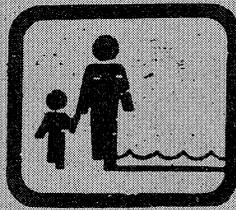


Port of Seattle
COMPREHENSIVE PUBLIC ACCESS PLAN
FOR THE DUWAMISH WATERWAY



SEPTEMBER 1985

**Comprehensive Public Access Plan for the
Duwamish Waterway**

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Port of Seattle
Comprehensive Public Access Plan
for the Duwamish Waterway

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SECTION ONE:

COMPREHENSIVE PUBLIC ACCESS PLAN FOR THE DUWAMISH WATERWAY

Exhibit A to Resolution No. 2979, November 26, 1985

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Port of Seattle
Comprehensive Public Access Plan
for the Duwamish Waterway

I. EXECUTIVE SUMMARY

Introduction

This is the Port of Seattle's plan for the location, schematic design and phasing of public access development along the Duwamish Industrial Waterways, including the East, West and Duwamish Waterways (hereinafter called the Duwamish Waterway). The Plan was prepared with extensive consultation between Port and City staff and the active involvement of numerous citizens concerned about the future of this important waterway, without whose assistance this plan's completion would not have been possible.

The eight sites presented in the Plan are distributed throughout the Duwamish Waterway and are designed to provide a wide range of use opportunities. The Plan's implementation will lead to significant improvements in the quality of access to the waterway. It will replace street ends blocked by fences or covered by debris with sites that are developed to encourage public use. The Plan will also result in an increase in the quantity of land devoted to public access in the Duwamish.

The implementation of this Plan, once approved by the Port Commission and the Seattle City Council, will serve to satisfy all the public access requirements associated with development at marine terminal areas in the Duwamish Waterway identified in this Plan. Development timing of the eight sites will be determined by the associated marine terminal development project. Once the Port obtains all of the other required development permits for the associated marine terminal projects, construction will begin on both the marine terminal and the public access site.

The following sections describe the Plan background and Plan summary.

Background

The Seattle City Council adopted the Public Access Policy Plan for the Duwamish Waterway in July 1984. The Policy Plan sets forth the standards by which the City will allow additional streets abutting the river to be vacated when needed to promote maritime commerce. The City also administers the Seattle Shoreline Master Program. This program requires public agencies to provide access for all developments on public property in the shoreline area. Together, the Public Access Policy Plan and the Shoreline Master Program establish public access requirements that the Port must meet for any development project along the Duwamish.

The City's shoreline and public access policies encourage comprehensive access planning. Because the Port of Seattle plans to develop a number of future projects along the Duwamish Waterway that will require the provision of public access, it is beneficial for the Port to plan for public access in a

comprehensive manner. Such a plan results in high-quality public access facilities concentrated at a few appropriate locations, meets all City public access requirements and minimizes interference with the Port's marine development.

Plan Summary

The Port's projection of terminal development and potential property acquisition and development in the Duwamish Waterway served as the basis for determining appropriate public access to fulfill City requirements.

The Plan includes a total of eight public access sites. The eight sites are located in three reaches of the Duwamish Waterway: two sites in the East Waterway; four sites in the middle reach of the Duwamish Waterway, including a major destination site near Kellogg Island; and two sites south of the First Avenue South Bridge. The eight sites are Terminal 30/GATX Boat Ramp, Terminal 18/Pioneer, T-105 Viewpoint, and Diagonal Way South, Terminal 107/Kellogg Island, Terminal 115 Viewpoint, 1st Avenue South Boat Ramp and South Portland/8th Avenue South. Although the South Portland site is physically removed from Port developments, access improvements will benefit nearby residents in South Park and are supported by community groups as well as Port and City Staff.

Improvements at each site vary and include such things as boat floats, trailer boat launches, hand boat launches, picnic areas and viewing towers. Signage, parking and landscaping or other aesthetic improvements are included at all sites. The site designs contained in the plan are conceptual only, and the configurations may be different in the final designs. The specific use improvements and site locations will remain as stated in the Plan.

In addition to the sites indicated above, a temporary public access improvement at the Port's Terminal 108 property has been noted in the Plan, although it is not associated with a Port development project nor with a City requirement for either a street vacation or Shoreline Master Use Permit. It consists of an interim trail north from Diagonal Way South and along the shoreline of the T-108 property to South Oregon Street. The trail is intended to allow the public to approach the river on Port property not currently developed for Port use. The Port will on a yearly basis establish a closing date for the trail, and it will be signed accordingly.

Terminal 107, which encompasses Kellogg Island, will be developed as a major public access point. A four-acre upland site will be developed for more active recreation including a viewpoint/interpretive display, bird blind, picnic area, shoreline trail, restroom (if usage warrants and judged safe), bicycle/pedestrian path and parking. A ten-acre public access reserve on and around the island will be reserved for habitat protection, but there will be no direct physical means to reach the island. This is in keeping with the almost unanimous public concern for protecting the island's marsh and intertidal habitat. In addition, the Port Commission has committed not to develop the remainder, approximately 20-acres of the island, for commercial or Port terminal facilities. This Plan does not prejudice decisions on the future use of the island for habitat mitigation, which will be determined through a separate review process.

The cost of all public access improvements specified in the Plan is estimated to be \$2.5 million in 1984 dollars. Specific sites and associated improvements and costs are described in Table 1. Site maintenance costs will add approximately \$39,000 to annual Port costs. The Plan calls for the Port to maintain the four sites that are developed primarily on Port property and near Port developments and for the City to maintain the four sites that involve improvements to City property.

The development of each public access site is triggered by the development of one of the specific marine terminal projects as shown in Table 2. For example, the table shows that interim improvements at Alaskan Way South and a shoreline path at T-107 will be developed when the Port makes yard and berth improvements at the north end of Terminal 30. The Terminal 107 upland access site across from Kellogg Island will be partially developed when the Port develops Phases 1 and 2 of Terminal 105. The public access improvements associated with particular marine terminal projects will be open to the public when construction of the marine terminal development specified in the Plan is completed and accepted by the Port Commission.

Modifications may be made to the phasing scheme should the order of Port developments change. In addition, as business opportunities emerge, the Port may change the improvements now slated for the terminal development areas. However, these changes in terminal use will not affect the public access to be provided. The Port will remain committed to developing the public access improvements as specified in this plan as Port marine developments proceeds. It is recognized, however, that circumstances can arise which call for modification or changes in the Plan provisions. Detailed procedures for handling these departures from the Plan are described in Section III.

Once approved, the implementation of this plan will satisfy the City's public access requirements for shoreline permits or street vacations associated with marine terminal development projects on the properties indicated in the Plan. It will also constitute full compensation to the City for the street vacations specified in this Plan. It should be pointed out that approval of this Plan does not change the procedural requirements of street vacations or provisions of the Seattle Shoreline Master Program for any matters except public access.

This plan, when implemented, will enhance the quality of public access to the Duwamish Waterway and at the same time facilitate the Port's marine terminal development in the area.

II. BACKGROUND

Introduction

The Port's Comprehensive Public Access Plan for the Duwamish Waterway identifies how the Port will meet City requirements for public access improvements associated with marine facility development projects along the Duwamish. The Plan is designed to be consistent with City policies contained in the Public Access Policy Plan and to fulfill City requirements contained in the Seattle Shoreline Master Program. In addition, other Port policies were considered in the development of this Plan. Some of the applicable guidelines are reviewed below.

Existing Conditions

Since before the turn of the century, the Duwamish has been evolving as an industrial waterway. The systematic filling of 2,100 acres of tidelands in the area improved its utility to commerce and industry. By the late 1960s the area was established as the hub of one of the nation's premier container ports. Today it serves almost exclusively as a marine-oriented industrial center.

Public access to the Duwamish is limited. Currently, unimproved street ends in the area are available for public access, but can be unsafe as well as unattractive. Many are littered with debris or used for short-term industrial storage, which inhibits actual public use. Adoption and implementation of the Plan is intended to rectify this existing situation.

Port of Seattle Policies

The "Purposes and Objectives of the Port of Seattle", adopted by the Port Commission in 1980, states that the primary purpose of the Port of Seattle is to enhance and provide for the orderly management of the flow of waterborne cargo and air passengers into, out of and through the Port District. At the same time it acknowledges broader public responsibilities: "The Port recognizes the impact of and interest in its activities on surrounding communities. To the extent permitted by operating requirements, available revenue and public safety it will provide public amenities, recreational sites and public access to its facilities."

City Policies

The Seattle City Council adopted the the Public Access Policy Plan for the Duwamish Waterway in July 1984. The City Council had been concerned over the steady loss of public access to the river through street vacations for industrial development. The policy plan sets forth the standards by which the City will allow additional streets abutting the river to be vacated when needed to promote maritime commerce. Put simply, streets can be vacated as long as comparable access is provided at the same or another location.

The City also administers the Seattle Shoreline Master program. This program requires public agencies to provide access for all developments on public property in the shoreline area, which extends inland 200 feet from the ordinary highwater mark.

Together, the Public Access Policy Plan and the Shoreline Master Program establish public access requirements that the Port must meet for any development project along the Duwamish.

The Port of Seattle plans to develop a number of projects along the Duwamish Waterway in the future. Most of these projects will require the provision of public access. It is therefore beneficial for the Port to plan for public access in a comprehensive manner. Such a plan will meet all City public access requirements and minimize interference with the Port's planned maritime activities and create high quality public access facilities concentrated at a few appropriate locations.

The City's shoreline and public access policies encourage comprehensive access planning. The comprehensive plan must specify the basic design, location, number, size, and development schedule for public access facilities tied to Port of Seattle development permits and street vacation plans. The plan must also demonstrate that the proposed access is "comparable" to any access that is being lost through street vacations. This is evaluated by balancing qualitative elements, such as view, location and public access improvements, with quantitative elements, such as water frontage and total area. In other words, City policies say that the actual square footage or water frontage may decrease so long as the quality of access is enhanced through developed improvements such as parking, landscaping, boat floats, benches, interpretive displays or restrooms. The City's plan also provides for joint consideration and approval of City public access requirements under these policies and the SSMP.

Conclusion

Adoption and implementation of this Plan will satisfy all public access requirements and compensation for street vacations for Port development as specified in the Plan. However, as stated before, adoption does not constitute approval of the permits or vacations associated with marine terminal development projects. Other issues must be considered at the time when actual applications and petitions are considered by the City, prior to granting or denying shoreline permits or street vacations.

III. COMPREHENSIVE PUBLIC ACCESS PLAN

Introduction

The Port of Seattle's Public Access Plan is described in this chapter. It is presented in two parts. The first describes the access sites and their physical improvements. The second section describes how the plan will be administered and implemented.

The Plan includes a total of eight public access sites that will be developed at the Port in conjunction with marine facility development in the Duwamish Waterway. Implementation of the approved plan will satisfy all City public access requirements for street vacations and shoreline permits associated with the marine terminal development at the locations identified in the Plan. It will not, however, fulfill other City requirements for street vacations or shoreline permits.

The eight sites are distributed throughout the area to take advantage of the river's diversity and meet the broadest possible range of user interests. To summarize the Plan, two sites (plus limited interim improvements) at Alaskan Way South are located in the East Waterway; four sites in the Duwamish Waterway, including a major destination site at Kellogg Island; and two sites south of the First Avenue South Bridge. The eight sites are Terminal 30/GATX, Terminal 18/Pioneer Cement, Terminal 105 Public Access, Diagonal Way South, Terminal 107/Kellogg Island, Terminal 115 Viewpoint, First Avenue South Boat Ramp, and South Portland/8th Avenue South.

Each site will offer a range of use possibilities in order to address user recreation needs that are unavailable or in short supply today. The types of public access site improvements included in the Plan vary widely and include trails, fishing piers, a viewing tower, interpretation, restrooms, boat floats and ramps, and play and picnic areas as well as improved accessibility and dedicated public parking.

Marinas were not included among the site improvements for the Plan. Although they provide recreation opportunities, they were not considered to be appropriate public access for the following reasons.

First, the Port makes a distinction between boat floats and marina spaces. The former are open for use to anyone, at any time, while the latter are reserved exclusively for use by the individual leaseholders. Thus, a marina as part of the public access plan would be inconsistent with the Plan's objective of providing waterfront access to all members of the public.

Second, the Washington State Shoreline Management Act and the Seattle Shoreline Master Program define marinas as a recreational use, not a form of public access. Building a marina on public property, like building a marine terminal or commercial development, requires that additional public access be developed as part of that project. Thus, the Port cannot build a marina to satisfy public access requirements for street vacations or a shoreline permit.

The Port's intent is to develop a few high-quality access sites that will attract users with varied interests, rather than many small sites that are less likely to be used. Nevertheless, Seattle residents will realize increases in access quality and quantity. The Port may request as much as 498,592 square feet of land and 675 linear feet in river frontage from six street vacations. In return, the public access plan provides a total of 895,875 square feet in land and 3,279 linear feet in river frontage. In addition, the Port is committing approximately \$2.5 million to access improvements alone and approximately \$390,000 annual maintenance.

Interim Trail

In addition to the access sites described in the following section, the Port will develop an interim trail at its Terminal 108 property. This public access improvement will not be required for any permit or street vacation nor will it become subject to any condition or mitigation requirement for development covered in this plan. It is included in this plan at the direction of the Port Commission and is intended to utilize undeveloped Port property as public access until such time as the Port shall indicate otherwise. The interim trail will be subject to the following list of conditions:

1. The interim trail will extend from Diagonal Way South to South Oregon Street.
2. The Port shall authorize public use of the trail for a period of one year, which authorization may be renewed by the Port at its sole discretion on an annual basis.
3. The Port may, at its sole discretion, close the trail permanently at any time as it shall deem appropriate.
4. The interim trail will be clearly posted with signs specifying the interim nature of the trail, and indicating the expected closure date.
5. Port staff have the authority to impose additional conditions on the use of the interim trail, such as specifying the hours of use, or requiring closure of the interim trail for defined time periods due to Port or tenant activity.
6. As the interim trail is not intended to satisfy any City of Seattle public access requirements, it does not need to be replaced by the Port at such time as it is permanently closed.

Access Sites and Development Programs

The Port's projection of terminal development and potential property acquisition and development in the Duwamish Waterway served as the basis for determining appropriate public access to fulfill City requirements.

Eight sites are included in the Comprehensive Public Access Plan. The centerpiece of the plan is a major access site at Kellogg Island (Terminal 107), which will provide habitat protection as well as interpretive viewing and other recreation opportunities.

The development of the public access sites will be phased to coincide with the Port marine terminal development projects and associated street vacation and shoreline permit requests identified in this Plan. The phasing procedure and schedule are fully described in the Plan Administration section of this chapter

The final designs for each of the eight sites will be prepared when the associated marine terminal development enters the design phase. Schematic plans for each site have already been prepared to illustrate the development concepts (see figures 2 through 9). These are not intended to be construction or design drawings, and when developed, the public access sites will not be identical to these illustrations. The Port, however, is committed to developing the public access improvements specified in the Plan, unless modified according to the Plan Change Procedures section of this chapter.

The improvement programs for the sites are described in the following sections. A summary of site improvements and associated land area, shoreline frontage and development costs are contained in Table 1 at the end of this section.

1. Alaskan Way South Interim

- o Terminal Development: This site is associated with shoreline development at Pier 32.
- o Location: At the shoreline edge of Alaskan Way South in the East Waterway.
- o Access Improvements: General clean-up of the shoreline edge to accommodate public use, some parking and signage.
- o Special Conditions: Any clean-up and parking arrangement must ensure that "heavy" lifts either on to shore or from shore can continue to be accommodated. This public use does not require special onshore equipment.)

2. Terminal 30/GATX Boat Ramp

- o Terminal Development: This site is associated with development of Terminal 30 including shoreline development of the GATX property (in the event that the Port acquires the GATX property) and the vacation of Alaskan Way South, and shoreline development at Terminal 25.
- o Location: At the north edge of an expanded T-30 in the East Waterway between the Port container terminal and the U. S. Coast Guard base. Close-up views of container operations and deep draft shipping and proximity to Coast Guard museum will be the primary site attractions. The site is also adjacent to a commuter bicycle route and a Metro bus route.

- o Access Improvements: Double boat ramp and trailer parking, fishing pier, temporary moorage, landscaping, picnic amenities, container shipping interpretive information and covered view tower, parking and signage.
- o Special Conditions: The existing dock on the site will be converted to serve as the fishing pier. Other aesthetic improvements may substitute for landscaping provided that DCLU approves the substitution.

When developed, the site will also be designed to accommodate "heavy" lifts either on to shore or from shore, which do not require any special onshore equipment. This additional public use will result in design modifications to Figure 2, but will not be considered either a material variance or a minor plan change. It will be designed in such a way that public safety is protected and there is minimum interruption of public access activities.

3. Terminal 18/Pioneer

- o Terminal Development: This site is associated with development of Terminal 18 including south apron rehabilitation and development of Pioneer Cement property, in the event that the Port acquires the Pioneer Cement property at the south end of T-18.
- o Location: At the south edge of T-18 and in the Spokane Street Bridge right-of-way on the East Waterway. The site is an enhancement of the City's fishing pier and promenade which will be developed on the north span of the Spokane Street bridge. The site is adjacent to a Metro bus route.
- o Access Improvements: Restroom, parking area and landscaping.
- o Special Conditions: This site is an extension of the City's planned fishing pier/public access area on the East Waterway. Other aesthetic improvements may substitute for landscaping, provided that DCLU approves the substitution. Any such improvement should be coordinated and consistent with those planned by the City.

4. Terminal 105 Viewpoint

- o Terminal Development: This site is associated with the re-development of Terminal 5 and extension of the container apron to the north, including access requirements for terminal development already permitted.
- o Location: At the north edge of T-105 on the west bank of the Duwamish Waterway. Site provides a good vantage point for viewing ships and navigational activities.

- o Access Improvements: Fishing pier, picnic tables, landscaping, hand boat launch, parking and signage.
- o Special Conditions: This site has been authorized by the Port Commission for two shoreline permits already granted by the City's DCLU. The covered picnic tables and an additional 1/4 acre of land area are associated with future extension of the container apron at the north end of T-5. Other aesthetic improvements may be substituted for landscaping with DCLU approval. Any site improvements should be coordinated and consistent with those planned by the City. An existing transfer span on the site will be modified and serve as the fishing pier.

5. Diagonal Way South

- o Terminal Development: This site is associated with shoreline development at Terminal 106, the vacation of a portion of South Oregon Street and shoreline development at Terminal 108.
- o Location: In and adjacent to the street right-of-way at Diagonal Way South on the east bank of the Duwamish Waterway. The site offers direct access to the river and views across the waterway to Kellogg Island. This site is adjacent to an existing bicycle route and a Metro bus route.
- o Access Improvements: Beach access, hand boat launch, picnic tables, landscaping, parking and signage.
- o Special Conditions: None.

6. Terminal 107/Kellogg Island

- o Terminal Development: This site is associated with development of Terminal 105 including the vacation of SW Idaho and Dakota Streets; development of Terminal 107 including the vacation of SW Alaska Street shoreline development of the Seaboard property, in the event that the Port acquires the Seaboard property, and the southern upland portion of the terminal; and shoreline development at Pier 32.
- o Location: In the middle of T-107 at SW Edmunds Street on the west bank of the Duwamish Waterway and on Kellogg Island.
- o Access Improvements: Wildlife habitat interpretation, archeological interpretation, covered picnic tables, landscaping, bank stabilization parking, signage, linear access path, and restroom.

- o Special Conditions: Ten acres on and around the important intertidal habitat area at the north end of the island will be set aside as a public access reserve. It will remain undeveloped and not have any direct physical access to the upland in order to protect habitat values. Furthermore, there will be no commercial or marine terminal development on the remainder of Kellogg Island, approximately 20-acres. This Plan does not prejudice decisions on the future non-commercial use of the remainder of the island for habitat mitigation, which will be determined through a separate review process.

Local Indian tribes will be consulted in the design/development of the archeological interpretive information display. The public restroom will be added only after consideration of usage volume and public security needs. If it is determined that a restroom is not an appropriate improvement, a substitute improvement will be determined through the Plan Change Procedures section of this chapter.

The linear access path will extend from the southern edge of the upland site south along the shoreline as far as the Ideal Cement property where it will connect to West Marginal Way. It will be designed so that it is a spur of the proposed Duwamish Trail, a multi-use trail proposed in conjunction with the Metro pipeline project along the West Marginal Way corridor.

7. Terminal 115 Viewpoint.

- o Terminal Development: This site is associated with Terminal 115 facility maintenance and shoreline development of the Kaiser property, in the event that the Port acquires the Kaiser property.
- o Location: South of T-115 on City property adjacent to First Avenue South Bridge right-of-way on the west bank of the Duwamish Waterway.
- o Access Improvements: Picnic amenities, hand boat launch, landscaping and signage.
- o Special Conditions: These improvements will be added to a small, existing public access site. Landscaping improvements will be coordinated and consistent with City landscaping standards.

8. First Avenue South Boat Ramp

- o Terminal Development: This site is associated with shoreline development of the southern portion of Terminal 115.
- o Location: At the existing boat ramp under the First Avenue South Bridge on the east bank of the Duwamish Waterway.

- o Access Improvements: Improvements to trailer parking, landscaping, signage, temporary moorage, and improvements to the boat ramp.
- o Special Conditions: These improvements will be added to the existing boat ramp and adjacent area. Landscaping improvements will be coordinated and consistent with City landscaping standards.

9. South Portland/8th Avenue South

- o Terminal Development: This site is associated with Terminal 30 development (improvement of Pier 27, and the vacation and fill of Sout Forest Street).
- o Location: South of the First Avenue South Bridge on the west side of the waterway in the South Park community at Eighth Avenue South and South Portland Street. This site has pedestrian access from the adjacent residential community, and is close to a Metro bus route.
- o Access Improvements: Shoreline improvements, picnic amenities, landscaping, signage, bike path connection between S. Riverside Drive and 8th Avenue South street right-of-ways.
- o Special Conditions: The City's public access policies allow the Port to provide access at sites removed from marine terminal development. While most of the sites are adjacent to Port projects, the South Portland site is located in South Park. This site was selected over additional sites to the north because (1) the other seven sites provide ample access in the Duwamish Waterway, and (2) a site in the South Park area would help satisfy well-documented neighborhood access needs where other public dollars are not available.

TABLE 1. PORT OF SEATTLE'S COMPREHENSIVE PUBLIC ACCESS PLAN FOR THE DUWAMISH WATERWAY

This table shows the public access program elements for the eight public access sites and the linear shoreline frontage, square footage and estimated costs (1984 dollars) for each site.

TERMINAL DEVELOPMENT	PUBLIC ACCESS SITES AND ACCESS PROGRAM ELEMENTS	WATER FRONTAGE/LAND AREA		ESTIMATED TOTAL COST
		TOTAL PUBLIC ACCESS	CITY PROPERTY	
1.1 Pier 32	1.1 ALASKAN WAY SOUTH INTERIM: a. Clean up Alaskan Way So. site. b. Parking and Signage	250'	250'	\$ 60,000
1.2 Pier 27 GATX Terminal 25	1.2 GATX a. Trailer Boat Launch with double ramp b. Fishing Pier (conversion of existing dock) c. Temporary Moorage d. Landscaping or Other Aesthetic Improvements* e. Picnicking f. Interpretive Information on Container Operations g. Parking and Signage h. View Tower with Weather Protection i. Accommodate industrial use for "heavy lifts" on-shore/off-shore. Should minimize interference with boat ramp use.	250' 100,650 s.f.	250' 100,650 s.f.	\$925,000

*Other aesthetic improvements may substitute for landscaping subject to DCLU approval.

TABLE 1. PORT OF SEATTLE'S COMPREHENSIVE PUBLIC ACCESS PLAN FOR THE DUWAMISH WATERWAY (continued)

TERMINAL DEVELOPMENT	ACCESS PROGRAM ELEMENTS	WATER FRONTAGE/LAND AREA				ESTIMATED TOTAL COST
		TOTAL		CITY		
		PUBLIC ACCESS	PORT PROPERTY	PUBLIC ACCESS	PROPERTY	
2. Terminal 18	2. TERMINAL 18/PIONEER a. Restroom at City's Fishing Pier b. Additional Parking for Fishing Pier c. Landscaping or Other Aesthetic Improvements*	22' 4,070 s.f.	22' 4,070 s.f.			\$90,000
3. Terminal 5	3. TERMINAL 105 PUBLIC ACCESS a. Fishing Pier (convert existing pier) b. Covered Picnic Tables c. Landscaping or Other Aesthetic Improvements* d. Hand Boat Launch e. Parking and Signage	212'	212'	32,670 s.f.		\$230,000
4. Terminal 106 Terminal 108	4. DIAGONAL WAY SOUTH a. Beach Access b. Hand Boat Launch c. Picnicking d. Landscaping e. Parking and Signage	220' 48,714 s.f.	155' 29,214 s.f.	65' 19,500 s.f.		\$191,000

*Other aesthetic improvements may substitute for landscaping subject to DCLU approval.

TABLE 1. PORT OF SEATTLE'S COMPREHENSIVE PUBLIC ACCESS PLAN FOR THE DUWAMISH WATERWAY (continued)

TERMINAL DEVELOPMENT	ACCESS PROGRAM ELEMENTS	WATER FRONTAGE/LAND AREA			ESTIMATED TOTAL COST
		TOTAL PUBLIC ACCESS	PORT PROPERTY	CITY PROPERTY	
5. Pier 32 Terminal 105 Terminal 107	5. TERMINAL 107/KELLOGG ISLAND a. Wildlife Habitat Interpretation b. Archeological Interpretation (w/Emphasis on cooperation w/local Indian Tribes) c. Covered Picnic Tables d. Landscaping and Bank Stabilization e. Restroom (if judged safe) f. Parking and Signage g. Linear Access Path to South to Ideal Cement property (suitable as a spur for Duwamish Trail traffic) h. Forego commercial or marine terminal development on remainder of Kellogg Island	1,830' 658,850 s.f.	1,780' 641,350 s.f.	50' 17,500 s.f.	\$804,000
6. Terminal 115/ Kaiser	6. TERMINAL 115 VIEWPOINT a. Picnicking b. Hand Boat Launch c. Landscaping and Signage d. Improve Parking	160' 25,500 s.f.	160' 25,500 s.f.		\$105,000

TABLE 1. PORT OF SEATTLE'S COMPREHENSIVE PUBLIC ACCESS PLAN FOR THE DUWAMISH WATERWAY (continued)

TERMINAL DEVELOPMENT	ACCESS PROGRAM ELEMENTS	WATER FRONTAGE/LAND AREA				ESTIMATED TOTAL COST
		TOTAL PUBLIC ACCESS	PORT PROPERTY	CITY PROPERTY		
7. Terminal 115	7. FIRST AVENUE SOUTH BOAT RAMP	240'		240'		\$90,000
	a. Improve Trailer Parking					
	b. Landscaping and Signage	19,311 s.f.		19,311 s.f.		
	c. Temporary Moorage					
	d. Improve Boat Ramp					
8. Pier 27	8. SOUTH PORTLAND/EIGHTH AVENUE SOUTH	345'	345'			\$85,000
	a. Shoreline Improvements					
	b. Picnicking					
	c. Landscaping and Signage					
	d. Extend to North and Connect with S. Riverside Drive	17,000 s.f.	13,000 s.f.	4,000 s.f.		
PUBLIC ACCES IMPROVEMENTS						
TOTAL WATER FRONTAGE/LAND AREA						
	TOTAL PUBLIC ACCESS					
	PORT PROPERTY					
	CITY PROPERTY					
	TOTAL PROGRAM COST					
		3,279'	2,764'	515'		
		895,875 s.f.	810,064 s.f.	85,811 s.f.		\$2.5 million
POSSIBLE STREET VACATIONS						
TOTAL WATER FRONTAGE/LAND AREA						
		675'				
		498,592 s.f.				

Plan Administration

The following sections describe procedures for administering and implementing the Plan. Topics covered include: Access development costs, access development phasing, code compliance in site design, completion of access, permanence of access, maintenance and security, plan change procedures, and overall Duwamish public access program.

1. Access Development Costs

The total capital cost of developing the eight public access sites is projected at \$2.5 million in 1984 dollars. In addition, the Port is contributing land valued at approximately \$6 million (1984 dollars) to the public access program. Therefore, the total cost to the Port for the public access plan is about \$8.5 million. These are order-of-magnitude cost estimates and are presented for comparative purposes. They should not be considered as a budget for the access plan. These figures do not include maintenance costs, utility relocation costs, security costs and other overhead associated with ongoing administration costs.

2. Access Development Phasing

The public access sites will be developed in phases. Each phase is triggered by development of a specified marine terminal project. The detailed phasing schedule is described in Table 2 located at the end of this chapter. For example, when the Port makes yard improvements and demolishes buildings at Terminal 5, picnicking facilities, hand boat launch, fishing pier, parking and signage will be developed at the T-105 access site. Some access sites will not be developed all at once, but in phases. As more terminal development occurs, additional improvements will be provided, as specified in the Plan. (It should be noted that generally the funds and land base for each access site will be committed in the first phase of access development.) Furthermore, when the Port Commission approves a marine terminal project budget, the costs for the associated public access improvements will generally be authorized at the same time.

Modifications may be made to the phasing scheme shown on Table 2 should the order of Port marine terminal developments change. For example, if a terminal project associated with Phase 2 of an access site development was to shift and precede a terminal project associated with Phase 1 of that site's development, the access improvements would be exchanged. This flexibility is important for two reasons. First, it allows the Port to better respond to rapidly changing business conditions that may necessitate revising the priority of marine terminal development projects. Second, it permits access amenities to be developed in a logical sequence. This will be treated as a minor change to the Plan unless more than one access site is affected. (Plan Change Procedures are described later in this chapter.)

It is desirable to have an approximate balance between the scale of a development project and the scale of the access improvement associated with that project. Table 2 reflects this balance. (It is

also recognized that a primary goal of the plan was to develop major destination sites by concentrating improvements at only a few locations: Kellog Island and secondarily at GATX and Diagonal Way. Therefore, the balance between marine terminal development and public access improvements will not always be one to one.) However, in cases where a large-scale development project is shifted to precede a small scale project, it may be necessary to develop more of the access improvements in the first phase to correspond to the large-scale project, leaving fewer improvements for the second phase. Similarly, if a small-scale project is shifted to precede a large-scale project, fewer improvements may be made in the first phase to correspond to the small-scale project.

Modifications made to the phasing scheme affecting only one access site would be considered minor plan changes, and as such would be clarified in shoreline permit documents or street vacation petitions, as discussed in the Plan Change Procedures Section chapter. Modifications to the phasing scheme affecting more than one access site would be considered to be a material variance.

3. Code Compliance in Site Design

The final design of each public access site will be in conformance with all applicable City code requirements and public health and safety standards. All necessary documentation and testing shall be the responsibility of the Port. If a site poses a significant risk to public health or the environment, an alternate access site must be identified following the procedures established for a material variance from the Plan.

Full environmental review will occur as permit applications for development are submitted.

4. Completion of Access

The public access improvements associated with particular marine terminal projects are to be open to the public when construction of the marine terminal facility specified in the Plan is completed and accepted by the Port Commission. This is in accordance with the regulated public access requirement of the Seattle Shoreline Master Program.

5. Permanence of Access

It is intended that adoption of this Plan by the Port Commission and City Council, together with implementing permit conditions and street vacation agreements, provide the mechanism for sufficiently committing the sites identified in the Plan to permanent public access. Additional assurance will be provided by conveying to the City a public access easement on all Port property developed as public access. Thus, even if the property containing the public access is sold or redeveloped by the Port, the public access associated with that development will remain. However, a public access point and its associated easement may be relocated at a future date with the agreement of the Port Commission and City Council, with a recommendation from the Board of Public Works.

The Terminal 105 access site is an exception to this rule. The easement will not be conveyed until such time as decisions on the rail bridge relocation and the Duwamish Widening and Deepening Project are made, since these decisions impact the final location of the public access site. Should the Terminal 105 access site require relocation either prior to or following construction, the plan change procedures as specified in this chapter shall guide the review process.

6. Maintenance and Security

The Port will maintain the public access improvements and landscaping on all sites where primarily Port property is involved, with the exception of the T-18/Pioneer Cement site, which is an addition to a proposed City public access site. Once all sites are developed, it is estimated that annual maintenance costs to the Port will be approximately \$39,000 (1984 dollars). This includes landscaping maintenance, structural repairs and utility costs. The sites for which the Port will provide maintenance are:

GATX
T-105
T-107/Kellogg Island
Diagonal Way South

The Port of Seattle Police will provide security at Port-owned public access sites, except for the T-18/Pioneer Cement site.

Access improvements developed primarily on City owned street ends or property will be conveyed to the City; therefore, maintenance and security of these sites will be a City responsibility. Sites for which the City will provide maintenance are:

T-18/Pioneer Cement
First Avenue South Boat Ramp
T-115 Viewpoint
Eighth Avenue South/South Portland

7. Plan Change Procedures

The public access improvements proposed in the Plan are intended to satisfy all City public access requirements for development of the marine terminal areas identified in the Plan and full compensation to the City for identified street vacations. It is anticipated that 16 shoreline permits and 6 street vacations will be needed for development of the properties listed in the Plan. However, if fewer shoreline permits are needed to fully develop the specified area, the Port remains committed to the development of each access improvement identified in the Plan for that particular site. Similarly, if more shoreline permits are needed for development of a specific property listed in the Plan, it is not intended that the Port would increase the amount of access improvements at that site. The properties covered by this Plan are identified on Figure 1 and specified in Appendix A.

Once the Plan is approved, the Port intends to provide the amounts and types of public access specified in the Plan as it develops the corresponding marine facilities. The Port and City agree that adoption of this Plan

guarantees that no permit or street vacation shall be denied or delayed on public access grounds as long as the Plan is followed. It is recognized, however, that some changes may become necessary or desirable and that it is preferable to make such changes through administrative channels whenever possible. The following two procedures shall provide direction to the Port and City when and if it becomes necessary to modify Plan provisions.

For the purpose of determining whether there is a departure from the Plan in size, linear shoreline frontage or location of public access sites, the baseline is established by reference to Table 1 and Figure 2-9. Landmarks such as property ownership boundaries and street rights-of-way indicated on the figures shall establish the location of the sites.

a. Minor Plan Changes--Administrative Revision Process

- (1) The following are considered to be examples of minor Plan changes: when there is an increase in a development project's size by less than 15% in area or linear front footage; or a proposed change in the sequence of access development phasing at a site because the sequence of terminal development projects in the Plan is changed (provided that the change in phasing affects only one access site); or a change in access site design that does not affect Plan elements as listed in Table 1; the administrative process described below applies. In recognition of map inaccuracies and the difficulty of calculating precise access areas from them, access site size changes of less than 10% are not considered Plan changes.
- (2) Minor Plan changes are handled through the following administrative process:
 - (a) The Chief Engineer shall be authorized to propose minor Plan changes for the Port. The Port proposes the change in its permit application or street vacation petition submitted to the City Director of DCLU and/or the Director of SED. The change is reviewed to ensure that the intent of the City's access policies is adhered to and/or the scale of development exchanged is more or less comparable.
 - (b) The negotiated review/approval process will occur within the time frame normally allowed for processing shoreline permits and street vacations.
- (3) If the Port and City cannot mutually agree on the access change, the dispute should be referred to a dispute resolution process outside of the Port Commission and the City Council. This shall include one of the following dispute resolution methods:
 - (a) Appointment, by joint consent of the City and Port, of a qualified, objective and impartial mediator to mediate the dispute. Costs of such mediation services will be borne jointly by the City and Port.

- (b) Appointment, by joint consent of the City and Port, of an independent arbitrator to conduct either binding or non-binding arbitration, and costs of arbitration are borne jointly by the Port and City.

b. New Port Marine Development Projects and Material Variances from Plan Provisions - Standard Process

- (1) When the Port undertakes a project requiring a shoreline permit and/or a street vacation at a location not identified in the Plan, provision of new access is required. Access provisions would be negotiated between the Port and DCLU or SED, separate from the Plan, following normal procedures. Public review would also occur as part of normal permit or street vacation processes. In the case of access provided for street vacations, Council approval is required by state law.
- (2) When the Port proposes a material variance from the Plan provisions; e.g., when a development project identified in the Plan increases in size by 15% in area or linear shoreline footage; or when the location of an access site changes by more than 200 feet; or when the size of an access site is reduced by more than 10%; or when improvement elements as listed in Table 1 are deleted; or when the Port deletes a marine terminal development from the Plan and replaces it with a new development but desires to build the access site associated with the deleted development; or when the Port proposes development at a location not identified in the Plan but desires to build an access element specified in the Plan prior to building new access. The development and access site "lose" the protection of the Plan, and access requirements for shoreline permits and/or street vacations would be reviewed according to standard processing procedures by the appropriate City agencies or the Council if street vacations are involved, within the spirit of the Plan. The Port Chief Engineer shall be authorized to propose a material variance from the Plan provisions.

8. Overall Duwamish Public Access Program

Another goal of this Plan is to develop access sites that fit into an overall framework for access to the Duwamish Waterway. Other successful access programs have found it is necessary to have such a management scheme and time-phased action plan to achieve the result of enhanced public access. Therefore, the Port sites were selected to complement existing and proposed access sites and to link to the future development of a bicycle corridor through the area. To help ensure that the public is aware of available access in an area that is off the beaten track of recreationalists and tourists, the Port will institute a signing program as the sites are developed and prepare a pocket map of Duwamish access sites and interest points for broad distribution as soon as several of the access sites are developed.

TABLE 2
 COMPREHENSIVE PUBLIC ACCESS PLAN
 DEVELOPMENT PHASING SCHEDULE

This list shows the projected phasing schedule for providing public access improvements to sites as Port projects proceed. The numbered items are potential Port development projects (see Figure 1) followed by a short project description. Under each numbered item is a short description of the projected effect the project will have on the shoreline, followed by public access elements (Table 1) associated with each project. The priority notation indicates the likely chronologic sequence of development in numbers 1 to 5, with 1 representing earlier construction than 5.

1. T-30, P-32

TERMINAL
 DEVELOPMENT

Develop container yard, berth; install cranes.
 (Alter 460' of shoreline from liquid bulk berth to container apron.)

Priority 1

ACCESS
 DEVELOPMENT

Alaskan Way South
 a. Parking & signage
 b. Clean up site

T-107/Kellogg Island

c. Linear access path to south to Ideal Cement (suitable as spur for Duwamish Trail traffic)

2. T-30, P-27

TERMINAL
 DEVELOPMENT

Vacate S. Forest Street Fill, develop yard, berth; install cranes. (Alter 710' of shoreline from rip-rap & rail barge spans to container apron.)

Priority 3

ACCESS
 DEVELOPMENT

S. Portland & 8th Avenue South
 a. Shoreline improvements
 b. Picnicking
 c. Landscaping & signage
 d. Extend to north & connect with S. Riverside Dr.

3. T-30, GATX

TERMINAL
 DEVELOPMENT

Vacate Alaska Way S. Develop container yard, berth; install cranes. (Alter 530' of shoreline with existing petroleum pier and rip-rap to container apron.)

Priority 3

ACCESS
DEVELOPMENT

GATX

- a. Double trailer boat ramp
- b. Fishing pier (conversion)
- c. Temporary moorage
- d. Landscaping or other aesthetic improvements
- e. Parking & signage
- f. Industrial waterway/street intermodal exchange

4. T-25

TERMINAL
DEVELOPMENT

Demolish buildings; improve yard area. (No effect on shoreline.)

Priority 3

ACCESS
DEVELOPMENT

GATX

- a. Picnicking
- b. Interpretive information on container operations
- c. Viewtower with weather protection

5. T-18,
South Apron

TERMINAL
DEVELOPMENT

Demolish transit shed; rehab southern portion of apron and yard area. (Rehab 1040' of existing container apron.)

Priority 2

ACCESS
DEVELOPMENT

Terminal 18/Pioneer

- a. Restroom at City's fishing pier

6. T-18, Pioneer

TERMINAL
DEVELOPMENT

Demolish structures; construct container yard, berth. (Upgrade 590' of existing dock.)

Priority 4

ACCESS
DEVELOPMENT

Terminal 18/Pioneer

- a. Additional parking for fishing pier
- b. Landscaping or other aesthetic improvements

7. T-5

TERMINAL
DEVELOPMENT

Demolish transit shed; rebuild & add new apron; rehab container yard; install cranes--includes access for previous permit; extend container apron to north, construct container yard and berth, install additional cranes. (Rip-rap 500' of undeveloped slope; upgrade 2840' of container apron; install apron at approximately 500' of rip-rap slope.)

Priority 1 and 3

**ACCESS
DEVELOPMENT**

T-105 Public Access (3/4 acre)

- a. Fishing pier (convert existing pier)
- b. Landscaping or other aesthetic improvements
- c. Hand boat launch
- d. Covered picnic tables
- e. Parking & signage

Note: The above T-5 Terminal development describes projects currently permitted and projects for which future permits will be required. The T-5 access development describes access improvements for both existing and anticipated permits. Although all of the access improvements may be constructed in a single phase, additional public access improvements will not be required for future permits.

8. T-106

**TERMINAL
DEVELOPMENT**

Construct berth & site work for water-dependent use.
(Dredge berth at 1630' of rip-rapped slope.)

Priority 3

**ACCESS
DEVELOPMENT**

Diagonal Way South

- a. Picnicking
- b. Landscaping

9. T-108, Yard

**TERMINAL
DEVELOPMENT**

Vacate S. Oregon St./Raise to grade and provide site work (drainage, paving, etc.) for water-dependent use. (No effect on shoreline.)

Priority 2

**ACCESS
DEVELOPMENT**

Diagonal Way South

- a. Beach access
- b. Parking & signage

10. T-108, Berth

**TERMINAL
DEVELOPMENT**

Construct berth at skeleton pier and moorage dolphins.
(Dredge 1000' of berth at undeveloped shoreline.)

Priority 3

**ACCESS
DEVELOPMENT**

Diagonal Way South

- a. Hand boat launch

11. T-105,
Phases I & II

**TERMINAL
DEVELOPMENT**

Vacate SW Idaho & Dakota Sts. Construct container yard and barge berth. (Alter 1100' of improved shoreline.)

Priority 1

**ACCESS
DEVELOPMENT**

T-107/Kellogg Island
a. Archeological interpretation
b. Landscaping & bank stabilization
c. Parking & signage

12. T-107,
Seaboard

**TERMINAL
DEVELOPMENT**

Vacate SW Alaska St. Construct berth and improve yard for container cargo handling; dredge and fill. (Alter and possibly fill 1160' of improved shoreline.)

Priority 4

**ACCESS
DEVELOPMENT**

T-107/Kellogg Island
a. Wildlife habitat interpretation
b. Covered picnic tables

13. T-107,
South End

**TERMINAL
DEVELOPMENT**

Develop as required for commercial use. (Possible alteration and fill 940' of unimproved shoreline. [It is recommended that commercial development of the island be precluded and that any commercial development be restricted to the upland area in this portion of the terminal.]

Priority 4

**ACCESS
DEVELOPMENT**

T-107/Kellogg Island
a. Restroom (if judged safe)

14. T-115, Facility
Maintenance

**TERMINAL
DEVELOPMENT**

Maintain existing apron; expand container yard. (Preventive maintenance of 1800' of apron.)

Priority 4

**ACCESS
DEVELOPMENT**

T-115 Viewpoint
a. Landscaping & signage
b. Hand boat launch
c. Improve parking

15. T-115, Kaiser

TERMINAL
DEVELOPMENT

Develop yard area. (No effect on the shoreline.)

Priority 4

ACCESS
DEVELOPMENT

T-115 Viewpoint
a. Picnicking

16. T-115,
South End

TERMINAL
DEVELOPMENT

Construct berth and develop site as required. (Improve dock and 340' of developed shoreline.)

Priority 2

ACCESS
DEVELOPMENT

1st Avenue South Boat Ramp
a. Improve trailer parking
b. Landscaping & signage
c. Temporary moorage
d. Improve boat ramp

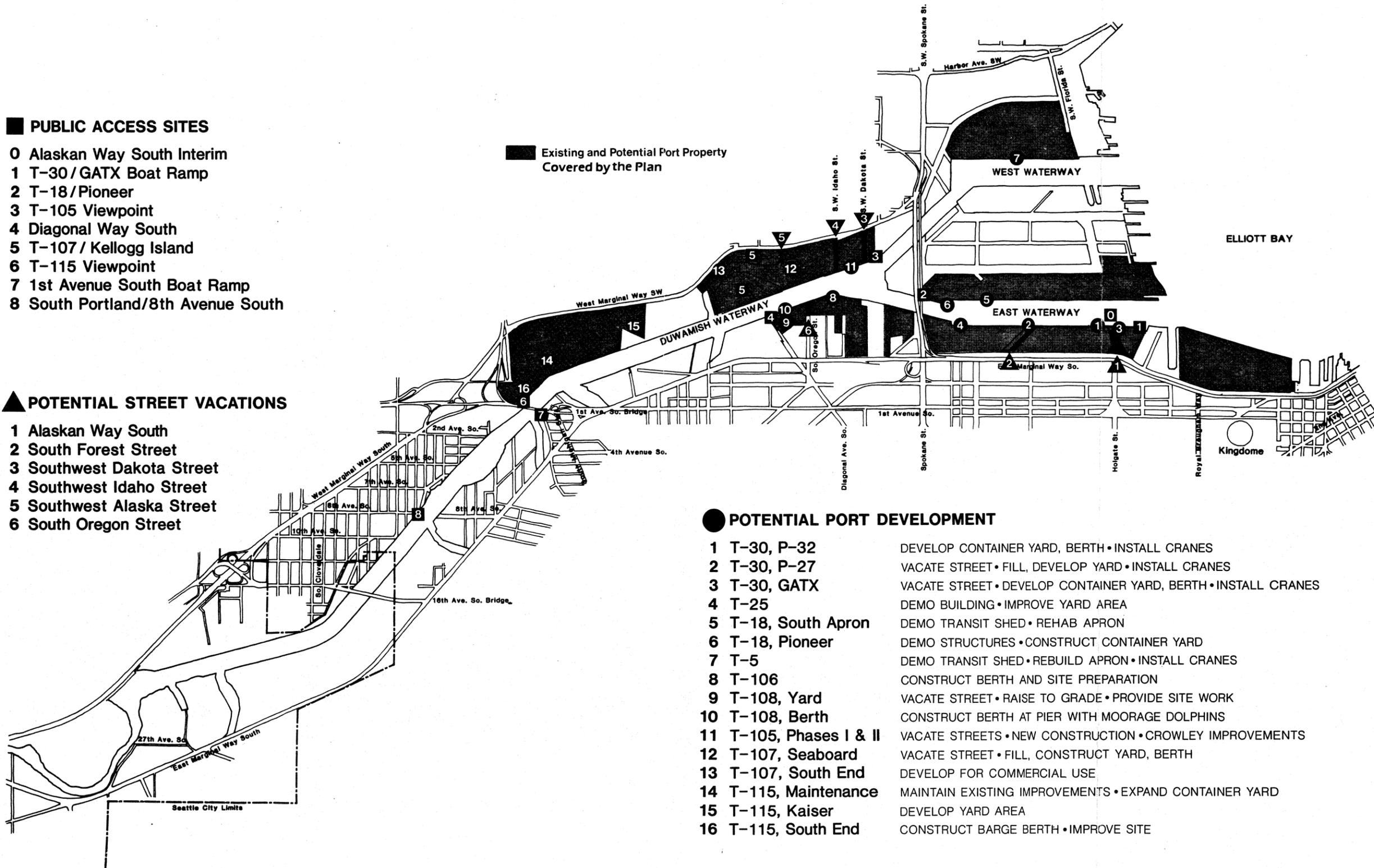
■ PUBLIC ACCESS SITES

- 0 Alaskan Way South Interim
- 1 T-30/GATX Boat Ramp
- 2 T-18/Pioneer
- 3 T-105 Viewpoint
- 4 Diagonal Way South
- 5 T-107/Kellogg Island
- 6 T-115 Viewpoint
- 7 1st Avenue South Boat Ramp
- 8 South Portland/8th Avenue South

▲ POTENTIAL STREET VACATIONS

- 1 Alaskan Way South
- 2 South Forest Street
- 3 Southwest Dakota Street
- 4 Southwest Idaho Street
- 5 Southwest Alaska Street
- 6 South Oregon Street

■ Existing and Potential Port Property Covered by the Plan



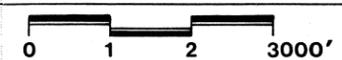
● POTENTIAL PORT DEVELOPMENT

- | | |
|-------------------------|--|
| 1 T-30, P-32 | DEVELOP CONTAINER YARD, BERTH • INSTALL CRANES |
| 2 T-30, P-27 | VACATE STREET • FILL, DEVELOP YARD • INSTALL CRANES |
| 3 T-30, GATX | VACATE STREET • DEVELOP CONTAINER YARD, BERTH • INSTALL CRANES |
| 4 T-25 | DEMO BUILDING • IMPROVE YARD AREA |
| 5 T-18, South Apron | DEMO TRANSIT SHED • REHAB APRON |
| 6 T-18, Pioneer | DEMO STRUCTURES • CONSTRUCT CONTAINER YARD |
| 7 T-5 | DEMO TRANSIT SHED • REBUILD APRON • INSTALL CRANES |
| 8 T-106 | CONSTRUCT BERTH AND SITE PREPARATION |
| 9 T-108, Yard | VACATE STREET • RAISE TO GRADE • PROVIDE SITE WORK |
| 10 T-108, Berth | CONSTRUCT BERTH AT PIER WITH MOORAGE DOLPHINS |
| 11 T-105, Phases I & II | VACATE STREETS • NEW CONSTRUCTION • CROWLEY IMPROVEMENTS |
| 12 T-107, Seaboard | VACATE STREET • FILL, CONSTRUCT YARD, BERTH |
| 13 T-107, South End | DEVELOP FOR COMMERCIAL USE |
| 14 T-115, Maintenance | MAINTAIN EXISTING IMPROVEMENTS • EXPAND CONTAINER YARD |
| 15 T-115, Kaiser | DEVELOP YARD AREA |
| 16 T-115, South End | CONSTRUCT BARGE BERTH • IMPROVE SITE |



POTENTIAL PORT DEVELOPMENT & PUBLIC ACCESS SITES

FIGURE 1



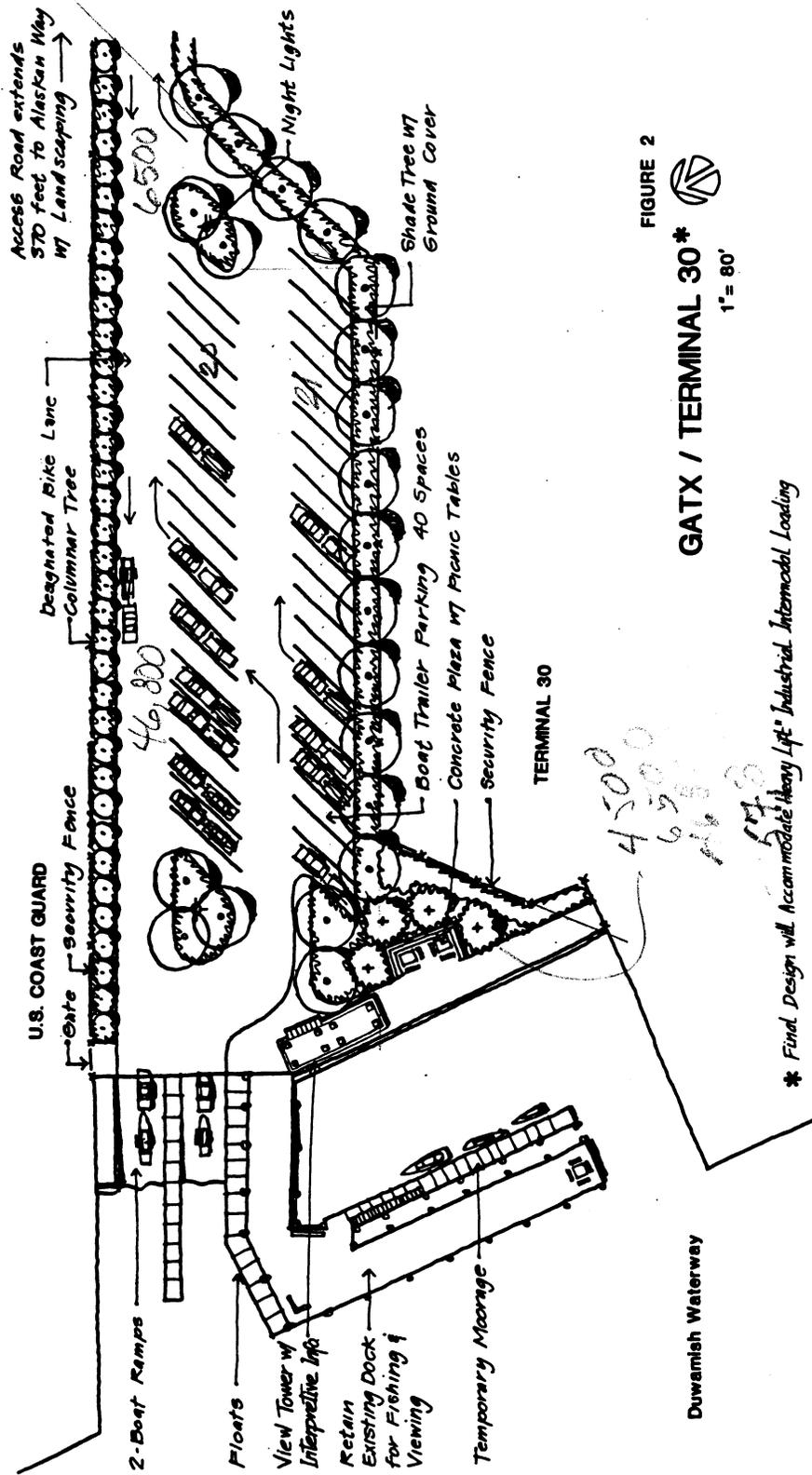


FIGURE 2



GATX / TERMINAL 30*

1" = 80'

* Final Design will Accommodate Heavy Light Industrial Intermodal Loading

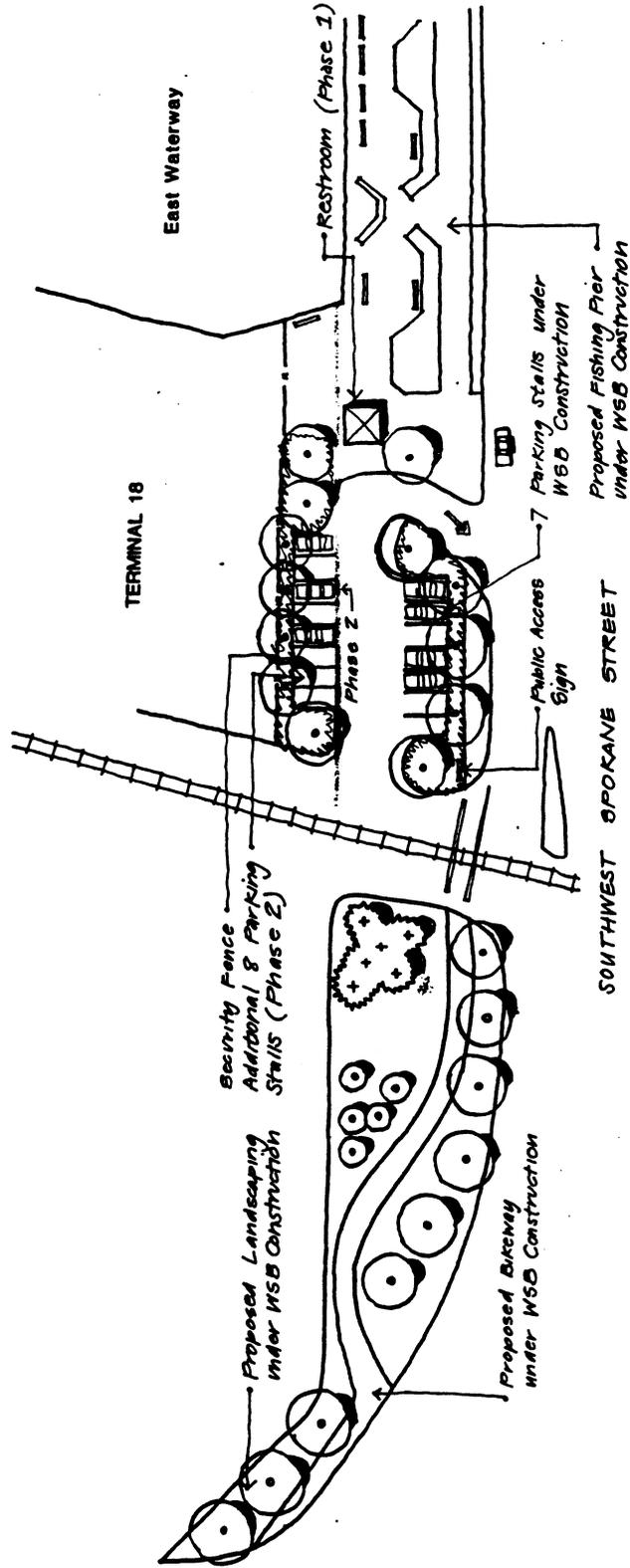


FIGURE 3



TERMINAL 18 / PIONEER CEMENT

1" = 80'

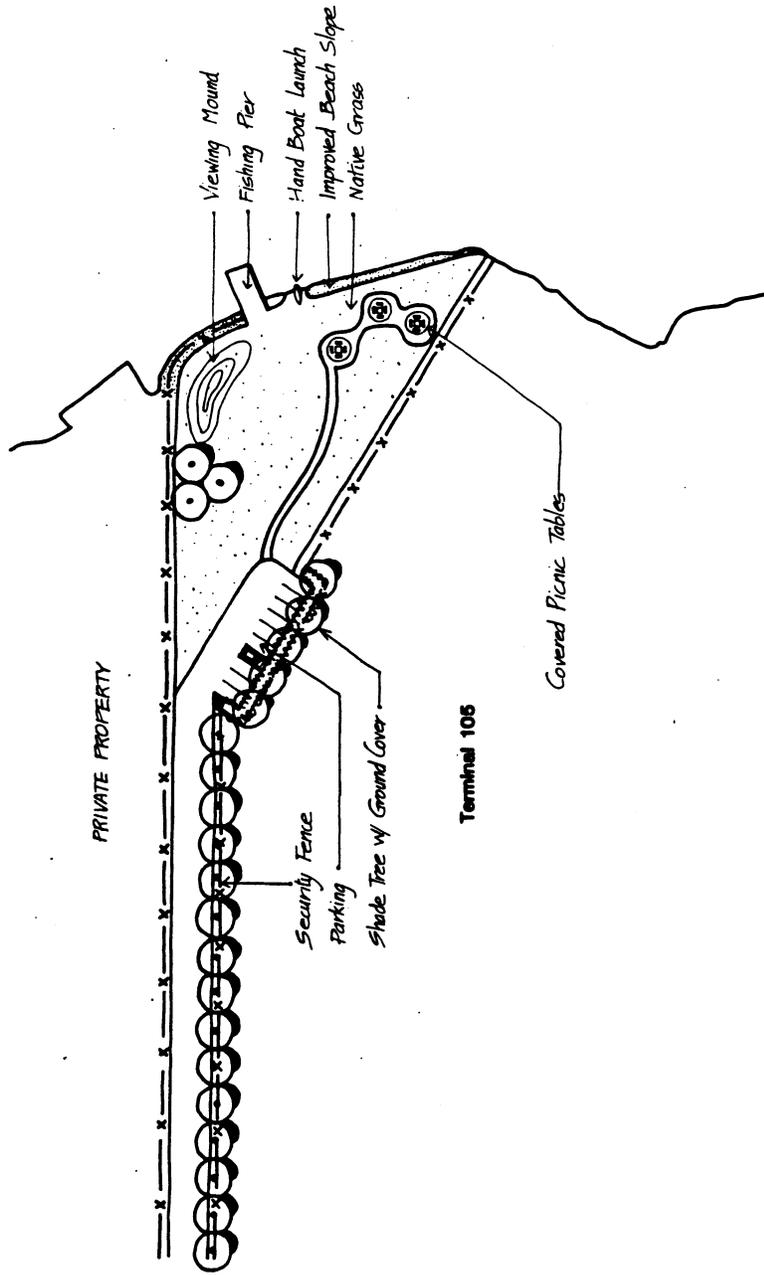


FIGURE 4



TERMINAL 105 VIEWPOINT

1" = 150'

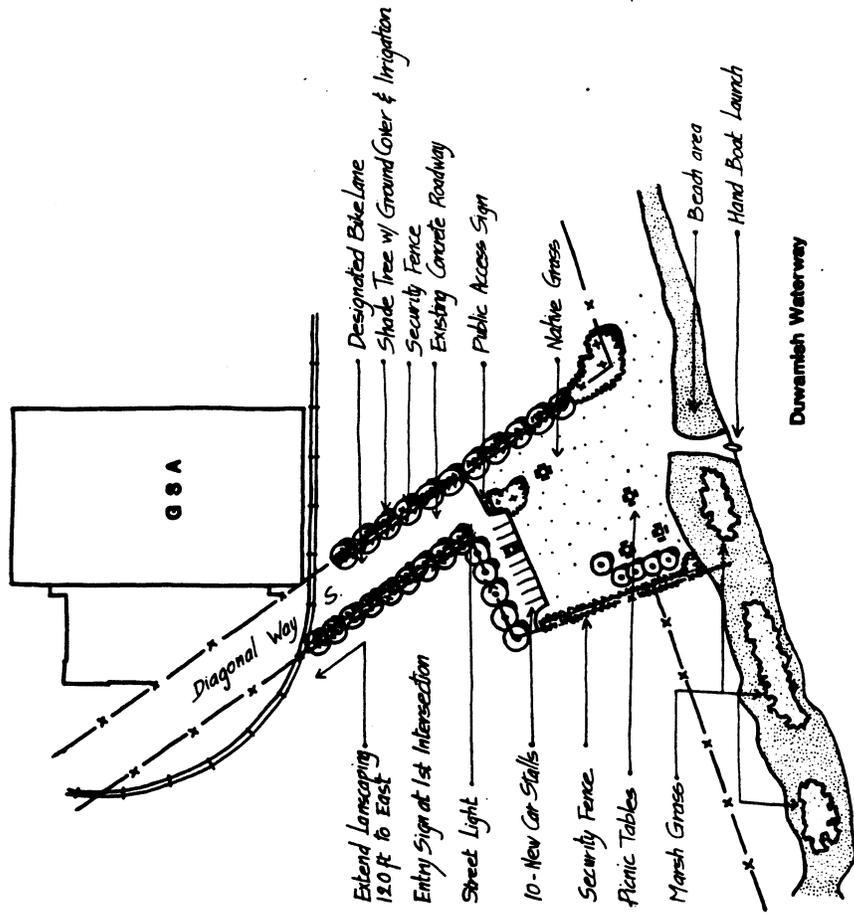


FIGURE 5



DIAGONAL WAY SOUTH

1" = 200'

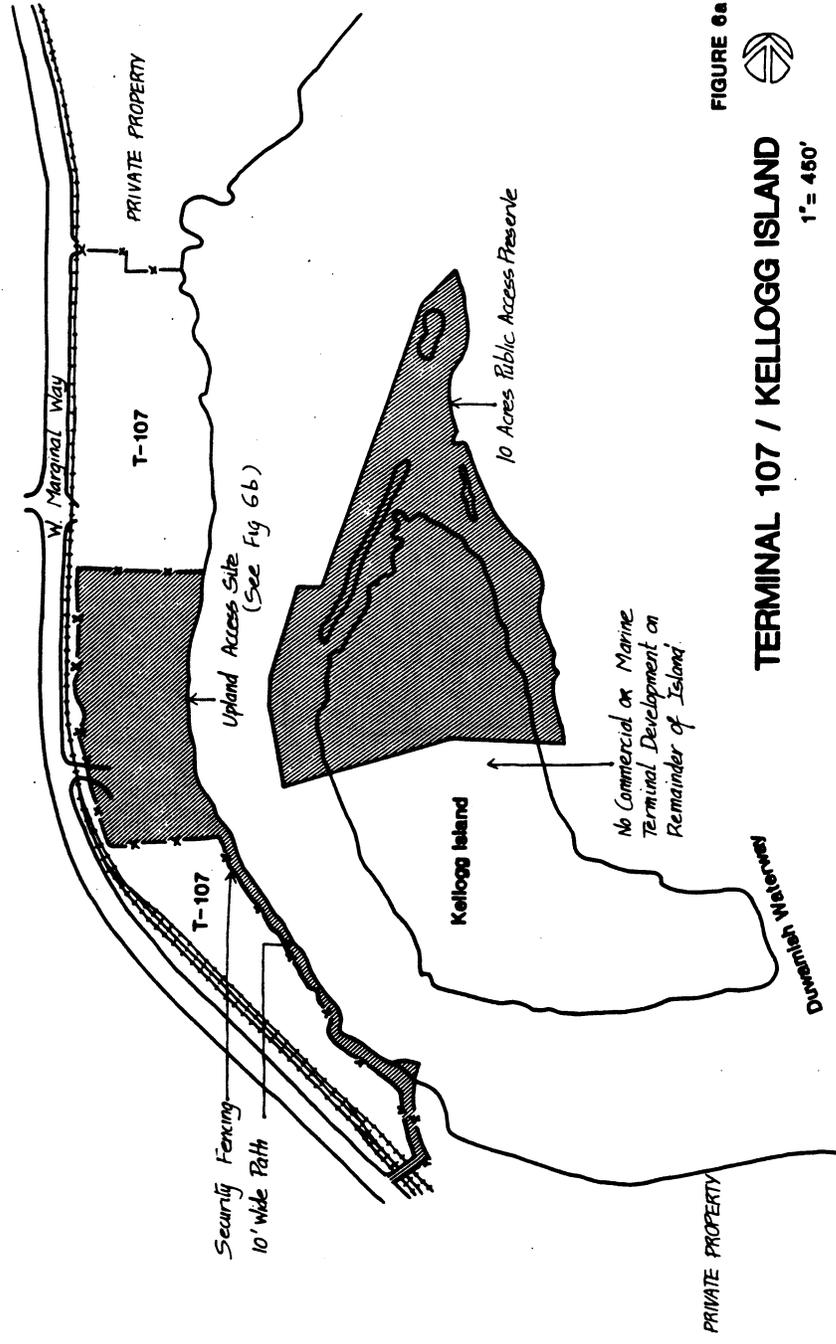


FIGURE 6a



TERMINAL 107 / KELLOGG ISLAND

1" = 450'

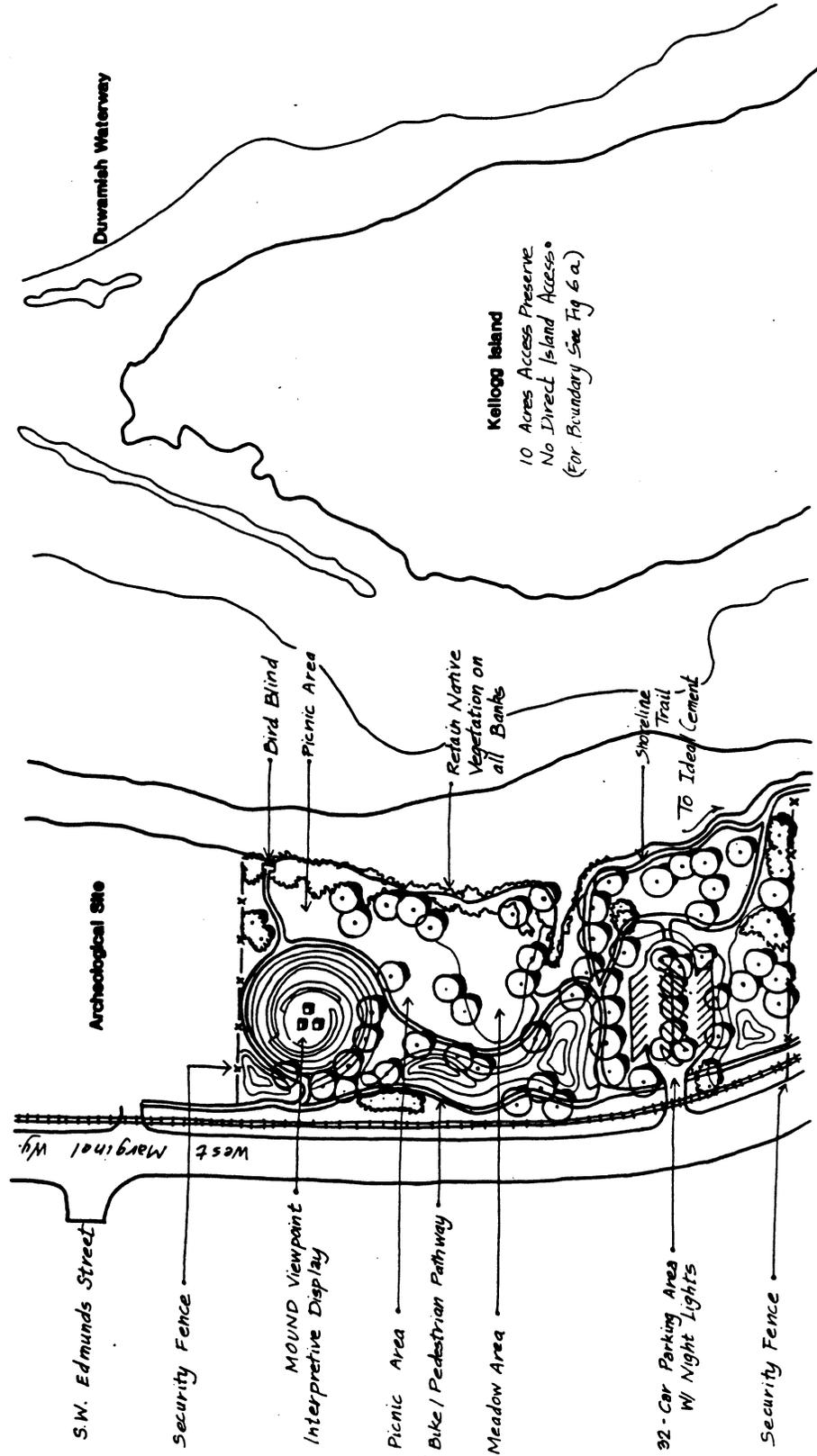


FIGURE 6b



TERMINAL 107 / KELLOGG ISLAND

1" = 200'

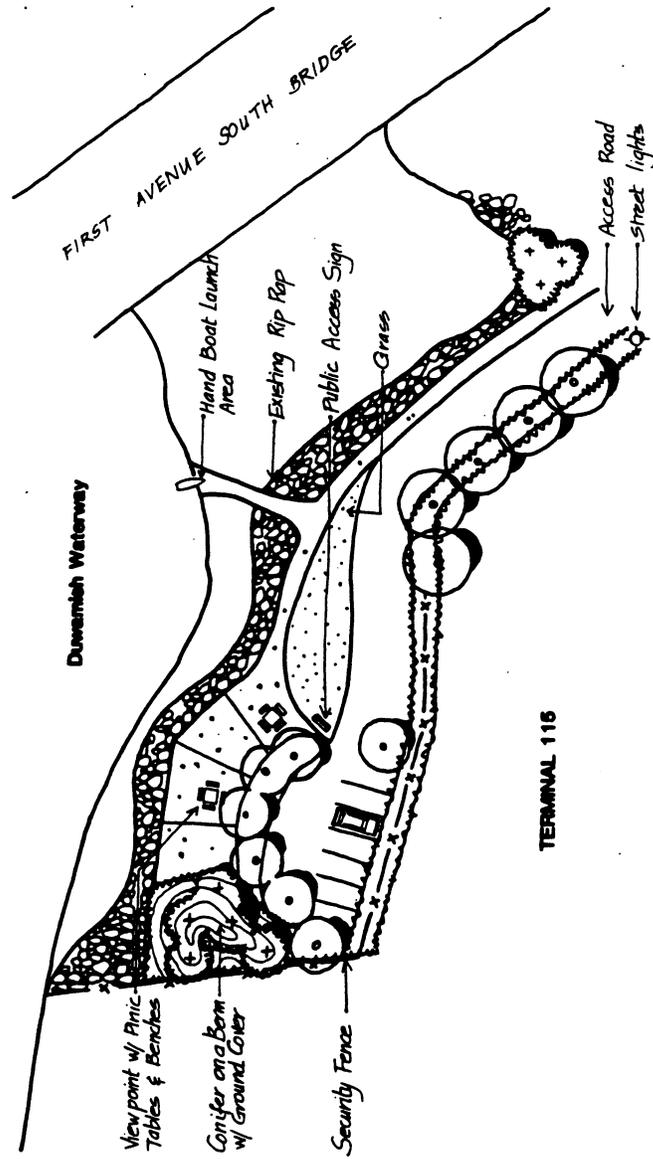


FIGURE 7



TERMINAL 115 VIEWPOINT

1" = 80'

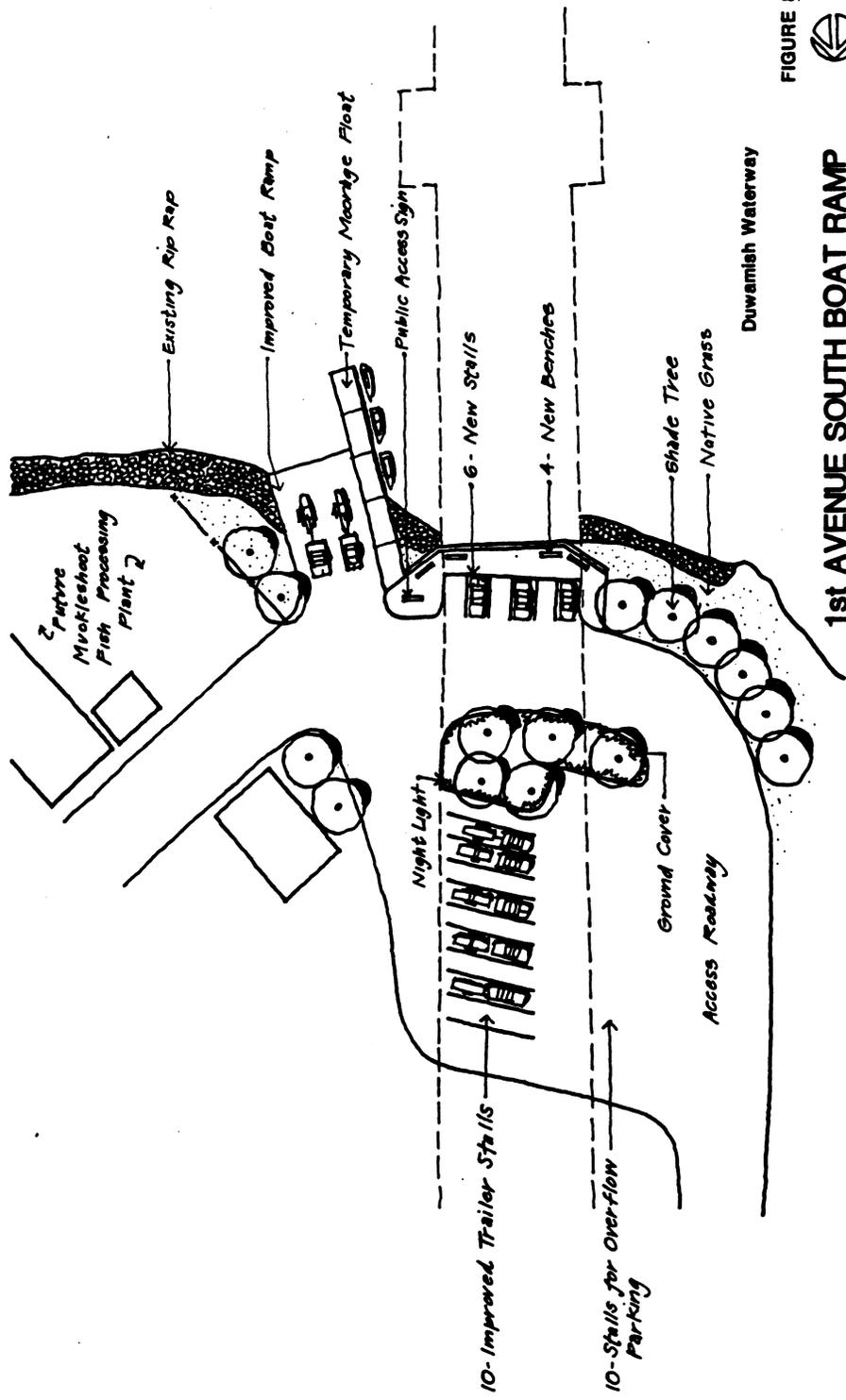


FIGURE 8



1st AVENUE SOUTH BOAT RAMP

1" = 80'

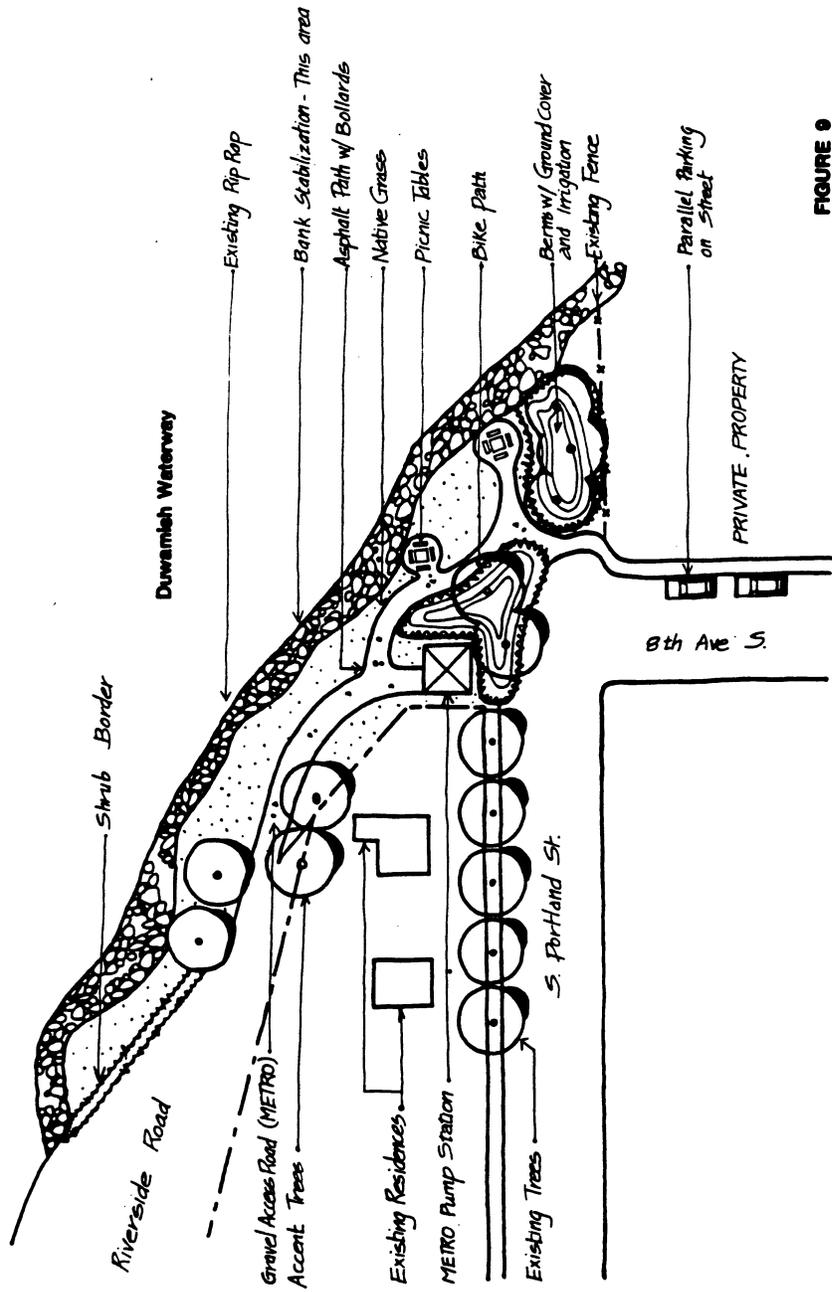
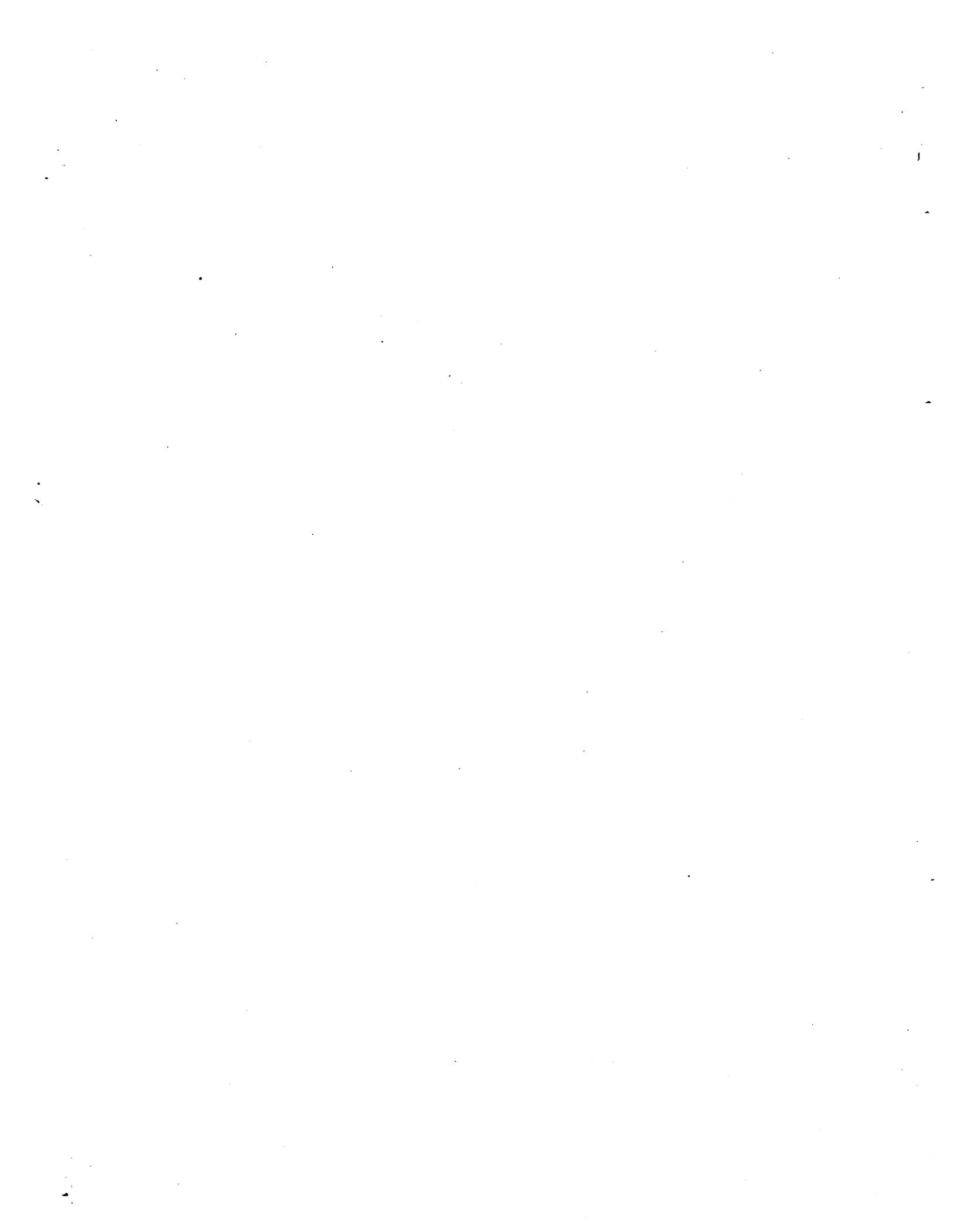
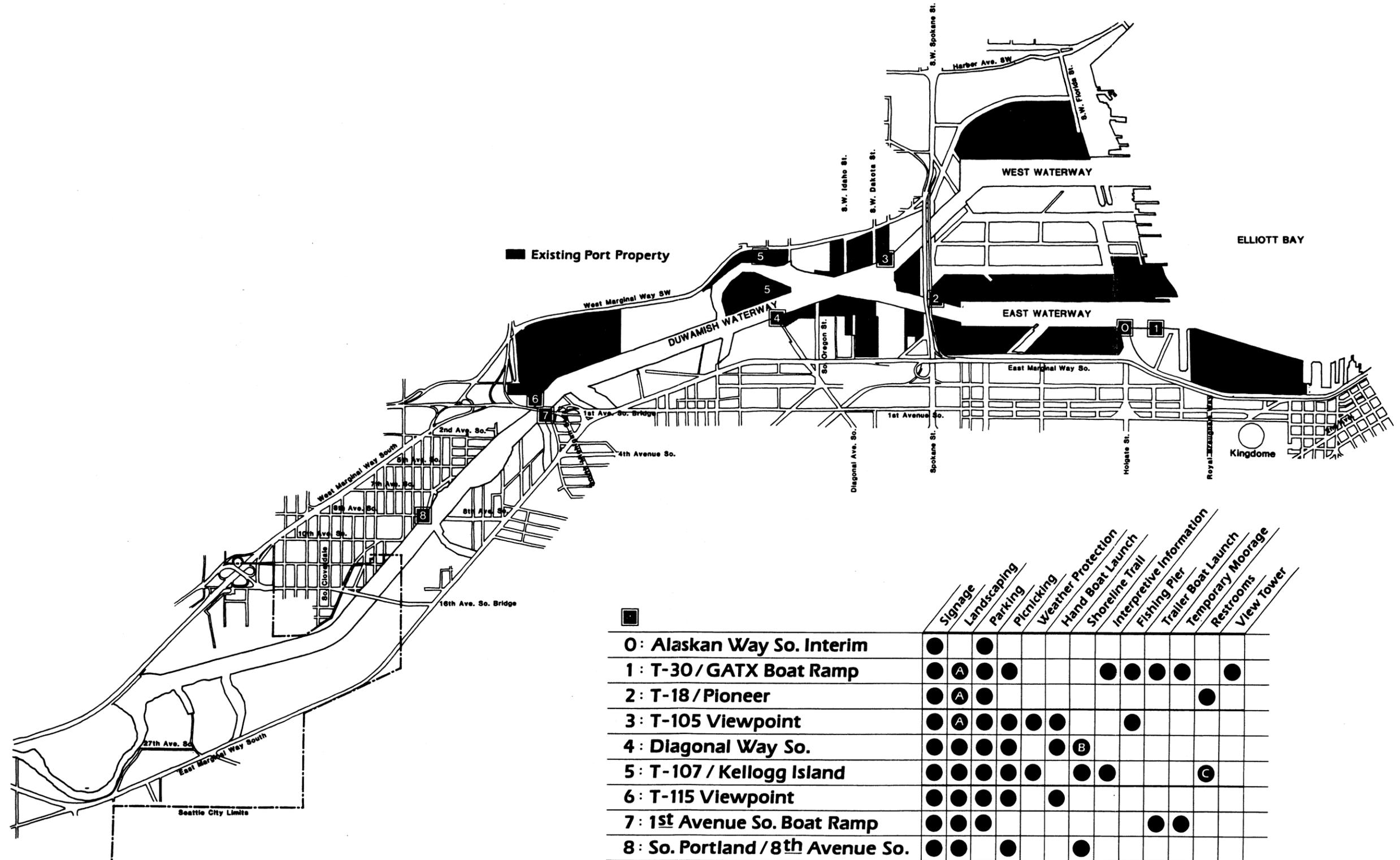


FIGURE 9



SOUTH PORTLAND / 8th AVENUE SOUTH
 1" = 80'





	Signage	Landscaping	Parking	Picnicking	Weather Protection	Hand Boat Launch	Shoreline Trail	Interpretive Information	Fishing Pier	Trailer Boat Launch	Temporary Moorage	Restrooms	View Tower
0: Alaskan Way So. Interim	●	●											
1: T-30 / GATX Boat Ramp	●	A	●	●			●	●	●	●		●	
2: T-18 / Pioneer	●	A	●								●		
3: T-105 Viewpoint	●	A	●	●	●			●					
4: Diagonal Way So.	●	●	●	●	●	B							
5: T-107 / Kellogg Island	●	●	●	●	●	●	●				C		
6: T-115 Viewpoint	●	●	●	●	●								
7: 1st Avenue So. Boat Ramp	●	●	●					●	●				
8: So. Portland / 8th Avenue So.	●	●	●	●	●								

A Or other Aesthetic Improvements
 B Interim Only
 C If Judged Safe



Port of Seattle
COMPREHENSIVE PUBLIC ACCESS PLAN
 for the Duwamish Waterway

FIGURE 10

