



## RESOLUTION NO. 38706

1 A RESOLUTION relating to community and economic development; authorizing the  
2 execution of an interlocal agreement with the Port of Tacoma for review and  
3 authorization of a flexible approach to the provision of shoreline public  
4 access under the City's Shoreline Master Program.

5 WHEREAS, under the City of Tacoma's current Shoreline Master Program  
6 ("SMP"), the Port of Tacoma ("Port") is required to provide public access as  
7 mitigation for using shoreline areas in a manner that preempts public use, and  
8

9 WHEREAS the existing rules have often exempted Port development  
10 projects from this requirement, and

11 WHEREAS, under new state rules, once the City's adopted SMP is approved  
12 by the State Department of Ecology, this exemption will no longer be available, and

13 WHEREAS, given the limited opportunities to provide high quality public  
14 access on Port property, the new SMP authorizes the City to enter into agreements  
15 with the Port and other public agencies for public access provision geographically  
16 separate from the new development site, including the use of a public access fund  
17 and an in-lieu fee, and

18 WHEREAS on July 10, 2012, Port of Tacoma staff presented a draft Port of  
19 Tacoma Public Access Plan at a joint City Council-Port Commission study session,  
20 and, as a result of the discussion, the City and the Port formed a joint committee  
21 consisting of two Councilmembers and two Commissioners with the aim of building  
22 consensus for an interlocal agreement regarding Port public access priorities and  
23 proposed projects, and  
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1           WHEREAS the joint committee prepared a draft interlocal agreement that  
2 was presented at a joint City Council/Port Commission study session on June 11,  
3 2013, and  
4

5           WHEREAS, upon finalization of the City of Tacoma Shoreline Master  
6 Program, the adoption of this resolution will authorize the City Manager to execute  
7 an interlocal agreement between the City of Tacoma and the Port of Tacoma that  
8 will: (1) provide a mechanism to better ensure that public access mitigation for  
9 individual Port projects can help create an integrated, connected public access  
10 system; (2) identify shared priority public access projects in locations that will be  
11 well used and enjoyed by the public; (3) streamline permitting for both the Port and  
12 private applicants; (4) provide certainty to the City, Port, and private sector partners  
13 over the 10 years of the proposed agreement; and (5) provide a methodology for  
14 the use of a public access fee-in-lieu that can be utilized by both the Port and  
15 private parties; Now, Therefore,  
16  
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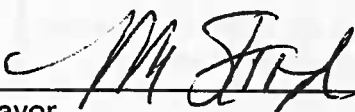
18           BE IT RESOLVED BY THE COUNCIL OF THE CITY OF TACOMA:

19           That upon finalization of the City of Tacoma Shoreline Master Program, the  
20 proper officers of the City are hereby authorized to enter into an Interlocal  
21 Agreement with the Port of Tacoma for review and authorization of a flexible  
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1 approach to the Shoreline Public Access Provision, said document to be  
2 substantially in the form of the interlocal agreement on file in the office of the City  
3 Clerk.  
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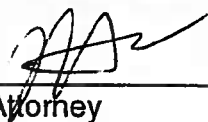
5 Adopted AUG - 6 2013  
6

7   
8 Mayor

9 Attest:

10   
11 City Clerk

12 Approved as to form:  
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14   
15 Deputy City Attorney  
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CITY CLERK USE ONLY

# REQUEST FOR RECEIVED

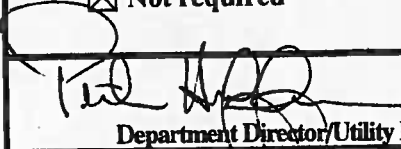
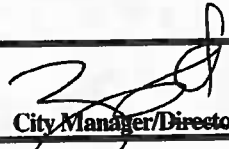
☐ ORDINANCE ☒ RESOLUTION

Request #:  
Ord./Res. #:13583  
38706

1. DATE: JULY 12, 2013

CITY CLERK'S OFFICE

2. SPONSORED BY: Mayor Strickland and Councilmember Mello

<b>3a. REQUESTING</b> DEPARTMENT/DIVISION/PROGRAM PDS/Planning Services	<b>4a. CONTACT (for questions):</b> Ian Munce	<b>PHONE:</b> 573-2478
<b>3b. "RECOMMENDED FOR ADOPTION" FROM</b> <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> To Committee as information only <input checked="" type="checkbox"/> Did not go before a Committee	<b>4b. PERSON PRESENTING:</b> Stephen Atkinson	<b>PHONE:</b> 591-5531
<b>3c. DID THIS ITEM GO BEFORE THE PUBLIC UTILITY BOARD?</b> <input type="checkbox"/> Yes, on <input checked="" type="checkbox"/> Not required	<b>4c. ATTORNEY:</b> Jeff Capell	<b>PHONE:</b> 591-5638
 Department Director/Utility Division	N/A Budget Officer/Finance Director	 City Manager/Director Utilities

5. REQUESTED COUNCIL DATE: August 6, 2013

(If a specific council meeting date is required, explain why; i.e., grant application deadline, contract expiration date, required contract execution date, public notice or hearing required, etc.)

This specific date is requested as a follow up to a joint City of Tacoma/Port Commission study session that was held on June 11, 2013.

6. SUMMARY AGENDA TITLE:

Interlocal Agreement Authorizing a Flexible Approach to Shoreline Public Access Provision Between the City of Tacoma and the Port of Tacoma.

7. BACKGROUND INFORMATION/GENERAL DISCUSSION:

This Resolution will authorize the City Manager, upon finalization of the City of Tacoma Shoreline Master Program, to execute an interlocal agreement between the City of Tacoma and the Port of Tacoma that will:

- Provide a mechanism to better ensure that public access mitigation for individual Port projects can help create an integrated, connected public access system;
- Identify shared priority public access projects in locations that will be well used and enjoyed by the public;
- Streamline permitting for both the Port and private applicants;
- Provide certainty to the City, Port and private sector partners over the 10 years of the proposed agreement;
- Provide a methodology for the use of a public access fee-in-lieu that can be utilized by both the Port and private parties.

3.

**REQUEST (CONT)**

**CITY CLERK USE ONLY**

Request #:

13583

Ord/Res #:

38706

Under the current State/City Shoreline Master Program (SMP) the Port is required like other permit applicants to provide public access as mitigation for using shoreline areas in a manner that preempts public use. However, the existing rules have often exempted Port development projects from this requirement. Under new State rules, though, once the City's adopted Shoreline Master Program is approved by the State Department of Ecology, this exemption will no longer be available. Given the limited opportunities to provide high quality public access on Port property, the new SMP authorizes the City to enter into agreements with the Port (and other public agencies) for public access provision geographically separate from the new development site, including the use of a public access fund and an in-lieu fee.

On July 10, 2012 Port of Tacoma staff presented a draft Port of Tacoma Public Access Plan at a joint City Council/Port Commission study session. As a result of the discussion at the joint study session, the City and the Port formed a joint committee consisting of two Councilmembers and two Commissioners with the aim of building consensus for an interlocal agreement regarding Port public access priorities and proposed projects. The joint committee prepared a draft interlocal agreement that was presented at a joint City Council/Port Commission study session on June 11, 2013.

**8. LIST ALL MATERIAL AVAILABLE AS BACKUP INFORMATION FOR THE REQUEST AND INDICATE WHERE FILED:**

Source Documents/Backup Material	Location of Document
Locally-approved Shoreline Master Program	Municipal Building, Room 345
Interlocal Agreement	Municipal Building, Room 345

**9. WHICH OF THE CITY'S STRATEGIC GOALS DOES THIS ITEM SUPPORT? (CHECK THE GOAL THAT BEST APPLIES)**

- A. ☐ A SAFE, CLEAN AND ATTRACTIVE COMMUNITY
- B. ☐ A DIVERSE, PRODUCTIVE AND SUSTAINABLE ECONOMY
- C. ☒ A HIGH-PERFORMING, OPEN AND ENGAGED GOVERNMENT

**10. IF THIS CONTRACT IS FOR AN AMOUNT OF \$200,000 OR LESS, EXPLAIN WHY IT NEEDS LEGISLATIVE APPROVAL:**

**11. FINANCIAL IMPACT:** ☐ EXPENDITURE ☐ REVENUE

- A. ☒ NO IMPACT (NO FISCAL NOTE)
- B. ☐ YES, OVER \$100,000, Fiscal Note Attached
- C. ☐ YES, UNDER \$100,000, (NO FISCAL NOTE)

Provide funding source information below:

**FUNDING SOURCE: (Enter amount of funding from each source)**

Fund Number & Name:	State \$	City \$	Other \$	Total Amount

If an expenditure, is it budgeted? ☐ Yes ☐ No Where? Cost Center:

Acct #:

Resolution No. 38706

Adopted: AUG - 6 2013

Maker of Motion: Campbell

Seconded: Woodlands

Voice Vote:

MEMBERS	AYES	NAYS	ABSTAIN	ABSENT
Mr. Boe	✓			
Mr. Campbell	✓			
Mr. Ibsen	✓			
Mr. Lonergan	✓			
Mr. Mello	✓			
Mr. Thoms			✓	
Ms. Walker	✓			
Ms. Woodards	✓			
Mayor Strickland	✓			

Roll Call Vote:

MEMBERS	AYES	NAYS	ABSTAIN	ABSENT
Mr. Boe				
Mr. Campbell				
Mr. Ibsen				
Mr. Lonergan				
Mr. Mello				
Mr. Thoms				
Ms. Walker				
Ms. Woodards				
Mayor Strickland				

**INTERLOCAL AGREEMENT AUTHORIZING A FLEXIBLE APPROACH TO  
SHORELINE PUBLIC ACCESS PROVISION BETWEEN THE CITY OF TACOMA AND  
THE PORT OF TACOMA.**

**THIS INTERLOCAL AGREEMENT** ("Agreement") made and entered into pursuant to the Interlocal Cooperation Act, Chapter 39.34 of the Revised Code of Washington, on the \_\_\_\_ day of \_\_\_\_\_, 2013 by and between the City of Tacoma, a municipal corporation of the State of Washington, herein known as "City" and the Port of Tacoma, a port district organized under the laws of the State of Washington hereinafter called "Port" (collectively referred to herein as the "Parties").

**RECITALS**

**WHEREAS**, the State Shoreline Management Act and its implementing regulations, specifically Washington Administrative Code 173-26-221 (4)(d)(ii), require shoreline development by public entities, including local governments, port districts, state agencies, and public utility districts, to include public access measures as part of each development project; and

**WHEREAS**, when public access planning, as described in WAC 173-26-221 (4)(c), demonstrates that a more effective public access system can be achieved through alternate means, such as focusing public access at the most desirable locations, local governments may institute master program provisions for public access based on that approach in lieu of site-by-site public access requirements; and

**WHEREAS**, the City undertook and adopted a Public Access Alternatives Plan consistent with WAC 173-26-221 (4)(c) that seeks to focus future public access in the locations that: are consistent with the community vision, promote public safety and natural resource preservation; and, protect the future land supply and operations of water-oriented industrial uses; and

**WHEREAS**, the Tacoma Municipal Code 13.10 Shoreline Management has been updated consistent with WAC 173-26-221 (4)(c) to provide alternatives for public agencies to meet their public access requirements comprehensively, in lieu of site-by-site requirements; and

**WHEREAS**, the Port has developed a public access plan consistent with WAC 173-26-221(4) and the public participation requirements of WAC 173-26-201 (3)(b)(i); and

**WHEREAS**, Port and Port tenant development is typically market driven, rarely predictable, and often undertaken within constrained timelines; and

**ORIGINAL**

**WHEREAS**, having a streamlined and predictable permitting process can enhance the timeliness of development and improve cost efficiencies; and

**WHEREAS**, the Parties have agreed upon a flexible approach to shoreline public access provisions that the Port and its tenants, may use at their sole discretion to fulfill the public access permit requirements of the City's adopted Shoreline Master Program, in lieu of site-by-site requirements; and

**WHEREAS**, the Parties wish to make this flexible approach to public access provision available to private parties in addition to the Port and Port tenants so that 1) the community may better leverage Port of Tacoma, City of Tacoma and private party public access investment dollars for grants and 2) obtain sufficient funds to complete key public access facilities as identified in Section 5.1; and

**WHEREAS**, Chapter 39.34 of the Revised Code of Washington allows local governments to enter into interlocal agreements to make the most efficient use of their powers by enabling them to work with other local jurisdictions on a mutually advantageous basis.

**NOW, THEREFORE**, pursuant to Chapter 39.34 RCW, and in consideration of the mutual benefits and covenants described herein, the Parties agree to cooperate in providing public access as follows:

#### **1. INCORPORATION OF RECITALS**

Each of the recitals set forth above is incorporated into this Agreement as though fully set forth herein.

#### **2. PURPOSE**

The purpose of this Agreement is to set forth a flexible approach to shoreline public access provision that the Port and its tenants may use at their sole discretion to fulfill the public access requirements of the City's adopted Shoreline Master Program, in lieu of site-by-site requirements.

#### **3. PROJECT AREA**

All properties owned or leased by the Port or Port tenants within the City of Tacoma at the time of City shoreline permit issuance.

#### **4. FEE-IN-LIEU METHODOLOGY AND PUBLIC ACCESS FUND**

The fee-in-lieu contribution shall be based on the fair market value of the portion of the project that is subject to a shoreline permit, with the following exceptions:



- Activities exempt under Section 2.3.3 of the City's Shoreline Master Program
- Interior remodeling
- Environmental remediation and mitigation
- Dredging
- New terminal cranes and/or upgrades to wharves, but not the wharves themselves, to accommodate increased size of container terminal cranes

4.1 "Fair market value" pursuant to WAC 173-27-030(8) and as used herein of a development is the open market bid price of the portion of the project within shoreline jurisdiction for conducting the work, using the equipment and facilities, and purchase of the goods, services and materials necessary to accomplish the development as of the date of shoreline permit application. This would normally equate to the cost of hiring a contractor to undertake the development from start to finish, including the cost of labor, materials, equipment and facility usage, transportation and contractor overhead and profit. The fair market value of the development shall include the fair market value of any donated, contributed or found labor, equipment or materials.

4.2 Projects with a fair market value of \$10,000,000 or less will be assessed a 2% public access fee. For projects exceeding \$10,000,000 in fair market value, a 2% fee will be assessed for the first \$10,000,000 in value with an additional 0.5% fee assessed for the fair market value exceeding the initial \$10,000,000. The total fee shall not exceed \$500,000 on any individual permit application. For example, a \$12 million project would be assessed as follows: \$10 million X 0.02 = \$200,000, plus \$2million X 0.005 = \$10,000, for a total fee of \$210,000.

4.3 Fee-in-lieu payments may include in-kind contributions by mutual agreement of the Parties.

4.4 The Port may designate fee-in-lieu contributions for Priority Public Access Projects identified in this Agreement at Section 5.1 or 6.1.

4.5 Fee-in-lieu funds that have been designated by the Port for specific projects described in Section 5.1 herein may be reallocated by the Port except where the City has made binding commitments.

4.6 All payments of fee-in-lieu funds received by the City shall be deposited in an interest bearing City Public Access Fund that may only be accessed by the City pursuant to the terms of this Agreement.

## **5. PRIORITY PUBLIC ACCESS PROJECT LOCATIONS—PARTNERSHIPS**

5.1 After consultation with the City, the Port and its tenants may direct any fee-in-lieu payment associated with a particular shoreline permit to any of the following projects, and the City shall expend those payments as the Port so directs:

- Chinese Reconciliation Park
- West Foss Central Park
- Waterway Park
- Balfour Dock Esplanade

**ORIGINAL**

- Schuster Corridor Multi-Use Trail
- 11<sup>th</sup> Street Public Boat Launch
- Or other sites as mutually agreed upon by both parties

5.2 Payment of fee-in-lieu funds shall be a condition of the shoreline permit and made to the City prior to final inspection or permit closeout.

5.3 The City will use its best efforts to expend all Port fee-in-lieu of funds within twelve (12) months of receipt.

5.4 The Port and/or its tenants may make advance payment(s) of the fee-in-lieu to the City Public Access Fund at any time at their sole discretion and then secure a credit against these payment(s) as particular shoreline permits are issued, plus the interest accrued.

5.5 The City will amend its permit fee schedule to allow private applicants at their sole discretion to use the terms set forth in sections 4, 4.1, 4.2, 5.1, 5.2 and 6.1.

5.6 The Port will be recognized as a partner in any public access project listed in paragraph 5.1 utilizing Port funds or in-kind contributions. Recognition will be proportional to the Port's contribution, approved in writing by the City and the Port, and will include but is not limited to signage at the public access site.

## **6. PRIORITY PUBLIC ACCESS PROJECT LOCATIONS—PORT-OWNED PROPERTY**

6.1 The Port and its tenants at their sole discretion may direct any fee in-lieu payment associated with a particular shoreline permit in the form of public access investments to any Port owned sites at the following locations:

- Dick Gilmur Kayak Launch and the associated Saltchuck mitigation site
- Julia's Gulch and NE Tacoma Trail Network
- Youth Marine Foundation
- Or other sites as mutually agreed upon by both Parties

6.2 Such Port and or Port tenant fee-in-lieu payment investments shall be a condition of the shoreline permit and the improvements to Port-owned property shall be committed to prior to final inspection or permit closeout.

## **7. CREDIT FOR EXISTING PUBLIC ACCESS SITES**

7.1 The Port shall be granted public access fee-in-lieu credit for the following site improvements:

- Place of Circling Waters
- Dick Gilmur Kayak Launch

7.2 These Port created sites are currently publicly accessible and have not been used previously to fulfill the public access requirements of past shoreline permits.

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7.3 The Port's credit for the Place of Circling Waters shall be applied to City shoreline permit(s) associated with the development of the East Blair Terminal on the Blair Waterway. See Exhibit A.

7.4 The Port's credit for the Dick Gilmur Kayak Launch (in its current state of development as of the date of this agreement) shall be applied to City shoreline permits for Piers 3 and 4 on the General Central Peninsula. See Exhibit A.

## **8. REPORTING**

8.1 The City shall report annually to the Port on the status of expenditures made from the City Public Access Fund defined in Section 4.6.

8.2 The Port shall report annually to the City on the status of the public access provisions implemented in accordance with the Port of Tacoma Public Access Plan and this Agreement.

## **9. DESIGNATED CITY AND PORT REPRESENTATIVES**

9.1 City Representative: City Manager  
City of Tacoma  
747 Market Street, 12<sup>th</sup> floor  
Tacoma, WA 98402

9.2 Port Representative: Chief Executive Officer  
Port of Tacoma  
PO box 1837  
Tacoma, WA 98401

## **10. NO SEPARATE ENTITY CREATED**

This Agreement does not create any separate or administrative entity. This Agreement shall be administered by the Parties' representatives defined in Section 9.1 and 9.2 herein.

## **11. MODIFICATION OF AGREEMENT**

This Agreement may be amended at any time by written agreement of the Parties, and upon approval of each Parties' respective legislative body.

## **12. DISPUTE RESOLUTION**

The designated representatives herein shall use their best efforts to resolve disputes between the Parties. If the designated representatives are unable to resolve a dispute, then the responsible Project directors for each Party shall review the matter and attempt to resolve it. If the Project directors are unable to resolve the dispute, the matter shall be reviewed by the department director or chief executive officer of each Party or his or her designee.

**ORIGINAL**

The Parties agree to exhaust each of these procedural steps before seeking to resolve disputes in a court of law or any other forum.

### **13. DURATION OF AGREEMENT AND TERMINATION**

This Agreement shall continue for a term of 10 years from the execution date of this Agreement, and may be extended by mutual agreement of the Parties and upon approval of each Parties' respective legislative body, provided however, that any Project for which a completed Shoreline permit application was filed prior to termination of this Agreement shall be vested to the terms of this Agreement as it exists at the time of permit application.

### **14. HOLD HARMLESS AND INDEMNITY AGREEMENT**

Each party (the Indemnitor) agrees to defend, indemnify and hold harmless the other (the Indemnitees), its board or council members, officers, agents and employees, from and against all loss or expense including, but not limited to, judgments, settlements, attorney's fees and costs by reason of any and all claims for damages, penalties or other relief based upon the Indemnitor's alleged negligence, or wrongful conduct, except for the injuries, penalties and damages caused by the sole negligence or wrongful conduct of the Indemnitor. Such claims for damages or other relief include, but are not limited to, those for personal or bodily injury including death from such injury, property damage, torts, defamation, penalties imposed by any agency of the state or federal government for failure to comply with applicable law in the performance of this Agreement. If the claim, suit or action involves concurrent negligence of the Parties, the indemnity provisions provided herein shall be applicable only to the extent of the percentage of each party's negligence. It is further and expressly understood that the indemnification provided herein constitutes each party's waiver of immunity under Industrial Insurance, Title 51 RCW, solely for the purposes of this indemnification. This waiver has been mutually negotiated by the Parties. The provisions of this section shall survive the expiration or termination of this Agreement.

### **15. NOTIFICATION**

Any notice required or permitted to be given pursuant to this Agreement shall be in writing, and shall be sent postage prepaid by U.S. Mail, return receipt requested, or by electronic mail to the Parties' representatives defined in Section 9.1 and 9.2 herein, unless otherwise indicated by the Parties to this Agreement.

### **16. RECORDS RETENTION AND AUDIT**

During the progress of the work on the Project and for a period not less than three (3) years from the date of final payment by the Port to the City, the records and accounts pertaining to the Project and accounting thereof are to be kept available for inspection and audit by the Port and the City shall provide the Port with copies

of all records, accounts, documents, or other data pertaining to the Project upon the Port's request. If any litigation, claim, or audit is commenced, the records and accounts along with supporting documentation shall be retained until all litigation, claims, or audit finding has been resolved, even though such litigation, claim, or audit continues past the typical three year retention period. This provision is not intended to alter or amend records retention requirements established by applicable state and federal laws.

#### **17. VENUE**

This Agreement shall be deemed to be made in the County of Pierce, State of Washington, and the legal rights and obligations of the City and Port shall be determined in accordance with the laws of the State of Washington. All legal actions in connection with this Agreement shall be brought in the County of Pierce, State of Washington.

#### **18. PROJECT FINANCING**

Except as provided above, the Parties shall finance its own conduct of responsibilities under this Agreement.

#### **19. PROPERTY OWNERSHIP**

No ownership of property will transfer as a result of this Agreement.

#### **20. NO THIRD PARTY BENEFICIARIES**

This Agreement is entered into solely for the mutual benefit of the parties. This Agreement is not entered into with the intent that it shall benefit any other person or entity and no other such person or entity shall be treated as a third-party beneficiary of this Agreement.

#### **21. SEVERABILITY**

The provisions of this Agreement are hereby declared to be separate and severable, and the invalidity of any clause, sentence, paragraph, subdivision, section, or portion of this Agreement or the invalidity of its application to any person or circumstance shall not affect the validity of its application to other persons and circumstances.

#### **22. LEGAL OBLIGATIONS**

This Agreement does not relieve either Party of any obligation or responsibility imposed upon it by law.

#### **23. COPIES FILED WITH COUNTY AUDITOR OR POSTED ON PARTIES' WEB SITE**

**ORIGINAL**



Copies of this Agreement shall either be filed with the Pierce County Auditor's Office after execution or posted on each parties' website listed by subject or other electronically retrievable public source, as allowed by RCW 39.34.040, and shall be filed with the respective party authorities.

IN WITNESS WHEREOF, the Parties have executed this Agreement this 13<sup>th</sup> day of DECEMBER 2013.

City of Tacoma

By

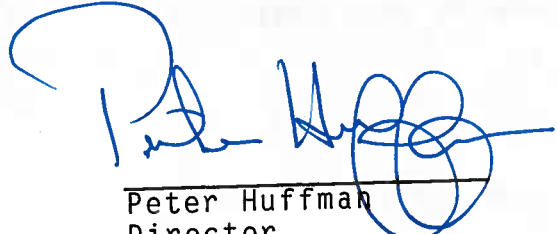
  
T.S. Broadnax  
City Manager

Port of Tacoma

By

  
John Wolfe  
CEO


APPROVED AS TO FORM:

  
Peter Huffman  
Director  
Planning and Development

  
City Attorney

Date: \_\_\_\_\_

ATTEST:

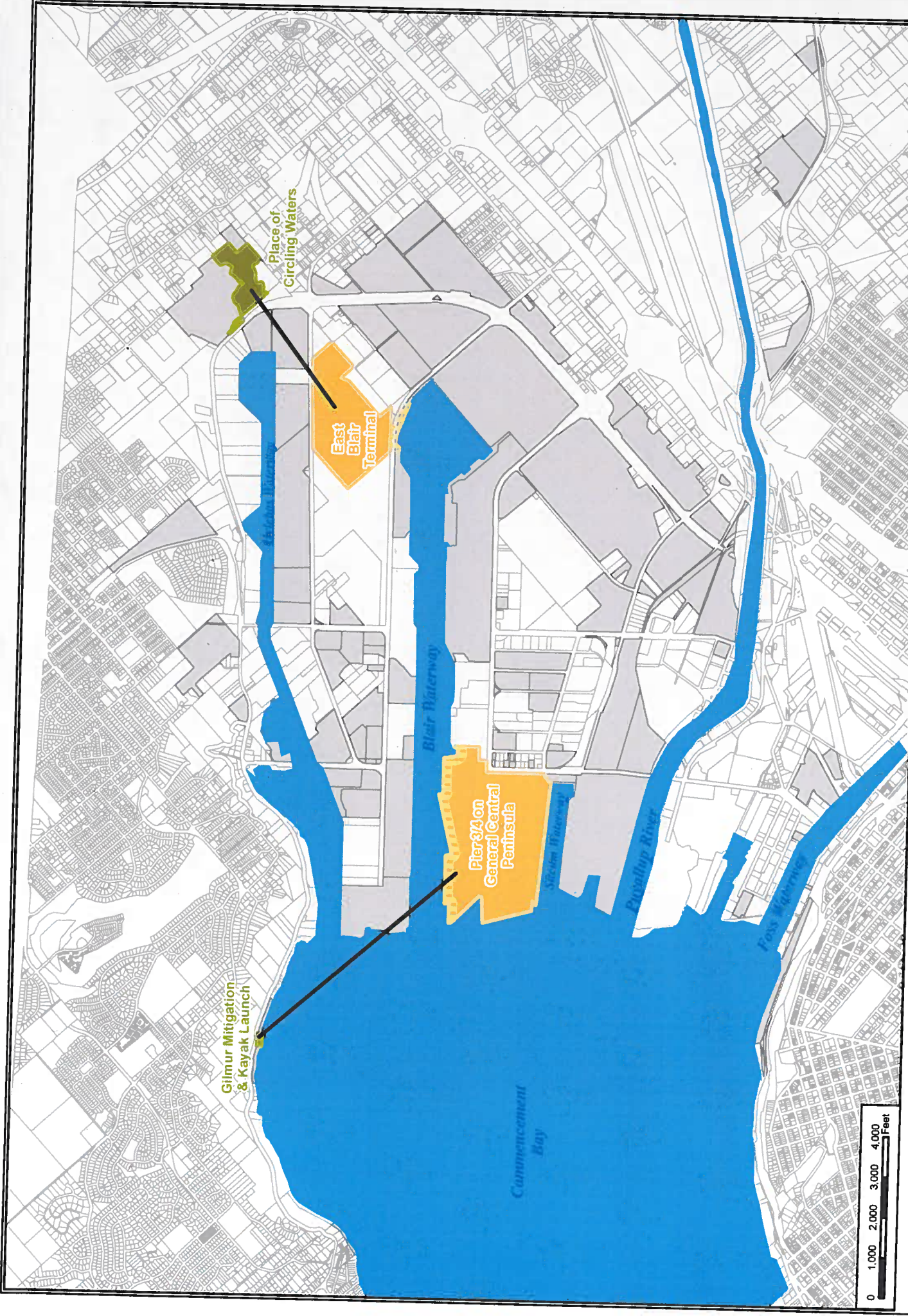
  
City Clerk

Date: 12-13-2013

APPROVED AS TO FORM:

  
Port Legal Counsel

Date: 10/31/13



# Credit for Existing Sites Exhibit A



- 200' SMP
- Capital Project
- Public Access
- Water
- Port Owned Parcels
- Tax Parcels



Map Date: 5/15/2013  
 Author: Jen Radcliff  
 Data Credits:  
 Parcel data is from Pierce County.  
 All other data from Port of Tacoma.

**DISCLAIMER:** The information included on this map has been compiled by Port of Tacoma staff from a variety of sources and is subject to change without notice. These data are intended for informational purposes and should not be considered authoritative for engineering, navigational, legal and other site-specific uses. The Port of Tacoma makes no representations or warranties, express or implied, as to accuracy, completeness, timeliness, or rights to the use of such information.

