration of trolley shuttle or other innovative transportation methods." The City Waterway portion of the Central Business District Plan discusses pedestrian access and states that "development of additional access points and pedestrian connection...a long range priority of the Waterway development effort." The American Cities plan offers innovative methods for transporting people to the Waterway from downtown.

A plan for improved access should be developed immediately including various alternatives, requirements and costs. This planning for the future is essential now, even if not implemented immediately.

4. The pedestrian walkway bridge which has been planned between Union Station to the Waterway should be constructed at the same time Union Station is renovated.

The importance of this bridge has already been recognized. I-705 was constructed in a manner to allow for this walkway and monies have been set aside for its construction. Whether there is sufficient waterside development to demand construction of this walkway is an unresolved question.

We believe the overpass is needed as part of an overall plan for the City Waterway and to tie it closely to the Central Business Core. An isolated waterway will never become a magnet for Downtown. If there is a plan for action with the City developing the public

portions of the waterway, appropriate access must be provided. This overpass link should not be deferred until the waterway side develops, but should be built now as a catalyst for future waterway development.

5. A maritime museum should be established along the Tacoma Urban Waterfront.

This museum would provide a serious and in-depth educational experience focussing on maritime life from Tacoma's early waterfront history to the present time. It would include all aspects of the working, transportation, commercial and recreational waterfront of Tacoma and relate them to the state and nation. Its creation could possibly be a state Centennial project for Tacoma.

History and environment blend in the visualization of human culture as seen in the artifacts and in the perspective of its past and present activities. A museum such as this would bring the public to the waterfront.

Several visions and surveys in the past three decades have suggested various maritime museum sites. The plans for the new Union Station have referred to a possible maritime museum on the City Waterway across a walkway from the station. The American Cities Plan has mentioned a maritime museum.

A maritime museum should be planned. We favor a location on the City Waterway close to the proposed Washington State Historical Museum at the Union Station site or at the historic Municipal Dock building immediately west of the 11th Street bridge.

6. Provision for ample public and transient docking space should be provided along the City Waterway.

Puget Sound offers a unique boating opportunity. The opportunity to visit Tacoma by boat, and enjoy restaurants, walks, parks, events at the Dome, etc. would be a welcome attraction for boat owners and users. A place to moor a boat while visiting the city would be a necessity.

There is a city dock at the end of 15th St. However, at low tide one side of this dock is not in water and the other side is extremely shallow. This is supposed to be for small boats, sea planes, fishing, and public enjoyment. A larger facility to accommodate more and larger boats is needed. The public moorage area in Olympia is a fine example and attracts visitors by water. The use is fully within the water dependent category and would help to attract tourism as well as enjoyment by local citizens.

There may be spaces of this sort at some of the existing marinas along City Waterway, although some of them may not be available for public use. The City should use its present ownership for these sites or arrange to purchase, lease or contract for the space. Funds for construction and maintenance should be assured.

7. The possibility of establishing a commuter ferry system docking in the City Waterway, should be pursued.

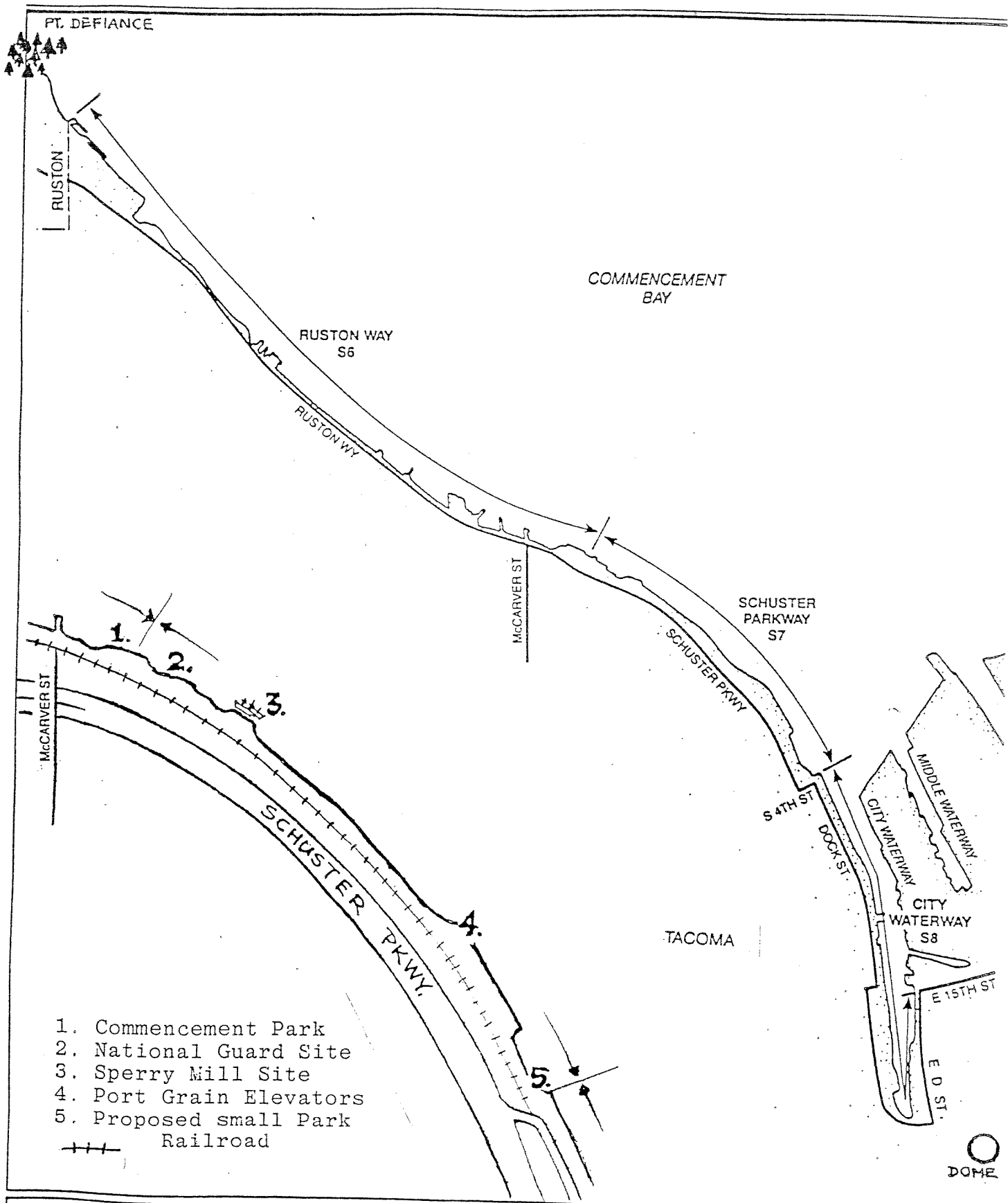
The State is currently studying mass transportation alternatives between Olympia, Tacoma and Seattle. The Pierce Transit System recently passed a resolution to investigate the use of commuter ferries. A consulting engineering firm is promoting the possibility of a north south linkage using high speed luxury passenger ferries to service Tacoma.

A water transportation system could link City Waterway with Seattle, Vashon, Federal Way, Gig Harbor and Olympia. A City Waterway landing on the west side, perhaps at the old Municipal Dock Building, with appropriate public transportation to downtown, would ease parking and be a tourist and visitor attraction. The possibility of a parking area and boarding station on the east side of the waterway could be explored.

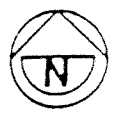
8. The east side of City Waterway, from its entrance to 15th Street should be rezoned to mixed public and private use.

This area is presently zoned "port industrial." While this portion of the City Waterway was not part of our study area, it is an integral part of the Waterway and deserves consideration. Most of this area is being underutilized and much of the land is for sale. Present industrial uses would be expected to continue. The Economic Development Board, in their December newsletter describes this as being a strategic location for a commercial park, offices, warehouse/distribution centers, research, light manufacturing, marina and recreational.

This area is close to the Central Business District and a logical extension of the City Waterway zoning. The Port of Tacoma is not interested in acquiring this property and it would provide a transition area between the downtown and the heavily industrial tideflats.



- 1. Commencement Park
- 2. National Guard Site
- 3. Sperry Mill Site
- 4. Port Grain Elevators
- 5. Proposed small Park
- Railroad



Shoreline Segment Map

Part V - Schuster Parkway

(see map page 28)

A. Background

Schuster Parkway is a 1.5 mile view parkway located along the edge of Commencement Bay. It runs from the 4th Street bridge at the mouth of the City Waterway to McCarver street in Old Town. It is the main thoroughfare between the Central Business District and the North End of Tacoma and a direct link to the Ruston Way recreational area. This Parkway does not encourage leisurely driving, and in that sense, is not a true parkway. Views of Commencement Bay, the Cascade mountains, sailboats and ocean freighters are breathtaking.

There are railroad tracks, both main and spur lines, between the roadway and the water. Wherever possible a grassy strip alongside the parkway softens the view of the railroad tracks. There are also, on the water side, a large grain elevator, a shipping terminal, a deep water moorage facility, remains of old wharfs, and an obsolete industrial complex. At the end of the Parkway, adjacent to the Old Town Dock, 611 feet of shoreline frontage has been developed into Commencement Park.

The entire length of the shoreline in this area has been modified. Almost all the development in the area lies on land fill or on land created by cutting into the hillside. Natural deep water immediately off shore is the significant characteristic of Schuster, making it extremely desirable for port facilities.

A high, steep, wooded bank on the upland side separates this parkway from the historical residential view areas which lie above it. A sidewalk and hiking trail on the upland side of the parkway connect with North 30th Street in Old Town and with the neighborhoods above. Other trails connect the parkway area to Stadium Way and Garfield Park closer to downtown.

There is no road access to the water across the main railroad tracks the whole length of Schuster Parkway nor is there pedestrian access to the water from the sidewalk.

B. Zoning and Development

The Master Program of 1976, recommended that, because of the deep water and proximity to existing industrial areas, the Schuster Parkway area be used for industrial and terminal facilities.

This area is designated an "urban" environment. The intent of the ordinance is to: establish regulations which will allow development of industrial deep water facilities but will preserve the character and quality of life in adjoining residential areas, and school and park properties.

All water-related, water-dependent uses are allowed except residential and log rafting.

Historically, this shoreline has been used for shipping and industry. Since the 1870's railroad tracks, yards and wharfs occupied the entire waterfront. Coal, grain and lumber were the main export items. The Northern Pacific wharf, complete with the Blackwell Hotel, stood below what is now Stadium High School.

The dream of a parkway link between downtown and Old Town

was a vision for many years. In 1944 a report to the mayor of Tacoma suggests "a boulevard or parkway... four lanes wide and parked on either side with a wide park strip between the lanes...along the bay shore from the city center to Ruston..." and in 1947 Tacoma's Master Plan proclaimed

"...this... would produce some of the most outstanding water side boulevards in the northwest. Waterside parking areas should be built into this parkway and every opportunity taken to add shore land to this existing right-of-way. The securing of ample right-of-ways through Sperry Mill...require effort."

The development of Schuster Way in 1972 was the culmination of that vision, but the hopes for parking and additional shoreline right of way did not develop.

In the early 1970's the Port of Tacoma built an export grain terminal facility near the City Waterway end of the Parkway. This terminal is serviced by rail and requires an extensive system of tracks.

The future use and development of the Schuster Parkway area is a particularly sensitive issue. The dissimilarity of uses between industrial/deep water and neighborhood/parks in such close proximity to one another deserves special consideration.

Recent developments have sparked controversy over the proper use and zoning of the Schuster Parkway shoreline.

The creation of Commencement Park at the Old Town end of the Parkway has brought public park use directly adjacent to possible industrial uses. There is a question of whether the two can be compatible and how and where the transition between them should occur.

The Old Town Improvement Club has recommended to the City that the zoning along Schuster be changed from allowing industry and deep-water moorage to a zoning similar to that of Ruston Way and City Waterway. This would allow water-related and water-dependent uses, but forbid those that are industrial in nature. This question is now under study as part of the City's current review of its Shoreline Master Program.

The National Guard purchased 4.5 acres adjacent to Commencement Park for the restoration and repair of ships but abandoned the development because of community and political pressure. A telephone survey was conducted by the Old Town Improvement Club to residents of that area in May of 1986. This survey showed 79% opposed to the proposed use. Major reasons listed were interference with recreational use, noise and traffic.

Use of the Sperry Mill Dock site also has spurred controversy. Two large ships, to be kept in readiness in case of national emergency, are docked at this site. These ships obstruct views from the neighborhoods above. There has been media coverage and protests to the City. Several residents have had their property taxes lowered because of the view blockage. There are proposals to dock more ships along this site.

Further objections have been raised over the intent to establish a mini-storage facility at Sperry Mill. While not being a water-dependent, water-related, or water-enjoyment use, proponents advocate this as a continued use and repair of existing warehouse facilities.

The City Club waterfront survey showed mixed reaction to new industrial use of the Schuster Parkway area, but a majority agreed that new uses should preserve present water views.

The Port of Tacoma has indicated it has no plans at this time for expanding Port facilities further along Schuster Parkway.

C. Recommendations

1. Change zoning regulations to prohibit industrial and deep water moorage uses on the portion of Schuster Parkway from Commencement Park to the Sperry Mill site.

The new uses in effect would be an extension of the Ruston Way zoning. This Committee has recommended that residential use be allowed on Ruston Way. Such use also would be appropriate for this portion of Schuster Parkway.

Commencement Park is directly adjacent to the proposed zone

change and the Sperry Mill site, already being used for deep water moorage, is on the other end. Mixed public and private use development would be more compatible with this intense public use than an abrupt shift to an industrial use. This is a logical place for mixed use development since the railroad tracks leave the edge of the shoreline here thereby freeing up a deeper upland area strip. We are not recommending a particular use, public or private, of this area, but feel it should be available for either type of development.

Since 1976 permits have been issued for a motor hotel and also for an office building at this site. Economic factors prevented these plans from developing. Surveys by the City Club and Old Town Improvement Club indicate a public interest in having this zoning change.

2. Schuster Parkway should remain zoned for industry and deep water moorage from the City Waterway entrance through and including the Sperry Mill site.

This does not preclude other uses, but would allow water dependent industrial and moorage uses. While the Port of Tacoma has no immediate plans for expanding its operations, it also has no room for increased permanent moorage needs. There is a need, outside of the Port area, for the type of deep water moorage available at the Schuster shore.

This Committee has heard from many who would like to see the whole urban waterfront for mixed public and private use (no industrial) or for public use alone. However, many of these people also recognize the unique and scarce deep water moorage opportunities the Schuster shore offers.

We feel that a diversity of uses can create a more interesting and viable waterfront if managed properly. The Master Program for Shoreline Development in addressing the development of the Port of Tacoma states:

Port facilities should be encouraged when possible to permit viewing of harbor areas from viewpoints, waterfront restaurants and similar public facilities which would not interfere with port operations or endanger public health and safety.

The future of using portions of the urban waterfront area, specifically parts of Schuster Parkway and the Asarco site, for future industrial or deep water moorage sites must depend on the ability of industry and the public sector to cooperate in finding solutions to the joint use of this waterfront. Ways should be found to make industrial uses and public uses compatible. A cooperative effort to discover methods of accommodating public use, through viewing stations, waterside promenades, interpretive centers, picnic sites and the like, while at the same time ensuring safety and limiting (or sharing) liability, will determine the acceptability of future industrial or deep water moorage growth.

3. The Ruston Way waterfront promenade should be extended southward from Commencement Park.

This walkway should meet the trail on the other side of the Parkway or continue along the water at the Sperry Mill site. A survey comment appropriately states, "A few moored ships are visually interesting if you can get close to them."

As discussed earlier, this Committee would favor an entire shore side walkway from Dome to Defiance. Until that time comes and in an effort to plan for that walkway, we would encourage creating any segments that could become part of it. A pedestrian overpass, or traffic signal, would be a necessary part of this walkway extension.

4. There should be a public park site adjacent to the new 4th Street bridge.

A park on the shore below the curve of the new south 4th Street bridge is recommended (see maps pages 20 and 28). As well as being at the end of the Schuster Parkway trail and the entrance to the Waterway, this spot has a magnificent view of Commencement Bay and the Port of Tacoma and all the water activity associated with the port and the marinas along the Waterway. This park, landscaped, with benches, picnic sites, and grassy areas, would anchor the end of a promenade along City Waterway. It could be a destination spot, or a starting or ending point for recreational strolling and enjoyment of this shoreline segment. A focus at this end of the Waterway would encourage and promote use of the entire Waterway and help link it to the Downtown Business Core and adjacent neighborhoods.

This land is not currently owned by the City. We suggest that the city purchase this land and develop it as a park site. If this is not possible, the City should lease the land. If it proves successful as a park area and as a magnet to bring people to the Waterway, purchase could be considered at the end of the lease term.

Part VI - Ruston Way

A. Background

The Ruston Way shoreline forms a two mile stretch of urban waterfront along the southern border of Commencement Bay stretching from Old Town to the Town of Ruston at the Asarco Smelter site.

The old houses and historic sites of Old Town add to the character of this area still inhabited by some descendants of Tacoma's first settlers. The Old Town area is residential and quiet with a few shops and restaurants with views of the water.

Paralleling the shoreline is Ruston Way, a park-like road designed for relaxation and leisurely driving. It enjoys magnificent water and mountain views. Browns Point and Vashon Island are also visible.

The water side of Ruston way is exceptional. Half of the area is in public ownership. There are benches, barbecues, picnic tables and beaches. There are two public fishing piers used 24 hours a day; one is complete with shelters and fish cleaning stations. The entire length of Ruston Way is bordered on its water side by a wide landscaped promenade. This promenade is for walkers, runners, bikers, roller skaters, baby strollers. Public moorage buoys for pleasurecraft dot the water's edge. It is for young and old and used in any weather and all times of the day. The area is also home to several fine parks and mini-parks . An old fire-boat has been restored and is on display, so also is the giant head-rig from the Dickman sawmill. Interpretive centers will be installed near these historical attractions. The City of Tacoma, its planning department, and the Metropolitan Park Board all deserve accolades for making this public ownership and walkway possible!

The shoreline is home to some of the finest restaurants in Tacoma. Waterside parking areas for the parks and restaurants are frequently jammed. Some parking is available on the railroad right of way across the road. Three low-rise office buildings (pre Shoreline Management Act) have been built along the waterfront. Two large pieces of undeveloped property remain: one the burned out remains of the Dickman sawmill, and the other with two deserted buildings, a dock and pilings.

Networks of trails lead from the neighborhoods on top of the bluffs down to the waterfront.

Railroad tracks separate Ruston Way from Old Town and from the steep slopes to the North of Old Town. These tracks occupy most of the available land between the base of the slopes and the roadway. The unused spur tracks which once serviced the Asarco smelter are level with the road. The main line tracks are slightly elevated. There are two commercial, warehouse type buildings along the railroad right of way. Access to Ruston Way is limited to four railroad crossings: one on grade on McCarver Street at Old Town, one by underpass at Alder and 36th streets one by underpass at 45th Street, and one by underpass as 49th Street. Ruston Way feeds into a tunnel under the Asarco property at 51st Street.

B. Zoning and Development

The zoning designation for the Ruston Way area is “urban” environment. The intent of the ordinance is to:

establish regulations which will encourage development of a coordinated plan of mixed public and private water-dependent and water-related use activities, including commercial, recreational and open space development and which will prohibit development of new residential and industrial use activities.

In 1864 Job Carr claimed waterfront property and started building a cabin at what is now Old Town. Residential growth continued upland and the shores were lined with lumber mills. By the mid 1930’s many of the lumber mills had been abandoned. In 1940 a zoning ordinance stated, “There is an opportunity to reclaim some Waterfront Areas not now used for heavy industry. By removing these shore areas from heavy industrial districts they can be made available for public use as park or recreational areas.”

The creation of a well-used, well-planned urban shoreline along Ruston Way has brought a great sense of pride to Tacoma. The public portion of this development has been envisioned since the 1950’s. The intent of the city to acquire nearly half of this shoreline for public use and enjoyment was spurred by the 1965 Recreation and Open Space Plan. The Ruston Way Plan of 1981 describes and explains in great detail the visions for the Ruston Way area, setting forth design standards, use concepts and specifying what will be developed in certain publicly owned areas. The commitment by the City to carry out this vision produced the Ruston Way we enjoy today. This focused political effort combined the energies of both community and government.

Public development of parks, promenades and recreational areas has been complemented by the private development of restaurants. One private entrepreneur has emphasized that the cooperation of City and railroad officials and the development of public walkways and parks provided a positive economic environment for the shoreline establishments.

Further use and development of this area depend on a number of factors.

The geographical layout of Ruston Way is in itself a barrier to extensive development. There is very little upland (land that is above the ordinary highwater mark). Several of the parcels of undeveloped land are too small to support most forms of development. Many of these may be more suitable for development over the water on piers. Over-water uses are strictly regulated and involve an extensive and costly permit review process. Lack of space for sufficient parking would also preclude major development. The area itself is not readily served by mass transit while ingress and egress are restricted.

A major Ruston Way issue involves the extent of private versus public development. This Committee has received comments from both sides. A very strong voice is heard from the residents of the Old Town area who favor an open public waterfront devoted entirely to recreation. This opinion is supported by some involved with park development and from recreational users. Land owners and developers hold the conflicting view that sufficient waterfront acreage is in public holding. They feel remaining parcels should be developed by the private sector to create an economic impact and generate tax revenue. Our survey of City Club members and most of the people we interviewed, supported a mix of public and private uses for the undeveloped sites, noting that 50% of the land is already in public ownership.

The railroad tracks and right of way ownership are important factors in the future of the Ruston Way waterfront. Representatives of Glacier Park, the land development subsidiary of the Burlington Northern Railroad, indicated that the spur track, immediately adjacent to the road, will definitely remain as long as there is any possibility for industrial development of the Asarco site requiring rail service. The railroads have been allowing parking along this spur right of way.

This Committee has heard several suggestions about using the spur tracks for a trolley from downtown to Point Defiance and also for using air rights above the tracks to provide needed parking. Many people would favor rerouting the main line tracks to allow use and development of that portion of the waterfront. The Railroad intends to continue the present use of the main line tracks servicing the industrial and commercial needs of Tacoma.

The City of Tacoma has stated in past planning reports that it intends to negotiate with the railroad for its land if the tracks are ever abandoned. We feel this intent should be reaffirmed and remain part of a total vision for the future.

C. Recommendations

1. **Change zoning regulations to allow residential development of upland portions of the Ruston Way Shoreline area.**

Some residential use along Ruston Way will provide a needed physical presence all hours of the day and night and help to anchor development. This change would not allow over-water residences. Any residential development must adhere to the aesthetic and public requirements of the area. There should be no high-rise structures allowed along the water's edge; public shore access and view corridors must be guaranteed. There is very limited space available for residential uses and the state Shoreline Management Act disallows any new over-water residential development.

2. **There should be public transportation to and along the waterfront.**

Public transit to and along Ruston Way is non-existent. There is metro bus service to Old Town, but not beyond that to any of the waterfront destination spots. Parking along Ruston Way is very limited and will become even more difficult as use of this waterfront increases. Yet taking away actual shoreline for parking is undesirable and distinctly at odds with appropriate plan objectives.

A waterfront transit line would make it easier for people who do not live close by to enjoy the fishing piers, walkways, restaurants and public beaches. Doing so would also relieve the pressure on scarce parking spaces and reduce automobile traffic during busy periods.

There was temporary bus service in the summer of 1987 from downtown to the waterfront and Point Defiance during the noon hour on Wednesdays and on the weekends. This was a demonstration project and Pierce Transit is planning another test project this summer to get more information for long range planning.

There should be regular bus service connecting with neighborhood routes as well as downtown at periodic daytime intervals (not just the lunch hour). This service should coincide with increased publicity about the area. The use of this service would be primarily for recreational purposes at this time. Continuation of this service to Point Defiance would provide an alternative public route to the park.

Use of the railroad spur line as a possible trolley line should be explored also for future transportation and tourist uses. Water taxis conceivably might have a role as well.

3. **Zoning regulations should guarantee public access to the shoreline at any new development.**

This was discussed earlier in the general recommendations section and should apply to Ruston Way.

Part VII - Green Belt and Adjoining Trails.

The shoreline trail system for Tacoma is currently being studied by the Natural Systems Committee.

The difference between "trails" and "walkways" in terms of this report should be clarified. A trail, unless designated a bike trail, is used for foot traffic only, is probably quite narrow accommodating at times only single file traffic; the trail itself is quite natural, made of dirt or gravel. The way for the path is made by clearing natural growth on the sides... A walkway can accommodate a number of people at the same time, is more finished (cement, asphalt etc.), and can generally be used for wheel traffic. A trail is more of an adventure in itself, while a walkway is used for a variety of purposes, such as viewing, exercise, strolling. A walkway is more easily accessible and usable for the elderly, the very young, and those with physical handicaps.

There is a system of trails which lead from the neighborhoods on the adjacent bluffs down to the waterfront or to waterfront access. These trails go down through the wooded hills and are an important attribute to the waterfront. They have, however, not been maintained properly and many of them are unusable, becoming quite muddy at times. They are also not well marked (perhaps this is not the intention, and they are meant to be "special" for the neighborhoods and not well-advertised).

We have recommended establishing a walkway along the entire urban waterfront. This is already in place along Ruston Way. The Schuster Parkway system falls between the two categories, being too narrow at many places to accommodate wheel traffic, and side by side strolling, and too close to the highway to be safe for small children. It is, however, more finished than a traditional trail. The City Waterway segment has a very limited shore walkway portion.

If trails or walkways are created, the funds used to create them should include proper guarantees for maintenance. Unless these trails and walkways are kept-up they should not be created. If they are important now, they will continue to be important in the future.

Part VIII - Conclusions

The future of our Tacoma urban waterfront is exciting and promising. It has the potential to be the most outstanding shoreline in the region. The responsibility for its destiny depends on both the public and private sectors of Tacoma.

The City must commit itself to the vision of a Dome to Defiance waterfront. It must make a plan for the future of this waterfront and be prepared to take the necessary steps to achieve the plan. The citizens of Tacoma must become aware of these plans so they can help develop them. Public awareness and knowledge will precede public participation.

We realize that many of the recommendations in this report will be costly. We do not have the knowledge or information to estimate these costs.

We also understand that the waterfront will not be instantly transformed. It will take time and patience to achieve all of the goals. Our suggestion is that the overall framework be in place so that as each part of the plan becomes feasible it will be achieved.

Respectfully submitted,

Waterfront Research Committee

Barbara Bingham, Chair
Sue Batali
Bill Colby
Leta Schattauer
Michael B. Smith

Part IX - Appendices

A. Tacoma's Master Program for Shoreline Development, 1976

1. Permitted Use Activities - These uses and activities are permitted, subject to the issuance of a Substantial Development Permit.

All three shoreline segments permit:

- * Aquaculture.
- * Water dependent or water related commercial.
- * Outdoor advertising and signs.
- * Underground utilities.
- * Bulkheads.
- * Road, railroad and bridge design and construction.
- * Piers.
- * Educational and archeological areas and historic sites.
- * Water dependent or water related recreation.

Ruston Way segment also permits:

- * Marinas and boat launch facilities.
- * Port and water related industry (Asarco site).
- * Schuster Parkway segment also permits:
 - * Port and water related industry.
 - * Breakwaters.
 - * Landfill.
 - * Dredging.

City Waterway also permits:

- * Marinas and boat launch facilities.
- * Residential; upland locations only.
- * Breakwaters.
- * Landfill.
- * Dredging.

2. Shoreline permits (Excerpts from pamphlet Shoreline Permits, Planning Department, Tacoma)

A shoreline permit is the principal regulatory and enforcement tool used by local governments to carry out their shoreline master programs. Shoreline permits are required for new developments within 200 feet of Tacoma's waterways and shorelines. The shoreline permit process is the key element in the everyday management and development of our shorelines.

The shoreline permit does not take the place of other permits which may also be required. The proposed development may require other local, state, or federal permits such as:

- * -A city building permit
- * -State permits for water quality control and fish and habitat management
- * -A federal Army Corps of Engineers permit for work in navigable waters

Processing Time

- * -Minimum time when no Environmental Impact Statement is required, and no conflicts is 100 days.
- * -Minimum time when Environmental Impact Statement is required, and no conflicts is 180 days.

If the permit is for a use which is not an "allowed use," a conditional permit or variance may be issued. The application process for these types of permits are much more complicated and time consuming and must be reviewed extensively by the State.

B. Waterfront Planning History

1852 - Nick Delin plans and builds lumber mill on Commencement Bay at what is now 25th and Dock Streets (the end of City Waterway) and Commencement Bay becomes a port for shipping.

1864 - Job Carr claims waterfront property at what is now Old Town and starts building a cabin.

1868 - Morton Matthew McCarver sees an “all-but empty bay..He envisioned a city: wharves, streets and steamships and locomotives...”¹

1873 - The Northern Pacific Wharf, complete with hotel, was built below the present Stadium Way and was a third world between Old Tacoma and New Tacoma.

1873 - Frederick Olmsted designs city plan for Tacoma including one for Cliff Drive “magnificent for residences, promenading and driving, as it will be high and sightly, with nothing between it and the water...”

1877 - City plan by Colonel Isaac Smith is adopted. “Railroad tracks, yards, and wharfs occupied the entire waterfront”²

1886 - The way to the waterfront from the Tacoma Hotel was a stairway that led down the steep hill to the foot of 11th S.t

1888 - Dennis Ryan builds smelter at what is now Ruston.

1890's - “Mile of Grain” warehouses and accompanying tall ships for loading stood between the City and the water.

1890's - The entire “shore of the Bay could be traced by the glowing slash burners” of the lumber mills.³

1910 - A new municipal Dock is built to service the mosquito fleet carrying passengers throughout the Puget Sound.

1911 - Virgil Bogue draws up a comprehensive proposal for the development of the Commencement Bay waterfront...the plan made provision for tourism as well as industry and commerce. It called for small boat moorage between Stadium and Old Town and a ferry slip between Old Town and the smelter.⁴

In the past Tacoma's waterfront served as a port for tall sailing ships carrying lumber, grain and coal. A mosquito fleet provided water transportation. The city waterfront served as a port and rail thoroughfare. Hotels were built on the cliffs near town looking out over the waterfront activities and homes were built on the hillsides and bluffs along the west side of Commencement. Tacoma grew and the water based industries thrived, some needing the water for delivery of materials,for exporting goods or for the proximity to the railroads for

1 *Puget's Sound*, Murray Morgan p.145

2 *Environment and Design*, City Planning Department, City of Tacoma 1971, p. 20

3 *Puget's Sound*, p. 159

4 *South on the Sound*, Murray and Rosa Morgan, p.99

transportation. The waterfront was used to warehouse goods brought in by boat and continued to follow that pattern long after the need for the water was essential. Recreational use of our waterfront was limited to boating activities.

1927 - First real zoning ordinance for Tacoma defines the waterfront as an industrial area.

1940 - Second zoning ordinance says, "Heavy industrial districts have been well defined by the existing ordinance. There is an opportunity to reclaim some Waterfront Areas not now used for heavy industry. By removing these shore areas from heavy industrial districts they can be made available for public use as park or recreational areas."¹

1944 - A boulevard or parkway is suggested, "To provide easy vehicular movement between the various larger parks and recreation areas...It should be four lanes wide and parked on either side with a wide park strip between the lanes...along the bay shore from the city center to Ruston..."²

1947 - Master Plan proposal: "Perhaps the most needed park drive development now is the widening and development of Ruston Way from Pacific Avenue and 7th Street north to the Town of Ruston. The bulk of this right-of-way is now one hundred feet in width and is in City ownership. Part of this is in shallow water. The construction of a seawall and the building of the Ruston Parkway by dredge fill would not only make a drastically needed route to the residential areas of north Tacoma but would produce some of the most outstanding water side boulevard in the northwest. Waterside parking areas should be built into this parkway and every opportunity taken to add shore land to this existing right-of-way. The securing of ample right-of-ways through Sperry Mill...require effort."³

As industry abandoned this waterfront it began to deteriorate.

1950's - A huge storm destroyed a good portion of the shoreline on the south side of Commencement Bay. An attempt to pass a bond issue to transform the Ruston Way waterfront into a parkway at that time failed, but public concern and interest remained.⁴

1965 - A Recreation and Open Space plan provided the impetus for property acquisition. "The scenic and recreation potential was very apparent and in the mid 1960's, the City, recognizing this potential, acquired nearly one-half of the shoreside properties for future public use and enjoyment. Early planning efforts spoke of a vision of developing a quality people-oriented waterfront area of public and private development."⁵ (That is just what it has become! Ruston Way is exciting, interesting, diverse. It is well-used and has been well-planned.)

1 *Outline of a Master Plan for Tacoma*, Tacoma City Planning Commission, Dec. 1947, p.23

2 *Tacoma, The City We Build, A Report to the Mayor*, 1944, p.102

3 *Outline of a Master Plan for Tacoma*, 1947, p.58

4 *Ruston Way Plan*, 1981, p. 7

5 *Ruston Way Plan*, 1981, summary background

1971 - The Washington Shoreline Management Act required local governments to prepare a master program for shoreline development and outlined certain broad objectives which were to be followed. Urban waterfronts were to provide for intensive public use and to maintain shorelines for a multiplicity of urban uses.

1972 - Schuster Parkway was built. Previously there was a small road which led along the base of the steep bank. This Parkway was planned to establish a view boulevard linking downtown to Old Town and Ruston Way. At the same time a trail was established down from the top of steep banks to the Parkway, along it and to town. Activities along the shoreline were industrial. A sidewalk, running the length of the parkway is narrow and at times abuts the street directly. The only pedestrian access to the other side of the parkway is at the 4th Street bridge and at Old Town.

1974 - The City Waterway Policy Plan proposed redevelopment of this area from industrial and warehousing to more people oriented activities.

1976 - Until then the zoning along the water side of the waterfront was industrial, except for two blocks of commercial zoning around the Old Town Dock. The land side was zoned residential along what is presently Ruston Way.

1976 - The Master Program for Shoreline Development of the City of Tacoma was a joint effort of a Citizens Committee and the planning Department and provides the regulations which are in effect now along our waterfront. Policies included in this program are:

- * 1. To seek public acquisition of shoreline property wherever it can be assembled into a logical pattern of public ownership and wherever otherwise generally feasible.
- * 2. To seek development of both public and private shorelines in a coordinated plan of water oriented uses.
- * 3. To restore, replenish and maintain publicly owned shoreline properties as nearly as possible as natural beach areas.
- * 4. To maximize efforts to control and eliminate shoreline pollution -- air, water and land.
- * 6. To establish and maintain reasonable structural standards for maintenance and development of Tacoma's shoreline.
- * 7. To encourage close cooperation and coordination between both public and private shoreline interests... in the overall management and/or development of Tacoma's shoreline.
- * 12. To give priority to onshore improvements in preference to offshore improvements for shoreline sites having adequate developable area.
- * 13. To define all appropriate shoreline uses and to assure that all such uses are compatible with the site, the surrounding area and the environment.

"The General Plan Concept consists basically of reserving the deep water area along (Schuster Parkway) for possible development of industrial deep water terminals, with mixed public and private along Ruston Way (and) City Waterway."

1981 - The Ruston Way Plan describes and explains in great detail the visions for the Ruston Way area, setting forth design standards, use concepts and specifying what will be developed in certain publicly owned areas. The commitment by the City to this vision developed the Ruston Way we are so proud of today.

1985 - City Waterway Area Plan sets forth policies and recognizes needs for this shoreline. There have been a variety of design and plan concepts and visionary examples, but so far the renewal of the City Waterway has not occurred.

1986 - A Public Forum, sponsored by the City, discussed issues surrounding the waterfront and its development or non-development. Questions raised were given responses from the City's planning department and possible solutions were set forth.

1988 - Urban Waterfront Policy Analysis by the state has raised possibilities that some of the definitions which were included in the Shoreline Management Act might have been interpreted too narrowly and encourages local governments to review their Master Programs for Shoreline Management. The analysis urges the cities to be more creative and also more specific, to analyze their needs, define the different opportunities to satisfy those needs and make the appropriate regulations and zoning.

The City is presently preparing a study to address any changes needed in the Master Program.

C. Charge to the Committee

CITY CLUB OF TACOMA RESEARCH COMMITTEE STUDY PROPOSAL

Tacoma's Commencement Bay Edge from the City Waterway to Ruston.

Issues affecting the waterfront of Tacoma, particularly Commencement Bay's western edge, appear to be of sufficient public concern to warrant a City Club study as part of its recently approved research program. Such a study would also be helpful in developing a community consensus with respect to existing and proposed public and private waterfront plans.

The product of the City Club research will be made available to the Tacoma Planning Commission which is initiating an examination of waterfront issues. The club's Research Committee has met with representatives of the Planning Department who will cooperate with a proposed independent examination of waterfront issues by a City Club task group.

Essentially, the study will review waterfront proposals, policies, plans, regulations, and conditions to obtain answers to these questions:

- *Are the regulations adequate to assure the desired public use of the waterfront areas? How well have they been carried out?
- *Are they so restrictive that they block desirable private waterfront development supportive of city goals?
- *What changes in existing policies and regulations including permitted uses may be indicated?
- *Is there a need for additional funding to carry out the city's waterfront programs?
- *Physically, what identified problem conditions have been corrected? What ones remain? What else needs to happen?

D. Survey Results -City Club of Tacoma's Urban Waterfront Survey

291 surveys were returned representing 75% of the Club membership.(a few were non-members) One third of the surveys contained constructive comments and suggestions.

50% of those surveyed live in Tacoma (at least half of these in North End), 25% live in unincorporated Pierce County and 12% in Gig Harbor.

85% of those surveyed work in Tacoma, 10% in Pierce County.

I. CONCERNING THE RUSTON WAY WATERFRONT

	Disagree	Neither Agree Nor Disagree	Agree
1. All remaining available land should be made into parks.	60%	15%	21%
2. Private owners should be allowed to develop land as they wish.	77%	9%	12%
3. Public access to the water should be allowed no matter how the land is developed.	19%	9%	71%
4. Residential uses should be allowed on the waterfront.	44%	13%	41%
5. Development should be for uses that are only water related or water dependent.	45%	24%	26%
6. Retail shops should be allowed on the waterfront.	19%	15%	65%
7. Office complexes should be allowed on the waterfront.	39%	19%	41%
8. At least half of the waterfront should be for parks and public use.	12%	12%	73%
9. Industrial uses should be allowed.	78%	7%	73%
10. The only private development allowed should be that which provides for public recreation.	56%	17%	26%

II. CONCERNING THE CITY WATERWAY WATERFRONT.

	Disagree	Neither Agree Nor Disagree	Agree
1. Some of this waterfront should be reserved for parks and public use integrating with downtown Tacoma.	4%	5%	88%
2. Development should be for uses that are only water-related or water-dependent.	42%	7%	27%
3. Industrial uses should be allowed.	41%	21%	34%
4. Office complexes should be allowed.	13%	17%	67%
5. Public access to the water should be allowed no matter how the land is developed.	16%	9%	72%
6. Residential uses should be allowed.	30%	19%	48%
7. This waterfront should attract tourism.	4%	9%	84%

III. CONCERNING THE SCHUSTER PARKWAY AREA

	Disagree	Neither Agree Nor Disagree	Agree
1. All of Schuster parkway should remain zoned for industry and deep water moorage.	63%	20%	12%
2. That portion from Old Town to the Sperry Mill site should be restricted to recreational uses.	27%	28%	40%
3. No additional industry or deep water moorage should be permitted.	33%	22%	40%
4. Any new uses should preserve present water views.	9%	12%	75%
5. Any new development should be only for water-related and water-dependent activities.	35%	26%	34%

C. Persons Interviewed

Hank Appleton	Real estate developer, Chairman of Commencement Bay Properties
Jan Bostick	Director Property Management, Glacier Park Land Management, subsidiary of Burlington Northern Railroad, Seattle
Robert J. Dewald	Director of Port Development, Port of Tacoma
Mike Ebert	Owner, Katie Downs Tavern, Ruston Way
Bob Evans	Architect, Municipal Dock Committee
Carolyn Gallacci	Member, Old Tacoma Improvement Club, Pierce County Historic Preservation Officer
James M. Harris	Architect, former president Downtown Tacoma Association
David Hoy	Manager of Development, Glacier Park Land Management, subsidiary of Burlington Northern Railroad, Seattle
James Merritt	Architect, member Pacific Avenue Citizens Review Committee, involved in Union Station revitalization
Ken Miller	Member, Old Tacoma Improvement Club, chairman of the steering Committee opposing the move of the National Guard to the Schuster Parkway waterfront
Jim Montgomerie	Director of Planning and Development, Metropolitan Parks Department, Tacoma
Scott Morrison	Commencement Bay area specialist in water contamination, Commencement Bay Source Control Division, Department of Ecology, Ol
Ron Nelson	Economic Development Manager, former Manager for Waterfront Development, City of Tacoma
Keith Palmquist	Director Community Development Department, City of Tacoma
Bert Paul	Realtor, expertise in waterfront development
Marshall Perrow	Architect, marina developer and owner, former member Tacoma

Planning Commission

- Ryan Petty Director, Tacoma-Pierce County Economic Development Board
- Anita Preston President, Old Tacoma Improvement Club, member of the Natural Systems Advisory Committee for Tacoma
- Mike Price Hazardous Waste Department, Tacoma Sewer Utilities
- Peter Rasmussen Tacoma City Councilman, architect
- Dominic Real Engineer, Hazardous Waste Department, Commencement Bay Source Control Division, Department of Ecology, Olympia
- Michael W. Smith Urban Planner/Waterfront Specialist, City of Tacoma Planning Department
- Michael Sullivan Tacoma Historic Preservation Officer
- Joe Williams Supervisor, Shoreline Management section of the Coastal Zone Program for the State Department of Ecology, Olympia

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The City Club of Tacoma thanks the following for their support
in the publication of this report:

Brown Investments

Brown and Haley

Fiduciary Counselling, Inc.

Gordon, Thomas, Honeywell, Malanca, Peterson & Daheim
"A Multi-Service Law Firm"

Grantmaker Consultants, Inc.

The Gottfried and Mary Fuchs Foundation

Pacific Northwest Bell

Portfolio Timing, Inc.

Simpson Tacoma Kraft Company

Schwarz, Shera & Associates

C. Davis Weyerhaeuser

Weyerhaeuser Company Foundation