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1.0 INTRODUCTION

Public access to the shoreline is one of the three main goals described in the Shoreline Management Act (SMA). The State requires local governments to provide opportunities for shoreline recreational development (WAC 173-26-241(3)(i)) and to increase public access to publicly owned shoreline areas within Shorelines of Statewide Significance (RCW 90.58.020, WAC 173-26-191(1)(b))\(^1\). Local shoreline master programs are to include a public access element and a recreational element. The recreational element is to provide for “the preservation and enlargement of recreational opportunities, including but not limited to parks, tidelands, beaches and recreational areas” (WAC 173-26-191(1)(c)).

Local shoreline master programs are required: “To the greatest extent feasible consistent with the overall best interest of the state and the people generally, protect the public's opportunity to enjoy the physical and aesthetic qualities of shorelines of the state, including views of the water,” (WAC 173-26-221 (4)(iii)).

In addition, the City of Tacoma has historically been a leader in directly acquiring and developing public access to the shoreline. Since before the inception of the Shoreline Management Act the City has envisioned a public access system that takes advantage of the unique setting of the City and its relationship to Commencement Bay, the Tacoma Narrows and Puget Sound. While the scope and scale of this vision has changed over time, it remains a central aspect of the City’s identity and a central strategy in creating a livable, economically vibrant, high quality and attractive place to live, work, and play.

This Shoreline Public Access Alternatives Plan (PAAL) reviews goals and policies for shoreline public access. It provides a summary of existing shoreline public access and identifies potential public access opportunities along Tacoma’s shoreline. The Plan includes criteria for prioritizing public access projects that includes a general review of public access system costs over the planning horizon of this plan. Finally, it includes a strategy for implementation that includes a Public Access Fund contribution program.

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\(^1\) All of Tacoma’s shorelines are considered Shorelines of Statewide Significance, with the exception of Wapato Lake.
2.0 PURPOSE AND INTENDED USE OF THE PUBLIC ACCESS ALTERNATIVES PLAN

The state shoreline guidelines provide a general framework and planning process to address public access (WAC 126-73-221(4)(c)). Public access policies and regulations have been developed for the TSMP consistent with the state shoreline guidelines. The City of Tacoma will use this plan to implement those policies and guide the development of new public access opportunities along the shoreline and to increase public access to the shoreline over time. This Plan is also intended to provide alternate mechanisms, in addition to the standard permit requirements, to effectively provide public access to the shoreline and the public waters and to achieve a more efficient use of public and private resources. Implementation of this plan will require coordination among city departments, Metro Parks Tacoma, and other public and private organizations, both locally and regionally. To provide flexibility to adapt to shoreline conditions and pursue unforeseen opportunities, this plan will support implementation of TSMP policies, but will not be part of the TSMP.

The PAAL will be utilized to inform decisions about public access requirements in private developments when required under the City’s shoreline regulations. When the standard permit requirements for public access cannot be met on-site as part of a new use or redevelopment of an existing site, this plan will be used to identify alternatives for off-site improvement to public access and recreation. 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.

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 the priority uses and goals of the SMA 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 in order to provide predictability for water-oriented uses and as a

What guidance does the State provide for public access planning?

The State’s shoreline guidelines provide a set of principle meant to guide shoreline public access planning by Cities and Towns. The principles found in the guidelines (WAC 173-26-221(4)) include the following:

1. Promote and enhance the public interest with regard to rights to access waters held in public trust by the state while protecting private property rights and public safety.
2. Protect the rights of navigation and space necessary for water-dependent uses.
3. To the greatest extent feasible consistent with the overall best interest of the state and the people generally, protect the public’s opportunity to enjoy the physical and aesthetic qualities of shorelines of the state, including views of the water.
4. Regulate the design, construction, and operation of permitted uses in the shorelines of the state to minimize, insofar as practical, interference with the public’s use of the water.
means for water-oriented uses to provide access in locations that will avoid future conflicts. 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.

Finally, 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 site 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.
3.0 STATE REGULATORY FRAMEWORK

The Washington Administrative Code (WAC) identifies four primary principles that shall be implemented as part of each local jurisdiction’s shoreline master program. These principles include:

(i) Promote and enhance the public interest with regard to rights to access waters held in public trust by the state while protecting private property rights and public safety.

(ii) Protect the rights of navigation and space necessary for water-dependent uses.

(iii) To the greatest extent feasible consistent with the overall best interest of the state and the people generally, protect the public’s opportunity to enjoy the physical and aesthetic qualities of shorelines of the state, including views of the water.

(iv) Regulate the design, construction, and operation of permitted uses in the shorelines of the state to minimize, insofar as practical, interference with the public’s use of the water.

In addition, the WAC suggests that:

“Local governments should plan for an integrated shoreline area public access system that identifies specific public needs and opportunities to provide public access. Such a system can often be more effective and economical than applying uniform public access requirements to all development. This planning should be integrated with other relevant comprehensive plan elements, especially transportation and recreation. The planning process shall also comply with all relevant constitutional and other legal limitations that protect private property rights.”

What uses are allowed in the shoreline?

The Shoreline Management Act establishes three primary goals:

1) to promote uses that protect and enhance the ecology of the shoreline,
2) to promote uses that enhance public access and enjoyment of the shoreline, and
3) to promote uses that are dependent upon a shoreline location.

The SMA prioritizes uses that are unique to or dependant on the use of the state’s shorelines. Water-dependent uses, such as marinas, shipyard dry docks, or ferry terminals take priority. Second are water-related uses, such as vessel parts fabrication or container ship yards. These uses do not require a waterfront location, but are economically dependant on one. Lastly, water-enjoyment uses that promote access and draw large numbers of the general public to the shoreline, such as restaurants or retail use are prioritized.

As part of the Shoreline Master Program update, the City of Tacoma has undertaken a planning effort to develop a Public Access Alternatives Plan that, in
conjunction with the permit requirements in TSMP 6.5, fulfills the principles and standards of the WAC. The WAC provides additional flexibility for local jurisdictions when a comprehensive and integrated public access plan is developed. For instance, the WAC states that: “The planning may also justify more flexible off-site or special area public access provisions in the master program.” In addition, ports and other public entities are eligible to develop their own public access plans as a means of meeting the State’s access requirements while achieving a greater degree of flexibility as to where and how those requirements are met, as opposed to a uniform permit-by-permit requirement.

In addition, the WAC requires that:

“At a minimum, the public access planning should result in public access requirements for shoreline permits, recommended projects, port master plans, and/or actions to be taken to develop public shoreline access to shorelines on public property. The planning should identify a variety of shoreline access opportunities and circulation for pedestrians (including disabled persons), bicycles, and vehicles between shoreline access points, consistent with other comprehensive plan elements.”

This Public Access Alternatives Plan has been developed to satisfy the WAC requirements for shoreline public access for the City of Tacoma, to provide additional flexibility for permit applicants and public agencies to meet their obligations to the general public to provide access to the Shorelines of the State, and to do so in a way that is consistent with the Comprehensive Plan and private property rights.

Lastly, the WAC provides standards for local jurisdictions to incorporate into their master programs. These include:

(i) Based on the public access planning described in (c) of this subsection, establish policies and regulations that protect and enhance both physical and visual public access. The master program shall address public access on public lands. The master program should seek to increase the amount and diversity of public access to the state's shorelines consistent with the natural shoreline character, property rights, public rights under the Public Trust Doctrine, and public safety.

This standard is implemented in the TSMP by the following policies and development regulations:

TSMP 6.5.1(A)(1), (3), (4), and (10) and TSMP 6.5.2(A)(1), (2) and (3) establishes the City’s priority to preserve existing public access.
TSMP 6.5.1(A)(2), (6) and (7) provides protection for property rights in the provision of public access.
TSMP 6.5.1(A)(2) and (5) seeks to increase the amount and diversity of public access.
TSMP 6.7.1(1) advances the public’s interest in the aesthetic qualities of shorelines of the state, including views of the water.
TSMP 6.5.1(A)(7) and TSMP 6.5.2(B)(3) and (4) requires that public access on private properties be commensurate with the scale of development and be reasonable, effective, and fair for all parties.
TSMP 6.5.1(A)(8) protects the rights of navigation and the space necessary for water-dependent uses.
TSMP 6.5.1(A)(6) requires that the Land Use Administrator ensure that there is a nexus between a proposed action and public access requirement and that the requirement is roughly proportional to the impacts identified.
(ii) Require that shoreline development by public entities, including local governments, port districts, state agencies, and public utility districts, include public access measures as part of each development project, unless such access is shown to be incompatible due to reasons of safety, security, or impact to the shoreline environment. Where public access planning as described in WAC 173-26-221(4)(c) demonstrates that a more effective public access system can be achieved through alternate means, such as focusing public access at the most desirable locations, local governments may institute master program provisions for public access based on that approach in lieu of uniform site-by-site public access requirements.

This standard is implemented in the TSMP by the following policies and development regulations:

TSMP 6.5.1(A)(5) and (10) and TSMP 6.5.2(B)(1)(a) requires that any project that receives public funds provide access to the water to the general public.

TSMP 6.5.1(5) and TSMP 6.5.2(B)(5) provides for innovative means for achieving access off site when there is a conflict or incompatibility on site.

(iii) Provide standards for the dedication and improvement of public access in developments for water-enjoyment, water-related, and non-water-dependent uses and for the subdivision of land into more than four parcels. In these cases, public access should be required except:

(A) Where the local government provides more effective public access through a public access planning process described in WAC 173-26-221 (4)(c).

(B) Where it is demonstrated to be infeasible due to reasons of incompatible uses, safety, security, or impact to the shoreline environment or due to constitutional or other legal limitations that may be applicable.

In determining the infeasibility, undesirability, or incompatibility of public access in a given situation, local governments shall consider alternate methods of providing public access, such as off-site improvements, viewing platforms, separation of uses through site planning and design, and restricting hours of public access.

(C) For individual single-family residences not part of a development planned for more than four parcels.

This standard is implemented in the TSMP by the following policies and development regulations:

TSMP 6.5.1(A)(2) and (5) seeks to increase the amount and diversity of public access.

TSMP 6.5.2(B)(1) Establishes the specific permit conditions under which public access shall be required. Single family development is excluded from this list.
TSMP 6.5.1(B)(1) and TSMP 6.5.2(C)(2) provides for situations where access is incompatible on site due to public safety concerns, security requirements, operational conflicts, or due to environmental harm.

(iv) Adopt provisions, such as maximum height limits, setbacks, and view corridors, to minimize the impacts to existing views from public property or substantial numbers of residences. Where there is an irreconcilable conflict between water-dependent shoreline uses or physical public access and maintenance of views from adjacent properties, the water-dependent uses and physical public access shall have priority, unless there is a compelling reason to the contrary.

This standard is implemented in the TSMP by the following policies and development regulations:

Table 9.2 establishes height, setback, and view corridor standards for all uses in the shoreline.
TSMP 6.2.1(6) directs all uses and development to manage their impacts to other shoreline and upland uses.
TSMP 6.7.1(2) requires that all shoreline uses be designed and operated to minimize obstructions to views and access.
TSMP 7.4.1(A)(4) and (11) requires that commercial structures incorporate and protect views and aesthetics.
TSMP 6.7.1(2) and (4) protects the public’s opportunity to enjoy the aesthetic qualities of shorelines, including views of the water.
TSMP 6.7.1(1) encourages shoreline use and development to take the greatest advantage of shoreline views in their design and location.
TSMP 6.7.3(A)(6) places priority on public access and water-dependent uses when they conflict with views from adjacent properties.

(v) Assure that public access improvements do not result in a net loss of shoreline ecological functions.

This standard is implemented in the TSMP by the following policies and development regulations:

TSMP 6.5.1(C)(1) provides protection for the ecology of the shoreline by requiring all public access to achieve no net loss of ecological functions.
TSMP 6.4 provides protection for shoreline critical areas and mitigation standards for all impacts to the shoreline.
4.0 CONSISTENCY WITH EXISTING PLANS AND POLICIES

This section identifies existing guidance in the City’s Shoreline Master Program, Comprehensive Plan, and Metro Parks Strategic Plan that is relevant to shoreline public access. These plans include comprehensive and specific direction for increasing water-oriented recreational opportunities in the city consistent with State guidelines and City objectives. A primary objective of this plan is to ensure that shoreline public access is integrated with citywide goals and policies.

4.1 Shoreline Master Program

The Tacoma Shoreline Master Program (TSMP) provides overall goals for public access and recreation in the city’s shorelines. The goals are articulated in more detail in a series of objectives and will be implemented through policies and implementing regulations. This section summarizes the goals, objectives, and polices in the TSMP update that related directly to public access and recreation in the city’s shorelines.

4.1.1 Public Access

The TSMP provides an overarching goal for public access in the shorelines. This goal is meant to provide the framework under which the policy is developed to regulate and manage public access to the shorelines. The TSMP goal for shoreline public access reads as follows:

To increase the ability of the general public to reach, touch, and enjoy the water's edge, to travel on the waters of the state, and/or to view the water and the shoreline from adjacent locations, provided that private rights, the public safety, and shoreline ecological functions and processes are protected consistent with the U.S. and State constitutions, state case law, and state statutes.

The TSMP provides eight general objectives that further articulate the shoreline public access goal. The objectives include the following:

1. Establish public access to and along the City’s shorelines that is safe and compatible with adjacent and planned uses.

2. Develop a system of vistas, view areas, view corridors, scenic drives, trails, and bike paths that capitalize on Tacoma’s unique relationship to Puget Sound.

3. The City should take full advantage of public access opportunities throughout the City’s shorelines as identified in an adopted public access plan.
4. Establish a linear system of public access along the Tacoma shoreline, starting with high-density intensive-use urban activity on the Thea Foss Waterway, moving to moderate-use paved walkways on Schuster Parkway, to an intensive-use, multimodal pathway along Ruston Way, to a moderate-intensity promenade in Point Defiance Park from the boathouse to Owen Beach, and finally to a completely natural beach walk from Owen Beach to Salmon Beach.

5. Locate, design, manage and maintain public access in a manner that protects shoreline ecological functions and processes and public health and safety.

6. Design and manage public access in a manner that ensures compatibility with water-oriented uses.

7. Encourage cooperation among the City, landowners, developers, other agencies and organizations to enhance and increase public access to shorelines as specific opportunities arise. Provide for diverse shoreline access and recreational experiences for the citizen’s of the City of Tacoma and the Puget Sound region.

8. Design public access sites to provide continuity of site details to increase the ability of the public to discern public from private spaces.

4.1.2 Recreation

Consistent with the State’s guidelines, the TSMP also includes a planning framework for recreation within the City’s shorelines. The following goal for shoreline public access is included in the proposed TSMP:

“To provide opportunities and space for diverse forms of water-oriented recreation.”

The proposed TSMP provides general objectives to achieve the recreation goal. They include the following:

1. Locate only water-oriented recreational uses in the shoreline area.

2. Locate, design, manage and maintain recreation uses and facilities in a manner that protects shoreline ecological functions and processes and public health and safety.

3. Locate, design, and operate recreational development in a manner that minimizes adverse effects on adjacent properties as well as other social, recreational, or economic activities.

4. Provide recreation opportunities that meet the diverse needs and interests of the citizens of Tacoma and distribute recreation facilities throughout the City’s shorelines to serve the City’s many neighborhoods and employment centers.
5. Acquire additional recreation areas and public access areas with a high recreation value prior to demand to assure that sufficient shoreline recreation opportunities are available to serve future recreational needs.

6. Encourage cooperation among public agencies, non-profit groups, and private landowners and developers to increase and diversify recreational opportunities through a variety of means including incorporating water-oriented recreational opportunities into mixed use developments and other innovative techniques.

7. Recognize and protect the interest of all people of the state by providing increased recreational opportunities within shorelines of statewide significance and associated shorelands.

8. Encourage private and public investment in recreation facilities.

### 4.2 City of Tacoma Comprehensive Plan

The Comprehensive Plan recognizes the importance of shoreline public access and retention of the natural environment as growth and development occurs. The Comprehensive Plan includes goals and policies for shoreline public access within several elements, including Generalized Land Use, Recreation and Open Space Facilities Element, Open Space Habitat and Recreation, the Shoreline Trails Plan, and Destination Downtown.

#### 4.2.1 Generalized Land Use Element

The Generalized Land Use Element of the Comprehensive Plan includes a goal regarding the provision of open space and quality of life:

**LU-MUD-3 – Open Space:** Provide a diverse array of usable open spaces including small parks, plazas, playgrounds, and others within centers to balance higher density development, enhance the quality of the living environment and provide social and recreational opportunities for residents, employees and visitors.

#### 4.2.2 Recreation and Open Space Facilities Element

The current Recreation and Open Space Facilities Element includes the following general policies regarding public access and open space:

**ROS-G-3 – Design and Development:** Promote design and development of recreation and open space facilities that provide for play that will enhance Tacoma’s natural setting and that complement the ecology and unique features of the site or area.

**ROS-G-4 – Scenic View and Vistas:** Develop and maintain a system of scenic view sites and vistas in order to take advantage of the natural beauty of Tacoma and its siting in the Puget Sound Region.
ROS-G-7 – Accessible Linkages: Encourage the development of pedestrian, bicycle or equestrian linkages wherever possible, appropriate within and between recreation, and open space sites.

ROS-PB-2 – Trail Corridors: Develop new corridors for bicycles/pedestrian trails and take advantage of available corridors such as existing park trails, greenbelt areas, railroads, pipelines, power lines and street rights-of-way.

4.2.3 Open Space Habitat and Recreation Plan

The Open Space Habitat and Recreation Plan (OSHRP), officially entitled the Open Space Habitat and Recreation Element of the Comprehensive Plan, was adopted by the City Council on December 9, 2008. The OSHRP sets forth goals, policies, and implementation plans for Tacoma municipal open spaces and natural areas. The Plan was prepared to meet Goals Nine and Ten of the GMA. Goal Nine encourages cities and counties to retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water and develop parks and recreation facilities. Goal Ten encourages cities and counties to protect the environment and enhance Washington’s high quality of life, including air and water quality, and the availability of water. The overall purpose of the OSHRP is established in the Plan’s vision statement:

“Create an integrated system of habitat and recreation lands and facilities in Tacoma that defines and enhances the built and natural environment, supports and nurtures plant and wildlife habitat, offers a well-balanced range of recreation opportunities and enriches the lives of Tacoma’s current and future citizens.”

The OSHRP includes policies and other guidance intended to enact and achieve this vision. The OSHRP notes that Tacoma’s shorelines and waterfront areas are a source of economic activity, entertainment and recreation, as well as providing invaluable ecological and cultural functions. It further notes that Tacoma has a legacy of industrial development along its shorelines, which has reduced public access. At the same time, the Port of Tacoma and other industrial areas are major economic assets to the City. The OSHRP notes the importance of reclaiming shoreline areas for public access, recreation, educational and interpretive displays, public art, community events, habitat restoration and other open space purposes. To those ends, the OSHRP includes the following policies specific to shoreline public access:

OS-SH-1 Prioritize Tacoma’s Shorelines and Waters - Recognize the strong community connection to Tacoma’s shorelines and waters as cultural, historic, recreational, educational, economic, natural and aesthetic assets of tremendous value. Work with partners to undertake a broad range of activities that enhance Tacoma’s identity as a waterfront community, including designating and enhancing shoreline areas for public access, recreation, educational and interpretive displays, public art, community events, habitat restoration and other activities.

OS-SH-2 Shoreline and Water Access - Develop opportunities for public access to the Puget Sound for water-oriented recreation and enjoyment of shorelines, including public access to both natural and man-made waterfront features such as beaches, tidelands, wharfs, piers, esplanades, parks, heritage sites, and waterfront trails and paths.
OS-SH-3 Shoreline and Water Activities - Develop and enhance opportunities for swimming, boating including use of Tacoma’s water trails, fishing, SCUBA diving, educational activities, wildlife observation and other shoreline and water-dependent activities.

OS-SH-4 Reconnect Shorelines and Uplands Habitat - Recognize the critical habitat functions and the loss of historic habitat connectivity between shorelines and upland areas and water courses, and seek to re-create these connections through habitat conservation and restoration efforts.

OS-SH-5 Shoreline Trail Connections – Recognizing that many of Tacoma’s existing and planned trails follow the shoreline or connect shoreline and upland areas, partner to develop and maintain trails oriented to the shorelines, slopes and gulches. Development of trails should be coordinated with habitat restoration efforts.

OS-MUC-5 Reconnect the Waterfront – Seek opportunities to re-connect downtown and the Thea Foss Waterway through developing multi-functional open spaces, trails and/or recreational facilities that provide or enhance pedestrian connectivity between downtown and the waterfront.

Lastly, recognizing that implementation of the OSHRP will require multiple methods and funding sources, the Plan recommends developing a fee-in-lieu program aimed at enabling developers to provide required open space and public access at offsite area where it may be more appropriate and where a specific need or project has already been identified through a planning process. The Plan includes the following policy related to fee-in-lieu.

OS-MUC-6 Fee In Lieu Program - Consider adopting a fee-in-lieu program that would allow development to contribute toward open space, park, community garden, or recreation space within a Mixed-use Center rather than providing on-site open space.

4.2.4 Transportation Element and Mobility Master Plan

4.2.4.1 The goal of the Transportation Element is to “Achieve a multimodal transportation system that efficiently moves people and goods with optimum safety and appropriate speed, maximizes the conservation of energy, and minimally disrupts the desirable features of the environment”.

4.2.4.2 The Mobility Master Plan outlines a vision in which:

“Tacoma is a world-class walking and biking community in which pedestrians and bicyclists are top priorities in transportation planning. Tacoma's transportation system is useable and welcoming to people of all abilities. Streets accommodate bicyclists in large numbers, sidewalks are user-friendly, and residents share the road safely and are fully mobile without an automobile.”

4.2.4.3 The goals of the Mobility Master Plan that support the PAAL include:

- Complete a safe and comfortable bicycling system that connects all parts of the city (north to south/east to west) and accommodates all types of cyclists by 2025.
Create a safer street environment that reduces intermodal crashes involving bicyclists, pedestrians and motor vehicles by at least 10% from 2010 rates by 2015 and work to meet Washington State’s Target Zero goal of eliminating fatal and serious injuries by 2030.

Increase transit use by enhancing pedestrian access and bicycle support facilities through the development of bikeways and walkways that serve transit hubs.

Promote healthy lifestyles by offering improved opportunities for active living for people of all abilities through the development of a robust non-motorized network, including bikeways, sidewalks, and linear parks.

4.2.4.4 Policies that support public access in the shoreline and the PAAL include:

- **T-MMP-1 Implementation**
  Implement the Mobility Master Plan’s recommendations for developing a nonmotorized network that reduces auto travel, increases the number of nonmotorized users of all ages and abilities, and improves the health of our people and local ecology.

- **T-MMP-2 Livability**
  Prioritize infrastructure improvements that connect residential areas to local retail, business, and community services, so residents can access more of the services they need close to home by walking, biking, and using assistive devices.

- **T-MMP-3 Environmental Sustainability**
  Encourage and improve the appeal of modes of transportation with negligible carbon emissions, such as walking, biking, and using assistive devices, thereby reducing the miles traveled by single occupancy vehicles.

- **T-MMP-12 Funding**
  Pursue a dedicated source of funding to implement the expansion and enhancement of walkways and bikeways in Tacoma. Supplement dedicated funds with other funding sources. A comprehensive list of funding opportunities can be found in the 2010 Mobility Master Plan Study.

4.2.5 Shoreline Trails Plan

The goal of the Shoreline Trails Plan in the Comprehensive Plan is to tie trail segments together into a unified, urban pedestrian network, joining the north and west slopes of the city together.

4.2.6 Downtown Plan

The City adopted an update to its Downtown Plan, known as the Downtown Element, in December of 2008. The updated Downtown Element of the Comprehensive Plan includes specific direction for creating and enhancing the connection between Downtown and the waterfront, particularly the Thea...
Foss Waterway, capitalizing on its proximity to the downtown area. The element acknowledges that there are impediments to this connection and plots a strategy for removing some of these over time. The Downtown Element states:

“There is also a strong desire from the community to fully integrate the downtown to its waterfront. Physical impediments remain extreme, including railroad rights of way and a freeway. Near term enhanced connections are planned for 15th Street, with hopes for a restored Murray Morgan Bridge, and potential public access from Fireman’s Park tied to future development.”

4.3 Metro Parks Tacoma Strategic Plan

The Metro Parks Tacoma Strategic Plan (2006) includes ten overall goals. The goals specifically relevant to providing shoreline public access are:

- **Provide accessible, convenient, safe, and attractive parks and facilities.** Accessibility, convenience, and safety are essential to a positive recreation experience. Metro Parks Tacoma will provide clean and inviting parks and facilities—including quality signature facilities that foster community pride and are conveniently located for easy access to people of diverse backgrounds.

- **Foster stewardship of community assets and historical/cultural resources.** Tacoma is fortunate to have a wealth of cultural and historical resources that enrich the community. Metro Parks Tacoma will provide opportunities to enhance appreciation of these resources and promote community stewardship.

- **Provide affordable and high-quality recreation and educational experiences for a diverse community.** Metro Parks Tacoma will provide affordable recreation and educational experiences that meet the needs of our diverse community, including residents of all ages, abilities, family compositions, and economic and cultural backgrounds. These experiences will reflect quality and excellence.

- **Partner in responsible economic and community development.** Parks and recreation help fuel the region’s economy and make a community more livable. Diverse recreation and cultural opportunities and quality attractions bring residents, businesses, and tourists to the City. For these reasons, Metro Parks Tacoma will be an important partner in promoting economic development throughout the region, by providing services, parks, and open spaces to improve the quality of life for workers in business areas and residents in our neighborhoods.

- **Create diverse, stable, and predictable funding strategies to provide the resources required to build, maintain, and operate our system of parks and programs.** MPT will use a variety of long and short term funding strategies to provide dependable funding for parks and programs. These strategies may include grants, private contributions/donations, foundations (public-private partnerships), bonds, voter approved measures, maintenance and operating levies, property and sales taxes. The District will pursue new or expanded regional funding strategies for both facilities and programs that serve citizens from beyond MPT borders. A fee schedule should be created that balances cost recovery goals with the needs of the community. Some programs and facilities will continue to be subsidized, while others may fully recover costs or even generate revenues that can be used to
serve residents with financial needs. New revenue generating and entrepreneurial projects and ventures should also be explored and considered as one funding strategy.

- **Maximize the benefits provided by Tacoma’s unique park and recreation resources.** Special facilities, such as Point Defiance and Wright Park, help define Tacoma’s unique character. While attracting people from outside the region and contributing to Tacoma’s livability, they also generate revenue and enhance the economic vitality of the entire community. Regional parks and signature facilities provide the benefits associated with high quality recreation and educational experiences. Making the most of these parks will be given special attention by the District.

- **Maximize community resources through partnerships to provide a system of parks and recreation opportunities.** Partnerships are a key means the District will use for leveraging community resources, while minimizing duplications in effort. MPT will be a leader in forging and fostering partnerships that forward the District’s mission. MPT will move toward formalized partnerships that ensure equity and tangible benefits to both parties.

Actions in the Strategic Plan that pertain to the shoreline are:

- **Action 1.2.5** Provide public access to the Puget Sound for water-related recreation and trail uses, including boating facilities along Thea Foss Waterway, Ruston Way, Point Defiance Park and other community parks.

- **Action 1.3.9** Recognize the importance of other regional parks and greenspace not currently owned or maintained by MPT in satisfying overall citywide park needs. Some examples include Fireman’s Park, the Chinese Reconciliation Garden (under development), the proposed Thea Foss Esplanade extension, and other greenspace.

- **Action 2.2.17** Outdoor water-related facilities with Sound access to include kayaking, canoeing, scuba diving, rowing and other non-motorized watercraft/boating. These facilities, which can be developed as part of a Sound-related Nature and Environment Center, should generate revenue.

- **Action 6.2.17** Collaborate with the City of Tacoma and others to create a connected system of urban parks in the downtown and Thea Foss areas, incorporating landscaped public spaces as developments occur, such as pedestrian linkages, boulevards, public amenities, and art work, to meet recreational needs and support livability.

- **Action 6.2.5** Provide more public access to waterfront and greenspace, where possible, near dense urban areas to enhance the livability of the City.

- **Action 6.2.6** Revitalize downtown parks, such as Wright Park and Thea’s Park, for the enjoyment of downtown residents, employees, and visitors.

- **Action 9.1.1** Continue to work with public and private partners to build and plan other public park spaces along the Thea Foss Waterway to create an integrated and connected esplanade for public enjoyment.

- **Action 9.1.2** Encourage partners to complete the development of the Chinese Reconciliation Garden so as to enhance the unique waterfront experience at Ruston Way for both the residents and visitors.
5.0 EXISTING AND PLANNED PUBLIC ACCESS

5.1 Existing Public Access

Existing public access to the shorelines of the City of Tacoma includes a mix of parks, trails, boating facilities, view points and public beaches. These facilities were described in the Shoreline Inventory and Characterization Report (ESA, 2007). In addition, public access and future demand for public access were discussed in the Shoreline Use Analysis technical memo (ESA, 2008). The list of sites identified in those documents has been updated and is displayed on Map 1. A breakdown of public access facilities by type and by shoreline district is provided in Table 1.
Map 1: Existing Public Access Sites
Table 1: Existing Public Access

<table>
<thead>
<tr>
<th>Shoreline District</th>
<th>Area (excluding water) (acres)</th>
<th>Saltwater Trail Access Point*</th>
<th>Park/Trail Access Point</th>
<th>Public Beach (approx. miles)</th>
<th>Trails (miles)</th>
<th>Public Marina</th>
<th>View Point</th>
<th>Habitat Observation Point</th>
<th>Shore Diving Area</th>
<th>Public Dock</th>
<th>Park / Open Space (acres)</th>
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<tr>
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<td>S15 - Point Ruston/Slag Pen.</td>
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</table>
5.2 Planned Public Access System

5.2.1 Overview of Opportunities for New Shoreline Public Access

Opportunities for new public access are also discussed in the Shoreline Inventory and Characterization Report (ESA, 2007) and the Shoreline Use Analysis technical memo (ESA, 2008). The list of opportunities in these documents has been updated to reflect current conditions. Coordination of these opportunities will comprise a shoreline public access system. Map 2, Conceptual Public Access Opportunities, summarize the types and locations of public areas and facilities which could be pursued as part of the public access system over time. Table 2, provides a list of the potential public access sites within each shoreline district.
Map 2: Potential Public Access Sites
### Table 2 Potential Shoreline Public Access

<table>
<thead>
<tr>
<th>Shoreline District</th>
<th>Parks/ Open Space (acres)</th>
<th>Public Street End</th>
<th>View Points/ Corridors</th>
<th>Habitat Observation Points</th>
<th>Transient Moorage or New Motor Boat Facilities</th>
<th>Hand Boat Launches (may include storage)</th>
<th>Piers/ Docks</th>
<th>Proposed Trails (approx. miles)</th>
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<tbody>
<tr>
<td>S1a – Western Slope South – HI</td>
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<td>0.1</td>
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<td>S1b – Western Slope South – SR</td>
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<tr>
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<td>S4 – Point Defiance – Natural</td>
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<tr>
<td>S8 – Thea Foss Waterway</td>
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<td>3</td>
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<td></td>
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<td>1</td>
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<td>S9 – Puyallup River</td>
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<td>2.1</td>
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<tr>
<td>S10 – Port Industrial</td>
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<td>S11 – Marine View Drive</td>
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<td>S12 – Hylebos Creek</td>
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<td>S14 – Wapato Lake</td>
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<td>S15 - Point Ruston/Slag Peninsula</td>
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<td><strong>14</strong></td>
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<td><strong>6</strong></td>
<td><strong>6</strong></td>
<td><strong>2</strong></td>
<td><strong>10.6</strong></td>
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</table>
5.2.2 Shoreline Public Access Opportunities by District

The following section describes opportunities for improving existing or introducing new public access for each shoreline district. The districts are lumped together by general geographic areas.

5.2.2.1 Western Slope

The Western Slope is comprised of four shoreline districts, stretching from 19th Street at Narrows Marina to the community of Salmon Beach, adjacent to Pt. Defiance Park. Access to the water is limited along the Western Slope due to considerable railroad right-of-way, which abuts the shoreline from Titlow Park north to Salmon Beach. There is also considerable overwater and upland residential development that hinders direct access to the shoreline.

Water-oriented recreation is provided at Narrows Marina, which has a public boat launch, and at Titlow Park, which provides public beach access for sunbathing, picnicking, launching kayaks and canoes, scuba diving and other water-oriented recreation. Tacoma Outboard Association leases an additional boat launch at Titlow Park for private use. The planned public access along the Western Slope seeks to off-set the relative lack of direct shoreline access by establishing a connected shoreline trail from University Place in the south and connecting to the Pt. Defiance trail system. In most areas, the trail will need to be developed along the bluffs overlooking the Tacoma Narrows. Trail amenities could include view platforms or view points, interpretive signage, and sheltered seating areas. While much of the bluffs are in public ownership, further land acquisition or easements would be required to develop this trail system in its entirety.
5.2.2.2 Point Defiance

Pt. Defiance Park is a 702 acre recreation and natural area that provides substantial public beach access along the northwest tip of Commencement Bay. Metro Parks has developed a master plan to guide the next 100 years of the Park’s life, use and improvement. The two districts provide approximately 4.5 miles of shoreline access, though a considerable portion of the shoreline is obstructed. Steep bluffs limit the access points to the public beach, and a combination of shoreline vegetation, currents, landslides and high tides makes traversing the Point itself tenuous. As a result, access tends to be limited to the Owens Beach area and promenade connecting Owens beach to the Pt. Defiance boathouse. A drive and trail system atop the bluff provides some view opportunities which could be enhanced. The beach slope makes the area around Owen Beach suitable for kayak hand launch sites and other existing recreational boating opportunities are available at the Pt. Defiance boathouse and marina.
5.2.2.3 Ruston Way Shoreline

The Ruston Way Shoreline includes three shoreline districts, stretching from Pt. Defiance to the Thea Foss Waterway. There is considerable public access throughout this shoreline area and it is well utilized by the public for water-oriented recreation and enjoyment. As the Point Ruston development proceeds, it is expected that trail connections will be established that will create a direct connection between Ruston Way and Point Defiance. Implementing the planned connection across the Point Ruston site is a high priority for developing an integrated system.

The Schuster Parkway shoreline also presents some limitations for a multimodal trail: Due to the closure of the Bayside Trails the only option is a narrow sidewalk adjacent to Schuster Parkway. Residents and recreational users have expressed concerns about the safety and usability of this connection. Improving the Bayside Trails and expanding the sidewalk, while incorporating safety features, would enhance the public’s safety in traversing this shoreline area and promote greater use of the trail system.

In addition, the railroad right-of-way hinders connections from the residential neighborhoods above Ruston Way. Development of trails in the Mason, Puget Creek and Garfield Gulches will enhance system capacity and provide further options for the public to get to the shoreline promenade. Lastly, existing access tends to be in the form of a linear trail system and could be diversified. Several planned public access projects will provide larger gathering places and activity areas. The Peninsula Park and the Chinese Reconciliation Park will provide significant “bookends” to this shoreline area.
5.2.2.4 Thea Foss Waterway

In 1974, the City adopted the *City Waterway Policy Plan* (the City Waterway is now known as the Thea Foss Waterway) that provided the foundation for activities to transform the former shipping terminal and industrial waterfront into an urban waterfront with a mix of public and private uses emphasizing public access and enjoyment. The 1974 Plan was the first of many studies and plans to follow which were developed over the years by both the City and civic organizations interested in the redevelopment of the blighted and contaminated waterfront. These plans envisioned redevelopment with uses that included marinas, restaurants, public spaces, residential (upland only), hotel/motel and water-oriented commercial uses.

The *City Waterway Policy Plan* was later replaced by the *Thea Foss Waterway Design and Development Plan (The Foss Plan,)* adopted in 1992, which provided policy and design guidelines for all new public and private development in and surrounding both sides of the Thea Foss Waterway. This Plan, in conjunction with development regulations in Tacoma Municipal Code 13.10, guides redevelopment of Thea Foss Waterway. The Foss Plan envisioned a mixed use community, attuned to the intrinsic qualities of its water setting and inseparable from the city around it. The Plan strove to attain the “ABC’s” of waterfront development: Access, Boating and Character.

As part of the City of Tacoma Shoreline Master Program update, the policy and regulatory guidance contained in the Foss Plan has been incorporated into the draft Shoreline Master Program. The public access projects identified in the Foss Plan have been updated through the public process and incorporated within the PAAL. The Foss Plan envisioned a Waterway unified through common design and character and linked by a continuous waterfront walkway.

The public access projects identified in the PAAL are aligned with the vision of the Foss Plan: They support the ABC’s of waterfront development, Access, Boating and Character.

The access priorities for the Foss Waterway will primarily be undertaken on public properties, but may also be implemented on private properties as redevelopment occurs.
Projects on the west side of the Foss Waterway emphasize completion of the public esplanade and boardwalk with improved linkages to and from Downtown Tacoma. Additional open space is sought along the central waterfront area.

Projects on the east side of the Foss Waterway emphasize boating and recreation. Park development is planned at the south end of the Waterway and the 11th Street right-of-way could be utilized as a public boat launch. Where feasible, and consistent with public safety and private security requirements, a waterfront walkway should be implemented to link uses and public access together to facilitate pedestrian and bicycle access. Improvements to East D Street should be implemented wherever access cannot be provided along the shoreline.
The Shoreline Master Program draft policies highlight the industrial and maritime history of the Waterway. This history could be commemorated as part of the pedestrian walkway, by designating specific locations or walkway segments as a “Heritage Trail” that would provide educational, artistic and cultural learning opportunities for the public.

The Foss Waterway is adjacent to Downtown Tacoma and within walking distance of the University of Washington, Tacoma, the Dome District, the Brewery District and the International Financial Services Area. However, access to the Foss Waterway is impeded by substantial public transportation infrastructure, including the BNSF line and I-705. The recent completion of the D Street overpass improves the Waterway’s connection to the Dome District and the planned Prairie Line Trail would improve access by developing a direct trail connection from the University of Washington Tacoma campus to the 15th Street entry to the Foss Waterway. Improved linkages to the surrounding districts should be sought whenever feasible.

The east side of the Foss Waterway is home to several industrial and water-dependent uses and is adjacent to an industrial area. Public access provided through this area, primarily that segment north of East 11th Street, should be designed and located to avoid impacts to these users. Where these uses are located, access should be routed around rather than through these properties. As improvements to East D Street occur, policy guidance in the Shoreline Master Program directs improvements to provide a separation of recreation and industrial traffic and to protect those businesses and industrial uses that are east of East D Street.
5.2.2.5 Port Industrial Area

The Port Industrial shoreline is predominantly developed with heavy industrial and Port/Terminal related facilities. As a result there is very limited opportunity for the public to reach and touch the water in this area. Safety and security concerns require sensitivity in locating access in this shoreline. The Port of Tacoma office on Sitcum Waterway is an example of the type of access that is appropriate - providing a viewing platform from which the public can observe the day to day operations of the Port from a safe distance.

There is also considerable cleanup and restoration activity that has been undertaken in this shoreline area which could accommodate limited access, including natural trails, kayak hand launch sites, or separated habitat viewing platforms. For example, the Port of Tacoma has developed a viewing area at the Rhone Poulenc habitat mitigation site on the Blair Waterway that provides the public with an opportunity to observe one of many habitat restoration projects located in the Port Industrial shoreline area. Access would need to be designed sensitively to prevent damage or harm to natural areas and mitigation sites.

Access is planned in areas that will not interfere with port operations or cause public safety concerns. Where possible, trails are planned that would link recreation and transportation systems, but these are generally located on the periphery of port/industrial operations and along existing publicly owned lands and right-of-ways.
5.2.2.6 Marine View Drive

The Marine View Drive shoreline is currently characterized by a combination of water-oriented recreation uses, overwater residences, and relatively unmodified shoreline. There are large areas of public ownership (City of Tacoma and Port of Tacoma) both along the shoreline and the bluffs, but additional acquisition or easements would be necessary to establish a cohesive trail system. The Puyallup Tribe also owns considerable property along the shoreline. Additional impediments to public access include the relatively constrained land supply along the shoreline as well as the potential for restoration activity. As this shoreline contains large areas of shoreline without structural stabilization (bulkheads), habitat preservation and restoration is a priority. New shoreline public access should be designed and located with sensitivity for the shoreline environment and the existing and potential mitigation sites. As a result, planned access in this area is generally located away from the shoreline, through a trail system that will traverse the bluffs overlooking Commencement Bay. However, there are several opportunities to provide beach access for the public that would facilitate non-motorized recreational boating or beachcombing. These sites should be designed to facilitate access while protecting the ecological functions of the shoreline. In addition, this shoreline area provides unique viewing opportunities looking back across Commencement Bay on Downtown Tacoma and Port of Tacoma tide flats.
5.2.2.7 Wapato Lake

The Wapato Lake shoreline is situated within a single family residential area and adjacent to a commercial area in south Tacoma. The lake shoreline is approximately 1 mile long but there are additional wetlands associated with the Lake - the Park itself encompasses 88 acres in and around the lake. Wapato Park is a family oriented, resort style park reminiscent of its founding in the late 1800’s. A Parks Improvement Bond Measure was approved in 2005 to fund infrastructure and water quality improvements. The Metro Parks Master Plan is proceeding through several phases:

- Bathhouse Reconstruction (completed)
- Demolition of Existing Residences - (completed)
- Phase 1a: Lake Water Quality Treatment
- Phase 1b: Initial Lakeshore Development
- Phase 2: Park Capital Improvements

Planned public access projects include new and upgraded trails and viewpoints, picnic shelters, and paddle boat dock.
5.2.3 Assessment of Direct Shoreline Accessibility

Physical accessibility to the City’s shorelines was examined as part of developing the overall public access plan. The State’s Guidelines note that public access includes the ability of the public to “Reach, touch and enjoy the water’s edge.” (WAC 173-26-221(4)(a)). While trails along the top of bluffs, view points behind private property, or along city-owned rights-of-way may provide visual access to the shoreline, they do not allow direct interaction with the shoreline; the opportunity to walk on the beach and touch the water. The City believes it is important to maintain a high level of physical access. To date, a measure of physically accessible shorelines had not been conducted.

Previous work prepared by the City has touched on the subject of demand for shoreline accessibility, but has primarily focused on commercial or industrial uses or lacked quantitative measurements. The Tacoma Waterfront Lands Analysis, prepared by BST Associates in 2008, analyzed the demand for recreational moorage. The study found that there was demand for additional transient and wet moorage, but did not directly address physical access to the shoreline. The Open Space, Habitat and Recreation Plan recognizes the need for direct shoreline access, but does not quantify the supply or demand.

To fill this gap in understanding shoreline access, the City prepared a broad assessment of the length of physically accessible shorelines under existing conditions and the length of shoreline that would be physically accessible if the conceptual public access plan were fully implemented. The assessment included trails along low bank shorelines, parks, and public beaches. It excluded shorelines that are blocked by private property and recreational uses that are private in nature. The results of the assessment indicate that under current conditions approximately 9.9 miles of shoreline (21.5 percent of all City shorelines) are currently physically accessible to the public. Full implementation of the public access plan would increase this to 15.8 miles of shoreline, representing 34 percent of the City’s shorelines. The results of this analysis are shown in Table 2 and Figure 3.
Map 3: Generalized Shoreline Accessibility

<table>
<thead>
<tr>
<th>Miles of Accessible Shoreline</th>
<th>Percent of City's Marine Shorelines*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing Access</td>
<td>10</td>
</tr>
<tr>
<td>Proposed New Access</td>
<td>5</td>
</tr>
<tr>
<td>Total Access with full implementation of this Plan</td>
<td>15</td>
</tr>
</tbody>
</table>

*The City has Approximately 46 miles of marine shoreline.
6.0 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.

6.1 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?

6.2 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?

6.3 Improving views

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

6.4 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?
• Does the project add capacity to the existing public access system?
• 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?
6.5 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?
7.0 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.

7.1 Implementation

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

7.1.1 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.

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.
7.1.2 Standard 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 five types of projects:

1. Projects that increase or create public demand for access;
2. Projects that interfere with existing access by blocking or discouraging use of existing access;
3. Project that interfere with public use of waters subject to the Public Trust Doctrine;
4. Projects that are a non-water–dependent use, or a non-preferred use under the SMA; or
5. Projects that are publicly funded or on public lands.

The type, amount and location of public access would be 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 would be determined by the Land Use Administrator based on a review of the specific proposal. The Land Use Administrator would review the proposed uses and developments and make 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.

In addition to the standard permit requirement for providing public access as part of new shoreline substantial development and conditional-use permits, the Shoreline Master Program contains provisions to address circumstances where access is infeasible or incompatible on site. In the following circumstances, additional alternatives to the standard access requirement are provided in Section 7.1.3 of this plan. According to TSMP 6.5, the Administrator may approve alternatives to on-site, physical access to the shoreline under the following circumstances:

- Unavoidable health or safety hazards to the public exist which cannot be prevented by any practical means;
- The configuration of existing parcels and structures, block potential access areas in such a way that cannot be reasonably remedied by the proposed development;
- Public access will jeopardize inherent security requirements of the proposed development or use and the impacts on security cannot be satisfied through the application of alternative design features or other solutions;
The cost of providing on-site access, easement, or an alternative amenity is unreasonably disproportionate to the total long-term cost of the proposed development;

- Environmental impacts that cannot be mitigated, such as damage to spawning areas or nesting areas, will result from the public access; or
- Public access is infeasible due to incompatible adjacent uses where the incompatibility cannot be mitigated.

In addition, 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.

When a permit applicant meets one of the above criteria, the applicant must construct off-site public access improvements of comparable function and value. Where no reasonable off site alternatives are available or all reasonable off site alternatives have been exhausted, new uses and development may be permitted without providing public access. In reviewing the proposal, the City will require substantial, credible evidence furnished by the applicant demonstrating how the proposal meets the criteria.

### 7.1.3 Alternatives to Standard Permit Requirements

#### 7.1.3.1 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.
7.1.3.2 Fee-in-lieu

Recent guidance from the Department of Ecology, Shoreline Planner’s Handbook Chapter 9, suggests that a fee-in-lieu option may be appropriate for meeting permit requirements under certain circumstances. Fee-in-lieu would be a voluntary option that a permit applicant could utilize when on-site public access is determined to be infeasible or incompatible with the existing use and operations. Fees could be based on several methodologies, including project cost or through a determination of ‘comparable value’ to the on or off site access mitigation. Fee-in-lieu would still be subject to nexus and proportionality tests but may be an appropriate option in situations where the strict application of on or off site access would be disproportionate to the cost of the development.

Such a program could facilitate a more efficient use of funds on projects that have been identified by the public as priorities. Funds could be spent anywhere within the City, consistent with the Shoreline Master Program and Public Access Alternatives Plan. In order to implement such a program, the City would have to set up a Public Access Fund, similar to the Open Space Fund, with procedures for deposit of funds and expenditures, including applicable types of projects and timeframes. Funds could accrue on a permit by permit basis and be used to fund projects that increase public access capacity, including property acquisition, or enhancement of existing access in a way that improves function or adds diverse recreational opportunities. Funds could also be used for match requirements in grant applications.

7.1.3.3 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.” Such a plan can be used to justify more flexible off-site public access requirements as well as improve efficiencies in permitting, costs of providing access, and location. The WAC goes on to say that “The planning should identify a variety of shoreline access opportunities and circulation for pedestrians—including disabled persons-bicycles, and vehicles between shoreline access points, consistent with other comprehensive plan elements.” Public agencies’ public access plans should be reviewed against both the policies and regulations of the Shoreline Master Program and the goals, objectives, and opportunities identified in the Public Access Alternatives Plan. The PAAL identifies two paths for adopting such a 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.

7.2 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.

7.3 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.

Partner in responsible economic and community development

- 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.
Establishing an effective public access system that is useable and welcoming for the general public also requires attention to site design and furnishings during project implementation. Design elements can reduce conflicts between public access sites and adjacent uses and operations by delineating public and private spaces, routes of travel and use, and the types of appropriate uses. New uses and development in the S-8 Thea Foss Waterway are subject to the Thea Foss Waterway Design Guidelines. For uses in other shoreline districts, policies and regulations in Chapter 6.5 and 6.7 also address site design elements that permit applicants should consider when planning public access improvements. Specifically:

TSMP Public Access Policy 6.5.1(C)(3):

*Public spaces should be designed to be recognizable as ‘public’ areas and to promote a unified access system, including the design and location of site details and amenities, and to provide a safe and welcoming experience for the public.*

TSMP Development Regulation 6.5.2(E)(9):

*All public access sites city wide shall provide site furnishings appropriate for the intended use of the access site, the estimated demand, site context and hours of use.*

When planning public access improvements applicants should consider the availability and location of parking facilities necessary to support the project; transportation connections and routes; and the relationship between the access site and proposed uses of the site. Applicants should also consider adjacent uses and their operations, public views, and public safety.

In addition, public access projects should consider the following site furnishings, as appropriate, to ensure that the access site has the supportive amenities required to make it an effective and useable site for the public:

- Benches
- Bollards
- Drinking Fountains
- Picnic Tables
- Bike Racks
- Waste Receptacles
- Restrooms
- Lighting
- Signage such as:
  - State or other logos
  - Directional Signage
  - Educational/interpretive
9.0 MANAGEMENT ISSUES

Most shoreline substantial development permits (SSDP) usually contain “special conditions” that ensure development complies with the TSMP and other regulations. One of the common conditions is that the authorized public access areas will be used properly, managed for the public’s safety and enjoyment, and reasonably maintained. The following are some common requirements for managing public access areas along the shoreline:

Reasonable Rules and Restrictions

Reasonable rules and restrictions may be imposed on the use of the public access areas to correct particular problems that may arise, such as lack of public safety protections or increased vandalism. Rules may include restricting hours of use and delineating appropriate behavior. Such limitations, rules and restrictions typically have to be approved by the Land Use Administrator upon a finding that the proposed rules would not significantly affect the public nature of the area, would not unduly interfere with reasonable public use of the area, and would tend to correct a specific problem that has been both identified and substantiated.

Responsibility for Public Access Areas

Once a SSDP is issued, the permittee is typically responsible for ensuring that the public access area and associated improvements are installed, used and maintained in accordance with the permit. Public access areas are required to be permanently guaranteed, usually through a legal instrument, for use by the public.

Uses within Public Access Areas

Shoreline spaces that are dedicated as public access areas are typically made available to the public for uses, such as walking, bicycling, sitting, viewing, fishing, picnicking, kayaking and windsurfing. If someone wishes to use the public access area for uses other than those specified by the SSDP, prior written approval by the Land Use Administrator is usually required.

Maintenance of Public Access Areas

Public access areas and improvements along the shoreline are required of to be maintained by and at the expense of the permittee(s) Exceptions may include situations where the off-site mitigation for public access is accomplished on publicly-owned lands or at existing publicly owned
access areas. In such cases, the responsibility for ongoing maintenance may be assumed, by authorized agreement, by the appropriate public agency. Such maintenance usually includes: repairs to all path surfaces; replacement of any landscaping that dies or becomes unkempt; repairs or replacement of any public access amenities such as seating areas, restrooms, drinking fountains, trash containers and lights; periodic cleanup of litter and other materials deposited within the access areas; removal of any hazards in or encroachments into the access areas and assuring that public access signage remains in place and is clearly visible. To reduce on-going maintenance requirements, public access areas should be built with durable materials using high-quality construction methods.
10.0 REFERENCES


ATTACHMENT 1. INVENTORY OF PLANNED PUBLIC ACCESS PROJECTS
### Inventory of Planned Public Access Projects

<table>
<thead>
<tr>
<th>#</th>
<th>Name</th>
<th>Access Type</th>
<th>Description</th>
<th>Lead Agency</th>
<th>Cost/Funding</th>
<th>Timeline</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>S-1a Shoreline District: Western Slope South</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>7.1</td>
<td>Blue Trail Access Point</td>
<td>Boating - nonmotorized</td>
<td>Develop a blue trail access point where beach grade is conducive for kayak and hand launch craft.</td>
<td>City of Tacoma</td>
<td>None identified at this time</td>
<td>Near-term priority</td>
</tr>
<tr>
<td>7.1.2</td>
<td>West Slope Trail - Crystal Springs Creek Segment</td>
<td>Linear Trail/View</td>
<td>From City’s southern boundary at Lemons Beach Road and West 27th Street north to Titlow Park at Sixth Avenue. Trail will use City of Tacoma property along Seashore Drive and will require use of Burlington Northern Railroad ROW.</td>
<td>City of Tacoma</td>
<td>West Slope Trail is estimated to cost $1,616,000 for the entire 6 mile trail. Funding has not been identified at this time.</td>
<td>Long-term priority</td>
</tr>
<tr>
<td></td>
<td>S-1b Shoreline District: Western Slope South</td>
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<td></td>
</tr>
<tr>
<td>7.2.1</td>
<td>West Slope Trail - Crystal Springs Creek Segment</td>
<td>Linear Trail/View</td>
<td>From City’s southern boundary at Lemons Beach Road and West 27th Street north to Titlow Park at Sixth Avenue. The trail will use City of Tacoma property along Seashore Drive and will require use of Burlington Northern Railroad ROW,</td>
<td>City of Tacoma/ Metro Parks Tacoma</td>
<td>The West Slope Trail is estimated to cost $1,616,000 for the entire 6 mile trail. Funding has not been identified at this time.</td>
<td>Long-term priority</td>
</tr>
<tr>
<td></td>
<td>S-2 Shoreline District: Western Slope Central</td>
<td></td>
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</tr>
<tr>
<td>7.3.2</td>
<td>Public Boat Launch</td>
<td>Boating - motorized</td>
<td>If the Tacoma Outboard Association site transitions to other uses, seek opportunities to improve existing launch ramp for public use.</td>
<td>A lead agency has not been identified at this time</td>
<td>None identified at this time</td>
<td>Long-term priority</td>
</tr>
<tr>
<td>7.3.3</td>
<td>West Slope Trail - Titlow Park Segment</td>
<td>Linear Trail/View</td>
<td>The trail will use the Burlington Northern Railroad right-of-way and the Titlow Park trail system to the War Memorial trail near Hwy 16.</td>
<td>City of Tacoma/Metro Parks Tacoma</td>
<td>The West Slope Trail is estimated to cost $1,616,000 for the entire 6 mile trail. Funding has not been identified at this time.</td>
<td>Long-term priority</td>
</tr>
<tr>
<td>#</td>
<td>Name</td>
<td>Access Type</td>
<td>Description</td>
<td>Lead Agency</td>
<td>Cost/Funding</td>
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<tr>
<td>7.3.4</td>
<td>West Slope Trail - War Memorial Park Segment</td>
<td>Linear Trail/View</td>
<td>The trail will require use of the Burlington Northern Railroad right-of-way and traverse the steep slopes above. In addition, the trail will extend to a trailhead at War Memorial Park.</td>
<td>City of Tacoma</td>
<td>The West Slope Trail is estimated to cost $1,616,000 for the entire 6 mile trail. Funding has not been identified at this time.</td>
<td>Long-term priority</td>
</tr>
</tbody>
</table>

**S-3 Shoreline District: Western Slope North**

| 7.4.1 | West Slope Trail - War Memorial Park Segment                         | Linear Trail/View | The trail will require use of the Burlington Northern Railroad right-of-way and traverse the steep slopes above.                                                                                           | City of Tacoma       | The West Slope Trail is estimated to cost $1,616,000 for the entire 6 mile trail. Funding has not been identified at this time. | Long-term priority |

| 7.4.2 | West Slope Trail - Gold Creek Gulch Segment                          | Linear Trail/View | This trail segment will extend from the boundaries of Point Defiance Park to the Tacoma-Lake Cushman Transmission Line south of Gold Creek Gulch. The proposed trail will form a loop by using a portion of the Burlington Northern Railroad right-of-way and traversing the steep slopes above. In order to accomplish this, a public access easement or dedication for the purpose of trail right-of-way needs to be pursued with Burlington Northern. In addition, the corridor trail will follow Gold Creek through the gulch to a trailhead at Narrows Drive. | City of Tacoma       | The West Slope Trail is estimated to cost $1,616,000 for the entire 6 mile trail. Funding has not been identified at this time. | Long-term priority |

<p>| 7.4.3 | View Platforms                                                       | View           | In conjunction or in advance of trail development, provide viewing platforms along the West Slope that will facilitate public views of the Tacoma Narrows.                                                      | City of Tacoma       | Funding has not been identified at this time.                                  | Long-term priority |</p>
<table>
<thead>
<tr>
<th>#</th>
<th>Name</th>
<th>Access Type</th>
<th>Description</th>
<th>Lead Agency</th>
<th>Cost/Funding</th>
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<td><strong>S-4 Shoreline District: Pt. Defiance</strong></td>
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<tr>
<td>7.5.1</td>
<td>Point Defiance Trail System</td>
<td>Trail/View</td>
<td>Public access to/within the park—the City will strive to coordinate/leverage resources with Metro Parks Tacoma</td>
<td>Metro Parks Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Mid-term priority</td>
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<td>7.6.1</td>
<td>Point Defiance Trail System</td>
<td>Trail/View/</td>
<td>Public access to/within the park—the City will strive to coordinate/leverage resources with Metro Parks Tacoma</td>
<td>Metro Parks Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Mid-term priority</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Beachcombing</td>
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<tr>
<td>7.6.2</td>
<td>Passenger Only Ferry Terminal/Water Taxi</td>
<td>Nonmotorized</td>
<td>Develop a low impact terminal for water taxi or passenger only ferry access that could connect Point Defiance to other shoreline areas, including the Foss Waterway.</td>
<td>Metro Parks Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Long-term priority</td>
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<td></td>
<td></td>
<td>Transportation</td>
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<td>7.6.3</td>
<td>Guest Moorage</td>
<td>Boating - Motorized</td>
<td>Provide additional capacity for guest moorage to serve the needs of recreational boaters.</td>
<td>Metro Parks Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Long-term priority</td>
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<tr>
<td></td>
<td><strong>S-15 Shoreline District: Point Ruston/Slag Peninsula</strong></td>
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<tr>
<td>7.7.1</td>
<td>Peninsula Park</td>
<td>Trail/View/Gathering</td>
<td>Construct a public park on Slag Peninsula that will take advantage of the unique viewing opportunities and provide a large gathering and recreation area for the public. The park could include an amphitheater to promote outdoor events.</td>
<td>A lead agency has not been identified at this time.</td>
<td>Funding has not been identified at this time.</td>
<td>Mid-term priority</td>
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<tr>
<td>7.7.2</td>
<td>Transient Moorage</td>
<td>Boating - Motorized</td>
<td>Expand capacity for transient/guest moorage. Moorage should be clearly signed and identified for water-craft.</td>
<td>A lead agency has not been identified at this time.</td>
<td>Funding has not been identified at this time.</td>
<td>Long-term priority</td>
</tr>
<tr>
<td>#</td>
<td>Name</td>
<td>Access Type</td>
<td>Description</td>
<td>Lead Agency</td>
<td>Cost/Funding</td>
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<tr>
<td>7.7.3</td>
<td>Point Ruston Promenade</td>
<td>Linear Trail/View/Gathering Places</td>
<td>Construct a public promenade averaging 100’ in width, the length of the Point Ruston development site, connecting the Ruston Way promenade to Slag Peninsula and Point Defiance.</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Near-term priority</td>
</tr>
<tr>
<td>7.8.1</td>
<td>Old Town Dock</td>
<td>Fishing/View</td>
<td>Replace the pilings, structural elements, dock surface, ramps, and floats. Improve the landscaping around the dock and accessibility of the dock.</td>
<td>City of Tacoma/Metro Parks Tacoma</td>
<td>$2,000,000 – Funds have been allocated by Metro Parks and City of Tacoma</td>
<td>Near-term priority</td>
</tr>
<tr>
<td>7.8.2</td>
<td>Mason Gulch Trail</td>
<td>Pedestrian Trail</td>
<td>Trail or viewpoints providing visual and/or pedestrian access to portions of the gulch and from the gulch to the Ruston Way shoreline.</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Mid-term priority</td>
</tr>
<tr>
<td>7.8.3</td>
<td>Puget Gulch Trail</td>
<td>Pedestrian Trail</td>
<td>Provide pedestrian access to the gulch and from residential areas and Puget Park to Ruston Way.</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Mid-term priority</td>
</tr>
<tr>
<td>7.8.4</td>
<td>Garfield Gulch Trail</td>
<td>Pedestrian Trail</td>
<td>Provide pedestrian access to the gulch and from residential area at the top of the slope to the Schuster Parkway</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Mid-term priority</td>
</tr>
<tr>
<td>7.8.5</td>
<td>Buckley Gulch Trail</td>
<td>Pedestrian Trail</td>
<td>Provide visual and/or pedestrian access to portions of the gulch and from the gulch to the Ruston Way shoreline.</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Long-term priority</td>
</tr>
<tr>
<td>7.8.6</td>
<td>Transient Moorage</td>
<td>Boating - Motorized</td>
<td>Expand capacity for transient/guest moorage along the Ruston Way shoreline. Moorage should be clearly signed and identified for water-craft.</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Long-term priority</td>
</tr>
<tr>
<td>#</td>
<td>Name</td>
<td>Access Type</td>
<td>Description</td>
<td>Lead Agency</td>
<td>Cost/Funding</td>
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<tr>
<td>7.8.7</td>
<td>Underwater Park</td>
<td>Scuba Diving</td>
<td>Enhance existing in-water area for scuba diving and underwater recreation. Include signage and provide amenities necessary to support scuba diving, such as a facility to rinse equipment. Could include underwater trail system.</td>
<td>Metro Parks Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Long-term priority</td>
</tr>
<tr>
<td>7.8.8</td>
<td>Chinese Reconciliation Park</td>
<td>Gathering Space/Educational</td>
<td>The Chinese Reconciliation Park is a planned 3.9 acre park that is located at the southern end of the 1.5-mile Ruston Way waterfront along Commencement Bay, and is in the proximity of the early Chinese settlement that was burned down during the tragic expulsion. The park design is a mixture of traditional Chinese scholar’s style gardens and beautiful natural waterfront setting. Construction of the park will proceed through IV Phases. Two phases are nearing completion.</td>
<td>City of Tacoma and the Chinese Reconciliation Park Foundation</td>
<td>Project is estimated to cost $12,000,000. $5,000,000 in funding has been secured. Additional funds have not been identified at this time.</td>
<td>Near-term priority</td>
</tr>
</tbody>
</table>

**S-7 Shoreline District: Schuster Parkway**

<p>| 7.9.1| Esplanade/Boardwalk              | Linear Walkway/Views       | Construct 15' waterside or overwater public esplanade/boardwalk that will serve pedestrians, roller skaters, bicyclists and provide lighting, street furniture, landscaping and supporting utilities.                                                                                                                                                                                                                                               | City of Tacoma                                                   | $60,000 has been allocated for a feasibility study for the projects identified in the S-7 District. Design and construction has not been funded at this time. | Near-term priority       |
| 7.9.2| Bayside Trail                    | Linear Trail/Connector     | Improve the Bayside Trails to provide a natural trail parallel to the shoreline with connecting access from upland residential areas to shoreline paths.                                                                                                                                                                                                                                                                                                      | City of Tacoma                                                   | $60,000 has been allocated for a feasibility study for the projects identified in the S-7 District. Design and construction has not been funded at this time. | Near-term priority       |</p>
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<tr>
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<th>Cost/Funding</th>
<th>Timeline</th>
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</thead>
<tbody>
<tr>
<td>7.9.3</td>
<td>Schuster Parkway Multi-modal Trail</td>
<td>Transportation non-motorized</td>
<td>Construct a 10-12’ multi-use path to replace existing sidewalk. Path will require slope stability measures as well as design treatments such as bollards, rest areas, wayfinding signage, and lighting.</td>
<td>City of Tacoma</td>
<td>$60,000 has been allocated for a feasibility study for the projects identified in the S-7 District. Design and construction has not been funded at this time.</td>
<td>Near-term priority</td>
</tr>
<tr>
<td>7.9.4</td>
<td>Garfield Gulch Viewpoint</td>
<td>View</td>
<td>Construct a viewpoint/overlook at the top of the bluff in Garfield Gulch, connecting to the Bayside Trail and Garfield Gulch trail systems.</td>
<td>City of Tacoma</td>
<td>$60,000 has been allocated for a feasibility study for the projects identified in the S-7 District. Design and construction has not been funded at this time.</td>
<td>Near-term priority</td>
</tr>
<tr>
<td>7.9.5</td>
<td>Schuster Parkway Overlook</td>
<td>View</td>
<td>Develop pedestrian overpass linking the improved trail to the waterside of Schuster Parkway and a scenic viewpoint overlooking Commencement Bay and with views of existing industrial users.</td>
<td>City of Tacoma</td>
<td>$60,000 has been allocated for a feasibility study for the projects identified in the S-7 District. Design and construction has not been funded at this time.</td>
<td>Near-term priority</td>
</tr>
</tbody>
</table>

**S-8 Shoreline District: Thea Foss Waterway**

**West Foss Shoreline**

<table>
<thead>
<tr>
<th>#</th>
<th>Name</th>
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<th>Cost/Funding</th>
<th>Timeline</th>
</tr>
</thead>
<tbody>
<tr>
<td>7.10.1</td>
<td>Extend Esplanade</td>
<td>Linear Walkway/Views</td>
<td>Construct public esplanade that will serve pedestrians, roller skaters, bicyclists and provide lighting, street furniture, landscaping and supporting utilities.</td>
<td>City of Tacoma/FWDA</td>
<td>Funding has not been identified at this time.</td>
<td>Near-term priority</td>
</tr>
<tr>
<td>#</td>
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<tr>
<td>7.10.2</td>
<td>Repair Esplanade</td>
<td>Linear Walkway/Views</td>
<td>Repair and replace deteriorated public esplanade to serve pedestrians, roller skaters, bicyclists and provide lighting, street furniture, landscaping and supporting utilities.</td>
<td>City of Tacoma/FWDA</td>
<td>Funding has not been identified at this time.</td>
<td>Near-term</td>
</tr>
<tr>
<td>7.10.3</td>
<td>West Foss Central Park</td>
<td>Gathering Space</td>
<td>Acquire and develop a 1 acre park and recreation area for large events on the central Foss Waterway.</td>
<td>City of Tacoma/FWDA</td>
<td>Funding has not been identified at this time.</td>
<td>Mid-term</td>
</tr>
<tr>
<td>7.10.4</td>
<td>21st Street Park Boat Launch and Public Float</td>
<td>Boating - nonmotorized</td>
<td>This project will construct a kayak float on the west side of the Thea Foss Waterway, south of the State Highway 509 bridge and includes an aluminum gangway, upland concrete work, gates and landscaping</td>
<td>City of Tacoma/FWDA</td>
<td>Project is estimated to cost $300,000. Funding has not been identified at this time.</td>
<td>Near-term</td>
</tr>
<tr>
<td>7.10.5</td>
<td>15th Street Gateway – Prairie Line Trail</td>
<td>Connector</td>
<td>This project will design and construct a Class 1 trail along the BNSF railroad track through downtown Tacoma. The new trail segment will connect the Foss Waterway to the Water Ditch Trail project along South Tacoma Way.</td>
<td>City of Tacoma</td>
<td>$2,700,000. Funds have not been appropriated at this time.</td>
<td>Near-term</td>
</tr>
<tr>
<td>7.10.6</td>
<td>11th Street Gateway – Murray Morgan Bridge</td>
<td>Connector</td>
<td>This project will improve wayfinding and install design details to create a gateway from 11th street to the Foss Waterway, including improvements to the Murray Morgan Bridge.</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Near-term</td>
</tr>
<tr>
<td>7.10.7</td>
<td>Fireman's Park Hill Climb</td>
<td>Nonmotorized access.</td>
<td>Walkway, stair connection from Fireman's Park to Dock Street.</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Near-term</td>
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<tr>
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<tr>
<td>7.10.8</td>
<td>Passenger Only Ferry Terminal/Water Taxi</td>
<td>Non-motorized Transportation</td>
<td>Improve the Municipal Dock site to accommodate the necessary infrastructure for a passenger-only-ferry that could serve both local water taxi and regional POF service.</td>
<td>City of Tacoma/FWDA</td>
<td>Funding has not been identified at this time.</td>
<td>Near-term priority</td>
</tr>
<tr>
<td>7.10.9</td>
<td>East Foss Shoreline</td>
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</tr>
<tr>
<td>7.10.9</td>
<td>Waterway Park</td>
<td>Gathering Space</td>
<td>Develop a park and recreation area at the 3.7 acre Berg Scaffolding site.</td>
<td>A lead agency has not been identified at this time.</td>
<td>Funding has not been identified at this time.</td>
<td>Near-term priority</td>
</tr>
<tr>
<td>7.10.10</td>
<td>Delin Docks View Platforms</td>
<td>View</td>
<td>Improve signage, design elements and capacity of the Delin Docks access view point. Investigate potential for incorporation of Heritage Trail element.</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Near-term priority</td>
</tr>
<tr>
<td>7.10.11</td>
<td>11th Street ROW Boat Launch</td>
<td>Boating – motorized and nonmotorized</td>
<td>Improve existing public right-of-way to accommodate a recreational and/or commercial boat launch.</td>
<td>A lead agency has not been identified at this time.</td>
<td>Funding has not been identified at this time.</td>
<td>Mid-term priority</td>
</tr>
<tr>
<td>7.10.12</td>
<td>Pedestrian Bridge</td>
<td>Linear walkway/connector</td>
<td>Explore opportunities to develop a pedestrian and bicycle bridge across the Wheeler-Osgood that would connect future walkway improvements and create a more direct route across the waterway and a scenic viewpoint.</td>
<td>A lead agency has not been identified at this time.</td>
<td>Funding has not been identified at this time.</td>
<td>Long-term priority</td>
</tr>
<tr>
<td>7.10.13</td>
<td>Johnny’s Dock Waterfront Walkway</td>
<td>Linear walkway/ pedestrian improvements</td>
<td>If Johnny’s Dock redevelops, pursue an easement for a waterfront walkway that will enhance pedestrian access and views of downtown Tacoma.</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Long-term priority</td>
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<tr>
<td>#</td>
<td>Name</td>
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<tr>
<td>7.10.14</td>
<td>Waterfront Walkway</td>
<td>Linear walkway/pedestrian improvements</td>
<td>As an alternative to the Wheeler-Osgood pedestrian bridge, establish a walkway adjacent to the waterway, connecting the north and south ends of the Foss Waterway. Walkway would connect the Wheeler-Osgood Waterway to the Murray Morgan Bridge and north to the Youth Marine Center. Investigate opportunities to incorporate Heritage Trail elements.</td>
<td>A lead agency has not been identified at this time.</td>
<td>Funding has not been identified at this time.</td>
<td>Mid-term priority</td>
</tr>
<tr>
<td>7.10.15</td>
<td>Transient Moorage</td>
<td>Boating - motorized</td>
<td>Construct and install transient/guest moorage on the east side of the Foss Waterway to attract recreational boaters and support the redevelopment of the east Foss.</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Mid-term priority</td>
</tr>
<tr>
<td>7.10.16</td>
<td>Urban Waters - Complete Streets</td>
<td>Shared Use Path</td>
<td>Bicycle and pedestrian improvements on East D Street from Murray Morgan Bridge to Center for Urban Waters</td>
<td>City of Tacoma</td>
<td>Construction cost estimate is $113,000. Funding has not been identified at this time.</td>
<td>Near-term priority</td>
</tr>
<tr>
<td>7.10.17</td>
<td>Sea Plane Float</td>
<td>Guest Moorage</td>
<td>Construct a moorage float designed to accommodate sea planes, to support diverse forms of transportation and recreation.</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Long-term priority</td>
</tr>
<tr>
<td>7.10.18</td>
<td>East Foss Central Park</td>
<td>Gathering Space</td>
<td>Seek acquisition of BNSF property at the mouth of the Wheeler-Osgood for development of a nature park and open space.</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Long-term priority</td>
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</table>

**S-9 Shoreline District: Puyallup River**

<table>
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<tr>
<th>#</th>
<th>Name</th>
<th>Access Type</th>
<th>Description</th>
<th>Lead Agency</th>
<th>Cost/Funding</th>
<th>Timeline</th>
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<tbody>
<tr>
<td>7.11.1</td>
<td>Puyallup River Levee Trail</td>
<td>Linear Trail/Habitat Observation</td>
<td>Construct 2.5 mile trail along the Puyallup River levee, from the City limits with Fife to 11th Street.</td>
<td>City of Tacoma</td>
<td>Construction cost estimate is $670,000. Funding has not been identified at this time.</td>
<td>Long-term priority</td>
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<tr>
<td>#</td>
<td>Name</td>
<td>Access Type</td>
<td>Description</td>
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<tr>
<td>S-10 Shoreline District: Port Industrial Area</td>
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<tr>
<td>7.12.1</td>
<td>NE Tacoma Trail Network – Segment 1</td>
<td>Natural Trail/View</td>
<td>Construct 6 mile trail along the slope top of Marine View Dr. from Slayden Rd. to Norpoint Way, with an extension from Browns Pt. Blvd. to Northshore Parkway and a connector between Crescent Heights and Alderwood Parks.</td>
<td>City of Tacoma</td>
<td>Project cost is estimated to be $1,631,000. Funding has not been identified at this time.</td>
<td>Long-term priority</td>
</tr>
<tr>
<td>7.12.2</td>
<td>East Peninsula Viewpoint</td>
<td>View</td>
<td>Provide viewpoint on City of Tacoma property at the head of the Foss Peninsula, as well as public amenities, including seating, waste bins, and signage.</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Mid-term priority</td>
</tr>
<tr>
<td>7.12.3</td>
<td>Blue Trail Access Point</td>
<td>Beach Access/Boating - nonmotorized</td>
<td>Develop a blue trail access point where beach grade is conducive, for kayak and hand launch craft.</td>
<td>A lead agency has not been identified at this time.</td>
<td>Funding has not been identified at this time.</td>
<td>Mid-term priority</td>
</tr>
<tr>
<td>7.12.4</td>
<td>Middle Waterway</td>
<td>Habitat Observation</td>
<td>Construct a habitat viewing platform with associated educational signage and seating area. Site could be located at head of Middle Waterway on publicly owned properties near the Fire Station or along Middle Waterway Road.</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Near-term priority</td>
</tr>
<tr>
<td>S-11 Shoreline District: Marine View Drive</td>
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<tr>
<td>7.13.1</td>
<td>Blue Trail Access Point</td>
<td>Beach Access/Boating - nonmotorized</td>
<td>Develop a blue trail access point where beach grade is conducive, for kayak and hand launch craft.</td>
<td>A lead agency has not been identified at this time.</td>
<td>Funding has not been identified at this time.</td>
<td>Near-term priority</td>
</tr>
<tr>
<td>7.13.2</td>
<td>Marine View Drive Viewpoint</td>
<td>View/Turnout</td>
<td>Improve a turnout and scenic viewpoint for automobiles along Marine View Drive. Provide signage and public amenities.</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Mid-term priority</td>
</tr>
<tr>
<td>#</td>
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<tr>
<td>7.13.3</td>
<td>NE Tacoma Trail – Segment 2</td>
<td>Natural Trail/View</td>
<td>Construct 6 mile trail along the slope top of Marine View Dr. from Slayden Rd. to Norpoint Way, with an extension from Browns Pt. Blvd. to Northshore Parkway and a connector between Crescent Heights and Alderwood Parks.</td>
<td>City of Tacoma</td>
<td>Project cost is estimated to be $1,631,000. Funding has not been identified at this time.</td>
<td>Long-term priority</td>
</tr>
<tr>
<td>7.13.4</td>
<td>View Platform</td>
<td>View</td>
<td>In conjunction or in advance of trail development, provide view platforms along the top of the bluff and along the shoreline where possible to facilitate public views of the water. Provide wayfinding and educational signage where appropriate.</td>
<td>City of Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Mid-term priority</td>
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**S-12 Shoreline District: Hylebos Creek**

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<tr>
<th>#</th>
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</thead>
<tbody>
<tr>
<td>7.14.1</td>
<td>Hylebos Creek Trail</td>
<td>Natural Trail/Habitat Observation</td>
<td>Construct a low impact habitat viewing area and a natural trail, including educational and wayfinding signage, to provide opportunities to learn about habitat and wildlife along the creek.</td>
<td>A lead agency has not been identified at this time.</td>
<td>Funding has not been identified at this time.</td>
<td>Near-term priority</td>
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</table>

**S-14 Shoreline District: Wapato Lake**

<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>7.15.1</td>
<td>Wapato Park</td>
<td>Gathering Places</td>
<td>Improve existing facilities and expand capacity for recreational uses, including trails, picnic areas, nonmotorized boating, and view points.</td>
<td>Metro Parks Tacoma</td>
<td>Funding has not been identified at this time.</td>
<td>Near-term priority</td>
</tr>
</tbody>
</table>