

ORDINANCE No. 114876

COUNCIL BILL No. 107547

AN ORDINANCE relating to the central waterfront, authorizing the Mayor to execute an agreement with the Port of Seattle providing for an expedited review of a certain street vacation petition by the Port for a portion of Alaskan Way, delivering of a quit claim deed for any City interest in said area if the petition is granted, establishing that future street vacations, if any, which may be granted to the Port will require only payment of administrative costs and accepting \$2.8 million and other consideration from the Port therefor.

*967837 Nord - ramp com (2-0)*

COMPTROLLER FILE No.

Introduced:	SEP 1 8 1989	By:	Williams
Referred:	SEP 1 8 1989	To:	Urban Redevelopment Transportation Committee
Referred:		To:	Law Department (OK)
Referred:		To:	
Reported:	DEC 1 8 1989	Second Reading:	DEC 1 8 1989
Third Reading:	DEC 1 8 1989	Signed:	DEC 1 8 1989
Presented to Mayor:	DEC 1 1989	Approved:	DEC 2 7 1989
Returned to City Clerk:	DEC 2 7 1989	Published:	
Vetoed by Mayor:		Veto Published:	
Passed over Veto:		Veto Sustained:	

The City of Seattle--Legisla

REPORT OF COMMITTEE

Honorable President:

Your Committee on Urban Redevelopment / Transportation

to which was referred the within Council Bill No. 107547

report that we have considered the same and respectfully recommend

Refer to the Transportation Jt. PK 2-0

*Trans - Do Van 12*  
*Vote 7-2 Aull*

*Paul Krabel* / *Committee Chair*

# The City of Seattle--Legislative Department

## REPORT OF COMMITTEE

Date Reported  
and Adopted

Honorable President:

Your Committee on

Urban Redevelopment / Transportation

to which was referred the within Council Bill No.

107547

report that we have considered the same and respectfully recommend that the same:

Refer to ~~the~~ Transportation SP, PK 2-0 9-19-89

Trans → Do Van 12-13-89

Vote 7-2 Aye, Noted Against

Paul Krabel / [Signature]  
Committee Chair

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Committees

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STATE OF WASHINGTON - KING COUNTY

22293  
City of Seattle

—ss.

No.

Affidavit of Publication

The undersigned, on oath states that he is an authorized representative of The Daily Journal of Commerce, a daily newspaper, which newspaper is a legal newspaper of general circulation and it is now and has been for more than six months prior to the date of publication hereinafter referred to, published in the English language continuously as a daily newspaper in Seattle, King County, Washington, and it is now and during all of said time was printed in an office maintained at the aforesaid place of publication of this newspaper. The Daily Journal of Commerce was on the 12th day of June, 1941, approved as a legal newspaper by the Superior Court of King County.

The notice in the exact form annexed, was published in regular issues of The Daily Journal of Commerce, which was regularly distributed to its subscribers during the below stated period. The annexed notice, a

ORD# 114876

was published on

01/04/90

The amount of the fee charged for the foregoing publication is the sum of \$ \_\_\_\_\_, which amount has been paid in full.

*Sarban Saldevi*

Subscribed and sworn to before me on

*1-4-90*  
*Edward J. [Signature]*

Notary Public for the State of Washington,  
residing in Seattle

Affidavit of Publication

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## City of Seattle

ORDINANCE 114870

AN ORDINANCE relating to the central waterfront, authorizing the Mayor to execute an agreement with the Port of Seattle providing for an expedited review of a certain street vacation petition by the Port for a portion of Alaskan Way, delivering a quit claim deed for any City interest in said area if the petition is granted, establishing that future street vacations, if any, which may be granted to the Port will require only payment of administrative costs and accepting \$2.8 million and other consideration from the Port therefor.

BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

Section 1. As requested by the Mayor in the attachments hereto, the Mayor is hereby authorized to execute an Agreement, substantially in the form attached as Exhibit "A" hereto, with the Port of Seattle (hereinafter the "Port"), providing for the City agreeing to undertake an expedited review of a street vacation petition to be submitted by the Port concerning a portion of the Alaskan Way right-of-way between Pine Street and Bell Street (and within the former Burlington Northern Railroad franchise area) and, if granted, to execute and deliver a quit claim deed to the Port for the City's interest, if any, to the underlying fee of the vacated area; establishing that any future street vacations petitions, if granted, to the Port within certain designated areas of the City, including the aforementioned Alaskan Way petition, would require a payment for administrative costs only and would not require a payment based upon the fair market value of the area vacated; and authorizing acceptance of two million eight hundred thousand dollars (\$2,800,000.00) and other valuable consideration from the Port, all as more particularly described and identified in Exhibit A.

Section 2. Any act consistent with the authority and prior to the effective date of this ordinance is hereby ratified and confirmed.

Section 3. This ordinance shall take effect and be in force thirty days from and after its passage and approval, if approved by the Mayor; otherwise it shall take effect at the time it shall become a law under the provisions of the city charter.

Passed by the City Council the 18th day of December, 1989, and signed by me in open session in authentication of its passage this 18th day of December, 1989.

SAM SMITH,

President of the City Council.

Approved by me this 27th day of December, 1989.

CHARLES ROYER,

Mayor.

Filed by me this 27th day of December, 1989.

Attest: NORWARD J. BROOKS,

City Comptroller and City Clerk.

(Seal) By THERESA DUNBAR,

Deputy Clerk.

Publication ordered by NORWARD J. BROOKS, Comptroller and City Clerk.  
Date of official publication in Daily Journal of Commerce, Seattle, January 4,  
1990. (22293)

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ORDINANCE 114876

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(To be used for all Ordinances except Emergency.)

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Passed by the City Council the 18<sup>th</sup> day of December, 1989,  
and signed by me in open session in authentication of its passage this 18<sup>th</sup> day of  
December, 1989.

*[Handwritten signature]*  
President of the City Council

Approved by me this 27<sup>th</sup> day of December, 1989  
Mayor.

*[Handwritten signature]*  
Mayor.

Filed by me this 27<sup>th</sup> day of December, 1989.

*Norward J. Brooks*  
Attest: City Comptroller and City Clerk.

(SEAL)

Published.....

By *J. Theresa Dunbar*  
Deputy Clerk.

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PUBLISH  DO NOT PUBLISH

CITY ATTORNEY \_\_\_\_\_

AGREEMENT

THIS AGREEMENT, made this 27<sup>th</sup> day of December, 1989, between the PORT OF SEATTLE, a municipal corporation ("the Port") and the CITY OF SEATTLE, a municipal corporation, ("the City"). The parties agree as follows:

1. The City will convey to the Port, in the manner provided in Section 3, the City's interest as that term is described in Section 3, in 1) the "Burlington Northern Right of Way" ("BNROW") that abuts the Port Upland Properties and adjoining streets and rights-of-way as generally shown in Exhibit 1, BNROW, Parcels C, F, B, E, A, K, and that triangle area south of Pine and north of Pike Streets, and in 2) the portions of the adjoining streets and rights-of-way of Blanchard, Lenora, Virginia and Pine Streets as shown in Exhibit 1. In addition, should the Port acquire ownership of Parcel J, and/or additional properties south of Pine and north of Pike Streets and abutting the BNROW, this Agreement shall include transfer of the City-owned ENROW abutting these parcels in the manner provided in Section 3.

2. The Port shall construct or cause to be constructed a public trail through the length of the BNROW which abuts the Port Upland Properties, and grant the necessary easements, if any, for such a trail; provided the City, in consultation with

the Port, selects a central waterfront trail route, by January 1, 1991, requiring use of the BNROW for a continuous trail. In this event, the Port, or its developer, and the City shall share equally in the cost of trail construction and the Port or its developer will work with the City to ensure that design, easement requirements, and routing of the trail are consistent with City standards.

3. The BNROW describes an area conterminous with a certain former franchise granted to a predecessor(s) of the Burlington Northern Railroad Company ("BN") and lying generally within a portion of the Alaskan Way right-of-way between Pine Street and Bell Street. Pursuant to Ordinance 113497, the City and BN entered into an agreement to reroute train service and cease operations in the BNROW ("City-BN Agreement"). It is understood that as part of the City-BN Agreement, the City agreed to pay substantial consideration to BN to offset increased operating costs and certain capital improvements required by the rerouting of train service.

The City's ownership interest, if any, to the underlying fee of said right-of-way area shall be conveyed by quit claim deed to the Port following vacation of the BNROW by the City. Any and all rights the City acquired in the BNROW as a consequence of the City-BN Agreement shall be transferred by the quit claim deed to the Port if the franchise rights to the BNROW

are terminated and the BNROW is vacated by the City. The City's ownership interest to the underlying fee of said adjoining streets and rights-of-way of those portions of Blanchard, Lenora, Virginia and Pine Streets (as shown in Exhibit 1) shall be conveyed by quit claim deed to the Port following vacation of these streets and rights-of-way by the City. The City makes no representations, promises or warranties that it has any ownership interest in the underlying fee to said areas.

4. Upon execution of this Agreement the City shall, consistent with all applicable statutes, ordinances and procedures, promptly review a petition submitted by the Port for the vacation of the BNROW and portions of the streets and rights-of-way abutting the property identified and as shown generally in Exhibit 1. The City shall use reasonable efforts to act upon such vacation not later than one hundred and twenty (120) days following execution of the Agreement; provided that, nothing contained herein shall be construed to alter the City's legislative authority to review and decide upon said vacation petition.

5. Any future street vacations granted to the Port as a result of the City street vacation application and review process in the zones identified on the attached map (Exhibit 2) shall be processed expeditiously and shall be at no cost to the Port except for the City's administrative costs only, and shall not include any payment based upon the fair market value of the

area vacated, provided, however, that the City shall review each petition consistent with City Council Resolution 27527 or other City resolutions or ordinances concerning street vacation policies; and provided further, that this Agreement does not relieve either party of its obligations as contained in the adopted "Comprehensive Public Access Plan for the Duwamish Waterway."

6. The Port, the Department of Natural Resources and the City have entered into a "Memorandum of Understanding" ("MOU") dated the 1<sup>ST</sup> day of NOVEMBER, 1989 (a copy of which is attached hereto as Exhibit 3), to develop and share jointly in the costs of a short-stay public boat moorage facility between piers 63 and 66 as provided in the MOU. The City's contribution toward the public moorage project at Piers 64 and 65, pursuant to the terms of said MOU, is estimated in Attachment A to the MOU to be \$1.7 million.

7. Upon delivery of the above-referenced BNROW quit claim deed and street vacation quit claim deeds as described in paragraphs 1 and 3 of this Agreement, and in recognition of the consideration set forth in this Agreement, the Port will pay the City \$2.8 million.

8. The City, its successors, grantees and assigns agree to indemnify and hold harmless the Port, its successors, grantees and assigns from any and all liabilities, obligations, losses, damages, claims, judgments, suits or expenses of any

kind or nature whatsoever arising out of or in any way  
concerning the City-BN Agreement or any ordinance terminating  
the franchise rights to the BNROW.

PORT OF SEATTLE

By

CITY OF SEATTLE

By

071584.M101

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MEMORANDUM OF UNDERSTANDING

This Memorandum of Understanding is executed this 1<sup>st</sup> day of November, 1989, by the Washington Department of Natural Resources (DNR), acting through the Commissioner of Public Lands, the City of Seattle (City) acting through the Mayor of Seattle and the President of the City Council, and the Port of Seattle (Port) acting through the President of the Port Commission.

WHEREAS, the DNR, the City and the Port, on the 11th day of September, 1987, executed a general Memorandum of Understanding stating the intent to work together to establish policies and objectives for development of the harborfront, and specifically to develop an implementation strategy for a multi-use public moorage facility between Piers 63 and 66 for visiting vessels, including but not limited to local, research, naval, historic, recreational, fishing and commercial vessels.

WHEREAS, senior staff from each agency have met periodically since September, 1987 to outline principles of development for a public moorage facility and to identify a funding strategy; and

WHEREAS, the City and the Port have received consultant reports which analyze preliminary design concepts and estimated costs of a public moorage facility; and

WHEREAS, the Port is undertaking further studies and has developed additional design concepts for the public moorage facility; and

WHEREAS, the City with the help of a private consultant has completed a moorage study which identifies a significant demand for transient recreational moorage on the Seattle central waterfront; and

WHEREAS, the City has acquired Piers 62/63 for park, open space and recreation uses; and

WHEREAS, the DNR and the Port intend to develop a Port Management Agreement for all property eligible to be included in such an agreement; and

WHEREAS, the Port Commission is scheduled to consider during 1989 the future use and possible redevelopment of its properties on the harborfront; and

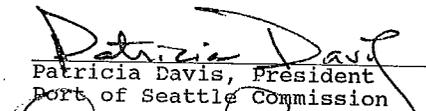
WHEREAS, the City Council adopted a Harborfront Public Improvement Plan on June 13, 1988; and

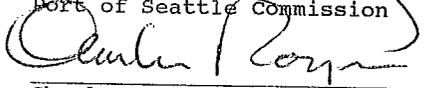
WHEREAS, the parties recognize the desirability of locating a public moorage facility in the area between Piers 63 and 66;

NOW THEREFORE, the parties agree as follows:

1. The parties shall implement the phased development of a public moorage facility which can be in operation by 1994.
2. The parties shall make equal contributions to a public moorage facility, subject to the terms of this agreement. Any costs associated with the rehabilitation of Pier 66, with facilities incorporated for the accommodation of a one- or two-berth cruise ship terminal, or with any incremental increase in costs attributable to constructing a permanent rather than a floating breakwater, shall be borne solely by the Port.
3. The parties shall pursue a shared funding strategy and develop a realistic timetable for development of the public moorage facility and make a good faith effort to seek other public and private funding as may be necessary to complete the project.
4. The parties shall design a public moorage facility based on the following concepts:
  - (a) a floating or permanent breakwater extending from either Pier 63 or Pier 66 to protect recreational and commercial vessels, subject to the provisions of Section 2;
  - (b) public moorage capacity of approximately 125 slips with the potential for a three-phased approach to development of public moorage slips based on financial considerations and moorage demand information;
  - (c) public moorage capacity for visiting vessels, including but not limited to local, research, naval, historic, recreational, fishing and commercial vessels;
  - (d) public access to the water along the breakwater and at Lenora Street if cost, security and management considerations permit; and
  - (e) consideration of future maintenance costs.

5. The parties shall establish a City/Port/DNR design review process.
6. The parties shall recognize that cost estimates based on the design concept, as set forth in Attachment A, may change as the result of modifications to the design, and must be refined through the design process.
7. The parties shall develop a written agreement on the final design, final cost estimate and financial contributions of the parties which has the approval of all parties.
8. The parties shall recognize the Port is responsible for the design, construction, operation and maintenance of the public moorage facility.
9. The parties shall recognize the Port, as manager for the public moorage facility, may contract with outside entities for this function by mutual agreement with the City.
10. The parties agree that prevailing market rates for transient moorage shall be charged and that revenues shall be applied to support administration and ongoing maintenance of this central waterfront moorage facility which is the responsibility of the Port. Any excess revenues will be directed to a major maintenance fund for the breakwater, moorage floats, and public access elements.
11. The parties agree that if revenues are not adequate to fund major maintenance, the City and the Port will share costs based on a formula to be determined in the design process and to be approved by the Port Commissioners and the City Council.

  
 Patricia Davis, President  
 Port of Seattle Commission

  
 Charles Royer, Mayor  
 City of Seattle

  
 Brian Boyle, Commissioner  
 Washington State Public Lands

071585.M101

Attachment A

ESTIMATED RESOURCES FOR MOORAGE \*

Phase I - Breakwater (1988 - 1990)

05/88	DNR application for Ref. 215	\$ 750,000
09/88	Harborfront Levy (City)	1,200,000
07/89	City or Port application for Ref. 215	150,000
1990	Port contribution	<u>750,000</u>
	PHASE I TOTAL	\$ 2,850,000

Phase II - Moorage Floats/Public Access  
(1990 - 1992)

05/90	DNR application for Ref. 215/Aquatic Land Enhancement Fund	\$ 750,000
07/90	Port or City application for Ref. 215	150,000
	Port Contribution	750,000
1991	City Contribution (other)	<u>500,000</u>
	PHASE II TOTAL	\$ 2,150,000
	TOTAL	\$ 5,000,000

\* Represents the commitment of resources agreed to by each agency based on a cost estimate completed in 1988. The schedule for construction and appropriation of resources by each agency will be updated in the next phase of planning for the moorage facility which will be initiated after the signing of the Memorandum of Understanding.

3374X (5/18/88)

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Attachment A

ESTIMATED RESOURCES FOR MOORAGE \*

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	PHASE I TOTAL	\$ 2,850,000	

Phase II - Moorage Floats/Public Access  
(1990 - 1992)

05/90	DNR application for Ref. 215/Aquatic Land Enhancement Fund	\$ 750,000	*
07/90	Port or City application for Ref. 215	150,000	*
	Port Contribution	750,000	
1991	City Contribution (other)	<u>500,000</u>	
	PHASE II TOTAL	\$ 2,150,000	
	TOTAL	\$ 5,000,000	

\* Represents the commitment of resources agreed to by each agency based on a cost estimate completed in 1988. The schedule for construction and appropriation of resources by each agency will be updated in the next phase of planning for the moorage facility which will be initiated after the signing of the Memorandum of Understanding.

*\* Total is \$ 1.8 million  
state revenues.*

EXHIBIT "A"

AGREEMENT

THIS AGREEMENT, made this \_\_\_\_ day of \_\_\_\_\_, 1989, between the PORT OF SEATTLE, a municipal corporation ("the Port") and the CITY OF SEATTLE, a municipal corporation, ("the City"). The parties agree as follows:

1. The City will convey to the Port, in the manner provided in Section 3, the City's ownership interest as that term is described in Section 3, in 1) the "Burlington Northern Right of Way" ("BNROW") that abuts the Port Upland Properties and adjoining streets and rights-of-way as generally shown in Exhibit 1, BNROW, Parcels C, F, B, E, A, K, and that triangle area south of Pine and north of Pike Streets, and in 2) the portions of the adjoining streets and rights-of-way of Blanchard, Lenora, Virginia and Pine Streets as shown in Exhibit 1. In addition, should the Port acquire ownership of Parcel J, and/or additional properties south of Pine and north of Pike Streets and abutting the BNROW, this Agreement shall include transfer of the City-owned BNROW abutting these parcels in the manner provided in Section 3.

2. The Port shall construct or cause to be constructed a public trail through the length of the BNROW which abuts the Port Upland Properties, and grant the necessary easements, if any, for such a trail; provided the City, in consultation with

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the Port, selects a central waterfront trail route, by January 1, 1991, requiring use of the BNROW for a continuous trail. In this event, the Port, or its developer, and the City shall share equally in the cost of trail construction and the Port or its developer will work with the City to ensure that design, easement requirements, and routing of the trail are consistent with City standards.

3. The BNROW describes an area conterminous with a certain former franchise granted to a predecessor(s) of the Burlington Northern Railroad Company ("BN") and lying generally within a portion of the Alaskan Way right-of-way between Pine Street and Bell Street. The use of said franchise by Burlington Northern was discontinued in January 1989 pursuant to Ordinance 113497. The City's ownership interest, if any, to the underlying fee of said right-of-way area shall be conveyed by quit claim deed to the Port following vacation of the BNROW by the City. The City's ownership interest to the underlying fee of said adjoining streets and rights-of-way of those portions of Blanchard, Lenora, Virginia and Pine Streets (as shown in Exhibit 1) shall be conveyed by quit claim deed to the Port following vacation of these streets and rights-of-way by the City. The City makes no representations, promises or warranties that it has any ownership interest in the underlying fee to said areas.

4. Upon execution of this Agreement the City shall, consistent with all applicable statutes, ordinances and procedures, promptly review a petition submitted by the Port for the vacation of the BNROW and portions of the streets and rights-of-way abutting the property identified and as shown generally in Exhibit 1. The City shall use reasonable efforts to act upon such vacation not later than one hundred and twenty (120) days following execution of the Agreement; provided that, nothing contained herein shall be construed to alter the City's legislative authority to review and decide upon said vacation petition.

5. Any future street vacations granted to the Port as a result of the City street vacation application and review process in the zones identified on the attached map (Exhibit 2) shall be processed expeditiously and shall be at no cost to the Port except for the City's administrative costs only, and shall not include any payment based upon the fair market value of the area vacated, provided, however, that the City shall review each petition consistent with City Council Resolution 27527 or other City resolutions or ordinances concerning street vacation policies; and provided further, that this Agreement does not relieve either party of its obligations as contained in the adopted "Comprehensive Public Access Plan for the Duwamish Waterway."

6. The Port, the Department of Natural Resources and the City have entered into a "Memorandum of Understanding" ("MOU") dated the \_\_\_\_\_ day of \_\_\_\_\_, 1989 (a copy of which is attached hereto as Exhibit 3), to develop and share jointly in the costs of a short-stay public boat moorage facility between piers 63 and 66 as provided in the MOU. The City's contribution toward the public moorage project at Piers 64 and 65, pursuant to the terms of said MOU, is estimated in Attachment A to the MOU to be \$1.75 million.

7. Upon delivery of the above-referenced BNROW quit claim deed and street vacation quit claim deeds as described in paragraphs 1 and 3 of this Agreement, and in recognition of the consideration set forth in this Agreement, the Port will pay the City \$2.8 million.

PORT OF SEATTLE

By \_\_\_\_\_

CITY OF SEATTLE

By \_\_\_\_\_

071584.M101

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WASHINGTON STATE DEPARTMENT OF  
**Natural Resources**

BRIAN BOYLE  
Commissioner of Public Lands

November 6, 1989

OLYMPIA, WA 98504

Benella Caminiti  
2919 Mayfair Avenue, North  
Seattle, WA 98109

Dear Ms. Caminiti:

Thank you for the various letters you have sent the past month with attachments containing information regarding various issues on the Seattle Central Waterfront. I appreciate your forwarding these materials to me. I do circulate your correspondence to Brian and to Ann Morgan and Bob Rose in the department, who are working closely on these issues.

In answer to your question regarding the membership and addresses of the Harbor Line Commission, the commission has the same composition as the Board of Natural Resources, which oversees DNR's land management activities. Currently, the membership includes: Commissioner Boyle; Governor Booth Gardner, represented by Bob Nichols; Judith Billings, Superintendent of Public Instruction; Dr. Lawrence Schrader, Dean of the College of Agricultural Science at Washington State University; Dr. David Thorud, Dean of the College of Forest Resources at the University of Washington and Bill Vaux, Skagit County Commissioner. Attached is an address list of the commission members. You are free, of course, to forward them whatever materials you may have on these issues. We have not yet scheduled a briefing of the commission on Seattle Central Waterfront issues and so any information you send may be new to those members of the board who have been appointed within the last year.

Regarding the status of the Port-City-DNR transient moorage facilities for Pier 63-66, as you know, in September, 1987, the original MOU was signed committing the participants to move forward with such a proposal. That document is largely an agreement in concept. Your concerns regarding an escape clause in that instrument has been resolved with the signing last week of the formal Memorandum of Understanding which actually commits each party to this proposal, copy enclosed.

The Pier 63-66 transient moorage proposal calls for a multi-use, public moorage facility which includes recreational, commercial, and in the words of the MOU, "for visiting vessels, including but not limited to local, research, naval, historic, recreational, fishing and commercial vessels." Beyond this general concept, more precise plans regarding the development proposal are yet to be developed. While a portion of DNR's contribution will be the state recreational boater tax (as reviewed by the Interagency Committee on Outdoor Recreation and approved by the legislature), the port and city's contribution will not have these limitations. Thus, the



Equal Opportunity/Affirmative Action Employer

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Benella Caminiti  
2919 Mayfair Avenue, North  
Seattle, WA 98109

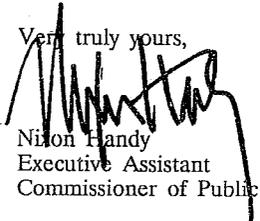
parties will be committed to ensuring that at least a corresponding portion of the project serves the recreational boaters. Simply because a portion of the funding comes from this source, however, will not constrain the entire project to recreational boating. We are committed to a multiple-use moorage facility for both commercial and recreational use.

In answer to your request for a map showing public and private ownership in the Seattle Central Waterfront, I have asked Bob Rose to locate such a map for you. You can reach him at our Seattle office at 464-6416. I will be interested in seeing that myself, as many of the ownerships in this area have a confusing history.

Regarding the extent of fill in the Seattle Waterfront, I suggest that you or someone from the coalition come down to the Seattle office and research the original plates for these parcels. What happened in the Marina District on filled tidelands in San Francisco is certainly instructive and consistent with what we understand to be the case with respect to earthquakes and filled areas. I understand that earthquake concern is one of the reasons cited by the port for their proposed improvements to Pier 66.

I know that this letter is not responsive to all of your concerns, but should address the major issues currently ongoing. We appreciate being kept apprised of these issues and wish you the best of luck in your endeavors.

Very truly yours,



Nilon Handy  
Executive Assistant  
Commissioner of Public Lands

Enclosure

c: Brian Boyle

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Red Oct 17, 89

## DESCRIPTION OF ALTERNATIVES FOR THE CENTRAL WATERFRONT PROJECT PORT OF SEATTLE

### THE CENTRAL WATERFRONT PROJECT

For the past two years, the Port has been carefully studying the redevelopment of a 17 acre site on the Seattle central waterfront. A strategic location with a rich heritage, it is close to many Seattle assets -- the maritime waterfront, the Pike Place Market, Seattle Center and the Denny Regrade. It is a portal from the water to the City, and from the City out into Elliott Bay.

During this time, the Port Commissioners and staff have been listening to and talking with people, asking for concepts and ideas for this site. There have been numerous public meetings, interviews and meetings with local leaders and officials, consultations with the City of Seattle and the State Department of Natural Resources. We have gathered recommendations from a Central Waterfront Resource Group composed of local leaders and citizens, and guidance from a Development Panel of design and development experts. This intensive interaction, along with technical and economic studies, has led to a set of design alternatives for the site.

### NEXT STEPS

These alternatives are being fully evaluated for their environmental impacts in an Environmental Impact Statement. The draft EIS will be available for public review beginning in December, 1989.

Public meetings and hearings will be held once the Draft EIS is released. After this, the Port Commission will select a preferred alternative for further planning and action. Again, we hope for broad public review and comment throughout this time as the Commission prepares to make decisions.

- » December 1989      Draft EIS released for public review
- » Dec. - Jan. 1989    Public meeting/hearing to review and comment on Draft EIS
- » Spring 1990        Commission decides on Recommended Alternative
- » May 1990            Publication of Final EIS

#### THE SITE

The site includes the Port's headquarters on Pier 66, about five acres of upland lots east of Pier 66 on the east side of Alaskan Way, and the open water sites where Pier 64/65 were located before they were demolished. Also included in the total lot area are several street rights-of-way that cross or border the upland properties, for which the Port will request street vacations. The Port Commissioners are proposing to adopt a detailed development plan for the site that addresses uses of the site, height and bulk, open space, pedestrian and vehicular circulation through the site, physical and visual connections to the rest of the central waterfront and downtown, and urban design features. The environmental impact statement describes several alternatives for redeveloping the site. These alternatives include a cruise ship terminal, short-stay moorage, public access, commercial marine uses, office, world trade center, hotel, residential, and support retail uses.

In order to describe the alternatives, it is useful to divide the site in five sub-areas:

- Pier 64/65      This is open water now. The piers collapsed in 1987 and were demolished. The State, Port and City of Seattle have signed an agreement to develop short-stay moorage on the site, which the Port will manage.
- Pier 66          Also known as the Bell Street Terminal, Pier 66 currently includes a five-story building which houses the Port's general offices, and a transit shed partially occupied by fish processing facilities and partially vacant. The Pier is used occasionally for commercial boat moorage.
- Uplands          In 1986, the Port Commissioners authorized purchase of five acres of land east of Alaskan Way, directly east of Pier 66 and Pier 64/65. Part of the upland site is currently used for warehousing and light industrial uses, while the remainder is vacant.
- Alaskan Way      This is the four-lane arterial that runs through the site. The waterfront trolley runs along the east side of Alaskan Way and east of this is a set of Burlington Northern tracks which are no longer in use south of Bell Street.
- Lenora Street Corridor      At one time, the Lenora Street bridge connected the Denny Regrade with Pier 64/65. It now ends in mid-air near the seawall.

## OVERVIEW OF ALTERNATIVES

The alternative proposals to be evaluated in the EIS represent a range of uses and densities of development for the Port's central waterfront property. They range from no change in density or use, as in the no-action Alternative A, to development of the maximum feasible floor area in a mixed-use project described in Alternative D.

Each of the "action" alternatives (B,C, and D) are shown two ways. Alternatives B1, C1, and D1 would remove the existing office building and transit shed on Pier 66, and replace them with other structures. Alternatives B2, C2, and D2 would remove the transit shed, but would retain and renovate the office building. Retaining the building does not necessarily mean that the Port headquarters would remain on Pier 66.

The Port envisions a single, unified development for the entire 17-acre site. Physical and visual features of the waterside and landside areas are planned to have an integrated, cohesive design.

### Alternative A: No-Action Alternative

In the no-action alternative, the existing structures on Pier 66 and the uplands would remain, and would continue in their present use, i.e., office with ancillary parking, fish processing, intermittent moorage for ships, and upland support and warehouses. The pier structure has deteriorated and needs to be reconstructed for safety reasons. To accommodate the reconstruction existing fish processing tenants would have to leave the pier and could return once reconstruction is complete. The configuration of Pier 66 would remain much the same, except for extension of the apron 14 feet to the west and construction of short stay moorage for recreational boaters and other visiting craft at the south end of the pier.

If the Port of Seattle opted for the no-action alternative, it would not necessarily retain ownership of the entire site, but might choose to sell some part of it.

### Alternative B: All Marine Use

This alternative includes marine-related uses west of Alaskan Way, with paved outdoor storage and marine support on the uplands, and limited public improvements to Alaskan Way and the Lenora Street Corridor. Alternative B2 would retain the existing office building on Pier 66.

### Alternative C: Maritime Use & Low-Density Commercial

This alternative includes a cruise ship terminal, does not include fish processing, increases the area available for public access and adds restaurant, office (in C2), retail, hotel, and housing at various locations. Alternative C also provides sub-

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stantial public amenities at Pier 66, Alaskan Way, and the Lenora Street corridor. The uplands include hotel, housing, and retail, with street-related courtyards and a landscaped secondary access street along Alaskan Way.

Alternative C1 would build new structures on Pier 66, whereas C2 would refurbish the existing office building and replace the transit shed, but the uses in the two sub-alternatives would be similar.

Alternative D: Maritime Use and Mid-Density Commercial

This alternative contains a different mix of uses than appears in the previous alternatives, and increases public access features and commercial development at various locations. Alternative D is called "Mid-Density" because it proposes less than would be allowed if the Port took full advantage of development bonuses.

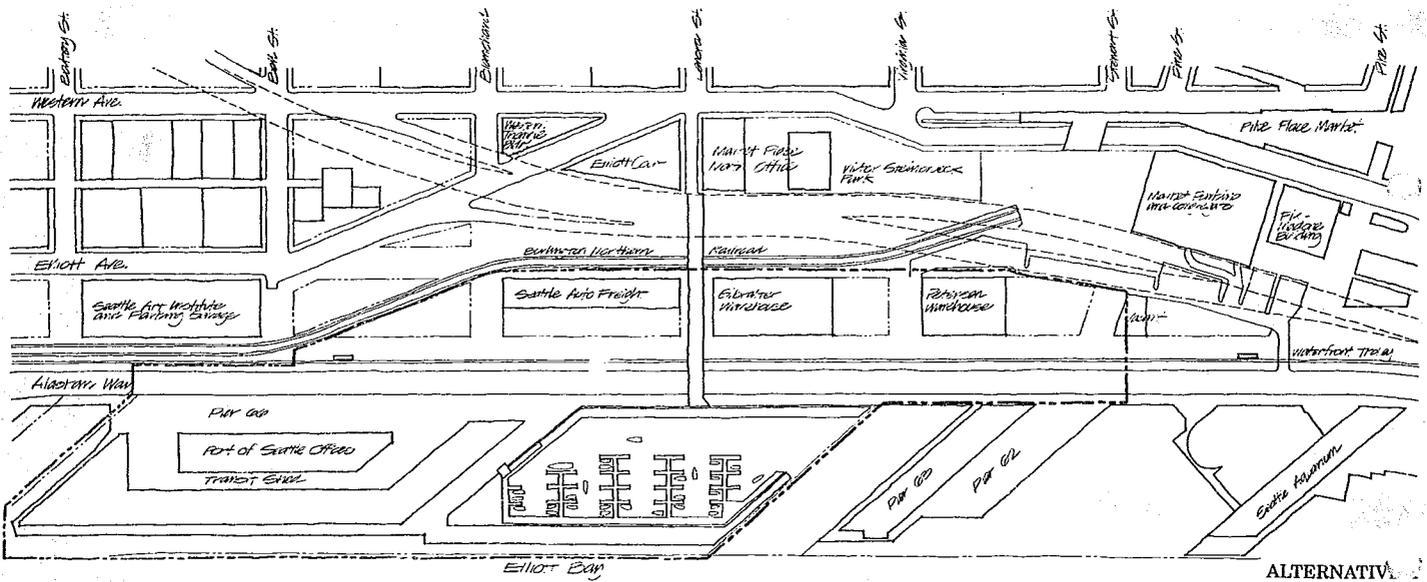
**PORT OF SEATTLE CENTRAL WATERFRONT PROJECT - Proposed Alternatives for Mixed Use**

USES	No Action	All Marine Use		Maritime Use & Low-Density Commercial		Maritime Use & Mid-Density Commercial	
	A	B1	B2	C1	C2	D1	D2
<b>PIER 64/65</b>							
Breakwater / Moorage	■	■	■	■	■	■	■
Harbormaster Office	■	■	■	■	■	■	■
<b>PIER 66</b>							
Floating Platform for public access						■	■
Public Plaza		■	■	■	■	■	■
Public Pavilion				■	■	■	■
Fish Processing Shell*	■	■	■			■	■
Transit Shed Shell*	■					■	■
Maritime Center / Exhibit Shell*		■	■	■	■	■	■
Cruise Ship Terminal		■	■	■	■	■	■
Retail / Restaurant Shell*		■	■	■	■	■	■
Office Shell*, existing bldg.	■		■		■		■
Office Shell*, new bldg.				■		■	
<b>UPLANDS</b>							
Outdoor storage, staging, & warehouses	■	■	■				
Residential (Apts. or Condos)				■	■		
Retail / Restaurant Shell*				■	■		
Private Parking				■	■		
Hotel (suites or rooms)				■	■	■	■
Retail / Restaurant Shell*				■	■	■	■
Parking (Hotel & Retail / Restaurant)				■	■	■	■
Office						■	■
Retail / Restaurant Shell*						■	■
Parking (Office & Retail / Restaurant)						■	■

\* Port would provide unfinished space, which tenants would improve for their specific use.

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CENTRAL WATERFRONT PROJECT

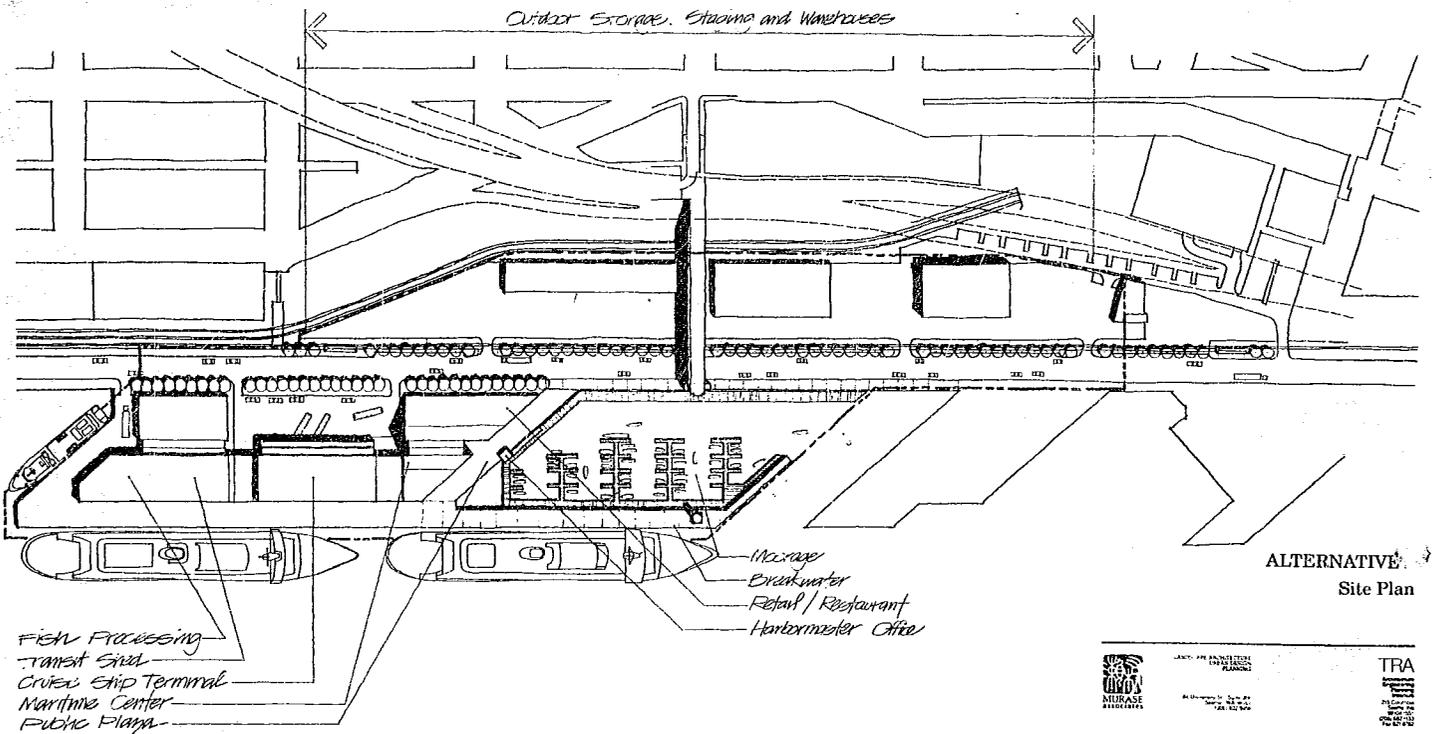


ALTERNATIVE  
Site Plan

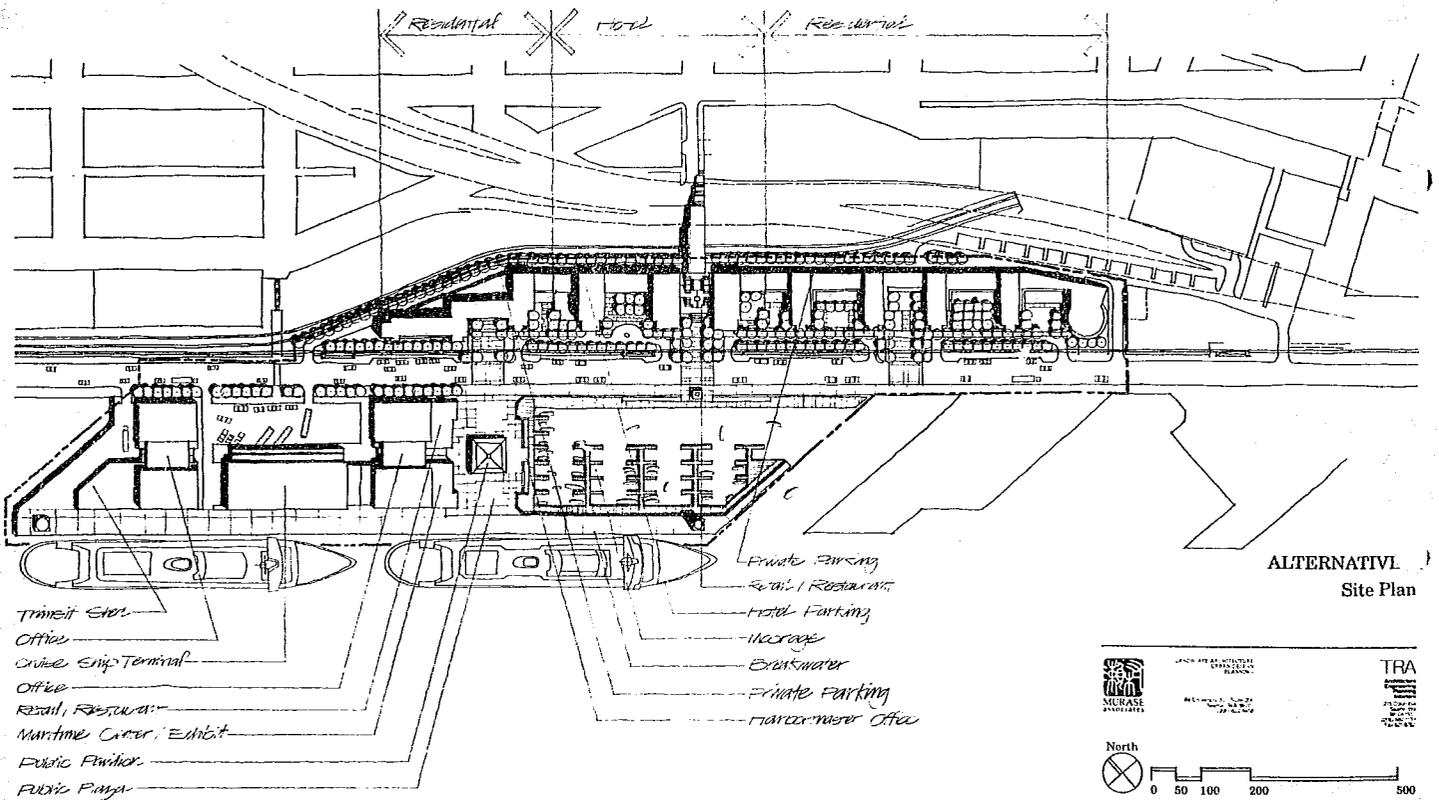
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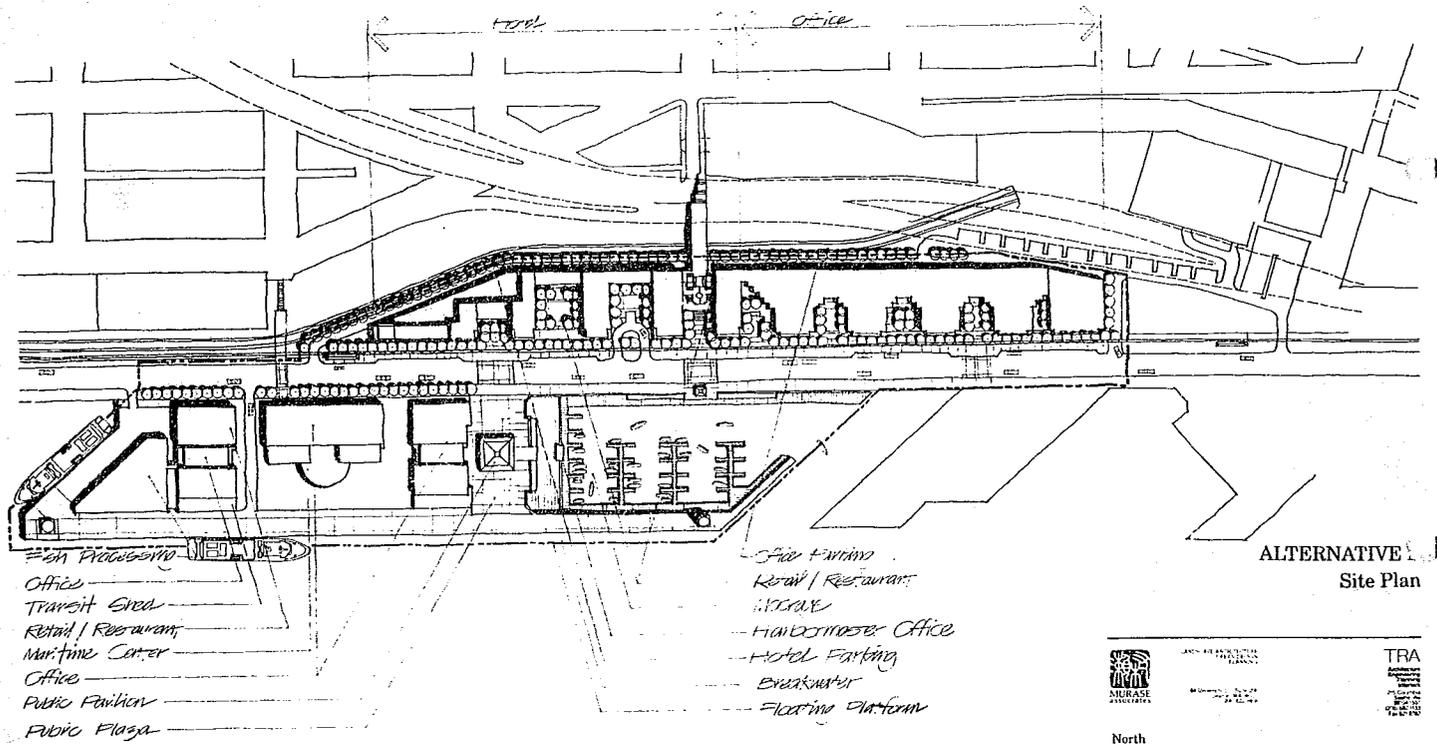
Port of Seattle  
CENTRAL WATERFRONT PROJECT



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CENTRAL WATERFRONT PROJECT



Port of Seattle  
CENTRAL WATERFRONT PROJECT



ALTERNATIVE  
Site Plan

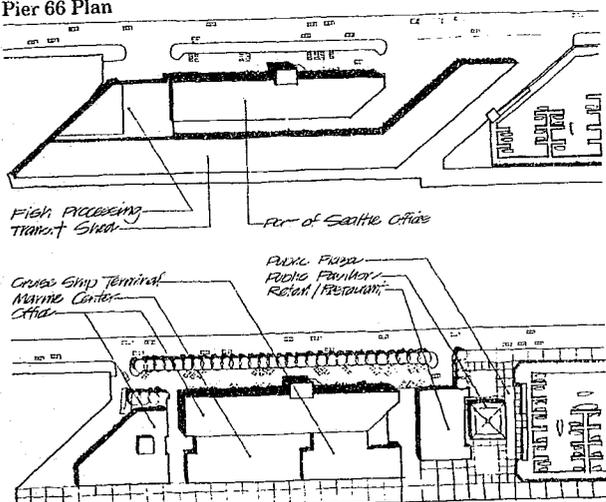
Logos for the Port of Seattle and TRA (Transportation Research Board) are present. Below them is a north arrow and a scale bar.

North

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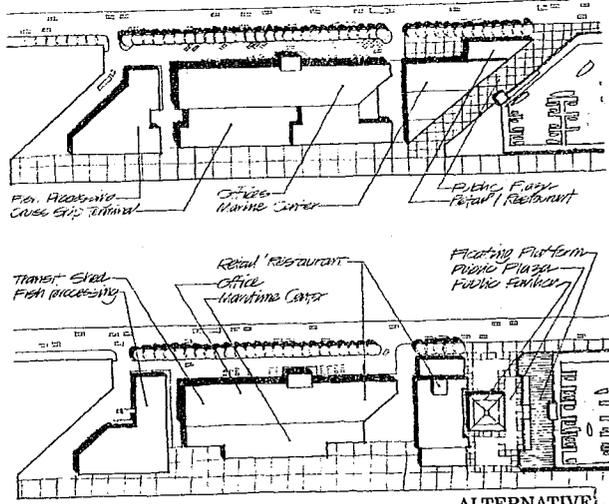
Port of Seattle  
CENTRAL WATERFRONT PROJECT

ALTERNATIVE A  
Pier 66 Plan



ALTERNATIVE C,  
Pier 66 Plan

ALTERNATIVE B,  
Pier 66 Plan

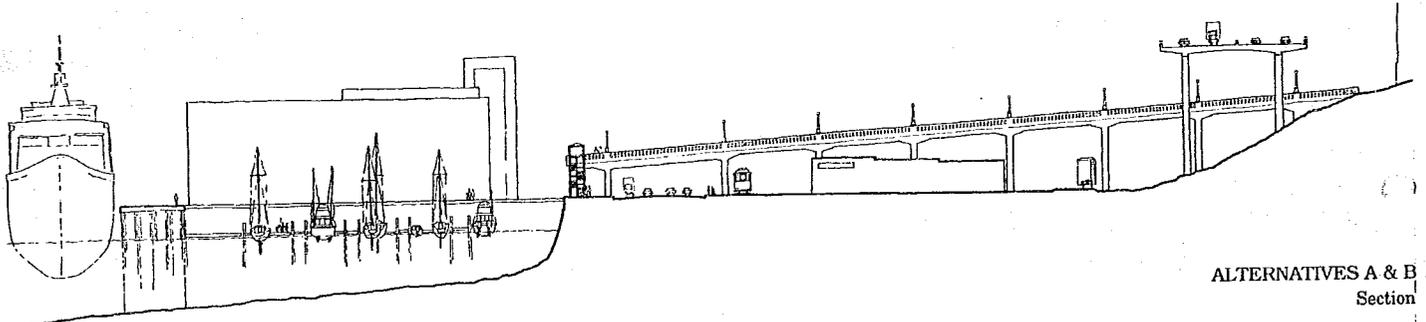


ALTERNATIVE B,  
Pier 66 Plan

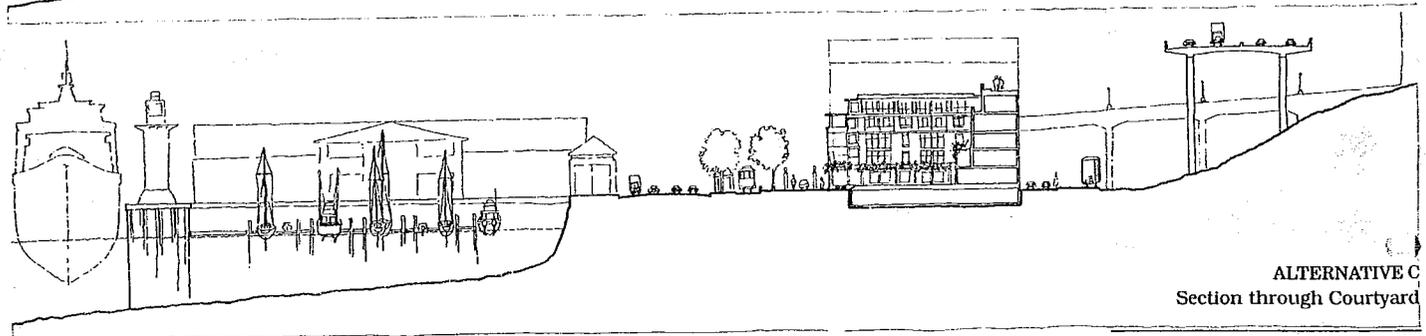
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 TRA ENGINEERS  
 PORT OF SEATTLE  
 1000 1ST AVENUE, SUITE 1000  
 SEATTLE, WA 98101  
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 WWW: PORTOFSEATTLE.COM

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Port of Seattle  
CENTRAL WATERFRONT PROJECT



ALTERNATIVES A & B  
Section

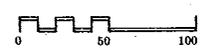


ALTERNATIVE C  
Section through Courtyard

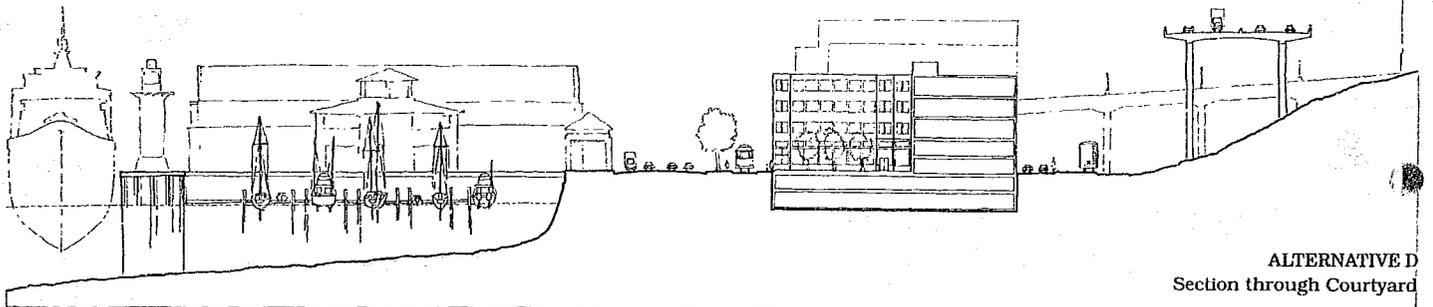


LAND USE AND TRANSPORTATION  
PLANNING  
MURKIN  
CONSULTANTS

TRA  
TRANSPORTATION  
ARCHITECTS



Port of Seattle  
CENTRAL WATERFRONT PROJECT



ALTERNATIVE D  
Section through Courtyard

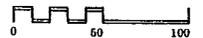


ALTERNATIVES C & L  
Lenora Street Section



ARCHITECTS  
1000 1st Avenue, Suite 200  
Seattle, WA 98101  
206.461.1000

TRA  
TRANSPORTATION  
ARCHITECTS  
1000 1st Avenue, Suite 200  
Seattle, WA 98101  
206.461.1000



Seen from 18, 1989

# Port seeking harbor for its

by Theresa Morrow  
Times business reporter

**T**he Port of Seattle has spent \$1.2 million on consultant fees, held 58 public meetings and commissioned 25 reports and studies on its central waterfront property.

It's more than doubled its investment in commercial waterfront real estate in the last three years — from \$7.5 million in 1986 to \$14.75 million today — with another \$5 million projected to be spent over the next six months.

But three years and \$20 million into their waterfront development project, port commissioners are still wringing their hands over what to do with the seven-acre stretch of land under their care along Alaskan Way.

Not only have they not come up with a concrete plan for the property north of the Pike Place Market Hillclimb along Alaskan Way — including Piers 66 and 69 — they remain undecided about whether the port should be developing the property at all.

And they are now questioning whether the port can afford to spend any more money on the waterfront with other major expenses looming.

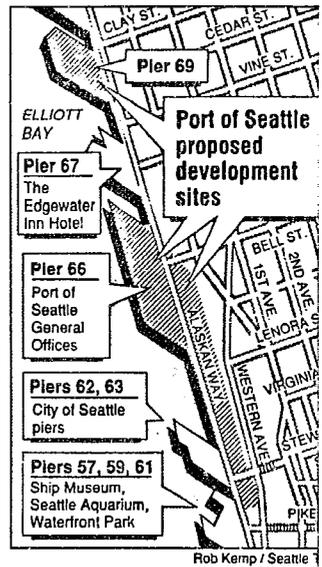
When the port made its first commercial real estate purchase along the waterfront in October 1986, former port director Jim Dwyer says, it was anticipated that development could begin 12 to 18 months later.

But it's a little like the Emperor's new clothes: When you look behind the studies, consultants' bills and other trappings of development, the port's central waterfront property remains as unadorned as it was then — still the site of crumbling warehouses, broken windows and dusty garbage.

The upland strip east of Alaskan Way and north of the Pike Place Market Hillclimb — central to the project — remains a barren slum. Spruced-up walkways and public moorage, contemporary buildings and a cruise-ship terminal still exist only in architectural drawings.

And things won't change soon: Even if the port makes a decision on what to do as early as next year, it will be 1994, at least, before any development could be completed.

While the land lies undeveloped and producing no revenue, the port is out about \$50,000 per month on its original investment of \$7.5 million — the amount



Rob Kemp / Seattle Times

## costly waterfront plan

the money would have accrued in interest. The carrying costs are offset by property appreciation, however.

"What we do here we are basically doing forever, so if it takes a few more months or another year, that's all right," says Port Commission President Pat Davis in defense of the delays.

Davis points to several reasons why the process has gone on so long. The port waited to see if the city's Harborfront levy would pass before proceeding, she said. However, Dwyer says the Harborfront plan affected city land south of the port's project and the port development was designed to be separate from the city's.

The port bought Pier 69 last fall, which Davis said further delayed things. A decision then had to be made on moving the port's offices from Pier 66 to 69. That decision has been delayed because of public opposition to separating it from decisions on the commercial development.

But some waterfront watchers say the commission is guilty of overstudying the development project and of indecision. The port's own development director, Dan Dingfield, says he has tried to get the commission to narrow the scope of the

project but that they have "ducked this issue."

Two commissioners — Jack Block and Jim Wright — are clearly frustrated at the length of time deliberations are taking. "It's time to make a decision," Wright says. "Our problem is in not being focused."

"The port went out like a barn-burner. Now it's paralyzed," said Philip Killien, a member of Waterfront Awareness, a group that is developing a plan for a Maritime Heritage Center on the waterfront.

Port watchers say the commission has given in to special-interest groups who oppose commercial development. The same people have been resisting waterfront plans for the past 10 years, said Marc Hershman, professor of marine studies and law at UW and part of the Waterfront Awareness group. "They actually have a small membership," he added.

Some members of that group have been supporting the idea of a working waterfront on the port's piers, an idea that Port Commissioner Henry Aronson said is "a fantasy that was driving the whole

Please see **WATERFRONT** on E 4

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# After \$1.2 million, no change on Port property

## WATERFRONT

continued from E 1

project."

Aronson said the port waited to see if maritime companies wanting to move to Elliott Bay would come forward. They didn't.

"It was a drill we had to go through," said Aronson.

If the commission has not made a commitment to what will be on the waterfront, it has made a commitment to consultants. The \$1.2 million in port work orders went to transportation specialists, appraisers, architects, planners and attorneys.

Port records show fees paid for reports such as a 1987 study showing a Port of Seattle cruise-ship facility, another study showing hotel/residential/retail uses, another incorporating that report and adding to it, one with drawings of a funicular leading up the hill toward the Pike Place Market, plans calling for a "wintergarden" of tall atriums and stairways lined with retail shops.

Jerry Hillis, a Seattle land use attorney, has received a third of the consulting fees, \$325,000, to handle acquisition negotiations and negotiations with regulatory agencies. Hillis said the consulting fees seem "on the low side" given the scope of the project.

But other waterfront watchers question the amount of money spent on consultants and studies without a resulting decision.

William Justen, vice president of development for the Koll Co. which is developing Fred Hutchinson Cancer Research Center on Eastlake, said the \$1 million is high compared to planning costs for private companies. But, Justen

said, the port has to answer concerns of a relatively small but loud group of opponents.

Justen said Koll may want to bid to become the developer of the port's property, though he warned that if the port compromises on a "mediocre" development, the company would be less interested. In the meantime, the port continues to wrestle with the larger question of deciding just how committed it is to even being in the real estate development business, and what kind of revenue port-owned real estate should be counted on to produce.

Davis admitted it would have been better to have those policy decisions made before the waterfront project was so far down the road with consultants and studies. The port had no long-range plan until it started a strategic planning process this year.

Dingfield points to the wide range of uses the commission will consider in a \$500,000 environmental-impact study to be completed for the property by the end of the year. The study will include many alternatives, from leaving things the way they are to maximizing revenues with commercial development.

Dingfield said the commission could have considered fewer options for the property and decided ahead of time whether it wanted to develop it itself or lease it to a developer. In August of last year,

Dingfield said he asked the commission to decide whether a mix of uses including hotel/residential and some retail uses on the uplands was the direction it wanted to go.

"They ducked the issue," Dingfield said. "They chose to see more figures first and do it in a specific way. It would've narrowed the scope, been less costly and given a framework within which to work."

Aronson points out that the port might not be able to do anything more on the waterfront at all, making the glut of studies and reports moot. The port is facing a decision on developing the site of Lockheed Shipyard No. 2 near Harbor Island for a container terminal at a cost of more than \$10 million.

"The port has never lacked for money to do something," Aronson said. "Now it's facing that. We can't do both Lockheed and the central waterfront."

The next decision-making point will be early February, when the commission is scheduled to commit to whether it wants to use the waterfront property for commercial development and, if so, what development will be there.

But by then there may be more information to put into the mix: There is interest by some commissioners in buying Pier 70 to complete the port's holdings at the north end of the waterfront.

*Staff criticizes  
commission  
in public print!*

NON-BOAT OWNERS BURDENS FOR FINANCING PLEASURES OF  
AFFLUENT BOAT OWNERS - PUBLIC MARINA COSTS.

*Boat launches needed - Not marinas*

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COMPILING DATA ON COSTS OF PUBLIC FINANCING OF MARINAS

There is no source of such data from any official or governmental agency.

The figures here derived from ENVIRONMENTAL IMPACT STATEMENTS, SEATTLE DISTRICT CORPS OF ENGINEERS AND PUBLIC PORTS, ECONOMIC DEVELOPMENT ADMINISTRATION

What of Everett's huge marina?

PORT: MARINA	CITY	FEDERAL * in \$1000.	PORT	TOTAL	Time frame year
1. Squalicum	Bellingham	667.6	844.8	1,512.4	1981 comple
2. Westhaven	Westport	2,840. <sup>(3)</sup>	0	2,840.0	1980 "
3. Eastbay	Olympia	1,396.	2,188.	3,584.0	1983 "
4. Friday Harbor expansion & repair	San Juan Island	2,760.	204.	2,964.	1983 "
* 5. SEQUIM Bay	Sequim	0	6,000. ?	6,000.	? 1984
6. Ilwaco	Ilwaco	1,125. <sup>(1)</sup> 115. <sup>(2)</sup>	?	1,263.	1971-76
* 7. Shilshole expansion	Seattle	0	6.6 - 7.3	<del>(7,000)</del> ? 8,000	<del>1984</del> 1989
* 8. Harbor Island	Seattle	0	3,000.	3,000.	?

(\* PROPOSED; No permits yet issued)

SUMMARY:	FEDERAL CONTRIBUTION IDENTIFIABLE TOTAL	----	\$ 8,926,600.
1980-1984	LOCAL (PORTS)	----	19,236,800.
	CAPITAL COSTS PUBLIC	----	\$ 28,163,400.
	7 recreational marinas		

This summary is minimal. Does not account for costs of marinas at Anacortes, Brownsville, or increases at Bellingham (Blaine & Squalicum)  
In general, these figures do not include "pre-authorization" or any future dredging costs where needed on maintenance basis.

- (1.) mooring basin & (2.) marina improvements, EDA funds, 1971 & 1976
- (3) Port of Port Angeles' portion supplied by EDA funds, 1980, in amount of \$607,000.

"Federal" otherwise means Corps of Engineers, Section 107, Rivers & Harbors Act funds. Limited to \$2,000,000 per municipal project for breakwater "navigational improvements".

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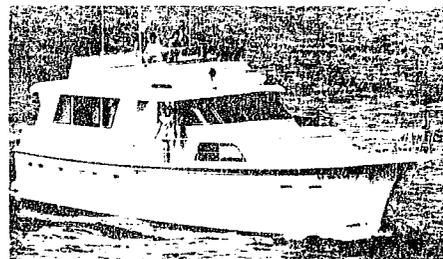
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50' HATTERAS 1969  
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BEST BUY AT \$195,000.



53' HATTERAS 1970  
Owner says SELL! \$250,000.

### BEST BUY - SAIL

- 30' CATALINA '85 (2) ..... from \$28.5K
- 30' CAPO '84, full race, AP ..... 44.5K
- 30' OISO '84, diesel, race, Capri ..... 49.5K
- 30' NEWPORT, dsl, whl, AP, dod et 20' 5K
- 30' SANTANA '82, race, 31' ..... 24K
- 30' ERICSON (3) ..... from 20K
- 30' HUNTER '82 dsl, whl, hotshower 20K
- 30' HERRSHOFF D'NEEL KETCH '67 19.5K
- 30' ISLANDER (6) ..... from 15K
- 30' OLSON '88 9115 ..... 39.5K
- 31' CAL '80, wheel, fur, AP, Loran 36.5K
- 31' TASHIBA '86, loaded, radar, 2 from 94.5K
- 32' CHALLENGER '70, Sabot, rater (2) 61.5K
- 32' WESTSAIL '77 (2) ..... from 59.5K
- 32' CHEOY LEE '78, cruise, rdy, ..... 47K
- 32' ERICSON (5) ..... from 21.5K
- 32' ERICSON '87 rater, Loran ..... 47K
- 32' ISLANDER '77, diesel, (3) ..... from 24.5K
- 33' CHEOY LEE '71, kitted ..... 35K
- 33' NEWPORT ..... 42 from 45.9K
- 33' IRWIN '77, hot shw, propane 37.350
- 33' RANGER (3) ..... from 24.5K
- 33' ROUGHWATER '81, dsl, frg ..... 40K
- 33' YORKTOWN, 6 sails, dsl, sharp 34K
- 34' CAL '84 ..... from 25.5K
- 34' HUNTER '81 ..... 45K
- 34' O'DAY '83, diesel ..... 45K
- 34' ISLANDER '73, dsl, AP, retr, Avon 30K
- 34' CATALAC CAT '86, tw dsl ..... 39K
- 34' FAST 345, '86, loaded ..... 65K
- 34' BRISTOL '70 rater, propane, showr 39K
- 35' ERICSON '70's Model, ..... 2 from 29.9K
- 35' ERICSON '84, frl, propane, Loran 59K
- 35' CHEOY LEE LION, dsl, rater ..... 29.5K
- 35' ALBERG '65 Diesel ..... 35K
- 36' ERICSON '78, cruise rly, ld'd ..... 72.5K
- 36' ISLANDER '79 ..... 52K
- 36' ISLANDER (7) ..... from 39.5K
- 36' ISLANDER '80, 9 bags, Loran, AP 9K
- 36' ISLANDER '74, rater, CNG AP, ..... 39.5K
- 36' PEARSON Ket. '77, new dsl, frl, 51.5K
- 36' ISLANDER Freeport '79 ready 21 71.5K
- 36' CATALINA '84 Furler, AP, Avon 61.5K
- 37' TAVANA '79, sat/nav, ready ..... 67.5K
- 37' HUNTER '82, dsl, furler, rater ..... 49.5K
- 37' RANGER, '74 dsl, loaded ..... 55K
- 38' ERICSON, Choice of 4 ..... from 69.5K
- 38' CATALINA '81 Loran, electronics 55K
- 39' ALLIED KETCH '72, rater, 2 beds 68K
- 39' LANDFALL '80, pilothouse cutter, 65K
- 39' ERICSON '71, 8 sails, fast ..... 43K

- 39' COLUMBIA '79 ..... 79.5K
- 40' ISLANDER MS '72 ..... 79.5K
- 40' AVANCE '85, DEMO ..... 189K
- 40' MARINER Ketch '71 ..... 75.5K
- 40' NEWPORTER KETCH '64, dsl, frl 45K
- 40' CHOATE, 80, rater, CNG, AP ..... 59K
- 40' KROGEN CUTTER '81 rater ..... 94.5K
- 41' MORGAN '87 Great Kabrid ..... 115,750
- 41' KETTENBURG ..... 48K
- 41' C&L '69, 12 sails, 84, AP ..... 54.5K
- 41' (2) ELIAS-DE-Treeport, Refurb, tm 89K
- 41' CT KETCH '72, Str eng, bottom OFFERS
- 42' CLYMER R. PERRY '77 ..... 95K
- 42' WESTSAIL '79 Radar, sat nav, ..... 124.5K
- 42' MORGAN, 8 sails, AP (2) ..... from 68K
- 43' PETERSON '84, 21 bags ..... 90K
- 44' PETERSON, 8 sails, AP (2) ..... from 68K
- 44' COLUMBIA ..... 75K
- 44' PETERSON '76 ..... 118K
- 44' SWAN 14 bags, sat nav, Loran etc. 170K
- 45' LANCER Powersailer 83, ..... 2 from 125K
- 45' MORGAN NELSON MERICK '81 125K
- 45' PETERSON 10-h '82 ..... 235K
- 46' CAL Mk III ..... 112K
- 47' VAGABOND '74 offshore cruise, 110K
- 49' TRANSPAC '84 furler, A/C 139K
- 51' ALLUSIAN Ketch CAVC, office ..... 250K
- 51' GARDIN Edge '81 ..... 165K
- 51' MOTORSAILER pilothouse ..... 109.5K
- 52' STEEL MS ..... 125K
- 54' S & S Sloop '75 loaded ..... 250K
- 54' HUNTER '82 AP, rater, rater ..... 130K
- 55' S/S Cutter '79 fast reduced ..... 185K
- 57' GILES Cutter '54 OWC ..... 49K
- 57' SUTTON M/S Steel '67 loaded ..... 175K
- 57' FREEDOM schooner '5 ..... 220K
- 66' NEW HORIZON Maxi, rust '81, 435K
- 65' NEW HORIZON '84 Assume ..... 425K
- 76' BROOKE M/S '78 Steel, good inv. 450K
- 78' BROOKE M/S '82 St of, furling, 600K

- 33' EGG HARBOR '79, tw dsl, ld'd ..... 110K
- 33' CHRIS '79, S/F, fast, fish ready ..... 47.5K
- 34' UNITED '82 ..... 54K
- 34' CHRIS SF '63 ..... 21K
- 34' SILVERTON '89 ..... 105K
- 34' CALIFORNIAN '85.2 Cats, mi, ro 119K
- 34' MAINSHIP '78 B, AP Loran rd 59.5K
- 34' SEA RAY '85 SB, gen AC, radar, 110K
- 34' WELLCRAFT Gransport '85 86 gen 90K
- 35' PT 1981, Loaded! ..... 139,500
- 35' PT 86, Sunder k MY, low hrs, ld'd 119K
- 35' DRAKE '58 SF, tw eng, Loran ..... 24.5K
- 36' CARVER '83 D/C, tw dsl, rdy ..... 129.5K
- 36' UNIFLITE '76 D/C 2 Cats, rdy, A/C 95K
- 36' TROJAN '73 SF gen, AP, rdy ..... 65K
- 36' HATTERAS '72 4 Cats, fishmach, 99.5K
- 36' TROJAN '76 D/C, gen, AP, micro 77.8K
- 36' STEPHENS, 54, low hrs, must see! 33.5K
- 36' TROJAN '71, frl cab, MY, lbrd, 55K
- 36' UNIFLITE '80 ..... 105K
- 37' PRESIDENT '87 D/C, 2 dsl, rdy, Loran 159K
- 37' C & L '78 Trvlr gen-radar, Mint ..... 105K
- 37' CHRIS FB '63 ..... 54.5K
- 37' HERSHINE Tri-cabin ..... 89K
- 38' VIKING, '70, D/C, tw eng, gen, only 55K
- 39' BLACKFIN '82 SF Tw 671 TL gen 240K
- 40' MARINER SF '62 ..... 89K
- 42' CARVER All Cab 1988 ..... 299K
- 42' CALIFORNIAN, '79, tw, Cats, ld'd 40K
- 42' CHRIS '63 ..... 59.5K
- 42' GRAND BANKS '80 ..... 174.9K
- 42' PT '85 ..... 160K
- 43' HATTERAS '79, D/C, 1D gen radar 195K
- 44' GULFSTAR '79 F/B MY, tw, dsl, 160K
- 44' TRAWLER F/B, '73 All Cab ..... 130K
- 45' C & L TRAWLER, '79, F/B ..... 125K
- 45' GRAN MARINER, '86, tw-dsl, gen, 225K
- 45' BLUEWATER '78, Reduced ..... 99K
- 46' OCEAN '85 SF tw-dsl, 400 hrs, gen 395K
- 46' MARQUE MY '81, Steel ..... 155K
- 48' NEW DEMO M/Y, Lod'd, Ckpit 299K
- 50' HATTERAS M/Y, BV71's, offers ..... 195K
- 51' C & L MS '83 ..... 219K
- 52' GOLD COAST ..... 2 from 149K
- 53' HATTERAS '70 ..... TRADE or OFFERS
- 55' CHRIS CONNIE F/B MY Cats '61 140K
- 56' M/Y LIEN WHA '85 Tw BV92's, ..... 450K
- 58' VANTARE M/Y, OVC ..... 695K
- 61' CHRIS M/Y '62 ..... 225K
- 62' PACE M/Y '76 871 TFS 495K, OFFERS!
- 65' BURGER CPMY, Rem/Rota 88/89 185K
- 70' FLOTTOCUS IOMANY offers? Trv 700K
- 71' BROWARD M/Y Wood, O.W.C. 695K

### BEST BUY - POWER

- 32' BAYLINER SF '87, tw dsl, like new 104K
- 32' TROJAN '74, SF, tw VHF-RDF DR 16.5K
- 32' UNIFLITE '78 Scr, low hrs, stras, only 7K
- 33' CHRIS '81 Express, tw on AP ..... 59K
- 33' CARVER '78 F/B, tw, eng, gen, nic 45K
- 33' LA PAZ '73 ..... 37.5K
- 33' CARVER '79 ..... 59K
- 33' 10 METER TROJAN '84, tw, gen, 70K

Full service marina/slips

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DERIVING WATERS & SHORELINES USE FIGURE FROM  
CORPS OF ENGINEERS PUBLIC NOTICES: SEATTLE DISTRICT

The Seattle District Corps does not include the entirety of Washington State, and it does include Idaho and Montana (partial?), altho the latter two states account for a very small minority of permit applications, approximately 35 out of over 600.

In 1982: 1. 545 'real permits' (with public notice) were issued  
 (59 'letters of permission (no pub.notice) issued\*)  
 2. 180 permit applications were later cancelled  
 3. 21 " " " " denied

---

total --- 746 \*usually buoys only, discount

Examining only the Washington State Public Notices applied for we are particularly interested in the volume for two types - public and private works. Difficulties of identifying the cancellations after-the-fact means that the following figures are the best approximations we can make. In general 27% of applications were cancelled or denied, 200/746, and this must be applied as a correction figure.

Categories of Public Notice for purposes stated as :

A. PRIVATE DEVELOPMENTS: \* WASHINGTON STATE ONLY

1. Single family residences and two condominiums:
    - a. docks, floats, railway launches,  
 seaplane floats ----- 145  
 (18 were for 'retains'=already installed)
    - b. Erosion control bulkheads, concrete steps 71
    - c. combinations of above (3 'retains) 19

Subtotal ----- 235
  2. Private clubs, resorts, restaurents with boat moorage 14
  3. Dredge only for existing boat moorage 6
  4. Private marinas:
    - a. New construction 10
    - b. expansion 6
    - c. dredge with expansion or new construct. 9
    - d. dredge only for prior construction 5
  5. Private Actions with any aspect of 'public access, i.e. fishing pier, boat tour moorage, boardwalk 4
- Subtotal ----- 54

\*Exclusive of public utilities, etc.

TOTAL --- 289

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WASHINGTON STATE; STATE AGENCIES & MUNICIPALITIES - 1982  
CORPS APPLICATIONS FOR WORKS IN WATERS; PUBLIC RECREATION

a. WASHINGTON STATE PARKS & RECREATION COMMISSION:		
	Renovate public moorage facilities	--- 3
	Expand " " "	--- 1
b. WASHINGTON DEPT GENERAL ADMINISTRATION		
	construct boating pier & fishing pier, dredge in Capitol Lake	-- 1
c. FORTS		
	Bellingham: small boat, log breakwater	- 1
	Grays Harbor: access to breakwater for pedestrian fishermen	- 1
d. SKAGIT COUNTY ---		
	Improve public boat launch facilities	- 2
e. <u>Cities</u>		
1.	Seattle, Don Armeni public park and boat launch improvements	1
2.	Des Moines, artificial reef construct, public fishing	1
3.	Edmonds - retain sunken tugboat for Scuba divers	1
4.	Tacoma - Ruston Way, Fill for Marine Fireboat museum and bank protection	1
	Total -----	13

NOTE

For purpose of comparison with 1981 there is attached a six months only summary for that year.

Totals for 1982 should be calculated re the number of cancellations, but for inability to identify these we have simply accepted the issued public notices in the count.

- CONCLUSIONS: The important findings we believe are the measures of private activity for recreation and property protection or expansion, or business enterprise, 289 applications, versus the degree of public recreational activity, 13 applications.
- 1.
  2. The very large percentage of single family residential docks and bulkheading every year which acts to alter conditions of tidal waters, sand and beach building, and in general, intrusions on wildlife habitat these 235 applications represent. Almost invariably these applications are granted.

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## Small-boat Owners Should Question Pier 90-91 Decision

**O**FFICIALS OF THE PORT OF SEATTLE have rejected a proposed alternative development for a portion of the westerly area of Pier 91 which was submitted by the Seattle Shorelines Coalition. The alternative is economically sound, completely compatible with the Port's own announced plans for the next decade and is needed county-wide. It is to develop a facility for launching and storage of recreational boats under 26 feet in length, the ma-

### GUEST OPINION

jority of recreational craft which do not need wet moorage at marinas.

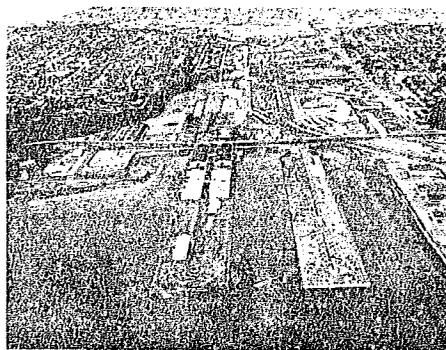
The Coalition proposed a mechanical elevator hoist system for launching and retrieving boats, with storage on blocks or stacked in racks as it is at many private marinas. No new expensive breakwater would be needed nor would a large area of surface water be preempted as a marina requires.

Was that proposal rejected because it might impair future development of a container cargo facility? Is this another link in the chain of evidence of the Port's real intentions? We ought to evaluate the proposal and consider the Port's motives.

Small boats are the mainstay of the recreational boating industry which provides jobs in manufacturing, sales, repairs and supplies. Scarcity and cost of moorage is the main reason for a continued slump of that industry. How many apartment and condominium residents would purchase boats, but are inhibited for lack of convenient storage space? How many people are inhibited by the difficulties of maneuvering a trailered boat in and out of driveways on steep hills and the partial immersion and personal risk at the launch site?

Access routes to Pier 91 are well-signalled major arterials, making towing much safer for those who chose to continue doing so, although new small cars are underpowered for towing. With boats in rental storage neither the trailer or trailering through the city traffic would be necessary. Parking would be away from the shoreline, decreasing the hazardous congestion on Harbor Avenue Northlake Way, and Seaview Avenue where public boat launches are overcrowded and attended by long waits. We need to reduce the number of boats stored in residential driveways with the owners' cars parked on the street, congesting and blighting the appearance of neighborhoods.

When in use, the trailered boats create an additional problem. Each vehicle and trailer can occupy 400 square feet of shoreline streets while the owners are afloat. This is an inordinate demand on a scarce and valuable resource.



A Port of Seattle plan for development of Terminal 91 (piers 90 and 91) calls for a mix of uses through the 1980s and does not preclude the development of a container-handling facility at the terminal after 1990.

Shoreline parking lots damage everyone else's access and enjoyment, and ruin beautiful views.

No other sites exist in Seattle for development of launch and storage facilities. The Parks and Recreation Department intends to improve the Don Armeni launch in West Seattle but it cannot, nor should it, increase the size of its parking lot. The University of Washington's construction plans for the west campus will eliminate an existing large marina on Portage Bay. Construction of the West Seattle Bridge and the Port's industrialization of the Duwamish will put a number of small marinas out of business. Since private marina owners prefer to rent to owners of the large yachts who can afford the constantly increasing costs, the moorage problems can only get worse so long as marinas are considered the only option. The probability is that boating will increasingly be limited to the well-to-do segment of society. The Port's recalcitrance will foreclose boating opportunity for future generations.

**T**HE PORT'S ONLY ANSWER to the debacle of the Seacrest Marina project is a plan to add 400 new slips at Shilshole by building another breakwater, squeezing the car parking stalls closer together, and squeezing out the small boat owners by raising lease costs to an intolerable level. Now estimated to cost \$6.5 million, this plan will not help the majority of boat owners. It will increase traffic in the Ballard business district and on the already hazardous Seaview

Avenue and make access to the Chittenden Locks and Golden Gardens Park more difficult than it is already.

By extending benefit to the King County population, the Coalition's proposal could not be indicted as being for local benefit only. There is sufficient land at Pier 91 to store hundreds of small boats without imposing any of the offensive impacts associated with a container-cargo operation. Wet moorage in marinas would be left for yachts and sailboats requiring it.

As a public municipality and the major owner of Seattle's saltwater shorelines, the Port owes responsibility to taxpayers by accommodating to public need and improved land-use planning. Remember: The land and tidelands of the profit-making Shilshole Marina were a Seattle city beach park not many years ago. This 72 acres of city property from which the majority of city residents are now excluded was given to the Port for the sum of one dollar! A boat launch at Pier 91 would be a small measure of compensation for land and tidelands of inestimable value today.

Despite a posture of omnipotence, and the duplicity and tokenism which the Port passes off as 'community relations', it is vulnerable to errors of judgement. On at least two occasions in the past five years the Port spent large amounts of money to develop facilities for tenants who then failed to lease the premises (Pier 37 and Pier 66). Environmental Impact Statements were published and the projects approved by the Commissioners. For Pier 66 the Port held a series of public meetings, replaced the substructure pilings and commenced renovations of the large Transit Shed, and even hired a prestigious law firm to defend it in anticipation of a legal challenge by citizen groups! In 1959 a major project was declared flagrantly unconstitutional by the Supreme Court of Washington. More than once the Legislature has had to intervene to bridle the Port's ambitions.

The State Shorelines Management Act gives priority to navigational uses, which boating certainly is, while the Port's selected uses give priority to warehousing which can be located anywhere away from the shore areas. The Port's publicity is geared to making the objections of the Queen Anne and Magnolia residents appear as selfish and narrow, when in actuality the Port deprecates the economic, environmental and recreational potential for the entire County.

For this reason the elected officials of the State, County and City as well as the boating community should be taking an interest in the present and future disposition of Piers 90-91. There is no reason to tolerate the continuing tyranny of the Port of Seattle.

BENELIA CAMINITI

MAXIMUM DEPTHS OF WATERS for MOORAGE OF BOATS & SHIPS -  
VESSELS OF DIFFERENT SIZES.

Data provided by staff of CORPS OF ENGINEERS and NOAA.

<u>TYPE OF VESSEL</u>	<u>LENGTH OF VESSEL</u>	<u>DEPTH MOORAGE MAXIMUM</u>
NOAA Research:		
Oceanographer ---	303 feet	20 ft
Surveyor ---	293 "	" "
Crab trawlers	-	18 "
Purse seiners	-	15 "
Pleasure boats		
a. small ---	20 feet	6 to 8 feet
b. large ---	60 feet	10 feet
* Marinas designed for pleasure craft & charter vessels		15 feet
Sail boats with keel		15 feet

---

Compiled by B. Caminiti

\* Squalicum, East Bay in Olympia, Westport marinas

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## Equity in Coastal Access: Income and Spatial Effects on the Benefits of a New Boat Harbor in Metropolitan Los Angeles

Phillip J. Symonds

Environmental Economist, Center for Natural Areas,  
Oakview, California

The California Coastal Plan of 1975 recommended several policies on marina construction in California. The Plan accepted projections of a continuing demand for coastal boating facilities, noted that further construction of facilities would be environmentally damaging when dredging and filling of coastal wetlands were required, and suggested that existing facilities could be more efficiently used. The Plan did not explicitly raise questions of equity, such as: "Who bears the costs, and who receives the benefits of new harbor construction? This article reports a cross-sectional small-area statistical analysis of boat-ownership distribution in metropolitan Los Angeles in an effort to cast light on the equity issue. The research indicates that boat-ownership levels may be explained by family income level and by distance and size of nearby facilities. A major finding is that the spatial distribution of ownership of moored boats is best predicted by high household income and distance to the nearest recreational harbor. This finding is used to cast doubt on predictions of a continuing unmet demand for marinas. It is indeed true that new harbor construction in Southern California would necessarily incur loss of irreplaceable coastal wetlands. If a new harbor were built, moreover, primary benefits from increased coastal access would accrue to households in the upper one-tenth of the region's income distribution, especially those living near the coast.

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→ *Coastal Zone Management Journal*, Volume 5, Number 1/2  
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tors are suitable predictors of boat ownership. A model is presented to explain spatial distributions of boat ownership. Explanatory variables are defined explicitly so that they can be measured using available census and facility-stock data. The model is then analyzed in terms of the statistical procedure used to estimate the parameters, and is evaluated in light of empirical results. Finally, the implications of the methodology of the research, as well as the policy, are commented on.

#### The Geographic Setting: Boat-Ownership Patterns and Marina Locations in the Los Angeles Metropolitan Area

California's recreational boating policymakers and analysts have focused on interregional, rather than intraregional, distributions of boat ownership. Their major concern seems to have been to establish equitable facilities-to-boater ratios in different regions of the state.<sup>5</sup> In the Southern California counties, new marina construction has been justified by pointing to lower-than-average slip-to-boater and ramp-to-boater ratios. More than one-half the state's population resides within the five-county Los Angeles metropolitan area, with the greatest percentage in the coastal counties of Ventura, Los Angeles, and Orange. Therefore, an attempt to answer the question of equity in access to recreational resources must consider the distribution among households within this large urban population.

California's boat registration records may be used to analyze spatial distribution of ownership.<sup>6</sup> The records contain information on the registrant's address (county and zip code), the boat's location (county), and the characteristics of the boat itself. Table 1 shows a length-by-propulsion breakdown for the state's four southernmost coastal counties. Data on the South Coastal Region (Ventura, Los Angeles, and Orange Counties) have been aggregated and compared with data on San Diego County. Also shown are numbers of boats registered in one region and stored in the other. Out-of-county storage is seen to be significant only for longer classes. About 10% of boats stored in San Diego are registered in the Los Angeles metropolitan area to the north. This indicates that South Coast Region boaters place some demand on storage facilities in San Diego County.

Some of the largest small-craft harbors in the world have been built in Southern California. Although there have always been abundant water recreation sites in the San Francisco Bay and Delta, and on the rivers and lakes of northern California, relatively few suitable natural

TABLE 1  
Number of Boats Registered in Southern California (1972)

Length by propulsion (ft)		Boats registered in south coastal region <sup>a</sup>		Boats registered in San Diego county <sup>a</sup>	
		Number registered <sup>b</sup>	Number located in San Diego county <sup>c</sup>	Number registered <sup>b</sup>	Number located in south coastal region <sup>a,c</sup>
>12	Power	9,220	63	1,730	6
	Sail	260	14	310	2
		9,480	77	2,040	8
12-15	Power	52,040	62	9,780	21
	Sail	4,580	16	1,130	5
		56,620	78	10,910	26
16-19	Power	42,860	63	5,500	10
	Sail	1,710	7	630	1
		44,570	70	6,130	11
20-25	Power	9,930	81	1,910	12
	Sail	3,550	35	750	3
		13,480	116	2,660	15
26-39	Power	7,780	169	1,400	11
	Sail	2,650	31	420	2
		10,430	200	1,820	13
40 or more	Power	1,150	18	200	0
	Sail	1,200	3	0	2
		2,350	21	200	2

<sup>a</sup> Includes Ventura, Los Angeles, and Orange Counties.

<sup>b</sup> Estimate based on 10% random sample of registration file.

<sup>c</sup> Previously unpublished data.

SOURCE: Symonds (1975)

sites existed in the arid southern half of the state. By the late 1950s, available coastal recreation sites at Newport Beach and in the Los Angeles and Long Beach Harbors had become congested. During the early 1960s, long-standing plans for the development and construction of several new harbors came to fruition. Harbor construction, however, required massive dredging and filling of coastal wetlands.

*smaller in proportion*

The parameters displayed in Table 5 show that ownership of the largest components of the fleet—powerboats between 12 and 25 ft long—is best predicted by the distribution of families in the income range of \$10,000 and above. These ownership patterns are somewhat modified by the relative size of the nearest ramp site. Distance to the nearest ramp site has no explanatory power. By contrast, the distribution of larger powerboats and all sailboats is best predicted assuming a threshold income of at least \$15,000. For the largest boats, the income range predicting ownership is \$50,000 and above. For the larger powerboats and for sailboats, the significant negative distance coefficients indicate that the probability of ownership falls off rapidly with distance from the nearest harbor.<sup>13</sup> For larger boats, therefore, the probability of ownership is not only strongly affected by the proportion of families in high-income brackets, but also by where they choose to live in relationship to available harbor facilities.

From a statistical viewpoint, the selected equations used in the analysis are reasonable. Values of  $R^2$  between .3 and .5 are acceptable in cross-sectional analysis. Only three equations, however, had significant coefficients for all three variables. These are the equations for small powerboats, small sailboats, and 20–25 ft powerboats. All the other equations have two significant parameters: (1) the “relative number of slips” variable is never significant, although the “relative number of ramps” often is, and (2) the “relative distance” variables are each, on occasion, significant.

Several points should be noted. First, the spatial distribution of ramp sites is somewhat more diverse than is that of harbor sites. Therefore, even though there are few “nearest ramp sites” in the metropolitan area, there are even fewer “nearest harbors.” The latter size variable has a small variance. Also, there is high collinearity between some of the income variables (especially the upper-income groups) and the distance to the nearest harbor. This distance correlates highly, in the Los Angeles area, with distance from the coastline. If the analysis were repeated for a different metropolitan region it is possible that more significant parameters for the relative harbor size variable would be produced.

#### Implications for California Coastal Policy

State of California policymakers must be concerned with the efficient use of coastal and inland water resources. Net benefits from resource use should be maximized. Recreational boating is a beneficial use of offshore and inland waters. The state is properly concerned with en-

couraging recreational boating. This may be accomplished, in part, by encouraging the combination of additional launch or storage facilities.

This article has focused attention on the recreational boating policies included in the California Coastal Plan of 1975. The Plan:

1. Echoed widespread belief in a continuing unmet demand in California for coastal boating facilities through the next decade.
2. Noted that construction of boating facilities would be environmentally damaging when it required dredging and filling of coastal wetlands.
3. Recommended more frequent use of existing boats and facilities and construction of dry-storage and launching facilities and of new marinas in nonsensitive areas.

The Coastal Plan has identified the efficiency question underlying a decision to construct a new recreational boat harbor. The equity question has been downplayed, however. State policymakers must indeed weigh the possible inefficient use of recreational boating resources against the possible irreversible destruction of scarce natural wetland areas.

In making the efficiency decision, policymakers must also consider equity in allocation of resources. If new facilities were to be built, who would use them? Alternatively, if the state were to refuse permission to build a recreational boating harbor, who would be denied additional access to the coastal waters? Which alternative sites would be more intensively used, and whose benefits would thereby be reduced? Finally, what proportion of the general public is excluded from the direct benefits of harbor construction, because high costs preclude their participating in boating recreation? These equity questions are not raised in the Coastal Plan. However, they are important questions. Answers can be obtained by analyzing the spatial distribution of boat ownership within the Los Angeles metropolitan area.

During the 1960s construction of large recreational boat harbors along the metropolitan Los Angeles coastal periphery more than doubled the moorage capacity. Moreover, during the 1950s and 1960s the state and federal governments constructed a massive system of reservoirs which provided a wide range of recreational boating facilities. There may be a need for further construction of harbor and launch facilities, but in order to assess this need, policymakers will need spatial

Councilwoman J. Williams  
Seattle City Council  
Dear Mrs Williams,

2919 Mayfair Ave, North  
Seattle WA 98109

November 10, 1989

I wrote the enclosed letter to you some days ago and did not then mail it.

I assumed that this City/Port/DNR matter was so tied to the street vacations issues (Transpo Committee, Sept. 27) that it could lay in limbo until at least after elections and budget matters.

But the Mayor has now proceeded to commit the City - via another Memorandum of Understanding on Central Waterfront, which was part of the co-mingled issue with vacations of streets. He signed it as I learned from DNR, on November 1.

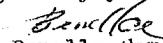
I trust you will read my letter to you here attached - which I am sending also to Mrs Galle this morning's mail.

Whatever the Council can do to forestall funding for this unworthy project will benefit the city.

For the most part my time has been so consumed by the Port and DNR - trying to convince them of the error of their ways - that I've not kept touch with the City Council as I should have.

Hope the enclosures summarize some issues.

Very truly yours,

  
Benella Caminiti

RECEIVED

NOV 14 1989

JEANEY L. WELLS  
SEATTLE CITY COUNCIL MEMBER

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2919 Mayfa Ave, North  
Seattle WA 98109  
283-1052 - phone  
November 2, 1989

Councilwoman Jeanette Williams,  
Seattle City Council

Dear Mrs Williams,

You know how long and arduous the struggle has been for those of us who believe that the Central Waterfront should be used as a working waterfront, for needs of commercial vessels. We have not promoted it as a container cargo or heavy industrial terminal - but for all the classes of ships which can be accomodated in those deep waters over state-owned harbor lands.

You may remember that it was the Seattle Shorelines Coalition which originally suggested (1976) to the Port of Seattle that cruise ships could be moored there. The Port then repudiated even that suggestion - which it now promotes.

Now the Port has displayed its alternatives for the CWFront developments - blue colored alternative document enclosed - given to public at October 17, 1989 public meeting.

You will recall the Transportation <sup>Committee</sup> meeting of Sept. 27 regarding Port street vacations and the Memorandum of Agreement on which action was deferred.

It is the Memorandum of Agreement that I want to bring to your attention, especially on the funding mechanisms. The 1988 page on "Estimated resources for moorage" is enclosed - as it was with the 1989 MOU.

The City, if it should agree to this MOU and the funding mechanism - is falling into a trap set by the Port of Seattle.

If Ref 215 or ALEA (DNR's Aquatic Land Enhancement Act) funds were to be used the moorage would by legal mandate be restricted to use of pleasure boats and such public access of other nature as might be provided. Ref 215 money is the boaters tax - pleasure boats sources. Commercial vessels would be restricted to use of seaward side of the breakwater, along with cruise ships. But most types of vessels would get no protection there and could not use the location safely.

Note also that the breakwater now proposed would not be the old I-90 bridge pontoons proposed when this funding sheet was published. It is now proposed to be concrete piling breakwater, costing considerable more than anchoring of a pre-fab pontoon.

There is another aspect of considerable importance in the CWF moorage, described as to be used by 80 or 90 pleasure boats for periods up to 72 hour stays. This issue is EQUITY to the non-boat owners who are obliged to subsidize the marinas and moorages at such enormous costs.

The Port has approved expansion of Shilshole Marina at a cost of up to \$8 million dollars. How much of this comes from the tax levy of \$32 million for the Port next year ?

Given the Open Space bond issue, and needs of the Parks and recreation Dept., should the city be investing such amounts for a very select use by a very select element of our population as moorage on the Central Waterfront ?

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Nov. 2, 1989

There are options for transient moorage users. Now that the Port is looking for uses at Terminal 90-91, the boat launch and transient moorage could both be sited there at minimal costs.

Further questions to be asked and answered:

1. MOU of 1989 leaves all control for design, construction, operation and maintenance of the moorage with the Port which can also contract with outside entities for this function.

It also allows the City and Port to share major maintenance costs if revenues are not adequate for these.

But the Mayor's recommended Harborfront Public Improvement Plan, TRANSIENT MOORAGE FEASIBILITY STUDY, Feb. 1987 \*\*\*

concludes that "The financial feasibility of providing transient moorage appears unfavorable (e.g. unfeasible) for all the design alternatives since potential revenues do not appear sufficient to cover capital cost and operation and maintenance costs." (page 28)

2. the Elliott Bay Marina seems likely to be constructed, and has transient moorage capacity described. Why, then, should the burden of the costs for it be on taxpayers - for recreational boaters?

In recent weeks I have studied these issues, as I have in other years examined the costs to taxpayers of pleasure boat marinas - versus other developments for the non-boat owning public. As you see very large sums of money from ports, especially, endow marinas (enclosures).

Letters providing information on these issues have been sent to officials of the Port of Seattle, but in truth I do not expect consequential responses or changes of directions from that end. (copies of letters enclosed). I have long since ceased to expect rational or defensible action from the Port of Seattle.

I do continue to have faith in the City Council, in its ability to evaluate what is in the general public interests - and fund accordingly.

Please share my letter and the enclosures with other members of the City Council concerned by these issues. Any further information required I will be glad to select from my files and provide.

Thank you for your attention.

Very truly yours,

*Benella Caminiti*  
Ms Benella Caminiti

Various enclosures.

\*\*\* Considers only pleasure boat use.

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November 9, 1989

2919 Mayfair Ave, North  
Seattle WA 98109

Attn: Betty  
Ms Virginia Galle,  
City Councilwoman

283-1052 - ph

Dear Mrs Galle,

This morning's mail brought me enclosed copy of the Memorandum of Understanding signed November 1, 1989 by Mayor Royer, et al.

As you see on Attachment A, HARBORFRONT LEVY money - as well as REF 215 and ALEA money is designated sources.

This should provide absolute confirmation that the City Administration is proceeding with the Mayor's Harborfront plans despite negative vote on the issue.

I've enclosed Mr Nixon Handy's letter which came with the MOU. Mr. Handy is Mr. Brian Boyle's executive assistant.

Please see also my letter to Councilwoman Jeanette Williams on this subject - which was not mailed to her. Not expecting that the Mayor and Port and DNR would act so quickly, I thought these matters could wait to post- election time.

Please see 2SSB 5372 which describes how Boaters tax can legally be used.

There's a variety of impediments to the PORT's plans -

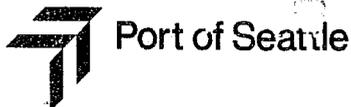
1. Congress must grant waivers from the Passenger ship law .
2. State Harbor Line Commission must grant movement of harbor lines. (which will be fought by various citizens groups as unconstitutional)
3. City must locate funds for its share of a yacht harbor.
4. Interagency Committee must allocate the greater portion of its entire annual revenues for Boaters Tax money to one development - one or two years worth.
5. Port's Environmental Impact statement must be processed -
6. City must grant street vacations of Port's request for its upland developments, etc etc.

And yet the Mayor has proceeded in signing MOU - committing the City while he leaves town ? Its disgraceful.

Sorry we've not been in better communication - and hope this proof helps to chop off City's continued funding of an absurdity of legal complications and spending money non-existent.

Benella Caminiti *Benella*

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*10/26/88*

ENCLOSURE 2

October 26, 1988

Ms. Shelly Yapp  
Deputy Mayor  
City of Seattle  
Seattle Municipal Building  
600 Fourth Avenue  
Seattle, WA 98104

Re: Street Vacations

Dear Shelly:

I understand that you have recently discussed with Dan Dingfield certain matters, including street vacations and right of way acquisition, and that Dan has summarized the Port's legal analysis of the street vacation issue. We believe it is important that you fully understand our legal position, and I am therefore writing to summarize that position. I am writing now in the hope that we can resolve any differences without adverse impact on the Port's central waterfront plans.

The Port of Seattle has applications pending with the City of Seattle for several street vacations, notably several necessary in conjunction with the Port's proposed development on the central waterfront. As you know from discussions with Port representatives, the Port disagrees with the City as to whether the Port is obligated to pay for certain street vacations on the central waterfront and elsewhere. We believe that our agreement with the City for construction of the West Seattle Bridge clearly exempts any vacation requested during the term of that agreement. The City's position is unclear to us, but apparently maintains that certain street vacations are not without cost. I have been asked by the Port Commission to review the matter, and the following summarizes my advice to them.

Section 15.62.090 of the Seattle Municipal Code provides that a person or entity seeking a street vacation must pay to the City as compensation one half of the appraised value of the area to be vacated. The Port believes, however, that there are two reasons that the Port need not pay. The first is that the July 7, 1980, West Seattle Freeway Bridge Interlocal Agreement (the Agreement) exempts the Port from paying any vacation compensation except administrative costs during the life of the Agreement. The second is that under current Washington case law, the City has no right to charge the 50% vacation fees at all. The basis for our conclusions is as follows.

PO Box 1209  
Seattle, WA 98111 U.S.A  
(206) 728-3000  
TELEX 703433  
FAX (206) 728-3252

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Ms. Shelly Yapp  
October 26, 1988  
Page Two

1. The plain language of the Agreement clearly grants an exemption for all vacations sought by the Port. The Agreement was signed by the Port and City after lengthy negotiations regarding responsibilities and obligations of the parties. One of the principal areas of negotiation was the nature and extent of the consideration the Port would receive in return for the Port's \$10 million contribution to phases I and II of the project. The City agreed to grant certain identified street vacations at no cost to the Port under paragraphs III. C, D, and E of the Agreement. Those streets were identified in Exhibits "A", "B", "C" and "D". The Agreement, in paragraphs III.H, goes on to state the following:

If, during the term of this Agreement, the Port shall identify street rights of way (such as Southwest Manning Street if the roadway is relocated and there is no further need in Phase II) in addition to those described in Exhibits "A", "B", "C", and "D", in regard to which the Port requests a street vacation or a street use permit, the City agrees to expedite consideration of any such Port request. Any street vacations or street use permits granted in response to such requests by the Port shall be at no cost to the Port other than reasonable administrative costs incurred in processing the street vacation petitions or street use permits.

[Emphasis added.]

The language of this provision is very plain. It was intended to include all street vacations and street use permits which were not otherwise specifically identified in the Agreement. Although we do not believe it is necessary to go beyond the clear language of the Agreement, correspondence between the Port and City confirms that the granting of these no-cost vacations was intended to be part of the quid pro quo for the Port's participation in the project. Staff memoranda to the Port Commission also clearly show that the Commission had this expectation in mind when it approved the payment. Moreover, City actions since the Agreement was signed are inconsistent with the City's present position.

We believe that a court would construe this provision to mean that the Port is not required to pay compensation. There is no other sensible way of reading this provision, and we do not believe that a court would strain to reach an interpretation of the Agreement which would support the City's position.

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Ms. Shelly Yapp  
October 26, 1988  
Page Three

2. The City cannot require compensation for any street vacations. If the City and the Port cannot resolve this matter short of litigation, the Port is prepared to seek judicial confirmation of its rights. In addition to seeking enforcement of the Agreement, the Port will present arguments that the City has no right to require 50% of the property value from any party seeking a vacation. The Port's position is based in part on the case of Puget Sound Alumni of Kappa Sigma, Inc. v. The City of Seattle, 70 Wn.2d 222, 422 P.2d 799 (1967). In that case, the court restated the rule that property owners on either side of a public right of way own the street and that the City possesses only an easement for street purposes. The court stated that "If the easement for public travel has any value to the city, the street may not be legally vacated." The court then observed that, (if the easement has no value for public travel), "[t]he city has nothing to sell in such case," and quoted the following passage from McQuillan's treatise, which is recognized in Washington as a leading authority on municipal corporations and their powers:

A municipality is not entitled to compensation for loss of a public easement in streets in which it does not own the fee. It thus follows, where a street is vacated by a court on the application of abutting landowners, the municipality has no such proprietary interest therein as to entitle it to compensation.

The Port is aware that, in response to the Kappa Sigma case, the state legislature amended Ch. 35.79 R.C.W. purporting to allow the City to charge as compensation up to one half of the appraised value of the area to be vacated. The City accordingly amended its municipal code to reflect this. The Port believes, however, that the basic issue raised by the Kappa Sigma case was neither addressed nor cured by the amendments to the state law and the City ordinance. The mere fact that the state legislature amended the statute did not address the basic issue that the City "has nothing to sell" when it vacates a street, because the easement for street purposes no longer has value to the City. This statute has not been challenged up to this time, but the Port is prepared to do so if this matter cannot otherwise be resolved. The State Supreme Court will have to overrule itself in order to find for the City. The Port believes it has a very good chance of success, as the underlying rationale of the case is logically and legally sound.

The Port does not desire to press the Kappa Sigma issue. The consequences to the City, in the event the Port prevails on the Kappa Sigma argument, are

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Ms. Shelly Yapp  
October 26, 1988  
Page Four

significant. Not only will the City be confronted with potentially sizeable holes in its future budgets, but it may be forced to pay back vacation fees obtained from other vacation petitioners.

I hope I have clarified our position and intentions. We emphasize again that the Port does not intend to pay street vacation compensation for any vacations so long as the Agreement is in effect. The Port negotiated the Agreement in good faith and expects the City to honor its commitments. We hope this disagreement can be amicably and satisfactorily settled in the near future, so as not to damage or delay the Port's plans to proceed with much-needed waterfront revitalization -- a goal I believe we all share.

Sincerely,

  
Stephen A. Sewell  
General Counsel

cc: John G. Belford, Acting Executive Director  
Dan Dingfield, Director of Development

4419D/SAS/jkl

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2811052

2907 Mayfair Ave, N  
Seattle WA 98109

RE: Piers 63-66 MOORAGE COSTS

October 11, 1989

RECEIVED

Councilwoman Jeanette Williams, OCT 16 1989  
Seattle City Council

Dear Jeanette,

At the Sept. 27 Transportation Committee meeting Ruth Moore mentioned purported sources of State funds for this project, as shown on Attachment A of the 1989 proposed MOU with Port/ DNR/ City.

Enclosed here is a copy of 2SSB 5372, passed in last Legislative session, which gives us an idea of the amount of such funds from the 'boaters tax' and how these are to be spent.

If we read the sentence on page 17 correctly, then \$6 million is maximum for the grants program, and 30% of this is \$1.8 million, total for "public recreational waterway access" grants per year for the whole state.

Looking at the MOU's moorage expenditures for phases I and II, the sum (shown as Ref 215) is \$1.8 million.

We also understand that the amount of a grant can be limited for any single project.

There is a further problem in that if the moorage is used simultaneously for the Port of Seattle's Cruise ship facility, and for commercial ship moorage (most desirable), how can these funds for public recreational waterway access be calculated or allocated to meet that goal?

A problem with the bill 2SSB 5372 abstract that we have is that phrase, "public recreational waterway access". I'll have to find a copy of the whole bill. Does it mean what I think it does, all the forms of access to waterways (i.e. waters) or is it limited by the bill's title to recreational boating?

It does seem to me that such sums as the MOU presumes to obtain are invalid. Other regions, cities, counties, will have access needs which would countermand any such large sums to the Seattle Central Waterfront moorage project.

Thank you for your continued interest in this transportation measure.

Please note also the bill's allocations for improvements of boaters facilities for sewage pumpout/dump stations - very good measure and I hope will be enforced and put into action. The City Department of Parks and Recreation operates Leschi Marina on a concession, I believe, and should be aware of this new law provisions. DCLU should be aware also relative to other private marinas on Lake Union and elsewhere in the city.

Thanks again.

*Benella Caminiti*  
Benella Caminiti

Mr. R. Wilder, IAC  
CC Mr. Nixon Handy, DNR  
Encl. Abstract 2SSB 5372 and  
Attachment A, 1989 MOU

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2SSB 5372 Recreational Boating

BY Senate Committee on Ways and Means (originally sponsored by Senators Bluechel, Moore, Nelson, Conner, Owen and Talmadge)

Revising laws concerning recreational boating.

This bill requires the State Parks and Recreation Commission to review existing literature and studies regarding polluted and environmentally sensitive waters in the state. Marinas located in such areas, or marinas with 125 or more slips where pumpout facilities are not located within a reasonable distance, may be designated as appropriate for state funding support for the installation of sewage pumpouts or dump stations. Other marinas may also be designated based upon specified criteria.

Funding for installation of pumpout or dump station facilities shall be provided to marinas through contracts with the commission. Contracts may be awarded to publicly owned, tribal, or privately owned marinas. Eligible costs for reimbursement include purchase, installation, major renovation, utility connections, necessary pier or dock space, or other costs determined by the commission. Ownership is to be retained by the state in private marinas, and by the administering local public entity with respect to public marinas.

Facilities installed must be accessible for public use free of charge for at least a ten-year period. The applicant must also agree to pay a fee for periodic inspection by the local health department, and to encourage public use of the pumpout facilities. The Department of Ecology is to develop criteria for design, installation and operation of the facilities.

The commission is to conduct a statewide boater educational program regarding proper waste disposal methods. Grants are to be awarded to local governments for boater environmental education or boat waste management planning.

Until June 30, 1995, watercraft<sup>(1)</sup> excise tax revenues above \$5 million annually, but not exceeding \$6 million, may be used for the grants program. The amounts allocated are to fund: (1) public recreational waterway access (30 percent); (2) sewage pumpouts or dump station installation (30 percent); (3) state and local agencies enforcement and boating safety programs (25 percent); and (4) public schools, public entities or other nonprofit community organizations for boating safety and environmental education programs (15 percent).

(2) Vessel registration fees above \$1.1 million annually are to be allocated by the State Treasurer to counties for boating safety and law enforcement, based upon the number of registered vessels per county and upon approval by the commission of the local boating safety program.

Fisheries' patrol officers may enforce watercraft registration and safety laws, and the Department of Fisheries is to report by 1992 on the costs of and revenues from such enforcement actions.

EFFECTIVE: July 23, 1989

R 16 17

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Attachment A

ESTIMATED RESOURCES FOR MOORAGE \*

Phase I - Breakwater (1988 - 1990)

05/88	DNR application for Ref. 215	\$ 750,000	(1)
09/88	Harborfront Levy (City) <i>defeated 1989</i>	1,200,000	
07/89	City or Port application for Ref. 215	150,000	(2)
1990	Port contribution	<u>750,000</u>	
	PHASE I TOTAL	\$ 2,850,000	

Phase II - Moorage Floats/Public Access  
(1990 - 1992)

05/90	DNR application for Ref. 215/Aquatic Land Enhancement Fund	\$ 750,000	(3)
07/90	Port or City application for Ref. 215	150,000	(4)
	Port Contribution	750,000	
1991	City Contribution (other)	<u>500,000</u>	
	PHASE II TOTAL	\$ 2,150,000	
	TOTAL	\$ 5,000,000	

*750,000*  
*150,000*  
*750,000*  
*150,000*  

---

*\$ 1,800,000.*

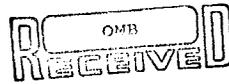
*(1) to (4)*

\* Represents the commitment of resources agreed to by each agency based on a cost estimate completed in 1988. The schedule for construction and appropriation of resources by each agency will be updated in the next phase of planning for the moorage facility which will be initiated after the signing of the Memorandum of Understanding.

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Office Of The Mayor  
City of Seattle

Charles Royer, Mayor



SEP 5 1989

840022

September 6, 1989

The Honorable Sam Smith  
President, City Council  
City of Seattle

Dear Council President Smith:

I am submitting for the Council's review and approval a proposed agreement with the Port of Seattle that furthers mutual goals of the City and the Port of Seattle for revitalization of the central waterfront. In exchange for certain considerations on potential street vacations abutting Port properties, the Port will pay the City \$2.8 million.

The Port of Seattle has submitted a street vacation petition to the City for a portion of the Alaskan Way right-of-way between Pine Street and Bell Street, formerly under franchise to Burlington Northern Railroad, and for portions of Blanchard, Lenora, Virginia and Pine Streets that abut Port properties on the east side of Alaskan Way. The purpose of the street vacations is to facilitate redevelopment of waterfront upland properties which are currently in warehouse and parking uses. A Draft Environmental Impact Statement on development alternatives for the upland properties and Pier 66 will be issued by the Port late this year.

The Port will pay the City \$2.8 million for the following considerations:

- o an expedited review of the central waterfront street vacation petition consistent with City policies and regulations;
- o a quitclaim deed to underlying City fee ownership, if any, of the street area approved for vacation by the City Council; and
- o agreement that the City will charge the Port administrative costs only for future street vacations abutting Port property in the areas identified on the attached map and will not require a payment from the Port based on the appraised value of the street right-of-way.

The Honorable Sam Smith  
September 6, 1989  
Page Two

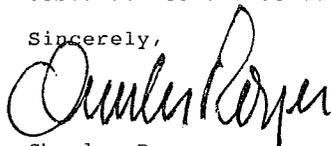
The agreement also provides for the development of a multi-use path/trail along the Port properties in the former railroad right-of-way, if the City desires to extend the path that will be constructed south of Pike Street next year. The City Council recently approved this project which will be developed by the Engineering Department in conjunction with a drainage project.

The agreement reiterates the commitment of the City to pay a \$1.75 million share of the cost of a short-stay moorage facility between Piers 63-66. The Council authorized me to execute a Memorandum of Understanding for the moorage facility with the Port of Seattle and the State Department of Natural Resources (DNR) in legislation to purchase Piers 62/63 (Ordinance 114390). The commitment to the moorage facility also is a material consideration in the City lease with DNR for Pier 57 and Piers 62/63.

The Port has agreed to pay the City \$2.8 million upon delivery of the quitclaim deed for the vacated property. The street vacation petition will be scheduled for Council consideration in 1990, and the Executive will provide a full analysis of the impacts at that time. The agreement does not remove Council prerogatives on the street vacations. The Council will determine whether the vacations should be granted and under what conditions, based on established City policies and regulations for street vacations.

I believe this agreement is consistent with plans the City has adopted for the central waterfront. It resolves longstanding issues between the Port and the City on the cost of street vacations, and it provides the City with significant financial resources to offset other obligations.

Sincerely,



Charles Royer

Attachments

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For review with Council members in individual briefings

I. VALUE CONSIDERATIONS FOR CITY

A. Estimated Property Value of Street Vacations (at 50%)

- o Central Waterfront BNROW\*: 59,280 square feet  
x \$65/sq. ft. x 50% = \$1,927,000
- o Blanchard, Lenora, Virginia, Pine: 29,205 square  
feet x \$65/sq. ft. x 50% = \$949,000
- o Potential vacations in other zones: value unknown;  
no specific plans by Port (other than vacations  
already specified in West Seattle Bridge agreement.)

B. Allocated proportion of cost of Burlington Northern  
franchise buy-out by City

- o BNROW abutting Port properties represents 27.6%  
of total area formerly under franchise to BN.
- o 27.6% of \$7.2 million (\$4.8 million cash + present  
value of bridge rehabilitation/maintenance obligations  
assumed by City) = \$1,996,000

II. LEGAL ISSUES

A. West Seattle Bridge (WSB) Agreement - Port contends  
that all of its street vacations are free as a result  
of WSB agreement; not City's intent, but language  
of agreement probably would allow Port to prevail  
in court case.

B. Litigation - Port would consider litigation to challenge  
City's right to charge for street vacations based  
on 50% of appraised value, contending that the City  
has nothing to sell when it vacates a street. Litigation  
would create substantial risk for City.

III. VALUE CONSIDERATIONS FOR PORT

- A. Port recognizes the City cost of acquiring BN franchise  
rights which created development opportunity in upland.
- B. Acquisition by Port of BNROW and east/west street  
vacations creates flexibility and potential FAR for  
development.
- C. Port wants to avoid protracted legal battle with  
City on cost of street vacations (could take one  
to three years to decide.)
- D. Port wants City to honor financial commitment to  
short-stay moorage facility.

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FRIENDS OF THE DUWAMISH  
16205 Pacific Highway South  
SEATTLE, WASH. 98188

Seattle Port Commission  
Pat Davis, President  
PO Box 1209  
Seattle, Wa 98111

Sept. 6, 1989

Re: Item Six, work session 9-7-89,

Dear President Davis,

We are concerned about the concept contained in Item 3, Page 3 of the memo which states "Any future street vacation granted to the Port, (in certain zones, which include any street vacation the Port would likely request) would be at no cost to the Port, except administrative costs."

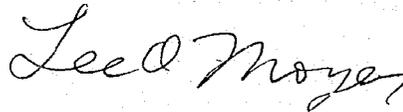
This seems to be a blanket grant to give away significant public resources in the future and doesn't even define these resources. Especially in terms of waterfront access and street ends, these are a very limited resource and street ends are often the last public access in developed areas. The Duwamish area has a Comprehensive Public Access Plan to address these problems and that plan contains significant mitigation to the public for any loss of these street ends. We are concerned that this new concept could affect that plan since the details seem to be undefined and other areas do not even have the benefit of a similar plan. Perhaps first in order would be a comprehensive plan for all of Seattle or at least for "certain zones, which include any street vacation the Port would likely request".

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We are concerned about a process that can camouflage such a large time bomb under the cover of a local improvement. This is a major policy which deserves significant public input to regain public trust.

Perhaps there has been a mechanism for public input of which we are unaware or the opportunity is still to come. Please let us know.

Sincerely  
Lee A Moyer  
Friends of the Duwamish



cc: Zeger van Asch van Wijck, Director  
Port of Seattle

Larry Knutson  
Seattle Engineering Dept

Jim Street  
Seattle City Council

Jeanette Williams  
Seattle City Council

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# Sea-Tac Airport to get more parking

By Mike Merritt  
PI Reporter

The Seattle Port Commission approved a \$92.7 million project yesterday to ease the parking crunch at Seattle-Tacoma Airport.

The project, to be financed by airlines serving Sea-Tac, calls for construction of two new parking towers linked to the existing parking garage, adding 3,500 spaces to the current 4,800 parking stalls.

The port also plans to build another 1,000 spaces for travelers at a new lot near the north entry, to be served by a shuttle bus. To accommodate expected increases in airport employment, the port will build a new 1,300-space employee lot on 10 acres near 24th Avenue South.

Construction costs alone amount to \$82.7 million. The project will be designed and managed by outside consultants, who will be paid \$7.2 million. Administration costs and taxes will add \$2.7 million.

Port officials said demand for parking is on the rise. Garage overloads are frequent, even with a boost in daily parking fees from \$7 to \$10 last year.

Doug Holbrook, the airport's ground transportation manager, also said about 6,000 of the 9,500 private parking lots surrounding the airport likely will be lost to development within five years.

Airlines serving Sea-Tac will pay the costs of port debt issued to finance the parking improvements — as well as a proposed major facelift of the main terminal's concourses B, C and D — through higher landing fees and

terminal rents.

The project was approved on a 3-0 vote, with Commissioner Jim Wright abstaining; Commissioner Paige Miller was absent.

Wright, charging he hadn't been fully informed about negotiations between the airport and airlines, said he has questions about the airlines' financial pledges to the parking project after their airport leases expire in 2001.

"I could see a scenario where we would have a financial exposure" if some major airlines departed or decreased their service to Sea-Tac, Wright said.

Later, the commission approved a three-way agreement with Seattle and the state Department of Natural Resources to share costs of new short-stay moorage on Seattle's waterfront between Piers 63 and 66. The moorage, with up to 125 slips, will be built by 1994.

But Benella Caminiti, representing the Seattle Shorelines Coalition, voiced skepticism the moorage will be kept in public use. She said "nothing will dissuade us" from believing the moorage eventually will be converted to a private marina for use by well-heeled downtown condominium dwellers. Port officials said the moorage will have none of the fueling, parking or repair facilities a marina would require.

The estimated cost of the project, likely to rise, was pegged last year between \$5.1 million and \$5.8 million. Final design and cost estimates will be prepared over the next seven months, port officials said.

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Judy Posth. DD

Urban Redevelopment Com. 9/19/89  
Bob Meyer, John Brandon, Mike Murphy, David Novak  
Look at an expected relation process  
a financial agreement  
if you had portion of B.N.  
right of way \$1.89M.

The agreement provides more  
know, ) City

City don't know value of  
property included by Port

Don is concerned about going beyond  
\$1.9M. for ~~3~~ railroad portion  
Estimate is \$1.9M in property value

Don's know Port's plans.  
process of DEIS for line 54  
mid-year ~~next~~ FEIS

This legal don not bind/prejudice  
Council's review of relations  
to only provides financial  
agreements.

Marina will be for brief stay -  
at most 7 days.

Vivian M. Loan

Deputy Com. Council

The original agreement - ~~was~~ will  
to go on forever.

Mike - Under W.S. Bridge agreement -  
end at completion of project

This point is entirely different.

Frequent bridge agreements include  
all Port projects, but only  
until bridge project is  
completed.

Gill Blair

Chair, CU 10m - QMC

They haven't taken any <sup>position on</sup> issue.

Concerned w/ extension of  
agreement to cover all Port  
properties. Demanded agreement  
only applies to "area 5"

Would have to see City take  
action on waterfront that  
deal w/ all Port projects.

Demanded agreement should  
be required as for the  
Demanded.

\* Omission language encouraging  
public access be included  
in legislation.

Benella Lamatite

Only learned yesterday that issue  
would be considered today.

She is concerned about  
a <sup>co-mingling</sup> ~~blending~~ of funds here  
no idea of course of funding  
for ~~market~~ marina.

On page 3 of map it appears Port  
will greatly expand

Jane - if we

This is a guarantee  
not open to any other nation  
if it's open to a nation in  
any 5 years, Port will  
not have to pay for  
situation.

R.K.  
Bottom of page 2

states that nothing included by 1  
Section 5 unless you nation  
request

~~Question #4~~

Jan - Parq 3 - page 2

is confusing

City will agree within 30 days  
whether we will agree  
to vacation along tentacles

If city

city is retaining full power  
a vacation request will go  
thru normal process.

David M.

If Council chooses not to receive  
\$2.8 m

Virginia <sup>Tenora</sup> ~~Temp~~ Bluehawk  
an agreement contingent upon  
vacations.

PK - City is already committed to  
Marina as part of Piece 62063

MM. there is a memorandum of  
understanding for Marina  
as part of purchase of Piece  
62063.

Diane Secor

Port purchased 3 years ago

\$7.3m Port paid 1/3 price

24 per cent

\$1.89 million -

settlement is not over much  
money over "7 papers value  
The city would lose also in  
future vacation fees. A good  
deal for Port

Rick Moore - ask Mike Norman,  
can legis. cover 2 years  
city has to hold a treaty re:  
mortgage



Port of Seattle

To Seattle Council  
Transport Committee

8 September 1989

Mr. Richard Weiner  
7908 110th Ave. S.E.  
# 408  
Renton, Wa. 98056

Dear Richard,

As I promised you after yesterday's Commission work session, here are fuller answers to your questions and explanations of several related matters. I'm going to reorder the responses rather than take them as they came up in your testimony in the hope that this helps establish a logical sequence following along the lines of "what are we planning to build, what are the multi-party agreements, and what are the longer term aspects of both".

First, the short-stay moorage facility at this stage is still a concept. It hasn't been designed in detail, just schematically. Therefore its costs, dimensional specifications, public amenity features, and operating characteristics are still based on rough approximations and not on fully designed and estimated applications. It is, and always has been, conceived as a multi-purpose moorage facility serving any and all type of craft. The only limitation on use of the inner area is vessel size in relation to the turning radius clearances which (again this is an approximation) is probably in the 100' length range. Assuming a fixed pier/breakwater design, there would be about 1600' of continuous lineal berth on the outer face suitable for vessels of any type and length. As conceived to date, this is a short-stay moorage facility, not a marina. Notable differences are that there will be no parking associated with the facility, it is a water to land facility. There will be no other typical "marina" facilities such as stores, showers/restrooms, fueling, or rework/repair areas or equipment. In sum, we don't see use of the short stay moorage creating land side congestion or demands other than increased pedestrian activity.

We do not have any new cost estimates for construction of this facility other than those which have been public for more than a year. The City's original estimates were in the \$5,000,000 range with a floating breakwater. Our 1988 estimate for a fixed breakwater approach was roughly \$900,000 more than the City's number. Let me stress that neither concept had what we believe are necessary public access amenities so further design refinements are likely to add to the earlier estimates.

On the operating side, we have assumed very conservative occupancy figures and market rates for use. These assumptions yielded a "breakeven" financial picture for the Port. That is to say, the Port's costs for staffing and maintenance ought to be covered, with no hope of retiring debt or, put another way, amortizing the public capital investment. I would be happy to go further into these numbers with you if you wish. The "bottom line" would appear to be, at this juncture, that this facility is in itself a public feature

P.O. Box 1209  
Seattle, WA 98111 U.S.A.  
(206) 728-3000  
TELEX 703433  
FAX (206) 728-3252

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requiring public finance if it is to proceed. There is a caveat in that last statement insofar as we are aware of Canadian short stay facilities in Victoria and Kingston, Ontario that do produce good revenue. Their weather environments may be sufficiently different to give them occupancies we may not achieve. I believe that the above addresses your short-stay moorage questions. If you, or other PortWatch members have additional questions that I've missed or that occur to you, please call and we'll get together on them.

Let me turn to the City/Port agreement regarding street vacations and the BN right of way on the eastside of Alaskan Way. In August 1988, the Port Commission authorized petitioning the City for vacation of the Lenora, Virginia, and Pine street ends through the Port's property. At that time we suggested that Blanchard may be added if we were to acquire what was called the "BN triangle" parcel on the north end. We have acquired that property and would now wish to add Blanchard to the request. In addition, the City has agreed with the Port that the vacated rail right of way extending the full length of the Upland properties is best utilized as part of an anticipated Port development of some type on that property. The City and Port agree that that right of way may need to incorporate sidewalk/bikeway features and such commitments are included.

This proposed agreement needs to be viewed and understood in two pieces. One piece would be the four streets running through the property. There has been an issue between the City and many public agencies whether property value payment is due the City for street vacations. Additionally, the 1977 West Seattle Bridge agreement dealt specifically with some streets the Port wished vacated at that time and generally with streets to be vacated in the future, both categories being vacated, under our interpretation, at no cost to the Port. This proposed City/Port agreement avoids confrontation by establishing clarity around such issues.

First, it clearly reaffirms the City's current and future right to determine whether or not to grant the vacation. All City ordinances reserving those rights to the City remain in force so the Port has no unilateral ability to get a street vacated. Secondly, the zone concept represented by the map (which I've attached) is designed to identify and limit areas where the Port might possibly seek vacations. This is to avoid concern over the Port being able to reach out anywhere in the City, areas traditionally not related to Port property and activity, and seek vacations. Thus, the zones were designed to encompass existing Port properties and operations.

The second piece of the proposed agreement then, would be the BN right of way. The City paid \$4.8 million for the entire BN right of way. That value was established via a very complex negotiation, the particulars of which the Port is not privy to, nor is concerned about. What we have accomplished in this agreement is to define a basis for an equitable payment to the City for a portion of the consideration they received from the BN and for which they paid the \$4.8 million. I must say that I think this represents a "win/win" approach for both parties. Our potential project is certainly enhanced by the additional site area. We can add open spaces, landscape, and pedestrian amenities through the area that would have been very difficult to achieve without the added area. The City receives an equitable, and substantial, sum for property that arguably would have no "market" value to anyone else and would have little utility for the City or anyone else due to its location and configuration.

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One final note regarding the spirit of these agreements. It's a personal judgment of mine, I admit, but I believe they are representative of an earnest desire for cooperation among the parties. For example, the City may well be willing to vacate the streets knowing and trusting that the Port will be providing sufficient well designed public access in other places. DNR participates because they too believe that collectively we will make appropriate use of aquatic lands and fulfill their mandate as well. It has been, and continues to be, quite a collaborative effort.

Lastly, let me reiterate my request to you of yesterday, following up on something Commissioner Block said during the meeting. I believe it would be to everyone's advantage, especially the Commission's, if you and your PortWatch colleagues would call me or my staff first with questions that pertain to these projects. It would make Commission meetings far more efficient and focused on the right matters. I don't believe, as you suggested to the contrary, that the issue of trust has to even enter the consideration. You will get a complete and straightforward answer from us, the same answer Commissioners would get if they asked. What you do with the answer is up to you. At least that way the considerations occurring before the Commission can be dealing with disagreements over policy implications, substantive findings, interpretations, points of view and not at the very beginning of an "I'd like to know" inquiry.

Thanks for the time to read this wheeze. If you have further questions, try calling.

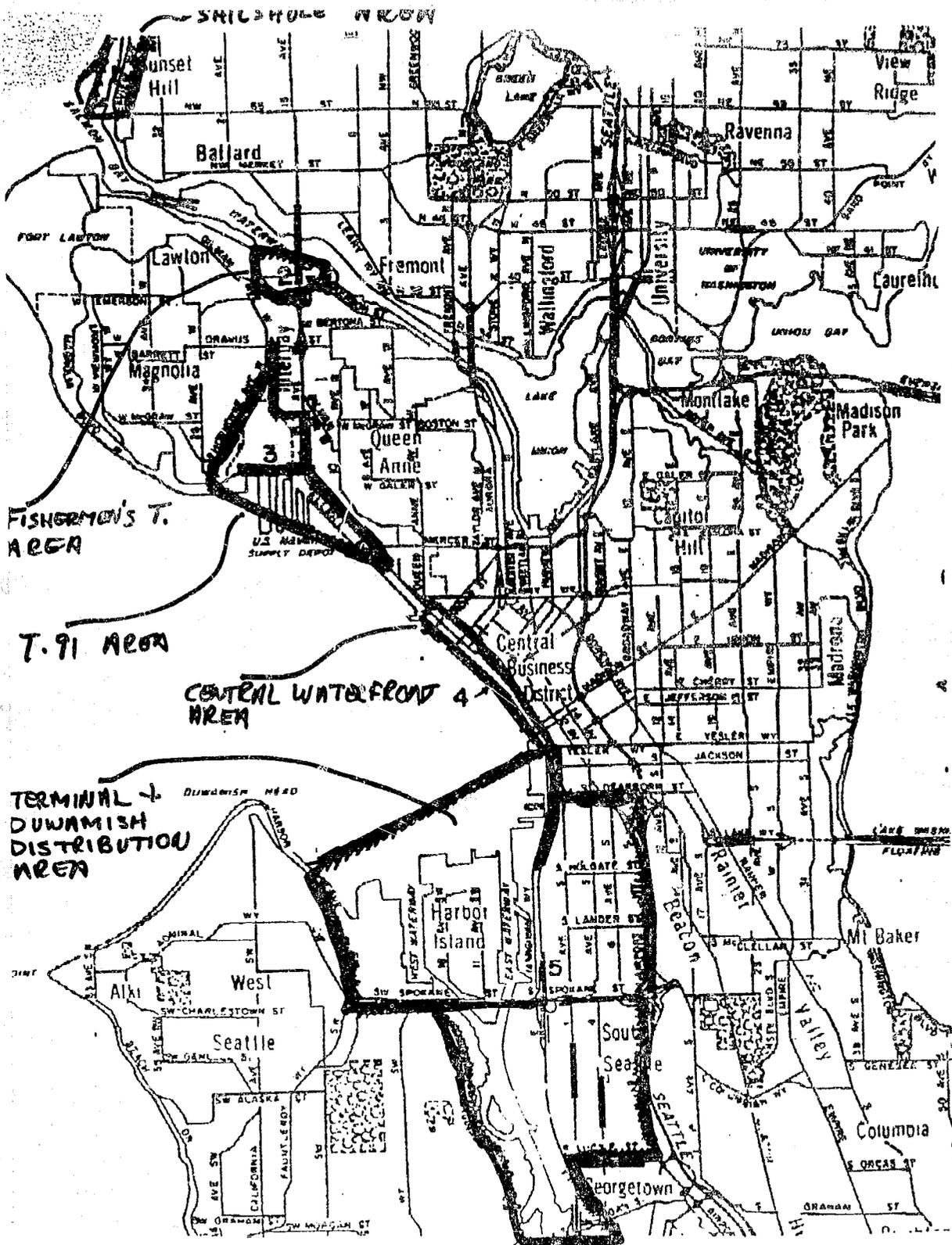
Sincerely,



Dan Dingfield  
Director of Development

cc: Port Commissioners, van Asch van Wijck, Belford, Swain

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September 28, 1989

File

Lori Mayfield

Transportation Committee Discussion of C.B. 107547

# 34  
C.B. 107547

The Transportation Committee held a discussion on C.B. 107547 on September 27th.

The Committee members received a briefing by John Braden of DCD and Mike Monroe of the Law Department. Councilmember Kraabel also sat in on the discussion.

A number of people spoke in opposition to the legislation. Several who testified mentioned that this piece of legislation contains three separate issues. The City Charter limits legislation to one issue. They asked that the issues be separated in individual legislation.

In addition, many of those who testified spoke in opposition to granting the Port free vacations forever and expressed opposition to the Memorandum of Agreement on the proposed Marina, saying that it had changed drastically since approved earlier by the Council.

Councilmember Williams expressed similar concerns to those heard at the hearing. She stated at the meeting that the legislation should be separated out, and no action would be taken on C.B. 107547 until after Budget.

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# Seattle Shorelines Coalition

SEPTEMBER 27, 1989

c/o 4207 BAGLEY AVENUE NORTH, SEATTLE, WASHINGTON 98103 632-6076

Councilperson Jeanette Williams & Members  
City Council Transportation Committee

Dear Councilpersons,

The Coalition submits testimony now on CB 107547, with request that the multiple issues in this single bill be made subject of separate legislation, with public hearings on each.

We have only last week obtained from the Port a copy of the Port's commissioned study -

POTENTIAL DEMAND FOR MARITIME USES AT PIER 66 - July 1989

We only learned of its existence from a hint in the Memorandum of Understanding. You will find in it a very significant use potential for commercial vessels of many types.

In the enclosed letter of Mr. Dan Dingfield and elsewhere \*\* you will find that the economic return from transient pleasure boats will be so minimal that any retirement or return on the capital investment will be minimal or non-existent.

We suggest that the Council examine most carefully this unmet demand for commercial vessels. For years the Coalition has pleaded for their case, meeting obstinate refusal from the Port for this need, now affirmed by their own consultant studies.

## WE PARTICULARLY REQUEST :

The uses of waters and harbors are a transportation issue. They are equally transportation as is the waterfront trolley.

It behooves the TRANSPORTATION COMMITTEE TO RETAIN CONTROL OVER ALL ISSUES PERTINENT TO HARBORFRONT "REDEVELOPMENT" .

These deep waters can not be submitted to the predominant uses of pleasure Boats, and we hope to see heavy emphasis given to needs of commercial vessels - which serve the economics of the City, County, State and Nation.

Last week at a Shorelines Hearings Board case testimony was given by the Dept. of Natural Resources Aquatic Lands staff that there are only two sites in the state with DEEP WATERS suitable for berthage or moorage, which never need dredging. A particular site in Tacoma and Seattle was identified for this. The rarity of deep water harbor area must be understood.

So, again, we plead for recognition of the Constitutional protections of harbors, and the retention of all moorage issues in the Transportation Committee.

*B. Caminiti*  
Benella Caminiti, Board member  
for Seattle Shorelines Coalition

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# League of Women Voters of Seattle

1402 Eighteenth Avenue  
Seattle, Washington 98122  
Telephone: (206) 329-4848

September 19, 1989

RECEIVED

Sam Smith, President  
Seattle City Council  
Eleventh Floor, Municipal Bldg.  
Seattle, WA 98104

SEP 19 1989

JEANETTE WILLIAMS  
SEATTLE CITY COUNCIL MEMBER

Dear Councilmember Smith:

The League of Women Voters of Seattle has a long standing interest in street vacations in Seattle. We participated in the revision of the street vacation policies several years ago. We also have a long history of interest and involvement in development plans for the central waterfront.

Council Bill 107547 deals with both these issues, and we look forward to sharing our views with the Council on this bill. The bill needs to be reviewed carefully in the context of the Street Vacation Policies and past practice, as well as the particulars of the Harborfront Project. We urge the Council to work through this in a deliberative fashion and in an open and accessible public process. We look forward to working with councilmembers on this bill and the underlying issues.

Sincerely,

*Mary Coltrane*  
Mary Coltrane,  
President

cc: Jeanette Williams  
Paul Kraabel

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FRIENDS OF THE DUWAMISH  
16205 Pacific Highway South  
SEATTLE, WASH. 98188

Seattle Port Commission  
Pat Davis, President  
PO Box 1209  
Seattle, Wa 98111

SEP 11 1989

Sept. 6, 1989

Re: Item Six, work session 9-7-89,

Dear President Davis,

We are concerned about the concept contained in Item 3, Page 3 of the memo which states "Any future street vacation granted to the Port, (in certain zones, which include any street vacation the Port would likely request) would be at no cost to the Port, except administrative costs."

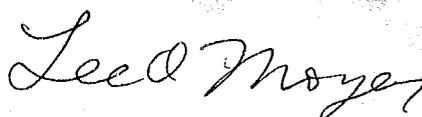
This seems to be a blanket grant to give away significant public resources in the future and doesn't even define these resources. Especially in terms of waterfront access and street ends, these are a very limited resource and street ends are often the last public access in developed areas. The Duwamish area has a Comprehensive Public Access Plan to address these problems and that plan contains significant mitigation to the public for any loss of these street ends. We are concerned that this new concept could affect that plan since the details seem to be undefined and other areas do not even have the benefit of a similar plan. Perhaps first in order would be a comprehensive plan for all of Seattle or at least for "certain zones, which include any street vacation the Port would likely request".

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We are concerned about a process that can camouflage such a large time bomb under the cover of a local improvement. This is a major policy which deserves significant public input to regain public trust.

Perhaps there has been a mechanism for public input of which we are unaware or the opportunity is still to come. Please let us know.

Sincerely  
Lee A Moyer  
Friends of the Duwamish



cc: Zeger van Asch van Wijck, Director  
Port of Seattle

Larry Knutson  
Seattle Engineering Dept

Jim Street  
Seattle City Council

Jeanette Williams  
Seattle City Council

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Seattle Shorelines Coalition

SEPTEMBER 12, 1989

4207 Bagley Ave, North Seattle WA 98103

Port Commissioners, Port of Seattle - Regular Meeting, Sept. 12  
Ladies & Gentlemen,

OUR COMMENTS REGARDING AGENDA ITEM 8.a. ARE THESE:

1. The word "PUBLIC" appears here in the MEMORANDA OF AGREEMENT only in the "whereases". We request that the word "PUBLIC" be inserted before every use of the word moorage as its definitive adjective.
2. Section 3. We request that the word "PRIVATE" as a funding form be deleted. The presence of this word tends to confirm our belief that there is the intention to make this moorage less than public.
3. SECTION 4b. We wish to be provided with all moorage demand information being used by the PORT, in particular that regarding COMMERCIAL MOORAGE.
4. SECTION 4c. We request the deletion of the word "LOCAL" and the word "OR". It becomes obvious that presence of "LOCAL" - the very first word in the sentence - confirms our belief that the moorage for recreational/pleasure boats is intended to provide an amenity for residents of condos or apartments on the PORT'S uplands development. The moorages would become in-perpetuity leases to these "local" owners, much as exists at Shilshole marina.
5. SECTION 9. Delete all reference to the contracts with outside entities for management functions. With the Port's experience in managing commercial, fishing, and pleasure boat moorage, there's no need to wipe out any profits that might accrue by payment for private management. If the intention is to operate a PUBLIC moorage, there's even less need to introduce private elements of control.
6. SECTION 11. Delete this in entirety. Sharing costs for MAJOR maintenance if the PORT is the manager is a grave risk for the City. The Port's record of general maintenance levels at Pier 48, & Piers 64 and 65 speaks for itself. If general, day-to-day, routine maintenance is ignored surely there will be major funds required to overcome such neglect.
7. Will the information on moorage demand be based on the construction of the ELLIOTT BAY MARINA which does, in its designs, offer transient moorage slips? Will the "prevailing market rates" noted for transient moorage be based on Elliott Bay Marina's rates?

In Conclusion - We find the MEMORANDUM OF UNDERSTANDING to be so vague, so lacking in exactitude, as to be capable of any misinterpretation or justification that might later be claimed. This lack of precision derives from its prematurity.

Continued ---

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Seattle Shorelines Coalition

SEPTEMBER 12, 1989

c/o 4207 BAGLEY AVENUE NORTH, SEATTLE, WASHINGTON 98103 632-6076

IN PARTICULAR we bring to your attention the cost estimates that are related to installation of a RUBBLEMOUND (permanent) breakwater for the area from Piers 63 to 66.

The CORPS OF ENGINEERS 1980 study, RECREATIONAL SMALL BOAT MOORAGE on Page 62 states: Quote --

"As a rule-of-thumb, sites with depth of water greater than 20 to 30 feet at low tide are not economically justified for rubblemound or timber pile breakwaters. Floating breakwaters will allow transmission of waves into a marina and should only be considered for areas that already have some protection from wave action."

Page 63 of the report show that at 1979 price levels the cost was \$4,000. per ft even at depths less than those on Central Waterfront, and where the subsurface is firm - (EBMarina EIS appendices) - which it is not on CWF.

Very truly yours,

*Benella Caminiti*  
Ms Benella Caminiti for

Seattle Shorelines Coalition

P.S. You might examine the Corps itemization of sites - evaluation made in pocket tables with the study. Where ELLIOTT BAY is noted as Item 70, PIER 54, the remark is "NO MARINA DESIGN WAS CONSIDERED BECAUSE OF HIGH BREAKWATER COSTS AND LACK OF PROPER SPACE."

BC

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THE LEAGUE  
OF WOMEN VOTERS  
OF SEATTLE

Testimony to the Seattle Port Commission Tuesday September 12, 1989 regarding the proposed Memorandum of Understanding and Agreement with the City of Seattle concerning transient moorage on the Central Waterfront and street vacations

I am Lucy Copass, speaking as a member of the League of Women Voters of Seattle. Some of you may be aware that my usual role is to monitor Port activities for all three League organizations in King County and to give formal, pre-approved testimony on behalf of all three Leagues. I am not doing that today, for two reasons. First, we find that our concerns about the proposed Memorandum of Understanding and Agreement lie mainly with the City, not with the Port, and are more appropriately addressed to City government. Secondly, we were not afforded the time to produce formal three-League testimony, if we had wished to do so. We try to be thoughtful and deliberative in our response to governmental proposals, but this is simply not possible when the time between public availability of a document and action on it by the Commission is as short as three or four days. We wonder how the Commission itself, some of whose members did not have the document in advance of last Thursday's discussion of it, could be expected to give it thoughtful consideration either. This is not to disparage the work of the outstanding people whose job it is to disseminate public information for the Port -- but the staff members who deal with the public cannot function successfully without a free flow of information to them from other Port departments.

I said that our concerns about the Memorandum of Understanding and the Agreement lie mainly with the City of Seattle. However, we wanted Port Commission members to know what these concerns were. Foremost is the matter of street vacations. Seattle League members participated in the development and adoption of the City's street vacation policies. We want to be sure that the ceding of City right-of-way is done in a manner consistent with these policies. We are also concerned with the lack of clarity which results from the intertwining of two issues -- street vacations and financing mechanisms for moorage development. For example, it is not clear whether or not the City is being paid a firm figure for the vacated street properties; instead, this figure is expressed in terms of the difference between Port payment for street and railroad right-of-ways and City contributions to moorage construction. Finally, we'd like the Memorandum itself to be absolutely clear on the point that the moorage is intended for short-stay use only, and is for commercial as well as for recreational vessels.

The three King County Leagues are on record as favoring the construction of moorage facilities on the Central Waterfront. League members have expressed the view that short-stay moorage is an appropriate use of the harbor area, and an appropriate development activity for the Port of Seattle to be engaged in. League has also been a strong proponent of intergovernmental cooperation. We see intergovernmental cooperation as a means of avoiding duplication and waste of public resources; of assuring sound, integrated land use planning; and of making possible projects which the public desires but which one jurisdiction could not carry out alone. We realize that agreements between governmental bodies can be difficult to achieve, and we do not wish to undermine any worthwhile cooperative effort. But to be worthwhile, any agreement between jurisdictions must be faithful to the policies and processes adopted by each jurisdiction. It must be clear and easy to interpret, so that it does not lead to disagreement at some point in the future. It must be done with the public interest in mind; otherwise, it is not cooperation, but collusion. We hope that all who put their final stamp of approval on the documents at hand have an opportunity to satisfy themselves that the documents, in their final form, *do* serve not only the interests of their jurisdiction, but the broad public interest as well.

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Sea to Shorelines Coalition

SEPTEMBER 12, 1989

To City of Seattle  
Committee  
July 27

4207 Bagley Ave, North Seattle WA 98103

Port Commissioners, Port of Seattle - Regular Meeting, Sept. 12  
Ladies & Gentlemen,

OUR COMMENTS REGARDING AGENDA ITEM 8.a. ARE THESE:

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  2. Section 3. We request that the word "PRIVATE" as a funding form be deleted. The presence of this word tends to confirm our belief that there is the intention to make this moorage less than public.
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  5. SECTION 9. Delete all reference to the contracts with outside entities for management functions. With the Port's experience in managing commercial, fishing, and pleasure boat moorage, there's no need to wipe out any profits that might accrue by payment for private management. If the intention is to operate a PUBLIC moorage, there's even less need to introduce private elements of control.
  6. SECTION 11. Delete this in entirety. Sharing costs for MAJOR maintenance if the PORT is the manager is a grave risk for the City. The Port's record of general maintenance levels at Pier 48, & Piers 64 and 65 speaks for itself. If general, day-to-day, routine maintenance is ignored surely there will be major funds required to overcome such neglect.
  7. Will the information on moorage demand be based on the construction of the ELLIOTT BAY MARINA which does, in its designs, offer transient moorage slips? Will the "prevailing market rates" noted for transient moorage be based on Elliott Bay Marina's rates?
- In Conclusion - We find the MEMORANDUM OF UNDERSTANDING to be so vague, so lacking in exactitude, as to be capable of any misinterpretation or justification that might later be claimed. This lack of precision derives from its prematurity.

Continued ---

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Seattle Shorelines Coalition

SEPTEMBER 12, 1989

c/o 4207 BAGLEY AVENUE NORTH, SEATTLE, WASHINGTON 98103 632-6076

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Page 63 of the report show that at 1979 price levels the cost was \$4,000. per ft even at depths less than those on Central Waterfront, and where the subsurface is firm - (EBMarina EIS appendices) - which it is not on CWF.

Very truly yours,

*Benella Caminiti*  
Ms Benella Caminiti for  
Seattle Shorelines Coalition

P.S. You might examine the Corps itemization of sites - evaluation made in pocket tables with the study. Where ELLIOTT BAY is noted as Item 70, PIER 54, the remark is "NO MARINA DESIGN WAS CONSIDERED BECAUSE OF HIGH BREAKWATER COSTS AND LACK OF PROPER SPACE."

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## PORTWATCH

September 27, 1989

For City Council Transportation Committee Meeting, Sept. 27  
Re: CB 107547

Dear Chairperson Jeanette Williams and Members,

Board members of Portwatch who intended to testify and who have studied the issue of CB 107547 most carefully, Martin and Dianna Swain, are unable to be present due to a family emergency.

They ask that the attached pages, remarks that would have comprised their testimony, be submitted for the record and your attention.

Thank you.

Very truly yours,

Mr Jim Smith, Board Member,  
For PortWatch

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# PORT WATCH

COUNCIL BILL 107547

9/27/89

## STREET VACATION PROVISIONS

The Port pays \$2.8 million for BN right-of-way and streets adjacent to its upland properties on the Central Waterfront. The City agrees that it will not charge for future street vacations in other parts of the city, noted on zones map.

## CITY STREET VACATION ORDINANCE

The ordinance requires payment of one-half appraised value of streets. In April, 1983 the ordinance changed deleting exceptions for institutions of higher learning, public corporations, etc. Since 1983 only Federal and State departments obtain free street vacations. For instance, City Light would be required to pay, as would other city departments.

## WEST SEATTLE BRIDGE AGREEMENT

The Port claims (and city seems to be agreeing) that in 1980 the Interlocal West Seattle Bridge agreement it gets free street vacations throughout the city until the project is finished. Mr. Bob Morgan (Council legislative analyst) read to me the language. It seems clear that this was not the intention; nothing like this was stated or even hinted. However, by the failure to state this expressly as otherwise, one can see how the Port could choose to interpret it as they do. When the low-level bridge is completed the agreement expires. It expressly states that railroad franchises are not included, hence the Port can not obtain the BN right-of-way property gratis in any case.

Assuming the Port's interpretation held, the city would probably grant for free the central waterfront uplands streets. If the city does not go along with the Memorandum of Understanding, then it stands to lose the portion of the Port's payments for the streets.

At the 0/19/89 meeting of the Urban Redevelopment Committee David Mosley stated that the BN right-of-way portion payment out of the \$2.8 million total was somewhere between \$1.8 and \$2.0 million. Hence, in the short-term the city might lose \$800,000. to \$1 million street vacation payment.

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## PORT WATCH

Page 2

COUNCIL BILL 107547

### FIGURING PROPERTY VALUE

In late 1986 the Port paid \$7.3 million for approximately 3 acres of uplands, equivalent to \$2.43 million per acre. Total area of BN right-of-way and streets is about 2 acres (two acres). So it should be worth about \$4.86 million, or \$2.43 million ( $\frac{1}{2}$ ) if vacated. Assuming some rise in value since 1986, the Port's offer of \$2.8 million is slightly high to on the money. 70% of this two acres is BN right-of-way; only 30% represents streets. 30% of \$2.8 million is \$840,000 - very similar to above calculation.

So in the short term the city stands to lose about \$1 million or less if it rejects this agreement. In the long term future, it stands to lose a great deal more. Shouldn't the city at least do some rough calculations as to the value of all future street vacations this agreement would grant the Port for free ?

The Port has, for some time past, been talking of expanding warehousing in Zone 5 of the map attached to the Agreement; offices are another possibility, etc. Shouldn't the city look at what it stands to lose in the long as well as the short term ?

### OTHER POINTS

- a. What justifies the rush on this agreement ? The Port's CWF EIS process is not scheduled for completion until May, 1990 at the earliest.
- b. If the Port gets a special deal, who will be asking for it next ? Will the street vacation policy eventually become meaningless ?
- c. The moorage agreement is irrelevant to the issue. It merely reiterates what DNR, the City and the Port already agreed to in Ordinance 114390 of 2/8/89. Does the latter ordinance become void, given that the Memorandum of Understanding differs in many significant ways from that now attached to CB 107547 (yet purported to be the same )?
- d. The Duwaminsh Public Access Plan does not cover the west side of Harbor Island or the lower half of East side of the Middle Reach. Would this Agreement compromise the City's ability to require public access in these areas in the future ?

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September 26, 1989

City Councilmembers  
Municipal Building  
Seattle, Wa. 98104

Councilmembers: RE: CB107547

This proposed ordinance is unclear and confusing. The Title does not state that the street vacation petition is to include more than the Alaskan Way portion as revealed in the Agreement (Exhibit A). Nor does it disclose that a Memorandum of Understanding for waterfront moorage is included. It portends to relate to the central waterfront while the street vacation petition actually relates to the uplands. There are too many subjects in this Title to meet Charter requirements of Article IV, Sec.7.

As you know, the voters denied funds for the Harborfront Plan and this is almost identical. Before the city proceeds any further with this project, the public has a right to know what funds are to be used. Ref.215, the Boaters' Tax, and Aquatic Land Enhancement Funds are designated sources for \$1.8 million. Neither of those funds provide more than \$150,000 for any one project. This would consume almost all the funds for Outdoor Recreation for the entire State for a biennium. What assurance does the City have of commitment? This MOU would commit City funds of a minimum \$1.7 million for capital construction. What is the source of those funds? If this MOU is signed, there is no escape clause as in the original MOU. Is the original MOU, Ord. 114390, null and void? If this proposed Ordinance is passed, does it commit the Mayor and City Council President to sign the agreement and the MOU?

The MOU has glaring deficiencies. It doesn't state this is to be transient moorage. What defines transient as opposed to permanent or long term? This is not identified as public moorage and there is no assurance it always will be. There is little mention of commercial moorage and no assurance that the design will offer more <sup>than</sup> token slips for larger commercial vessels.

Will future Port or private construction projects gain bonus height or bulk or diminish their required view corridors or public access by choosing to contribute funds to this moorage facility as an alternative. This could become a liability if buildings swell to satisfy the moorage facility funding needs.

The public has not been apprised of information on moorage demand for commercial boats at this site. The Port has always insisted there is no demand for moorage of commercial vessels on the central waterfront although there is now a report prepared for the Port of Seattle POTENTIAL DEMAND FOR MARITIME USES AT PIER 66 which reveals such a multiplicity of demand that it cannot possibly all be satisfied at Pier 66. What information does the City Council have on

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which to base a decision?

On p.4, item 4c the reason for the word local is not apparent. It is necessary to assure the public in the MOU that this moorage is never to become a long term facility for local residents to store their boats. The City's Transient Moorage Feasibility Study for the Harborfront Plan concluded there would be no recreation moorage demand for seven months of the year. Financial feasibility appeared unfavorable and unfeasible since potential revenue did not appear sufficient to cover capital cost and operations and maintenance costs. Will commercial boats make those seven months profitable? Or will the Port decide to lease moorage sites to recreation boats?

P4 , item 4d. Does Lenora St. provide the best public access for all waterfront visitors or just the best from the Port's upland property development?

This MOU contains design commitments before a City/Port/DNR design review process is developed. Is the cart before the horse? Costs are subject to design review but only after the MOU has been signed. Shouldn't the City know the costs before committing taxpayers' funds to this project?

The Port is to be responsible for design, construction, operation and maintenance. Can the City assure the public that this moorage facility will be properly operated and properly maintained as a public transient moorage facility with this MOU as written?

Should the City Council insist on an escape clause in the MOU in case best intentions should go awry?

I am urging you to divide this into three ordinances, to rewrite the MOU to assure the public interest and public benefit. Navigation and commerce are basic transportation issues and as such we are looking forward to a proper public hearing on the moorage facility when the City has provided the public with necessary design and financing information. We are expecting there will,also, be another public hearing on the Port's request for street vacations and Burlington Northern right-of-way vacation when the Port has a completed request and the City has a new ordinance proposal.

Ruth Moore

*Ruth Moore*  
4303 4th Ave. N.E.  
Seattle, Wa. 98105

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Per meeting w/ James Smith 9/25/89  
This legal doc not permanent  
creation legal.

City purchased B.N. franchise about  
1 year ago

After concluding franchise deal,  
Rob of Kettle purchased up  
land property

Rob is gov of the Eis 1 Piece 66  
and for marina's <sup>the</sup> upland properties.  
DEIS will be released late Nov early  
Dec.

Take next year (Apr 1 1990)

A Budget issue &

City is committed in Piece 65 &  
63 Ordinance, Mayor was  
authorized to contribute to  
\$1.9 M <sup>(estimate)</sup> to marina.

\$2.8 M deal is <sup>gone into C.F. but</sup> provided the  
City share of Marina cost  
and affects other obligations.

Blanchard's House (would be main-  
land) is a plantation house  
and Virginia

value of this vacation  
was out to about \$2.8M.

Port said by virtue of US  
Bride's

Councils did not intend <sup>that free vacation</sup> <sup>included outside</sup>  
this Monroe felt that <sup>Durham</sup>  
agreement written in such a  
way that Port would claim  
that agreement covered Port  
property outside Durham

Port also felt that

Port had threatened to take us  
to court if we pursue  
charging them for vacation

1. Port felt US Bride cover free  
vacation

Mayor went to Port and made  
this deal. The Mayor didn't  
realize that this would have  
to go thru vacation process.

Quasi-legal agreement stated -

Port was in violation of B.N.  
right of way.

Port threatened to take us to  
court.

We don't have B.N. until  
vacation is granted.  
One way of balancing the  
budget.

This legal battle for the  
Port to get for vacation.  
Mike Monroe feels the city  
could lose in court if  
we pursued to require Port  
to pay for vacations.

justification 1

Port's contribution

The \$ value approximately 50%  
of appraised value of  
5th & 6th of map and 3 streets.

Moorage in part of ES plan

Port, Port, & DNR in 1987  
negotiated a memorandum of  
Agreement to do further  
analysis of a moorage facility.

Port 62, 63 agreements gave  
Mayor / Council authority to  
~~grant~~ participate 1/3 in  
marina.

One check w/ Mike Monroe  
re: legal issues.

Late summer & fall of 1990, the  
operations of London, blanketed  
for. Will now to Frank  
ton.

The Port has filed petition to  
vacate these streets. They are currently  
being reviewed.

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John Braden will take the  
lead at the Jump on L.  
Mike Monroe will also be  
there.

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Office Of The Mayor  
City of Seattle

Charles Rover, Mayor



September 6, 1989

The Honorable Sam Smith  
President, City Council  
City of Seattle

Dear Council President Smith:

I am submitting for the Council's review and approval a proposed agreement with the Port of Seattle that furthers mutual goals of the City and the Port of Seattle for revitalization of the central waterfront. In exchange for certain considerations on potential street vacations abutting Port properties, the Port will pay the City \$2.8 million.

The Port of Seattle has submitted a street vacation petition to the City for a portion of the Alaskan Way right-of-way between Pine Street and Bell Street, formerly under franchise to Burlington Northern Railroad, and for portions of Blanchard, Lenora, Virginia and Pine Streets that abut Port properties on the east side of Alaskan Way. The purpose of the street vacations is to facilitate redevelopment of waterfront upland properties which are currently in warehouse and parking uses. A Draft Environmental Impact Statement on development alternatives for the upland properties and Pier 66 will be issued by the Port late this year.

The Port will pay the City \$2.8 million for the following considerations:

- o an expedited review of the central waterfront street vacation petition consistent with City policies and regulations;
- o a quitclaim deed to underlying City fee ownership, if any, of the street area approved for vacation by the City Council; and
- o agreement that the City will charge the Port administrative costs only for future street vacations abutting Port property in the areas identified on the attached map and will not require a payment from the Port based on the appraised value of the street right-of-way.

The Honorable Sam Smith  
September 6, 1989  
Page Two

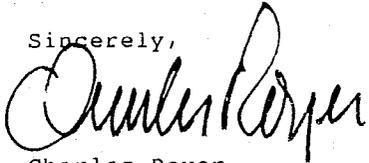
The agreement also provides for the development of a multi-use path/trail along the Port properties in the former railroad right-of-way, if the City desires to extend the path that will be constructed south of Pike Street next year. The City Council recently approved this project which will be developed by the Engineering Department in conjunction with a drainage project.

The agreement reiterates the commitment of the City to pay a \$1.75 million share of the cost of a short-stay moorage facility between Piers 63-66. The Council authorized me to execute a Memorandum of Understanding for the moorage facility with the Port of Seattle and the State Department of Natural Resources (DNR) in legislation to purchase Piers 62/63 (Ordinance 114390). The commitment to the moorage facility also is a material consideration in the City lease with DNR for Pier 57 and Piers 62/63.

The Port has agreed to pay the City \$2.8 million upon delivery of the quitclaim deed for the vacated property. The street vacation petition will be scheduled for Council consideration in 1990, and the Executive will provide a full analysis of the impacts at that time. The agreement does not remove Council prerogatives on the street vacations. The Council will determine whether the vacations should be granted and under what conditions, based on established City policies and regulations for street vacations.

I believe this agreement is consistent with plans the City has adopted for the central waterfront. It resolves longstanding issues between the Port and the City on the cost of street vacations, and it provides the City with significant financial resources to offset other obligations.

Sincerely,



Charles Royer

Attachments

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AGREEMENT

THIS AGREEMENT, made this \_\_\_\_\_ day of \_\_\_\_\_, 1989, between the PORT OF SEATTLE, a municipal corporation ("the Port") and the CITY OF SEATTLE, a municipal corporation, ("the City"). The parties agree as follows:

1. The City will convey to the Port, in the manner provided in Section 3, the City's ownership interest as that term is described in Section 3, in 1) the "Burlington Northern Right of Way" ("BNROW") that abuts the Port Upland Properties and adjoining streets and rights-of-way as generally shown in Exhibit 1, BNROW, Parcels C, F, B, E, A, K, and that triangle area south of Pine and north of Pike Streets, and in 2) the portions of the adjoining streets and rights-of-way of Blanchard, Lenora, Virginia and Pine Streets as shown in Exhibit 1. In addition, should the Port acquire ownership of Parcel J, and/or additional properties south of Pine and north of Pike Streets and abutting the BNROW, this Agreement shall include transfer of the City-owned BNROW abutting these parcels in the manner provided in Section 3.

2. The Port shall construct or cause to be constructed a public trail through the length of the BNROW which abuts the Port Upland Properties, and grant the necessary easements, if any, for such a trail; provided the City, in consultation with

the Port, selects a central waterfront trail route, by January 1, 1991, requiring use of the BNROW for a continuous trail. In this event, the Port, or its developer, and the City shall share equally in the cost of trail construction and the Port or its developer will work with the City to ensure that design, easement requirements, and routing of the trail are consistent with City standards.

3. The BNROW describes an area conterminous with a certain former franchise granted to a predecessor(s) of the Burlington Northern Railroad Company ("BN") and lying generally within a portion of the Alaskan Way right-of-way between Pine Street and Bell Street. The use of said franchise by Burlington Northern was discontinued in January 1989 pursuant to Ordinance 113497. The City's ownership interest, if any, to the underlying fee of said right-of-way area shall be conveyed by quit claim deed to the Port following vacation of the BNROW by the City. The City's ownership interest to the underlying fee of said adjoining streets and rights-of-way of those portions of Blanchard, Lenora, Virginia and Pine Streets (as shown in Exhibit 1) shall be conveyed by quit claim deed to the Port following vacation of these streets and rights-of-way by the City. The City makes no representations, promises or warranties that it has any ownership interest in the underlying fee to said areas.

4. Upon execution of this Agreement the City shall, consistent with all applicable statutes, ordinances and procedures promptly review a petition submitted by the Port for the vacation of the BNROW and portions of the streets and rights-of-way abutting the property identified and as shown generally in Exhibit 1. The City shall use reasonable efforts to act upon such vacation not later than one hundred and twenty (120) days following execution of the Agreement; provided that, nothing contained herein shall be construed to alter the City's legislative authority to review and decide upon said vacation petition.

5. Any future street vacations granted to the Port as a result of the City street vacation application and review process in the zones identified on the attached map (Exhibit 2) shall be processed expeditiously and shall be at no cost to the Port except for the City's administrative costs only, and shall not include any payment based upon the fair market value of the area vacated, provided, however, that the City shall review each petition consistent with City Council Resolution 27527 or other City resolutions or ordinances concerning street vacation policies; and provided further, that this Agreement does not relieve either party of its obligations as contained in the adopted "Comprehensive Public Access Plan for the Duwamish Waterway."

6. The Port, the Department of Natural Resources and the City have entered into a "Memorandum of Understanding" ("MOU") dated the \_\_\_\_\_ day of \_\_\_\_\_, 1989 (a copy of which is attached hereto as Exhibit 3), to develop and share jointly in the costs of a short-stay public boat moorage facility between piers 63 and 66 as provided in the MOU. The City's contribution toward the public moorage project at Piers 64 and 65, pursuant to the terms of said MOU, is estimated in Attachment A to the MOU to be \$1.75 million.

7. Upon delivery of the above-referenced BNROW quit claim deed and street vacation quit claim deeds as described in paragraphs 1 and 3 of this Agreement, and in recognition of the consideration set forth in this Agreement, the Port will pay the City \$2.8 million.

PORT OF SEATTLE

By \_\_\_\_\_

CITY OF SEATTLE

By \_\_\_\_\_

071584.M101

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✓ 2SSB 5372 Recreational Boating

*Ref 215 in Memo of Uncl.*

BY Senate Committee on Ways and Means (originally sponsored by Senators Bluechel, Moore, Nelson, Conner, Owen and Talmadge)

Revising laws concerning recreational boating.

This bill requires the State Parks and Recreation Commission to review existing literature and studies regarding polluted and environmentally sensitive waters in the state. Marinas located in such areas, or marinas with 125 or more slips where pumpout facilities are not located within a reasonable distance, may be designated as appropriate for state funding support for the installation of sewage pumpouts or dump stations. Other marinas may also be designated based upon specified criteria.

Funding for installation of pumpout or dump station facilities shall be provided to marinas through contracts with the commission. Contracts may be awarded to publicly owned, tribal, or privately owned marinas. Eligible costs for reimbursement include purchase installation, major renovation, utility connections, necessary pier or dock space, or other costs determined by the commission. Ownership is to be retained by the state in private marinas, and by the administering local public entity with respect to public marinas.

Facilities installed must be accessible for public use free of charge for at least a ten-year period. The applicant must also agree to pay a fee for periodic inspection by the local health department, and to encourage public use of the pumpout facilities. The Department of Ecology is to develop criteria for design, installation and operation of the facilities.

The commission is to conduct a statewide boater educational program regarding proper waste disposal methods. Grants are to be awarded to local governments for boater environmental education or boat waste management planning.

Until June 30, 1995, watercraft excise tax revenues above \$5 million annually, but not exceeding \$6 million, may be used for the grants program. The amounts allocated are to fund: (1) public recreational waterway access (30 percent); (2) sewage pumpouts or dump station installation (30 percent); (3) state and local agencies enforcement and boating safety programs (25 percent); and (4) public schools, public entities or other nonprofit community organizations for boating safety and environmental education programs (15 percent).

✓  
\$  
*Funding*

Vessel registration fees above \$1.1 million annually are to be allocated by the State Treasurer to counties for boating safety and law enforcement, based upon the number of registered vessels per county and upon approval by the commission of the local boating safety program.

Fisheries' patrol officers may enforce watercraft registration and safety laws, and the Department of Fisheries is to report by 1992 on the costs of and revenues from such enforcement actions.

EFFECTIVE: July 23, 1989

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KIRK



**Potential Demand For Maritime Uses  
at Pier 66**

Prepared for  
**Port of Seattle**

**July 1989**

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## Table of Contents

<b>I. Introduction/Summary</b>	
Introduction .....	1
Summary .....	3
<b>II. Fishing Industry Moorage Demand</b>	
Overview of Industry .....	5
Facility Requirements .....	7
Suitability of Pier 66 .....	9
<b>III. Cold Storage Demand</b>	
Overview of Industry .....	10
Facility Requirements .....	11
Suitability of Pier 66 .....	12
<b>IV. Fish Processing Demand</b>	
Overview of Industry .....	13
Facility Requirement .....	14
Suitability of Pier 66 .....	14
<b>V. Demand for Freight Transportation Facilities</b>	
Overview of Industry .....	15
Breakbulk Carriers .....	15
Tug and barge Operations .....	16
Facility Requirements .....	18
Suitability of Pier 66 .....	18
<b>VI. Demand for Marine Research Uses</b>	
Overview of Activity .....	20
Facility Requirements .....	21
Suitability of Pier 66 .....	21
<b>VII. Demand for Coast Guard and Navy Facilities</b>	
Overview of Activities .....	22
Facility Requirements .....	23
Suitability of Pier 66 .....	23
<b>VIII. Harbor Police</b>	
Overview of Activity .....	24
Facility Requirements .....	24
Suitability of Pier 66 .....	25

## Table of Contents (contents)

<b>IX. Ship Repair Demand</b>	
Overview of Industry .....	26
Facility Requirements .....	27
Suitability of Pier 66 .....	27
<b>X. Maritime Educational Demand</b>	
Overview of Activity .....	28
Facility Requirement .....	29
Suitability of Pier 66 .....	30
<b>XI. Passenger Ferry Service Demand</b>	
Overview of Activity .....	31
Facility Requirements .....	31
Suitability of Pier 66 .....	32
<b>XII. Vessel Supply and Service Demand</b>	
Overview of Activities .....	33
Facility Requirements .....	34
Suitability of Pier 66 .....	34
<b>XIII. Recreational Boat Sales Demand</b>	
Overview of Activity .....	35
Facility Requirements .....	35
Suitability of Pier 66 .....	35
<b>XIV. Retail Fish Sales Demand</b>	
Overview of Activity .....	36
Facility Requirements .....	36
Suitability of Pier 66 .....	36
<b>XV. Summary of Potential Demand .....</b>	<b>37</b>
<b>Appendix</b>	

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## List of Tables

II-1	Factory Trawler Fleet .....	6
II-2	Factory Trawler Support Facilities .....	8
III-1	Storage and Freezing Capacity .....	10
IX-1	Seattle Drydock and Lift Facilities .....	26

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## I. Introduction/Summary

### Introduction

The Port of Seattle is considering the redevelopment of a key piece of the Seattle central waterfront, Pier 66, the water area to the south, and property across Alaskan Way. Pier 66 continues to be used for a variety of maritime uses, although at levels well below historical levels. Continued use of all or part of Pier 66 for maritime uses would serve at least three functions:

- 1) to accommodate maritime activities seeking suitable sites,
- 2) to provide an interesting and compatible use to complement non-maritime uses of the pier, and
- 3) to respond to public interest in traditional maritime activities on the waterfront.

While there is interest at the Port in accommodating these uses, the amount and nature of demand by such uses is not well understood. Accordingly, the Port has asked for a study of this demand.

The purpose of this study is to consider candidate uses and determine:

- the level of potential demand,
- the nature of facilities required, and
- the suitability of Pier 66
- supportable rental rates

The study approach involved a series of personal interviews with representatives of potential user groups. Thirty-seven interviews have been completed to date.

This report documents the results of those interviews. It is organized by user group. The demand by each user group is presented in terms of:

- Overview of Activity
- Facility Requirement
- Suitability of Pier 66

The findings of the study are summarized below.

## Summary

Of 16 uses considered for Pier 66, 12 are considered suitable. Their characteristics can be summarized in terms of the amount of moorage, building area, current market rents, water dependence (necessity for waterfront location to conduct their activities) and compatibility with public access objectives.

Activity	Moorage Demand	Building Demand	Current Market Rents	Water Dependence	Compatibility with Public Access Objectives
Fishing Industry Moorage (vessels over 200')	Total need 1,900 lineal feet peak period by 1992	5,000 sf or more depending on number of tenants	\$113 to \$115 per vessel per day	Yes	Need for security
Cold Storage	Pier desirable for off-loading	50,000 sf typical facility	\$1.00 to \$3.50 per sf per year	No	Industrial activity
Fish Processing	Pier desirable for off-loading	29,000 sf to serve current market	\$2.00 to \$3.50 per sf per year	No	Industrial activity
Tug Boat Moorage (100' vessels)	Up to eight 100' tug berths per operator	Up to 10,000 sf warehouse per operator	\$400 to \$800 per vessel per month	Yes	Need for security
Barge Moorage (100' x 400' barges)	Possibly require moorage for 30 after 1992	None	\$100 to \$800 per barge per month	Yes	Need for security
Marine Research	Temporary moorage for 300' vessels	1,484 sf	-0-	Yes	Compatible
Government Vessels (potentially Naval Reserve Center)	1,000 lineal feet plus transient moorage	35,000 sf classrooms, office and storage	-0-	Yes (moorage)	Need for security
Seattle Police Harbor Patrol	two 40' slips	675 sf for office, locker room, and storage	"in-kind services"	Yes	Compatible
Maritime Education (Maritime Center)	Pier for transient moorage	55,400 sf exhibit area and support	\$1.00 per sf/year (proposed)	No	Compatible
Passenger Ferry	two 80' vessels, four smaller vessels	Boarding area	Not available at this time	Yes	Compatible
Recreational Boat Sales/Shows	12 slips for brokerage 100 to 125 slips for shows	Brokerage office	Prevailing slip rental rates	Yes	Compatible
Ship Repair (dockside)	Related to large vessel demand	Included with vessel support requirement	Included with moorage rate	Yes	Industrial activity

*Truck  
clears?*

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Four activities were found to be not suitable for Pier 66

Activity	Comments
Ship Building/Major Repairs	Industrial activity with noise and other impacts from sandblasting, spray painting, and steel fabrication
Breakbulk Cargo Handling	Seek locations on Lake Washington Ship Canal outside union jurisdictions
Vessel Supply/Service	Need for convenient truck access and low rents for space-consuming activities
Retail Fish Sales	Stand-alone retail facility requires steady year-round traffic

*Being  
not allowed*

Obvious demand exists for moorage of a variety of large vessels. Development of maritime uses on the pier or uplands may be constrained by the Port's need to recover development costs through rents. The non-industrial uses would be compatible with public access objectives, although provision must be made for some security for almost all uses. These uses could be compatible with each other as part of a maritime center.

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## II. Fishing Industry Moorage Demand

### Overview of Industry

The North Pacific fishing industry has experienced significant growth and change in recent years as a result of the 1976 Magnuson Fishing Conservation and Management Act. That act provided for the "Americanization" of fishing in the waters off Alaska as the harvesting and processing of fish were reserved for U.S. participants. Many of these participants are based in Washington State, and many of the changes in Alaskan waters have created impacts in Washington and Puget Sound.

The most significant change has been the U.S. harvest and processing of groundfish. The U.S. harvest has grown from virtually nothing prior to this decade to the entire 2 million metric ton harvest in 1988. The growth in U.S. harvest has been accompanied by the growth in the factory trawler and mothership fleet. These vessels, generally 200 to 300 feet in length, either catch and process fish at sea or process fish delivered by other catcher vessels. The factory trawler and mothership fleet is based in Washington.

The factory trawler/mothership fleet produces surimi (a paste created from the edible portion of fish and suitable for reprocessing as imitation seafood products), fillets, or headed and gutted. All of the headed and gutted product is exported to Japan as well as much of the surimi. Fillets are generally destined for U.S. domestic markets.

The factory trawler/motherships are on the fishing grounds virtually year round. They typically offload their product at sea or in Alaskan ports. The product is either exported directly or transported to Puget Sound for storage or further processing. All of the product destined for U.S. markets comes through Puget Sound ports. A portion of the product destined for foreign markets may be shipped to Puget Sound and stored as dictated by market conditions. The product coming to Puget Sound ports is either transported in refrigerated containers or stowed in refrigerated holds of smaller breakbulk carriers. In the first case, containers are offloaded and transported by truck to their destination. In the latter case, product is offloaded directly to cold storage or into refrigerated trucks for delivery to their destination.

The factory trawler/motherships return to homeport in Puget Sound once every 12 to 24 months, for periodic maintenance and repair and offloading of product. Minor repairs are accomplished in the water at the vessel's moorage, while major repairs occur at local shipyards. Minor ship repairs include installation or relocation of winches and other gear. Nets and other gear are replaced or

repaired. The vessel is reloaded and outfitted prior to departure for the fishing grounds. Typical layover period is three to eight weeks depending upon the extent of required repairs.

Based on fleet projections prepared by Natural Resource Consultants in *Recent Growth and Associated Economic Impacts of the Washington and King County North Pacific Commercial Fishing Fleet* and moorage demand projections by Reid Middleton in *North Pacific Fishing Fleet Shoreside Facilities Needs Analysis*, moorage demand is estimated to be:

**Table II-1  
Factory Trawler Fleet  
Peak Demand**

	Total Vessels in Fleet	Total Vessels in Port	Vessels in Repair Yard	Vessels at Moorage
1989	50	7.7	1.8	5.2
1990	52	12.6	3.0	8.5
1992	67	13.6	3.2	9.2

Source: Reid Middleton

Based on these patterns, the fleet will require 1,900 lineal feet of dock space for moorage during peak demand periods (generally April and May). Currently, these vessels moor at the new Northwest Dock at Fisherman's Terminal, various private docks on the Lake Washington Ship Canal, Port docks at Pier 66 and Pier 91, and other Puget Sound ports.

The Port charges for moorage based on published tariffs and negotiated agreements. The published tariff for Elliott Bay calls for dockage charges of \$567 per day for working vessels up to 107 meters and half that rate for idle vessels. Vessels requiring dockage for extended periods may negotiate rates as low as \$150 per day. Published rates at Fisherman's Terminal are 80¢ per lineal foot per day for vessels over 125 feet or \$6 per month. Arctic Alaska has a priority use agreement for the Northwest Dock calling for \$4,500 per

month for priority use of 400 feet of the dock. Based on this experience, the moorage charge for a 300-foot fishing vessel would be approximately as follows:

	Vessels Short-Term	Extended Stay
Fishermen's Terminal	\$240 per day	\$113 per day <sup>1</sup>
Elliott Bay	\$567	\$150

<sup>1</sup>Based on Arctic Alaskan rate

Source: Reid Middleton

Vessels would pay additional charges for utilities and equipment rental.

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## Facility Requirements

As described above, the factory trawler/mothership fleet requires moorage and support facilities during the periodic home port calls. The Reid Middleton study identified the following moorage and support requirements:

**Table II-2  
Factory Trawler Support Facilities**

<p><b>Wharf or Pier</b></p> <ul style="list-style-type: none"><li>▶ Sufficient Length for Vessel</li><li>▶ Apron Width of 50 feet</li><li>▶ Apron Live Load Capacity of at Least 250 pounds/sq ft</li><li>▶ Additional Upland Staging Area</li></ul> <p><b>Utilities and Service</b></p> <ul style="list-style-type: none"><li>▶ Shoreside Power<ul style="list-style-type: none"><li>• 200- and 440-volt service</li><li>• Service size of 200- to 400-amperes</li></ul></li><li>▶ Water Service<ul style="list-style-type: none"><li>• 1- to 3-inch supply line</li></ul></li><li>▶ Sanitary Sewer<ul style="list-style-type: none"><li>• 4-inch connections</li></ul></li><li>▶ Telephone Hookups</li><li>▶ Garbage Disposal<ul style="list-style-type: none"><li>• Minimum of 40 cubic feet per vessel</li></ul></li></ul> <p><b>Vehicular Access</b></p> <ul style="list-style-type: none"><li>▶ Vehicle Parking<ul style="list-style-type: none"><li>• 10 to 25 vehicles</li><li>• Some van and large truck parking</li></ul></li><li>▶ Large Truck Access to Vessel Side</li></ul> <p><b>Other Facilities and Services</b></p> <ul style="list-style-type: none"><li>▶ Short-Term Warehousing<ul style="list-style-type: none"><li>• Up to 5,000 square feet</li><li>• Available for 1 to 4 months (period in port)</li></ul></li><li>▶ Enclosed Work Areas/Shop Space<ul style="list-style-type: none"><li>• Size range of 200 to 5,000 square feet</li></ul></li><li>▶ Mobile Crane Service<ul style="list-style-type: none"><li>• 20- to 100-ton capacity</li></ul></li></ul>
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Source: Reid Middleton

Generally, the vessels require adequate facilities to accommodate their repair and outfitting activities. Accordingly, sufficient dockside work area and vehicle access are the most important requirements. Control of access by the general public is also important to provide security and minimize liability.

## Suitability of Pier 66

The suitability of Pier 66 to meet the needs of the fleet can be assessed in terms of meeting minimum requirements and its overall desirability to users. Its suitability according to minimum requirements can be summarized as follows:

*Pier.* The existing pier with 240 feet of berthage along the north face, 825 feet along the west face, and 390 feet along the south face, provides sufficient berthage for any existing or planned vessels in the fleet. In addition, it could accommodate 1,455 lineal feet out of the total potential demand by the fleet of 1,900 lineal feet in 1992. Water depth is adequate.

Weather protection and wave action from other vessel activity in the harbor are not considered to be problems for vessels in this fleet. Some of the smaller vessels in the crabbing and dragging fleets may require more protection than the site can provide.

*Apron Area.* Presently, only the south pier face offers the required 50-foot apron. While some industry representatives indicated that the 50-foot width is not absolutely necessary, it could be provided through demolition of the transit shed.

*Backup Areas.* The support area requirements--primarily open and covered storage and parking--are relatively modest but would require demolition of the existing transit shed.

*Access and Security.* Access is required for supply vehicles. Industry representatives would prefer that access be provided via a security gate.

Clearly, Pier 66 meets the minimum requirements of the fleet. All representatives contacted believed it would be a suitable facility. In terms of desirability, it was considered less desirable than Pier 91 because of its location in a non-industrial zone. Potential conflicts identified included:

- traffic congestion inhibiting vehicle access
- noise/light impacts on adjacent uses from ship repair activity (generally two shifts)

### III. Cold Storage Demand

#### Overview of Industry

Cold storage is a critical part of the infrastructure necessary to support the fishing industry. Fish and fish products are generally frozen when they arrive in Puget Sound and must remain in cold storage prior to processing and during shipment to their ultimate destination. Cold storage capacity in the Puget Sound area is summarized in Table III-1.

Table III-1  
Storage and Freezing Capacity  
Puget Sound Cold Storage Facilities in 1988

Location of Facilities	Number	Storage Capacity		Planned Expansion mil ft <sup>3</sup>	Freezing Capacity lb/day	Processing Area Sq Ft
		mil ft <sup>3</sup>	mt			
Bellingham-Mt Vernon	3	12.20	149,767	0.21	2,150,000	40,000
Everett	2	0.70	1,016	--	210,000	10,000
Seattle-Auburn	13	21.45	307,193	2.05	990,000	214,000
Tacoma Area	3	2.61	37,948	1.55	240,000	2,500
<b>Total</b>	<b>21</b>	<b>36.33</b>	<b>495,924</b>	<b>3.81</b>	<b>3,590,000</b>	<b>266,500</b>

Source: Reid Middleton, *North Pacific Fishing Fleet Shoreside Facility Needs Analysis*

Cold storage is used for a variety of food-related products. Of the capacity shown in Table 2, approximately two-thirds or 320,000 metric tons is devoted to seafood. Much of the seafood handled in area cold storage facilities arrives by truck. As described in the previous section, seafood products often are shipped to Seattle in containers and are transferred to cold storage by truck. In the case of breakbulk vessels, the seafood products are often offloaded into vans and transported to cold storage. Only about 20 percent or less of the total volume of seafood is offloaded directly to cold storage. Several of the facilities in this area are not located on the water at all. Cold storage is not a water-dependent activity although a waterfront location is desirable to accommodate the share of total product offloaded directly to cold storage.

There are three major public cold storage facilities in Elliott Bay.

Terminal 25	Rainier Ice and Cold Storage	3.4 million cubic feet
Terminal 91	City Ice	1.1 million cubic feet
Terminal 115	Seafreeze	3.0 million cubic feet

The Port leases improved land and/or cold storage facilities at these sites for rates ranging from \$1 to \$2 per square foot of floor area per year. These rates are relatively low in light of typical rents of \$2.40 to \$3.60 per square foot for industrial buildings (shell space) throughout the market area. Generally, cold storage operators do not pay high rents and are prepared to locate in less expensive peripheral locations to keep their costs low.

At the same time that demand for cold storage has grown, the supply has been reduced as a result of fires destroying several facilities. All three major public cold storage operators in Elliott Bay are planning expansion, and at least one of them is currently looking at potential new sites.

### Facility Requirements

While cold storage facilities vary in size, a minimum stand-alone facility would have the following characteristics:

Total Capacity	1 million to 1.5 million cubic feet
Floor Area	50,000 square feet
Site Area	2 acres
Ceiling Height	20 to 30 feet
Floor Loads	300 to 650 lbs per square foot
Truck Access	for 40-foot trailers
Rail Access	desirable
Water Access	desirable

As shown, a minimum site requirement is 2 acres to accommodate a 1- to 1.5-million cubic foot facility. A multistory facility is workable. Ceiling heights of up to 30 feet are desirable to accommodate larger racking systems and pallets three high. A typical facility will be served by thirty-five to fifty 40-foot

trailer trucks per day during peak periods. Both rail access and water access are desirable but not essential. In the case of water access, it is convenient to offer direct offloading of fishing vessels or breakbulk carriers, but it is also possible for them to offload elsewhere. Locations adjacent to other food storage facilities are attractive as they provide consolidated storage and distribution opportunities. Fish processing facilities are often located adjacent to cold storage facilities, but this is a matter of convenience to the processors rather than the cold storage.

### Suitability of Pier 66

Pier 66 can be evaluated in terms of its meeting the basic requirements and its overall desirability as expressed by industry representatives. In terms of basic requirements, Pier 66 would offer adequate site area if the existing buildings were demolished. The floor loads are greater than the existing capacity of the pier. While it would be possible to provide adequate capacity under the pier, it might be preferable to site the facility on the land portion of the site. The higher ceiling heights desired may not be accommodated in a general purpose commercial structure at the site. Access for 40-foot trucks would have to be designed to minimize conflicts with pedestrian and vehicular activity on Alaskan Way.

In terms of desirability, the waterfront location is considered a benefit. However, the location in a non-industrial area is considered a negative because of potential incompatibility with their uses including smells and traffic congestion. Further, time lost by trucks due to congestion during pick up or delivery provides a disincentive to users and trucking firms. Of the three firms contacted, the overall reactions were:

- The representative of one firm indicated that his firm would be interested in Pier 66 as a site immediately.
- The representative of the second firm indicated that the site would be desirable because of the potential for larger fishing vessel moorage in conjunction with cold storage.
- The representative of the third firm indicated that the compatibility issues would be so significant as to preclude their considering it as a site for expansion.

## IV. Fish Processing Demand

### Overview of Industry

The fish processing industry in Puget Sound includes both cleaning and freezing of fresh product as well as reprocessing of already frozen fish. In either case, cold storage facilities are essential to the processors. Processors either have their own cold storage capacity on their premises or are located adjacent to a public cold storage facility. Generally, the presence of a major public cold storage facility attracts processors but the opposite is not necessarily true.

At one time there were many processing operations along the central waterfront. Presently there are two remaining operations, both at Pier 66: Dressel Collins occupies 6,446 square feet of the transit shed and Pacific Salmon occupies a total of 15,647 square feet, 12,828 of which is in the Port's office building. Both firms are tenants under 21-year leases terminating in 1998. The leases provide for access to the pier face for product offloading. Approximately 160 to 200 vessels offload each year, ranging from gillnetters, who require one-half hour to offload to 80-foot halibut boats which require two days. Fish and fish products also arrive by truck. Virtually all outgoing product is shipped by truck. Approximately 20 to 30 trucks serve the processors each day with approximately five larger trailer trucks, and the balance smaller pick-up trucks or step vans serving markets and restaurants. Pacific Salmon has its own cold storage and processes both fresh and frozen fish. It also offers retail fish sales during the summer as fresh fish is available.

Rental rates under the terms of the lease are \$2.16 per square foot per year for the transit shed plus incidental charges for common electrical use and storage areas. The overall rental rate is well below prevailing rental rates for industrial space of \$2.40 to \$3.60 per square foot per year in the market area. As with cold storage firms, processors are price sensitive, and will locate in peripheral areas to keep their cost low. This price sensitivity is one factor which has led to the abandonment of the central waterfront by many processors. Unisea, a major seafood processing firm is expanding its operation in Redmond. A new firm is opening a plant in Monroe.

## Facility Requirement

While there are still small processors operating out of 5,000-square foot facilities, a minimum size new operation would require 20,000 to 25,000 square feet. Pacific Salmon was explicit about their requirements for relocated and/or expanded facilities at Pier 66:

Floor Area	29,000 square feet (would include space for Dressel Collins)
Ceiling Height	20 feet adequate
Water Access	North Berth preferred
Truck Access	40-foot trailer trucks
Public Access	Controlled access for viewing, retail fish sales. No access to apron.
Parking	20 stalls for employees 2 to 3 stalls for visitors

## Suitability of Pier 66

Pacific Salmon considers Pier 66 to be a suitable location for its processing operation. They are comfortable with their facilities under the current lease, and would be amenable to expanding and relocating their facilities as part of a redevelopment of Pier 66. The only negative aspects of Pier 66 is potential conflict with pedestrians and vehicular traffic on Alaskan Way. However, the conflicts have been manageable because they are limited to the 2-1/2 summer months and because employees are available to direct trucks and oncoming traffic. Further, John McCallum feels that the problems which do exist can be reduced if not eliminated by improving truck access by widening the driveway and moving the existing fence. Redevelopment of the pier could eliminate the need for backing trucks across the sidewalk or onto Alaskan Way.

The suitability of Pier 66 will ultimately be determined by the Port's required rental rates. John McCallum has indicated that he is willing to negotiate with the Port. He considers the negotiations to include two phases. The first phase covers compensation to Pacific for buy out of their lease and relocation to another site (possibly on temporary basis). Once that issue is resolved, he would enter the second phase of negotiation regarding lease of space in the redeveloped pier. His comments suggest that once the first phase is resolved, he will evaluate Pier 66 in comparison with alternative sites for a fish processing operation. It is likely that competitive rents will be a major factor in the decision as to where to relocate.

## V. Demand for Freight Transportation Facilities

### Overview of Industry

The freight transportation industry in Puget Sound utilizes a variety of vessels: container ships, breakbulk ships, liquid bulk and dry bulk carriers and barges. While the central waterfront is considered by the Port to be unsuitable for containerized or bulk carrier facilities, the facility needs of the breakbulk carriers and tug and barge companies were considered.

### Breakbulk Carriers

The breakbulk carriers are smaller vessels of less than 500 tons ranging in length from 170 to 200 feet. There are three carriers engaged primarily in Alaskan trade. They generally deliver fishing-related supplies to Alaska and return with fish and fish products. Fish is often loaded from floating processors in Alaska. As a result, cargo is stowed by hand or on pallets in the vessel holds and loading and unloading is labor intensive. The cost of union labor for such operations is considered to be prohibitive. Traditionally, salt water terminals in Elliott Bay are within the jurisdiction of the International Longshore Workers Union (ILWU). The major breakbulk carriers have located on the Lake Washington Ship Canal where they employ non-union crews. There are three such carriers on the Canal:

Western Pioneer	10 vessels
Sunmar	2
Coastal Transportation	5
	17 vessels

Western Pioneer is located on the north shore of the canal just east of the locks. They own their site and have 400 feet of dock face and the ability to dock eight vessels at one time (four boats side-by-side). Coastal Transport is purchasing the Champion Mill property east of Fisherman's Terminal on the north shore of the canal. They will have adequate moorage initially with the potential to expand. Sunmar leases its site from Washington Fish and Oyster and is located just east of the Coastal site. Recent property sales along the Ship Canal indicate prevailing values of approximately \$4.00 per square foot for water areas and \$8.00 per square foot for land areas.

The carriers require significant staging area and covered warehouse space. The Coastal site includes 15 acres and about 140,000 square feet of buildings. Coastal will demolish half of that and use 20,000 to 30,000 square feet of the remainder. Storage is generally short-term only, with the cargo offloaded, staged as necessary, and shipped by truck or rail.

As described earlier, the carriers typically offload fish products into vans at their own terminals. They will offload at cold storage facilities (such as Bellingham Cold Storage) if the customer so desires.

All carriers have experienced increases in volume as the Washington-based fishing fleet has grown.

#### Tug and Barge Operations .

Tug and barge operations are also active in providing service to Alaska, particularly ports with shallow harbors. Barges are loaded and discharged at barge loading facilities at several Port-owned terminals. The major ongoing need is for moorage space for the idle tugs and barges.

Tugboats in Elliott Bay may be engaged in one of two activities, each of which suggest different moorage requirements. Harbor tugs assist other vessels in docking and maneuvering within the harbor. These tugs are on call within the harbor area around the clock and moor for short periods between operations. The barge tugs are involved in towing barges and may moor for several days between assignments. In the first instance, the crew remains on board, while in the latter case they return home until their next assignment.

Foss Tug operates its harbor tugs out of Pier 91. They rent 230 lineal feet of pier and moor tugs along a 124-foot barge which they have moored. The harbor tugs are generally 100 feet in length. It is not uncommon to moor six tugs at a time (when the locks are closed, and they relocate tugs from their terminal on the canal). Provisioning and minor repairs are completed at Pier 91. Foss also operates barge tugs with regular service to Alaska and local services within Puget Sound and Alaskan waters. Idle barges are moored at dolphins on Port-leased land at Kellogg Island on the Duwamish and on State tidelands in Tacoma. Approximately thirty-five 100-foot by 400-foot barges can be moored at Tacoma and six small barges at Kellogg Island. Virtually all of this moorage is required in the winter when services to Alaska are curtailed. Foss expects that its lease in Tacoma will not be renewed in 1992. Alternative locations for barge moorage will be necessary at that time. Foss does lease moorage to other operators on occasion. Rents are approximately \$800 per month for a 100-foot by 400-foot

barge. This compares to a Port of Seattle tariff rate of \$775 for working barges or \$390 for an idle barge. Negotiated rates for long-term moorage might be as low as \$200 per day.

Crowley operates harbor tugs and barge tugs out of Seattle. They operate eight to ten harbor tugs regularly with as many as 12 to 14 tugs during peak periods. Tugs range in size from 65 feet to 135 feet, with an average size of 100 feet. Harbor tugs are moored at Pier 17. Crowley may moor tugs six deep along the 800-foot dock face. Including barge tugs, Crowley has as many as 60 tugs operating out of Seattle. All outfitting and repair activities (except engine removal) are done at Pier 17. Crowley uses Terminal 105 for barge moorage (up to nine 100-foot by 400-foot barges three deep along the 1,400-foot dock) and major tug or barge repairs. Three acres of uplands are available at this site. Moorage for at least two barges is always required. Moorage for ten barges is often required. Petroleum barges require a security watch while they are moored.

Knapton operates barge tugs out of Seattle. Eighty percent of their activity is contract transportation services to Alaska. Barges are loaded at Pier 16 and other sites on the Duwamish. Barges are moored at dolphins at Terminal 18, and tugs are moored at Knapton's home terminal on the north end of Pier 46. The Pier 46 facility includes a 600-foot dock face with 50-foot apron, 1,500 square feet of office space and a 13,000 square foot warehouse and shop. There are seldom more than two tugs moored even during the winter. Light mechanical work as well as provisioning is conducted at the terminal. Parking for 20 cars is generally required (for crews at sea and terminal staff).

Western Towboat operates harbor tugs as well as a twice weekly barge service to Alaska. Two of these tugs are operating within the harbor most of the time with four or five tugs operating the Alaska service. The tugs range in size from 65 feet to 117 feet. They have their own terminal in the Ship Canal as well as leased moorage at the Harbor Island Marina. They have adequate moorage for their tugs, but moorage for idle barges is always at a premium. They moor barges at their site on the Ship Canal, at mooring dolphins in West Seattle, and at various private facilities. They occasionally rent moorage for barges owned by others at \$100 per day.

The effective rental rate for tug moorage is difficult to estimate because the pier facilities are used for a variety of activities and the number of tugs moored varies significantly. If the entire pier rental is attributed to the maximum number of vessels moored, the indicated rate is \$400 to \$600 per tug per month.

## Facility Requirements

Terminal facilities for breakbulk carriers will continue to be located along the Ship Canal because of the need to use non-union labor. Barge loading facilities are appropriate for the facilities on Harbor Island and the Duwamish where adequate marshalling areas and rail access are available. The remaining facility needs are for tug moorage and barge moorage. The facility requirements for tugs can be summarized as follows:

Pier Requirements	100 feet per tug with potential to double up
Truck Access	for fuel trucks and supply vessels
Weather Protection	Calm waters desirable for harbor tugs with crews on standby status. Idle barge tugs require less protection.
Security	limit public access to pier apron
Shore Power	for standby tugs
Parking	20 stalls for pier accommodating 4 tugs
Office Space	depends on whether office staff on site
Warehouse/Storage	up to 5,000 square feet

The facility requirements for barges can be summarized as follows:

Pier Requirements	not necessary, dolphins are adequate
Water Area	1 acre per barge for largest barges (100' x 400')
Truck Access	not necessary
Weather Protection	desirable but not necessary
Security	security watch required for loaded petroleum barges

## Suitability of Pier 66

Moorage space for tugs and barges is at a premium on the waterfront, particularly in the winter when barge operations to Alaska are curtailed. Operators are willing to consider any and all potential sites. Pier 66 is considered to be a suitable site for both tugs and barges. The only potential

concerns are related to weather protection and security. While weather protection is not a major concern for idle tugs or barges, it is a concern for Foss who maintains harbor tugs on standby status with crews on board. Security is required for petroleum barges and public access must be limited for all other activities. Barge moorage does consume large water areas and provides little visual interest to the public.

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## VI. Demand for Marine Research Uses

### Overview of Activity

There are a variety of marine research programs conducted out of the Seattle area. The major programs are affiliated with the University of Washington or the National Oceanographic and Atmospheric Administration (NOAA).

NOAA conducts scientific research from its Maritime Center at Lake Union. It operates nine vessels ranging in size from 50 feet to 300 feet. The Maritime Center consists of two piers (which can accommodate all nine vessels during the month of the year when all vessels are in port) and an upland area accommodating shops, warehouse space, and parking. Ships at the center are loaded, unloaded, and undergo minor repairs. NOAA recently renewed its lease at Lake Union for another 20 years. Its needs at the central waterfront are limited to moorage for vessels when the locks are closed, or when a ship is undergoing sea trials.

The National Marine Fisheries Service is a division of NOAA. NMFS operates several smaller boats. There may be periodic needs for transient moorage or a permanent facility for a marine mammal rescue station.

The School of Oceanography at the University of Washington operates several research programs. It has one 250-foot research vessel as well as three to five smaller boats. While there are no permanent facilities required at this time, there may be occasions when temporary moorage is required.

The Fishery Research Institute (FRI) and Applied Physics Lab (APL) have also expressed interest in space on the central waterfront. Both require access to salt water for research related to fisheries and measuring systems for sea conditions.

## Facility Requirements

The facility requirements can be summarized as temporary moorage and research space.

Pier	moorage space for vessels up to 300 feet
Truck Access	for smaller trucks/vans
Apron Area	adequate width for trucks, small crane or davit for loading/unloading
Other Facilities	
FRI	Cold Room: 7' x 12' Culturing Room: 20' x 20' Larval Rearing Room: 20' x 40'
APL	1,000 square feet 10' x 10' and 5' x 7' holes in pier providing access to salt water

## Suitability of Pier 66

The research vessels requiring moorage are generally 100 feet or less in length. They will require protection from wind and waves if they are moored for any extensive period. Vessel service requirements are similar to those for other uses considered and could be easily accommodated. The research facility requirements are modest but would be feasible as part of a larger complex at the site.

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## VII. Demand for Coast Guard and Navy Facilities

### Overview of Activities

Both the Coast Guard and the Navy operate vessels and programs in the Puget Sound area. Each has used Port facilities in the past.

The Coast Guard operates a Support Center at Pier 36 (including Pier 35 and portions of Pier 37) in Elliott Bay. The center serves as homeport for two ice breakers and two cutters. With the surplus of the Coast Guard site on the Ship Canal, several buoy tenders will be transferred to the center. The center also provides administrative office space, warehouse and support space, crew quarters and recreation facilities, training, and classroom space. The Coast Guard updated their master plan for the center in 1987 and many identified projects are underway. The plan calls for consolidating operations at the site. The Coast Guard has acquired additional property at the site and no further expansion is anticipated based on needs in the next ten years.

The Navy leases 100 lineal feet of dock space from the Port at Terminal 91. In addition, Navy ships dock at Pier 66 on occasion. Long-term Navy needs are dependent upon progress on the homeport in Everett. The Navy is currently studying the impact of closing the Naval Air Station at Sand Point and consolidating its activities in Everett. Peripheral facilities on Elliott Bay may be affected by those decisions.

The Naval Reserve Center on Lake Union is considering alternate locations. While they are content with the facility there, the City of Seattle has discussed their relocation in order to consolidate park sites on Lake Union. The Reserve is willing to relocate if the City provides comparable facilities to what they currently occupy and pay all relocation costs. Generally, the reserve facilities are limited to classroom and assembly space, although they could move their 300-foot frigates to the Seattle area if salt water moorage were available. The City considered Pier 69 as a site and concluded it was adequate but perhaps would be more expensive than other sites. Planning for the South Lake Union park is proceeding slowly, and the City has not pursued relocation aggressively.

## Facility Requirements

Other than transient moorage for Navy vessels, the only facility requirement is for the Naval Reserve Center. Their requirements would be:

Pier	1,000 lineal feet
Site Area	5 acres
Building Area	35,000 square feet for classrooms, office, and shop space
Assembly Area	8,000 square feet
Parking	200 stalls
Other Requirements	accessible, visible, secure

## Suitability of Pier 66

Pier 66 would be suitable for both the Naval Reserve complex as well as the transient moorage needs of the Coast Guard or Navy.

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## VIII. Harbor Police

### Overview of Activity

Prior to 1976, the Seattle Police Department Harbor Patrol had responsibility for law enforcement in Elliott Bay. In that year, the City County transferred that responsibility to the Fire Department. However, the Fire Department's budget was not increased to allow it to aggressively fulfill that responsibility. With increased boating activity in Elliott Bay, there is increased interest in funding the Harbor Patrol to resume its responsibility there. The Harbor Patrol is conducting a study of the needs and resource requirements for that service and the City Council will consider such action as part of its budget decisions for 1990.

The Harbor Patrol currently operates out of its headquarters near Gasworks Park at North Lake Union. It has moorage facilities, its office, and a storage facility. It also uses moorage at Shilshole Bay. That moorage is provided by the Port at \$1.00 per year in return for the Seattle Police providing security and law enforcement there.

If the Harbor Patrol were to return to Elliott Bay, it would require a facility there. The facility could be an independent Harbor Patrol facility or developed in conjunction with a downtown substation. The Harbor Patrol could pay market-based rates or arrange inland services as it provides at Shilshole.

### Facility Requirements

An independent Harbor Patrol facility would include moorage and support facilities. It would not need to duplicate Lake Union facilities for major storage and secured moorage (for impounded vessels). The requirements can be summarized as:

Moorage	one 40' protected slip (plus second 40' slip or tie-up on non-dedicated basis).
Building Area	15' x 15' office area 15' x 10' locker room area 20' x 15' storage bay (optional)
Parking	4 stalls
Security	not necessary

### Suitability of Pier 66

Pier 66 would be a very desirable location for an Elliott Bay Harbor facility. Moorage could be provided in the proposed small boat basin south of Pier 66, and the support buildings could be provided anywhere at Pier 66.

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## IX. Ship Repair Demand

### Overview of Industry

Ship repair activities can range from minor gear work which can occur at dockside to major modifications requiring drydocking. The major drydock facilities in the Seattle area are summarized in Table VII-1

Table IX-1  
Seattle Drydock and Lift Facilities  
(Largest)

Company	Rank	Dimensions		Lifting Capacity (LT)
		Length (ft)	Width (ft)	
Todd	No. 1	528	118	17,500
Unimar (Lake Union)	No. 6	450	81	4,600
Unimar (Duwamish)		389	83	3,500
Unimar (Syncrolift)		400	105	4,000
Lake Union Drydock	No. 5	340	77	3,600
Foss	No. 2	240	48	1,200
Marco	No. 3	235	54	1,800

Source: Reid Middleton

Even the smaller yards, such as Marco, require site areas of six to eight acres. There are smaller shipbuilding and ship repair facilities in the area. Union Bay Shipyard can build or repair vessels up to 130 feet in length on a site of 2-1/2 acres. The activities common to shipyards of all sizes include:

- sandblasting
- spray painting
- steel fabrication

These activities are generally acknowledged to be appropriate only in industrial areas.

Minor repairs can be accomplished dockside wherever a vessel is moored. Activities might include repair or replacement of winches, electronic systems, or processing equipment. Because much of this work is done within the vessel,

noise impacts are minimized. Elimination of sandblasting or spray painting reduces impacts on adjacent properties.

The larger shipyards in the Seattle area have suffered economically and ceased operation in some instances in recent years. However, the smaller yards involved in fish vessel construction or conversion have been active. While new construction or conversion may slow down as the fleet approaches overcapitalization, periodic maintenance and repair will continue. The repair cycles for larger factory trawlers call for repairs amounting to approximately \$100,000 during their returns to port every year or eighteen months. More major work might occur every five years at a cost of approximately \$1 million. Even the latter activities could be accomplished dockside as was underway on the Golden Alaska at Pier 66.

Arctic Alaska undertook much of its own conversion activities at Pier 28. Crowley operates its own repair facilities at Terminal 105. However, repairs can be completed by contractors at the regular moorage location.

### Facility Requirements

While the Pier 66 site is adequate in size to accommodate a medium size shipyard (approximately six acres), such activities are incompatible with existing activities in the area. However, minor repair at dockside is a suitable use. Facility requirements can be summarized as:

Pier	adequate length for vessels under repair
Apron	50 feet
Load Capacity	250 lb/square foot
Equipment	cranes, generator
Open Work Area	apron area adequate
Covered Storage	5,000 square feet accessible by forklift
Vehicle Access	supply trucks, trailers

### Suitability of Pier 66

The suitability of Pier 66 for minor ship repair is related directly to its suitability for large vessel moorage. As described in the fishing vessel moorage section, Pier 66 is suitable although perhaps not as desirable as Terminal 91.

## X. Maritime Educational Demand

### Overview of Activity

Educational activity can stimulate appreciation of maritime interests in this area as well as provide an attraction for residents and visitors. Educational programs and facilities can focus on the past or the present and future. Two programs are active in the Seattle area and seeking permanent facilities. The Maritime Center is proposed as a contemporary maritime museum and Northwest Seaport is a maritime historical center.

The Maritime Center has been proposed by Waterfront Awareness, a non-profit corporation building public understanding and affection for the urban waterfront. Waterfront Awareness has recently prepared a draft report *Program Plan for the Maritime Center, a Contemporary Maritime Museum for Seattle*. That report identifies a mission and objectives, architectural program, business plan, and action steps. The goal of the Maritime Center is "to stimulate broad-based public understanding of how maritime activities shape the character of the Puget Sound community and mold its destiny to global affairs." The eight objectives of the Center are to provide: cultural enhancement, a waterfront destination attraction, a maritime community center, educational enrichment, visitor information and orientation, a civic issues forum, youth services, and training and public agency information. The facility would feature a "great maritime hall," galleries, bookstore, cafe, library, auditorium, and access to vessel activities on the pier. It would also offer spaces for related programs such as research labs and a Marine Exchange. The center would feature an active tour program including: visiting ships, historical ships, active vessels, historic sites, and active industrial activities. The Center seeks a pier and building shell to house its activities. It would pay a rent tied to its operating receipts. The percentage share is proposed at 10% initially but could be adjusted over time. Pier 66 is one of three sites considered for the center (the others being Piers 62/63 and Pier 69).

Northwest Seaport is a non-profit corporation proposing to develop a maritime heritage center. Northwest Seaport already owns four vessels: the schooner *Wawona*, the tug *Arthur Foss*, the fireboat *Relief*, and the ferry *San Mateo*. The first three are moored at the south end of Lake Union where Northwest Seaport is conducting restoration activities. The Seaport seeks a permanent center where it could restore and display its vessels. It could serve as a visitor attraction with on-board interpretive exhibits, visitor tours, and special events. The Seaport is envisioned as being a part of a larger center which would include the existing Center for Wooden Boats, a launch site for water sport craft, and complementary commercial facilities. South Lake Union is the

preferred site for the Seaport because of its compatibility with the Center for Wooden Boats and the need for protected waters. The central waterfront is considered to be a harsh environment for the fragile historic vessels. The Seaport would require 450 feet of pier, and two acres of upland featuring a shipyard (for restoration activities) and up to 5,000 square feet of buildings for classrooms, a library, and office space. The Seaport is working with the City of Seattle as an EIS is prepared for a South Lake Union park. Once a site for the center is secured, they can undertake the fund-raising necessary to finance programs. Even if the center is located at Lake Union, Seaport vessels could participate in special events at a facility like the Maritime Center if it were located at Pier 66.

### Facility Requirement

The Maritime Center seeks a site on the central waterfront because of:

- its presence in a busy international harbor,
- its historic position as birthplace of the city,
- its current vessel moorage activities; and
- its proximity to employment centers and existing visitor attractions in downtown Seattle.

The space requirements are as follows:

Exhibit Areas	17,100 sf
Other Public Use	9,700
Support Spaces	8,600
	35,400 sf

Overall facility requirements can be summarized as:

Pier	moorage for visiting vessels and exhibits
Apron	adequate area for vessel support activities
Building Area	35,400 square feet
Parking	necessary within walking distance
Compatible Uses	any active maritime uses

### Suitability of Pier 66

Pier 66 has been identified by Waterfront Awareness as a suitable site for the maritime center. The suitability would be enhanced by other maritime uses such as fishing vessel and tug moorage, ship repair, and fish processing. The Port would have to evaluate the adequacy of the proposed rental payment. Based on the Center's business plan, the Center would pay 10% of operating receipts as rent. This formula would provide \$40,000 in rent the first year, equivalent to \$1.14 per square foot. This is well below prevailing market rents or the levels necessary for the Port to recover its development costs.

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## XI. Passenger Ferry Service Demand

### Overview of Activity

A study is underway of the feasibility of developing various passenger ferry service routes to supplement the existing Washington State ferry service. Routes considered include:

- A north route from Snohomish County to downtown Seattle.
- A south route from Pierce County/South King County.
- Routes from communities on the east side of Lake Washington.

While the specific routes and their potential ridership have not been finalized at this time, there is likely to be the need for a waterport on the central waterfront to serve as the terminus for the north and south routes.

### Facility Requirements

The requirements for a typical waterport (such as the central waterfront) include:

- Mixed-use site, high density activity center.
- Pier for two 80-foot vessels (250 passenger) and 3 to 4 smaller vessels (50 passenger).
- Facility for weather-protected boarding space (200 to 1,000 people) with restrooms.
- Passenger drop-off and short-term parking (30 cars).

Vessel maintenance would probably occur at one of the suburban water ports.

### Suitability of Pier 66

Pier 66 has been evaluated as a possible site for the central waterfront waterport (along with Piers 48, 52, and 57). The site is deemed to fit the program well. The only constraints are the pier's relative distance from the Central Business District and possible conflicts with other future activities. The feasibility study of the service identifies all four sites as suitable and will not offer a recommendation for a preferred location. No rental payments have been proposed at this time.

## XII. Vessel Supply and Service Demand

### Overview of Activities

Vessel supply and service activities include equipment supply, provisioning and repair services. While the services are performed at dockside as described elsewhere, the businesses themselves require a facility for their offices and warehouse functions. At present, such businesses are concentrated in Ballard and along the Ship Canal as well as South Seattle near Port industrial areas. These locations are logical in that they are close to activity centers such as Fisherman's Terminal and various cargo terminals. Marine supply firms are an example of one of the larger businesses in this category.

Obert Supply operates a marine supply business at Second and Spokane Street. It serves primarily commercial accounts. There is virtually no walk-in trade. Supplies such as anchors, chains, cordage, floats, and shackles are all transported by truck to locations such as Fisherman's Terminal. The distance from their site to Fisherman's Terminal is not considered a problem. They receive their materials by trailer truck and deliver by flatbed truck.

Seattle Marine and Fishing Supply is located on Commodore Way near Fisherman's Terminal. It was located at Pier 59 before they moved to accommodate the development of the Seattle Aquarium. They supply commercial fishing vessels. In retrospect, they were pleased that they moved. Their customers did not require a waterfront location. The biggest problem with their operation at Pier 59 was the difficulty in accommodating the trailer trucks delivering their equipment and supplies.

Fisherie's Supply was also located on the central waterfront. They moved from Pier 55 to north Lake Union when the pier was renovated. They considered moving back but determined that it would not be economically justified. Fisheries Supply differs from the firms mentioned above in that their primary market is recreational boaters. Their current location near Lake Union is ideal for that market. They are considering a small retail outlet in downtown Seattle to serve office workers. A location on Third or Fourth Avenue would be preferable to the central waterfront. Their previous experience indicated that the visitors attracted to the central waterfront were more likely to buy souvenirs like T-shirts than marine accessories.

## Facility Requirements

A marine supply operation like Obert Supply would require the following:

Pier	none required
Site Area	2 acres
Building	up to 50,000 square foot warehouse
Equipment Required	cranes
Truck Access	seamis with trailers

## Suitability of Pier 66

Pier 66 is considered to be a poor location for such operations. In addition to the poor truck access, the site is perceived as likely to be "too expensive." While the site might be considered more desirable if a variety of maritime activities were concentrated there the expense issue would still discourage such uses at the site.

## XIII. Recreational Boat Sales Demand

### Overview of Activity

Recreational boat sales are an important retail activity in this area. Sales of new and used boats statewide totalled \$196 million in 1988, up 30 percent over the previous year. Recreational boat dealers in the Seattle area are concentrated on the shore of Lake Union. Existing sites on the lake are occupied. While some new opportunities may be available as properties along the lake are redeveloped, there appears to be pressure to support boat sale outlets at other locations. Representatives of the Northwest Marine Trade Association (NMTA) have indicated that the central waterfront would be a logical site for retail sales.

The NMTA is an organization of maritime businesses engaged in the sales, service, distribution, and manufacture of boats, engines, and accessories, or allied businesses. The purpose of the organization is to sponsor and produce boat shows; to promote the boating industry; and to promote legislation beneficial to the boating public. NMTA sponsors two boat shows in Seattle: the Seattle International Boat Show held in the Kingdome in January and the Boats Afloat Show held at Shilshole Marina in August. The former show has drawn up to 125,000 people over ten days while the latter has drawn up to 18,000 over five days. The International show has virtually outgrown the Kingdome. NMTA would like to use a marina facility in the central waterfront to expand its boat show activities. Their intent would be to "turn the City into a boat show." The facility could be a part of the existing shows as well as an additional show in the spring.

### Facility Requirements

Boat sales or boat shows would take place in a protected marina as already proposed for the area south of Pier 66. While the special events could use the entire marina, a sales outlet would require at least 12 slips forty feet or longer in length. Office space would be required.

### Suitability of Pier 66

The marina considered for the water area south of Pier 66 would be very desirable for these activities. Some office space on the pier may be required.

## **XIV. Retail Fish Sales Demand**

### **Overview of Activity**

Fish and seafood products are enjoying increasing popularity. Fresh fish sales are particularly popular. Pacific Salmon offers fresh fish to the public on Pier 66 on a seasonal basis as available. Fish markets in the Pike Place Market are active year round.

### **Facility Requirements**

A retail fish outlet would be relatively small, 2,000 square feet at the largest. Business would be highly seasonal because of the availability of fresh fish and the seasonality of visitor activity on the water. Retail sales would probably be feasible as part of a fish processing operation of a large wholesale operation.

### **Suitability of Pier 66**

Our contacts with retail fish markets in the Pike Place Market indicate that the central waterfront would be a difficult location for retailers. Generally, the Pike Place Market offers much steadier year round retail traffic.

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## XV. Summary of Potential Demand

The potential demand for facilities at Pier 66 will be a combination of the demands from a variety of uses. The strongest demand is that for large vessel moorage. Because such moorage is scarce, all potential users expressed interest in Pier 66. Some of those users would be transient, such as the factory trawlers calling once every 12 to 18 months. Alternatively, tug companies could use the facility continuously (with a variety of vessels). While these operators are satisfied with their current facilities, Pier 66 would be desirable if the Port sought to relocate them from their current sites. An obvious current need and a significant future need is for barge moorage.

Cold storage was identified as a possible commercial upland use. Development of cold storage at the Pier would create further demand for fish processing. Cold storage is not likely to pay the rent levels necessary for the Port to recover its investment in the project, however, and there are possible impacts of truck traffic and odors. The Maritime Center is a very interested and compatible use for the Pier. It too, would not offer the rents necessary for the Port to recover cost.

Several of the maritime support supply businesses which indicated that the Pier is a less than desirable location, might find it acceptable if it were devoted to a maritime center. However, they too, will not pay rents necessary for the Port to recover its investment.

## Appendix

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## List of People Interviewed

### Fishing Vessel Operators

Ted Smits, North Pacific Fishing Vessel Association  
Bert Larkin, Formerly Marine Resources  
John Schmitke, Arctic Alaska

### Tug Boat Operators

Lloyd Reed, Foss Maritime  
Pete Campbell, Foss Maritime  
Steve Collar, Crowley Maritime  
Bruce Reed, Jr., Knapton  
Norm Davis, Knapton  
Rich Shrewsbury, Western Towboat

### Fish Processing

John McCallum, Pacific Salmon  
John Schmitke, Arctic Alaska  
Barry Collier, Pacific Seafood Processors Association  
George Pigott, Sea Resources Engineering

### Cold Storage

Frank Breen, Seafreeze  
Mike Roberts, Rainier Ice and Cold Storage  
Jack Rosling, City Ice

### Marine Transportation

Pete Strong, Coastal Transport  
Larry Soriano, Western Pioneer

### Ship Repair

Tom Dyer, Union Bay Shipyard  
Bob McMahon, Marco

### Government Vessels

Capt. Michael White, U.S. Naval Reserve  
Capt. Michael Dunn, U.S. Coast Guard  
Commander Fred Squires, U.S. Coast Guard

**Research Vessels**

Mark Herberman, Marine Studies, University of Washington  
Capt. John Carpenter, National Oceanographic and Atmospheric  
Administration  
Linda Jones, National Marine Fisheries Service, Marine Mammal  
Research Station

**Harbor Patrol**

Lt. Jerry Taylor, Seattle Police Department

**Passenger Ferry**

Juli Rodwell, Rodwell Research  
Vince Vergel de Dios, NBBJ Group

**Marine Services Supply**

Paul Hilborn, Seattle Marine and Fishing Supply  
Woody Haislit, Obert Supply  
Carl Sutter, Fisheries Supply

**Recreational Boating**

Grant Griffin, Northwest Marine Trade Association  
Patty Lane, Northwest Marine Trade Association

**Retail Fish Sales**

John McCallum, Pacific Salmon  
David Levy, City Fish  
, Pure Fish

**Other Uses**

Blair Pessemir

**Port of Seattle**

Jan Kelly  
Joe Stunz  
Jim Rice

**Real Estate Market Conditions**

Richard Hesik, Kidder, Mathews and Segner

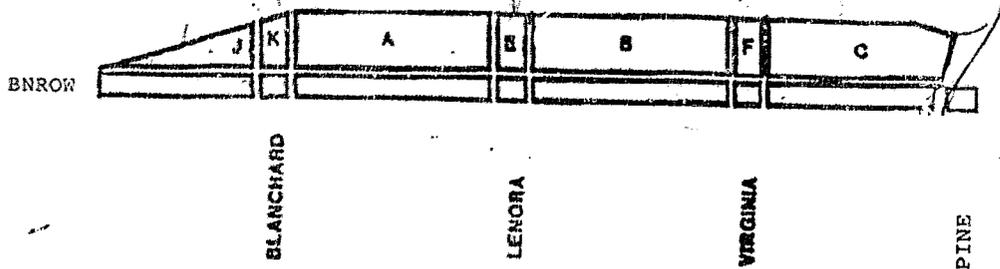
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**LOSCHKY MARQUARDT & NESHOLM**

Port of Seattle  
 Waterfront Development

Date April 7, 1987

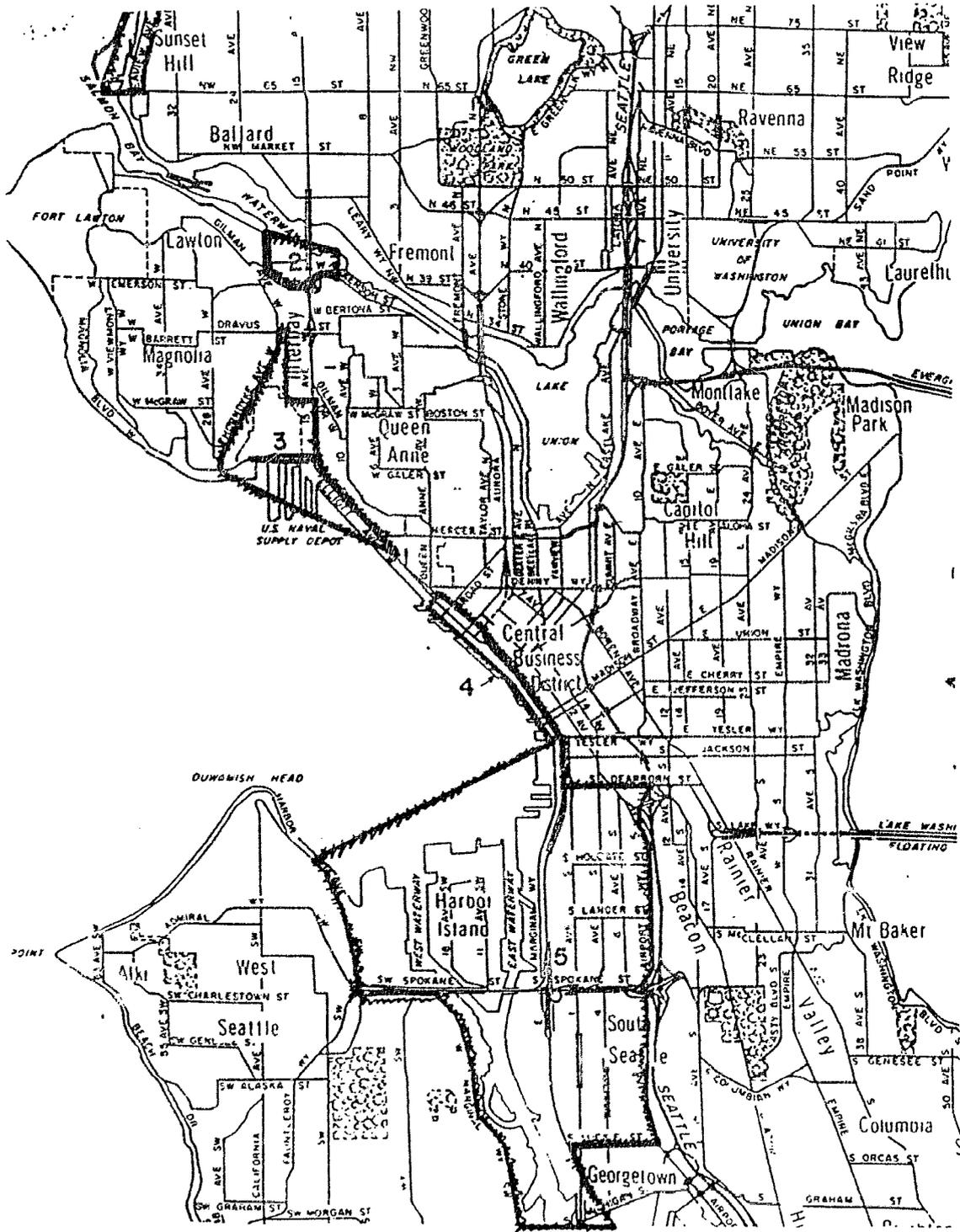
Reference Land Area/FAR Tabulation

Grant No. 8609800.0



PARCEL	AREA	BN ROW (40')	TOTAL AREA	MAX. FAR (2.5)
A	43,210.8	14,407.2	57,618	144,045
LENORA (E)	7,920	2,640	10,560	26,400
B	43,196.4	14,397.6	57,594	143,985
VIRGINIA (F)	7,920	2,640	10,560	26,400
C	38,716.7	12,967.6	51,684.3	129,210.75
J	22,792.4	9,596.8	32,389.2	80,973
BLANCHARD (K)	7,095	2,640	9,735	24,337.5
<b>TOTALS:</b>	<b>170,851.3</b>	<b>59,289.2</b>	<b>230,140.5</b>	<b>575,351.25</b>
<b>FAR + TOTALS:</b>	<b>427,128.25</b>	<b>140,223</b>	<b>575,351.25</b>	

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MEMORANDUM OF UNDERSTANDING

This Memorandum of Understanding is executed this \_\_\_\_ day of \_\_\_\_\_, 1989, by the Washington Department of Natural Resources (DNR), acting through the Commissioner of Public Lands, the City of Seattle (City) acting through the Mayor of Seattle and the President of the City Council, and the Port of Seattle (Port) acting through the President of the Port Commission.

WHEREAS, the DNR, the City and the Port, on the 11th day of September, 1987, executed a general Memorandum of Understanding stating the intent to work together to establish policies and objectives for development of the harborfront, and specifically to develop an implementation strategy for a multi-use public moorage facility between Piers 63 and 66;

WHEREAS, senior staff from each agency have met periodically since September, 1987 to outline principles of development for a moorage facility and to identify a funding strategy; and

WHEREAS, the City and the Port have received consultant

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reports which analyze preliminary design concepts and estimated costs of a moorage facility; and

WHEREAS, the Port is undertaking further studies and has developed additional design concepts for the moorage facility; and

WHEREAS, the City with the help of a private consultant has completed a moorage study which identifies a significant demand for transient recreational moorage on the Seattle central waterfront; and

WHEREAS, the City has acquired Piers 62/63 for park, open space and recreation uses; and

WHEREAS, the DNR and the Port intend to develop a Port Management Agreement for all property eligible to be included in such an agreement; and

WHEREAS, the Port Commission is scheduled to consider during 1989 the future use and possible redevelopment of its properties on the harborfront; and

WHEREAS, the City Council adopted a Harborfront Public Improvement Plan on June 13, 1988; and

WHEREAS, the parties recognize the desirability of locating a public moorage facility in the area between Piers 63 and 66;

NOW THEREFORE, the parties agree as follows:

1. The parties shall implement the phased development of a moorage facility which can be in operation by 1994.
2. The parties shall make equal contributions to a moorage facility, subject to the terms of this agreement. Any costs associated with the rehabilitation of Pier 66, with facilities incorporated for the accommodation of a one- or two-berth cruise ship terminal, or with any incremental increase in costs attributable to constructing a permanent rather than a floating breakwater, shall be borne solely by the Port.
3. The parties shall pursue a shared funding strategy and develop a realistic timetable for development of the moorage facility and make a good faith effort to seek other public and private funding as may be necessary to complete the project.

4. The parties shall design a moorage facility based on the following concepts:
  - (a) a floating or permanent breakwater extending from either Pier 63 or Pier 66 to protect recreational and commercial vessels, subject to the provisions of Section 2;
  - (b) moorage capacity of approximately 125 slips with the potential for a three-phased approach to development of moorage slips based on financial considerations and moorage demand information;
  - (c) moorage capacity for local, historic and/or visiting vessels (e.g. research, naval, historic, recreational and commercial);
  - (d) public access to the water along the breakwater and at Lenora Street if cost, security and management considerations permit; and
  - (e) consideration of future maintenance costs.
5. The parties shall establish a City/Port/DNR design review process.

6. The parties shall recognize that cost estimates based on the design concept, as set forth in Attachment A, may change as the result of modifications to the design, and must be refined through the design process.
7. The parties shall develop a written agreement on the final design, final cost estimate and financial contributions of the parties which has the approval of all parties.
8. The parties shall recognize the Port is responsible for the design, construction, operation and maintenance of the moorage facility.
9. The parties shall recognize the Port, as manager for the moorage facility, may contract with outside entities for this function by mutual agreement with the City.
10. The parties agree that prevailing market rates for transient moorage shall be charged and that revenues shall be applied to support administration and ongoing maintenance of this central waterfront moorage

facility which is the responsibility of the Port. Any excess revenues will be directed to a major maintenance fund for the breakwater, moorage floats, and public access elements.

11. The parties agree that if revenues are not adequate to fund major maintenance, the City and the Port will share costs based on a formula to be determined in the design process and to be approved by the Port Commissioners and the City Council.

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Patricia Davis, President  
Port of Seattle Commission

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Brian Boyle, Commissioner  
Washington State Public Lands

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Charles Royer, Mayor  
City of Seattle

071585.M101

Attachment A

ESTIMATED RESOURCES FOR MOORAGE \*

Phase I - Breakwater (1988 - 1990)

05/88	DNR application for Ref. 215	\$ 750,000
09/88	Harborfront Levy (City)	1,200,000
07/89	City or Port application for Ref. 215	150,000
1990	Port contribution	<u>750,000</u>
	PHASE I TOTAL	\$ 2,850,000

Phase II - Moorage Floats/Public Access  
(1990 - 1992)

05/90	DNR application for Ref. 215/Aquatic Land Enhancement Fund	\$ 750,000
07/90	Port or City application for Ref. 215	150,000
	Port Contribution	750,000
1991	City Contribution (other)	<u>500,000</u>
	PHASE II TOTAL	\$ 2,150,000
	TOTAL	\$ 5,000,000

\* Represents the commitment of resources agreed to by each agency based on a cost estimate completed in 1988. The schedule for construction and appropriation of resources by each agency will be updated in the next phase of planning for the moorage facility which will be initiated after the signing of the Memorandum of Understanding.

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07/28/89  
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ORDINANCE

1 AN ORDINANCE relating to the central waterfront, authorizing  
2 the Mayor to execute an agreement with the Port of  
3 Seattle providing for an expedited review of a certain  
4 street vacation petition by the Port for a portion of  
5 Alaskan Way, delivering a quit claim deed for any City  
6 interest in said area if the petition is granted,  
7 establishing that future street vacations, if any, which  
8 may be granted to the Port will require only payment of  
9 administrative costs and accepting \$2.8 million and other  
10 consideration from the Port therefor.

11 BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

12 Section 1. As requested by the Mayor in the attachments  
13 hereto, the Mayor is hereby authorized to execute an  
14 Agreement, substantially in the form attached as Exhibit "A"  
15 hereto, with the Port of Seattle (hereinafter the "Port"),  
16 providing for the City agreeing to undertake an expedited  
17 review of a street vacation petition to be submitted by the  
18 Port concerning a portion of the Alaskan Way right-of-way  
19 between Pine Street and Bell Street (and within the former  
20 Burlington Northern Railroad franchise area) and, if granted,  
21 to execute and deliver a quit claim deed to the Port for the  
22 City's interest, if any, to the underlying fee of the vacated  
23 area; establishing that any future street vacations  
24 petitions, if granted, to the Port within certain designated  
25 areas of the City, including the aforementioned Alaskan Way  
26 petition, would require a payment for administrative costs  
27 only and would not require a payment based upon the fair  
28 market value of the area vacated; and authorizing acceptance  
of two million eight hundred thousand dollars (\$2,800,000.00)  
and other valuable consideration from the Port, all as more  
particularly described and identified in Exhibit A.

Section 2. Any act consistent with the authority and  
prior to the effective date of this ordinance is hereby  
ratified and confirmed.

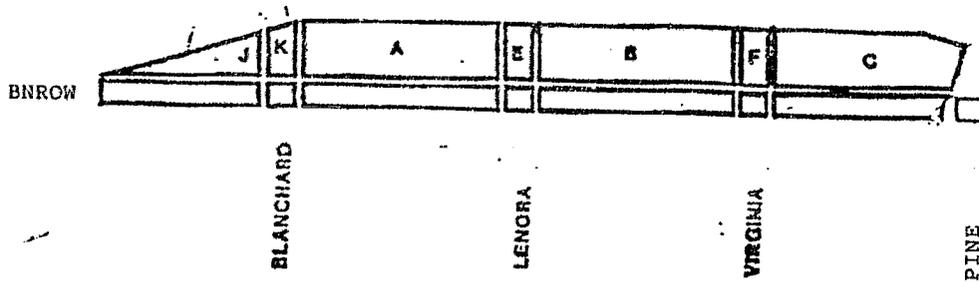
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**LOSCHKY MARQUARDT & NESHOLM**

Port of Seattle  
 Waterfront Development

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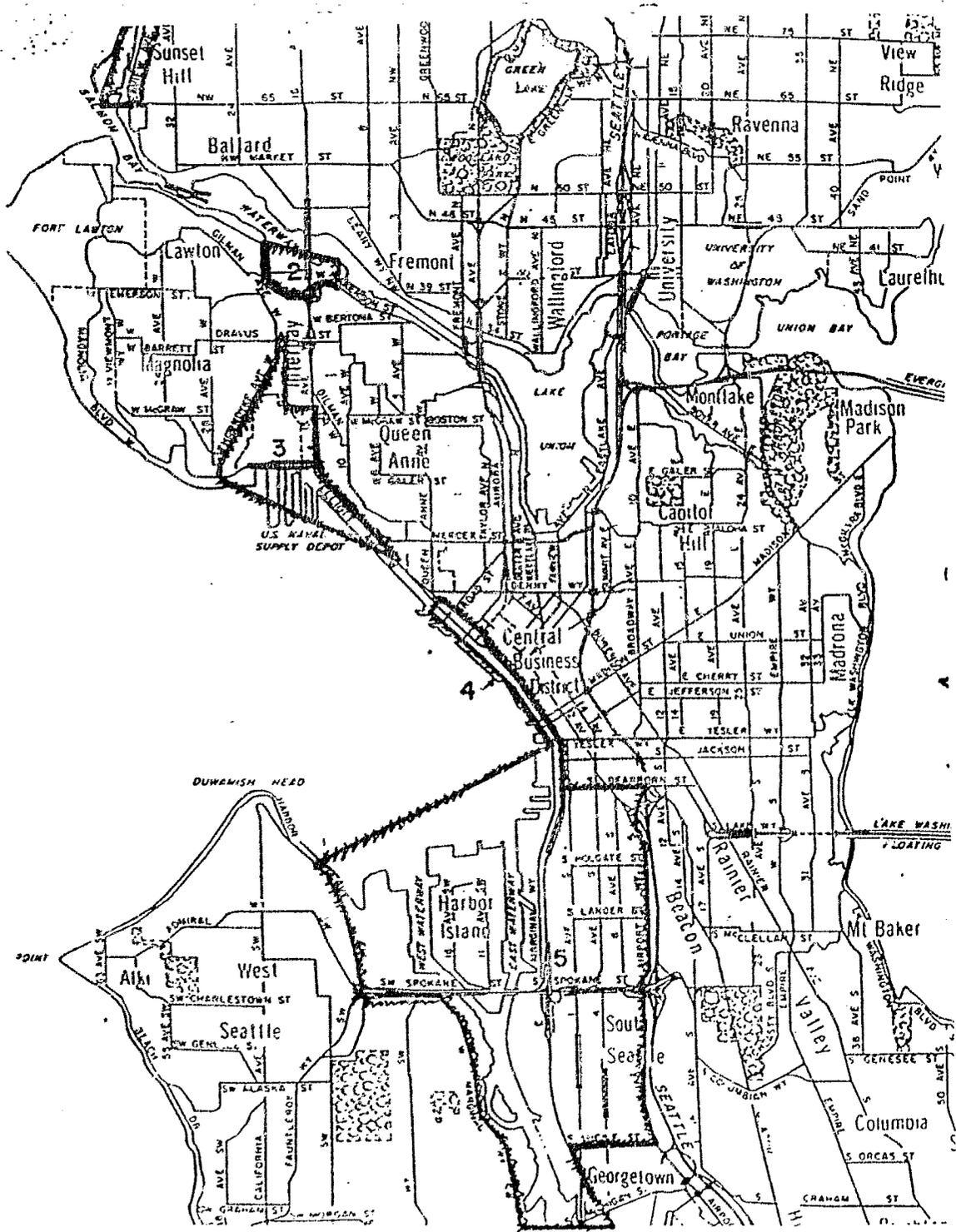


EXHIBIT 2

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reports which analyze preliminary design concepts and estimated costs of a moorage facility; and

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Patricia Davis, President  
Port of Seattle Commission

---

Brian Boyle, Commissioner  
Washington State Public Lands

---

Charles Royer, Mayor  
City of Seattle

071585.M101

*submit as testimony  
of Seattle Shorelines*

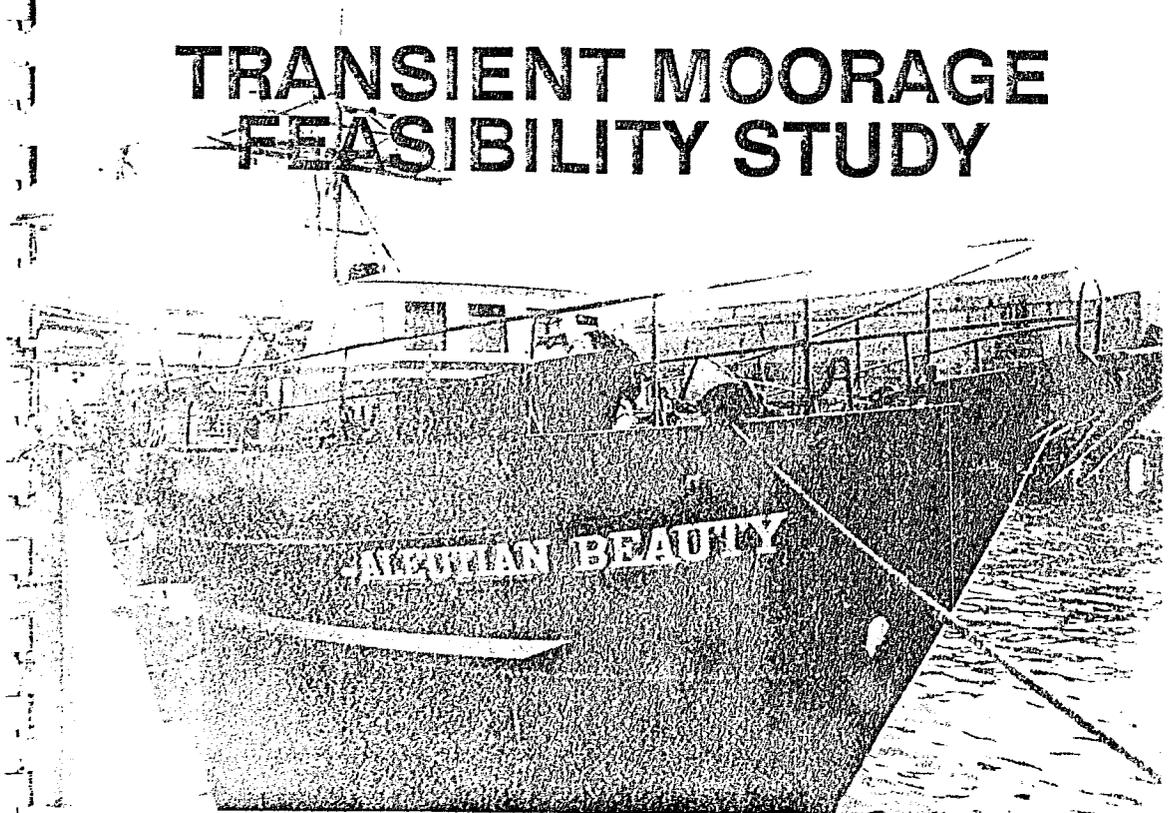
*See Page 1 - purpose!*

*For CB 109547*

*Coalition. 9/27/89*

**MAYOR'S RECOMMENDED  
HARBORFRONT  
PUBLIC IMPROVEMENT PLAN**

**TRANSIENT MOORAGE  
FEASIBILITY STUDY**



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**City of Seattle**  
Charles Royer, Mayor

**Department of Community Development**  
David Moseley, Director

FEBRUARY, 1987

**MAYOR'S RECOMMENDED  
HARBORFRONT  
PUBLIC IMPROVEMENT PLAN**

**TRANSIENT MOORAGE  
FEASIBILITY STUDY**

prepared by:

**PAUL SORENSEN & ASSOCIATES  
FEBRUARY 1987**

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TABLE OF CONTENTS

	Page
1. Introduction	1
2. Potential Demand for Transient Moorage	3
3. Baseline Concepts for Moorage in the Central Waterfront	5
a. facility requirements	
b. weather and design conditions	
c. other considerations	
4. Subarea Analyses	8
a. Pier 48 to Pier 52	
b. Waterfront Park	
c. Pier 64/65 in conjunction with a proposed cruise ship terminal at Pier 66	
d. North side of Edgewater Hotel	
e. Pier 70 north to the entrance of Myrtle Edwards Park	
5. Comparison of Potential Moorage Sites	18
6. Alternative Methods of Managing Moorage	20
7. Financial Feasibility Analysis	24
8. Summary and Conclusions	28

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INTRODUCTION

Mayor Royer's Recommended Harborfront Public Improvement Plan places a high premium on encouraging new economic uses (especially water-dependent uses where feasible) for the piers along the central waterfront. In order to further these goals, the Department of Community Development initiated this study with the primary purpose of assessing the feasibility and cost of providing transient moorage at selected sites along the Harborfront from Pier 48 to the entrance of Myrtle Edwards Park.

Previous studies have examined the potential uses of the Harborfront for commercial vessels which in some circumstances have significant viability for this area. (1 This is especially true for commercial vessels such as: ferries, tour and cruise ships, visiting vessels and other miscellaneous working boats. Commercial vessels are currently being provided for by private operators at several of the piers in the Harborfront (e.g. Piers 48, 52, 55, 56, 57, 66, 69 and 70). The alternatives presented herein are compatible with continued moorage by commercial vessels.

This study concentrates upon transient moorage for recreational vessels. Transient moorage is generally defined as short term moorage lasting from as a short a time period as a few hours up to as many as three days.

Five sites are evaluated for additional transient recreational moorage, namely:

- o the water space between Piers 48 and 52
- o Waterfront Park
- o the Pier 64/65 area in conjunction with a proposed cruise ship terminal at Pier 66
- o the north side of the Edgewater Hotel
- o the water space from Pier 70 to the entrance of Myrtle Edwards Park

1) Supply and Demand Analysis and Needs Assessment for Commercial Vessel Moorage Throughout the Seattle Harbor, TAMS Consultants performed for the Port of Seattle, 1985

2) An Assessment of the Future Needs of Water Dependent Users in Seattle, Seattle Department of Construction And Land Use, 1984

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These sites were chosen because they are the larger sites within the Harborfront and are either in public control or adjacent to a street-end. Hence, they are the natural areas to consider for additional publicly owned transient recreational moorage. Pier 71, though privately controlled, was also included because it affords a substantial open water space with no adjacent structures and is close to Myrtle Edwards Park at the north end of the Harborfront.

Each of these areas will be evaluated in this report and compared separately and in combination with other sites. The report will proceed as follows:

- o Assessment of the potential demand for transient moorage
- o Presentation of baseline concepts for moorage
- o Presentation of alternative moorage concepts within each subarea
- o Comparison of potential moorage sites
- o Evaluation of alternative methods for managing moorage
- o Preliminary financial feasibility assessment
- o Summary of pertinent study results and conclusions

POTENTIAL DEMAND FOR TRANSIENT MOORAGE

In determining the ultimate concepts for these areas, closer scrutiny must be placed upon the type of demand that is likely to occur. At this time, the general assumption has been made that there is a latent demand for transient moorage facilities. However, the type of moorage provided, the operation/administration procedures of the moorage and, most importantly, successful marketing and subsequent return on investment depend greatly upon the type of vessels to be served and their particular requirements.

Transient moorage in the central waterfront could be attractive to several types of users including but not limited to:

- o various sizes of recreational vessels for waterfront proximate events (e.g. Seahawks football or Mariner baseball games, maritime celebrations and the like).
- o small- to medium-sized recreational vessels for commuters
- o large recreational vessels from out of town (e.g. Victoria or Vancouver B.C.)
- o small- to medium-sized recreational vessels which constitute a portion of the sizable visiting transient boater population operating throughout Puget Sound

Interviews with selected providers of transient moorage in other areas has revealed that there does indeed appear to be a latent demand for recreational transient moorage in the Seattle Harborfront. Many marina operators mentioned that their customers would find secure, reasonably priced moorage in this area a very attractive feature.

During the course of the study, the following providers of transient moorage were interviewed:

- o Washington
  - Port of Friday Harbor
  - Port Orchard Marina
  - Port of Port Townsend
  - Port of Kingston
  - Port of Poulsbo
  - Port of Seattle (Shilshole)
  - Port of Edmonds
  - Port of Bellingham
  - Port of Everett
  - Port of Olympia
  - Port of Shelton
  - Totem Marina (Tacoma)

o California

- Port of San Francisco
- Santa Cruz
- Port of Los Angeles
- Port of Long Beach
- Port of Oakland

o Other Areas

- Port of Baltimore
- Port of Boston (Massport)
- Port of New Orleans
- Port of Miami

These transient moorage operators mentioned that transient moorage at their facilities was generally fully occupied during three to five months of summer, as well as during holidays and good weather weekends in the winter. It should of course be noted that transient moorage in most of the Washington sites consists of a part of larger trips throughout Puget Sound (and particularly through the San Juan Islands).

Without conducting a more detailed demand analysis, it does appear that some level of transient moorage provision in the Seattle Harborfront would be used by local boaters. It also appears that this demand could be further stimulated by marketing aimed at changing the boater's habits and providing the types of facility attributes that boaters desire (e.g. secure, reasonably priced, clean, and proximate to the events found throughout the Central Business District). It is extremely difficult to precisely quantify how large this demand for transient recreational moorage in the Seattle Harborfront might be but it does appear to be quite significant.

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## BASELINE CONCEPTS

### Facility Requirements

Focusing on the needs of the boaters, it is clear that short-term transient moorage (e.g. for a few hours at a time) requires fewer services such as electricity and utilities while longer term transient usage (especially overnights) requires electricity and better security, at a minimum, and may also require other utilities. The cost of facilities associated with these varying types of demands is therefore significantly different. In addition, operation and administrative functions (e.g. revenue collection, security, etc.) are also quite different.

### Weather and Design Considerations

The climate of the central waterfront is influenced by the Cascade Mountain Range on the east and the Olympic Range on the west. The Cascade range protects the area from the westward drift of cold air in winter; however, occasionally a southward flow of cold air from Canada will flow west of the Cascades causing moderately cold weather in the Puget Sound area.

As recorded by the National Weather Service, the prevailing direction of the wind is almost always from the Southwest. The central waterfront is protected from longer fetches which primarily arise from the southwest by Duwamish Head. The protection provided by this land mass is greater in the southern portion of the study area; however, the design requirements for moorage facilities are not significantly different at either end of the Harborfront to warrant different designs. Hence, the unit cost of providing moorage facilities is similar at each location within the Harborfront.

The design of the transient moorage facilities should be undertaken with a design wave of 1 1/2 feet. This means that the proposed facility should be designed to accommodate a wave which is 1 1/2 feet in height. In addition, facilities should be constructed to remain in place year around even if moorage is concentrated in the May to October season.

The design of transient moorage facilities must also be sensitive to the existing facilities in place and existing usage of the area by other vessels. Each of the existing piers in the study area has open piling. This means that without additional protection by means of a breakwater, waves off Elliott Bay can come in almost unobstructed to the moorage areas.

TABLE 1  
METEOROLOGICAL DATA

MONTH	PREVAILING DIRECTION OF WIND	HEAVY FOG DAYS
January	SSW	5
February	SW	4
March	SSW	3
April	SW	1
May	SW	1
June	SW	1
July	SW	2
August	SW	3
September	N	7
October	S	8
November	S	7
December	SSW	6
Year	SSW	48

Source: US Army Corps of Engineers

In addition, the Washington State ferries and to a lesser extent the tourships operating in the area also create surges that will affect moorage. The design concepts presented below take into account all of these factors. (1

#### Other Considerations

The design of and location of potential transient moorage facilities should also be sensitive to the needs of the user. It is important to understand features such as:

- o proximity to parking facilities,
- o proximity to work and leisure events,
- o compatibility with existing uses,
- o traffic considerations.

We have assumed that boaters using transient moorage will have a minimal need for parking. Indeed, if the trip is of short duration, the transient use could be considered in lieu of vehicular parking. It is, however, also clear that boaters will need access to public transportation. This would be provided by the Waterfront Streetcar and access to taxis at the streetends.

There are several existing and potential attraction zones throughout the area, most notably: the Pike Place Market, Pioneer Square, Harborfront (especially the Aquarium and the southern and northern retail districts), the Kingdome and the rest of the CBD. It is not possible at this stage of analysis to rank these attractions. However, moorage that is proximate to all of the attractions (e.g. moorage in the heart of the Harborfront) must be considered optimal.

Compatibility with existing uses is also important. For example, there is a concern that a large moorage facility at Waterfront Park could endanger the water quality system of the Aquarium. Similarly, the moorage area north of Pier 70 is used by visiting military and commercial vessels. Consequently, proximate moorage to this berth could be incompatible.

Finally, traffic considerations are important. When the traffic flow to the Colman Dock is rerouted to enter and exit from the south at Yesler Way, this will impact moorage at the south end of the Harborfront by impeding pedestrian access to Pioneer Square. However, the City and WSDOT can mitigate this problem by providing more efficient traffic management techniques.

All of these considerations are evaluated below in addition to design configurations and cost estimates.

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1) Mr. Arun Bahlaik, a structural engineer licensed in the State of Washington with considerable maritime expertise, is the primary source for the following design concepts. In addition, during the course of the study, the concepts were reviewed with several other local structural engineers and naval architects.

SUBAREA ANALYSES

As indicated above, the following five subareas are evaluated in greater detail below:

- o The water area between Pier 48 to Pier 52
- o Waterfront Park
- o The Pier 64/65 subarea in conjunction with a proposed cruise ship terminal at Pier 66
- o North side of the Edgewater Hotel
- o The area from Pier 70 north to the entrance of Myrtle Edwards Park

SITE I : THE WATER AREA BETWEEN PIERS 48 and 52

The first site for evaluation is the water area from Pier 48 (owned by the Port of Seattle and operated by the Alaska Marine Highway System) and Pier 52 (owned and operated by the Washington State Ferry System). This is currently one of the larger areas available for moorage. It is also the location of the only publicly provided transient moorage in the area at the Washington Street Boat Landing (owned and maintained by the City of Seattle Parks Department)

At Pier 48 the average water depth at the north side of the dock is 35 feet increasing to 55 feet at the face of the dock. Pier 52 water depth is 40 feet on the south side increasing to 50 feet at the face.

The Alaska Ferries back into the loading ramp on the north side of Pier 48 utilizing some of the water area available between the two piers. The Port of Seattle is also currently attempting to introduce the Princess Marguerite and other private B.C. ferries to use Pier 48. The Port will also evaluate the feasibility of building a hotel on the uplands.

With this additional activity proposed for Pier 48, it is paramount that proposed transient moorage be planned with the safety of its users in mind. In order to provide for safe operations, we have limited moorage within the Inner Harbor line and have concentrated in to the north of the available water area.

The water area is also limited by the proposed full development of Pier 52 (Colman Dock). In an EIS issued in 1982, WS-DOT recommended development of additional vehicular parking area to the south of Pier 52 as noted in the attached drawing. This alternative has not been developed to date and may never be fully implemented. A ramp may be constructed across the water area from the south to allow south access to the ferry terminal to be fully implemented.

The net result of these impacts and the timing for proposed improvements is uncertain at the present time. We have therefore used the recommended alternative of the EIS as a starting point for concept development.

The existing Washington Street boat landing provides approximately 220 feet of moorage for transient vessels. This moorage is managed and maintained by the Seattle Parks Department but little is known about the actual level of demand or its seasonality.

This area is generally considered to be the most sheltered of available sites in the Central Waterfront. However, surges from the Washington State ferry system create a potential concern for project design characteristics. By

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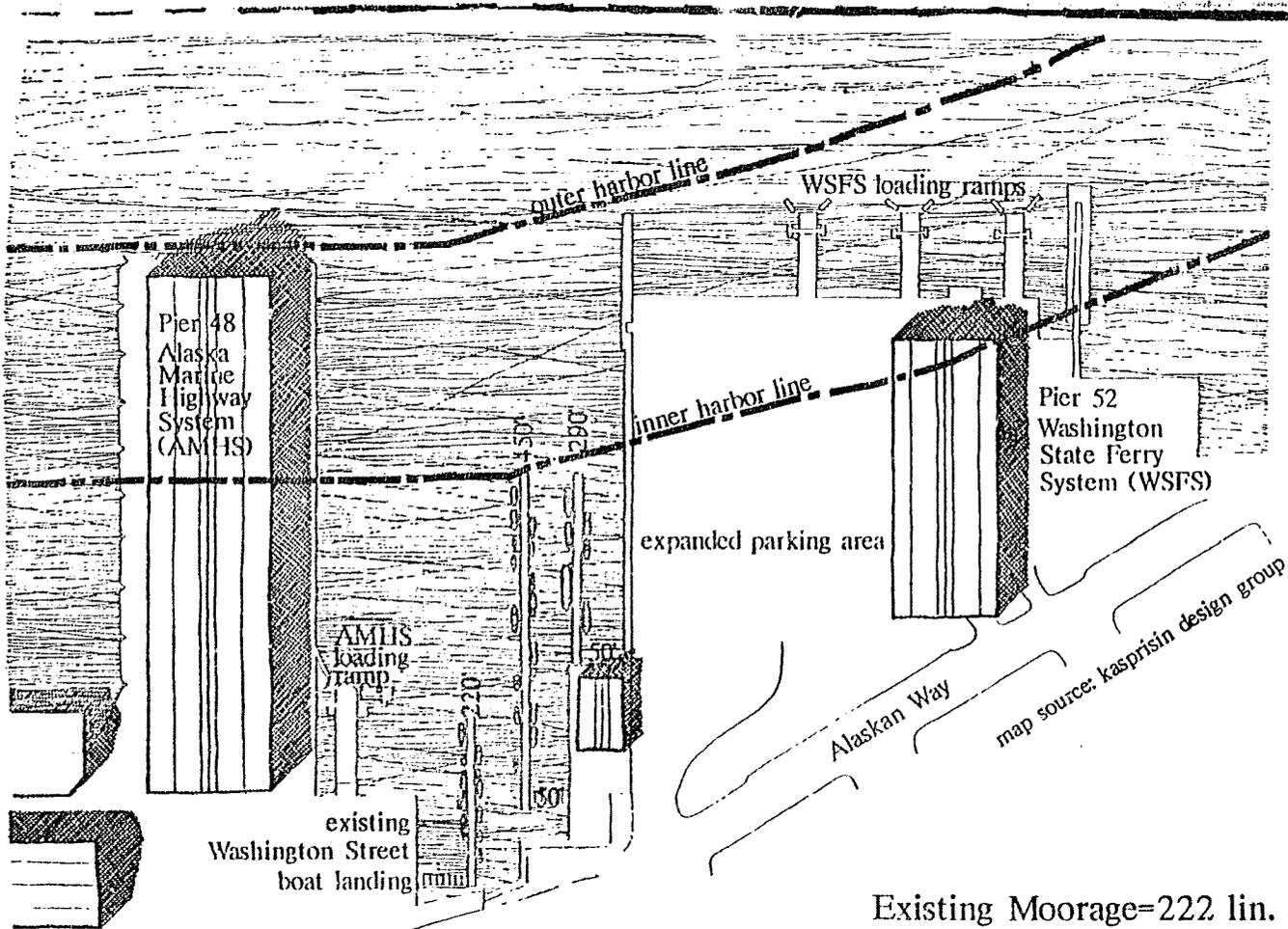


FIGURE I  
 SITE I  
 Pier 48 to Pier 52

Existing Moorage=222 lin. ft.  
 Proposed Moorage=740 lin. ft.  
 paul sorenson & associates

placing additional transient moorage in the protected area of the water space (e.g. the north side of the water area) this concern is mitigated. We have also assumed that the WSDOT completes the full proposed buildout of Colman Terminal. This development will provide more shelter to the transient moorage by deflecting much of the surge from the Washington State ferries.

In addition, security at this site has been considered problematic due to the large number of transients that frequent the park on the north side of Pier 48. However, provision of additional moorage may require on-site security which will also minimize this concern.

This site is most convenient for trips to Pioneer Square and the Kingdome. It is also convenient for access to the southern retail district of the Harborfront but not particularly well suited for trips to the Pike Place Market or the northern retail district of Harborfront.

The existing Marion Street overpass from Colman Dock is also an attractive means of facilitating pedestrian access from the moorage across Alaskan Way, which will likely receive heavier traffic when vehicular access is repositioned to the south.

As shown in the accompanying drawing, moorage could be provided to the north of the existing Washington Street Boat Landing and would consist of useable moorage space of approximately 740 lineal feet. Variations on this design concept could be presented which attach the additional moorage directly to the Seawall. This would allow development of transient moorage prior to the completion of the Colman Dock redevelopment.

Assuming an average vessel length of 30 feet, this moorage could accommodate 49 vessels. This moorage is estimated to cost \$369,600. (1

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1) A complete estimate of construction costs is presented in section 8 below entitled "Unit cost estimates". Readers who desire more information on cost estimates are referred to this section.

Advantages of the Site:

- o proximity to other transient moorage
- o proximity to Pioneer Square and southern retail area of Harborfront
- o Sheltered area which does not require a breakwater

Disadvantages of the Site:

- o Surges from Washington State Ferries
- o Additional water traffic from potential relocation of B.C. ferries to Pier 48
- o Additional vehicular traffic on Alaskan Way from repositioning of Colman dock traffic to the south

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## SII. II : WATERFRONT PARK

Waterfront Park is located between Piers 57 and 59. It is owned and operated by the Seattle Parks Department.

The design of Waterfront park originally called for floating "lily-pads" to provide pedestrian access to the water and serve as a stepped bridge between the piers. This concept was re-evaluated after design and concern was expressed about the stability of the design. The original concept did not consider transient moorage.

One major concern regarding moorage design in this area is the peculiar angles associated with the park. These angles prevent moorage within the park and act as a constraint to development of moorage facilities adjacent to the existing facility.

This area is also quite exposed to the wave climate of Elliott Bay.

Finally, concern has been expressed by Seattle Aquarium staff regarding the potential water quality denigration from illegal discharge of human waste by users at this site as well as concerns about fuel spills. The intake system to the Aquarium is located at the northern end of Pier 59 approximately 35 feet below MLLW. Design alternatives to safeguard these concerns appear to be available but expensive (e.g. the intake system could be extended offshore and/or additional filtering systems could be provided). Development of cost estimates for these facilities are beyond the scope of this study.

Moorage within the park is proximate to all Harborfront and Central Business District activities as well as the Pike Street Hillclimb.

We have provided two baseline moorage concepts for Waterfront Park. The first (Figure IIA) maximizes moorage within the water space between the Piers. Under this scenario, approximately 1,680 feet of useable moorage space would be provided for approximately 56 vessels. This concept which includes a breakwater which measures 260 feet in length, 16 feet in width and 10 feet in depth (including 3 feet of freeboard). This floating breakwater which will provide some protection to small recreational vessels during inclement weather. The entire concept is estimated to cost \$661,840.

The second alternative (Figure IIB) provides moorage for 38 boats (e.g. Figure IIB provides 1130 lineal feet of useable moorage space). It also includes a floating breakwater which could serve the dual purpose of sheltering small craft moorage as well as providing a place for moorage of larger

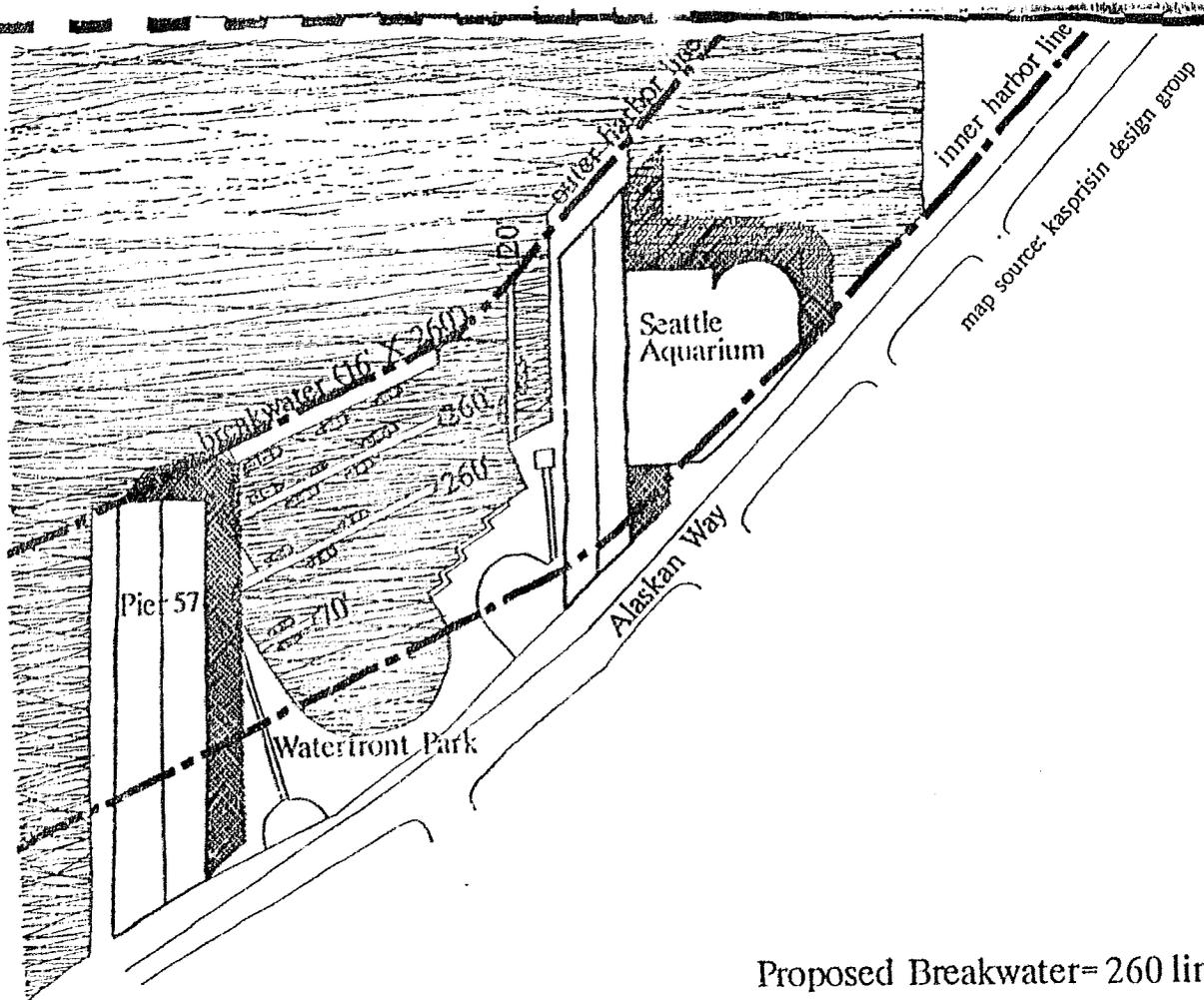


FIGURE II A  
 SITE II  
 Waterfront Park

Proposed Breakwater= 260 lin. ft.  
 Proposed Moorage= 710 lin. ft.  
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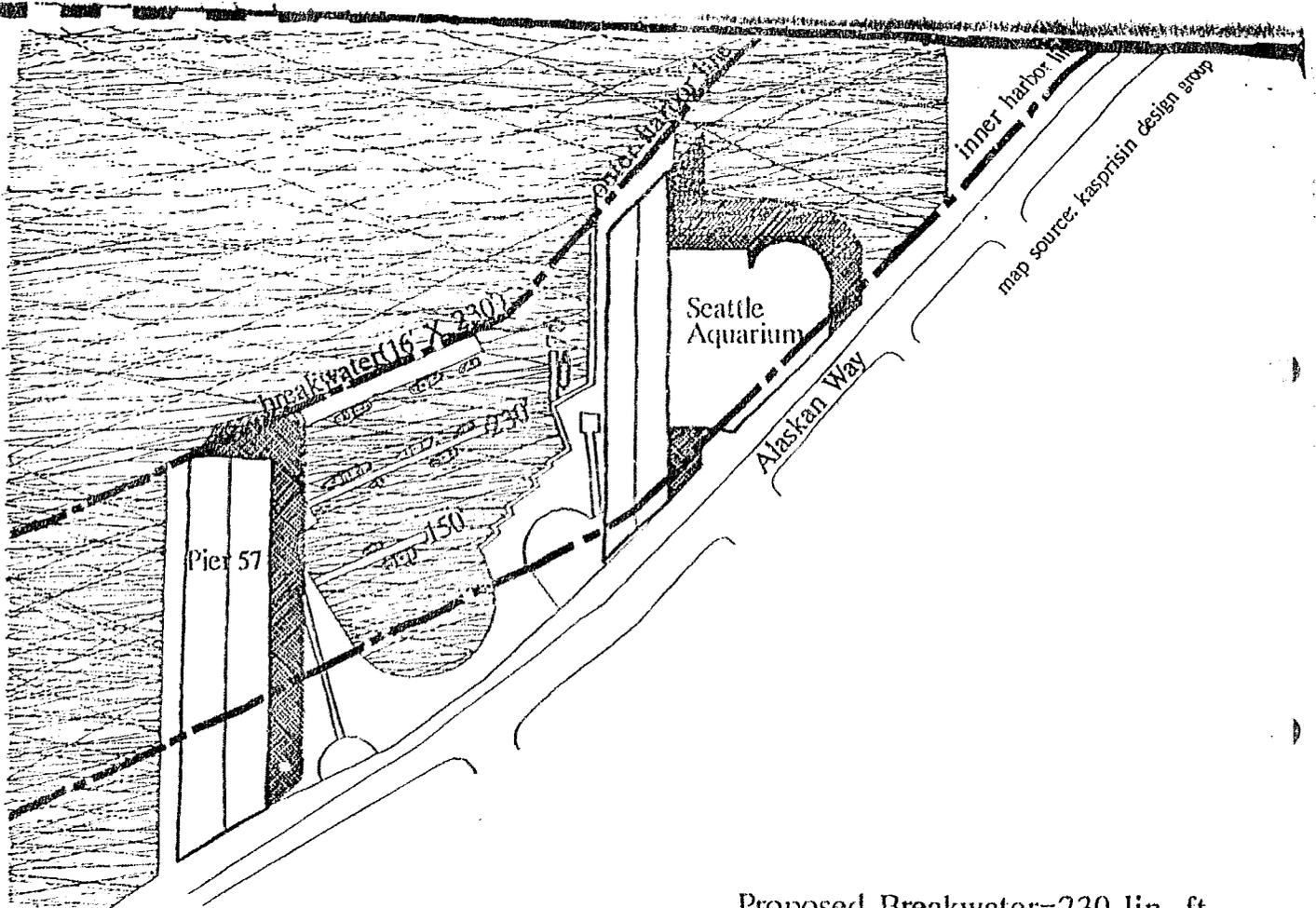


FIGURE II B  
 SITE II  
 Waterfront Park

Proposed Breakwater=230 lin. ft.  
 Proposed Moorage=450 lin. ft.  
 paul sorensen & associates

visiting vessels. Total development costs for this concept are estimated to be \$507,120.

It should be noted that moorage for visiting vessels (like the Tallships) which is parallel to Alaskan Way and hence fully visible from Alaskan Way is currently unavailable in the Harborfront. Views of existing visiting vessel moorage sites are obstructed by piersheds. In addition, these moorage sites are perpendicular to Alaskan Way. The combination of these features denies full views of these visiting vessels. The proposed breakwater would provide this visibility because it provides unobstructed views for viewers standing on Alaskan Way. Several other cities have "showcase" moorage sites for visiting vessels.

Advantages of the Site:

- o proximity to all waterfront and CBD activities
- o ability to moor large visiting vessels

Disadvantages of the Site:

- o difficult configuration of Waterfront Park for provision of moorage
- o potential incompatibility with Aquarium water quality
- o may require a breakwater for full usage

SITE III : AREA SOUTH OF PIER 66

The Port of Seattle which owns and operates Pier 66 is considering the development of a second tourship berth which would extend from the existing berth south into the water space currently occupied by Piers 64/65. These plans will undergo a public review process and future decision by the Port Commission.

Water depth is 35 feet below MLLW on the south side and at the face of Pier 66. Water depth increases at Piers 64/65 from 40 feet on the northside to as much as 55 feet on the face of the dock.

Piers 64/65 are in very poor condition and probably not financially feasible to renovate.

The future development of retail shops and other amenities in this area could be very attractive to potential moorage users. In addition, this site has good access to the Pike Place market, activities in the northern sector of the Harborfront and generally to the CBD.

This area is somewhat exposed to southwesterly waves but can be protected by perimeter type moorage. The design of the second tourship berth can alleviate much of this exposure.

The first concept for moorage in this area (e.g. Figure IIIA) consists of perimeter moorage of approximately 1,450 feet of moorage which could accommodate around 48 vessels. Perimeter moorage provides some protection for small vessels from the wave climate proceeding directly through the open pile piers. This design which is limited to one side of the moorage floats is estimated to cost approximately \$638,000.

The second alternative for this Site (Figure IIIB) includes three additional floats as well as the perimeter moorage provided in Alternative IIIA. This would allow 2740 lineal feet of useable moorage space or berths for around 91 vessels. This alternative would cost approximately \$941,600.

Advantages of the Site:

- o proximity to Harborfront and CBD activities
- o compatibility with existing and proposed uses
- o space for a facility to accommodate 50 to 100 vessels

Disadvantages of the Site:

- o perimeter moorage is more expensive per lineal foot of moorage and has greater exposure to SW wave climate

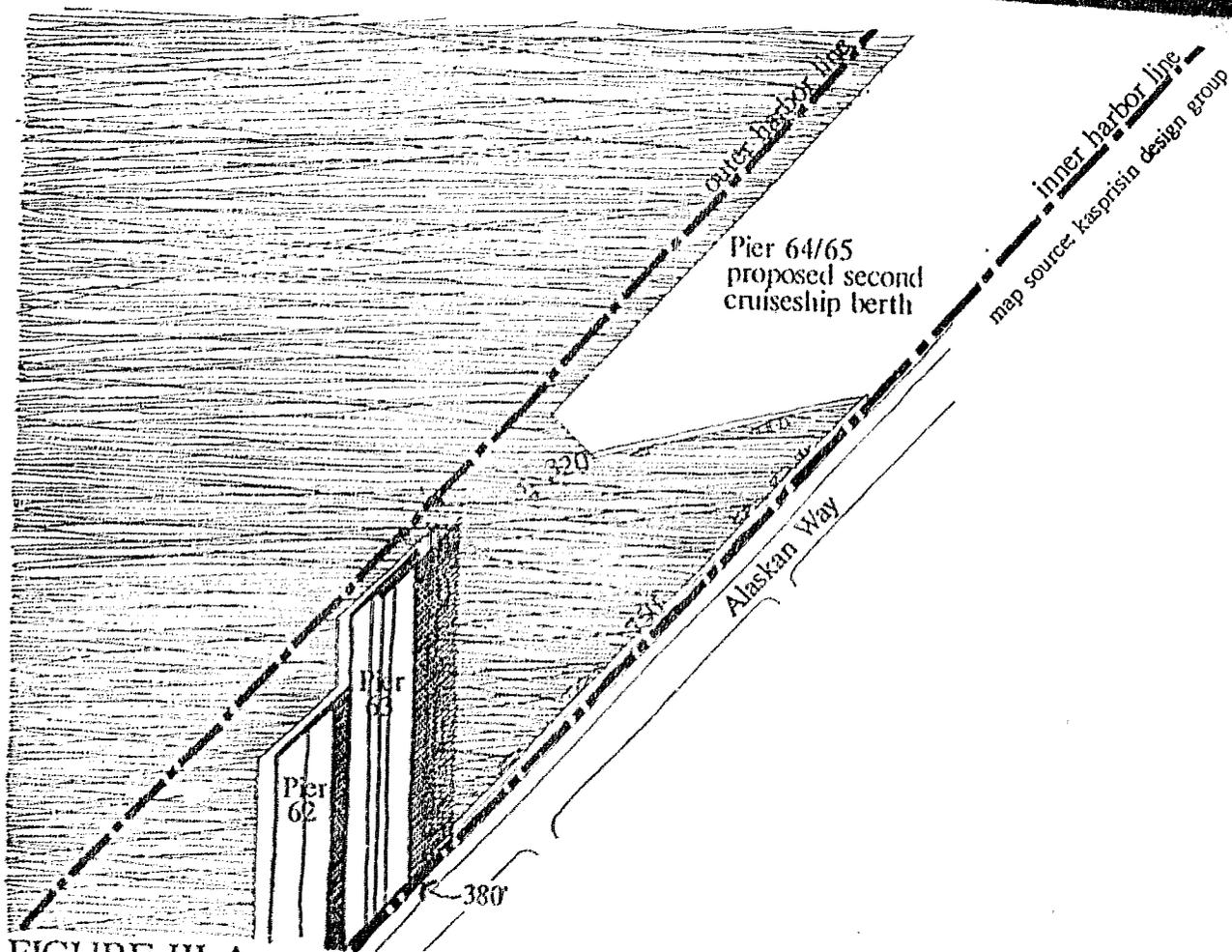


FIGURE III A  
 SITE III  
 Pier 62/63 to Pier 66

Proposed Moorage=1,450 lin. ft.  
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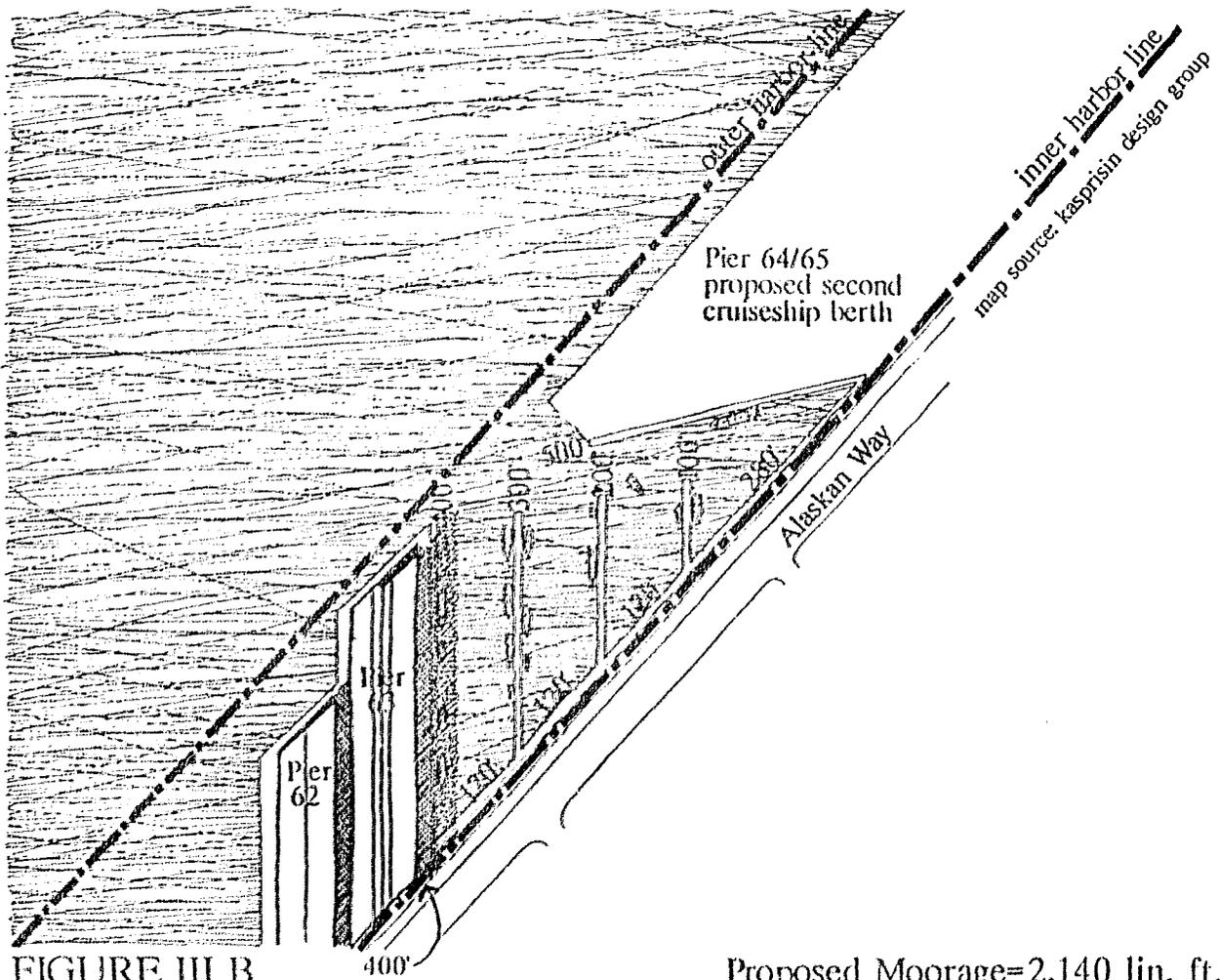


FIGURE III B  
 SITE III  
 Pier 62/63 to Pier 66

Proposed Moorage=2,140 lin. ft.  
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SITE IV : THE NORTH SIDE OF THE EDGEWATER HOTEL

The Edgewater Hotel currently has no provision for moorage. However, the design characteristics of the pier make moorage provision particularly attractive since much of the northern face of the facility is more protected from the wave climate than at other piers.

Proximity to activities at the northern end of the Harborfront and to the Pike Place Market are attractive. In addition, the potential rehabilitation of Piers 66 and 69 would provide additional consumer amenities.

Water depth in this area ranges from 35 to 45 feet below MLLW.

Continuous moorage of 520 feet could be provided on the north side of the hotel as shown in the accompanying drawing (Figure IV). This would provide moorage for around 17 vessels and is estimated to cost approximately \$228,000. Moorage is only available on one side of the float.

Advantages to the Site:

- o proximity to northern Harborfront activities and the Pike Place Market
- o compatibility with existing uses
- o of advantage to the Edgewater Hotel which could encourage private construction

Disadvantages to the Site:

- o moorage only available on one side of float

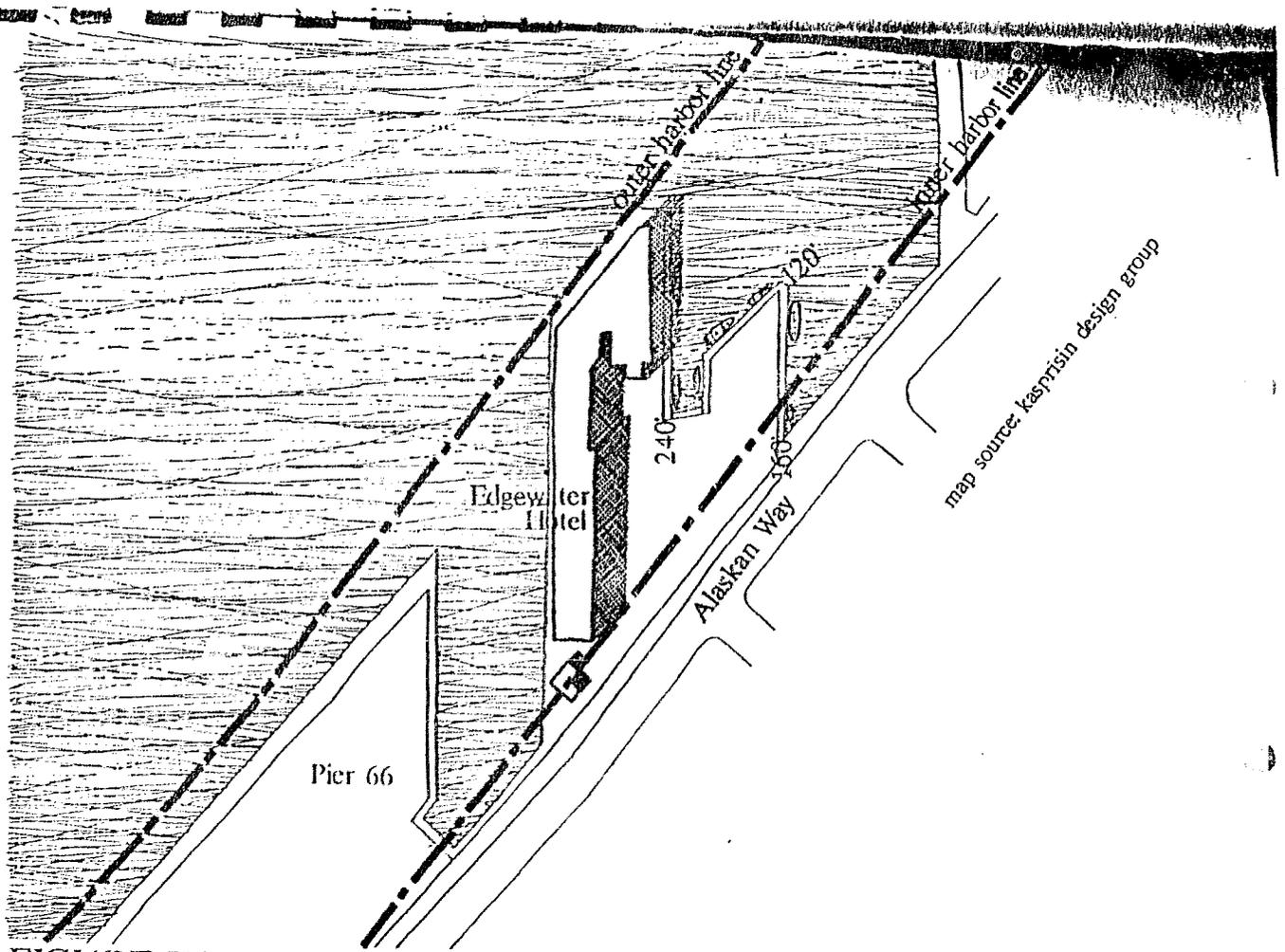
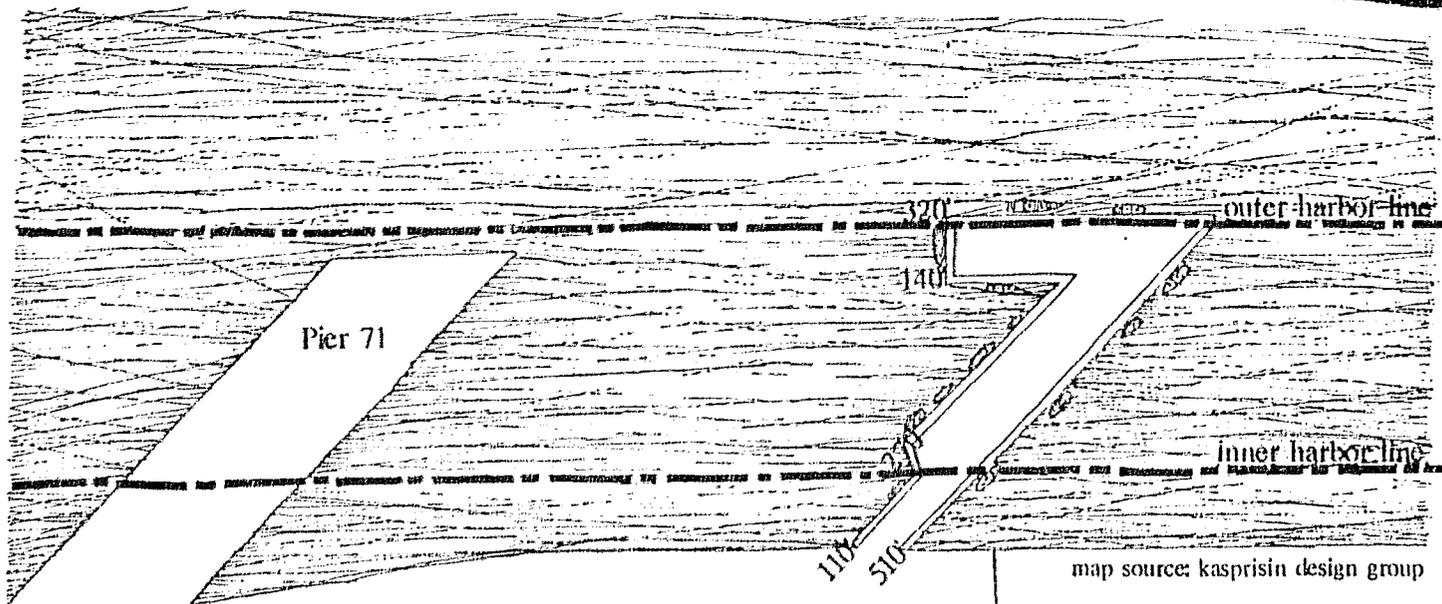


FIGURE IV  
 SITE IV  
 Edgewater Hotel

Proposed Moorage= 520 lin. ft.  
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Myrtle Edwards Park

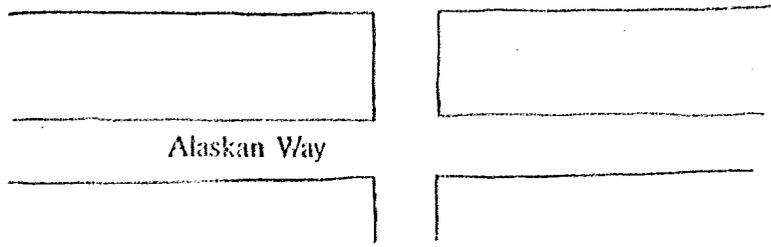


FIGURE V  
SITE V  
Pier 71

Proposed Moorage=1,350 lin. ft.  
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**SITE V : NORTH OF PIER 70 TO THE ENTRANCE OF MYRTLE EDWARDS PARK**

Pier 70 which is owned by Waterfront Associates currently provides transient moorage for large vessels at its northern berth (e.g. visiting Navy and Coast Guard vessels). Water depth at Pier 70 increases from 28 to 45 feet at the north-side.

Pier 71 which is owned by Union Oil Company is currently unused. This pier is in fair condition. Water depth at this pier ranges from as little as 18 feet on the north side to 47 feet at the face. The south side of the pier averages 37 feet below MLLW.

Moorage of large visiting vessels at the northern side of Pier 70 limits the water space of the area to approximately 70 to 80 feet north of Pier 70. This effectively eliminates transient moorage from the northern side of Pier 70 except for those times when the large visiting vessels are not at berth.

The current configuration of Pier 71 is not well suited for transient moorage because it is very exposed to the wave climate of Elliott Bay and provides little protection for small recreational vessels. In addition, Pier 71 is in private ownership and it is unknown whether future plans include moorage for transient vessels. A marina for permanent moorage was considered by the owners/developers in conjunction with condominium residences on the uplands but these plans are currently on hold.

Provision of moorage around the border of Pier 71 is possible. As shown in Figure V, this would allow 1,350 lineal feet of moorage or space for 45 vessels. Moorage would be limited to one side of the floats. This alternative would cost approximately \$594,000.

Additional moorage could be placed north of Pier 71 but this is unattractive for two reasons. First, it would require a breakwater to protect it from the open wave climate of Elliott Bay. Second, it is quite removed from Harborfront and CBD activities. For these reasons it was not pursued in greater detail. (1)

1) The permanent moorage considered as a part of this residential development included a timber pile breakwater to fully protect vessels from the wave climate. While this type of facility is appropriate for permanent moorage, it is considered too expensive for consideration of transient moorage.

Advantages of the Site:

- o proximity to Pier 70
- o proximity to Myrtle Edwards Park and the Seattle Center

Disadvantages of the Site:

- o moorage available on one side of float only
- o removed from most Harborfront and CBD activities
- o open to wave climate

COMPARISON OF POTENTIAL MOORAGE SITES

Potential Harborfront moorage sites may now be compared utilizing several criteria:

- o Number of slips provided
- o Total Cost Estimate
- o Estimated Cost Per Slip
- o Design Requirements
- o Compatibility with other uses
- o Proximity to Harborfront & CBD
- o Traffic Considerations

Obviously, a major consideration is the cost of each alternative on a per slip basis. As shown in Table 2, the lowest cost alternatives are found in Site 1 (the area between Piers 48 and 52). This is primarily due to the ability to provide moorage on both sides of the floats under this alternative while at the others moorage is generally provided on one side of the floats. Consequently moorage under the lower cost alternative is approximately \$8,000 per slip. Per slip costs under other alternatives ranges from \$10,000 to \$13,000.

Waterfront Park and Pier 66 are the optimal sites for full access to all areas of the Harborfront & CBD. However, Site 1 offers access to Pioneer Square and the Southern area of Harborfront and Site 4 offers equally attractive access to the Pike Place Market and the Northern area of Harborfront. Only Site 5 is considered a poor location for proximity to other uses since it is far removed from the CBD and Harborfront areas.

All sites are compatible with other uses with the exception of Site 5 (Pier 70 & north). This site conflicts with access to visiting vessel moorage at Pier 70 and potential private user of Pier 71. Moorage at Waterfront Park could create a risk to the Aquarium's water quality, but in the long term this impact could probably be mitigated through an improved filter system or other alternatives. It should be noted that the cost and impacts of these potential improvements are currently unknown.

Traffic is a concern for pedestrians at Site 1 after rerouting of ferry traffic to the southern access to Colman Dock. However, this can be mitigated by the overpass at Colman

TABLE 2

## COMPARISON OF POTENTIAL HOORAGE SITES

SITE	DESCRIPTION	# SLIPS	COST ESTIMATE	COST PER SLIP	CUMULATIVE WITH OTHER USES	PROXIMITY TO HARBOURFRONT & CBD	TRAFFIC CONSIDERATIONS	WEATHER CONDITIONS	PRIORITY RANKING
SITE 1	PIER 48 to PIER 52	49	\$369,600	\$7,492	good	fair	fair	good	good
SITE 2	WATERFRONT PARK								
	-Alternative IIA	56	\$661,840	\$11,819	poor/fair	good	good	fair	poor/fair
	-Alternative IIB	38	\$507,120	\$13,463	poor/fair	good	good	fair	poor/fair
SITE 3	PIER 66								
	-Alternative IIIA	48	\$638,000	\$13,200	good	good	good	fair	good
	-Alternative IIIB	91	\$941,600	\$10,309	good	good	good	fair	good
SITE 4	EDGEMASTER HOTEL	17	\$228,800	\$13,200	good	fair	good	fair	fair
SITE 5	PIER 70 & BIRTH	45	\$594,000	\$13,200	fair	poor	good	poor	poor

Source: Paul Sorensen &amp; Associates

Dock and improved signalization and other traffic management techniques.

As shown in Table 2, the highest ranking potential alternatives are the areas between Piers 48 and 52 and the area south of Pier 66.

These areas appear to offer the lowest per slip cost estimates while still ranking highest under other criteria.

If the City is considering development of additional moorage, these areas are the best near-term alternatives. Other areas should be considered as longer range alternatives depending upon the actual strength of transient moorage demand.

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ALTERNATIVE METHODS FOR MANAGING MOORAGE

If the City develops additional moorage, how should this moorage be managed? This includes the following details of management:

- o how should security be provided?
- o who is responsible for O & M costs?
- o are there opportunities for revenue generation and if so, how will it be collected?

These details must be assessed in the form of Management Alternatives in order to fully appreciate their impact upon the City and potential users.

There appear to be several public and private management alternatives:

- o Public management
  - by the City
  - by the Port
  - joint management with Port
  - joint management with WSDOT
- o Private management
  - by Waterfront Development Association or owners of adjacent piers
  - by a yacht club or boater's association
  - by private operator

Selection of the optimal management strategy depends upon the site(s) under consideration, the level of security required, and the anticipated mode of revenue collection and maintenance.

The remaining Sites at the Edgewater Hotel and Pier 70 & north are adjacent to privately owned piers. (1)

It is useful as a comparison to understand the established standards for collection and security at existing regional transient moorage sites. For most of these operations, transient moorage is provided as an ancillary function to permanent moorage. Registration is generally provided at the office or another appropriate place (on the dock). After a grace period of two to four hours, transient moorers are expected to sign registration and pay the moorage fee. In most cases, marina staff patrol the area to ascertain whether boaters are complying with these requirements and provide security checks. If boaters are not complying, marina staff may place a reminder sticker on the vessel. If the boater remains non-compliant, marina staff can chain the vessel until the owner/operator meets facility requirements.

Since transient moorage staffing is ancillary to other marina operations, it is not considered a major cost factor by providers. In some cases, it may entail hiring of part-time summer assistants but still the cost associated with this provision is minimal compared to the entire operation.

This is clearly not the case at proposed alternative transient moorage sites along the Harborfront. Security is extremely important at these sites and its expense must be applied to the transient moorage.

In order to evaluate management alternatives, security requirements can be evaluated as part of a continuum from very low to very high as shown in Table 3.

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1) The term "ownership" is used loosely. The area between the Inner and Outer Harbor Lines is leased from the State Department of Natural Resources.

TABLE 3

## SECURITY FOR TRANSIENT MOORAGE

<u>LEVEL OF SECURITY</u>	<u>CHARACTERISTICS</u>
very low	no attendants, very infrequent checks
moderately low	no attendants, more frequent checks
moderately high	live aboards as attendants, very frequent checks
high	on duty attendants, security system

Discussions with regional marina operators emphasized the need for security associated with transient moorage on the Harborfront to protect boater property. It is apparent, therefore that security must be at the high end of the above continuum. However, security should not interfere with other stated public goals such as the need for public access to the waterfront. As a consequence, security systems such as a mag-card type system are considered inappropriate. In addition, liveaboards should probably not be encouraged at this location.

There appear to be several alternatives for providing moderately high security and the potential for revenue collection.

First, if transient moorage is provided by a public agency (e.g. the City and/or Port), security and collections could be enforced by the Police Department (either City or Port). This option is particularly advantageous if City Meter Patrol are designated for all Harborfront parking duties in addition to transient moorage. Meter Patrol officers would be in the area throughout the day from 8:00 AM until 6:00 PM. During this time, transient moorage could be charged on an hourly basis. At the close of shift, a daily rate could be applied to all remaining boaters.

An office could be provided in a visible place near the selected transient moorage site(s) to aid security. For example, an office or concession use could be added to the old harbor patrol station at the Washington Street Boat Landing. Given additional moorage facilities the harbor patrol might be re-instated on Elliott Bay. Nighttime

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security checks could be provided by later patrols in the area.

Second, if transient moorage is provided by private operators, security and collections could be controlled by the adjacent pier owner much as is the case at regional marinas. This is the management procedure that will be employed at the planned transient moorage on the north side of Pier 56. Security will be provided by constant checks of office staff overlooking the facility. However, revenue collections are not being considered for this transient moorage. This method could be used at the Edgewater Hotel site since the moorage would benefit the hotel.

Third, a private operator (like Diamond Parking Services) could operate the moorage. A full-time parking attendant could be on duty at the site or the attendant could periodically check the site along with other parking lots.

Any of these management alternatives could meet the stated requirements of providing moderately high security as well as the potential for revenue collections. If public and private moorage are both assembled on a large scale, a harbor-master could be assigned to these duties under joint sponsorship of the private owner(s) and public agency.

### FINANCIAL FEASIBILITY ASSESSMENT

A full scale financial feasibility analysis of transient moorage revenues, costs and return on investment is not possible at this preliminary stage of analysis since the demand for such facilities is not totally understood. Instead of presenting a detailed feasibility assessment, a preliminary assessment will be presented to show under what circumstances provision of transient moorage may pay for itself.

It should also be noted that while the City is evaluating the feasibility of providing transient moorage, private pier owners are also planning the construction of transient moorage facilities. For example, the owners of Piers 55 and 56 are planning to introduce 240 feet of transient moorage at the north side of Pier 56. In addition, the owners of Piers 62/63 are also considering the introduction of transient moorage in conjunction with their retail project.

The question remains is there enough demand to justify development of transient moorage? If so, how many feet should be developed? In recent discussions with private owners, it was apparent that they would provide the moorage without charge for users up to 2 hours, and that they would administer the moorage themselves.

If private moorage is provided at zero cost it could significantly affect the potential returns from public pay facilities. These issues should be more clearly defined and quantified before significant public investment is undertaken.

#### Revenues

The Port of Seattle charges \$.30 per foot per day for transient moorage during all seasons. This amounts to \$9.00 per day for a 30 foot long vessel. Other marina operators have an off-peak (winter) rate which is lower than the stated peak (summer) rate. However, off-peak moorage rate inducements at the Harborfront are not considered in this analysis. A year around rate of \$9.00 per day per 30 foot vessel is considered an appropriate revenue range for this analysis.

Revenue streams depend upon the demand for moorage under the various seasonality factors. As previously stated, the demand for transient moorage is not known at this time. However, for this analysis it is assumed that moorage will be occupied approximately 80% of the time during the peak season (e.g. the five months from May through September) and only 15% during the remainder of the year. The resulting average occupancy rate is 42%.

Revenues cannot, however, be collected at this rate since some boaters will not comply with revenue procedures. It is, therefore, assumed that collection rates will be around 80%.

Under these assumptions, there is a revenue potential of 34% or a little over \$1.00 per slip per day or around \$1,120 per slip per year.

#### Costs

Unit Cost Estimates. The typical design of transient moorage would consist of a continuous dock 8 feet wide. This type of facility is recommended as opposed to finger floats since it is more flexible for use by all types and sizes of vessels. In addition it is stronger than finger floats (which would be 4 feet in width). The length of the dock is dependent upon the site under consideration. Piles would be provided approximately every 40 feet to insure stability.

Based upon national averages and discussions with Port of Seattle staff and local vendors, the following unit costs have been developed for the proposed moorage facilities.

Concrete over polystyrene floats (without piling) are estimated to cost between \$13 and \$17 for construction (without installation). This includes concrete filler slabs, galvanized steel weldments, fabricated and treated wooden wailer systems, galvanized steel thru-rods, galvanized iron cleats, and tubular steel pedestrian ramps. (Source: Port of Seattle and local vendor.)

The general method of installation depends upon the width and length of the float. If the floats are 8 feet or less in width they can be subassembled at the construction site and towed to the moorage site. If the floats are wider and/or longer they must be assembled at the moorage site at additional cost. Installation can add \$12 to \$13 per square foot. (Source: local vendor.)

Treated piling at an average length of 40 feet and 12" butts is estimated to cost \$9.60 per lineal foot. Since we have assumed that the design will include 4 piles at each corner of the moorage every 40 feet, the additional cost of piling is \$4.80 per square foot. (Source: Building Construction Cost Data 1985 by MEANS.)

Total estimated unit costs for construction and installation are therefore between \$30 and \$35 per square foot for moor-

age of this type. The following percentages have been used to estimate full public construction costs:

-contingency	= 25%
-sales tax	= 3%
-design/construction management	= 15%
-city administration	= 20%
-----	---
-subtotal	= 68%

Total costs are therefore estimated to range from \$50 to \$99. For the purposes of this study we have chosen an average of \$85 per square foot for moorage facilities.

As stated above, capital costs for each slip range from \$7,500 to more than \$11,000 depending upon whether moorage is available on both sides of the float. If overnight accommodations are considered, additional capital and O&M costs would be required for electrical and water hookups.

Operations and Maintenance Costs. Maintenance costs for the floats are relatively low consisting of tightening all securing rods and repairing any boat damage. It is estimated that maintenance costs would be approximately \$.12 per square foot per year. This amounts to around \$30 per slip per year.

Operations costs depend upon the selected management alternative(s). However, for the sake of this analysis, it is assumed that the City provides a Meter Patrol for the facility. If the day operations of the Meter Patrol are allocated evenly between moorage and parking responsibilities, the resulting cost to moorage would be approximately \$50,000. This assumes three FTEs at an hourly rate of \$10.50 per hour plus benefits of 60%. The resulting estimated cost per slip is \$500 assuming that the patrol has responsibility for 100 slips.

#### Preliminary Financial Feasibility Assessment

Under the above assumptions, the financial feasibility assessment is shown in Table 4.

TABLE 4  
PRELIMINARY FINANCIAL  
FEASIBILITY ASSESSMENT

<u>Annual Cost/Revenue Factor</u>	<u>Estimate (\$)</u>
O & M cost per slip	(\$ 530)
Revenue	\$ 1,120
Cash flow (before depreciation)	\$ 590
Net Present Value (20 years) (1)	\$ 5,023
Depreciation (2)	(\$ 500)
Net Present Value (20 years) (1)	\$766

1) assumes life of floats is 20 years with a discount rate of 10 percent

2) assumes \$10,000 per float over 20 year life, straightline depreciation

Source: Paul Sorensen & Associates

Under these assumptions, the provision of transient moorage appears to be marginally feasible before accounting for depreciation if the average cost per slip is \$5,000 or less. Since the average cost of slips is estimated to be \$8,000 at a minimum, transient moorage is not expected to generate enough revenue to pay for construction even before accounting for depreciation. There does appear to be enough revenue generated to cover O&M costs and a portion of capital costs.

It should be noted that transient moorage facilities on the central waterfront could generate economic benefits (e.g. retail sales and tax revenues) above and beyond potential revenue collections. However, no attempt has been made in this report to quantify these economic benefits.

### SUMMARY AND CONCLUSIONS

This preliminary feasibility study of providing additional transient moorage on the central waterfront allows some general conclusions to be formed about the optimal location of the moorage facilities and the potential cost and revenues associated with these facilities. However, when and if development comes closer to fruition, a detailed demand study and engineering analysis should be undertaken to provide more refined design concepts of facility size and requirements as well as cost estimates and potential sources of revenue and financing. With a proper consideration for the limitations of this study, the following conclusions are presented.

Optimal transient moorage location. Sites 1 (Pier 48 to Pier 58) and 2 (south of Pier 66) appear to be the optimal sites for near term development of transient moorage based upon a first-order comparison of site attributes and cost estimates.

Management Strategies. Several management alternatives exist for providing security and collecting revenues. Of the options evaluated, one of the most straightforward and cost-effective public management strategies would be to incorporate the parking and moorage patrol under the auspices of the Police Department Meter Patrol. This would allow efficiency of operation and continuous levels of security. It is especially desirable if a separate Harborfront Meter Patrol is initiated with dual responsibilities for city-controlled moorage and parking spaces.

Other alternatives include working with the WSDOT or the Port of Seattle (POS) to provide harbormaster/security services for those sites which are directly adjacent to WSDOT ferry terminal (e.g. Pier 52) or POS facilities (e.g. Pier 48 and Piers 64 to 66).

Finally, if the facility is developed at the Edgewater Hotel or Pier 71, security and revenue collection may be provided by the private sector (e.g. a vendor like Diamond Parking Services or the terminal operator).

Financial Feasibility. The financial feasibility of providing transient moorage appears unfavorable (e.g. unfeasible) for the all design alternatives since potential revenues do not appear sufficient to cover capital cost and operations and maintenance costs.

Potential moorage revenues do, however, appear to cover operations and maintenance costs and a portion of capital costs.

In addition, transient moorage on the central waterfront may generate substantial economic benefits such as increased retail sales and sales tax revenue. However, these additional economic benefits have not been directly estimated in this report.

It should also be noted that this financial feasibility assessment is preliminary and depends upon numerous broad assumptions regarding occupancy and associated revenue and cost streams. Before moorage is provided, a more detailed financial feasibility analysis is recommended.

MPM:et  
2/8/89  
7:ORD2

2/27/89

ORDINANCE 114390

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2  
3 AN ORDINANCE relating to the Department of Parks and  
4 Recreation; authorizing and approving an agreement for  
5 and acquisition of certain property commonly known as  
6 Piers 62 and 63 in exchange for certain property rights  
7 in Pier 57 and cash consideration; transferring certain  
8 bond covenants in connection therewith; authorizing a  
9 Memorandum of Understanding between the Port of Seattle  
10 and the Department of Natural Resources, and making an  
11 appropriation from the Cumulative Reserve Fund therefor.

12 WHEREAS, certain property commonly known as Pier 57 and more  
13 particularly described below was acquired by the City pur-  
14 suant to Ordinance 99471 and by the Forward Thrust Bond  
15 proceeds pursuant to King County Resolution 34571, Section  
16 3(F)(5) for park, recreation and open space purposes; and

17 WHEREAS, the City desires to acquire certain property commonly  
18 known as Piers 62 and 63 and more particularly described  
19 below for park, recreation and open space purposes and the  
20 owners desire to sell said property in exchange for \$3.8  
21 million and transfer of ownership of Pier 57; and

22 WHEREAS, the City has determined that the value of the prop-  
23 erty and property rights to be received by the City from  
24 the acquisition of Piers 62 and 63 is equivalent to the  
25 value of the property and property rights to be conveyed  
26 and the cash to be paid by the City; and

27 WHEREAS, the City has determined that the property and  
28 property rights to Piers 62 and 63 are comparable and  
equivalent to those in Pier 57 for park, recreation and  
open space purposes and thereby constitute "equivalent  
land and facilities"; and

WHEREAS, the Mayor and owners of Piers 62 and 63 have agreed,  
among other matters, to the conveyance of Pier 57 for  
Piers 62 and 63 and settlement of certain other claims  
between the parties and such agreement is contingent upon  
approval and ratification by the City Council; and

WHEREAS, an essential part of the consideration for the  
Agreement and conveyance of the Piers 62 and 63 Properties  
is agreement by the Department of Natural Resources for  
the State of Washington ("DNR") to execute a new 30 year  
Harbor Area lease for Pier 57 which would include, among  
other things, terms assuring that any new improvements  
constructed upon Pier 57 by the leasee would remain the  
leasee's property insofar as rent calculation for a cer-  
tain period of time; and

WHEREAS, the DNR has expressed a willingness to enter into  
such a lease in order to assist the City in acquiring  
Piers 62 and 63, on the condition that the City enter into  
a memorandum of understanding concerning development of a  
short stay moorage facility on the central waterfront; and

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WHEREAS, those certain 1968 Forward Thrust Bond conditions and covenants encumbering the City's Pier 57 pursuant to King County Resolution 34571 must be transferred to the Piers 62 and 63 Properties; Now, Therefore,

BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

Section 1. As requested by the Superintendent of Parks and Recreation and Director of Community Development and recommended by the Mayor in the materials attached hereto, the Agreement attached hereto and labeled as Exhibit "A", which has been executed by the Mayor but the effectiveness thereof has made expressly contingent upon approval by the City Council, is hereby ratified and confirmed.

Section 2. The Mayor and the City Comptroller are hereby authorized and directed pursuant to said Agreement, for and on behalf of the City of Seattle, to execute and deliver a warranty deed substantially in the form attached and labeled as Exhibit "B" to the following described real property and property rights located in King County, Washington and commonly known as Pier 57; to wit:

THAT PORTION OF BLOCK 176, OF THE SUPPLEMENTAL PLAT OF SEATTLE TIDE LANDS, IN KING COUNTY, WASHINGTON, AS SHOWN ON THE OFFICIAL MAPS OF FILE IN THE OFFICE OF THE COMMISSIONER OF PUBLIC LANDS AT OLYMPIA, WASHINGTON, DESCRIBED AS FOLLOWS:

BEGINNING AT A POINT 485.941 FEET SOUTH 25 DEGREES 21'48" EAST FROM A POINT ON SAID TIDE LAND PLAT MARKED "POINT 81" ON REPLAT OF SEATTLE TIDE LANDS; THENCE SOUTH 25 DEGREES 41'48" EAST ALONG INNER HARBOR LINE 159.306 FEET; THENCE DUE EAST TO THE WESTERLY LINE OF RAILROAD AVENUE IN SAID REPLAT; THENCE NORTH 31 DEGREES 45'10" WEST ALONG SAID WESTERLY LINE OF RAILROAD AVENUE TO A POINT DIRECTLY EAST FROM THE POINT OF BEGINNING; THENCE DUE WEST TO THE INNER HARBOR LINE AND POINT OF BEGINNING (SAME BEING A PORTION OF LOT 10 AND ALL OF LOTS 11 AND 12, BLOCK 176, SEATTLE TIDE LANDS SUPPLEMENTAL PLAT); EXCEPT THAT PORTION THEREOF LYING WITHIN UNIVERSITY STREET;

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TOGETHER WITH THAT PORTION OF THE VACATED NORTHERLY 20 FEET IN WIDTH OF UNIVERSITY STREET (AS VACATED BY ORDINANCE NUMBER 4907) ADJOINING LOT 12, BLOCK 176 OF THE SUPPLEMENTAL PLAT OF SEATTLE TIDE LANDS AND LYING BETWEEN THE WESTERLY LINE OF ALASKAN WAY (FORMERLY RAILROAD AVENUE, AS PLATTED 100 FEET IN WIDTH IN SAID SUPPLEMENTAL PLAT) AND THE INNER HARBOR LIFE; AND

ALSO, TOGETHER WITH THE PORTION OF THE HARBOR AREA ADJOINING, LYING BETWEEN THE WESTERLY PROLONGATION OF THE NORTH AND SOUTH LINES OF THE ABOVE DESCRIBED TRACT AND LYING EASTERLY OF OUTER HARBOR LINE.

In exchange for conveyance of Pier 57, the Mayor is authorized to accept by warranty deed substantially in the form attached and labeled Exhibit "C" to the following described real property and property rights located in King County, Washington and commonly known as Piers 62 and 63; to wit:

PARCEL A:

LOTS 1 TO 5, INCLUSIVE, AND THE NORTH HALF OF LOT 6, BLOCK 173, SEATTLE TIDE LANDS, IN KING COUNTY, WASHINGTON.

PARCEL B:

ALL HARBOR AREA IN FRONT OF LOTS 1, 2, 3, 4 AND 5 AND THE NORTH HALF OF LOT 6, BLOCK 173, SEATTLE TIDE LANDS, IN KING COUNTY, WASHINGTON, AND BOUNDED BY THE INNER AND OUTER LINES AND THE PRODUCED SIDE LINES OF SAID PORTION OF SAID BLOCK 173.

Upon said conveyance of Pier 57 and the acquisition of Piers 62 and 63, the covenants and conditions encumbering the Pier 57 property established by King County Resolution 34571 (Forward Thrust) are transferred to and impressed upon the Piers 62 and 63 property and said latter real property has been found and is hereby declared to be "equivalent lands and facilities" and suitable for the transfer of said encumbrances and the public trust associated therewith.

Section 3. As part of the consideration for the acquisition of Piers 62 and 63, the Mayor and Comptroller are further authorized to make payment to the owners of said Piers in the

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amount of Three Million Eight Hundred Thousand Dollars (\$3,800,000.00). For purposes of paying said amount the sum of Three Million Eight Hundred Thousand Dollars (\$3,800,000.00) is hereby appropriated from the Cumulative Reserve Fund and the City Comptroller is authorized to draw and the City Treasurer to pay the necessary warrants.

Section 4. Upon execution of a new lease by the Washington State Department of Natural Resources ("DNR") for Pier 57, consistent with the limitations previously described, the Mayor is further authorized, on behalf of the City, to execute a Memorandum of Understanding among the Port of Seattle, DNR and the City substantially in the form attached and labeled Exhibit "D".

Section 5. Execution of any of the agreements authorized herein or any other act consistent with the authority and prior to the effective date of this ordinance are hereby ratified and confirmed.

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SG  
6/09/98 Final  
Adopted by full Council 6/17/88

RESOLUTION 27794

A RESOLUTION adopting the Harborfront Public Improvement Plan including promenade, roadway, parks, and moorage; and defining a strategy for implementing public improvements.

WHEREAS the Central Waterfront represents a priceless element of Seattle's cultural, economic, and natural heritage; and

WHEREAS a community effort has created a plan to develop the Harborfront's unrealized potential as a major public resource accessible to all; and

WHEREAS the realization of the Harborfront will result in new economic activity and increased tax revenue for local and state governments, in addition to other substantial public benefits; and

WHEREAS the guidelines for Downtown Alternatives Plans, adopted by the City Council in Resolution 26598, August, 1981, directed that pedestrian circulation should have priority along the central waterfront and a wide pedestrian promenade integrated with the Waterfront Streetcar, reduction of railroad tracks and diversion of through vehicular traffic should be investigated; and

WHEREAS a proposal for an Alaskan Way Waterfront Park (and Findings of a Preliminary Feasibility Study) was presented for consideration to the Mayor, City Council, Property Owners, Civic Organizations and Seattle residents in August 1982, by the Alaskan Way Waterfront Park Committee, a non-profit community group; and

WHEREAS the Land Use and Transportation Plan for downtown Seattle, adopted by Resolution 27281 on June 10, 1985, established the general policy direction for development in the downtown Harborfront in Framework Policy (N), Shoreline, and in Policy 36 and Policy 37 specified land use guidelines and development standards for Downtown Harborfront-1 and Downtown Harborfront-2; and

WHEREAS the Seattle Shoreline Master Program, adopted by Ordinance 113466 on June 1, 1987, establishes the Urban Harborfront environment and defines its purpose as the encouragement of viable water-dependent uses and provision opportunities for public access and enjoyment of the shoreline; and

WHEREAS the Land Use and Transportation Plan for Downtown Seattle in Policy 11 directs the City to "undertake a comprehensive planning and community development program in the Alaskan Way Harborfront to achieve the Downtown Plan's vision for the area as an active marine environment providing public access and recreation opportunities in harmony with maritime commercial use of the shoreline", and to consider the following proposals in developing a plan for harborfront improvements:

1. Work to divert train traffic from the waterfront to the downtown tunnel;
2. Reduce Alaskan Way in width to a two or three lane facility and give consideration to relocating portions of the street south of Pike Street to the east of its current location;
3. Plan adequate parking on upland lots;
4. Continue operation of the Waterfront Streetcar and extend to serve Pioneer Square and the International District;

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5. Develop pedestrian routes to better connect the downtown with the waterfront and develop a promenade along the shoreline;
6. Develop a bike path integrated with the promenade;
7. Develop a major public open space or open spaces integrated with the promenade and linkages to downtown; and
8. Explore opportunities for additional moorage development and work with the Port of Seattle to develop a mechanism for the provision, management and marketing of moorage; and

WHEREAS, the City reached a tentative agreement with Burlington Northern in October 1986, to relocate railroad operations from the central waterfront south of Bell Street to the downtown tunnel and 198 City Council Ordinance #11147, on June 29, 1987, authorized the Mayor to sign the final agreement which defines compensation and the year of relocation; and

WHEREAS, the development of the Harborfront Public Improvement Plan by the Department of Community Development began in April 1984, with a public scoping hearing on the alternatives and impacts to be evaluated in a Draft Environmental Impact Statement (DEIS); and

WHEREAS, the scoping process for the DEIS included a Resource Group of interested community groups, public agencies and property owners to advise the City; and

WHEREAS, the DEIS for the Harborfront Public Improvement Plan published in August 1985, examined four alternatives for public improvements: 1) Landscaped Linear Promenade; 2) Destination Park and Pedestrian Mall (an alternative developed by the Alaskan Way Waterfront Park Committee); 3) Network of Public Spaces at Streets and; 4) No Action; and

WHEREAS, comments on the DEIS were received at a public hearing in September 1985, and written comments were submitted and are included in the Final Environmental Impact Statement (FEIS) which was published on March 31, 1987; and

WHEREAS, The Mayor's Recommended Harborfront Public Improvement Plan combines elements from all three action alternatives; and

WHEREAS, the City Council held a public hearing on the Mayor's proposed plan on June 3, 1987, and the Urban Redevelopment Committee held numerous working sessions to review the proposal together with the Final Environmental Impact Statement and associated analyses of parking, transportation and moorage; and

WHEREAS, the Urban Redevelopment Committee held public hearings on June 8, 1987, and May 23, 1988, to hear comments on its preliminary recommendations on the Harborfront Public Improvement Plan, Now Therefore,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE, THE MAYOR CONCURRING

I. ADOPTION OF THE PLAN

This resolution shall constitute the Harborfront Public Improvement Plan, and shall guide the development of public improvements along Seattle's Harborfront.

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A. STATEMENT OF INTENT

1. Concept for Public Improvements

The downtown harborfront from Pioneer Square (Pier 48) to Myrtle Edwards Park shall be developed as a linear "walking park" (promenade) with a series of activity zones and public spaces along its length. Pedestrian connections linking downtown to public open space on the harborfront shall be improved through public and private projects. Areas of varied design character shall occur along the promenade and relate to different upland neighborhoods and shoreline uses.

2. Activity Zones

Within the context of regulations and policies of the Shoreline Master Program and the Downtown Plan, the City shall encourage different zones of activity along the harborfront from Pier 48 to Pier 71, through public actions, such as the purchase of Piers 62/63 for public use, and design of public improvements further described in the following sections. The City will promote the delineation of the following zones:

<u>Pier 48 to the Ferry Terminal</u>	-- Maritime passenger transportation
<u>Pier 54 to Pier 57</u>	-- Intensive retail/restaurant
<u>Waterfront Park to Pier 65</u>	-- Public recreational and educational use
<u>Pier 66 to Pier 71</u>	-- Mixed use commercial and maritime

II. ELEMENTS OF THE PLAN

A. ROADWAY IMPROVEMENTS

1. Alaskan Way shall be narrowed to two traffic lanes with adequate loading capacity to serve uses on the piers and turning lanes at selected locations to facilitate traffic flow. Parking bays shall be constructed on the east side of Alaskan Way, where possible, north of Pine Street.

2. The Waterfront Streetcar shall be moved to the east, south of Pike Street, to create additional space for pedestrian and bicycle facilities and for a new access to the ferry terminal south of Yester Way.

3. Safe pedestrian access shall be provided to the streetcar stops and to parking under the viaduct. A pedestrian sidewalk and lighting shall be constructed along the west portion of the viaduct and crosswalks to Alaskan Way shall be improved for safety. Pedestrian improvements on the east side of the viaduct shall be the responsibility of the adjoining property owners and shall be consistent with the improvements already made between Spring and Madison.

4. The City shall work with the State Department of Transportation to implement a new south access to the Coiman Dock Ferry Terminal; and to provide an attractive pedestrian promenade from the Ferry Terminal to the Washington Street Boat Landing.

5. A traffic mitigation plan for Pioneer Square shall be implemented with the development of the south ferry access.

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6. Roadway design shall incorporate bicycle lanes in right-of-way is adequate and widened curb lanes where lanes are not feasible. Bicycle lanes and bike racks extend throughout the project area.

7. Alaskan Way shall be maintained as a designated through downtown for oversize vehicles.

3. PARKING

1. The City shall work with Metro to extend the Water Streetcar to Pioneer Square and the International District provide access to parking available in those areas, a transit access between downtown neighborhoods.

2. The City shall maximize the efficiency of the on-parking supply for short-term use through improved in peak periods additional 'policing' of the parking supply desirable to assure short-term use.

3. The City shall work with developers to achieve the private parking supply where feasible.

4. The City shall develop a coordinated sign and advertisement program for harborfront parking, including brochures where public parking is available.

5. The City shall encourage stacked parking at public lots.

4. PROMENADE

1. The City shall develop a 20-35 foot wide promenade side of Alaskan Way from Washington Street to Broad Street promenade shall include decorative paving, landscaping street furniture and public art.

a. South of Pike Street, the atmosphere along the shall be more active and commercial, compatible with retail uses;

b. North of Pike Street a quieter promenade atmosphere be established, including a tree-lined boulevard way with a median north of Blanchard Street.

2. Due to the widespread public interest in the design harborfront promenade, the City shall provide opportunity public involvement in the design process.

5. STREET-END PARKS AND PEDESTRIAN CONNECTIONS

1. Street-end parks and enhanced pedestrian connections shall be provided at the following locations

a. Washington Street shall receive special pedestrian as a link to Pioneer Square with connections to Alaskan Way Promenade at the Washington Street Bay. This area shall be enhanced as the south entrance harborfront.

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b. University Street shall be improved as a street park between the Convention Center and the harborfront through an LID process. In addition, street-end public space with seating, sculpture or a special landmark feature shall be developed at the harborfront. Improvements shall be made at the viaduct to provide a transition between University Street and the Harborfront.

c. The Pike Street triangle at the entrance to the Aquarium shall be enhanced as a public gathering space in conjunction with planning for improvements to the Aquarium.

d. The Lenora Street corridor from Western Avenue to Alaskan Way shall be improved for pedestrian use as part of upland redevelopment proposals. A walking connection and mechanical assist may be included.

e. Street trees shall be planted and sidewalk improvements made along Vine Street from Alaskan Way to First Avenue. Further development of a street park on Vine Street shall occur through an LID process or other private development. In addition, a street-end park shall be developed which takes advantage of the expansive view of Elliott Bay and the relationship to the Denny Regrade neighborhood.

f. Broad Street shall be enhanced as the north entrance to the harborfront, and its link to Myrtle Edwards Park and the Seattle Center shall be emphasized through signing and street design.

**E. WATERFRONT PARK IMPROVEMENTS**

Waterfront Park shall be improved to:

1. Better integrate the park with the Alaskan Way promenade by removing the existing concrete wall and creating a stepped entrance which can provide seating and views to the water;
2. Improve pedestrian circulation patterns and the sense of comfort and safety;
3. Provide for moorage adjacent to the piers for visiting vessels of historic or other interest.

**F. AQUARIUM EXPANSION**

1. The City shall recognize the Seattle Aquarium as a major recreational/educational focal point of the harborfront which exists to improve public understanding and appreciation of Puget Sound. The city shall commit to the redevelopment of the aquarium facility so that display, interpretation and study of the world's aquatic ecosystems can be undertaken in a dynamic manner. This new commitment shall benefit all aquarium users, children and adults.

2. The City shall improve and expand the Seattle Aquarium to build on the existing investment, improve its educational facilities and visitor amenities, and create new and improved attractions. The following physical elements shall be addressed:

- a. The City shall acquire Pier 62 for the expansion of the aquarium;

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- b. Exterior improvements including a new entrance to the Aquarium and a public gathering space at the foot of Pike Street;
- c. A marine mammal complex between Piers 59 and 62 that includes naturalistic habitat for walrus and dolphins as well as for animals from the existing collection of fur seals, sea otters, and harbor seals;
- d. A "family learning center" with classrooms to serve annually more than 43,000 school children and adults, and a discovery room where interactive learning exhibits allow visitors to explore on their own;
- e. A whale Gallery to showcase life-size models and to include a theater for marine mammals;
- f. Improved visitor amenities -- restrooms, seating, and better access for children; the restrooms shall be easily accessible to the public, without paying the aquarium's admission fee;
- g. Renovation of existing exhibits in the Underwater Dome Room to provide a more natural habitat, create a simulated habitat for diving birds, expand and relocate the touch tank, and establish an area for travelling exhibits.

G. MARITIME CENTER

- 1. The City shall acquire Pier 63 for development of a Maritime Center or other public use.
- 2. To enhance appreciation of Seattle's past, present and future maritime activities, a maritime center shall be developed. The center shall provide facilities to moor historic vessels, an exhibit gallery, concession and meeting space, and a public plaza and demonstration area for marine-related crafts. Restrooms shall be provided that are accessible to the public without paying the maritime center's admission fee. The exhibits and educational opportunities shall be for children and adults.
- 3. Review by the City Council of the maritime center's operating, fundraising and exhibit plans shall occur before the pier area is leased for development of the center.
- 4. The developers of the Maritime Center shall be required to demonstrate contributions in an amount to be specified by the City at a later date, before the City commences construction of the pierhead.

H. MOORAGE

- The City shall pursue development of public moorage, especially for use by smaller recreational or commercial vessels on a transient basis. This moorage shall be in addition to moorage that is required, by provisions of the Shoreline Master Program, in conjunction with renovation of piers along the harborfront. The City shall:
- 1. Complete an agreement with the Port of Seattle and the Department of Natural Resources to develop a facility for transient moorage in conjunction with the redevelopment of the Pier 64/65 area, including a breakwater protection for moorage of historic vessels at Pier 63;

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III. IMPLEMENTATION STRATEGY

A. The City shall approve by ordinance a special levy to implement major elements of the Harborfront Public Improvement Plan as described in this resolution.

B. The City shall work with King County to provide regional funding for the Seattle Aquarium through a County-wide bond issue.

C. The City shall work with private property owners and public agencies with interests on the harborfront to bring about the vision described in the Downtown Plan and the Harborfront Public Improvement Plan. Wherever possible, public/private partnerships shall be encouraged to implement the plans, such as through an LID process, bonus incentives, and special purpose fundraising.

D. Wetland development shall be eligible for the public benefit bonus for the harborfront (pursuant to DCLU Directors Rule 11-85, chapter 23.49, Land Use Code) for contributions to the following improvements:

For development between Pike and Bell Street:

1. Open space and transient moorage improvements related to the redevelopment of the Pier 64/65 area.

2. Improvements to the Lenora Street Corridor between the Pike Market and the Harborfront.

For development between Bell and Broad Street:

3. Open space improvements at the foot of Vine Street to create a street-end park.

ADOPTED by the City Council of the City of Seattle this \_\_\_\_\_ day of \_\_\_\_\_, 1988, and signed by me in open session in authentication of its adoption this \_\_\_\_\_ day of \_\_\_\_\_, 1988.

\_\_\_\_\_  
President of the City Council

Filed by me this \_\_\_\_\_ day of \_\_\_\_\_, 1988.

ATTEST: \_\_\_\_\_  
City Comptroller and City Clerk

BY: \_\_\_\_\_  
Deputy

THE MAYOR CONCURRING:

\_\_\_\_\_  
Charles Royer, Mayor

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*Jessie Williams* \_\_\_\_\_  
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