

Thea Foss Waterway Design and Development Plan

A Comprehensive Plan Element



Conducted by the Tacoma Planning Commission
Consistent with Washington State
Growth Management Act requirements



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Thea Foss Waterway Design and Development Plan

This plan is an element of the *Master Program for Shoreline Development* and Tacoma's *Comprehensive Plan*, and was developed in compliance with the Washington State Growth Management Act.

**Last Amended by the City Council
November 15, 2005
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The *Thea Foss Waterway Design and Development Plan* is an element of the City's long range *Comprehensive Plan* and the *Master Program for Shoreline Development* and was developed pursuant to the authority conferred by the Washington State Constitution, the Revised Code of Washington Chapter 36.70A, and Title 13 of Tacoma's Charter and General Ordinances. The Growth Management Act requires that development regulations be consistent and implement the comprehensive land use plan.

Planning and redevelopment efforts along Thea Foss Waterway are ongoing. The *Thea Foss Waterway Design and Development Plan*, originally developed in 1992, has been amended in 1995, 1998 and 2005.

Amendments in 2005 modify the "Thea Foss Waterway Marine Guidelines" chapter by deleting a design guideline that restricts the location of fueling stations and adding two new guidelines concerning the use of best management practices and avoiding pedestrian/view conflicts. The amendments also modify the "East Side of Thea Foss Waterway" chapter to encourage residential and hotel/motel uses only for the portion of the east side lying south of S. 11th Street. The 2005 amendments were adopted by the City Council on November 15, 2005 (Substitute Ordinance No. 27430) and approved by the State Department of Ecology on September 1, 2006.

Additional amendments may be necessary as planning and redevelopment efforts continue.

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Executive Summary

A Vision for Tacoma's Foss Waterway

The Thea Foss Waterway represents a unique opportunity for the City of Tacoma to create an attractive focal place for the enjoyment of the inland waters of Puget Sound within an urban context. There is a great deal of potential for redevelopment along the Waterway, which may be realized with the adoption of this plan and support and encouragement at the public and private level. Developing a mix of uses along the Waterway will bring the economic vitality needed to turn Thea Foss Waterway into a showcase for Tacoma.

The Waterway visually and physically connects surrounding districts. The Waterway's historic past and working waterfront, combined with new cultural, recreational, residential, office and retail uses, will create a lively, urban environment. A linear waterfront park will link together a variety of attractive, ground level public activities and uses accessible to all of Tacoma's citizens and to the region. Environmental cleanup and protection measures are being integrated into redevelopment, creating a safe, healthy, and sustainable environment.

The *Thea Foss Waterway Design and Development Plan (The Foss Plan)* is the City's blueprint for the future of the Waterway. It establishes public policy and design guidelines for all new public and private development in and surrounding the Thea Foss Waterway. This Plan, in conjunction with development regulations set forth in the City of Tacoma *Land Use Regulatory Code*, will guide the Thea Foss Waterway as it becomes the gateway to downtown, where public and private redevelopment efforts will create lively mixed use district for living, working, and playing. It envisions a mixed use community, including marine uses, on the Thea Foss Waterway attuned to the intrinsic qualities of its water setting and inseparable from the city around it. It strives to attain the "ABC's" of development: *Access, Boating and Character*.

The Foss Plan focuses on individual policies, projects and regulations to realize the Waterway's potential as an attractive setting for maritime industry, civic redevelopment, and water-oriented recreation. Taken together, the total impact of these efforts will be much more than the sum of the individual actions themselves. They will create a Waterway that:

- o Is an active, diversified destination attraction and focus for the City.
- o Features a variety of integrated recreational, commercial, marine, industrial, and residential activities.
- o Is well connected with neighboring districts, especially the downtown, Ruston Way, and Tacoma Dome areas.
- o Is easily accessible for pedestrians, transit users, boaters, and visitors from throughout the region.

Executive Summary

- o Offers a wide variety of physical settings, landscaped parks, and pedestrian attractions that are unified by a consistent esplanade treatment along the shoreline edge.
- o Is based on environmentally sound shoreline management with improved water quality and more ecologically productive shoreline habitats.

The rich industrial past of Tacoma's waterway pervades the atmosphere of the waterfront. This history should be highlighted in infrastructure and development alternatives. These include designs that integrate working waterfront and maritime themes. This vision, developed by many citizens, Urban Waterfront Committee members, City and Park District staff, and the various consultant teams are bold and ambitious. Yet, it can be accomplished. The City and the Metropolitan Park District have taken giant first steps in acquiring large shoreline parcels along the Waterway, in pursuing environmental cleanup strategies, and in implementing initial redevelopment efforts. The design and development direction in this plan outlines a series of coordinated public and private efforts necessary to make this vision a reality.

Plan Goals

The Foss Plan promotes public access and the enjoyment of the shoreline within these policies and guidelines. The key for success, however, lies not only in public access to the Waterway, but also in providing a strong connection from the Waterway to other parts of the City and beyond.

The five major goals that direct this plan:

1. Create a public access system with a continuous esplanade along the shoreline and a coordinated set of design standards.
2. Establish design and development guidelines for land use and development of publicly-owned properties.
3. Manage the shoreline to further optimize circulation and public access, development, and environmental protection.
4. Provide opportunities for mixed use development, public/private investment and recreational opportunities, and public access to the shoreline for the citizens of Tacoma.
5. Retain and enhance all characteristics of the waterway that support marine and boating activities.

Plan Components

The *Thea Foss Waterway Design and Development Plan* emphasizes five primary components:

1. A comprehensive **Circulation** component that improves public access and utilization of the waterfront. It includes a continuous waterfront pathway system, links between downtown and the Waterway, and integrates pedestrian, bicycle, automobile, and public transportation systems.
2. A **Shoreline Use** component that identifies special development, recreation, and public access opportunities on the Waterway and promotes uses that are water-related and that allow public enjoyment of the shoreline while providing shoreline protection with environmentally appropriate landscaping, riprap, or other appropriate protection. A key aspect of this component is acknowledging the environmental concerns related to shoreline restoration, cleanup, and water quality.
3. An **Urban Design and Development** component that upgrades the quality of development along the Waterway, adds visually attractive qualities, unifies design identity, and emphasizes a character compatible with the variety of commercial businesses, recreational activities, and historic resources and maritime businesses.
4. An **Environmental Quality** component that acknowledges the specific cleanup actions required to take place prior to development along the Waterway including improvements of water quality and habitat enhancement.
5. A **Marine Facilities** component that encourages and supports access, boating, and marine character along the Thea Foss Waterway.

Plan Area

Thea Foss Waterway is approximately three and one half miles of continuous shoreline off Commencement Bay adjacent to the City of Tacoma's downtown. For the purposes of this plan, the boundaries to the northwest begin just to the north of the 4th Street ramp off Schuster Parkway, wrapping around the Waterway bounded by Dock Street and "D" Street, and ending at the northeast point of land near "D" Street and East 3rd Street. Proximity to the central business district, the Union Station, the Tacoma Dome, and the Port Industrial area is indicative of the Waterway's overall contextual importance. This plan primarily addresses the west side of the Waterway with the intention that more immediate significant changes are oriented to the west side. The east side is addressed in one section but is also referenced in the design and marine guidelines section.

Background and Methodology

The development of this plan is a joint effort between the Planning and Development Services Department and the Public Works Department conducted under the direction of the Tacoma Planning Commission. Recognizing the Waterway's great importance and potential, the City has conducted a variety of studies that both directly and indirectly pertain to the Waterway. The first phase of the *Thea Foss Waterway Design and Development Plan* was completed in 1990. Adoption of the plan was delayed later that year as the City of Tacoma and Metropolitan Park District negotiated the purchase of large parcels of land along the Waterway. Following the acquisition of these properties, the City of Tacoma decided to revise the draft *Thea Foss Waterway Design and Development Plan* to address the broader potential for public use along the waterfront and to better incorporate new information from recent environmental and transportation studies. The *Thea Foss Waterway Design and Development Plan* was adopted in 1992 and amended in 1994, 1995 and 1996 .

The complete history of the plan development and amendments is listed in the appendix.

Previous planning efforts are listed in the appendix.

Plan Amendment Process

In order that the plan continues as an effective policy document, the plan should be reviewed periodically concerning its content and timeliness. Changing conditions and needs may dictate amendments to the document. As during the development of this plan, amendments to the plan will receive detailed review by the Planning Commission and public hearing(s) will be held. After further consideration, the Commission will make recommendations to the City Council. The Council will then conduct a review of the proposal, hold a public hearing, make modifications as necessary, and adopt the proposed amendments.

Amendments can be initiated by the City Council, the Planning Commission, city staff, and the public. Adopted plans become elements of the City's comprehensive *Land Use Management Plan* as well as the *Tacoma Shoreline Master Program*. The State Department of Ecology has final approval over all proposed amendments to the *Shoreline Master Program*.

Implementation Recommendations

Transportation Strategy

Over time, develop maritime transportation, transit, shuttle bus, and pedestrian access elements. Parking is to be within structures or in underground “trays.”

Environmental Cleanup Strategy

Work cooperatively with regulatory agencies and property owners to address environmental cleanup issues.

Funding Strategy

Utilize various financing instruments such as bonds, certificates of participation and bond anticipation notes. Seek out federal, state, and local funding sources and leverage local funds with matching grants whenever possible. Seek public/private partnership opportunities.

Administration Strategy

Assist the Foss Waterway Development Authority in its responsibility to manage, market, and develop key publicly owned segments of the Waterway. City staff will assist in coordinating the development process.

Development Strategy

Use a phased development approach to systematically redevelop Foss Waterway. Use the site selection criteria to determine where development funds should be committed:

1. Areas where public or private funding has been committed.
2. Areas where waterfront development opportunities exist.
3. Projects that promote shoreline public access.
4. Projects that further mixed-use development.
5. Efforts that promote environmental cleanup of the area.

Achievement of the plan’s redevelopment goals will require the coordinated, cooperative, and united support of all City departments, other public agencies, civic and community groups, property owners and tenants, the development community, and other interested citizens. Many factors will influence the implementation including funding constraints, environmental cleanup, and development timing.

West Side of the Thea Foss Waterway

Planning Issues

There are specific planning objectives in this document that address critical issues surrounding the Thea Foss Waterway. These issues include circulation and public access, shoreline use, parks and open spaces, visual qualities, and environmental quality. Each issue is explored in depth to better understand their constraints as they pertain to the Waterway.

Circulation and Access

Circulation, whether it be pedestrian, bicycle, boat, automobile or transit, is necessary to make a new, active, people-oriented place viable for redevelopment. Though some bicyclists and pedestrians can be seen on the Waterway today, most people depend on the use of automobiles for access to the Waterway. The parking presently available on the street and in the lots is adequate for these users. However, as redevelopment occurs more people will be attracted to the Waterway and alternatives to automobile transportation will be necessary.

There is a recognized need by community leaders and the public to provide access to Tacoma's shorelines and Foss Waterway in particular. Topography, I-705 and the railroad mainline tracks all restrict, in varying degrees, access to the Waterway.

Providing strong connections to the downtown and to the Tacoma Dome will help ensure the success of the Waterway. A strong connection with the downtown is important to facilitate the large numbers of people located within easy walking distance of the Waterway. Linking the Tacoma Dome to the southern portion of the Waterway is also important to open up the facility to regional uses. Accommodating both pedestrian and bike traffic connections to the Ruston Way - Schuster Parkway will expand the accessibility of the waterfront dramatically.

As waterfront land is limited, very careful consideration as to its use is very important. The valuable nature of waterfront land requires that this land be used in a way that balances the needs of mixed use development and the community needs to enjoy the waterfront experience.

Consequently, land for surface parking should not be emphasized. Finding alternatives to surface parking and the reliance on automobile transportation will become increasingly important as the amount of waterfront land used for parking becomes less available.

Pedestrian Circulation

- o Existing direct pedestrian access to the Waterway is minimal. The water access points are hard to find because of their location within private development. The continuity of the existing esplanade is

broken due to piecemeal development and each section is constructed differently.

Downtown Connection

- o Barriers to access from the downtown are physical, visual, and psychological. The elevation change from downtown Tacoma to the Waterway varies from 60 to 75 feet, creating for most people a formidable impediment which has been compounded by the physical and psychological barrier created by I-705 and the railroad. Several routes down to the Waterway have been severed and two others altered. The 15th Street connection is not easily accessible and is convoluted. The Murray Morgan Bridge and pedestrian walkway have also been affected by I-705.

Tacoma Dome Connection

- o Connecting the Tacoma Dome with the Waterway is hampered by the intrusion of the railroad crossing at “D” Street and South 23rd Street. Trains using the track often block East “D” Street for an excessive amount of time. There is also a problem with aesthetics. East “D” Street has been improved only near the Dome, leaving the remainder of the street less inviting and thereby disconnected from the rest.

Ruston Way Connection

- o The connection from Ruston Way - Schuster Parkway to Dock Street is presently weak. The trail system for Schuster Parkway is on the west side of the street, which requires crossing a very busy arterial for any connection to the Waterway.

Marine Access

- o Sufficient transient moorage and upland support facilities are presently lacking

Waterfront Development

Presently, the Waterway is not being used to its fullest potential. There are numerous vacant properties, especially along the west side of the Waterway, that have potential for redevelopment. Some are occupied by unused structures and others are vacant lots. There is potential for shifting this underdeveloped area into a mixed economic community connected to downtown. By purchasing large land parcels along the shoreline, the City and Metropolitan Park District have taken an important first step in the Waterway’s redevelopment. The primary land use issues center on how the land use relates to the water.

Because of the limited amount of publicly-accessible shoreline in the City, it becomes critical to balance the uses located on the waterfront, maximizing water-dependent, water-related, and water-enjoyment uses. Water-dependent uses require direct contact with the water and cannot exist at a non-water location due to the intrinsic nature of their operations (e.g. ship building, ferry terminals, marinas). Water-related uses are not intrinsically dependent on a waterfront location but cannot occur economically without a waterfront location. Water-enjoyment uses include a recreational use or other use that facilitates the public's enjoyment of the shoreline (e.g. parks, piers, restaurants). Water-oriented is a term used to describe any water-dependent, water-related, or water-enjoyment use.

Esplanade and Open Space

The Thea Foss Waterway is in transition from mostly industrial uses to more people-oriented, mixed uses. Public access, parks and open spaces, and amenities will add to the vitality of the waterfront. There is local recognition of the waterfront's value and support for public improvements. It is the City's assumption that a walkway (the esplanade) and other public development will provide a positive environment for private investment in people-oriented, mixed uses.

Present public amenities along the Waterway are minimal. The west side of the Waterway has parks at its northern and southern ends. The new Thea's Park at the northern end of the Waterway has been completed by the Metropolitan Park District. A linear corridor planned along the water's edge comprised of esplanade and open space areas will connect the parks at each end. These areas combined with view/access corridors will place approximately 60% of properties into open space.

Visual Qualities

The Waterway affords significant views to the east, to the north up Puget Sound, to the south taking in Mount Rainier, and in proximity of the Waterway. The view to the west provides a fine vista of the high-rises that make up the central business district skyline. These desirable views will be lost if they are not preserved. Presently, the older existing wood and metal warehouses are in disrepair and affect the visual appearance of the Waterway. The visual quality is further spoiled by the condition of the shoreline and vacant lands which are variable and generally sub-standard with an accumulation of scattered debris and dilapidated pilings. Covered marinas are also a detriment in that they affect the Waterway by blocking views.

Natural panoramas and the urban skyline are views that need to be preserved. The remnants of the waterfront district of a bygone era (that includes wood warehouses) are also in need of attention. The condition of the shoreline detracts from the aesthetic qualities of the area and has adversely affected the ambiance along the Waterway. Therefore, the shoreline should be cleaned up. Covered moorage is also not desirable and should be discouraged to preserve the picturesque quality of boats moored along the Waterway.

Environmental Quality

Undisturbed, this particular type of inland Waterway with its low energy mud flats is one of the highest biologically productive, marine environments in the Northwest. It is in this environment that salmon fingerlings feed and grow before heading out to the ocean.

Unfortunately, years of industrial use on the Thea Foss Waterway have degraded not only the water and its substrate, but much of the land surrounding it. Much of the Waterway's nearshore/tideflats area is designated as a federal Superfund site.

Because of the potential for liability and risks to health, the Foss Waterway area will require remediation of historical environmental contamination. In order to expedite the cleanup of both the contaminated sediments in the Waterway and the contaminated upland soils, the City has negotiated several unique agreements with federal and state regulatory agencies. In the spring of 1994 the City negotiated with the Environmental Protection Agency a \$3.7 million cleanup study of contaminated sediments. This agreement is expected to save many months of negotiation and move the remedial process more quickly to actual removal of contaminated sediments.

In addition, the City has negotiated an Agreed Order with the Washington State Department of Ecology so to control an ongoing source of pollution to the Foss Waterway which emanates from an abandoned coal gasification plant. The City also negotiated an area wide consent decree with the State Department of Ecology to facilitate more cost effective upland cleanups on publicly owned property. The upland consent decree incorporates and matches cleanup requirements to planned upland uses and provides standards for long term health and safety. The City expects that the combined effect of these regulatory agreements will speed the removal of environmental contamination as an obstacle to redevelopment.

Potential ongoing sources of Waterway pollution include the existing contamination in the uplands and areas adjacent to the Waterway and ongoing and historic direct storm drainage discharges to the Waterway. The City needs to continue working with other regulatory agencies and businesses to address the contamination issues on the Thea Foss Waterway for remediation so that other development can occur.

Planning Policies

There are specific planning policies in this document that address critical issues surrounding the Thea Foss Waterway. These policies address circulation and public access, shoreline use, parks and open spaces, visual qualities, environmental quality, and marine uses. Each policy issue is described in depth to better communicate all related considerations and constraints as they pertain to the Waterway.

Circulation and Public Access

It is the intent of this plan to upgrade the quality of development of existing public ownerships on Thea Foss Waterway with particular reference to public access and utilization, code compliance, and general design and appearance and to continue to provide a continuous promenade and street landscaping as part of public and private developments along the Thea Foss Waterway. Public access to the waterfront must be incorporated into new development.

Pedestrian Routes

An ultimate goal of this plan is the development of a continuous public shoreline walkway around the Thea Foss Waterway. As the Ruston Way experience has shown, providing a continuous public esplanade which links waterfront features, provides not only a valuable public amenity, but also serves as a dramatic impetus for civic and private redevelopment. The shoreline walkway, or esplanade, will be constructed at the water's edge wherever it does not conflict with water-dependent uses and will be accomplished through public projects and shoreline permit requirements for private development.

A second route will run parallel to the esplanade along public rights-of-way on Dock Street and "D" Street. This route will consist of improved sidewalks and streets and landscaping. Many sections of new sidewalk are already in place. Street trees, signage and other visual amenities are recommended along this street route. The two parallel pathways will be linked by view and access corridors so that a traveler can reach the esplanade from the street at convenient intervals. This "ladder"

configuration will provide a view corridor along the “rungs” and has a strategic advantage as well. Since the esplanade involves several projects it may be a number of years before the esplanade is a continuous system. By linking completed esplanade sections back to the sidewalk, a continuous Waterway route can be effected immediately and improved incrementally as new segments are added.

Vehicular Circulation

Better automobile circulation and transit service is crucial to the Waterway’s redevelopment and public access goals. Street improvements that upgrade the driving experience are recommended along the Waterway. A particular problem exists at the “D” Street railroad crossing where switching trains sometimes delay traffic for over 10 minutes. Since the ultimate redevelopment capability of the Waterway depends on this link, an overpass at this crossing is recommended, funded jointly by the railroad and the City. Enforcement of agreements presently established may also alleviate the conflicts. These issues should be pursued during the upcoming franchise negotiations with the railroad.

Transit should also figure heavily in providing better access and reducing parking demand. The Pierce Transit *Downtown Tacoma Center Circulation and Regional Access Study* foresees increased pedestrian activities along the waterfront that in turn may generate sufficient demand for transit systems. These systems could include circulator bus service from Dock Street to downtown, passenger ferry service to Gig Harbor, Seattle, and Vashon Island, linked to the high capacity transit intermodal facility commuter rail and light rail near the Tacoma Dome. In addition, the City of Tacoma has completed a downtown parking study. This, coupled with Pierce Transit recommendations, will set the framework for future parking/transit/pedestrian access development. With both studies in mind, a phased approach to the parking/transit dilemma should be considered .

Development Policies -- Circulation and Public Access

1. The following pedestrian connections should be established and enhanced:
 - a. Safe access to the Waterway should be a top priority for pedestrians on the Murray Morgan Bridge by upgrading the existing stairs and providing mechanically assisted access.
 - b. The new Chihuly Bridge of Glass will create an additional pedestrian connection between the Waterway and downtown.
 - c. The 4th Street pedestrian connection between Ruston Way - Schuster Parkway and Dock Street should be strengthened and made safer.
 - d. 15th Street should be made more appealing for pedestrian circulation.

- e. “D” Street, from the Tacoma Dome to the Waterway, should be upgraded to comply with existing design features surrounding the Dome. Safe pedestrian access needs to be provided over the railway potentially with an overpass.
 - f. Additional pedestrian access to the Waterway should be considered at 12th Street, Firemen’s Park, and any light rail locations; and the connection from Pacific Avenue at 23rd Street should be improved.
2. Conflict with the railroad crossing at the south end of the Waterway should be eliminated by a grade separated structure, and consider the introduction of slip ramps from SR 509.
3. All new developments and expansion along the waterfront should include public access. The proposed public access provisions recommended in this plan should be incorporated into the Tacoma *Shoreline Master Program*.
4. Efforts to establish a pedestrian ferry service from Foss Waterway to points on Puget Sound should be supported. The facility should be connected to the downtown via a convenient handicapped accessible (preferably mechanical) pedestrian connection.
5. An integrated Waterway transportation strategy as described in the Implementation section that features pedestrian, passenger ferries, vehicular, and transit connections should be pursued. Elements of the strategy should include:
 - a. Improved pedestrian links, public access, and traffic connections listed in 1 to 4 above in addition to creating a linear waterfront park that encourages public access and enjoyment of the water while allowing a variety of public, private, and environmental uses.
 - b. In the intermediate term, the establishment of a shuttle bus system that loops through the downtown and along the Waterway. This system may be subsidized and need not be a Pierce Transit project.
 - c. The consideration of transit stop design requirements in applicable public and private improvement efforts.
 - d. Periodically revising public and private parking requirements so that auto dependent uses and direct automobile access are de-emphasized over time.
 - e. The provision of frequent Pierce Transit bus service when demand is sufficient in conjunction with the Tacoma Dome Station intermodal transit center. Connection to the multimodal Tacoma Dome Station, which includes express bus, light rail and parking should be emphasized.
6. Street, sidewalk, and landscaping improvements to Dock Street and “D” Street should be pursued. Street sections for these improvements are included in this report. Where public right-of-way is sufficient, bicycle lanes should be included.

Shoreline Use

Optimum Use Principles

Urban shorelines are a precious resource because they must serve a variety of purposes and will always be in short supply. This is particularly true of the Thea Foss Waterway which is the downtown's window on the Sound, home to numerous maritime industries and recreational boating activities, some important natural resources, and an excellent setting for commercial development that promotes the public enjoyment of the shoreline.

Therefore, the Foss Plan's shoreline use concept is principally directed toward integrating a mix of activities that make optimum use of shoreline resources and favors activities that benefit from a shoreline location.

The range of uses on the Waterway should build on the existing maritime commercial and water-dependent recreational uses currently lining the shoreline. Uses may include the development of mixed-use commercial, residential, artisan/heritage/maritime, and recreational uses that are compatible and enhance the waterfront setting.

Development Objectives

Another fundamental shoreline use concept is the mix and integration of uses, access links, and open space into coordinated site developments.

The combination can include commercial, water-oriented recreational, residential (in some cases), pedestrian links, and open space into activity focal points. There are several reasons for this concept. Experience has shown that a mix of activities and features helps to strengthen the viability of shoreline use and significantly adds to the ambiance and character of the waterfront. Some shoreline visitors wish to walk or bicycle over several miles, but studies have shown that many want to enjoy a variety of activities within about a quarter mile radius. By integrating a continuous waterway esplanade with mixed use development, it responds to both needs.

Mixed use implies both having a variety of uses within a building, and a variety of uses within a district. Not all buildings can or should have a variety of uses, but the Waterway should have a variety of uses that encourage living, working, and playing in the same area. The waterway concept presumes a dense, urban environment. This requires a higher proportion of uses, service provision (groceries, laundry, etc.), and offices.

Placing a mixed use, urban concept in a shoreline environment requires a high degree of design review to ensure that public areas and public activities along the waterfront can occur unimpeded, while providing privacy for living and working uses on the Waterway.

Development Policies – Shoreline Use

The following guidelines outline a general approach to the Waterway's development. In addition, this plan includes guidelines and design considerations for specific sites.

1. General:
 - a. Mixed-use at-grade, pedestrian related, development should be encouraged on the west side of the Waterway.
 - b. Development should integrate with circulation links to the downtown and feature a mix of activities.
 - c. Only new uses that are environmentally consistent with preferred activities on the Waterway should be permitted. Uses that cause a nuisance or irritation such as open air paint spraying or noisy nighttime work should be prohibited. All permitted activities should be consistent with environmental objectives to maintain and improve water quality and provide environmentally sound shoreline protection.
 - d. Existing, successful businesses are valuable in that they can greatly help new growth of an area. New developments can be shaped and influenced by the existing successful businesses to help the Waterway's transition to a mixed-use area of water-oriented recreation, retail, and office uses.
 - e. Develop the Waterway with sufficient intensity to offset redevelopment costs and ensure an urban environment with adequate services.
 - f. Place continued focus on the water as an attraction, a circulation means, and a key access point to Tacoma.
 - g. Maximize view opportunities, while protecting views of surrounding uses.
 - h. Emphasize the uniqueness of Foss Waterway as a protected Waterway immediately adjacent to a downtown core, bringing together the attractions of the downtown area, the waterfront, and public spaces.
2. Parks (general):
 - a. Parks should be located and designed to take advantage of special resources such as views, convenient access, proximity to other attractions, attractive shoreline conditions, etc.
 - b. Parks should be provided with more than one mode of access (e.g. pedestrian plus auto plus visiting boat moorage).
 - c. The inventory of parks on the Foss Waterway should provide for a spectrum of recreational activities, provide transient moorage for a variety of boats, and incorporate a variety of landscape and open space design features.
 - d. Passive public open areas should be screened from noise when possible and should provide features for sitting, viewing, picnicking and activities.

- e. Emphasis should be placed on those park activities which are water-oriented and which make best use of the shoreline as a recreational resource.
- f. Given the envisioned linear park configuration, large recreational areas, such as baseball fields, cannot be accommodated.
- 3. Public attractions (museums, aquarium, interpretive centers):
 - a. Locate public attractions on Foss Waterway with preference to those which are water-oriented or relate to the area's history or physical setting.
 - b. Program planning for public areas on the Waterway should include accommodations for arts events, performances, festivals, etc. Cultural and family uses are determined to be "water-oriented." While they do not need to be on the waterfront, they attract people to the waterfront.
- 4. Retail:
 - a. Retail uses should emphasize water-oriented retail including marine supplies, restaurants, small shops, and other uses that allow people to enjoy the waterfront.
 - b. Retail uses should be clustered and incorporated into mixed-use development particularly on the ground floor near pedestrian access points and centers of activity.
- 5. Residential:
 - a. Residential uses should promote a variety of housing types, including live/work arrangements. While affordable housing and subsidized housing arrangements would be allowed, market rate housing will be pursued to increase the diversity of housing offered in the downtown area.
 - b. Residential uses could be provided as part of a mixed use building or as fully residential buildings. However, ground floor residential uses are generally discouraged.
- 6. Non Water-Oriented Uses:
 - a. Non-water oriented commercial uses should be allowed only in combination with water-oriented uses.
- 7. Future Industrial Uses:
 - a. While industrial uses are currently not allowed on the western side of the Waterway, there are uses that are industrially classified that should be considered as possible uses. These uses may be classified as artisan/craftsperson/heritage/maritime and be allowed provided they provide public access through viewing and allow public participation in the activity. In addition, they will be required to minimize odor, noise, risk of fire or explosion, and other potential safety and nuisance issues.
- 8. Boating Facilities:

- a. Boating facilities should be encouraged on the Waterway. Improvements and modifications to existing marinas should accommodate increased public access and consider ways to reduce negative impacts. Open, uncovered moorage should be promoted. New covered moorage on the Waterway should be prohibited.
 - b. Since shoreline and water surface are limited resources, boat launches, visitors moorage, Sea Scouts, boating clubs, crew teams, boat rentals, tour boats, historic vessels open to the public and other boating activities that allow a broad spectrum of the public to enjoy boating should be emphasized.
9. Parking:
- a. All new parking should be located in a structure except for parking necessary to meet the requirements of the Americans with Disabilities Act, loading and unloading areas, and within street right of ways and for public parks. Interim parking may be allowed in some circumstances.
 - b. Accessory use parking may be located off site, away from the proposed development (e.g. parking that serves commercial offices during the week and a park on weekends).
 - c. In the long term, the general policy on the Waterway should be to reduce dependence on automobile parking and increase the use of public transportation and pedestrian connections. (See the guidelines for circulation.)
 - d. Parking concepts for the Waterway may include a single “tray” of parking extending subsurface to a depth of 6 feet, the general depth of the groundwater table (foundation requirements would place the finished floor of the parking at approximately 4’ below grade). This tray would not only be located under the building footprint, but would be encouraged to locate under an entire development site, and potentially under the view and access corridors and portions of the esplanade in accordance with shoreline regulation requirements. Careful attention should be given to how this solution would be consistent with other Plan policies and shoreline regulations supporting and requiring an attractive pedestrian environment, street related retail and active building edge conditions.
 - e. Parking may also be accommodated in the building structure at the same grade as adjacent sidewalks, potentially on several levels, with perimeter retail opportunities as required by the shoreline regulations.
10. Infrastructure:
- a. Current shoreline codes require utility undergrounding. Where appropriate, coordinated roadway improvements and utility installations should be encouraged, including joint trenching. While large utility facilities are not in keeping with the Waterway

design concept, existing storm water and sanitary sewer lines are located in the vicinity, and these uses should not be precluded.

11. Public Market/Vendors:

- a. Public market uses and mobile vendors provide a lively and eclectic atmosphere. These uses should not be overwhelming and should be designed and located to be compatible with the surrounding environment. Location of vendor carts, such as espresso and food stands, should be required to be off the right-of-way. Permitting for festival and show events should be reviewed to streamline process times.

Urban Design

Objectives

The purpose of the urban design component is to enhance the Waterway's visual identity and functional relationships. To this end the following urban design objectives are pursued:

- o Seek design solutions that balance and achieve community goals, including environmental remediation and protection, economic feasibility, adequate infrastructure, structured parking, public use, and aesthetics.
- o Visually unify the Waterway by instituting design standards for construction at the shoreline edge and the street corridors.
- o Enhance the Waterway's visual diversity to provide a broad range of activity, settings, and aesthetic character.
- o Make the Waterway's activities more visible so that facilities are more inviting and circulation patterns more understandable.
- o Build on the Waterway's historic landmarks, physical resources, and maritime character.
- o Inventory of public open spaces should include spectrums of design which incorporate several uses within a small area as well as more general open space.

Below are described the primary urban design ideas and elements.

Development Policies – Urban Design

1. Open space should be located to coordinate with other shoreline development and public access connections to the downtown.
2. Design standards should be established to ensure consistent character where appropriate along the shoreline and the streets encircling the Waterway. Utilize marine and historical character where appropriate.
3. Debris and dilapidated structures along and within the shoreline of the Waterway should be removed.
4. Historical and visual resources including the Municipal Dock, Puget Sound Freight Building, the Murray Morgan, and the waterfront fire

- station should be preserved and enhanced, or rebuilt in a similar structure.
5. Historic markers and design elements that reflect the history and culture of local Native American tribes should be encouraged, where appropriate.
 6. The streetscape encircling the Waterway should have a consistency of size, design, and landscaping. It should provide for comfortable pedestrian circulation and bicycle transportation where possible.
 7. Unused or “left-over” spaces under and around the I-705 freeway, around the Murray Morgan Bridge, and next to railroad lines should be maintained or improved.
 8. Important public views of the Waterway from the downtown should be protected.
 9. The design of public facilities and amenities should include aesthetic elements or artwork.
 10. Public art, historical interpretation, and/or design elements which enrich the area should be encouraged on the Waterway.
 11. Marinas should be designed to compliment and not obstruct public access.

Environmental Quality

Goals and Necessary Cleanup Actions

Improving water quality, cleaning up contaminated sites, and enhancing biological conditions are essential for restoration and redevelopment of the Waterway and its associated uplands. Redevelopment of several Thea Foss Waterway sites may depend on the cleanup of contaminated materials. These materials must be cleaned up before any development is undertaken, but the extent of the cleanup measures have yet to be determined. This uncertainty makes it difficult to assess the development costs of these parcels. In addition, in-Waterway sediment remediation may be required by the Environmental Protection Agency (EPA). The City should work with the EPA and the Department of Ecology (DOE) to investigate this cleanup. The *City Waterway Policy Plan* states the intent to: “Maintain and improve the water quality in City Waterway for the enjoyment of the area as a commercial recreational waterfront through water quality monitoring and other means that may be necessary.” (Index 68.3439) More detailed information on a variety of environmental issues, including plants and animals, noise, water quality and air quality can be found in the *Strategic Plan for Thea Foss Waterway Environment & Redevelopment* and the *Thea Foss Waterway Development Alternatives Plan Final Environmental Impact Statement*.

Natural Resource Restoration

The interface between a vegetated shoreline and the high water mark is critical in maintaining a biologically healthy marine system. When

functioning at an optimal level, this zone acts as a filter for sediments and a habitat for insects and their larvae which in turn provides a food source for aquatic animals, and the detritus from the plant materials is an additional food source. This productive environment should be maintained and enhanced wherever possible.

Development Policies – Environmental Quality

1. The environmental quality of the Waterway and adjacent properties should be improved.
2. Source control should be a high priority when addressing water and sediment quality. It is recognized that source control will require an initial and an on-going effort.
3. The City should continue to conduct source control evaluations and coordinate enforcement actions of any pollution sources which are discovered with the Department of Ecology (DOE) and the Tacoma-Pierce County Health Department.

Waterway Districts

The City's purchase of key parcels of land allows it to dramatically redirect the Waterway's future. The following redevelopment guidelines were developed to direct new development towards achieving the comprehensive goals developed in public workshops and meetings, committee and commission meetings, and City Council study sessions and public hearings. While emphasis was placed on the publicly held lands, guidelines are also included for private properties that should be considered in building and shoreline permit application review.

Four districts are discussed beginning at the furthest northwestern portion of the Waterway, circling around to the southwest end. Discussion under each district includes existing conditions collected from public workshops and field work, analysis, a recommended redevelopment concept, and recommendations for implementation. The east side of Foss Waterway is discussed in a later section. All in-water marine conditions are discussed in the Marine Guidelines section.

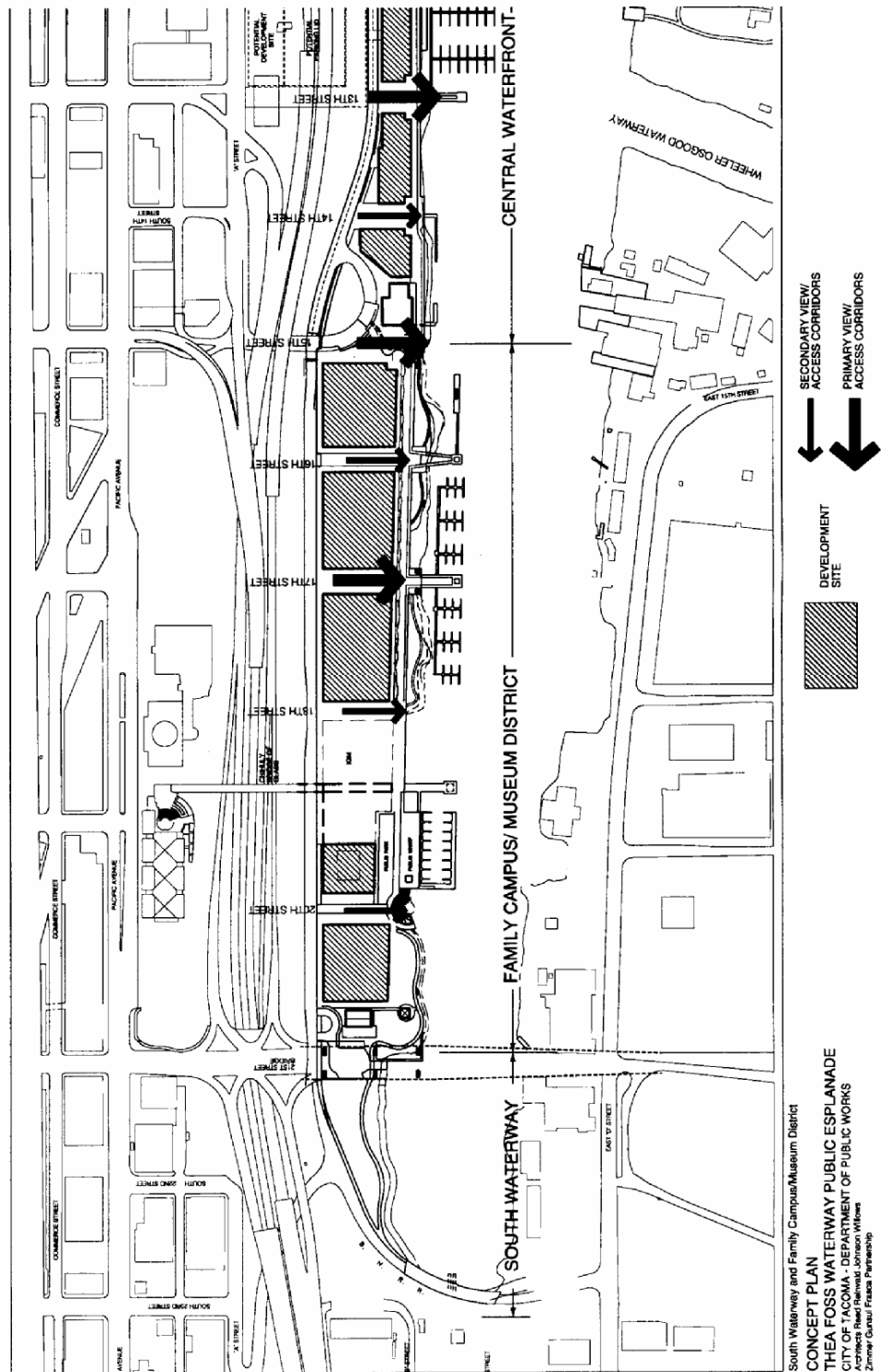
The map on the following page identifies development sites and view/access corridors.

Historic Warehouse District

Existing Conditions

The Historic Warehouse District extends from Thea's Park at the northwesterly extent of the Waterway to the Murray Morgan Bridge. The zone is characterized by high bluffs located to the west, warehouse structures located along the water's edge, the highest concentration of marina uses and a narrow building depth. Pedestrian and vehicular linkages to Schuster Parkway and Ruston Way occur in this zone, as well as links to the north end of downtown and the Stadium District. The Half Moon Yard, where rail cars are frequently stored, is located directly west of the site. A primary access point, the 4th Street Bridge, connects Schuster Parkway to Dock Street.

The northernmost portion of the zone is developed as Thea's Park. The site commands a spectacular view of Commencement Bay and back towards the City. The substantial greenbelt to the west adds to the comfortable feeling of the space.



“The Dock” Building, Puget Sound Freight Building and the Municipal Dock are all existing warehouse structures that were originally part of the “mile long warehouse.” “The Dock” has retail commercial, office, and parking uses within the shell of the historic warehouse. An esplanade skirts along the shoreline in front of “The Dock” and part of its associated parking lot. There is no buffer between the parked cars and the public esplanade.

The Puget Sound Freight Building is currently used by the City of Tacoma for storage purposes and by the Maritime Center for promoting maritime heritage, boat building, and marine science activities.

Totem Marina, a 400-slip marina, extends across the southern end of the area and to the south of the Puget Sound Freight Building. It is a collection of marina and marine storage facilities, a boat hoist, and associated surface parking. There is an existing esplanade in good condition that runs along the shoreline. There is a lack, however, of clear signage indicating the existence of public access. The esplanade could be greatly improved if it were connected with the surrounding public access. Another problem is that cars sometimes obstruct access to the pedestrian esplanade. For the short term, major redevelopment is prevented by lease conditions.

The Municipal Dock is a large warehouse structure located to the north under Murray Morgan Bridge that dates back to Tacoma’s early days. The building is currently vacant. The public walkway down from the bridge connects the Central Business District with the Waterway.

The Murray Morgan Bridge is among Tacoma’s important landmarks. Not only does it physically dominate Foss Waterway’s skyline, but it is important for its historical significance and unique engineering design. The bridge is a registered landmark and reflective of Tacoma’s working waterfront. In the past, the Murray Morgan Bridge served another important function besides carrying traffic to the port; it included a vehicular ramp and a pedestrian ramp and stairway from downtown to the waterfront and mosquito fleet vessels at the Municipal Dock. The construction of the SR-509 has drawn a great deal of vehicular traffic away from the Murray Morgan Bridge.

The Murray Morgan Bridge may be demolished in the future for structural reasons. WSDOT is investigating the redesign and construction of a new bridge, or repair of the existing bridge. If vehicular traffic is precluded it should be considered for reconstruction as a pedestrian bridge across the Waterway, which could augment the connections between marinas on both sides of the Waterway. No marinas will be located under a new Murray Morgan Bridge.

Redevelopment Concept

It is intended that the main warehouse structures (“The Dock” Building, Puget Sound Freight Building and the Municipal Dock) be preserved or be replaced by similar structures, continue with current uses, or be rehabilitated with new adaptive uses.

Alternative development proposals for the Municipal Dock as a multi-use facility with public and commercial uses should be investigated. The Pierce Transit *Downtown Tacoma Center Circulation and Regional Access Study* identified the potential demand for a passenger ferry terminal serving downtown Tacoma. Its central location, pedestrian access to downtown, and historic use make the Municipal Dock an optimum location for a future passenger ferry terminal. Any redevelopment of the Municipal Dock building should not preclude the opportunity for its use as a passenger ferry terminal as identified in the study. It may be that the terminal can share the building with other public uses.

Infill development will occur between the existing warehouses. Minimum height limits for the district are established at the same height as the warehouse buildings. Greater heights may be allowed to achieve more innovative building profiles and greater use of open space. Miscellaneous smaller buildings currently located in the area will eventually be removed and replaced with new structures.

Typical uses in the district will be residential, retail commercial, office, cultural facilities, and “marina village” (uses that support marinas, such as groceries, tackle, marine equipment). Pedestrian and bicycle connections to the Schuster Parkway and Ruston Way waterfronts should be encouraged. Pedestrian connections utilizing the Murray Morgan Bridge should also be created and enhanced. In addition, an enhanced pedestrian (funicular) and open space connection from Fireman’s Park to the Waterway is envisioned.

A breakwater/wave attenuator at the north end of Thea Foss Waterway would allow the expansion of the marina slips further north. It would provide protection from the frequently severe winter storms that have historically created difficulties for the existing marina areas and the shoreline edge. It should provide public access overwater as well as transient moorage as a component of its design.

Recommendations

- o Extend pedestrian path connections from Schuster Parkway and Ruston Way to the park at the northwest point.
- o Support further park expansion, including overwater public access.

West Side of the Thea Foss Waterway

- o Consider the inclusion of a dramatic gateway structure at the Waterway's mouth extending out from the point. A breakwater, pier, or other extension from the point with a feature such as a sculpture, or other vertical element would be a highly visible and desirable landmark.
- o Retain the visually open aspect of the park at the northwest point to the north and east.
- o Improve vehicular, pedestrian, and bicycle connections to transportation facilities along Schuster Parkway. Implement phased and comprehensive improvements to the Dock Street and the esplanade consistent with the design standards.
- o Improve "The Dock" building parking area and esplanade to reflect design standards, historical character, pedestrian needs, and land use opportunities.
- o Bring deck and walkway improvements into conformance with esplanade design standards
- o Develop esplanade at level consistent with ground floor of existing warehouses
- o Encourage additional water-enjoyment uses on the ground floor of "The Dock" building.
- o Maintain and enhance the historical warehouse character of the existing "Dock" building shell.
- o Maintain an esplanade connection at the water's edge along the entire frontage.
- o Develop visitor moorage tie-ups along the margin of the esplanade in this district per the Marine Guidelines.
- o Coordinate improvements to existing and new inwater marinas (per the Marine Guidelines) with related upland development.
- o Plan for conspicuous visible public access to and through all public marinas.
- o Install signage along the sidewalk adjacent to Totem Marina, as allowable, to inform the public of the opportunity for public access along this portion of the waterfront.
- o Assure that new esplanade railings, signs, and furniture are consistent with Foss Waterway standards and are connected to the north with "The Dock's" esplanade and to the south whenever development occurs.
- o Identify existing parking stalls, particularly those related to marinas, and install wheel stops to eliminate the conflict with pedestrians.
- o Coordinate a pedestrian access route between the surface of the Murray Morgan Bridge and the Waterway to be funded, at least in part, by the Washington State Department of Transportation as part of any bridge improvements or reconstruction. The design should incorporate the following elements:
 - A secure, comfortable ramp or stair at least 8 feet wide with covering from the weather, or an elevator as an alternative access.

- Attractive, functional lighting throughout for pedestrian safety and comfort.
 - A prominent entry feature and signage at the upper deck and ground level to advertise the connection. The ground level entrance should be accessible and visible from the sidewalk along Dock Street.
 - Artwork, interpretive display features.
 - Rehabilitation and reuse of the existing automobile ramp where feasible.
 - Adherence to the National Register Rehabilitation Standards.
 - Allowance in the design for the incorporation of a newsstand, coffee center, or small booth at the ramp turnaround.
 - A distinctive color and illumination scheme for the whole bridge. The pedestrian elements should be distinct from the vehicular elements and highly visible from Dock Street.
 - A mechanical pedestrian access system for persons with disabilities such as a funicular, an elevator, or moving walkway. The mechanical system should provide convenient access to the proposed ferry terminal and civic plaza.
- o Develop a secure, comfortable form of mechanical pedestrian transportation between the Northwest end of the Foss and downtown. This could be in the form of an elevator, escalator, motorized, ramps or gondola/tram.

Central Waterfront

Existing Conditions

The Central Waterfront extends from the Murray Morgan Bridge to South 15th Street. The elevation is approximately 60 feet lower than downtown Tacoma. The area consists of undeveloped properties, commercial businesses in one story buildings, and improved and unimproved parking areas used by patrons and workers in this and the downtown area.

Colonial Fruit and Produce and Johnny's Seafood Company are long-established businesses in this area. There is an existing boardwalk along the shoreline but there is no connection north to the Municipal Dock.

The 15th Street ramp provides pedestrian access from downtown via the 15th Street ramp. The Sea Scouts currently occupy Coast Iron Works Building. There is a transient moorage (seaplane) dock. This site has direct access from downtown, encouraging a multi-use concept. 15th Street provides direct pedestrian access from downtown to the waterfront, connecting Pacific Avenue to Dock Street. It also provides a pedestrian connection under I-705.

Redevelopment Concept

In the Central Waterfront, buildings are envisioned as developing with retail commercial, office, and hotel uses.

Strong connections with downtown are envisioned and considered an integral part of future Waterway redevelopment and the continuing vitality of the downtown. Such connections will be strongly recommended as part of any future redevelopment proposals for this area. Development of additional pedestrian links, possibly including a “lid” over the railroad and freeway perhaps along the 12th Street corridor, is a consideration.

The use of the public property south of the Murray Morgan Bridge adjacent to the primary pedestrian access to the downtown should be predominantly mixed-use. Since the parking on the site is accessory to Totem Marina which is intended to remain, the parking will remain in the short term. Future lease agreements with the marina should respond to reconfiguration of the marina. Any proposals for this property should integrate with the pedestrian esplanade, the Municipal Dock, and waterfront uses, but also address the future of the marina.

Recommendations

- o Investigate alternative development proposals for the area south of the Murray Morgan Bridge.
- o Incorporate the esplanade as a top priority feature on the area south of the Murray Morgan Bridge.
- o Make accommodations for enhanced pedestrian connections at 11th Street and potentially at 12th Street. Encourage strong connections with Downtown Tacoma as part of any future redevelopment proposals for this area.
- o Incorporate a future transit stop into the area south of the Murray Morgan Bridge. The transit stop may serve both the Municipal Dock and the south bridge area.
- o Maintain the Sea Scouts, an important historic resource on the Waterway, and its associated cultural center in either their current location or in an alternate feasible site on the Waterway.
- o Require public access components in all improvements.
- o Investigate the relocation of Johnny’s Seafood Company and additional alternative uses compatible with the Johnny’s Seafood Company site.
- o Retain and enhance the existing seaplane and transient moorage dock at 15th Street.
- o Maintain and enhance the esplanade and the pedestrian link to Dock Street and the 15th Street ramp.

Family Campus

Existing Conditions

The Family Campus extends from South 15th Street to South 21st Street (SR-509). It contains the largest developable area on Thea Foss Waterway. The area is strongly influenced by the uses to the west, which include the Union Station, federal courthouse complex, the new Washington State History Museum, and University of Washington-Tacoma. There is limited grade separation to the west, although it increases in the north end of the area.

The north end of the area is a vacant site approximately 1080 feet in length with a temporary asphalt esplanade and a limited number of paved, off-street public parking spaces. To the south, the City View Marina (acquired by the City of Tacoma) is opposite Union Station. It has a temporary office building, a 40-slip marina (Morris Marina site), and associated off-street parking. This site has been remediated for known or potentially contaminated waste. Albers Mill is a vacant, 5 story brick building adjacent to the south. The Harmon site, north of the new SR-509 bridge, is currently vacant. The new SR-509 has been constructed in the South 21st Street right-of-way as an elevated bridge and provides direct connections between downtown Tacoma, the Port of Tacoma, and Northeast Tacoma.

Portions of the property in this district are subject to property restrictions limiting uses of the property to public open space and recreation, which is a result of their acquisition with state Interagency Committee for Outdoor Recreation (IAC) funds. These properties include an approximately 60-foot wide upland waterfront strip across all properties in the district (excluding the Morris property), the southern portion of the Harmon property, and a portion of the South 21st Street right-of-way.

Redevelopment Concept

This zone is envisioned as a “family campus” area, supporting retail commercial and cultural family uses. A prominent feature of the area will be the International Glass Museum proposed for the Morris site across from the Union Station complex. A significant public gathering space at Albers Wharf and a park just north of SR-509 with a wooden boat center, boating education facility, and a rowing shell house will also support family and marine uses. Additional features might include theaters, museums, and in-water facilities.

This district is also designated as an area for retail commercial, office, hotel, and residential uses in a mixed use building configuration. Strong

emphasis is placed on residential development. Substantial public open space in the form of an enlarged esplanade, and public art features are currently being designed and scheduled for completion by Fall 1999. Improvements to Dock Street will be completed with esplanade design.

The City has long sought to link Union Station with the Waterway. I-705 was designed to accommodate a pedestrian bridge or lid. The Chihuly Bridge of Glass (a pedestrian bridge) will be built extending over I-705. The western end of the bridge will be located between the Union Station and the proposed Washington State Historical Museum at South 19th Street and the eastern end of the bridge will connect with the new International Glass Museum. The bridge will be a prominent feature and primary pedestrian access to the Waterway.

Recommendations

- o Design the public esplanade and open space to encourage the public's use and enjoyment of the waterfront.
- o Encourage visitor moorage in the area as part of a tourist/recreational attraction. Retain open water adjacent to the shoreline along a portion of the area. South of 18th Street, marinas are prohibited, although transient moorage is allowed.
- o Substantial portions of the area should be landscaped public space.
- o Encourage required open space to have a park-like character with landscaping, lawns, plazas, and seating, with optional children's play areas and other amenities.

South Waterway

Existing Conditions

This area extends from South 21st Street (SR-509) around the end of the Waterway to East "D" Street. It is an irregularly shaped area that is undeveloped or developed with passive-use parks. The northern portion is dedicated for park purposes, and the southern portion is currently developed as a small park. The middle section is privately owned. The area is oriented toward the Tacoma Dome and commercial and light industrial uses in that area.

At the end of the Waterway are the "twin 96ers," two 96-inch storm drain pipes that drain the South Tacoma/Nalley Valley area and the Portland Avenue area, including I-5.

Redevelopment Concept

Redevelopment of this area envisions improved open space and recreational uses for the publicly-owned property. The area under the SR-509 bridge will be developed so that it is aesthetically pleasing and

becomes a significant open space feature on the Waterway. Privately owned land will include office and retail commercial uses.

This area will be subject to environmental restoration and habitat improvement activities. Such uses could be included in future stormwater management activities at the end of the Waterway and beyond.

Recommendations

- o Consider shoreline restoration projects as a complement to existing recreation and open space uses.
- o Consider using the space under the 509 Bridge for public surface parking to support the open space and public access.

Design Guidelines

Scope

The Design and Development Guidelines for the Thea Foss Waterway presented here are the result of a joint effort between the Planning and Development Services Department and the Public Works Department, under the direction of the City of Tacoma Planning Commission, to provide a design document that reflects prior public processes and will work effectively in a regulatory and development environment. The Design Guidelines have been coordinated with all changes to the shoreline regulations and Thea Foss Waterway Design and Development Plan. These Guidelines are not static, and will likely change over time to further clarify issues, provide additional specificity, or address unanticipated situations.

These Design and Development Guidelines are intended to be used for public and private properties on the west side of the Waterway. The east side of the Waterway will not be subject to these design guidelines, but will instead follow the existing shoreline regulations and design policies, will be used by City staff and PDA Urban Design Review Committee in evaluating permits for projects on public and privately owned property on the west side and will be used by the Public Development Authority to work with developers on project design. Specific development requirements are listed in the City of Tacoma *Land Use Regulatory Code*.

Key Design Issues

Public and private redevelopment efforts on Thea Foss Waterway will create a gateway to downtown waterfront, a lively, visually exciting mixed use district for living, working, and playing. Visually and physically, the Waterway is connected to, and joins together, surrounding districts. The Waterway's historic past and working waterfront are combined with new cultural, recreational, residential, office, and retail uses to create a lively, urban environment. A linear waterfront park links together a variety of attractive, ground level public activities and uses accessible to all of Tacoma's citizens and to the region. Environmental cleanup and protection measures have been integrated into redevelopment, creating a safe, healthy and sustainable environment.

Key Design Objectives

1. Promote diverse and quality pedestrian-related development that highlights the rich cultural, natural, and maritime history of the waterway as well as its rich cultural and natural history.
2. Optimize real and perceived access to, along, and from the Waterway with a variety of public spaces.

3. Design safety, comfort, and artistic spirit into public and private improvements.
4. Create a waterfront area that can be enjoyed by all the citizens of Tacoma.
5. Provide variety and interest in the design of spaces and buildings.
6. Emphasize the interconnection between the water and upland development.

Public Spaces

Circulation and Public Use Areas

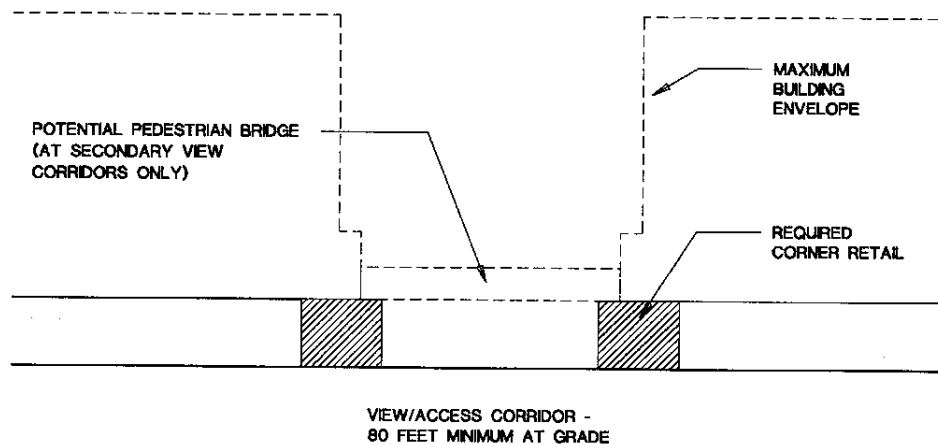
Pedestrian and vehicular accessways should be designed to connect all areas of the Waterway. Continuous public access and circulation should be established along Dock Street, the esplanade, and within the view/access corridors, and these areas should be utilized to establish linear design continuity along the Waterway. The principle public space is the shoreline esplanade, which will connect to the Ruston Way shoreline park system, supported by view/access corridors aligned with the downtown urban street grid. Access to the Waterway should be strengthened and a variety of ways to link the Waterway to other areas developed, including pedestrian bridges, water circulation and transit. All public access ways will be handicapped accessible.

Dock Street

The development objective for Dock Street is to strengthen connections to the Waterway, design a different roadway configuration within the existing right of way without expanding roadway capacity, and provide for “alternative” transportation such as transit, pedestrians, and bicycles.

Dock Street is the only road along the western side of the Waterway, running in a north-south direction with vehicular access points at 4th Street, South 15th Street, South 22nd / “A” Streets, and at East “D” / 23rd Streets. It is bounded by railroad tracks on the west side. Current right-of-way varies from 40 to 75 feet in width. The roadway realignment will seek to provide a new alignment within a 40 foot right of way from the north end of the Waterway to 11th Street, and a 60 foot right-of-way for the remainder of Dock Street.

A schematic design for Dock Street establishes a configuration with one combined vehicular/bicycle lane in each direction with adjacent parallel or diagonal parking where space permits. Future design development of Dock Street should preserve opportunities to provide the following characteristics:



Modulation requirements widen view/access corridors at upper levels of adjacent development.

Guidelines

- o Do not expand roadway capacity with any additional through lanes, but allow vehicular traffic congestion to increase.
- o Connect bicycle and pedestrian routes to other city-wide routes and to the esplanade.
- o Find opportunities for increased surface public parking in the right-of-way.
- o Provide grade separated crossing at East “D” Street over the railroad tracks.
- o Do not allow further expansion of railroad right-of-way. Work with railroad to locate parts of road design in railroad right of way.
- o Allow vacations of street right of way to expand developable areas.
- o Design in adequate transit facilities, including handicapped accessible transit stops and possibly transit turnarounds.
- o As a long term feature, consider a lid structure for development and/or parking over the railroad right of way, and providing sound barriers adjacent to the railroad.
- o Integrate the following minimal widths for roadway features:

Parallel Parking:	8 feet
Transit Unloading Area:	8 feet
Combo Bike/Auto Lane	15 feet
Landscaping	4 feet (min 32 square feet surface area for street trees)
Angle Parking	17 feet
Street Vacation	Excess ROW - Varies

- o Provide for street design, including landscaping, lighting, and street furniture that is consistent with Thea Foss Waterway Site Elements standards.
- o Provide for safe, well-lit on-street bicycle and pedestrian traffic in both directions.
 - Primary sidewalk material is to be concrete, but other all-weather surfaces such as pavers or brick may be utilized to create design features.
 - Landscaped areas are to provide a minimum four seven foot width and adequate height and breadth allowance for growth and size at maturity. Landscaping materials are to be primarily low-growing plants and trees with canopies beginning above pedestrian eye level to preserve pedestrian views, unless utilized specifically for screening purposes. Plant materials are to be located and of a type to limit visual obstructions to the Waterway or other viewpoints.
- o Minimize vehicular access points to Dock Street from development sites.
- o Improve existing access points directly to Dock Street and on adjacent streets to reduce traffic obstructions from railroad crossings and future congestion.
- o Clearly mark and sign all pedestrian access points and non-glare safety lighting.
- o Locate underground utilities within the right-of-way so to remove visual clutter, and where feasible, in shared trenches.
- o Design and locate comfortable, safe, handicapped accessible transit shelters.

View/Access Corridors

View/access corridors between Dock Street and the shoreline edge, and generally aligned with the extension of the urban street grid are established in the City of Tacoma *Land Use Regulatory Code*. These are not dedicated rights of way, but are intended to provide regular, fixed view/access corridors, allow light to the Waterway, and provide access corridors that can be used by the public. They provide visual access across the west side of the Waterway, between downtown and the east side.

Primary view/access corridors are established at the alignment with 13th, 15th, and 17th Streets. Primary corridors may not be reduced in width and are fixed in location but may be moved 25 feet in either direction to accommodate site development.

Secondary view/access corridors are located immediately south of “The Dock” building, north and south of the Puget Sound Freight building, north of the Municipal Dock building, and at the alignment of South 9th, 12th, 14th, 16th, 18th, and 20th Streets. Secondary view/access corridors may be moved to accommodate site development if specific criteria area met, although the total corridor width must not be reduced.

Guidelines

- o Development within the air rights over secondary view/access corridors at 16th and 18th Streets may occur per the City of Tacoma *Land Use Regulatory Code*.
- o In water view corridor extensions are not to be relocated. These areas can be improved with public piers, docks, and wharves. Limited short term vehicular access may be permitted to access moorage.
- o View/access corridors shall provide a minimum 10 foot accessible improved walkway surface from Dock Street to the esplanade, lighting and street furniture that complements the adjacent esplanade design in materials, colors and design, and is internally consistent within each corridor.
- o Lighting and street furniture shall be located at regular intervals, reflecting public entrances, security, and public access.
- o The width of the view/access corridor should be improved with landscaping or suitable surface treatments. This may include areas for public use and recreation.
- o Landscaping materials should be low growing.
- o Tree canopies should begin above the visual sight lines of pedestrians and should not significantly obstruct views to the water for pedestrians or for building occupants.

Esplanade

The “esplanade” describes the waterfront area that includes public walkways and all landscaped or public activity areas, as well as overwater boardwalk and pier features on the waterward side of all development, and is dedicated for full time public use. The existing and planned parks provide larger public access areas. The design and development objective for the esplanade is to create a linear shoreline park along the length of the west side. This park would allow public access and circulation to and enjoyment of the water and development along the waterfront, and encourage active and passive public recreation, including festivals. The esplanade should establish a connected, linear design that unifies the Waterway and joins together larger park spaces, and also relates to the design and activity of upland development and in-water uses. The esplanade is intended to be an inviting, lively, safe public use area that is enjoyable year-round and in all kinds of weather.

- o Buildings are generally not allowed in any designated waterfront esplanade, except that weather protection features, public art, or areas provided primarily for public access such as viewing towers may be located in or over these areas.
- o Temporary vendors may also locate in the esplanade.
- o An open air, second level deck may extend 8 feet over the esplanade if that area is used strictly for public access and viewing, is designed as a weather protection feature underneath, and provides a minimum of 10’ clearance from the esplanade below.
- o Paths within the esplanade should accommodate a variety of users, including walking, jogging, biking, and rollerblading.
- o Where available space is limited, such as the front side of the existing warehouse buildings, it is preferable to have wheeled traffic located in an alternative route, such as along Dock Street, rather than sharing the esplanade with pedestrian traffic.
- o The esplanade is to be a minimum of 20 feet in width on the waterward side of all development, and dedicated for full time public use.
- o Walkways should be of a durable all-weather surface material such as concrete, pavers, bomanite and others as appropriate, but not asphalt.
- o Landscaping within the esplanade area should promote public enjoyment and recreation, and include lawn areas and low-growing shrubs or flower beds.
- o Trees should only be provided where they enhance the viewing environment, rather than creating significant view obstruction for pedestrians and water-side building occupants, or where they are utilized for screening purposes.

- o Esplanade design should incorporate features for safety and night time uses, including lighting.
- o It is preferred that public restroom facilities be provided in buildings on development sites rather than as separate structures in the walkway.
- o Paths within the esplanade should be designed to safely accommodate a variety of users, including walking, jogging, family biking, and rollerblading.
- o Where available space is limited, such as the front side of the existing warehouse buildings, the preferred location for wheeled traffic is along Dock Street, rather than sharing the esplanade with pedestrian traffic.
- o Refer to the Marine Guidelines' *In-water View Corridor* and the *Habitat and Environment* sections for design guidelines of overwater esplanade and structures.

Community Gathering Places

Community Gathering Places are areas along the esplanade that have increased depth and width, and are intended as public gathering spaces. Improvements such as plazas, courts, open air amphitheaters, or concert stages can be placed at these locations. These sites would be ideal spaces for public festivals and events.

The pierheads and the intersection of the view/access corridors and the esplanade are the preferred locations for community gathering places, as these locations have already designated depth and width, and are at sites where light will be available for the longest period of time, are highly visible, and have views of downtown uses available. However, community gathering places may also be developed on the waterward side of development sites, particularly where they enhance the development use. Construction of significant visual structures, such as art, fountains, or viewing towers are encouraged at the community gathering locations, particularly in the primary view/access corridors where they do not obstruct public access and may be visible from downtown locations.

Guidelines

- o Allow the development of community gathering place improvements the full length of the view or access corridor.
- o Community gathering places are to be designed to allow continuous unobstructed public access.
- o Community gathering places are to include lighting, furniture, materials, and designs that are compatible with those used on the esplanade.

- o These areas are to be designed to be exciting and identifiable, which could include the use of art or fountains, using surface materials such as brick, patterned concrete and pavers, and providing changes in grade to provide interest.

Linkages

The grade separation, road and railroad development and the water have separated the Waterway from surrounding districts, and existing access is of poor quality or not available. Visually and physically reconnecting the Waterway to surrounding districts is an important circulation and design feature identified in all public processes. These connections should include vehicular, pedestrian, transit, and bicycle modes. In developing these linkages, joining transportation modes should be considered, but generally these different modes can be developed within a single project but should be physically separated for safety considerations.

New development projects should review these potential linkages, and determine if their development would limit or eliminate these linkage options, or if these options can be incorporated into the development design.

It is not intended that direct access from any of the adjacent freeway systems be provided to Dock Street. The priority vehicular improvement would be a grade separated crossing at East “D” Street and 23rd Street, where current and future railway activities block vehicular and pedestrian access. This overpass could also be coordinated with an off-ramp system from SR 509 to East “D” Street.

Bicycle development should connect to existing formal and informal bicycle trails, including the Ruston Way-Schuster Parkway system, and to the Puyallup Levee Trail project currently under development. Transit connections between the waterway Ruston Way, the Commerce Connection transit-station, other downtown uses and the multimodal Tacoma Dome Station. Without a grade separated crossing at East “D” and 23rd Streets, transit services will require a turnaround. Connections to light rail and commuter rail lanes should also be encouraged.

Pedestrian Linkage Guidelines

- o The railroad activities noted above also block pedestrian crossings to the Tacoma Dome District. Any grade separated vehicular crossing should strongly consider incorporating separated pedestrian connections. Alternatively, pedestrian

crossings over the railroad tracks and Dock Street could occur at the south end of the Waterway.

- o Existing pedestrian connections at South 23rd Street, South 15th Street, on the Murray Morgan Bridge, and along 4th Street should be improved through additional lighting and signage.
- o Locations for new pedestrian crossings from downtown to the Waterway are identified at the extension of South 19th Street, South 12th Street, and South 8th or 9th Streets, and continuing beyond to link to light rail facilities.
- o A long term design solution identified has been the creation of a full lid bridging the freeway and railroad, that could accommodate structured parking, provide air rights for development, and create a pedestrian link to the downtown. While this concept could work in a number of places, it was most fully explored directly south of the Murray Morgan Bridge.
- o Pedestrian connections to Ruston Way should also be improved along Schuster Parkway.
- o A mechanized connection, such as a funicular railroad, should be explored as a connection between Fireman's Park and the Waterway.
- o Any potential downtown connector lid over the freeway and the railroad should include pedestrian linkages.
- o Pedestrian connections along Schuster Parkway to Ruston Way are to be improved with additional width where possible, lighting, and safety features.
- o Existing pedestrian connections at South 22nd Street, South 15th Street, on the Murray Morgan Bridge and along 4th Street should be improved with additional lighting and signage.

Water Linkage Guidelines

- o Water access to the upland developments are encouraged.
- o Water taxis, passenger ferry, and tour boat activities are encouraged.
- o Visitor moorage opportunities are encouraged. See Marine Guidelines.

Common Public Amenities

Within Dock Street, the view/access corridors and the esplanade, some public amenities should have a common design to provide continuity to public spaces. Common elements include lighting fixtures, paving, benches, trash receptacles, and railings in public areas and are fully described in Site Element Design Standards.

Guidelines-

- o Along Dock Street, it is strongly preferred to have the same or similar public amenities.

- o All of the public amenities within each view/access corridor shall be the same, and shall be compatible with amenities provided on Dock Street and the esplanade.
- o Along the esplanade, similar public amenities should be provided. However, the design of public amenities may be defined by the character of each “zone” (described in the compatibility section). In addition, public amenities may be changed adjacent to a specific development where it can be demonstrated that it continues the design theme of the development, and is compatible with the public amenities provided in the esplanade on either side of the site.
- o Continuity may also be expressed through the regular placement of public amenities.
- o The standard public amenities are not required in those areas where public art or significant design features are used to provide a use equivalent to these amenities (such as lighting or seating) and meet the public use intent of those amenities.
- o The use of public art is encouraged in parks, the esplanade, view/access corridors, and along Dock Street. It is also encouraged on development sites.

Public Signage

Clear and consistent signs should be provided directing the public to the esplanade, civic buildings, community gathering spaces, and public parks. Signs should be located, oriented, and scaled primarily for pedestrian use. Vehicular signs should provide direction and information regarding public parking opportunities and relate to relevant civic buildings, community gathering spaces, or parks.

Guidelines

- o Develop a comprehensive signage system, initiated and coordinated with the design development of Family Campus segment of Dock Street and esplanade improvements.
- o View/access corridors should be identified at Dock Street with standard street sign poles identifying both the street and the appropriate view/access corridor (i.e. 16th Street). These street poles should also include a directional sign to the Thea Foss Waterway, incorporating the Thea Foss Waterway signature logo.
- o Directional and location signs, located at each civic building, community gathering space, and parks, should identify other similar facilities along the Thea Foss Waterway Esplanade. The following locations should be identified:

Thea’s Park

West Side of the Thea Foss Waterway

- Commencement Bay Maritime Center (Puget Sound Freight Building)
- Funicular Railroad/Fireman's Park/Central Business District
- Municipal Dock Building
- Murray Morgan Bridge/Central Business District/East Side of the Waterway
- Heritage Park (if developed)
- 15th Street Bridge/Downtown Tacoma
- Tacoma Aquarium (if developed)
- International Glass Museum
- Chihuly Bridge of Glass/ Union Station, Washington State History Museum, University of Washington
- Albers Wharf
- Albers Mill (if developed as a civic building)
- 21st Street Boathouse
- Park at south end of Foss Waterway
- Tacoma Dome
- Tacoma Dome Station (multimodal transportation center)
- East Side of the Waterway
- o Informational, educational, and interpretive signs relating to the history of the Thea Foss Waterway and Tacoma maritime history should be considered. Such signs should be kept small and simple.

Public and Private Building Development Sites

Site development must reflect a variety of design and use objectives intended for Thea Foss Waterway. A mixed use environment is encouraged along the Waterway and within buildings. Site layout and design should minimize the potentially adverse impacts of an urban environment and promote safe, clean and accessible developments. Specific requirements of building developments are listed in Section 13.10 of the City of Tacoma *Land Use Regulatory Code*. Buildings will reflect a narrower profile as height increases, to reduce view and light impacts. Transition areas will be provided between public and private spaces.

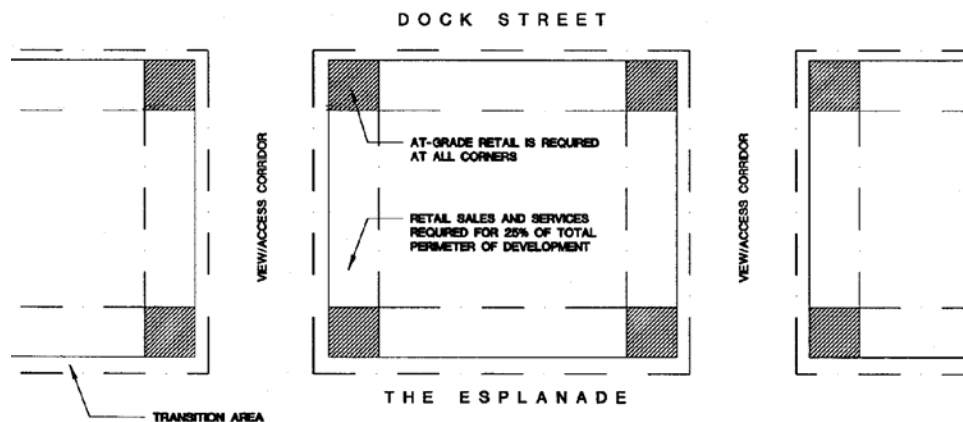
Twelve “*development site*” areas bounded by Dock Street, designated view/access corridors, the esplanade, are defined by the Thea Foss Conceptual and Schematic Plans and Section 13.10 of the City of Tacoma *Land Use Regulatory Code*.

Guidelines

- o The ground level, Dock Street side of buildings should provide opportunities for at-grade level retail uses, particularly at the development corners.
- o Buildings should be located and designed to give the appearance of a consistent distance from Dock Street. This does not have to be the entire building edge; it can be provided through an extended building point or edge, by an extended canopy area, through landscaping or entrance markers.
- o Buildings, particularly at the ground level, should be designed and occupied with uses that create an exciting pedestrian environment.
- o Each building should establish an individual design, but utilize the characteristics of the waterfront environment and surrounding districts to ensure compatibility. Building materials, exterior design, and shape should be used to support these objectives.
- o Building development is encouraged adjacent to the esplanade and view/access corridors to provide ground level uses that are pedestrian friendly and publicly accessible. These uses need not abut the esplanade, but the transition area should extend the walkways and public use features of the esplanade to the building edge. These areas should use compatible landscaping, materials, lighting, and furniture to that used in the public areas, but are allowed to demarcate the transition area by different design features.
- o Residential uses, non-water oriented uses, and uses that are not pedestrian friendly are discouraged from ground level development

West Side of the Thea Foss Waterway

- adjacent to esplanade or view/access corridors. Where open space is provided around buildings, it is preferred to have buildings locate closer toward Dock Street, providing open area on the water side.
- o Waterside uses within the building should be designed to promote the enjoyment of the water.
 - o Public entrances of all buildings, parking areas, and other areas within a development site that are used by the public shall have pathways connecting these sites to the public circulation areas (Dock Street, the esplanade, or a view/access corridor).
 - o All building sides facing public circulation corridors should provide ground level design features to create a pedestrian scale environment. This may include canopies or awnings, other weather protection features, or movable landscaping such as container gardens or window boxes.
 - o Location of uses within a building should consider the surrounding uses and activities within the building, in surrounding developments, and in public circulation areas. Potential conflicts between uses from light, glare, noise, odors, or hours of operation should be avoided to the extent possible by providing either vertical or horizontal separation between uses, or providing physical screening through landscaping, building construction, or building location.
 - o Walls or fences to separate public from private areas should be a maximum of four foot high, and should be of concrete, brick, metal, or other materials as approved (but not chain link). Any portion of a fence exceeding four feet in height shall be “transparent” to provide visual access to the development. Taller fences may be provided for screening such items as mechanical equipment or refuse containers.



Development will support at-grade pedestrian activity by providing retail sales and services accessible from public spaces such as the esplanade, view corridors, and plazas.

Transition Areas

Transition areas are those areas between the public circulation areas and buildings within the development sites. These are important design areas that are visible to the public and are intended to be a lively, pedestrian-oriented ground level environment. The design of these areas should link together developments with public circulation areas through the use of compatible design, and provide a seamless transition from a public to a private area.

Guidelines

- o Transition areas should be enhanced with artwork, fountains, landscaping, plazas for public and private uses, or other similar features for public enjoyment, either actively or visually.
- o Transition areas should be the preferred location for uses such as outdoor dining or outdoor display for private users, to minimize interference with public access.
- o Ground level retail should be oriented to the exterior of buildings and provide shopping opportunities for the pedestrians.
- o Specialty landscaping is allowed in the transition areas to allow the design of a development to be further emphasized and enhanced.

Building Height

The intent is to establish appropriate building heights relative to the scale of buildings in the downtown area and the topographic break adjacent to the waterfront. Minimum and maximum height limits are established in Section 13.10 of the City of Tacoma *Land Use Regulatory Code*.

Minimum height limits were established to deliberately require a certain level of development intensity, recognizing the value of the property.

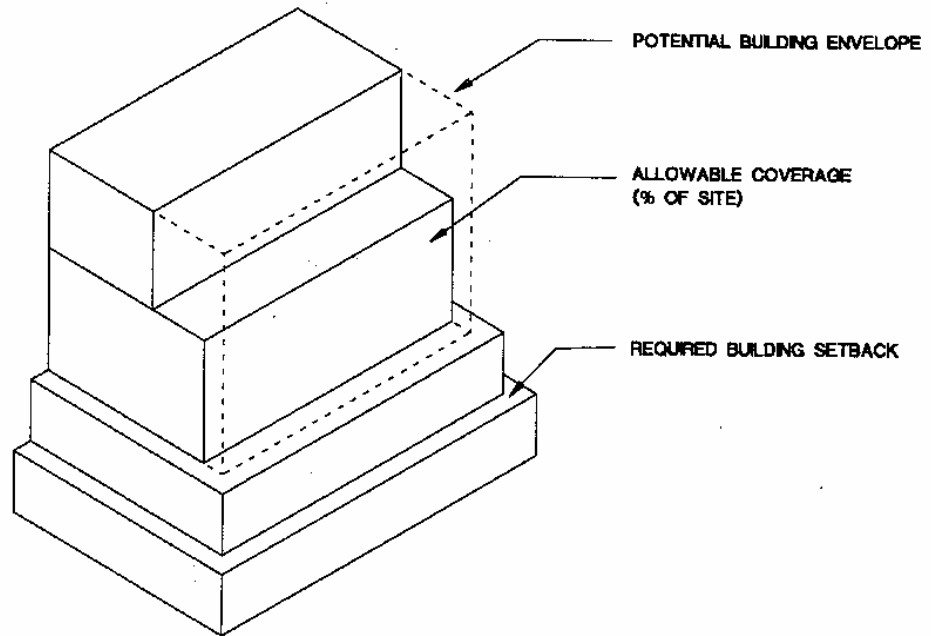
Maximum height limits have been established in each zone along the Waterway. As buildings get higher it is intended that narrower building profiles occur.

Pedestrian bridges, “lids,” or other features that connect the Waterway to the surrounding environment are likely to exceed the height requirements of these areas. Approving height variances for these structures is supported, provided that these structures provide public viewing features, and the height of structures on the bridge deck does not create significant view impairment for surrounding uses. These features may touch down on

development sites or within view/access corridors. When located within view/access corridors, care should be taken to preserve access and views from Dock Street and to provide safe, usable space under the bridge.

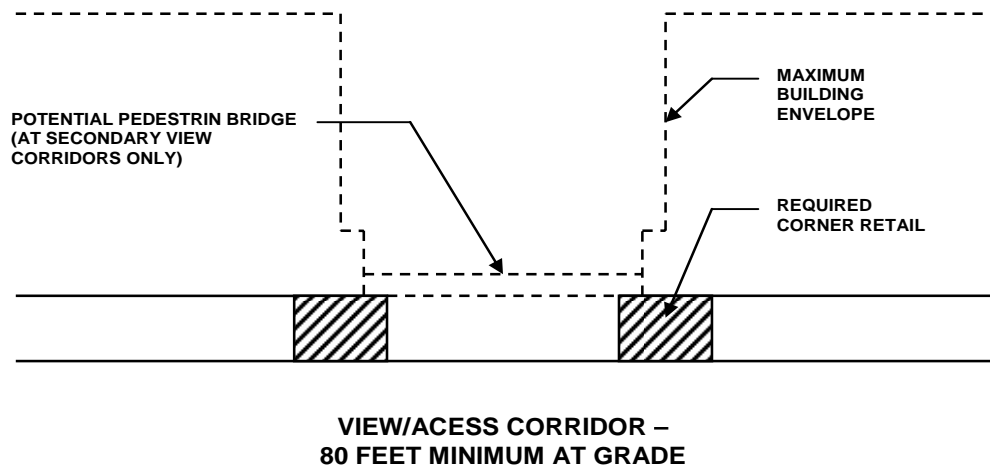
Guidelines

- o Buildings should be designed to present a narrower east west profile as height increases to reduce view and light impacts.
- o Buildings should incorporate horizontal relief and modulation to further reduce the perceived building mass.



Buildings are required to set back from the esplanade and view/access corridors at upper levels. Designs will vary within a maximum envelope.

Building Envelopes



Modulation requirements widen view/access corridors at upper levels of adjacent development.

The intent of building envelope consideration is to reduce building bulk and increase the width of view/access corridors as building height increases. The building envelope is not the building itself; these requirements do not mandate that buildings provide modulation. Building envelopes are established on each development site to identify the area that future building development can occur in, with the intent to reduce building bulk and increase the width of view/access corridors as building height increases. These envelopes are established through the height limits, and requirements to reduce the building envelope adjacent to the esplanade, Dock Street, and to progressively increase the width of the view/access corridors with increased building height.

Guidelines

- o Where buildings modulate or provide a terraced appearance beyond that required by the modulation specified for building envelopes, it is preferred that this modulation occur on the water side and the north and south or side of a building rather than the street side.

Building Orientation

Careful consideration of building orientation is to be provided so to minimize view blockage, maximize views, and optimize the use potential of each development site.

View Considerations

The natural topography and manmade structures in and around the Waterway provide opportunities for numerous views. The building height limits and view/access corridors established in the regulatory process were intended to mitigate view impacts to surrounding uses. Each new development should consider a variety of views, including its own orientation to maximize views, and the impact to surrounding views, including view from other sites on the Waterway, views from surrounding locations to the Waterway, and views available to surrounding properties that may be affected by development of the Waterway. While numerous views are available, the most critical views are of Mount Rainier, Thea Foss Waterway, Commencement Bay, Union Station/State Historical Museum, the territorial view of the port industrial area, and downtown Tacoma views.

Shading Considerations

Minimize the shading effects of developments on the Waterway. The location, topography, and north/south orientation of the Waterway create early afternoon shadow conditions on the waterfront edge nearly year round, and development height or location has a limited impact on shadow casting on the shoreline edge, although it does effect overwater shading.

Guidelines

- o New buildings should be oriented to maximize view opportunities.
- o New buildings should identify impacts to surrounding uses and minimize adverse impacts to the extent possible, recognizing that development will inevitably block some views.
- o View impacts to future development sites on the Waterway should be reviewed and minimized.
- o Increasing available light to public use areas and within structures should be considered in building orientation, location, and shape.
- o Consider building orientation and modulation on building sides to allow additional light to penetrate to public use areas, specifically the waterfront area.
- o Provide for lighting and design features on the waterward side of buildings and in public areas subject to early shading.
- o Orient buildings to allow sunlight into buildings.

Design Compatibility

Buildings along the waterfront are intended to maintain design individuality, and are not intended to be designed with a strong unifying theme. Design continuity will be established by a cohesive linear design on Dock Street and the shoreline esplanade. However, the Waterway is considered the hub connecting surrounding districts and reflects the Waterway's maritime heritage.

To provide compatibility, esplanade design elements from the Waterway, adjacent districts, and existing structures shall be incorporated into all new developments to demonstrate compatibility. Design elements can include use of similar materials or colors, and integration of building shapes or building features. It is not intended that portions of existing buildings be replicated; instead, creative, subtle integration of these elements is the objective.

The areas around the Waterway have distinct design elements, as follows: The eastern edge is the Waterway itself, which supports recreational and commercial marine uses, and across the Waterway are existing industrial and commercial uses, many of which continue the "working waterfront" heritage for the Waterway. North of the Murray Morgan Bridge, the existing warehouse structures provide strong design elements of long, linear structures, wood and pitched roofs.

Immediately south of the Murray Morgan Bridge, the downtown business core provides tall, square buildings that are masonry, concrete, stone, and glass.

Areas south of 15th Street are strongly influenced by Union Station, the Washington State Historical Museum and the University warehouse district. Brick, glass and both square and arched structures are present.

Design and Development Criteria

Where a cluster of buildings is proposed for a single development, they will be reviewed for internal compatibility. While buildings are not required to look identical, they should maintain a common design theme, and provide continuity and/or a logical transition in building bulk, shape, and height between buildings.

Common design themes should be demonstrated in building design, materials, exterior treatment, roof pitches, colors, building separation, and orientation of buildings to each other. Development clusters must provide for internal pedestrian circulation, circulation to parking and public use areas.

Compatibility between non-related buildings located on the same development site may be established by providing a similar design theme, and similar or a logical transition in building bulk, shape, and height between buildings. Building separation shall be established by adopted building and fire codes.

Public Benefit Provision

In instances where development may adversely affect public access, views, or use of designated areas, public benefits may be provided to offset these impacts.

Instances of development impacts could include, but not be limited to, moving view/access corridors, increasing building height, or restricting hours of access.

Public benefit features could include additional public access or public viewing areas, additional public amenities such as street furniture, enhanced landscaping, public art, public plazas, or fountains. Approval of these features would be based establishing a connection between the public interest affected, and the public use provided by the benefit, the degree of the impact, and the physical location of the impact and benefit features.

Guidelines

- o Similar design themes should be demonstrated in building design, materials, exterior treatment, roof pitches, colors, building separation, and orientation of buildings to each other.
- o Any adaptive reuse, rebuild or rehabilitation of the “The Dock” building, Puget Sound Freight, and Municipal Dock is to maintain the

design themes established by these buildings, including materials, roof pitch and building shape.

- o Buildings located immediately adjacent to “The Dock” building, Puget Sound Freight, Municipal Dock and the Albers Mill building shall provide compatibility through significant physical separation, or integration of design themes from existing buildings into new building design, and continuity and/or a logical transition in building bulk, shape and height between buildings.
- o Buildings located adjacent to designated historic structures, which currently are Union Station and the Murray Morgan Bridge, shall be designed consistently with the federal, state and local guidelines, which include protection of views to and from these structures.

Exterior Appearance

Buildings are to incorporate exterior treatments that provide the following characteristics: transparency for visual interest, building modulation to add interest, exterior surface treatments, avoidance of blank walls, pitched roofs, and maintenance of human scale to avoid creating spaces that overwhelm pedestrians.

Guidelines-

- o All rooftop mechanical equipment shall be screened. Buildings should provide a pitched, slanted, or domed roof, or provide rooftop gardens or patios on a minimum of 50 percent of the roof area.
- o Flat, blank walls that are higher than four feet should be no longer than 24 feet.
- o Screening of refuse, utility, or service containers shall be with fences of wood, iron, or concrete or landscape materials, but not of chain link. These uses should be located away from public circulation areas, where feasible.
- o Active at-grade uses should be provided on the waterfront side.
- o Design buildings facing Dock Street and/or the esplanade to have a “front door appearance.” The design objectives of these two sides are different, however, the Dock Street side will provide buffering from train and road noise, is likely to contain structured parking, but will be the side receiving the most afternoon light. The waterfront side needs to take advantage of the available views, and will be the most “pedestrian visible” due to the esplanade location.
- o Architectural detailing or artistic embellishments or murals should be included in new projects.
- o Provide horizontal and vertical building modulation to create interest and avoid long flat facades.
- o Use building relief features to add interest to the facade.
- o Roof orientation is generally preferred in an east/west ridge direction to minimize view impacts.

- o The Dock Street side of the building shall focus on providing design detail through landscaping of varying heights, exterior wall treatment, use of building modulation, and provision of depth in building wall design details.

Development Signage

Greater sign area is allowed on the Waterway then in other shoreline districts, in response to the mixed use environment and the more urban nature intended for the waterfront. Signage requirements are specified in Section 13.10 of the City of Tacoma *Land Use Regulatory Code*.

Guidelines

- o Signs should be compatible with the design, color, and appearance of the development or building.
- o Corporate logo signs are preferred rather than large letter signs.

Parking

Concept-

Parking requirements are detailed in Section 13.10 of the City of Tacoma *Land Use Regulatory Code*. All new permanent parking is required to be within a structure or subsurface. Existing surface parking lots may continue to be used. Some uses, such as residential uses, will need parking on-site, while other uses may be able to utilize joint parking facilities and satellite parking developed offsite. New interim surface parking lots are allowed for a period not to exceed 15 years and is subject to requirements of Section 13.10 of the Land Use Regulatory Code.

Parking concepts for the Waterway may include a single “tray” of parking extending subsurface to a depth of 6 feet, the general depth of the groundwater table (foundation requirements would place the finished floor of the parking at approximately 4 feet below grade). This tray would not only be located under the building footprint, but would be encouraged to locate under an entire development site, and potentially under the view/access corridors and portions of the esplanade. Careful attention should be given to how this solution would be consistent with other Foss Plan policies supporting an attractive at-grade pedestrian environment, street related retail, and active building edge conditions. Parking may also be accommodated in the building structure. Parking is not required for any use located in the “S-8” Thea Foss Waterway Shoreline District; however, for marketing and financing reasons, any development on the Waterway will likely need parking.

Use of existing off-site parking areas and/or development of new off-site parking lots and structures should be encouraged as an alternative means of providing parking. This could include locations at the Tacoma Dome and in the downtown district.

As a long term strategy, the development of structures over the freeway and railroad to Dock Street would create potential areas for parking.

Guidelines-

- o Landscape the perimeter of all existing or new interim use surface parking lots.
- o Encourage joint parking agreements that include accommodating parking for surrounding uses in one structure, provided that the principal use of a structure may not be a commercial parking facility.
- o Access to structured parking may be provided in designated view/access corridors, provided that the applicant can demonstrate that access across the development site is not reasonably available, that public access along Dock Street and through the view/access corridor is unimpeded, and that the minimum area necessary to provide said access is used.
- o Interim parking lots are to incorporate low growing plant materials and trees to break up the sea of asphalt appearance.
- o Trees are to be trimmed with high canopies to allow vision through a parking area.
- o Provide lighting for safety.
- o Consider alternate surface materials such as grasscrete in surface parking lots.
- o Entry ways into underground parking areas should be designed to minimize adverse visual impact and interruption of pedestrian traffic on Dock street.

Environmental Considerations for Shoreline Treatment

Concept-

All near shore and overwater structures should be designed and constructed to minimize impacts to near shore and in-water habitat along the length of the Waterway. “Habitat-friendly” designs are encouraged.

For all activities involving overwater construction and restructuring of the shoreline edge, the interests of providing overwater development, public access, providing aesthetically pleasing design, and the environmental impacts of development, specifically as it affects habitat and cleanup efforts, should be balanced.

Cleanup efforts are likely to occur on both upland properties and in-water. To the extent possible, cleanup activities should be coordinated and integrated with redevelopment activities. Cleanup needs should be integrated into the design process, and creative design solutions identified that meet both cleanup needs and design objectives.

New waterfront development should coordinate with upland and in-water cleanup efforts to determine navigable depth, shoreline edge redevelopment, to ensure that development is consistent with cleanup strategies.

Guidelines-

For design guidelines of nearshore and overwater structures, refer to the *Habitat and Environment* section in the Marine Guidelines.

Site Element Design Standards

The purpose of design standards is to provide greater design continuity and identity for the Waterway. Also, the common design elements will reinforce the public's awareness of the shoreline as a place to enjoy. This strong identity and public awareness can be a strong stimulus for shoreline redevelopment.

The design of all site elements should reflect the working maritime character of the waterfront. All elements should have a clear function and exhibit a simple utilitarian design. Exceptional care should be taken in their design, construction, and installation to ensure the appropriate quality. Historical elements may be appropriate when related to existing or renovated historic structures.

Exceptions and modifications to existing site elements, signs, and landscaping materials are acceptable if equivalent elements are used and approved by the City.

Lighting

Purpose and Intent

More than any other element, lighting determines the visual character and human activities at the shoreline after dark. The lighting standards are intended to:

- o Provide safe, well lighted pedestrian surfaces.
- o Create a continuous ring of soft, visible light sources around the shoreline edge that will generate reflections and a lively, unified ambiance.
- o Reinforce the marine industrial history and character of the waterfront.

Minimum Average Light Levels

Esplanade - 1 foot candle (FC)

Commercial areas - 1 foot candle (FC)

Areas with high pedestrian volume (e.g. bus stops, in the street bridge, etc.) - 2 foot candles (FC)

Parking area entries - 2 foot candles (FC)

Parking areas - internal - .5 foot candle (FC)

Esplanade Lights

Esplanade lights should be used consistently along the entire length of both the west and east sides of the Waterway. The attached design is derived from marine piles and piers. The 'pier cap' design is intended to discourage bird roosting and fouling.

Selux fixture # MTR8-TC-2H150 or equal

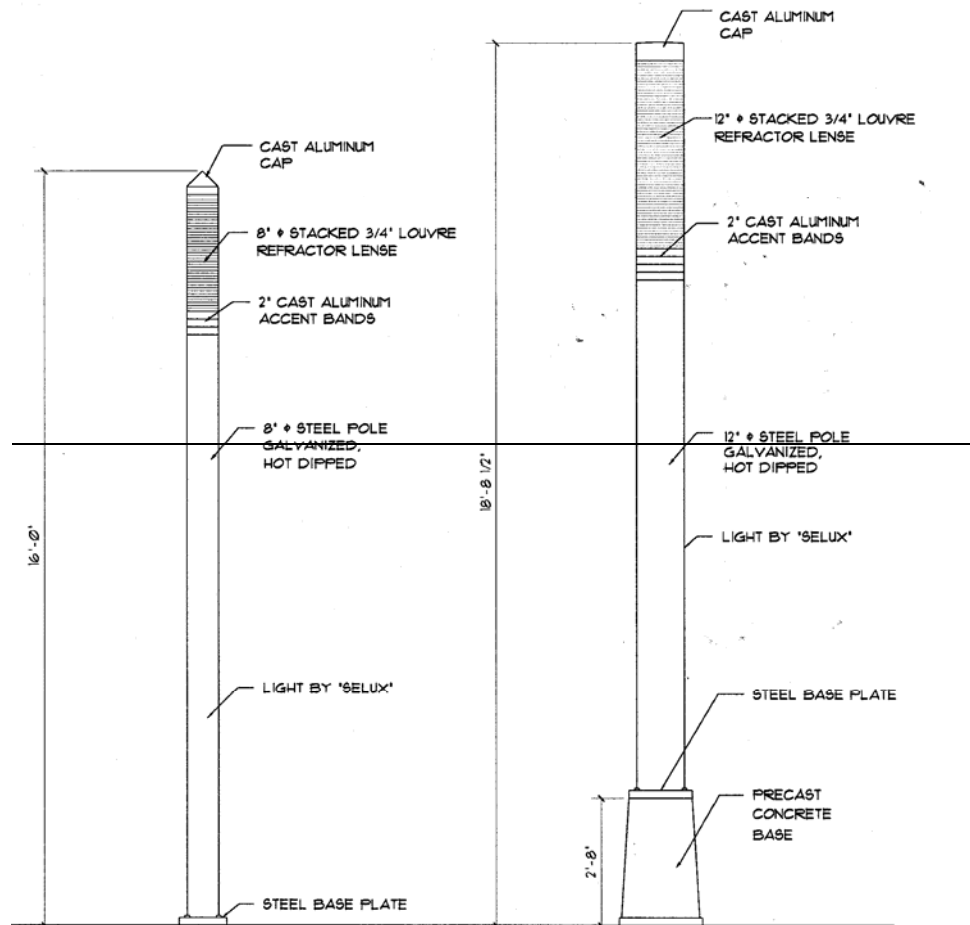
Pole: 13'-0" steel pole (8" diameter), exposed galvanized finish.

Maximum spacing - 60'-0" on center located on the waterward side of the esplanade or boardwalk. Esplanade lights are not required at view/access corridors or major open spaces where distinct area lights may be provided.

Paint metal fittings signature dark aquamarine green as per specifications.

Note: This is a historical style fixture will coordinate well with the Union Station district and was selected based on recommendations of the 1989

City Waterway Concept Plan.



Esplanade Light

**Pedestrian Street Light
(Dock and East "D" Streets)**

Pedestrian Street Lights at Dock and East "D" Streets

Pedestrian lights on Dock Street are a heavier appearing version of the esplanade light with a protective concrete base.

Fixture same as esplanade but with a 12 inch diameter lens.

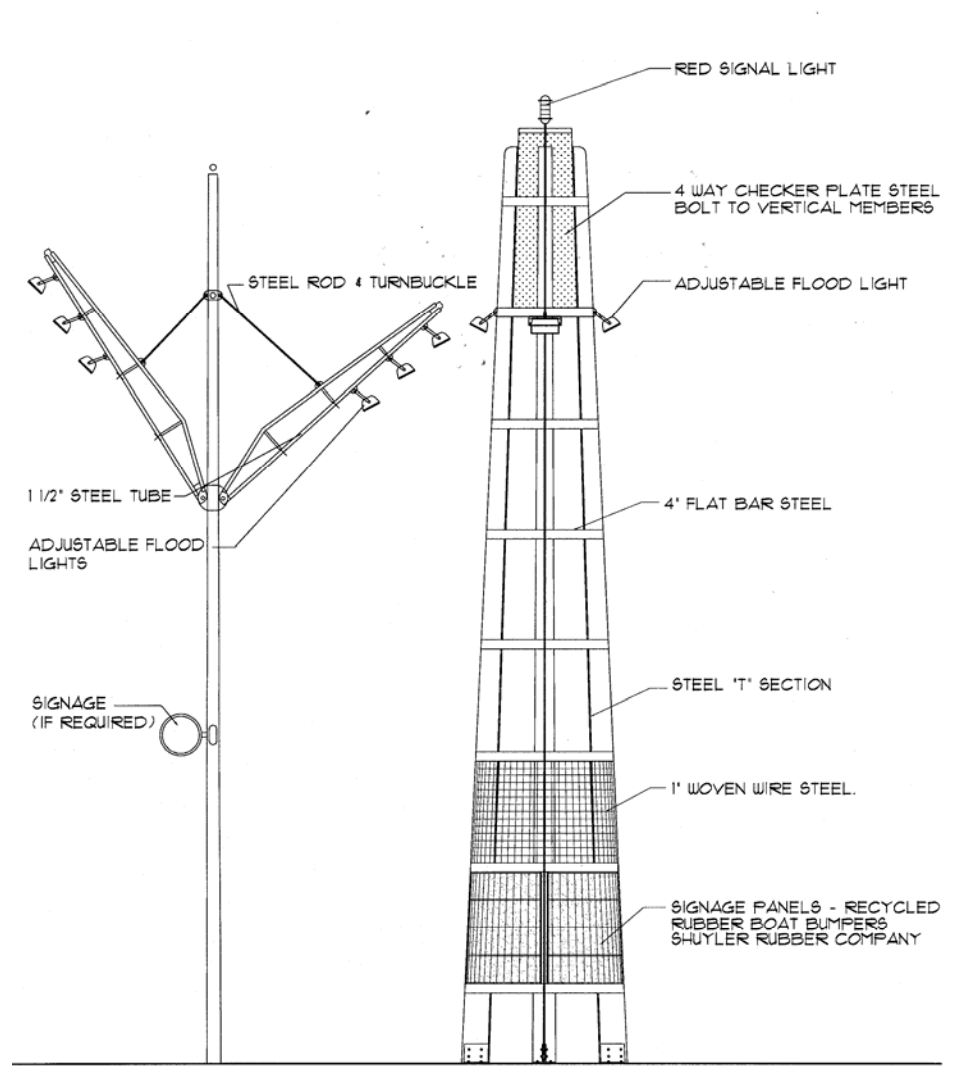
Selux fixture # MTR8-TC-2H150 or approved equal

Pole: 11-foot-8-inch steel pole (12inch diameter), mounted on a 2-foot-8 inch concrete base per attached drawing; exposed galvanized finish.

Maximum spacing - 80 foot on center located on the waterward side of the street.

Parking Areas

Non-glare, controlled source lighting as approved by the City. Maximum height of luminaire is 20 foot-0inch.



Examples - Special Location Lighting

Special Location Lighting

Specially designed lighting should be provided where the view/access corridors intersect the esplanade and at community gathering places. Providing similar designs consistent within each of the four waterway districts on the West side should be considered. The design should reflect the unique marine character of the Waterway. The lighting should be adequate for the related community gathering places.

View/Access Corridor Lighting

Lighting at view/access corridors should clearly delineate public access to the esplanade. Linear lighting configurations that provide flexible use and define the space as a public street are appropriate. The lighting should be consistent within each view corridor.

Vehicular Street Lighting

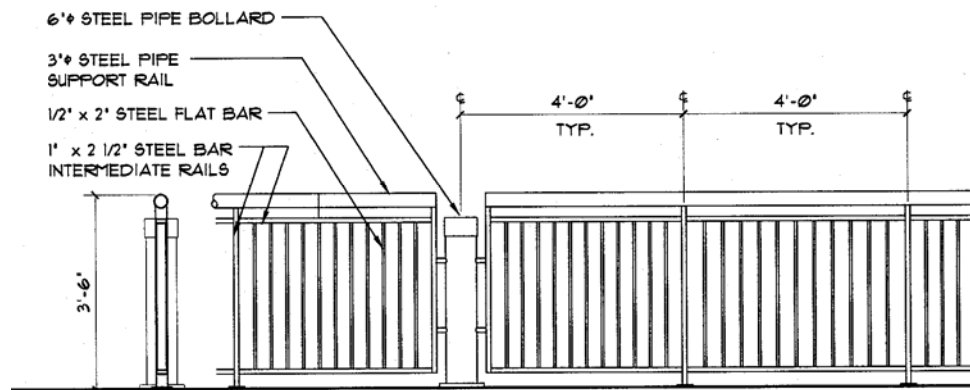
New street lighting of Dock Street and east side should be consistent and per City design standards.

Lighted Bollards

Lighted bollards may be appropriate at special locations on Dock Street and the esplanade. Lighted bollards should either be similar to regular bollards or reflect a distinct marine theme.

Railings

All esplanade and shoreline boardwalk sections requiring a handrail shall use the Thea Foss Waterway Design Standard. An attached illustration is provided. Finishes should reference railing construction documents for Phase One of Thea Foss Waterway Esplanade documents (Fall 1998). All metal surfaces are to be galvanized.



Thea Foss Waterway Railing

Paving

Paving provides both continuity and variety on the Waterway. Four types of paving are anticipated: vehicular paving, active pedestrian/bicycle zones, passive pedestrian zones, and special paving zones. In addition to these particular paving elements, other elements such as curbs, curb cuts, and access ramps should be uniquely expressed with a higher design and construction quality than standard City roadway construction projects.

Dock Street:

Vehicular paving

Street paving may be asphalt with integral concrete curbs and gutters.

Sidewalk

Sidewalk paving will be cast in place concrete with broom finish, hard screed joints with 4'-0" x 4'-0" grid pattern. Quality of finish to match concrete work at Thea's Park.

Esplanade Over Land:

Active pedestrian/wheeled zones

Active pedestrian paving will be similar to that of Dock Street sidewalks - cast in place concrete with broom finish, hard screed joints with 4'-0" x 4'-0" grid pattern. Quality of finish to match concrete work at Thea's Park.

Passive pedestrian zones

Passive pedestrian paving, typical on boardwalk and piers, should be unit pavers or 6" wide (nominal) Cumaru planks, a sustainable forest product. Cumaru is a renewable, environmentally approved hardwood product. Suppliers of this material should be a Certified Forest Product Council member and demonstrate that the logs were legally harvested in compliance with all foreign and domestic laws and regulations. Construction details should reference Phase One of Thea Foss Waterway esplanade development.

Special pedestrian areas

Other paving materials such as unit paving, granite cobblestones, special concrete finishes, or loose aggregate finishes may be used at unique conditions where the material is demonstrated to be appropriate for the intended use.

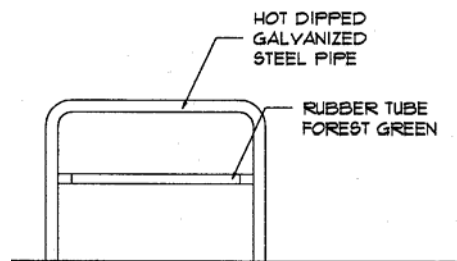
Esplanade Over Water:

When the portion of the esplanade over water is within the passive (boardwalk) zone, paving is to match the passive zone. Adhere to Environmental Protection Agency regulations for use of treated wood.

Otherwise, paving may be concrete as specified in active zone.

Bicycle Parking Rack

A simple steel pipe bicycle rack as illustrated below is recommended for all locations on Dock Street. A Forest Green PVC tube may be wrapped around the middle bar to distinguish the racks. The rack should be galvanized to avoid future paint chipping problems.



Thea Foss Waterway Bicycle Parking Rack

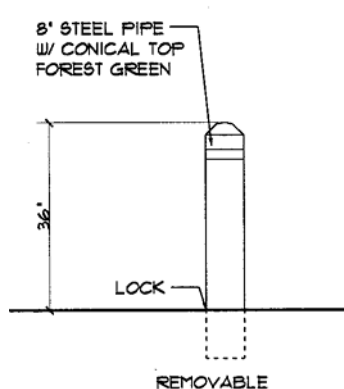
Public Signage

All required pedestrian accessways from the street to the esplanade shall be marked with standard street sign poles identifying both Dock Street and the appropriate view/access corridor. The view/access corridors should be identified as streets based upon the relevant extension of the City street grid (i.e. 16th Street). These street poles should also include a directional sign to the Thea Foss Waterway, incorporating the Thea Foss Waterway signature logo.

Directional and location signs along the esplanade should identify the primary civic buildings and community gathering places.

Bollards

Bollards should be used to direct or control regular or incidental vehicular movement. The design standard shall be a 36" high, 8" diameter steel pipe with a conical top. The design is consciously simple and economical. The conical top will keep litter from being placed on the bollard. Removable bollards are encouraged where future flexibility and or maintenance/repair is anticipated. Access for emergency, delivery, and maintenance vehicles is required.



Thea Foss Waterway Bollard

Thea Foss Waterway Signature Logo



Color

Color is a key unifying element in the Foss Waterway design scheme. The colors should recognize the marine character. Rather than a single color a signature palette is recommended in order to provide greater flexibility and a more distinctive identity. The Foss Waterway signature palette consists of:

Black: Pantone #7 coordinates with the Historic Union Station elements such as cast iron railings and cost bench parts.

Dark Forest Green: Pantone #5605C for use on railing posts and other furniture elements.

Pantone “yellow,” “red,” and “orange” are appropriate as special access colors, particularly as they relate to visible utility, fire, and safety equipment consistent with an active waterfront.

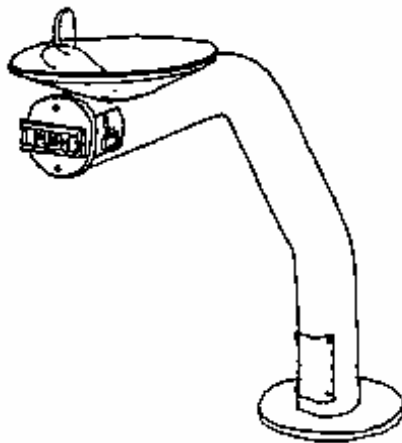
Exposed galvanized steel is allowed.

Drinking Fountain

Haws model #3380 steel handicapped accessible or approved equal.

Paint steel signature Forest Green. Match Pantone #5605C.

Note: Public drinking fountains are encouraged to be adjacent to or integrated with buildings.



Thea Foss Waterway Drinking Fountain

Bench

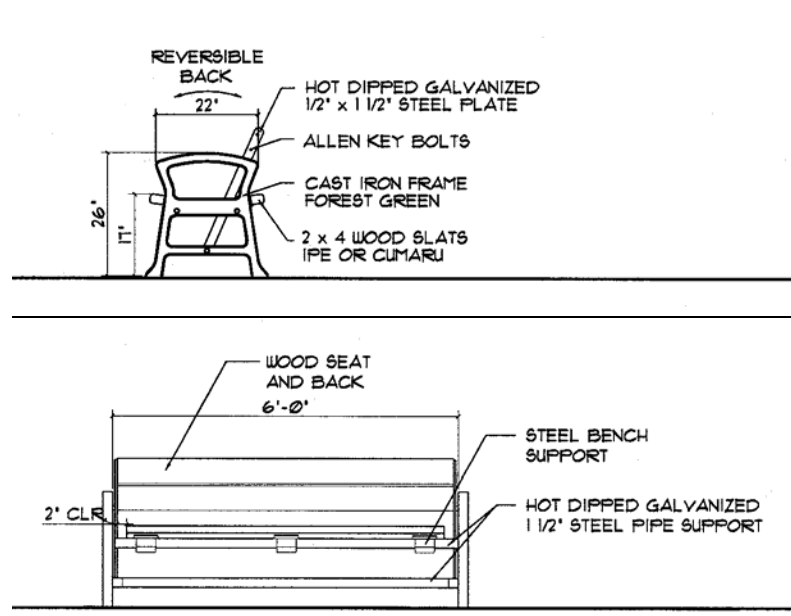
A reversible back bench has been designed for Phase One of the Thea Foss esplanade development where occupants may choose to view either esplanade or waterward activity. A similar non-reversible version will be provided where appropriate. The non-reversible bench will be the design standard for all public areas until unique bench designs are developed for

West Side of the Thea Foss Waterway

each waterway district and approved by the Foss Waterway Development Authority Urban Design Review Committee.

Based on Fairweather Model # *GF-3*

Finishes to be Forest Green and galvanized on the arms. All other metal surfaces to be galvanized steel. Wood slats to be Ipe or Cumaru wood.

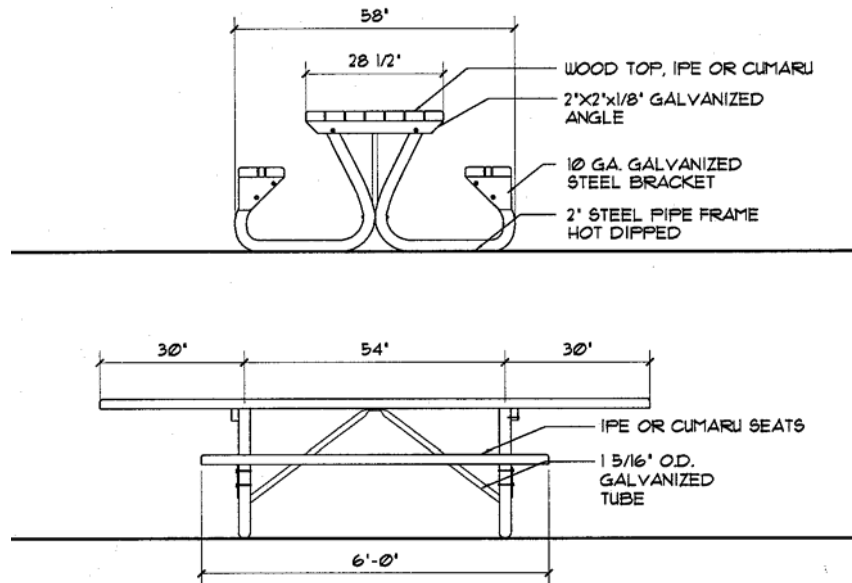


Family Campus District Bench

Table

The Thea Foss Waterway picnic table uses materials associated with the local marine environment. A picnic table similar to that at Thea's Park should be standard.

Kay Park #82BGW with Ipe or Cumaru wood planks.



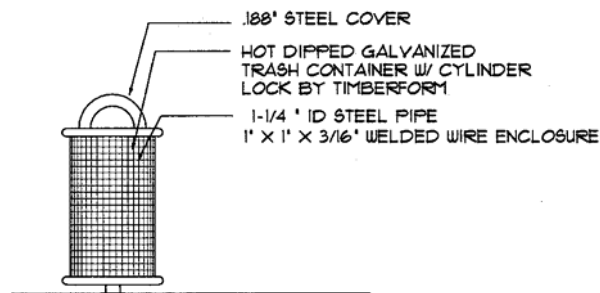
Thea Foss Picnic Bench

Tree Grate

Tree grates should not be used on Dock Street, view/access corridors, or the Esplanade. Street trees should not be installed where space restrictions prohibit an adequate planting strip.

Waste Receptacle

The standard Thea Foss Waterway Design Standard shall be based on the Timberform, Profile series 2891-DT-P-M with 1"x1"x3/16" welded wire grid, or approved equal. Galvanize all ferrous surfaces.



Thea Foss Trash Receptacle

Landscaping

Approval of a landscape plan is required for all shoreline projects. Landscaping standards consist of minimum requirements for street landscaping and parking lot screening and a list of preferred plant material that are appropriate on the Foss Waterway. The landscape plan addresses landscaping, parking lot screening, walkways, amenities, and other elements.

Street Landscaping Requirements

In sections where there is space for a sidewalk at least 9' wide, the minimum street tree requirements shall consist of 1 street tree (species determined by the City) 2½" to 3" caliper dbh or greater at an average spacing of approximately 40'. Spacing may vary to account for driveways, lighting, signage, or other conflicting elements.

Lowfast cotoneaster Dammeri groundcover.

Approved Street Tree List:

Japanese Zelkova (*Zelkova serrata*)

Additional Landscaping

Additional landscaping of esplanade, plazas, walkways, and open space is recommended. Native plantings unique to the coastal/marine environment, including aquatic species, are encouraged where appropriate adjacent the Waterway. Exceptions:

- o Where existing buildings will not permit an 8'-0" sidewalk, this requirement may be modified or waived; however, other conditions may be applied as determined by the Land Use Administrator.
- o Where there are existing street trees of appropriate species and in healthy condition as determined by the City, the City may allow the existing trees to remain.
- o At the south end of the Waterway, the species and spacing of the street trees may be altered to coordinate with landscaping and shoreline restoration in the area. A more naturalistic landscape palette with natural materials may be more appropriate for this area.

In addition to street trees, lawn or unit paving shall be installed in the planting strip adjacent to the curb.

East Side of the Thea Foss Waterway

East Side of Thea Foss Waterway

Intent

The intent of this section is to provide development guidance for the east side of Thea Foss Waterway. The east side of the Waterway differs from the west side of the Waterway in that it contains active industrial and commercial development. The long-range intent for the east side is to encourage a transition to mixed use commercial, marinas, retail, and office uses including residential and hotel/motel uses south of 11th Street. However, this plan recognizes existing industrial and terminal uses and allows their continuation until market conditions drive higher uses.

East Side Concept:

Existing commercial and industrial uses are valuable to the success of the waterfront and the economic life of our community. These businesses, coupled with other Waterway uses, can provide synergy that will continue to benefit Tacoma's economic prosperity. However, if change occurs, offering a variety of other mixed uses, these developments must be carefully designed to avoid conflicts that could arise between existing industrial uses and new development. Environmental clean-up of east side properties will allow the redevelopment of, marinas, water-oriented commercial, retail, and office uses and the redevelopment of the area south of 11th Street with residential uses, including hotels or motels.

The Foss Plan promotes public access and the enjoyment of the shoreline while allowing for existing and new commercial interests. This is a response to the current understanding that such a mixture of uses is for the greatest common good of the citizens of Tacoma and the economic life of our community.

Key Design and Development Issues

1. Retain the working waterfront character while encouraging water-oriented commercial, retail and office uses and also encourage residential uses in the area south of 11th Street.
2. Encourage public access and interpretation where there are no conflicts with industrial activities due to safety or security hazards.
3. Improve the visual qualities of the shoreline edge through clean-up, removal of dilapidated structures, and repair of shoreline features. Encourage landscaping treatment near the shoreline to emphasize the natural qualities of the Waterway except where marine dependent activities require bulkheading. The shoreline edge should be restored to a natural condition where possible. Native plant materials and upland habitat enhancement should be accommodated as part of site development.

4. Encourage a cleanup standard that will allow redevelopment with, marinas, water-oriented commercial, retail, and office uses and also the redevelopment with residential uses for the area located south of 11th Street.

For additional design and development criteria, refer to chapter 13.10 of the City of Tacoma *Land Use Regulatory Code*.

Urban Design and Development Guidelines

The design and development guidelines for the east side encourage the integration of the area into a mixture of uses while maintaining the working waterfront with commercial uses and respecting the existing industrial and commercial uses. The purpose of these design and development guidelines is to provide parameters for new development, both public and private, and to explore various options for shoreline uses.

Design/development guidelines for the east side of the Thea Foss Waterway are listed below according to some of the general categories of the design guidelines where they may apply. The intention for the east side is to provide direction where opportunities present themselves in the long term transition to a greater mix of uses that provide additional public access, allow existing upland industrial uses to remain and expand, and allow new water related uses as permitted uses with non-water related projects to meet special conditions in order to be developed. (For a definitive description of what is permitted, refer to Section 13.10 of the City of Tacoma *Land Use Regulatory Code* for shoreline regulations.)

Public Use Areas

- o Existing industrial uses should be encouraged, but not required, to provide public access to the shoreline. New development should integrate public access to the shoreline in the form of a continuous esplanade along the water's edge as development incorporates new uses. Except where unavoidable safety hazards and use conflicts exist, a continuous esplanade along the water's edge should be required of all uses.
- o Establish key public view/access corridors as opportunities become available. Use aesthetically pleasing paving surface and landscaped border plantings wherever possible at the key viewpoints of each view/access corridor.
- o As the Wheeler-Osgood Waterway undergoes remediation and environmental quality improves, develop well marked public access and viewing opportunities that are accessible from the street.
- o Public spaces should be developed to provide access in the form of pocket parks along the east side.

- o East “D” Street should receive visually pleasing public improvements and amenities that enhance access and orientation to the area. This should include landscaped islands at the major intersections such as the east side of the Murray Morgan Bridge.
- o At the Port of Tacoma fishing fleet and moorage site, recognize opportunities for additional public access and interpretation.
- o Public places should be enhanced with seating and bicycle racks to provide a rest stop for bicyclists and boaters such as the small plaza near the fire station.
- o Landscape plantings should be established within the traffic islands located at the entrance of the Murray Morgan Bridge and along the bridge itself to serve as a formal gateway to downtown. The area under the bridge should be developed as a public space.

Esplanade

- o Develop public access esplanade along shoreline where it doesn’t conflict with industrial activities, current structures, or safety considerations. Develop alternate public access mitigation such as viewpoints, plazas, and bicycle stops where conflicts exist.
- o If a shoreline esplanade conflicts with new industrial activities, the esplanade should be rerouted around the activity to ensure continuity of the esplanade and avoid conflicts. Other public access features such as bicycle rest stops, plazas, or viewpoints should be developed that are linked to the esplanade.

For esplanade configuration, refer to the *Public Access* diagram in the Marine Guidelines.

For site furnishings, refer to the *Site Elements Design Guidelines* in the West Waterway.

Exterior Appearance of Buildings

- o Retain maritime design theme and working waterfront character wherever possible.

Signage

- o Provide signage to make the public aware of the public access amenities available to them along the Waterway. Use the Thea Foss Waterway sign standards for visual orientation of the user and to enhance design continuity of the area.

Southeast Commercial District

Existing Conditions

The Southeast Commercial District extends along the east side of the Waterway from South 23rd Street to East 15th Street. The area includes an

existing fishing fleet, a shipbuilding and repair business, two marinas, a manufacturing business, and a restaurant.

East “D” Street runs north from the Tacoma Dome and along the east side of the Waterway. Two Burlington Northern railway lines cross East “D” Street at East 23rd Street and the intersection is often filled with railroad cars being built into trains. The process takes a great deal of time, blocking the intersection and cutting off access to the Waterway.

Pierce Transit is constructing a regional intermodal transit terminal in the vicinity of the Tacoma Dome. An intermodal transit terminal near the Dome should dramatically alter land uses and traffic patterns south of the Waterway, and it will offer opportunities to improve transit circulation to the downtown and along the Foss Waterway.

Redevelopment Concept

The intended uses for the area include a mix of water-related commercial retail and business office uses. Existing traffic constraints along East “D” Street will be addressed and resolved.

Recommendations

- o Upgrade the “D” Street streetscape through improved maintenance, tree plantings, and street furniture.
- o Upgrade the pedestrian amenities along “D” Street from the Tacoma Dome to Thea Foss Waterway including sidewalks, signage, landscaping, and lighting.
- o Install sidewalks for safe crossing by pedestrian traffic to and from the Waterway.
- o Install the Thea Foss esplanade design standard pedestrian-oriented lighting for safety purposes.
- o Construct a railroad overpass on East “D” Street to mitigate the conflict created by the railroad crossings. The overpass should carry both automobile traffic and pedestrians safely over the rail operations, providing the needed link with the northern portion of the City. The railroad should contribute substantially to this effort.
- o The City and Pierce Transit should coordinate planning and capital improvements in this area.
- o Consider narrowing the street in selected locations to provide landscaping and street furniture.
- o Retain and encourage fishing fleet activities.
- o Continue the public esplanade along the shoreline where it doesn’t conflict with industrial activities. Develop alternate public access mitigation, such as viewpoints and plazas, where conflicts exist.
- o Retain the maritime design character of the area.
- o Provide public access and interpretation according to shoreline management recommendations. If a shoreline esplanade conflicts with

- industrial activities due to safety or security hazards, develop other public access features such as bicycle rest stops, plazas, viewpoints, etc.
- o Improve street ends along the east side of the Waterway and provide public access. This can be accomplished in several ways: building an esplanade that ties in with private efforts, adding plant material, and creating a formal sitting area with trash receptacles and other street furniture, and limiting parking practices to make the small areas more attractive for pedestrian use.
 - o Maintain view/access corridors on these parcels.
 - o Provide signage to make the public aware of the public access amenities available to them along the Waterway. Use the Thea Foss Waterway sign standards.
 - o Emphasize the natural qualities of the Wheeler/Osgood Waterway in developing landscaping treatment near the shoreline. Restore the shoreline edge to a natural condition where possible. Consider native plant materials and upland habitat enhancement as part of site development.

Northeast Commercial/Industrial District

Existing Conditions

The Northeast Commercial/Industrial District extends along the east side of the Waterway from East 15th Street to the northeasterly extent of the Waterway. The area includes a wide range of existing, established industrial and commercial uses. The Murray Morgan Bridge is a landmark in the area. The land under the bridge is fairly flat and interrupted by rows of bridge support columns. A City of Tacoma fire station is located under and north of the bridge.

Redevelopment Concept

It is intended that this area eventually will be used for mixed commercial and marine dependent industrial operations. Such uses are viewed as compatible with the proposed redevelopment direction of the Waterway's west side. Existing industrial uses in the area are encouraged to continue their current operations until such time as market conditions dictate a change in use.

Such uses may expand, repair, replace, or otherwise modify their existing structures and/or operations, including changes necessitated by technological advancements, as necessary to continue their industrial use. Industrial uses may not expand beyond the boundaries of the property now owned, leased, or operated by the industrial user.

As existing industry relocates, uses compatible to the west side of the Waterway are intended. Preference will be given to marinas, water-dependent or water-related commercial uses, and those uses such as a trade center which allow a significant number of people to enjoy the shoreline and take advantage of the shoreline amenities found on the Waterway.

As traffic access is improved, the area surrounding the Wheeler/Osgood Waterway should be considered for a corporate headquarters, conference center, or large scale redevelopment of a planned community or recreational complex. Such non-water-dependent uses would require public access to be a part of the development. An esplanade around the Wheeler-Osgood Waterway is envisioned to provide the opportunity for public access that has been lost over the years.

Recommendations

- o Enhance the easterly approach to the Murray Morgan Bridge as an entry into the City of Tacoma.
- o Enhance the small plaza near the City of Tacoma fire station with seating and bicycle racks to provide a rest stop for bicyclists and boaters.
- o Investigate development options for the areas under the Murray Morgan Bridge, including a boat launch and parking area.
- o Establish landscape plantings within the traffic islands located at the entrance of the Murray Morgan Bridge and along the bridge itself to serve as a formal gateway to downtown.
- o Require public access to the shoreline for all development requiring a substantial development permit except where unavoidable safety hazards exist. Require a continuous esplanade along the water's edge for all uses except where current structures or unavoidable safety hazards exist. If a shoreline esplanade conflicts with industrial activities, develop other public access features such as bicycle rest stops, plazas, or viewpoints and continuous public access along East "D" Street.
- o Assure that public use and esplanade improvements comply with the Foss Waterway design standards.
- o Develop public street ends to provide access in the form of pocket parks along the east side.
- o Irrespective of the type of development that occurs, improve the visual qualities of the shoreline edge through cleanup, exterior cosmetic improvements, removal of dilapidated structures, and repair of shoreline features.
- o To facilitate capitalization of clean up, permit subsurface utility and infrastructure improvements as part of any clean up.
- o So long as industrial uses remain, encourage improvements such as the aesthetic treatment of storage tanks, cleanup of blighted areas,

- landscaping, exterior cosmetic improvements, landscape screening, and support of the Waterway environmental cleanup and remediation plan effort. Phase improvements to minimize conflicts that might otherwise occur between remaining industrial uses and new uses.
- o Industrial uses are valuable to the success of the waterfront. These industries, coupled with other waterway uses, can provide synergy that will benefit the economic prosperity of existing and new businesses. Avoid conflicts that arise between existing industrial uses and new developments.
 - o Until market conditions drive upgraded uses, encourage existing industrial uses to continue current operations, and owners of properties and structures currently let for industrial purposes should be encouraged to replace existing industrial tenants as necessary. Permit such uses to expand, adapt, repair, replace, or otherwise modify, including changes necessitated by technological advancements; provided, however, that the uses may not be expanded beyond property boundaries currently owned, leased, or operated by the industrial user.
 - o Permit new water-dependent or water-related uses on the easterly side of the Waterway north of East 15th Street. Where the scope of improvements is sufficient to incorporate new design elements, those elements should be included. Encourage such uses that are consistent with additional development regulations relating to landscaping, buffering, setbacks, public access, and view/access corridors.
 - o Existing industrial uses should be encouraged, but not required, to provide public access to the shoreline. Except where existing structures or unavoidable safety hazards exist, require all uses to provide a continuous esplanade along the water's edge. If a shoreline esplanade conflicts with industrial activities, reroute the esplanade around the industrial activity to insure continuity of the esplanade, and develop other public access features such as bicycle rest stops, plazas, or viewpoints.
 - o Encourage future developments around the Wheeler/Osgood Waterway to take advantage of views of the City and Thea Foss Waterway. Such development should provide public access that is well signed and accessible from the street.

Marine Guidelines

Scope of Marine Guidelines

Development Goals and Objectives

In-water public and private moorage development and reconfiguration should create attractive, well designed facilities that improve access between upland and in-water uses. Existing eastside industrial and commercial uses are also supported and encouraged alongside the development of new marina uses. Other important components of the marine guidelines are piers, floats, and in-water structures that impact the marine environment.

A distinct goal of the Thea Foss Waterway Marine Guidelines is to create and maximize opportunities for public transient moorage and active water-related and dependent uses. In order to meet this end, the Thea Foss Waterway Marine Guidelines strives to enhance public access to the water and locate marine facilities and related uses in relationship to existing upland and new public uses (cultural, educational and recreational). These objectives will contribute to the revitalization of the waterfront with maritime themes and recreational boating.

Development Concept for Marine Uses

The public nature of the west side suggests that marine-related support elements that conflict with pedestrian space, circulation, and upland development opportunities are not desirable in that location if they can be provided elsewhere. On the east side of the Waterway, marine-related support elements may require flexibility in the development of public access features where limitations are present.

Due to public safety concerns, the implementation of public access to the shoreline may not be compatible with some industrial and commercial uses on the east side of the Waterway, particularly north of 11th Street. When public safety is a primary concern, public access along the shoreline may not be appropriate for existing industrial uses and may need to be provided in other ways.

These marine guidelines identify the placement of individual support elements and their appropriate location on the west, east, or both sides of the Thea Foss Waterway. The distinct character of the east and west sides will create a dynamic relationship between east and west side marine uses. Support elements will include haul-out facilities, the different types of boat launching, fueling station, pump-outs, upland boat storage, repair, and sanitary facilities, among others.

Development Concept for accommodating Boating Users

To make the vision of an active boating community a reality, the marine guidelines must recognize how different user groups function. Timely consideration for the needs of various boating users will ensure their continued or future presence on the Thea Foss Waterway. These users include individual transient boaters, visiting boat clubs, and maritime festival participants who will moor at public transient moorage facilities.

Individual transient boaters will need public restrooms, shower facilities, and other boating amenities. However, boat clubs are accustomed to dedicated facilities reserved for their exclusive use. Special development efforts should provide the traditional amenities that boat clubs have come to anticipate, such as harbor master services, secure restroom, shower, laundry facilities, and club house. Maritime festival programs also have distinct space and program needs that should be effectively addressed in early development plans.

More detailed discussion on these uses and users is contained in the body of this chapter.

Marine Access

Each plan element contributes to an overall vision of marine planning objectives and reinforces its responsibility as a marine component.

Public Pedestrian Access

Concept

The finger piers envisioned for the Thea Foss Waterway within the 80 foot wide in-water extensions of public view/access corridors shall be open and inviting to the public. Pedestrian circulation on the esplanade around both sides of the Thea Foss will lead to the finger piers, other public features, and public institutions (university marine biology station, aquarium, museums), berthing for large vessels, scenic lookouts, and public boating programs. On the east side of the Waterway, pierheads and viewing platforms may be an interim alternative to finger piers. In a larger framework, pedestrian access to piers from the esplanade on the Thea Foss Waterway shall be part of the pedestrian network that connects to other waterfront areas of Tacoma along Schuster Parkway, Ruston Way, and Point Defiance Park as well as to downtown Tacoma.

Guidelines

- o Provide transportation linkages, pedestrian walkways, and public infrastructure that maximize public access to the water.
- o Maintain public access to finger piers that are located adjacent to private as well as public moorage areas.
- o Ensure that marina access does not impede pedestrian circulation along designated public walkways and esplanade.
- o Create and protect public viewing opportunities.
- o Due to the predominantly industrial upland uses on the east side, particularly north of 11th Street, take into consideration public safety, potential hazards, and navigation impairment when locating public shoreline access to floats and walkways.
- o Design marinas to facilitate public access to the Waterway.

Public Marina Parking

Concept

Parking is not a code requirement but parking will be necessary for viable marina developments. Surface parking is not allowed on the west side of Thea Foss Waterway.

Some building developments may have parking incorporated within their building sites. A portion of this parking is required to be open to the public and available to those accessing the water. This accommodation will work well where transient moorage abuts public developments or when the in-water and adjacent upland property belong to a single owner.

Peak marina parking needs generally coincides with work holidays or weekends when office and commercial space remain vacant. During special events, remote parking serviced by public transportation shuttles to the waterfront could alleviate parking congestion. Some of the parking need may also be ameliorated by shared parking with upland uses such as on-site residential developments that include marina slips, and transient boat moorage which would not normally need parking.

Guidelines

- o Provide clear directional signage to guide visitors to waterfront developments and public parking opportunities.
- o Incorporate marina parking into upland developments when a relationship exists between the owner of the in-water and upland development.
- o Encourage shared parking arrangements between upland uses and adjacent marine uses that maximize parking use.
- o Make marina parking and service accessible to marine facilities.
- o Implement and coordinate remote parking between the waterfront and downtown and Tacoma Dome garages during special events.
- o Pair public parking with public transportation linkages and pedestrian access to the Thea Foss Waterway (through walkways, bridges, elevators, and funicular) for ease and accessibility.

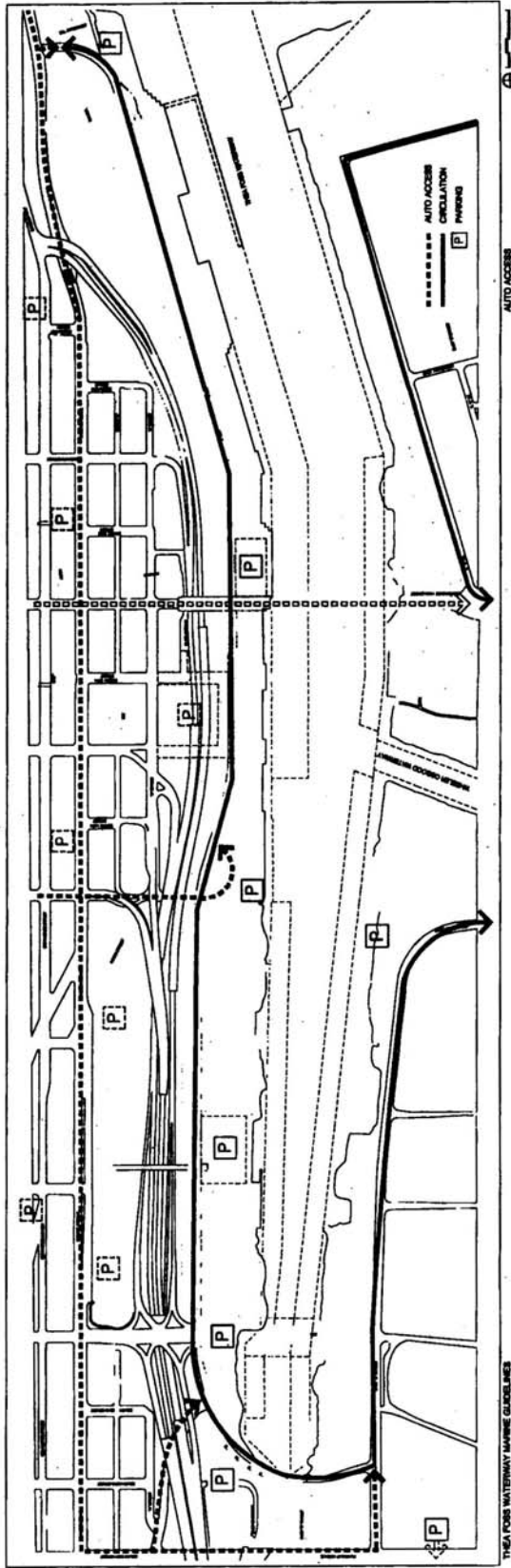
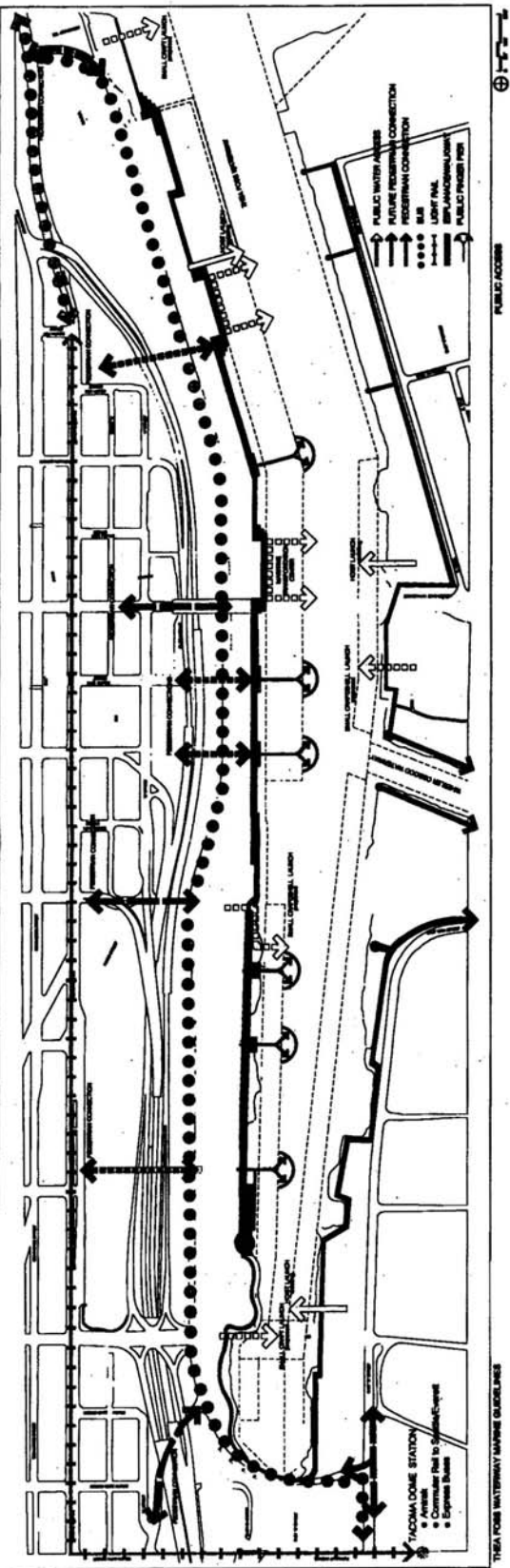
Public Boat Launching Facilities

Concept

Waterway users strongly advocate access to the water through public boat launching facilities. In general, both car-top (for kayaks, canoes) and trailer launching require adequate and relatively flat maneuvering areas, sufficient width, security, a gradually sloping shoreline, and protection from wind, wave, and passing boat wakes. In addition, trailer launching requires an open parking area. Since new surface parking is not allowed on the west side, development of trailer launching is only allowed on the east side of the Waterway.

Guidelines

- o Create and enhance opportunities for car-top and small craft launch areas on the west side of the Thea Foss Waterway at 21st Street, 15th Street, and Thea's Park.
- o Designate trailer launching and boat ramps on the east side of the Waterway.
- o Recommend slipways extend to the low-water mark.
- o Commercial boat haul-outs should be located on the east side only.
- o Haul-outs that support (non commercial) uses such as boat festivals, non-profit organizations, and maritime center activities should be allowed on the west side.



Public Access (above)
Auto Access (below)

Marine Elements and Analysis

Water-Related Upland Uses

Existing Conditions

Existing industries on the east side of the Waterway such as boat building and repair support marina development and commercial activity. A marina, whether of municipal or private ownership, depends upon the support of local merchants and light industries who provide complementary goods and services.

Concept

The planning and design of appropriate marine facilities must be integrated with surrounding upland and marine uses so that they work together in synergy. Related upland development may increase a moorage facility's economic viability. West side marine support services will relate to their upland service and retail, open space, cultural facilities, residential, specialized retail, restaurants, and waterside public infrastructure. East side marine support services are more industrial in nature.

Guidelines

- o Ensure that marina operations are compatible with the activities within or bordering the facility, especially where they interact with the public esplanade and boardwalk.
- o Encourage commercial water-related activities such as boat building and repair on the east side of the Waterway as appropriate.
- o Permit recreational boat building and restoration activities on the west side associated with maritime organizations such as but not limited to the Sea Scouts and Maritime Center.
- o Allow uses that support marinas such as restaurant, groceries, tackle, and boat sales. For locations of boat sales, refer to the diagram *Marine Related Uses* in this chapter.
- o Encourage other moderate scale uses appropriate to the Waterway such as cabinet making, sail making, canvas goods, nautical clothing manufacturers on the east side, and local crafts and artists' studios on the west side.

Boater Amenities

(Restroom, Shower Facilities, Storage Lockers, Dock Carts, etc.)

Concept

Marine developments require land area for onshore structures and equipment that attend to the mechanical, service, security, commercial, and social needs of the boater. Available land constraints may limit these desired services. Where possible, marina services and boater amenities will be found near dock areas for secure and convenient access.

Marinas vary significantly with regard to restroom and shower provisions. Support services for public and transient marine uses should be provided. Private marinas will provide these services for their own clients as required by the City of Tacoma *Land Use Regulatory Code*.

Guidelines

- o Require restroom and water facilities as part of all marina developments.
- o Provide public restrooms at park areas and make shower, water, electrical service, and pump-outs available to guests at transient public moorage areas. Possible sites include the Maritime Center, the Municipal Dock, 15th Street and Albers Wharf/Family Campus. *Consider the capacity and type of public moorage (transient vs. marine education use etc.) in the location of amenities.*
- o Encourage integration of amenities (such as restrooms, showers, laundry, service retail, office, and cafes etc.) into upland developments as part of mixed use developments.
- o Permit small storage lockers on slips as long as they do not impede the walkway for tools, paint, and so on. Lockers are commonly triangular in shape, taking advantage of space between the circulation dock and individual slip.
- o Prohibit free standing storage structures on development parcels or non-marine designated public areas. Incorporate larger stores (to hold clothes, bicycles, etc.) with the sanitary facilities and other boating amenities.
- o Provide entry and loading/unloading areas for each marina entry at a minimum 10x10 foot square area waterward of the public esplanade and boardwalk, out of public traffic flow.
- o Permit dock cart (essential for getting gear from car to boat) access to the end of finger piers where there is adequate maneuverability and controlled access.

Boat Storage

Concept

On a larger scale, dry boat storage at a marina is found on dry land, on a platform overwater, assigned to store a single boat, in covered sheds, or stacked. Dry boat storage may make sense where there is limited water access or shortage of in-water slips. It has the advantage of storing many boats and even cars in a minimal land area.

High density dry stack storage is incompatible with upland development objectives, and visual and circulatory patterns on the west side. However, integration of small craft storage into development sites on the west side will reinforce boating as a primary element of the waterfront.

Guidelines

- o Encourage incorporation of car-top boat storage lockers or small craft storage (kayaks and canoes) into the walls of building developments which abut view/access corridors to avoid blank walls.
- o Allow for the upland storage of small crafts associated with boating programs where they maintain public circulation and do not adversely impact visibility.
- o Prohibit dry boat storage on the west side of the Waterway, except for car-top boats (kayaks and canoes).
- o Accommodate dry boat storage on the east side of the Waterway.

Haul-out Facilities

Concept

Haul-out facilities are associated with three activities: boat repair, boat storage, and boat launching. Boat repair and storage are not intended uses on the west side of the Waterway because their presence generates activities (such as surface parking, land-based cranes for mast and engine work, and service docks) that are incompatible with the character of the west side. Boat launching, with some conditions, is a more appropriate use of haul-outs on the west side. However, since launching facilities presently exist on the east side, new haul-out facilities on the west side will be reserved for maritime education programs.

Guidelines

- o Provide new haul-outs on the west side only when they are associated with historical or educational restoration projects, not commercial or industrial repair work.
- o Provide an alternative location for a haul-out facility near the Puget Sound Freight Building that could serve the Sea Scouts, Maritime Center, and other marine education programs as appropriate.

- o Encourage private or commercial haul-out facilities on the west side to phase out operations.
- o Permit new haul-out facilities on the east side of the Waterway.

Fueling Station

Concept

Fueling stations are an important service for boat owners and operators. They should be in convenient and safe locations away from the vicinity of slips for boats and accessible for restocking from either tank trucks or barges.

Guidelines

- o All marinas shall have adequate facilities for the prevention and control of fuel spillage.
- o All fueling stations shall meet best management practices as found in the Department of Ecology's "Resource Manual for Pollution Prevention in Marinas," Publication #9811, May 1998, or as may be revised.
- o Avoid locating fueling stations that conflict with pedestrian areas and view/access corridors.

Pump-Outs and Other Boat Maintenance

Existing Conditions

Totem Marina has a pump-out station onsite, a necessary amenity for its live-aboard community. An additional pump-out station is located at Point Defiance.

Concept

Sewage, wastewater, and a suitable facility to empty and wash down portable toilet units are also desirable amenities. Additional related uses such as boat maintenance call for waste oil tanks to be provided near docks, convenient for access by boat, and by the waste oil transporter. As they are unsightly, waste oil tanks should be located in inconspicuous areas.

Guidelines

- o Provide pump-out stations at public transient moorage slips, consistent with patterns of individual boating use, boat clubs, and festival program needs.
- o Locate pump-outs at convenient yet discreet locations. Consider the installation of a pump-out at the mouth of the Waterway for arriving and departing visitors.

- o Provide pump-out stations in marinas containing 50 or more slips. Refer to section 13.10.175 in the City of Tacoma *Land Use Regulatory Code*.

In-Water Uses

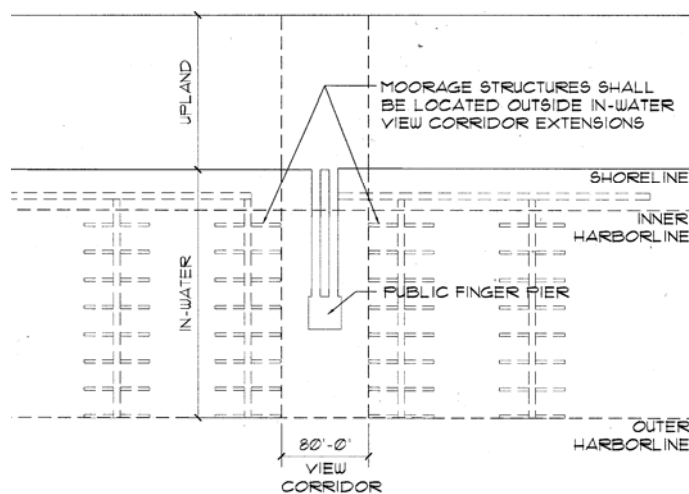
View/Access Corridors

Concept

Public finger piers will be built within the 80 foot wide in-water public view corridor extensions. Landing platforms (floats and slips) for boat moorage are separate structures that will be attached to the piers or to the upland by access ramps.

Guidelines

- o Improve in-water view corridors with public piers, docks, viewing platforms, and wharves.
- o No moorage structures (slips and floats) shall be located within the 80 foot in-water view corridors.
- o In-water view corridors shall not be relocated.
- o The deck surface of overwater esplanade elements, including boardwalks and piers, is to be of durable wood or wood like decking, or other all weather, durable surface material where it is demonstrated that the material is consistent with the design of the adjacent upland development and compatible with adjoining esplanade surface. Decking subject to splitting or checking should not be used.
- o For all overwater structures, including piers and esplanade/boardwalks, refer to the Habitat and Environment section of the Marine Guidelines.



Boat Moorage

Channel and shoreline depths will be developed in conjunction with Superfund clean-up of the Waterway and upland redevelopment. Geotechnical and environmental engineering resources will be coordinated with marine development as they occur.

Public transient moorage

Concept

Boat moorage remains the most visible aspect of in-water uses. Existing public transient moorage facilities do not support the maritime activities envisioned for the Thea Foss Waterway. They will be enhanced or developed with consideration for public needs in the future, connection with adjacent public uses, and environmental impacts such as the level of in-water shading due to moorage structures.

The concept for public transient moorage is related to upland public spaces and local transportation facilities. Preliminary studies indicate that if the public transient moorage areas designated in these guidelines is built out (at the proposed Albers Wharf/IGM, 16th Street, Puget Sound Freight Building, and public breakwater/wave attenuator), they will provide up to 130 spaces on the Thea Foss Waterway for times of increased activity and maritime events. These calculations include boats of various sizes, with larger boats recommended where water levels are deeper at more northerly moorage areas. They exclude the moorage count of the future Maritime Transportation Center at the Municipal Dock which will be reserved for ferries, water taxis and tour boats during special events.

A component of public moorage is the accommodation of historic vessels and non-profit maritime organizations whose moorage needs may be less transient. The Foss Waterway Public Development Authority will insure that a portion of public moorage along the Waterway will accommodate these uses.

Guidelines

- o Designate public moorage sites that contribute to a city-wide system of maritime, pedestrian, bicycle, vehicular, and light rail transportation.
- o Locate transient public moorage slips adjacent to public areas such as plazas, open spaces, or public-use buildings (museums, aquarium, hotel, public market, or maritime transportation center).
- o Relocate private moorage adjacent to the Municipal Dock building to provide public moorage and unobstructed access to the boardwalk and floats.
- o Provide public moorage with double berthing at Albers Wharf and possibly in cooperation with the International Glass Museum.

- o Provide a public access float at the 16th Street pier to complement the proposed Heritage Park at 15th Street and possibly an adjacent public development.
- o Provide new public moorage, suitable for large and/or historic vessels adjacent to the Historic Warehouse District.
- o The Foss Waterway Public Development Authority will designate a portion of public moorage to historic vessels and maritime organization use.
- o Provide moorage that will allow individual boats to moor stern-in (the opposite end secured by an offshore mooring or by the boat's own anchor) in order to accommodate the moorage of large vessels or large groups of boaters (such as boat clubs). During times of normal activity, moorage will be parallel.
- o Identify safe and appropriate places for small craft launch, boat rental, and recreational boating activity along the Waterway. These places will likely occur at public use areas or in association with public boating programs on the Waterway.
- o In the event that the Fishing Fleet or other commercial/industrial uses on the east side relocate, review the potential for new public moorage facilities.

Private Moorage

Concept

Private moorage facilities are recommended in their current locations, with some flexibility for reconfiguration and expansion. The provision for new public docks at the Municipal Dock building, new public finger piers, and clean-up activities will impact the moorage capacity of existing private moorage facilities.

As east side uses transition from their industrial and commercial uses, opportunities for new private moorage will be studied. When no conflicts exist, individual upland property owners may allow the adjacent harbor area to be developed for marine uses. Dry boat storage and boat launch are among the development opportunities desirable on the east side of the Waterway.

Guidelines

- o Replace displaced slips from future clean-up and reconfiguration of Totem Marina to the harbor areas adjacent to "The Dock" building and development site just south of "The Dock" building.
- o Permit existing private moorage to remain, with possible reconfiguration due to clean-up activities.
- o Permit new private moorage facilities in the harbor areas adjacent to 16th through 18th streets on the west side, perhaps in association with private upland development.

- o On the east side, encourage and review the potential for additional private marina use if its design and location is compatible with existing commercial/industrial uses, particularly with regard to safety and navigability.
- o Prohibit new private moorage under a possible new Murray Morgan Bridge.
- o Permit private marinas to accommodate live-aboards when they do not conflict with requirements concerning covered moorage and sanitary services.
- o *Encourage the establishment of new harbor areas where they do not impede with navigability of existing uses on the Waterway.*

Water Transportation (Public and Private)

A distinct type of transient moorage facility will be reserved for public transportation boats and open to the transient boater at designated times. This proposed Maritime Transportation Center at the Municipal Dock will fulfill the demand for a passenger ferry terminal serving downtown Tacoma, identified in the *Pierce Transit Downtown Tacoma Center Circulation and Regional Access Study*. It will also be home to tour boats and water taxis that will give the public an opportunity to sail between public moorage areas on the Thea Foss Waterway and possibly to other port destinations on the Puget Sound. When appropriate, tour boats will have the opportunity to moor at other public moorage areas in addition to the Maritime Transportation Center.

Another means of maritime transportation is the FAA-funded sea plan float adjacent to the existing Johnny's Seafood building. This transient moorage dock has direct access to and from downtown and a location near future significant destinations such as Heritage Park at 15th Street and museums that will make it a good arrival and departure point.

Guidelines

- o Remove private moorage slips adjacent to the Municipal Dock to create a public Maritime Transportation Center.
- o Explore viability of a ferry route between Thea Foss Waterway and Gig Harbor.
- o Permit permanent moorage of tour boats at public docks upon program and space availability.
- o Encourage the establishment of regular flights to and from the Thea Foss Waterway through an agreement with a commercial seaplane transportation provider. Flights are to be compatible with small boating activities.
- o Maintain a multi-use float between 14th and 15th streets.

Historic Vessel Moorage

Concept

Tacoma's historically significant waterfront presents an ideal setting for the assembly of historic vessels. The S.S. Virginia V and tugboat Arthur Foss are among some of the vessels whose ties to the Thea Foss Waterway could give this setting the authenticity that will attract people who seek quality experiences. The proposed linear breakwater in the harbor area adjacent to part of the former "mile long warehouse" will produce social, educational, and economic benefits as well as additional moorage area. When historic ships are not in moorage, this area will be available for transient public moorage. Refer to the previous section *Public Transient Moorage*.

Guidelines

- o Provide for the utility, water depth, ramping, turning areas, and moorage needs of historic vessels. Specific planning activities should include careful coordination with the Washington Historic Vessel Survey and the contact persons for considered vessels.
- o Encourage the return of the historic vessels S.S. Virginia V and tugboat Arthur Foss to the Thea Foss Waterway, as well as other historic vessels.

Moorage Design

Concept

In industrial areas on the Tacoma tideflats, soot and other particles tend to settle on vessels. This dilemma has significance on the design of the Thea Foss Waterway as a destination and on the success of in-water marina use. However, covered moorage does not respond to upland uses such as residential, retail, and passersby. Preservation of view is important in areas near public finger piers and adjacent to Thea's Park (to retain its visually open aspect).

For marina regulations refer to section 13.10.175 of the City of Tacoma *Land Use Regulatory Code*.

Guidelines

- o Prohibit unsightly visual elements such as razor, barbed wire, or concertina wires.
- o Locate secured gates for entry to private marinas on access ramps, or locations where they do not impede with access to the public finger pier, esplanade, and other public features.
- o Promote safety and security at moorage facilities without unsightly visual elements.
- o Build ramps that run parallel to the bank.
- o Prohibit future new covered moorage and encourage removal of existing boathouse structures.

- o Reserve enclosed moorage (covered and enclosed with sidewalls) for industrial purposes only, subject to design review on the east side.
- o Prohibit boathouses (a structure in which boats are kept) for residential use on the Thea Foss Waterway.

In the event that a pre-existing use is reconstructed, these guidelines will apply:

- o Pre-existing covered moorage shall be rebuilt of uniform material and color.
- o Pre-existing covered moorage shall be rebuilt perpendicular to the shoreline.
- o Pre-existing covered moorage shall be rebuilt without enclosed sidewalls.
- o Pre-existing covered moorage shall be reconfigured to reduce habitat impacts (through such means as location beyond the minus 10 elevation mark, construction with habitat sensitive and/or transparent materials etc.).

Habitat and Environment (New Location)

Concept

Environmental requirements and regulations for shoreline treatment recognize the development impacts to near shore and in-water habitat, and attempt to preserve a healthy habitat and ensure sensitive designs. A comprehensive review of habitat conditions and overwater development impacts is currently being prepared. Overwater coverage, both current and proposed, shall be coordinated with current in-water and shoreline edge treatment plans and required environmental clean-up. This information will assist the City of Tacoma and Foss Waterway Public Development Authority negotiate appropriate development agreements.

A new habitat area, Olympic View Park is being developed at the head of the Thea Foss Waterway. This habitat will include a supratidal island to support either a saltmarsh or riparian habitat. Riparian vegetation could provide a buffer to enhance use of the site by birds and marine animals. This new natural setting, paired with Thea's Park across the way, will make an attractive water entrance to the Thea Foss Waterway.

Guidelines

- o Locate overwater development to avoid existing or proposed known areas of habitat.
- o Utilize materials that are "habitat-friendly," including appropriately sized rip-rap, and use of piling materials that are non-treated wood, concrete, steel, or plastic.

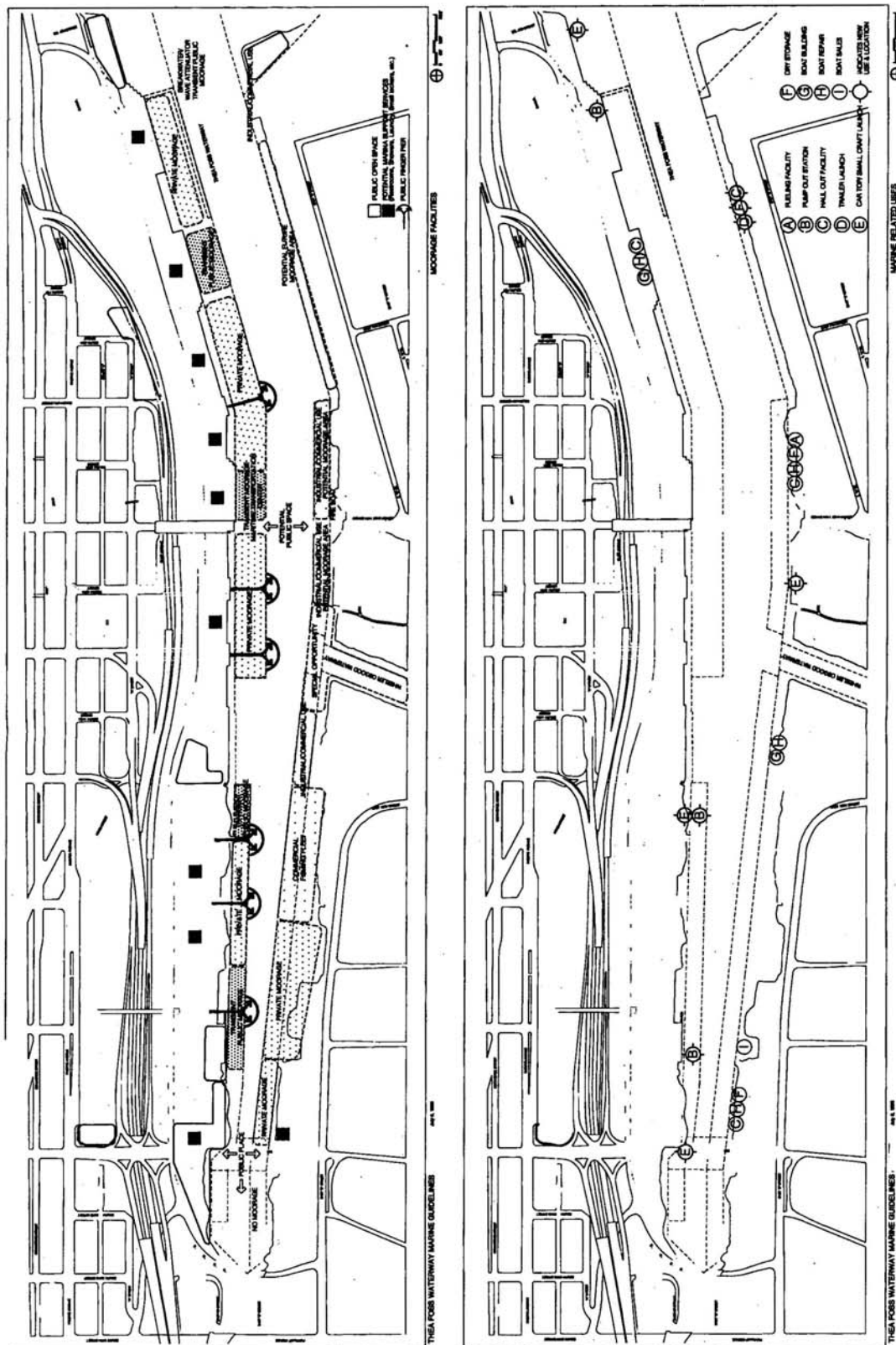
- o Provide design features to enhance habitat, such as benching the shoreline slope.
- o Consider using overwater surfaces that are “transparent,” such as grating, in shallow areas to allow sunlight to stimulate biological growth.
- o Encourage overwater development to locate beyond the minus 10 elevation mark to reduce impacts to intertidal habitat.
- o Identify opportunities to improve existing or create new habitats.
- o Use fixed pile structures for overwater structures.
- o Limit width of all overwater piers and walkways, and particularly those located landward of the minus 10 elevation mark, to 8 feet. Designs shall accommodate a pattern of circulation to minimize dead ends.
- o Avoid work activities during fish migration periods.
- o Provide a minimum of 1:1.5 shoreline edge slope.

Houseboats

Houseboats, an overwater residential use, are not allowed in the “S-8” zone.

Guidelines

- o Prohibit new houseboats (a barge equipped for use as a residence and cruiser) on the Thea Foss Waterway.



Moorage Facilities (above)
Marine Related Uses (below)

Other In-water Uses

Additional marine uses have an important presence on the Thea Foss Waterway and are appropriate to the marine setting.

Commercial Boating

Existing Conditions

Commercial uses remain a solid presence on the Waterway. Shipping piers send and receive shipments by sea, a task reminiscent of the predominant industry of the Waterway in its past. The Port of Tacoma currently operates a fleet of fishing vessels at City Marina.

Concept

Both water-dependent and related commercial and industrial uses will continue as before with new activities reviewed by appropriate agencies. In the near term, it is not likely that the moorage of fishing vessels will have significant new requirements. The fishing fleet is an ideal example of the working waterfront character to remain intact on the east side.

Guidelines

- o Retain the activity of existing shipping piers on the Thea Foss' mixed-use marine community which uphold the working character of the Waterway.
- o Enhance public access and interpretation of the commercial fishing fleet.

Water-related Recreation

Concept

Rental concessions that offer kayaks and canoes to the public promote use of the Waterway. These activities should be located adjacent to new or planned launching areas on the west side of the Waterway at 21st Street, 15th Street, and Thea's Park as well as designated launch areas on the east side and other appropriate locations.

Boat owners and visitors often enjoy a change of activity and the total scope of the Waterway broadens considerably with the inclusion of ancillary activities and recreation. The public finger piers will likely draw the fishing enthusiast as well as the viewing public. Water-based sports such as rowing, canoeing, water-skiing, diving, swimming, and wading must be carefully planned with regard to their compatibility and separation. Fishing, diving, swimming, and wading are subject to the health and condition of the Waterway.

Guidelines

- o Encourage small craft rental operations at various locations along the Waterway and provide for their storage needs, discussed earlier under *Boat Storage*.
- o Discourage motorized personal watercraft where they may conflict with non-motorized boat use. Control appropriate use with speed restrictions.
- o Ensure the safety of activities and water users on the Thea Foss Waterway and coordinate with health and safety requirements.

Marine Education Programs

Concept

The opportunity for marine education is a great asset to the city of Tacoma, especially for its youths. The activities of the Sea Scouts, an important historic resource on the Waterway, and their associate cultural center should be maintained either in their current location or in another site on the Waterway, perhaps the Puget Sound Freight Building. Other maritime education programs such as the Maritime Center and various boating programs and centers will have strong presence on the Waterway.

Guidelines

- o Support the activities of marine education programs.
- o Review and designate moorage space for marine education programs, administered by the Foss Waterway Public Development Authority.
- o Study the prospects for a marine biology station, possibly in association with an aquarium, or moorage for a university research vessel on the Thea Foss Waterway.
- o Explore the educational opportunities of the Tacoma fire boat to highlight the vessel's unique design for fire fighting on the sea.

Maritime Events

Concept

The integrated shoreline esplanade and open spaces along Thea Foss Waterway will be an excellent setting for regattas and waterfront festival programs. Maritime events that celebrate the city's history and the unique character of the event location will draw the public who appreciate their historical, cultural, and social heritage. These special events will enhance the maritime atmosphere of the Thea Foss Waterway. Lessons may be learned from successful waterfront festivals such as Seattle's Wooden Boat Fair and Olympia's Harbor Days.

As the finger piers and esplanade are completed, viewing areas will be much improved for the activities occurring in the water. The Thea Foss Waterway will act as a "stage" for audiences from various viewing points. The City of Tacoma itself is the "amphitheater" for viewing activities on the Waterway.

Guidelines

- o Support the Maritime Festival and encourage its growth to become a key feature of the City of Tacoma's civic calendar.
- o Develop site features that facilitate public participation in maritime events.
- o Promote effective event development and management partnerships for quality maritime events.
- o Provide visitors to maritime festivals a real water experience that can be connected to water themes and festival displays at each destination.

Boat Clubs

Concept

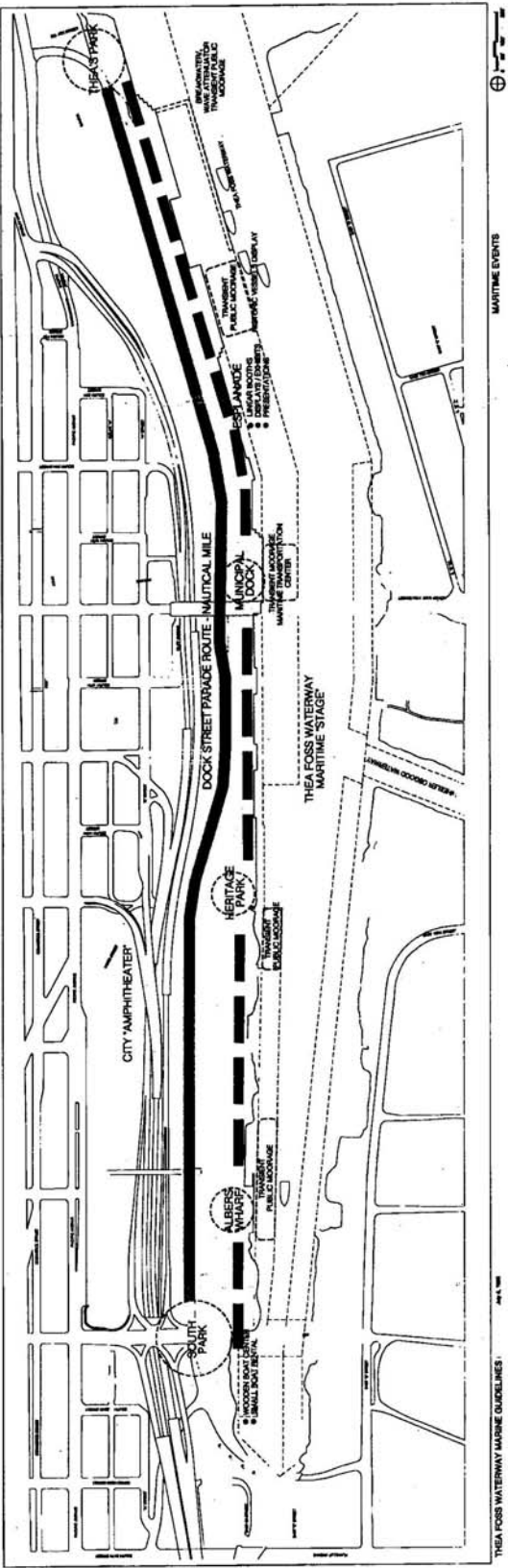
Boats in transient fleets vary in size and require sufficient amenities. Boat clubs undertake cruises with confidence that public transient moorage space is available, any needed assistance can be obtained in the port-of-call and gathering areas are available for their festivities.

The presence of a commercial community, clubhouses, and public spaces along the water's edge for gatherings of various sizes will enhance the usability of the Waterway for city residents, visitors and boat clubs. These considerations are enhanced by the strategic pairing of public open space with public transient moorage.

Other ports and waterfront communities find that the related onshore activities of visiting boaters have revitalized their waterfronts. Tacoma will certainly attract boat clubs once public amenities, open spaces, and retail opportunities are available.

Guidelines

- o Provide amenities which boat clubs have come to anticipate, such as harbor master services, secure restroom, shower, laundry facilities, and clubhouse. The clubhouse can be a distinct development effort in itself.
- o Market the Thea Foss Waterway as an attractive destination for Puget Sound boat clubs. Boaters look for onshore activities such as arts and craft booths, museums, restaurants, ice-cream, bakeries, antique, and book stores.



Maritime Events

Special Opportunities

Breakwater/Wave Attenuator

(Habitat Relocated)

Concept

The area at the mouth of the Thea Foss Waterway is vulnerable to wave action from Commencement Bay. The installation of a breakwater or wave attenuator would allow for the expansion of boat moorage north and provide protection from waves, boat wakes, storms, as well as enhance navigation and possibly provide additional public access.

The *Tacoma Shorelines Master Program* imposes strict requirements on breakwater construction in order to minimize disruption of sediment transport and impact on marine life. Floating wave attenuators do not interfere with the bottom ecology or aesthetic view and provide a freer exchange of water beneath them than would rigid structures, such as rubble mound breakwaters.

Due to the escalating costs of a floating wave attenuator with increasing wave energy, many unknowns remain concerning its long-term structural life. The advantages and disadvantages of a breakwater versus a wave attenuator need to be examined further. A coastal engineering study will help determine the appropriate location of a breakwater or wave attenuator, fixed versus floating forms, and their aesthetic and functional considerations.

Guidelines (new)

- o Ensure that breakwater or attenuator designs accommodate boat moorage and use of the deck surface for public access.

Other Development Opportunities

Coordination with Esplanade Design

The success of upland and in-water development are inextricably linked. Compatibility between private property owners and the city will be necessary to assure that the many segments of upland development and public infrastructure are compatible in design and location, and maintain access to marine service and structures from the water side. Marine development efforts shall be consistent with esplanade design and development guidelines.

IGM and Marina

The International Glass Museum will bring the studio glass setting to a working waterfront and extend an arm of the museum district on Pacific Avenue to the waterfront. The public will be drawn to an opportunity to view creation of glass art by some of the world's finest artists. An associate transient public moorage area will facilitate public access via the water.

Municipal Dock

The Municipal Dock, originally completed in 1911, served local passenger steamers. Its central location, pedestrian access to downtown, and historic use continue to make it an optimum location for a future passenger ferry terminal. Planned removal of existing private moorage slips adjacent to the property for the reestablishment of this purpose will provide moorage for new or historic vessels. The proposed adaptive reuse of the Municipal Dock building as a possible public market will complement the cultural focus of the International Glass Museum and accommodate transient moorage and unobstructed public access to the pier from the boardwalk. This shared public use and terminal will be a great amenity to the waterfront.

Totem Marina Proposal

Redevelopment of the Totem Marina property could introduce mixed use residential, retail, and associate marina development. Residential developments may include an option for marina slips, possibly sold on a condominium basis. Residential housing on the waterfront would offer a desirable living environment and a level of activity critical to the operation and security of the neighborhood.

Aquarium

An aquarium on the Thea Foss Waterway would be an appropriate water-based destination and take advantage of the marine setting for education and research. Along with the International Glass Museum, the aquarium would bring many visitors to the Thea Foss Waterway.

Hotel development (new)

A marina associated with a hotel development can either provide a normal service, support other uses in the area, or allocate its slips to the short-term moorage needs of its guests. It interacts with both a public and *private* clientele. The hotel could provide facilities such as club house,

conference rooms, jogging and recreational facilities on the esplanade. Transient moorage in front of a hotel development would allow boat clubs to rent banquet and meeting rooms for business as well as special maritime meetings and events. Research indicates that marinas stimulate related hotel occupancy.

Implementation

Purpose

In order to create an attractive, urban waterfront on Thea Foss Waterway, the guidelines and recommendations contained within this plan will need to be carried out. Achievement of the plan's redevelopment goals will require the coordinated, cooperative, and united support of all City departments, other public agencies, civic and community groups, property owners and tenants, the development community, and other interested citizens. Many factors will influence the implementation including funding constraints and development timing.

Successfully implementing these recommended improvements will require close cooperation between the PDA and the public and private sectors. The private sector must be willing to actively support the revitalization of the area, make capital investments, and share the cost of the public improvements. The public sector must continue to strengthen its intent to implement the plan by actively seeking and identifying funds for improvements and providing coordination between private property owners and public officials. The PDA must facilitate the public and private commitment to implement elements of the plan's recommendations is shown below.

Existing Public Commitment

- o The City of Tacoma and the Metropolitan Park District acquired 26.8 acres for \$6.8 million on the Waterway to set the foundation for the revitalization and new role of this waterfront area. The purchase of these properties was assisted by \$2.28 million awarded to the City by the Interagency Committee for Outdoor recreation (IAC) through the use of Washington Wildlife and Recreation Funds (WWRC). The City is in the process of negotiating additional properties using these funds and bonds. Subsequent property acquisitions have increased public ownership to 424 acres (34.5 acres on the west side, 7.5 acres on the east side).
- o Murray Morgan Bridge Pedestrian Improvements - Department of Transportation (DOT) - The City is currently working with DOT to create an attractive, secure link from downtown to the waterfront at this critical location.
- o Chihuly Bridge of Glass Pedestrian Parkway Connection from Union Station - The State Department of Transportation and the Federal Highway Administration have committed \$1,000,000 to construct this facility.
- o Revisions to the *Master Program for Shoreline Development* - The City is committed to quickly revising the Master Program to ensure that this plan's recommendations for waterfront development take place.

Private Commitment

Several private development and rehabilitation projects are either underway or proposed on Thea Foss Waterway. These projects, representing several millions of dollars, in various stages of planning and/or implementation show the level of private interest and commitment in this area. Inasmuch as these projects can change considerably from the time of initial proposal to the time of actual development, not all listings are included herein. It can be anticipated that as private projects are undertaken, the *Thea Foss Waterway Design and Development Plan* will be utilized as a guide for improvements.

Public/Private Joint Ventures

Combined efforts currently underway by the public and private entities can greatly assist in achieving the vision of the Waterway. Whether with developers to develop a site or with civic groups who are interested in playing a part in realizing the vision for the Waterway, these interested parties should all be encouraged to participate. The International Glass Museum is the prime example of public/private joint ventures on the Waterway.

Strategies

To implement the tasks in the *Thea Foss Waterway Design and Development Plan*, implementation strategies are needed to provide direction and guidance. Implementation strategies are therefore listed and addressed below.

Transportation

Environmental Cleanup

Funding

Management Agreement

Administration

Development

Marine Implementation/Development

Transportation Strategy

Purpose

The transportation strategy for the Thea Foss Waterway is designed to be flexible in order to keep pace with the changing character of the area. It is intended that the transportation goal will be accomplished through periodic updating. A continuing effort will be necessary to complete the undeveloped links of the pedestrian system, improving the vehicular access and developing other transportation modes to serve the area. This

will ultimately provide a balance between automobiles, transit, pedestrians, ferries, and shuttle buses allowing a reduced emphasis on parking to support development and free valuable property for other uses. The following is a three-phase transportation strategy.

Phase I

The strategy for the Phase I was to modify the Shoreline Regulations to eliminate parking requirements for individual developments in the Waterway, including a limit on the maximum number of parking stalls. This allowed development of maximum flexibility with regards to parking, but still insure that parking would not become a dominate land use.

Phase II

As the Waterway develops and begins to generate sufficient activity, the first review of the initial strategy will be necessary to determine when a transit or a shuttle bus system (possibly subsidized) should be added. Feasibility for such a change would be based on their ability to be an acceptable, competitive and viable means for bringing people into the area. This would be the first step in beginning to reduce dependence on parking provided within the area as a criterion for development. One other planning consideration during this phase is to introduce Transportation Demand Management (TDM) strategies in order to alleviate potential traffic congestion, parking shortage and air quality deterioration due to intensive auto dependent uses. TDM strategies that may be available include ride sharing, transit fare subsidies, parking restrictions, staggered work schedules, bicycling, walking, etc.

Phase III

The next major review of the strategy would come when activity reaches a point that all modes of transportation, i.e., automobiles, transit, pedestrians, ferries, bicycles, and shuttle buses are needed to serve the area. At this point it is assumed that most of the parking for the Waterway is being provided outside the area and people are either walking to the area or they are utilizing transit/shuttles or some other form of transportation to get to the Waterway. Parking within the Waterway should be further reduced at this time to free more property for development and further increase activity. TDM will continue to be an important tool in limiting automobile use in the area.

The most important factor to remember is that all of the individual improvements must function as an integrated system. The success of all of the systems depends on how well they work together, for if one system doesn't serve or support the others then they can never operate as they should.

Implementation

The following studies and ordinances may additionally affect the Thea Foss Waterway:

Transportation Demand Management (TDM)

The City, in coordination with other relevant jurisdictions in Pierce County, has been developing goals and guidelines for implementing TDM programs. This is in order to comply with the legislative requirements of HB1671. The current TDM planning is aimed at reducing the single-occupant vehicle commute trips generated from major employers with 100 or more employees. Nevertheless, certain TDM strategies, such as ride sharing, transit use, parking restrictions, staggered work schedules, bicycling, etc., should be considered by prospective developers and businesses around the Waterway. TDM can be a viable tool to help alleviate potential traffic congestion, parking shortage and air quality deterioration due to dominant auto uses.

Recommendations:

- o Eliminate the train/automobile/pedestrian conflict at the intersection of East “D” Street and the railroad tracks at the south end of Foss Waterway.
- o Work to construct structured parking over the railroad tracks near downtown and at other remote locations.
- o Work with developers to provide parking within structures on the Foss Waterway.
- o Encourage innovative ways for reducing parking on the Waterway, such as joint use structured parking, shuttle services, and pedestrian connections to downtown parking lots.
- o Work with all agencies to coordinate transportation efforts affecting Thea Foss Waterway.
- o Work to implement the parking facility and policy recommendations of the Downtown Parking Study.
- o Develop strategies to implement a funicular rail connection from the Waterway to Fireman’s Park.
- o Develop Transportation Demand Management (TDM) ordinances and programs to provide alternatives to single occupant vehicles (SOVs) as an effective measure for reducing parking demand in the Thea Foss Waterway area.
- o Encourage the public use of the surrounding parking lots to meet the parking needs of the Waterway.
- o Utilize light rail and commuter rail connections to reduce parking and transportation demand.

Environmental Cleanup Strategy

Purpose

Improving water quality, cleaning up contaminated sites, and enhancing biological conditions are essential for restoration and redevelopment of the Waterway and its associated uplands. Redevelopment of several Thea Foss Waterway sites may depend on the cleanup of contaminated materials. Generally, soil and groundwater studies may be required if property contamination is suspected, or if further analysis of known property contamination is needed.

Strategy

The Thea Foss Waterway is one of nine hot spots in the Environmental Protection Agency (EPA) Commencement Bay Nearshore/Tideflats Superfund site. Cleanup of this Waterway will consist of sediment remediation and source control measures. In order to implement this design and development plan and move ahead of the EPA's and Department of Ecology's (DOE) schedule for cleanup, it is necessary to plan a comprehensive approach to cleanup of the Waterway.

The City has completed the Strategic Plan for Thea Foss Waterway Environment and Redevelopment. This plan provides guidance to upland and in-Waterway sediment cleanup and would thereby stimulate development activity in accordance with this design and development plan. Because environmental contamination is apt to be pervasive and not bounded by property lines, a comprehensive understanding of the extent of the contamination, and a coordinated large-scale approach to remediation was favored.

An environmental remediation plan, supported by a realistic cleanup strategy, provides the basis for agency approvals, thereby expediting cleanup under an agreed Order on Consent with the EPA and Consent Decree with DOE. The environmental remediation plan also assists developers by helping them understand surrounding cleanup needs, requirements and approval processes. The city and the PDA need to work with the agencies to maximize the beneficial effects of strong remediation strategies.

Recommendations:

- o Make cleanup of contaminated land a priority for all Waterway properties. Accomplish cleanup of public properties as soon as possible, and encourage private property owners to follow the City and Park District's lead by permitting some phasing of development, especially subsurface improvement, to occur during cleanup. Encourage cleanup strategies that can be integrated into development.

Implementation

- o Work with the Department of Ecology to implement a cleanup plan for source control.
- o Conduct an overall Foss Waterway water quality analysis and aggressively seek out funding for this analysis.
- o Provide a leadership role in addressing the federal Superfund issues within the Waterway. Where depth is not adequate and natural recovery is not anticipated, the City should support the sediment remedial action for capping as provided for in the Commencement Bay Nearshore Tidelands Record of Decision.
- o Develop an environmental remediation plan in concert with this plan. The scope of the environmental remediation plan should include:
 - Documentation of current known status of environmental contamination and any remedial efforts underway or completed for Waterway parcels.
 - Identification of any additional investigation necessary to fill in key gaps or confirm key issues and concerns.
 - Characterization of the extent and type of contamination on the Waterway parcels.
 - Preparation of a conceptual plan for environmental remediation, both in the Waterway and on parcels adjacent to the Waterway.
 - Negotiation of cleanup and permitting strategies with regulatory agencies having jurisdiction over the Waterway.
- o Seek federal, state, and local funding for development of an environmental remediation plan and cleanup of the Waterway and its adjacent uplands.

Funding Strategy

Purpose

It is intended that all general funding mechanisms available to finance public capital improvements on the Thea Foss Waterway be utilized. They are limited in number; however, each should be fully investigated. The use of any particular funding will depend upon the part of the study being implemented. Each has advantages and constraints.

Strategy

Utilize the following most commonly used funding sources, and others as opportunities arise.

Annual Capital Improvement Program (CIP) Budget

The City Council appropriates money from a special “set aside” fund for capital improvement projects. The primary source of CIP funds has been the City’s General Fund and is limited by the amount of money the City is able to commit to capital improvements. Projects are submitted on a citywide basis by City departments and agencies, citizen committees and

the public. Requests for funds far exceed the amount of money available and competition is keen. Projects are evaluated on need, benefits and cost. Capital improvement funds may be used to fund such public improvements as parks, public buildings, sidewalk and street improvements, land acquisition, and other public projects. Since the City views Foss Waterway as an important part of downtown, funding in future years should be a high priority.

Growth Management

In June 1993, the requirements of the State Growth Management Act (GMA) took effect. One of the key provisions of the Act is capital facilities planning. The GMA requires that all public capital facilities be included in an adopted "capital facilities plan." The *Thea Foss Waterway Design and Development Plan* must include the location and cost of the facilities, and the sources of financially feasible revenue that will be used to fund the facilities.

Public Financing Instruments

Some projects and improvements may be financed by general obligation bonds. Through this method, the taxing power of the City is pledged to pay interest and principal to retire the debt. General obligation bonds can be sold to finance permanent types of improvements such as schools, municipal buildings, parks and recreation facilities, or to purchase or develop properties on Foss Waterway. Voter approval is normally required. However, the City Council, within limitations, may use the inside levy process to fund improvements. In Tacoma, bonds were issued to construct the Tacoma Dome, renovate the Point Defiance Zoo and Aquarium, and to make library and park improvements and purchase property on Foss Waterway.

Other financing instruments such as certificates of participation, bond anticipation notes may, if appropriate, be used.

Federal and State Grants

Federal and state grants are available to finance a large number of programs. These may include streets, water and sewer facilities, and parks and playgrounds. The cost of funding these facilities may be borne completely by grant funds, or the City may be required to contribute a local share. Examples include Interagency Committee for Outdoor Recreation (IAC), Aquatic Land Enhancement Account (ALEA) funds, and federal economic development aid such as the Economic Development Administration (EDA) of the U.S. Department of Commerce and Environmental Protection Act (EPA) funds. Aggressive pursuit of all available federal and state grants will be necessary for successful implementation of the study. Competition among eligible recipients is keen and several of the programs have been cut back in recent years.

Recommendations:

- o Pursue all funding sources available and leverage City funds whenever possible.
- o Systematically allocate Capital Improvement Program funds to accomplish the development on the Waterway.
- o Assure that all capital infrastructure needs are reflected in the *Interim Capital Facilities Plan* and in the *Growth Management Capital Facilities Plan*.
- o Include all Thea Foss Waterway capital projects in the *Interim and the Growth Management Capital Facilities Plan*.
- o Establish level of service standards for Foss Waterway elements that are oriented toward public use.
- o Develop necessary financial projections and dependable revenue sources that can be used to show financial feasibility in the *Growth Management Capital Facilities Plan*.

Administration Strategy

Purpose

For area redevelopment projects to be successful, they must be carefully planned, prioritized, strategized, marketed, negotiated, and financed. Successful strategies require time, effort, and money. Successful strategies also require the support of the public sector, private developers, property owners, and business owners.

Many responsibilities rest with the City for the initial planning and implementation of the plan's recommendations and they will also rest with the PDA. The success of long term development, however, rests with forging a successful partnership with the private sector.

Development Strategy

Purpose

The development strategy for Foss Waterway is to indicate how, why, and where development should occur.

Strategy

The following criteria comprise key development components that provide guidance to the City's development strategy.

Development Selection Criteria

Given the limited amount of public funds, the following criteria should be used to determine where development and investment of public funds should be committed:

- o Areas where public or private funding has been committed.

- o Areas where waterfront development opportunity exists.
- o Projects that promote shoreline public access.
- o Projects that further mixed-use development.
- o Efforts that promote environmental cleanup of the area.

Recommendation:

- o Use the development selection criteria to determine where development funds should be applied.
- o Use the phased development approach to systematically redevelop Thea Foss Waterway.

Application of Development Controls

The *Thea Foss Waterway Design and Development Plan* can be further implemented through a variety of development controls and incentives. This may include several variations of and innovations in zoning, historic preservation and other measures.

Whether the City enacts controls or incentives, or, as is more likely the case, a combination of the two, depends on public objectives, the type and scale of the desired impact, the potential of a particular site or area, and the level of resources available or desirable for commitment.

Control techniques vary by degree of specificity and administrative requirements. When individual project review functions are not required, regulatory mechanisms take the form of uniformly applied controls, most commonly in the form of traditional zoning. Where project reviews are desired to ensure more sensitive compliance with the goals of the study area, the regulatory mechanism may involve special controls or zoning for these areas, such as requiring parking within the footprint of the buildings and setbacks of waterfront buildings to eliminate shadows on pedestrian ways.

Landmark Preservation and Historic Districts

Currently, there are two designated historic districts in the City which by location have a relationship to Foss Waterway. Each is presently codified in the City's *Land Use Regulatory Code*. They are as follows:

- o Old City Hall Special Review District, vicinity of South 7th and Pacific Avenue.
- o Union Station Special Review District, vicinity of South 17th and Pacific Avenue.

These districts are zoning approaches to a community preservation program. By means of landmarks or historic district ordinances, a framework is established to protect special districts and buildings. Once established, all proposed development actions, including alterations, demolition, and new construction, are reviewed by the Landmarks

Implementation

Preservation Commission for conformance with the Secretary of the Interior's Guidelines for Rehabilitation.

Recommendation:

Use applicable development controls and incentives to assist in achieving the desired development vision for the Waterway.

Marine Implementation Strategy

Financing

Both public and private moorage facilities require large initial outlays of capital, but from distinctly different sources. Financial studies are necessary to determine construction and operating costs. Public small craft harbors may be eligible for direct public subsidies.

The balance of capital needed for construction of a public marina may be raised through the sale of general obligation or revenue bonds, backed by anticipated revenues from the facility being constructed. Revenue bonds that pledge revenues from a port district are more desirable than those from marina revenues. Interest rates are higher and less flexible for revenue bonds that pledge only marina revenues because they are based on a single source of payment.

Grants and loans as a financing possibility should be explored early in the preparation of the feasibility study. For example, the Washington State Inter-Agency Committee for Outdoor Recreation (IAC) coordinates outdoor recreation planning and funding. The State may fund pump-outs as part of a public transient moorage development.

The private marina developer must secure loans from commercial or financial institutions. Corporations, partnerships, or an individual have a variety of methods to obtain borrowed capital. One or more individuals may provide the money and participate as stockholders or partners; in some cases they also act as the operators.

Ownership/Leasing

The State of Washington owns two million acres of marine lands. The State Department of Natural Resources (DNR) holds title or has statutory authority over aquatic lands, which include all state-owned tidelands, shorelines, harbor areas, and beds of navigable waters. DNR leases those harbor areas on the Thea Foss Waterway, except for a small area south of 11th Street.

Use of aquatic lands under control of DNR requires receipt of Aquatic Use Authorization (Aquatic Lease). Reconfiguration of existing private marina slips, any addition of or modification to existing piers or docks, and additions of new transient public moorage will require the attainment of aquatic land leases.

Marinas usually occupy the harbor areas between the inner and outer harbor lines. As needed, a proponent will approach DNR with a proposal

Implementation

to use harbor areas for navigation and commerce, and undergo a review process.

On the Thea Foss Waterway, harbor areas have been established on an incremental basis. To establish an outer harbor line, a proponent must go through the Harborline Commission. The process takes a minimum of one year as the application undergoes informal and formal public review at the local level, and a formal process with the Harborline Commission. DNR staff works with the proponent through this review process until the application is approved, expended, or modified.

A public place designation is intended for public use, access, and recreation. It is established in a similar manner to a harbor line. The area under the Murray Morgan Bridge and SR 509 are designated as public places. In the future, this public place designation may be extended southward from SR 509.

City/PDA/Port ownership

Public agencies can operate marinas themselves or foster private ownership or operation of marina facilities to provide public services and revitalize the waterfront. The City of Tacoma plans to relinquish management to the Foss Waterway Development Authority who will actively pursue development opportunities.

Public authorities are more able to appropriate improvements such as harbor infrastructure, shore protection, and breakwater development. The construction, operation, and maintenance of marine facilities is released to the private sector. The joint venture of public harbor and private operator can be advantageous. Public ownership that develops and operates marinas should insure a fair return on locally managed capital investment in their facilities.

In some cases, public marinas can provide a wide variety of services that may not be profitable for a private marina to offer. For example, Shilshole Bay Marina in Seattle and the adjacent areas along the waterfront offer general recreational piers, commercial facilities such as restaurants, gift shop, grocery stores, boat sale, brokerage and marine hardware, boat moorage, guest moorage, boat repair area, tidal grid, and many other amenities.

In California, public agencies installed breakwaters and did the dredging, assuming initial development cost, while the operation of the marinas is contracted out on long-term leases to private industry. In return, private industry pays a percentage of its return to the county. This seems to be a desirable situation: both the public and private sectors make money.

DNR Requirements and Marina Leasing Strategies

As trustees for the state's public aquatic lands, the DNR is a proprietary, not a regulatory organization. It manages the harbor areas, tidelands, and beds that are entrusted to lessees. DNR's policies favor marina development sited in or close to urban areas. Policies and guidelines developed by the DNR's Division of Marine Land Management determine if, and under what lease terms, marinas may occupy tidelands within their jurisdiction. An understanding of DNR's role is crucial for the marina developer and operator.

Maximizing the public benefit is the long term objective in the DNR's marina leasing strategy. The management objectives for aquatic land differ from those for other lands owned by the state. Aquatic lands are truly public land owned by all the people of Washington State, whereas most other state lands are trust lands, managed to maximize economic return. On aquatic lands, the objective is to maximize the long-term public benefit. The reason that many lease terms are shorter than the maximum allowed is that it is important for the state DNR, in its capacity as land manager, to review the leases as often as possible.

Lease rates vary depending on the degree to which the activity interferes with public use of the same property. Special consideration may be warranted for uses with a high public benefit. In particular, public uses of harbor areas which enhance public access, such as a fishing pier, may receive lower lease rates. Harbor areas were set aside in the State Constitution for purposes of navigation and commerce, such as marinas. The maximum lease terms is 30 years. Interim uses around 10 years are subject to frequent DNR review. The leases on the Thea Foss Waterway are generally 30-year harbor area leases.

Master Lease Strategies

In process is a long-time pending application by the City of Tacoma to incorporate all city parcels into a master lease agreement between the DNR and City of Tacoma. The DNR will amend the master lease with current individual leases with the city as parcels become available. Consideration for the impact of the Superfund activity, pre-development clean-up and restoration have slowed the application process. Once these issues are resolved, the DNR and City of Tacoma will move forth in this process.

Management

Single operator vs. multi-operator for marina facilities

An organization, either privately or publicly held, may lease and operate marina properties as a chain with common management and ownership. The economies of scale in hiring, central management, purchasing, and marketing may make the operation of marinas more cost effective. Further study will determine its appropriateness on the Thea Foss.

Relationship between in-water and upland ownership

Marina ownership has generally been held by the owner of the associated upland. In some cases land is leased to others to operate and maintain the facility. The city owns both vacant and developed properties and street ends along the Waterway. Publicly-owned vacant parcels are intended to provide needed open space and marine amenities such as fishing piers, floats, public moorage, boardwalks, and passive recreation.

The benefits of a complementary relationship between in-water and upland ownerships are clearly seen under a single ownership. When they are not under a single ownership, coordination will be required for the preservation of public access and city-required marina support services. The upland owner also has the right of first refusal for proposed marina developments adjacent to his property. Several city-owned properties on the Waterway are leased to private business. These leases should be extended when they further the intent of this plan and ensure public use and access.

New lease conditions at Totem Marina should consider provisions to upgrade visual and physical access, and comply to plan objectives. Appropriate steps are encouraged to upgrade the quality of development of existing city ownerships. Where city-owned property is leased, it is intended that the city continue to use the income derived to help fund capital improvement projects and property acquisition on the Waterway.

Maintenance

In the extreme exposure conditions encountered in most waterfront areas, careful maintenance repairs and repainting must be carried out on an annual basis. Prompt correction of defects may save a great deal of subsequent repair expenses, preventing costly and untimely replacements.

In order to assure a fund to cover the inevitable maintenance operations, it is strongly recommended that marina developments make provisions for a maintenance plan. Under normal conditions it is natural to expect maintenance expenditures to increase somewhat each year regardless of the degree or efficiency of maintenance. The relationship of marina

maintenance to the in-water clean-up and habitat maintenance is an important consideration.

Permitting

Marina proposals are subject to numerous statutes and regulations of other authorities (such as the State Environmental Policy Act and the Shoreline Management). Even after the permit has been granted, the Water Department of Ecology (DOE), the Attorney General, or an aggrieved third party may see fit to appeal the decision. DNR reviews leases and has the right to deny authorization to use state aquatic lands. It responds to any shoreline permits and amendments to Shoreline Master Programs.

Development Strategy

Development recommendations described in the plan are listed in the following chart.

Recommendations/Implementation Schedule

Phase I 1998-2003

A.	Construct a public esplanade from South 15 th to 18 th Streets. Public Works Department	\$3,000,000
B.	Develop a master plan for the Totem Marina and use this plan to generate long term lease provisions and a development program. Public Works Department, PDS Economic Development	\$250,000
C.	Construct the Chihuly Bridge of Glass with consideration for ease of access, design quality, artistic innovation, its place in the Puget Sound region. Public Works Department	\$1,500,000
D.	Develop parking/green space in the area on the ground under the SR- 509 bridge so that it is aesthetically pleasing and becomes a feature on the Waterway. Public Works Department	\$250,000
E.	Construct parking garage and esplanade in conjunction with the International Glass Museum Public Works Department/International Glass Museum	\$45,000,000
F.	Initiate environmental cleanup of the Waterway Public Works Department/PRP's	\$30,000,000
Phase I Total		\$80,000,000

Implementation

Phase II 1999-2004

A.	Construct a Public Wharf on the Albers Mill Site Public Works Department	\$3,000,000
B.	Repair wharf and pilings for Puget Sound Freight Building and construct an esplanade connecting the adjacent parcels. Public Works Department, Planning and Development Services Department (PDS), Economic Development, PDA (development)	\$3,000,000
C.	Building, wharf, and pier reconstruction for the Municipal Dock as a multi-use facility with public and commercial uses, such as a Public Market, including below grade parking. Public Works Department, PDS Economic Development, PDA	\$8,500,000
D.	Develop an inviting, highly visible link between the surface of the Murray Morgan Bridge to the ground. Public Works Department, PDS Economic Development	\$1,500,000
E.	Reassign DNR lease for Totem Marina and provide management and development consistent with that for adjacent uplands and land use guidelines. PDS Growth Management	N/A
F.	Construct the "D" Street overpass at the BNRR crossing. Upgrade the "D" Street streetscape through improved maintenance, tree plantings, and street furniture. Construct SR-509 ramps to "D" Street. Public Works Department	\$20,000,000

Phase II Total \$36,000,000

Phase III 2002 - 2010

A.	Construct parking garage/lid/park, 430 stalls, over Burlington Northern Railroad Public Works Department	\$64,000,000
B.	Construct two pedestrian bridges and inclines or a funicular Public Works Department	\$8,000,000
C.	Construct Esplanade from Thea's Park to 15 th Street Public Works Department	\$12,000,000
D.	Habitat restoration	\$5,000,000

Phase III Total \$89,000,000

Grand Total \$205,000,000

Appendix

Shoreline Regulations

The Thea Foss Waterway shoreline lies within the “S-8” Shoreline District as set forth in the *Tacoma Master Program for Shoreline Development* which includes Section 13.10 of. This Ordinance provides for permitted use activities and for conditional use activities which are subject to approval by the State Department of Ecology. Any development within the “S-8” Shoreline District is governed by the use regulations and permit procedures of the Tacoma Municipal Code. For more details, refer to Section 13.05 and Section 13.10.

It is the intent of the Shoreline Ordinance to carry out the policies as set forth in the *Tacoma Master Program for Shoreline Development*. The *Master Program for Shoreline Development* intends that future development along Thea Foss Waterway involves a mix of new development, both private and public. The intent is promotion of public access and the enjoyment of the shoreline with water-oriented uses within the approved guidelines.

Shoreline Permits

The purpose of the State Shoreline Management Act of 1971 is to prevent the inherent harm associated with unrestricted and unplanned piecemeal development of the shorelines. Any new development within 200 feet landward of the ordinary high water mark must conform to state shoreline policies and the policies and standards of the *Master Program for Shoreline Development* for the City of Tacoma.

A shoreline permit is the primary device used by local governments to regulate development of the shoreline. A shoreline substantial development permit is needed for any development where the total cost (or fair market value) exceeds \$2,500 or for any development which materially interferes with the normal public use of the water or shorelines of the city. However, several types of development are exempt from the shoreline permit requirement. Among these are certain small piers and normal maintenance and repair of existing structures. The Land Use Administrator for the City of Tacoma ultimately will determine whether a proposed development qualifies for an exemption. The shoreline permit does not take the place of other local, state, or federal permits which may be required.

Projects which involve construction in or over water require a United States Army Corps of Engineers’ permit. Activities that would require this permit include fill and the construction of piers. A separate application and review process is necessary to obtain a Corps of Engineers’ permit. The application is transmitted for review to affected federal resources agencies and others as may be necessary. Approval of

Appendix

all affected agencies is required before issuance of the permit and beginning of construction.

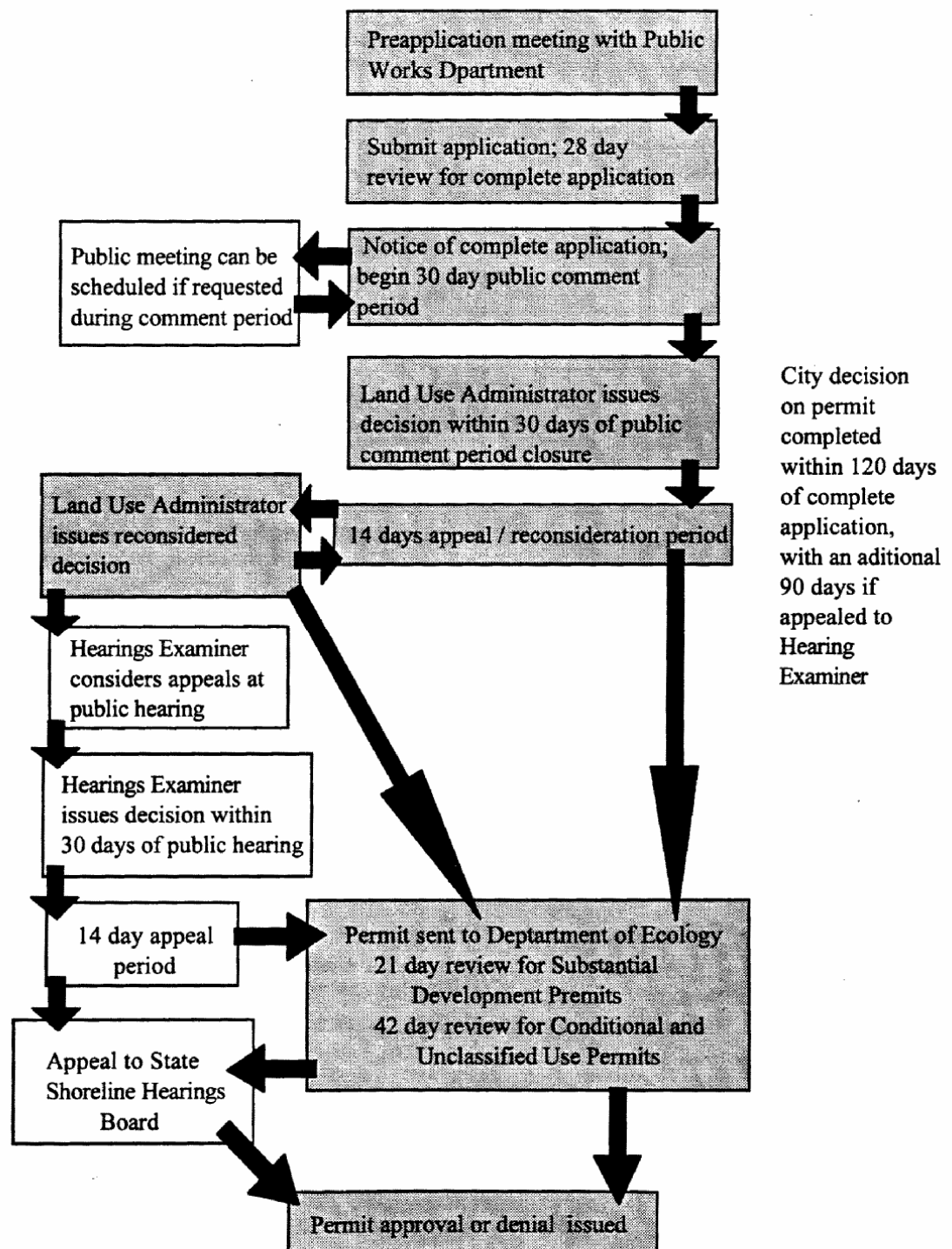
The accompanying chart illustrates the process of review for shoreline development permits. The granting or denying of a shoreline substantial development permit may be appealed at the local level and finally to the State Shoreline Hearings Board.

Other permits may also be required such as:

- o a City permit for building – City building, paving or demolition permit
- o a State permit – Hydraulic Project Approval from State Department of Fish and Wildlife
- o a State permit for water quality control
- o a harbor area lease for developments that are located in designated harbor areas from the Department of Natural Resources

Potential development permits are summarized on the following pages.

Shoreline Permit Process



SUMMARY/POTENTIAL DEVELOPMENT PERMITS

POTENTIAL DEVELOPMENT PERMITS/REGULATORY COORDINATION

REGULATING AGENCY	PERMIT, CERTIFICATION, OR APPROVAL	CONTACT	ACTION REQUIRING PERMIT, CERTIFICATION, OR APPROVAL	ESTIMATED PROCESSING TIME	LIFESPAN
Federal					
U.S. Army Corps of Engineers	Section 404 Individual Permit	Ann Ulrich Chief, Environmental and Processing Section P.O. Box 3755 Seattle, WA 98124-2255 (206) 764-6907	Discharge of dredged or fill material into waters of the United States, which include wetlands.	12 to 18 months	up to 3 years
U.S. Army Corps of Engineers	Section 404 Nationwide Permits	see above	Various.	30 days minimum	up to 3 years
U.S. Army Corps of Engineers	Section 10 Permit	see above	Obstruction or alteration of navigable waters of the United States.	12 to 18 months	Typically 3 years but can be up to 10 years
U.S. Fish and Wildlife Service and/or National Marine Fisheries Service	Endangered Species Act Review, Section 7	David C. Frederick U.S. Fish and Wildlife Service North Pacific Ecoregion Western Washington Office 3704 Griffin Lane S.E., Suite 102 Olympia, WA 98501-2192 (206) 753-9440 Garth Griffin National Marine Fisheries Service 911 NE 11th Avenue, Room 620 Portland, Oregon 97232 (503) 230-5400	Application for a federal permit, or any action funded, authorized, or carried out by a Federal Agency	variable	180 Days
U.S. Environmental Protection Agency	Review of all potential developments in the Thea Foss shoreline area through the SEPA process; Review of discretionary City permits through coordination with the City	Peggy Justus U.S. EPA Region 10 1200 Sixth Avenue Seattle, Washington 98101 (206) 553-6523	SEPA reviews city consideration of any discretionary City action for development along the Thea Foss Waterway Review of nearshore or over-water activities relating to Superfund cleanup	Varies	Not applicable

SUMMARY/POTENTIAL DEVELOPMENT PERMITS

POTENTIAL DEVELOPMENT PERMITS/REGULATORY COORDINATION

Washington State	Section 401 Water Quality Certification/Coastal Zone Management Act Consistency Certification	Sandra Manning Washington State Department of Ecology Nationwide Permit Coordinator Mail Stop 7703 P.O. Box 47703 Olympia, WA 98504-7703 (206) 407-6918	Application for a federal permit for an activity resulting in discharges into state waters.	1 - 6 months	Water Quality Cert. good for life of project, CZMA Cert. good for up to 5 years
Washington State Department of Ecology	Temporary Modification of Water Quality Standards	Mark Hicks Washington State Department of Ecology Water Quality Program P.O. Box 4760 Olympia, WA 98504-7600 (206) 407-6477	Short-term activities that would affect water of Water Quality Standards quality criteria in surface waters of state.	45 - 60 days	1 year plus annual review
Washington State Department of Ecology	Section 402 NPDES Baseline General Permit for Storm Water Discharges Associated w/ Construction Activities	Linda Matlock Industrial Stormwater Unit Washington State Department of Ecology P.O. Box 47696 Olympia, WA 98504-7696 (206) 407-6437	Disturbing 5 or more acres during construction.	10 - 30 days	Life of project, annual fee required
Washington State Department of Ecology	Section 402 NPDES Baseline General Permit for Storm Water Discharges Associated w/ Industrial Activities	see above	Point source discharges of stormwater associated with industrial activity to surface waters of the state of Washington and/or municipal storm sewers	10 - 30 days	Annual fee required
Washington Department of Fish and Wildlife	Hydraulic Project Approval	Randy Carman Washington State Department of Fish and Wildlife 600 Capitol Way Olympia, WA 98501 (206) 902-2573	Work that would use, divert, obstruct, or change the natural flow or bed of any state waters.	30 - 45 days	Up to 5 years
Washington State Department of Natural Resources	Right-of-Way Across State-Owned Aquatic Lands	Kathy Marshall Washington State Department of Natural Resources Division of Aquatic Lands P.O. Box 47027 Olympia, WA 98504-7027 (206) 902-1077	Temporary, long-term, or permanent use or encumbrance of state-owned aquatic land.	30 - 60 days	Dependent on terms of lease

SUMMARY/POTENTIAL DEVELOPMENT PERMITS

POTENTIAL DEVELOPMENT PERMITS/REGULATORY COORDINATION

Washington State Department of Community Office of Archaeology and Historic Preservation	Archaeological/Historical Concurrence	Greg Griffith Department of Community Development Office of Archaeology and Historic Preservation 111 West 21st Avenue, KL-11 Olympia, WA 98504-5411 (206) 753-4405	Ensure that proposed activities do not affect any known historic or culturally significant sites.	2 week minimum	Life of the project
City of Tacoma					
City of Tacoma Building and Land Use Services Division/ Public Works Department	Shoreline Substantial Development Permit	Peter Katich Public Works Department Building and Land Use Services Division City of Tacoma 747 Market Street Tacoma, WA 98402-3793 591-5004	Substantial development proposed within designated shorelines of the state.	120 days	5 years
City of Tacoma Building and Land Use Services Division/ Public Works Department	Shoreline Conditional Use Permit	See above	Substantial development proposed within designated shorelines of the state that is not allowed outright in the Shoreline Master Program (SMP).	180 days	5 years
City of Tacoma Building and Land Use Services Division/ Public Works Department	Shoreline Variance Permit	See above	Substantial development proposed within designated shorelines of the state that would require a variance from specific bulk, dimensional, or performance standards in the SMP.	180 days	5 years
City of Tacoma Building and Land Use Services Department	SEPA Review	Molly Harris Public Works Department City of Tacoma 747 Market Street Tacoma, WA 98402-3793 591-5004	Compliance with State Environmental Policy Act Requirements	varies	Life of the project.
City of Tacoma Building and Land Use Services Department/ Public Works Department	Clearing and Grading Permit	Charles Pearson Public Works Department City of Tacoma 747 Market Street Tacoma, WA 98402-3793 591-5004	Required for any land clearing, filling, and/or grading activities that exceed 50 cubic yards.	4 to 6 weeks	Good for 1 year and renewable for 1 year. Reapplication is required.
City of Tacoma Building and Land Use Services Division	Commercial Building Permit	See above	Construction of any multi-residential or commercial structure	4 to 6 weeks	Good for 1 year and is renewable.
City of Tacoma Landmarks Commission	Landmarks Preservation Review	Valerie Sivinski Planning and Development Services City of Tacoma 747 Market Street Tacoma, WA 98402 (206) 591-5220	Issuance of a Building Permit, involving City of Tacoma listed landmark	10-30 Days	Good for the life of the building permit for which review is required

Shoreline Enforcement

Shoreline inspection and enforcement is carried out by the City of Tacoma. When violation or compliance problems occur, corrective measures are necessary to achieve compliance. In a case where compliance is not met, a regulatory order is issued requiring compliance. Non-compliance can lead to court action and civil penalties. Tacoma's inspection and enforcement program has proven to be an effective means of monitoring shoreline activities.

Existing Marinas and Uses

Water dependent uses should be preserved along the waterfront. The following water dependent uses have lease agreements with the Washington Department of Natural Resources (DNR). The following list does not account for all upland or harbor areas on Thea Foss Waterway:

West side lease holders:

The City of Tacoma has purchased the adjacent uplands and tidelands of **Totem Marina**, located south of the Puget Sound Freight Building. Totem Marina holds two lease agreements for its harbor areas. Totem Marina contains 442 open moorage slips, 40 covered, and 16 boathouses. The uplands contain a boat hoist, boat storage sheds, the marina office, and associated surface parking.

The City of Tacoma has the harbor area south of Totem Marina, which is within a harbor line commission designated public place.

The City of Tacoma has purchased the marina and adjacent uplands and tidelands of the **City View Marina** (City Waterway Enterprises - Jack Morris) and has taken over the management of the 52-slip marina.

East side lease holders:

Pickering Industries, Inc. - Pick's Cove Marina has two lease agreements for its harbor areas on the east side of the Thea Foss Waterway. Pick's Cove Marina, a full service marina south of Johnny's Dock and on the property of a millwork operation, contains moorage slips, upland boat storage, tool shed, boat sales, haul-out facility, and repair yard. The Marina had 35 slips displaced by the construction of the SR-509 bridge. DNR is working with the lessee to reconfigure and maximize the facility.

City Waterway Investments Inc. - "Johnny's Dock" operates a small marina that contains a floating dock and 40 moorage slips within the inner

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harbor line. Renters and boats for sale by the marina operator occupy these slips. In order for the lessee to expand the marina to the outer harbor line, DNR will require baseline sampling before lease of the additional area is authorized.

The Port of Tacoma manages the **City Marina** north of Johnny's Dock. The City Marina has open air moorage and limited support facilities. The city's commercial fishing fleet operates from this location. Most of its slips are open to private pleasure boating.

J.M. Martinac Shipbuilding Corp. occupies the harbor areas south of the mouth of the Wheeler Osgood Waterway. The harbor area was established fronting this facility in 1989. The lessee is pending application for moorage of vessels for its upland ship repair facility.

The Petrich Marine Dock south of the Murray Morgan Bridge is an active presence on the Waterway in both the commercial and local boating communities.

The City of Tacoma Fire Boat Station #18 lies north of the Murray Morgan Bridge on the east side of the Thea Foss Waterway. It is an existing facility that will be included in the master lease agreement.

Totem Marine Service contains a transient moorage float and fuel dispensing facility with an existing upland boat repair facility. It was the first lease to be issued in a designated Superfund area. Baseline sampling was required.

Superior Oil Co. is a petroleum and other bulk liquids storage terminal for hire. It has an existing DNR Aquatics Land Lease north and west of its terminal for its dock facility. Superior Oil Co. has been issued a right of entry to install two monitoring wells (at the request of the State Department of Ecology) to test for any off-site ground contamination that may have been caused from fuel storage tanks. DNR is working with the City and Superior Oil Co. to finalize an easement to the north of the facility to allow continuation of the existing industrial uses.

Interest has been shown in developing the vacant property just south of Superior Oil with a marina, haul-out facility and upland dry boat storage. No harbor areas have been previously established at this location.

Urban Design Review Framework - Overview

Thea Foss Waterway offers a unique opportunity to use design review to create the new image for this waterfront area. In order to conduct design review for Thea Foss Waterway, four elements need to be addressed.

They are Process, Regulations, Urban Design Review Committee, and Urban Design Guidelines and Criteria.

Process

The process outlines the method, steps, and the resources to be utilized to implement design review on the Thea Foss Waterway.

Regulations

Regulations provide the framework for establishing urban design guidelines, criteria, and standards. The regulatory requirements establish the baseline for the land use mix, height, setbacks, parking requirements, special requirements for public amenities, landscaping, view/access corridors, and others.

Urban Design Review Committee

An Urban Design Review Committee has been created to review developments on public properties on the west side of Thea Foss Waterway. The committee will be composed of design professionals who will use the adopted design regulations, standards, policies and design guidelines, and criteria to assess each proposed project for design consistency.

On private property, design review will be conducted by City staff. They will assess design consistency with the Thea Foss urban design regulations, guidelines and criteria, standards and policies.

Urban Design Guidelines and Criteria

The urban design guidelines and criteria will be adopted as amendments to the Foss Plan and will address the vision, themes, treatment of the Thea Foss districts, scale of developments, and the remaining private areas. It will address treatment of public areas, view/access corridors, public access features, human scale, building shape, the water, and others.

Urban design guidelines and criteria will also address specific design issues such as building materials, roof materials and shape, window treatment, color, blank facades, and others. These items may be incorporated by covenant instead of conditions of urban design requirements.

Which Projects Will be Subject to Design Review

Urban design review will be accomplished for all projects. As required by the City, the Thea Foss Public Development Authority (PDA) Design Committee will administer design review of projects on public property on the west side of Thea Foss Waterway. Design review on private property will be accomplished by City staff as part of the shoreline permit process.

Required permits could be a shoreline substantial development permit, a conditional use permit or a variance.

What Design Review Mechanisms Will be Used

Design control mechanisms are as follows:

- a. Urban design regulations and standards will be incorporated into the Land Use Regulatory Code.
- b. Certain urban design guidelines and criteria will be incorporated in the *Thea Foss Waterway Design and Development Plan*.
- c. The Design Review Committee will review for consistency with the urban design guidelines and may impose additional design requirements through the project agreement between the PDA and the project developer.

Impact of Regulatory Reform and Design Review

As a result of recent state regulatory reform legislation, the City is required to process and make a decision on complete permit requests in 120 days. While this requirement doesn't affect "public" projects constructed by the City, it impacts permit requests on private properties, and permit requests for private and non-profit development on publicly owned properties. In order to comply with the permitting timelines, a majority of the design review on publicly owned projects is scheduled to occur prior to submittal of a complete permit application.

How Design Review Will Be Implemented

Public Properties

As required by the City, the design review process for projects proposed for development on public properties is to be administered through the Thea Foss Waterway Public Development Authority (PDA) Design Committee with appropriate staff assistance. The Design Committee is to review projects for urban design consistency within the regulatory context of the City of Tacoma.

After the project is reviewed by the Design Committee and referred back to the PDA Board, the Board will forward its findings to the City as part of the shoreline permit application. The Board's findings will be referenced by the City in determining whether the proposed project is consistent with design requirements, regulations and plans of the City. In the event that the proposed project is inconsistent with other federal, state or local requirements such as environmental protection standards, City staff shall coordinate with the Design Committee and project proponent to resolve any conflicts prior to any decision by the Land Use Administrator.

Design regulations, standards and design guidelines based on City plans are mandatory, whereas additional design requirements for projects on public properties are negotiable between the PDA and the developer and can be incorporated as covenants to the project. These will not be part of City permit requirements.

Private Properties

Projects on private property will be reviewed by the City for consistency with adopted plans and regulations. Permit decisions will be made by the Land Use Administrator. City staff will solicit design comments from the PDA Board and Design Review Committee and will take those comments into consideration during the Shoreline Permitting process. Developers of private projects will be encouraged to participate in a courtesy design review with the PDA prior to applying for a Shoreline Permit. Any design concerns identified during that review should be brought to the developer's attention and documented for City staff's consideration in the permitting process. Any non-compliance with permit conditions that is noted by the PDA during the course of project construction should be brought to the attention of City staff for a possible enforcement action.

Urban Design Review Process

Conducted by PDA Design Committee

1. Developer contacts the PDA regarding a project proposed for development on public property.
2. PDA receives developer's project presentation and forwards to Design Committee.
3. The Design Committee applies adopted design regulations, standards, guidelines and criteria to the project, negotiates additional design covenants if desired, and forwards its recommendation to the PDA Board.
4. The PDA Board forwards a written report to Developer and incorporates any additional design covenants into its development agreement.
5. PDA or developer files shoreline permit application with the City, including the PDA Board's design findings as part of the application package.
6. At project completion, the Design Committee will review the development for design compliance and will document any non-compliance for consideration by the City when determining whether to issue an occupancy permit.

As Part of the Regulatory Process

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1. BLUS staff accepts and reviews shoreline application and project for regulatory compliance.
 - a. Staff reviews request.
 - b. Identifies areas of regulatory concern.
 - c. Developer makes necessary changes to ensure compliance with regulations and plan documents; staff seeks PDA Board and Design Committee comments on substantive changes.
 - d. BLUS staff incorporates Design Committee's comments/findings in staff report for review by Land Use Administrator.
2. Land Use Administrator renders decision.
3. Any appeals forwarded to the Hearing Examiner; further appeals to the State Shoreline Hearings Board.

Conditional Use Permits and Variances

1. Project reviewed for consistency with adopted regulations, policies, and Urban Design guidelines
2. Land Use Administrator issues recommendation. The recommendation is forwarded to Department of Ecology.
3. The Department of Ecology conducts a 21 day review and decision, followed by a 21 day appeal period.

Urban Design Review Committee

As required by the City through operating agreements, the Thea Foss Waterway Public Development Authority staff has been established and administers a Design Committee of urban design experts selected by the PDA.

The Committee were selected from the following design disciplines:

1. Architecture
2. Landscape Architecture
3. Engineering
4. Urban Design
5. Planning
6. Real Estate Development/Marketing

Design Committee members will be selected by the PDA. Members of the Building and Land Use Services Division (BLUS) and the Planning and Development Services Department will also be included in the review process as advisory members.

The PDA Board's findings regarding design regulations, standards and guidelines will be integrated into the BLUS staff report.

Design Review - Overview

Purpose

Public properties on Thea Foss Waterway offer a unique opportunity to create a new and distinct high design quality urban image for this waterfront area. Design review can be used to ensure the conservation, enhancement, creation, and continued vitality of the identified historic, scenic, architectural, and cultural values of a design district. Design review will be used to preserve the character of the existing buildings, north of the Murray Morgan Bridge, and to create a new design image in areas presently devoid of architectural or significant historic framework.

Properties Subject to Design Review

1. The City shall require PDA design review on all projects developed on properties under the authority of the PDA.
2. For projects developed on privately owned properties, design review will be conducted by City staff during its shoreline permitting process, but developers will be encouraged to participate in a courtesy design review with the PDA Board.

Improvements Subject To Design Review

The following items require design review unless stated otherwise in the design guidelines for the district:

1. New development;
2. Exterior alterations to existing development;
3. Exterior signs; or
4. A change in paint color.

Improvements Not Subject To Design Review

The following items do not require design review:

1. Repair, maintenance, and replacement with comparable materials or the same color of paint;
2. Copy changes on all signs; or
3. New signs 32 square feet or smaller in area.

Factors Considered During Design Review

The review may evaluate the architectural style; structure placement, dimensions, height, and bulk; lot coverage by structures; and exterior alterations of the proposal, including building materials, color, off-street parking areas, open areas, and landscaping.

Thresholds for Design Review

All new buildings over 1,000 square feet in area or all exterior alterations valued over \$20,000 require design review.

New, primary buildings require design review. New accessory buildings and expansions of existing primary buildings require design review.

Models of Proposed Projects

A three dimensional cardboard model of the proposal is required with an application for design review. This requirement applies only to new developments or changes in the bulk of existing buildings in the Thea Foss Waterway area. The scale of the model must be 1 inch equals 50 feet. Before a building permit is issued, a three dimensional wooden, styrofoam, plastic model of the proposal as approved must be submitted to fit into the City's Thea Foss model. The model requirements will be waived if the application does not involve a change in the bulk of buildings on a site for which the City possesses an accurate model.

Design Criteria

A design review report will be forwarded to City staff when the Review Committee and the PDA concurs that the proposal complies with the Thea Foss Waterway design guidelines and any applicable area plan adopted by City Council.

Modifications Which Will Better Meet Design Review Requirements

The Design Committee may consider adjustments to site-related development standards as part of the design review process. In order to propose these modifications as part of the Shoreline Permit application, the review must find that the resulting development will better meet the design review objectives and will, on balance, be consistent with the purpose of the applicable regulations. Adjustments to use-related development standards (such as intensity of use, size of the use, number of units, or concentration of uses) are required to go through the variance or conditional use process.

Other City Requirements

Design review by the Public Development Authority does not imply compliance with the requirements of City Departments and City regulations. A Shoreline Permit application should be filed with the Building and Land Use Services Division to start the formal process to obtain necessary permits.

Phased Design Plans

- A. For multiphase projects – Applicants may submit design plans for multiphased projects, provided the application includes adequate information to allow review of all phases of the project including anticipated timelines.

- B. Benefits of a phased design plan – Development in conformance with an approved phased design plan does not have to go through a separate design review for each phase.
- C. Procedure – A phased design plan application is reviewed using the same procedure and with the same guidelines as discussed above.

Previous Planning Efforts

This plan follows several others which provided insight and valuable information incorporated into this plan. Three documents that dealt with design issues were *Central Business District Plan: Greater CBD, Phase II Tacoma Waterfront Analysis: Ruston Way-Schuster Parkway-City Waterway*, and *City Waterway Concept Plan*. Also providing information and guidance were: *City Waterway Environmental Review*, *Boat Launch Study*, *Master Program for Shoreline Development*, *Ruston Way Plan*, and Chapter 13.10 of the *Land Use Regulatory Code* (Shoreline Management), the Pierce Transit Downtown Tacoma Center Circulation and Regional Access Study, the Strategic Plan for Thea Foss Waterway Environment & Redevelopment and the Thea Foss Waterway Development Alternatives Plan Environmental Impact Statement.

The Thea Foss Waterway Design and Development Plans is based on information from a variety of processes:

- o The Urban Waterfront Committee, the Planning Department and the consulting firm of Makers worked together to create the Thea Foss Waterway Design and Development Plan, which was adopted in 1992. This document addresses both the east and west side of the Waterway.
- o The Canadian architect Bruno Freschi provided a design vision for the Waterway in 1994.
- o A design team of local design professionals was convened by the Public Works Department in 1994 to identify design issues and preliminary guidance language for development on the Waterway.
- o The Public Works Department and the consulting firm of Merritt + Pardini conducted extensive public workshops that tested new ideas and design concepts from early processes with the public, and developed design alternatives for the Waterway. These alternatives were then further tested in an Environmental Impact Statement prepared by Shapiro and Associates to identify their impacts on the natural and built environment.
- o The Strategic Plan for Thea Foss Waterway Environment & Redevelopment was prepared by Gordon, Thomas, Honeywell, Malanca, Peterson & Daheim; B & V Waste Science and Technology Corporation; and Parametrix, Incorporated.
- o The Thea Foss Waterway Programmatic Environmental Impact Statement.

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- o Conceptual Design Plan for the west Waterway by Zimmer Gunsul Frasca Partnership and Architects Reed Reinvold Johnson Willows.
- o Schematic Design Plan for the Family Campus portion of the west Waterway by Zimmer Gunsul Frasca Partnership and Architects Reed Reinvold Johnson Willows.