

Port of Port Angeles

Central Waterfront Master Plan



April 2010

MAKERS
architecture - planning - urban design





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Note: Unless marked otherwise, photos are provided by Makers or the Port of Port Angeles

Introduction

Why Create a Master Plan?

In 2006, the Port adopted a Marine Facilities Master Plan, which outlined strategies for more efficient operations, allowed for expansion of the marina uplands, and delineated a “flex space” to accommodate growth. By 2008, substantial changes in the marine industry propelled the Port to develop a plan for the flex space and surroundings, referred to as the Central Waterfront. The following factors drove the need for the Central Waterfront Master Plan:

- Significant Port investment to upgrade the Port Angeles Boat Haven
- Existing topside repair, boat repair, and yacht construction tenants have outgrown current facilities
- There may be an opportunity to grow Port Angeles as a yacht building and repair hub as the economy recovers
- The National Oceanic and Atmospheric Administration (NOAA) was evaluating potential sites to homeport their Pacific fleet
- The future of K-Ply, a plywood mill leasing significant acreage of waterfront property from the Port, was uncertain





Goals that shaped the Master Plan include:

- Reserve the Central Waterfront for water-dependant uses
- Balance marine trades and commercial marina users
- Satisfy the potential demand for yacht construction, repair and moorage
- Explore opportunities to improve access and circulation
- Devise the best strategy to accommodate parking
- Focus commercial and industrial uses west of the estuary
- Evaluate opportunities to accommodate NOAA
- Consider alternative uses of the Peninsula Plywood (formerly K-Ply) site

Note: During development of this plan, NOAA identified Newport, Oregon as their preferred site for their Northwest Homeport. In addition, the Port negotiated a new lease and operating agreement with Peninsula Plywood, a company that acquired former K-Ply plant assets, for long-term use of this property.



Process

The Master Plan and supporting development options were generated based on interviews, an interactive land use exercise, and input from key Central Waterfront stakeholders, including Port Staff, Commissioners, tenants, potential tenants, and representatives of local agencies and jurisdictions. Stakeholders reviewed the design and relative costs, benefits, and economic impacts of a number of options prior to selecting the preferred plan (see Appendix B).



Stakeholder Involvement

The Central Waterfront Master Plan was developed thanks to the dedicated effort and participation of the contributors listed below.

Port Commissioners

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George Schoenfeldt

Port Staff

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Port Stakeholders

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Bruce Bryant, Platypus Marine
Chuck Faires, Port Angeles Marina
Martin Gault, Castaways Restaurant
Bob Kennedy, Washington Industrial
Jud Linnabary, Platypus Marine
Roy McKay, Straits Marine
Mark Schiely, Vigor Industrial
Todd Richie, Port Angeles Marina
Daryl Wakefield, Westport Shipyard

Agency/City Representatives

Sue Roberds, City of Port Angeles
Linda Rotmark, Clallam County
Economic Development Council
Brady Scott, Department of Natural
Resources



Photo source: Flickr.com

The Port's Mission & Strategic Plan

Since 1922, the Port of Port Angeles has been recognized as a self-sustaining enterprise and a steward to the public. As outlined in their Mission Statement and reinforced by the Port's Strategic Plan: 2009-2013 (developed by Burke & Associates), the Port is committed to serving the citizens of Clallam County by:

- Providing the facilities and services required to support waterborne and airborne commerce and transportation. Top priorities include managing assets to address changing markets, exploring new investment opportunities, and marketing Port facilities.*
- Building and maintaining a strong rapport by keeping the community informed and engaged.*
- Forming partnerships to expand economic development opportunities while fully utilizing resources and investments.*
- Providing fiduciary and environmental stewardship. The Port is committed to being a leader in environmental planning and programs, including site remediation, mitigation and habitat restoration.*
- Promoting and encouraging industrial, commercial and recreational development in a manner that will enhance the quality of life within the Port district.*

Master Plan implementation will help the Port achieve many of these goals.

The Port in Context

The Port is located in Port Angeles, the Olympic Peninsula's largest city. It is the first full-service port of call in the Strait of Juan de Fuca, with proximity to the cities of Port Townsend, Everett, and Seattle, Washington. Port Angeles supports a thriving tourism industry in Victoria, British Columbia alongside the MV Coho auto ferry service from downtown. In addition, visitors are drawn to the area's scenic vistas and wealth of outdoor amenities. The area supports forest product, fish processing, paper and plywood manufacturing industries.

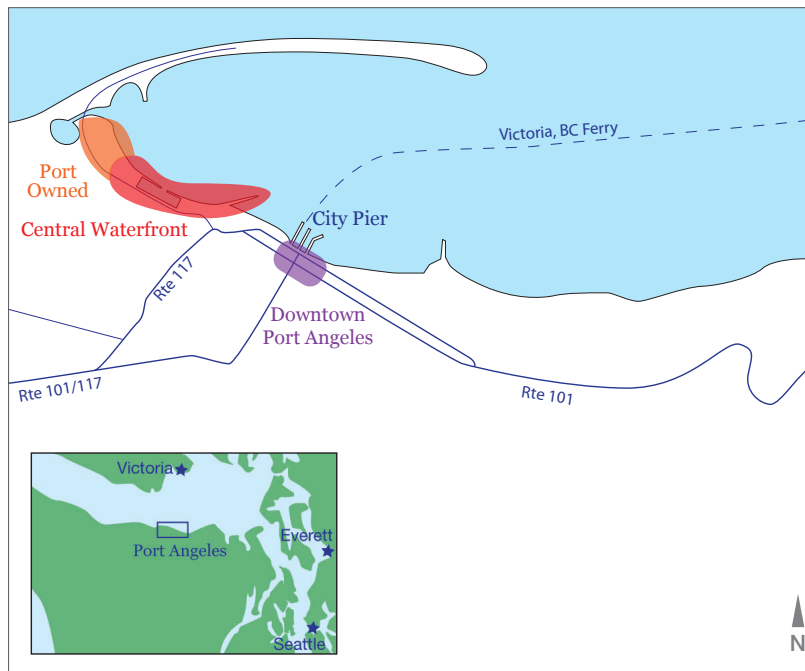
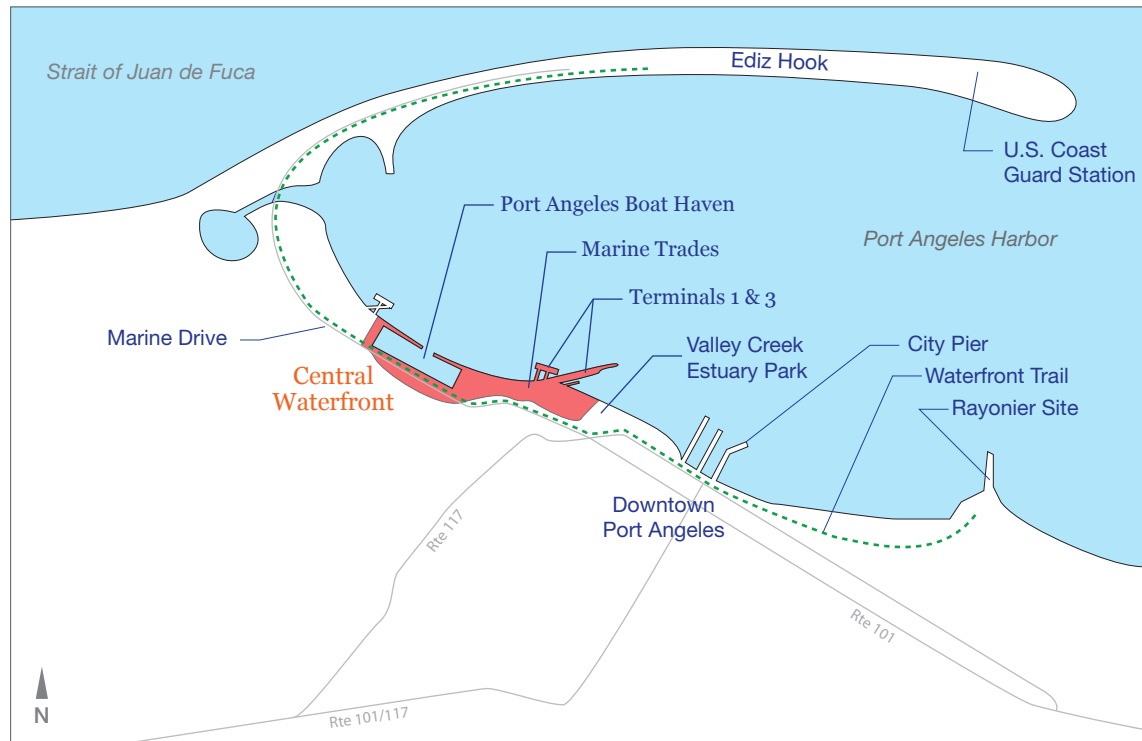


Photo source, top and middle: Flickr.com

Central Waterfront Study Area

Spanning 34.5 acres along the city's shoreline, the Port's Central Waterfront includes a bustling 16-acre marina that supports 520 boat slips, deep draft terminals that accommodate topside repair and commercial berthing, yacht manufacturing and boat repair. Less than a mile from downtown Port Angeles, the Central Waterfront is situated between the Port's log handling facilities (Terminals 5 and 7) and Valley Creek Estuary Park, a City-owned park and wildlife habitat. Across Marine Drive, the site is adjacent to a steep bluff, where single-family homes overlook the marina. The Waterfront Trail, which serves pedestrians and bicyclists from the old Rayonier mill site to the U.S. Coast Guard Station on Ediz Hook, runs along the Central Waterfront.



The Vision

The Central Waterfront Master Plan envisions an efficient waterfront that supports industrial, commercial, and recreational activity.

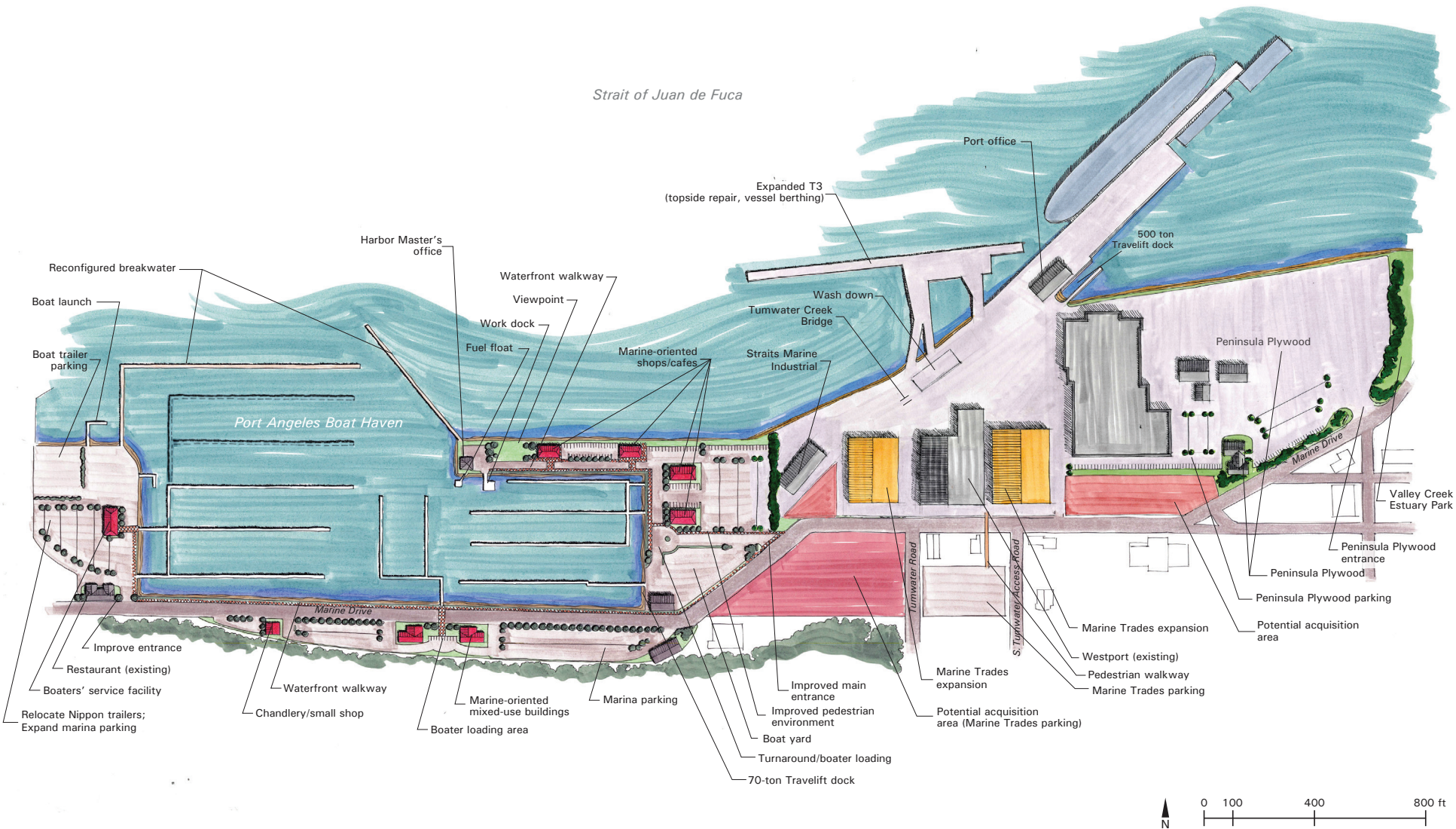
The plan:

- Supports a mix of industrial boat building and repair facilities in the Marine Trades area
- Maximizes existing commercial marine development and sites new facilities to ensure uninhibited Travelift movement
- Supports commercial, boater and visitor activity within a vibrant Boat Haven by expanding in-water capacity, reinforcing boater amenities, improving circulation, and enhancing marine-related services and amenities upland.
- Provides additional parking and improved pedestrian connections, while removing non-essential parking from the waterfront to better serve marine-related uses
- Identifies underutilized parcels and potential acquisition areas to accommodate increased development

Master Plan recommendations are organized as follows:

- General Recommendations
- Marine Trades Area
- Port Angeles Boat Haven (PABH)





General Recommendations

The recommendations listed below apply to all Central Waterfront improvements.

1. Site buildings to reinforce public access and waterfront views, maximize circulation, and provide direct access to parking.
2. Balance the siting of parking facilities to conveniently support intended uses, yet preserve precious waterfront space for marine uses. Provide shared parking where feasible. Define vehicular circulation by paving and striping with materials and colors that are consistent throughout the property.
3. To ensure coordinated and quality development in the Central Waterfront, establish design standards.
 - a. Choose materials that are high quality and easy to maintain or replace. Elements to consider include: building materials, paint palette, door and window treatments (canopies, awnings, etc), and roof design. All new facilities should meet these design standards.
 - b. Select and install a collection of pedestrian features and furniture that are similar in style. Choose items that are made of high-quality materials and easy to maintain or replace. Develop standards for lighting (roadway/ parking and pedestrian), bicycle racks, handrails, benches and picnic tables, trash receptacles, shelters, fencing, and safety bollards.



These photos illustrate successful design elements that could be incorporated into the Central Waterfront.

- c. Develop a consistent, attractive signage system to orient visitors throughout the Central Waterfront. All signage should be legible for the intended viewer, and display a clear hierarchy of useful information. Select materials that are easy to maintain and update. Signage should be similar in color, style, and construction.
 - d. Develop standards to install and maintain landscaping. Plantings may be used to create visual buffers between uses and provide shade and windbreaks. Locate plantings to reinforce and enhance Central Waterfront character and organization without creating unreasonable maintenance requirements or view blockage. Prioritize landscaping along the Central Waterfront perimeter and at key entrances.
5. Coordinate with the City of Port Angeles to design and implement pedestrian amenities and crossings where needed to complement the Waterfront Trail.
 6. Use low impact development solutions wherever feasible. Examples include permeable pavement, bioswales, rain gardens, and increased vegetation in general.

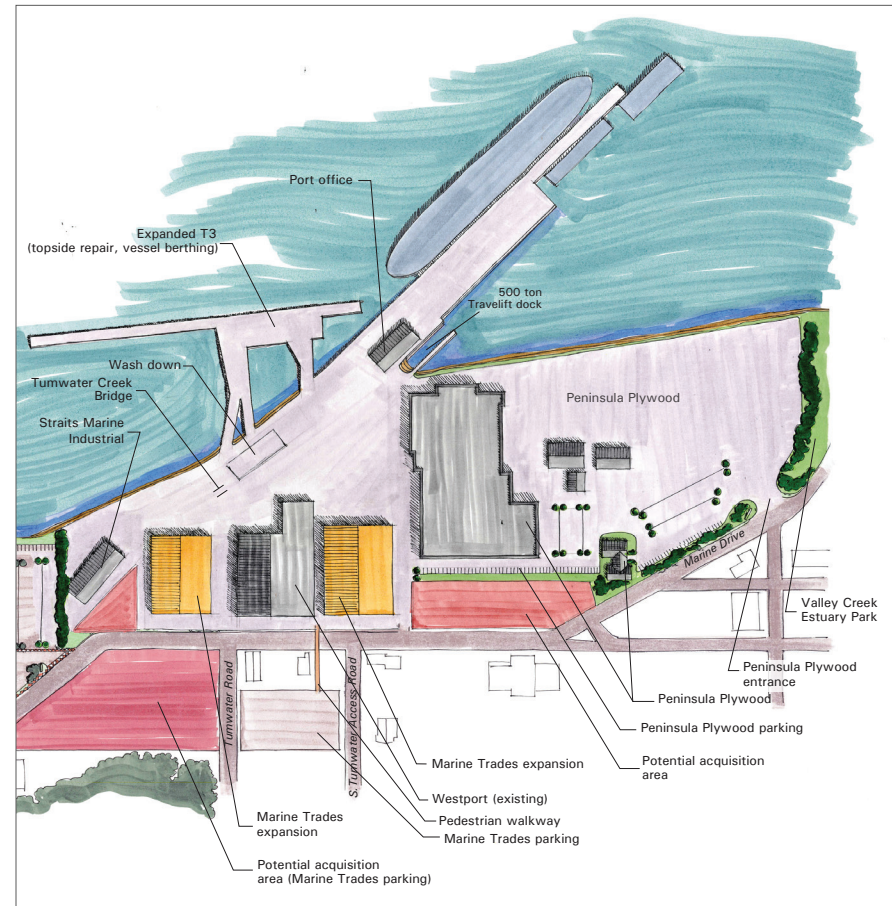


Photo source, middle: Flickr.com

Marine Trades Area

Marine Trades include major yacht building, repair, and support services. Supporting these core components of the local economy is a priority. The Master Plan proposes maintaining the plywood manufacturing area and reconfiguring facilities to support potential expansion of boat repair and manufacturing businesses.

1. **Expand Marine Trades facilities.** Work with Marine Trades tenants to accommodate expansion needs and attract new businesses over time. Improvements should be consistent with the Central Waterfront vision. Consolidate facilities and remove temporary structures to maximize operational efficiency, support expansion, and improve Travelift circulation.
2. **Relocate employee parking.** There is a shortage of Marine Trades employee parking. By relocating some parking to nearby property, the Port can increase marine-related uses along the waterfront. The Port owns a 1.4-acre lot in between Tumwater Road and South Tumwater Access Road which is underutilized, partially due to poor pedestrian connections. Improve safety by installing clearly marked crossings, lighted indicators, and appropriate signage to warn motorists of pedestrian traffic. Long-term, consider constructing an elevated foot bridge across Marine Drive to enable uninterrupted vehicular and pedestrian movement.



3. **Expand Terminal 3.** Expand Terminal 3 (T3) to accommodate topside repair and vessel berthing.
4. **Consider acquiring properties.** If an opportunity presents itself, consider acquiring property owned by Pettit Oil, the parcel west of the Marine Drive/Tumwater Road intersection, and the property at the intersection of Marine Drive and West 2nd Street. Acquisition would enable continuous Port ownership of the Central Waterfront, expanding parking and buffer potential, and increasing flexibility for future development.
5. **Improve the perimeter.** Large-scale industrial buildings and operations tend to have a significant physical presence, especially when adjacent to the heavily-traveled Marine Drive. Enhance the perimeter of the industrial waterfront with landscaped buffers and entry signage coordinated with Central Waterfront design standards.



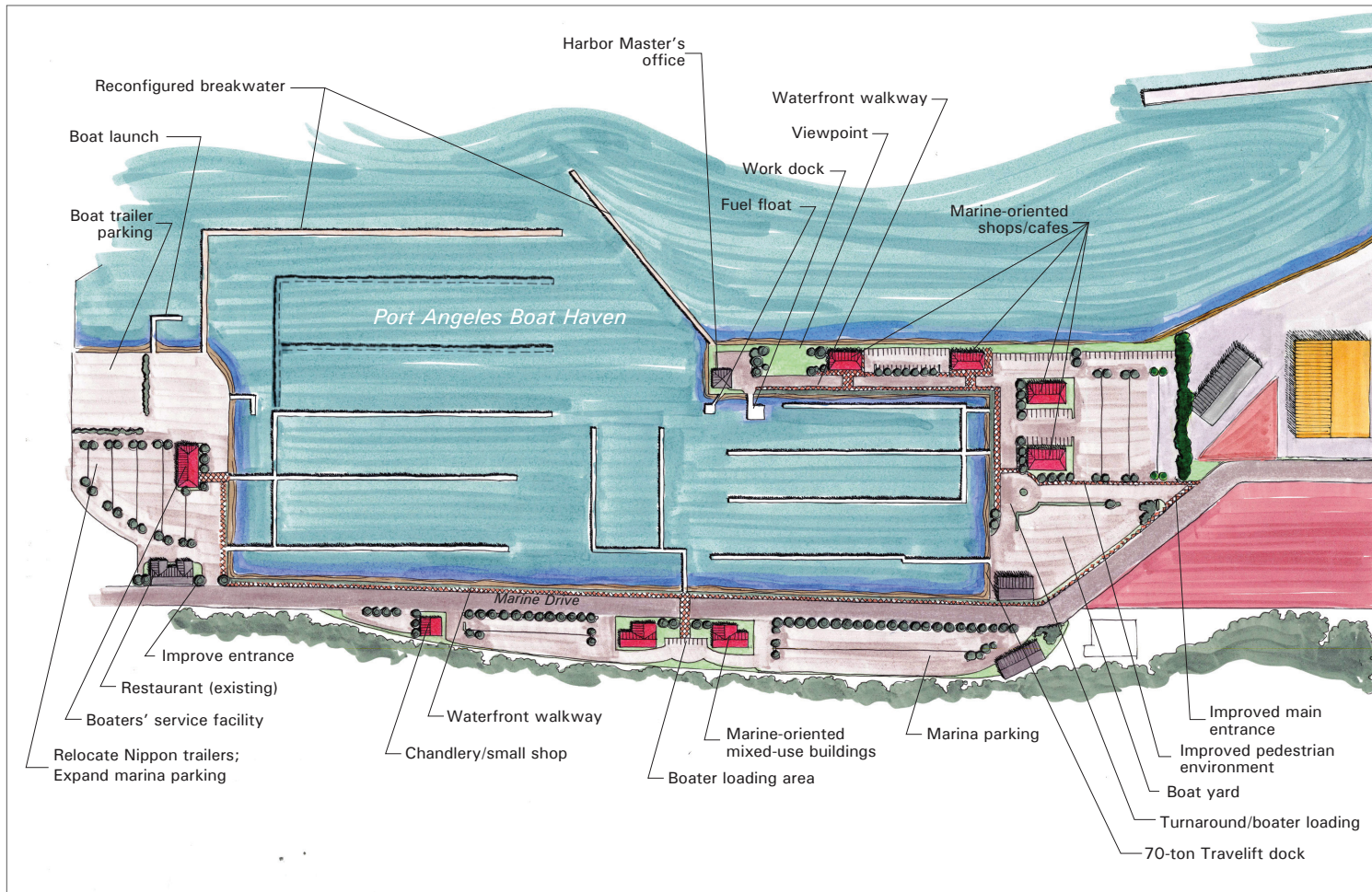
Port Angeles Boat Haven

Major redevelopment of in-water facilities, completed in 2008, provides year-round moorage and amenities for vessels up to 175' long in the Port Angeles Boat Haven. Providing state-of-the-art concrete floats with extensive utilities, the Boat Haven attracts upwards of 2,000 guest boaters per year.

Other improvements include the installation of a breakwater guest float, secure dock gates, and stainless steel gangways. Amenities include two boat launches, a haul-out located in the boat yard, and a variety of services and restaurants convenient for marina users.

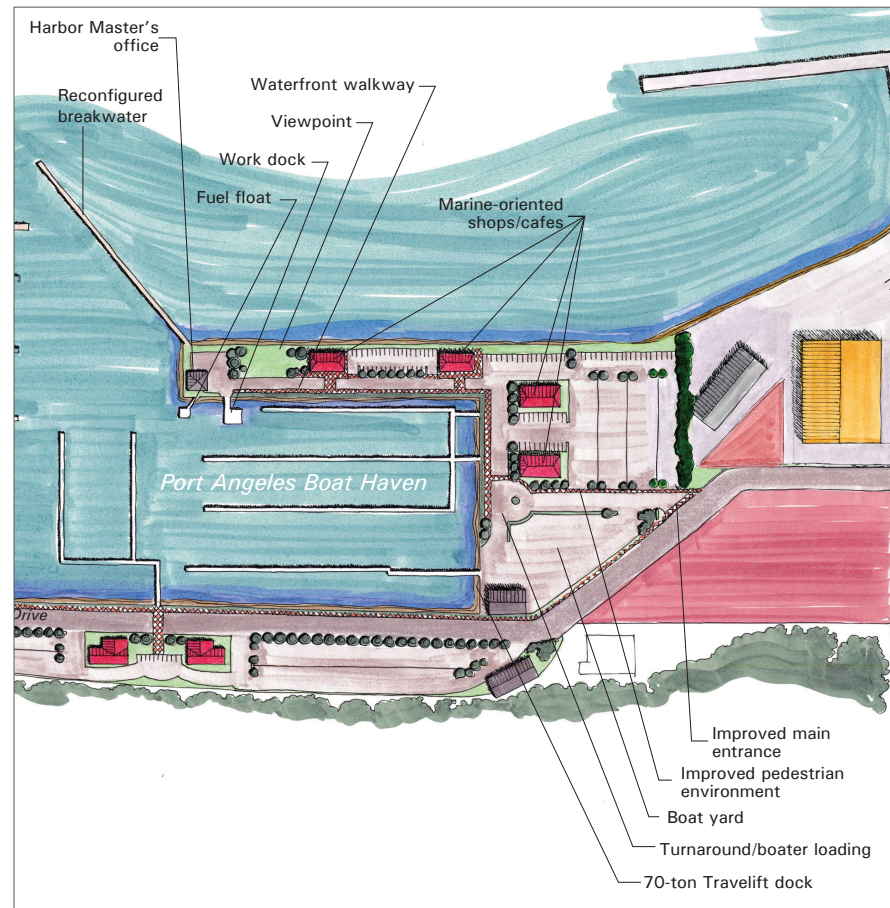
The Boat Haven uplands are divided into three planning areas: marina east, south, and west, followed by in-water facilities, addressed individually in the following sections.





Marina East

The marina's east end supports the core of Boat Haven activity. The vision establishes goals for near- and long-term growth, emphasizing improvements to parking efficiency, commercial development, and public access. Current businesses include Port Angeles Fish Company, Fishermen's Wharf Café, and Arrow Launch. In addition, The Port operates the Port Angeles Boat Yard, a 1.5-acre public facility that allows boaters to maintain and repair vessels up to 65' long. The boat yard includes a 70-ton Travelift dock, a 200-ton marine railway, and covered storage.



1. **Create a distinct entry.** Enhance the sense of entry into the Boat Haven. Since this area supports significant marina traffic and parking needs, improvements to this highly visible gateway are a priority. Upgrading the landscaping, gateway signage, and decorative lighting will help create a welcoming, safe, and functional environment.

The envisioned entrance road leads directly to the newly-renovated docks. Treat this avenue as a transition space from the gateway to the waterfront by maintaining views and utilizing landscaped elements and light fixtures consistent with entrance improvements. The avenue should terminate as a vehicle turnaround, safe boater drop-off area, and a node of the waterfront walkway.

2. **Provide adequate parking.** Much of the marina's uplands serve as boater parking. Expanding east and defining a clear circulation pattern will provide room for additional parking. To further alleviate shortfalls, pave, stripe, and landscape the area. Plant and maintain landscaped buffers along the perimeter of the parking area to define property boundaries and strengthen aesthetics.



- 3. Accommodate marine-oriented commercial development.** Providing and maintaining quality marine-related facilities will enhance boater services and help establish the Boat Haven as a destination.

Maintain the boat yard and commercial development. Preserve the boat yard with an improved landscape buffer along Marine Drive to soften the visual impact on adjacent uses. Maintain unobstructed 70-ton Travelift access between the boatyard and Marine Trades area, coordinated with Boat Haven pedestrian and vehicular circulation.

Begin development along the waterfront in areas that are underutilized. Orient new buildings to reinforce circulation, accommodate boater access to the docks, and preserve marina views. Relocate existing tenants and renovate or demolish aging facilities over time.

Smaller commercial buildings located on the spit (illustrated at 3,750 square feet each) and designated open space would help draw visitors to this peninsula. Design circulation and parking to minimally interfere with existing marine-related services.

The long-term vision is to create a waterfront village at the Boat Haven. However, development phasing is dependent on market demands and funding. When demand for marina-related development warrants, relocate the boat yard to the Marine Trades area and develop additional restaurants, retail, or marine-related uses to maximize the efficiency of the Port's property. Building pads that are approximately 5,000 square feet each are shown.



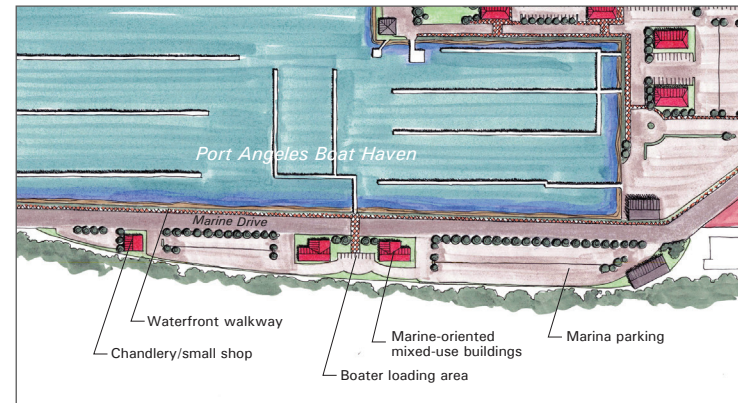
4. **Maintain existing boater services.** The Harbor Master's office, fuel float and work dock are located on the spit. Improve parking and the turnaround area for vehicles serving these facilities to reduce congestion.
5. **Improve the pedestrian environment.** Although the marina must provide efficient access for motor vehicles, pedestrians would benefit from safety and design upgrades as well. Pedestrians and bicyclists should be able to navigate the Boat Haven safely via a continuous network of walkways and crossings that are distinct from the parking area. Install pedestrian furniture and features compatible with the Port's design guidelines to enhance the environment.
6. **Provide open space.** Designated open space on the spit would be an ideal community amenity. Sited to provide panoramic views of the Boat Haven, Port Angeles Harbor and beyond, the area may serve as a picnic or recreation spot. Pedestrian walkways should establish clearly-marked access to the park.



Marina South

The area south of the marina currently supports an assortment of commercial tenants, some of which are marine-related. The vision proposes transforming the existing gravel lot into a Boat Haven support area with strong design elements and an enhanced connection to marina facilities.

- 1. Site commercial development.** Two centrally-located, mixed-use facilities are envisioned to reinforce the waterfront corridor along Marine Drive. These could be developed over time to accommodate existing uses and/or a restaurant, chandlery, or marine-related services. Appropriate lighting, landscaping and other design elements will reinforce the ease of use for pedestrians. Over time, transition non-waterfront uses to other Port properties.
- 2. Improve parking and boater loading access.** In addition to supporting the marina's southern slips, this area provides a reservoir of parking for general peak Boat Haven use.
- 3. Create an environment that invites boaters by maximizing capacity, safety, and accessibility of the parking and boater loading areas.** The loading area should provide direct pedestrian access to Docks I-L. Install a raised crosswalk between the marina and the loading area. Coordinate with the City of Port Angeles to design and implement pedestrian crossings.



4. **Beautify the waterfront walkway.** Improving the appearance and function of the walkway will provide increased connectivity throughout the Boat Haven, as well as connections to downtown Port Angeles and Ediz Hook.

Upgrade the walkway to strengthen the physical and visual connection between the distinct areas of the marina. Partner with the City to develop a long-term “linear park” solution that conceals the concrete water transmission line along the waterfront.

Create a landscaped esplanade above the pipeline that overlooks marina activity.

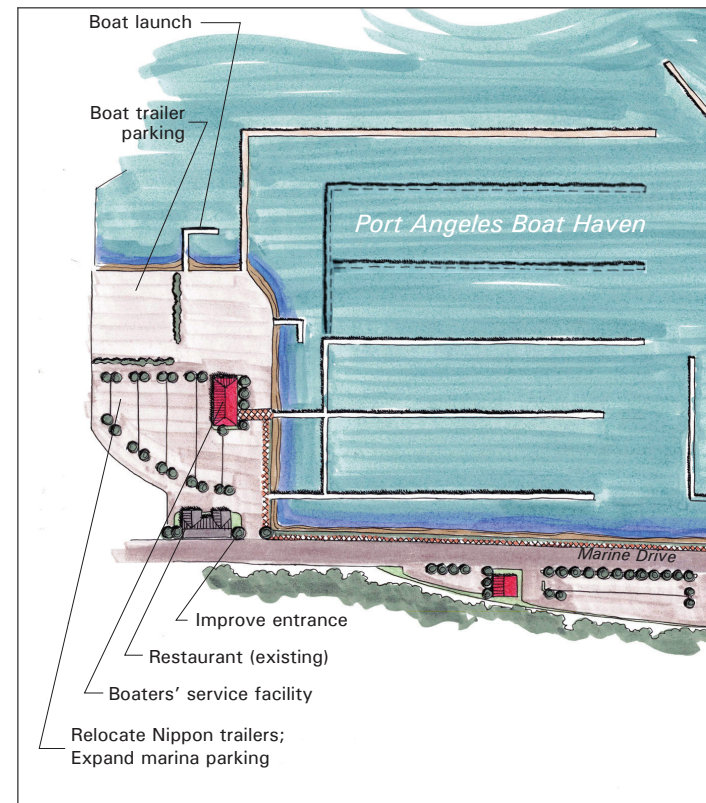
Include parallel parking on the north side of Marine Drive.



Marina West

The west end of PABH provides boat launching and parking for boaters moored at Docks M-R. Existing facilities include the Port Angeles Yacht Club, Castaways seafood restaurant and nightclub, and a restroom. The site's recreational boat launch and relatively few commercial uses render this area ideal for additional amenities and parking to support an expanded marina.

- 1. Expand parking.** The proposed breakwater expansion creates additional moorage capacity, which will increase the demand for parking in the west marina. Adjacent property is currently used for commercial trailer storage. By relocating these trailers to other Port property, approximately 1.8-acres of land become available to accommodate additional parking. This parking is sited to preserve direct launch access as well as efficient and safe access to the docks. Landscaped elements are recommended to soften the visual impact on neighboring uses and provide shade while maintaining shoreline views.

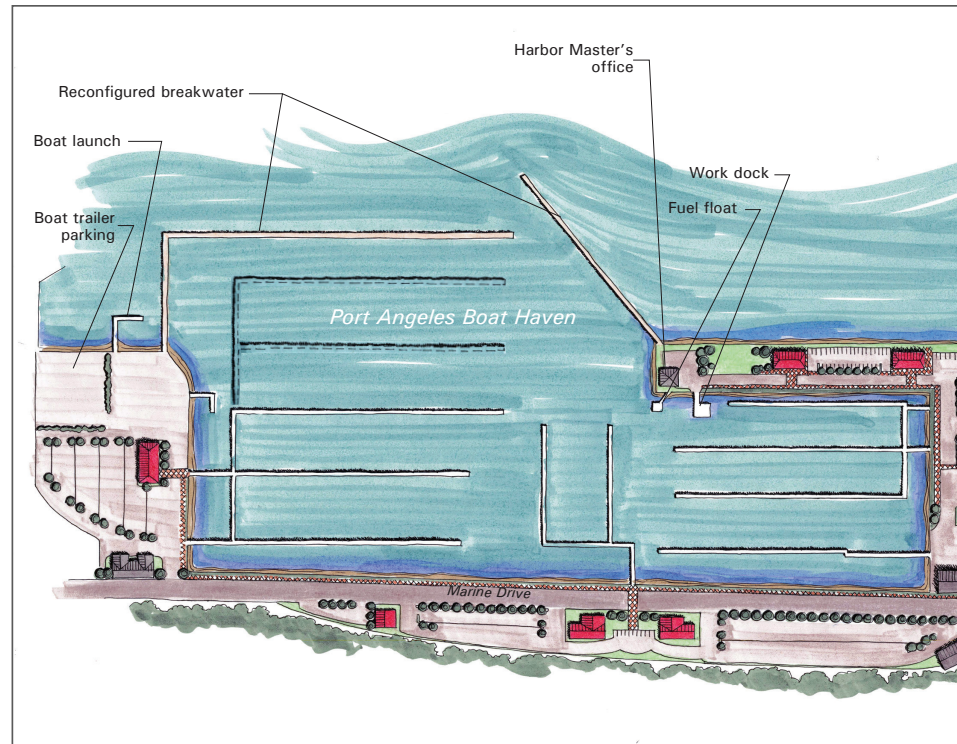


2. **Improve public access.** Clearly-defined pedestrian crossings and walkways should be integrated with the improved parking area. Public access should connect with the larger pedestrian network and the City's Waterfront Trail. Use paving materials that are distinct from the roadway and coordinated with nearby sidewalks. Provide appropriate signage, lighting, and handrails.
3. **Relocate the yacht club.** Once the breakwater is reconfigured, the yacht club's current location will impede traffic flow and access to the new docks. The club should be relocated as a stand-alone facility or part of a mixed-use facility developed within the marina.
4. **Provide a Boaters' Service facility.** Boaters would benefit from an improved restroom, locker, shower, and laundry facility in the west marina. Consider including wireless internet access in this facility or throughout the marina. A two-story building is envisioned, with the potential to include a small, public events space or yacht club meeting hall on the second floor.



In-Water Facilities

1. Expand the breakwater to accommodate additional moorage. The Port's breakwater was built in the late 1940s and will soon reach the end of its useful life. As illustrated by the plan's draft configuration, replacing and expanding this facility with an expanded structure creates the opportunity to maximize the marina's capacity, and improves wave and weather protection. Both the breakwater design and new slip configuration will be refined to best accommodate long-term moorage needs, convenience issues such as the walking distance from the loading areas, and emergency response vehicle access as this project is implemented. The new structure should enable continued use the boat launch, work dock, and fuel facility.
2. Replace the existing spit breakwater with an expanded structure that provides adequate wave protection. A 500-foot long structure is illustrated.





Appendix A: Alternative Visions

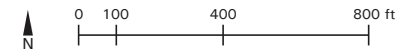
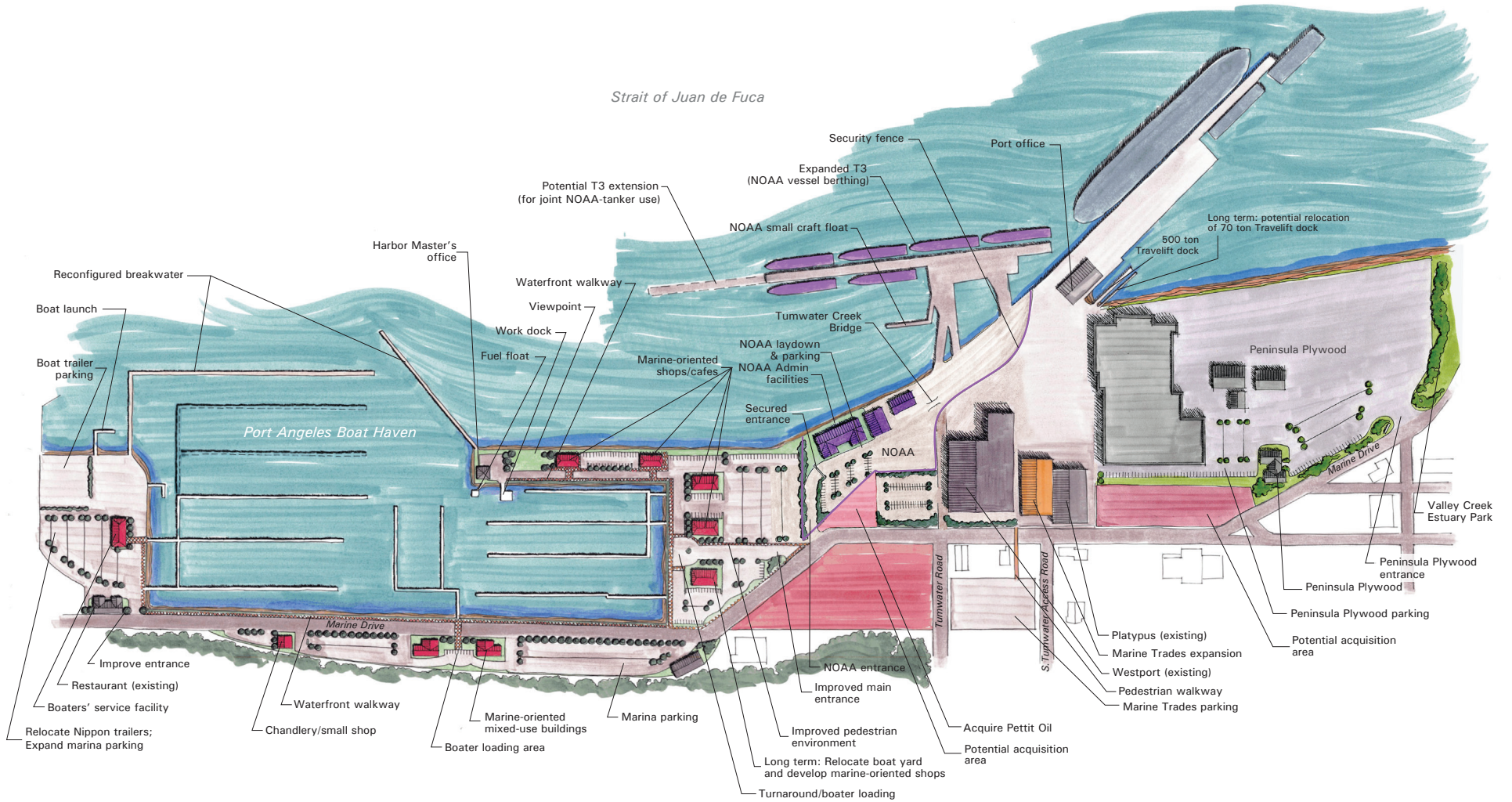
As a supplement to the Preferred Alternative, two options were developed to illustrate potential scenarios. First, if NOAA reconsiders the decision to move its research fleet and support facilities to Newport, Oregon, Alternative A shows this facility accommodated in the Central Waterfront. Second, if plywood manufacturing relocates in the future, Alternative B illustrates other uses for this parcel.

Alternative A

Alternative A envisions a secured campus for NOAA between the Boat Haven and Marine Trades area that meets the agency's needs and is consistent with the Central Waterfront vision.

1. **Design a campus that supports NOAA's needs.** Coordinate with NOAA to develop a site plan that satisfies their functional needs and design preferences, both uplands and in-water. Include administrative facilities, workshop, parking, a pier, and small craft float. Where feasible, maximize existing structures, such as T3, to accommodate ship berthing and joint NOAA tanker use.
2. Site parking away from the immediate waterfront, and consider vehicular and pedestrian circulation when developing the preferred plan. To promote pedestrian activity, install pedestrian-scale lighting, trash receptacles and seating where appropriate.
3. Relocate non-related amenities, such as the washdown facility, to an appropriate location.
4. **Secure and landscape the NOAA perimeter.** NOAA requires a secured facility. Install a fence around the campus perimeter, as well as an attractive entry gate. Landscape the perimeter and entrance to suit NOAA's preferences and complementary to other Central Waterfront improvements.
5. **Reconfigure Marine Trades facilities.** Marine Trades would remain in their current facilities, with an additional 20,000 square foot building envisioned to support Platypus Marine or other Marine Trades tenant. To capitalize on waterfront space, relocate the majority of employee parking to the parcel south of Marine Drive.

Strait of Juan de Fuca



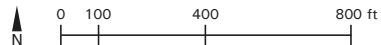
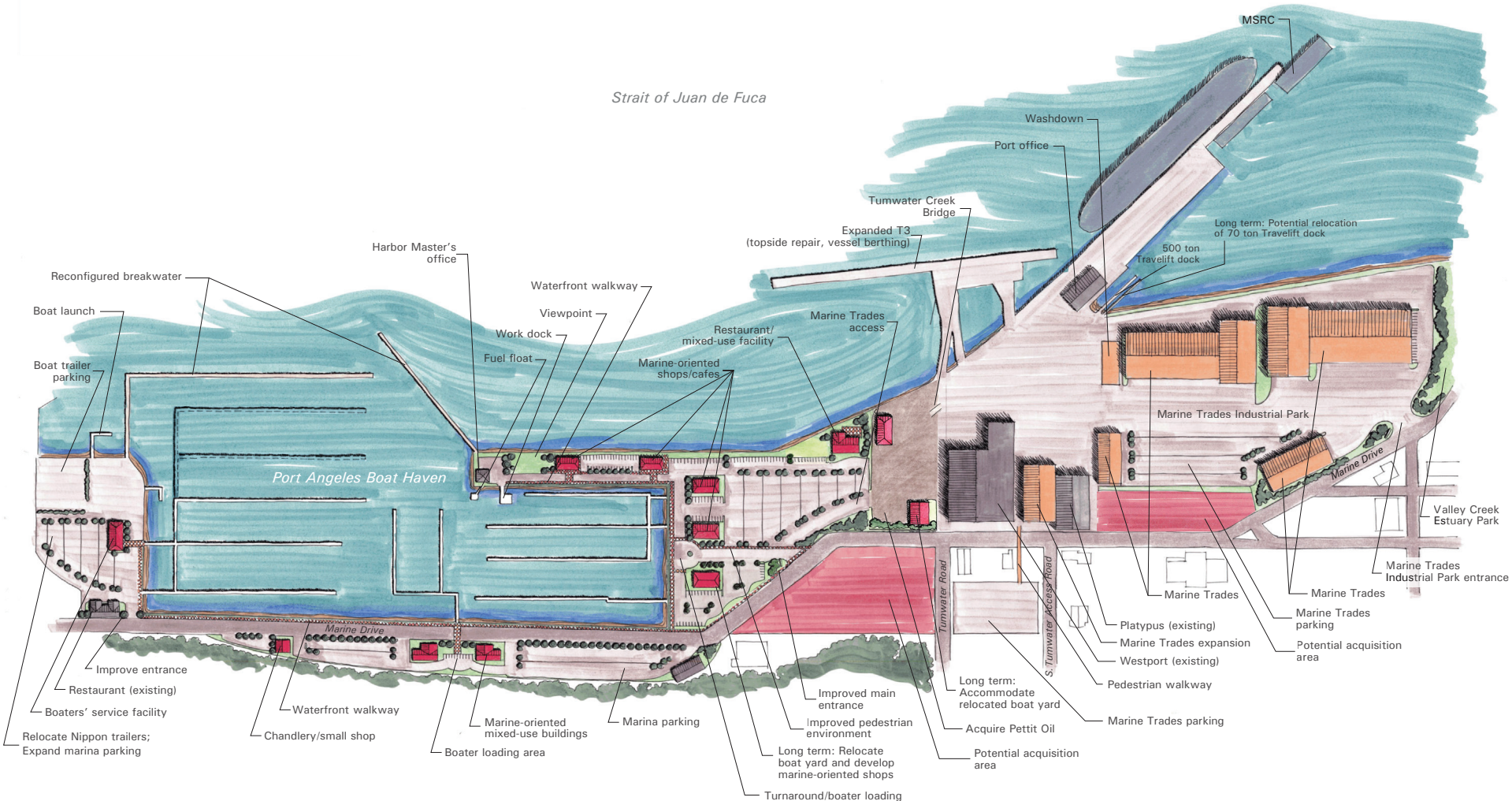
Alternative B

If the 19-acre plywood manufacturing site becomes available, consider utilizing this area to support marine-related uses. The opportunity would allow existing tenants to expand operations to meet long-term demands, and could accommodate additional tenants and service providers.

1. Create a Marine Trades Industrial Park. Accommodate the operational needs of current and potential tenants by constructing fabrication, administrative, and washdown facilities. Site buildings and work areas along a central spine to maximize efficiency, maintain good Travelift circulation and dock access, and preserve view corridors. Locate parking convenient to work areas, yet removed from the immediate waterfront. Provide shared facilities and parking where possible.

Once existing tenant needs are met, pursue additional marine industrial commercial tenants.





2. Streamline Platypus' facilities. Platypus uses a number of temporary fabrication buildings to meet their facility needs. Demolish and dispose of these buildings to allow for planned development, such as an expanded fabrication building. A 20,000 square foot addition is illustrated. If not needed by Platypus, this area could accommodate additional marine trades users.
3. Relocate the Port Angeles Boat Yard and 70-ton Travelift dock. Consistent with long-term plans to maximize commercial and recreational uses in the Boat Haven, relocate the Port Angeles Boat Yard and 70-ton Travelift dock to the east side of the existing 500-foot Travelift dock. Demolish these facilities in the former boat yard.
4. Expand Marina East. Shifting Marine Trades eastward creates the opportunity to expand the marina into the former commercial boat building and repair area. A 75,000 square foot facility is illustrated in the far northeast corner of the Boat Haven, appropriate for a hotel and/or event hall to support marina activity.



Appendix B: Supporting Material

During the planning process, stakeholders evaluated five draft alternatives. For reference, this appendix includes each alternative's primary pros, cons, costs, and economic benefits.

Cost Assumptions

1. Cost projections are planning-level, order of magnitude estimates in 2008 dollars and include significant contingencies. They are intended to facilitate comparison of the alternatives.
2. Costs associated with environmental clean-up, cultural resource remediation, dredging, and waterfront utilities are not included.
3. Estimates that accommodate NOAA assume the Port will be financially responsible for all campus infrastructure and set-up.

Revenue Assumptions

4. Revenue projections assume a \$7/square foot land value.
5. NOAA projections assume capital cost return at a rate of 6.85%.
6. Revenues associated with the fuel float, work dock, wash pad, etc are not included.

Economic Benefit Assumptions

7. Estimates are largely based on analysis completed for the Port of Port Angeles Marine Terminal Master Plan.
8. Job projections are based on typical employees per square foot as projected by the Urban Land Institute, Westport projections, and the Clallam County Implan Model.
9. Income projections are based on average employee wages provided by the Washington State Employment Security Department.



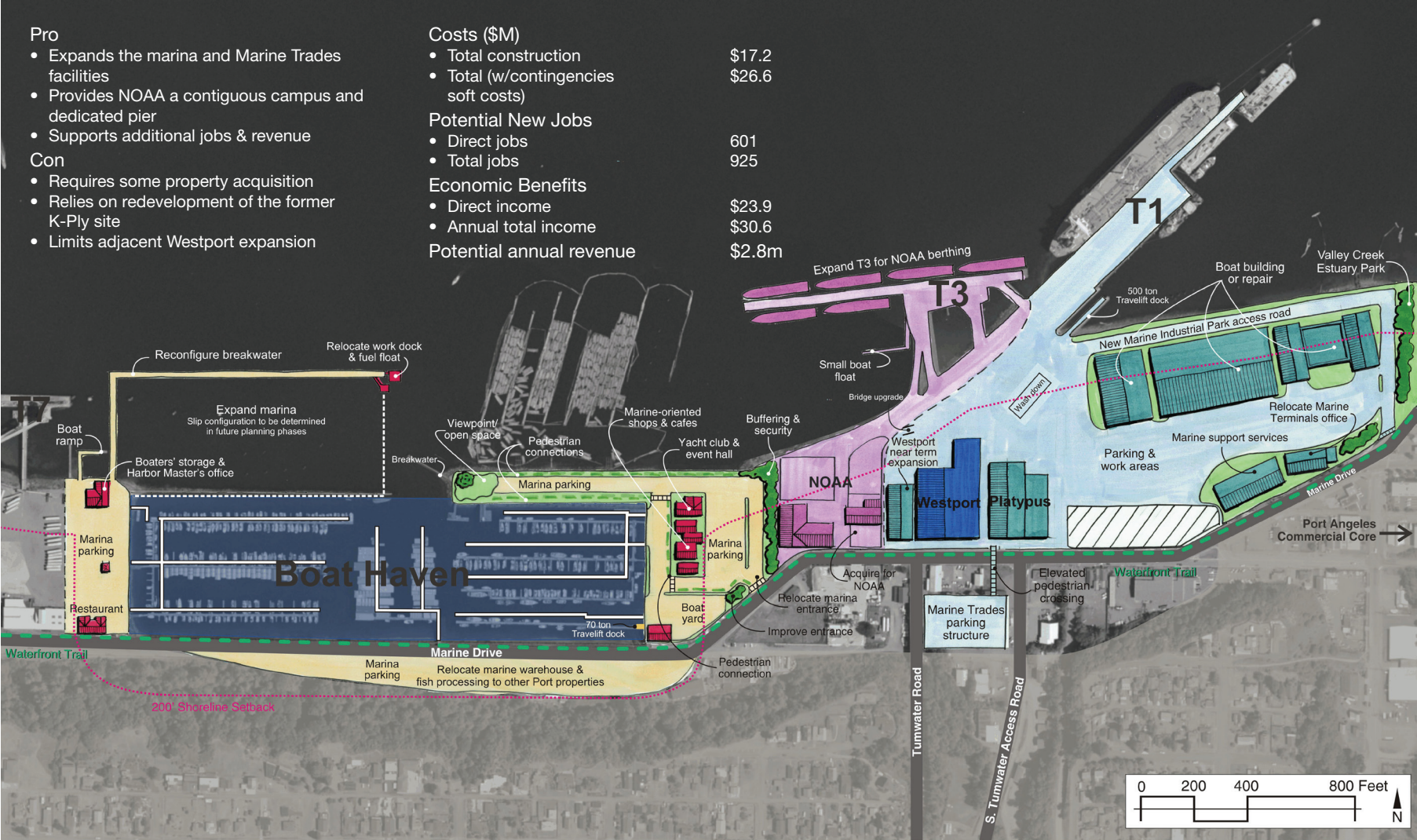
Alternative 1



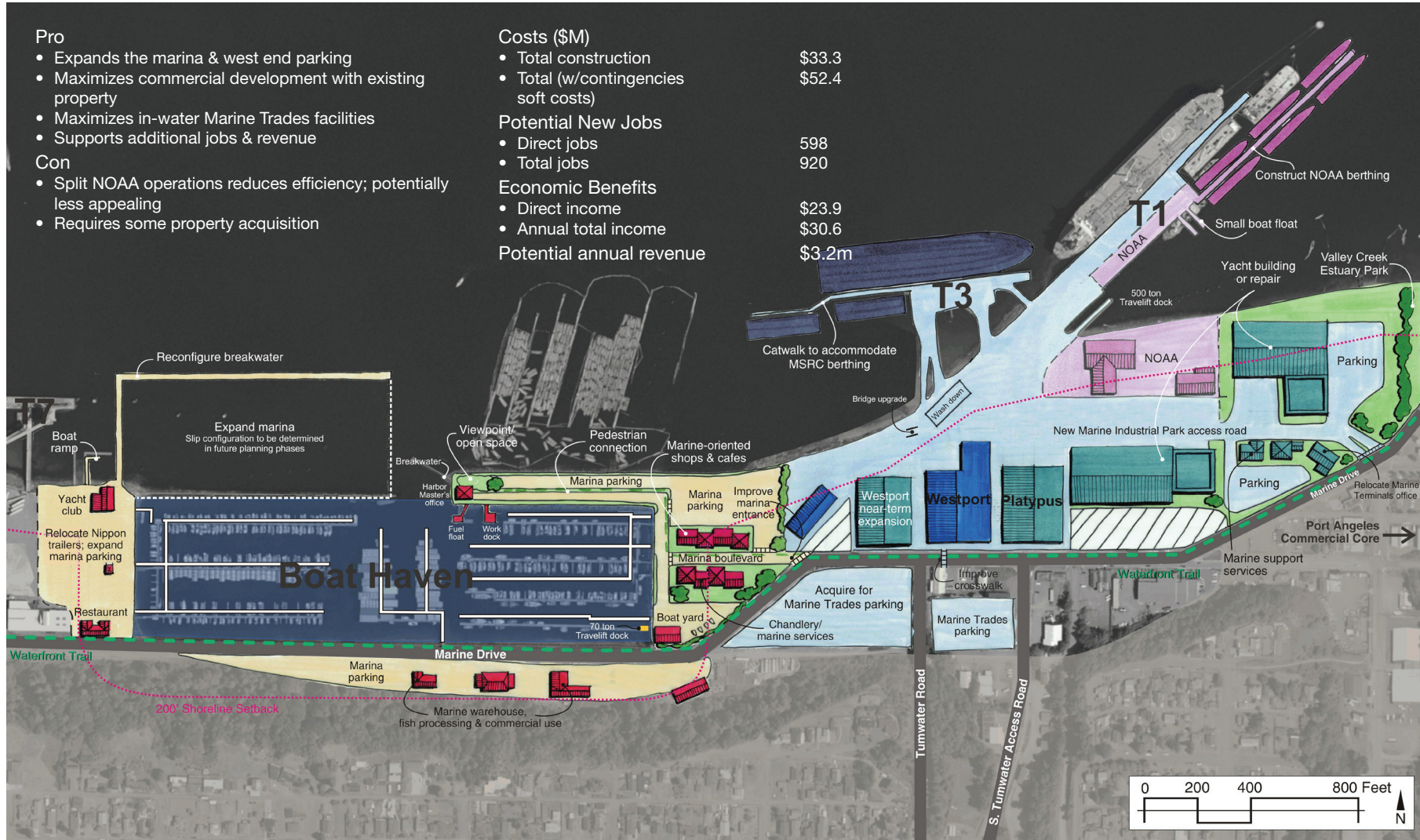
Alternative 2

- Pro**
- Expands the marina and Marine Trades facilities
 - Provides NOAA a contiguous campus and dedicated pier
 - Supports additional jobs & revenue
- Con**
- Requires some property acquisition
 - Relies on redevelopment of the former K-Ply site
 - Limits adjacent Westport expansion

Costs (\$M)	
• Total construction	\$17.2
• Total (w/contingencies soft costs)	\$26.6
Potential New Jobs	
• Direct jobs	601
• Total jobs	925
Economic Benefits	
• Direct income	\$23.9
• Annual total income	\$30.6
Potential annual revenue	\$2.8m



Alternative 3A



Pro

- Expands the marina & west end parking
- Maximizes commercial development with existing property
- Maximizes in-water Marine Trades facilities
- Supports additional jobs & revenue

Con

- Split NOAA operations reduces efficiency; potentially less appealing
- Requires some property acquisition

Costs (\$M)

- Total construction \$33.3
- Total (w/contingencies soft costs) \$52.4

Potential New Jobs

- Direct jobs 598
- Total jobs 920

Economic Benefits

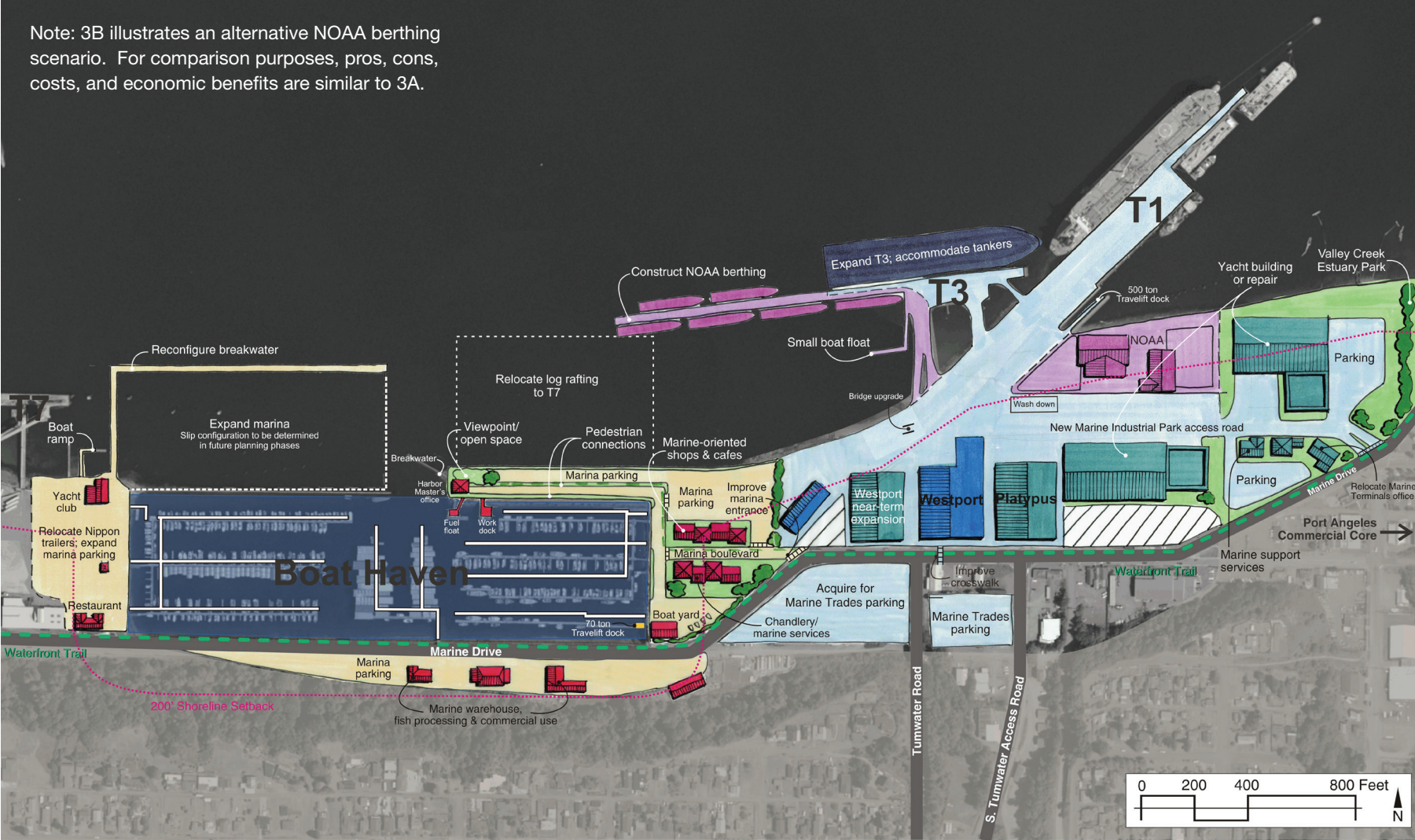
- Direct income \$23.9
- Annual total income \$30.6

Potential annual revenue

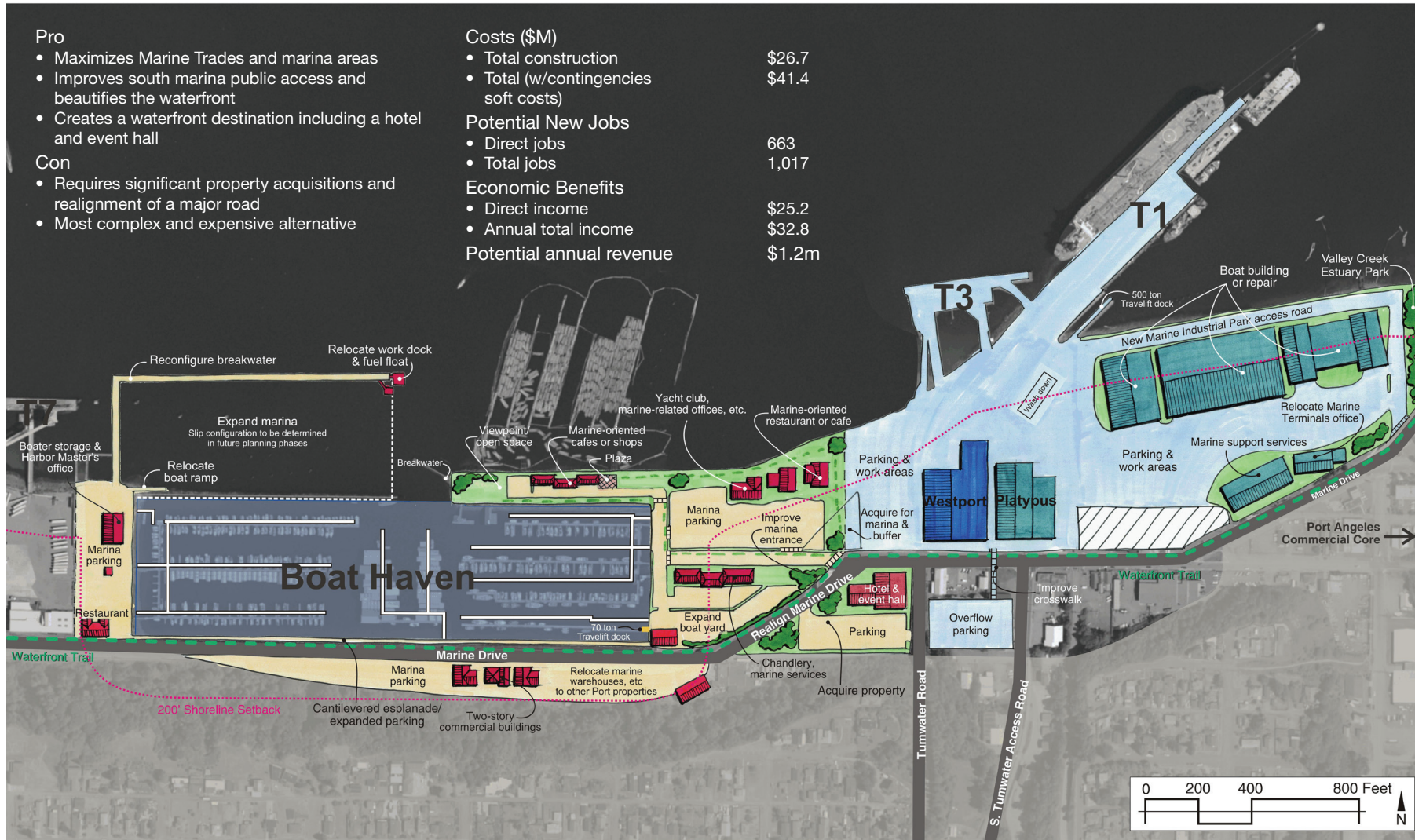
\$3.2m

Alternative 3B

Note: 3B illustrates an alternative NOAA berthing scenario. For comparison purposes, pros, cons, costs, and economic benefits are similar to 3A.



Alternative 4



Cost Estimate Summary

Cost Estimates, Economic Benefit & Revenue Estimates for Planning Alternatives

Alternatives Summary					
	1	2	3A	3B	4
Construction Costs	\$8.5	\$17.2	\$33.3	\$33.6	\$26.7
Total Costs	\$13.0	\$26.6	\$52.4	\$52.9	\$41.4
Direct Jobs	127	601	598	598	663
Total Jobs	196	925	920	920	1,017
Direct Income	\$5.1	\$23.8	\$23.9	\$23.9	\$25.2
Total Income	\$6.5	\$30.6	\$30.6	\$30.6	\$32.8
Potential Gross Annual Revenue	\$342,000	\$2,816,000	\$3,211,000	\$3,257,000	\$1,238,000

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