

Puget Sound Regional Council
2002 Urban Centers Report

NORTH TUKWILA MANUFACTURING/INDUSTRIAL CENTER

Community Context

Tukwila is one of the region's oldest suburban cities, incorporated in 1908. The city of Tukwila is bordered by the cities of Seattle on the north, SeaTac on the west, Renton on the east, and Kent on the south. Tukwila is a long narrow city oriented in a north-south direction following the Duwamish River valley. The city is seven miles long and an average of about 1 mile wide. The city contains 8.8 square miles and in 2000 had a population of 17,181. With its emphasis on both commercial and industrial development, Tukwila has a significant job base, with nearly 50,000 covered jobs in 2000. Many of these jobs are located within the city's regional growth center (22,749) and manufacturing center (11,881). A portion of King County International Airport (Boeing Field) is located inside the Tukwila city limits (and inside the North Tukwila Manufacturing center), at the far north end of the city.

The city's commercial and civic center is located in the Southcenter area, at the intersection of two of the region's major freeways: I-5 and I-405. The city of Tukwila is served by several major freeways and arterial streets, including: I-5, I-405, SR-599, SR-99 (Pacific Highway South), East Marginal Way/Interurban Avenue/West Valley Highway, Southcenter Boulevard, and South 180th Street. The city also has several major railroad lines, which serve the North Tukwila manufacturing center as well as the light industrial areas near Southcenter, such as the Andover Industrial Park and Koll Business Park.

The city contains two regional centers: the Tukwila Regional Growth Center, which contains the Southcenter Mall area, and the North Tukwila Manufacturing/Industrial Center, located at the north end of the city adjoining the Duwamish manufacturing center in the city of Seattle (see the manufacturing/industrial centers section of this report).

Although Tukwila has experienced relatively modest population growth in the past decade (growing from 11,874 in 1990 to 17,181 in 2000), the city has seen significant growth in commercial and industrial activity. Much of this growth has been in the manufacturing center, along Pacific Highway South, and in the areas surrounding Southcenter Mall. In the Southcenter area, commercial and retail development includes expansions at Southcenter Mall (Mervyns was added in 1992), other smaller malls and strip retail centers (Parkway Plaza, Pavilion Mall redevelopment), restaurants, theaters, furniture stores (Bon Marche, J.C. Penney, Levitz, etc.), and "big box" outlets (Ross Dress for Less, Gart Sports, etc.). In addition, the area south and east of the Southcenter Mall has seen significant growth in light industrial, warehousing, and related office space.

In addition to these urban developments, the city of Tukwila contains several natural features and amenities, including Tukwila Pond (located across Strander Boulevard from the mall), Minkler Pond, and the Green River.

Tukwila City-Wide Snapshot	
Area (square miles)	8.8
Population (2000)	17,181
Population per square mile	1,952
Employment (2000)	49,829
Employees per square mile	5,662
Housing units (2000):	7,725
Employees per housing unit	6.45

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

Manufacturing/Industrial Center Background

North Tukwila Center adjoins the south border of the Duwamish center, and extends from Seattle’s south city limits to south 126th street. The center is characterized by light to heavy manufacturing uses, and includes the south 1/3 of King County International Airport/Boeing Field. The Boeing Company is a major employer, occupying some 750 acres (58% of the entire center). The Duwamish River winds through the North Tukwila center, providing businesses with water access.

See the aerial photo on the following page.

Manufacturing/Industrial 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 Tukwila has designated the North Tukwila Manufacturing Center in its comprehensive plan. The plan’s goal supports existing and new industrial activities, maximizing employment and economic benefits, and minimizing impacts on the city’s neighborhoods. The plan’s policies support new development, simplified permit processing, protecting the industrial land resource, improving Duwamish River access, improving transportation flow, and continued intergovernmental coordination.



In 1998 the city of Tukwila published its *Strategic Implementation Plan* (with an associated EIS) for the Tukwila Manufacturing and Industrial Center. The plan was adopted and codified by city ordinance on November 2, 1998. The plan articulates the goal for the center as follows: “Support for existing industrial activities in the Manufacturing/Industrial Center and development of new industrial activity in order to maximize the employment and economic benefits to the people of Tukwila and the region, while minimizing impacts on residential neighborhoods.” The strategic implementation plan builds upon three previous city decisions: (1) the adopted policy direction in the Comprehensive Plan for industrial area development; (2) the capital improvement standards (such as roadway design and capacity standards to meet MIC development needs, including freight mobility requirements) and facility improvements (such as sewer, water, and streets) needed to support area development; and (3) the regulations and programs which have been recognized in the Comprehensive Plan as implementation actions.

The strategic plan’s implementing actions include the adoption of streamlined permit review and supporting revisions to the capital improvement plan and development standards to support preservation and continued appropriate development in the MIC. To test the efficacy of the proposed new standards and regulations, the city developed three hypothetical prototype developments on three real sites in the MIC. The conclusion of the prototype development analysis were: (1) The higher intensity prototype developments were consistent with, or less than, the zoning build-out parameters used by the city to identify capital improvement needs; (2) the area-wide transportation and utility system is generally sufficient to support build-out; (3) the streamlined permit system could be implemented in the MIC, and would reduce development review time by 3-4 weeks, while continuing to implement the land use, infrastructure, and environmental policies of the Comprehensive Plan.

Population, Housing, and Employment

Population, housing, and household data were derived from the 1990 and 2000 census. North Tukwila center gained population between 1990 and 2000. During the past 10 years the center grew from a population of 235 to 324, while housing units increased from 124 to 136, and households grew from 117 to 124. According to the city’s comprehensive plan, the Tukwila center had 114 businesses in 1995 employing over 18,000 people, with more than three fourths of these jobs in manufacturing.

Department of Employment Security data were used to evaluate employment trends in the Tukwila center. Between 1995 and 2000, employment (covered jobs) decreased by 18%, from 14,483 to 11,881. Much of this job decline is due to cutbacks by the Boeing Company, a major employer in the center.

The Boeing Company heavily influences the center’s employment mix, with 76% of all jobs devoted to manufacturing. Other employment sectors represented in the center include wholesale, transportation, communication, and utilities jobs (10.5%), government (7%), and services (3.4%).

There are no established population, housing, or employment targets for the North Tukwila 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.

North Tukwila Manufacturing/Industrial Center Population, Housing, and Employment		
	1990*	2000
Population	1,913	2,452
Persons per square mile	432	553
Housing units	660	862
Housing units per square mile	149	194
Households	634	822
Households per square mile	143	185
Employment	14,483	11,881
Employees per square mile	7,208	5,913
Employees per housing unit	117.75	87.36
* Employment data is for 1995		

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

North Tukwila Manufacturing/Industrial Center Employment by Sector	
Services	3.4 %
Retail	1.3 %
FIRE	0.0 %
WTCU	10.4 %
Manufacturing	76.0 %
Government/education	7.0 %
Construction/resources	1.9 %

Source: Washington State Department of Employment Security, Puget Sound Regional Council

Land Use, Character & Urban Form

The North Tukwila manufacturing/industrial center is an extension of the Duwamish manufacturing/industrial center. The two centers meet at the cities' boundaries. North Tukwila center extends from Seattle's south city limits southward along the Duwamish River, and is bounded by the City of Seattle on the north, Burlington Northern Railroad right-of-way on the east, the Duwamish River on the west, and South 125th Street on the south. The center comprises 1,286 acres. The center's 44 blocks contain an average of 29.2 acres. The center is designated and mapped in Tukwila's comprehensive plan, which contains goals and policies to support the center (see above). North Tukwila center has 218 parcels, each covering 3.81 acres. In total, the center's parcels cover 830 acres (excluding rights-of-way), or 61% of the center's total land area.

North Tukwila Manufacturing/Industrial Center Character and Urban Form	
Total area (acres)	1,286
Number of blocks	44
Average block size (gross acres)	29.2
Number of parcels	218
Average parcel size (net acres)	3.81
Road network (linear miles)	17.4
Freight railroad network (linear miles)	2.9

Source: Puget Sound Regional Council

Current land use information was obtained from King County assessor’s office records. According to the city’s comprehensive plan, existing land uses include light to heavy manufacturing, storage facilities, office development, small areas of commercial development along arterials, and a few older residences (136 as of the 2000 census - - see above). King County International Airport/Boeing Field occupies 175 acres in Tukwila center.

Data in the 1995 Tukwila comprehensive plan show existing land use in the center was distributed as follows:

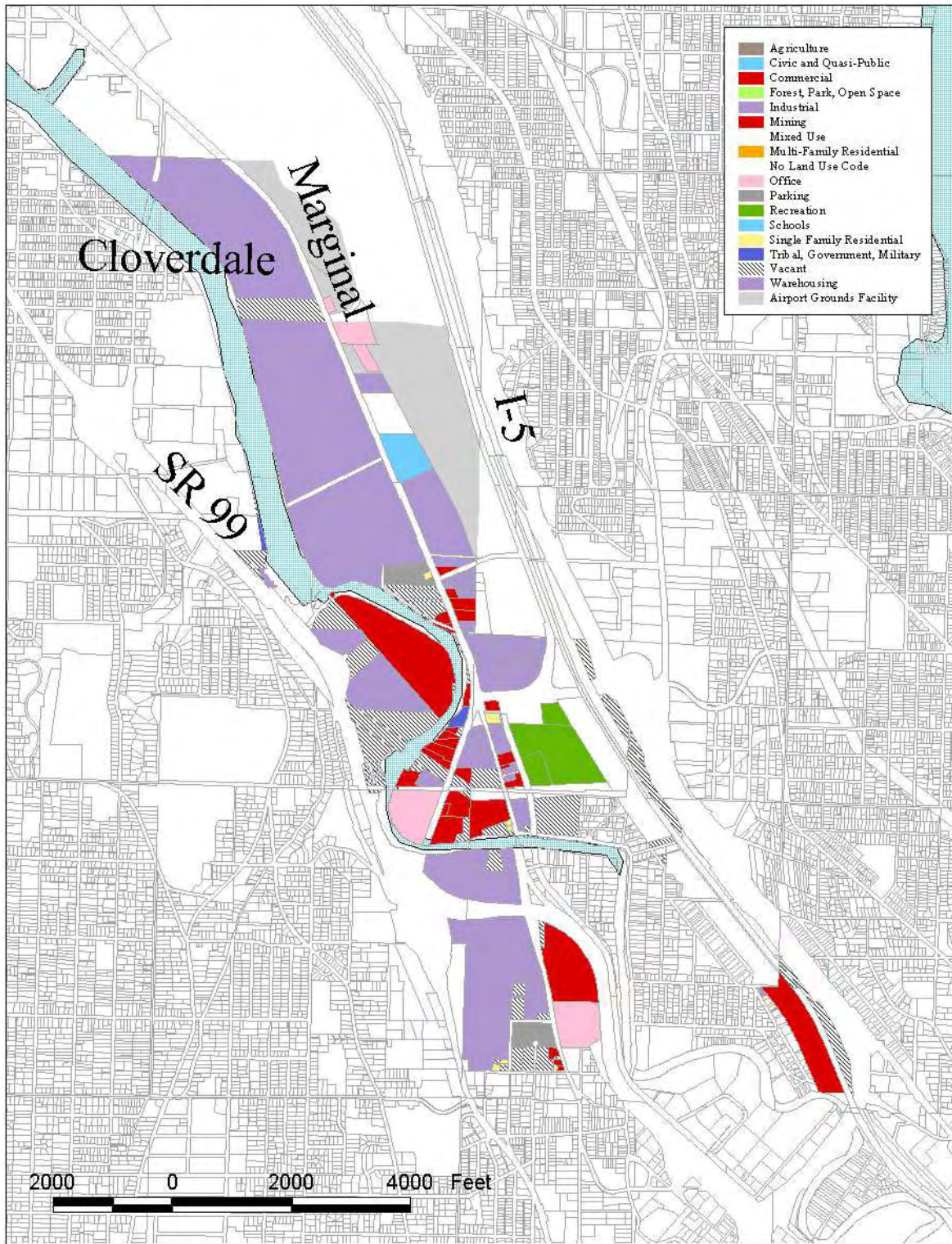
Developed land	69%
Airport.....	18%
Vacant	8%
Water.....	3%
Rights-of-way	2%

For a depiction of current land uses in the North Tukwila Manufacturing Industrial Center, see the map on the following page.

North Tukwila Manufacturing/Industrial Center Existing Land Use	
<i>Land Use</i>	<i>Percentage</i>
Civic/Quasi-Public	1.16%
Commercial	13.18%
Industrial	36.35%
Office	4.56%
Parking	1.37%
Recreation	3.33%
Residential – Single Family	0.30%
Government/Military	1.50%
Unknown (No Data)	6.76%
Vacant	14.81%
Warehousing	16.68%
Total	100%

Source: King County Assessor’s Office Records, Puget Sound Regional Council

North Tukwila Manufacturing Center (Current Land Use)



As of the year 2000, North Tukwila Manufacturing/Industrial Center is heavily used for industry (36%) followed by Warehousing (17%), and Commercial (13%). Some 15% of the center is currently vacant. The industrial uses include King County International Airport/Boeing Field as well as the Boeing Company’s Duwamish plant, which occupies 175 acres of the center.

Planned future land use was derived from the land use element of the Tukwila comprehensive plan. The entire Tukwila center is designated as “manufacturing/industrial center (MIC),” with two densities: light and heavy. The vast majority of the center is designated as MIC-heavy. Three areas are planned for less intensive manufacturing use (MIC-light). These are located near the intersection of East Marginal Way and SR-599.

For a depiction of planned land uses in the North Tukwila Manufacturing Industrial Center, see the map on the following page.

North Tukwila Manufacturing/Industrial Future Land Use	
<i>Land Use</i>	<i>Percentage</i>
Manufacturing/Industrial Center - Heavy Industrial	79.23%
Manufacturing/Industrial Center - Light Industrial	9.46%
Tukwila Valley South	0.02%
Other	11.28%
Total	100%

Source: The City of Tukwila Comprehensive Plan, Puget Sound Regional Council

Future land use in the North Tukwila Manufacturing/Industrial Center are planned to be devoted primarily to heavy and light industry, which will comprise 79% and 9% of the center, respectively.

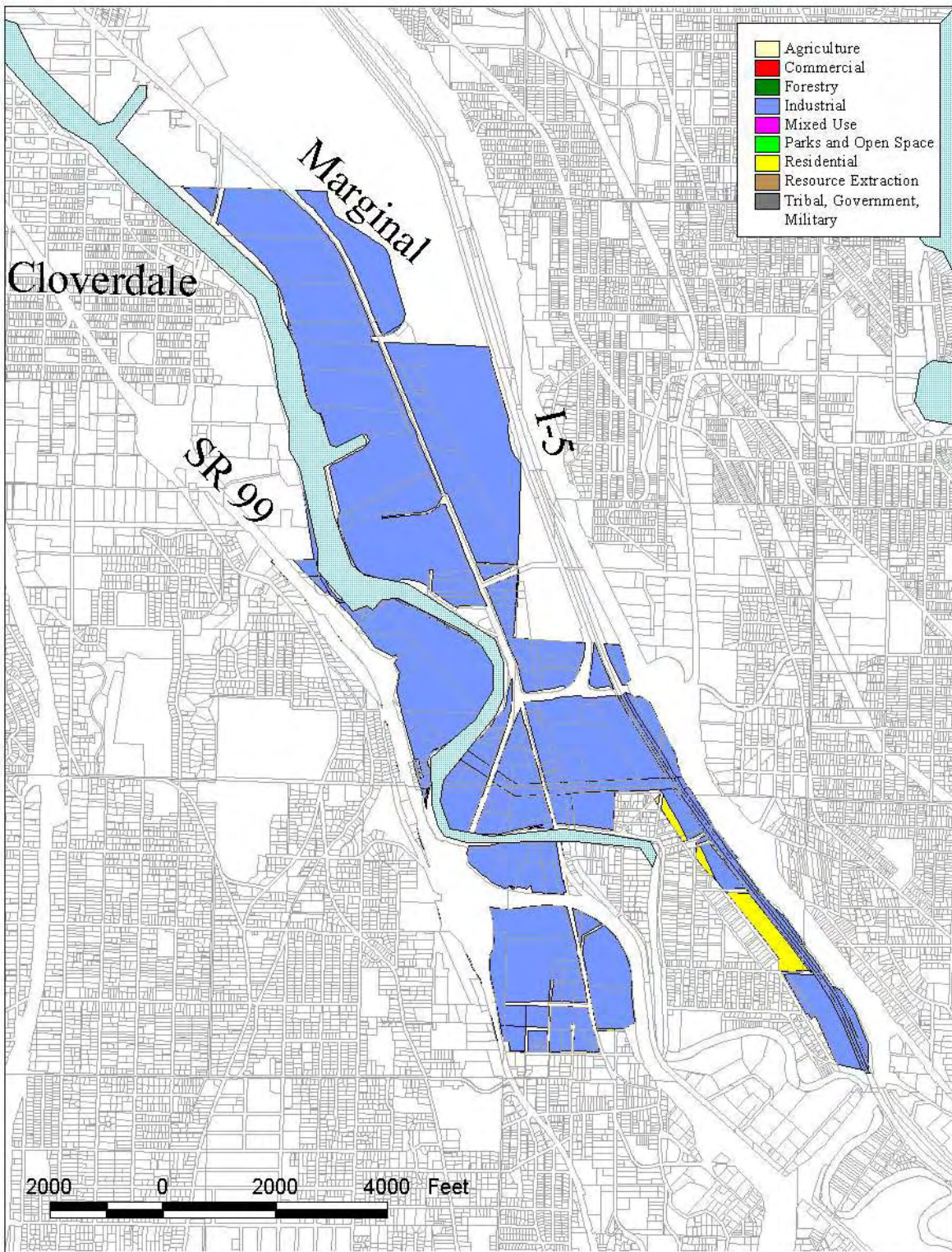
Transportation and Access

North Tukwila MIC has excellent freight rail access, and is served with good access by surface streets to the regional highway system. East-west access through the center is somewhat restricted, due to the Duwamish River on the west and I-5 on the east. The Boeing Access Road serves as the center’s major east-west route, connecting it with I-5, SR-99, and SR-99. East Marginal Way, Pacific Highway South (SR-99), Airport Way, and SR-599 provide the center with good north-south access.

Similar to Duwamish center, North Tukwila center currently has Sounder commuter rail service on Burlington Northern tracks running roughly parallel to I-5, but North Tukwila center has no commuter rail station. Sound Transit’s future LINK light rail line as proposed would also serve North Tukwila center via a combined Sounder commuter rail and LINK light rail station near the Boeing Access Road/I-5 interchange. The final LINK light rail route and alignment have not been determined.

Five separate transit routes serve the North Tukwila Manufacturing/Industrial Center, with an average of one bus every 43 minutes in the AM peak period.

North Tukwila Manufacturing Center (Future Land Use)



North Tukwila Manufacturing Industrial Center Transit Routes and Frequencies (AM Peak Period)			
Item	Route #	Destination	Freq
1	124	Southcenter-Tukwila P&R 124	60.00
2	154	Boeing-Auburn 154	60.00
3	173	Boeing	86.00
4	170	Mc Micken	30.00
5	174	Seattle	25.33
*	174	Boeing, SeaTac	18.56
*	174	Federal Way	20.88
		<i>Average</i>	<i>42.97</i>

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

Manufacturing/Industrial center references and contacts

City of Tukwila Comprehensive Plan (1995)

Tukwila Manufacturing/Industrial Center Strategic Implementation Plan (1998)

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