



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:

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

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)
- Tideflats 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.