

Virginia

TRADELINES

PORT OF SEATTLE

JANUARY 1979

Sea-Tac/Communities Plan: pioneer in airport-citizen cooperation

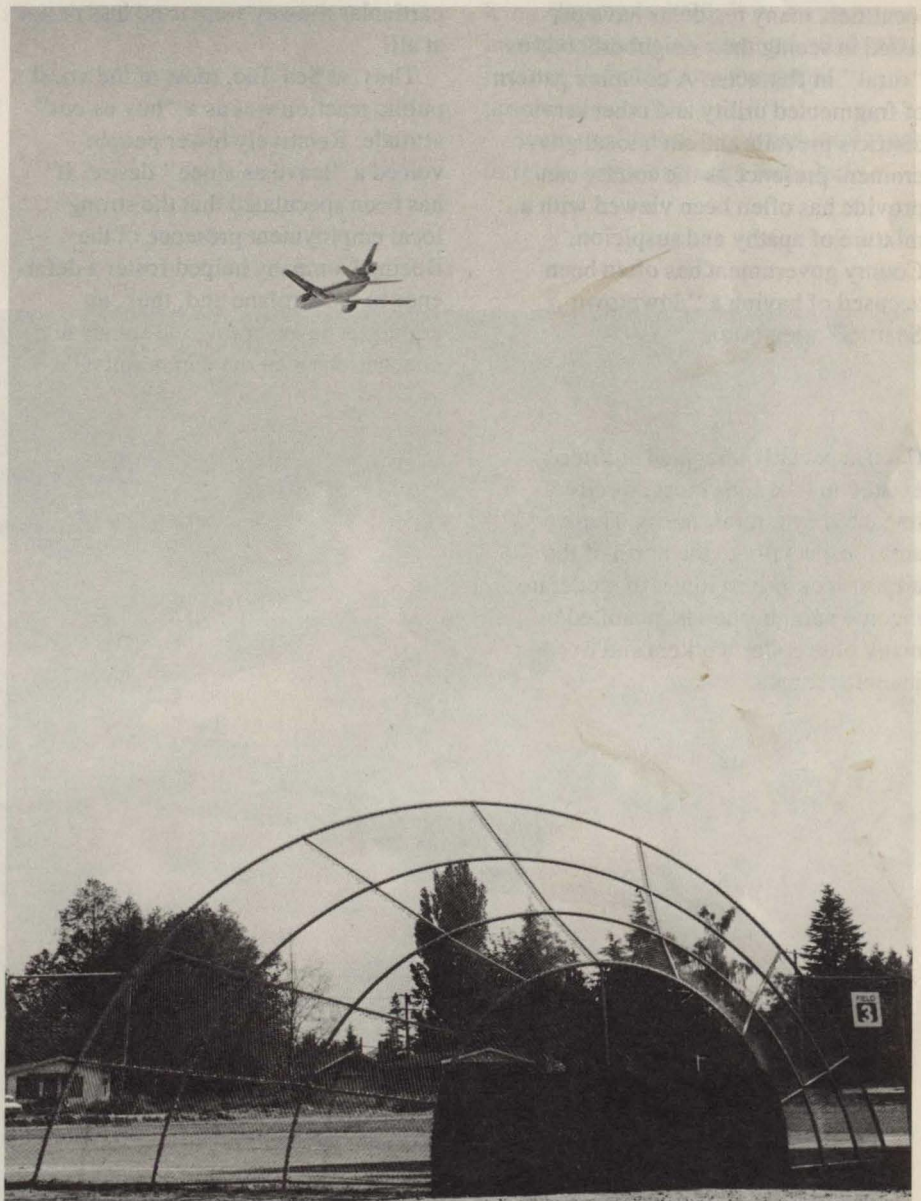
Joe Sims, assistant director of Planning for the Port of Seattle, wrote the following article for the Practicing Planner. The feature was published in the December 1978 issue, Volume 8, No. 4, and is reprinted with permission.

Most airport/community planning conflicts center on noise exposure. In essence, there are only two ways problems of noise exposure can be addressed: at the *source*, the aircraft and airport proper; or in the impacted community, the *receiver*.

For virtually all locations where residential property is involved, any significant airport expansion generates pronounced and unceasing conflict over noise exposure. Although significant efforts have been expended on a nationwide basis to reduce the noise problem at the *source*, not enough can be done to resolve existing community conflicts.

There are simply not enough ways to alter operations and/or the aircraft themselves to eliminate major exposure problems in affected localities. The Sea-Tac effort is an example where solutions were sought primarily within the community — the *receiver* of the noise impact.

At Sea-Tac International Airport, a full complement of expanded terminal



and runway improvements was completed a few years ago. All of the capacity needed to accommodate present and future traffic for many years now exists. Yet, in the neighborhoods around the Airport, a long-standing impact problem remained.

Surrounding Sea-Tac are many post World War II, residential single-family units of moderate cost. Creation of the Airport in the 1940s was followed by growth of a large, amorphous unincorporated urban area, possessing limited urban services, yet with densities similar to incorporated Seattle to the north.

This rather loosely identified "Burien" or "Highline" area of King County has a population of well over 100,000 and yet, not atypically for such localities, many residents have persisted in seeing their neighborhoods as "rural" in character. A complex pattern of fragmented utility and other service districts prevails and such local government presence as the county can provide has often been viewed with a mixture of apathy and suspicion. County government has often been accused of having a "downtown Seattle" orientation.

An especially alienated attitude existed in locations most directly impacted by aircraft noise. These areas, especially to the north of the airport, comprised lower to moderate income neighborhoods inhabited by many blue collar workers and fixed-income retirees.

Not only King County but the Airport and its operator, the Port of Seattle, were viewed with suspicion and often vocal antagonism. Especially in the most concentrated high-noise impact zones, the Airport served as a rather symbolic recipient of generalized frustration and complaints ranging beyond noise alone.

In spite of the attitude of the community, however, there appeared a tacit but clearly perceptible acceptance of the Airport's existence; few citizens seriously questioned the continuing presence of the Airport location. A single "close parallel" runway system does not offer the apparent variety of operational choices seen by citizens around other airports who believe their problems can be eliminated if only a particular runway were used less or not at all.

Thus, at Sea-Tac, most of the vocal public reaction was as a "buy us out" attitude. Relatively fewer people voiced a "leave us alone" desire. It has been speculated that the strong local employment presence of the Boeing Company helped foster a deference to the airplane and, thus, an emphasis on accepting the source and concentrating on the community.

The Sea-Tac/Communities Plan was formulated as an attempt to make the Airport and the community "compatible." The Plan would focus on noise-exposure data and try to devise methods to alleviate problems ranging from environmental concerns to neighborhood stability. After identification of possible changes at the aircraft source, the intent was to apply noise-relief measures directly in the community.

At the outset, it was generally agreed that some residential areas were so severely impacted that nothing short of total land-use conversion through acquisition would be possible. However, there were other areas where noise was clearly less severe.

Other problems, such as real or perceived impact on property value, salability of homes and the potential of future changes for the worse, had combined to create a climate of uncertainty. Would the Airport physically expand? Will future increases in the number of flights add to noise exposure?

In the formative stages of the Plan, all three agencies, the Federal Aviation Administration, the Port of Seattle and King County, had agreed that some form of planning project was needed.

The county was ready to embark on a middle-range plan for the Airport vicinity; an established community planning process was already being applied throughout various sub-areas of the county. A significant urban drainage problem in the area concerned the county, as did air quality, transportation patterns, and solid waste disposal.

The Port was interested in an Airport

master plan that addressed not just the Airport itself, but the heretofore largely neglected surrounding vicinity. The FAA was anxious to expand its Planning Grant Program (PGP) into a broader, more effective tool to deal with impact issues which were proliferating through the nation's airports.

By early 1973, a \$642,000 study program was started, involving a variety of consultant participation working together with the planning staffs of the two local agencies.

Pressure from the community to "do something" about noise had existed for many years at Sea-Tac International Airport, and the issue of the Port's "responsiveness" became especially vocal by the time the Sea-Tac Plan was being formulated. Litigation had occurred for many years and had resulted in a varied pattern of court-awarded navigation easements for loss of property value.

While such litigation was not extremely costly, when coupled with charges of "unresponsiveness," it created a situation where more immediate action than the Plan itself was needed.

What ensued was called the "Interim Land Acquisition Program." Despite concerns that any acquisition should await the Plan's completion in order to be technically valid — e.g., properly related to noise exposure — a decision was made to use a liberal interpretation of the then-existing FAA airport Expanded Clear Zone criteria affording additional acquisition of impacted run-

way approach properties. This step gave the interested public some evidence of genuine commitment (the proposed acquisition would cost well over \$20 million).

In addition, state enabling legislation was passed, which broadened the Port's ability to carry out noise-impact programs around the Airport. Although the wording of this legislation (1973) had to anticipate and thus generalize the kinds of programs that would be adopted ultimately in 1976, the action and the Port's efforts in seeking it helped create a climate in which effective community planning could occur.

The Plan was completed and ultimately adopted by the Port of Seattle and King County in 1976. It was able to incorporate an elaborate and relatively innovative public-involvement program.

Some new techniques were employed to relate noise-exposure data, both



present and forecasted, to the formulation of specific land use and other policy recommendations. It is believed to be the first use of the duration of future exposure in this manner — an important point in that technological change will continue to occur and must be taken into account.

The Sea-Tac/Communities Plan depicted the present and future patterns of noise exposure upon the Airport vicinity using a 40-acre grid system. With 1973 as the base year, exposure levels for 1978, 1983 and 1993 were formulated, using the NEF (Noise Exposure Forecast) method.

Forecasts used the best available data on future aircraft fleet composition and modes of operation. Assumptions on federal regulatory policies on engine retrofit and flight procedures were intentionally conservative. Subsequent events have validated this conservatism.

Using the grid mapping system combined with forecasted changes in

exposure levels made it possible to define neighborhood noise in terms appropriate to conventional planning horizons. Thus, if an area was experiencing extreme noise levels not only at present, but throughout a 20-year forecast period, then the definition of "permanent" was warranted. If, on the other hand, levels remained high through most of a 20-year period but eventually would decrease sufficiently to a marginally acceptable level, then the term "sustained exposure" was used.

Such distinctions are important if major questions of land use are to be resolved. Any area "permanently" impacted should not remain in residential use. An area subject to high exposure on a relatively long-term or "sustained" basis deserves major remedial programs that would allow existing residents some relief and/or options affording easier relocation from the area.

Plan recommendations specified acquisition for permanently affected areas and a measure termed "purchase guarantee" was applied to the "sustained" impact areas. A similar process was applied to other lesser categories of exposure and resulted in single-family, residential, insulation cost-sharing recommendations. Where outright acquisition was not required, the programs focused on stabilizing and reinforcing established neighborhoods.

In the technical realm of noise measurement and analysis, the citizen role was largely one of observation and validation. Methods, procedures and findings were reviewed by participating individuals and committees to establish and maintain a general "validation" of the technical approach and the data obtained.

Direct participation in mapping program boundaries based on technical findings was limited, but adjustments to tentative boundaries did result from staff-citizen dialogue that became relatively technical. As an example, citizens pointed out seasonal operational patterns based on prevailing wind directions which created more noise exposure for some neighborhoods at seasons when windows were more frequently open. Factors of this sort were used to adjust and refine boundaries, virtually always in the direction of more inclusion.

In keeping with the policy-oriented view of community planning practiced by King County, considerable community participation was used in establishing land-use policies for the Airport vicinity.

For example, when conversion through acquisition was called for, there remained the question of re-use. Should such land be converted to commercial or industrial uses less sensitive to noise? Or, should recreation and open space be developed to retain better compatibility with remaining, adjacent residential property?

Resultant Plan recommendations emphasized open space/community use for the most part in the belief that they better supported the residential character of the entire area.

A plan aimed at solving problems is only as effective as it is able to produce some evidence of action. The Sea-Tac/Communities Plan was conducted in an atmosphere of action in the form of an "interim" acquisition program. That program has proceeded to the point of actually removing hundreds of homes and relocating residents.

Other measures have since been implemented or are set to proceed on a "pilot" basis. Some federal funding has been available, but not enough to move as quickly as would be desired. Current federal legislation may improve financial resources.

Can other locations address airport community compatibility problems in a similar fashion? Some undoubtedly can. For others, the same kinds of measures may prove too difficult or costly.

Can such a plan, even with genuine commitment to major and costly remedial actions, be successful if major airport expansion is part of the planning? Perhaps, but not without severe difficulty.

The Sea-Tac/Communities Plan is a good and useful example — a model perhaps — for some situations. But at best it represents only a partial answer to the problems facing airports and their vicinities, and the final measure of success lies, as with all planning, in the future.



Piers and terminals

A portion of the Pier 46 west apron will be demolished to make way for construction of a new concrete apron. The project is another segment of the Terminals 37-46 container-handling complex.

Bids for the work are scheduled for advertisement May 1, and award of contract is scheduled for June 12, with completion planned for March 1980. Estimated total project cost is \$8.1 million.

Scope of the work includes dredge removal planned for disposal at the Terminal 30 fill site; demolition of 58,000 square feet of concrete apron; placement of yard fill, surfacing, drainage and lighting, and construction of a 585 linear-foot concrete apron from the end of the Terminal 37 apron to the north.

Commissioners have authorized preparation of plans and specifications and advertisement of bids to acquire six 40-long ton, rubber-tired gantry container cranes.

Estimated cost of the cranes is \$3.6 million. Commissioners also approved an option for three additional machines at an estimated cost of \$1.8 million.

The equipment will be used to support container-crane operations at Terminals 18, 37 and 46. Deliveries are scheduled to begin in February 1980.

Twelve yard hustlers and 30 container trailer chassis are planned for Terminal 37 at an estimated cost of \$776,675.

The Port's Engineering Department is preparing plans and specifications and will advertise for bids for the equipment. The truck tractors and chassis will support the container operation at Terminal 37. Delivery of the equipment is expected in June and December.

Atlas Building Wreckers has been awarded a \$97,420 contract for apron and transit-shed demolition at Terminal 30.

The contract calls for demolition of a timber transit shed and a timber apron at Pier 30 and a timber apron at Pier 29. Estimated completion date is February 12.

Peninsula Metal Structures has been awarded a contract in the amount of \$197,475 for container freight-station modifications at Terminal 37.

Japan Six Lines, Terminal 37 tenant, plans to use the warehouse portion of the transit shed as a container freight station. Work will include construction of new freight-station offices, customs offices, restrooms and lunchroom facilities; construction of a large food-storage cage; loading-dock modifications to allow container access

and to provide additional lighting, and provision of eight reefer outlets.

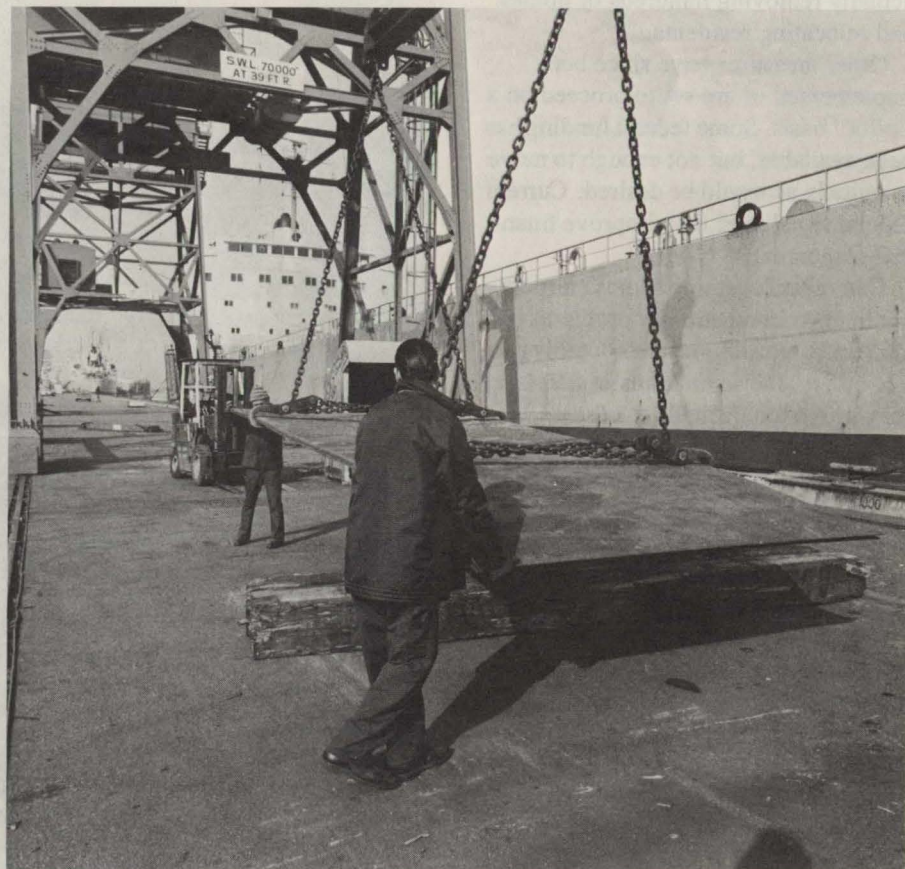
Sea-Alaska Products, Inc. has leased 300 feet of berthing space at Terminal 128.

The month-to-month lease is for moorage of the *Sea-Alaska*, an Alaskan crab-processing ship which the firm plans to refurbish in Seattle. Rental fee is \$2,270 per month.

Todd Pacific Shipyards Corporation has leased 80,000 square feet of warehouse space at Terminal 91.

The five-year lease was effective November 1, 1978. It covers usage of the second floors of two buildings for storage of furniture and equipment for supplying new vessels. Rental fee is \$3,000 per month.

Steel operations at Terminal 115



Rate information

The Grand Trunk Western Railroad (GTW) is anxious to handle containers and trailers. This is evident by the dedicated efforts it has made, especially in the last six months, to attract this traffic to its line.

GTW's line runs from Chicago to Detroit, thence into Canada via its parent company — Canadian National Railroad — to Toronto, Montreal and Halifax. It offers a fast and economical way to move your cargo.

Last year GTW established a new intermodal terminal in Chicago called GT Railport. This facility provides storage for more than 8,000 containers (TEUs) and 400 trailers. It has two overhead cranes and on-site U.S. Customs clearance.

In addition, on July 10, 1978, GTW established a new schedule from Chicago to Detroit which, in effect, gave the connecting line carriers coming into Chicago from Seattle an extra three hours to deliver TOFC loads to the GTW at Chicago. Scheduled departure from Chicago is 10:30 each night, with arrival in Detroit at 8:30 the next morning.

Therefore, moving TOFC imports from Seattle (for example, via BN-Chicago-GTW) will put a load out of Seattle at 7:30 p.m. Monday into Detroit Friday at 8:30 a.m. GTW's schedule to Canada offers second morning to Toronto, third morning to Montreal and fifth day to Halifax.

Finally — and perhaps of most importance to the shipping public — is the fact that GTW's charges are low. From Chicago to Detroit, its charge is \$240 per TOFC unit. This is \$45 less than some of the other lines. It also offers similarly low rates to various other points in Michigan as well as to Canada. For additional details on its rates and service, contact your local GT-CN representative or call (313) 962-2260, extension 517.

The Port of Seattle will increase its rail Freight-All-Kinds rates on the same date and by the same percentage as the railroad-increase tariff X-357. At press time, this increase was expected to be four percent on container and trailer FAK traffic, effective December 15, 1978.

—RON BELL

Elliott Bay Park wins landscape award

Richard Haag Associates, Inc. has won a merit award for its design of the park and landscape and bicycle and pedestrian paths at the Pier 86 grain terminal.

The Washington chapter of the

American Society of Landscape Architects sponsored the design competition. Jurors praised Elliott Bay Park's "subtle, 'fine arts' approach to design . . . a landscape in flow like the water."



Seminars upcoming on trade with Japan

Initiating Exports to Japan, the first in a series of three seminars on trade with Japan, will be presented January 19 at the Washington Plaza Hotel, Seattle. Keynote address on market-entry channels and strategies will be given by Robert L. Chase, senior director-marketing and planning, Pacific Operations, Otis Elevator.

Other speakers include Ricky Smith, Seattle Stevedore Company; Iain Mof-fat, Standard Chartered Bank; Roy Leach, Royel Industries; Thomas Ward, Seaport Shipping Company; Donald Jackson, Washington State Department of Commerce and Economic Development, and Carie Cable, Kyodai.

The remainder of the seminar series includes Current Japanese Banking and Legal Issues on February 16 and Sales Development in the Japanese Market on March 9.

Sponsor of the program is Kyodai, a Seattle-based management education service. College credit for participation is available through The Evergreen State College, Olympia, Washington. For further information, contact Kyodai, P.O. Box 12201, Seattle, WA 98112; or telephone (206) 322-9188.

Port employees exceeded last year's collections in the 1978 United Way campaign, contributing \$20,237. Employees achieved 91.2 percent of the goal. United Way set a goal of \$22,196 for the Port, 11 percent more than the amount contributed in 1977.

Richard James appointed new EEO officer

Richard C. James III has joined the Port of Seattle as new Employee Relations and Equal Employment Opportunity officer. He replaces Joan C. Williams, who is devoting full time to training administration.

James most recently was employed as affirmative action coordinator for the City of Seattle. His duties include the investigation and settlement of problems between management and employees, dealing with discrimination complaints and contract compliance and seeing to it that the Port meets its equal employment goals. He will assist employees and managers in employee relations and equal opportunity matters.

He has worked for the city since August 1976. His responsibilities included Seattle's affirmative action plan and a city-wide, affirmative action training program for managers, first-line supervisors and equal employment opportunity officers. He acted as consultant to city officials on civil rights matters, worked with community leaders on equal employment and coordinated processing of employment discrimination complaints against the city.

From 1975 to 1976 James was civil rights director for the Pennsylvania Department of Public Welfare and before that was deputy director of the Somerset, New Jersey, Community Action Program and executive director of the Chester City, Pennsylvania, Community Health Corporation, a planning agency.

He was civil rights director of the Pennsylvania State Health Department Office of Compliance and was urban director of the Tri-County Commission on Economic Opportunity in Harrisburg, Pennsylvania.

In addition, James headed the Chester Home Improvement Project, a housing agency in Chester City, and the Greater Chester Movement, Kerlin Street Community Center for low-income residents, also in Chester City.

James has worked as a consultant on a variety of affirmative action and equal opportunity projects. He operated his own consulting firm where he wrote



Richard C. James III

grant proposals and worked on program planning.

He was part owner of a small publishing firm and has produced and moderated films on black history and other topics. He was founder and director of a tutoring program for low-income youngsters, taught black studies and Afro-American history and lectured on civil rights, black history and problems and other minority-related topics.

James earned a bachelor's degree from Cheyney State College, Cheyney, Pennsylvania, where he also received the Cheyney Alumni Scholarship. He studied history, sociology and secondary education.

He received a certificate in community organization and training personnel management from Saul Alinsky Institute in Philadelphia and took seminars in community organization at Dartmouth College in New Hampshire. He studied international relations at Pennsylvania Military College in Chester City and sociology at a seminary in Upland, Pennsylvania.

A member of the Pennsylvania Chapter of the National Association for the Advancement of Colored People and former director of the Philadelphia Urban League, James has received awards for courage and efforts toward peace and freedom.

New CAB bureau assists consumers

The Civil Aeronautics Board recently consolidated its Bureau of Enforcement and its Office of the Consumer Advocate into a new Bureau of Consumer Protection.

The CAB's regional field offices formerly attached to the Bureau of Enforcement have become components of the new consumer bureau. The single, most important function of the Bureau of Consumer Protection is to protect users of commercial aviation and assure them of their rights under the law.

The bureau's primary objective is to assist consumers, passengers and shippers who may have had some difficulty in arranging air transportation or with the air carriers' performance of that service. Some aspects of air transportation are not directly covered by regulation, but the bureau is interested in trying to help air travelers and shippers wherever possible. It also attempts to propose new rules — or the modification of existing rules — to provide safe, dependable air service at reasonable and competitive fares.

The bureau will handle more of these matters on the local level rather than refer people to Washington, D.C. In Washington, Oregon, Idaho, North Dakota, South Dakota, Montana and Wyoming, refer all inquiries and complaints regarding commercial air travel to Civil Aeronautics Board, Bureau of Consumer Protection, 19415 Pacific Highway South, Seattle, Washington 98188; telephone (206) 764-3587. Office hours are 8 a.m. to 4:30 p.m. PST.

Sea-Tac Airport

Total air-passenger traffic for October through Sea-Tac Airport was 671,028. This is 16.4 percent above October 1977 and is the 43rd consecutive month of passenger-traffic increases.

Air freight for October was 17,501 tons, an increase of 2.9 percent over October last year.

Effective April 29, Northwest Orient Airlines will commence daily 747 service linking Sea-Tac Airport with Prestwick and Copenhagen. Intermediate stops will be at the Twin Cities and Boston.

Northwest Orient also has added 747 service between Sea-Tac and Tokyo departing Sea-Tac every Thursday. The flight stops over at Anchorage. The additional direct return flight departs Tokyo on Monday, arriving at Sea-Tac after an intermediate stop in Anchorage.

Hughes Airwest has inaugurated two new services: Seattle - Oakland non-stop, continuing on to Orange County Airport, adjacent to Santa Ana, California; and Seattle - Eugene, continuing on to Los Angeles.

Continental Airlines has begun daily, round-trip, non-stop service between Seattle and San Jose.

New deplaning system eases flow at Airport

A new traffic pattern for cars, buses and taxis went into effect in mid-December to help clear the holiday confusion at Sea-Tac International Airport.

The new traffic pattern was implemented to produce a steady flow of traffic and to better accommodate the heavy passenger flow through the Airport, not only during the holidays, but also in the future.

The previous four deplaning lanes were converted to five. Angle parking is no longer allowed, having been replaced by parallel parking for the purposes of loading and unloading only.

Passengers requesting a taxi may use an electronic device called a "taxi call-up button." Instructions are posted on both the main terminal and at the call station to prevent customers from calling for a taxi until they are ready to depart the Airport.

Weight limits raised

Western Airlines has raised the weight limits of on-line Speedpak — its over-the-counter cargo shipments — from 50 to 70 pounds, and has instituted flat rates for both interstate and California intrastate Speedpak shipments.

For more information, contact Western Airlines' air-freight sales or airport air-freight office.

Agencies plan high-altitude photography of Alaska

Ten federal agencies and the State of Alaska have joined to fund and operate a high-altitude photography program to systematically photograph the entire State of Alaska.

Agencies participating in the program are the Bureau of Land Management, U.S. Forest Service, National Park Service, U.S. Soil Conservation Service, U.S. Fish and Wildlife Service, U.S. Geological Survey, Army Corps of Engineers, U.S. Department of Energy-Alaska Power Administration, Bureau of Mines, the Bureau of Indian Affairs, the State of Alaska-Department of Natural Resources, University of Alaska-Geophysical Institute and the Joint Federal-State Land Use Planning Commission.

The National Aeronautics and Space Administration has agreed to provide high-altitude photo coverage of the state on a reimbursable basis within the limits of its existing manpower, aircraft and support equipment.

Two aircraft types will be used: the U-2 and the WB-57F, located at Ames Research Center in California and the Johnson Space Center in Texas. The aerial-flight program is expected to be completed in 1980. The program has been scheduled to take advantage of snow-free seasons when vegetation is full and when there is little cloud or forest-fire smoke cover.

The Federal-State Land Use Planning Commission established an inter-governmental committee which evaluates each year's photographic coverage and, in coordination with NASA, plans the next season's coverage. This coordinated system assures that the photography each year is as efficient as possible — with a minimum of flight time — and that the overall objectives of covering the state in a uniform, timely manner are met.

Final products include simultaneous 1:120,000-scale black and white and 1:60,000-scale color infrared, high-altitude, aerial photographs. Also included are computer-compatible tapes (flight summary records) that are placed into the Bureau of Land Management's

automated photographic indexing system.

The system is capable of providing a graphic display of the indexed photography that is available and a tabular listing of all pertinent information about the photographs (such as geographical position, scale, film type, date and where stored).

The original aerial photography is stored at the U.S.D.A.-Agricultural Stabilization and Conservation Service facility in Salt Lake City. A complete set of duplicate aerial film is available at the Bureau of Land Management, Alaska State Office in Anchorage, and another duplicate copy is available at the State of Alaska, Department of Natural Resources Office, also in Anchorage.

Anyone interested in purchasing copies may contact the Aerial Photograph Field Office, ASCS, USDA, 2222 West 2300 South, P.O. Box 30010, Salt Lake City, Utah 84125.

The State of Alaska and the federal government face a great planning challenge in the next 15 years with the continued implementation of the Alaska Native Claims Settlement Act and recent federal-state legislation requiring resource inventories and land-use plans.

State and federal agencies in Alaska have a history of lacking needed tools to do an adequate job in obtaining data about Alaska's resources. Present-day land managers are faced with massive and immediate requirements for resource inventories, planning, management information and fulfilling various regulatory responsibilities.

High-altitude photographs are used by map makers, biologists, land planners, hydrologists and others to determine the resources of an area. Aerial photography has become one of the most reliable tools for planners to use in mapping and analyzing various land and water resources that are available.

With sophisticated cameras and high-flying jet aircraft, the Planning

Commission is able to provide detailed photography of areas that cover many square miles in each photograph. High-altitude photography in black and white and color, both natural and infrared, can yield information on river courses, vegetation types and diseases, soils, development of roads, housing and many other uses.

Due to the size of Alaska (a land area one-fifth the size of the contiguous United States with 47,000 miles of coastline), much of the data needed for land-management planning can be most efficiently obtained from aerial photographs. In many instances, aerial photographs are the only way of economically obtaining data.

Whether Alaska's resources are to be developed or held in abeyance, the need for up-to-date information on the physical and natural qualities of Alaska is paramount. Most areas of Alaska remain unstudied. Resource maps are either unavailable or of limited usefulness because of the generalized categories of the data and information presented on the maps.

Available statewide aerial photography of Alaska in the past has generally been representative of World War II technology. During the late 1940s and early 1950s, a mix of 1:20,000 and 1:50,000-scale photography of most of Alaska was flown by the military and used to produce the majority of existing maps of the state.

Since that time, various photography programs by several different agencies have acquired aerial photographs for specific informational needs. This coverage represents a variety of scales and film products of small areas scattered around the state.

For several years, NASA has flown experimental, single-flight line strips at various altitudes in Alaska. In 1976-77, NASA flew separate high-altitude, photo-research missions over large areas of Alaska at the request of six federal agencies. This coverage was uniform in camera configuration and film products and encompassed approximately 15 percent of the State of Alaska.

U.S.-flag ships urged to increase perishable cargoes

The growth of perishable cargoes in the U.S. foreign trade provides a potentially lucrative market for U.S.-flag carriers, a report prepared by Manalytics, Inc. for the Maritime Administration's Office of Commercial Development concludes.

Manalytics is a San Francisco-based research firm specializing in transportation and distribution.

The study reveals that "given unlimited refrigerated capacity and with gradual reductions in foreign-trade barriers, by 1985 the perishables export market could almost double in liner service and increase over 60 percent in nonliner service." It estimates that the import market could grow by 25 percent.

The higher revenues generated by perishable-commodities shipments by liner carriers, compared to average dry cargo, at least offset the higher capital and operating costs, the study says.

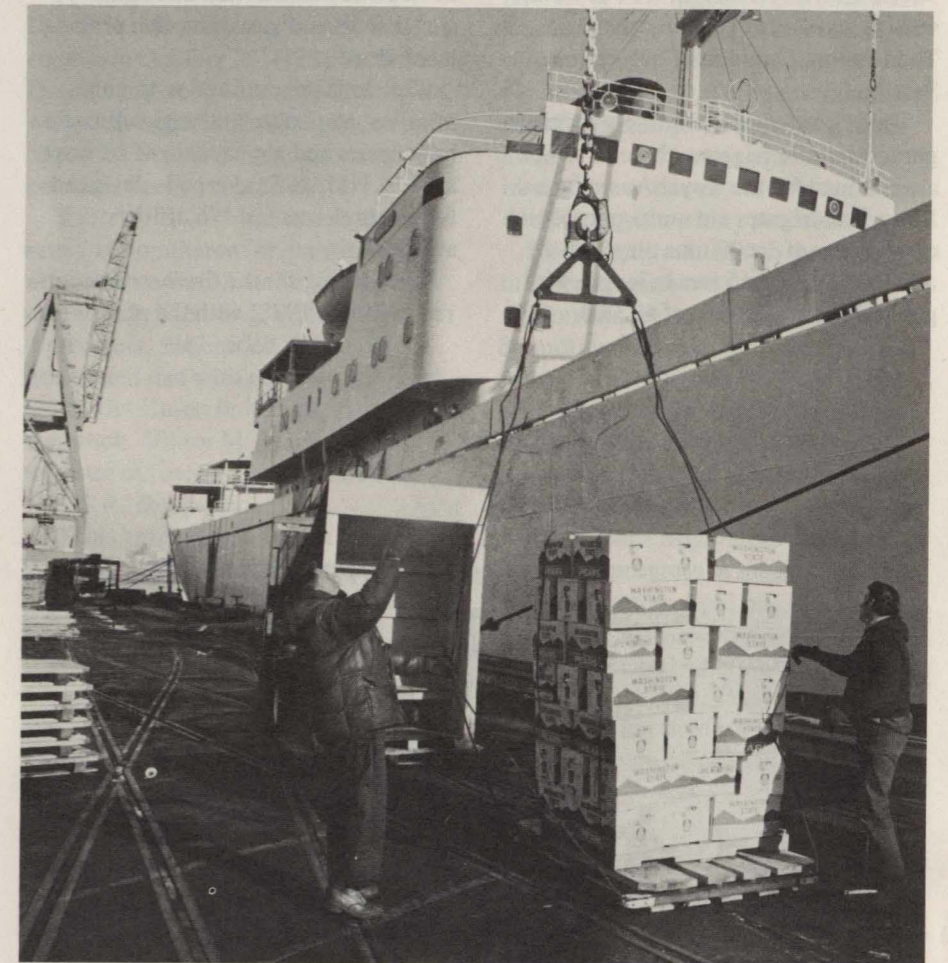
In order for U.S.-flag liners to merely maintain their current share of refrigerated cargo, capacity must be increased by an average of eight percent a year from 1976 to 1985.

The study says that entering U.S.-flag, nonliner refrigerated service would require a substantial investment in new, specially designed ships. "Because foreign manning costs are lower than U.S. manning costs by 66 percent," the report states, "U.S.-flag nonliner operators need either more efficient ships and ship operations or a subsidy to meet foreign competition."

The study team worked closely with an advisory council made up of representatives from American President Line, Prudential Lines, Moore-McCormack, United States Lines, Sea-Land Service and Pacific Far East Lines.

The study recommended four major goals:

1. Increase the fraction of refrigerated capacity on existing and new ships;
2. Improve shipboard refrigeration technology;



Loading fruit at Terminal 20

3. Improve port and intermodal refrigerated services, and

4. Introduce U.S.-flag refrigerated nonliner operations.

Elliot Schrier, president of Manalytics, said, "These goals can be pursued in three program areas compatible with MarAd's existing program areas: a research and development program in refrigerated maritime technology, a facilitation program of refrigerated port and intermodal services and a program providing parity for U.S.-flag, refrigerated nonliner operation.

"With MarAd's participation and leadership, several carriers can benefit from a single project, precluding duplication of effort by individual carriers. Furthermore, whereas the ratio of risks and payoffs of some

developments may be unattractive for individual carriers, the joint payoffs could warrant a joint project under MarAd leadership. MarAd also is uniquely situated to promote the interests of the carriers with other involved government agencies."

The report, "U.S.-Flag Transportation of Perishable Imports and Exports," has been published in three volumes and is available through National Technical Information Service, 5285 Port Royal Road, Springfield, VA 22161. The entire set or any volume may be ordered. Order numbers and prices are as follows:

Full report: PB-285 037/set, \$17.50; Volume I, Executive Summary: PB-285 038/6WT, \$4.50; Volume II, Research Report: PB-285 039/4WT, \$9.00, and Volume III, Appendices: PB-285 040/2WT, \$6.50.

Frigate *Canberra* launched at Todd Pacific

The HMAS *Canberra*, a FFG-7 class vessel, was launched December 1 at Todd Pacific Shipyards Corporation, Seattle.

Todd Seattle holds contracts for eight guided-missile frigates, three of which are destined for the Royal Australian Navy. The frigates are multi-purpose combatants of 3,600 tons displacement. They are 445 feet in length with gas-turbine propulsion of 40,000

horsepower transmitted through a single shaft and variable-pitch propeller system.

The ships are outfitted with guns, missiles, torpedoes and anti-submarine helicopters and are capable of 28-knot speeds. HMAS *Canberra* is designed for a complement of 176 officers and crew.

Keel laying for the *Canberra* occurred in March 1978, with the placement

of a 35-ton hull section. In the brief span of nine months, hull sections were fabricated and joined together to form a structurally complete steel hull ready for launch completion of the aluminum superstructure and outfitting. Final delivery is scheduled for late December 1980.

The *Canberra* is named after the Australian federal capital. Major Australian naval vessels are customarily named after federal or state capital cities.

Like Washington, D.C., Canberra is among the world's capitals built to serve as seats of national government. The territory was originally ceded by the State of New South Wales.

The name "Canberra" is said to have been derived from an aboriginal word meaning "meeting place."

The city has a population of 200,000, making Canberra Australia's largest inland city. The city's projected population is 500,000.

FFG-18 is not the first ship to be named *Canberra*. The first vessel was a 10,000-ton "County" class heavy cruiser, launched at Clydebank, Scotland, on May 31, 1927 by Princess Mary.

Canberra was commissioned on July 9, 1928. Following her commissioning, she served as flagship for the Australian Squadron several times before World War II.

Much of her time was spent on escort and patrol service in the Indian Ocean where she intercepted the German supply ship *Coburg* along with the German-commandeered Norwegian tanker *Ketty Brovic*.

When war broke out with Japan, *Canberra* had already completed 175,000 miles of wartime operational duty. During the second stage of the war, she convoyed troops to New Guinea and to the Malayan-Java theatre. *Canberra* survived the Japanese midget submarine attack, later taking part in offensive sweeps in the Coral Sea as part of Task Force 44, which included American ships.

On August 9, 1942, *Canberra* was sunk while supporting the American landing at Guadalcanal.

Photo, Todd Pacific Shipyards Corporation



West Coast ports get mixed voter response

Voters in Long Beach, California, have rejected efforts of environmentalists to limit construction of a marine oil terminal. Voters in Pierce County, Washington, have rejected a bond issue to expand Port of Tacoma facilities.

The referendum in Long Beach was a vote on the merits of the 40-year lease agreement signed by a Standard Oil of Ohio (Sohio) subsidiary and the Port of Long Beach. The oil company's proposed terminal and pipeline to Texas would move about 500,000 barrels of crude oil a day.

Sohio has been shipping oil by tanker from Valdez, Alaska to the Panama Canal, where the oil is offloaded onto smaller ships for passage through the waterway. The smaller vessels then sail to Gulf Coast ports, where the oil is unloaded. The Panama Canal route entails an estimated added cost of about \$100 million a year.

Under the Sohio proposal, oil would travel by ship from Valdez to an oil terminal at Long Beach. The project would also include a pipeline from the terminal to Midland, Texas, where the crude oil could then be transported through other pipeline networks to refineries in the Midwest and on the Gulf Coast. Estimated project cost is \$660 million.

The \$19.6-million bond issue for the Port of Tacoma — if it had been approved — would have financed major improvements at the Port.

Proposals included purchase of container-handling equipment, rehabilitation of a deteriorated pier, construction of a cargo-documentation and truck-control center, extension to a terminal for another containership berth, development of industrial lands and construction of a new fireboat-fire truck station.

The Port of Tacoma may use limited finances available from unlevied general-obligation taxing capacity and revenue-bonding capacity for the highest-priority items in the rejected bond-issue proposal.

U.S.-U.S.S.R. marine insurance planned

For the first time since the U.S.-U.S.S.R. Maritime Agreement was signed on October 14, 1972, the Soviet Union has agreed in principle to share with U.S. underwriters the placement of marine insurance on cargoes moving between the two countries.

Robert J. Blackwell, assistant secretary of commerce for maritime affairs, was chief American negotiator of the basic U.S.-U.S.S.R. Maritime Agreement. He headed a U.S. delegation which met with representatives of the Soviet Union in Vienna, Austria, last week. Viktor M. Ivanov, deputy minister of foreign trade, headed the U.S.S.R. delegation.

"This agreement breaks a six-year impasse on the insurance issue and will enable American underwriters finally to participate in this growing trade," Blackwell said.

On October 26, the negotiators agreed to the text of a Memorandum of Understanding which recognizes the

interest of U.S. marine-insurance companies in underwriting a substantial share of the marine-cargo insurance in the bilateral trade. The memorandum calls for meetings — beginning immediately — between the marine-insurance entities of both countries to develop implementing procedures.

Insurance premiums on these cargoes in recent years have averaged \$6.5 million and are expected to exceed \$7 million this year. U.S.-Soviet trade totaled \$1.9 billion in 1977 and in the first seven months of 1978 was running 53 percent ahead of last year's, according to the U.S. Commercial Office in Moscow.

The Vienna negotiators agreed to assess the progress of the implementation talks before April 30, 1979.

The negotiations were the fourth in a series of major talks on the marine-insurance question. The last previous formal sessions had been held in London January 10-12, 1978.

Get tide info from National Ocean Survey

Requests for tide information frequently but erroneously are directed toward the 13th Coast Guard District Public Affairs Office.

According to photojournalist Steven Tiggemann, "The Coast Guard is not an official source for tide information. Local tides can be found in some newspapers, in tide-table pamphlets at sporting-goods stores, marinas and some restaurants along the coast."

However, Tiggemann added that because tides vary considerably from place to place, the specific area sought may not be found in these general references.

Exact times and heights of tidal waters can be found in *Tide Tables*, published annually by the National Ocean Survey under the Department of Commerce. *Tide Tables* comes in four volumes at \$5 a volume: Europe and the West Coast of Africa (including the Mediterranean Sea), East Coast of North and South America (including Greenland), West Coast of North and

South America (including the Hawaiian Islands) and Central and Western Pacific Ocean and Indian Ocean.

Pacific Northwest tides are found in Volume 3, West Coast of North and South America. This volume contains six tables; tables 1, 2 and 3 are used to calculate the tides; tables 4, 5 and 6 provide the mariner with other useful information.

Tide Tables can be obtained at authorized nautical chart dealers or from the National Ocean Survey, CPM 1X1, 1801 Fairview Avenue East, Seattle, WA 98102.

NOAA proposes Sand Point as site for regional center

The National Oceanic and Atmospheric Administration intends to choose Sand Point, Seattle, as the site for the Western Regional Center.

The proposed decision to consolidate NOAA's scattered Seattle elements into a new \$91-million facility on Lake Washington was reached after extensive environmental impact analysis, management analysis and review of alternative locations. Under the terms of the National Environmental Policy Act — which regulates major federal actions which may affect the environment — the decision will become final on January 8, at the end of a 30-day cooling off period.

Richard A. Frank, NOAA administrator, called the choice of Sand Point "environmentally, managerially and operationally sound." He pledged that NOAA will protect environmental quality and will maintain contact with concerned community groups as the Center develops. He also said the Center will be operated in a manner

consistent, to the maximum extent possible, with local plans and policies.

Frank said that apart from Sand Point, the primary option for the agency is to abandon plans to construct a major facility in the Seattle area and continue to operate as the agency has since it was formed in 1970. NOAA's Seattle offices, which form the largest contingent of NOAA programs and personnel outside of Washington, D.C., are spread among eight separate locations using many leased and temporary quarters.

Frank said the proposed facility — "which is a research, service and educational operation, not a commercial activity" — will be an asset to the area in many respects.

"It will be the mission of the Western Regional Center to protect and enhance the quality of the coastal environment in which it operates, just as it is the mission of NOAA as a whole to protect and enhance the nation's coastal environment," he said.

Frank pledged that the agency will attempt to eliminate or reduce any possible adverse impacts on the

environment by careful planning and construction techniques. Navigational hazards, he said, can be reduced substantially and this, coupled with NOAA's outstanding marine safety record, has convinced him that the agency's vessels will be operated safely.

Environmental and navigational measures ordered by the NOAA administrator include the following:

1. Ship operations will be limited to loading and unloading and routine low-level maintenance; major repair work will not be conducted in Lake Washington.
2. Dredging activities will be confined to times which minimize impact on migrating fish and benthic invertebrates.
3. Oil-containment booms, similar to those in use in Lake Union, will be used to ensure that the infrequent, small dockside fuel spills can be cleaned up and aquatic biota in areas adjacent to the site will not be harmed.
4. A silt curtain will be utilized to contain sediment to the immediate area of dredging activities.
5. Ship transits will be limited to non-peak traffic periods.
6. Sea trials will be conducted to determine slow-speed characteristics of NOAA vessels and transits will be made only at the safest speed.
7. NOAA Corps officers operating vessels through Portage Cut will receive special indoctrination. Qualification standards will be prepared for officers and operations, and qualified operators will be on standby in the emergency steering rooms at all times during transit through the ship canal.
8. NOAA will request a traffic light at Portage Cut, additional fixed aids to navigation and navigational ranges.
9. A launch will escort vessels through Portage Cut to warn small craft and to assist vessels in emergencies.
10. Radio communications will be established with bridges.
11. Anchorage areas will be identified along the canal for use in emergency situations or bad weather.

The NOAA ship Discoverer



Foss Alaska Line expands service

Foss Alaska Line (FAL) enlarged its Alaska service with the arrival of the *Justine Foss* in Adak on November 16.

The event marked the commencement of regular, year-round, 21-day tug and barge service to the Aleutian port city connecting it with Sitka. The service is being provided as a result of a two-year contract awarded by the Military Sealift Command.

The Adak service is performed by a tug and barge stationed at Sitka in Southeast Alaska. Cargoes are forwarded to Sitka by way of FAL's weekly service from Seattle to Sitka. Seattle cargoes destined for Adak are handled through FAL at Terminal 115 in Seattle.

Using a 286-foot vanliner barge modified for the Aleutian run, the service accommodates breakbulk and containerized cargoes, plus heavy-lift or outsized cargoes. Twenty-foot dry containers, 24-foot refrigerated containers and platform and post-platform containers are available. The refrigerated containers are equipped with special monitoring devices which alert the tug crew if the temperature deviates above or below tolerance.

FAL provides a ship-to-shore ramp at Adak which allows roll-on/roll-off cargo operations. Chassis, tractors and forklifts also are positioned at the pier.

The *Justine Foss* was built in 1976. It is 126 feet long with a 34-foot beam and a 14-foot draft. The 4,300-horsepower tug carries a crew of eight.

Johnson ScanStar adds ships to fleet

The *MS Canterbury Star*, a fully refrigerated Blue Star Line vessel, was the first of four additional Johnson ScanStar ships to expedite harvest-time shipments from the Pacific Coast to Europe.

The vessels joined JSS' regular, weekly liner service with nine express containerships. General Steamship Corp. Ltd. of San Francisco is the line's general agent on the Pacific Coast.

New law to speed entry through Customs

The business community and international travelers will be the chief beneficiaries of the newly signed Customs Procedural Reform and Simplification Act of 1978.

The new law, the first Customs administrative reform in more than 20 years, will permit the U.S. Customs Service to speed the release of imported merchandise, expedite processing of travelers and automate and simplify many procedures.

A result of cooperative efforts of the Customs Service, Congress and the importing community, the law eliminates many antiquated procedures and permits Customs to institute major administrative and operational reforms. The bill will permit Customs to:

1. Immediately release goods to importers upon presentation of appropriate entry documents. This change, which establishes the current "immediate delivery" procedure as the routine method for handling formal entries (those over \$250), will separate the duty-rate procedure from the procedure for documenting entries, and speed the release of merchandise from Customs' custody.

2. Adopt a long-planned automated merchandise-processing and revenue-collection system that will speed delivery of merchandise to importers, reduce paperwork, cut the number of financial transactions and provide faster and more accurate statistical data.

3. Amend section 592 of the Tariff Act of 1930 to remove unduly harsh initial penalty assessments. The amendment to Section 592 establishes varying levels of penalty commensurate with the degree of guilt or negligence of the violator. The penalty would relate to a multiple of the loss of revenue or, if there were no loss of revenue, a percentage of the appraised value of the merchandise.

4. Raise the personal duty exemption for returning U.S. residents from \$100 to \$300 (\$600 for residents returning from insular possessions), and set a flat duty rate of 10 percent (5 percent for residents returning from insular possessions) on the first \$600 worth of items above the exemption.

The new law also repeals certain statutory fees in connection with the entry, clearance and related movement of vessels.

Sea-Land to offer Alaska/Japan service

Sea-Land Service, Inc. has prepared for fully containerized direct service from Alaska to Japan.

The exclusively refrigerated container service is scheduled to begin in March 1979 on a 21-day frequency between Kodiak, Unalaska/Dutch Harbor, Yokohama and Kobe, Japan. The service will employ a cellular containership with a capacity of 172 temperature-controlled, 35-foot units. The ship will be fitted with an on-board crane to assure rapid discharge and loading of the refrigerated containers.

In the third quarter of 1979, the initial containership is scheduled to be replaced by a larger vessel with a capacity of 280 temperature-controlled units. The larger ship, which will be fitted with two on-board cranes, will

continue the 21-day frequency between Alaska and Japan.

The new service is aimed primarily at meeting the present and future needs of the Alaskan fishing industry's export activity to Japanese markets. Improved transit times and regularly scheduled service will also assure Japanese importers of a steady supply of seafood.

Among the seafood species in demand throughout Japan are halibut, salmon, shrimp, crab and herring. These and other U.S. catches have grown in volume since the establishment of the 200-mile U.S. territorial fishing limit. Additionally, considerable growth is forecast for Alaska's bottom-fishing industry.

Tradelines

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Golden Arrow visits Seattle for 100th time

Japan Line (U.S.A.) Ltd.'s containership *Golden Arrow* completed its 100th round-trip voyage between Japan and the U.S. Pacific Northwest and Canada on November 20.

The ship's keel was laid on November 11, 1969, was built by

Ishikawajima Harima Heavy Industries and was delivered on May 14, 1970. The length is 616 feet, eight inches and the width is 82 feet, eight inches. Carrying capacity is 855 TEU containers (20 feet and 40 feet). Deadweight capacity is 19,396 long tons

with a service speed of 20.7 knots.

During the 100 voyages, the *Golden Arrow* carried 136,549 20-foot equivalent containers. Distance covered in the 100 round-trip voyages was 990,464 miles. Fuel consumed was 155,625 long tons.

TRADELINES

Established July 1977

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A monthly report on the Seattle harbor and Sea-Tac International Airport

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