



City of Tacoma
Community & Economic Development Department

Agenda Item
GB-1

TO: Planning Commission
FROM: Stephen Atkinson, Comprehensive Planning Division
SUBJECT: Shoreline Public Access Alternatives Plan Update
DATE: November 28, 2012

At the December 5th meeting, the Planning Commission will review staff's approach to integrating elements of the Ruston Way Plan, Shoreline Trails Plan and Foss Waterway Design and Development Plan into an update of the Public Access Alternatives Plan (PAAL). Specifically, staff will be discussing the development of an overall vision for waterfront public access and the integration of past vision statements as well as the plan applicability, use of the plan, project prioritization criteria, implementation strategy, and an updated project list. These elements are generally common elements that were included in each of the past planning documents. Staff's approach is to treat these elements generally under one planning framework.

This review is part of the work on the Annual Amendment Application #2013-05 concerning the proposed amendment and replacement of the above-mentioned three shoreline related elements of the Comprehensive Plan.

Attached is a compilation of excerpts of the draft PAAL. If you have any questions, please contact me at (253) 591-5531 or satkinson@cityoftacoma.org.

c: Peter Huffman, Assistant Director

Attachment

INTRODUCTION

VISION

The City of Tacoma boasts a magnificent shoreline, offering a variety of waterfront experiences for people of all ages and abilities. With over 46 miles of shoreline, water and waterfront is one of the dominant characteristics of the City of Tacoma and its urban form, as well as a locus of economic activity and a driver of our City's quality of life.

While continuing to respect the past and the history of Tacoma's waterfront, the City looks towards the future and the tremendous potential and opportunity that lay ahead and the central role that the City's waterfront will play in the sustainability and quality of life of our community and the prospect of a thriving, resilient economy.

This plan articulates a strategy for developing an integrated, cohesive waterfront public access system that builds on past planning efforts and community aspirations. Despite the significant efforts and resources that have been devoted to the creation of this system by the City of Tacoma, the Foss Waterway Development Authority, Metro Parks and the Port of Tacoma, much of the public shoreline remains inaccessible to our citizens – cutoff by roadways, railroad, steep slopes, or industrial operations – and as a result, priority shoreline trail systems remain incomplete.

This plan memorializes the vision of past planning documents while integrating them

into a single, unified approach to public waterfront access. This is a long-term comprehensive strategy to establish a citywide network of trails, parks, and attractions that link different shoreline areas, from Tacoma Narrows to Commencement Bay, with connections inward to city neighborhoods and outward to regional trails.

Translating vision into reality will not be easy, but the benefits to the City will be great. Imagine a city in which youth can bicycle safely from his or her home across town to visit a friend; a city with an active mix of commercial, industrial and recreational uses as well as new neighborhoods along the shoreline; a city with a wide variety of parks and open spaces, connected so that they are, in sum, one big park; a city where citizens gain a first-hand appreciation for active marine industries and international trade; a city known for the environmental health of its shorelines. Imagine a city that is an attractive destination for cyclists and hikers from all over the region.

Recognizing the importance of past waterfront planning efforts, the sections below memorialize and incorporate herein the vision articulated in these community documents, including the Shoreline Trails Plan, Dome to Defiance Study, Ruston Way Plan and Thea Foss Waterway Design and Development Plan.

Shoreline Trails Plan - 1989

The Shoreline Trails Plan envisions an urban pedestrian trail system lying within the shoreline districts, steep slopes and

gulches, from the Thea Foss Waterway north to Ruston Way, through Point Defiance Park and south along the western shores of Tacoma.

The plan proposes a coordinated trail system that will tie individual trail segments together into a unified, urban pedestrian network. The trail system will provide an alternative means of travel to and from shoreline areas and neighborhoods. The trail segments will be linked together by connecting trails and, where this is not possible, by using nearby streets and sidewalks. The trail system is composed of a corridor trail, access trails, trailheads, trail access points, viewpoints, shoreline access points and destination locations.

Ruston Way Plan - 1981

The waterfront areas of cities across the nation are again being recognized as valued resources. But this time not for their potential for industrial development but rather as places for people to go and enjoy the water. Decaying urban waterfronts are being revitalized to provide recreational opportunities for city dwellers. They are being transformed into active, vital areas with new commercial and recreational developments that open up the waterfront to people.

The Ruston Way shoreline is easily reached making it a prime area for revitalization. Once a thriving industrial district, changing

technological and economic considerations left the area virtually abandoned. Slowly, it is being rebuilt as private developers and public officials alike take advantage of its magnificent setting, panoramic views, wooded slopes and close proximity to neighborhoods. The Ruston Way shoreline has the potential to become a unique urban waterfront attraction and people-oriented area.

The need for close-in urban recreation areas is increasingly important as energy supplies diminish and the cost of traveling to more distant parks soars. Many people drive several hours to enjoy water-oriented recreation because no or limited opportunities are available close to home even though the city is located near the waterfront.

The Ruston Way waterfront of Tacoma is a public resource that can satisfy the water-oriented recreational needs of citizens and improve the livability of the city. The public developments proposed in this plan for the Ruston Way shoreline area will enhance the natural areas, strengthen the historical significance, provide optimum public access to the water, maintain views and create opportunities for outdoor recreation and social interaction.

Dome to Defiance Study - 1988

We would have a shoreside people-place 5 ½ miles long. No other waterfront in the Northwest would be as spectacular. This

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

Thea Foss Waterway Plan - 1994

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. 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 City envisions a mixed use community 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 Shoreline Master Program focuses on individual policies and development regulations to realize the Waterway's potential as an attractive setting for maritime industry, civic redevelopment, and water-oriented recreation. The Public Access Alternatives Plan identifies the specific public access projects and capital investments needed to activate the Foss Waterway as a recreational destination. 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.
- 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.

PLAN AREA

Under Washington Administrative Code 173-26-221(4) public access is defined as “the ability of the general public to reach, touch, and enjoy the water's edge, to travel on the waters of the state, and to view the water and the shoreline from adjacent locations.” Therefore, this Plan takes a broad view of the projects that constitute public access and includes trail systems that, while not within shoreline jurisdiction, provide views of the shoreline or connections to trail systems that facilitate direct access. The applicability of this plan, then, is not limited to those areas within 200’ of ordinary high water mark, nor a specific geographic boundary, but rather is

based upon a system of access that may expand or contract over time as public process continues to refine the community vision for waterfront access.

The following subsections identify past waterfront public access planning documents and the plan area to which they applied. The public access projects identified in these plans have been integrated herein.

Shoreline Trails Plan

The plan area boundary encompasses the shoreline areas of the Tacoma peninsula which includes the Foss Waterway and extends north along Commencement Bay to Point Defiance Park. From Point Defiance Park, the plan area boundary extends south along the Narrows to Titlow Park at Sixth Avenue and beyond to the City’s southern boundaries. The plan area boundary extends inland from the water’s edge to the top of the steep slope areas and includes all of Point Defiance Park and the gulches (Gold Creek, Mason, Puget, Buckley, and Garfield).

Ruston Way Plan

The plan area is an approximately two-mile stretch of shoreline bordering on Commencement Bay and located between the Old Town community and the Town of Ruston Way. With exception of the

Waterview Street area, the area considered in this plan lies between railroad tracks and the outer harbor line. However, consideration of the nearby slopes and gulches and access to nearby residential areas is also a part of this document.

Thea Foss Waterway Plan

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.

USE OF THE PLAN

1. General

The City recognizes that the finite waterfront land supply and multiple demands for shoreline space and resources - as a place for wildlife, for recreation, and for employment - has the potential to bring the three primary goals of the Shoreline Management Act into conflict. The City views the PAAL as a means for minimizing future conflict between uses and user groups by identifying the scope of public access improvements desired by the citizen's of the City of Tacoma, consistent with the Comprehensive Plan, and to identify the location and type of access envisioned in order to provide predictability for water-oriented uses and as a means to provide permitting predictability for private uses. The Tacoma Waterfront Land Use Analysis developed an inventory and economic demand forecast for water-dependent uses in the shoreline in order to evaluate what economic uses are likely to locate and expand in Tacoma's shoreline jurisdiction.

2. Permit process

The PAAL will be utilized to inform decisions about public access requirements in private

developments when required under the City's shoreline regulations. When public access is required as a condition of a permit application, the PAAL will be used to determine the type and extent of public access improvements required under the permit, commensurate with the scope and scale of the proposed development.

In addition, the Public Access Alternatives Plan is intended to address concerns regarding potential public safety, security, or operational conflicts between uses and public access. The City of Tacoma Shoreline Master Program recognizes that in some circumstances, the provision of public access on development sites may result in unnecessary safety risks for the public, may violate or jeopardize the security of an existing or proposed use, and may result in harm to the environment that cannot be mitigated. In these circumstances, the PAAL will provide alternative locations for public access to the shoreline where these conditions will be alleviated. The alternative site will be identified and improved as a condition of the permit.

3. Voluntary efforts

The PAAL will also be used to pursue grant funds and to guide voluntary private and public improvements to public access and recreation within the shoreline. Section XX established criteria for prioritizing public or voluntary efforts to implement the public access projects listed herein.

4. Capital Facilities and Transportation Improvement Programs

The PAAL will be used to identify projects to be added to the Capital Facilities Program and Transportation Improvement Program. While the Land Use Element of the Comprehensive Plan articulates the vision for how Tacoma will develop, the Capital Facilities Program describes the implementation of that vision. It is the critical link between comprehensive planning and capital improvements. The Capital Facilities Program is both a planning and financial document. It is a prioritization of the capital improvements the city intends to build in the next six years and a plan for how to pay for these improvements. The 2011-2016 Capital Facilities Program does not appropriate funds, but rather it functions as a budgeting tool, supporting the actual appropriations that are made through adoption of the budget. It is an important "filter" that demonstrates that the Capital Facilities Element of the Comprehensive Plan is financially realistic.

The Six-Year Comprehensive Transportation Program lists planned transportation projects for the remainder of 2010 and the years 2011-2016. The program includes roadways, bridges, non-motorized facilities, sidewalks and other capital related transportation projects. The program is

based upon anticipated revenues versus desirable projects. There are always more projects than available revenues.

5.0 PRIORITIES FOR PROVIDING NEW SHORELINE PUBLIC ACCESS

Priorities for providing new shoreline public access in Tacoma are derived from existing goals and policies. Common themes from the Comprehensive Plan and Metro Parks Strategic Plan are emphasized, including:

- Connecting existing public lands and facilities to and along the shoreline;
- Balancing shoreline restoration and public access;
- Improving views;
- Meeting demonstrated demand for new shoreline access and providing a variety of water-oriented types of access; and
- Maximizing public access funds.

Public access prioritization criteria below are organized according to the five themes; they are not listed in order of importance. Implementation criteria from the 2006 Metro Parks Strategic Plan were used as the basis for this guidance.

5.6 Connecting existing public lands and facilities to and along the shoreline

- Does the project facilitate additional access to existing parks?
- Is the project appropriately located and accessible to residents?
- Does the project promote an interconnected system of parks, greenspaces, trails, and community facilities?
- Does the project improve access to Tacoma's valued water resources?
- Is public transportation available?

- Is the project connected to pedestrian and non-motorized transportation?
- Does the project help facilitate the completion of the 'Dome to Defiance' trail system?

5.7 Balancing shoreline restoration and public access

- Would the project inhibit a moderate or high priority restoration action?
- Would the project incorporate shoreline protection or restoration elements?
- Does the project include a management plan to protect or restore shoreline resources?

5.8 Improving views

- Does the project provide a new view point of the shoreline?
- Would the project enhance an existing view point or view corridor?

5.9 Meet demonstrated demand for new shoreline access and providing a variety of water-oriented types of access

- Is the project consistent with identified shoreline use demands?
- Is the project accessible to diverse community members, including diverse cultures, ages, abilities, income levels, and individuals and families?
- Would the project provide recreation opportunities that would bring residents, businesses, and tourists to the City?

- Would the project increase the diversity of public access opportunities in the given shoreline district or shoreline reach?

5.10 Maximizing public access funds

- Is the site already in public ownership and underutilized (such as a public street end)?
- Does the project include improvements to an existing park or facility such that its lifecycle is extended or its recreation value is increased?

- Does the project add recreational or educational value to other projects underway or planned?
- Does the project expand fiscal resources by leveraging other funding resources? Would funding this project attract additional funds, such as matching grant funds or special donations?
- Are funds identified for the maintenance and operations of the park or facility?
- Does the project provide opportunities for community sponsorship, education and/or volunteerism?

6.0 IMPLEMENTATION STRATEGY

This section discusses strategies for implementing the priority projects identified in the City of Tacoma Shoreline **Public Access Alternatives Plan (PAAL)**, an implementation timeline, and performance measures.

Implementing the projects identified in this Plan will require a broad base of community support, cooperation between public and private property owners, financial assistance from federal, state and local sources and City staff resources. Several factors will affect development of these projects and the full build-out of the public access system, such as funding availability, property acquisition, timing and sequencing of projects, permit activity, and public commitment.

Substantial capital expenditures will be required to accomplish and complete the overall system. Additional acquisitions or development which may be desirable or necessary for public benefit will increase these expenditures. All improvements identified in this plan will not occur simultaneously, but rather, strategically, depending upon funding sources and availability, environmental conditions, permitting, and community support.

It is also important to note that the Metropolitan Park District is the primary provider of public recreation and open space facilities. The District owns, operates and maintains parks, playgrounds, playfields, and other recreation facilities within the City limits. The City of Tacoma is responsible for serving the overall needs of the community, which includes public access and waterfront recreation. Therefore, close cooperation

between the City and Metro Parks is essential to the implementation of this Plan.

The Shoreline Public Access Alternatives Plan (PAAL), including the guiding policies and proposed access projects, will be implemented through four primary methods. These are: 1) public funds and grants; 2) standard permit requirements; and 3) public access fund; and 4) Public Agency Master Planning. The following section describes each of these three implementation methods.

6. Public Funds and Grants

Funding the Shoreline Public Access Alternatives Plan will likely require funding from multiple sources. Some elements of the Shoreline Public Access Alternatives Plan may compete very well for some funding sources, but not be competitive, or eligible, for other funding sources. Also, some funding sources can be used for both capital improvement and maintenance needs while others are restricted for capital projects only. Generally, the PAAL will be implemented via existing park and recreation programs. The following is a brief description of potential funding sources.

General Fund – Available for both capital improvement and maintenance

Typically the General Fund has been used to fund operational expenses such as maintenance. The City's operational expenses for enhancement programs, such as the non-motorized plan, urban forestry, and traffic calming are funded from the General Fund. However, the General Fund

could also be used as a source of funding for public access projects if desired by the City Council.

Real Estate Excise Tax (REET) – Available for capital improvement

Real Estate Excise Tax has been used to help fund a limited number of transportation and recreation projects in Tacoma, such as some of the Foss Waterway development projects and repairs on both the Puyallup and Lincoln Avenue Bridges.

Grants – Available for capital improvement

There are a variety of grant funds which could be used for elements of shoreline public access projects. The City has been successful in the past securing grant funding for trails, including the Foss Waterway esplanade, boating facilities, park acquisition and development, and other transportation projects. Funding has been secured in the past from PSRC, Conservation Futures, WSDOT, RCO, and Congressional earmarks. Typically the various grant programs target particular access elements, which requires partial funding from a number of these sources to assemble full funding for a public access project.

Bond issue – Available for capital improvement

The City has utilized internal bonding capacity, as well as voter approved bonds, for public improvements. Build Tacoma Together is a good example of the use of voter approved bonds for major capital improvements. A similar bond issue could be used to fund, or partially fund, public access to the shoreline.

Metro Parks bond issue – Available for capital improvement

Many of the City of Tacoma shoreline parks and recreation facilities are owned or maintained by Metro Parks Tacoma. Metro Parks maintains a 6-year comprehensive capital projects list to implement recommendations in the Metro Parks Strategic Plan; this capital program includes public access projects located along the shoreline. Most funding resources for these projects are limited in scope and can only be used to fund specific types of projects or improvements. Metro Parks continues to investigate all available funding options, including maintaining and expanding general fund support, aggressively seeking grants, partnerships and donations, and being prepared to act as opportunities arise.

Gas Tax

Revenue generated from the gas tax is distributed to counties, cities and state accounts. The state receives about half of the total revenues collected. These are the funds which support the WSDOT highway programs as well as the Washington State Ferry System, which is deemed a state highway system by constitution. Highway construction, maintenance, preservation, administration and debt service on highway construction bonds are all funded by these revenues.

The other half of the fuel tax revenues are distributed directly to cities, counties and other agencies for roadway programs that are not part of the state highway system. The City of Tacoma receives a proportionate share of the State Motor Vehicle Fuel Tax (Gas Tax), based on population. The amount varies depending on the amount of fuel consumed. In 2005, the State Legislature approved a gas tax increase to replace the City's transportation revenues lost as a result of Initiative 776.

Projected future gas tax revenues for Tacoma are estimated at \$2.7 million for years 2008 through 2014.

Open Space Fund

The City Open Space Fund is utilized for the acquisition, restoration and management of open space lands and facilities. The fund is primarily generated from the sale of vacated City rights-of-way, as directed by Ordinance 20606 adopted in 1975. The Open Space Fund is utilized principally for habitat-related purposes. Property acquired vis-à-vis the Open Space Fund may also provide a low impact public access function.

Impact Fee – Parks

The Growth Management Act (“GMA”) provides a mechanism for local governments to impose impact fees on all new development to defray a portion of the costs arising from “new growth and development” for certain types of system improvements. Case law indicates that the nexus and rough proportionality requirements do not apply if local governments use this type of mechanism to collect incremental impact

fees (as opposed to requiring dedications of land or easements). However, the statutory authorization for these fee programs imposes several limitations that are similarly designed to match required contributions with project impacts.

If the City decided to pursue this option, it would need to follow the process outlined in the GMA impact fee statutes to make sure that any fee imposed satisfies the statutory limitations and protections.

Because this type of fee program would have to be based on a determination that new development imposes new demands for public shoreline access, and because it would likely be difficult to distinguish the public shoreline access generated by new shoreline development as distinguished from new non-shoreline development, it is likely that any such shoreline access impact fee program would have to be applied to new development throughout the City and not just to new shoreline development.

6.6 Permit Requirements

The Shoreline Public Access Alternatives Plan (PAAL) will also be implemented on a project-by-project basis through standard shoreline permit requirements. The TSMP requires public access for the following types of projects, when a shoreline permit is required:

1. Public projects;
2. Water-enjoyment and non-water-oriented uses and development;
3. Private water-dependent and water-related use or development when one of the following conditions exists:
 - a. The project increases demand for public access;

- b. The project impacts or interferes with existing access by blocking access or discouraging use of existing access;
- c. The project impacts or interferes with public use of waters subject to the Public Trust Doctrine.

The type, amount and location of public access is determined on a case-by-case basis during review of shoreline permit applications (including land division). The public access requirement for any proposed shoreline development or use is determined by the Land Use Administrator based on a review of the specific proposal. The Land Use Administrator reviews the proposed uses and developments and makes specific findings demonstrating the essential nexus between the use or development and the permit conditions requiring public access. The findings will also include a determination that the permit conditions requiring public access are roughly proportional to the impacts caused by the proposed use or development. The public access requirement may be satisfied through the preservation of shoreline views, the establishment of public access easements to and along the shoreline, enhancement of an adjacent street-end or park or other consideration commensurate with the degree of impact caused by the development.

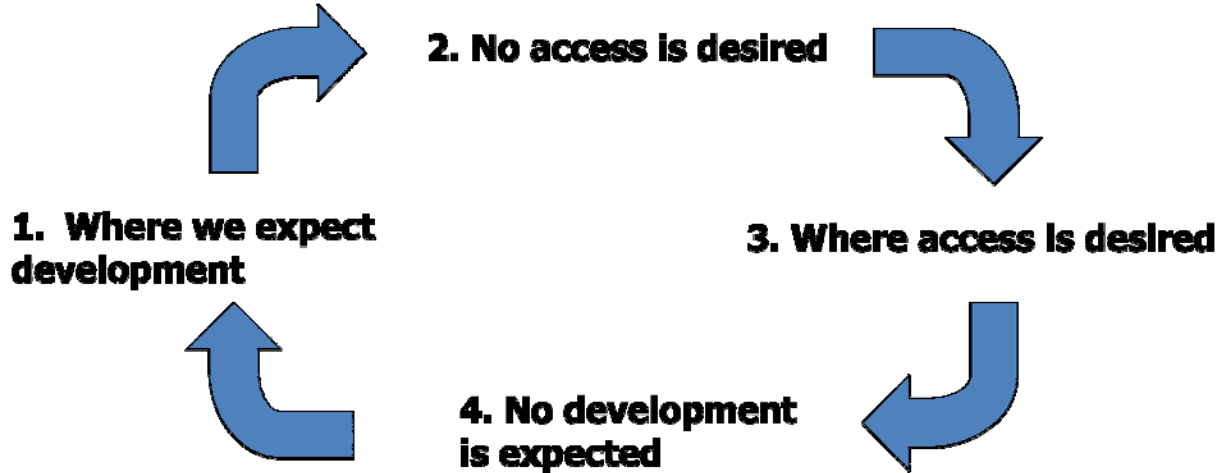
Typically, the preference is to have public access provided on-site. For development that occurs in areas with planned shoreline trail segments, the on-site preference contributes towards the completion of these systems. However, under certain circumstances, the Administrator may approve alternatives to on-site, physical access to the shoreline under the following circumstances. For example, new water-oriented uses and development occurring within the S-10 Port Industrial Area, or that are covered under a Public Agency's adopted public access plan, are not subject to on-site public access preferences. The S-10 Shoreline District is not a preferred location for most types of public access. Therefore, the off-site flexibility in meeting permit requirements allows permit applicants to provide access in a way that is consistent with public safety, Homeland Security requirements, and the planned access system.

6.7 Contributions to a Public Access Fund

Allowing contributions to a public access fund in-lieu of developing public access on-site is an innovative strategy for more effectively implementing public access objectives in a way that provides certainty for the development community while directing new access to areas that support the community's vision for its shorelines.

The standard approach to public access is to require access on-site through the permit process, when supported by a demonstrated nexus, which often results in small public improvements (small view areas, benches, picnic sites) and/or isolated improvements in the midst of large scale port/industrial projects. Applying the standard permitting approach in these circumstances can

result in suboptimal outcomes for both the property owner and the public. Conversely, where public access is most desirable, there is often little reasonably foreseeable development. Therefore, relying strictly on standard permit requirements could result in access that does not align with the community’s goals and vision in location or activity type. The following is a visual depiction of how this disconnect occurs:



The fee-in-lieu strategy prevents this cycle by directly aligning new development with the community’s desire for public access by creating a mechanism whereby new development activity can contribute directly to the community’s priorities. The use of a fee-in-lieu allows developers and property owners to contribute to a public access fund, in lieu of providing access on-site, that is managed by the City for the purposes of providing access where it is of the greatest benefit and in support of public demand.

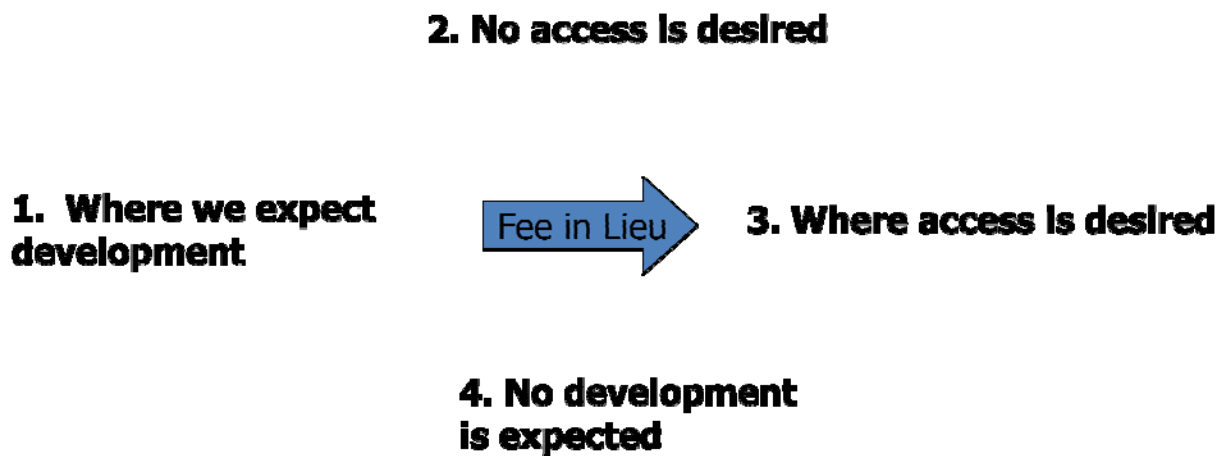


Figure 1: Bridging the Gap

6.8 Public Access Master Plan – Limited to public agencies

The Washington Administrative Code provides additional flexibility for public agencies to plan for and incorporate public access and recreation as part of an agency master plan.

WAC 173-26-221(4)(c) states that “Where a port district or other public entity has incorporated public access planning into its master plan through an open public process, that plan may serve as a portion of the local government’s public access planning, provided it meets the provisions of this chapter.”

Public agencies’ public access plans should be consistent with both the policies and regulations of the Shoreline Master Program and the goals, objectives, and opportunities identified in the Public Access Alternatives Plan. The WAC does not outline a specific process for adopting a public agency master plan for public access. Depending on the intended use of the plan and the level of detail, different mechanisms may be appropriate in different circumstances for adopting the master plan. The following are two options, but not the exclusive options, for adopting a public agencies public access plan:

1. Shoreline Amendment: A public agency can apply to the City of Tacoma seeking to amend the Shoreline Master Program and Public

Access Alternatives Plan to incorporate said agencies public access master plan, either in its entirety or via reference. This option shall be processed according to the requirements outlined in the Shoreline Master Program, Chapter 1.5.

2. Inter-local Agreement: Consistent with RCW 39.34, a public agency could enter into an inter-local agreement with the City of Tacoma to adopt a public access master plan. Unlike a shoreline amendment, the inter-local agreement process does not require Planning Commission review or approval by Department of Ecology. In addition to the joint powers identified in RCW 39.34.030, the agreement should identify anticipated levels of future use and development of the shoreline including the scope, scale, location and intensity of use and development, potential impacts to existing and proposed public access, proposed public access and recreation projects that are commensurate with the anticipated use and development of the shoreline under the duration of the agreement, procedural requirements for monitoring and reporting, and a review and finding by City staff that the proposed agreement is consistent with the City of Tacoma Shoreline Master Program and TMC 13.10.

6.9 Timeline

Tacoma's Shoreline Public Access Alternatives Plan will be formally reviewed and updated every 7 years, along with the full Shoreline Master Program. Further, shoreline public access plan goals and priorities will be shared with Metro Parks Tacoma for consideration in the District's 6-year capital facilities planning process. Open Space Habitat and Recreation Plan actions along the shoreline, such as new trails, will be phased over that plan's 20 year planning horizon and reviewed on a biennial basis. The Public Access Alternatives Plan could also be consulted during the City's biennial budget process and annual update of the Capital Facilities Program and the Transportation Improvement Program.

6.10 Measuring Performance and Success

To gain an understanding of its effectiveness, the PAAL calls for ongoing monitoring and reporting of progress towards goals, in coordination with the Open Space Habitat and Recreation Plan. This practice will provide information to be used to refine the plan and improve results. In addition, monitoring will increase the accountability of the City and its partner agencies and help build public understanding of issues, goals and challenges.

Data used to measure success is organized according to these goals. In general, the types of data to be used include public participation in or use of shoreline recreational resources, revenue/costs, facility

and property type and condition, customer satisfaction and staff assessment. Measuring the City's performance in implementing the PAAL will be coordinated with the Metro Parks Open Space Habitat and Recreation survey and monitoring efforts.

Provide accessible, convenient, safe, and attractive parks and facilities

- Percentage of community members and customers who rate shoreline park/facility safety, cleanliness and maintenance as good or excellent on customer satisfaction surveys.
- Percentage of shoreline parks and facilities with a staff condition assessment rating of good or excellent.
- Percentage of shoreline parks accessible via pathways, sidewalks and bike lanes.

Foster stewardship of community assets and historical/cultural resources

- Number of shoreline recreation opportunities that promote awareness, appreciation or stewardship of historical or cultural resources.
- Number of participants attending shoreline events or programs that promote or celebrate customs, traditions, arts/culture and history.
- Number of interpretive signs and facilities provided to inform residents about shoreline cultural and historical resources.

Provide affordable and high-quality recreation and educational experiences for a diverse community

- Percentage of customers or program participants reporting that they are “satisfied” or “very satisfied” with shoreline recreation opportunities in customer satisfaction surveys.
- Numbers of seniors, youth, members of diverse ethnic groups and people with disabilities participating in shoreline recreation programs and activities.
- Number of total visitors visiting shoreline parks and recreational sites.
- Percentage of visitors who rate visits, services and programs at shoreline parks as good or excellent on customer satisfaction surveys.

Partner in responsible economic and community development

#	Segment Name	Cost	Status	Issues				Facility Type	Phasing			
				Environmental	Right-of-Way	Railroad	Design		1	2	3	D
Section 1: Tacoma Narrows												
1.1	Blue Trail Access Point											
1.2	West Slope Trail - Crystal Springs Creek Segment											
1.3	Public Boat Launch											
1.4	West Slope Trail - Titlow Park Segment											
1.5	West Slope Trail - War Memorial Park Segment											
1.6	West Slope Trail - Gold Creek Gulch Segment											
1.7	View Platforms/Outlooks											
Section 2: Point Defiance Park												
2.1	Point Defiance Trail System											
2.2	Passenger Only Ferry Terminal/Water Taxi											
2.3	Guest Moorage											
2.4	Promenade 'Missing Link'											
Section 3: Ruston Way												

#	Segment Name	Cost	Status	Issues				Facility Type	Phasing			
				Environmental	Right-of-Way	Railroad	Design		1	2	3	D
4.1	Peninsula Park											
3.2	Transient Moorage											
3.3	Point Ruston Wateralk											
3.4	Old Town Dock											
3.5	Mason Gulch Trail											
3.6	Puget Gulch Trail											
3.7	Garfield Gulch Trail											
3.8	Buckley Gulch Trail											
3.9	Chinese Reconciliation Park											
Section 4: Schuster Corridor												
4.1	Schuster Parkway Multi-modal Trail											
4.2	Bayside Trail											
4.3	Esplanade/ Boardwalk											
4.4	Garfield Gulch Viewpoint											
Section 5: Thea Foss Waterway												
West Foss Shoreline												
5.1	Extend Esplanade											
5.2	Repair Esplanade											

#	Segment Name	Cost	Status	Issues				Facility Type	Phasing			
				Environmental	Right-of-Way	Railroad	Design		1	2	3	D
5.3	West Foss Central Park											
5.4	15 th Street Gateway – Prairie Line Trail											
5.5	11 th Street Gateway – Murray Morgan Bridge											
5.6	Fireman's Park Hill Climb											
5.7	Passenger Only Ferry Terminal/Water Taxi											
East Foss Shoreline												
5.8	Waterway Park											
5.9	11 th Street ROW Boat Launch											
5.10	East Foss Esplanade											
5.11	Wheeler-Osgood Pedestrian Bridge											
5.12	East Foss Central Park											
5.13	Sea Plane Float											
Section 6: Port Tideflats												
6.1	Puyallup River Levee Trail											
6.2	Foss Peninsula Viewpoint											

#	Segment Name	Cost	Status	Issues				Facility Type	Phasing			
				Environmental	Right-of-Way	Railroad	Design		1	2	3	D
6.3	Middle Waterway Habitat Observation											
6.4	Hylebos Creek Trail											
Section 8: Northeast Tacoma												
8.1	11 th Street Blue Trail Access Point											
8.2	Scenic Drive											
8.3	NE Tacoma Bluff Trail System											
8.4	View and Interpretive Elements											
Section 9: Wapato Park												
9.1	Wapato Park											