

## **B Industrial & Maritime Strategy Council Report**

Also available online at:

<https://www.seattle.gov/Documents/Departments/OPCD/OngoingInitiatives/IndustrialMaritimeStrategy/IndustrialMaritimeStrategyReport2021.pdf>



# INDUSTRIAL AND MARITIME STRATEGY COUNCIL RECOMMENDATIONS

June 2021



City of Seattle

## ACKNOWLEDGEMENTS

Seattle is on the land of the Coast Salish peoples, including land of the Duwamish, Suquamish, Muckleshoot, and Snoqualmie Tribes. For thousands of years, Native people and their ancestors have called Seattle and the Puget Sound (Salish Sea) region home, and they continue to live here today. We are honored to be on Coast Salish territories, it is by virtue of their protection and careful stewardship, that Seattle is one of the most resource-rich coastal cities in the country.

This report was informed by over a year of engagement with the City's Industrial and Maritime Strategy Council, which was created by Mayor Durkan in November 2019. Made up of a broad range of stakeholders, the Council was formed with a citywide council and four neighborhood councils. Participants are listed below. Three co-chairs stewarded the councils and members of neighborhood councils who also served on the citywide council are indicated.

### Citywide Council

Sally Clark, University of Washington (co-chair)

Nicole Grant, MLK Labor (co-chair)

Brian Surratt, Alexandria Real Estate Equities (co-chair)

Dan Strauss, Seattle City Council, Land Use & Neighborhoods Committee Chair

Commissioner Stephanie Bowman, Port of Seattle

Erin Adams, Seattle Made

Sam Farrazaino, Equinox Studios (*Georgetown/South Park*)

Dave Gering, Manufacturing Industrial Council of Seattle

Erin Goodman, SODO Business Improvement Area (*SODO*)

Johan Hellman, BNSF (*Interbay*)

Alex Hudson, Transportation Choices Coalition

Rick Kolpa, Prologis

Marie Kurose, Workforce Development Council of Seattle-King County

Terri Mast, Inland Boatman's Union (*Interbay*)

Fred Mendoza, Public Stadium Authority (*SODO*)

Barbara Nabors-Glass, Seattle Goodwill

Peter Nitze, Nitze-Stagen

John Persak, International Longshore and Warehouse Union (*SODO*)

Fred Rivera, Seattle Mariners (*SODO*)

Charles Royer, Public Facilities District

Jordan Royer, Pacific Merchant Shipping Association

Chad See, Freezer Longline Coalition (*Interbay*)

Greg Smith, Urban Visions

Rob Stack, Stack Industrial Properties

Mike Stewart, Ballard Alliance Business Improvement Area (*Ballard*)

## **Georgetown / South Park Council**

Roger Bialous, Georgetown Brewing

Johnny Bianchi, Industry Space

Clint Burquist, Georgetown Community Council

Sam Farrazaino, Equinox Studios (*Citywide*)

Jon Holden, Machinists Union 751

Kevin Kelly, Recology

Elena Lamont, Pioneer Human Services

Paulina Lopez, Duwamish River Cleanup Coalition

Maria Ramirez, Duwamish Valley Housing Coalition

Veronica Wade, Workforce Dean, South Seattle College

## **Ballard Council**

Warren Aakervik, Ballard Oil

Brad Benson, Stoup Brewing

Danny Blanchard, Seattle Maritime Academy

Suzie Burke, Fremont Dock Company

Angela Gerrald, Ballard District Council

Haley Keller, Peddler Brewing

Brent Lackey, Ballard District Council

Eric Nelson, Nordic Heritage Museum

Russel Shrewsbury, Western Towboat

Mike Stewart, Ballard Alliance Business Improvement Area (*Citywide*)

## Interbay Council

Charles Costanzo, American Waterway Operators

Nathan Hartman, Kerf Design

Johan Hellman, BNSF Railway (*Citywide*)

Terri Mast, Inlandboatman's Union (*Citywide*)

Chad See, Freezer Longline Coalition (*Citywide*)

Jeff Thompson, Freehold Group

## SODO Council

Alex Cooley, Solstice Grown

Kristal Fiser, UPS

Erin Goodman, SODO Business Improvement Area (*Citywide*)

Lisa Howard, Alliance for Pioneer Square

Ron Judd, WSDOT

Henry Liebman, American Life

Brian Mannelly, SSA Marine

Fred Mendoza, Public Stadium Authority (*Citywide*)

Mark Miller, MacMillan-Piper

John Persak, International Longshore and Warehouse Union (*Citywide*)

Fred Rivera, Seattle Mariners (*Citywide*)

Charley Royer, Public Facilities District (*Citywide*)

Jessa Timmer, Alliance for Pioneer Square

Maiko Winkler Chin, Seattle Chinatown International District Preservation & Development Authority

## Black Indigenous and Persons of Color (BIPOC) Youth Engagement Partners

This strategy was informed by direct engagement with over one hundred BIPOC youth to hear their suggestions and listen to their direct experiences with exposure to careers in maritime / industrial sectors. The following leaders in youth-serving organizations partnered to co-create this engagement.

Magdalena Angel-Cano, Duwamish River Cleanup Coalition

Jake Bookwalter, Georgetown Youth Council

Veasna Hoy, Youth Maritime Collaborative, Maritime Blue

LeAsia Johnson, Seattle Goodwill  
Robert Jones, Urban League of Metropolitan Seattle  
Carmen Martinez, Duwamish Valley Youth Corps Manager  
Rosario-Maria Medina, Friends of Georgetown History and Industry  
Nico Onada-McGuire, Seattle Good Business Network

## City Staff and Consultants

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Bryan Lobel, Community Attributes Inc.  
Elliot Weiss, Community Attributes Inc.

## INTRODUCTION

In November of 2019, Mayor Durkan assembled this Industrial and Maritime Strategy Council (Strategy Council) to develop an Industrial and Maritime Strategy that is future-orientated and centers opportunities for working people, especially Black, Indigenous, People of Color (BIPOC), youth, and women. The Strategy Council was directed to develop a holistic and comprehensive approach to supporting the industrial and maritime sectors and identified five issue areas to focus their efforts on: workforce development, environmental justice, transportation, public safety, and land use. Despite the challenges encountered in 2020 from the COVID-19 pandemic that caused a temporary pause of the process, the Strategy Council was able to reach strong consensus on a set of recommended strategies. This report contains the consensus recommended strategies to support the future of Seattle's industrial and maritime sectors.

These recommendations aim to reflect the BIPOC voices and point towards more equitable outcomes. During this process all Strategy Council members were invited to participate in a discussion of restorative economics, and the City believes we must continue to take additional actions to address structural change that would advance a restorative economic system and systemic racism. This project included direct dialogue with over a hundred BIPOC youth and the policy choices recommended can lead to benefits for these young members of the Seattle community and others like them.

## BACKGROUND

Most industrial land in Seattle is located within two Manufacturing Industrial Centers (MIC). Seattle's Greater Duwamish Manufacturing and Industrial Center (MIC) and the Ballard Interbay North Manufacturing Industrial Center (BINMIC) contain about 12 percent of Seattle's total land area. MICs are regional designations and are defined in the City's Comprehensive Plan as home to the city's thriving industrial businesses. There are only 11 MICs in the Puget Sound region and they are important resources for retaining and attracting jobs and for a diversified economy. There are a few small areas of industrial zoning outside of MICs.

Seattle industrial areas employment is about 100,000, representing roughly 15% of total employment in the City. Historically, Seattle's industrial lands have captured about 6-11% of the city's employment growth. Although narratives suggest declines in industrial jobs, Seattle's industrial area employment grew at a compound annual rate of about 1.6% between 2010 and 2018. Some sectors like food-and-beverage production grew even faster, while maritime and logistics had slow and steady growth, and only aerospace and manufacturing sectors saw minor declines. (Seattle Maritime and Industrial Employment Trends. Community Attributes Inc., 2020).

Industrial and maritime jobs provide pathways to stable careers that are accessible to a broad swath of community members. Nearly two thirds of all jobs in industrial sectors are accessible without a traditional four-year college degree, and more than half of all jobs in the maritime sector are available with no formal education. Wages are competitive, with average annual earnings exceeding 70% of the Area Median Income for salaries in the construction, aerospace/aviation, and logistics sectors. A high number of jobs in logistics, maritime and manufacturing sectors remain unionized and provide high quality benefits. (Industrial Lands Employment Analysis Technical Memo. Community Attributes Inc., 2020).

Both the accessibility and access to competitive wages and benefits provides an opportunity for BIPOC community, women, and youth. While there is a lack of data to fully demonstrate the demographics of the industrial and maritime workforce, the available data does show that the largest geographic concentration for Seattle residents of workers on industrial lands are in southwest Seattle with an overall distribution across the region. To supplement the limited data, the City directly consulted over 116 BIPOC youth to share their lived experiences about exposure to industrial and maritime sectors. The take-aways from the youth engagement include the youth describing a general lack of awareness of industrial and maritime careers and were surprised by the diversity and number of careers and the higher wages

within the maritime, manufacturing, and logistics sectors. We also heard that a clear stigma against career and technical education exists and that career decisions of youth are most influenced by their parents, as opposed to their teachers and counselors. Finally, we heard youth emphasize that environmentally friendly employers are important to their career decisions. The Strategy Council strongly recommends specific and proactive measures to ensure access and opportunities to a higher proportion of BIPOC and women than it has ever had before.

## GUIDING PRINCIPLES

Mayor Durkan laid out the following principles to guide the work of the citywide and neighborhood members of the Strategy Council. The Strategy Council reviewed and concurred with the principles at the start of the process. After the murder of George Floyd in Minneapolis, and the COVID-19 pandemic, the Strategy Council focused on additional actions to strengthen racial equity and recovery.

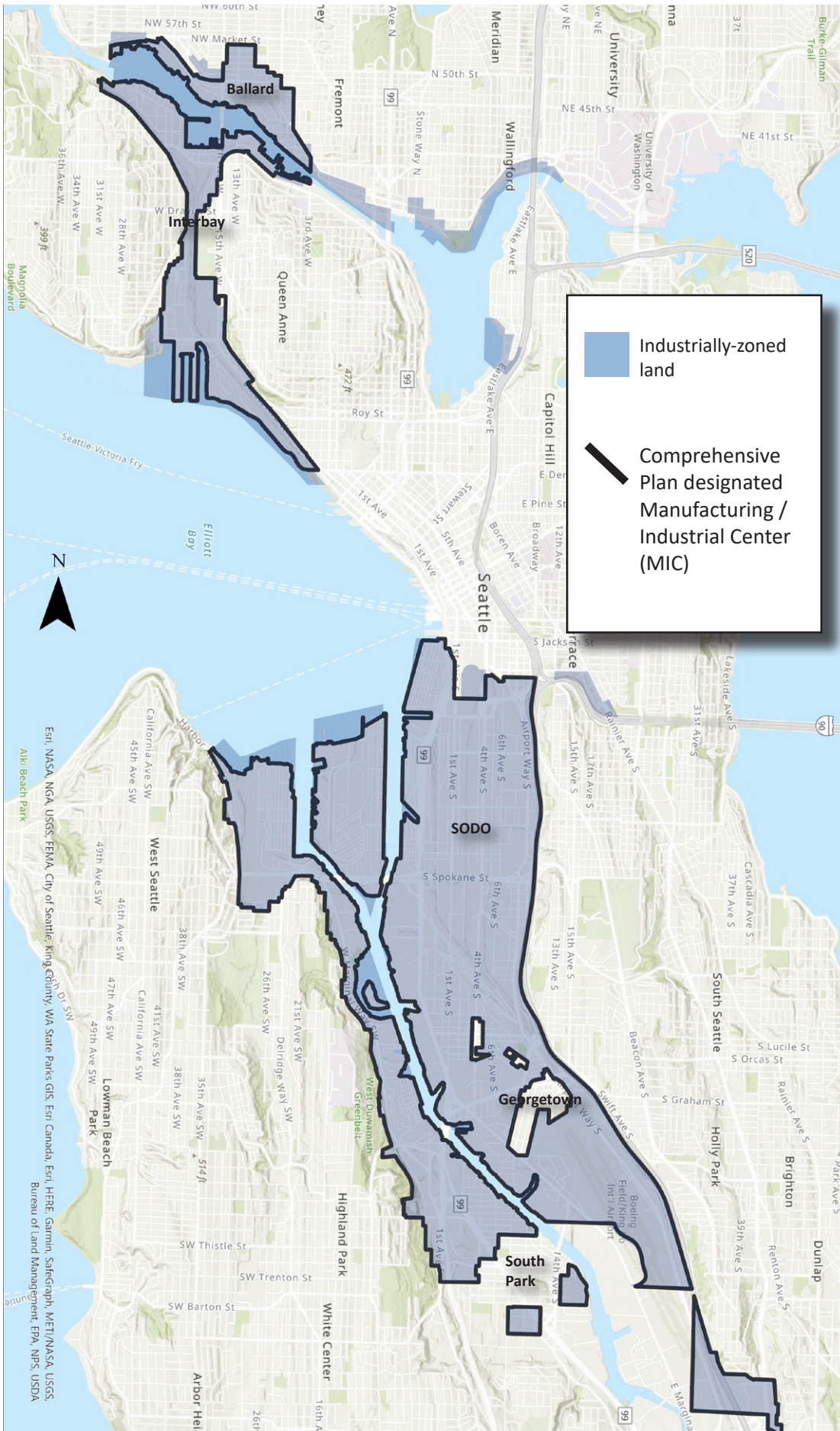
- Use the power of local workers and companies to chart a blueprint for the future using the principles of restorative economics to support the cultural, economic, and political power of communities most impacted by economic and racial inequities
- Strengthen and grow Seattle's industrial and maritime sectors so communities that have been excluded from the prosperity of our region can benefit from our future growth
- Promote equitable access to high quality, family-wage jobs and entrepreneurship for Black, Indigenous, and People of Color through an inclusive industrial economy and ladders of economic opportunity
- Improve the movement of people and goods to and within industrial zones and increases safety for all travel modes
- Align Seattle's industrial and maritime strategy with key climate and environmental protection goals
- Develop a proactive land use policy agenda that harnesses growth and economic opportunities to ensure innovation and industrial jobs are a robust part of our future economy that is inclusive of emerging industries and supportive of diverse entrepreneurship.

## A Holistic Strategy

The Strategy Council was structured with an overall citywide council and four neighborhood-based councils for Ballard, Interbay, Georgetown/South Park, and SODO. While each geographic area is unique, they share common issues, challenges, and opportunities. The recommended strategies respond to specific topics identified by the Strategy Council and applies an overall principled approach to Seattle's industrial and maritime sectors as a whole.



# Industrial Areas Map



Esri, NASA, NGA, USGS, FEMA, City of Seattle, King County, WA State Parks GIS, Esri Canada, Esri, HERE, Garmin, SafeGraph, MET/NASA, USGS, Bureau of Land Management, EPA, NPS, USDA



*Strategy Council members emphasized that many businesses in Seattle’s industrial and maritime sectors rely on irreplaceable infrastructure including access to Seattle’s Ports, waterways and other major infrastructure. (See strategy #5)*



*Strategy Council members communicated that public safety is a critical need for operation of a business, and that some industrial areas seem to be experiencing public safety challenges unique to industrial lands. Strategy Council members called for improved public safety partnerships. (See strategy #2)*



*Strategy Council members discussed the possibility for dense employment that could be compatible with industrial areas especially near high capacity transit. With Sound Transit expansion, five new or enhanced stations will be located in Seattle’s industrial areas. (See strategy #6)*



*Strategy Council members discussed a need among startups, creatives and makers for relatively affordable spaces to locate and grow a business, and that transitional areas near neighborhoods are especially good places for this activity. (See strategy #7)*

## RECOMMENDED STRATEGIES

After extensive deliberation the Strategy Council was able to reach consensus on eleven strategy recommendations. The recommended strategies are robust, substantive statements that can chart a course for meaningful action by the City and its partners. Additional resources considered by the participants are found in the appendices.

### Investment Strategies

**1. Workforce Investments to Support Access to Opportunity for BIPOC, Youth, and Women:** Create, expand, and support initiatives that increase access to opportunity and economic prosperity for Black, Indigenous, and People of Color, youth, and women through manufacturing, maritime, and logistics careers.

**2. Public Safety Partnership to Support Maritime and Industrial Areas:** Work closely with local business and community organizations to develop and implement a proactive public safety response to elevated levels of crime within maritime and industrial lands.

**3. Transportation Priorities to Improve the Movement of People and Goods:** Improve the movement of people and goods and make transit and freight networks work for industrial and maritime users with better service and facilities; improved last mile connections for active transportation, transit, and freight, including large truck access to shoreline and railroad uses; and advocating for a tunnel alignment for Ballard and Interbay future light rail.

**4. Environmental Justice and Climate Action:** Address environmental inequities and protect industrial-adjacent communities from environmental harms, transition to a climate pollution free freight network, and prepare for a changing climate.

### Land Use Strategies

**5. Stronger Protections for Industrially Zoned Land:** Strengthen protections for industrially zoned lands within Seattle by establishing higher thresholds to remove industrial land designations and closing loopholes that have allowed significant non-industrial development within industrially zoned lands.

**6. High Density Industrial Development:** Encourage modern industrial development that supports high-density employment near transit stations and near existing industrial-commercial areas by creating density bonuses for employment uses (i.e., office, R&D, etc.) if coupled with industrial uses in the same project.

**7. Healthy Transitional Areas near Urban Villages:** Foster increased employment and entrepreneurship opportunities with a vibrant mix of affordable, small-scale places for light industry, makers, and creative arts, as well as industry supporting ancillary retail.

**8. No New Residential Uses:** No new residential uses on industrial and maritime lands. Limited adjustments to existing allowances in transitional zones to support industry and arts entrepreneurship opportunities. Any limited adjustments to existing allowances in transitional zones would be determined after additional study of potential impacts, including an Environmental Impact Statement (EIS).

**9. Georgetown and South Park Neighborhood Goals:** Remove a few small, focused locations from industrial zoning in Georgetown and South Park and convert them to mixed use zoning to achieve neighborhood goals.

## Action Strategies

**10. Master Planning for WOSCA and Armory Sites:** Recognizing the time limitations of this process and the specialized nature of these sites, partner with agencies of the State of Washington, Department of Transportation (WOSCA), and Department of Commerce (Armory), or future owners on a master planning process for industrial redevelopment specifically designed for each site based on the guiding principles of this workgroup.

**11. Ongoing Stewardship Entities to Champion this Vision:** Identify and grow ongoing stewardship entities with a complete range of stakeholders to champion the vision of the Industrial and Maritime Strategy, ensure its long-term implementation, and develop appropriate assessment metrics to help guide future policy decisions. In different neighborhoods, this could be an existing organization with a modified charter and/or a new organization.

### SUMMARY OF THE STAKEHOLDER TIMELINE

The Industrial and Maritime Strategy Council process lasted more than a year and a half and included various phases and levels of dialogue. The timeline below summarizes major steps in process. At each stage, these major steps were supplemented with individual outreach and dialogue between members of the strategy council, city staff, and the facilitator.

|                   |   |
|-------------------|---|
| November, 2019    | Project kickoff by Mayor Durkan                                     |
| December, 2019    | Guiding principles  |
| February, 2020    | Discuss policy alternatives and background data                     |
| March - May 2020  | Break due to COVID-19   |
| June, 2020        | Reconvene with a focus on a greater emphasis on equity and recovery |
| Fall, 2020        | Restorative economics training, BIPOC youth engagement              |
| November, 2020    | Listening session   |
| December, 2020    | Discuss detailed policy tables, written comments                    |
| March, 2021       | Regroup and strategy framework                                      |
| April / May, 2021 | Strategy workshops and straw poll voting                            |
| May 27, 2021      | Final consensus recommended strategies                              |

## NEIGHBORHOOD STATEMENTS

During the winter of 2020 neighborhood stakeholder groups identified their top issues and points for a 20-year vision for industrial areas in or adjacent to their neighborhood. Although the discussion was extensive, top issues and vision statements can be distilled to key themes.

| <b>Georgetown / South Park</b>   |  |
|--|--|
| <b>Top Issues</b>  | <b>Vision</b>  |
| Environmental equity and pollution mitigation  | A healthy environment in industrial areas and the communities next to them             |
| Affordable workforce housing, and protections against displacement                                     | A sustainable, industrial, living economy with clean and green tech.                   |
| Pathways for training into industrial jobs especially for nearby residents and underrepresented groups | A skilled industrial / maritime workforce with racial and gender diversity             |
|  | Options for industrial / maritime workers to live locally in South Park and Georgetown |
|  | A dense and vibrant community  |

| <b>SODO</b>  |  |
|--|--|
| <b>Top Issues</b>  | <b>Vision</b>  |
| Public safety challenges that affect employees and businesses                    | A thriving manufacturing, maritime, and logistics center   |
| Transit access within SODO   | A protected working waterfront   |
| Cargo movement within SODO and to other industrial areas like Ballard, Kent etc. | An intentional transition between industrial employment in SODO and mixed-use communities to the north |
| Pedestrian safety  | Convenient transit connections throughout SODO   |

| <b>Interbay</b>   |   |
|---|---|
| <b>Top Issues</b>   | <b>Vision</b>   |
| Protection of land with water adjacency for industrial use          | A place for maritime and industrial innovation  |
| Clarify the future land use vision for the area north of Dravus St. | A protected, modernized working waterfront  |
| Impacts of Sound Transit alignment                                  | Dynamic inland areas: ecosystem of maritime and industrial jobs coexist with opportunities for housing and services for workers |
| Need for small business and maker incubator businesses spaces       |   |

| <b>Ballard</b>   |   |
|--|---|
| <b>Top Issues</b>  | <b>Vision</b>   |
| Impacts of a potential Sound Transit alignment through the MIC | An area that celebrates the value and heritage of industrial and maritime work  |
| Conflicts arising from growth pressure (RVs and tent camping)  | A diversifying mix of maritime, production and knowledge businesses that complement and sustain each other  |
| Need for strong zoning protections within the MIC              | Light rail is successfully integrated without hurting industrial users, which for many means a station location at or west of 15 <sup>th</sup> Ave NW |
| Need for apprenticeship programs to create a worker pipeline   |   |

**Location Specific Issues**

Many locations have unique conditions even more localized than the neighborhood subgroups. Future zoning changes to implement land use recommendations (strategies #5-9) should accommodate unique local issues that are finer grained than the broad strategy recommendations. Examples to address include, but are not limited to:

- **Area of SODO north of I-90 and east of the heavy rail tracks.** The area is adjacent to downtown and is already zoned for a denser version of the Industrial Commercial (IC) zone with an existing incentive for participation in the City’s Mandatory Housing Affordable (MHA) program. Any study of implementing the Dense Industrial Development (Strategy #6) in this area should consider adding further incentives for providing additional industrial development and avoid decreasing existing development rights or MHA participation.

- **Stadium District.** An existing Stadium Transition Overlay District (STAOD) zone was established in 1990 immediately around the professional sports stadiums. The overlay modifies underlying industrial zoning with specific standards to require design review, grant more allowed floor area, and prohibit certain uses, including lodging, which are allowed in other industrial areas. Any study of implementing the Healthy Transitional Area concept (Strategy #7) or Dense Industrial Development concept (Strategy #6) in this area should consider scenarios for preserving and updating the STAOD for current thinking, including allowing lodging and maintaining somewhat larger size of use limits for office and retail uses compared to other transitional areas.
- **Shoreline Master Program (SMP) Areas.** Lands within 200' of the shoreline are subject to the City's Shoreline Master Program regulations in addition to existing or proposed industrial zones. Any study of implementing any of the land use recommendations should consider the interplay between the SMP and new zones, with a close eye to preserving freight access to shoreline industrial uses.
- **Future Sound Transit Station Locations.** The West Seattle and Ballard Link Extension (WSBLE) will include six station locations in or nearby the City's designated MICs. Maximizing the benefit of the transit investments will require complex station area planning with unique factors impacting each station location. While more precise recommendations will require more information that will only be available as WSBLE planning progresses, future station area planning should consider ways to minimize negative impacts on industrial and maritime users. Any study of implementing any of the land use recommendations should consider tunnel alignment for the Ballard and Interbay station connections (Strategy #3), and other Strategy Council-identified location-specific priorities like a new SODO station that avoids reductions in capacity to the E3 busway and Ballard station locations at or west of 15<sup>th</sup> Ave NW.

## APPENDICES

### Appendix A: Informational Memos

A series of informational memos were provided by City staff to Strategy Council members in April 2021 to inform the discussion. The memos are provided as background, and their content is not a part of the formal consensus strategy recommendations.

### Appendix B: Detailed Policy Tables

The Strategy Council discussed detailed potential policies and actions in four topic areas during winter of 2020. The detailed policy tables are provided as background, and their content is not a part of the formal consensus strategy recommendations.