

**PUGET SOUND REGIONAL COUNCIL
2002 URBAN CENTERS REPORT**

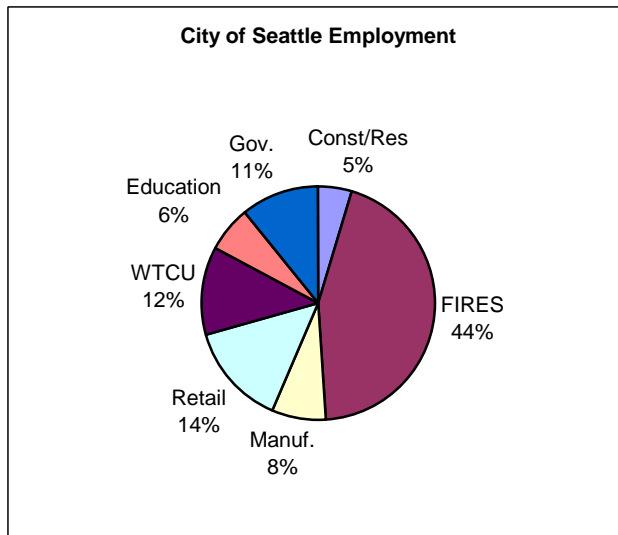
BALLARD/INTERBAY MANUFACTURING/INDUSTRIAL CENTER

Community Context

Founded in 1869, the City of Seattle is located on Puget Sound in the State of Washington, 113 miles south of the U.S.-Canadian border. Seattle is the leading commercial, cultural and advanced technology center of the U.S. Pacific Northwest, and a major port city for trans-Pacific and European trade. Surrounded by mountains and water, the greater Seattle area features picture-perfect views and abundant recreational opportunities year-round. With a 2000 population of more than 563,000, and spread over 84 square miles, the city is the region’s largest and most diverse in terms of population, economic activity, and transportation options.

Seattle City-Wide Snapshot	
Area (square miles)	83.8
Population (2000)	563,374
Population per square mile	6,723
Employment (2000)	503,104
Employees per square mile	6,004
Housing units (2000):	270,524
Employees per housing unit	1.9

Source: 2000 U.S. Census, Washington State Department of Employment Security, Puget Sound Regional Council



The majority of employment in the city of Seattle is devoted to Finance, Insurance, Real Estate, and Services. This sector provides 44% of all the city's employment. Retail provides 14% of the city's employment. Other major job sectors include Wholesale trade, Transportation, Communication, and Utilities (12%), and Government (11%).

Comprehensive Plan

Seattle's *Toward a Sustainable Seattle* comprehensive plan, originally adopted in 1994, was developed to accommodate 72,000 new residents, a range of 131,400 to 146,600 new jobs, and between 50,000 and 60,000 new households by the year 2014. The plan uses an "Urban Village" strategy to preserve the best qualities of the city's distinct neighborhoods. The strategy combines small changes in the city's development pattern with a more complete and competitive intermodal public transportation system. The preferred overall pattern and character of development in the city will be achieved through directing growth to Urban Villages, where conditions and infrastructure can best support increased densities. Dispersed growth along arterials and in other areas not considered conducive to pedestrian and cohesive community development and is discouraged. The overall intent of the strategy is to focus future development in Urban Village locations in order to protect existing single family areas.

As part of this strategy, the City has designated five major Urban Centers, along with a number of smaller Urban Villages, to absorb much of projected growth. The plan specifically recognizes the relationship of its designated Urban Centers and Manufacturing Industrial Centers to regional guidance contained in King County's Countywide Planning Policies, and contains a stated policy to meet the density criteria they contain. All of the Urban Center and Urban Villages are planned to be vibrant, active areas, with a mix of housing, retail, cultural, educational, and employment opportunities. The plan assigns 45 percent of future household growth (22,500 – 26,700 households) and 65 percent of job growth (85,410 – 95,500 jobs) to the five larger Urban Centers. In addition, the plan designates two Manufacturing/Industrial Centers, Ballard Interbay Northend, and Duwamish. Although the city has no housing goals for these MI Centers, they are expected to absorb approximately 10 percent of new jobs (13,140 – 14,660 jobs).

Manufacturing/Industrial Center Background

The Ballard-Interbay Manufacturing-Industrial Center is located in the northwest part of the city of Seattle, and extends some 3 miles from the northwest corner of downtown Seattle to Ballard. The center spans from Elliott Bay to Salmon Bay, and includes some of the city's most productive working waterfront, wharfs, shipyards, and rail yards.

The Ballard-Interbay center has three major components: Salmon Bay, Interbay, and Smith Cove on Elliott Bay. Salmon Bay is home to "Fisherman's Terminal," one of the largest commercial fishing terminals in the northwest. The Salmon Bay area, stretching from the Ballard Locks to Fremont, also supports intense marine-related industrial and manufacturing uses. The Interbay part of the center, located between Salmon Bay and Elliott Bay, contains one of Seattle's major railroad yards. At the south end of the center, Smith Cove on Elliott Bay is home to Terminal 91 (a large general cargo terminal complex) and Pier 86 (a Port of Seattle export grain terminal).

The City of Seattle designated the Ballard Interbay Northend Manufacturing and Industrial Center (BINMIC) in 1994 through the adoption of its Comprehensive Plan, *Toward a Sustainable Seattle*. Comprising approximately 843 acres of waterfront and upland property northwest of downtown Seattle, the BINMIC was established to ensure that adequate accessible industrial land is available to promote a

diversified employment base and sustain Seattle's contribution to regional high-wage job growth. The BINMIC is one of only two such designated manufacturing and industrial centers in Seattle, the other being the Duwamish. The industrially zoned BINMIC is a thriving urban industrial center with a diverse mix of businesses, active turnover from incubation and business grow, and low vacancy rates. The area is home to more than 1,000 businesses and 16,000 employees. Approximately 560 of these businesses are considered industrial or manufacturing, providing jobs for some 10,000 industrial workers. The BINMIC is also the home port of the North Pacific Fishing Fleet.

See the aerial photo on the following page for a depiction of the Ballard Interbay Manufacturing Industrial Center.

Center Planning and Implementation

Vision 2020 includes policy support for coordinated planning in the region's manufacturing/industrial centers. Appendix 1 ("Center Characteristics and Descriptions") of the plan includes the following language addressing these centers:

Manufacturing/industrial centers are major, existing regional employment areas of intense, concentrated manufacturing and industrial land uses which cannot be easily mixed at higher densities with other uses. To preserve land at these centers for manufacturing, industry and related uses, large retail uses or non-related offices are discouraged. Provision of adequate public facilities and services, including good access to the region's transportation system, is very important to the success of manufacturing/industrial centers.

The city of Seattle designated the Ballard-Interbay and Duwamish manufacturing/industrial centers in 1994 through the adoption of its comprehensive plan. Since that time the city has completed more detailed neighborhood plans for these two centers. The neighborhood plan for the Ballard-Interbay-Northend Manufacturing and Industrial Center (known as "BINMIC") was completed in 1998. The neighborhood plan for the Duwamish center was completed in 1999.

The city's comprehensive plan includes specific provisions for the city's five designated urban centers, two manufacturing/industrial centers, and 25 urban villages. The plan contains goals and policies to support the preservation, growth, and development of the two manufacturing/industrial centers. The goals support the preservation of adequate industrial land, promote its use for industrial purposes, and encourage the retention and expansion of industrial businesses. The plan's policies call for clearly defined geographic boundaries, buffers around industrial centers, capacity to accommodate at least 10,000 jobs in each center, assembly of parcels suitable for industrial activity, and provision of access to regional highway, rail, air and/or waterway system for the movement of goods. The policies also promote employment growth in the centers, and maintaining land that is uniquely accessible to water, rail, and regional highways for industrial use. The boundaries of Ballard-Interbay center are mapped on Land Use Figure 1 in the city's comprehensive plan.



Unlike the region's urban growth centers, where significant effort is being expended to promote mixed use development, higher density housing, pedestrian amenities, and transit oriented development, the region's manufacturing/industrial centers require different types of support. Generally, these centers require investment in heavy infrastructure, such as highways, waterfront facilities, railroads, and utilities. Their maintenance and preservation also requires investment in updated facilities, incentives for private industry investment, land assembly, and land use planning and zoning that protects these places from neighboring incompatible development. In addition, these centers require plans and zoning that prevents the proliferation of commercial, office, and other development that could eventually displace the existing manufacturing and industrial uses. The city of Seattle's existing comprehensive plan for the two manufacturing/industrial centers provides this type of support.

The 1998 *Ballard Interbay Northend Manufacturing and Industrial Center Plan* includes the following objectives: add at least 3,800 high wage jobs by the year 2014, achieve growth targets and other policies to encourage manufacturing and industrial retention and growth; prevent incompatible or competing land uses in industrial areas; improve access to industrial areas and transportation within these areas; encourage aggregation of smaller parcels of land into sites suitable for manufacturing and industrial use; and fund improvements to manufacturing and industrial areas. The plan prohibits new residential structures, but does allow artist loft style housing units within existing structures.

The 1998 plan recognizes the increasing pressure on the center:

Despite the area industrial and maritime character and historic success, the BINMIC faces many challenges. Rising land prices, inconvenient access to the area's interstate freeway system, the national and local economy's general shift away from manufacturing to services, and increased pressure from non-industrial businesses to locate in the BINMIC's waterfront and upland properties threaten the ability of the BINMIC to remain an industrial and manufacturing area. In addition, many of the smaller businesses in the BINMIC are growing quite rapidly. This growth often requires expansion space, which may not be readily available or perhaps too costly. Thus, many successful industrial firms have been and may continue to be forced to move out of the BINMIC area. Because BINMIC businesses account for a significant percentage of Seattle's jobs and business and occupation taxes, the City cannot afford to risk losing the viability of this important area.

[Ballard Interbay Northend Manufacturing and Industrial Center Plan, March 11, 1998, pp. 1-2].

In developing the Ballard-Interbay and Duwamish center plans, the city also recognized the importance of, and future demand for, the irreplaceable marine and waterfront properties which are at the heart of these two centers:

A recent analysis completed by the Port of Seattle Marine Industrial Land Study (November 1998) identified the level and nature of demand for marine industrial lands in the City of Seattle and the potential for identifying policy objectives and actions regarding the marine industrial land base. The report concluded that there will be strong long-term growth in the freight transportation, intermodal, and construction/resource sectors as well as various water dependent uses such as passenger service. The processing/cold storage, service and supply (particularly fueling), and harbor services sectors will experience steady long-term growth, and there will be limited growth in shipyard repair, and modest long term growth in equipment and repair.

[Greater Duwamish Manufacturing and Industrial Center Plan, April 27, 1999, page 40].

The major goals of these two neighborhood plans are to preserve these valuable land resources; provide jobs; prevent incompatible (non-industrial) development; invest in transportation and utility infrastructure improvements; and encourage appropriate growth.

The neighborhood plan includes the following components, each tailored to preserve and support the overall goals and issues for the center: general policies affecting economic development, freight mobility and transportation, industrial land use, maritime industries and fishing, public services, utilities, and infrastructure, and regulatory environment. In addition to providing guidance related to land use (which is codified in the city's zoning code), the plan includes planned investments in the center's transportation and utilities systems in support of continued growth in the center.

Population, Housing, and Employment

Population, housing, and household data were derived from the 1990 and 2000 census. In 2000 Ballard-Interbay center had 1,354 residents, 554 households, and 585 housing units. The center saw moderate growth between 1990 and 2000, with population increasing by over 100% (from 667 to 1,354 people); households grew from 428 to 585 (37%); and housing units increased by 41% (from 392 to 554).

Department of Employment Security data were used to evaluate employment trends in Ballard-Interbay center. Between 1995 and 2000 employment in the center increased slightly from 14,179 to 14,201. The center's employment is well divided among major job sectors. As of 2000 manufacturing jobs accounted for 38% of the center's total employment; wholesale, transportation, communication, and utilities 23%; services 18%; and construction and resources were 11%.

There are no established population, housing, or employment targets for the Ballard/Interbay manufacturing/industrial center, and the Regional Council has not establish employment guidelines for the manufacturing/industrial centers, as it has for the region's urban centers.

Manufacturing/Industrial Center Population, Housing, and Employment		
	1990*	2000
Population	525	756
Persons per square mile	60	87
Housing units	142	181
Housing units per square mile	16	21
Households	134	122
Households per square mile	15	14
Employment	14,179	14,201
Employees per square mile	10,765	10,781
Employees per housing unit	33.13	24.28
* Employment data is for 1995		

Source: 2000 U.S. Census, Washington State Department of Employment Security, Puget Sound Regional Council

Manufacturing/Industrial Center Employment by Sector	
Services	18.2 %
Retail	7.0 %
FIRE	1.3 %
WTCU	22.8 %
Manufacturing	38.0 %
Government/education	2.1 %
Construction/resources	10.6 %

Source: Washington State Department of Employment Security

Land Use, Character & Urban Form

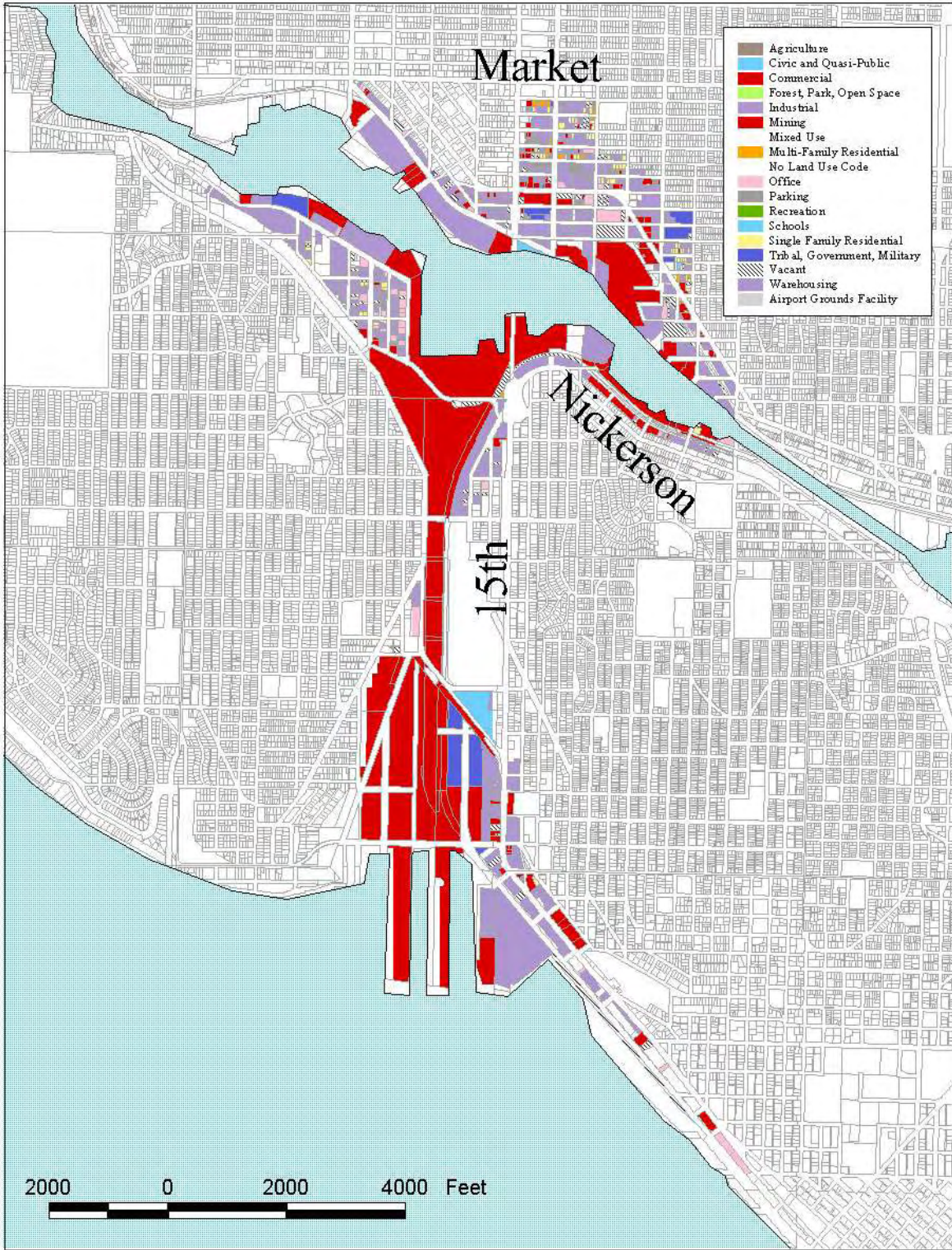
Ballard-Interbay center covers 843 acres stretching from almost Market Street in Ballard south to Salmon Bay, including fisherman’s terminal, continues south through the Interbay area to Smith Cove and Pier 91, then along the Elliott Bay waterfront to about Denny Way. The center contains 134 blocks, with an average block size of 6.3 acres. Of the center’s total 843 acres, 746 acres are contained within parcels (this excludes rights-of-way). The center has 853 parcels with an average size of .87 acres. The center’s useable land, represented by parcels, covers 79% of its area.

Current land use information was obtained from King County assessor’s office records. Current land use in the center is dominated by commercial (53%), industrial (11%), and warehousing (18%), with small areas used for offices, schools, and government/military.

Planned future land use was derived from the land use element of Seattle’s comprehensive plan. The vast majority of Ballard-Interbay center is designated for manufacturing and industrial development in the city’s comprehensive plan. The plan promotes manufacturing and industrial employment growth, including manufacturing uses, advanced technology industries, and a wide range of industrial-related commercial functions, such as warehouse and distribution activities. In addition, the plan shows small areas planned for other uses, such as single family residential (3.4% of the center area) and open space (3% of the center area).

See the map on the following page for depiction of current land uses in the Ballard Interbay Manufacturing Industrial Center.

Ballard / Interbay Manufacturing Center (Current Land Use)



Ballard/Interbay Manufacturing/Industrial Existing Land Use	
	Percentage
Civic/Quasi-public	0.01%
Commercial	53.08%
Industrial	10.58%
Mixed Use	0.10%
Residential – Multi Family	0.29%
Office	2.18%
Parking	0.70%
Schools	1.22%
Residential – Single Family	0.95%
Government/Military	3.35%
Unknown (No Data)	5.60%
Vacant	3.76%
Warehousing	18.17%
Total	100%

Source: King County assessor's office records

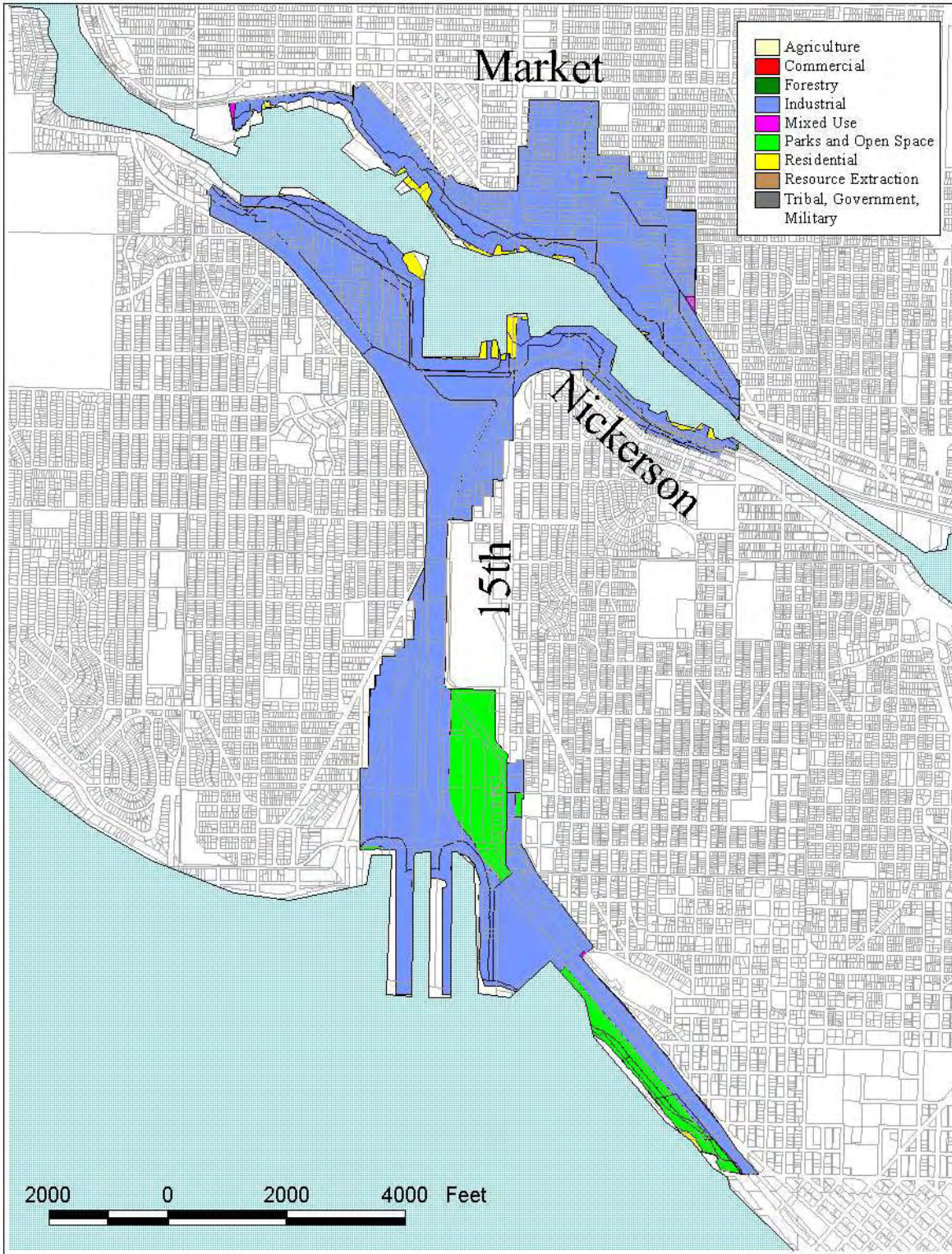
Ballard/Interbay Manufacturing/Industrial Center is dominated by commercial use, which occupies more than half of total center (53%). Warehousing and industrial are also significant land uses, accounting for 18% and 11% respectively. Residential uses account for just over 1% of the center.

See the map on the following page for a depiction of planned future land uses in the Ballard Interbay Manufacturing Industrial Center.

Ballard/Interbay Manufacturing/Industrial Future Land Use	
	Percentage
Commercial/Mixed Use in Centers/Villages	0.30%
Commercial/Mixed Use not in Centers/Villages	0.18%
Industrial	86.31%
Multi-Family Residential Areas	0.61%
Public Open Space	3.03%
Rural Residential - RD (1du/2.3ac)	0.08%
Single Family Residential Areas	3.41%
Unknown	6.08%
Total	100%

Source: The City of Seattle Comprehensive Plan, King County Assessor, Puget Sound Regional Council

Ballard / Interbay Manufacturing Center (Future Land Use)



The city of Seattle’s land use plan calls for 86% of Ballard/Interbay center to be devoted to industrial use. The plan also designates 3.4% of the center for single family residential and 3% for public open space.

Manufacturing/Industrial Center Character and Urban Form	
Total area (acres)	843
Number of blocks	134
Average block size (gross acres)	6.3
Number of parcels	853
Average parcel size (net acres)	0.87
Road network (linear miles)	21.8
Freight railroad network(linear miles)	10.9

Source: Puget Sound Regional Council

Transportation and Access

The center has excellent waterway, freight rail access, and roadway access. Surface streets provide convenient access from the center to SR-99 and I-5. Elliott Avenue W, and 15th Avenue N.W. provide north-south street access to the center, while N.W. Market Street, Leary Way, W. Emerson Street, W. Dravus Street, and West Galer Street provide east-west access. The center contains a total of 21.8 miles of roads.

The land uses and overall character of Ballard/Interbay center have been defined by its focus on land and water transportation. The center contains significant railyards and mainline railroad tracks operated by Burlington Northern Santa Fe Railway, with 10.9 miles of freight rail tracks.

The center’s location along Elliott Bay and Salmon Bay provide excellent waterborne access. The northern part of the center adjoins Salmon Bay and the adjacent Chittenden Locks to the west, and the Lake Washington Ship Canal to the east. The city’s major salmon fishing fleet utilizes the moorage and upland support areas at Fisherman’s Terminal along the south side of Salmon Bay. Many other docks, wharfs, and piers line the Salmon Bay waterfront, providing easy access from adjoining business. Terminal 91 adjoining Elliott Bay provides 6 berths for large container ships, with docks 2,500 feet long. The terminal provides on-dock rails for intermodal transfer of containerized freight, automobiles, and other cargo.

Thirteen separate Metro Transit bus routes serve the Ballard/Interbay center. On average, transit routes operate one bus every 23 minutes in the AM peak period. There are no existing or planned transit centers or station areas in or adjacent to the Ballard-Interbay center.

The proposed Seattle-to-Everett Sounder Commuter Rail route will pass through Ballard-Interbay center, but there is no station within or adjoining it. The closest planned station will be in Ballard, to the west of the center. The location for the Ballard Sounder Commuter rail station has not yet been selected.

Ballard Interbay Manufacturing Industrial Center Transit Routes and Frequencies (AM Peak Period)			
Item	Route #	Destination	Freq
1	15	Crown Hill	20.00
2	15x	Crown Hill	16.43
3	17	Sunset Hill	20.27
4	17x	Sunset Hill	27.67
5	18	North Beach	20.00
6	18x	North Beach	23.40
7	19	West Magnolia	30.00
*	15/18	Seattle Center-CBD	10.00
8	24	Magnolia	28.31
9	31	Magnolia	30.00
10	33	Discovery Park	23.69
11	44	Ballard	11.63
12	46	Ballard	30.00
13	28	Broadview	29.50
*	28	Whittier Heights	25.17
			23.07

Source: Puget Sound Regional Council, Community Transit, Everett Transit, Kitsap Transit, Metro Transit, Pierce Transit, Sound Transit

Manufacturing/Industrial center references and contacts

Sustainable Seattle – Seattle’s Comprehensive Plan (1994)

Greater Duwamish Manufacturing and Industrial Center Plan (1999)

Ballard Interbay Northend Manufacturing and Industrial Center (BINMIC) Plan (1998)

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