

# Sims Way Gateway and Boatyard Expansion Project

Joint meeting of the Port of Port  
Townsend, Jefferson County PUD, and  
the City of Port Townsend



September 12, 2022

# Overview



Port Prop. Line

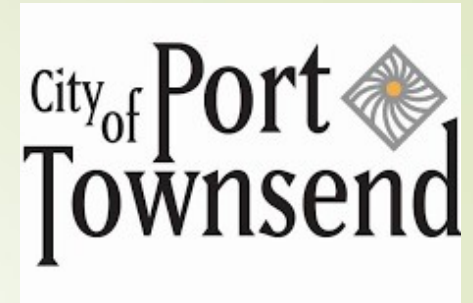


Transmission  
Powerlines

Burned leaves  
from power lines

Photographs illustrate conditions in the summer of 2021 when problem between powerlines and wires were first raised in the boatyard.





3

# A Multi-Agency Partnership Project

# A Year of Learning



Much has been learned over the course of a year including details about boatyard operations, safety requirements, tree health, soil conditions, aesthetic considerations, constructability, and much more.

# Appreciation

The Project Team would like to say, “Thank you!” to all of the Stakeholders who generously volunteered considerable time and brought diverse perspectives to the table to help shape and develop the materials. Stakeholders include:

- ▶ Joni Blanchard (boatyard works)
- ▶ Forest Shomer (arboriculture and Kah Tail Nature Park experience)
- ▶ Ron Sikes (Audubon and Kah Tai Nature Park experience)
- ▶ Russell Hill (constructability and design)
- ▶ Steve Mader (urban forestry, landscape, and environmental stewardship)
- ▶ Dan Burden (complete Streets/multimodal transportation)
- ▶ Jennifer Rotermund (PRTTAB liaison, arboriculture, and landscape arch.)
- ▶ Arlene Alen (Chamber of Commerce and tourism)
- ▶ Sarah McQuillen (overall design)

# Meeting Objective & Decision-Making Process

1. Provide a comprehensive overview of the efforts for this project over the last year.
2. Present a preferred design concept alternative for Board consideration.
3. Receive public comment on the project.
4. Request approval of a memorandum of understanding by the elected bodies of each of the three partners in support of implementing the preferred design concept alternative.

# Agency Roles

## Basis for Successful Partnerships

### Four Key Partnership Points:

1. Recognition that Port, PUD, and the City serve the same people, but with specifically different purposes as set forth in the authorizing laws of Washington State.
2. Successful partnerships rely on recognizing and respecting each agency's specific purpose and goals for the partnership project.
3. Successful partnerships seek to find overlapping benefit for each agency's purpose in the project.
4. The result of successful partnerships are coordinated and cost effective outcomes.

These partnership principles will be reflected upon often during the process of developing options for this project.



# Agency Roles: Port

## Partnership: Recognizing Differences



### Special Purpose of Port Districts (Title 53 RCW):

Ports Districts own, build, operate, and maintain harbors, airports, and other Port-owned properties. Ports support economic development through infrastructure development, leading to job creation.

A primary requirement of a Port is to receive revenue from its assets to cover operational costs while still promoting and facilitating commerce. Ports that create a return on their investments are sustainable since they receive little tax support.





# Agency Roles: PUD

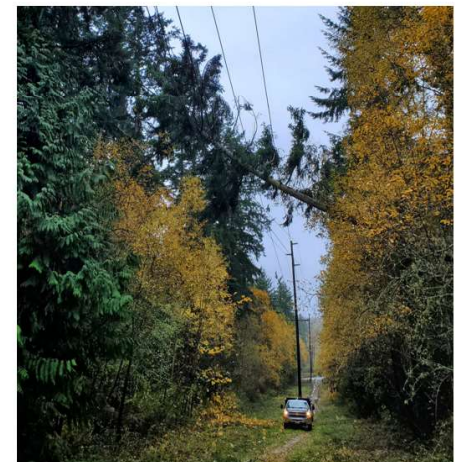
## Partnership: Recognizing Differences



### Special Purpose of Public Utility Districts (Title 54 RCW):

PUDs are specifically created to operate, build, and manage utility infrastructure including electric, water, sewer, and broadband.

PUDs operate almost exclusively on fees for services or rates collected from customers. The only time PUDs receive tax dollars is associated with grants and loans for infrastructure.



# Agency Roles: City

## Partnership: Recognizing Differences

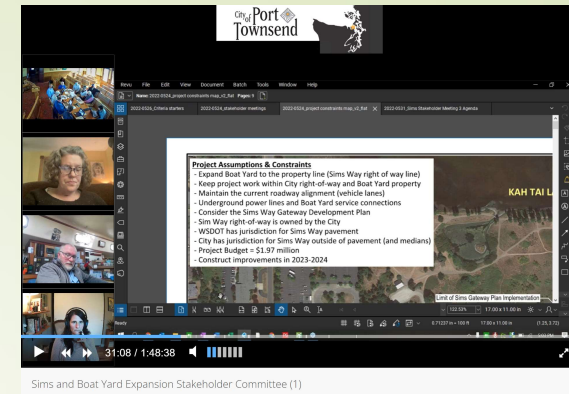
### General Purpose of City Government (Title 35 RCW):

Cities purposes are broad in that they provide for the operation, maintenance, and construction of public infrastructure, promote commerce, and provide utilities services similar to Ports and PUDs. However, cities also provide general public services such as, parks, police, streets/transportation, planning/building services, and for the general health and public safety of densely populated areas.

Cities are different from Ports and PUD is that most of the city's revenue is from general taxation from sales, property, B&O, and utility taxes. This means the city has less limitations about use of funds so long as there is a public benefit.



# Public Participation



The public participation plan for development of the preferred alternative design concept was executed with the objective of providing transparent discussions based on diverse perspectives in order to derive the best possible outcomes for the community. The following points are key elements were deployed to accomplish the objective:

- Convene a stakeholder committee of volunteers with diverse perspectives and video record all stakeholder meetings
- Solicit and collect comments continuously throughout the process. Create a comments log with responses.
- Hold a public open house showing preferred design concept.
- Post reference materials, meeting agendas and videos, and notices on a project website. [www.cityofpt.us/engagePT](http://www.cityofpt.us/engagePT)



# Background/Timeline

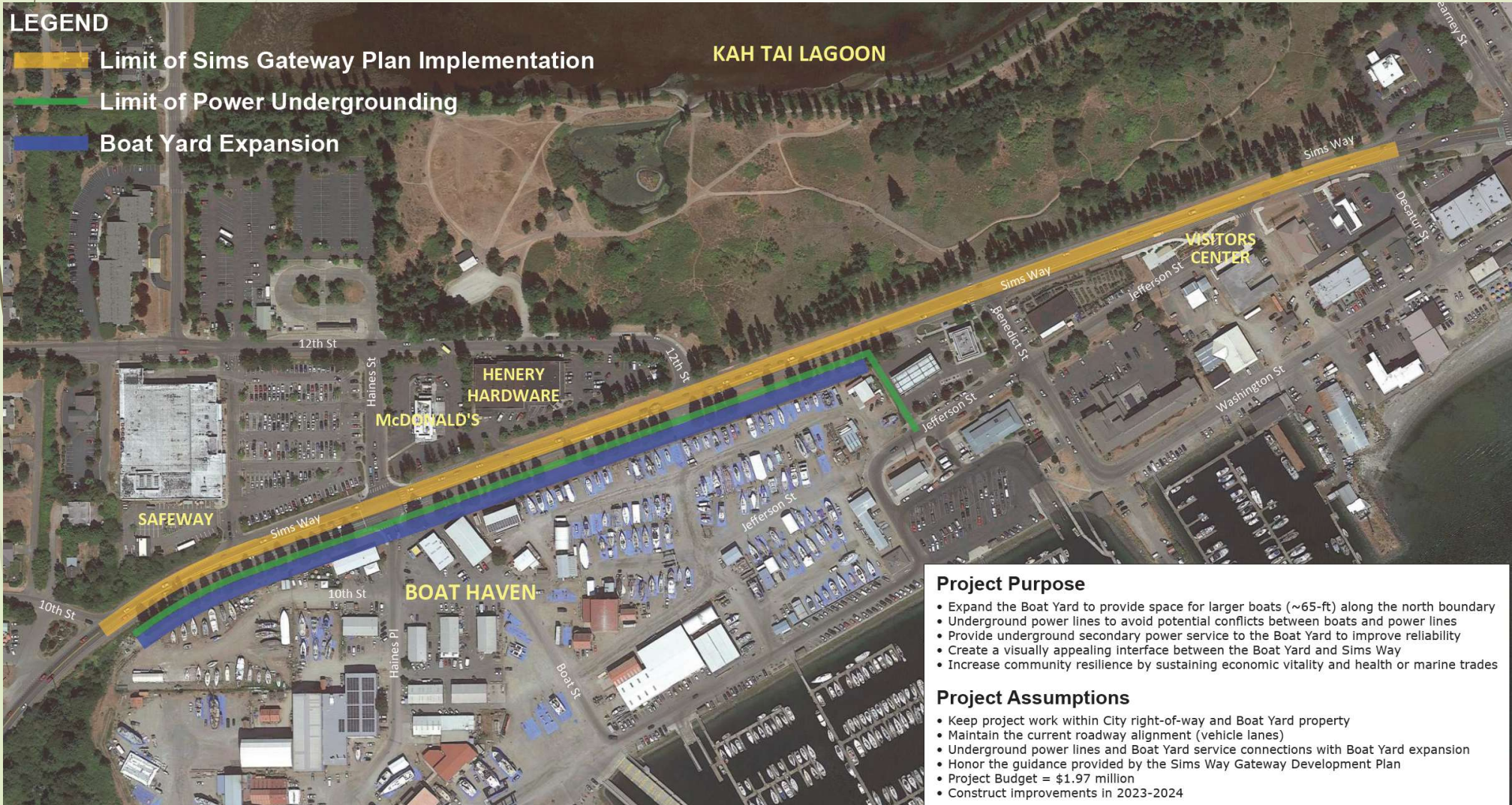
- Concern of powerlines and boatyard safety raised in July of 2021
- Boatyard expansion, powerline undergrounding, and Gateway implementation plan project scope of work developed and presented to Parks, Recreation, Tree, and Trail Advisory Board on 8/24/21
- Same presentation provided to City Council on 9/20/21 and submittal for Jeff. Co. Public Infrastructure Funding (PIF) Grant approved.  
[https://cityofpt.granicus.com/GeneratedAgendaView.r.php?view\\_id=4&clip\\_id=2290](https://cityofpt.granicus.com/GeneratedAgendaView.r.php?view_id=4&clip_id=2290)
- PIF Grant in the amount of \$1,000,000 submitted and approved on November 2, 2021 by PIF funding board.

# Background/Timeline

- Town Hall meetings held on:
  - 11/10/21 – Video link  
[https://cityofpt.granicus.com/player/clip/2307?view\\_id=4&redirect=true](https://cityofpt.granicus.com/player/clip/2307?view_id=4&redirect=true)
  - 12/15/21 – Video link  
[https://cityofpt.granicus.com/player/clip/2318?view\\_id=4&redirect=true](https://cityofpt.granicus.com/player/clip/2318?view_id=4&redirect=true)
- Stakeholder committee of volunteers assembled in February of 2022
- 8 stakeholder meetings held between April and August of 2022. Meetings video recorded and available on engagePT website.
- Public Open House to present preferred design concept alternative held at the Uptown Community Center on August 6, 2022. Displays available on engagePT website.
- Parks, Recreation, Trees, and Trail Advisory Board August 23, 2022, provided recommendation of preferred alternative.



# Project Limits





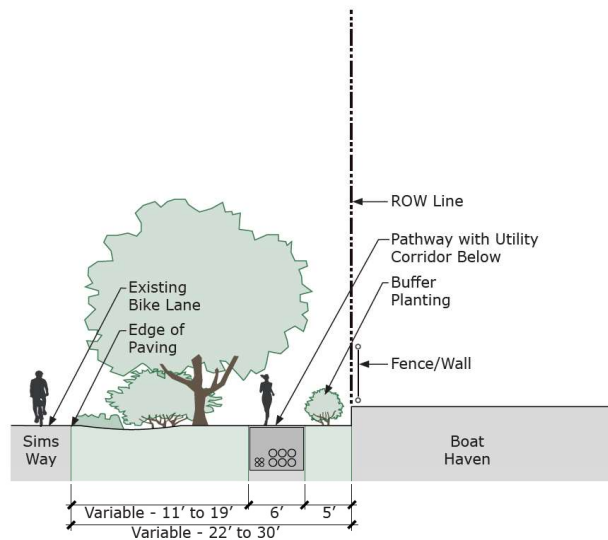
# Sideboards & Project Limits

Key Sideboards include:

- No work within limits of pavement unless a proposed crossing which needs WSDOT concurrence.
- No work in the Kah Tai Nature park except to address trees straddling right of way line
- Project must accomplish goals of boatyard expansion and undergrounding of power.
- Consistency with intent of adopted plans, policies, and codes.
- Project budget \$1.97 Million

# Range of Alternatives Considered

## Full Expansion



### Description

- Expands the Boat Yard to the right-of-way (ROW) line
- Power and utility services connections placed underground
- Pedestrian facilities added to the south side of Sims Way
- Poplars on the south side of Sims Way replaced with "parkway" planting

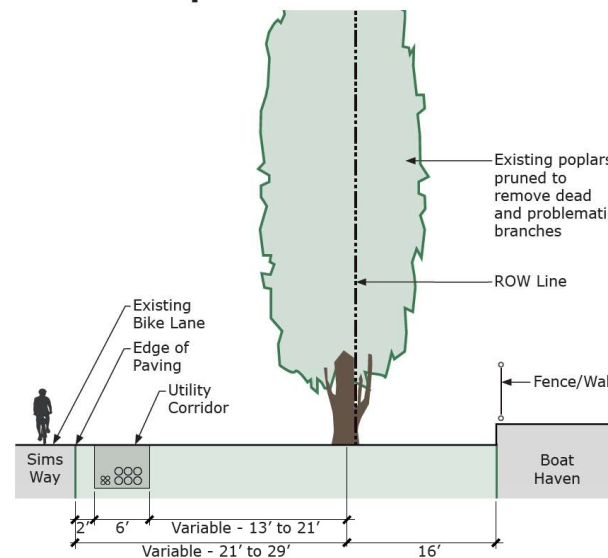
### Pros

- Maximizes opportunities for employment growth (up to 20 jobs)
- Creates space for larger vessels and projects that employ local marine trades
- Allows the Port to maximize efficient use of its property
- Replaces poplars on the south side of Sims Way with "parkway" plantings

### Cons

- Removes all poplars within the expansion area

## Partial Expansion



### Description

- 20' Boat Yard expansion provides opportunity for job growth – but less than Option #1
- Power and utility services connections placed underground
- No pedestrian facilities added to the south side of Sims Way
- Retains poplars on the south side of Sims Way – dependent upon individual tree health

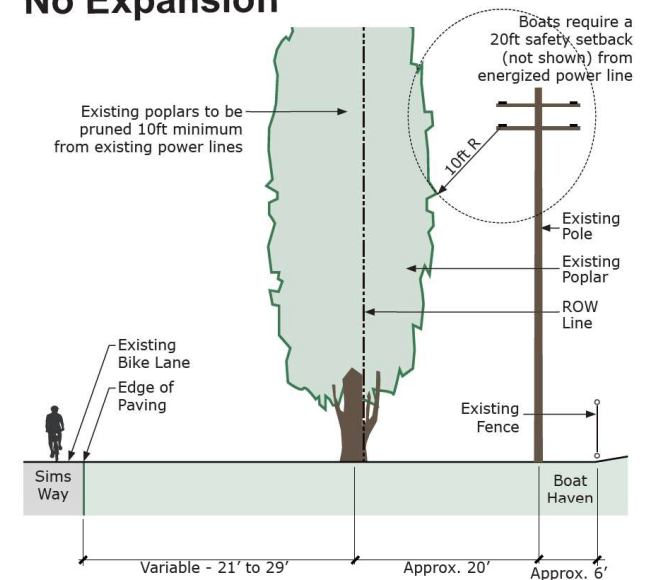
### Pros

- Preserves poplars – and "corridor" entrance into town

### Cons

- Placing utilities underground could adversely affect individual tree health – accelerating tree mortality
- Vessels placed closer to poplar trees – creating challenges for refinishing and refit work
- Limits opportunities to expand marine trades and economic activity

## No Expansion



### Description

- No Boat Yard expansion (fence line remains in current location)
- Trees trimmed substantially to provide safety clearance - above-ground power lines reenergized
- No pedestrian facilities added to on south side of Sims Way
- Retains poplars on the south side of Sims Way (depending on individual tree health)

### Pros

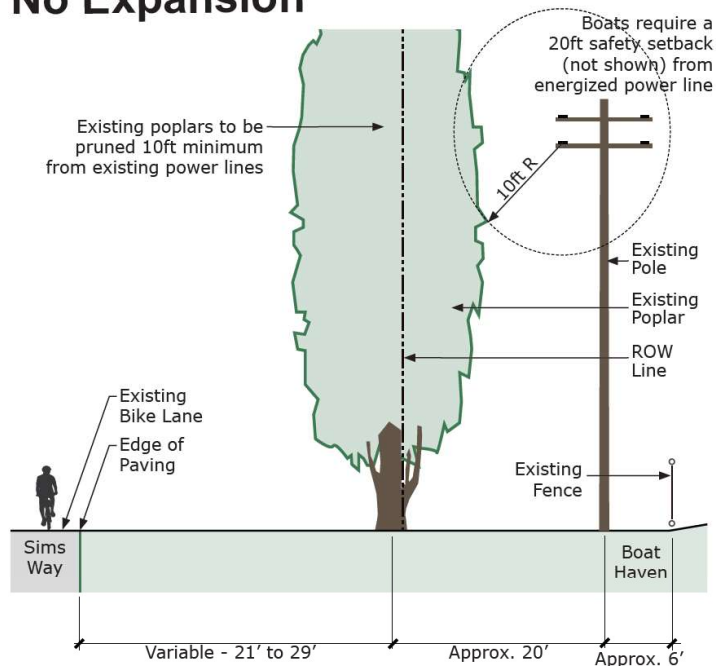
- Preserves poplars – but trimming will stress trees and change aesthetic by reducing canopy size

### Cons

- Safely reenergizing existing overhead power lines requires:
  - ◊ Trimming to ensure a 10' radius from tree canopy to power lines
  - ◊ Dedicating a 20' setback from vessels to power lines will substantially reduce Boat Yard space
- Initial and recurrent tree trimming will adversely affect tree health

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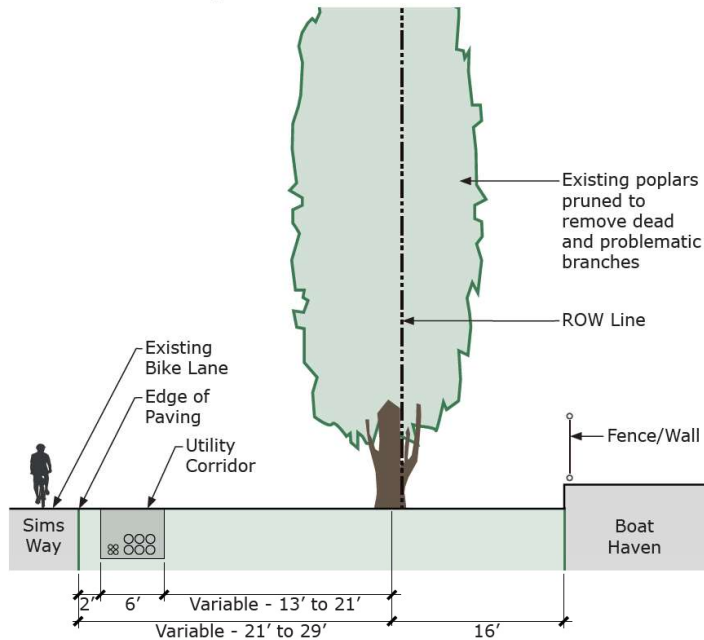
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  - ◊ Dedicating a 20' setback from vessels to power lines will substantially reduce Boat Yard space
- Initial and recurrent tree trimming will adversely affect tree health

Based on what has been learned about safety requirements for operating around high voltage powerlines, doing nothing results in significant impacts to the trees in terms of pruning and to the boatyard in terms of setbacks to the traveling crane. Effectively, row of boats along the fence would be reduced by 10 to 20 feet.



# Range of Alternatives

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### Pros

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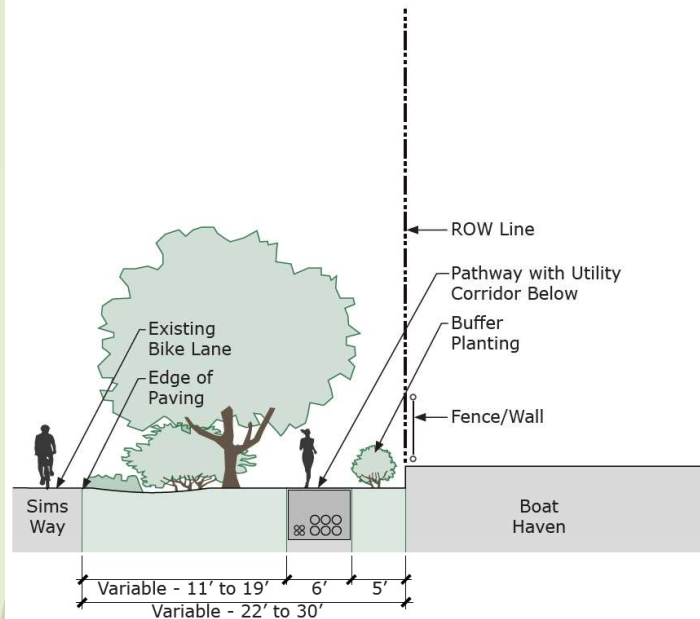
### Cons

- Placing utilities underground could adversely affect individual tree health – accelerating tree mortality
- Vessels placed closer to poplar trees – creating challenges for refinishing and refit work
- Limits opportunities to expand marine trades and economic activity

Partial expansion is an option, however, concerns were raised concerning the proximity of the boats to the existing trees. A partial expansion results in trees directly overhanging the boats. Partial expansion also puts additional stress on the already relatively stressed trees by placing fill over the critical root zone.

# Range of Alternatives

## Full Expansion



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- Expands the Boat Yard to the right-of-way (ROW) line
- Power and utility services connections placed underground
- Pedestrian facilities added to the south side of Sims Way
- Poplars on the south side of Sims Way replaced with "parkway" planting

### Pros

- Maximizes opportunities for employment growth (up to 20 jobs)
- Creates space for larger vessels and projects that employ local marine trades
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### Cons

- Removes all poplars within the expansion area

Full expansion best meets the objectives of the project including creating an environment for healthy vegetation. The remainder of the presentation illustrates full expansion because it is the preferred alternative.

# Project Principles

- Plans, policies, and codes
- Facilitate future improvements
- Multimodal mobility
- Boatyard considerations
- Aesthetics – Gateway, Parkway
- Stormwater
- Soils
- Existing tree health
- Tree replacement
- Existing tree recycling
- Plantings and species selection



# Project Principles: Plans, Policies, and Codes

Respecting the intent of the following adopted plans is an important element of the project development of a preferred alternative. These plans serve as guidance documents that are intended to balance various objectives. They differ from City code in that they are not intended to be literal. Following City codes are required elements of the project.

# Project Principles: Comprehensive Plan (2016)



#### Adopted Sub Area Plans

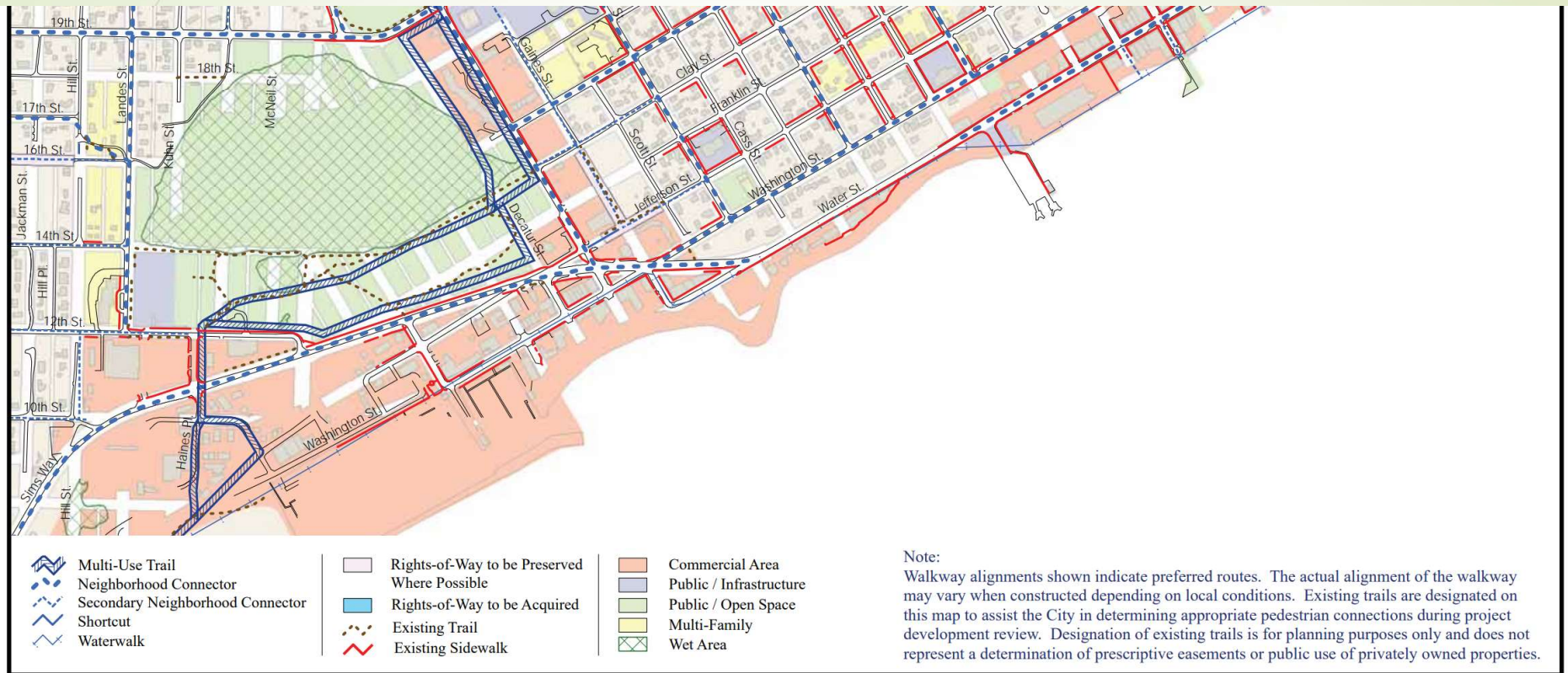
- Gateway Development Plan 1993
- Urban Waterfront Plan 1990

#### Conceptual Sub Area Plan

- Howard Street Corridor

The Comprehensive Plan adopts all other city plans by reference including the relevant Non-motorized, PROS, Gateway Dev. Plan.

# Project Principles: Non-motorized Plan (1998 & 2011)



CITY OF PORT TOWNSEND

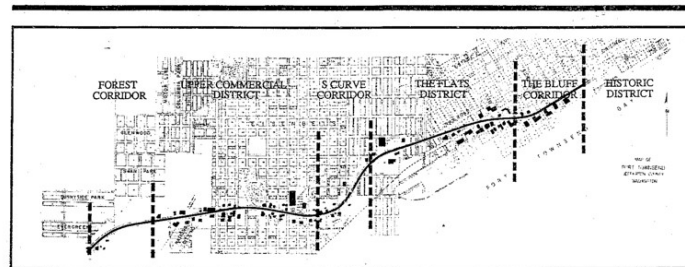
~121~

NON-MOTORIZED TRANSPORTATION PLAN  
JUNE 1, 1998, SUPPLEMENTED, JUNE 6, 2011

The Non-motorized plan identifies key walking and biking connections/routes. A neighborhood connector is identified along Sims Way with a multi-use trail on the Kah Tai side.



# Project Principles: Gateway Development Plan (1993)



PORT TOWNSEND GATEWAY  
DEVELOPMENT PLAN

## 2. REVISITING THE GATEWAY CONCEPT

The Port Townsend Gateway Concept Plan, adopted in 1988, set the stage for the creation of the Gateway Development Plan. The basic foundation is the Statement of Purpose created, and adopted, in the Gateway Design Charrette:

TO IMPROVE AND PRESERVE THE OVERALL QUALITY OF LIFE AND FACILITATE THE CREATION OF A GRACEFUL COMMUNITY FOR BOTH RESIDENTS AND VISITORS.

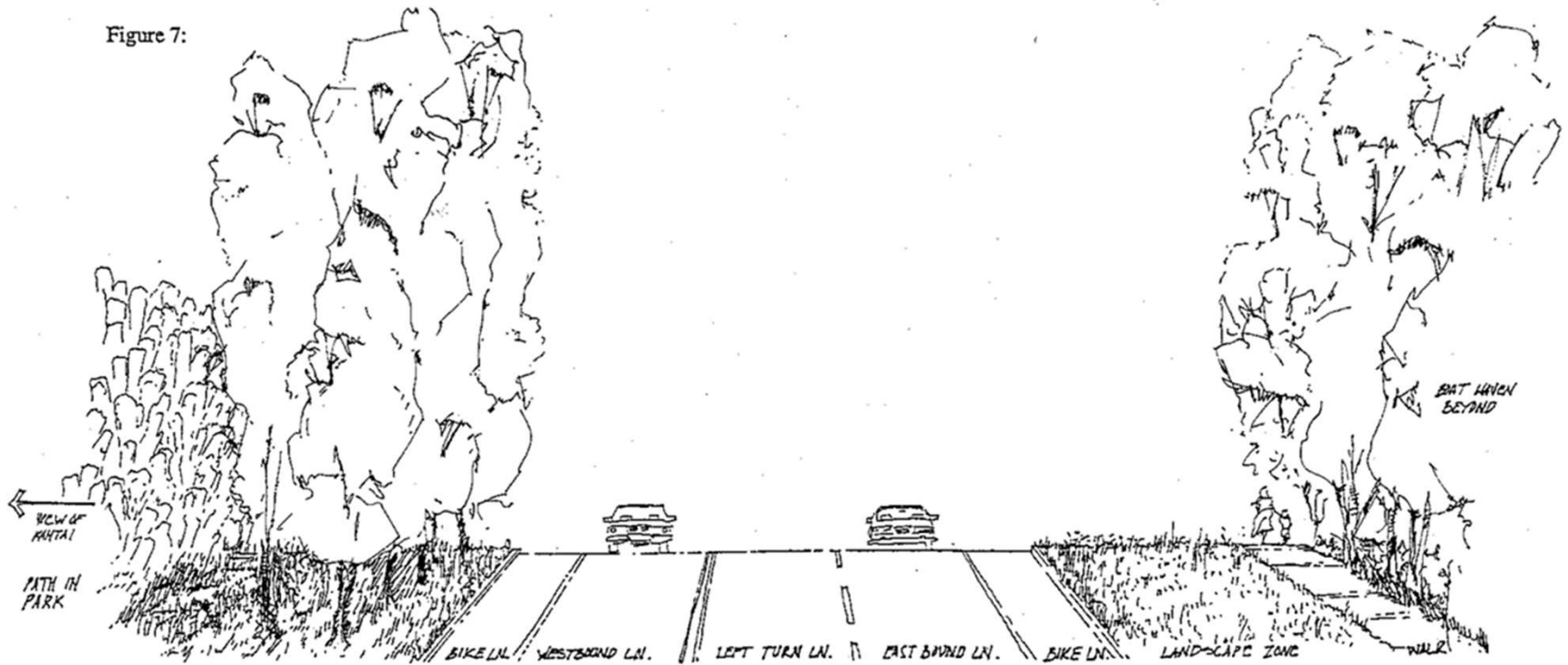
- A. To create a gateway that provides continuity of positive visual quality and enhances the overall beauty of the community of Port Townsend.
- B. To enhance the economic vitality of the corridor, its businesses and the community as a whole.
- C. To provide a safe corridor to and through the community for motor vehicles, pedestrians and bicycles.
- D. To maintain continuing dialogue and involvement of the community in development of the corridor.
- E. To ensure that the corridor concept is implemented in a timely, cost-effective and efficient way.

In the Gateway Concept Plan, districts and areas were identified with specific treatments suggested for some locations and various infrastructure improvements throughout. The Concept Plan has continued to evolve and the work of the Consultant Team has built upon the community decisions to date.

The Gateway Development Plan provides a balanced set of objectives.

# Project Principles: Gateway Development Plan (1993)

Figure 7:



## SECTION AT FLATS

Illustrates configuration of new left turn lane between westbound and eastbound lanes. A new shoulder provides bike lane at north, and the existing south shoulder is developed into a bike lane and sidewalk. Existing poplars are thinned as required to improve view to Kah-Tai Park.

Illustration of intent of Gateway Plan. The Non-motorized plan adds a multiuse trail on the park side. The third lane is only at intersections.

# Project Principles:

## Gateway Development Plan (1993)

### Gateway Development Plan Flats District Key Points:

- Linear corridor – created by the existing poplars
- Views of shipyard and historic buildings should be enhanced. Views of bluff and courthouse are also recognized. Trees should be low enough to preserve views of the Courthouse and Uptown.
- Thin poplars and remove sucker growth.
- Plant with riparian plantings along Kah Tai.
- Utilities should be placed underground.
- Trees should be infilled with new ones when others are removed.
- Grasses and wildflowers can be used as ground cover
- Create a pedestrian link to the Courthouse area.
- Pedestrian environment should be enhanced with amenities such as public art.
- A sidewalk is shown on the south side of Sims with a nature path on the north side.
- Create connection to waterwalk and Discovery Trail
- Plantings should strengthen pedestrian environment



# Project Principles: PROS and Kah Tai Park

## KAH TAI LAGOON NATURE PARK



- Bird Habitat:** Habitat conservation for birds & other wildlife
- Boardwalk Connection:** Boardwalk & overlook connecting over sensitive ecosystems
- Loop Trails:** ADA accessible loop trails through the whole park, informal connecting trails & educational signage
- Wayfinding:** Improved signs & entrances for wayfinding through out the park
- Forest & Prairie:** Enhanced native prairie & forest ecosystems
- Pond Connection:** Improved ecological connection between ponds
- Picnic areas:** Convert restroom into picnic shelter, provide additional ADA picnic areas & shelters.
- Improved Entrance:** Gateway at entrance with wayfinding & opened views
- Opened Views:** Vegetation removed to allow sight lines into park for improved safety

**PROS PLAN**

DRAFT January 2020

City of  
**Port Townsend**  
PARKS, RECREATION &  
COMMUNITY SERVICES

Work in the park is limited due to grant restrictions and project scope/funding. However, Sims Way improvements should complement the Nature Park intent.

# Project Principles: Kah Tai Development Plan

In 1986, development plan for Kah Tai park was created.

- ▶ City Council resolutions impacting the development of the park include: Resolutions 82-20, 83-1, 83-2, 83-2, 84-19, 85-2, 85-9 and a shoreline development permit for the small lagoon in 1985 (SH10-85).
- ▶ Zone 12 of the 12-zone Planting Plan for Kah Tai is impacted by this Sims Way project. See attached Tree Variety List and Planting information.
- ▶ This project is outside of the park, but to the extent feasible the project should honor consider impacts to zone 12 of the Planting Plan.

# Project Principles: City Codes

Applicable sections of City Code include the following:

- Chapter 12 addresses right of way development including rules for management of the right of way, right of way trees, and adoption of the Gateway Plan as a guidance document.
- Chapter 17 addresses land use on private property and development regulations
- Chapter 19 is the State Environmental Policy Act code setting forth environmental permitting requirements.
- Chapter 20 provides the rules and administrative procedures for processing permit applications.

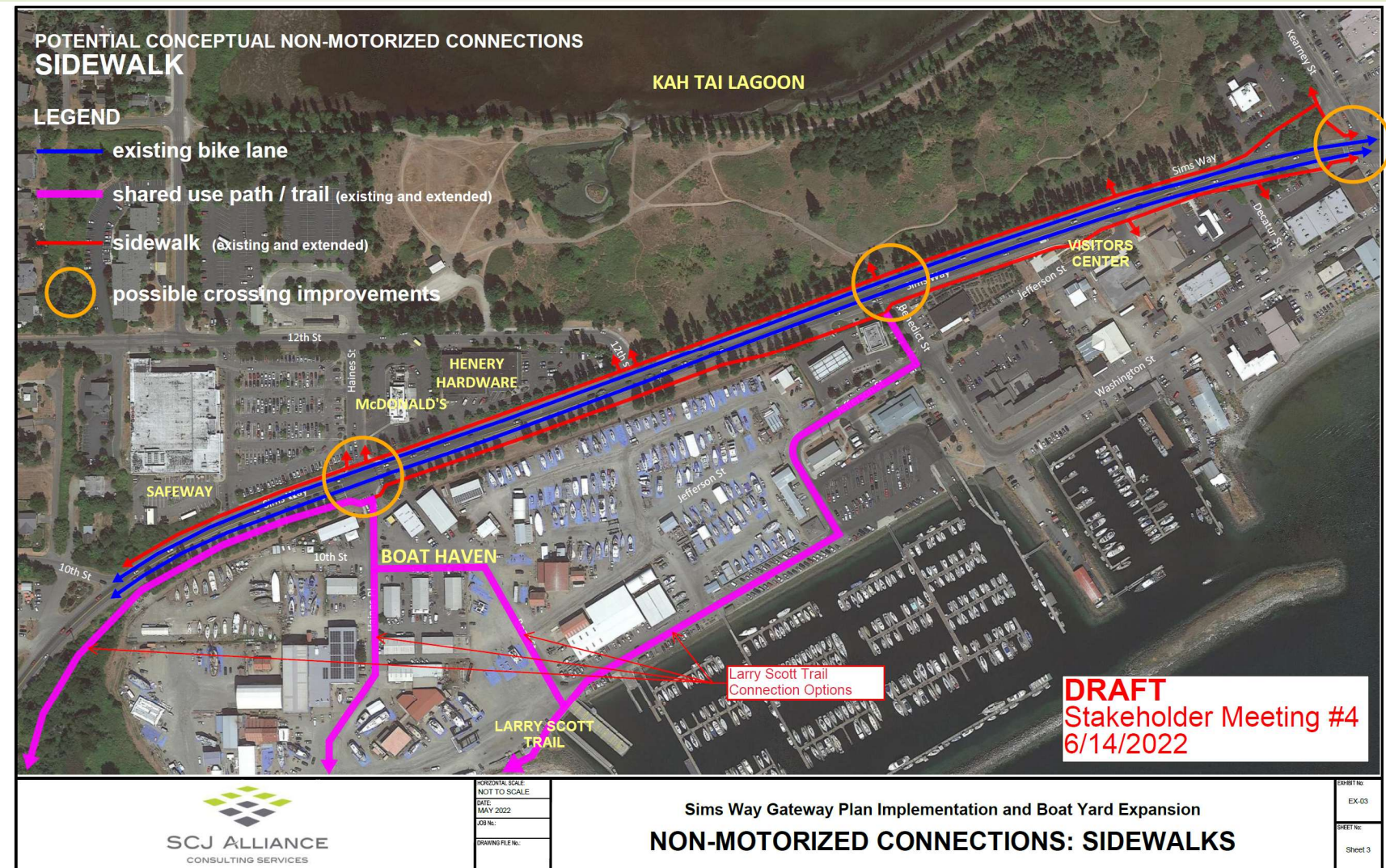
# Project Principles: Facilitate Future Improvements



The stakeholders brainstormed future work that might occur in the area and set the criteria that the preferred alternative should facilitate future work. A Larry Scott realignment shown here is an example. Other future work includes possible roundabout at Haines.



# Project Principles: Multimodal Transportation



City's complete streets policy requires projects to address transportation for all users of all abilities

# Project Principles: Boatyard Considerations

Boatyard interface considerations are an important element of preferred alternative development including the following:

- Security and Public Safety: Public access should not be direct and fenced separation is needed between the right of way and the boatyard. Access to the boatyard needs to be controlled to Haines Street, internal roadways, and near the Safeway Gas pumps.
- An updated power supply is needed for boat works.
- Tree and shrub species should be selected to minimize branches, leaves, pollen, and other tree debris falling on the boats under work.
- Maximize the horizontal separation between trees and the boats by placing trees closer to the roadway.



# Project Principles:

## Aesthetics - Gateway

Stakeholders asked that the Gateway feel like a “warm hug” welcoming residents and visitors to our community. The following characteristics are key objectives.

- Preserve as much green space as possible within the right of way.
- Create view corridors consistent with Gateway Plan into the boatyard and park to add interest. Create view corridors such that those interested in the boatyard, see glimpses of boats, and those not interested see a welcoming vegetated streetscape.
- Make the corridor welcoming to motorists, bicyclists, and pedestrians.
- Create a Parkway tree planting form as compared to a columnar row form and still maintain linear look of the Gateway with a degree of symmetry

# Columnar Tree Form

- Medium to large columnar form; variable spread and height but typically ranges from 5' to 10' spread, 15' to 60' height.
- Typically deciduous, but may be coniferous or broad leaf evergreen; usually more ornamental with spring/fall color than with flowering.
- Typically moderate growth; some coniferous or broad leaf may be slower.
- Symmetrical formality and strong vertical form emphatically convey 'gateway'.
- Monoculture; blended species does not convey strong symmetrical formality.





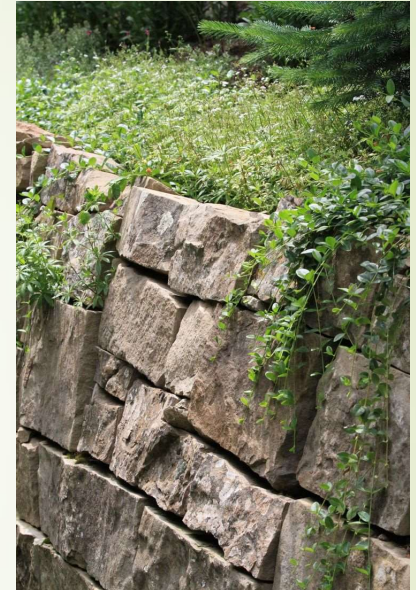
# Parkway Tree Form

- Blended mix of large to small trees with or without shrub understory; blend of coniferous, deciduous, and broad leaf.
- Plantings 'layered' or arranged to highlight flowering or leaf color, texture, form.
- Mixed range of growth provides quick cover and long lasting durability (lower level of maintenance due to informal arrangement)
- No formal symmetry or 'gateway' effect, particularly if depth of planting is variable on both sides of roadway.
- No monoculture.





# Project Principles: Softscape - examples





# Project Principles: Soils



1966 aerial photo on left illustrates dredge spoils. 2012 aerial photo on the right shows park vegetation.

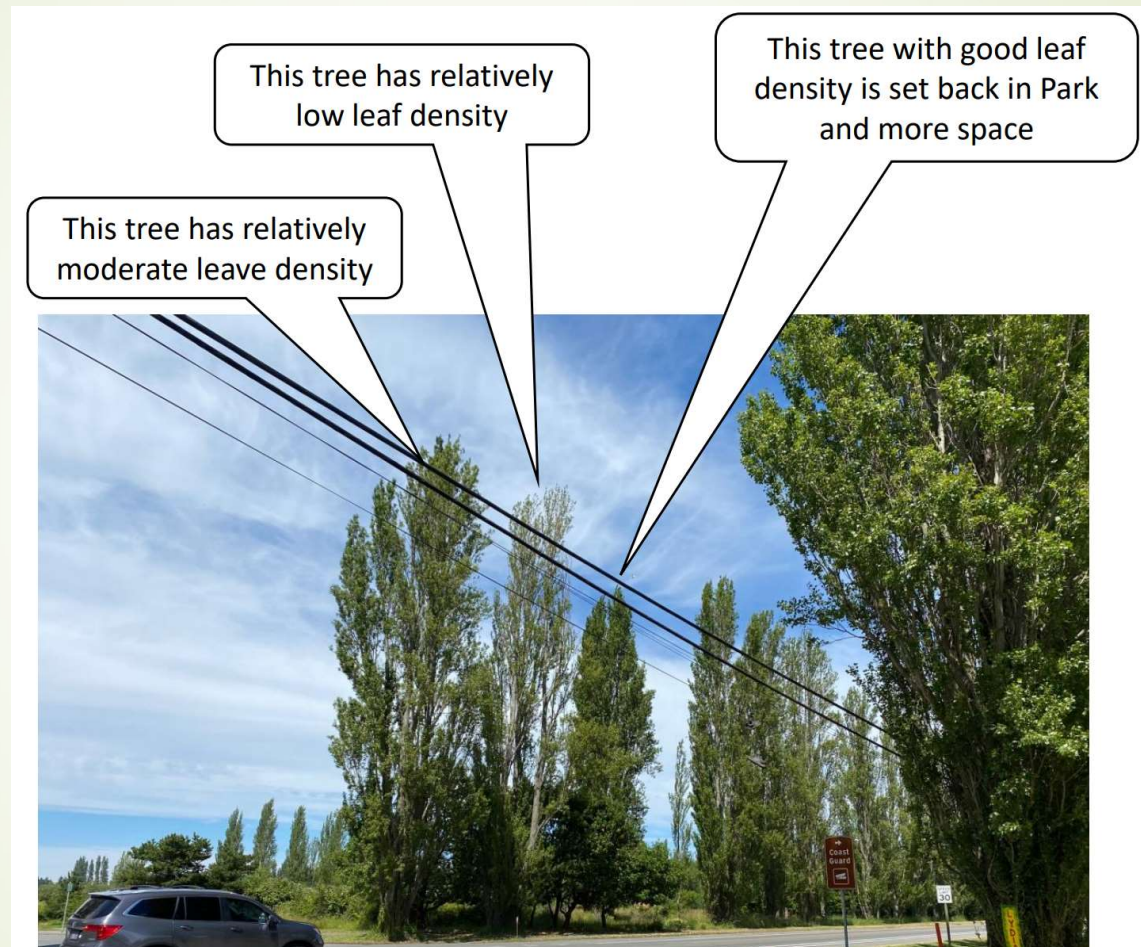
# Project Principles: Stormwater and Soils



June 5, 2022 25-yr rainfall event. Water pooled for approx.  
3 hours before completely infiltrating.



# Project Principles: Existing Tree Health



Many of the existing trees are stressed due to a combination of factors including but not limited to poor soil conditions, competition for nutrients and water, tree age, 2021 summer heat, lack of maintenance, and impacts to the root zone.

# Project Principles:

## Tree Replacement (Kah Tai Side)

The preferred alternative proposes replacement of the poplars on the boatyard side associated at the time of this project and thinning of trees on the Kah Tai park side with replacement over time. Tree replacement over time on the park side means:

- Individual analysis of trees will be made by an arborist to assess tree health to focus removal on trees in the poorest condition.
- Strategic removal and thinning will seek to improve health of nearby trees and open views into the park as part of the project.
- Replacement over time generally means that trees will need to be evaluated periodically and replaced over a period of approximately 20 years consistent with urban forestry practices.

# Project Principles: Existing Tree Recycling

To the extent feasible, the stakeholder committee and design team recommend recycling the existing trees in the following ways:

- Make trees available for public to utilize as a wood product to honor our maritime, arts, and natural resource values in the community.
- Utilize existing removed trees as habitat strategically placed in Kah Tai Park or potentially other locations in the region.
- Utilize chips as a soil amendment to help new plantings the health of new plantings.

# Project Principles: Planting Considerations

Plantings and landscape architecture design need to include the following considerations:

- Soils are largely devoid of organics, free draining (sand) with high concentrations of copper and other metals.
- Soil amendments are necessary to support the health of plantings.
- Irrigation for plant establishment will be required. (5-10 years)
- Root volume needs to be sufficient to support tree growth. This means horizontal and longitudinal separation from hard surfaces should be maximized.
- The boatyard side and park side are distinctly different from an aesthetic and maintenance standpoint.
- The boatyard side green space serves as a stormwater infiltration swale.



# Project Principles:

## Species Selection Considerations

Tree species selection is critical given soil conditions and project goals. The following principles should be considered:

- ▶ Trees should not have aggressive root systems causing suckering and upheaval of road/path and other infrastructure
- ▶ The boatyard side along the boats needs to have low pollen producing trees and granular pollen rather than in dust form.
- ▶ The boatyard side could have greater pollen producing species along existing buildings, but not along the boats.
- ▶ Native varieties are preferred on the park side. See attached tree varieties and planting information illustrating 1986 IACC park planting plan.
- ▶ The boatyard side trees need to be sturdy and fit a parkway setting.
- ▶ There is a preference for all trees to be native or cultivars of native species that will be successful in the right-of-way environment. Climate change should be considered in species selection.
- ▶ Shrubs and ground cover need to accompany tree planting for mutual plant health and for architectural aesthetic purposes.

# Project Principles: Species Selection Considerations

A list of tree species and attributes has been developed for the design. Other factors impacting species selection include:

- ▶ Tree species availability in the market place.
  - ▶ Whether or not female or male trees are available and their relative pollen/fruit producing characteristics. If possible, tree sex is important to consider.
  - ▶ Size of trees (3-inch minimum caliper trees are preferred for initial planting)
  - ▶ Deer protection and impacts
  - ▶ Tree replacement if a new planting fails to survive
  - ▶ Shrub maintenance and control (parks maintenance staff capacity and experience)
- 
- ▶ The basket of tree species evaluated and recommended are included as a reference to this presentation. See attached.



# Preferred Alternative: Design Concept



Key visual features include: Parkway Setting with Poplar replacement on the boatyard side and poplar replacement over time on the Kah Tai park side.

# Timeline and Next Steps

Based on design concept approval, the following steps and approximate timeline are anticipated:

- Refine design concept and initiate permitting (Fall 2022)
- Complete design and prepare construction documents for bidding (Spring of 2023)
- Construction (Fall of 2023/Spring of 2024). Note: Construction timelines may vary and are based on availability of materials

Note: While the project is in further development stages, the PUD will need to address the boatyard side Poplars in order for powerline safety in the interim.



# Questions



# References

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- See the City's website for the project for a complete record of materials, meetings, and videos at <https://cityofpt.us/engagept/page/sims-gateway-and-boatyard-expansion-project>
- Other key reference documents included for the Parks, Recreation, Trees, and Trail Advisory Board meeting include:
  - Memo report from SCJ Alliance and August 6<sup>th</sup> Open House materials and public comment
  - Public Comment log and response to comments
  - Tree varieties – lists of tree and shrub species that have the best chance of thriving in the environment.

Please see the engage PT website above for all of these documents presented to the park board on August 23, 2022