

**THE NORTHWEST SEAPORT ALLIANCE**  
**MEMORANDUM**

**MANAGING MEMBERS**  
**STAFF BRIEFING**

Item No. 8A

Date of Meeting October 1, 2019

**DATE:** September 20, 2019

**TO:** Managing Members

**FROM:** Kurt Beckett, Deputy CEO  
Project Managers: Pearse Edwards, Deirdre Wilson

**SUBJECT: Seattle and Tacoma Industrial Land Issues**

**A. BRIEFING**

The purpose of this briefing memo is to provide background on land use issues and industrial lands advocacy efforts in the Seattle and Tacoma.

**B. SYNOPSIS**

Industrial lands in our region support activities that make significant contributions to the regional economy. Currently, in both harbors, there are pressures on the region's industrial lands. For example, the region's population continues to increase resulting in greater demands for housing and traffic congestion. In response to traffic congestion, the region has dedicated \$52 billion to expand the high capacity transit network. This investment has spurred regional policymakers to reexamine existing development policies and associated regulations.

In Seattle, that includes specific recent activity by the City Council, a pending announcement by the Seattle Mayor on the reestablishment of an Industrial Lands Panel, and an ongoing public process led by the Washington State Department of Commerce relating to the state-owned Armory property. In Tacoma the City has launched a Tideflats Subarea Plan, which will become a part of the City's Comprehensive Plan and has adopted related but separate interim zoning regulations for industrial lands.

**C. BACKGROUND**

**Manufacturing Industrial Centers**

Regionally designated Manufacturing/industrial centers (MICs) preserve lands for family-wage jobs in basic industries and trade and provide areas where that employment may grow in the future. MICs form a critical regional resource that provides economic diversity, supports national and international trade, generates substantial revenue for local governments, and offers higher than average wages. Regional Centers Framework Update Adopted March 22, 2018 in VISION 2040 calls for the recognition and preservation of existing centers of intensive manufacturing and industrial activity and the provision of infrastructure and services necessary to support these areas. These centers are important employment locations that serve both current and long-term regional economic objectives.

VISION 2040 recognizes that MICs have very different characteristics and mobility needs than regional growth centers. For example, transit may not be viable for all types of manufacturing/industrial centers, but identifying transportation demand management strategies, including carpool and vanpools, can help reduce congestion impacts regardless of transit access. Moving freight and goods to and through MICs is critical, on trucks, as well as other modes, such as marine, air and rail.

- Ballard / Interbay MIC = ~6,000 acres
- Duwamish MIC = ~5,000 acres
- Port of Tacoma MIC = ~5,100 acres

## **Seattle**

This section provides introductory background information on three current industrial lands issues at play in Seattle, and similar issues developing in Tacoma. The next section provides an overview of industrial lands and briefly discusses next steps that staff and Managing Members will undertake to continue advocacy in this area.

Industrial zoned land makes up 12 percent of the City of Seattle's total land area. These lands comprise 30 percent of the City's tax base. The lands are critical to supporting our region's maritime activities, from container cargo business to commercial fishing and all the related transportation impacts in between. With the continued exponential growth of Seattle's population, residential and commercial developers are eager to see that land available to other uses. The Port of Seattle Commission and Port of Tacoma Commission declared protection of these industrial lands a top policy priority and in 2016 jointly adopted guiding principles for all three organizations through the NWSA.

*Stadium District in the Duwamish MIC:* On August 12, the Seattle City Council voted to amend its docketing resolution – the vehicle through which the city considers changes to its Comprehensive Land Use Plan – to remove a proposal to create a formal “Stadium District” based on the current “stadium overlay district.”

The current stadium overlay district, implemented in the late 1990s, was initially designed to accomplish two goals:

- Provide a buffer between housing and other non-compatible land uses and the Duwamish MIC—while maintaining the MIC designation of the district, and
- Be more permissive of commercial uses that could support the new stadiums and improve pedestrian access to the sports facilities.

This “Stadium District” proposal, put forward by the facilities districts for both stadium facilities, attempted to remove the district entirely from the Duwamish MIC. If granted, it would have allowed residential uses and lodging throughout the district. This includes the former WOSCA site, which is only a few hundred yards from Terminal 46.

An amendment was proposed to remove the Stadium District and other parcels in industrial zones from the docketing resolution. This action was the result of extensive engagement with Council from the Port and an array of active maritime and labor industry stakeholders, including ILWU. The amendment made two critical changes:

- Directed the Mayor to convene a panel to conduct a comprehensive, region-wide review of industrially-zoned land; and
- Prohibited further consideration of amendment proposals to remove land from

industrial zoning until above-referenced panel has been convened and made recommendations to Council.

The amendment was approved 8-0 by Council.

*Industrial Lands Panel:* In August 2016, then-Mayor Murray announced the creation of the Industrial Lands Advisory Panel (“Panel”), tasked with providing recommendations City planning policies balance growth with the needs of Seattle’s maritime and manufacturing industries. Following the creation of this Panel, Seattle’s Office of Economic Development convened a stakeholder effort around Seattle’s industrial lands policy and competition with residential and commercial interests. The Port of Seattle and NWSA were represented on the 30-member Panel by then-Port of Seattle Commissioner John Creighton.

The work of the prior Panel ceased, and the Panel eventually disbanded without making final recommendations to City Council as the Murray administration dealt with a series of crises that ultimately led to the Mayor’s resignation.

During the Seattle City Council’s consideration of proposed amendments to the City’s Comprehensive Land Use Plan the Council adopted a resolution that directs the Mayor to convene such a Panel *no later than December 31, 2019*. Port staff have spoken with the Mayor’s office in recent days, and we expect that the Mayor will reestablish the Panel this fall and that in the coming weeks the Mayor may send a letter to the Port of Seattle seeking a funding partnership in standing up this Panel.

As directed by Seattle City Council, the Mayor’s Panel is expected to feature: “persons representing the interests of local residents, local business owners, organized labor, the fishing, maritime, manufacturing, railroad, and industrial sectors, the Port of Seattle, the Seaport Alliance, stadium interests, the Washington State Department of Transportation, King County, Sound Transit, and the City Council.”

The new panel is expected to borrow from where the previous Panel ceased its work – while having their own “brand.” Prior to its disbandment, Mayor Murray’s panel had narrowed its work to specific study areas including, but not limited to:

1. A “SODO Concept” that would require approximately one floor of new industrial development and allow new transit-oriented office development, while severely limiting office single-occupancy vehicle (SOV) trips, other non-freight trips, and accelerating implementation of SODO-area improvements identified in the Freight Master Plan.
2. Seattle-wide analysis of Industrial Commercial (IC), Industrial Buffer (IB), Commercial One (C1), and Commercial Two (C2) Zones. Specifically, the zones below. This is responsive to trends where the commercial zones are not performing as expected. Specifically, some of the auto-oriented commercial and light industrial / storage uses expected in the commercial zones are shifting to industrial zones because nearly all new development in the commercial zones is residential.
  - a. IC - promote development of businesses which incorporate a mix of industrial and commercial activities, including light manufacturing and research and development, while accommodating a wide range of other employment activities. 61-foot maximum height limit.
  - b. IB – provide a transition area between industrial areas and adjacent residential zones, or commercial zones having a residential orientation

and/or a pedestrian character. Typically include light manufacturing or small-scale retail or entertainment facilities. 85-foot maximum height limit.

- c. C1 - auto-oriented, primarily retail/service commercial area that serves surrounding neighborhoods as well as a citywide or regional clientele. Typically include large supermarkets, building supplies and household goods, auto sales and repairs, and apartments with limited parking restrictions.
  - d. C2 - auto-oriented, primarily non-retail commercial area, characterized by larger lots, parking, and a wide range of commercial uses serving community, citywide or regional markets. Typically include warehouses, wholesale, research and development, and manufacturing uses. Residential use is generally not allowed. Limited parking restrictions.
3. Seattle Department of Transportation study of a Mobility Action Plan to understand what transportation management tools should be implemented to severely limit SOV and other non-freight trips, and to identify physical and programmatic improvements to improve freight mobility in the Duwamish MIC.
  4. Land use and zoning studies of Seattle's Georgetown, Interbay and Ballard areas.
  5. Updates to the Seattle Comp Plan to strengthen industrial lands protections and closing several developer loopholes.

The Port of Seattle was considering an informal request from Seattle to partially fund these studies before the Panel was disbanded. Mayor Durkan's funding request proposal stems from a similar proposal from the Murray administration.

*The Interbay Public Development Advisory Committee, recommending future uses for the Armory Property in the Ballard-Interbay-Northend Manufacturing Industrial Center (BINMIC):* The Washington Army National Guard uses a 25-acre property as the home of its readiness center, field maintenance shop, and vehicle maintenance and repair location. The Armory property, as it is known, is at the center of BINMIC, is close to T- 91, adjacent to the BNSF Mainline and its Balmer Railyard, as well as a small parcel of Port of Seattle-owned land, known as the Tsubota property.

Due to its location, far from the freeway system, and along a very busy commuter corridor between downtown Seattle and Ballard, operation of the Armory in its current location is very inefficient. The National Guard and Washington Military Department have expressed their desire to move the Armory to a new location. In anticipation of the National Guard's eventual move off the site, in 2018 the State Legislature funded the creation of an advisory committee that is tasked with developing recommendations for future use of the property.

As with the Stadium District, there is great interest among many of the stakeholders involved in this process in re-zoning the Armory property to include housing. Commissioner Gregoire has been serving as the representative of industry on the six-member panel, which is co-chaired by former Governor Gary Locke and State Rep. Gael Tarleton. Governor Locke has been open about his interest in seeing affordable housing developed at the property, and in general the panel has been very interested in that option.

At the most recent meeting of the group, on September 10<sup>th</sup>, the Department of Commerce and its consultants continued to indicate that they will forward a range of recommendations to the Legislature, one of which will be to keep in current industrial zoning. That will then be considered along options that feature market-rate housing and affordable housing, and the report will discuss the "challenges" and "opportunities" involved with each. The September

10<sup>th</sup> meeting again focused on using the property as a potential part of the solution to the City's lack of affordable housing stock. While the Port of Seattle was invited to be a member of the advisory committee as the representative of the industrial sector, the City, which ultimately has zoning authority over the site, was not invited to participate.

Commissioner Gregoire sent a letter to the Committee in advance of the September 10<sup>th</sup> meeting including a significant amount of data arguing the public benefit of maintaining land in industrial use. That letter also reminded the Committee that the Manufacturing Industrial Centers were protected under the Growth Management Act in part as an environmental initiative, to prevent industrial sprawl.

The panel will meet on September 25<sup>th</sup> to vote on the final report and will transmit the final report to the Legislature in November 2019.

## **Tacoma**

This section provides introductory background information on the City of Tacoma ("Tacoma") interim regulations which address allowed uses for industrially zoned lands in Tacoma and an overview of the Tacoma Tideflats Subarea Plan. The next section briefly discusses next steps that staff and Managing Members will undertake to continue advocacy in this area.

### **Interim Regulations:**

In November 2017, Tacoma adopted interim regulations for the Tideflats (Port of Tacoma MIC) in response to concerns from a vocal segment of the community about notification of heavy industrial development and to respond to various pending/proposed comprehensive plan amendments. The interim regulations are still in place and reauthorization by the Tacoma City Council is required every 6 months by state law. The next public hearing to review, renew, and potentially amend, the interim regulations is scheduled for October 1, 2019.

Each time the interim regulations are reviewed there is opportunity for the Tacoma City Council to amend the interim regulations and has been used by some to push for more stringent regulations disfavoring industrial uses, and even to make the interim regulations permanent.

The Tacoma interim regulations include the following elements:

1. Expanded public notification of heavy industrial use permits;
2. Temporary prohibition of new non-industrial uses in the Port of Tacoma Manufacturing and Industrial Center;
3. Temporary prohibition of new residential development along Marine View Drive and NE Tacoma slopes; and
4. Temporary prohibition on certain types of new heavy industrial uses. These special use restrictions apply to the following primary uses in all Tacoma zoning districts:
  - a. Coal terminals or bulk storage facilities;
  - b. Oil, or other liquefied or gaseous fossil fuel terminals, bulk storage, manufacturing, production, processing or refining of oil or other liquefied or gaseous fossil fuels;
  - c. Chemical manufacturing;
  - d. Mining and quarrying; and
  - e. Smelters

### **Subarea Plan:**

In May 2017, the Tacoma Port Commission adopted a resolution instructing staff to begin the process of completing an ILA with Tacoma and Pierce County to prepare a Subarea Plan for the Tacoma Tideflats. The Puyallup Tribe of Indians, the City of Fife, and Pierce County were later invited into the planning process by Tacoma.

Through intergovernmental agreement, three of the governments committed financial contributions to the Plan for consultant services, subject to approval of a mutually satisfactory Work Plan:

1. The Port of Tacoma: \$500,000
2. Tacoma: \$500,000
3. Puyallup Tribe of Indians: \$200,000

In February 2019, the Steering Committee, comprised of two elected leaders from each of the five governments, approved a Work Plan for the subarea planning process. The Work Plan identifies the following overarching themes:

- Economic Prosperity for All
- Environmental Remediation and Protection
- Transportation and Capital Facilities Plan
- Public participation and Outreach

The Work Plan sets forth two staff support teams:

1. Project Management (PM) Team: includes a planner from each government responsible for review of consultant deliverables and intra-governmental coordination. The lead PM is from the City of Tacoma.
2. Staff Leadership Team: includes a planner, a policy affairs, and legal representative from each government, and meets as needed to establish Steering Committee meeting agendas and various issues as they may arise.

Of great concern and discussion by the Steering Committee was the appointment of a Stakeholder Advisory Group. The Work Plan includes a detailed list of advisory group members, two from specific categories for appointment by each government, and an additional ten members to be self-selected by each specific organization or government. It is expected that the Stakeholder Advisory Group will have its first meeting in November 2019. This group will be supported by staff and will be involved in the development of the Public Engagement Plan. It is anticipated that the group will be actively engaged through Tacoma City Council adoption of the final plan.

In October 2019 the Steering Committee will consider consultant proposals and prepare a recommendation to Tacoma for consultant selection. Once a consultant team is selected, and contract negotiations are complete, a Public Engagement Plan will be considered by the Steering Committee.

Public outreach, as prescribed in the Public Engagement Plan, is expected to launch in early 2020.

### **Other Related Issues**

#### **NWSA Gateway Master Plan**

In 2020 the NWSA will prepare the Gateway Master Development Plan, an adaptive facility master plan that positions the NWSA to optimize cargo growth and development over the

next 5, 10 and 20 years. This project encompasses Northwest Seaport Alliance licensed properties development and infrastructure improvement recommendations to optimize the value of marine cargo properties, consistent with homeport strategic plans. This effort builds on previous north and south harbor strategy and visioning.

#### Port of Tacoma Strategic Plan

With the hiring of Eric Johnson, the new Port of Tacoma Executive Director, staff has been directed to update the Port of Tacoma Strategic Plan. The Port Tacoma commissioners will be actively engaged in the development of the Strategic Plan, which is expected to be completed in late 2020. The Port of Tacoma Strategic Plan will provide direction on key land use priorities.

#### Puget Sound Regional Council /Vision 2050

Puget Sound Regional Council (PSRC) is updating VISION, the regional land use plan, incorporating new information, perspectives, and new policy direction for our changing region. Current conversations indicate the preferred growth alternative for the region is to focus employment and residential growth on areas with access to high capacity transit, recognizing the significant regional investment. This has potential impacts in both harbors, as transit-oriented development (TOD) is typically associated with commercial and residential uses which may be incompatible with nearby industrial uses. Residential uses are currently prohibited in industrial areas, thus the regional focus on TOD could pressure for zoning changes around stations in MICs. Adoption of VISION 2050 by the General Assembly is scheduled for spring 2020.

#### PSE LNG facility in Tacoma

Puget Sound Energy, Inc. (PSE) is in the final permitting stages to construct a natural gas liquefaction and storage facility on property leased from the Port of Tacoma. PSE's project objectives are to meet its customers' gas demands and to provide a cleaner- burning fuel for TOTE marine that meets or exceeds related regional, state and federal air standards. The facility is located in the Tacoma Tideflats. Work includes pipeline segments in Tacoma, Fife, and Pierce County, and a lift station in Pierce County. Puget Sound Clean Air Agency is holding final public meetings on August 27, 2019, with final written comments accepted until September 9, 2019.

#### Sound Transit, ST3 and Sounder

The Sound Transit 3 package approved by voters in 2016 funds light rail extension to West Seattle, Ballard and Tacoma. As the Puget Sound region invests in improving passenger mobility through Link extensions, we must not impede existing industrial capacity and capability and should not foreclose future industrial uses, especially on maritime industrial lands.

West Seattle and Ballard Link Extension (WSBLE): WSBLE will pass through the Duwamish and Ballard-Interbay MICs, adding development pressures especially near the stations. Port/NWSA staffs continue to emphasize protection of industrial lands with statewide economic health, consistency with local zoning, and protection of freight corridors. In April 2019, Sound Transit completed scoping for their WSBLE Environmental Impact Statement (EIS) and in June completed an 18-month alternatives analysis review (2018-2019). They have generally identified three alternative alignments and are also reviewing optional alignments in a number of subareas including SODO and BINMIC. This summer they began fieldwork for the EIS analysis. In September,

they will make Sound Transit Board presentations on several of the subarea options and expect to act in October about whether further study of these options in the Draft EIS (DEIS) is appropriate. The DEIS preparation and station planning activities are scheduled for 2019-2020 with the DEIS publication expected in the fourth quarter of 2020.

Tacoma Dome Link Extension (TDLE): TDLE will run directly east of the Port of Tacoma MIC with the potential to impact access to and from truck routes. The Sound Transit Board approved the TDLE station locations and alignment plans that will be evaluated in the EIS at its July 25, 2019 meeting:

- In Fife, a station location north of 15<sup>th</sup> Street is preferred, and least impactful from a NWSA point of view.
- FTA is requiring that both an I-5 and SR-99 route alignment be carried forward in the analysis.
- The East Tacoma station is in the Port of Tacoma MIC. A station location East of Puyallup Ave at 26<sup>th</sup> or 27<sup>th</sup> Street East is preferred. This location has a lesser impact on freight mobility. However, it should be noted that the ST Board directed staff to work with Tacoma's TOD Board and other stakeholders to explore options for "ensuring appropriate multimodal access" (including a bike/ped bridge connecting to South Tacoma), and "a station location and design that can best support appropriate TOD".
- Two alignments supporting two different Tacoma Dome locations are also being carried forward.

South Sounder Expansion: The expansion of South Sounder service is projected to include longer passenger trains, more frequent trains, and trains outside the current passenger train window. While these changes do not have a direct impact on industrial lands, they do increase general traffic on truck freight routes near Sounder stations, and they encroach on the dedicated time window during which freight trains move on the rail system. Both have the potential to affect the viability of NWSA cargo facilities in the long run.

#### **D. FINANCIAL IMPLICATIONS**

Port staff expect Mayor Durkan may send a letter to the Port of Seattle seeking a funding partnership in standing up an Industrial Lands Advisory Panel.

The Port of Tacoma has committed, and has budgeted for, up to \$500,000 For the Tideflats Subarea Plan.

#### **E. ATTACHMENTS TO THIS BRIEFING MEMO**

1. NWSA Guiding Principles to protect and enhance maritime and manufacturing lands
2. Tideflats Interim Regulations Summary
3. Tideflats Subarea Plan Work Plan

#### **F. NEXT STEPS**

##### **Seattle**

Between the Stadium District proposal, the Interbay PDAC/Armory work, the restart of the Seattle Mayor's Industrial Lands Panel and the NWSA and Port of Seattle capital projects



around the Seattle waterfront, staff expects industrial land policies to be a priority focus at the local and state level for the next 12 to 18 months.

As these topics are being handled by several different divisions and individuals across the NWSA and the Port of Seattle, staff is working to ensure that our internal workplan provides clear collaboration and a comprehensive approach. We are in the process of setting up a designated NWSA-Port of Seattle staff working group.

NWSA Managing Members and executive leaders may be called upon to raise issues of land use and strengthening protections for industrial lands in future meetings with Mayor Durkan, Seattle City Councilmembers, state legislators, and other policymakers and stakeholders as needed.

### **Tacoma**

Land use conversations that threaten industrial lands will continue. Regional vetting of land use changes is necessary to avoid unintended consequences. Of special concern are industrial lands on the edges of the Manufacturing Industrial Centers, and Tacoma's potential non-compliance with the state Growth Management Act's Container Port Element.

In close coordination with the Port Commission, Tacoma Port staff will react in writing and in-person public hearings about the reauthorization of Tacoma city regulations. For the interim regulations, special focus will be given to any amendments that threaten existing industrial uses, that propose to make the interim regulations 'permanent', or that are inconsistent with the state Growth Management Act's Container Port Element.

Port staff will continue to support the Commissioners on the Steering Committee, and will actively engage in the subarea planning process, on both the Staff Leadership Team, and the Project Management Team. The Port of Tacoma commissioners have been engaged in discussions at every level and are expected to continue throughout the expected 2 – 3-year process.

**Guiding Principles:  
Protect and Enhance Maritime and Industrial Lands**

A Motion of the Northwest Seaport Alliance to adopt guiding principles to protect and enhance maritime and manufacturing lands.

The Puget Sound region is an area of opportunity where families from all incomes can thrive by working in diverse industries. What about twenty years from now? Will high rise condos and office towers stand where maritime, manufacturing and trade jobs exist today? Or will this region continue to flourish with opportunity for all? We imagine a region celebrating that opportunity thanks to safeguarded spaces for maritime, manufacturing and trade activity and guarantees that families from all socio-economic backgrounds have a permanent place in the region's future.

We seek an expanded understanding and recognition throughout the region about the positive economic and community impacts from maritime, manufacturing and trade operations on industrial lands. These activities and areas should inspire visions of job opportunities and global connectedness.

Our maritime, manufacturing and trade industries do not have the luxury to simply pick up and move; industry must operate near networked transportation, waterways and close to their workforce to minimize traffic and sprawl and increase efficiency.

Our region faces historic choices impacting the future of our maritime, manufacturing and trade economy that generates billions of dollars in revenue to the region and the state. We have the opportunity to permanently strengthen that economy and continue to provide a diversity of opportunity to workers and good family-wage jobs.

The critical system of road and rail corridors and capacity, warehousing, marine terminal operations and other maritime activities are regularly pressured by the conversion of manufacturing and industrial properties to commercial, residential and other incompatible developments.

In 2009, the State Legislature amended Washington State's Growth Management Act (GMA) to ensure the long term viability of marine cargo operations. It required those cities with certain container port facilities to include a Port Element within their Comprehensive Plans. We seek to ensure that the Port Element requirements under GMA are accomplished at the local level. We hope to see the Port Element appropriately codified, along with the overall enhanced protection of the maritime, manufacturing and trade sectors.

We endorse the following guiding principles and encourage their adoption and integration into the plans and policies of our partners. We emphasize the importance of

implementing the plans now in place and continually reviewing progress toward the goals we have established. These guiding principles are consistent with the requirements of the State's Growth Management Act and the Puget Sound Regional Council's Regional Transportation Plan, Vision 2040.

The guiding principles are connected to **requirements** contained with the Growth Management Act ([RCW 36.70A.085](#)):

1. Define and protect the core areas of port and port-related industrial uses within the city.
2. Provide reasonably efficient access to the core area through freight corridors within the city limits.
3. Identify and resolve key land use conflicts along the edge of the core area, and minimize and mitigate, to the extent practicable, incompatible uses along the edge of the core area.
4. Ensure that there is consistency between the port elements and the port comprehensive scheme required under chapters [53.20](#) and [53.25](#) RCW; and retain sufficient planning flexibility to secure emerging economic opportunities.

### **Guiding Principles**

1. **Increase job opportunity and earning potential by maintaining and growing quality family-wage industrial employment.**
  - a. Discussion: According to the Puget Sound Regional Council's 2015 Industrial Lands Analysis, in 2012, the annual earnings from industrial jobs on industrial lands was 34 percent higher than the average wages across the four-county central Puget Sound region. The same study anticipates the same four-county region will see an addition of more than 80,000 new industrial jobs by 2040.
  - b. GMA Requirement 4: retain sufficient planning flexibility to secure emerging economic opportunities.
2. **Support interdependent maritime and manufacturing development to protect from negative impacts and unnecessary costs.**
  - a. Discussion: New suburban industrial development in areas without adequate rail, heavy haul roads, docks, power distribution, water supply, waste water supply, and employment base would require significant

additional infrastructure investments and increases to transportation-related air emissions. We must preserve current maritime and manufacturing land use and further protect water-dependent and related uses.

- b. GMA Requirement 1: Define and protect the core areas of port and port-related industrial uses within the city.

**3. Update municipal code to ensure the implementation of maritime and manufacturing policies outlined in the Comprehensive Plan.**

- a. Discussion: While this is a requirement of GMA, the principle highlights the importance of continual and simultaneous revisions to reflect policy change. Code is important because permits for individual development projects are reviewed for consistency with the City's code which is to be consistent with and implement the Comprehensive Plan policies. Additionally, review of trends in conditional use permits, adaptive re-use and other alternate use permits that constrain or erode industrial lands should be conducted regularly.
- b. GMA Requirement 1: Define and protect the core areas of port and port-related industrial uses within the city.

**4. Ensure cross-functional transportation policy and planning that supports Manufacturing and Industrial Centers and other maritime and manufacturing needs.**

- a. Discussion: Maintaining and improving roadways providing access to major truck trip generators in Manufacturing and Industrial Centers (MI/Cs) is critical to efficient and reliable freight mobility. With respect to Seattle, now that the Freight Master Plan is complete, we must begin work on implementing it to support MI/Cs access within, between, and to and from the regional highways. Transportation plans must also incorporate freight rail analysis. Any future passenger train development around the AMTRAK maintenance yard, and its potential impact on east-west road capacity in the Duwamish MI/C, must be considered. The railroad will be a critical partner with respect to transportation matters and as a large industrial land owner.
- b. GMA Requirement 2: Provide reasonably efficient access to the core area through freight corridors within the city limits.

**5. Maintain no net loss in industrial lands to support diversified job opportunities.**

- a. Discussion: We must ensure that adequate land is protected to support maritime, manufacturing and trade activities and allow for planned growth of these industries. We will also seek policy solutions that protect water-dependent uses, such as seaport cargo, fishing and specific property needs, such as industrial suppliers and service providers that rely on close proximity and/or reliable access to certain locations such as NWSA cargo facilities, rail yards, T-91, Fishermen's Terminal, Sea-Tac Airport, and existing utilities.
- b. GMA Requirement 3: Identify and resolve key land use conflicts.

**6. Create policies that promote industrial investment in job growth and discourage those that might constrain that growth.**

- a. Discussion: We will pursue mechanisms that promote industrial uses while considering the highest and best use dynamic. Some examples of possible incentives might include:
  - i. Attract industrial tenants that can operate on the upper floors of existing industrial buildings.
  - ii. Invite industrial uses on the vacant portions of partially-developed parcels.
  - iii. Encourage small-scale manufacturing.
- b. GMA Requirement 4: retain sufficient planning flexibility to secure emerging economic opportunities.

**7. Designate maritime assets and connected industrial lands as essential public facilities.**

- a. Discussion: We seek to expedite the implementation of recommendations from the state legislature's spring 2016 Joint Task Force on the Economic Resilience of Maritime and Manufacturing report. This includes a recommendation to "develop a legislative 'state economic resilience' rating and map... rating system will describe for these local officials the state-wide economic impacts of port districts, maritime and manufacturing industries, and industrial lands located within their jurisdictions..."

[WAC 365-196-550](#) lists "Marine port facilities and services that are related solely to marine activities affecting international and interstate trade", "The

freight rail system” and “State or regional transportation facilities” as “essential public facilities.” The goal of this section of code is to ensure that essential public facilities can provide their essential public function. Local jurisdictions are required not to act in any way that could preclude, or make the siting (or continued functioning of an existing) public facility impossible or impractical. Rather, a local jurisdiction “may impose reasonable permitting requirements and require mitigation of the essential public facility’s adverse impacts.” In this context, we will advocate for clearly defined spatial buffer zones that provide a transition between incompatible land-uses (e.g. residential adjacent to heavy industrial operations).

- b. GMA Requirement 3: Identify and resolve key land use conflicts.

## 8. Expand industrial training and related workforce development.


- a. Discussion: Programs such as Core-Plus and the Tacoma Tideflats Certification Program provide a comprehensive curriculum and career direction for young people with practical analytical skills and mechanical aptitudes. With a shrinking pipeline of talent ready to step into various jobs that support maritime and manufacturing industries, it is important to ensure that young people have access to the opportunities that will lead to those careers.
- b. GMA Requirement 4: retain sufficient planning flexibility to secure emerging economic opportunities.

## 9. Engage key stakeholders

- a. Discussion: While this is required by the GMA, this principle highlights the importance of engagement early and often in planning and policy development. Industrial lands policy impacts a wide variety of interests, both in public and private sectors. Involving stakeholders throughout any consideration of changes is critical to reaching a balanced result.
- b. GMA Requirement 1: Define and protect the core areas of port and port-related industrial uses within the city.



John W. Creighton, III, Co-Chair  
The Northwest Seaport Alliance



Constance T. Bacon, Co-Chair  
The Northwest Seaport Alliance

ATTEST:



Donald G. Meyer, Co-Secretary  
The Northwest Seaport Alliance



Stephanie Bowman, Co-Secretary  
The Northwest Seaport Alliance

City of Tacoma Ordinance 28470  
**Summary of Tideflats Interim Regulations**

Industrial Uses

On an interim basis, certain new industrial uses are prohibited until such time as the Tideflats Subarea Plan is complete. These special use restrictions apply to the following primary uses in all zoning districts, See TMC 13.06.580:

1. Coal terminals or bulk storage facilities;
2. Oil, or other liquefied or gaseous fossil fuel terminals, bulk storage, manufacturing, production, processing or refining of oil or other liquefied or gaseous fossil fuels;
3. Chemical manufacturing;
4. Mining and quarrying; and
5. Smelters.

Definitions. For the purpose of applying these special use restrictions, applicable North American Industrial Classification System (NAICS) codes and descriptions are cited and shall be interpreted broadly in accordance with the intent of the interim regulations.

Non-industrial Uses

On an interim basis, the following new uses are prohibited within the M-2 Heavy Industrial and PMI Port Maritime Industrial Zoning Districts of the Port of Tacoma M/IC until such time as the Tideflats subarea plan is complete. See TMC Table 13.06.400.C.5

1. Agricultural uses
2. Airport
3. Commercial recreation. Within the Port of Tacoma M/IC, a conditional use permit is required for facilities over 10,000 square feet of floor area in the M-2 district and over 15,000 square feet in the M-1 district.
4. Cultural Institution
5. Dwelling, townhouse. Such uses are not permitted within the Port of Tacoma M/IC except for quarters for caretakers and watchpersons and temporary worker housing to support uses located in these districts
6. Golf course
7. Hospital
8. Juvenile community facility
9. Marijuana retailer
10. Parks, recreation, open space. High Intensity/Destination facilities (see 13.06.560)
11. Retail. Unless an accessory use, limited to 10,000 square feet of floor area per development site in the M-2 district and 15,000 square feet in the M-1 district.
12. School, public or private. General K through 12 education.
13. Work release center

Residential Uses

On an interim basis, new residential platting and subdivision of land is prohibited along Marine View Drive and the adjacent slopes, as identified in the following map.

On an interim basis, all new residential development within the area identified in TMC 13.04.030.D is limited to one residential unit per legal lot as existing at the time of adoption of this ordinance. See TMC 13.06.100.I.

As a condition of residential development, developers shall record a notice on title prior to initial sale which attests that the property is within proximity of an S-10, M-1, M-2, or PMI district in which industrial activities including but not limited to metal recycling, chemical storage and manufacturing, and container terminal facilities, are operating and will continue to operate and expand in the future. The distance of the unit from the nearest industrial zoning district shall be recorded.



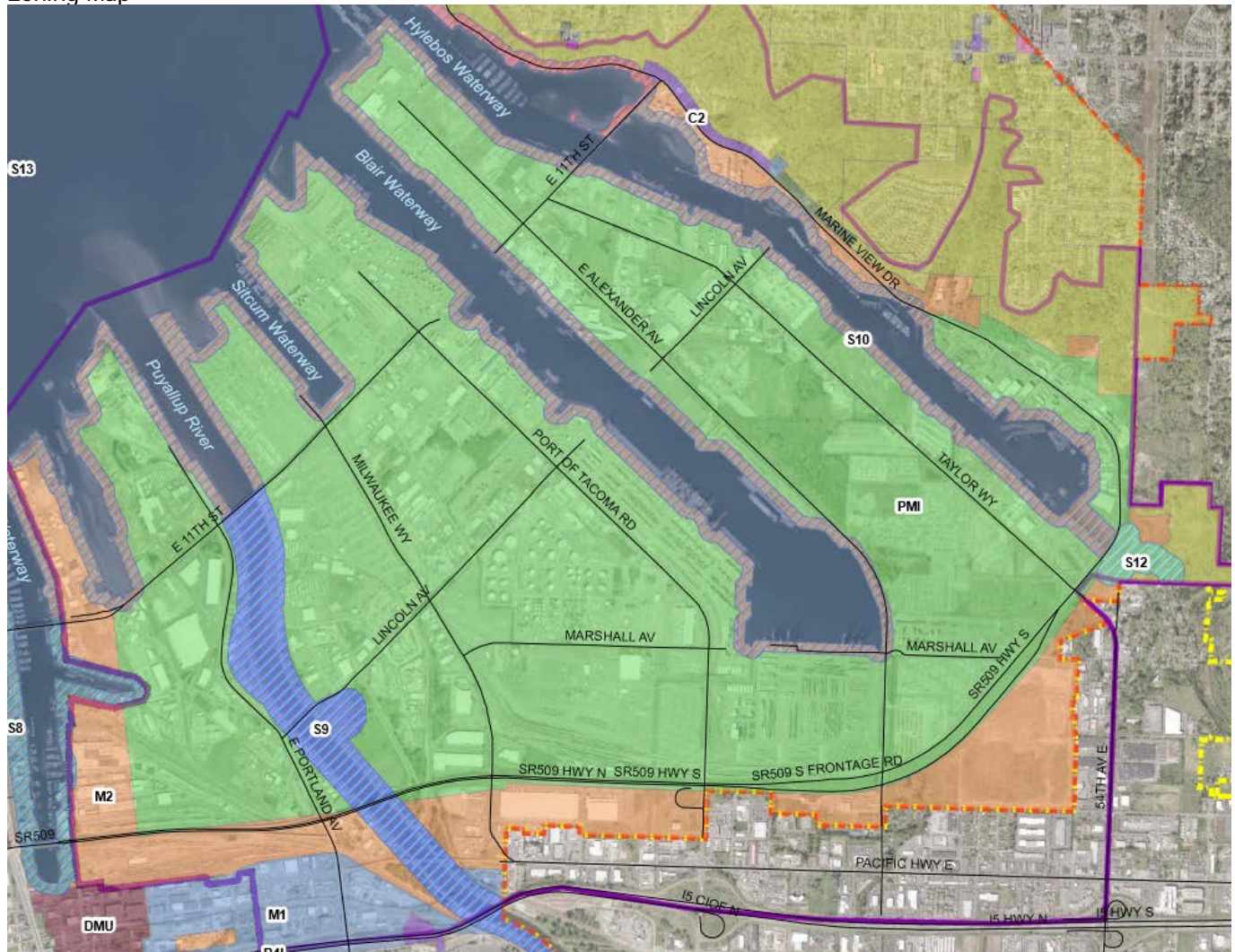
Expanded Notice














Notification distance for a qualifying industrial project in any other zoning district, outside either of the above areas, will be 2,500 feet from the boundaries of the project site. See TMC Section 13.05.040.I.

Duration of Interim Regulations

The interim regulations were enacted on November 21, 2017, with an effective date 10 days later. The interim regulations will be in effect for an initial period of one year, to protect the viability and effectiveness of the Tideflats subarea planning process and its outcomes. The interim regulations will be reviewed by the City Council in one year, and then every six months thereafter until a subarea plan is complete.

Zoning Map



Tacoma Zoning	
	C1
	C2
	DMU
	M1
	M2
	PMI
	S10
	S11
	S12
	S13
	S7
	S8
	S9

[City of Tacoma Zoning Map link](#)



# TIDEFLATS SUBAREA PLANNING WORK PLAN

Final Draft - February 10, 2019

## I. Vision

This work plan (Work Plan) recognizes that the Tacoma Tidelands and adjacent areas are of great significance to Tacoma, the Puyallup Tribe, the Port of Tacoma, Pierce County, Fife, and the entire region and State for reasons of heritage, environment, economics, employment, and the preservation, protection and enhancement of natural and cultural resources.

The intent of this Work Plan is to provide a clear framework for cooperation and information sharing among the City of Tacoma, the Puyallup Tribe, the Port of Tacoma, Pierce County, the City of Fife while respecting Tacoma's jurisdiction, role as SEPA lead agency, and existing substantive and procedural obligations under the Growth Management Act, Shoreline Management Act, State Environmental Policy Act (SEPA), and the Tacoma Municipal Code.

The Work Plan also follows the intent of the Intergovernmental Agreement (IGA) between the Port of Tacoma, the Puyallup Tribe and the City of Tacoma concerning cost sharing for the Subarea Planning in the Tacoma Tidelands (IGA) as executed on November 14, 2018. The IGA calls for participation by two additional governments, Pierce County and the City of Fife. By participating in this Work Plan, the City of Tacoma, the Puyallup Tribe, the Port of Tacoma, Pierce County, and the City of Fife do not waive any existing legal rights or responsibilities the governments otherwise possess or may assert with respect to this subject matter, to include consultation with the Puyallup Tribe or collaboration with the Port.

As stated, and agreed to in the IGA, overarching themes to the Work Plan will include:

- Economic Prosperity for All
- Environmental Remediation and Protection
- Transportation and Capital Facilities Plan
- Public Participation and Outreach

Subarea planning allows for the establishment of a shared, long-term vision, and a more coordinated approach to development, environmental review and protection, and strategic capital investments in a focused area. Completion of a subarea plan will support the ongoing eligibility for and prioritization of transportation funding in the Port of Tacoma Manufacturing and Industrial Center, and a well-developed plan for the Tidelands will provide great regional benefit. In addition, subarea planning meets the requirements of the State Growth Management Act which mandates that local

comprehensive plans comply with VISION 2040, and directs local jurisdictions having one or more regionally designated centers to prepare a subarea plan for each.

The following Work Plan addresses the timeline for the project, the project budget, expected deliverables and general outcomes, and a process for input and outreach, all as contemplated in the Intergovernmental Agreement signed by the City of Tacoma, the Puyallup Tribe and the Port of Tacoma.

## II. Timeline

The goal is to complete the Plan within two (2) years from the date of the commencement of consultant work. However, the Agreement will continue until the Plan is completed.

## III. Funding

The project budget will be \$1,200,000 to complete the Subarea Plan, supporting analyses, and the Programmatic Environmental Impact Statement. Funding for the project will be provided as follows:

- The Port agrees to provide up to \$500,000
- The City agrees to provide up to \$500,000
- The Tribe agrees to provide up to \$200,000

These funds will be used for securing outside consultant services for the project, recognizing that each of the Funding Partners will also commit appropriate staff resources to assist with this project. In recognition of the Puyallup Tribe's grant funding source, at least \$200,000 of the total funding will be focused on transportation-related issues.

The project will utilize the City's procurement and invoicing process. The City will coordinate payment of invoices to the consultants. On a quarterly basis, the City will furnish all consultant invoices and an associated milestone report to the Puyallup Tribe, and the Port of Tacoma, for their proportional share of the quarterly expenses. Proportional share Payment is due within 30-calendar days of invoice but shall not exceed the maximum of each government's established funding limit. Any additional costs of participating in this Work Plan shall be borne separately by each participating government.

## IV. Anticipated Outcomes

The Work Plan process is expected to culminate in adoption of a Subarea Plan by the Tacoma City Council, as an element of the City's Comprehensive Plan, as well as potential text and map amendments to other elements of the City's Comprehensive Plan and amendments to the City's Land Use Regulatory Code, zoning districts, Shoreline Master Program, and Capital Facilities Program, including, but not limited to:

1. The Subarea Plan will protect the fisheries and shellfish resources that are essential to the tribe both culturally and economically and shall support continued growth of the regional economy and the currently estimated 29,000 existing family-wage jobs in the maritime, manufacturing and industrial sectors, the provision of infrastructure and services necessary to support these areas, and the important role of the Tideflats area as an economic engine for the City of Tacoma, Pierce County, state, and the region while protecting the livability of surrounding areas.

2. The Subarea Plan will support and consider transportation and infrastructure that promotes connectivity to other regional employment centers and will provide reasonably efficient access to the core area through transportation corridors to include freight.
3. The Subarea Plan will establish environmental improvement goals for Commencement Bay, including providing for greater bay-wide diversity of ecosystems, restoration of historic functions and improvement of physical conditions to protect and enhance environmental and cultural resources.
4. The Plan will ensure the ability of the participating governments to compete effectively for grant funding.
5. The Plan will support, protect, and improve health and safety of area employees and residents of surrounding communities.
6. The Subarea Plan will be consistent with Tacoma's adopted planning policies and goals, as well as state, regional, and federal law, policies, and regulations.
7. The Subarea Plan will retain sufficient planning flexibility to secure emerging port and manufacturing/industrial opportunities and other economic opportunities.
8. The Subarea Plan will result in process improvements that will streamline Tideflat project permitting and environmental review and will provide predictable mitigation measures.
9. The Subarea Plan will materially preserve the area and boundaries of the Port of Tacoma Manufacturing and Industrial Center and will support resiliency strategies to prevent loss of manufacturing/industrial lands, transportation infrastructure, and environmental resources.
10. The Subarea Plan will promote and support opportunities for voluntary, proactive inter-jurisdictional plans and projects to clean up environmentally contaminated sites within the Tideflats.
11. The Subarea Plan will define and protect the core areas of port and port related manufacturing/industrial uses within the city. The Subarea Plan will resolve key land use conflicts along the edges of the core area, and minimize and mitigate, to the extent practicable, uses that are incompatible with industrial uses along the edge of the core area. The Subarea Plan will evaluate the use of transitions and buffers as a means of addressing compatibility with surrounding communities.
12. The Subarea Plan will be consistent with treaty-protected rights.

## V. Plan Elements

The Subarea Plan, at a minimum, will address requirements under Washington State law to include State Environmental Policy Act (SEPA) environmental review, Growth Management Act (GMA), Shoreline Management Act (SMA), the Puyallup Land Claims Settlement, the Container Port Element and elements for certification of a Manufacturing and Industrial Center (MIC) by the Puget Sound Regional Council (PRSC). The following non-exclusive list of elements represent the required



checklist as well as issues identified by the participating governments:

<b>Plan Concept or Vision</b>	<ul style="list-style-type: none"><li>• Preservation of industrial land base</li><li>• Economic role of the Manufacturing and Industrial Center</li><li>• Relationship to Comprehensive Plan</li><li>• Relationship to adjacent areas</li></ul>
<b>Environment</b>	<ul style="list-style-type: none"><li>• Protection of sensitive areas</li><li>• Stormwater management</li><li>• Air pollution and greenhouse gas emissions</li><li>• Contaminated soils</li><li>• Environmental risks and hazard areas, including sea level rise</li><li>• Opportunities for proactive environmental remediation</li></ul>
<b>Land Use</b>	<ul style="list-style-type: none"><li>• Employment growth targets</li><li>• Description of appropriate industrial and manufacturing uses</li><li>• Incompatible land uses</li><li>• Buffers for industrial uses and appropriate transitions</li><li>• Mitigation of aesthetic impacts</li></ul>
<b>Economy</b>	<ul style="list-style-type: none"><li>• Economic development and growth strategies</li><li>• Maintain and expand family wage jobs</li><li>• Key sectors and industry clusters</li></ul>
<b>Public Services and Facilities</b>	<ul style="list-style-type: none"><li>• Capital plans and investments to meet targeted employment growth</li><li>• Safety and Emergency Response</li></ul>
<b>Transportation</b>	<ul style="list-style-type: none"><li>• Freight movement</li><li>• Employee commuting</li><li>• Transit and mode splits</li><li>• Priority projects</li><li>• Financing strategy</li><li>• Design standards</li></ul>
<b>Implementation Actions</b>	<ul style="list-style-type: none"><li>• Zoning and Code Amendments</li><li>• Programs</li><li>• Funding Strategies</li><li>• Other</li></ul>

The following supporting analyses will underpin the development of goals, policies, and implementation strategies:

- Existing Conditions Analysis
- Industry Sector Market Analysis, Economic Impact Analysis, and Industrial Lands Supply Analysis
- Emergency Response/Risk Assessment
- Sea Level Rise Modeling and Probability Assessment
- Programmatic Environmental Impact Statement
- Port Comprehensive Scheme of Harbor Improvements and Strategic Plan

In accordance with the Growth Management Act, the Plan will be a component of the City's State-mandated Comprehensive Plan. Therefore, the legislative process for the development and adoption of the Plan shall follow the procedures outlined in the Tacoma Municipal Code, as well as the standards of the Growth Management Act, Shoreline Management Act, SEPA, Container Port Element and other applicable requirements, and as supplemented herein.

## VI. Subarea Plan Process Governance

The roles and structure outlined below will address governance through the Subarea Plan Process. In order to promote an inclusive process to consider the input of all five participating governments, the City of Tacoma will look to the Steering Committee to review and guide the Subarea Plan process with input from the Public through the Public Engagement Plan and the Stakeholder Advisory Group. This review and guidance will culminate in a Steering Committee proposal for the Draft Subarea Plan.

### A. Steering Committee

1. The Steering Committee shall consist of two elected leaders, and alternates (elected officials), from each participating government as outlined in the IGA (Intergovernmental Agreement). The governments that are members of the Steering Committee include City of Fife, City of Tacoma, Pierce County, Port of Tacoma and the Puyallup Tribe. The subarea planning process will include regular consultation and information sharing with, and advice from, the Steering Committee.
2. Meetings of the Steering Committee are subject to the Open Public Meetings Act with its requirements for public notice and the Public Records Act.
3. The Steering Committee will meet with the Staff Leadership Team and the Project Management Team to review the project budget and draft deliverables, provide guidance for policy decisions, and to facilitate mutual understanding and a closer alignment of interests across jurisdictions throughout the Subarea Plan process. Upon the conclusion of each Steering Committee meeting where a decision or direction has been given by the whole, an action memorandum will be issued to members documenting all agreements by the Steering Committee. At the outset of the Subarea Plan process, the Steering Committee may meet monthly. As the process progresses, the Steering Committee will meet based on project milestones or at least on a quarterly basis.
4. The Steering Committee will meet, as necessary, to conduct business. Approval by the Steering Committee shall be three or more governments concurring on a matter related to a current milestone. If a meeting of the Steering Committee is necessary for approval or concurrence on a recommended action, any member can call for the meeting. The meeting

must take place within 30-calendar days of the call. Such meeting will be scheduled to not conflict with any participating government's regular meeting schedule. Full participation is intended, but the meeting may be held with the attendance of representatives of three or more governments. If Steering Committee Members, due to travel or other constraints, cannot participate in person, then participation may be by video conferencing (e.g. Skype, Zoom, etc.), by telephone or by participation of a designated alternate (elected official). The position of all governments participating in the decision will be recorded. All participating governments will have the opportunity to offer comment jointly or separately within the same 30-calendar day period for final decision. If no approval vote occurs within the 30-calendar day inter-governmental comment period, the decision moves to the Tacoma City Council's normal process.

5. The Steering Committee will make a final proposal of a Subarea Plan to the City of Tacoma for use of the City of Tacoma Planning Commission and City Council.

## B. Staff Leadership Team

1. The Staff Leadership Team will provide an additional depth of talent, judgement and people in senior level positions to enhance this planning process. They will have a role advising both the Project Management Team and the Steering Committee.
2. The Staff Leadership Team will consist of a combination of management, legal, and intergovernmental staff representatives designated by each participating government.
3. The Staff Leadership Team will have the responsibility to advise the Project Management Team and is responsible for raising issues and topics to be brought before the Steering Committee during the Subarea Plan planning process. Each government shall designate one of its Staff Leadership Team members to serve as an initial point of contact for communication among the Staff Leadership Team Members. This person can call for a meeting of the Staff Leadership Team to address an issue(s) specific to the Subarea Plan process milestone under consideration. In addition, the Staff Leadership Team will meet at the Subarea Plan development milestone points as identified in Section IX below.
4. At various stages of the Subarea Plan development, the Staff Leadership Team will review with the Project Management Team, decision points where the Steering Committee will need to review project progress or make policy decisions. The Subarea Plan process will foster alignment amongst the participating governments for the final Subarea Plan proposal. All participating governments will have the opportunity at significant milestones and decision points to offer a written position, whether in agreement or not, on a direction or recommendation taken. Participating governments may offer comment jointly or separately.

## C. Project Management Team

1. The Project Management Team shall be comprised of a designated staff person from each participating government. This staff person will act as the Project Lead for each government and shall be the primary point of contact. The City of Tacoma Staff Lead will act as the Project Manager for the planning process, in coordination with the Project Management Team.
2. The role of the Project Management Staff Lead is to review consultant deliverables, to coordinate intra-governmental review, and to provide timely and consolidated response to

requests for comments to ensure an efficient and effective process.

3. The Project Management Staff Leads shall act as liaisons to the Staff Leadership Team, Stakeholder Advisory Group, and the Steering Committee and will have the opportunity to participate and present in those meetings. The Project Management Team and its members will have the responsibility for communicating with the Staff Leadership Team so it can best fulfill both of its responsibilities and help expedite the process. They are expected to participate actively throughout the planning process. However, lack of participation by a Staff Lead will not delay overall Plan progress.
4. The goal is for the Project Management Team to work together to identify areas of intergovernmental agreement, policy options for Steering Committee consideration, to ensure that information is complete and accurate, and to ensure that each Government's perspectives are represented throughout the process.

## VII. Project Initiation

Once the Subarea Plan Process or Work Plan is approved by the Steering Committee, Project Development will initiate.

## VIII. Project Development

The initial steps of the Subarea Plan process include:

### A. Consultant Selection

1. The Project Management Team will prepare the consultant scope, review consultant proposals, and will consult with Staff Leadership Team throughout the consultant selection process.
2. Each participating government will have the opportunity to participate on the Consultant Selection Team.
3. The Project Management Team will recommend consultant selection(s) to the Steering Committee.
4. Steering Committee will meet to review the Project Management Team recommendation and consider a recommendation to City of Tacoma City Council. Approval by City Council is necessary due to the financial limits involved.
5. City Council will make final decision by Resolution, including contract approval. The expected two-year Subarea Planning period begins once the contract has been executed.

### B. Stakeholder Advisory Group

1. The Stakeholder Advisory Group will provide input and feedback as a "sounding board" for the Subarea Planning Process and the City during their respective parts of the process. The



Stakeholder Advisory Group members will also serve as liaisons to the broader stakeholder groups they represent. Stakeholder Advisory Group meetings will be open to the Public but will not receive public comment.

2. The Stakeholder Advisory Group will number no more than twenty-one individuals. The composition of the Stakeholder Advisory Group will consist of the affected communities and perspectives listed below. Some of the stakeholder members will be selected by governments, associations or organized councils. These organizations will be asked to self-select a representative to participate in Stakeholder Advisory Group meetings and supporting activities.

3. The communities and perspectives are identified here:

**Adjacent Jurisdictions**

- City of Lakewood (Self-appointed)
- City of Sumner (Self-appointed)
- Joint Base Lewis McChord (Self-appointed)

**Neighborhoods**

- Northeast Tacoma Neighborhood Council (Self-appointed)
- New Tacoma Neighborhood Council (Self-appointed)
- South Tacoma Neighborhood Council (Self-appointed)

**Business & Industry**

- Port Tenant (Port appointed)
- Tidelands Industrial/Non-Port Property (Fife appointed)
- Energy Company (Self-appointed)
- Fredrickson Industrial Group (County appointed)

**Labor**

- ILWU Local 23 (Self-appointed)
- Pierce County Building and Construction Trades Council (Self-appointed)

**Environmental**

- Wildlife Representative (Tribe appointed)
- Air Quality Representative (Tacoma appointed)
- Water Quality Representative (Port appointed)
- Climate Change Resiliency (Tribe appointed)

**Regional Economic**

- Tacoma/Pierce County Chamber of Commerce (Self-appointed)
- Tacoma/Pierce County Economic Development Board (Self-appointed)

**General**

- Transportation (Fife appointed)
- Other to achieve balance (Tacoma appointed)
- Other to achieve balance (County appointed)

4. Each participating government will have the opportunity to appoint two representatives to the Stakeholder Advisory Group (as noted above). The appointments will follow each government's appointment process and each government's appointment will be considered a final decision. The other governments will accept each government's appointee(s). The governments have identified broad stakeholder categories with distinct representatives within

each. Each government will appoint a representative to match the specific defined category. The agreed upon goal is to maintain equity among the governments and balance the interests among the Stakeholder Advisory Group.

5. These self-selected and government appointed representatives will be recorded by the Project Management Team, reviewed by the Staff Leadership Team and then, presented to the Steering Committee as the Tideflats Subarea Plan Stakeholder Advisory Group.
6. A schedule for the Stakeholder Advisory Group will be determined based on the project plan and milestones.

### C. Technical Advisors

1. Technical advisors, including representatives from various local, regional, and state agencies, may be invited by the Project Management Team to provide technical support. Technical advisors include but are not limited to Washington State Department of Ecology, Washington State Community Trade and Economic Development Board, Washington State Department of Transportation and Tacoma Public Utilities.
2. Transportation issues will be a significant consideration in the Subarea Plan development. As the need arises for technical advice, support from the trucking, rail and shipping industries will be tapped to provide expertise and guidance to Project Management Team.

### D. Public Engagement Plan

1. Public open houses and other opportunities for public comment will be developed through the Public Engagement Plan.
2. The Project Management Team, consultant, and Stakeholder Advisory Group will develop a proposed Public Engagement Plan.
3. The Tacoma Planning Commission will review the proposed Public Engagement Plan and provide comment to the Project Management Team and consultant.
4. Staff Leadership Team will review and provide input to the Project Management Team and consultant and the Steering Committee on proposed Public Engagement Plan.
5. Steering Committee will meet to review the Public Engagement Plan with the Project Management Team and Staff Leadership Team. Steering Committee will affirm/approve the Plan within 30-calendar days.

## IX. Plan Development

As the Project Management Team and consultants begin the Subarea Plan development, multiple work efforts will be undertaken by staff and consultant teams. The breakdown of the Subarea Plan development is described in this section.

To maintain engagement with the participating governments through these multiple work efforts, Work Study Sessions on various subjects and key issues will be scheduled to offer the Steering Committee, the Stakeholder Advisory Group and the Planning Commission an opportunity to receive information and provide feedback. Work Study Sessions will be open to the Public but will not

receive public comment. Public comment will occur through open house and other public opportunities for comment. These public comment events will be developed through the Public Engagement Plan. Work Study Sessions will be coordinated between Project Management Team, the Staff Leadership Team, Stakeholder Advisory Group and the Planning Commission. Work Study Sessions will be open for other elected officials from the participating governments. Throughout the Plan development, any changes to written materials shall be presented in both redlined and change accepted versions to facilitate efficient review and comment.

#### A. Analysis of Existing Conditions

The consultant(s) in consultation with the Project Management Team will conduct the analysis of existing conditions. Prior to finalizing, the Project Management Team will present the analysis of the existing conditions for comment at a meeting of the Staff Leadership Team.

#### B. Visioning of Scope and Goals of Consultant Analysis

The Steering Committee, Staff Leadership Team, Project Management Team, Stakeholder Advisory Group and the Planning Commission will be involved in visioning through Work Study Sessions.

#### C. Identification of Alternatives for Future Development

1. Based on feedback from the Work Study Session(s), consultant(s) will provide revised proposed alternatives for future development for review and comment by the Project Management Team and Staff Leadership Team, at a meeting held for this purpose.
2. After Project Management Team and Staff Leadership Team review, the Steering Committee will review alternatives for future development with the Project Management Team within 30-calendar days. The Steering Committee will make a recommendation on alternatives contained in the proposed Subarea Plan to the City Planning Commission. Each government will have the ability to provide joint or separate input within the same 30-calendar days period.

#### D. Evaluation of Alternatives Including Environmental Review

The consultant(s) with Subarea Project Management Team, and in consultation with Staff Leadership will conduct an analysis of existing conditions including environmental review and develops draft subarea plan. Prior to finalizing, the Project Management Team will present the analysis and draft plan for comment at a meeting of the Staff Leadership Team.

#### E. Development and Recommendation of the Proposed Subarea Plan

1. The Project Management Team will present a proposed Subarea Plan to Staff Leadership Team for review and advice and to set the Steering Committee Schedule.
2. The Project Management Team will then present the draft proposal to the Steering Committee within 30-calendar days. The Steering Committee will review the proposed Subarea Plan, affirm the Plan and recommend a final Subarea Plan proposal to the City.

Each government will have the ability to provide joint or separate written comment within the same 30-calendar day period.

## X. Planning Commission Reviews Proposed Subarea Plan and Prepares Recommendation to City Council

If the Tacoma Planning Commission proposes material changes to the Steering Committee's final proposed Subarea Plan, the changes will be provided to the Steering Committee for review and comment, either jointly or separately within a 45-calendar day comment period.

A final recommendation by the Planning Commission will be sent to the City Council and provided to each participating government. Each participating government and the Steering Committee will have the opportunity, either jointly or separately, to comment on the Planning Commission's Final Recommendation. That comment period will coincide with the 60-calendar day period between Planning Commission final recommendation and City Council consideration.

## XI. City Council Review and Decision

The Tacoma City Council will review the Subarea Plan recommendation by Planning Commission.

If any Tacoma City Council Member(s) propose a material change to the proposed Subarea Plan, the proposed change/amendment will be provided to the Steering Committee for review and comment, either jointly or separately, within a 45-calendar day comment period. With any additional City Council Member(s) proposed material change amendment(s), the review and comment process will repeat.

All participating governments of the Steering Committee will have the opportunity to offer comment on any City Council Member(s) proposed amendment. Steering Committee governments may submit comments jointly, by agreement, or separately.

Final City Council adoption of the Subarea Plan, by ordinance, will occur after the final 45-calendar day comment period.



**Item No.: 8A**  
**Date of Meeting:** October 1, 2019

# Industrial Lands Issues in Seattle and Tacoma

Presenters: Pearse Edwards and  
Deirdre Wilson

# Industrial Lands Guiding Principles

- 1) **Increase job opportunity** and earning potential by maintaining and growing quality family-wage industrial employment.
- 2) **Support interdependent maritime and manufacturing development** to protect from negative impacts and unnecessary costs.
- 3) **Update municipal code** to ensure the implementation of maritime and manufacturing policies outline in the Comprehensive Plan.
- 4) Ensure **cross-functional transportation policy and planning** that supports Manufacturing and Industrial Centers and other maritime and manufacturing needs.
- 5) Maintain **no net loss of industrial lands** to support diversified job opportunities.
- 6) Create policies that **promote industrial investment in job growth** and discourage those that might constrain that growth.
- 7) Designate maritime assets and connected industrial lands as **essential public facilities**.
- 8) **Expand industrial training** and related workforce development.
- 9) **Engage key stakeholders**.



# Why are industrial lands important?



- Supports activities that make significant contributions to the regional economy
- Offers a good source of family-wage jobs
- Ensures a diverse economy

# Governing Authorities

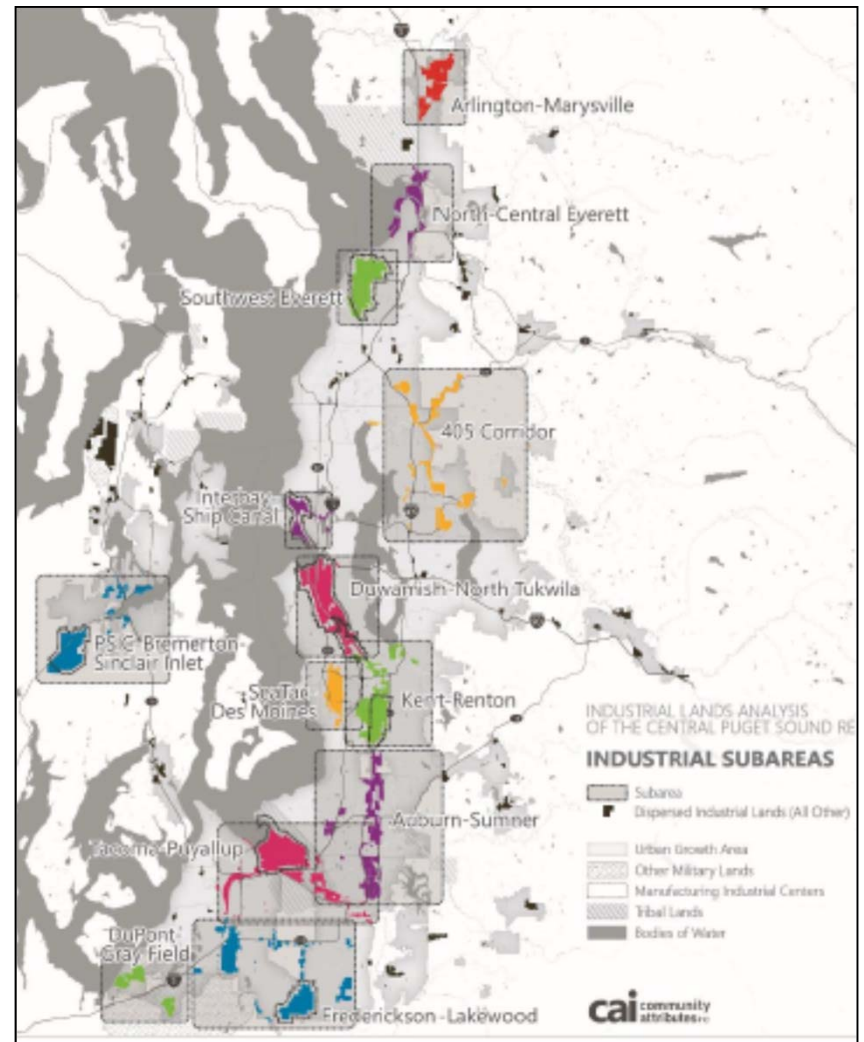
- State: Washington State Growth Management Act, Shoreline Management Act, State Environmental Policy Act
- Regional: Puget Sound Regional Council, County governments
- Local: City Comprehensive Plan and Development Regulations (zoning)





# Where are the region's industrial lands?

- 13 separate geographic concentrations
- 8 Manufacturing/Industrial Centers (M/ICs)
- 28,615 acres net supply



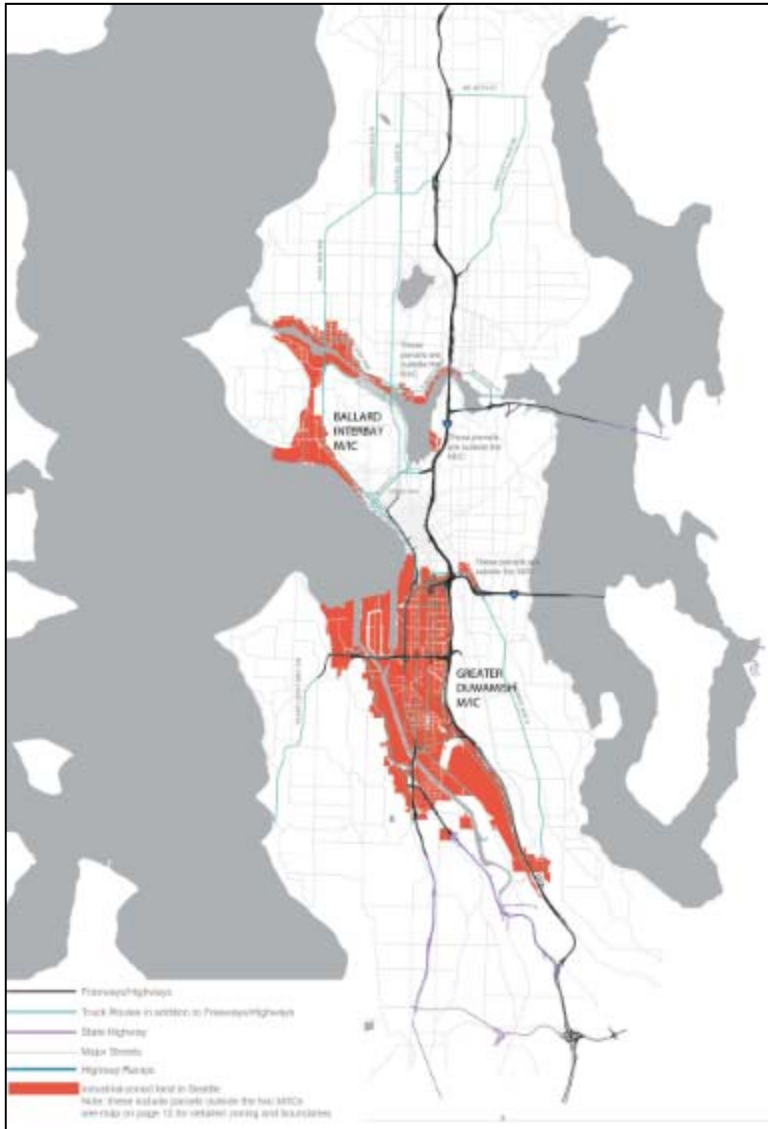
# Pressures on the Region's Industrial Lands

Seattle (Duwamish & Ballard/Interbay)	Tacoma (Tideflats)
<ul style="list-style-type: none"><li>• Downtown building boom</li><li>• Housing needs</li><li>• Stadium district</li><li>• Environmental concerns</li><li>• Energy projects</li><li>• Traffic congestion</li><li>• TOD near transit centers</li></ul>	<ul style="list-style-type: none"><li>• Interim regulations</li><li>• Subarea plan</li><li>• Compatibility buffers</li><li>• Environmental concerns</li><li>• Energy projects</li><li>• Traffic congestion</li><li>• TOD near transit centers</li></ul>



# What about Seattle?

- Approximately 6,000 acres
- Ballard/Interbay includes Lake Washington Ship Canal, North Elliott Bay, and Balmer rail yard
- Duwamish M/IC includes NWSA North Harbor, SIG/Argo rail yards, and Boeing Field
- Makes up 12% of City's land area and 30% of City's tax base



# SODO

- SODO employed an estimated 42,700 covered workers in 2014.
- SODO businesses generate \$13.6 billion in annual sales.
- Trucks moved ~\$356 million in marine cargo at S. Atlantic St. / First Avenue S. intersection in 2014.

## SODO land use interests:

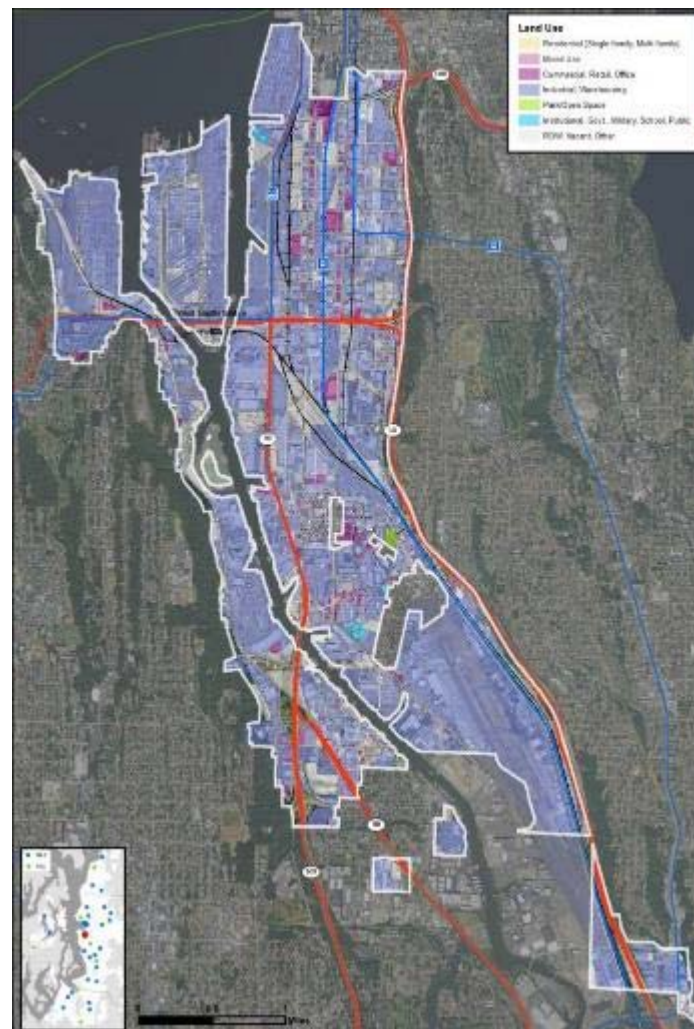
- Prevent incompatible land use issues, and
- Limit commercial and entertainment uses that generate large amounts of vehicle and pedestrian traffic in a critical freight corridor.





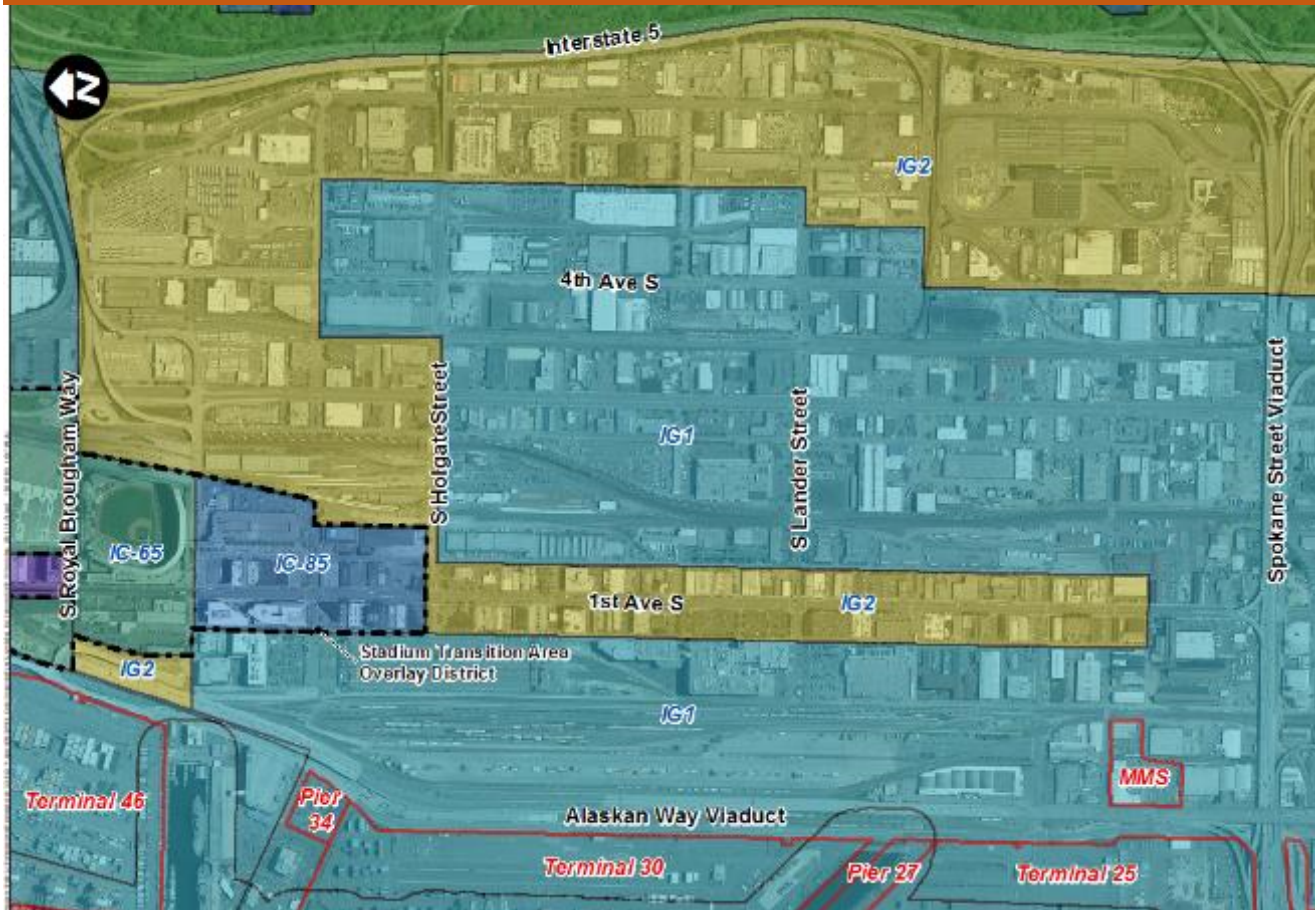
# Duwamish MIC

- Contains SODO and Port of Seattle Maritime terminals
- 5000+ acres
- Largest Manufacturing Industrial Center (MIC) in the Puget Sound
- 85% industrial zoning
- 58,000+ jobs
  - 56% in “goods dependent” industries



# Current SODO Zoning

SODO Zoning Map



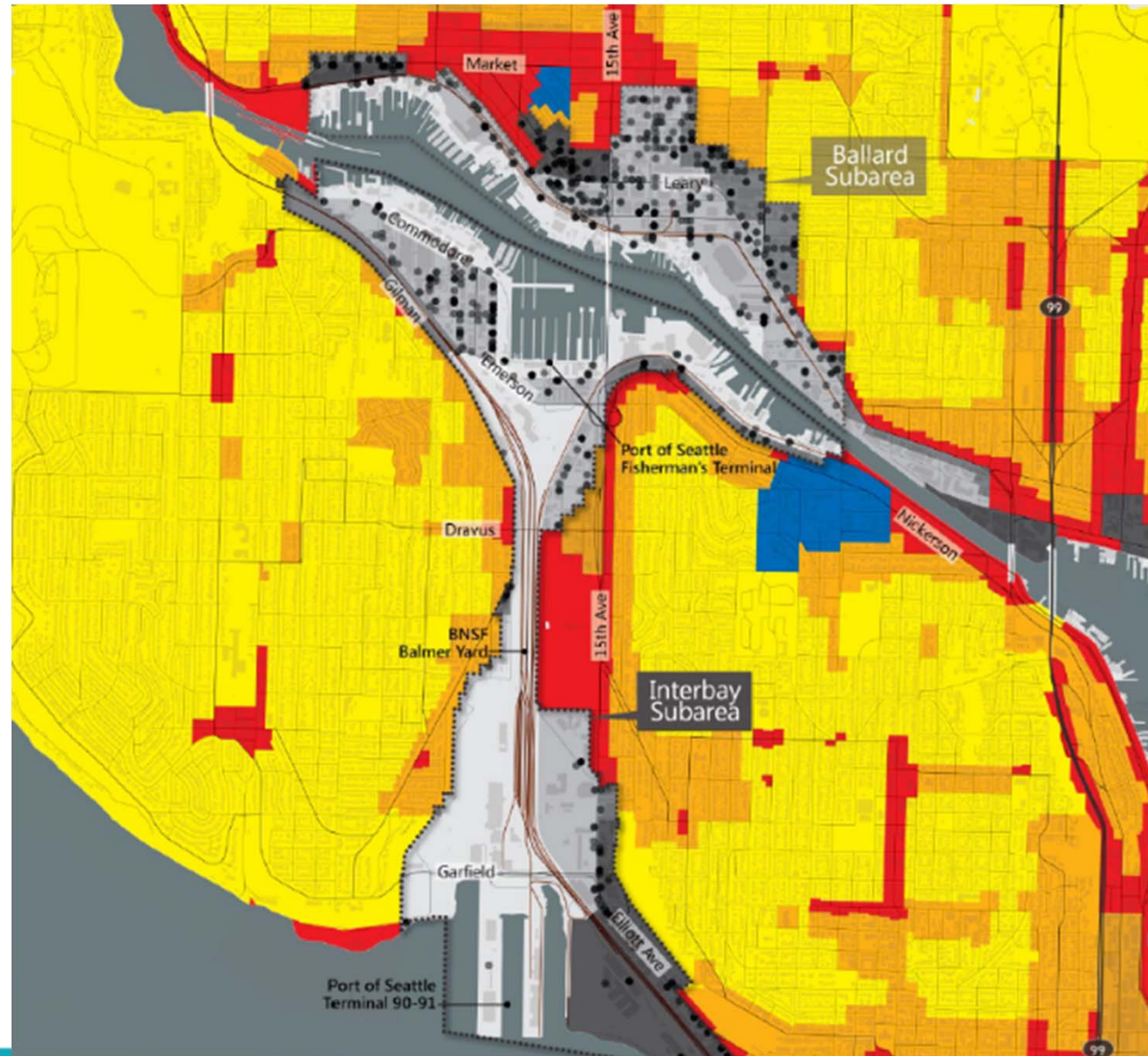
**IG1 (Industrial General 1)** – The City’s most intense industrial zoning designation. Intended for manufacturing, warehouse, utility, and transportation uses. Relatively smaller allowances exist for commercial uses such as restaurants and offices.

**IG2 (Industrial General 2)** – Intended for the same set of uses as IG1. Has slightly higher allowances for commercial uses.

**IC (Industrial Commercial)** – newer zone allows R&D and traditional office buildings (ex. KING 5/RealNetworks building) Hyphen in a base zone designation (as in **IC-85** and **IC-65**) signals a building height restriction.



# Current BINMIC Zoning



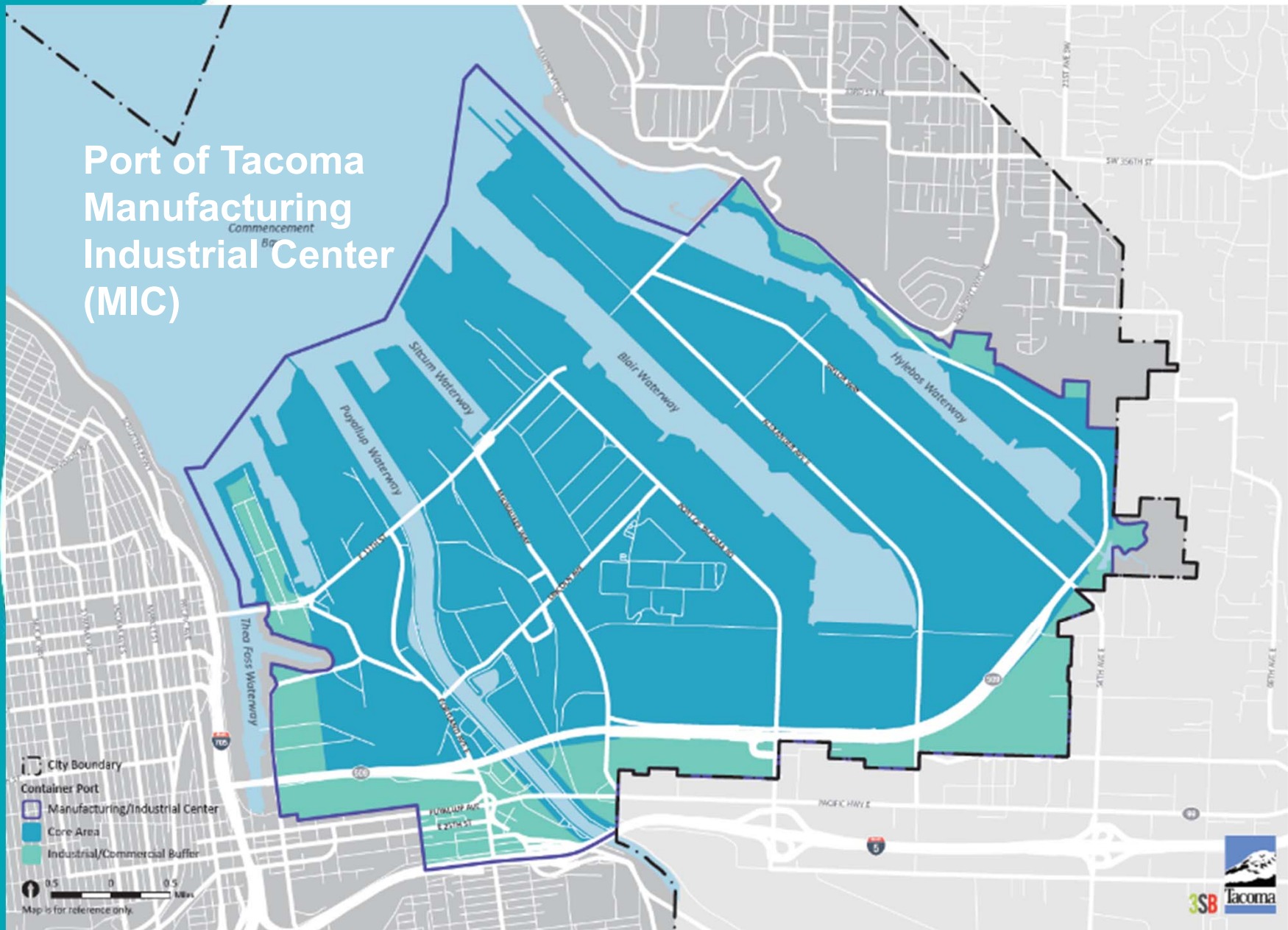
# Interbay Armory Study

1. WA National Guard set relocation goal 20 years ago
2. WA Legislature committee to recommend re-use by Nov. 15
3. Committee paying attention to housing, and in particular affordable housing
4. City of Seattle has land use authority but is not on committee
5. POS and partners are pressing for preservation of industrial zoning





# Port of Tacoma Manufacturing Industrial Center (MIC)



- The Port of Tacoma MIC comprises 5,160 acres on Tacoma's Commencement Bay.
- Approximately 2,700 acres is owned by the Port of Tacoma.

# City of Tacoma Industrial Zoning

- **M-1: Light Industrial District**

Intended as a buffer between heavier industrial areas and commercial/residential areas. Allows residential when combined with commercial or industrial use.

- **M-2: Heavy Industrial District**

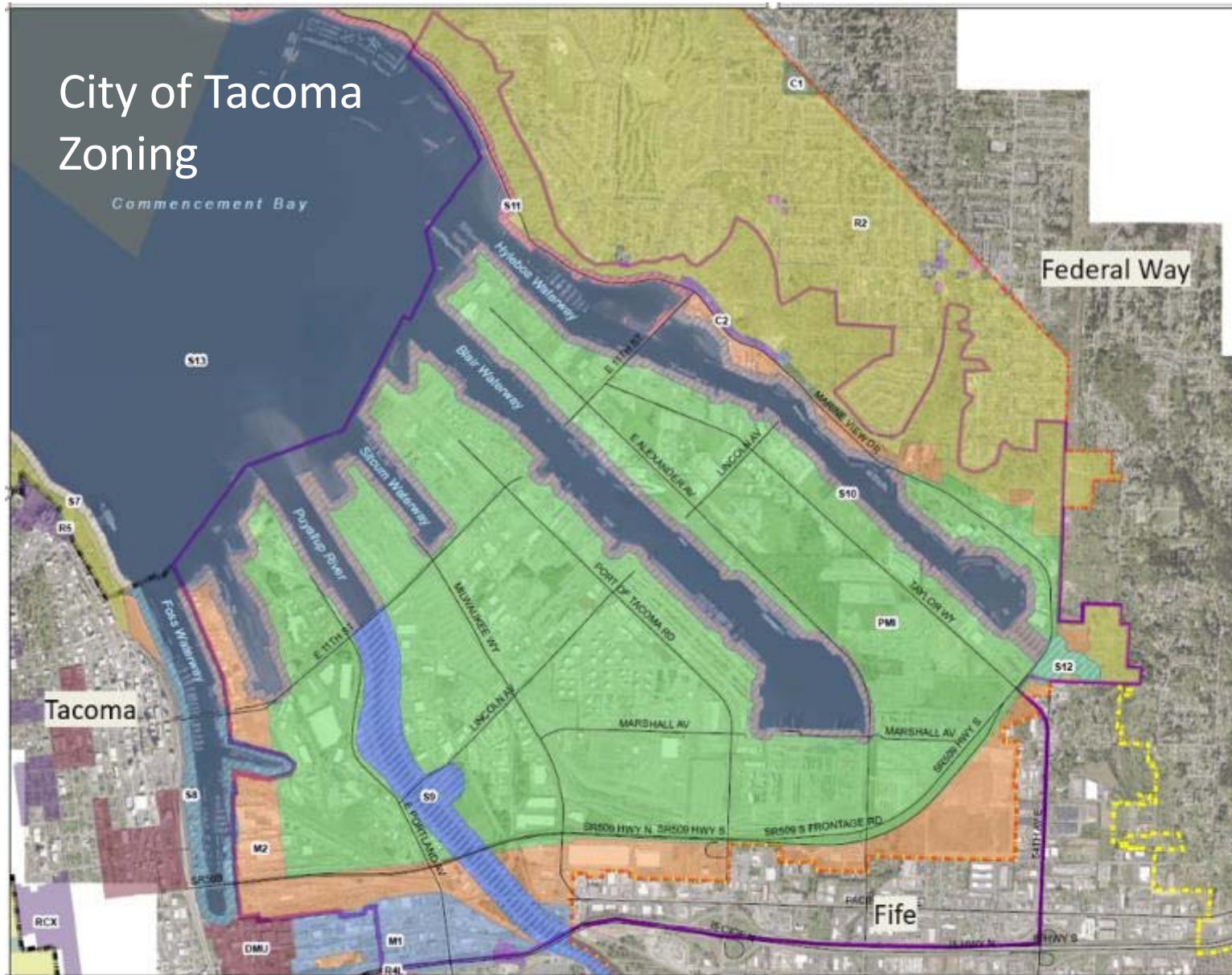
Intended to allow most industrial uses associated with extended operating hours, heavy truck traffic, and higher levels of noise and odors.

- **PMI: Port Maritime and Industrial District**

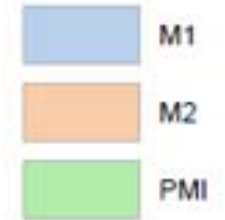
This area is characterized by deep-water berthing, 24-hour operations to accommodate regional and international shipping and distribution schedules, raw materials processing and manufacturing, transport of raw materials, transport of finished products, and freight mobility infrastructure, with the entire area served by road and rail corridors designed for large, heavy truck and rail loads.

*Tacoma Municipal Code Section 13.06.400.*

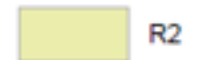
# City of Tacoma Zoning



## Industrial



## Residential



## Dome Mixed Use



## Foss Shoreline





# City of Tacoma Interim Regulations

- **Started November 2017**
  - Reviewed every 6 months by the City
  - Next public hearing is October 1, 2019
- **Requirements**
  - No new or expanded non-industrial uses in M2 and PMI zones - such as housing, hospital, recreation, retail, school
  - No new residential land division on hillside adjacent to MIC
  - No new industrial uses citywide with potential high impact - such as fossil fuels, chemical manufacturing, mining
  - Citywide expanded notification distance of 2,500 for industrial projects

# Tideflats Subarea Plan

## Steering Committee

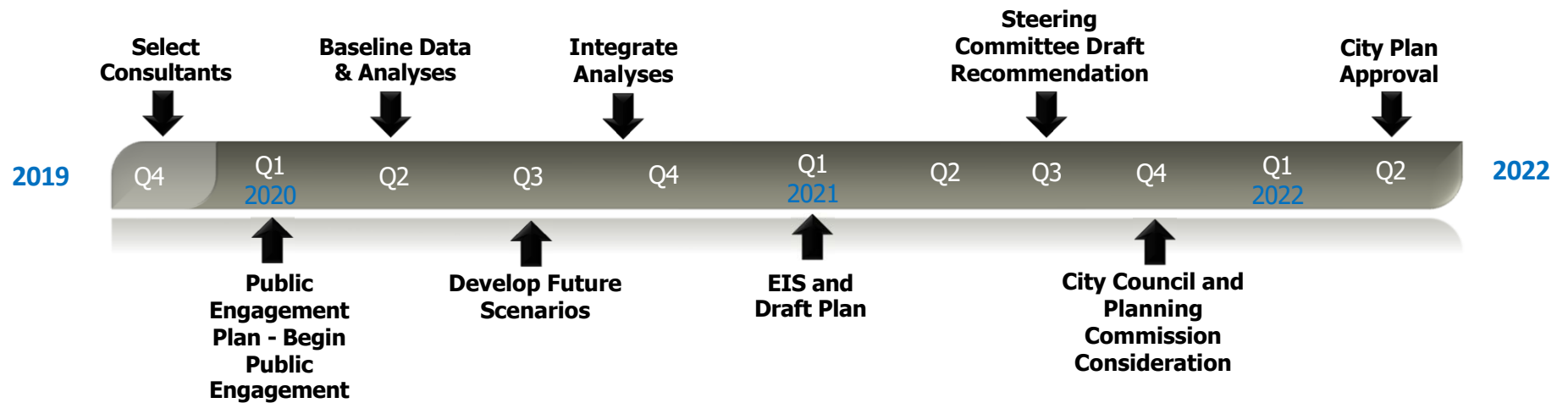
- Port of Tacoma
- City of Tacoma
- City of Fife
- Pierce County
- Puyallup Tribe of Indians

## Work Plan Key Elements

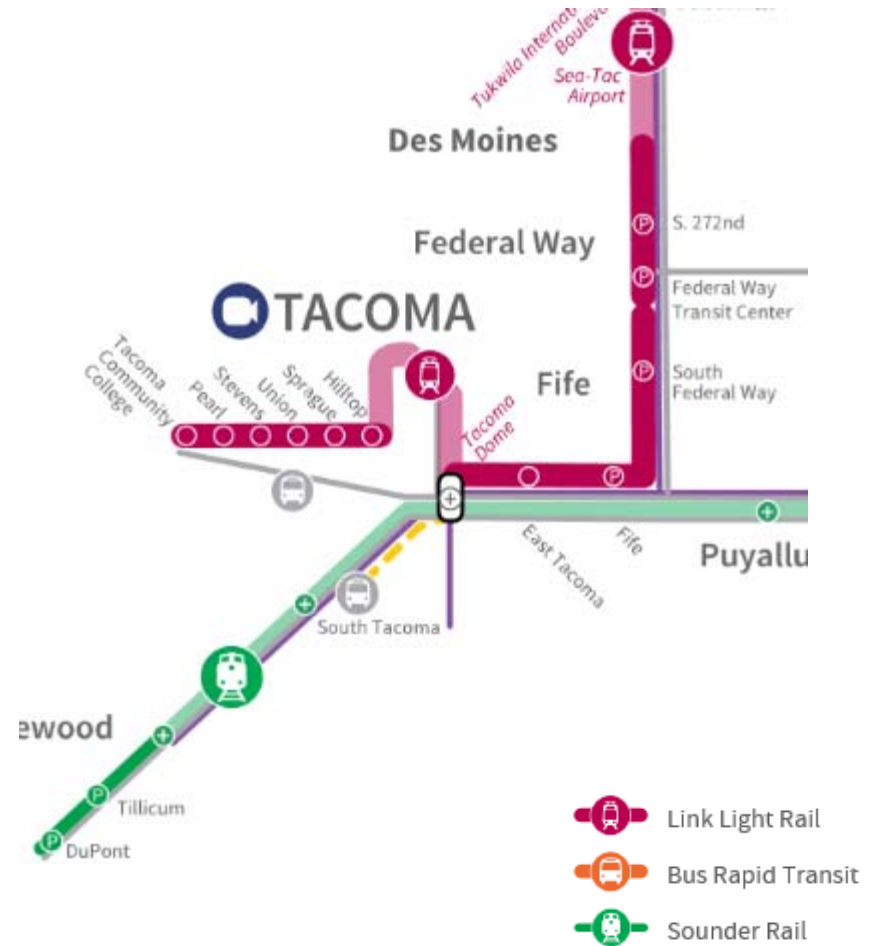
- Economic prosperity for all
- Environmental remediation and protection
- Transportation and capital facilities
- Public participation and outreach






# Tideflats Subarea Plan Tentative Timeline



# Sound Transit (ST3)



-  Link Light Rail
-  Bus Rapid Transit
-  Sounder Rail

# Conclusions and Next Steps

- Land use and Industrial Lands are important
- Regionwide, there are many threats to industrial lands
- Ports need to be proactive
  - Promote statewide and regional policies that protect industrial lands
  - Partner with local jurisdictions
  - Continue to promote Guiding Principals





# Staff Contacts

## **Pearse Edwards**

**POS Director of Public Affairs**

**Edwards.P@portseattle.org**

## **Deirdre Wilson, AICP**

**NWSA Senior Planning Manager**

**dwilson@nwseaportalliance.com**

