

Fishermen's Terminal Long-Term Strategic Plan

Final Report: Port of Seattle Fishermen's Terminal Planning Services - Contract no. P-00318449
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1 INTRODUCTION

INTRODUCTION

Commercial fishing activity at Fishermen's Terminal (FT) generates \$450 million in business revenue annually and nearly \$40 million in state and local taxes. As part of the *Century Agenda*, the Port has established the goal of doubling the size of the commercial fishing business cluster that is anchored by Fishermen's Terminal.

To achieve this goal, the Port will develop a Fishermen's Terminal Long-Term Strategic Plan to prepare the uplands portion of Fishermen's Terminal for growth. Considerable investments have already been made to modernize the moorage structures of Fishermen's Terminal – approximately \$30 million in the last 10 years. These water-side improvements set the stage for a planning process covering the 26-acre uplands area of the property. This document provides recommendations for planning concepts and potential redevelopment strategies for the uplands.

Develop a long-term strategic plan for Fishermen's Terminal that leverages maritime and fishing activities and industries.

Goals of the Fishermen's Terminal Long-Term Strategic Plan:

- Continue to grow the economic value of the fishing and maritime cluster including the number of local jobs and business revenue.
- Improve overall financial returns to allow us to fulfill the Port's commitment to the industry and taxpayers.
- Prioritize uses that support the commercial fishing industry, with a focus on anchoring the North Pacific Fishing fleet.
- Prioritize development that maximizes utilization of facility assets.
- Recognize and enhance Fishermen's Terminal as a living community landmark.

This document helps to lay the groundwork for high level concepts for the short- (two years) to long-term (ten year). Included in this report are the findings from two stakeholder design workshops with the Fishermen's Terminal Strategic Objectives Committee. Conversations with the committee helped staff and the consultant design team to vet ideas, and formulate strategies that will respond to the changing needs of both the fishing fleet, and Seattle's changing industrial lands.



Fishermen's Terminal Community 2016

- 6,419 Local jobs
- \$449 million in business revenue
- 26+ acres of dry land
- 21 existing buildings
- 690 parking spaces



Left: large fishing vessel moored at Fishermen's Terminal

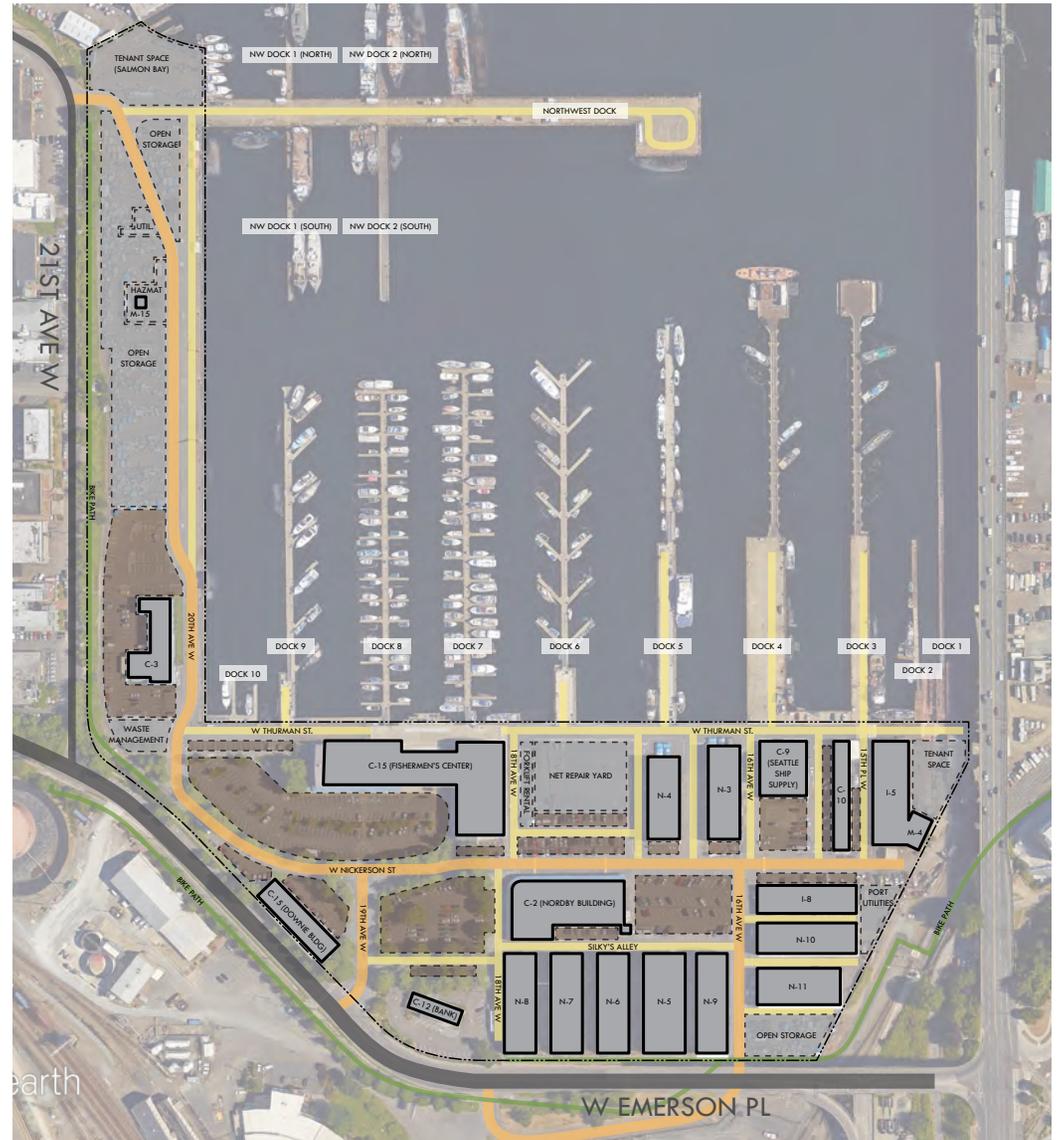


Left: The annual Fishermen's Fall Festival draws a crowd.



Left: The same area as above being used for its main purpose - net repair.

FISHERMEN'S TERMINAL BUILDINGS AND SITE MAP

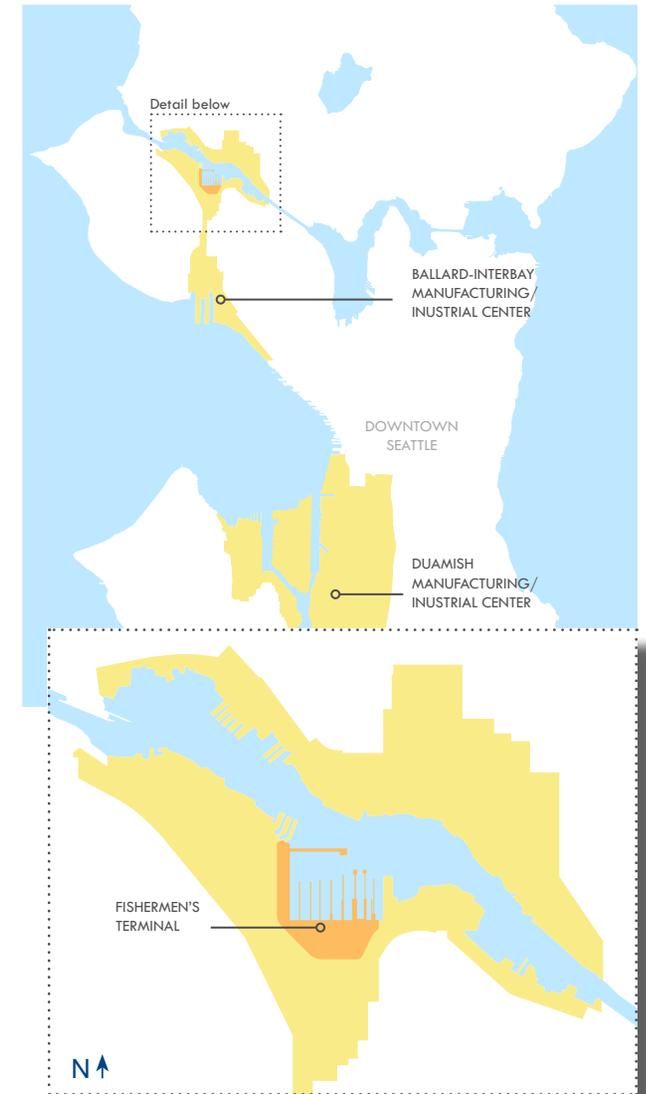


FISHERMEN'S TERMINAL CONTEXT

Located on Salmon Bay, Fishermen's Terminal has served as a dock and home port for Seattle's commercial fishing fleet since its dedication in 1914. More than 100 years later, the North Pacific Fishing Fleet remains a key component of the commercial fishing industry and the regional economy. The Terminal provides freshwater moorage for more than 500 fishing vessels and pleasure craft, with preference given to commercial fishing boats. In addition to the maritime industrial and commercial fishing activities that constitute the heart of the facility's operations, Fishermen's Terminal uplands include a mix of related programs such as office, retail, restaurant, light industrial and warehouse uses. The Terminal allows limited public access. It is also home to the Fishermen's Memorial, a sculpture paying tribute to local fishermen and women who have been lost at sea, and to Fishermen's Fall Festival, an annual event that showcases the cultural and economic importance of commercial fishing in Seattle.

This study draws on a variety of preceding planning initiatives:

- *Fishermen's Terminal Uplands Study (2005, MAKERS)*. This report examined industrial and maritime operations and recommended improvements to upland facilities as related to waterside tenants. The study divides the Terminal into a series of character areas, and documents the nature of seasonal work at FT.
- *FT 20-Year Plan Net Shed Improvement Program (2010)* After investing \$70 million on capital improvements, the Port conducted an assessment on Fishermen's Terminal building assets focused on maximizing financial return. The Port conducted stakeholder outreach to assess and document the dynamic needs of the fleet with particular attention to Net Sheds and Net Lockers.
- *Fishermen's Terminal Redevelopment Study of C-12, N-7 and N-8 (Seneca Group, 2014)* This report analyzed the potential for new programs; i.e. retail and office redevelopment at the gateway uplands sites near the entrance of the facility. The report focused on a single story approach, and analyzed the potential to subdivide lots.
- *Fishermen's Terminal Real Estate Demand Study and Fishing Cluster Economic Growth Model (Madison Bay Commercial, 2015)*. The report provides an overview of real estate conditions of the Terminal property within the Ballard/Interbay, City of Seattle, and regional industrial economic cluster. A survey conducted as part of this report helped to narrow desired attributes for future on-site investments.
- Building condition assessments and tenant improvement estimates for uplands assets, including the C-14 (Downie Building) envelope Study prepared December 30, 2015
- The team also reviewed the *Washington Maritime Federation 2016 Legislative Priorities*



on *Workforce Development, Washington State Maritime Cluster Economic Impact Study 2013*. According to the study, maritime logistics and shipping was the largest job generator in the state and accounted for 29% of maritime employment. A close second was boat and shipbuilding repair and maintenance with 28.6% of maritime jobs.

A SHIFTING ECONOMIC CONTEXT

The Fishermen's Terminal Real Estate Demand Study and Fishing Cluster Growth Economic Model (2015) provides the context for future land development. The report:

- Identifies the location and facility configuration drivers for the sector,
- Recommends key leasing parameters for industrial facilities at Fishermen's Terminal,
- Provides economic forecasting for the future economic impact of Fishermen's Terminal and the North Pacific fleet, and
- Recommends strategies to maintain and grow Seattle's maritime industrial cluster.

This study relied on a survey of North Pacific fleet vessel owners and operators, leaders of maritime industrial businesses that support the fleet, as well as economic and real estate statistical data collected from public and private sources. Of primary importance to future space planning of the sites are the following findings:

1) There is a limited supply of industrial property in Seattle in general, and Ballard Interbay in particular, and space is subject to rising rents and building sale prices. The limited supply of space has driven demand and rents for industrial space, and the vacancy rate of 0.6% at the end of Q3-2015 is far below both the regional and national average. The Port is in a position to relieve some of this pressure while supporting the fleet and the maritime industrial sector by developing additional industrial space in and around Fishermen's Terminal.

This action would help to offset local land pressure to convert industrial spaces from industrial to higher paying uses. These are uses that may generate more revenue initially, but do not support the family-wage jobs of the maritime and commercial fishing industries. This pressure in Ballard Interbay is due to its locational advantages; i.e. waterfront location, proximity to transportation and high income residential areas.

2) Fishermen's Terminal and Interbay represent a remarkable cluster unparalleled by rival Pacific Northwest ports for the depth of its supplier and trades network. Many of the vendors and suppliers expressed a strong desire to locate on or at the terminal site, with direct access to not only to vessel owners, but also other businesses in the cluster.

The Conceptual Growth Model indicates that the Port will meet its goal of doubling the economic



Fishermen's Terminal circa 1918. Fishermen check and mend their gill nets. MOHAI Digital Photograph Collection #1983.10.2159.1

impact of the fishing cluster over the next ten years, provided the Port acts boldly to protect and increase land use for industrial purposes. One of these is maintaining, and intensifying land for industrial and/or employment uses.

Although there is some risk related to how the fishing fleet will recapitalize in the future, Madison Bay recommends focusing on expanding the number of fishing boats home-porting in Seattle through supply and maintenance as a primary strategy. Distribution processing of seafood plays a secondary role.

2 EXISTING CONDITIONS

The following section summarizes the key regulatory, access and land use conditions at the site.

ZONING CONSTRAINTS

The regulatory constraints on the site are complex, with two bodies of code that apply. As shown at right, FT is divided into two base zones: Industrial General 1 (IG1) and Industrial General 2 (IG2). A portion of the IG1 zone also falls within the jurisdiction of the State's Shoreline Management Act.

The Shoreline Management Program's Urban Maritime zone (SMP-UM) applies within 200' of the shoreline and requires that 80% of uses in the SMP-UM area be water dependent. The SMP also requires a setback for structures, and height limitations of 35'. With this restriction in place, an estimated 40,000 SF of non-water dependent use allowance remains (however these uses must also meet the use restrictions of the Industrial General 1 (IG 1) zone).

Both IG1 and IG2 allow for unlimited industrial use and restrict non-industrial use. IG-2 is moderately less restrictive on non-industrial uses, while IG1 restricts the size of specific non industrial uses. as shown in Table 1.

Because zoning restrictions for non-industrial areas are defined in terms of square footage per parcel rather than percentage of parcel area, potential lot subdivisions allow for additional capacity in non-

A 40,000 SF allowance for non-maritime use remains in this area

The uplands is divided into three areas based on the interaction of zoning regulations.

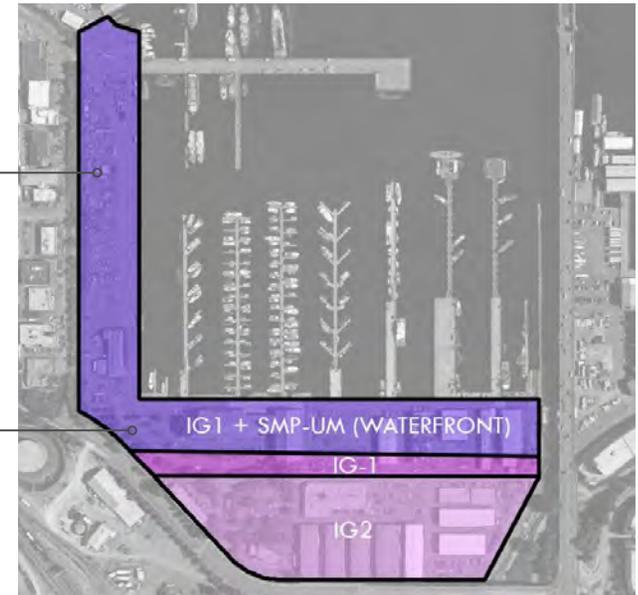


TABLE 1 LAND USE REGULATIONS

ZONE	ALLOWED USES	CONDITIONAL USES	DESIGN STANDARDS
IG-1 + SMP-UM	Industrial (unrestricted) Marine-dependent uses (80% of site)	WD/WR office Durable/general sales + service (10,000sf) Drinking establishments (3,000sf) Food (5,000sf)	2.5 FAR 1.0 FAR non-industrial Max height limit only buildings which contain non-industrial uses (45') Max lot coverage 75%
IG-1	Industrial Accessory office Manufacturing		IG-1 + SMP-UM only: Shoreline setback 15' for WD, 35' for NWD, 50' for parking
IG-2	Warehouse Storage Food processing Laboratories Heavy sales + service	Durable/General Sales + Service (25,000sf) Office (25,000sf) Drinking establishments (3,000sf) Food (5,000sf) Lodging to serve industrial users	IG-2 only: Street trees required along Emerson Street (IG-2 only)

industrial uses even under the existing zoning regime. As such, it would be possible to ‘reset’ the allowable capacity for different areas of the site by dividing the parcel, for example, the gateway bank building location. This option was explored by the Seneca Group in their 2014 study of the gateway site.

Zoning has acted as a barrier to change. Due to use footprint and size restrictions, several uses are non-compliant, they are now allowed under grandfathered rights wherein they exceed the current size allowance in the zoning code. For example, discussions regarding redevelopment of the Downie Building site must also take into account that restrictions put in place after the construction of this building prevent any new/replacement office space being built unless 69,000 SF is first removed.

However, with the adoption of a clear long term vision in a long term strategic plan, and potential redevelopment plan, alternative methods for land

use regulation devised in partnership with the City of Seattle may be warranted. The path to a comprehensive land use strategy could better reflect the holistic vision of the Terminal, and the significance to the local Fishing and Maritime cluster.

Options include:

A. Major Phased Development

Seattle’s Land Use Code allows Major Phased Developments in Commercial (23.47A.007) and Industrial (23.50.015) zoned areas. Since the adoption of the Major Phased Development provisions in the Land Use Code over fifteen years ago, only two projects have used the process. One such project was for Immunex, later purchased by Amgen, in the Interbay area near Terminals 90 and 91, and the other was the Gates Foundation campus on lower Queen Anne.

This tool is used when property owners have a high

degree of certainty about future development plans, and for phased development in commercial and industrial zones. The first phase of the development must also be large scale - 100,000 SF in gross building area.

B. Development Agreements

RCW Chapter 36.70B enables a tool to create more flexible arrangements of entitlements as part of a comprehensive package. As a voluntary contract between the Port and the City, a development agreement could allow more flexibility than the existing regime, while also narrowing the Port’s policy focus on creating an active employment focused, publicly accessible property.

The most visible recent use of DA’s has been at Sound Transit’s light rail stations. This allows for both density as well as the application of specific-transit oriented design guidelines.

TABLE 2 REMAINING LAND USE CAPACITY BY PROGRAM

	Office	Bars	Restaurants	Retail	Lodging**	Manufacturing*	Warehouse*	Storage*	Food Processing*	Laboratories*
Existing	94000	2640	15000	9700	0	n/a	n/a	n/a	n/a	n/a
IG2 remaining	-69000	360	-10000	15300	10000	unlimited	unlimited	unlimited	unlimited	unlimited
IG1 remaining	-84000	360	-10000	300	10000	unlimited	unlimited	unlimited	unlimited	unlimited
IG1+SMP-UM remaining	WR -84000	WR 360	-10000	300 material/ fuel supplier or hardware store	not allowed	repair services	material/fuel suppliers	WR	WR	WR

*office components are allowed as an accessory use / **lodging must serve users in industrial area and minimize conflicts with industrial uses / WR = Water Related

MANAGED COMPATIBILITY AT THE BROOKLYN NAVY YARD CASE STUDY

One of the country's most successful projects for new industry incubation is the 300-acre Brooklyn Navy Yard. Shuttered in 1966, the Yard once employed 70,000. An ownership transfer in the 1990's to the City and a nonprofit, the Brooklyn Navy Yard Development Corp. (BNYDC), led to the current land use strategy for affordable industrial space and tenant diversification.

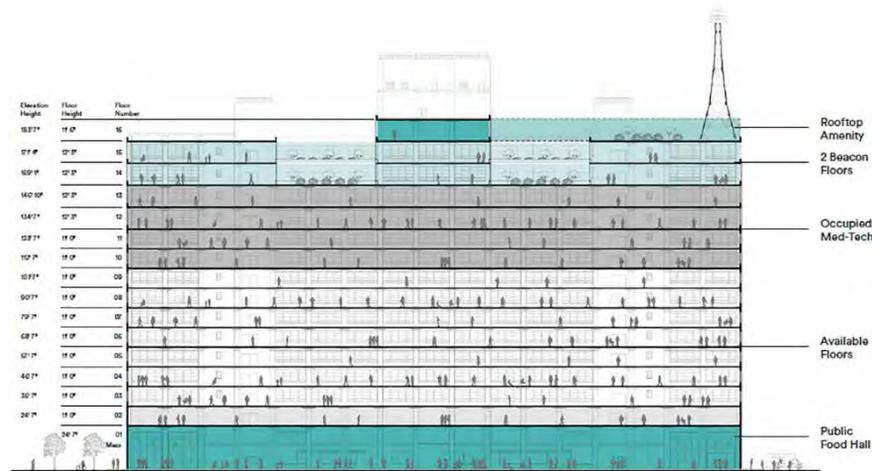
Today, the site's 40 buildings have been at near or full occupancy for almost a decade. Average leasable space at the Yards is 6,000 SF. The Yard houses 330 businesses and 7,000 jobs, a number expected to climb to 12,000 in the next five years. According to the Municipal Arts Society of New York, one of the reasons companies have chosen the yard is "zoning certainty. There is no chance that the Navy Yard is turning into housing." The BNYDC Executive Director describes the redevelopment mission in no small terms as the re-creation of the "pipeline" to the middle class. For its tenants, the BDNYC provides advanced infrastructure (including access to renewable energy), on-site workforce training, employment recruiting, and reduced rents.

In 2009, BNYDC financed the nation's first multi-story, multi-tenanted green industrial building. As of 2016, with no vacancies and a long wait list, the City is working to redevelop Building 77, a 1940's industrial building from "passive storage" to 1 million SF / 3,000 jobs mixed employment building.



"Under the Brooklyn Navy Yard Development Corporation's leadership, the Navy Yard has been transformed from the nation's largest shipbuilding facility to a national model for sustainable industrial parks" EPA Regional Administrator Judith Enk

BNYDC BLDG 92 (2011) \$25 million
LEED Certified exhibition, visitor, and job placement center. Thi building supports employment services tp directly connect job seekers with businesses in the yards. With a focus on sustainability, BDNYC has been successful at attracting many green manufactures to its site.



BLDG 77
70,000 SF floorplate with 428 desks, 5-meeting rooms and 18-meeting spaces. The project represents 1/4 of the total Navy Yard capacity (www.brownstoner.com)

PROGRAM CHARACTERISTICS

Ballard/Interbay is the more urban of Seattle's two Manufacturing and Industrial Centers. At the 26-acre site, uses span light manufacturing, maritime, food processing and support facilities for vessels, open/covered storage, net sheds, mixed office space, retail and various support services.

The most land-intensive uses on the site are parking and open gear storage, followed by industrial/operations and a mix of office spaces. Fishermen's Center anchors the site with retail and other public amenities and attractions at the waterfront.

Industrial uses are primarily located in the northern and eastern portions of the site, with the most intense industrial activity along the waterfront adjacent to the docks, where cranes and work yards are located. Heavier industrial areas transition into both open and closed storage.

TABLE 3 MARITIME USES



Program Area	Total SF	Percent of Total Capacity
Fishing Related	50,615	34%
Maritime Related	37,291	25%
Vacant	7,429	5%



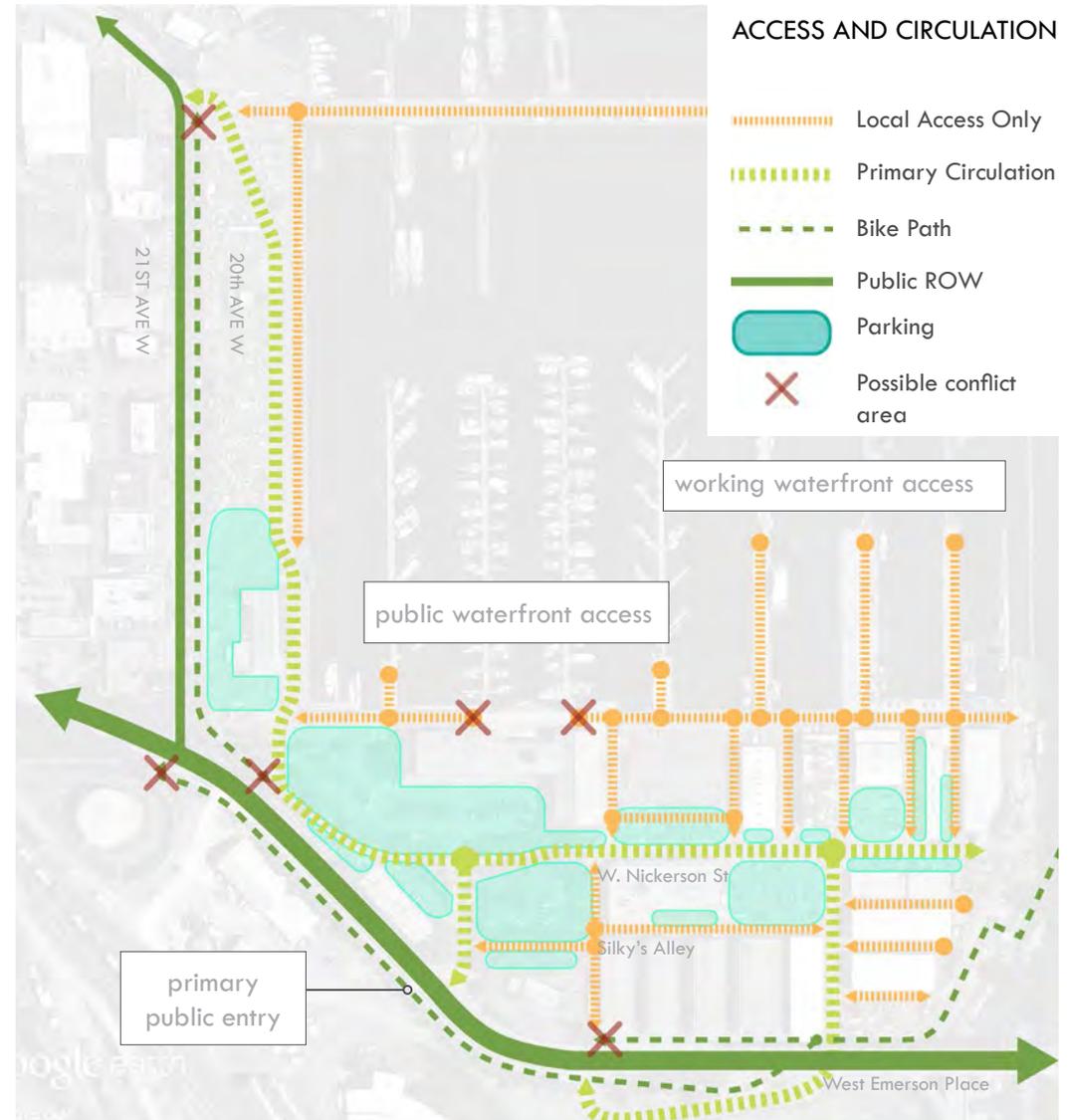
ACCESS AND CIRCULATION

The primary roads serving the site are West Emerson Place and 21st Avenue West. West Emerson Place is a principal arterial and 21st Avenue West is a collector. There are three vehicular access points to the site. The primary public entrance is at the southeast, with two additional access points at the northwest and south.

These access points connect to a central spine (20th Ave/Nickerson Street) which provides circulation through the site as well as access to all of the major parking areas. Small access streets and alleys connect to this spine and provide access to the waterfront, docks, storage areas, and industrial facilities.

Conflicts include:

- Interrupted waterfront access for industrial movement (removable bollards designate a stretch of the waterfront as pedestrian-only to provide public access to the memorial),
- Conflicts between public and industrial users moving west to east across the site,
- Incomplete, illegible, and fragmented bike path.



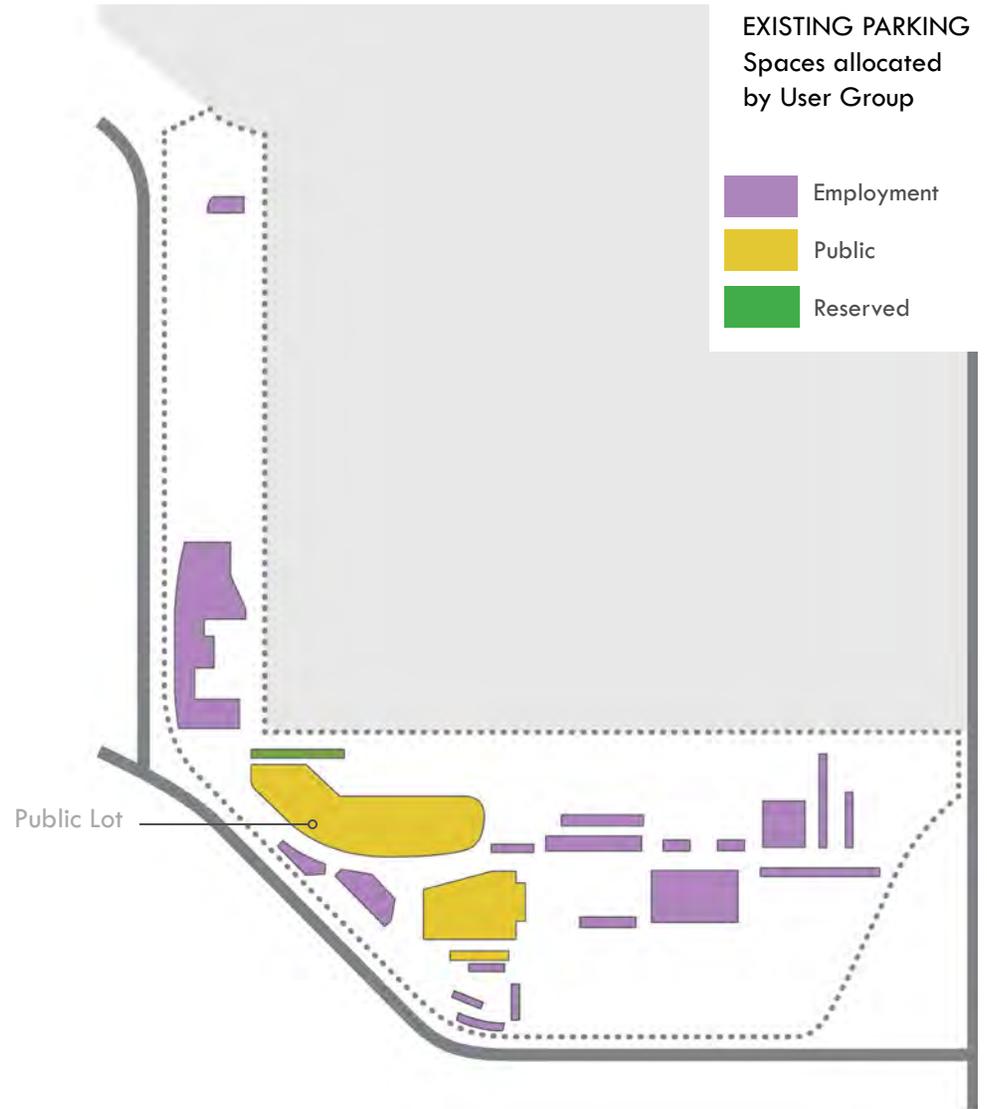
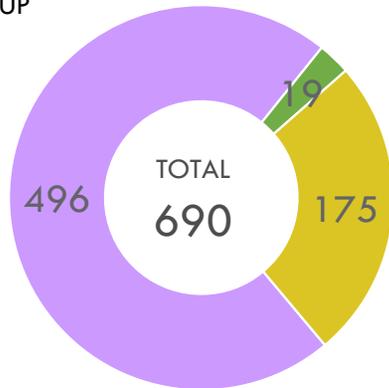
EXISTING PARKING SUPPLY

The 690 unpaid parking spaces at Fishermen's Terminal serve fishers, office workers, industrial users, and the general public. Parking at the site is formally controlled by time restriction. The time limit system, however, has less bearing on where people park than general location of the lots.

The public parks in the short-term lot adjacent to the Fishermen's Center, as well as the large lot to the south, between the site entrance and the Center.

Employees tend to park in smaller lots scattered throughout the site, and closer to their work areas.

PARKING SPACES BY USER GROUP



OPPORTUNITY SITE IDENTIFICATION

Port staff building condition assessments and investigation of current site conditions led to the identification of potential opportunity sites. The following pages summarize findings on site and building condition. Opportunity sites were also reviewed with the Fishermen's Terminal Strategic Objectives Committee.

Sites are categorized according to the following:

- **Obvious Opportunity:** Currently not used optimally or facing significant challenges that warrant rethinking.
- **Intriguing:** Sites not being utilized optimally, or building condition in question.
- **Limited Opportunity:** Limited redevelopment, however sites may provide complementary solutions made on obvious or intriguing opportunity sites.



OPPORTUNITY SITE ANALYSIS

The most obvious sites are the two unoccupied buildings - the Seattle Ship Supply building and the Bank Building - as well as the Downie building which is currently in poor condition.



The Seattle Ship Supply building (C-9) is unoccupied and not leasable without significant upgrades.

- The building is in poor condition, its piles are failing, and it is not up to seismic code.
- With many interior columns, it is an inflexible space located in an already restrictive Shoreline Management Zone.
- The building footprint is 10,000 square feet, and it is located on the waterfront adjacent to FT's widest dock, making it a highly desirable site.



The bank building (C-12) is unoccupied on a 30,000 square foot site. It is single purpose built, yet there is a lack of interest in the site from the banking community.

- The building is in poor condition with water and mold damage.
- Highly visible near the entrance of the facility.
- This easy access reduces impact to the industrial areas of FT and would make an ideal location for a public or workforce development oriented use.



The physical condition of the Downie building (C-14) is under review. Downie is 95% occupied with a set of tenants valuable to FT's mission. Some building systems may need extensive renewal. This is currently being assessed by Port Engineering.

- An early estimated cost of repairs is \$3.1 million. This is comparable to the cost of removing and constructing a new building.
- Like the bank building, it is located near the entrance and away from the industrial areas of the Terminal.
- It occupies a 10,000 SF footprint.



The use of net sheds is critical for fishing customers, however, up to two net shed buildings could be removed and replaced with other uses with little impact to fleets. Port Staff log and track the use of Net Storage lockers by fishers.

- Only up to one pair could be removed.
- Each location is about 32,000 SF in area.
- Pairs 3 & 4 or 7 & 8 would combine well with other opportunity sites.
- Waterfront-adjacent net sheds are rented by the most fishing customers, with the best access to boats. These net sheds would be unlikely to be removed unless a better or more complementary solution was found.



The west wall is currently used primarily for open storage.

- There is a fairly even mix of short-term storage of seasonal items and long-term storage, with some items inoperative for up to 20 years.
- The site has the best access to vessels in the terminal, as they can dock broadside to the waterfront.
- It also has loading cranes and access to 21st Ave. Some portion of the 82,000 SF area could be repurposed to better suit these opportunities.
- 240 feet along the south end of the west wall is also allowed for direct sales of fish from boats.

3 STAKEHOLDER PERSPECTIVES

Two design workshops with the Fishermen's Terminal Strategic Objectives Steering Committee were held on 1/28/2016 and 2/11/2016. The Strategic Objectives Steering Committee was notified by email one month in advance with materials describing their overall intent. One week before each workshop members were sent a reminder, an agenda, and RSVP request. Six stakeholders were present at the first workshop and ten stakeholders present at the second workshop.

Design Workshop 1 Summary

The first workshop presented project background information, mission and objectives for the Long Term Strategic Plan. This included the Real Estate Demand Study and Fishing Cluster Growth Economic Model, site analysis of program and operations, proposed opportunity sites and precedents.

The consultant team presented preliminary ideas for a robust, flexible building type.

While concerns about displacement and loss of industrial space were discussed, stakeholders were generally positive on proposed redevelopment opportunities, vertical intensification, and the addition of employer-based uses, with public access areas designed to enhance public experience without interfering with commercial fishing activities.

Design Workshop 2 Summary

The second workshop presented a preliminary vision synthesized from the previous discussion, including a

capacity analysis under the existing land use regime. This was followed by further discussion regarding architectural concepts for prototypical employment buildings, workforce development opportunities, partnership opportunities, and long term success for the Terminal. Stakeholders were asked to identify outcomes of a successfully implemented plan.

WHAT WE HEARD

Some of the key ideas from discussions with the Strategic Objectives Steering Committee are compiled following common themes.

Reactions to Fishing Cluster Economic Model

- Maintain industrial character
- Segregate and balance access for public and industrial users, prioritizing water access and ground-floor facilities for industrial users
- Ensure long term affordability for moorage tenants

Work Area Improvements

- Vertical development and intensification is acceptable
- Suggest policy to ensure compatible tenants; no incremental loss of work areas, or function due to businesses who object to sound or messy work areas
- Storage does not need to be on ground floor,



long-term storage areas can be optimized

- Support for an alternate parking system using stickers to distinguish between users and visitors
- Ensure thoughtful construction phasing in industrial areas
- Prefer no net loss of net shed storage space; vital to fishers

Enhanced Public Experience

- Gateway development at site entrance could be creatively designed to increase visibility, and engage the public, can try temporary or early wins with public uses that cost little to implement

- Support for re-branding and improved signage to enhance public and political awareness and support of industry
- Support from office tenants for additional amenities to attract and retain employees
- Find ways to share the story of the facility with more users, build new stewards for the site and its environment
- Support for mariners' hostel

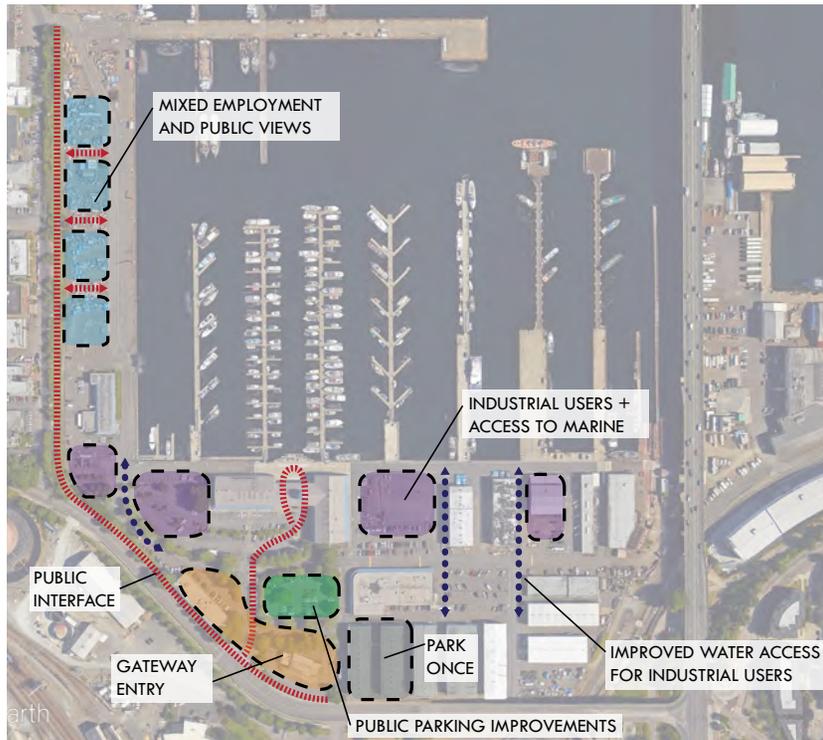
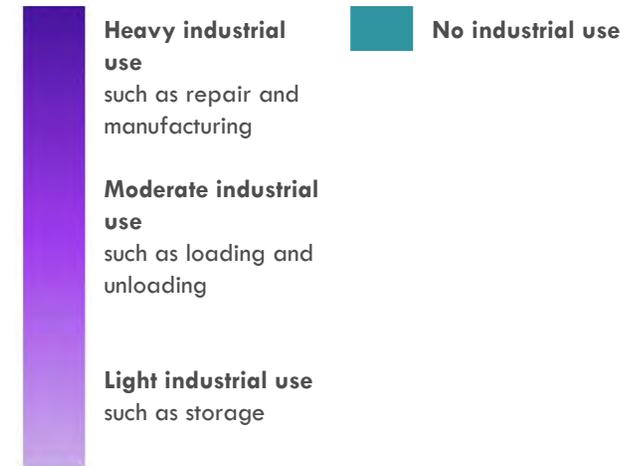
Workforce Development

- Apply strategies to recruit younger people to the industry and support for workforce development space
- Support for larger dedicated or multi-purpose meeting space, i.e Nordby conference space is inadequate - accommodating 100 persons would be preferred
- Workforce development could take the role of partnerships with training centers using shared office space
- The workshop also included a discussion of value-added products at FT, however, this discussion was tabled until all necessary stakeholders could participate



INDUSTRIAL HEAT MAP

Mapping the areas of most intensive industrial activities



DESIGN CONCEPT FOR DISCUSSION

Program and character area discussions in design workshop 2

4 PLANNING CONCEPTS

The following ideas incrementally intensify land utilization, boost capacity and help the Terminal thrive as it adapts to shifting external conditions. In recent years, the power of planning for employment clusters has become increasingly recognized. The Port, as a major land owner has the potential to build on its assets, avoid economic displacement, and encourage the co-location of intellectual capital embodied in maritime related industrial businesses. Fishermen's Terminal can also be designed to include targeted public access, while further investing in its working waterfront.

1 ANCHOR THE INTERBAY INDUSTRIAL CLUSTER: WORK AREA EXPANSIONS & IMPROVEMENTS

Increasing the Port's contribution to sufficient amounts of well-designed, accessible industrial space will help ensure that the maritime industry can continue to locate in Ballard/Interbay over the long-term. With a short-term focus on adding to supply, the Port will directly respond to low vacancy and a growing number of industrial land conversions.

This study elevates two near-term redevelopments: a portion of the site at the west wall, and the former Bank of America Site (C-12).

Identified mid-term sites (5-years) include additional development in the west wall open storage area, and the Seattle Ship Supply site (C-9). In the long-term (10-years), provided the Port develops a more efficient parking management strategy, additional development pads could become available as future building sites, intensifying the working waterfront.

In addition to new development, the Port also continues to work with stakeholders to understand and prioritize how to optimize the competitiveness

of existing work areas, for example, the Net Repair Yards.

2 ENHANCE PUBLIC EXPERIENCE

It is possible to enliven the public experience of Fishermen's Terminal without negatively impacting industrial activity. This study recommends approaches for targeted, and/or time-based improvements in the short-term, leading up to a long-term, inclusive program of wayfinding, signage, and place-based site interventions.

Provided the Port negotiates a more comprehensive land use entitlement regime, Fishermen's Terminal, with increased intensity of employment, as well as public activity, may find complementary potential for restaurants and/or related goods and services to improve on-site amenities in gateway locations, or on upper stories of buildings.

3 EXPAND THE ROLE OF WORKFORCE DEVELOPMENT

Concomitant to the spatial strategy of overall intensification, and building a series of robust multi-

purpose spaces, are policy decisions that promote Fishermen's Terminal as a hub connecting the maritime industry cluster.

A strong plan for workforce development at FT addresses complementary Port of Seattle, City of Seattle, and regional goals, including sustaining the long-term vitality of the Ballard/Interbay maritime industrial cluster, leveraging existing investments, aligning existing resources, and strengthening culture.

With existing tenants in workforce development, and broad interest from stakeholders, moving ahead on workforce development is an early win.

4 MANAGE PARKING RESOURCES

Any increase in land use capacity to the site will require a more refined parking strategy. This study summarized future demand, and tested an option for both on-site and off-site car storage.

In the long-term, a 4-story garage can be developed for mixed employment and public users, while ensuring no net loss of parking.

FISHERMEN'S TERMINAL
LONG TERM GROWTH
AND PROGRAMS AREAS



EXISTING PROGRAM AREAS

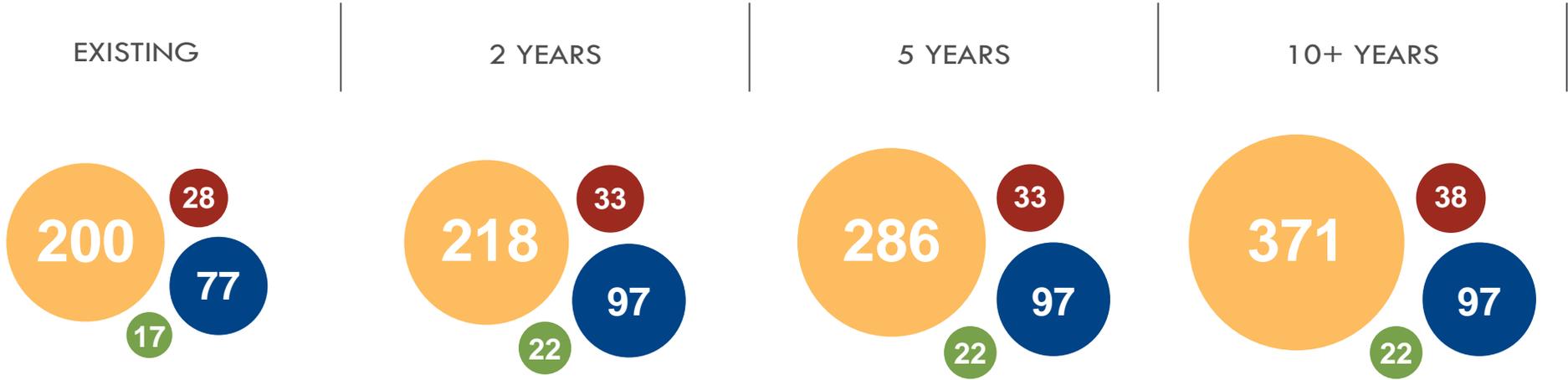
-  Open Storage
-  Industrial/ Employment area
-  Mixed office
-  Public Services Retail, service, amenity
-  Existing Workforce Development Space
-  New Workforce Development Space

FUTURE PROGRAM AREA / GROWTH

- 2-YEAR**
 -  Mixed work space including industrial, public orientation
 -  Primary industrial/employment use (other uses secondary)
 -  Primary zone for public users
- 5-YEAR**
 -  Targeted public interpretation (locations for illustration only)
 -  Primary industrial/employment (other uses secondary)
- 10-YEAR**
 -  Optional Parking Garage - mixed employment and public
 -  Mixed work space including industrial, public orientation
 -  Future work area improvement (net repair)

POTENTIAL FOR CAPACITY AND GROWTH AT FISHERMEN'S TERMINAL
(1,000 SF)

- PROGRAM AREAS
- Industrial - Mixed
 - Mixed Office
 - Public Services (Restaurant, Retail etc)
 - Workforce Development



CONCEPT 1: ANCHOR THE INTERBAY INDUSTRIAL CLUSTER

Fishermen's Terminal is a core element of the northern portion of the Ballard/Interbay Manufacturing Industrial Center. As upland buildings are renovated and eventually replaced, key opportunities include:

- Ensure long-term stability of industrial lands and maintain, as feasible, industrial uses at the ground level.
- Craft policy to guide development, and consider proactive approaches to attract synergistic users to the site.
- Accrue compatible uses that increase local visibility and support additional industrial-maritime businesses.

BUILDING MARITIME INDUSTRIAL WORKSPACE

This study crafted a set of preliminary building prototypes that a) preserve the ground plane for the industrial user and b) respond to attributes discussed in the 2015 Vendor and Supplier Survey (see Table 4).

Prototypes were discussed with stakeholders as well as internal Port Staff. Schemes tested for preliminary costing included single, dual and multi-story configurations. The relative advantages of more intensive, vertical development were accepted by stakeholders, provided the Port also adopts related policies to ensure compatibility, and makes clear, its long-term commitment to grow its employment base.

It was also found that while desirable, mixing uses vertically in one building is complicated due to

TABLE 4: BUILDING ATTRIBUTES FOR WORKSPACE

	2015 VENDOR AND SUPPLIER SURVEY	APPLICABILITY TO REDEVELOPMENT SCHEME
PROPERTY LOCATION		
FISHERMEN'S TERMINAL	81% (vendors) 73% (suppliers) critical to be near to Fishermen's Terminal	Support the cluster, increase utilization as feasible by introducing vertical development. Program buildings for services that will attract additional vessels to home port at FT.
WATERFRONT ACCESS	35% (suppliers) require direct waterfront access for their business	Locations can be less strongly driven by direct water access, than need for co-location with other related businesses. Maintain industrial/maritime character adjacent to waterfront.
FEATURES		
SIZE OF SPACE	Combined warehouse/shop space 5,000 SF (median) Office 1,350 SF (median) preferred	Create simple buildings that can be easily subdivided
CEILING HEIGHT	Split Preferences; 40% of survey respondents seek heights at/ or greater than 16'	Provision of ceiling heights will be appropriate to preferred program; schemes test 14' ceilings, up to 24' ceilings with interior mezzanines.
LOADING AND ACCESS	Split Preferences; 44% of survey respondents seek grade level loading; however, more than 50% of respondents place no importance on this.	Note that a discussion with staff resolved that loading docks are not a prime requirement for site. Schemes do not propose loading docks.
TRUCK TURNING	Split Preferences: 47% of respondents place no importance on accommodating large trucks.	Schemes do not place significant importance on maneuvering large trucks. Schemes maintain existing circulation characteristics.
OVERALL CHARACTERISTIC	Among vendors, spaces preferred are office space (85%), shop space (66%), secure yard space (45%)	Schemes maintain work areas, potential shop spaces at ground plane. One scheme includes a secure yard work area. Preserve ground plane for flexible uses, at dock level or entry on 21st Ave W

Source: Fishermen's Terminal Real Estate Demand Study and Fishing Cluster Economic Growth Model
Madison Bay Commercial (12-15-2015)

differing codes and requirements for fire, life safety and treatment of hazardous materials. Additionally, mixed use (i.e. adding other uses in addition to industrial to a building) requires a zoning variance if buildings involve non-industrial uses over 45'.

In general, future designs for robust, industrial-supportive buildings should include the following attributes:

- Long interior spans and limited columns to minimize piling (costs),
- Load bearing floors to support industrial users,
- Designs compatible with Fishermen's Terminal architecture; for example galvanized metal siding, or shed roofs.

FOR FURTHER RESOLUTION

- Continue to craft on-going policy to ensure industrial/maritime tenants that Port has made a long-term commitment to its employment base and will continue to reduce risk.
- While IG1 and IG2 zoning has no height limitations on buildings that contain all industrial uses, there are 45' height limits on those with mixed or accessory uses. This limitation reduces opportunities for vertical intensification that would otherwise support FT growth, especially for revenue generating uses on second or third

Sample building layout with functioning, industrial ground floors



stories. In addition to restrictions on land use sizes, exploring a more comprehensive land use strategy may better benefit the long-term vision for FT.

- Reconcile space planning for specific programs. Note that while the survey showed high priority for machine shop, welding, metal fabrication, staff surveys found that only small number of vessel

operators would be willing to pay for the use of these services.

EARLY WIN: THE WEST WALL

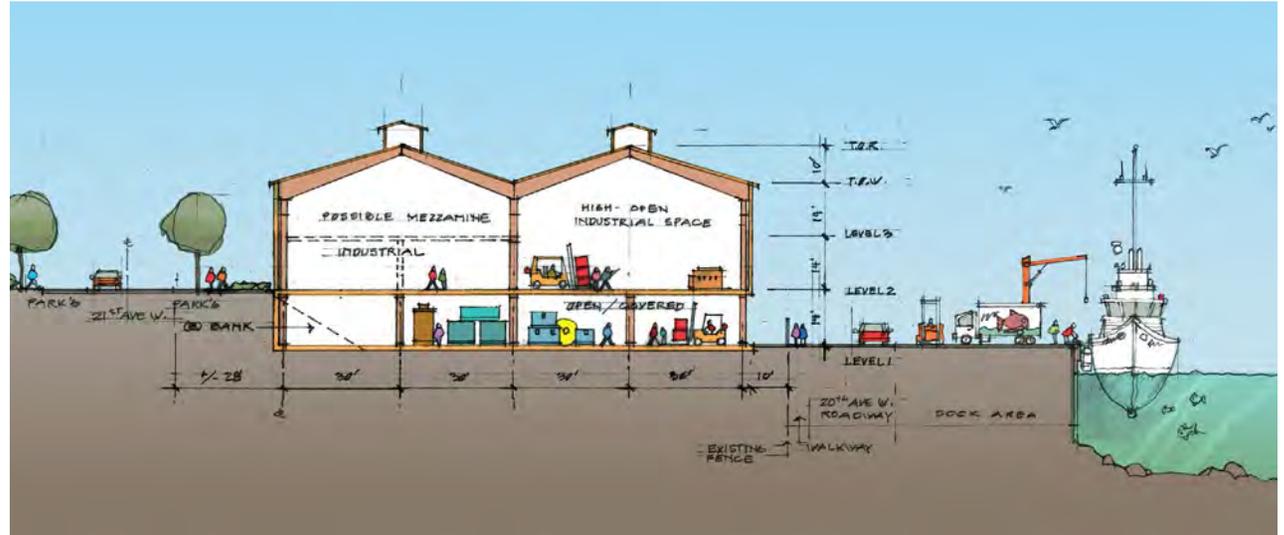
This 82,000 SF area is currently a mix of short- and long-term storage (greater than 20-years in some cases). The area is also used for short-term moorage, dock side repair as well as product off-loading. While open storage is in high demand by fishers, stakeholders agreed that long-term storage could be re-located elsewhere. This has been in discussion at the Port for some time. A 2005 study noted that 15% of the west wall stores rarely used equipment that could be consolidated, or relocated to new locations such as under the Emerson Street Bridge.

A multi-story West Wall building proposal was embraced when discussed at both stakeholder design workshops. This site also offers flexibility for staging, and could be developed in phases with parking provided as needed.

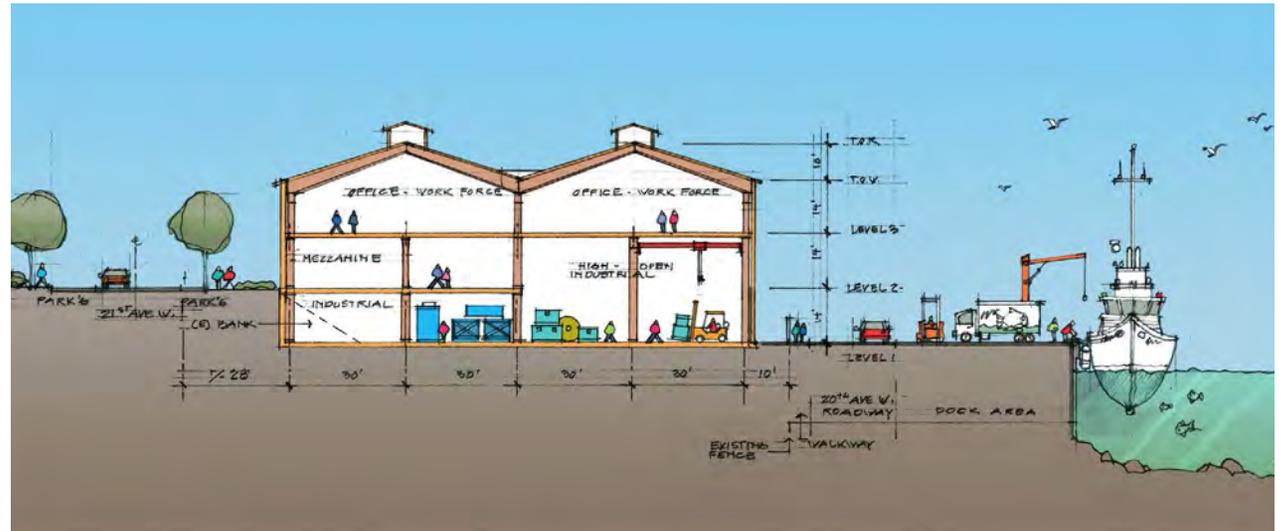
Benefits:

- Takes advantage of the grade change and full access to 21st Ave W.
- Soil quality at west wall site may be better here than elsewhere on site (per staff discussions).
- Maintains industrial uses on ground plane.
- Multi-level buildings provide opportunities for flexible space and compatible accessory programs (office, research, etc.).
- Opportunity on upper levels for overlooks and remarkable waterfront views.

2-STORY FLEX INDUSTRIAL

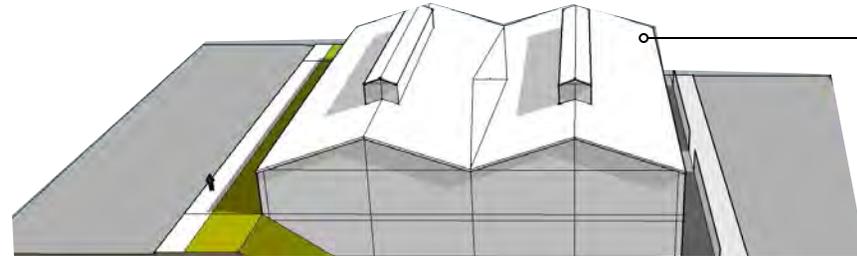
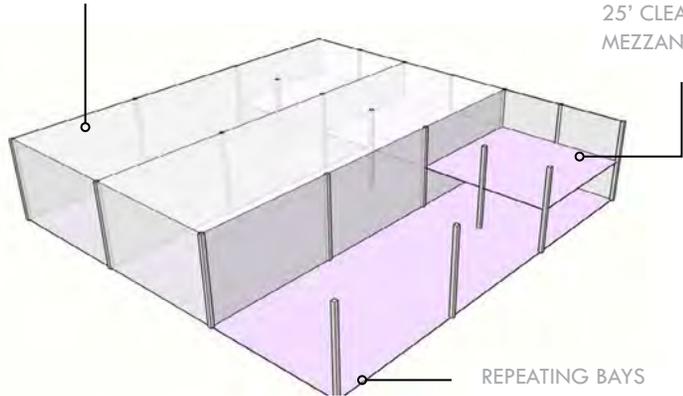


3-STORY INDUSTRIAL WITH ACCESSORY OFFICE

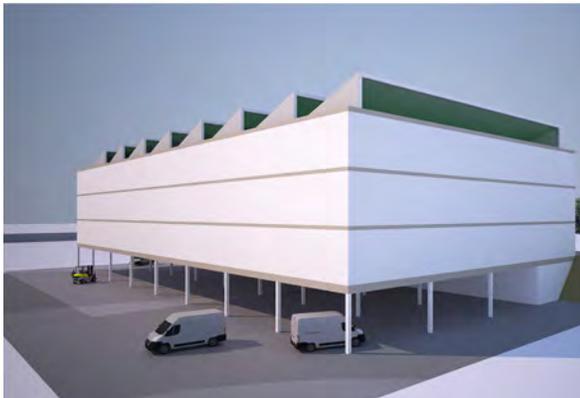


CASE STUDY DESIGN ROBUST INDUSTRIAL BUILDINGS

LESS COLUMNS TO MINIMIZE NUMBER OF PILING
LONGER SPANS FOR MORE FLEXIBILITY



PREFABRICATED AND/OR MODULAR, METAL SIDING (E.G. BUTLER BUILDINGS), CONCRETE TILT-UP WALLS, OR GALVANIZED METAL SIDING, LONG SPAN WOOD TO SUPPORT ROOF, SHARED FREIGHT ELEVATORS.



Artistic concept of a work area improvement on site. Here the an open ground-plane maintains its industrial character with options for interior mezzanine.



Marine Business Center, Ballard
40,000 SF flexible office/industrial space as part of marine repair complex. (2008)
20' clear ceiling heights on ground floor, subdivided suites
Office space, on site wharves
Free parking



Holgate Square, SODO
Industrial orientation-shared spaces (2008)
4-building complex
1,500 SF spaces, some with mezzanine - durable Low maintenance finishes
Light Industrial /flexible (IG2)
Mixed tenancies

Concept 2: Enhanced Public Experience

A typical Seattle resident's exposure to Fishermen's Terminal is likely to revolve around buying the freshest local catch. But for some, including visitors from out of town, a trip to the Terminal might also incorporate walking the docks, visiting the Fishermen's Memorial, appreciating the boats, listening to the sounds of Salmon Bay, and observing the daily flow of work.

Geographically, public experience is concentrated at the Fishermen's Center with Chinooks, Salmon Bay Cafe, The Highliner Public House, and Wild Salmon Seafood Market, and to some extent, the Nordby Building commercial tenants.

PUBLIC OPPORTUNITIES

Enhancing public exposure to the Terminal must be carefully balanced. As a primary goal of the Long-Term Strategic Plan, there are clear benefits such as:

- Stewardship by future generations,
- Educating the public about the role of fisheries in Puget Sound,
- Increased revenues for existing and future public-facing businesses,
- Improving partnerships between the Port of Seattle and interested organizations, and
- Increased literacy for the contributions of the maritime industry.



Queen's Wharf in Auckland, NZ makes use of the building facade for wayfinding and signage. This building contains multipurpose space.



Outdoor showroom and marine chandlery with activated ground floors.

Additional access to the site should not be elevated to the detriment of industrial users, but rather curated for specific experiences, view points and observations.

The following concepts provide a flexible framework to incrementally introduce public access. The intention is to allow visitors to actively engage with the Terminal, while testing the site's capacity to respond.

Early-Win: Time-Based and/or Small-Scale Improvement

Many cities have discovered that when done well, small scale interventions can provide a powerful foundation for creating new knowledge about place, as well as opportunities for hands-on engagement. The design and implementation of even temporary interventions helps create lasting partnerships and can uncover larger future opportunities. In the short term:

- *Pilot small scale design interventions.* This approach can help test the capacity of the Terminal to handle additional visitors, as well as gauge interest.

Interventions could highlight the Terminal's function, via small detours or discoveries with even low cost applications (paint, movable furniture, curated events). After defining the parameters of the

intervention, i.e. footprint, overall location, audience, time-frame etc, begin with a one-time a design challenge and/or collaboration in a community-based, co-designed approach. Early win interventions should be interactive, inviting and simple.

Mid-Term: Initiate creation of a public, co-designed walking tour

Port staff report that walking tours at the site are in high demand, and tours tend to fill up quickly. A longer-term goal for Fishermen's Terminal is the creation of a walking tour that incorporates specific nodes on site. The tour could make use of an audio component, app, or other technology. The walking tour could also tie into broader place-making components, or interior space elsewhere on the site that includes rotating or permanent displays.

Long-Term: Invest or adapt multi-purpose spaces that house public displays or exhibits

Exhibits could focus on contributions to research, watershed resource protection, and community building. This would help ensure that future generations maintain a strong connection to Fishermen's Terminal, and choose to pursue businesses in the maritime industry.

PUBLIC CURIOSITIES

What are these buildings used for?

What is the history of the site?

Who works in the fishing industry in Seattle today?

What kinds of vessels are these, where do they go?

Where does my fish come from?

How can I support local fisheries?

What is the relationship between the Terminal and its natural context: the regional watersheds; Puget Sound, Ship Canal, Lake Washington, and the Cedar River?

How do fisheries relate to

tides
currents
silts, salt
spawning
alaska

ships
piles
weather
navigation
architecture
other ports

cargos
personal
histories
waves
the future

Leverage Partners

Fishermen's Terminal is well-loved by the community, and there are already a number of mission-driven organizations and individuals narrating aspects of the Fishermen's Terminal "story." Initiating partnerships beyond the Port's boundaries with those in education, the environment or other fields, can leverage existing expertise. Additionally, the Port may have internal resources gained from previous projects in creative placemaking (such as the SeaTac airport artist engagement program). Competitive grants may supplement internal Port financing.

Potential Partners:

SCIENCE/EDUCATION FUNDERS

Private Foundations

SCHOOLS

University of Washington, Seattle Maritime Academy
Pacific Maritime Institute, Cornish School of the Arts

NON PROFITS/COMMUNITY ORGANIZATIONS

Friends of the Cedar Watershed
Northwest Fisheries, Youth Maritime Training Association
Forterra, People for Puget Sound, Sustainable Fisheries
Foundation, Puget Sound Maritime Historical Society, Museums

GOVERNMENT AGENCIES

City of Seattle, King County 4 Culture
Seattle Public Utilities, NOAA, National Science Foundation, US
Army Corps of Engineers, National Endowment for the Arts

Invest in Improved Wayfinding and Signage

Develop a comprehensive signage program on site to brand the terminal, and upgrade aesthetics. Signage program elements reduce potential conflict between user groups - public visitors, on-site employees, fishing and vessel industrial operations, and maintenance.

Key design concepts discussed with staff and stakeholders:

- Introduce large scale lettering on building facades. Take advantage of structures with good visibility; i.e 21st Ave W, Emerson Place and from the Ballard Bridge,
- Use color, material treatments or landscaping to designate public access areas,
- Include unique elements to coordinate with public interpretation programs such as lighting or artistic concepts,
- Commission specific treatments for high visibility areas, such as a mural on Port of Seattle history or successes, or kiosk with wayfinding signage.



CASE STUDY PUBLIC PROGRAMMING IDEAS



The Freedom Trail - Boston

- Connects historic sites throughout Boston
- Educational signage at each location
- Travel through Boston to key sites without needing a map



“Mind the Gap” - Seattle

- Trail/signage designed in coordination with the Mt. Baker Neighborhood to inspire thinking about social equity
- Temporary installation for Seattle Design Festival



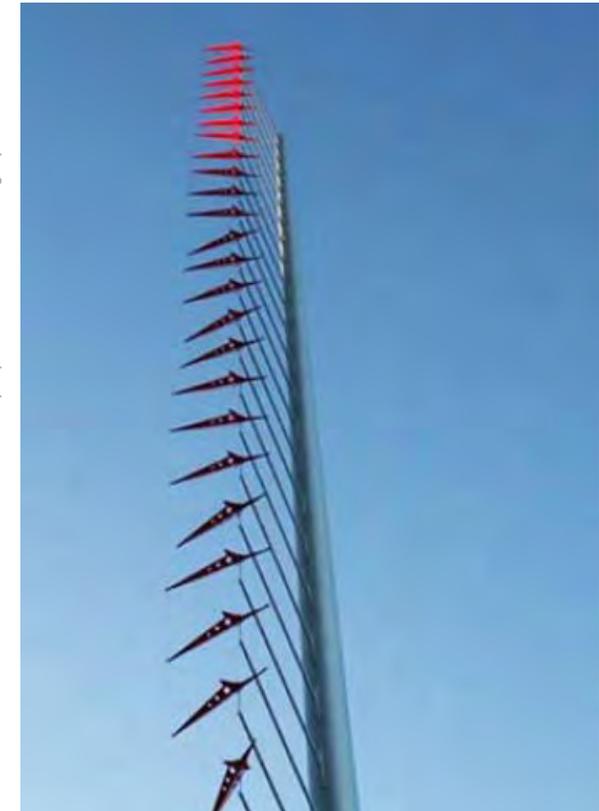
Painted Path

- Travel through the site on a well-marked route



“Fog Plane” - San Francisco

- Community designed project installed for the 3-day Market Street Prototyping Festival



Fort Mason Exhibit: Wind arrows made of re-purposed sailboat masts graph wind shear.

“Experiments in noticing and understanding” Exploratorium, Fort Mason Interpretative Program - San Francisco:

- Considered a “museum without walls,” a series of novel outdoor exhibits focused on interaction with the public, perception of the natural world, and the interconnectedness of natural systems.
- Temporary (3-year term) exhibits
- Funded by National Science Foundation Grant
- Displayed at Fort Mason Historic Waterfront site
- Developed in collaboration with a variety of partners

Concept 3: Expand the Role of Workforce Development

Maritime occupations include boat-based jobs, and skilled trades, such as management science, vessel design and repair. According to the Seattle Office of Economic and Workforce Development 2013 study, Maritime, Logistics and Shipping have a positive economic outlook. However, many small businesses still struggle to find space, or pull together the resources and workers needed to successfully design and test new approaches, or open a new office. Others small businesses need to retool business plans, revamp marketing and network with others.

Stakeholders are strongly supportive of an enhanced role for workforce development at Fishermen's Terminal as a hub of activity - this will broaden the reach of the existing businesses, as well as spin off new jobs with stable wages.

Workforce development has spatial implications in tenant programming, as well as pro-active partnerships that allocate space for conferences and meetings, or training facilities. Key opportunities:

- Engage and attract business; create relationships and collaborative efforts with organizations and small businesses that expand capacity of the fleet and fishers.
- Serve as hub of partnership with other organizations such as The Puget Sound Industrial Excellence Center/The Center for Advanced Manufacturing, and the Seattle Jobs Initiative.

- Coordinate with existing workforce development tenants, locate gaps, and identify resources needs.
- Act as “matchmaker” with those looking for space, education and training to strengthen relationships, and build community.
- Increase efforts to connect with youth in schools, and consider ways to incubate learning via internships, apprenticeships, and career pathways.
- Explore options for a small business incubator. Incubators can be designed to support co-locating small businesses with specialized Maritime sector knowledge. Apply, lessons learned from a recent pilot project at Pier 91 bldg C155.

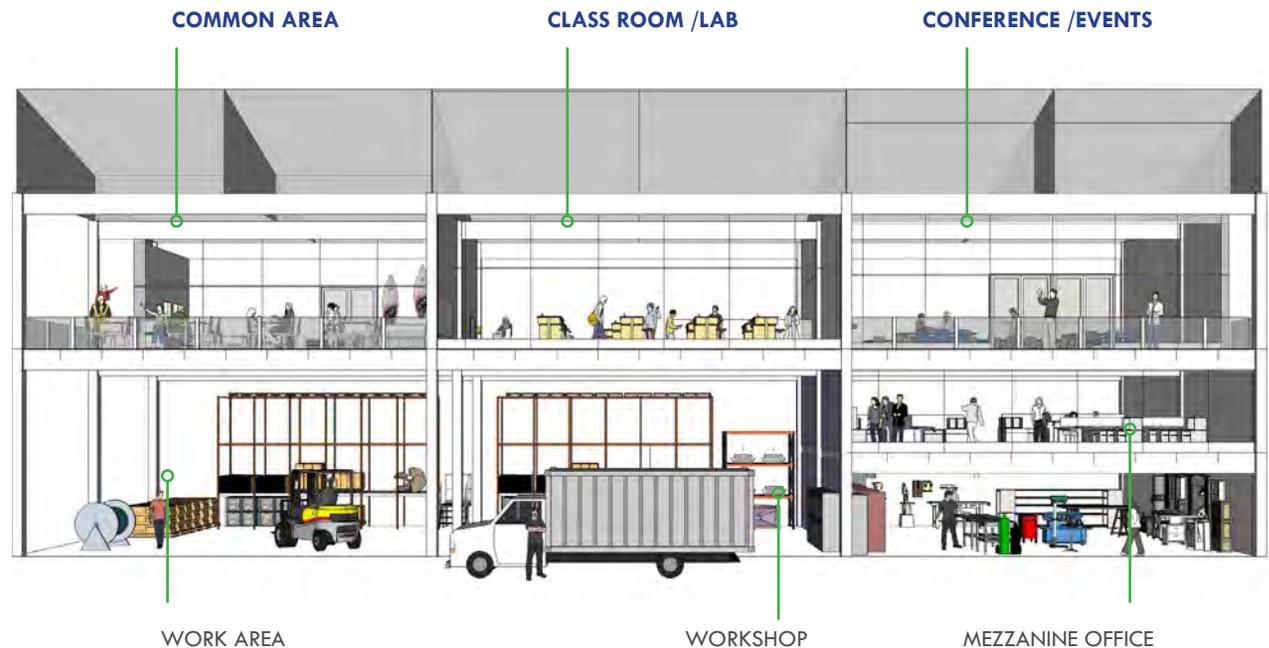


Illustration of buildings with functioning, industrial ground floors and upper stories in other uses.

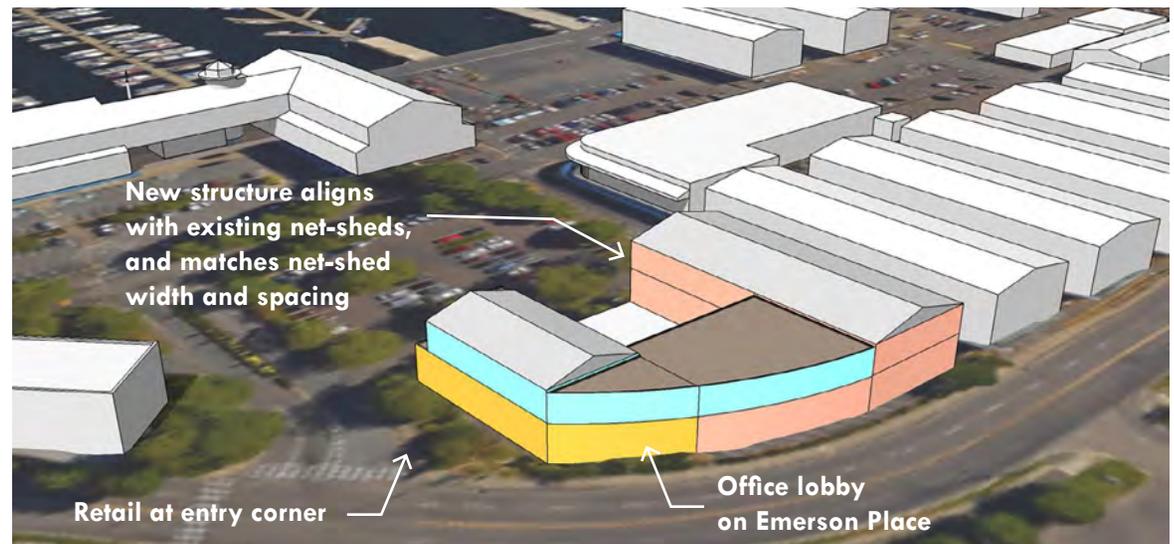
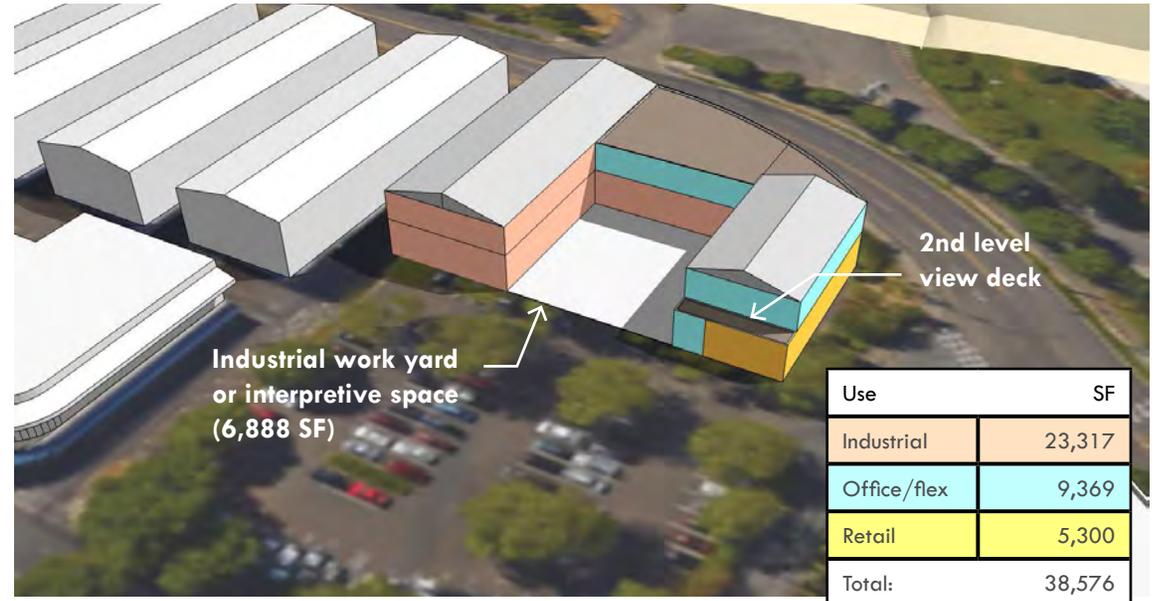
A NEW TERMINAL GATEWAY

The C-12/ Former Bank Building site has been explored as a potential location for a “hybrid building”, with industrial components as well as public facing or accessory uses such as workforce development.

On the edge of FT, and at its most public exposure this site avoids impacts to the working waterfront, and offers good visibility for new commercial tenants. Potential programs include:

- Public exhibit area; maps, and information,
- Showroom for maritime retail on the ground floor,
- Potential multi-purpose room,
- Workforce development space,
- Incubator or offices on upper stories,
- Options for shared shops spaces,
- Secure outdoor work area and industrial space with access via an interior courtyard,
- Accessory lodging specific to maritime users,
- Possible location for maritime artifacts, such as an retired ship, anchor, or other materials on display.

Four massing models explored potential programs at the Gateway. Options included both a phased approach (keeping the existing building on-site while constructing adjacent), and full-site redevelopment. The option shown at right was selected for preliminary costing. Note that parking associated with retail could be accommodated at the site, while



parking for other uses would be located elsewhere on the terminal or in a future parking garage.

Gateway Design Concepts

- Prioritize public use at entry, pedestrian orientation
- Use the street edge facade as billboard and opportunity for compelling signage
- Ensure designs are compatible with industrial maritime architecture
- Make the maritime character of the site visible
- Consider industrial compatible characteristics such as:
 - Secure yard or outdoor work area
 - Higher ceilings on ground floors
 - Hydraulic freight elevator connecting the two levels of Industrial space
 - Hydraulic elevator connecting office level with ground level

Note: Demountable (removable or temporary) buildings for the site were embraced by stakeholders as a way to quickly improve the location, but without overcommitting to a program.



A mix of industrial / maritime buildings provide ideas for the design of the gateway site.

Concept 4: Manage Parking Resources

As development intensifies, the relationship between parking supply and demand must be well balanced across the different user groups with new strategies to avoid conflict.

PARKING SUPPLY AND DEMAND

Parking demand at Fishermen's Terminal is driven by two factors - programmed area and boat slips. However, as programmed area increases, so do the required number of parking spaces. The supply and demand graph on the next page shows spaces for a "standard build-out" assuming simple, low industrial West Wall buildings. The "maximum build-out" assumes 55' tall West Wall buildings with added mixed use capacity.

The Terminal will lose allocated surface parking

associated with new redevelopment sites. Diagrams below illustrate one example of how existing surface parking supply might shift. In this case, parking is accommodated via a year-ten investment in a centralized parking garage. This would only be necessary if parking issues cannot be mitigated through off-site solutions.

The parking garage is shown at the current location of net shed 7 & 8. This location was selected for the following reasons:

- Near the entrance to reduce traffic through the site,
- Centrally located, non-intrusive area with regards to industrial use and public experience.

The parking garage could be designed with

leasable spaces (office, walk-in trade or other) on select frontages.

ACCESS AND PARKING STRATEGIES

The balance of parking supply and demand must be considered for the duration of the plan. Key opportunities are listed following:

- Including measures to monitor utilization to understand current/projected demand,
- Initiating demand reduction via time restrictions, and reconsidering space devoted to on-terminal space to 3-day parking,
- Improving connections to adjacent parcels (if off-site parking, or shared parking in satellite lots is initiated), and
- Highlighting and separating public access areas.

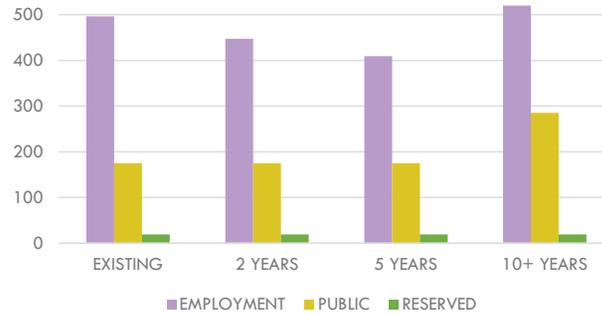
SURFACE PARKING SPACE CHANGES OVER TIME





Parking garage in this scenario shown above, 4-stories and approximately 300 spaces.

PARKING SUPPLY ALLOCATION

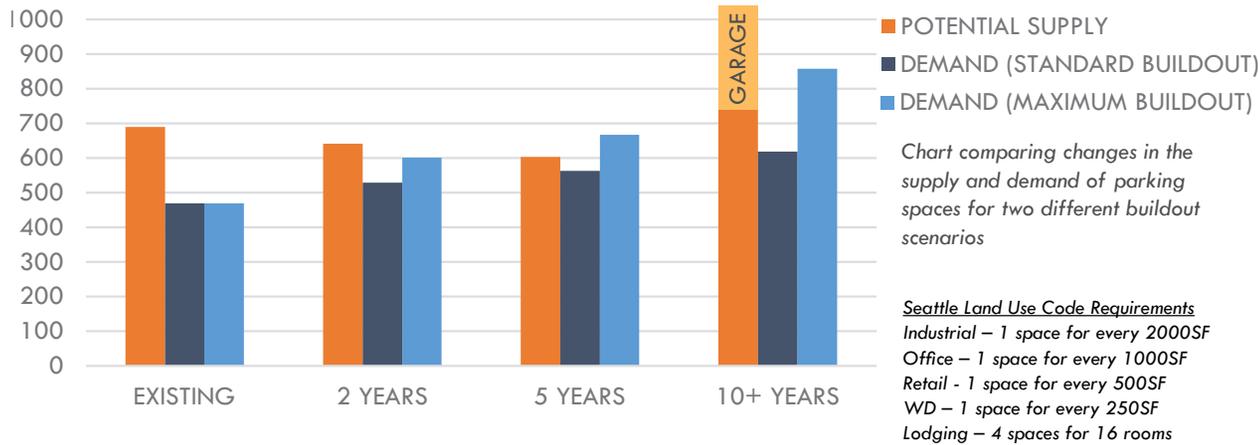


PARKING DEMAND CALCULATIONS

Demand - Standard Buildout				
Required Spaces	470	529	563	619
Demand Calculation (Program Square Footage - Standard Buildout)				
	Existing	2 Years	5 Years	10+ Years
Industrial	200000	218000	286000	371000
Office	77000	97000	97000	97000
Retail	28000	33000	33000	38000
Lodging				10000
Workforce Development	17000	22000	22000	22000
Demand Calculation (Parking Spaces By Program - Standard Buildout)				
	Existing	2 Years	5 Years	10+ Years
Industrial	100	109	143	186
Office	77	97	97	97
Retail	56	66	66	76
Lodging	0	0	0	4
Workforce Development	68	88	88	88

Demand - Maximum Buildout				
Required Spaces	638	769	836	1,026
Demand Calculation (Program Square Footage - Maximum Buildout)				
	Existing	2 Years	5 Years	10+ Years
Industrial	200,000	238,500	299,000	439,000
Office	77,000	95,000	113,000	129,000
Retail	28,000	29,000	38,000	88,400
Lodging				10,000
Workforce Development	17,000	40,000	40,000	40,000
Demand Calculation (Parking Spaces By Program - Maximum Buildout)				
	Existing	2 Years	5 Years	10+ Years
Industrial	100	119	150	220
Office	77	95	113	129
Retail	56	58	76	177
Lodging	0	0	0	4
Workforce Development	68	160	160	160

PARKING SUPPLY AND DEMAND COMPARISON



- Standard buildout assumes low, entirely industrial west wall buildings
- Maximum buildout assumes 55' west wall buildings w/ mixed use capacity
- Parking requirements based on SMC 23.54.015
- All scenarios add 169 spaces required for 337 boat slips

5 NEXT STEPS

The following are next steps identified for each of the four Planning Concepts.

1 ANCHOR THE INTERBAY INDUSTRIAL CLUSTER: WORK AREA EXPANSIONS & IMPROVEMENTS

- Move forward with Phase 1 development projects, and draw on specialized expertise in robust, industrial building types. Work to refine programs, and conduct outreach to potential tenants.
- Vet options for a more comprehensive land use policy (including for example, compatibility policy statements) at Fishermen's Terminal that will support long term industrial health in the Interbay Manufacturing and Industrial Center.
- Continue to explore the potential for a Maritime Hostel: Refine the market, and target clientele; drill down on potential economic model and phasing; and consider the hotel/identified need in relation to
 - 1) Live-aboards already allowed at FT,
 - 2) Residential listings (AirBnB) already in the vicinity of FT.

2 ENHANCE PUBLIC EXPERIENCE

- Develop a Fishermen's Terminal Public Experience Plan: Pursue partnerships with other organizations; further conduct initial outreach, such as interviews with key elder fishers and long term tenants; scope process; and retain specialist consultant to lead effort.

Public Interpretive Space

Conduct a cost-benefit analysis of options for devoting indoor space to exhibits, and consider any co-benefits for on-site multipurpose spaces. Continue to look for ways to incorporate creative, educational, and playful public installations, such as including them into existing or future event spaces.

3 EXPAND THE ROLE OF WORKFORCE DEVELOPMENT

- Continue to partner with the City of Seattle to support Economic Development initiatives at FT.
- Reach out to potential partners and stakeholders to develop a refined approach for FT workforce engagement.

4 MANAGE PARKING RESOURCES

- Probe additional strategies, such as one 4-four story garage versus multiple 2-story garages serving different zones.
- Document existing on-site parking utilization. This will allow the Port to better understand current resources, project demand, and better prepare for land use intensification.

