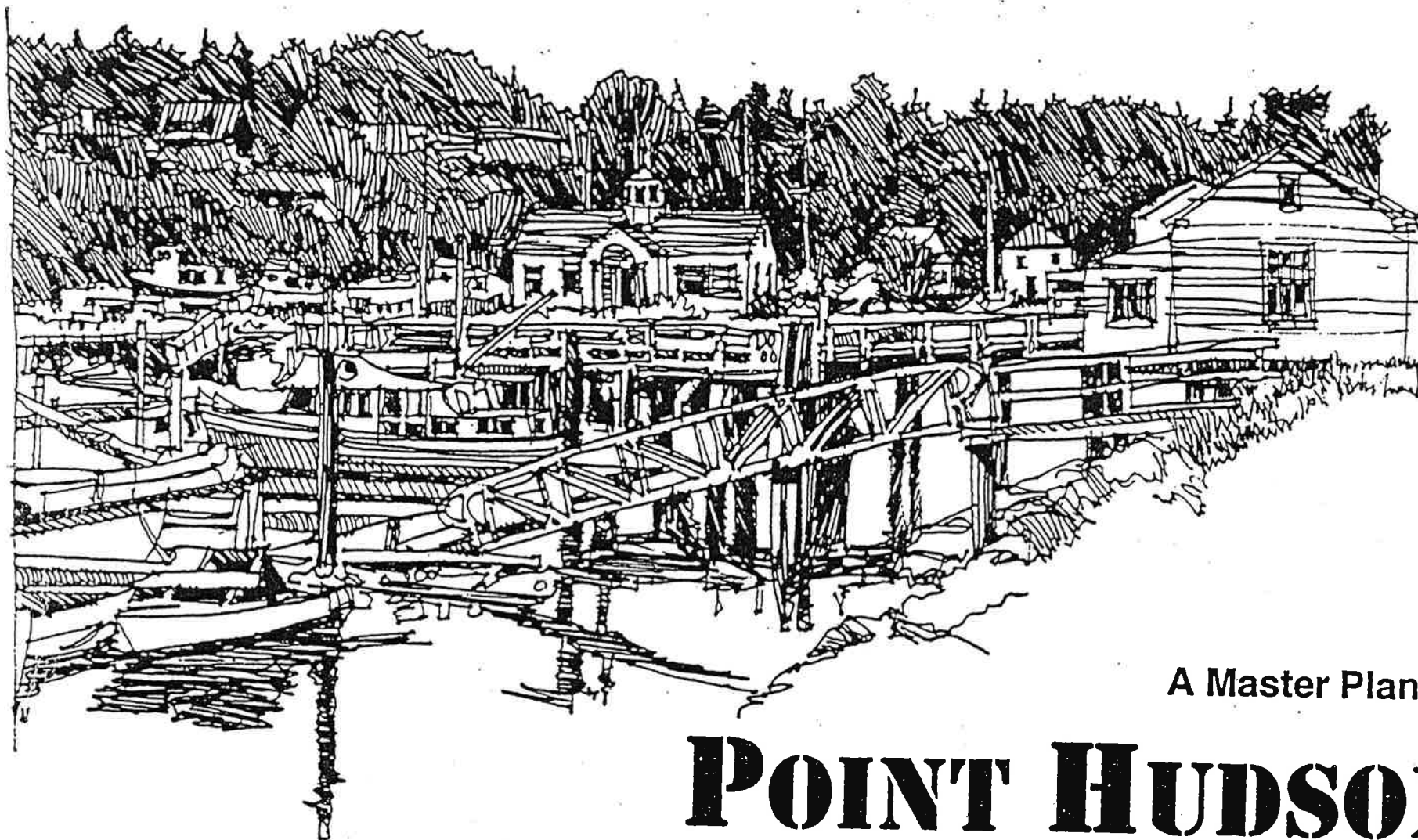


*A zoning to industrial  
with regulated  
for water use?  
city liability?*

Point Hudson Advisory Committee with MAKERS architecture & urban design



A Master Plan for

# POINT HUDSON

Phase III: Managing a Public Resource  
Final Report - December 1994

# POINT HUDSON MASTER PLAN

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## Phase III: Managing a Public Resource

December 1994

### Acknowledgments

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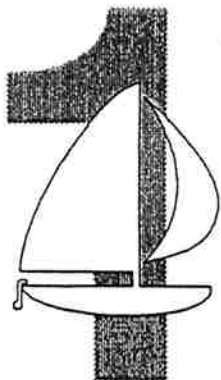
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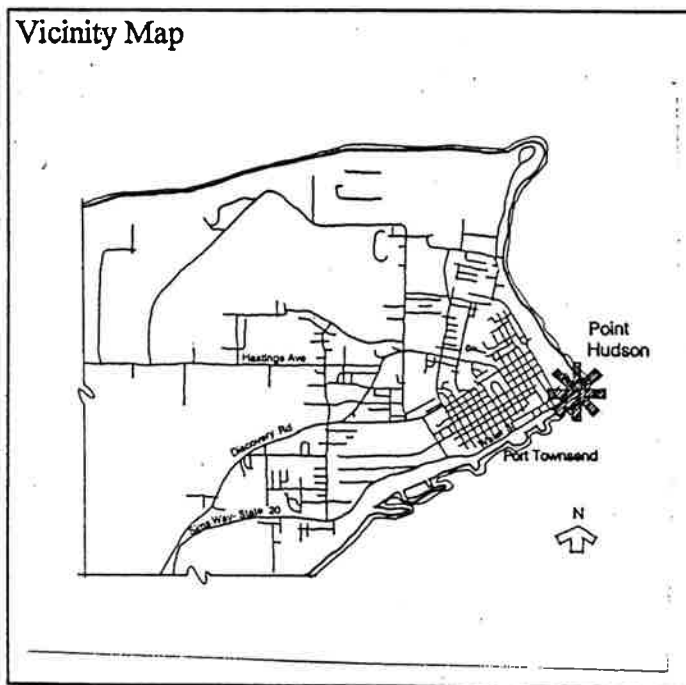


# INTRODUCTION

## Background

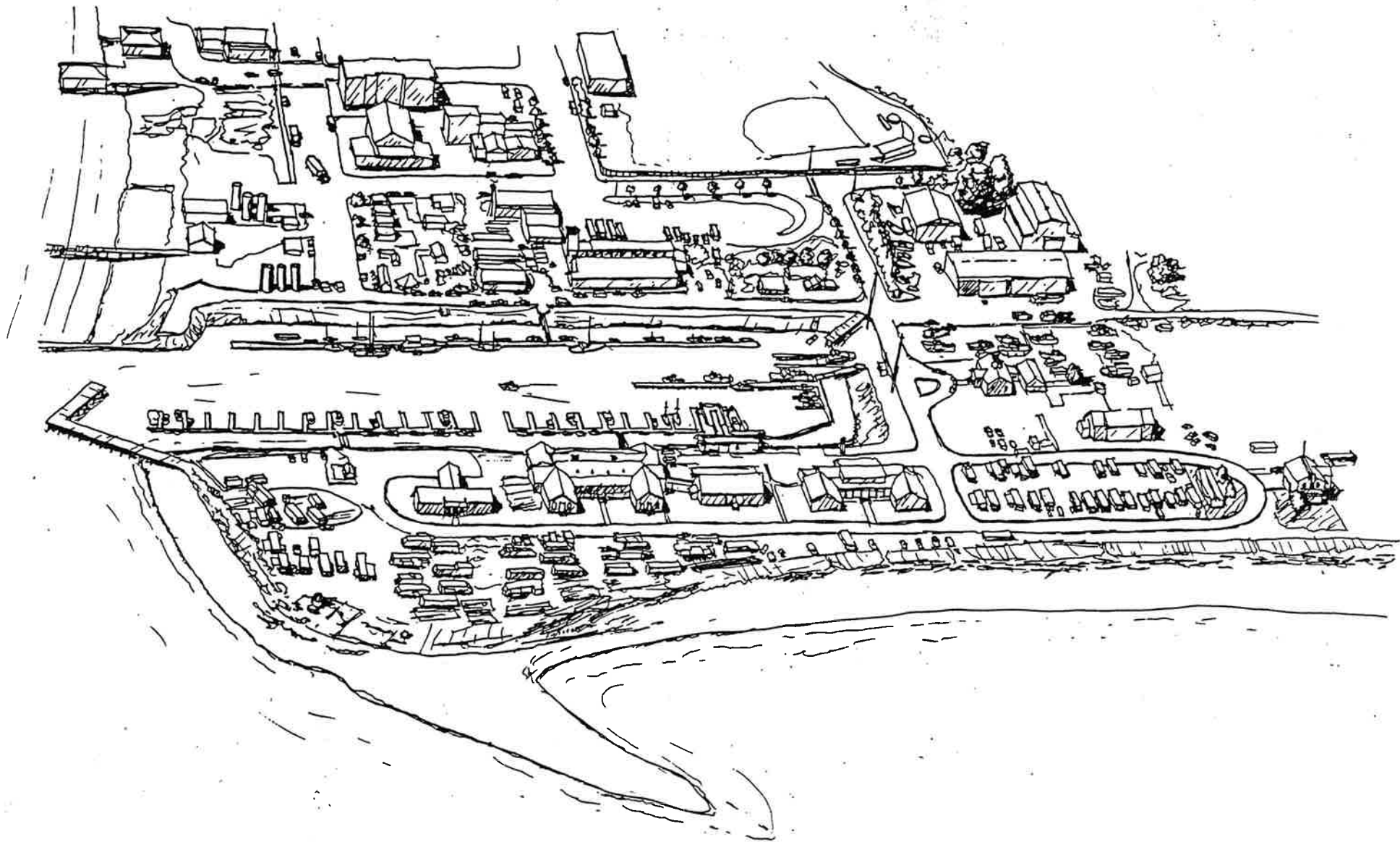
Point Hudson lies at the end of the Water Street forming the southeastern edge of Port Townsend, a town of approximately 8,000 citizens on Quimper Peninsula in Jefferson County. The site, which has commanding views of Mount Rainier, Mount Baker and the Olympic Range, has played an important role in the history of Port Townsend.

Vicinity Map



Although the area was discovered in 1792 by Captain George Vancouver, the town of Port Townsend was not settled until some time later. Most of the historic buildings on Water Street were built during the economic boom of the 1890's which was fueled in part by the anticipated selection of Port Townsend as a terminus for the Union Pacific Railroad. When this event did not occur, the town went through a period of severe economic decline with many banks and businesses closing and residents moving away. Since then, the town has experienced other cycles of economic prosperity and decline. In more recent times the decline of the logging and fishing industries has been somewhat offset by the growth of the tourist and boating industries.

The area now known as Point Hudson was at one time a sand spit which had formed at the end of a tidal lagoon. Until the early 1900s nomadic Indian tribes often camped on the spit, drawn by the abundance of shellfish and other seafood. The site underwent a dramatic physical transformation between 1860 and 1890 as the lagoon was gradually filled. A succession of uses was located at the site, including: a Catholic mission, a shipyard, a sawmill, and an icehouse. Due to its strategic location at the entrance to Puget Sound, Point Hudson was chosen in the 1850s as the location for the U.S. Customs



**Figure I-1. Aerial View of Point Hudson**

Headquarters for Puget Sound and served in this capacity until 1913 when operations were moved to Seattle. In the 1930's the federal government built a quarantine station at Point Hudson and the area was dredged for a marina. In 1939 the Coast Guard used the property for a time to train recruits.

The Port of Port Townsend acquired the property in the 1950's and since 1962 the Point Hudson Company, a subsidiary of the Rowley Corporation, has maintained and operated the property on a long term lease which will expire in 2002. In 1991, the Point Hudson Advisory Committee (PHAC) was formed and a series of planning studies undertaken jointly by the city, the port, the Point Hudson Company and local residents to determine goals and a vision for Point Hudson in the year 2002 and beyond. This report describes the third phase of this process; the various other phases of the planning process as outlined by the Committee are described below.

The current leaseholder, the Point Hudson Company, is currently examining possible options of selling their lease prior to the termination date. This has given fresh impetus to the planning effort, as the future envisioned for Point Hudson by the Advisory Committee and other residents may be closer than expected.

## Point Hudson Goals and Planning Process

In the summer of 1992, PHAC issued a report at the end of the first planning phase outlining a four phase planning process and describing the results of the findings of Phase I, which was an inventory of existing conditions at Point Hudson. In Phase II, the committee evaluated potential uses at Point Hudson and developed several conceptual plan alternatives, including a "Preferred Alternative". The committee also developed the following set of goals to guide the planning process and future development at Point Hudson:

- **Point Hudson must be financially self supporting;**
- **Protect small scale nature;**
- **Provide a high degree of public access/use;**
- **Preserve the historic character;**
- **Encourage marine trades and water oriented uses; and**
- **Maintain property in Port/public ownership.**

During Phase II, several public workshops were held throughout the county (Quilcene, Tri-Area, City of Port Townsend) by members of the PHAC to present the goals and plan alternatives to county

residents. A survey sent to residents by the PHAC at this time for input on the Point Hudson goals indicated a high degree of public satisfaction with the intent of the goals (over 200 surveys were received and evaluated).

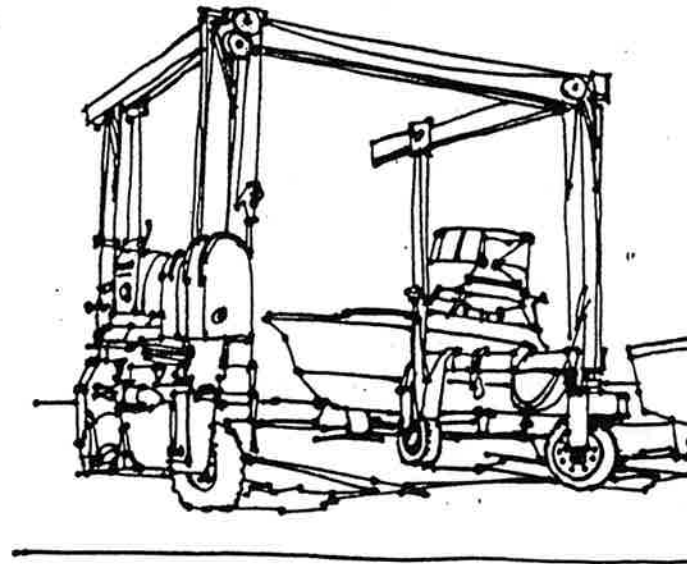
During Phase II, PHAC also undertook a survey of Point Hudson users and guests to better determine the user group at Point Hudson.

## Phase III

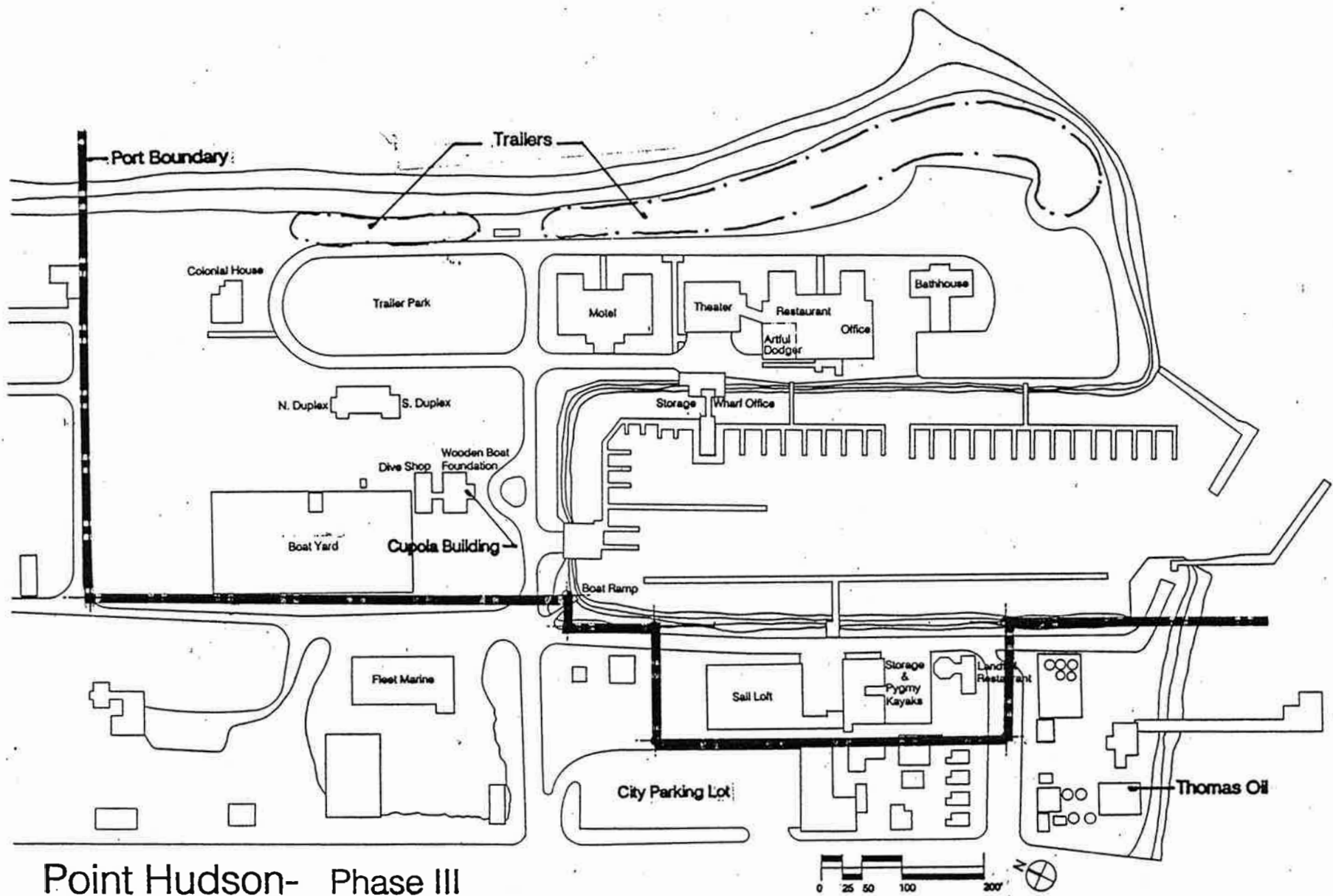
This report presents the results of Phase III. The purpose of the third phase of the planning process is "to translate the concept and goals of earlier phases into a course of action for managing Point Hudson as a valuable public resource." Part of this process was to refine the preferred alternative and develop a viable economic strategy which would protect the character of Point Hudson.

With the preferred concept and existing goals to guide the process, the consultant team held a series of meetings with business owners and stakeholders at Point Hudson to outline a feasible economic strategy. An economic "baseline" was established for Point Hudson to evaluate several alternatives which were variations of the Phase II preferred concept. Because financial information was unavailable from the Rowley Company, this baseline estimate was taken from current market rates.

The consultant team held regular meetings with the Advisory Committee to present their findings and get input and direction from the committee. Once the "preferred alternative" was refined, development guidelines and recommendations for regulatory revisions were developed along with recommendations for management approaches and development strategies. This report describes and presents those findings.







Point Hudson- Phase III

Figure I-2. Point Hudson - Existing Conditions



# MASTER PLAN CONCEPT

## Economic Strategy

The key to a successful master plan for Point Hudson is encouraging a mix of fiscally viable uses which produce enough revenue to support the costs required to redevelop, maintain, and operate the facility. The master plan concept must be based on an economic strategy that balances the sum of revenues and costs for all proposed uses and facilities. As part of the economic analysis, BST Associates conducted a market survey to estimate current and future market demand and lease rates for various types of space. Since Rowley Company's current income figures for the existing lease are not available, the market study's figures were used to estimate current baseline income. Those estimates are presented in Table II-1 below.

It is apparent that whatever the current revenues and expenditures, the current lessee has been able to maintain a profit. The following assumptions were used to guide the preparation of the market study:

- Leasehold taxes must be paid on true property values.
- The boat basin will require substantial capital improvements.
- A public operating entity generally incurs greater operating costs.

**Table II-1. Estimated 1994 Annual Revenue-Baseline**

Element	Estimated Annual Income
Marine (moorage, travelift, dock, etc.)	\$201,853
Boat Construction (full service, maritime-oriented trades, dry storage, etc.)	78,814
Commercial (restaurant, motel, retail, office, assembly, etc.)	310,384
Educational and Public	8,387
Trailers	205,120
<b>Total</b>	<b>\$804,558</b>

Also, the project goals translate into the following physical directions which may constrain the revenues and increase costs.

1. Remove the trailers from the north and east portions of the site.
2. Substantially invest in the marine structures; including breakwater, floats, ramps, and utilities.
3. Nurture marine-oriented industries and trades by maintaining affordable rents.
4. Achieve a high level of maintenance to protect resources and showcase Port Townsend's maritime history, industries, activities, and culture.

5. Retain the small scale character. Do not encourage large new commercial facilities.
6. Increase opportunities for educational, public, and non-profit uses.

Thus, the challenge is to identify ways to maintain the facility's economic viability even though several changing conditions and project goals will tend to decrease the ratio of revenues to expenditures. Accordingly, the master plan concept was developed by evaluating the fiscal impacts of various use and capital improvements options through a pro forma model.

This analysis indicated that the most viable development strategy is based on the following principles:

1. *Incremental, evolutionary changes in land and shoreline uses, starting with current use patterns.*
2. *Retaining long-term opportunities for water-oriented uses, such as increasing marine-oriented uses, educational institutions and public areas.*
3. *Coordinating long-term planning with the downtown, particularly in the areas of parking, pedestrian circulation, visitor access (transient moorage), and achieving a broad spectrum of uses, activities, and attractions.*
4. *Coordinating boating facilities and marine-oriented activities with Boat Haven to maximize opportunities for the recreational and commercial boating community.*

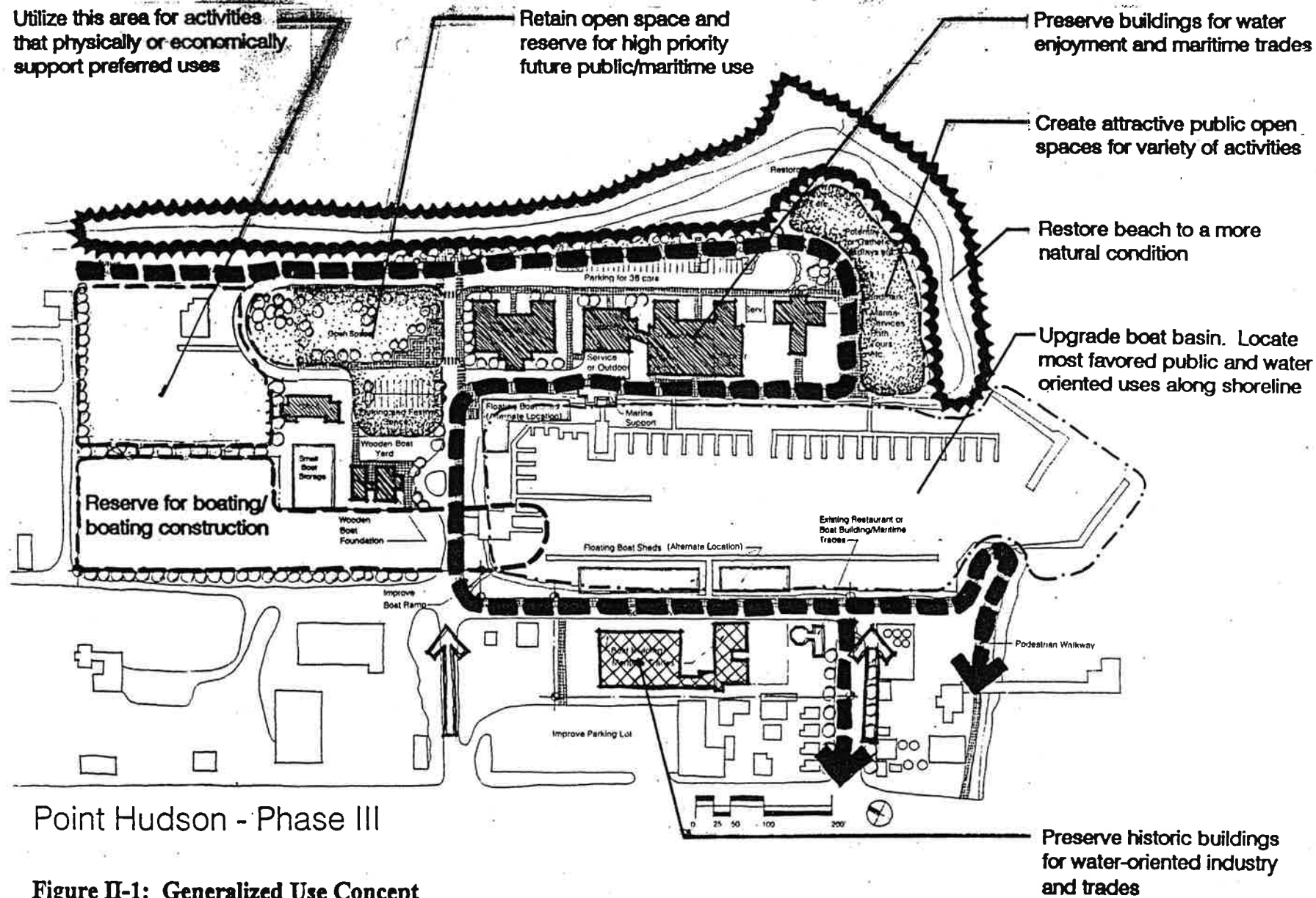
5. *Recognizing that Point Hudson is a unique site within the northwest and is a potential gateway into downtown Port Townsend.*

## Use Concept

The master plan's basic use concept, as illustrated in Figure II-1 and II-2, forms the basis of the use guidelines and its economic strategy. It features the following actions:

1. Improve boat basin with new or repaired docks, floats, and breakwater. Provide moorage with lights and utilities. Retain travelift/dock capability and hand-held boat launch. Build new floating boat sheds so long as they do not block views. Moorage will be retained predominantly for transient (visitors and repair/refit activities). When docks and floats are upgraded, study other float configurations. It may be that the long single slip on the south side is needed to accommodate larger vessels and repair activities.
2. Remove trailers from the parade grounds and the northeast beaches. Beach area should be enhanced with native vegetation and retained as open space. Parade ground should also be retained as open space of a more formal character with landscaping, benches, lighting, and perhaps a small paved plaza area with other amenities as needed.

3. Maintain current commercial uses in the old Coast Guard buildings east of the boat basin. Some internal reconfiguring of areas may be desirable to provide more space for marine-oriented trades and a more efficient layout. The old theater could be used for a variety of public and private events, educational activities, and marina services.
4. Provide open space near the Cupula Building (Wooden Boat Foundation). The old parade field could provide a formal area for festivals and events. The field due east of the Cupula Building could be retained for parking and special events. The areas immediately to the north and east should provide the potential for expansion. The area north of the boat basin and west of the Cupula Building also offers short and long-term options that can be exercised as the need or opportunity arises (see section on long-term development options).
5. Provide for the expansion of upland boat storage and repair. The long-term need for boat construction facilities is uncertain at this time. However, with the expansion of Boat Haven for larger boats and the local efforts to position Port Townsend as a regional center for boat construction and marine-oriented trades, it appears wise to retain the few remaining, near-water industrial sites for marine-oriented activities. The area indicated could be developed to provide temporary shed space for "tailgaters," as well as permanent boat repair and/or storage, depending on the need. Direct access to the travelift and the Fleet Marine boat repair yard is a plus. The vacant land at the north end of the site should be utilized for marine oriented uses as a first priority. However, other revenue generating uses may be considered if necessary to financially support Point Hudson's other marine oriented activities (see Use Matrix: Figure III-1).
6. Retain current boat repair and marine-oriented trade activities along the western edge of the boat basin. These activities are located in historic buildings and provide an important position in the spectrum of local marine-oriented services. It is assumed that the Landfall restaurant is retained.
7. Provide a variety of open spaces including an enhanced naturalized beach along the western shoreline, a formal grounds for festivities and events near the Cupula Building and a large open area at the point south of the commercial buildings. Link uses and open spaces with pedestrian walkways to connect open spaces and uses to parking.
8. Provide minimal parking on site. To offset parking limitations, locate parking to efficiently serve several activities and provide easy pedestrian access from off-site lots. Provide access from city lot west of Sail Loft Building.



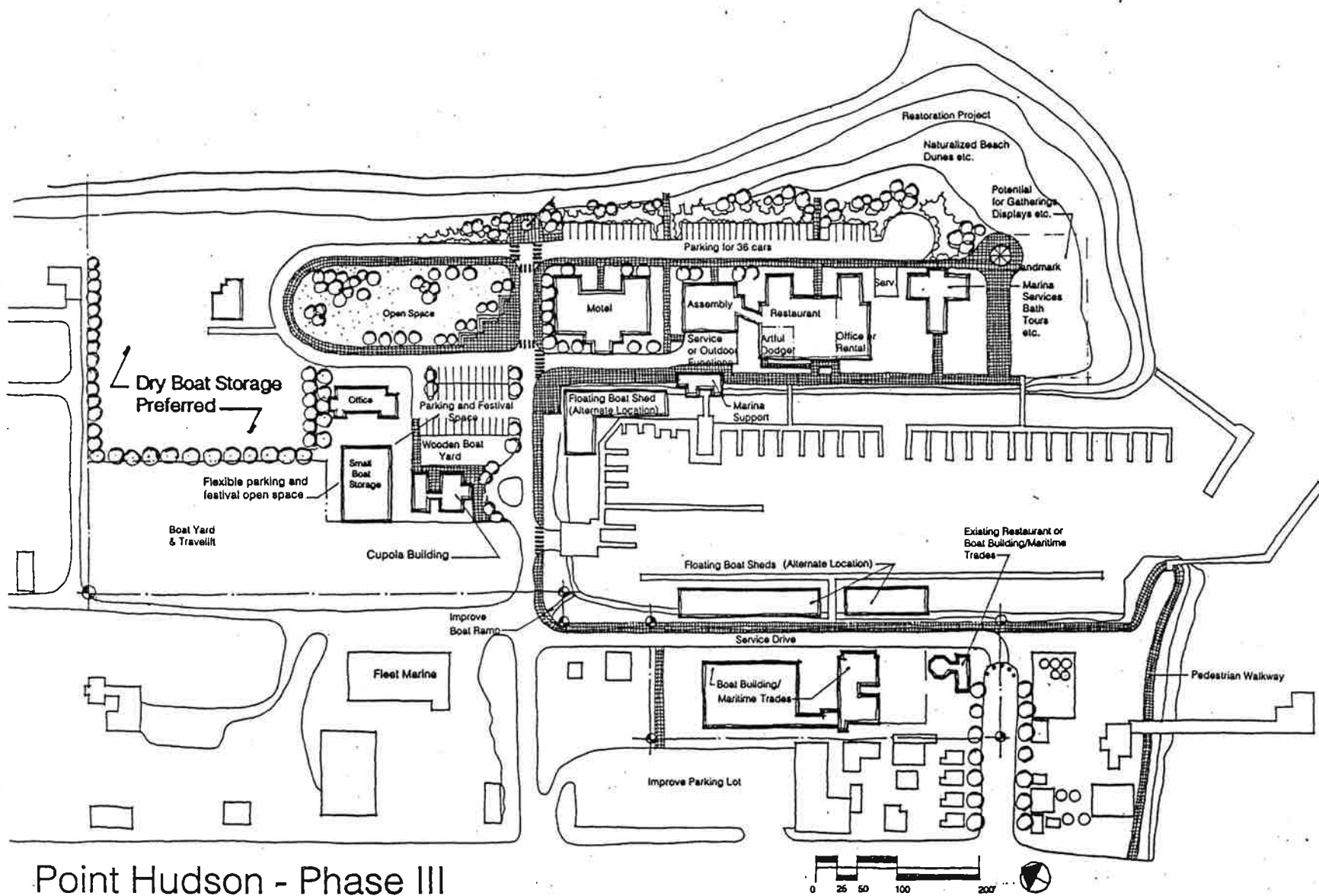


Figure II-2: Concept Plan Illustrating Specific Use and Design Recommendations

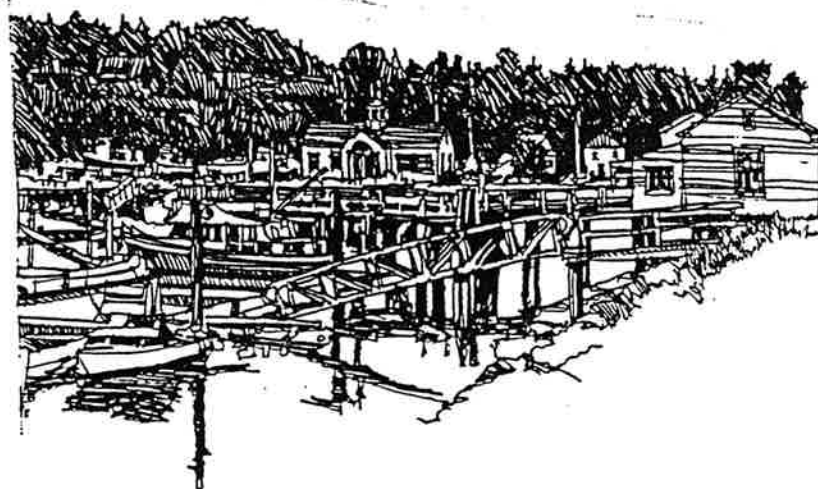
## Design Concept

The design concept is based on three fundamental principles:

- protect and enhance current building stock
- maintain the small scale, work-a-day qualities of the site
- provide an organized pedestrian-oriented setting with a variety of supporting and connected open spaces.

The primary elements in the design concept are listed below and illustrated in Figure II-2.

1. Maintain key views including the view eastward from the end of Water Street, views across and along the boat basin and the view corridor along Jefferson Street.
2. Enhance or develop a pedestrian walkway around the boat basin. Improve connections between buildings and the boat basin as part of the walkway. The walkway must be handicapped accessible and illuminated at night but need not feature expensive pavements or ornamental fixtures. Connect to "Waterwalk" trail in both directions.
3. Retain historic character of existing buildings. Non-registered buildings may be modified within the building renovation guidelines. New buildings adjacent to the boat basin must adhere to new building design guidelines that compliment the historic structures.
4. Prevent new buildings or parking from encroaching any further onto the western beach. Undertake a beach restoration project.
5. Limit automobile access to Jackson Street between Water Street and Jefferson Street and utilize it primarily as a service drive.
6. Incorporate a range of plant materials. Generally speaking, lawn and small shrubs near the old buildings around the boat basin. Native plants are most appropriate near the beach and some ornamentals (perhaps annual flower beds) may be used to enhance special areas as focal points.
7. The open space south of the commercial buildings may be an appropriate location for a landmark feature such as a tower, flagpole, or gazebo to accentuate the view axis down Water





Street. This feature could also be an entrance gateway to Port Townsend for visiting boaters.

## Economic Analysis

The overriding questions of Phase III work is, "Will it work: will the proposed uses produce enough revenues to support capital and operating expenditures?" The answer to this question is not simple. It requires assumptions and estimates regarding rental prices and occupancy rates for the proposed uses, other income sources, and improvement maintenance, operating costs, taxes, and other expenses. To test the economic viability of various options, the team projected income analyses for several alternatives. Table II-2 outlines the concept's (the preferred alternative's) projected revenues and expenditures for a typical year. The notes below explain key assumptions made during the analysis. Detailed costs and revenue analyses for individual uses within the larger categories are to be found in a packet of background information available at City Hall. The fifth line, "*Add'l Dry Boat Storage (preferred) or Trailers,*" illustrates projected costs and revenues for a dry boat storage yard with no repair facilities. This assumes that there will be an increasing demand for dry boat storage at current Boat Haven rates. This assumption appears defensible given current trends, the growing need for more environmentally responsive repair space and the evolving changes at Boat Haven. As a contingency if there is not sufficient demand for marine uses, a trailer court could

be developed that would generate about the same net income. See note #10 on Table II-2.

As the table indicates, if all assumptions are correct (or if deviations are off-setting), the project will net approximately \$110,000 per year. While unforeseen market fluctuations or costs could change this picture, the analysis suggests that the project is within the envelope of feasibility. Furthermore, there are options for increasing revenues. One option would be to continue to allow trailers on the parade field as an interim measure. This would provide approximately 34 additional spaces and could potentially generate approximately \$97,000 additional annual income.

Renovating the current restaurant building and enclosing the porches could allow approximately 3,000 sf for marine-oriented uses and approximately 2,600 sf for an expanded, upgraded restaurant. At projected rates, the expanded facilities could bring in an additional \$8,000 for the trades area and \$17,000 for the restaurant space, assuming an additional \$7,300 in leasehold taxes. The above modifications to the basic use concept could net approximately an additional \$115,000 annually. These options are detailed in the background information packet available at City Hall.



**Table II-2. Point Hudson Masterplan Revenue/Expenditure Analysis for the Preferred Site Alternative (Concept)**

Use <sup>1</sup>	Annual Revenue <sup>2</sup>	Annual Costs		Income
		Improvements <sup>3</sup>	Operating <sup>4</sup>	
Marina (moorage, travelift launch, office)	\$201,853	\$186,611 <sup>5</sup>	\$100,000	(\$ 84,758)
Boat Construction (full service, marine-oriented trades day storage, dry boat shed)	\$148,308 <sup>7</sup>	\$ 61,047 <sup>6</sup>	--	\$ 87,261
Commercial (restaurant, hotel, assembly, retail office) <sup>8</sup>	\$115,367	\$ 66,048 <sup>6</sup>	--	\$ 49,319
Education (Wooden Boat Foundation, US Coast Guard, marine science center, etc.) <sup>9</sup>	\$ 8,387	\$ 6,188 <sup>6</sup>	--	\$ 2,199
Add'l Dry Boat Storage (preferred) or Trailers <sup>10</sup>	\$131,000	\$ 3,750 <sup>6</sup>	\$ 5,000	\$122,250
Parks and Open Space <sup>11</sup>	\$ 0	\$ 10,000	--	(\$ 10,000)
Leasehold Tax (12.84%)			--	(\$ 55,822)
<b>Total</b>				<b>\$110,449</b>

**Notes to Table 2.**

1. Refer to Background Information Packet\*, Table 1A for facility description and income assumptions.
2. Refer to Background Information Packet\*, Table 1B for revenue calculations and assumptions. This assumes no grants or outside revenue sources.
3. Refer to Background Information Packet\*, Table 1C for costs of improvements.
4. Facility management costs assigned to marina operation. Other activities account for utilities and personnel costs within the revenue rates.
5. Marina capital costs include debt service for dock, breakwater, site improvements, utilities, etc..
6. Costs for boat construction, commercial, and educational facilities do not include debt service because improvements are incremental and funded on a pay-as-you-go basis.
7. Assumes only minimal rent increases.
8. Assumes only minor changes to existing operations.
9. Assumes only minor expansion to Wooden Boat facilities and no other educational or public facilities.
10. Entry includes uses on 63,000 SF of vacant land at N. end of site, Marine uses preferred. Trailers will produce approximately \$143,000 per year if demand for marine uses is insufficient.
11. Assumes only minor incremental site improvements. Substantial improvements funded through other sources (e.g., grants or joint agreements with Parks Department) or with profits from operations.

\* Available at City Hall

## Long-Term Options

It appears that the design concept based on a gradual evolution of current water-oriented activities can be financially self-supporting. But what if new opportunities emerge in the longer term future? For example, what if the Marine Science Center or US Coast Guard (or other water-oriented use) wish to move to the site? What if marine-oriented trades and boating activities require more space?

Fortunately, the concept includes enough flexibility to allow a wide variety of future options. The northeast portions of the site from the old parade grounds to the boat yard include a good deal of land area for appropriate activities. Figure II-3 illustrates one potential option for accommodating increased public, educational, and boating activities. Under this scenario, new educational and public uses would be located in a campus or "quadrangle" configuration around open space that relates to the beach and the boat basin. The quadrangle could be developed over a long period, adding relocated Coast Guard structures from the north part of the

site along with new buildings that conform to the building design guidelines as new uses emerge.

Similarly, boating facilities, including increased storage, repair yards, sheds, and auxiliary offices, could be added to the north and west. Figure II-3 illustrates the maximum parking potential. However, marine-oriented uses should take priority if there is a demand for boat repair yards, dry boat storage or similar activities.



## Long Term Options

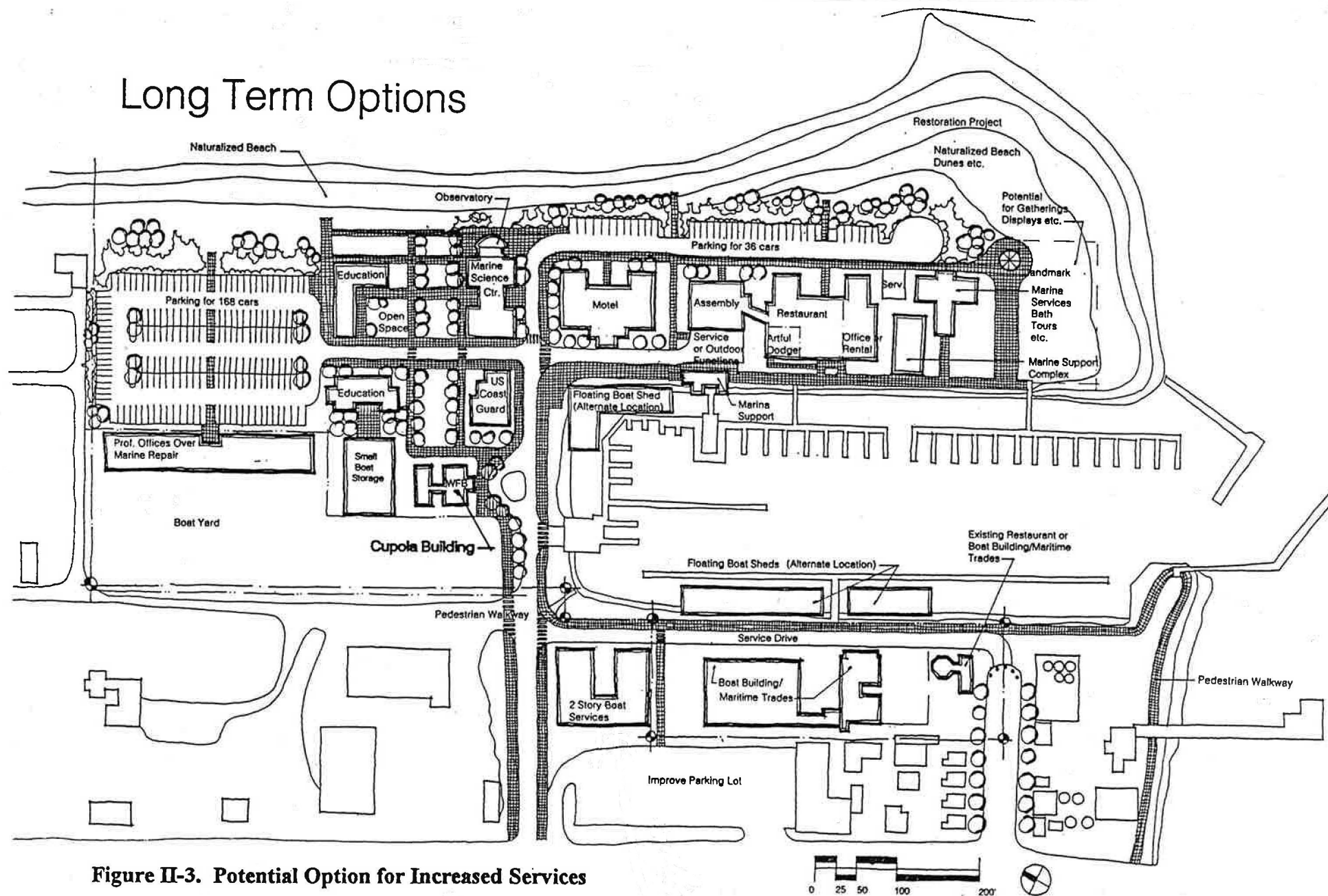
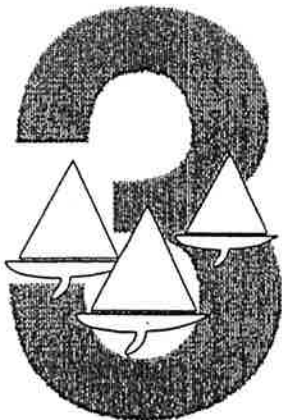


Figure II-3. Potential Option for Increased Services



# IMPLEMENTATION

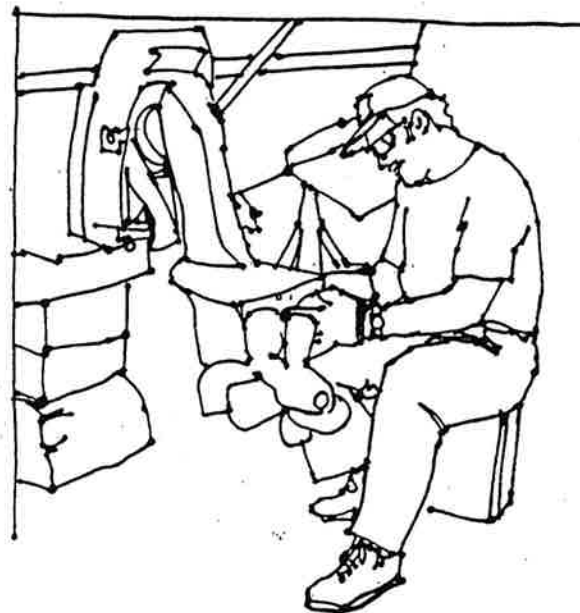
As indicated in the previous section, the original goals and concept developed by the committee in Phase II appears feasible and allows for a number of future options. But what will it take to make the plan happen? What are the actions necessary to implement the plan?

There are 5 key elements to achieving the community's goals for Point Hudson. They are:

1. **Design Guidelines** that direct new uses, activities buildings, and site improvements toward the direction established by the development concept.
2. **Recommendations for Regulating Controls** (e.g., zoning and shoreline master program) to enforce the development guidelines.
3. **On-Site Capital Improvements** to support the desired uses and activities and to unify and enhance the site's visual qualities.
4. **Facility Management Options** to ensure that the master plan's objectives are pursued by all development partners including the City, the Port, facility operations, lessees, and tenants.
5. **Complimentary Off-Site Actions** recommended to the City, Port, and local community to compliment and support Point Hudson activities.

This Section presents these five elements as recommendations for an integrated action program.

It is also important that the implementation phase recognize the need for flexibility in allowing Point Hudson to slowly evolve in response to changing needs and demands in the marine-oriented uses.



## Design Guidelines

Enforceable development guidelines directing activities and design quality are essential to achieving an integrated mix of water-oriented and public uses, protecting the site's historic, small scale character, and ensuring public access. However, a uniform set of guidelines would not recognize the diversity of conditions and opportunities found on the site. Therefore, the site is divided into 9 district "parcels", each with separate use standards and design guidelines. Figure III-1 illustrates the parcel boundaries and Tables III-1 and III-2 indicate the use and design standards that apply to each "parcel". (Note that the term "parcel" does not necessarily indicate a recommendation for property division or lease boundary.)

## Use Requirements

Table III-1 indicates which uses are permitted (P), permitted as a conditional use (C), and prohibited (X). The "P", "C", and "X" classifications are intended to correspond to those of the Port Townsend Shoreline Master Program (SMP).

## Definitions

**Water-dependent use:** A use or a portion of a use that cannot exist in any other location and requires a location on the shoreline and is dependent on the water by reason of the intrinsic nature of its operation.

**Water-related use:** A use or portion of a use which is not intrinsically dependent on a waterfront location, but whose

operation cannot occur economically without a shoreline location. These activities demonstrate a logical, functional connection to a waterfront location.

**Water-enjoyment use:** A recreational use such as a park, pier, or other use facilitating public access as a primary character of the use; or, a use that provides for passive and active interaction of a large number of people with the shoreline for leisure and enjoyment as a general character of the use and which, through location, design, and operation, assure the public's ability to interact with the shoreline. In order to qualify as a water-enjoyment use, the use must be open to the public and most if not all of the shoreline oriented space in the facility must be devoted to the specific aspects of the use that foster shoreline interaction.

**Water-oriented use:** A use or a portion of a use which is either a water-dependent, water-related, or water-enjoyment use, or any combination thereof.

**Non-water-oriented use:** Upland uses which have little or no relationship to the shoreline. All uses which do not meet the definition of water-dependent, water-related, or water-enjoyment are classified as non-water-oriented uses.

## Examples of Uses

### Water-dependent uses

- In-water boat storage: docks, slips, and other facilities at which boats are berthed.
- On-land boat storage: boat building, repair, servicing, and dry docking.
- Hand-launch boat sites for kayaks, dinghies, canoes, and wind-surfers.
- Passenger ferry terminals.
- Fuel storage and fueling facilities for marine craft.

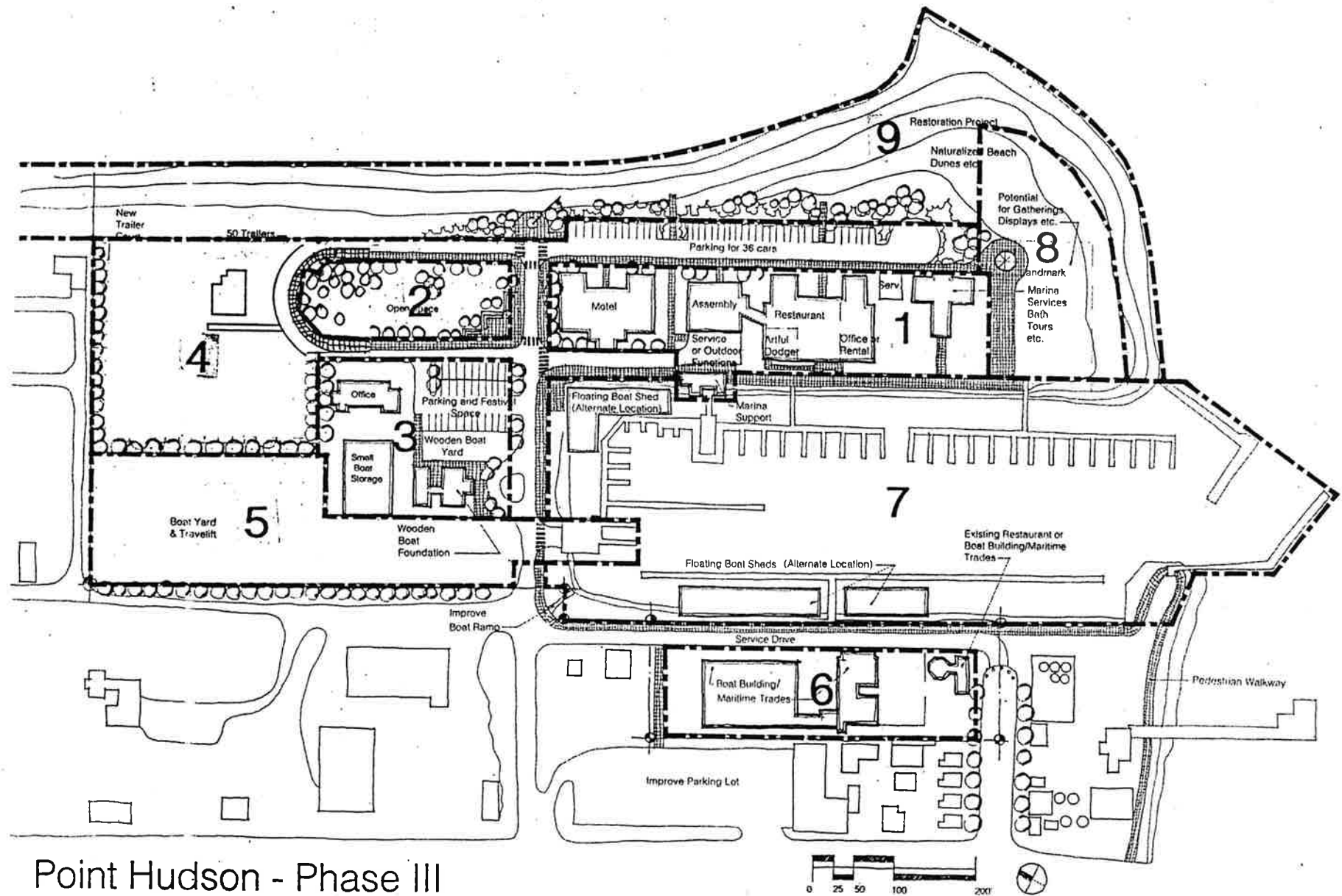
### Water-Related Uses

- Marine fabrication, including: sail and canvas accessory manufacture; spar and rigging construction; marine-oriented carpentry; construction of boats; and blacksmithing, block-making, and casting.
- Marine-related services. Functions necessary to serve in-water and on-land boat storage and working boatyards, including, but not limited to: boat dealers and brokers; boat rentals and charters; marine parts, supplies, and accessories; and diving rentals, classes, and merchandise.
- Marine transportation and water taxi.
- Utility lines serving waterfront uses.

### Water-Enjoyment Uses

- Public ecological and scientific reserves.
- Public waterfront parks.
- Public use beaches.
- Aquariums available to the public.
- Yacht, sailing, kayak club offices, and member services.
- Marine-oriented or natural history museums.
- Boat building schools or those oriented to marine trades.
- Restaurants available to the public as part of a mixed-use.

- Retail businesses housed in mixed-use projects designed to take advantage of a waterfront location, protect views of the water, enhance pedestrian traffic, and which display and sell merchandise oriented to marine uses, including, but not limited to: marine hardware; fishing tackle; marine chandlery; boat furniture; marine maps, books, magazines, and/or catalogues; and marine-oriented provisions and clothing.
- General marine services that are also part of mixed use projects that offer office and research functions contributing to marine activities including, but not limited to: marine research and environmental services; marine-oriented associations; marine-oriented laboratories and experimental facilities; specialized professional services to the marine trades; marine photography, printmaking, and chartmaking; marine documentation; and marine transportation operations.



Point Hudson - Phase III  
Figure III-1 Development Guideline Parcels

**Table III-1. Point Hudson Shoreline Use Matrix.**

Use	Parcel								
	1	2	3	4	5	6	7	8	9
1. Water-dependent boating (moorage, haul-out, etc.)	P	C <sup>(1)</sup>	P	P	P	P	P	X	X
2. Water-related boating (dry storage, boat repair, boat construction trades, etc., marine administration, etc.)	P	C <sup>(1)</sup>	P	P	P	P	P	X	X
3. Water-dependent, water-related, and water-enjoyment commercial (includes marine-oriented retail businesses, restaurant, resorts, and general marine-oriented services)	P	C <sup>(2)</sup>	C <sup>(1,2)</sup>	C <sup>(1)</sup>	P <sup>(6)</sup>	C <sup>(6)</sup>	X	X	X
4. Non-water oriented commercial (includes non-marine-oriented related offices)	C <sup>(2)</sup>	X	X	C <sup>(1,2)</sup>	X	X	X	X	X
5. Water-oriented public and educational (includes museums, schools, activity areas, US Coast Guard facilities)	P	P <sup>(1)</sup>	P	P	C <sup>(6)</sup>	C <sup>(6)</sup>	C <sup>(7)</sup>	C <sup>(7)</sup>	C <sup>(7)</sup>
6. Beach restoration	NA	P	NA	P	NA	NA	P	P	P
7. Public open space recreational structures (e.g., picnic shelters, amphitheaters, park structures, etc.)	P	P	P	P	P	P	P	P	X
8. Trailer courts	X	C <sup>(3)</sup>	X	C <sup>(3,4)</sup>	X	X	X	X	X
9. Permanent residential units	X <sup>(8)</sup>	X	X	X	X	X	X	X	X
10. Accessory Parking <sup>(4)</sup>	X	C <sup>(1)</sup>	C <sup>(5)</sup>	P	C	P	X	X	X

**Legend:**

P = Permitted Use

C = Conditional Use (see notes for special requirements)

X = Prohibited Use



### **Footnotes Indicated on Matrix**

1. May be permitted as a conditional use provided it conforms to a City approved development plan for parcels 2 and 3 that retains substantial open space oriented to the shoreline and to any surrounding structures.
2. As part of a mixed-use building which includes a substantial portion of water-oriented uses.
3. May be permitted as a conditional use provided the City determines that resulting revenues are needed to support operations of water dependent uses.
4. Subject to screening from neighboring properties (see Design Guidelines).
5. Provided parking area is configured to save as multi-use open space festival, outdoor display, and similar activities.
6. May be permitted provided use is compatible with industrial activities and supports marine-oriented activities. New water enjoyment activities are not permitted. Existing restaurants are permitted.
7. Interpretive signage and displays only.
8. A caretaker or manager residence for an approved use may be allowed.

**Table III-2. Applicable Design Guidelines by Parcel**

Applicable Design Guidelines	Parcel								
	1	2	3	4	5	6	7	8	9
Building Design (Type A, B, or C)	A	A	A	A or B	C	B	NA	A	NA
Height above grade (see definition) <sup>(1)</sup>	30'	30'	30'	30'	40' <sup>(2)</sup>	40' <sup>(2)</sup>	2' <sup>(3)</sup>	25'	0
Landscape (type X, Y, or Z)	X	X or Y	X or Y	X, Y, or Z	X	X	X	Y	Z
Visible Chain-Link Fencing Permitted	N	N	N	Y	Y	N	N	N	N
Open Storage of Building Materials, Boats, etc., Permitted	N	N	N	Y	Y	Y	N	N	N

**Notes:**

1. **Height:** A measurement from average grade level to the highest point of a structure. Television antennas, chimneys, and similar appurtenances are not used in calculating height, except where they obstruct the view of a substantial number of residences, or where the Port Townsend Master Program provides otherwise.
2. Towers of up to 100 square-feet may exceed the height limit by 10 feet provided that not building shall exceed a total of 50 feet.
3. The height of floating structures (e.g., boat houses) shall not extend more than 2 feet above the average grade at the top of bank nearest the structure at mean higher high tide.

The chart also indicates maximum permitted heights for each parcel and whether or not open storage and chain-link security fencing is permitted.

## Design Guidelines

Two categories of design guidelines are proposed for Point Hudson: (1) general design guidelines that apply to the entire site, and (2) parcel-specific design guidelines that vary for parcel to parcel. General design guidelines include requirements for parking and service area screening, signage, and view protection and are presented later in this section. The Design Guideline Matrix below indicates which design guidelines apply to each parcel. There are three sets of building design guidelines, each with a different emphasis:

- **Type A** preserves the small-scale, wood frame character of the US Coast Guard structures through relatively comprehensive design standards.
- **Type B** allows larger wood frame structures in keeping with the character of the Sail Loft building.
- **Type C** is intended for the marine-oriented industrial areas away from the boat basin and allows metal-sided, industrial buildings but control colors and finish of the building shell.

Similarly, there are three sets of landscape/site design guidelines.

- **Type X** emphasizes the vernacular, utilitarian quantities found near the boat basin.

- **Type Y** encourages some special landscaping features for more park-like uses and character.
- **Type Z** indicates native plant materials and minimal human-made elements.

## Building Design Guidelines

The guidelines below apply to new and existing buildings. They are intended to preserve and enhance the existing character of Point Hudson. Because the existing buildings form a unified grouping with a consistent character, the guidelines are relative prescriptive. However, the City may allow deviations from the guidelines if the proposal meets the Point Hudson goal statements and represents a unique situation or opportunity (for example, a glass pavilion to display wooden boats or picture windows to allow the public to view marine-oriented trades).

## **Type A: US Coast Guard Building Character**

### *General*

Emphasize the small-scale historical character of vernacular military structures. Building location and orientation should create a unified ensemble of structures with convenient access from building to building.

### *Roof Form*

Gable roof, approximately 4 in 12 slope. Dormers and clerestories permitted. Gable or shed roofs permitted on porches and additions. No visible mechanical equipment except small vents.

### *Materials*

Walls are to be wood clapboard siding 6 inches wide. Roofs are to be asphalt shingles (metal standing seam roof acceptable if operator institutes program to replace all roofs in the parcel in similar manner.

### *Windows*

Single or double hung with multi-paned fenestration similar to existing.

### *Doors*

Wood with or without glass. If glass, small-paned glass is preferred.

### *Architectural Features*

Wood railing with rectangular rails. Porch posts shall be cylindrical columns or square posts with stripped-down classical detailing. No awnings.

### *Additions*

Must match existing materials, details, and architectural character. Porches may be enclosed with glazing provided small paned fenestration is used. Architectural detailing must be consistent with original building.

### *Colors*

Select from City of Port Townsend approved samples: Building walls: white; roof: slate gray (dark); foundations: medium gray; architectural trim (window trim, door frames, railing, etc., porch columns, etc.): light, medium, and/or dark gray; window sash and mullions: light gray.

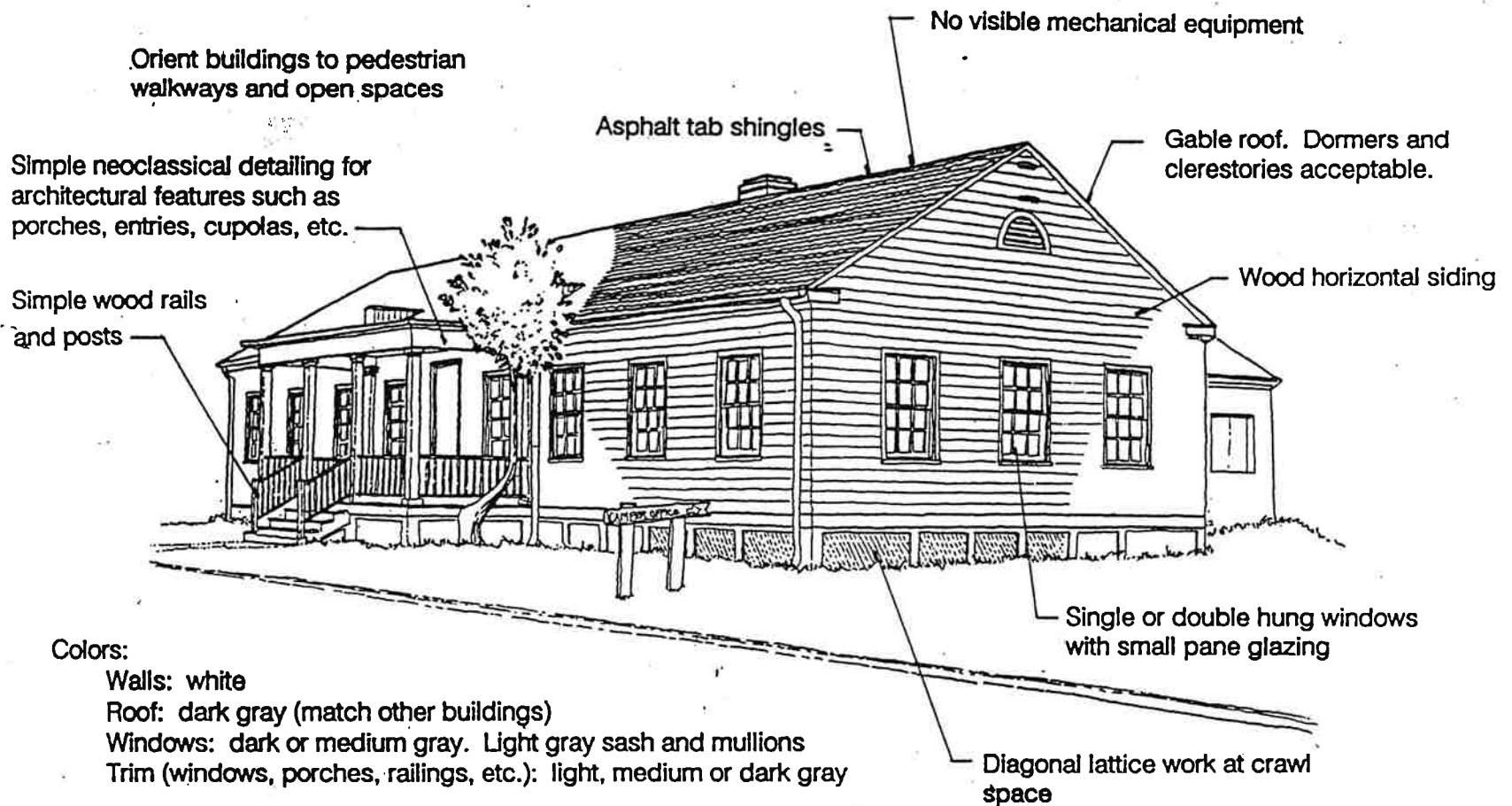


Figure III-2. Type A: US Coast Guard Character Building Design Guidelines

## **Type B: Historic Industrial Building Character**

### *General*

Emphasize the wood frame vernacular architectural characteristics similar to Type A, except that buildings may be larger and oriented to the shoreline or outdoor work areas. Building elements and equipment that support boat building activities such as large doors, hoists, towers, ramps, and clerestories are encouraged. The Sail Loft building offers a good model for new and renovated Type B structures.

### *Roof Form*

Gable hopped and/or shed roof forms. Towers, sheds, lofts, clerestories, dormers, and similar features permitted. Roof slope may vary from building to building, but should be consistent within each individual building. No visible mechanical equipment except vents.

### *Materials*

Walls should be wood clapboard or drop siding. Roofs should be asphalt tab shingles. Metal standing beam roofs (dark gray matte finish) are acceptable.

### *Windows*

Single or double hung with wood trim. Small paned fenestration preferred. Trim around windows should be at least 4 inches wide.

### *Doors*

Wood. Sliding doors acceptable.

### *Architectural Features*

Wood trim and railings. Simple bull-nosed woodwork. Classical details, coving, etc. is unnecessary. Trim around windows, doors, porches, etc. should be at least 4 inches wide.

### *Additions*

Must match existing materials and architectural character. Shed roofs are acceptable.

### *Colors*

Select from City of Port Townsend approved samples: building walls: white; roof: slate gray (dark); foundations and crawl space lattice: medium gray; architectural trim: light, medium, and/or dark gray.

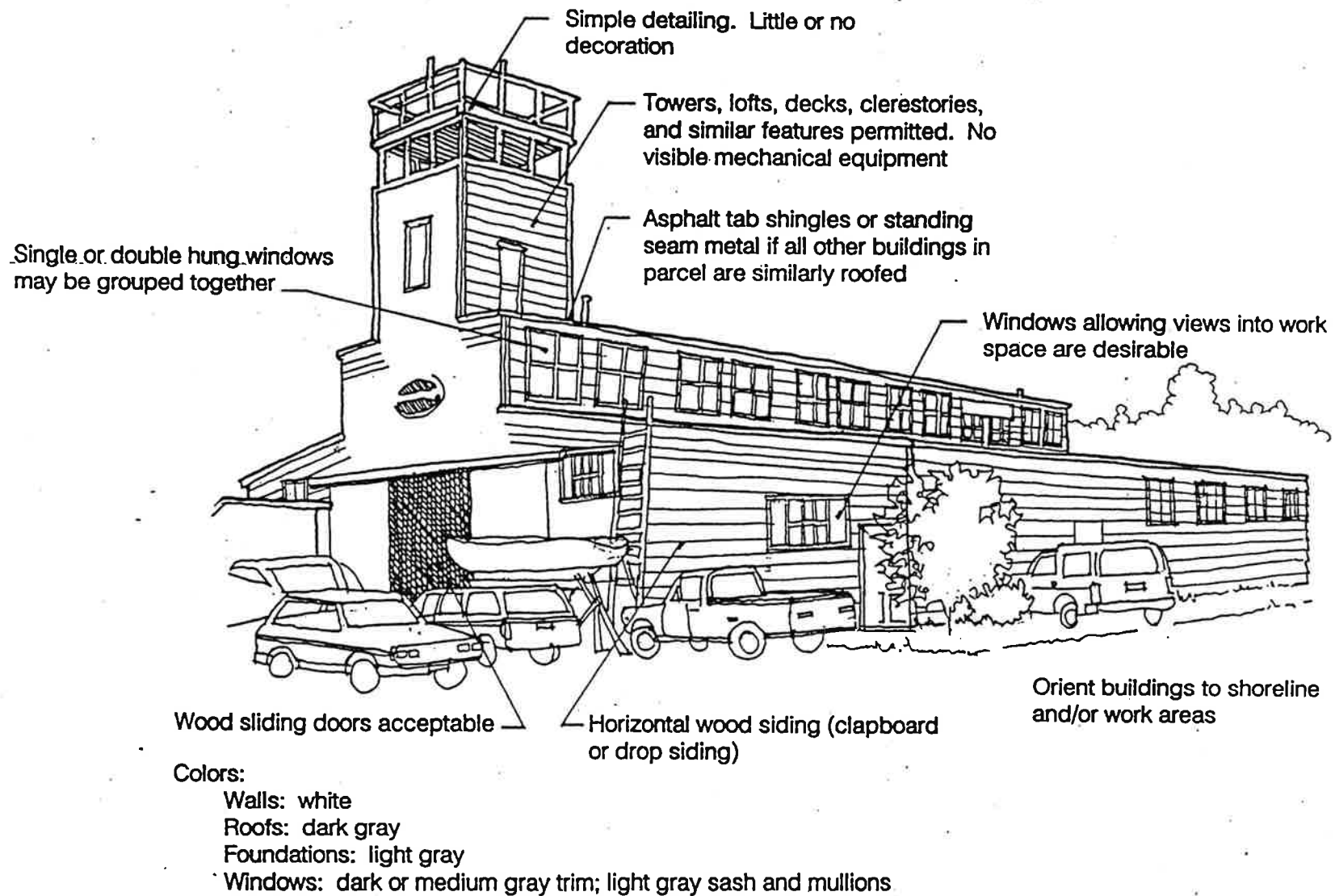


Figure III-3. Type B Historic Industrial Building Design Guidelines

## **Type C: Maritime Industrial Buildings**

### *General*

Even though these buildings will be located in less visible areas and their size, materials, and industrial character are different from historic structures, they should reflect the general building forms and building colors found throughout the site. Type C structures may include temporary or prefabricated buildings and sheds.

### *Roof Form*

Gable or shed. Flat roofs may be permitted provided the City finds that a functional or economic justification for such a roof can be made.

### *Materials*

Walls are to be metal or wood siding.

### *Roofs*

Asphalt tab roof or pre-finished metal.

### *Windows*

Wood or metal.

### *Doors*

Wood or metal. Sliding and roll-up doors acceptable.

### *Architectural Features*

Trim railings and other features are encouraged, but not required.

### *Colors*

Match colors selected for Type A and B structures as much as possible. Manufacturer's standard colors are acceptable, provided building walls are white. Color scheme includes: building walls: white; roofs: dark gray; other features: dark, medium, or light gray.



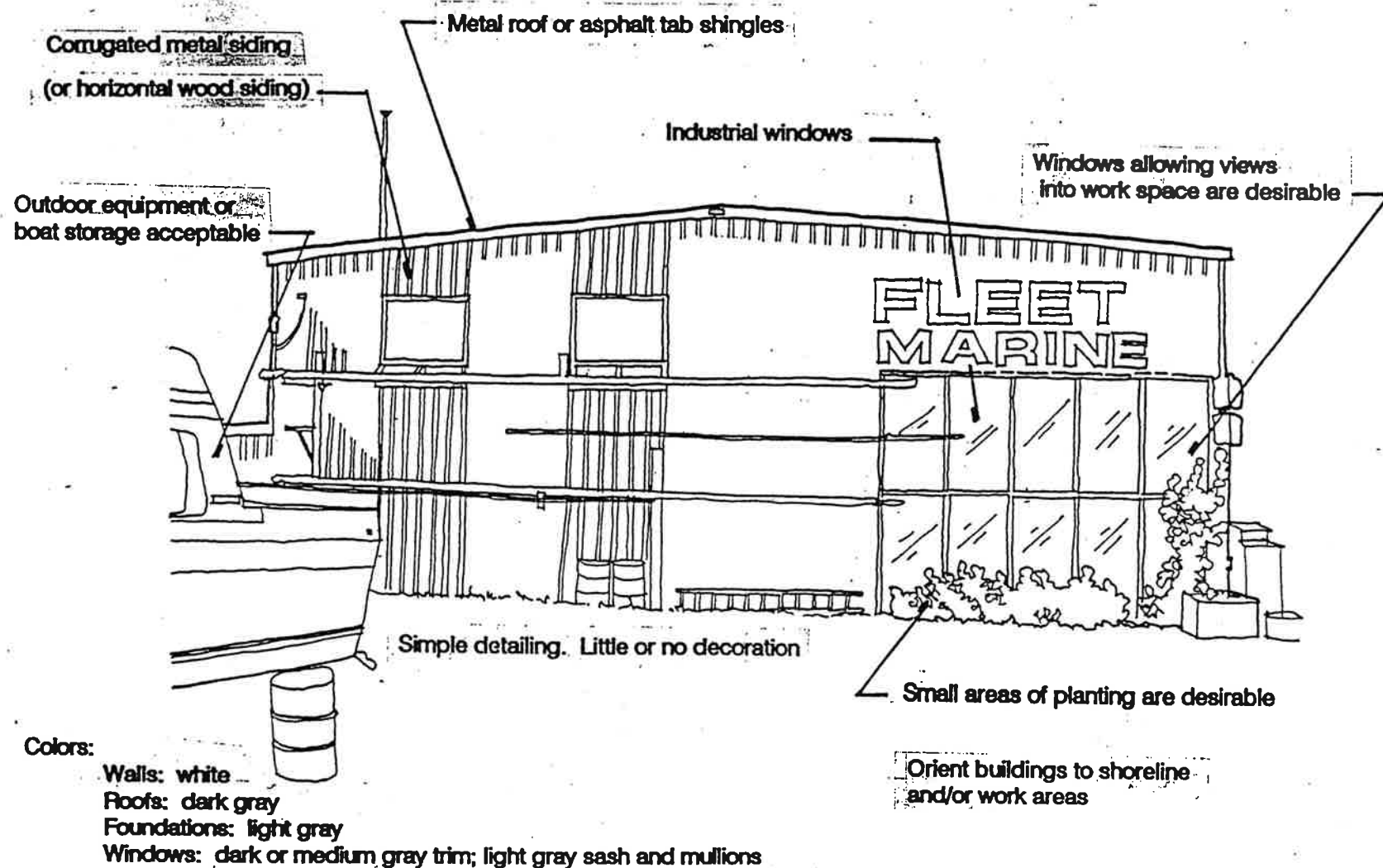


Figure III-4. Type C Marine-Oriented Industrial Buildings

## Site Design and Landscape Guidelines

The three classifications of site design guidelines below are intended to apply to the specific parcels within Point Hudson to create a diverse, but unified spectrum of site design qualities that support the various buildings and activities found there. As in the case of the building design guidelines, the City may find that there are special conditions or opportunities where it may be advisable to diverge from the guidelines. For example, even though utilitarian site fixtures are recommended for the restaurant building area, there may be the opportunity for outdoor seating that could benefit from special paving, lighting, and furniture.

## **Type X: Maritime Utilitarian Features**

### *General*

Emphasize general working qualities. Site design should increase connection of buildings and activities to the shoreline and organize buildings and spaces into functional groupings.

### *Paving*

Pedestrian areas should be standard concrete with 2 pounds of lamp block per cubic yard of concrete. Broom finish. Esplanade along shoreline should be at least 8 feet wide. Vehicle area paving in parcels 1, 2, 3, and 7 should be asphalt with concrete curbs and controlled drainage where possible. Parcels 4, 5, and 6 may feature gravel parking and storage areas if environmental regulations are met. The City may allow the incremental improvement of pavements to occur over time.

### *Plant Materials*

A very spare, formal landscape character, emphasizing lawn. Space between buildings is preferred. Limited use of trees or small shrubs and/or annual flower beds located symmetrically around buildings or pathways to frame views or open spaces are encouraged. Trees and shrubs should be selected from City approved list of hardy, easily-pruned species. Restrict species to not more than two types of trees and shrubs per each complex of buildings. Tree species should not grow over 35 feet tall and feature a compact form.

### *Lights and Utilities*

Wood light poles. Utilitarian site lighting (standard high pressure sodium fixtures or shaded pedestrian lights bracketed from wood poles or buildings (see sketch)). Underground utility wires where feasible. Desirable lighting levels: 0.5 foot candles, 2 foot candles at building entries at heavily-used pedestrian areas. Light fixtures should not extend above height limit for the given parcel.

### *Pedestrian Elements*

Seating and trash receptacles should be single, durable, and conveniently located. Decorative or historical styles are discouraged. Simple wood hand rails with steel supports are recommended where needed for safety. Finishes for site features should be galvanized or painted medium to dark gray.

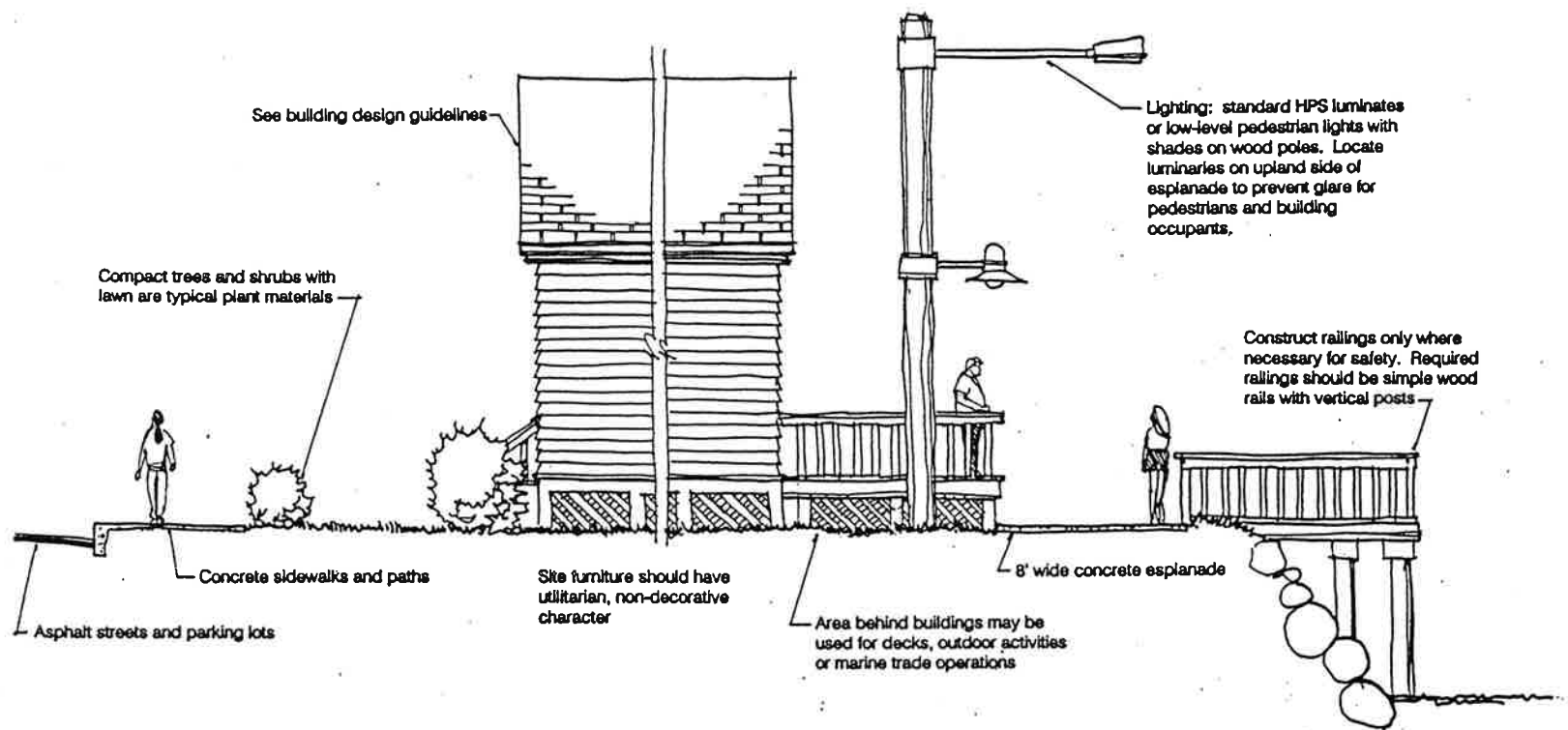


Figure III-5. Type X Maritime Utilitarian Site Design Guidelines

## **Type Y: Public Open Spaces**

### *General*

Type Y landscaping is intended for active open spaces such as the parade field and southeast corner of the point. The site design of Type Y spaces should be compatible with Type X features but may include elements that produce a more park-like setting. The site design should accommodate those activities such as parking, public festivals, assembly, etc. That are projected.

### *Paving*

Same as Type X except that special or unit paving may be desirable at focal points where special emphasis is desired.

### *Lights and Utilities*

Architectural area lighting such as light bollards, globes, or special fixtures may be appropriate. Lights may be mounted on metal or concrete poles. All utilities should be underground.

### *Plant Materials*

Formal and/or informal plantings of lawn, ground cover, trees, shrubs, and ornamental annuals. Plantings should preserve key view corridors.

### *Pedestrian Environment*

Same as for Type X, however other features such as artwork, raised planter beds, historical markers, fountains, play structures, gazebos, plaza areas, etc. are encouraged.

Materials such as brick and sand-blasted concrete are permitted so long as they do not detract from Point Hudson's overall character. The basic fixture colors and furnishes should be the same as for Type X except that additional colors may be utilized for special features or as an accent.

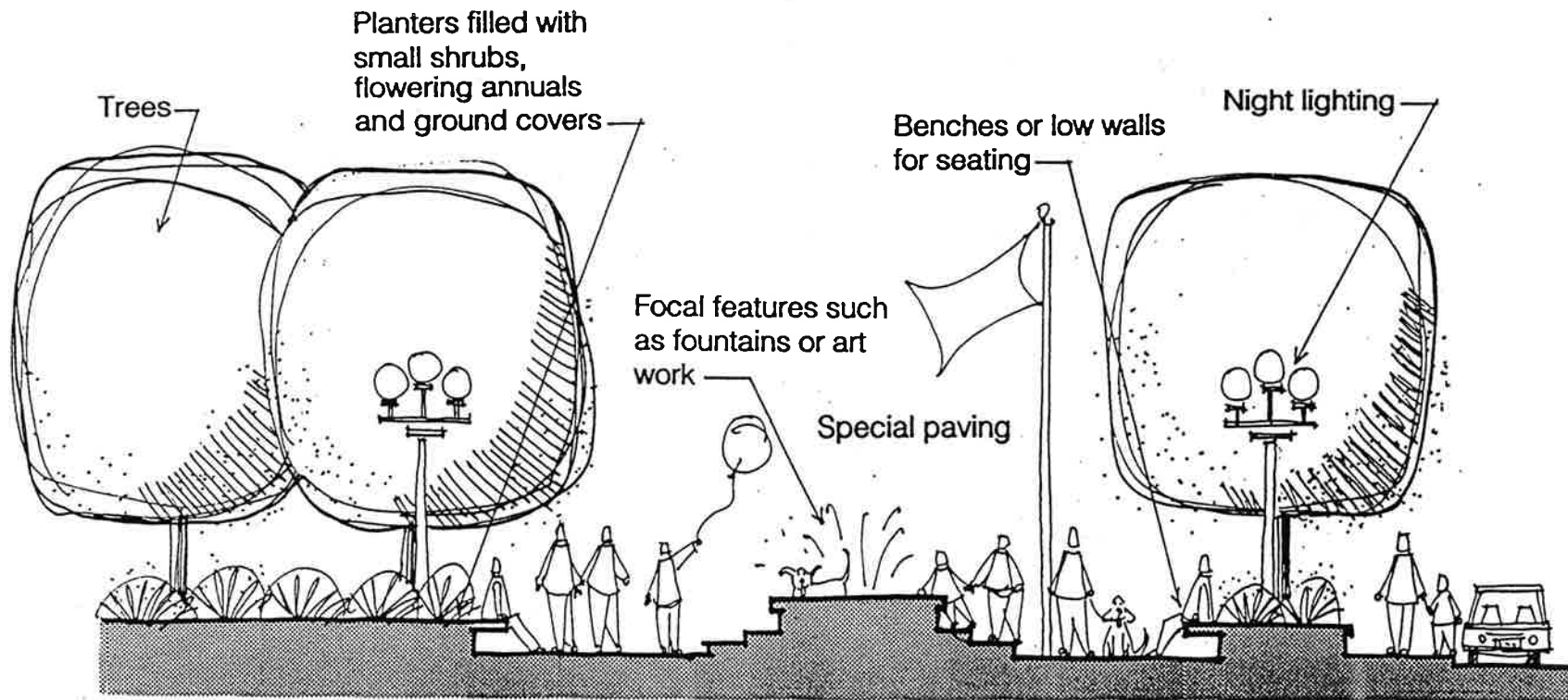


Figure III-6. Type Y Public Open Space Site Design Guidelines

### **Type Z: Naturalized Beach Areas**

#### *General*

The intent of this type is the restoration of shoreline areas to their natural condition. Any Type Z improvements undertaken should be done in conjunction with a shoreline ecologist because they will involve working with geohydraulic forces, native vegetation management, and wildlife habitat creation.

#### *Paving*

No vehicular paving. Minimal pedestrian trails where necessary consisting of boardwalk or asphalt path to encourage visitors not to destroy vegetation.

#### *Lighting and Utilities*

None.

#### *Plant Materials*

Native plants normally found in similar shoreline conditions.

#### *Pedestrian Elements*

Minimum necessary to protect beach ecology. Interpretive displays are encouraged.

Buffer this area and screen parking from view with shore pines and native shrubs

Enhance this area of beach with dune grasses and native plants

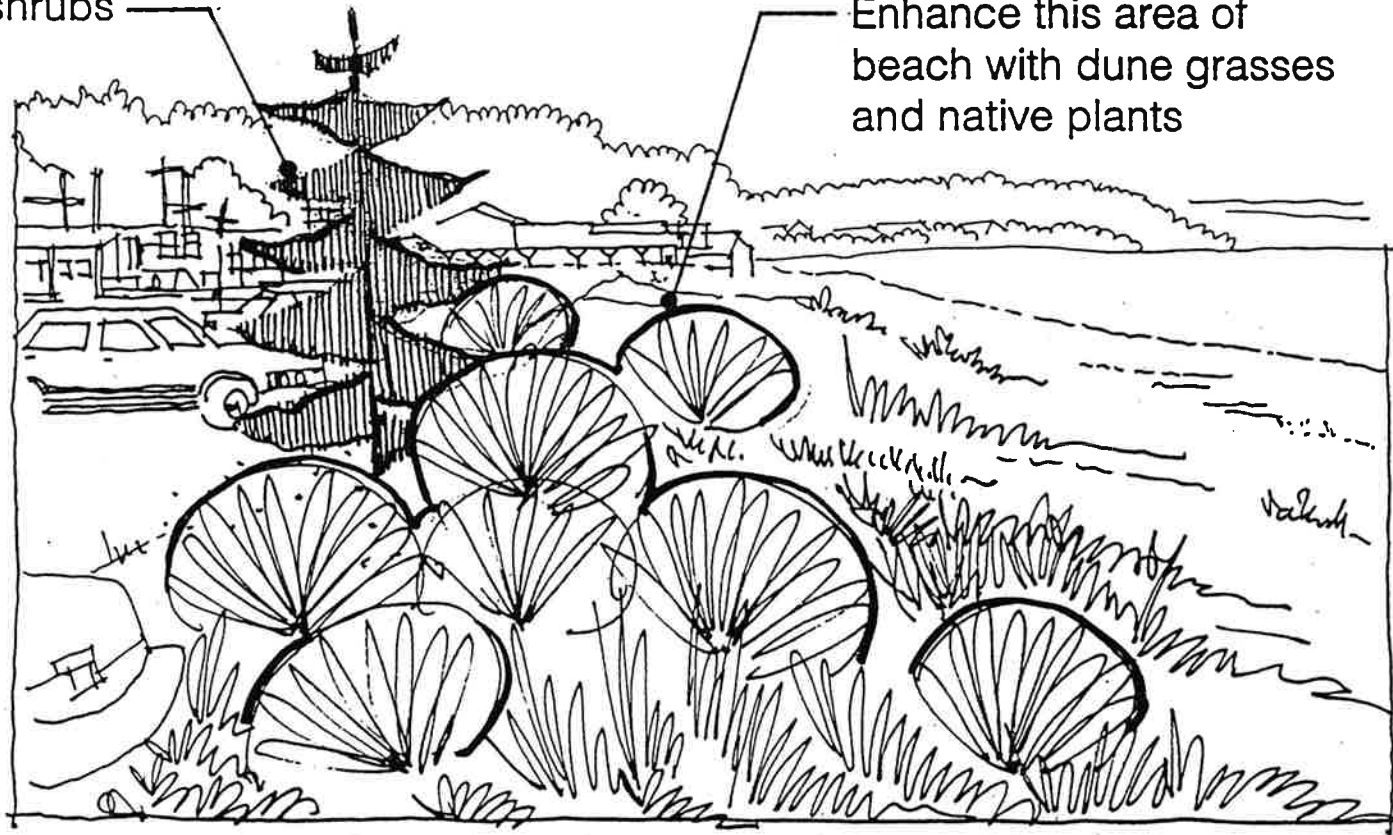


Figure III-7. Type Z Naturalized Beach Site Design Guidelines



## General Site Design Guidelines

### **Parking Area Screening**

All parking lots shall be screened from the shoreline and from principal pedestrian pathways by a planting screen at least 5 feet wide with shrubs planted in a pattern that will form a continuous screen at least 3 feet high within 3 years.

### **Boat Yard, Storage Area, and Trailer Park Screening**

All parking lots, trailer parks, storage areas, and boat building/repair areas in parcels 4 and 5 shall be screened from residential properties and from active pedestrian areas within Point Hudson (see Figure III-8). Exception: the City may eliminate the need for screening of marine oriented uses if it determines that such activities add a positive visual quality to the site and neighboring properties. The buffering shall consist of a planting strip at least 10 feet wide planted with a double row of evergreen trees at least 5 feet high which will grow to at least 15

feet high within 10 years. The City may require a particular species that will grow to a greater or lesser height to optimize views from residences and public areas. All service areas, dumpsters, mechanical equipment areas, and similar facilities shall be screened from view with vegetation or located away from pedestrian areas and open spaces.

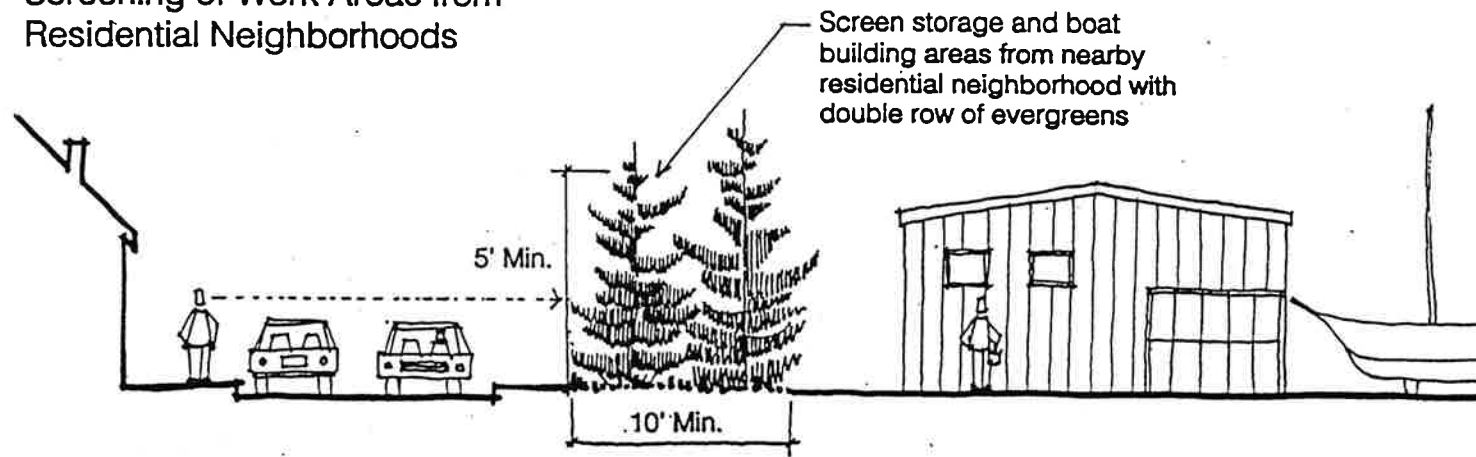
### **View Protection**

The principal view corridors and view sheds identified in Figure III-9 shall not be diminished unless the City determines a greater public benefit will result. Identified views may be enhanced. For example, a landmark structure such as a gazebo, light tower, or flagpole might be constructed at the on axis with the view corridor down Water Street.

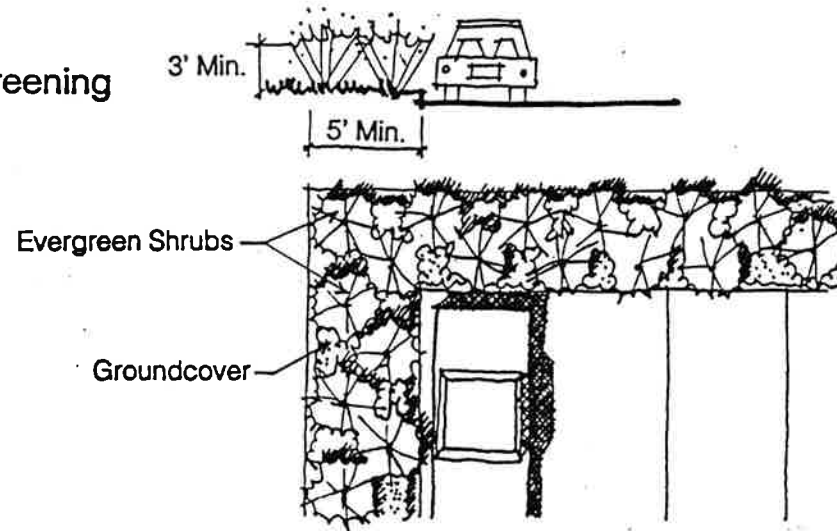
### **Signs**

The City of Port Townsend Sign Ordinance shall apply to Port Hudson except that the City may modify sign requirements to better fit the site's design character.

### Screening of Work Areas from Residential Neighborhoods

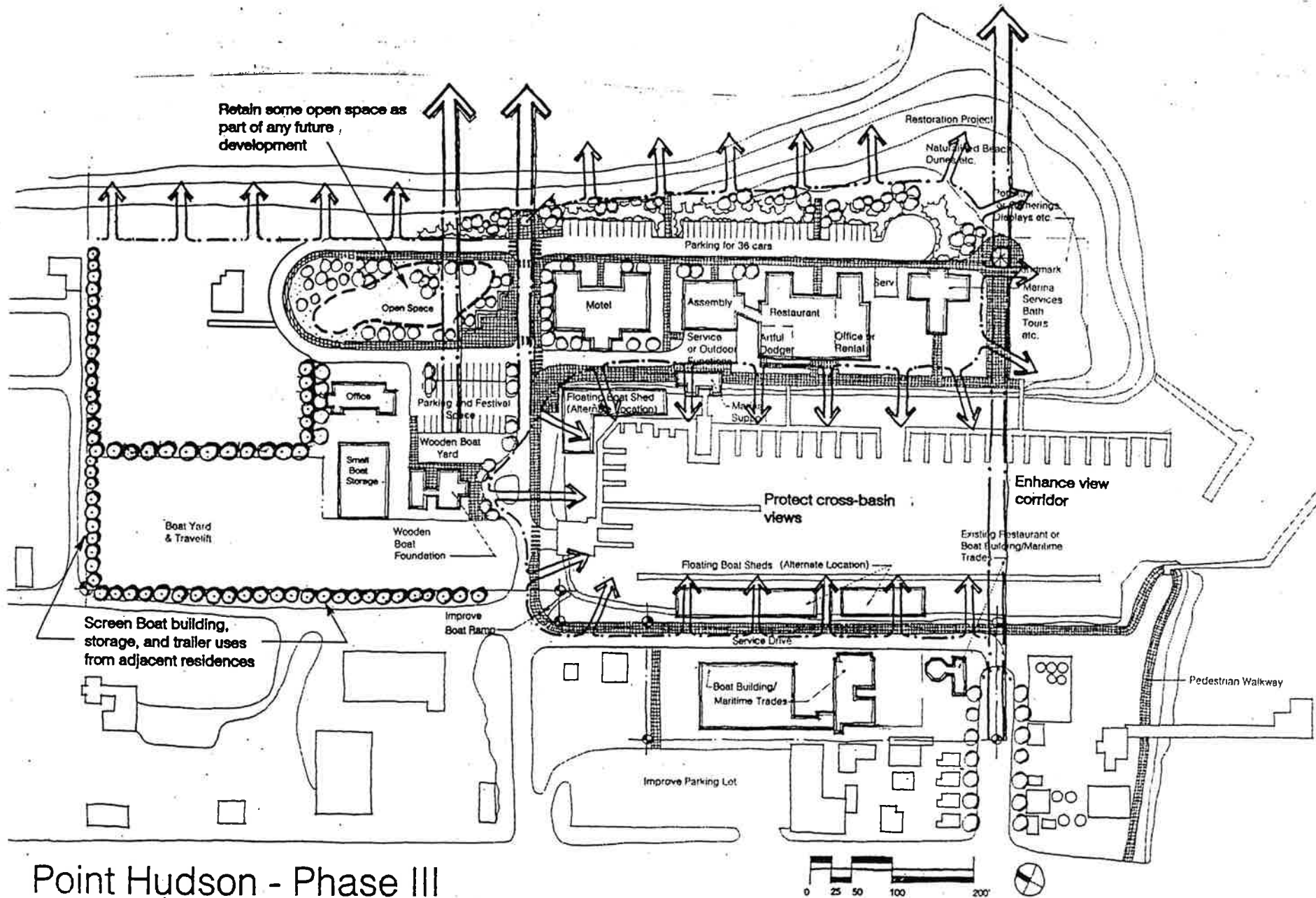


### Parking Lot Screening



Note: Service areas, dumpsters, and mechanical equipment must also be screened from view

**Figure III-8. Screening Requirements**



Point Hudson - Phase III

## Capital Improvements

Except for the boat basin and breakwater improvements, the success of this master plan does not depend on an extensive capital site improvement program. Nor is there much money allocated toward improvements to non-income producing parcels and common grounds, roads, and utilities. Capital improvements to the boat basin, boat yard, and vacant north lot are included as costs for those particular uses. It is envisioned that part of the \$100,000 for operating costs allocated per year would go to general maintenance of common facilities. The design guidelines are aimed at reducing site improvement costs by emphasizing utilitarian and standard site elements and landscaping treatments. However, the ultimate goals for Point Hudson depend upon substantial investment to public access paths, roadways, utilities, and open spaces over time. Some of the funds for these efforts can come from rent income, but this amount should be augmented from other sources. Table III-3 lists the development strategies and potential funding sources for each of the primary capital improvement items. The list at right outlines the programs in Table III-3. The Port, the operating entity (leasee, if applicable), and the City should work together to combine and secure funds for an incremental capital investment program. Phasing of each item will be on the basis of priority and available funding.

### Potential Capital Improvement Funding Programs

**City Contribution (City).** This category includes a variety of City sources for those public facilities benefitting the Port Townsend community, such as parks and open spaces.

**Aquatic Land Enhancement Account Grants (ALEA).** Washington Department of Natural Resources. Funding for water dependent public access/recreation projects. Local match of 25% is required with a maximum grant of \$75,000 per project.

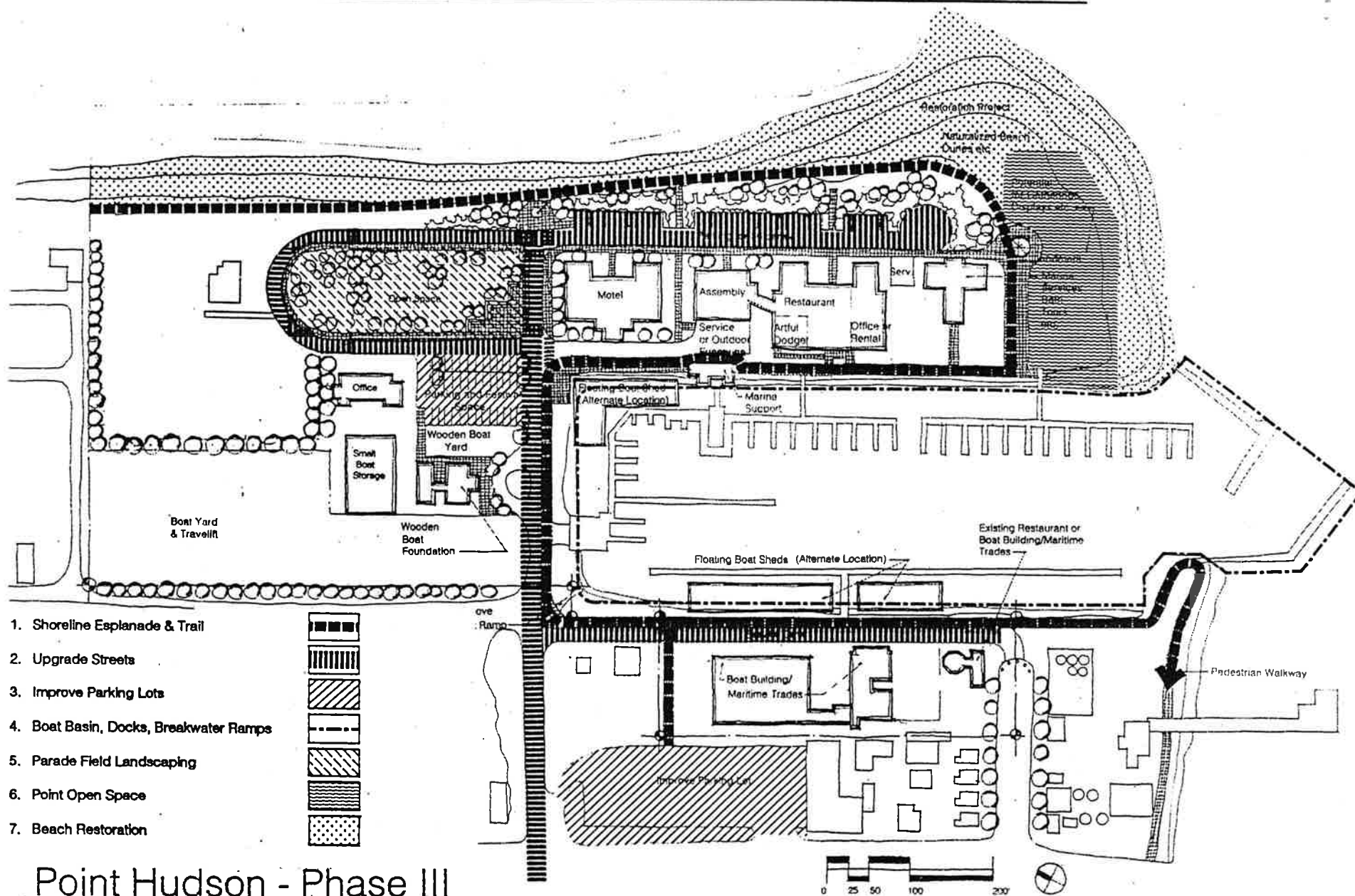
**Costal Zone Management Grants (CZM).** Washington Department of Ecology. Emphasis on improvements to local shoreline master programs and specific shoreline project planning.

**Community Development Block Grants (CDBG).** Washington Department of Community Development. Maximum grant awarded in a one-year period is \$500,000. Local match is not required, though thorough search for outside funds must be demonstrated. This source is commonly targeted to housing but may be suited for economic development projects.

**Community Development Finance Loan Programs (CDFP).** Washington Department of Community Development. Available to help businesses secure needed financing. This program focuses on business expansion, such as may occur in the Point Hudson area. Loans are available for real estate, new construction, renovation, major leasehold improvements, machinery, equipment and working capital. The City should help businesses access this funding.

**Community Economic Revitalization Board Grants and Loans (CERB).** Washington Department of Trade and Economic Development. Revolving grants and loans to support infrastructure improvements that will affect long-term employments. Eligible projects include sewer, water and access roads. No matching requirement exists, although this source considered a last resort alternative by the funding agency.

**Outdoor Recreation Grant-In-Aid Grants (IAC).** Washington Interagency Committee for Outdoor Recreation. Assistance to acquire, develop and renovate outdoor recreation facilities. Support aquatic lands access areas among other issues pertinent to the Urban Waterfront Plan. Funding is on a variable match basis, depending upon project type.



## Point Hudson - Phase III

Figure III-10. Capital Improvement Elements

Table III-3. Capital Improvements Plan

Capital Improvement Item	Priority/Development Strategy	Potential Funding Sources						
		A	B	C	D	E	F	G
		City (1)	ALEA	CZM	CDBG	CDFP	CERB	IAC (3)
1. Shoreline Water-walk and Pedestrian Trail	High priority for pedestrian access from town: construct segment between Water and Jefferson Streets and along Jefferson Street as soon as possible. Tie other sections to building improvements.	*	*	*(2)				*
2. Upgrade Streets	High priority for section between Water and Jefferson Streets. Convert into a limited access drive. Incremental improvements over time.				*	*	*	
3. Improve Parking Lots	Improve as demand requires. Two sites: (1) multi-purpose space near Wooden Boats, and (2) City lot. Connect City lot to Point Hudson.					*	*	
4. Boat Basin, Docks, Breakwater Ramps	Accomplish when necessary. Upgrade utilities. This has been included in financial analysis.				*	*	*	*
5. Parade Field Landscaping	When funds are available and trailers removed. Ultimately this may be part of marine-oriented trades/education campus.	*		*(2)	*			*
6. Point Open Space	This highly visible open space is unique in western Washington and should be enhanced. It could be the public anchor attraction bringing people to the site. High priority for matching fund acquisition and incorporation into the City's park planning.	*	*	*(2)	*			*
7. Beach Restoration	It may not take much physical work to accomplish this and it would definitely change the character of the site. Obtaining CAM planning grant to study should be a high priority.	*	*	*(2)	*			*
8. Utilities	Utility systems should not require much expansion. However, maintenance and environmental regulations could incur costs that are now unknown. An engineering assessment should be undertaken prior to lease re-negotiations.				*	*	*	

(1) Includes a variety of sources including parks development of maintenance funds, bonds for special public projects and joint public/private L.I.D. projects.

(2) Could fund planning and design.

(3) Especially relevant for boating facilities and open space.

## Management Options

The current lease agreement's expiration in 2002 offers the opportunity to redirect Point Hudson's management structure. Several options are available. Among them are:

1. Port re-negotiates a master lease for the entire site similar to current operations.
2. The Port operates the facility including marina and leases individual buildings to tenants and/or operates some businesses itself.
3. The Port leases at minimal cost to a non-profit entity who manages the site under the guidance of an oversight committee with City, Port, and citizen representatives.
4. The Port renegotiates the lease prior to 2002.

Other sub-strategies are also possible. The advantages and disadvantages of each options are listed in Table III-4.

## Management Objectives

Whatever management/operating strategy evolves from these options, the agreement should conform to the following objectives:

1. *Retain Point Hudson in Public Ownership.*  
This is a fundamental goal of the masterplan.
2. *Provide for Long-Term Flexibility.*  
While the masterplan is oriented toward preservation of existing assets, new opportunities will emerge and the Point will evolve gracefully over time to accommodate more marine-oriented, water-oriented public, and educational uses.
3. *Allow Operating Adjustments to Ensure Positive Cash Flow.*  
The economic analysis shows a rather narrow profit margin and there can be unexpected costs. Operating flexibility and efficiency will be key.
4. *Provide Maritime Tenants with Longer-Term Leases with Greater Rent Stability.*  
Current month-to-month leases greatly hamper their business practices and ability to invest.
5. *Retain Some Degree of Port, City, Public, and Maritime Community Involvement in the Decision-Making Process.*  
This may be done through an oversight committee tied to the lease operation or through a Port and City-enabled special review district. Public input and decision-making authority is a different issues that must be carefully considered.

**Table III-4. Advantages and Disadvantages of Management Structures**

<b>Management Structure</b>	<b>Advantages</b>	<b>Disadvantages</b>
Master lease to private operator/manager	<ul style="list-style-type: none"> <li>■ Private enterprise can provide most efficient management</li> </ul>	<ul style="list-style-type: none"> <li>■ Less control by public and Port on site development</li> <li>■ Less ability to procure grants and low interest loans</li> <li>■ Requires that the facility project a profit to justify risk</li> </ul>
Port operates facility and rents to tenants	<ul style="list-style-type: none"> <li>■ More able to provide long-term investment</li> <li>■ Better able to procure grants</li> <li>■ Able to coordinate marine-oriented use development with Boat Haven</li> <li>■ Some control by public could be attained through oversight committee</li> <li>■ Bonding capacity</li> </ul>	<ul style="list-style-type: none"> <li>■ Less efficient management due to public administrative requirements and wage controls</li> </ul>
Port leases to non-profit organization which answers to Port, City, citizens, and tenant group representative	<ul style="list-style-type: none"> <li>■ Responsive to a variety of concerns</li> <li>■ Able to procure grants</li> <li>■ Does not require profit motive.</li> </ul>	<ul style="list-style-type: none"> <li>■ Consensus decision making can be cumbersome</li> <li>■ No bonding capacity and limited financial resources</li> </ul>



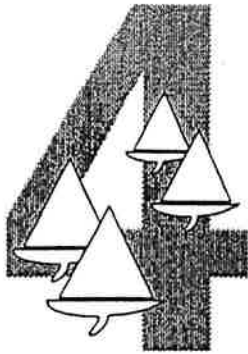
## Complimentary Off-Site Actions

Point Hudson is a cornerstone in the City's Urban Waterfront Plan and is integrally related to its surrounding properties. Therefore, several City-sponsored actions are recommended to support this master plan's on-site improvement efforts, to improve the fit between Point Hudson and its neighbors and to facilitate Point Hudson's key role in the City's waterfront development. They are:

1. Assure that land uses and shoreline development adjacent to Point Hudson are compatible with marine-oriented uses.
2. Study the general economic performance of local marine-oriented trades and services on a periodic basis to ensure this key economic sector receives necessary support to prosper. Undertake a marine-oriented industries economic development strategy.
3. Pursue an aggressive parking/traffic strategy for Point Hudson. The master plan depends on off-site parking and/or better shuttle/transit service to provide easy access to Point Hudson.

**Note:** The committee was not in unanimous agreement to make any off-site recommendations. A majority vote (7 in favor and 5 opposed) endorsed the above off-site recommendations.





# THE FUTURE OF POINT HUDSON

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The vision that has directed the Point Hudson Advisory Committee's efforts over the past two years has not only been about collections of buildings, activities, and amenities. Rather, it is the deeper appreciation of Point Hudson's unique potential to fulfill multifaceted role within the local and regional community. If this Master Plan is successful, Point Hudson will be:

- **The Downtown's Water Connection**

Though Port Townsend has a number of shoreline access features, none will match Point Hudson's expansive views, natural beaches, gathering spaces, and variety of water-oriented educational, recreational, and commercial activities.

- **A Window onto the Maritime Trades**

Other communities have developed marine-oriented museums with displays and exhibits. Point Hudson can offer visitors a glimpse into the real world of marine-oriented trades. Today, the observant visitor strolling through the site can watch state-of-the-art boat building activities. With a little effort, Point Hudson can offer an integrated picture of the marine-oriented crafts and a greater appreciation of the activities and people working there.

- **A Gateway for the Boating Community**

Transient moorage and a strategic location on the Strait of Juan de Fuca make Point Hudson a popular port-of-call for boaters. High quality services and good downtown connections will enhance Port Townsend's identity and best tap this economic opportunity.

- **A Critical Niche in Port Townsend's Spectrum of Maritime Activities**

As Port Townsend seeks to expand the international reputation of its marine-oriented industries, Point Hudson will become an increasingly important component in Port Townsend's spectrum of boating facilities. It is an ideal place to showcase local boat building capabilities, provide space for small craft work and incubator businesses, and associate the trade's identity with Port Townsend's downtown.

- **A Historical Legacy**

Point Hudson, which has played a vital role in the City's history, offers a unique opportunity for both residents and visitors of the area to experience the marine-oriented heritage of the area. It is also a legacy for future generations.

**WINDOW TO MARITIME TRADES:**

Enhance opportunities for visitors to gain greater appreciation of maritime trades.

**A CRITICAL NICHE IN PORT TOWNSEND'S MARITIME ACTIVITIES:**

Optimize the use of the site to provide for special maritime trade needs and showcase local maritime activities.

**A GATEWAY FOR THE BOATING COMMUNITY:**

Upgrade marina services and connections to town so that Point Hudson's and community's identity are both upgraded.

**DOWNTOWN'S WATER CONNECTION:**

Remove trailers and improve open spaces and connect the complex with an esplanade to create Port Townsend's premier public shoreline resource.

**Figure IV-1. Point Hudson: A View of the Future**